



Heritage Impact Assessment

1880 Assumption Street,
Windsor

PREPARED FOR:

Design Atelier

c/o Daniel Soleski
dsoleski@architectura.com
180 Eugenie St. West
Windsor, Ontario, N8X 2X6

File no. 24348C

24, June 2025

Revised 5 February, 2026

Your Vision

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MHBC - MacNaughton Hermsen Britton Clarkson Planning Limited
200-540 Bingemans Centre Drive Kitchener, ON N2B 3X9

T: 519 576 3650

F: 519 576 0121

www.mhbcplan.com



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Project Personnel

Dan Currie, MA, MCIP, RPP, CAHP	<i>Managing Director of Cultural Heritage</i>	Senior Review
Rachel Redshaw, MA, H.E. Dipl. CAHP	<i>Senior Heritage Planner</i>	Research, Author
Christy Kirwan, BA, Dipl., CAHP-Intern	<i>Heritage Planner</i>	Research, Co-Author, Fieldwork
Paul Jae Woong Lee	<i>Planning and Design</i>	Graphics

Owner

Design Atlier

c/o Daniel Soleski

dsoleski@architecttura.com

180 Eugenie St. West

Windsor, Ontario, N8X 2X6

Acknowledgement of Indigenous Communities

This Cultural Heritage Impact Assessment acknowledges that the subject property is located at 1880 Assumption Street, Windsor, Ontario which is situated within territory of the Peoria, Myaamia, Mississauga, Attinwonderonk (Neutral), Bodwéwadmí (Potawatomi), Anishinabewaki, Wyandot, Meškawahki-aša-hine (Fox). These lands are acknowledged as being associated with the following treaties (accessed from Ministry of Indigenous Affairs):

- Treaty 2, 1790

This document takes into consideration the cultural heritage of Indigenous communities including their oral traditions and history when available and related to the scope of work.

1.0 Introduction

1.1 Purpose

MHBC Planning, Urban Design and Landscape Architecture (“MHBC”) was retained by Design Atlier to undertake a Scoped Built Heritage Impact Study (BHIS) for the proposed redevelopment of the property located 1880 Assumption Street, Windsor, Ontario (hereafter referred to as the ‘subject property’). The proposal includes a mixed use 20-storey building comprised of a 17-storey tower atop a 3-storey podium.

The property is not listed (non-designated) or designated on the City of Windsor’s Municipal Register of Properties of Cultural Heritage Value or Interest. The subject property is not located within a Heritage Conservation District designated under Part V of the *OHA*, however, is located within the Walkerville Heritage Conservation District Study area and has been identified as being within the potential boundary of Sub-Area 1 (Distillery). Furthermore, the subject property is included in the Walkerville Heritage Area and designated as part of the Mature Neighbourhood in the City of Windsor Official Plan (Schedule A-1). The property is adjacent to several listed (non-designated) and designated Protected Heritage Properties including:

- 325 Devonshire Road (Walker Power Building) (Designated)
- 300 Block Chilver Road (Walkerville Stone Curbs) (Listed)
- 341-43 Chilver Road (Listed)
- 423 Kildare Road (J.E. Doble House) (Listed)
- 420 Kildare Road (Walkerville Garage) (Designated)
- 415 Devonshire Road (Canadian Bank of Commerce) (Listed)
- 378-96 Devonshire Road (Crown Inn) (Designated)
- 350 Devonshire Road (Walkerville Town Hall) (Designated)

Based upon the City Heritage Planning notes as part of the pre-consultation for PC-073/24 and further correspondence with Staff, the report has been scoped. The purpose of the scoped BHIS is to assess impact of the proposed redevelopment upon the subject property as it relates to the Walkerville Heritage Area and Mature Neighbourhood Area and potential impacts to nearby listed (non-designated) and designated Protected Heritage Properties. A summary of preliminary cultural heritage value for listed (non-designated) properties, supported by preliminary research completed as part of the Walkerville Heritage Conservation District Study (Draft 2024), will suffice in respect to the impact analysis. The Study will be based upon the City’s HIA Terms of Reference (reviewed in **Section 2.4** of this report) including review of specific references to Heritage Conservation policies in the City’s Official Plan.

1.2 Description of Subject Property and Surrounding Area

1.2.1 Subject Property

The subject property is located at 1880 Assumption Street, Windsor, Ontario (see **Figure 1** and **Appendix A**). The property is north of Assumption Street, east of Chilver Road, west of Devonshire Road, south of Riverside Drive East, Windsor, Ontario. The legal description is PT BLK A PL 211 SANDWICH EAST AS IN R656927; WINDSOR. The property is approximately 0.92 acres and currently includes a commercial building and surface parking. **Section 4.0** of this report reviews the existing conditions.



Photo 1: View of the principal elevation of the subject property. (MHBC, 2025)



Figure 1
Project Area Map

LEGEND



Project Area

Date: February 2025

Scale: 1:3,000

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Drawn: PL



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1880 Assumption St.
City of Windsor
Ontario

Source:
City of Windsor 2024 Aerial Imagery



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1.2.2 Surrounding Area

The subject property is located in an area which was part of Walkerville's earliest phase of development under Hiram Walker and his sons in the late 19th and early 20th centuries. The neighbourhood is characterized by remnant industrial, commercial, and institutional buildings to the north and east. The area south of Assumption Street is predominantly residential and includes 2-2.5-storey homes with late-19th and early 20th century character. This region served as the Town's first commercial core with worker housing located nearby.

NORTH: The area north of the subject property is bounded by the Detroit River. The area directly across Riverside Drive is the site of the original Walkerville Distillery and still includes the distillery silos which are a local landmark. The recently rehabilitated Walkerville Power Building is located adjacent to the north. This area is characterized by taller buildings which are industrial in nature.

EAST: The area located to the east includes remnants of the old railway line as well as buildings that were originally constructed for institutional uses, including the old Walkerville Town Hall, the Crown Inn, the Canadian Bank of Commerce, and the old post office. Two 13-storey brick Walkerville Distillery towers and the Walkerville Brewery are located to the southeast across Devonshire Road.

SOUTH: The area to the south across Assumption Street is predominantly residential and includes 2-2.5 storey single detached dwellings. In a sharp contrast to the industrial and institutional core to the northeast, this area includes few non-residential buildings, which include the Walkerville Garage and Victoria Inn. This area is characterized by two-lane streets, grass curb strips with mature trees, and sidewalks. Most dwellings include consistent setbacks and heights, but do not otherwise share a consistent style or plan.

WEST: The area to the west includes original residential dwellings from the late 19th and early 20th century along Chilver Road as well as commercial buildings and low-rise apartments. The Windsor Children's Aid Society building and its associated surface parking lot is located on the block to the west. Further west, the area is again characterized by late-19th and early 20th century dwellings and streets of a consistent character with those to the south.

North



Photo 2: Looking west from the intersection of Devonshire Road and Riverside Drive East. (MHBC, 2025)



Photo 3: Looking east from the intersection of Devonshire Road and Riverside Drive East. (MHBC, 2025)

East



Photo 4: Looking east towards Devonshire Road from the east edge of the subject property. (MHBC, 2025)



Photo 5: View looking east across Devonshire Road towards the old post office and distillery towers. (MHBC, 2025)

South



Photo 6: View looking south across Assumption Street from the south edge of the subject property towards the Walkerville Garage and J.E. Doble House. (MHBC, 2025)



Photos 7 & 8: Views of the residential streetscape looking south down Kildare Road. (MHBC, 2025)

West



Photo 9: View looking west down Assumption Street from the northeast corner of Assumption Street and Chilver Road. (MHBC, 2025)



Photo 10: View looking west across Chilver Road. (MHBC, 2025)

Views & Vistas

It is important to note that while the subject property is located close to the waterfront, significant or intentional views and vistas of the Detroit River are not currently available from any vantage points located on the property, nor from the adjacent public realm along Assumption Street (see **Photos 11-14**).



Photos 11 & 12: Views looking north towards the Detroit River from the north edge of the subject property. (MHBC, 2025)



Photos 13 & 14: Views looking north towards the Detroit River from Assumption Street. (MHBC, 2025)

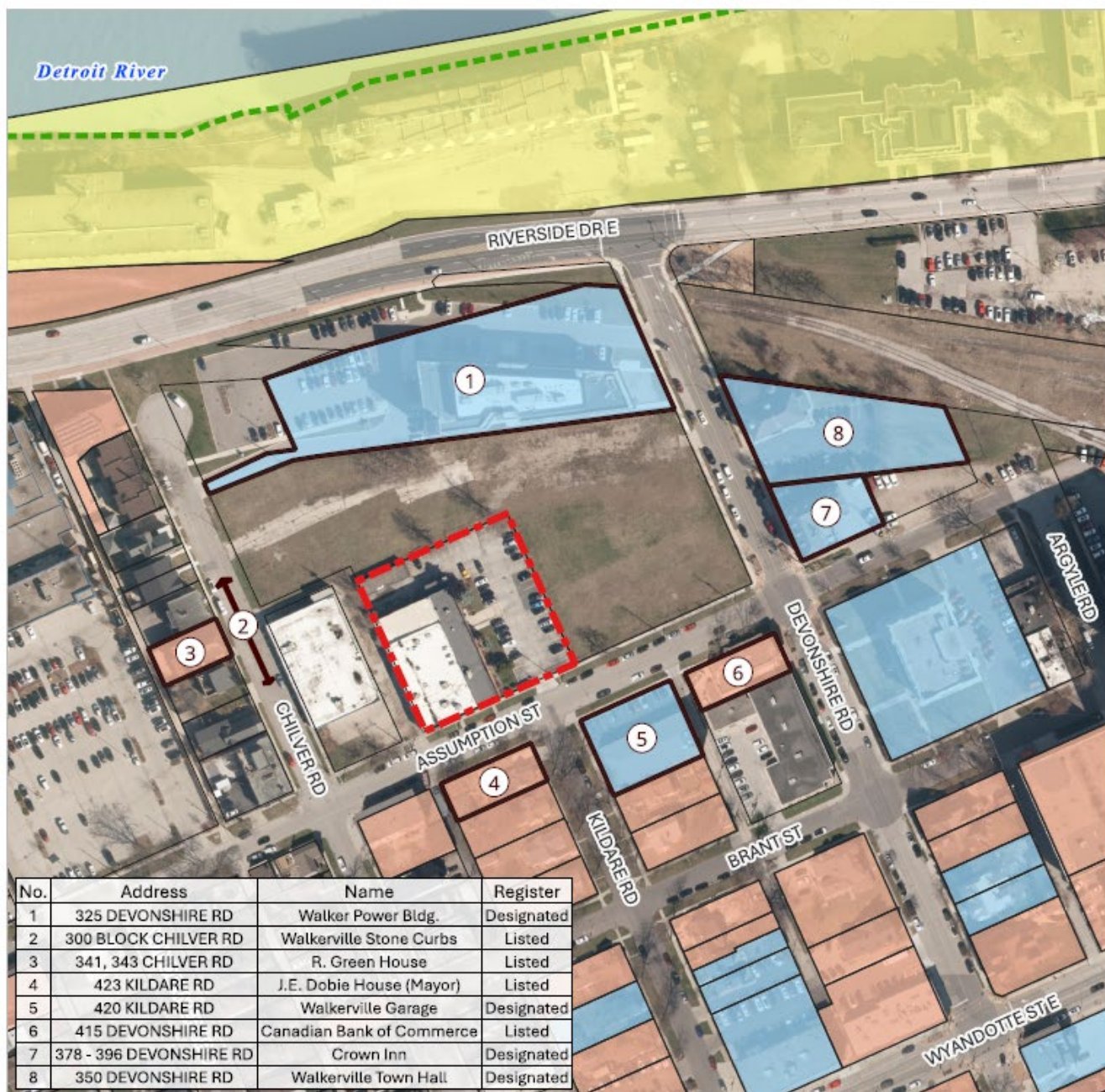
1.2.3 Heritage Status

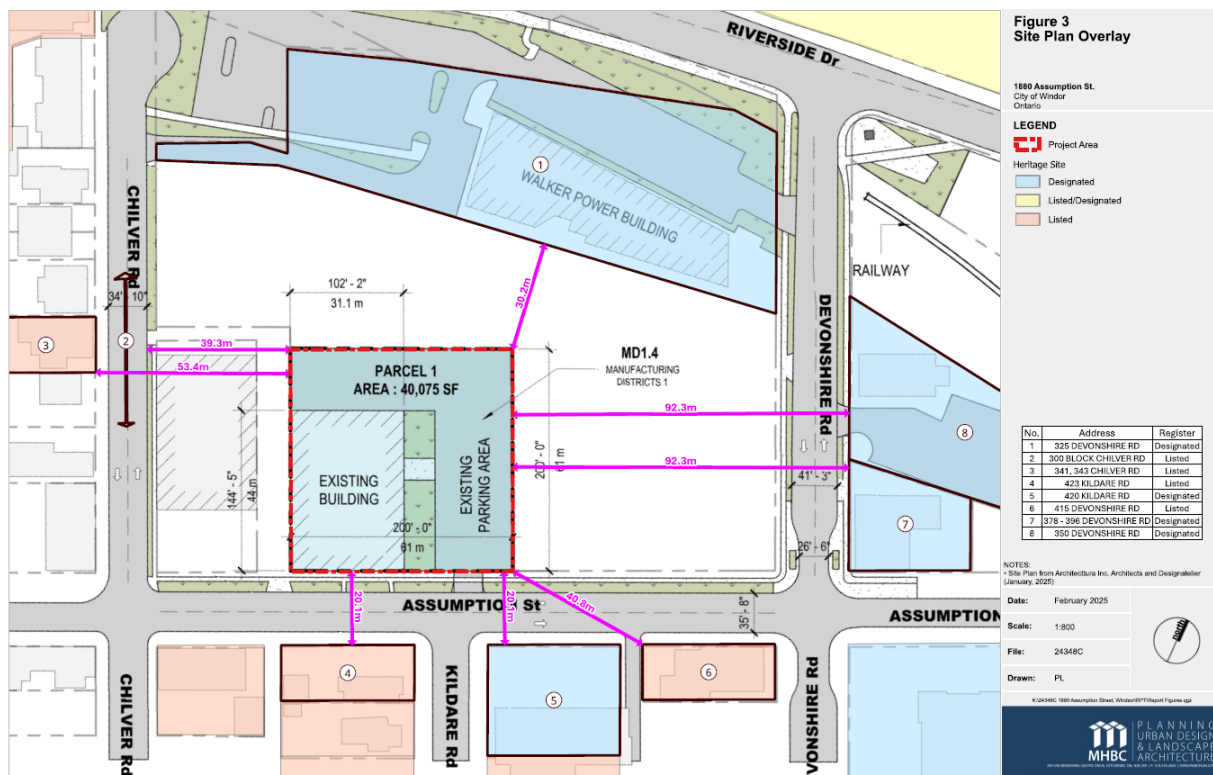
In order to confirm the presence of cultural heritage resources which have been previously identified, several databases were consulted including City of Windsor's Municipal Heritage Register, the City of Windsor Official Plan, the Ontario Heritage Act Register (Ontario Heritage Trust), the Canadian Register of Historic Places (CRHP).

The subject property is not listed (non-designated) or designated on the City of Windsor's Municipal Heritage Register, however, it is within the Walkerville Heritage Area and Mature Neighbourhood. The property is not currently included in a designated heritage conservation district or cultural heritage landscape. The subject property is, however, part of a Heritage Conservation District Study and preliminary identified proposed HCD boundary. Additionally, the HCD Study notes that should the Walkerville study area be designated, *"the district would be a significant cultural heritage landscape."*

The subject property is nearby several listed (non-designated) and designated properties. The City has identified the following as subject to this BHIS in **Table 1**:

Table 1: Heritage Status of Nearby Properties		
No.	Address	Heritage Status
No. 1	325 Devonshire Road (Walker Power Building)	(Designated)
No. 2	300 Block Chilver Road (Walkerville Stone Curbs)	(Listed)
No. 3	341-343 Chilver Road	(Listed)
No. 4	423 Kildare Road (J.E. Doble House)	(Listed)
No. 5	420 Kildare Road (Walkerville Garage)	(Designated)
No. 6	415 Devonshire Road (Canadian Bank of Commerce)	(Listed)
No. 7	378-396 Devonshire Road (Crown Inn)	(Designated)
No. 8	350 Devonshire Road (Walkerville Town Hall)	(Designated)





The Walkerville Heritage Conservation District Study was adopted by the City of Windsor Development & Heritage Standing Committee on Monday, May 5th, 2025 and by City Council on Monday, May 26th, 2025, where Council resolved that Administration be directed to report back with information related to forming of a committee or working group for the next phase of the Heritage Conservation District Study, based on the Consultant's best practices.

Figure 4 below demonstrates the subject property has been identified as a "non-contributing property" in the Study and **Figure 5** identifies that the subject property and surrounding heritage properties are included in Sub-Area 1 (Distillery) as a preliminary HCD boundary.

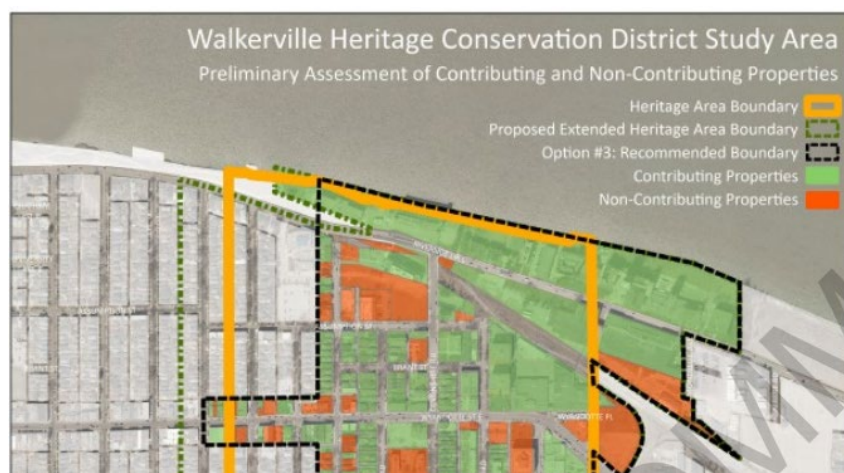


Figure 4: Excerpt of Figure 42 of the Walkerville HCD Study, August 1, 2024.

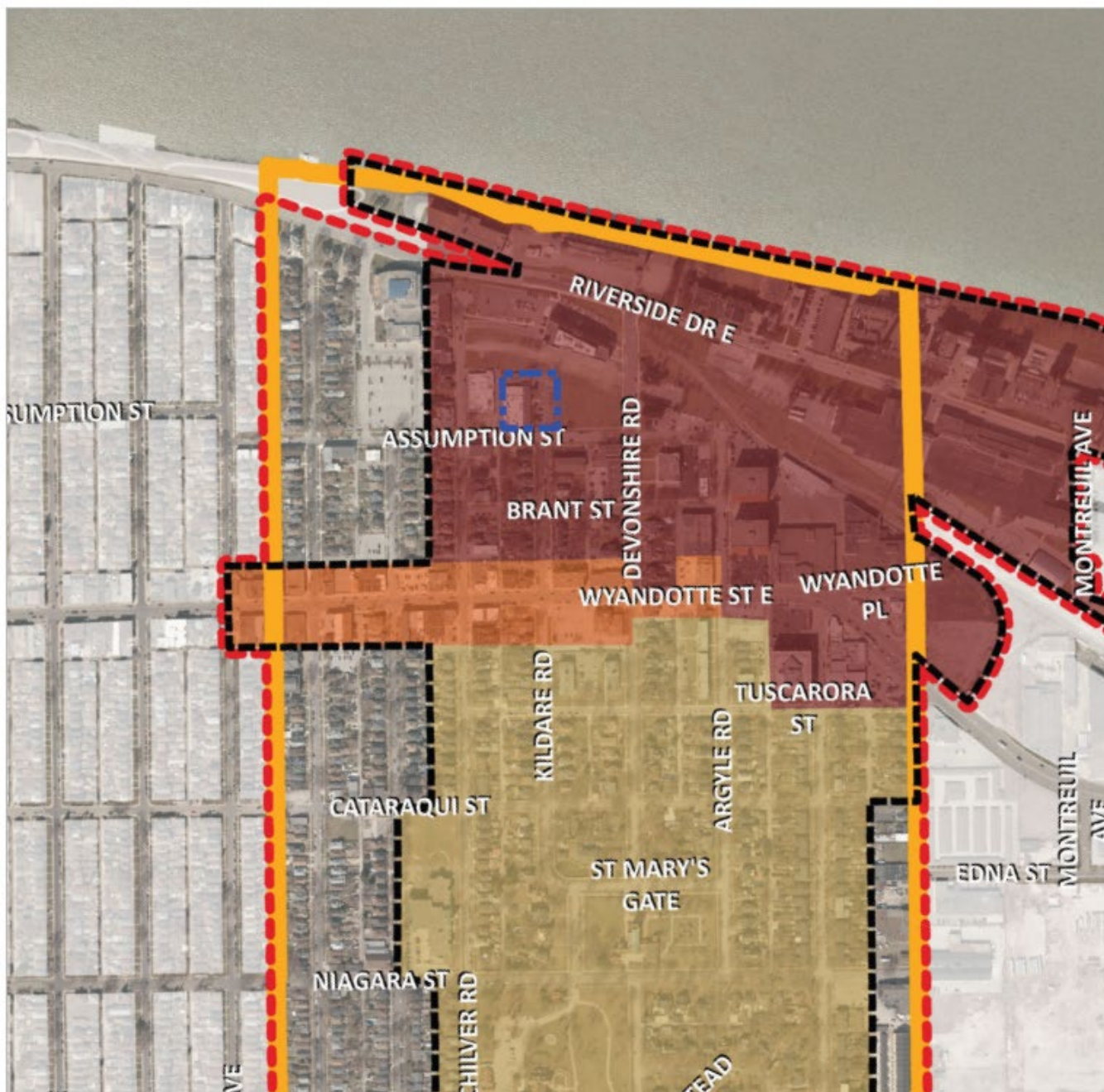


Figure 4
Walkerville Heritage
Conservation District
Study

1880 Assumption St.
City of Windsor
Ontario

LEGEND

-  Project Area
-  Heritage Area Boundary
-  RFP Study Area Boundary
-  Option #3: Recommended Boundary
-  Sub-Area 1 (Distillery)
-  Sub-Area 2 (Wyandotte Street East)
-  Sub-Area 3 (Devonshire Road)
-  Sub-Area 4 (Southern Residential)

Source: Recommended Boundary and Sub-Areas, Walkerville
Heritage Conservation Study, City of Windsor (1 August, 2024)

Date: February 2025

Scale: 1:6,000

File: 24348C

Drawn: PL



K124348C 1880 Assumption Street, Windsor RPT Report Figures.cpt



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1.2.4 Land Use and Zoning

The property is currently zoned Manufacturing District 1.4 (MD1.4). Current permitted uses include commercial and industrial uses such as food and food service and packaging uses, manufacturing, medical, studio, childcare, research facility, and other commercial uses.

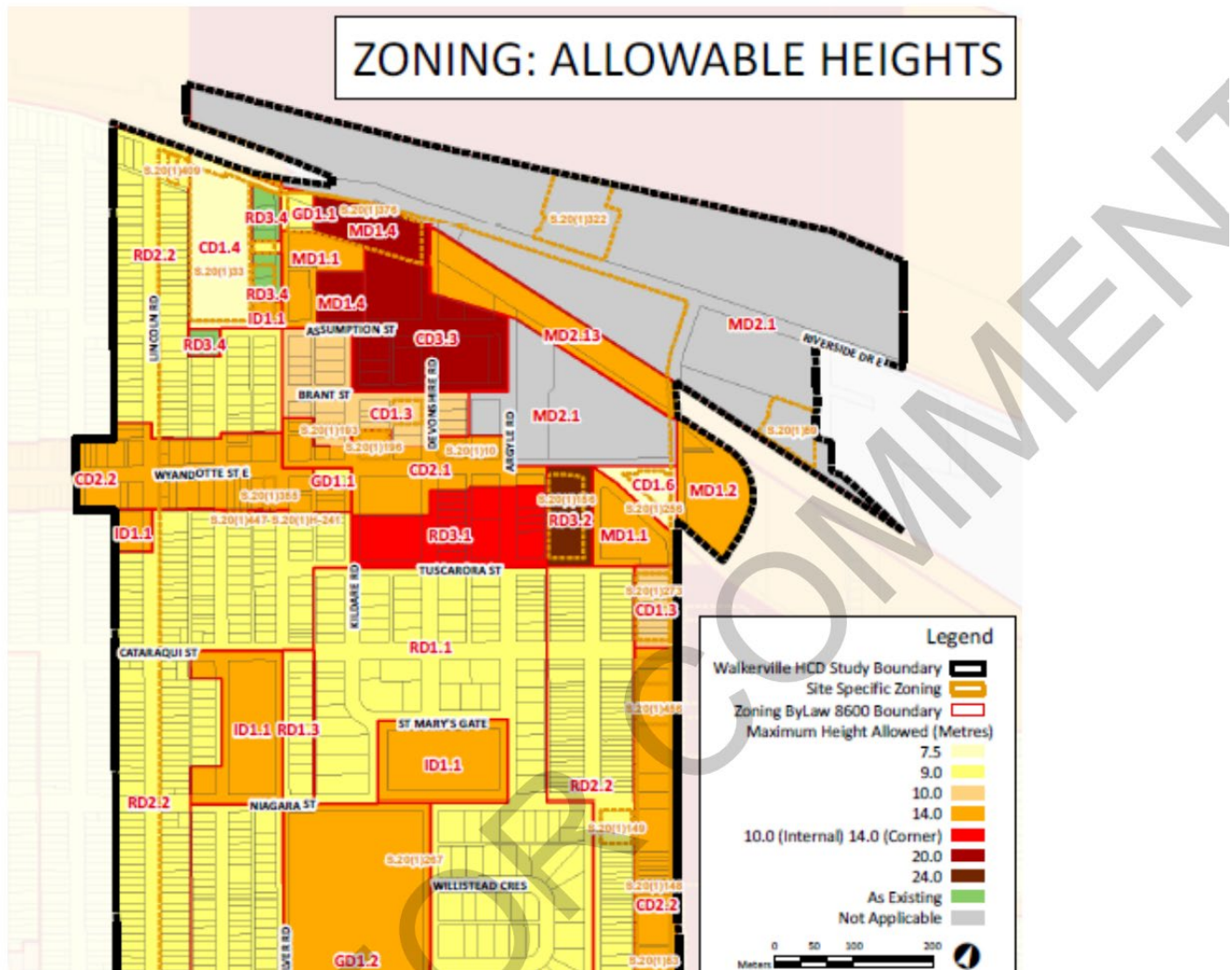


Figure 6: Excerpt of current heights (zoning) in Walkerville (Source: Excerpt 36 of Walkerville HCD Study)

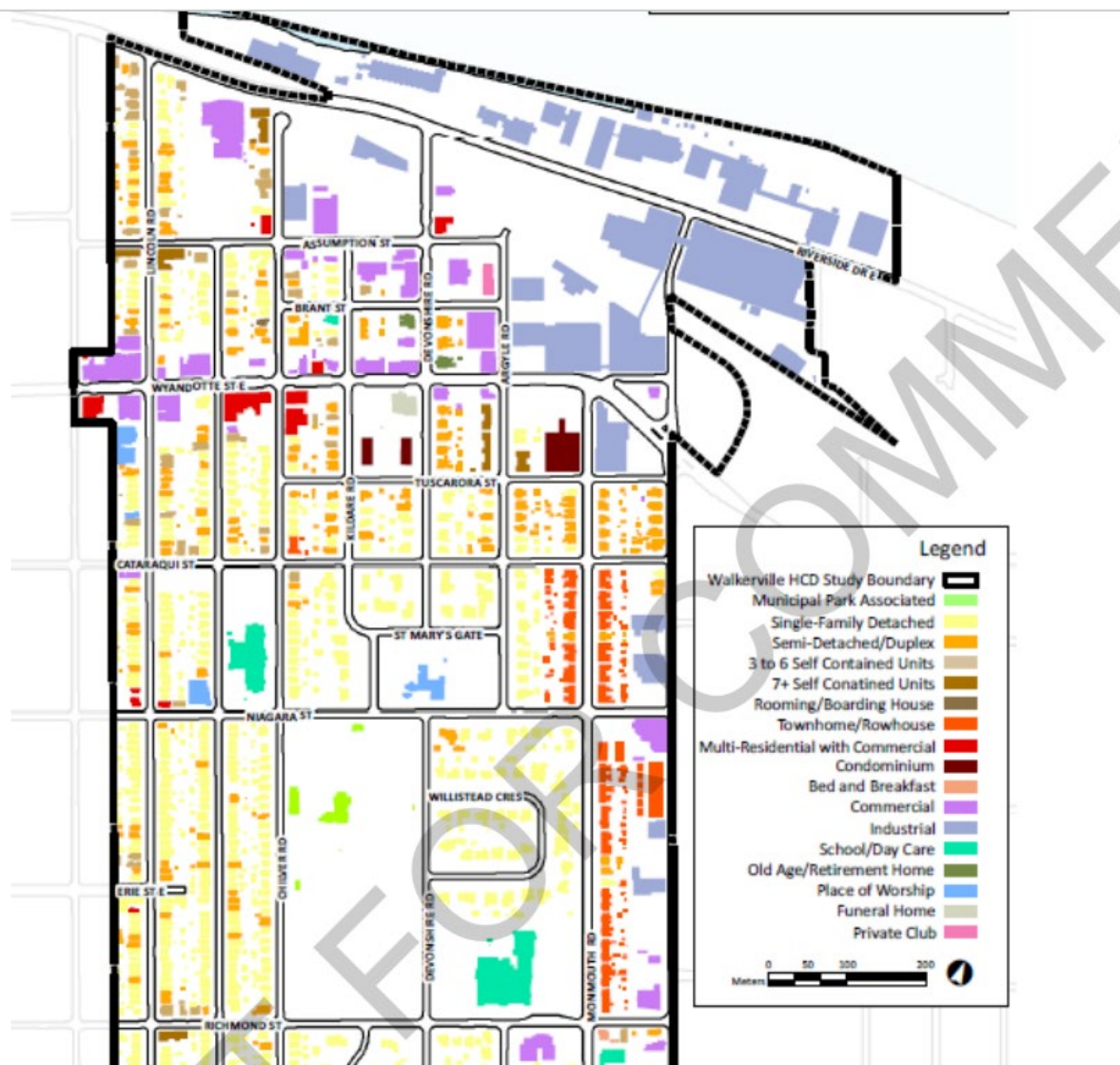


Figure 7: Excerpt of current land uses/building types. (Source: Figure 33 of the Walkerville HCD Study)

2.0 Policy Context

2.1 The Planning Act and Provincial Planning Statement 2024

In support of the provincial interest identified in Subsection 2 (d) of the Planning Act, and as provided for in Section 3, the Province has refined policy guidance for land use planning and development matters in the Provincial Planning Statement (2024) (PPS). The PPS is “intended to be read in its entirety and the relevant policy areas are to be applied in each situation”. This provides a weighting and balancing of issues within the planning process. When addressing cultural heritage planning, the PPS provides for the following:

4.6.1 Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.

4.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.

4.6.5 Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.

The PPS defines the following terms:

Conserved: means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/ or heritage impact assessment that has been approved, accepted or adopted by the relevant planning authority and/ or decision-maker. Mitigative measures and/ or alternative development approaches should be included in these plans and assessments.

Significant: in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the Ontario Heritage Act.

Built Heritage Resource: means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community.

Cultural Heritage Landscape: means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features, such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship meaning or association.

Heritage Attributes: means, as defined under the Ontario Heritage Act, in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest.

Protected Heritage Property: means property designated under Parts IV or VI of the Ontario Heritage Act; property included in an area designated as a heritage conservation district under Part V of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by a provincial ministry or a prescribed public body as a property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; property protected under federal heritage legislation, and UNESCO World Heritage Sites.

The subject property is not currently listed (non-designated) and not considered a Protected Heritage Property under the PPS 2024.

2.2 Ontario Heritage Act and Regulations

The *Ontario Heritage Act*, R.S.O., 1990, c.0.18 ("OHA") remains the guiding legislation for the conservation of significant cultural heritage resources in Ontario. This CHIA has been guided by the criteria provided with *Ontario Regulation 9/06* ("O. Reg. 9/06) of the OHA provides the legislated framework to determine cultural heritage value or interest. If a Statement of Cultural Heritage Value or Interest and associated heritage attributes are warranted under this regulation, one will be drafted for the subject property and be consistent with O. Reg. 385/21.

2.3 City of Windsor Official Plan

Volume I of the City of Windsor Official Plan includes specific policies that guide heritage conservation which can be found in Chapter 9- Heritage Conservation. It is the City's overarching goal is the "identification, recognition, protection, conservation, enhancement and proper management of heritage resources." To that end, Policy 9.3.7.1 (i) provides direction on when a Heritage Impact Assessment may be required. It states that:

Requiring for all development proposals that about or in the opinion of the City Planner are likely to materially affect a designated heritage building or structure, a Built Heritage Impact Study to the satisfaction of the City Planner;

Additionally, the subject property is located within the identified Walkerville Heritage Area. The Windsor Official Plan defines Heritage Areas as "an area or neighbourhood where there are collections of important heritage resources." Policy 9.3.5.1 (a) states with regard to Heritage Areas that:

Council will enhance heritage resources by (a) Ensuring that within any Heritage Area or Heritage Conservation District that:

- (i) Infrastructure undertakings respect and enhance the historic character of the area;*
- (ii) Development be of compatible height, massing, scale, setback and architectural style;*

Therefore, this HIA will analyze the proposed development for compatibility with the identified Heritage Area.

Volume II of the City of Windsor Official Plan includes policies which govern Secondary Plans and Special Policy Areas. Section 1.52 provides specific policies on Mature Neighbourhoods as Heritage Resources. It requires that:

1.52.1 Schedule A-1 identifies Mature Neighbourhoods in the City. These areas are not designated as Heritage Areas or Heritage Conservation Districts. However, the areas reflect the cultural heritage of the City and should be protected. When considering the development of these areas, the policies of Section 9.3.7(d) shall be applied.

1.52.2 Infill and intensification within Mature Neighbourhoods, shown on Schedule A-1, shall be consistent with the built form, height, massing, architectural and landscape of the area. Council will adopt Design Guidelines to assist in the design and review of development in these areas.

As required in Policy 1.52.1 above, Section 9.3.7 (d) of Volume I of the City of Windsor Official Plan will be taken into consideration within this report. It requires that:

(d) Utilizing the planning approval process (subdivisions / condominiums, official plan amendments, zoning amendments, site plan control, consent, minor variance, demolition control) to facilitate the retention of heritage resources, and to ensure any proposed development is compatible with heritage resources;

Therefore, the compatibility of the proposed development with adjacent heritage resources will be analyzed in **Section 7.4** of this report.

The City of Windsor Intensification Guidelines also provide guidance on the treatment of Stable & Mature Neighbourhoods. Section 2.2.2 specifically speaks to new developments in heritage contexts. Its policies are as follows:

2.2.2 Developments within Heritage Contexts

- 1. Locate and design buildings to respect and complement the scale, character, form, and siting of on-site and surrounding cultural heritage resources.*
- 2. Ensure that conceptual design and massing of development or redevelopment projects are compatible with adjacent listed heritage buildings and/or sites.*
- 3. New buildings located adjacent to built cultural heritage resources will be compatible with existing historical building types, colours, and material palettes having regard for modern building designs, techniques, and materials.*

Compatibility with the City of Windsor Intensification Guidelines will also be analyzed in **Section 7.4** of this report.

2.4 Terms of Reference

This report is based on the City of Windsor's HIA/ Built Heritage Impact Study/ Terms of Reference:

- *Identify the Cultural Heritage Resource*
- *Description of proposed Site Changes/Development and Impact to the Cultural Heritage Resource*
- *Analysis of Development Impact*
- *Options for Mitigation and Alternatives*
- *Recommended Conservation Strategy*

3.0 Historical Context

3.1 Indigenous Communities and Pre-Contact History

Windsor's Indigenous history dates back 13,000+ years. A number of indigenous sites have been identified within and adjacent to the City including camps, villages, and burial sites (City of Windsor Archaeological Management Plan 2024 Update). The area is identified as the traditional territory of the Anishnaabeg people of the Three Fires Confederacy, which includes the Ojibwe, Potawatomi, and Odawa people. It has also previously been home to the Haudenosaunee, Attawandaron (Neutral), and Huron (Wyandot) peoples (History, City of Windsor, 2024). While some settlements were seasonal, early European visitors recorded the presence of cultivated Huron corn fields along the Detroit River (Ojibway Nature Centre, 2024).

At the time early European contact, the Walkerville immediate area served as an Odawa village and cemetery, though the size and extent of the settlement are not known (Walkerville HCD Study, 2024).

In 1790 an agreement was signed between certain Indigenous people and representatives of the Crown known as Treaty 2, or the McKee Purchase. This agreement encompassed the purchase of the southernmost region of Canada, including the present-day City of Windsor, in exchange for cloth, tools, and other items (The Ministry of Indigenous Affairs and First Nations Economic Reconciliation, 2025).

3.2 History of Township of Sandwich and Essex County

The subject property is located within the historic township of Sandwich in the County of Essex, Ontario. The first Euro-Canadian settlers to the area were French soldiers in the mid-1700s and it was later surveyed by the British in 1792 (Middleton).

The 1881 *Illustrated Atlas of the Dominion of Canada* describes the County as a Temperate Zone with a highly fertile soil and climate suitable to growing peaches, grapes, and other crops of very fine quality.

By 1800, this region of Essex County was divided into six townships, which included the historic township of Sandwich which encompassed the present-day City of Windsor and the surrounding

area. In 1861, the Township was divided into East Sandwich and West Sandwich (History of Sandwich) (See **Figures 8 & 9**).



Figure 8: Excerpt from an 1878 map of the County of Essex which includes East and West Sandwich (Source: Miles & Co. Illustrated Historical Atlas of the County of York, 1878).



Figure 9: Excerpt from an 1881 map of the Townships of East and West Sandwich, County of Essex. Lot 94, Concession 1, the location of the subject property, is noted with a red line. (Source: Map of E & W Sandwich Townships, H. Belden, 1881)

In 1893 East Sandwich was again subdivided into East Sandwich and South Sandwich, with the subject property being located in the area that remained East Sandwich (History of Sandwich).

The Township of Sandwich had an important role to play as a refuge for United Empire Loyalists after Detroit gained its independence from British rule in 1796. During the War of 1812, the Township was the first to be invaded by the Americans who were later forced to retreat under General Brock. After the Emancipation Act in 1833, it became a safe haven for Black refugees from the United States, and many chose to settle there (History of Sandwich).

The arrival of the Great Western Railway to Windsor in 1854 (History of Sandwich) and the discovery of the sulphur springs by the Sandwich Petroleum Oil Company in 1866 spurred growth within the region. Tourism flourished with visitors flocking to the mineral springs for the health benefits they were believed to impart (Neal, p. 60). The American Civil War also

spurred an economic boom as Americans turned to Canadian suppliers for everyday goods and supplies (History of Sandwich).

The construction of the Ambassador Bridge in 1929 further cemented the relationship between the Township and nearby Detroit. In 1935, the independent cities of Walkerville (the location of the subject property), Sandwich, and East Windsor amalgamated into the present-day City of Windsor (History of Sandwich).

3.3 History of Walkerville Community, Windsor

The area known as Walkerville is now part of the City of Windsor, but it began as an independent community. In the mid-1700s, the French, and then the British settled on narrow waterfront lots in the area that had previously served as an Odawa village and burial site (Walkerville HCD Study).

In the 1850s, American industrialist Hiram Walker began purchasing lands in the area. He ran a successful grocery, cider vinegar distillery, and small whisky distillery in Detroit at this time. With intention to expand, he acquired 468 acres of land on the south shore of the Detroit River and built a new whisky distillery and flour mill. By 1870 his settlement, Walkerville, was incorporated as a village (A History of Hiram Walker and Walkerville).

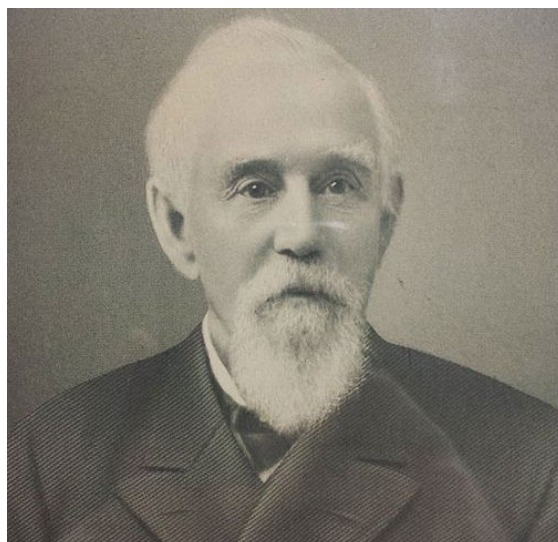


Figure 10: Portrait of Hiram Walker. (Source: Courtesy of the Dictionary of Canadian Biography via the Hiram Walker & Sons Archive, Windsor, Ont., date unknown)

Walkerville was laid out with the whisky production process in mind; Walker Farms was established to the south to grow corn and rye, and a hog farm was developed which used the mash as feed (McLean).

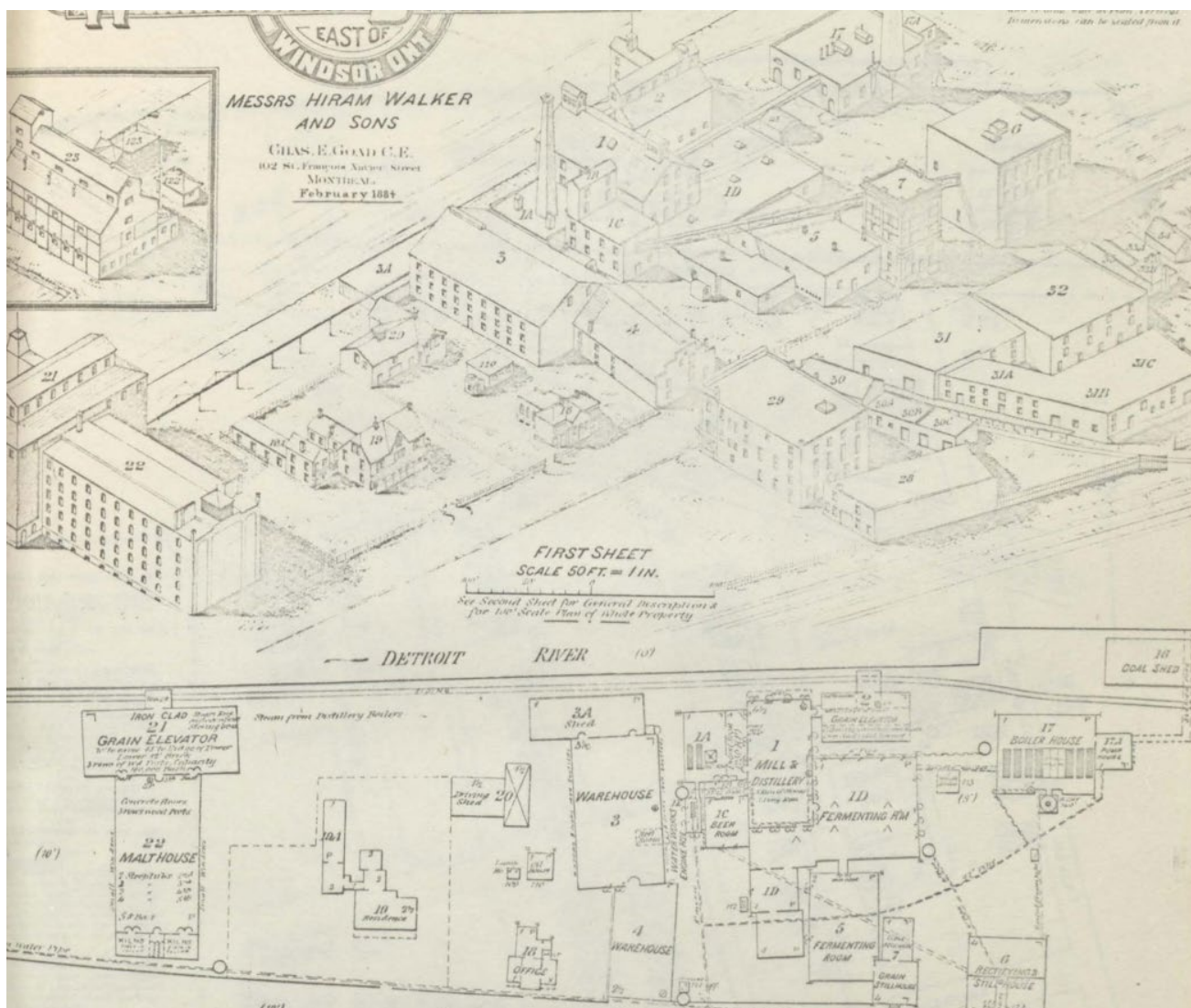


Figure 11: Excerpt from an 1884 map of Walkerville including a bird's-eye-view and an overhead view of the distillery. (Source: Charles E. Goad Map of Walkerville, 1884)

The Village was built solely by Walker to his specifications; it was intended to serve as a company town from its inception (Walkerville HCD Study). He built employee housing, shops, a school, a church, and even an opera house. He personally funded a private police force, paved the roads, electrified the town, and provided access to running water (Janzer). He owned everything in the town and its inhabitants consisted solely of his employees (Walkerville HCD Study).

In 1879 Walker created the first plan of subdivision which encompassed the area to the immediate south of the distillery, bounded to the north by the Grand Trunk Railway (Walkerville HCD Plan). It is within this earliest area of development that the subject property is located (see **Figure 12**).

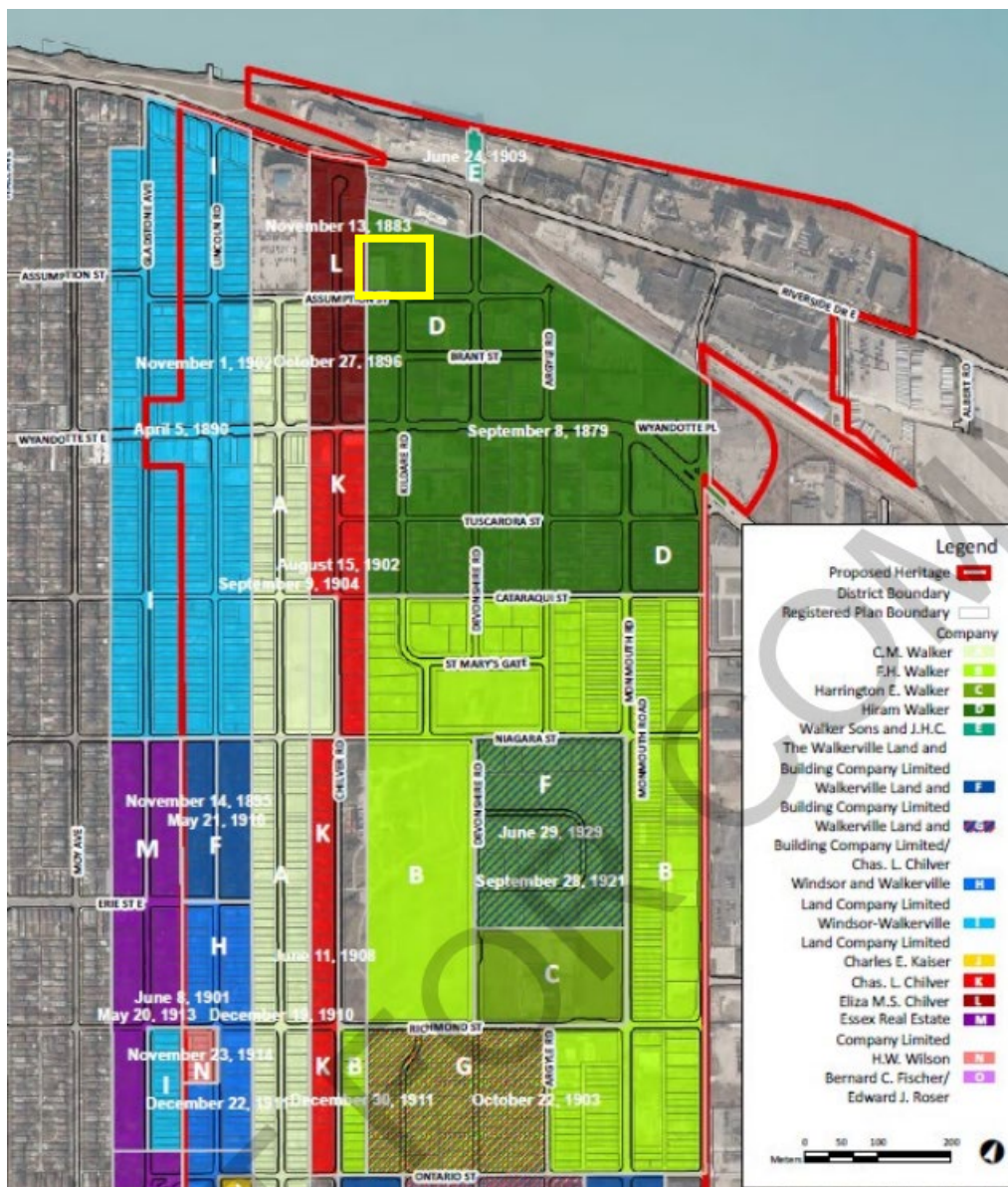


Figure 12: Excerpt from the Walkerville HCD Study which shows the development stages of the area with their associated builders and plans of subdivision. The approximate location of the subject property is noted with a yellow square. (Source: City of Windsor, 2024)

Walker still owned and managed his businesses in Detroit and was compelled to cross the Detroit River frequently. In 1880 he established the Walker and Sons Ferry which provided daily service between Walkerville and Detroit (Hoskins, p. 48). In 1885 the Lake Erie, Essex and Detroit River Railway Company was incorporated with Hiram Walker as president. The railway company aimed to provide service between the distillery and his agricultural holdings in Essex County to the southeast. The new railway was completed in 1889 and later extended (Hoskins, pp. 51-53). Walker's transportation improvements proved highly successful, and by 1890, the Village incorporated as a Town (Walkerville HCD Study).

Incorporation as a municipality included a number of benefits to both the Walker corporation and residents. It allowed the company to discharge its fire and police service responsibilities to the municipality, provided boundary control, and increased property values. While the transition signaled the end of Walkerville as a company town, it was the launching point for expansion in the early 20th century. Walker and his sons founded the Walkerville Land and Building Company and oversaw the majority of development in the area (Walkerville HCD Study).

In the period after Hiram Walker's death in 1899, his son, Edward Chandler Walker, carried on his legacy of development and community improvement. He oversaw the construction of the Queen Victoria commemorative fountain, St. Mary's Church and cemetery, a new company headquarters, Willistead Manor, and a number of other public and private buildings. However, upon Edward's passing in 1915, the Walker family no longer had heirs within the community and his widow returned to the United States (Walkerville HCD Study).

In 1935, the Town was annexed by the City of Windsor, despite significant local opposition (Walkerville HCD Study).

3.4 History of Subject Property

The subject property is located on Lot 94, Concession 1 of the historic Township of Sandwich. It was part of the lands originally settled by Antoine Descomptes Labadie. In 1806 upon his passing, Labadie's lands were divided equally between his nine children. One of his daughters, Phillis Hall née Labadie, wife of John Gaspe Hall, inherited the portion of her father's lands which would later become Walkerville. Her son and heir, Eugene Hall, later moved to Detroit where he met Hiram Walker. In 1856, Walker purchased Eugene Hall's Canadian property (Chauvin). Walker would later acquire other lands in the area, including those previously owned by other descendants of Antoine Descomptes Labadie, but this first purchase encompassed earliest area of development and included the distillery lands as well as the subject property.

The 1890 Fire Insurance Plan indicates that the currently existing structure was not yet present on the subject property at this time (see **Figure 13**). However, there was an adjacent brick factory which has since been demolished. The factory is noted as being associated with "The Barnum Wire & Iron Works" (see **Figure 14**). This refers to the Canadian branch of Detroit-based E. T. Barnum Wire and Iron Works (E. T. Barnum Wire and Iron Works advertisement, Detroit Free Press, Mar 1, 1884).

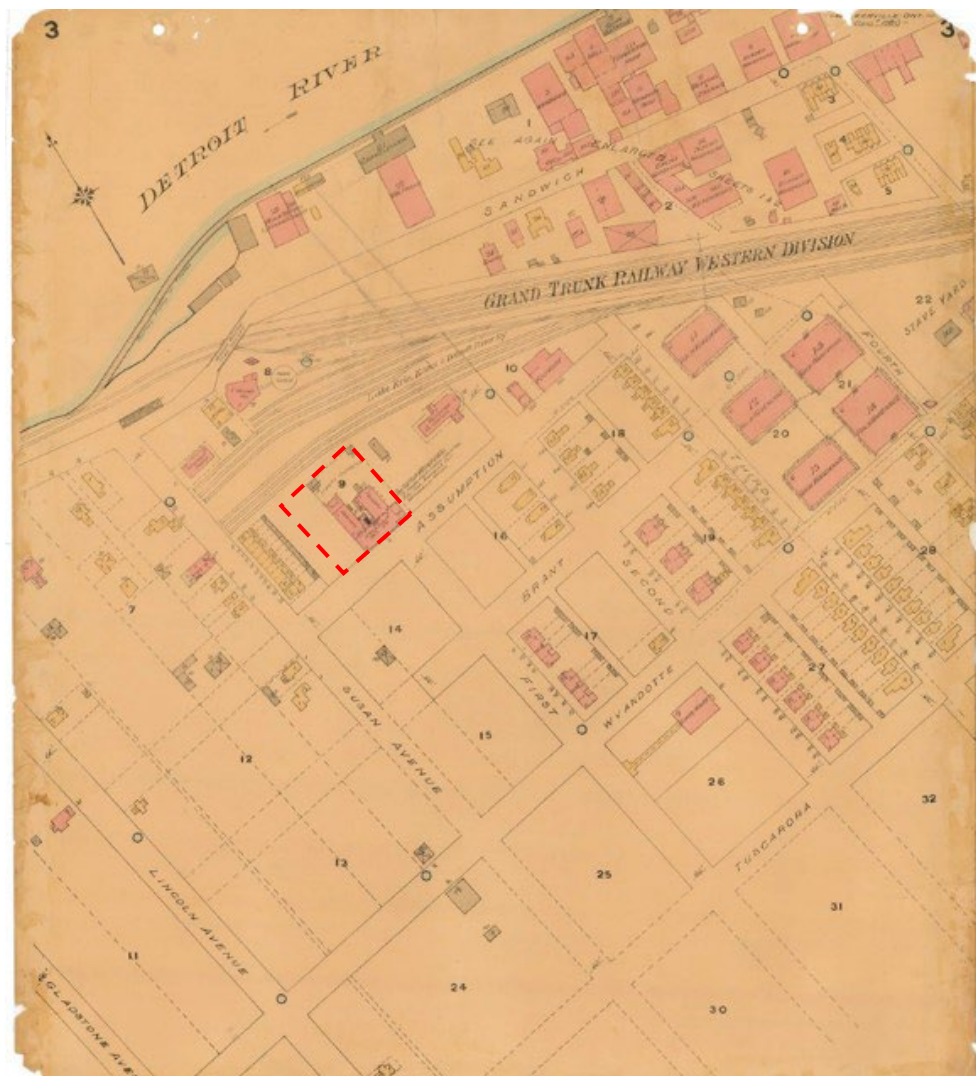


Figure 13: Excerpt from the 1890 Fire Insurance Plans with the location of the subject property noted in red. (Source: 1890 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

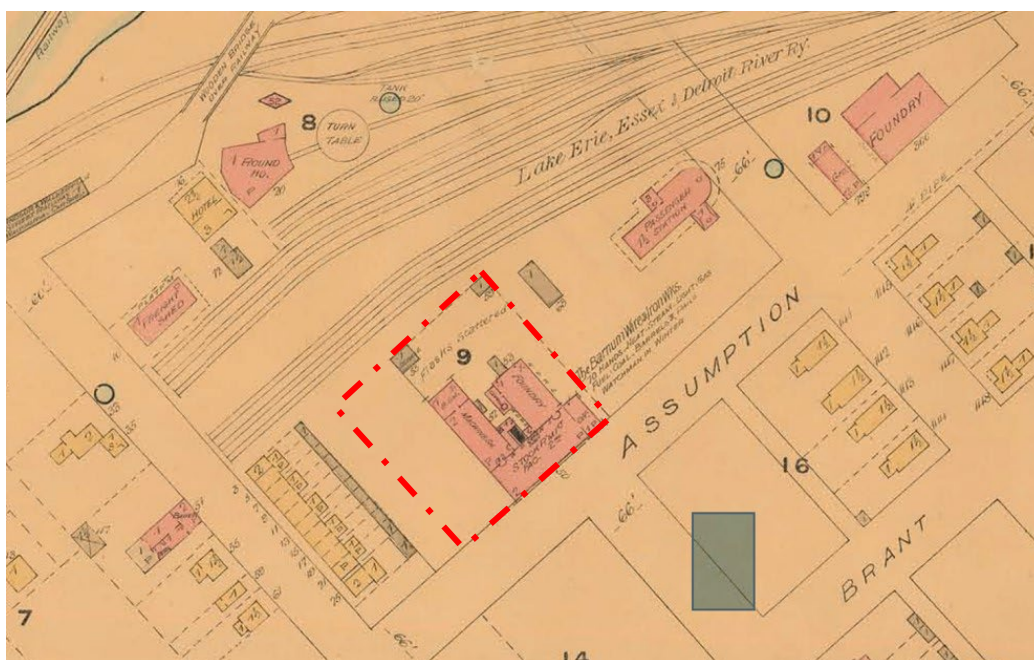


Figure 14: Excerpt from the 1890 Fire Insurance Plans with a closeup of the Barnum Wire & Iron Works building. The subject property is noted with a red dashed line. (Source: 1890 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

According to the historic property records, the subject property was granted to Dominion Twist Drill Limited (previously known as the Canadian Detroit Twist Drill Company) in 1942 by the Walker Land & Building Co. Ltd. However, the 1924 Fire Insurance Plans indicate that the subject property was already home to the Canadian Detroit Twist Drill Company by that time (see **Figure 16**).

It is likely that the Canadian Detroit Twist Drill Company leased the land from the Walker family until purchasing it in 1942. The Canadian Detroit Twist Drill Company was founded in 1920 (Firm Serves Four Decades), so it is likely that the factory was either built by the company or by the Walker Land & Building Co. Ltd. circa 1920 for the purpose of serving as the company's machine shop. The Dominion Twist Drill Company produced twist drills, reamers, and cutting tools for manufacturing for much of the 20th century (see **Figure 15**).

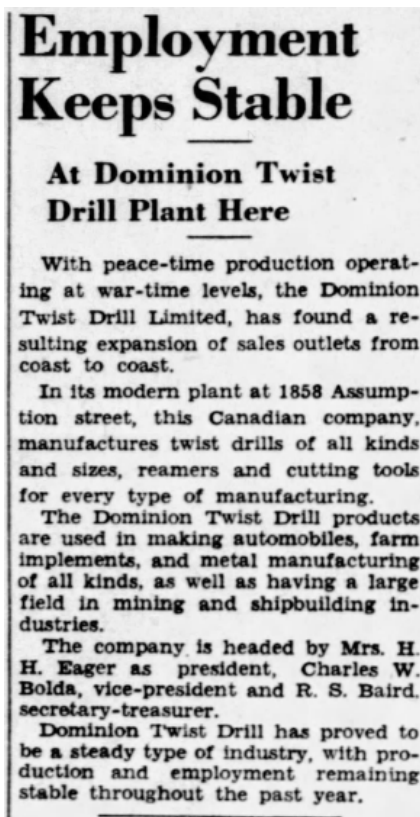


Figure 15: Excerpt from a newspaper providing an overview of the Dominion Twist Drill Company. (Source: The Windsor Star, December 31st, 1946.)

The 1924 Fire Insurance Plans indicate that the footprint of the machine shop is close to that of the existing building with the west elevation located slightly east where it sits today. It's therefore likely the current structure on the subject property was constructed c. 1920 and expanded during later construction.

The 1924 Fire Insurance Plans also indicate that the Border Cities Wire and Iron Company Ltd. was now located in the building which previously housed E. T. Barnum Wire and Iron Works (see **Figure 16**). The Border Cities Wire and Iron Company Ltd. was established in 1919 and produced steel, aluminum, bronze, and stainless steel products for architectural and other uses, including verandah railings, grill work, fencing, fire escapes, wire baskets, and more. The company prospered during the 1930s-1950s and finally closed its doors by 1985 (Chakmak). The property was also listed as including a printing shop along Assumption Street at this time.

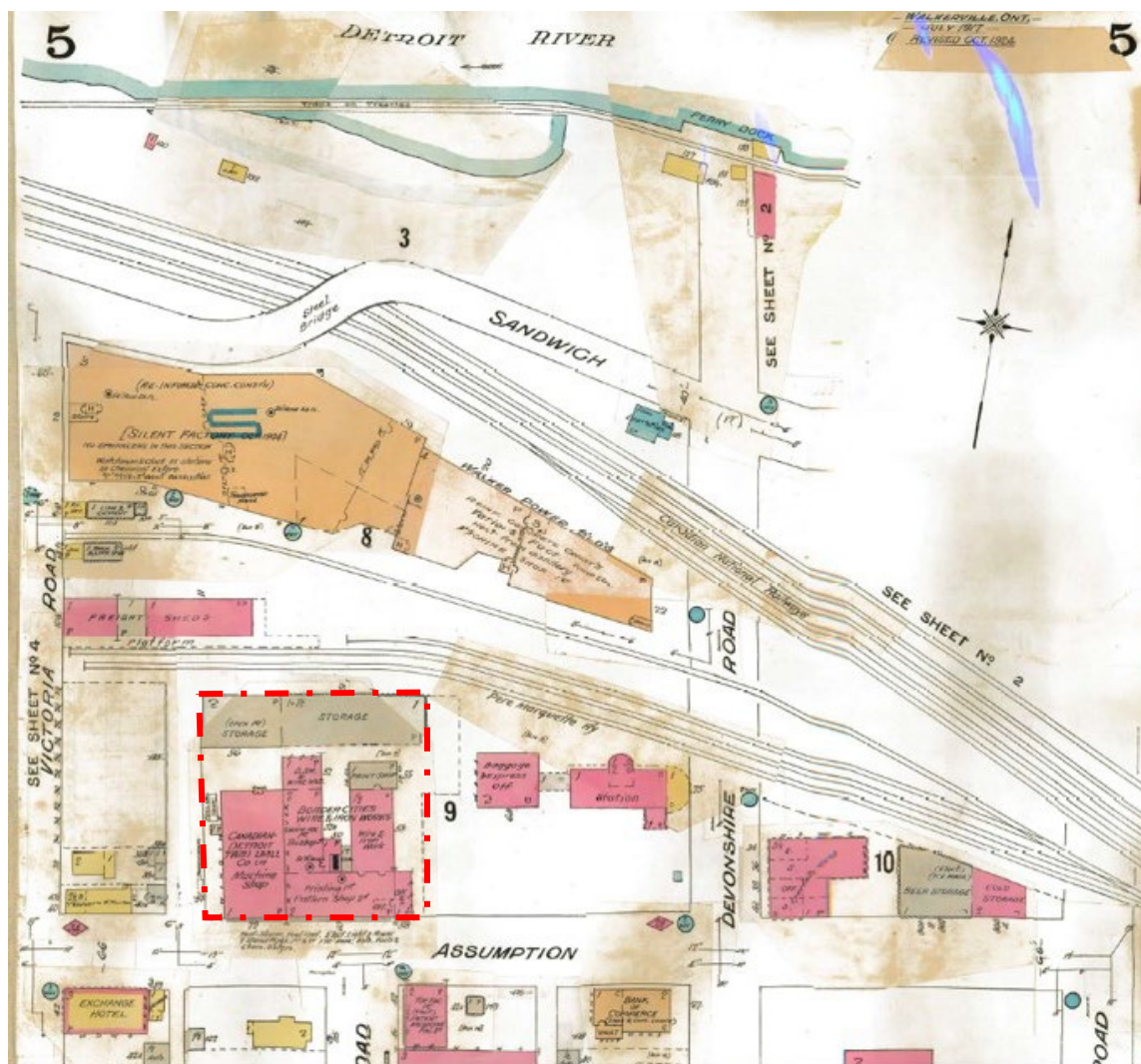


Figure 16: Excerpt from the 1924 Fire Insurance Plans with the location of the subject property noted in red. (Source: 1924 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

In 1936, the Canada Detroit Twist Drill Co. Ltd. changed its name to Dominion Twist Drill Limited (Firm Serves Four Decades). Its new name can be seen on the 1937 Fire Insurance Plans, and the print shop is now identified as being associated with Dominion Office Supply Co. Ltd. (see **Figure 17**). Victoria Road also received a name change to Chilver Road sometime between the 1924 Fire Insurance Plans and the 1937 ones.

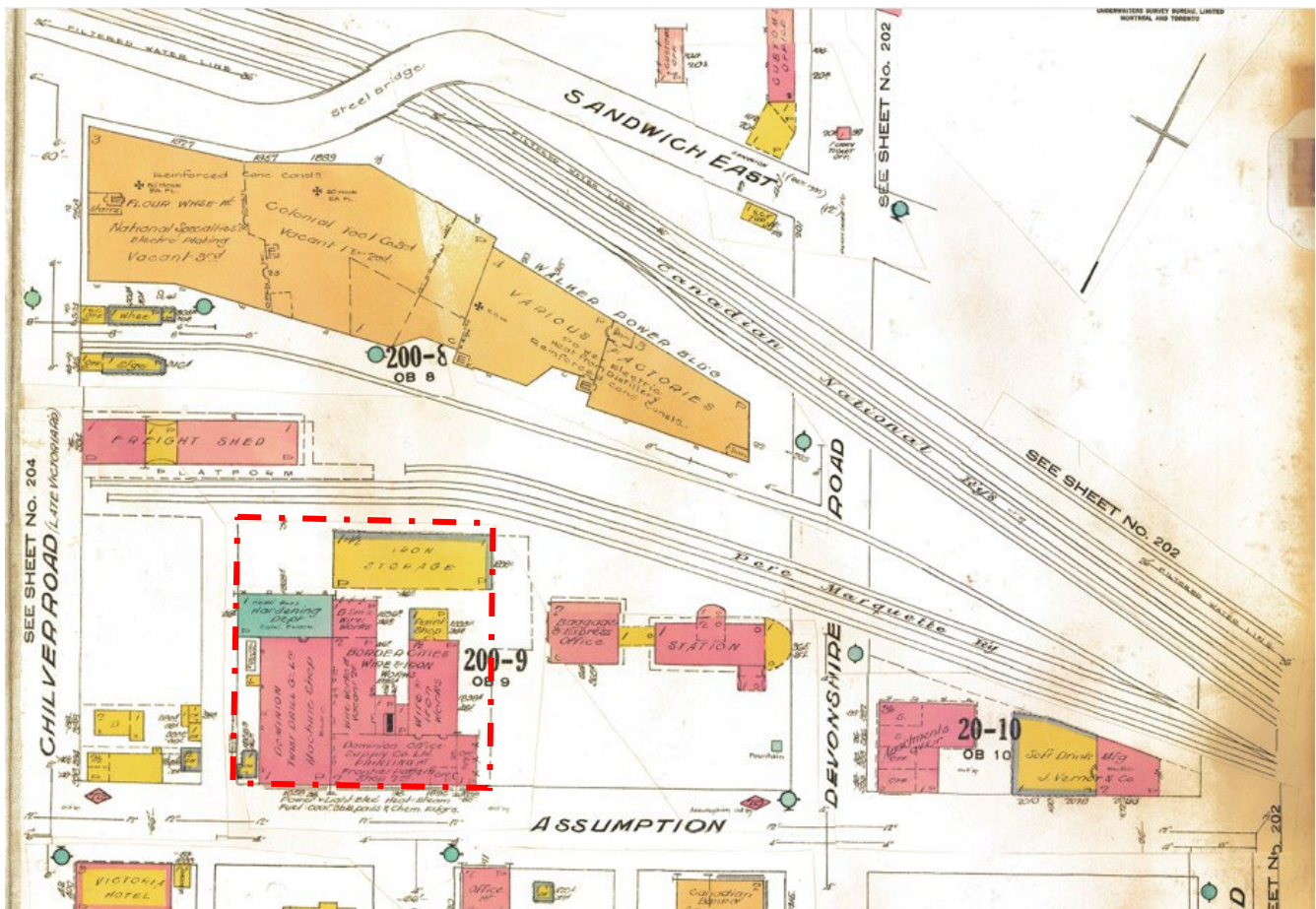


Figure 17: Excerpt from the 1937 Fire Insurance Plans with the location of the subject property noted in red. (Source: 1937 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

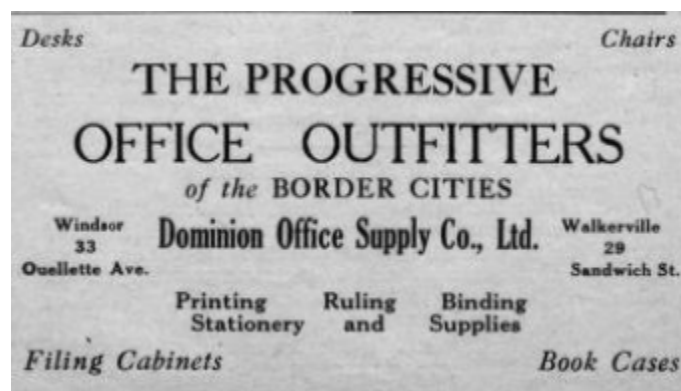


Figure 18: An ad for Dominion Office Supply Co., Ltd. (Source: Dominion Office Supply Co., Ltd. advertisement, Barker, Charles Linley. Border Cities Era p 228., 1918)

In 1942 when Dominion Twist Drill Limited acquired ownership of the subject property, the company applied for a building permit to expand and renovate the existing machine shop (Municipal Archives Holdings of Building Department Plans RG4). The building permit was

granted and by 1950, the company advertised in The Windsor Daily Star for tenders for the proposed addition (see **Figure 19**). These alterations and additions brought the building into its current form; Giffels and Valley of Canada Limited are listed as the architects.

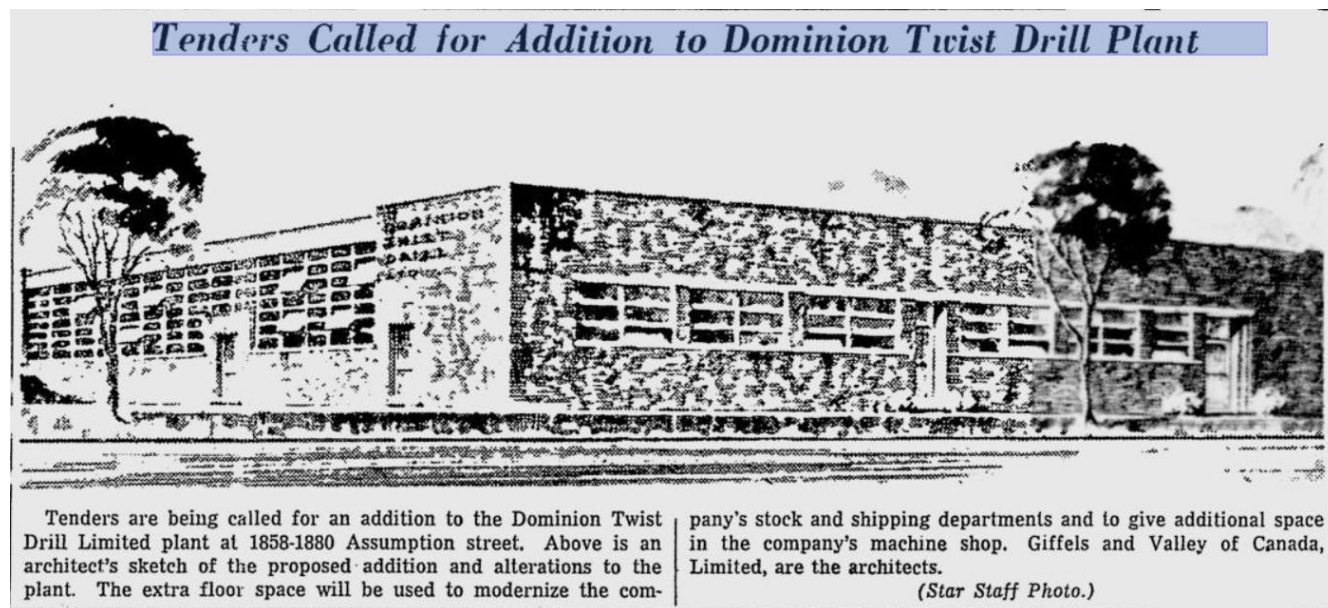


Figure 19: Call for tenders for the expansion of the Dominion Twist Drill Plant. (Source: The Windsor Daily Star May 30th, 1950.)

The date stone on the principal elevation of the existing structure commemorates the alterations to the building designed in 1942 (see **Figure 20**).



Figure 20: View of the date stone on the south façade of the existing building. (MHBC, 2025)

An ad in the 1944 Windsor Star Shows the building as it looked prior to alterations (see **Figure 21**).



Figure 21: Newspaper ad for the Dominion Twist Drill Company showing the building as it looked before renovations c. the 1940s. (Source: The Windsor Star, December 30th, 1944.)

The 1953 Fire Insurance Plans indicate that the adjacent building which previously housed the Border Cities Wire and Iron Company Ltd. and the Dominion Office Supply Co. Ltd. no longer existed at this time (see **Figure 22**). This structure was likely removed to accommodate the expansion of the Dominion Twist Drill Limited facility c. the 1940s. The street to the north of the subject property is still referred to as a part of Sandwich Street East at this time, indicating that the name change to Riverside Drive happened sometime after 1953. An accessory structure is indicated for the first time to the rear of the existing building that matches the footprint of the existing accessory building, so it is likely that structure was built during renovations to the property.

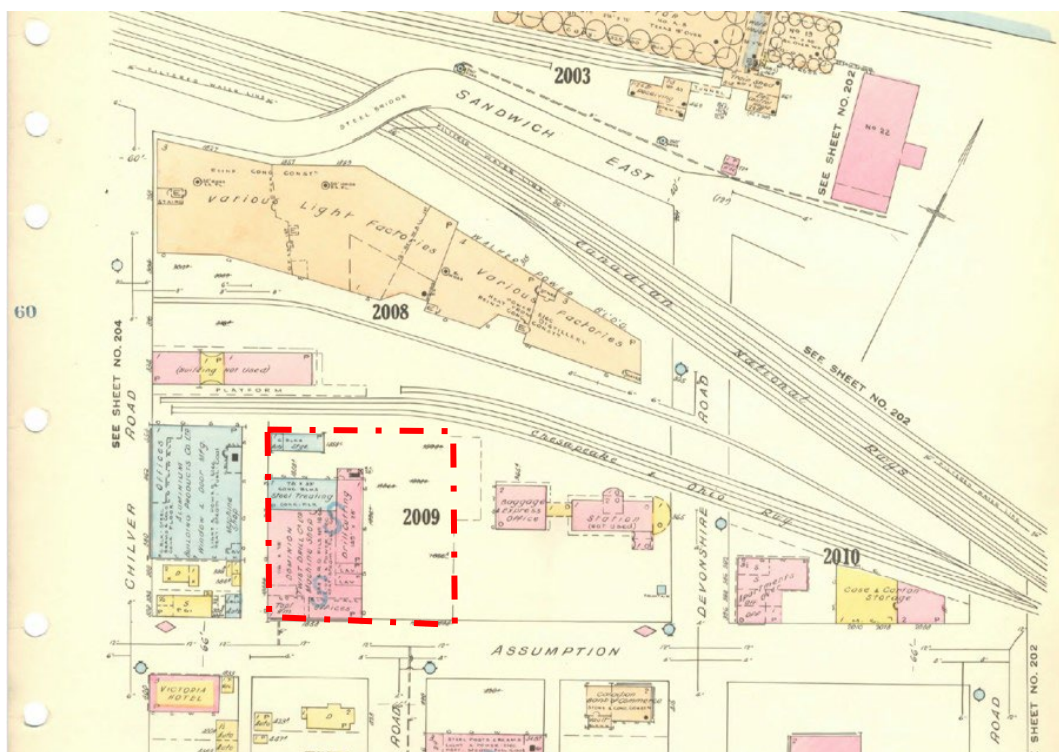


Figure 22: Excerpt from the 1953 Fire Insurance Plans with the location of the subject property noted in red. (Source: 1953 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

The building with its existing footprint and surrounding context are clearly visible in the 1966 aerial photograph below (see **Figure 23**).



Figure 23: Excerpt from a 1966 aerial photograph with the approximate location of the subject property noted with a red circle. (Source: 1966 aerial photograph, courtesy of the National Air Photo Library)

In 1976, Dominion Twist Drill Limited sold the subject property to Hartford Tooling Limited, a manufacturer in the automotive industry of forge dies and plastic molds (Canadian Automotive Parts 1972 Directory, p. 90).

A 1999 aerial photograph of the building shows the building in its current state (see **Figure 24**). The parking lot does not appear to have been completed at this time.

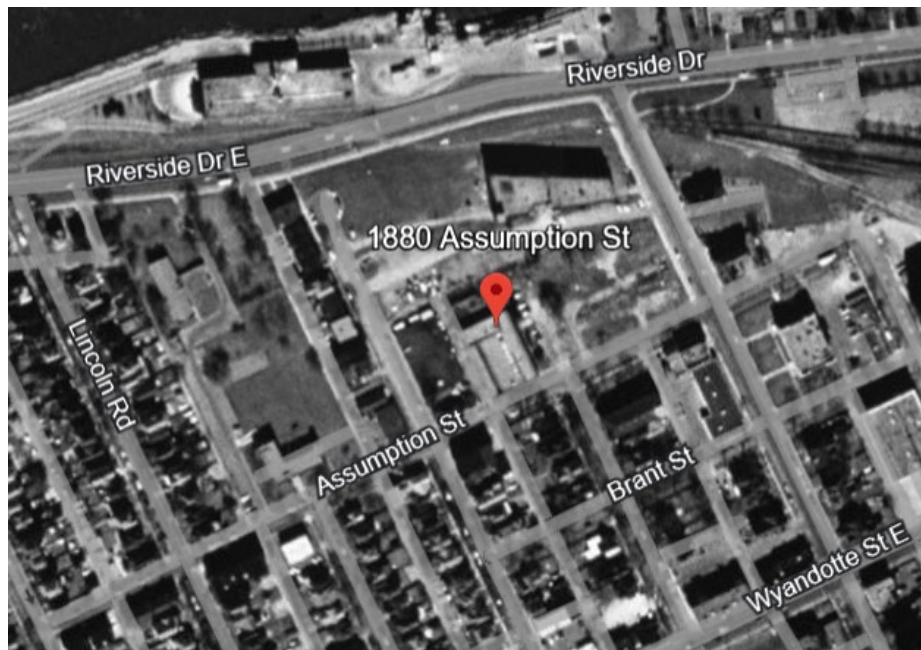


Figure 24: Excerpt from a 1999 aerial photograph with the location of the subject property noted with a red pin. (Source: Google Earth, 1999)

By 2001, the parking lot had been fully paved, but the block remains otherwise unchanged (see **Figure 25**).

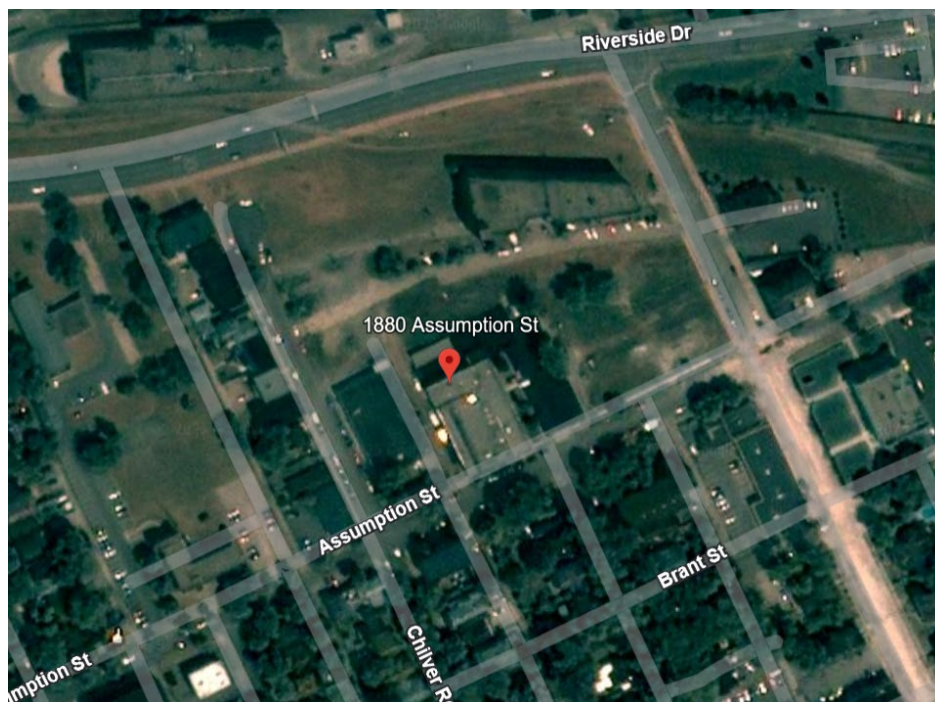


Figure 25: Excerpt from a 2001 satellite image with the location of the subject property noted with a red pin. (Source: Google Earth, 2001)

Hartford Tooling Limited sold the property in 2001 and it changed hands a number of times. In 2019, construction began on the adjacent Walker Power Building (325 Devonshire Road) which included the construction of surface parking (see **Figure 26**).



Figure 26: Excerpt from a 2019 satellite image with the location of the subject property noted with a red pin. (Source: Google Earth, 2019)

By 2021, work on the Walker Power Building was completed and the block looked as it does today (see **Figure 27**).

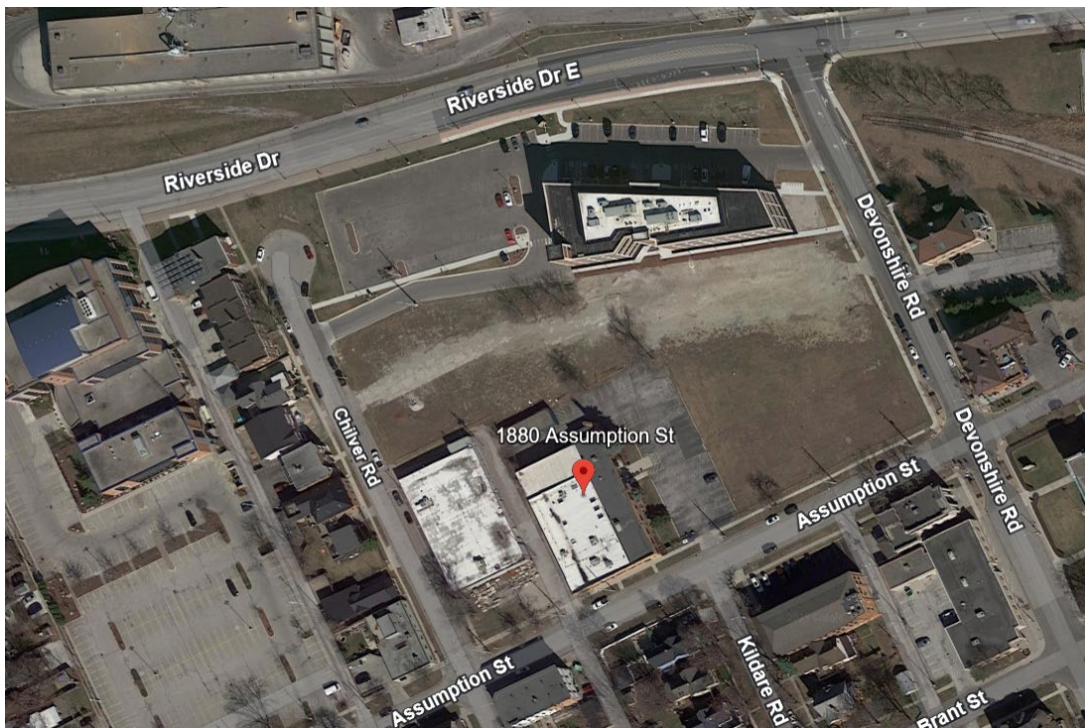


Figure 27: Excerpt from a 2021 satellite image with the location of the subject property noted with a red pin. (Source: Google Earth, 2021)

The building is currently home to several businesses, including Tandem Engineering Group, GHD, Tango, and International Car Brokers.

3.5 History of the Adjacent Properties

3.5.1 325 Devonshire Road (Walker Power Building)



Photo 15: View of the north and east elevations of the Walker Power Building. (MHBC, 2025)

The Walker Power Building was designated under Part IV of the Ontario Heritage Act in 2020 under By-Law Number 115-2020. It was constructed between 1911 by the sons of Hiram Walker under the Walker Sons firm name (The Walker Power Building: History of the Building). It was designed by J.E. Kinsey, a Detroit architect, with the intention to serve as a manufacturing hub. By 1913, the building had tenants and was expanded in 1918. It was one of the first Canadian buildings to incorporate the then-cutting edge techniques of embedded steel rods in concrete and four-way flat-plate slabs and mushroom columns. During a 2019 renovation to rehabilitate the then-abandoned building, a 5th floor was added to the structure (Edwards). While under construction, a railway turntable was found intact beneath the building (By-Law Number 115-2020). The building currently serves as commercial office space.

3.5.2 Walkerville Stone Curbs at the 300 Block Chilver Road



Figure 28: Chilver Road stone curbs. (Source: Google Streetview, 2017)

stone curbs located at the 300 Block of Chilver Road (formerly Susan Avenue) are listed on the *Windsor Municipal Heritage Register*. Their construction date is given as c. 1885. Other blocks in the City of Windsor also contain remnant stone curbs, including the 400-500 blocks of Kildare Road, the 1800-1900 blocks of Brant Street, the 2000 block of Assumption Street, and the 2000 block of Brant Street.

Walkerville was constructed as a company town with a cohesive vision under Hiram Walker. He built and maintained the paved and drained streets of the community, an amenity which many nearby communities did not yet have (A History of Hiram Walker and Walkerville). As stone

curbs are pervasive in early 20th century photographs of Walkerville neighbourhoods (Walkerville HCD Study), it is likely that the existing remnants were part of the original streetscape designed by Hiram Walker.

3.5.3 341-343 Chilver Road



Photo 17: View of the principal elevation of 341-343 Chilver Road. (MHBC, 2025)

The property at 341-343 Chilver Road (formerly Susan Avenue) is listed on the *Windsor Municipal Heritage Register*. According to the City's records, it is a 2-storey vernacular residential/commercial structure constructed c. 1880 and expanded c. 1910. The structure is present on the 1890 Fire Insurance Plans (see **Figure 28**) but had not yet been expanded, which is consistent with the City's construction and expansion dates.



Figure 29: Excerpt from the 1890 Fire Insurance Plans with the location of 341-343 Chilver Road (then Susan Avenue) noted with a red circle. (Source: 1890 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

The building served as apartments for much of the early 20th century. The Windsor Daily Star includes numerous advertisements of rooms for rent at the property into the 1950s. One 1955 ad for the sale of the building describes it as a “6-family brick” (Excellent Buys). By 1955, “Dominion Enterprises Electrical Contractor” is advertised as operating out of the building (Dominion Enterprises ad, Windsor Daily Star, February 19th, 1959).

3.5.4 423 Kildare Road (J.E. Doble House)



Photo 18: View of east elevation of 423 Kildare Road. (MHBC, 2024)

423 Kildare Road includes a 2-storey wood frame dwelling build c. 1900 which is listed on the *Windsor Municipal Heritage Register*. The dwelling first appears on the 1924 Fire Insurance Plans (see **Figure 29**), and is not present on the 1890 Fire Insurance Plans, which is consistent with the date provided in the City's records.

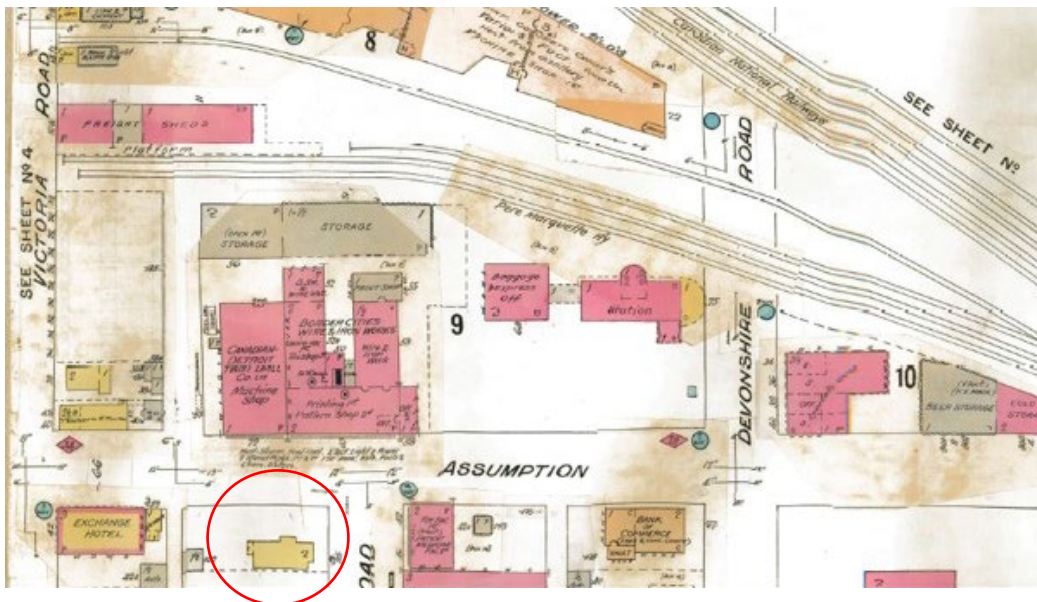


Figure 30: Excerpt from the 1924 Fire Insurance Plans with the location of 423 Kildare Road noted with a red circle. (Source: 1924 Fire Insurance Plans, courtesy of the Windsor Community Museum collection)

The house has historical associations with former owner John Edwin Dobie. Dobie served as a municipal councillor of Walkerville for a number of years starting in 1897 and later served as mayor of the Town in 1904 and 1905 (Records of the Amalgamated and Annexed Municipalities 1858-1976). In 1905 he became owner of the Walkerville Herald newspaper, and in 1912 he purchased the Windsor Standard as well. In 1913, he merged the two papers to form the Windsor Herald-Standard (Ball).

Today the building serves as home to Canadian portrait artist Julia Conlon's art studio, gallery and school.

3.5.5 420 Kildare Road (Walkerville Garage)



Photo 19: View of the north and west elevations of the Walkerville Garage. (MHBC, 2025)

420 Kildare Road is a 3-storey red brick industrial building constructed c. 1913. It was designated under Part IV of the *Ontario Heritage Act* in 2018 under By-Law Number 135-2018. The building is notable for its early use of steel frame construction. It was designed by architects Malcolm Leybourne and R. J. Whitney for the Canadian Auto Painting & Trimming Company and has served a number of commercial and industrial uses since, including the Walkerville Garage, medicinal manufacturing, and textile and clothing manufacturing (By-Law Number 135-2018).

Today it is home to a number of commercial businesses including a yoga studio, legal practice, mortgage broker, therapy practice, and more.

3.5.6 415 Devonshire Road (Canadian Bank of Commerce)



Photo 20: View of the Canadian Bank of Commerce. (MHBC, 2025)

The property at 415 Devonshire Road is currently listed on the *Windsor Municipal Heritage Register*. It is a 2-storey bank building, which, according to the City's records, was constructed c. 1906 in the Greek revival style by architect Albert Kahn. The building was constructed as a branch of the Canadian Bank of Commerce (later CIBC) and operated until 2017 when CIBC relocated to Ottawa Street at Moy Avenue (CIBC leaves historic Walkerville building).

The building is currently being renovated to serve as a restaurant (Banking on Windsor: Plans for restaurant in former Walkerville CIBC building).

3.5.7 378-396 Devonshire Road (Crown Inn)



Photo 21: View of the principal (west) elevation of the Crown Inn. (MHBC, 2025)

The property located at 378-396 Devonshire Road contains a 3.5-storey red brick commercial building constructed between 1892-1893 by architects Mason and Rice. The building was designated in 1980 under By-Law Number 6795. It was originally constructed by the Walkerville Land and Building Co. for Hiram Walker and Sons, and was the Town's first hotel. It originally included 32 rooms and was located strategically across the street from the railroad depot. In 1921 it was converted to a missed-use commercial/apartment building (Crown Inn).

Today the building is home to a café and printing shop.

3.5.8 350 Devonshire Road (Walkerville Town Hall)



Photo 22: View of the Walkerville Town Hall. (MHBC, 2025)

The property located at 350 Devonshire Road contains a 2.5 storey red brick building which was constructed in 1904 by architect Albert Khan. It was designated under Part IV of the *Ontario Heritage Act* in 1995 under By-Law Number 12398. Originally constructed with frontage on Riverside Drive East, the building was moved in 1995 to its current location. Originally commissioned by Hiram Walker's sons, the building was constructed to serve as the Walkerville Town Hall and Post Office (By-Law Number 12398). However, when the municipal offices relocated to Willistead Manor in 1921, it served briefly as a train station. The building was moved in 1995 as an alternative to demolition and was privately restored (Former Walkerville Town Hall).

Today it is home to a counselling practice.

4.0 Existing Conditions

4.1 Subject Property

4.1.1 Built Features

A site visit was conducted by MHBC on February 19th, 2025 to document the built features and existing condition of the subject property.

The subject property currently includes a one-storey storey flat roofed red brick commercial building. The north (rear) and west facades are partially clad in black metal siding and a portion of the north elevation is constructed at a lower height from the rest of the building and includes a protruding brick column. Windows and doors are all of new materials in a rectangular design. Window openings include concrete sills and lintels. The south (principal) elevation is clad in brick which is visually distinct from the rest of the structure, and in includes a 1942 date stone commemorating the date the alterations and additions to the original machine shop were designed. The east elevation includes three entrances and one garage door. See **Photos 23-33** below which document the current condition of the existing structure.

An interior inspection indicates that original early 20th-century brick and ceiling beams are still present which are remnants of the Canada Detroit Twist Drill Co. Ltd. machine shop, but no original elements are visible from the public realm.

South (Principal) Elevation:



Photos 23 & 24: Views of the south (principal) elevation of the structure on the subject property. (MHBC, 2025)

East Elevation:



Photos 25 & 26: Views of the east elevation of the structure. (MHBC, 2025)



Photos 27 & 28: Views of the east elevation of the structure. (MHBC, 2025)

West Elevation:



Photos 29 & 30: Views of the west elevation of the structure. (MHBC, 2025)

North (Rear) Elevation





Photos 31-33: Views of the north elevation of the structure. (MHBC, 2025)

4.1.2 Accessory Structure

The property includes a one-storey rectangular accessory structure with a flat roof clad in metal siding (see **Photos 34 & 35**). It includes two garage doors and two entrances. It is likely the same structure that appears in the 1953 Fire Insurance Plans, but this could not be confirmed as it has been completely reclad in new materials.



Photos 34 & 35: Views of the accessory structure. (MHBC, 2025)

4.1.3 Landscape Features

The property currently includes a paved surface parking lot, 3 mature conifer trees adjacent to the east façade of the building, and open space (see **Photos 36-38**).

Surface Parking:



Photo 36: Surface parking on the subject property. (MHBC, 2025)

Mature Conifer Trees and Open Space:



Photos 37 & 38: Views of the mature trees and open space on the subject property. (MHBC, 2025)

4.2 Surrounding Heritage Properties

Table 2 - Existing Condition of Surrounding Heritage Properties		
Address	Description	Photograph
325 Devonshire Road (Walker Power Building)	The property includes a 4 storey reinforced concrete and steel asymmetrical structure clad in limestone and red brick. The 1 st floor includes a protruding exterior awning of metal and wood that surrounds the building. The building includes an aluminum tripartite glazing system which replicates the look of the original factory windows.	
300 Block Chilver Road (Walkerville Stone Curbs)	This feature includes long narrow cut stone pieces which serve as curbs on either side of Chilver Road north of Assumption Street. The curbs are located at the defined edges of Chilver Road and serve to separate the paved street from the grass strips adjacent to the public sidewalk.	 (Source: Google Streetview, 2014)
341-343 Chilver Road	The property includes a two-storey red brick structure with a hip roof. The building has two entrances at the east (principal) elevation. The building includes shallow arched window openings with stone sills.	

423 Kildare Road (J.E. Doble House)	The property includes a two-storey wood frame house in the Queen Anne style with a cross gable roof. The east (principal) elevation includes a two-storey bay with decorative bargeboard at the gable. The entrance is offset with a hip roof portico with decorative woodwork. There is a rectangular transom window above the entrance. The north elevation also includes a two-storey bay and window openings are rectangular. The structure is clad in metal siding and the foundation is constructed of decorative cement block.	
420 Kildare Road (Walkerville Garage)	The property includes a 3-storey red brick structure with a flat roof. The west (principal) elevation fronts onto Kildare Road and features one asymmetrical entrance and rectangular window openings. The west elevation is clad in dark red brick with buff brick accents at the 3rd storey. The north elevation includes two entrances and a lighter-coloured red brick cladding.	
415 Devonshire Road (Canadian Bank of Commerce)	The property includes a two-storey institutional stone building in the Greek revival style. The east (principal) elevation includes four two-storey fluted ionic columns supporting a triangular pediment with decorative dentil moulding. It includes a flat roof with decorative parapet. Window openings	

	are rectangular with protruding sills. The west (rear) of the building includes a one-storey section decorative parapet. The principal entrance includes two wood doors with glazing and a rectangular transom window above. Front entrance trim is elaborate with decorative corbels, dental moulding, and shell motifs.	
378-396 Devonshire Road (Crown Inn)	The property includes a 3.5-storey red brick building with a hip roof and L-shaped plan. The first storey west (principal) elevation includes commercial space with arched openings at street level that house four commercial units. There is an arched building at the centre of the 2nd storey and a small inset balcony at the 3rd storey. Both outer corners of the principal elevation include two-storey bays at the 2nd and 3rd storey. The roof includes 3 symmetrical dormers at the principal elevation and four at the north elevation. Other roof sections all include single symmetrical dormers. Most openings include decorative protruding brickwork. The east (rear) elevation of the building includes an internal stone chimney and a one-storey rear section with a balcony above.	

350 Devonshire
Road (Walkerville
Town Hall)

The property includes a 2.5-storey red brick rectangular building with a hip roof and gambrel dormers at the north, south, and west (principal) elevations. There is a symmetrical cupola at the roof peak topped by a weather vane. Corners of the building include decorative stone quoining. Window openings are rectangular with flat arch brick voussoirs and central stone keystones above. The building includes a stone plinth foundation and a stone masonry course between the 1st and 2nd storey. Decorative metal grating protects the windows at foundation level. The front entrance includes carved stone trim with decorative corbels on either side. The entrance includes double wood doors with four vertical rectangular transom windows above.



5.0 Evaluation of Cultural Heritage Value or Interest

5.1 Ontario Regulation 9/06

The determination of CHVI for potential cultural heritage resources is mandated by the Province through the prescribed *Ontario Regulation 9/06* ("O. Reg 9/06") which is as follows:

1. The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.'
4. The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.
9. The property has contextual value because it is a landmark.

The municipality has requested a high-level evaluation of the subject property which is included in the following sub-section 5.2.

5.2 Evaluation of Cultural Heritage Value or Interest for Subject Property

The following **Table 2** provides an evaluation of the subject property under the prescribed criteria.

Table 3 - Evaluation of Subject Property

Ontario Regulation 9/06 Criteria	Meets the criteria?
i. Rare, unique, representative or early example of a style, type, expression, material or construction method	No. The exterior of the building was renovated in the 1940s-50s and intended as a functional industrial building which was not constructed in a particular architectural style.
ii. Displays high degree of craftsmanship or artistic merit	No. The building does not display a high degree of craftsmanship or artistic merit.
iii. Demonstrates high degree of technical or scientific achievement	No. The building was constructed with materials and methods which were commonplace at the time.
iv. Direct associations with a theme, event, belief, person, activity, organization, institution that is significant	Yes. The existing building includes internal remnants of the original Canada Detroit Twist Drill Co. machine shop which is associated with the early industrial and manufacturing history of the area. Additionally, it may have been built by Hiram Walker's sons under the Walker Land & Building Co. Ltd., but this could not be conclusively confirmed.
v. Yields, or has potential to yield information that contributes to an understanding of a community or culture	No. It is unlikely that the building has the potential to yield information that contributes to the understanding of a community or culture beyond what is already known.
vi. Demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to the community.	No. The building was likely built by either the Walker Land & Building Co. Ltd. or by Canada Detroit Twist Drill Co. Ltd. but this information could not be conclusively confirmed. If more information about the builder or architect were to become available in the future, it could be added to the historic record.

vii.	Important in defining, maintaining or supporting the character of an area	No. The historic fabric of the original machine shop is only visible from the interior of the structure and cannot be seen from the public realm. The 1940s additions as well as later metal siding are visible from the public realm but do not contribute to the character of the area. Additionally, the property inventory of the Walkerville HCD Study identified the subject property as non-contributing.
viii.	Physically, functionally, visually, or historically linked to its surroundings	No. While portions of the building on the subject property once served as a manufacturing machine shop within a historic manufacturing district, the building now serves as commercial office space. It no longer maintains its historic use, and therefore does not display a functional historic link to its surroundings.
ix.	Is a landmark	No. The surrounding area contains many larger and more recognizable structures that serve as local landmarks such as the Walkerville towers, the adjacent Walker Power Building, and the waterfront silos. The structure on the subject property is modest in style, height, and materials, and is not recognized by the community as a landmark.

In conclusion, the property meets one of the 9 criteria for determining Cultural Heritage Value or Interest, as it exhibits historical associative value. However, based on the current legislation, a property is required to meet two criteria in order to be eligible for designation under the *Ontario Heritage Act*. Therefore, the subject property does not meet the threshold to be considered for protection under the *Ontario Heritage Act*. Additionally, a preliminary evaluation was conducted under the draft Walkerville HCD Study and the subject property was found to be a non-contributing property to the area's historic character (see **Figure 31**).

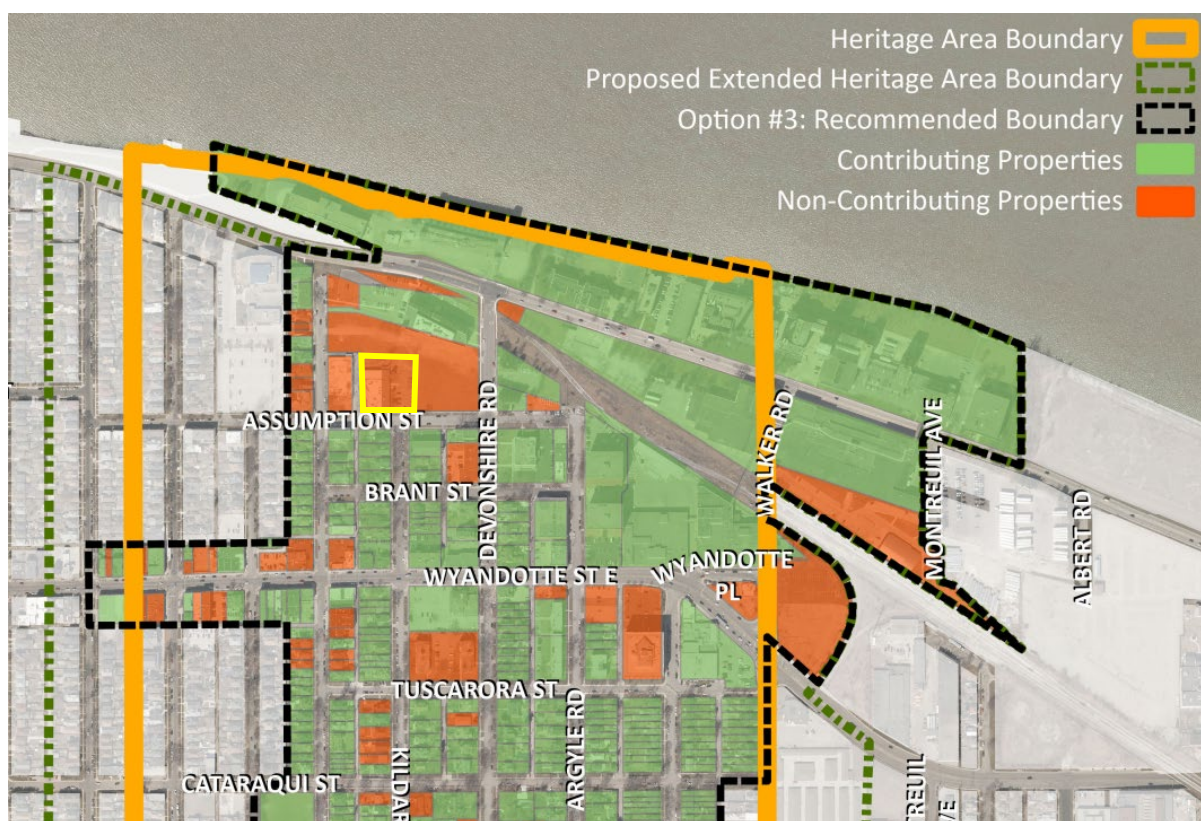


Figure 31: Excerpt of a map of the proposed Walkerville HCD with non-contributing properties noted in red. The subject property is outlined in yellow. (Source: Figure 42 of the Walkerville HCD Study)

5.3 Evaluation of Cultural Heritage Value or Interest for Adjacent Listed (Non-designated) Heritage Properties

This section is only intended to provide a brief overview of the preliminary cultural heritage value of the listed (non-designated) properties in the surrounding area that City Staff have made subject to this assessment. City Staff scoped this section of the report to a brief summary paragraph for the four listed (non-designated) properties below:

- 300 Block Chilver Road (Walkerville Stone Curbs)
- 341-343 Chilver Road
- 423 Kildare Road (J.E. Doble House)
- 415 Devonshire Road (Canadian Bank of Commerce)

Preliminary evaluation sheets for these properties can be found in **Appendix C** of this report. The evaluations are summarized below.

5.3.1 300 Block Chilver Road (Walkerville Stone Curbs)

A preliminary evaluation of the stone curbs indicates that they meet 5 of the Ontario Regulation 9/06 criteria for determining Cultural Heritage Value or Interest, indicating that they would be eligible for designation under Part IV of the OHA. They are representative examples of a late 19th century stone curbs, they have historical associations with Hiram Walker and his planned community, of which paved streets with curbs were an important feature which many communities did not have at the time, and they reflect his ideas. They support the late-19th-century to early-20th-century character of the area, and they are physically and functionally linked to their surroundings in that they serve as a defined edge to Chilver Road.

5.3.2 341-343 Chilver Road

A preliminary evaluation indicates the building meets at least one of the 9 criteria for determining CHVI, requiring further research to determine whether the property would be eligible for designation under Part IV of the OHA. It supports the character of the area in that it reflects patterns of development within a late-19th- and early-20th-century context. As the building is present on the 1890 Fire Insurance Plans, it was likely built by Hiram Walker, but more research would be required to determine whether the property exhibits any significant direct historical associations or is reflective of the work or ideas of Hiram Walker.

5.3.3 423 Kildare Road (J.E. Doble House)

A preliminary evaluation indicates that the property meets at least 3 of the 9 criteria for determining CHVI, indicating that it would be eligible for designation under Part IV of the OHA. The dwelling is a representative example of a building in the Queen Anne style. It exhibits direct associations with former owner John Edwin Dobie who served as mayor of Walkerville for two years and owned the Walkerville Herald and Windsor Standard newspapers which he combined to create the Windsor Herald-Standard, and it reflects patterns of residential development within a late-19th- and early-20th-century context. More research would be required to determine whether the property demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

5.3.4 415 Devonshire Road (Canadian Bank of Commerce)

A preliminary evaluation indicates that the property meets 5 of the 9 criteria for determining CHVI, indicating that it warrants designation under Part IV of the OHA. The building is a representative example of a Greek revival institutional building. It displays a high degree of craftsmanship and merit in its carved stone detailing and two-storey fluted columns. It has historical associations with the Canadian Bank of Commerce (later CIBC) as it served as a branch office for over 100 years. It was designed by architect Albert Kahn, though more research would be required to determine whether Kahn was considered significant to the community. The building supports the institutional character along the 3 north blocks of Devonshire Road, and it is considered by the local community to be a landmark.

5.4 Cultural Heritage Value of Protected Heritage Properties

The following section provides a summary of the Statement of Cultural Heritage Value or Interest of protected heritage properties based on their associated designation by-laws. Full by-laws for each of these properties can be found in **Appendix D**.

5.4.1 325 Devonshire Road (Walkerville Power Building)

The property located at 325 Devonshire Road, known as the Walkerville Power Building, was designated in 2020 under By-law Number 115-2020. The building is noted as exhibiting design value in that it constitutes an early local example of a reinforced concrete structure. The building has historical or associative value due to its association with early manufacturing in Walkerville. It has been home to a number of prominent industrial businesses. It has historical associations with the early railroad system in the area as the structure was built on top of an intact railroad turntable. The property has contextual value in that it is a rare survivor of an early industrial period and remains representative of the early company town.

Description of Heritage Attributes:

Features that contribute to the design or physical value of the Walker Power Building:

Built in c.1911-1913, presumably by architect J.E. Kinsey from Detroit for Walker Sons Ltd,

- Early local industrial example of reinforced concrete construction

- Railroad turntable feature at north west corner of the building footprint spanning within the building footprint and outside of the building footprint (original built heritage and archaeological feature)
- Reinforced concrete structural frame (Originally an exposed reinforced concrete structural frame, the 2019 work clads it with limestone to retain similar historical forms and proportions.)
- Asymmetrical massing with three bays on east end and six on the west end, with recessed bay on the south side of the building
- Five storey tower on the southwest corner of the building with additional unenclosed "sixth" storey (feature of 1912 construction)
- Otherwise generally uniform rhythm of bays on sides
- Articulated brick parapet wall
- Tripartite glazing system (The original eastern portion of the building had six over six double hung sash windows in sets of three. The western portion of the building had a similar tripartite sash, but with each third composed of 16 to 20 fixed panes, with the exception of the center panels. The center panels consist of a center pivot 6 panel casement windows. The 2019 redevelopment includes a prefinished aluminum tripartite glazing system on the majority of upper floors, thus replicating the appearance of the c.1911 glazing.)
- Brick infill spandrel panels within bays beneath the tripartite glazing system
- Brick pillars on the east side of the property

Features that contribute to the historical or associative value of the Walker Power Building:

- Designed presumably by Detroit architect J. E. Kinsey
- Association with the early growth of the Town of Walkerville through its industrial and manufacturing history
- Railway turntable is an archaeological site with direct association to the railway history of Walkerville

Features that contribute to the contextual value of the Walker Power Building:

- Excellent remnant of early industrial architecture
- A major industrial building located at the start of the original Devonshire Road, which was the "Main Street" of the town
- A prominent landmark for Walkerville and is highly visible along Riverside Drive

5.4.2 420 Kildare Road (Walkerville Garage)

The property located at 420 Kildare Road, known as the Walkerville Garage, was designated in 2018 under By-law Number 135-2018. The building is noted as exhibiting design value pertaining to its early use of steel frame construction. It has historical and associative value as it has served as home to the Canadian Auto Painting & Trimming Company business, the Walkerville Garage, medicinal manufacturing, and textile and clothing manufacturing businesses. It was designed by architects Malcolm Leybourne and R.J. Whitney. It is noted as having contextual value as an early and remaining industrial building in Walkerville's former industrial core.

Character Defining Elements:

Exterior features that contribute to the design or physical value of the Walkerville Garage:

- Built in c. 1913
- Early Twentieth Century Commercial style three storey former industrial/commercial building
 - Steel frame construction with rainscreen brick
 - Low peaked combination roof
 - Long rectilinear block massing with raised portion in the southeast corner
 - Triple-bay front façade with face brick and vertical pilasters demarcating stone base
 - Stone banding below entablature integrated with brick voussoirs, keystones and column capitals on front facade
 - Stone accents on pilaster capitals of the front wall
 - Slightly recessed brick inset surrounds below third and second floor windows with simple flat stone roundels
 - Stone window sills
 - Pilaster with stone caps on the rear wall
 - Wall tie bars on side and rear wall

Features that contribute to the historical or associative value of the Walkerville Garage:

- Association with the early growth of the Town of Walkerville through its industrial and manufacturing history
- Designed by Malcolm Leybourne and R.J. Whitney

Features that contribute to the contextual value of the Walkerville Garage:

- Rare survivor of early industrial properties constructed within the core areas of former Town of Walkerville

- Serves as part of the southern boundary within the core area for the separation of industrial and residential uses in the Walkerville town planning
- Is a visible landmark to the immediate neighbourhood

5.4.3 378-396 Devonshire Road (Crown Inn)

The property at 378-396 Devonshire Road, known as the Crown Inn, was designated in 1980 under By-law Number 6795. While the By-law predates Ontario Regulation 9/06, the reason for designation is noted as: “the first hotel built in Walkerville, built 1892 completed 1893 for Hiram Walker & Sons.”

Its heritage attributes are noted as:

- four-storey hotel in Queen Anne style of architecture
- red brick construction
- L-shape plan
- hipped roof; projects over bay windows
- five single chimneys
- small balcony on third floor of facade
- arcading on ground floor of facade and SW corner with three paned transoms
- large window with semi-circular surround head, and recesses fan on NW corner
- two-storey bays on facade of second and third storeys with wood trim
- majority of the remaining windows are double-hung with plain trim, and transoms
- a few windows with semi-circular surround heads, double-hung, with transoms
- dormer windows (nine) on fourth storey – “triangular hood”
- string course around building at second and third levels

5.4.4 350 Devonshire Road (Walkerville Town Hall)

The property located at 350 Devonshire Road, known as Walkerville Town Hall, was designated in 1995 under By-law Number 12398. The building has historical and associative value as it was designed by internationally recognized firm of Albert Kahn Associates as the original Walkerville Town Hall and Post Office. It was moved in 1995 from its original location on Riverside Drive East to its current location on Devonshire Road. No heritage attributes are listed for the building, as its designation predates the adoption of Ontario Regulation 9/06, however, its heritage attributes can reasonably be assumed to include the following:

- Original 2.5-storey red brick rectangular envelope;
- hip roof with gambrel dormers at the north, south, and west (principal) elevations;
- symmetrical cupola at the roof peak topped by a weather vane;
- Decorative stone quoining at corners of the building;

- Rectangular window openings with flat arch brick voussoirs and central stone keystones above;
- Stone plinth foundation;
- Stone masonry course between the 1st and 2nd storey;
- Decorative metal grating protects the windows at foundation level;
- Carved stone trim with decorative corbels on either side at the front entrance;
- Double wood doors with four vertical rectangular transom windows above at main (west) entrance.

6.0 Description of Proposed Development

The proposal includes a 20-storey building including a 3-storey podium topped by a 17-storey mixed-use building consisting of dwelling units, retail space, and amenities including a gym, lobby, and events room, supported by a three-level parking garage. Vehicular access is provided along Assumption Street and loading and refuse access will be provided via the existing alley interfacing with Chilver Road.

Proposed Site Plan:

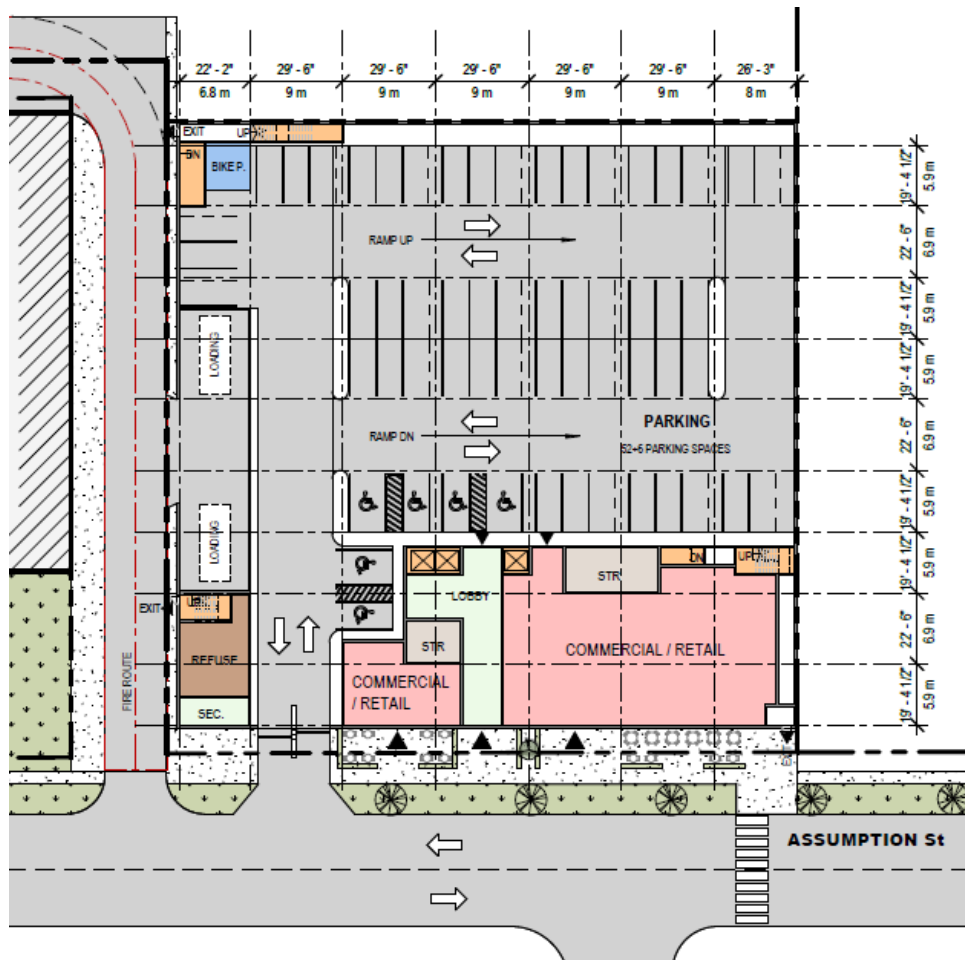


Figure 32: Proposed site plan. (Source: Architecttura Inc., 2026)

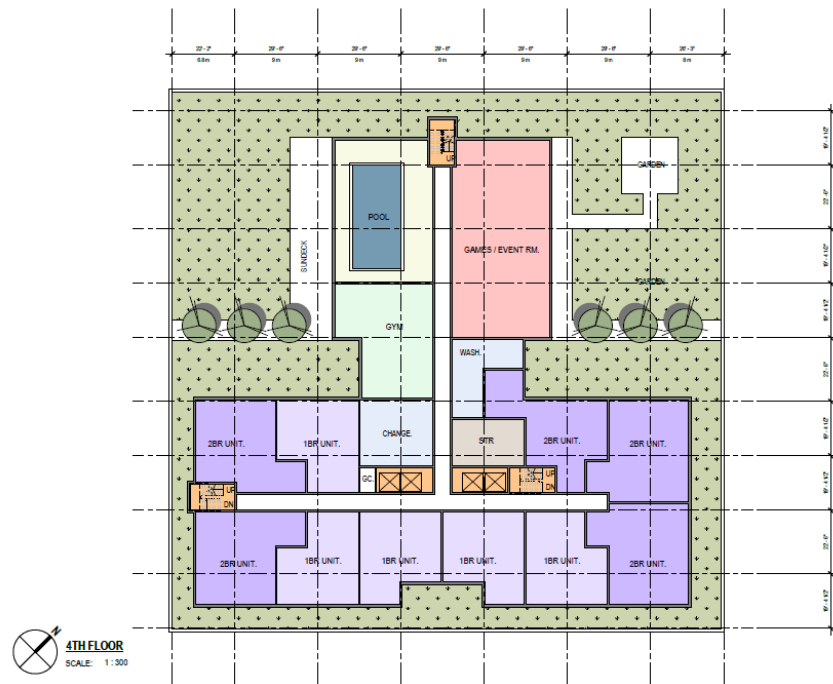


Figure 33: 4rd floor plan indicating the proposed step-back of the tower from the podium. (Source: Architecttura Inc., 2026)

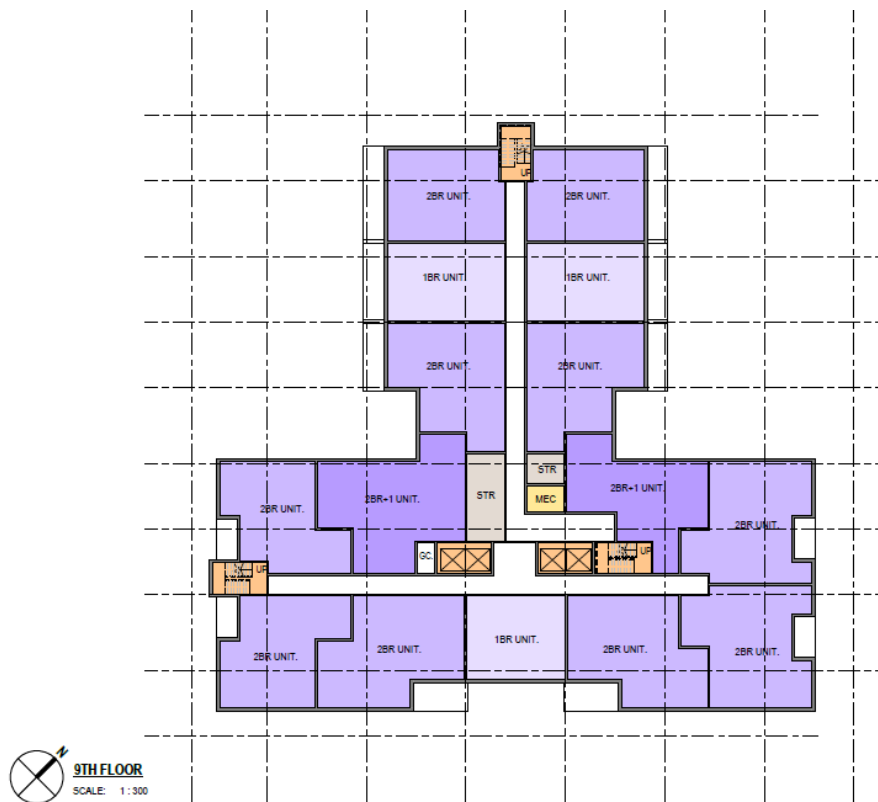
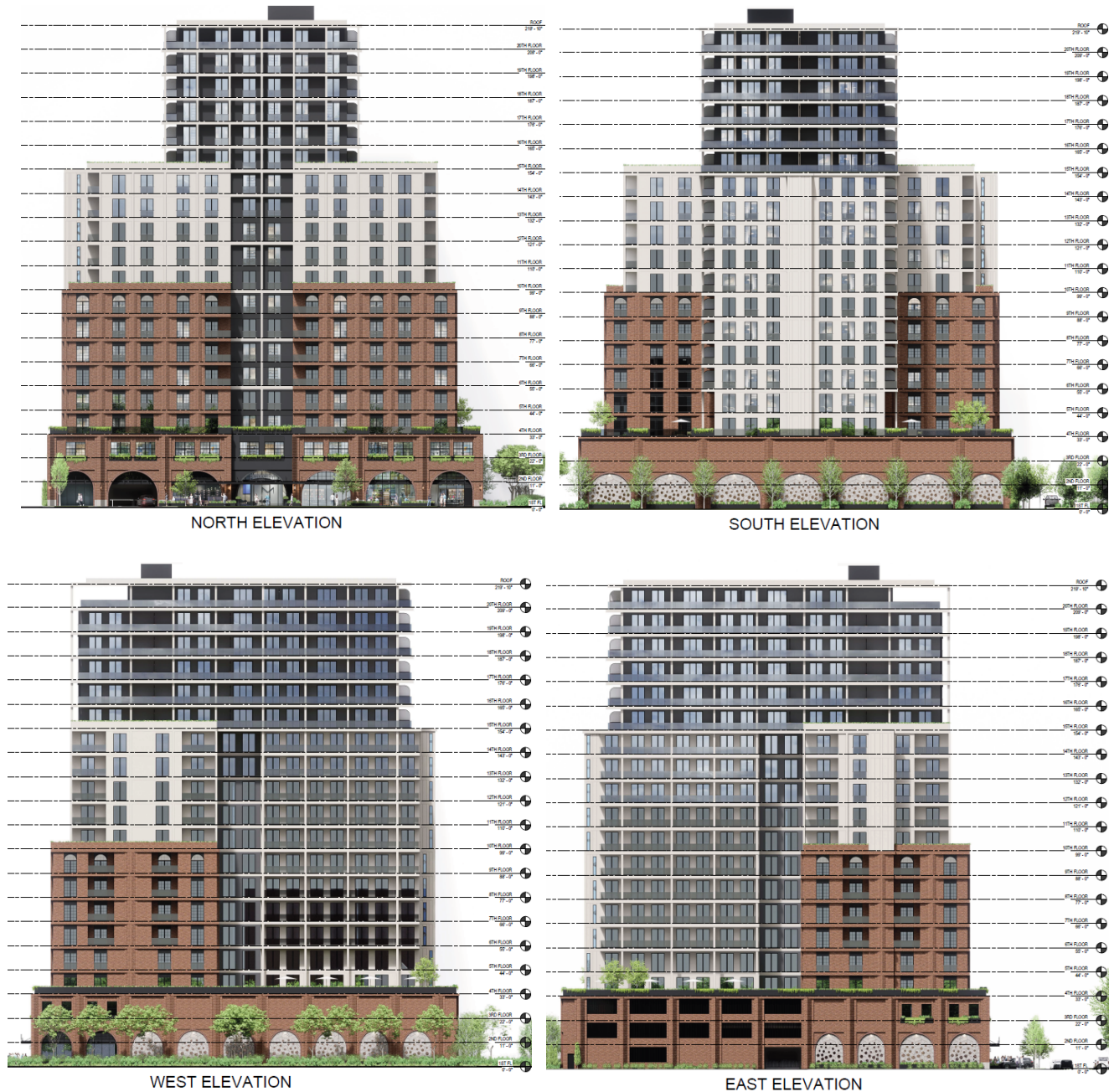


Figure 34: Proposed 6th – 9th floor plan. (Source: Architecttura Inc., 2026)

Proposed Elevations:



Figures 37 & 40: Proposed elevations (Source: Architecttura Inc., 2026)

The proposed development incorporates a number of design elements which reference the heritage context of the neighbourhood. The use of 2-storey arches at the first two floors of the podium echoes the commercial character of the 1st storey of the nearby Crown Inn (378-396 Devonshire Road). The smaller arches at the 2nd storey of the podium echo those of the upper floor of the nearby Victoria Tavern (400 Chilver Road) as well as those of the listed dwelling at 341-343 Chilver Road. The proposed colour palette is inspired by the late-19th –

early 20th century red brick which is commonplace in the neighbourhood, and the proposed cladding incorporates red brick accents (see **Figures 41-44**).

Renderings of Proposed Development:







Figures 41-45: Proposed renderings of the principal elevation and streetscape along Assumption Street. (Source: Architecttura Inc., 2026)

Conceptual Renderings of Neighbourhood and Streetscape:



Figure 46: View looking north along Devonshire Road. (Source: Architecttura Inc., 2025)



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Figure 47: View looking north northwest towards the subject property from the corner of Devonshire Road and Assumption Street. (Source: Architecttura Inc., 2025)



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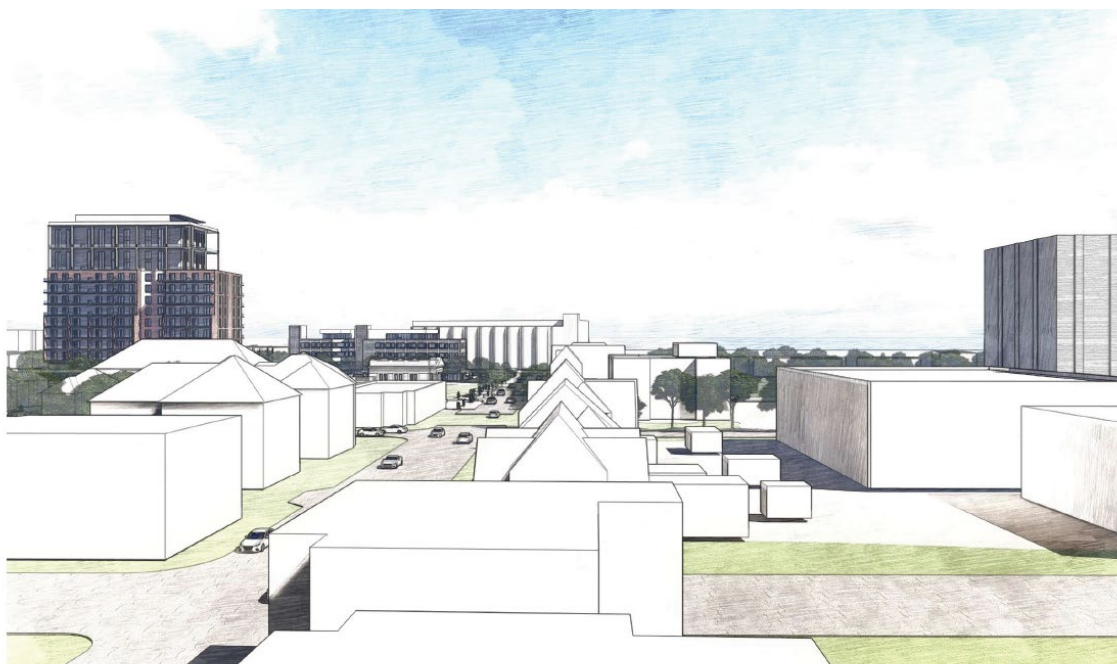
Figure 48: View looking north northeast towards the subject property from the corner of Chilver Road and Assumption Street. (Source: Architecttura Inc., 2025)



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Figure 49: View looking north towards the subject property from the intersection of Kildare Road and Wyandotte Street East. (Source: Architecttura Inc., 2025)



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Figure 50: View looking northwest from the southeast corner of Devonshire Road and Wyandotte Street East. (Source: Architecttura Inc., 2025)



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Figure 51: View looking southwest from Riverside Drive East east of Devonshire Road. (Source: Architecttura Inc., 2025)



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Figure 52: View looking southwest from Riverside Drive East east of Devonshire Road. (Source: Architecttura Inc., 2025)



Figure 53: View looking south from the Walkerville Power Building exterior parking lot. (Source: Architecttura Inc., 2025)



Figure 54: View looking northeast from the southwest corner of Chilver Road. (Source: Architecttura Inc., 2025)

7.0 Impact Analysis

7.1 Impact Analysis Framework

The impacts of a proposed development or change to a cultural heritage resource may occur over a short or long period of time and may occur during a pre-construction, construction, or post-construction phase. The impacts to a resource may be site specific or widespread and may have low, moderate, or high levels of impact.

The following constitutes impacts which may be a result of a proposed development:

- **Destruction:** of any, or part of any *significant heritage attributes* or features;
- **Alteration:** that is not sympathetic, or is incompatible, with the historic fabric and appearance;
- **Shadows:** created that alter the appearance of a *heritage attribute* or change the viability of a natural feature or plantings, such as a garden;
- **Isolation:** of a *heritage attribute* from its surrounding environment, context or a significant relationship;
- **Direct or Indirect Obstruction of significant views or vistas:** within, from, or of built and natural features;
- **A change in land use:** such as rezoning a battlefield from open space to residential use, allowing new development or site alteration to fill in the formerly open spaces;
- **Land disturbances:** such as a change in grade that alters soils, and drainage patterns that adversely affect an archaeological resource.

Furthermore, this report utilizes guides published by the International Council on Monuments and Site (ICOMOS), Council of UNESCO, from the World Heritage Convention of January of 2011. The grading of impact is based on "Guide to Assessing Magnitude of Impact" as a framework for this report:

Table 4 - Grading of Impact for Built Heritage and Historic Landscapes (ICOMOS)	
Impact Grading	Description
Major	Change to key historic building elements that contribute to the cultural heritage value or interest (CHVI) such that the resource is totally altered. Comprehensive changes to the setting.

Moderate	Change to many key historic building elements, such that the resource is significantly modified. Changes to the setting of an historic building, such that it is significantly modified.
Minor	Change to key historic building elements, such that the asset is slightly different. Change to setting of an historic building, such that it is noticeably changed.
Negligible/ Potential	Slight changes to historic building elements or setting that hardly affect it.
No change	No change to fabric or setting.

The above noted impacts will be considered as it relates to the scope of this HIA.

7.2 Impact Analysis for the Subject Property

As the property is not considered a significant cultural heritage resource as per the prescribed criteria under the OHA, the proposed removal of the extant building on-site is not considered an adverse impact.

Table 5 - Impact analysis for the Subject Property (1880 Assumption Street)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	While some remaining original fabric of Canada Detroit Twist Drill Co. Ltd. machine shop is being removed, the remaining original fabric is not currently visible from the public realm, and the subject property was not found to exhibit Cultural Heritage Value or Interest (see Section 5.2 of this report). Therefore, no adverse impacts from demolition are anticipated.
Alteration that is not sympathetic, or is incompatible, with the	None.	No heritage attributes are currently present on the subject property, therefore no impacts from unsympathetic or incompatible alterations are anticipated.

historic fabric and appearance of a building;		
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The proposed development will cast shadows on 341-343 Chilver Road before 12pm and on the Walker Power Building (325 Devonshire Road) in the afternoon/evening. These shadows will not have any impact on any identified cultural heritage attribute of these properties, such as a garden or natural feature which would be impacted by the availability of sunlight.
Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No significant relationship with features located on the subject property is identified for any of the adjacent designated and listed properties, nor with the character of the area. Therefore, no impacts from isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	While views and vistas of the Detroit River waterfront have been identified in the Windsor Official Plan as significant, these views are not currently available from the subject property, nor from Assumption Street adjacent to the subject property (see Section 1.2.2 of this report for an analysis of views). Views of the Distillery silos will remain available looking north along Devonshire Road. Additionally, no significant views or vistas are identified among the heritage attributes of the adjacent listed and designated properties. Therefore, no impacts of obstruction of significant identified views or vistas are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	A change in land use is proposed from commercial office space to mixed-use which will include residential and commercial retail uses. However, the original industrial use of the property had already been changed previously. In

		addition, there is no identified relationship between the adjacent listed and designated properties and the current land use of commercial office space, nor is there an identified relationship between the historic character of the neighbourhood and the current land use of the property. Therefore, no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	No identified heritage attributes are located on the subject property, and construction activities will be solely confined to the subject property. The properties closest to the subject property include the designated Walkerville Garage (420 Kildare Road) and the listed J.E. Doble House (423 Kildare Road), both of which are located approximately 20+ metres away across Assumption Street (see Figure 55 below). Therefore, no impacts from land disturbances are anticipated.

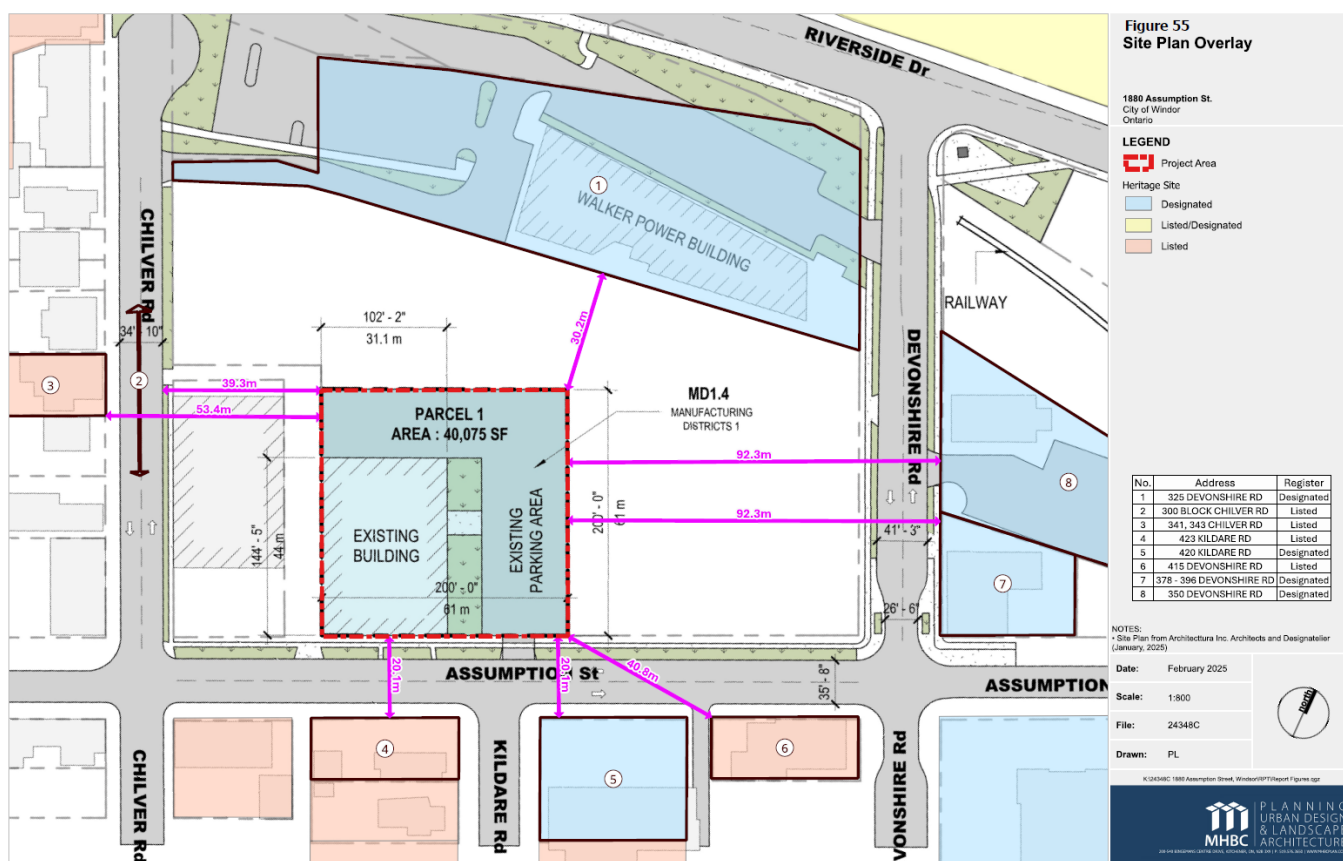


Figure 55: Distances from the proposed new building to nearby heritage buildings. (MHBC, 2025)

In conclusion, no adverse impacts are identified to the subject property as a result of the proposed development.

7.3 Impact Analysis for Surrounding Heritage Properties

Impacts have been analyzed for each of the surrounding designated and listed properties. No adverse impacts are anticipated as no construction activities, demolitions, or alterations are proposed to take place outside of the boundaries of the subject lands. Additionally, each of the adjacent properties are located a sufficient distance from the proposed development that no adverse impacts as a result of vibrations or land disturbances during excavation and construction activities are anticipated.

According to the Sun Path & Shadow Analysis (see **Appendix E**), shadows will be cast from the west to the east as the sun moves across the sky. The south elevation of the Walkerville Power Building is anticipated to be in partial shadow during the afternoon/evening, the Walkerville stone curbs and the east elevation of 341-343 Chilver Road are anticipated to be in partial shadow for part of the morning, and 378-396 Devonshire Road (Crown Inn) and 350

Devonshire Road (Walkerville Town Hall) may be in partial shadow after 5pm. However, these shadows will not have any impact on any identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight.

Full impact analysis tables for each of the adjacent properties can be found in **Appendix F** of this report.

7.4 Conformity with City's Official Plan and Relevant Guidelines

An Urban Design Study has been prepared by MHBC in June of 2025 (revised February 2026) and submitted as part of this application package. The purpose of the Urban Design Study is to analyze the proposed development for conformity with the Urban Design Guidelines within the City's Official Plan as well as with the City of Windsor Intensification Guidelines. The Study concluded that the proposed development incorporates a high level of urban design through the following:

- Providing a street-oriented, low-rise podium that create an active streetscape along Assumption Street;
- Utilizing stepbacks, material changes, and an T-shaped tower form to avoid impacts on the surrounding residential neighbourhood;
- Prioritizing active transportation and screening parking and servicing areas within the building podium;
- Integrating in the Walkerville Heritage Area through the preliminary material palette and design details;
- Contributing to the Mixed Use Corridor through a compact building typology and sustainable use of land.

The Urban Design Study also concluded that the proposed Official Plan and Zoning By-law Amendment applications reflect the intent, policies, and guidelines of the City of Windsor Official Plan and Intensification Guidelines and represent good urban design.

The City has requested that the HIA include a review of the proposed development within the context of the Urban Design Guidelines which relate specifically to heritage matters within the City's Official Plan as part of Chapter 9, Policy 9.3.7.1 (2) (i-v). These guidelines are to be used in the assessment of planning applications, such as this proposal. **Table 6** below reviews these policies within this context.

Table 6 – Conformity with Heritage Conservation Urban Design Guidelines

Urban Design Guidelines	Response
(i) Respecting the massing, profile and character of adjacent buildings;	The proposed development includes a 3-storey podium at street level with a 17-storey tower above that incorporates four façade step backs. The 3-storey pedestrian experience echoes the height of nearby buildings including the Walkerville Garage (420 Kildare Road), Crown Inn (378-396 Devonshire Road), and Victoria Tavern (400 Chilver Road). The proposed building incorporates a number of features which respect the massing and profile of adjacent buildings which are described in detail in Section 3.4 of the Urban Design Study. Additionally, a number of design elements have been incorporated in order to respect the character of adjacent buildings including the use of 2-storey arches at the first two floors of the podium which echoes the commercial character of the 1st storey of the nearby Crown Inn (378-396 Devonshire Road). The use of red brick and limestone-inspired concrete panels incorporates common materials within the neighbourhood, and the building's grid-and-infill composition inspired by the neighbouring Power building.
(ii) Approximating the width and established setback pattern of nearby heritage buildings;	Setbacks of commercial and industrial buildings in the neighbourhood are generally shallow and interface directly with the public sidewalk (including the adjacent properties located at 341-343 Chilver Road, 420 Kildare Road, 415 Devonshire Road, and 378-396 Devonshire Road). The proposed development is proposed to incorporate a shallow setback which interfaces directly with the public sidewalk, respecting the established commercial and industrial character of the area. Buildings in the neighbourhood do not exhibit a uniform width, particularly in the industrial and institutional use areas along Assumption Street and Devonshire Road. The width of the proposed development is not out

	of keeping with other buildings in the neighbourhood, including the Walkerville Brewery, the Walkerville Distillery towers, and the Windsor-Essex Children's Aid Society building located at 1671 Riverside Drive East.
(iii)Respecting the yards, gardens, trees and landscaped grounds associated with the heritage properties and districts which contribute to their integrity, identity, and setting;	The adjacent designated and listed properties do not include natural or landscaped features among their heritage attributes. However, the “mature streetscape of deciduous trees planted in wide boulevards, accented by decorative streetlights, and complemented by trim hedges and fences along the abutting private properties” is noted as a defining feature of the neighbourhood from an early period in the Walkerville HCD Study (see Appendix B). The subject property currently includes one deciduous tree at the curb strip along Assumption Street, whereas the proposed development includes five deciduous trees (a net gain of four deciduous trees) as well as the planting of a number of shrubs. This change is considered beneficial as it will enhance the streetscape along Assumption Street and is considered in-line with the historic character of the area.
(iv)Maintaining, enhancing or creating views and vistas of heritage resources;	The impact analyses in Section 7.2 and Section 7.3 of this report demonstrate that identified views and vistas will be conserved. Additionally, as described above, the additional plantings of deciduous trees and shrubs at the curb strip adjacent to Assumption Street is anticipated to have a beneficial impact which enhances views of the streetscape along Assumption Street.
(v) Minimizing the impact of shadowing on adjacent heritage properties, particularly on landscaped open spaces and outdoor amenity areas.	Section 7.2 and Section 7.3 of this report demonstrate that adverse impacts from shadowing are not anticipated to any identified landscaped open spaces, outdoor amenity areas, or other identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight.

Additionally, the City has requested a review of conformity of the proposed development with relevant City of Windsor Intensification Guidelines which pertain to heritage matters. Section 2.2.2 specifically speaks to new developments in heritage contexts. The following **Table 7** reviews these policies. However, all City of Windsor Intensification Guidelines are addressed in detail in the Urban Design Study which concludes that the proposed development conforms with the Intensification Guidelines.

Table 7 – Conformity with City of Windsor Intensification Guidelines	
Guidelines for Developments within Heritage Contexts	<i>Response</i>
1. Locate and design buildings to respect and complement the scale, character, form, and siting of on-site and surrounding cultural heritage resources.	The proposed development has been located with a shallow setback adjacent to the public sidewalk, which is commonplace for commercial and industrial buildings in the immediate area (including 341-343 Chilver Road, 420 Kildare Road, 415 Devonshire Road, and 378-396 Devonshire Road). The proposed building includes a 3-storey podium which is consistent with the pedestrian experience of the height of other adjacent buildings (including the Walkerville Garage at 420 Kildare Road, the Crown Inn at 378-396 Devonshire Road, and the Victoria Tavern 400 Chilver Road). The building's width and footprint are consistent with that of larger industrial and institutional buildings in the neighbourhood, including the Walkerville Brewery, the Walkerville Distillery towers, and the Windsor-Essex Children's Aid Society building. The massing of the 17-storey tower includes multiple stepbacks to preserve the pedestrian experience from street level. Nearby heritage buildings range in original use from residential to industrial to institutional to commercial and are not similar in height, massing, scale, or character to each other. They are also not similar to the height of the proposed development, which includes a proposed height of 20 storeys. However, the proposed height does not result in the potential for adverse impacts to nearby heritage resources such as impacts from shadows or obstruction of significant views or

	vistas which might render it incompatible with the surrounding context. Additionally, a number of design elements have been incorporated in order to respect the character of adjacent buildings which have been described in Section 3.4 of the Urban Design Study.
2. Ensure that conceptual design and massing of development or redevelopment projects are compatible with adjacent listed heritage buildings and/or sites.	Section 7.3 of this report has indicated that no adverse impacts are anticipated to adjacent listed heritage buildings, including the Walkerville Stone Curbs, 341-343 Chilver Road, 423 Kildare Road (J.E. Doble House), and 415 Devonshire Road (Canadian Bank of Commerce). Therefore, the proposed development is considered to be compatible with the adjacent listed properties.
3. New buildings located adjacent to built cultural heritage resources will be compatible with existing historical building types, colours, and material palettes having regard for modern building designs, techniques, and materials	The proposed colour palette is inspired by the late-19th – early 20th century red brick and limestone which are commonplace in the neighbourhood, and the proposed cladding incorporates red brick accents and limestone-inspired concrete (see Figures 37-40). The proposed development respects modern design principles, techniques, and materials in its use of high-quality materials such as glazing and metal as well as the design and rhythm of the upper storey balconies.

8.0 Alternative Development Options and Mitigation Measures

Alternative development options are typically explored when major adverse impacts are identified as a result of the proposed course of action. While no major adverse impacts were identified to the subject property, City staff have requested an exploration of alternative development options and mitigation measures in the Planning Consultation Stage 2 Letter PC-091/25 dated November 14, 2025. Therefore, an exploration of alternative development options is provided below.

8.1 Do Nothing

This option includes retaining the existing building in situ and not proceeding with redevelopment of the subject property. This course of action would result in the existing office building being retained and would likely result in the building continuing its existing use as commercial office space, and no new dwelling units would be created. As the existing building has not been found to exhibit CHVI (see **Section 5.2**), and no major adverse impacts have been identified as a result of the proposed development (see **Section 7**), this course of action would not result in a more positive outcome for nearby cultural heritage resources.

8.2 Reduce the Height of the Proposed Development

This option includes redevelopment of the subject property with a structure with a reduced height from the 20-storey building which is currently proposed. This alternative would likely result in the creation of fewer dwelling units. As this report has not identified adverse impacts as a result of the currently proposed height of 20 storeys, such as impacts from shadowing or obstruction of significant views, this course of action would not result in a more positive outcome to nearby cultural heritage resources.

8.3 Change the Siting and/or Footprint of the Proposed Development

This option includes altering the footprint and/or siting of the proposed development, such as incorporating a deeper setback or smaller building footprint. The proposed building includes the majority of the existing parcel and could not be feasibly relocated on-site without also modifying the proposed footprint.

Modifying the footprint of the proposed building in order to permit a deeper setback or reduce the perception of building width along Assumption Street would result in either the creation of fewer dwelling units or an increase in height beyond the proposed 20 storeys. As this report has not identified adverse impacts as a result of the currently proposed building footprint and siting, this course of action would not result in a more positive outcome to nearby cultural heritage resources.

9.0 Conservation Strategy

The subject property is not considered a significant cultural heritage resource under the *Ontario Heritage Act* (see **Section 5.2** of this report for full analysis of Cultural Heritage Value or Interest of the subject property) and therefore, there is no adverse impact to the removal of the existing building.

However, as the building includes some interior elements which are remnants of the original Canada Detroit Twist Drill Co. machine shop, these elements could be considered for salvage for potential reuse as opposed to being deposited in a landfill. Original elements are limited to original steel beams located on the interior of the west portion of the building, and interior early 20th century bricks located on the interior of the west portion of the building. These elements could be considered for reuse as part of a commemorative or landscape feature on-site or donated for reuse off site as an alternative to being deposited in a landfill.

10.0 Conclusions and Recommendations

The existing building on the subject property is not considered a significant cultural heritage resource under the *Ontario Heritage Act* (see **Section 5.2** of this report) and therefore no adverse impacts are anticipated as a result of its proposed removal. Subsequently, alternative development options and mitigation and conservation measures are not warranted. It is encouraged that reusable building materials be retained and repurposed or donated from a perspective of sustainability.

Additionally, no adverse impacts are anticipated to the historic character of the neighbourhood, nor to the adjacent designated and listed properties located at 325 Devonshire Road, 300 Block Chilver Road (Walkerville Stone Curbs), 341-343 Chilver Road, 423 Kildare Road, 420 Kildare Road, 415 Devonshire Road, 378-396 Devonshire Road, and 350 Devonshire Road. **Section 7.4** of this report analyzes the proposed development's conformity with the City of Windsor's Official Plan policies as well as with the City of Windsor Intensification Guidelines and finds the proposed development in conformity with the above noted policies.

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A

Appendix A: Maps



Figure 1
Project Area Map

LEGEND



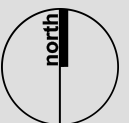
Project Area

Date: February 2025

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1880 Assumption St.
City of Windsor
Ontario

Source:
City of Windsor 2024 Aerial Imagery



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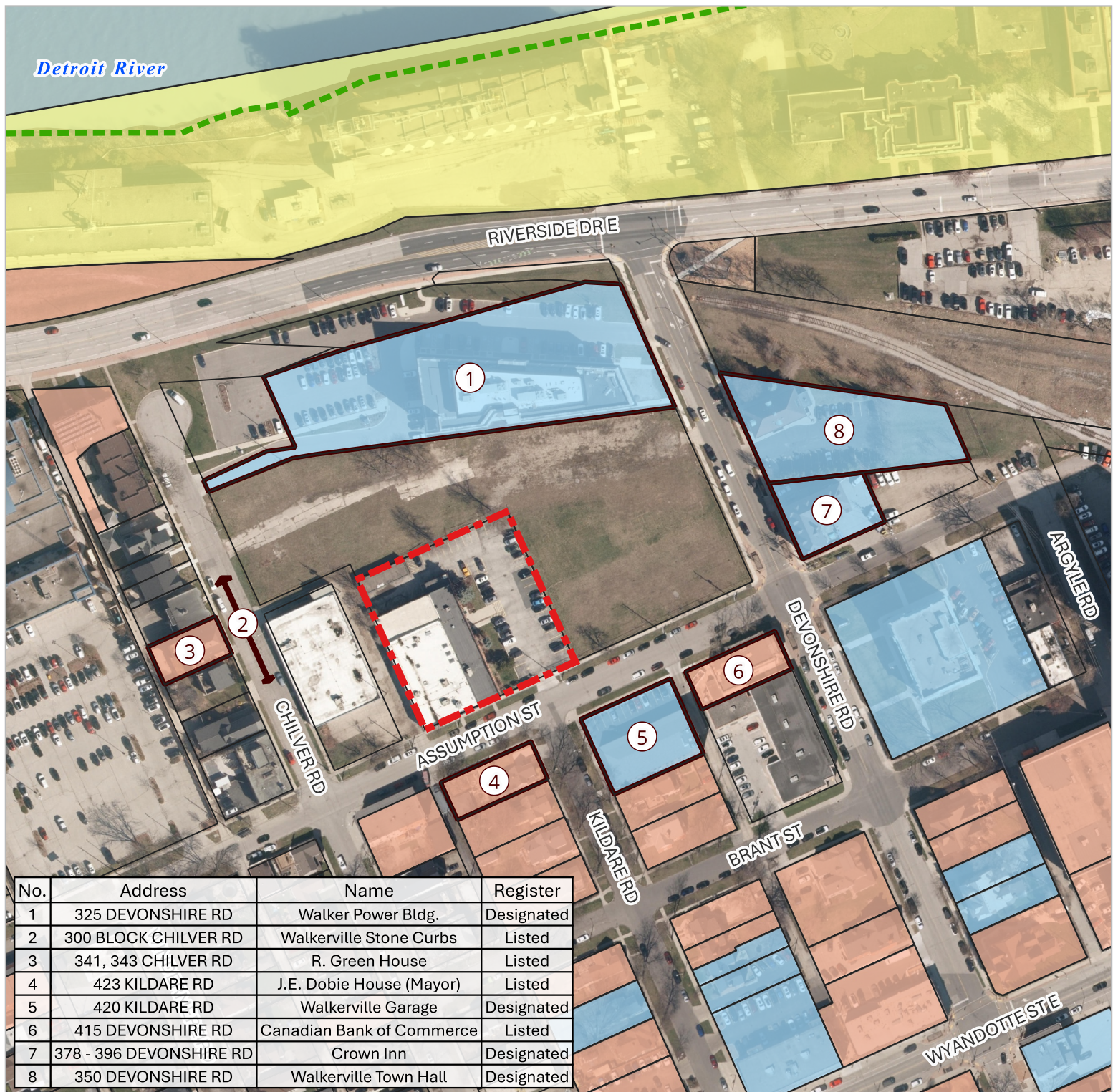


Figure 2
Heritage Status

LEGEND

-  Project Area
-  Heritage Area

Heritage Site

-  Designated
-  Listed/Designated
-  Listed

Notes:

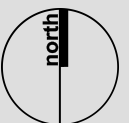
- Contains information licensed under the Open Government Licence – City of Windsor
- Image Sources: City of Windsor 2024 Aerial Imagery

Date: February 2025

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1880 Assumption St.
City of Windsor
Ontario



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Figure 3
Site Plan Overlay

1880 Assumption St.
City of Windsor
Ontario

LEGEND

 Project Area

Heritage Site

 Designated

 Listed/Designated

 Listed

No.	Address	Register
1	325 DEVONSHIRE RD	Designated
2	300 BLOCK CHILVER RD	Listed
3	341, 343 CHILVER RD	Listed
4	423 KILDARE RD	Listed
5	420 KILDARE RD	Designated
6	415 DEVONSHIRE RD	Listed
7	378 - 396 DEVONSHIRE RD	Designated
8	350 DEVONSHIRE RD	Designated

NOTES:
• Site Plan from Architectura Inc. Architects and Designatelier (January, 2025)

Date: February 2025

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File: 24348C

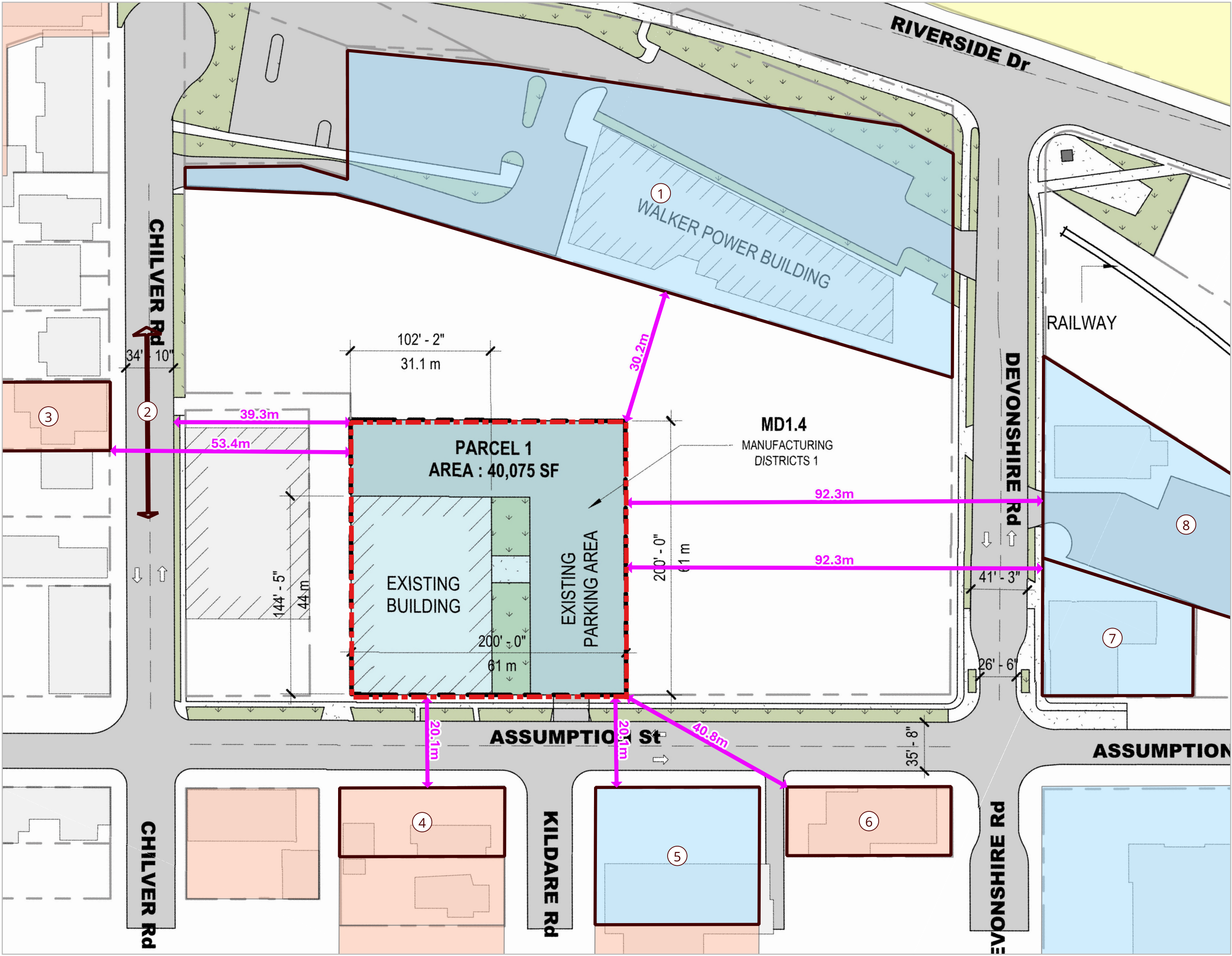
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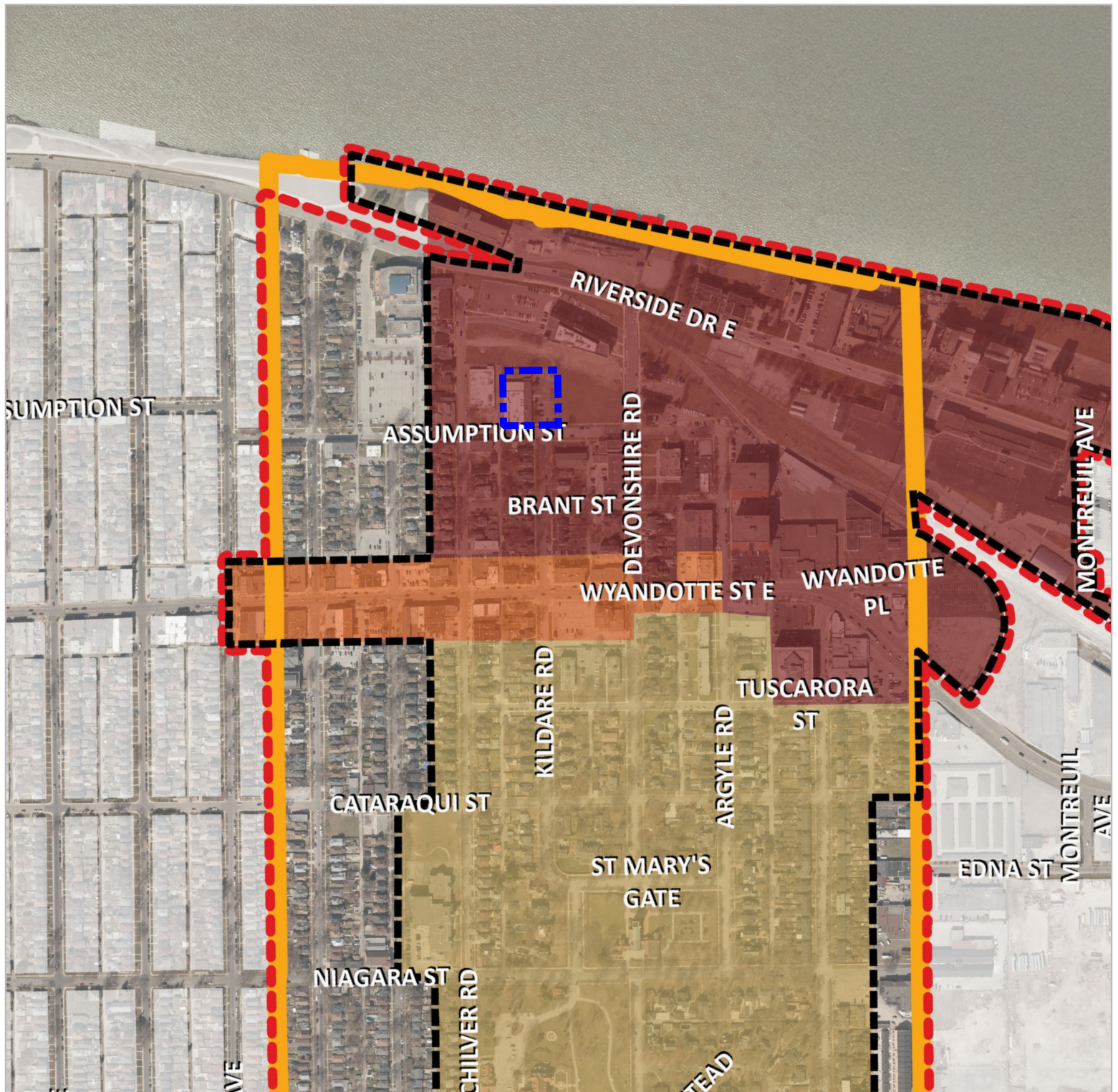


Figure 4
Walkerville Heritage
Conservation District
Study

1880 Assumption St.
City of Windsor
Ontario

LEGEND

-  Project Area
-  Heritage Area Boundary
-  RFP Study Area Boundary
-  Option #3: Recommended Boundary
-  Sub-Area 1 (Distillery)
-  Sub-Area 2 (Wyandotte Street East)
-  Sub-Area 3 (Devonshire Road)
-  Sub-Area 4 (Southern Residential)

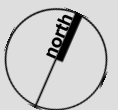
Source: Recommended Boundary and Sub-Areas, Walkerville
Heritage Conservation Study, City of Windsor (1 August, 2024)

Date: February 2025

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B

Appendix B: Walkerville HCD Study

Walkerville Heritage Conservation Study

City of Windsor



Prepared in Accordance with the requirements of the *Ontario Heritage Act* Section 40 Part V
Draft outline: 1 August 2024

Project Team:

City of Windsor:

Project Manager:

Support:

Kristina Tang, MCIP, RPP

Tracy Tang, MCIP, RPP

Michael Cooke, MCIP, RPP

Sophia Di Blasi, M. Arch

Inventory Researchers:

Hallelujah Aboona

Sheena Bennett

Taylor Blackmere

John Calhoun

Ronni Desjardins

Emma Grant

Anastasia Kulaga

Gabriel Lam

Nathan Li

Lauren Lopez

Barbara Mero

Ananya Patel

Danielle Poirier

Claire Prowse

LiYue Qiu

Julia Wu

Supporting Consultants:

Marcus R. Létourneau, PhD, MCIP, RPP, CAHP, CIPM I

M. R. Letourneau and Associates Inc.

Carl Bray PhD CSLA CAHP MCIP RPP

Bray Heritage

Cover Image: St. Mary's Church, Walkerville, 2024

We acknowledge that the land on which we gather is the traditional territory of the Three Fires Confederacy of First Nations, which includes the Ojibwa, the Odawa, and the Potawatomie. The City of Windsor honours all First Nations, Inuit and Métis peoples and their valuable past and present contributions to this land.

Frequently Asked Questions

What is a Heritage Conservation District?

A heritage conservation district is an area of special character, combining older buildings and their settings that, together, make up a district that has an identifiably distinct “sense of place.” The heritage resources within a district can include a variety of things, including buildings, structures, cultural landscapes, and areas of archaeological potential. The *Ontario Heritage Act (OHA)*, specifically Part V, is legislation allowing heritage conservation district designation by identifying an area’s “heritage character” to better protect its heritage resources.

Why was Walkerville selected for study as a Heritage Conservation District?

Walkerville has long been an area of heritage interest for the City of Windsor. Previous studies and histories of Windsor have also identified Walkerville as a special place of historic significance. There was even a previous effort to designate the area as a heritage conservation district in the 1990s. With changes in planning and heritage legislation in Ontario, and with the adoption of the Walkerville Districting Plan, a heritage conservation district was identified as a logical next step to protect key heritage elements of the area as well as better manage change. This project focuses on the historic core of Walkerville, with a particular emphasis on development completed by the time of amalgamation in the 1930s. The study area contains properties representing each phase of almost 175 years of development, many of which are worthy of *OHA* Section 29 Part IV (individual) designation.

What are the next steps, and how do I get involved?

This report will be submitted to the Heritage Committee and Council, and Council decides whether to proceed with the District Plan and Guidelines. If Council decides to proceed, then the Plan and Guidelines project will be developed. It is during the Plan and Guidelines phase that specific rules are put in place to conserve the identified heritage attributes of the area. Further public meetings will be held to discuss the draft Plan and Guidelines, and it will be posted on the City’s website. You can also contact the City’s Heritage Planner by phone at (519) 255-6543 x 6179.



Figure 1: “A Walkerville Residence.” Source: Beam Suntory Archives

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1. Executive Summary
2. Introduction to the HCD Process
3. Planning Legislation and Policy Context
4. A Summarized History of Walkerville
5. Summarizing Public Feedback
6. Identifying and Evaluating Heritage resources
7. Defining Heritage Character
8. Meeting the Criteria for Designation
9. Meeting the Criteria for Establishing a Boundary
10. Conclusions and Recommendations
11. References
12. Appendices
 - a. Appendix A: Project Terms of Reference
 - b. Appendix B: Detailed Municipal Policies
 - c. Appendix C: Recommended Changes to Municipal documents and processes
 - d. Appendix D: Inventory Work Sheets (Summary)
 - e. Appendix E: Recommended Section 29 Part IV *OHA* Designations

1.Executive Summary

Study Purpose

The City of Windsor recognizes the economic and social benefits of heritage conservation in enhancing local quality of life and attracting investment. An important initiative in this approach is to identify which parts of the municipality have a high concentration of heritage resources and to seek ways of conserving and enhancing these areas, for the benefit of all residents. City Council has already approved the designation of two Heritage Conservation Districts (Prado Place in 2005 and Sandwich in 2012) and has identified Walkerville as the next area to be examined for potential.

Across Ontario, one of the ways to conserve and enhance these areas is to designate them as a Heritage Conservation District. Using the legislation provided in Part V of the *Ontario Heritage Act*, a municipality can control change in ways that conserves the area's heritage values and attributes while encouraging compatible development.

Study Method

Dr. Marcus R. Letourneau and Dr. Carl Bray were retained in September 2023 to assist City Staff with the process of developing a heritage conservation district study. To address the required provincial scope, the following work plan was developed jointly between City Staff and the supporting consultants. The detailed workplan has been attached as Appendix A.

Building on the requirements of both the *OHA* and the City of Windsor, this Study consists of the following components:

- an analysis of the current planning policy framework (with recommendations for amendments where necessary) and of the municipality's capacity to manage Heritage Conservation Districts
- a historical overview of the area's development;
- an inventory and evaluation of heritage resources (i.e. all properties within the study area, including buildings, streetscapes, landmarks and open spaces), to be found in the appendices;
- an evaluation of the cultural heritage value and significance based upon of these inventories as potential contributors to the area's character.
- involvement of the public including public meetings and consultations with elected officials and property owners; and
- a rationale for designation, recommended tools, recommended objectives for a potential HCD, and a proposed district boundary.

Conclusions and Recommendations

Based on the analysis within this report, it is the professional opinion of the authors that the study area, upon review and examination, does meet both the Province's and City of Windsor's criteria to become a heritage conservation district. However, as discussed above in Section 9, it is also the authors' professional opinion that a scoped study area be recommended, as shown in the recommended boundary.

Recommendation 1: That it be recommended that City of Windsor Council proceed with the Plan and Guidelines Phase for the Walkerville Heritage Conservation District.

Recommendation 2: That the boundary identified in Figure 42 be recommended to Council as the boundary for the Walkerville Heritage Conservation District

Recommendation 3: That the recommended policy and process changes identified within Appendix C of this report be adopted and implemented.

Recommendation 4: That the properties identified in Appendix E be subject to further analysis to confirm their eligibility for individual property designation under Section 29 Part IV of the OHA.

Recommendation 5: That the objectives of the Walkerville Heritage Conservation District Study be adopted and inform the creation of the Walkerville Heritage Conservation District Plan and Guidelines

Objectives of the Heritage Conservation District Plan

The Walkerville Heritage Conservation District Plan and Guidelines will provide a framework that will:

- 1) Ensure the conservation and protection of identified built heritage resources and cultural heritage landscapes within the Walkerville Heritage Conservation District.
- 2) Address the ongoing maintenance, sensitive enhancement, and/or adaptive re-use of existing heritage resources.
- 3) Provide policies and guidelines that ensure that site alteration and development, including infill and public works, support the existing character, as defined within this Study, of the district and sub-areas within the district.
- 4) Provide a transparent and effective process for heritage approvals and enforcement within the district to the benefit of both community members and City Staff.
- 5) To interpret and celebrate Walkerville's unique story within the City of Windsor.

Recommendation 6: That the SCHVIs for the Walkerville Heritage Conservation District *[as found in Chapter 10 of this report]* be adopted and inform the creation of the Walkerville heritage Conservation District Plan and Guidelines.

2. Introduction to the HCD Process

The City of Windsor recognizes the economic and social benefits of heritage conservation in enhancing local quality of life and attracting investment. An important initiative in this approach is to identify which areas within the municipality have a high concentration of heritage resources and to seek ways of conserving and enhancing these areas for the benefit of all residents. City Council has already approved the designation of two Heritage Conservation Districts (Prado Place in 2005 and Sandwich in 2012) and has identified Walkerville as the next area to be examined for potential.

What is a HCD?

A heritage conservation district (HCD) is a distinctive setting that has significant historical and cultural value. Its special character is often a function of the age, concentration and architecture of its structures, as well as its pattern and type of development, and its history of its occupation. The boundaries may be sharply defined, as along a waterfront, or blurry, as in mixed use areas. The Provincial Ministry of Citizenship and Multiculturalism (MCM), one of the primary provincial ministries responsible for heritage planning, defines districts broadly, from a group of buildings to entire settlements. The key is that the defined area has “a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings” (Ontario Heritage Tool Kit, Heritage Conservation Districts, p. 5).

The Tool Kit (op. cit., p. 10) goes on to describe the common characteristics of heritage districts. They are:

- “A concentration of heritage resources” (buildings, sites, structures, landscapes, archaeological sites) that have some common link for reasons of use, aesthetics, socio-cultural or historical association;
- “A framework of structured elements” that provide edges, such as major routes, shorelines, landforms, or land uses;
- “A sense of visual coherence” that is expressed in built form or streetscapes; and
- “A distinctiveness,” whether tangible or not, that makes the district recognizably different from its surroundings.

Heritage districts are not new: they have been widely used in Britain and Europe since the end of the Second World War, in the United States since the 1930s, and in Canada since the 1970s. They have proven to be effective ways of conserving and enhancing special places while supporting the everyday lives of residents and visitors.

Purpose of District Designation

The “sense of place” generated within Walkerville is determined by the experience of being in and around its physical setting, that is, the buildings and streetscapes that make up the study area. These “heritage resources,” to use the term found in provincial planning and heritage legislation, are irreplaceable and deserve good stewardship. Designation is a means by which local owners, tenants and residents can express pride in their property and in the area as a whole: it is also a way of promoting public appreciation of local history and ensuring that change is managed in a way that the heritage values of the neighbourhood are conserved.

Changes brought about by urban intensification, as well as neglect or natural disaster, can threaten these settings and erode local identity. In response to these issues, heritage conservation district designation is

a highly effective heritage planning tool available to Ontario municipalities. While the *Planning Act* addresses most of the land development issues, it makes little reference to matters of community identity and heritage. This is especially the case with some of the recent changes to the planning framework in Ontario. Designation of a district under Part V of the *OHA* is an effective means by which a municipality puts in place tools, policies, guidelines, and fills the policy gap left by the *Planning Act*.



Figure 2: Streetscape in Walkerville, 2024

Heritage Conservation District designation is not meant, as the term may imply, to prevent change. The focus of district designation is ‘change management.’ Change is inevitable. A Heritage Conservation District planning process helps decision makers plan in a way that protects local values. Change in any neighbourhood can be the result of conscious decision-making, in the case of renovation or new development, or inaction, in the case of demolition by neglect. Neighbourhoods can change for the worse, sometimes before people realize it is too late. For example, a “tipping point” has been reached, and the area’s “carrying capacity” has been exceeded. A heritage district designation can help identify these critical thresholds. At the very least, designation can identify the types of changes that are desirable for conserving and enhancing local character, and those that are not. Property owners get the information they need to make informed choices for improvements, and the municipality gets the guidelines and legislative mandate to regulate changes. In practice, change management in a heritage conservation district is seldom imposed from above but, rather, involves an ongoing discussion between property owners and municipal staff/heritage advisory committee members, based on policies and guidelines found in the heritage conservation district plan, as to what the best course of action will be.

Through public engagement processes, the City of Windsor has received public support for designation of a heritage district in Walkerville, but some people expressed concerns. Common concerns are the degree of regulation imposed by designation (e.g., “Will the City of Windsor control what colour I can paint my house?”). In addition, there is a resourcing concern that the city may not be able to manage a heritage conservation district once it is designated. The study phase of this process does not deal with the actual regulations on property alterations – these come in the next phase, the heritage conservation district plan – but it does comment on the municipality’s current regulatory process and makes recommendations for improvement. The degree and type of regulation is something a heritage conservation district plan can address and would be open to further discussion.



Figure 3: Old Post Office in Walkerville, 2024

Reasons Walkerville is being considered for District Designation

Walkerville is an area rich in heritage resources, best known for its distinct character and its association with the community’s founder, Hiram Walker. In its earlier history, Indigenous peoples had inhabited at least areas of Walkerville located closer to the Detroit River. Later, Europeans also settled in the area until the mid-1850s, when Walker – an American businessman – bought farm parcels that would form Walkerville. By 1858, Hiram Walker relocated his distillery from Detroit to Canada. The settlement grew as he introduced ferry services, rail lines, and street railways, which spurred the growth of the distillery village further into a town with diversified businesses well-connected with multiple transportation systems. At the same time, Walker (and later his sons) directed the orderly development of residential uses (segregated from the industrial uses), ranging from early employee cottages to executive mansions. The Walker family, both directly and through their business interests, provided civic and public amenities such as streetlamps, sidewalks, fire protection, schools and churches. This unique history and identity

continued to lead the character of development past the Walker family era, and remains evident in the architecture, streets and spaces of Walkerville to this day.

The Study Area for this project can be understood as the area of Windsor bounded by the Detroit River, Walker Road, Ottawa Street, and the laneway between Lincoln Road and Gladstone Avenue (except for those properties on Wyandotte Street where the limit extends to Gladstone proper). The initial study area is larger than the existing Heritage Area as it is identified within the Official Plan (shown in Figure 4). Figure 5 shows the precise boundary of the Study Area, along with the boundary of the heritage area. Figure 6 shows the location of the Study Area in relation to the city in its entirety. The area can be divided into several distinct nodes, including an industrial area along the Detroit River and abutting Walker Road north of Wyandotte Street, a commercial core centred on Wyandotte with additional commercial areas along Walker Road and Ottawa Street, a predominantly residential area with some key institutions (including churches, schools and Willistead Manor with the surrounding park) south of Wyandotte Street stretching almost to Ottawa Street, bounded by Ottawa and Lincoln. A small residential area exists north of Wyandotte east of Kildare Road.

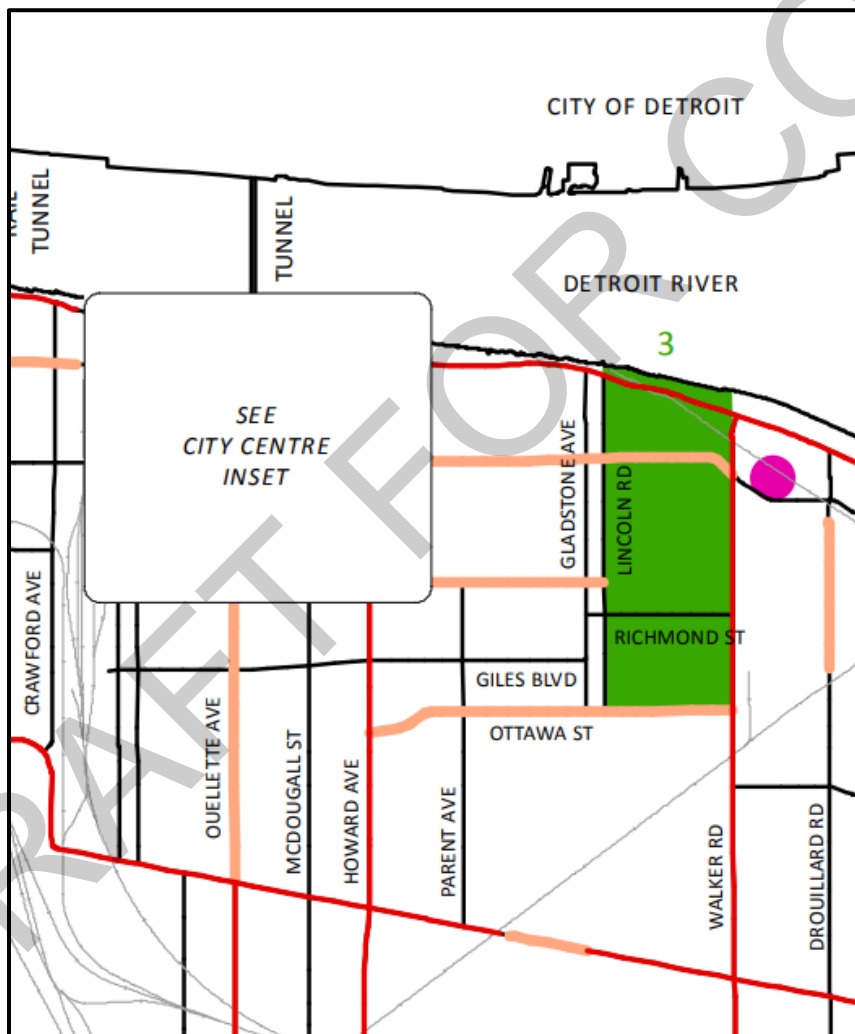


Figure 4: Existing Walkerville Heritage Area as identified within the City of Windsor Official Plan

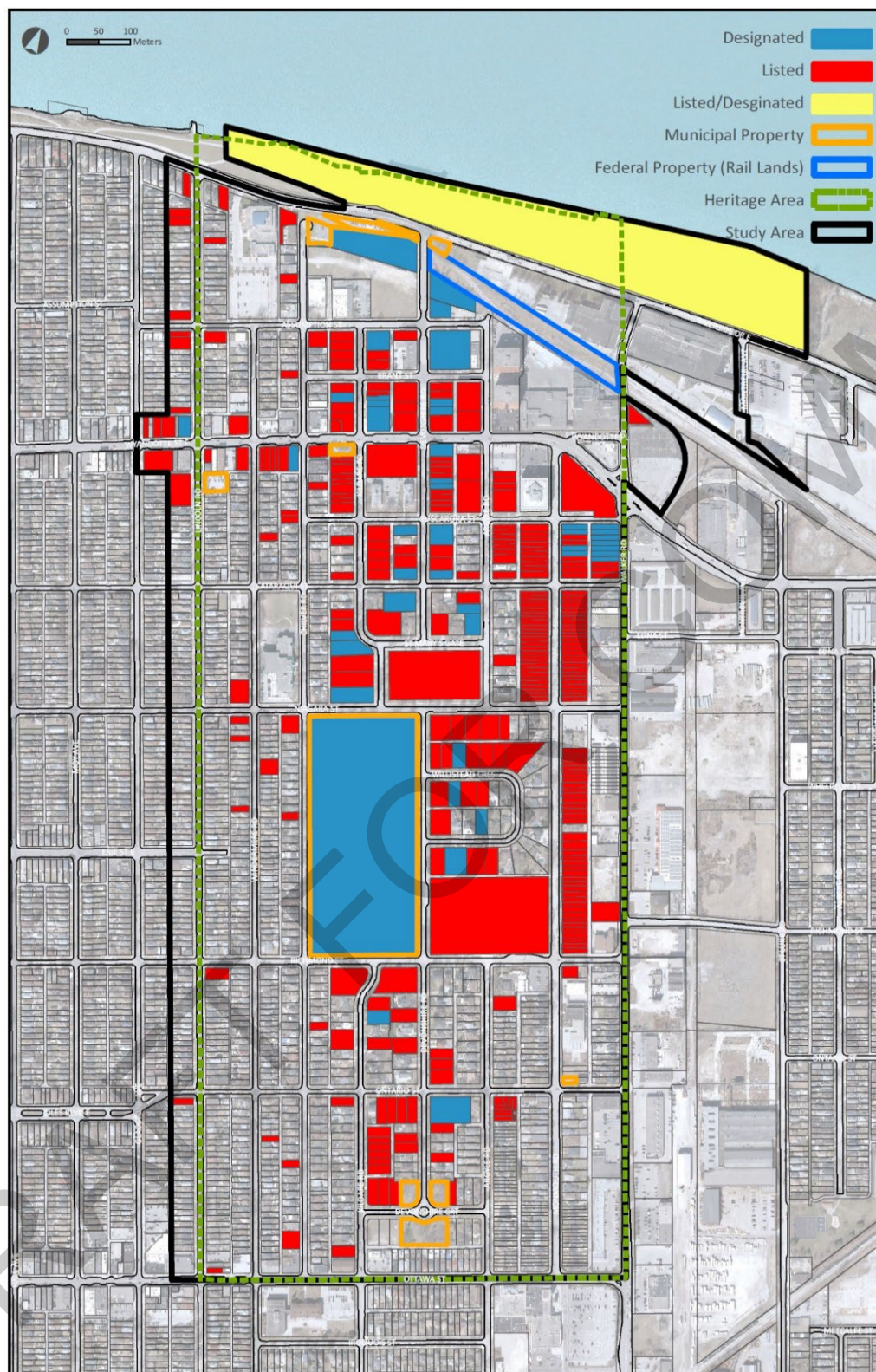


Figure 5: Map showing the Study Boundary, the Heritage Area Boundary, and existing Section 27 Part IV 'Listed' OHA Properties (red) and Section 29 Part IV Designated OHA Properties (Blue). City of Windsor

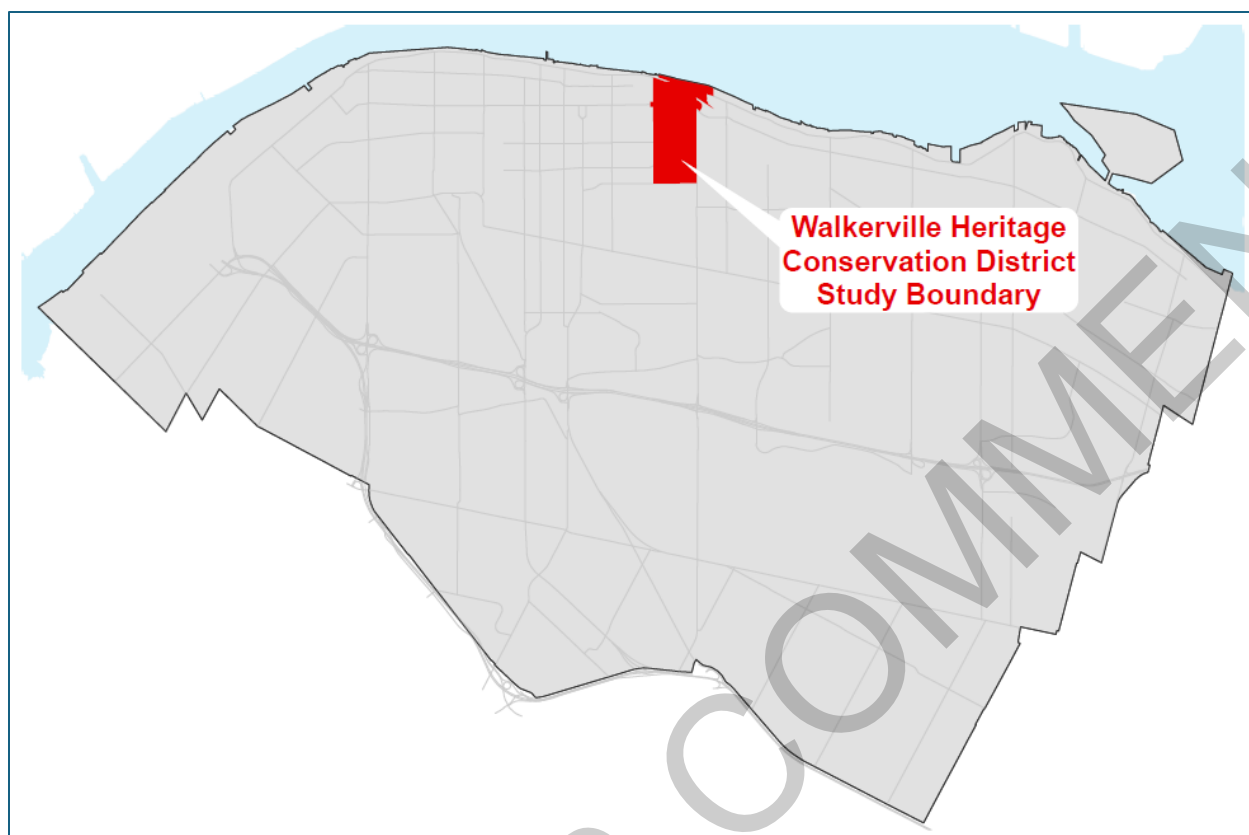


Figure 6: Map showing the Study Area within the City of Windsor. City of Windsor

The City of Windsor has undertaken many projects to recognize the unique history and character of Walkerville. These include (but are not limited to):

1984/1985	Walkerville Community Improvement Plan
1997	Walkerville HCD Study
2010	ZBL Amendment to prevent front yard parking
2013	Walkerville Survey Monkey
2014	Wyandotte Street East Streetscape Improvements
2016	Devonshire Streetscape Improvements
2019-2022	Walkerville Districting Plan
2022	Multi-Residential Interim Control By-law and Intensification Guidelines
2022	Main Streets CIP Guidelines (applicable in Walkerville BIAs)
Ongoing	Active Transportation Master Plan

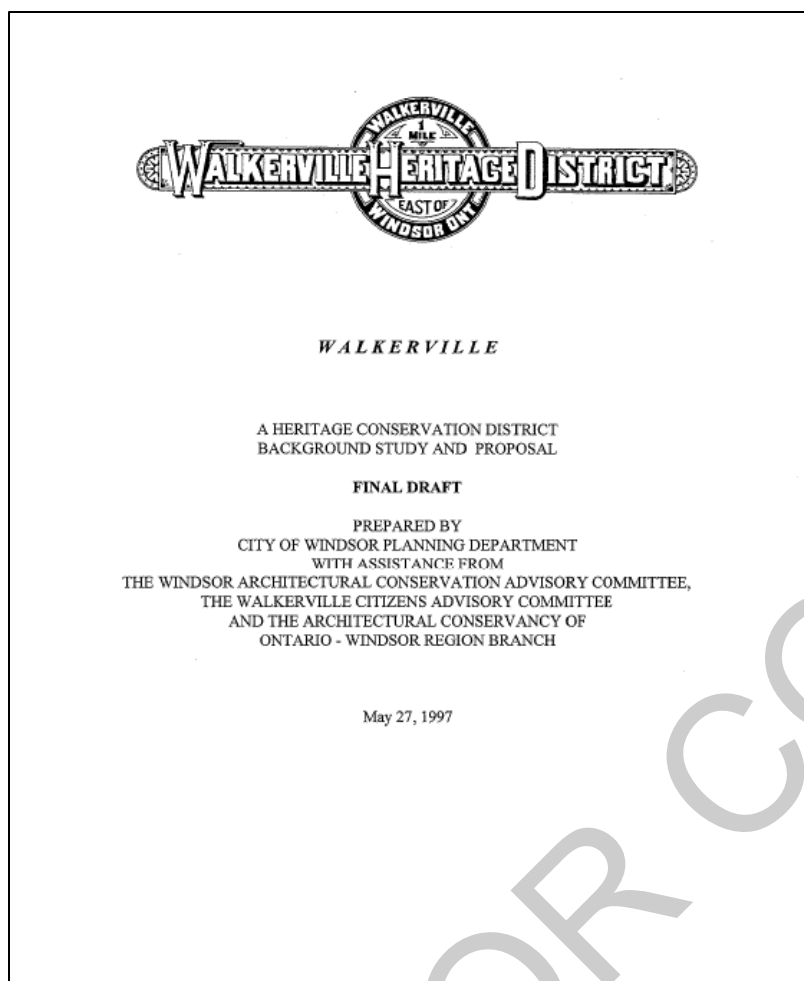


Figure 7: The 1997 Walkerville Heritage Conservation Background Study and Proposal (City of Windsor)

While a previous HCD study was completed in 1997, the Council of the time chose not to pursue district designation as there was a lack of public consultation. However, as noted, Walkerville is identified as a Heritage Area in the City's Official Plan, and there currently are specific requirements that govern *Planning Act*-related changes in the area. The City of Windsor also has continued to actively designate (Section 29) and List (Section 27) properties under the *OHA*, and the project study area contains many properties on the City of Windsor's current Heritage Register. (It should be noted these will not all necessarily be included in the final boundary.) These include:

Number of Properties (parcels) in Study Area	1362
Part IV Designations	52
Heritage Register Listed Properties	292
Total Count of Heritage Register Properties (Part IV + Listed)	344
Percentage Heritage Register Properties in Study Area	25.26%
Number of similar type Monmouth Row-house Properties	111

Figure 5 illustrates the current properties protected under Section 27 and 29 of Part IV of the *OHA*.

Since 1997, there have been many changes to the *OHA* and other provincial legislation for protecting heritage resources. These changes mean that the requirements for both heritage conservation district studies and plans have become more rigorous and standardized. It has also meant that previous work must be re-examined to ensure that it meets current requirements. One of the most significant of the recent changes was Bill 23, the *More Homes Built Faster Act 2022*, which received Royal Assent on 28 November 2022. Starting on 1 January 2023, properties “listed” (added via Section 27) on Municipal Heritage Registers must either be designated under Part IV or V of the *OHA* or they will automatically be delisted as of 1 January 2025. This timeline was amended by Bill 200 to 1 January 2027. A delisted property cannot be relisted for five years. Since the passing of Bill 23, the Ministry of Citizenship and Multiculturalism provided to municipal heritage planners guidance indicating:

- A delisted property can still be designated under Part IV or Part V of the *OHA* if it is consistent with the requirements of the *OHA*, and
- There is no standardized/prescribed way of identifying how a potential HCD meets the 25% threshold beyond the criteria identified within O.Reg 9/06.

Nevertheless, these changes were not the only reason for consideration of a HCD; prior to Bill 108, the *More Homes, More Choice Act 2019*, Windsor City Council directed staff to initiate a new Walkerville Heritage Conservation District Study in July 2019 (through Council Resolution CR-334/2019 from Reports SCM 205/2019 & S 102/2019 made in response to Council Question CQ-1-2019). Media coverage from 2019 also identifies a community interest in the concept.¹ Further, changes to the *Planning Act* now permit three as-of-right residential units (3 dwelling units) per property, necessitating the need for careful planning on how best to integrate these units into existing properties.

As part of City of Windsor Staff report C 88/2022 recommending approval of the Walkerville Districting Study, there is a clear intent to undertake a HCD study. As the report states:

As part of the larger picture for the continued development and protection of the Walkerville area, City Council received report (S 102/2019) on the benefits and process to designating Walkerville a Heritage Conservation District (HCD) under the *OHA*. A HCD designation enables more protection for heritage resources; improves the quality of life; protects the sense of place; enhances cultural and economic vitality; and contributes to cultural tourism. Council directed Administration to proceed with the implementation of the Walkerville HCD Study (CR 334/2019). Subsequently, to reduce confusion and doubling of efforts for overlapping components,

Administration informed Council that the HCD Study would commence after completion of the Walkerville Districting Plan. Council also approved available funding for the HCD Study (CR 32/2021). The Walkerville Theming and Districting Plan outlines a vision for the surrounding area. It is a guide to help direct the future vision of Walkerville and will be taken into consideration during the development of the HCD. The HCD will further the objectives of the

¹ Cross, B. (2019, June 11). Lots of support for designating Walkerville a heritage conservation district, Holt says. *Windsor Star*. <https://windsorstar.com/news/local-news/lots-of-support-for-designating-walkerville-a-heritage-conservation-district-holt-says>

theming plan by developing design guidelines for new construction, infill development, and design requirements for public realm infrastructure elements.²

As per this report, the intent of the HCD Study is to build on the work already completed by the city as part of the previous HCD initiative and the Districting Study while ensuring it meets current legislative requirements.

Lastly, Windsor is in a period of economic revitalization, with major projects such as the Gordie Howe Bridge, a potential new hospital, and new industrial development. As the Globe and Mail has noted, Windsor currently has one of the greatest concentrations of mega-spending in Canada).³ The City Council is currently exploring diverse ways to revitalize its downtown. Walkerville itself is seeing redevelopment with potential infill projects within the Distillery area as well as on several parcels on Wyandotte Street and along Walker Road. The Walkerville Districting Study specifically identified several areas for infill and opportunities for public realm enhancement (Figure 8). What the Walkerville Districting Study did not address was a November 2023 announcement that the city's Via Station, which sits on the border of the district, will become a hub for a new Toronto to Chicago rail service, which could also drive development (and redevelopment) to the area.⁴

An equally important purpose of this project is capacity building. Unlike many HCD Studies that are either solely staff or consultant-driven, this project has been specifically designed as a joint effort between the City of Windsor and Drs. Letourneau and Bray. The intent is to provide external support and valuable training for City of Windsor staff and volunteers to enhance their ability to undertake further inventories of other parts of the City of Windsor.

² City of Windsor. (2022, July 25). *Walkerville Districting final Council package*.

https://www.citywindsor.ca/Documents/residents/planning/plans-and-community-information/major-projects/theme-districting/Walkerville%20Districting%20Final%20Council%20Package-%20July%2025_2022.pdf

³ Kirby, J. (2024, January 19). Still bearing scars of recessions past, Windsor is on the verge of a billion-dollar revitalization. *The Globe and Mail*. <https://www.theglobeandmail.com/business/article-windsor-economy-recession-ev-manufacturing/>

⁴ Campbell, T. (2023, November 10). Windsor stop part of proposed Toronto-Chicago passenger train route. *Windsor Star*. <https://windsorstar.com/news/local-news/windsor-stop-part-of-proposed-toronto-chicago-passenger-train-route>

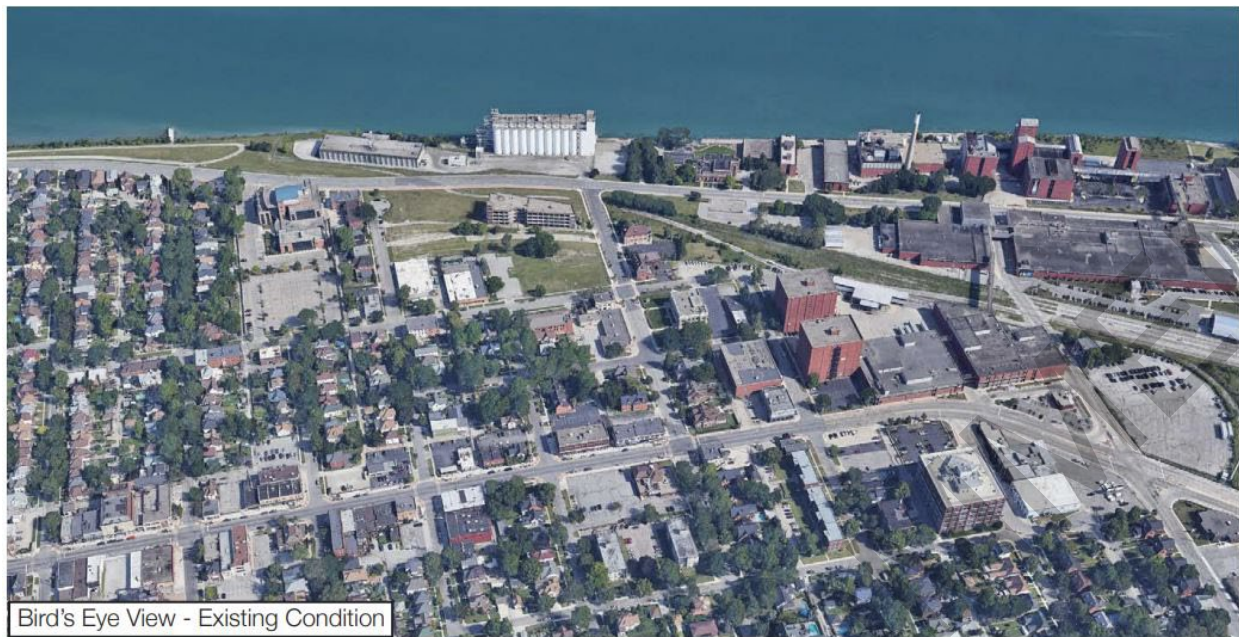


Figure 8: Identified Infill Areas within Walkerville by the Districting Plan

City of Windsor. (n.d.). *Walkerville Districting: Walkerville Theming and Districting Plan*.

<https://www.citywindsor.ca/residents/planning/Plans-and-Community-Information/Major-Projects/theme-districting/Pages/Walkerville-Districting.aspx>

Study Content and Scope

The scope of heritage conservation district studies is prescribed by the Government of Ontario. To meet the minimum requirements of the *OHA*, under *OHA* Section 40 Part V, a Heritage Conservation District Study must include the following information:

Scope of study

40(2) A study under subsection (1) shall,

- (a) examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;
- (b) examine and make recommendations as to the geographic boundaries of the area to be designated;
- (c) consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under section 41.1;
- (d) make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws. 2005, c. 6. s. 29.

In December 2022, the province also revised the requirements of *Ontario Regulation 9/06* to include specific criteria for the inclusion of properties within a heritage conservation district. 25% of all properties within a HCD must meet TWO of the following criteria:

- i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
- ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
- iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.
- iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
- v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
- vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark.

The City of Windsor also has its own policies in relation to HCDs. As outlined within the City's Official Plan:

Heritage Conservation District Criteria

9.3.3.3 Council will require each designated Heritage Conservation District to meet one or more of the following criteria:

- (a) The area will be comprised of buildings, structures, or parts thereof, and sites or landscapes of architectural and/or historical significance meeting the criteria established in policy 9.3.3.2⁵; and
- (b) The area may also include other buildings, structures, sites, or landscapes which do not individually merit designation, but which constitute infilling among properties of architectural and/or historical significance and are necessary for the conservation of the overall character of the area.

Dr. Marcus R. Letourneau and Dr. Carl Bray were retained in September 2023 to assist with the process of developing a heritage conservation district study. To address the required provincial scope, the following work plan was developed jointly between City Staff and the supporting consultants. The detailed workplan has been attached as Appendix A.

Building on the requirements of both the *OHA* and the City of Windsor, this Study consists of the following components:

- an analysis of the current planning policy framework (with recommendations for amendments where necessary) and of the municipality's capacity to manage Heritage Conservation Districts
- a historical overview of the area's development;
- an inventory and evaluation of heritage resources (i.e. all properties within the study area, including buildings, streetscapes, landmarks and open spaces), to be found in the appendices;
- an evaluation of the cultural heritage value and significance based upon of these inventories as potential contributors to the area's character.

⁵ This policy states: *Heritage Property Designation Criteria* 9.3.3.2 In order to be considered for designation under the OHA, the property needs to meet the requirements set out in Ontario Regulation 9/06.

- involvement of the public including public meetings and consultations with elected officials and property owners; and
- a rationale for designation, recommended tools, recommended objectives for a potential HCD, and a proposed district boundary.

Range of heritage resources studied

It is important to note that the intent of a heritage conservation district designation is to recognize an area as having greater cultural heritage value than the sum of its parts. Rather than assembling a collection of individually significant properties and drawing a boundary around them, a district can – and should – recognize the contribution of both the vernacular and the grand. While the current requirements under the *OHA* and Ontario Regulation 9/06 place an emphasis on individual structures by requiring a prescribed number of properties meet the provincial criteria, the scope of a HCD Study can also include: cultural heritage landscapes, archaeological sites, and associative values that may not have material manifestations (such as sites of important past events, or types of traditional activities). At a more fundamental level, international, federal, and provincial best practices in conservation now address both material and intangible values. In other words, the physical setting is seen not only as a valuable artifact but also as a container for culture and a repository of the meanings and values that people have for the places in which they live.



Figure 9: Willistead Park, 2024

3. Planning Legislation and Policy Context

Introduction

Cultural heritage is a matter of federal, provincial, and Indigenous interest. The Province of Ontario has a long history of legislatively protecting heritage resources dating to *The Archaeological and Historic Sites Protection Act* (1953). The 1970 *City of Kingston Act*, a Private Members Bill, gave the City of Kingston, the first as a municipality, the ability to protect built heritage resources. In 1980, the first two HCDs in Ontario were passed in the City of Mississauga and Pittsburgh Township (now amalgamated with the City of Kingston). Today there are more than 140 HCDs in Ontario.⁶ The City of Windsor has a long history of protecting its heritage resources, exemplified by the work of Windsor staff such as Evelyn Grey McLean, who served from 1989 to 1997 as the City's heritage planner (one of the first at a municipality in Ontario); the City's long standing municipal heritage committee; and, the ongoing work of ACO's (Architectural Conservancy of Ontario) Windsor branch. The City of Windsor has formally designed many of its heritage resources, such as Mackenzie Hall National Historic Site of Canada, which was designated under the *OHA* in 1978 and the Francis Baby House, which was designated in 1979.⁷ The City of Windsor has also established two heritage conservation districts to date: the Sandwich Heritage Conservation District (2012) and Prado Place Heritage Conservation District (2005).

Despite the robust framework that the City of Windsor has created for managing heritage resources, there have been many rapid changes to Ontario's planning regime since 2019. In the words of the Toronto law firm, Aird and Berlis, on the most recent changes:

Since 2021, there have been no less than 10 bills brought forward by the Province of Ontario (the "**Province**") addressing matters of land use planning, development and municipal regulatory powers. Review the names of these bills and you will pick up on the Province's theme: *More Homes for Everyone Act, 2022* (Bill 109), *More Homes Built Faster Act, 2022* (Bill 23), *Helping Homebuyers, Protecting Tenants Act, 2023* (Bill 97), *Affordable Homes and Good Jobs Act, 2023* (Bill 134) and, most recently, the *Get It Done Act, 2024* (Bill 162).

To the foregoing we can now add the *Cutting Red Tape to Build More Homes Act, 2024* (Bill 185), which was presented to the Legislative Assembly of Ontario for first reading on April 10, 2024. That same day, the Province also released for further public comment an updated draft of a new Provincial Planning Statement (PPS) 2024 – one that is proposed to replace both the existing PPS 2020 and the Growth Plan for the Greater Golden Horseshoe, the latter of which has stood as a separate provincial plan applicable to a significant portion of southern Ontario since 2006.

What we have learned over the last three years of fast-paced legislative changes is to expect change. Clear examples of this lesson were provided in two other bills not included in the above-noted list, those being the Greenbelt Statute Law Amendment Act, 2023 (Bill 136) and

⁶ Schneider, D. (2023, November 8). *Heritage Conservation Districts and Bill 23 - Part Two*. Heritage Resources Centre, University of Waterloo. <https://uwaterloo.ca/heritage-resources-centre/blog/heritage-conservation-districts-and-bill-23-part-two>

⁷ CBC. (2020, December 24). *Windsor's first heritage planner dies of COVID-19 at 89*. <https://www.cbc.ca/news/canada/windsor/evelyn-grey-mclean-windsor-covid19-1.5854397>; Kotsis, J. (2020, December 25). Evelyn McLean remembered as "first lady of heritage" in Windsor. *Windsor Star*. <https://windsorstar.com/news/local-news/evelyn-mclean-remembered-as-heritage-advocate>

the Planning Statute Law Amendment Act, 2023 (Bill 150), both of which retroactively reversed decisions of the Ontario Ministry of Municipal Affairs and Housing within a year of those decisions being rendered. In a context where land use law and policy can move both forwards and backwards, it is difficult to “plan” for anything.⁸

Since this HCD study report was written in April 2024, at the time of writing, the province passed Bill 200 (Homeowner Protection Act, 2024), which has extended the timeline for addressing Section 27 Part IV “Listed” OHA Properties to 1 January 2027.

Overall, this has placed a greater onus on municipalities to ensure that they are consistent with, conform or comply with the applicable frameworks. This has been challenging for many municipalities, and the Auditor General for Ontario in 2021 noted that these rapid changes impacting on planning processes.⁹ Nevertheless, municipalities must still ensure they are meeting the current requirements. In many cases, this is requiring a greater level of rigour and analysis be undertaken, including to support the establishment of a new heritage conservation district. In support of this analysis, other tools available under the Planning Act for the conservation of heritage resources have been included in this report. Existing City of Windsor processes and policies have also been examined in this study and general recommendations have been provided. Appendix B contains the detailed list of applicable municipal policies. Appendix C contains recommendations for any changes.

Provincial Framework and Processes

The following provides a brief overview of the key applicable provincial legislation and policies as they apply to heritage conservation districts. It should be noted that the below does not cover all legislation associated with cultural heritage. Since 2002, there have also been many changes in provincial legislation to reinforce the values-based approach to heritage conservation, including 2002 changes to the *Government Efficiency Act*, and many changes to the OHA. The purpose of this change was to shift away from the traditional architecture-based models of many heritage programs and embrace a more holistic definition of cultural heritage.

The Municipal Act

The *Municipal Act* authorizes municipalities to pass by-laws, including by-laws relating to cultural heritage (Section 11 (3) 5.). This is with the understanding that any by-law passed by the municipality cannot be used to frustrate the purpose of any other Act or approval process. As Section 14 (2) states:

14. (1) A by-law is without effect to the extent of any conflict with,
- (a) a provincial or federal Act or a regulation made under such an Act; or

⁸ Dean, L., Mares, N., Fraser, J.C.M., Everton, A., Helfand, M., Halinski, T., & Harrington, P. (2024, April 12). *First reading of Bill 185 and the draft 2024 Provincial Planning Statement: A summary of municipal and land use planning implications*. Aird Berlis. <https://www.airdberlis.com/insights/publications/publication/first-reading-of-bill-185-and-the-draft-2024-provincial-planning-statement>

⁹ Office of the Auditor General of Ontario. (2021). *Value-for-money audit: Land-use planning in the Greater Golden Horseshoe*. https://www.auditor.on.ca/en/content/annualreports/arreports/en21/AR_LandUse_en21.pdf

- (b) an instrument of a legislative nature, including an order, licence, or approval, made or issued under a provincial or federal Act or regulation. 2001, c. 25, s. 14.

This is a key policy for the development of Heritage Conservation District Studies and Plans. It reinforces the importance of ensuring that the focus of a heritage conservation district process is the conservation of cultural heritage values and heritage attributes rather than other matters addressed by other legislation and processes. Put another way, a heritage conservation district process cannot be used to address matters best left to other legislation, such as *Planning Act* or *Environmental Assessment Act* processes. It cannot legislate land use and should not be used to oppose land use planning decisions.

The *Municipal Act* also enables a municipality to establish a program to provide tax incentives for an eligible heritage property (Section 365.2 (1)). This is an important enabling tool for municipalities to develop incentives as part of an overall heritage conservation program.

OHA

The purpose of the *OHA* is the *conservation, protection, and preservation of Ontario's Heritage*. As noted in a 1982 Supreme Court decision:

The *OHA* was enacted to provide for the conservation, protection and preservation of the heritage of Ontario. There is no doubt that the Act provides the Legislature intended that municipalities, acting under the provisions of the Act, should have wide powers to interfere with individual property rights. It is equally evident, however, that the Legislature recognized that the preservation of Ontario's heritage should be accomplished at the cost of the community at large, not at the cost of the individual property owner, and certainly not in total disregard of the property owner's rights.

St. Peter's Evangelical Lutheran Church v. Ottawa, [1982] 2 S.C.R. 616, File No.: 16445

This was echoed in a 2007 Ontario Court decision:

"[23] Requiring the consent of the owner is not consistent with an overall reading of the Act or its purpose. Indeed, the Act contemplates notice to the owner, objections, and a hearing process.

[24] The object of the Act is the conservation and protection of the heritage of Ontario. This may interfere with individual property rights. Accordingly, in requiring the consent of the owner as a pre-condition to designation, the Town placed an unreasonable obstacle on its own discretionary powers thereby fettering its discretion and aborting the process intended by the Act."

Tremblay v. Lakeshore (Town), 2003 (Division Court)

The *OHA* focuses on individual properties, heritage conservation districts, and archaeological resources. It also identifies appeal processes and provisions for enforcement. It provides a variety of tools for the protection of heritage resources, including:

- Ontario Heritage Trust Heritage easements (Section 10 Part II);
- Listing a property on a municipal heritage (Section 27 Part IV);

- Municipal Designation of an individual property (Section 29 Part IV);
- Provincial Designation of an individual property (Section 34.5 Part IV);
- Municipal or third-party easement (Section 37 Part IV);
- Designation of a HCD (Part V); and
- Designation of a property for archaeological significance (Section 52 Part VI)

Part IV of the *OHA* identifies what steps must be taken, and outlines the basic information required for both a HCD Study and Plan. To meet the minimum requirements of the *OHA*, under *OHA* Section 40, a Heritage Conservation District Study must include the following information:

Scope of study

40(2) A study under subsection (1) shall,

- (a) examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;
- (b) examine and make recommendations as to the geographic boundaries of the area to be designated;
- (c) consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under section 41.1;
- (d) make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws. 2005, c. 6. s. 29.

In December 2022, the province also revised the requirements of Ontario Regulation 9/06 to include specific criteria for the inclusion of properties within a heritage conservation district. 25% of all properties within a heritage conservation district must meet TWO of the following criteria:

- i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
- ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
- iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.
- iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.

- v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
- vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark.

The requirement of one statutory public meeting must also be satisfied before a HCD may be designated (*OHA*, Section 41.1(6)). However, this requirement represents the legislative minimum, and many HCD projects include meetings at both the Study and Plan Phases. For example, for this phase of this project, two public meetings have been held, the results of which are discussed in Section 5 of this report.

Like Heritage Conservation District Studies, the *OHA* also mandates what is required for the content of a Heritage Conservation District Plan under Section 41(1). This includes the following:

- (5) A heritage conservation district plan shall include,
 - (a) a statement of the objectives to be achieved in designating the area as a heritage conservation district;
 - (b) a statement explaining the cultural heritage value or interest of the heritage conservation district;
 - (c) a description of the heritage attributes of the heritage conservation district and of properties in the district;
 - (d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and
 - (e) a description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c. 6, s. 31.

In general, a property that is individually designated (pursuant to Part IV, Section 29 of the *OHA*) may be included within a HCD. The policies of the HCD Plan would prevail with respect to alterations or interventions on the exterior of the property; interior alterations or interventions, if applicable, would remain under the authority of the individual designation.

The *OHA* also includes clear requirements for consistency and addresses conflict between a HCD Plan and other municipal documents:

Consistency with heritage conservation district plan

41.2 (1) Despite any other general or special Act, if a heritage conservation district plan is in effect in a municipality, the council of the municipality shall not,

- (a) carry out any public work in the district that is contrary to the objectives set out in the plan; or
- (b) pass a by-law for any purpose that is contrary to the objectives set out in the plan. 2005, c. 6, s. 31.

Conflict

(2) In the event of a conflict between a heritage conservation district plan and a municipal by-law that affects the designated district, the HCD plan prevails to the extent of the conflict, but in all other respects the by-law remains in full force. 2005, c. 6, s. 31.

No property owner located within a HCD may alter or permit alterations of any part of the property (excluding interior alterations or any identified works as stated within a HCD plan), without obtaining the necessary permissions from the municipality. As stated in the *OHA*:

42 (1) No owner of property situated in a heritage conservation district that has been designated by a municipality under this Part shall do any of the following, unless the owner obtains a permit from the municipality to do so:

1. Alter, or permit the alteration of, any part of the property, other than the interior of any structure or building on the property.
2. Erect any building, structure on the property, or permit the erection of such a building or structure.
3. Demolish or remove, or permit the demolition or removal of, any attribute of the property if the demolition or removal would affect a heritage attribute described in the heritage conservation district plan that was adopted for the heritage conservation district in a by-law registered under subsection 41 (10.1).
4. Demolish or remove a building or structure on the property or permit the demolition or removal of a building or structure on the property. 2005, c. 6, s. 32 (1); 2019, c. 9, Sched. 11, s. 19 (1); 2022, c. 21, Sched. 6, s. 7 (1).

Exception

(2) Despite subsection (1), the owner of a property situated in a designated heritage conservation district may, without obtaining a permit from the municipality, carry out such minor alterations or classes of alterations as are described in the heritage conservation district plan in accordance with

clause 41.1 (5) (e) to any part of the property in respect of which a permit would otherwise be required under subsection (1). 2005, c. 6, s. 32 (1).

For those works which require municipal review and approval, Regulation 385/21 specifies what would be required for an application for alteration or demolition. The City of Windsor has an existing Heritage Permit process, which is outlined at:

<https://www.citywindsor.ca/residents/planning/plans-and-community-information/know-your-community/heritage-planning/heritage-regulation/Application-for-Heritage-Alteration-Permit>

As a result of the changes from Bill 200, there are new rules governing heritage applications for religious institutions designated under the *OHA*.

Alteration of building used for religious practices

33 (18) The council shall consent to an application to alter or permit the alteration of a building, or part thereof, on property under subsection (1), without terms or conditions, where the following conditions are met:

1. The building, or part thereof, to be altered is primarily used for religious practices.
2. The heritage attributes are connected to religious practices.
3. The alteration of the heritage attributes is required for religious practices.
4. Any prescribed conditions.
5. The applicant provides the council with an affidavit or sworn declaration that the application meets the conditions set out in paragraphs 1 to 4.
6. The applicant provides the council with any information and material prescribed under subsection (2). 2023, c. 20, Sched. 14, s. 1.

Indigenous religious or spiritual practices

(19) For the purposes of subsection (18), religious practices include Indigenous religious or spiritual practices. 2023, c. 20, Sched. 14, s. 1.

The decision of the Council or its delegate regarding a Heritage Permit be rendered and provided to the applicant within 90 days, unless otherwise agreed by both parties. Council/Council's delegate has three options:

- consent to the application;
- consent with conditions; or,
- refuse the application (*OHA* Section 42(4)).

Property owners can object to or appeal the refusal, or the terms and conditions of a Heritage Alteration Permit the Ontario Land Tribunal (Section 42(6)).

If a municipality has established a municipal heritage committee, there are specific requirements concerning such a committee's role in the study and management of a potential heritage conservation district. Under the *OHA*, a municipality may establish a Municipal Heritage Committee to advise and assist the Council on matters relating to the *OHA* and other such heritage matters as the Council may specify in a by-law or Terms of Reference for the Municipal Heritage Committee (*OHA* Section 28). A Municipal Heritage Committee may be consulted as part of the application review process for proposed

works in a heritage conservation district if it is identified as a duty within their terms of reference, as the *OHA* only requires committee consultation on demolitions and removals.

It should be noted that properties owned by the province cannot be designated under Part V of the *OHA*. However, properties that are “occupied by a ministry or a prescribed public body if the terms of the occupancy agreement are such that the ministry or public body is entitled to make the alterations to the property” can be included. The *OHA* notes that in the event of a conflict between any provincial heritage standards and the provisions of a HCD plan, the provisions of the HCD prevail to the extent of the conflict.

The Planning Act

The *Planning Act* is the enabling document for municipal and provincial land use planning and is the authority (Section 3.1) for the PPS. The *Planning Act*, combined with the PPS, also provides policy direction on matters of provincial interest. The *Planning Act* identifies matters of provincial interest as including “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” (*Planning Act* Part I [2, d]). Decision-making bodies must base their decisions on the PPS, and as noted within Section 3.5 of the *Planning Act*:

Policy statements and provincial plans

(5) A decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a planning matter,

- (a) subject to a regulation made under subsection (6.1), shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and
- (b) shall conform with the provincial plans that are in effect on that date or shall not conflict with them. 2006, c. 23, s. 5; 2017, c. 23, Sched. 5, s. 80; 2023, c. 10, Sched. 6, s. 2 (1).

The *Planning Act* also addresses archaeological resources in Section 34 (1) 3.3. Within this section, municipalities are authorized to pass by-laws that prohibit the use of land and the erecting, locating, or using of any class or classes of buildings or structures on land that is the site of a significant archaeological resource. In addition to archaeology, this provision has been used as part of a planning justification in some municipalities to protect a broader range of heritage resources.

While *Planning Act* policies do not relate to the process of creating a heritage conservation district, nor do the requirements for *OHA* permit applications, once a heritage conservation district is passed, planning applications must consider the heritage resources within a heritage conservation district. Following the passing of a heritage conservation district, properties within a district become *Protected Heritage Property* and *Significant Built Heritage Resources* under the PPS (2020), and the district would be a *significant cultural heritage landscape*. Further, as discussed below, specific policies can be introduced into an Official Plan that better links it to an HCD Plan and Guidelines for more integrated decision-making.

Provincial Planning Statement (2024)

The 2024 PPS came into force and effect on 20 October 2024. The version of the PPS combined with the Growth Plan for the Greater Golden Horseshoe to create a new document with a greater emphasis on housing and intensification. The policies include:

4.6 Cultural Heritage and Archaeology

1. Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.
2. Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the archaeological resources have been conserved.
3. Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.
4. Planning authorities are encouraged to develop and implement: a) archaeological management plans for conserving archaeological resources; and b) proactive strategies for identifying properties for evaluation under the *OHA*.
5. Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.

A heritage conservation district, which is identified as a type of cultural heritage landscape within the PPS, can help the City of Windsor meet its objectives. Windsor is already undertaking many of the identified requirements in points 4 and 5. Key differences of note include a change to the definition of adjacent, cultural heritage landscapes, and the removal of the definition of significant from point 1 (which is changed from significant built heritage resources and significant cultural heritage landscape to Protected Heritage Property). These definitions are as follows:

Adjacent lands: means

d) for the purposes of policy 4.6.3, those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan.

Cultural heritage landscape means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association.

Protected heritage property means property designated under Part IV or VI of the *OHA*; property included in an area designated as a heritage conservation district under Part V of the *OHA*; property subject to a heritage conservation easement or covenant under Part II or IV of the *OHA*; property identified by a provincial ministry or a prescribed public body as a property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of

Provincial Heritage Properties; property with known archaeological resources in accordance with Part VI of the *OHA*; property protected under federal heritage legislation; and UNESCO World Heritage Sites.

Environmental Assessment Act

The *Environmental Assessment Act* aims to provide for the protection, conservation, and wise management of Ontario's environment. It applies to public activities including projects undertaken by municipalities, public utilities, and conservation authorities. An analysis of the environment through an Environmental Assessment includes evaluation of "cultural conditions that include the life of humans or a community" and "any building, structure, machine or other device or thing made by humans" which includes artifacts, places, buildings, and structures considered to be potential heritage resources. Where municipal projects such as transportation, water, or sewer infrastructure projects under Municipal Class Environmental Assessment may impact heritage structures, cultural landscapes or archaeological sites, these heritage resources are to be identified, assessed and protected from impact. The province is currently proposing changes to the Municipal Environmental Assessment process, which may have an impact on the requirements for the management of heritage resources as part of the EA process. Regardless, as noted above, public works must still be consistent with a HCD Plan and Guidelines document.

Ontario Building Code

Under the Ontario Building Code (OBC) (O. Reg. 332/12: BUILDING CODE under Building Code Act, 1992, S.O. 1992, c. 23), the *OHA* is applicable law. The Chief Building Official (CBO) cannot issue a permit if it is contrary to applicable law (Section 8 (2) and Section 10(2)). However, the CBO can issue a conditional permit that does not meet the *OHA* requirements if it meets applicable law and additional OBC requirements (Section 8 (3)). Regulation 332/12 includes the following:

1.4.1.3. Definition of Applicable Law

(1) For the purposes of clause 8 (2) (a) of the Act, applicable law means,

(a) the statutory requirements in the following provisions with respect to the following matters:

- (xiii) subsection 30 (2) of the *OHA* with respect to a consent of the council of a municipality to the alteration or demolition of a building where the council of the municipality has given a notice of intent to designate the building under subsection 29 (3) of that Act,
- (xiv) section 33 of the *OHA* with respect to the consent of the council of a municipality for the alteration of property,
- (xv) section 34 of the *OHA* with respect to the consent of the council of a municipality for the demolition of a building,
- (xvi) section 34.5 of the *OHA* with respect to the consent of the Minister to the alteration or demolition of a designated building,
- (xvii) subsection 34.7 (2) of the *OHA* with respect to a consent of the Minister to the alteration or demolition of a building where the

Minister has given a notice of intent to designate the building under section 34.6 of that Act,

(xviii) section 42 of the *OHA* with respect to the permit given by the council of a municipality for the erection, alteration or demolition of a building,

(b) the following provisions of Acts and regulations:

(vii) subsection 27 (3) of the *OHA*,

(c) regulations made by a conservation authority under clause 28 (1) (c) of the Conservation Authorities Act with respect to permission of the authority for the construction of a building or structure if, in the opinion of the authority, the control of flooding, erosion, dynamic beaches or pollution or the conservation of land may be affected by the development,

(e) by-laws made under section 40.1 of the *OHA*,

(k) by-laws made under any private Act that prohibit the proposed construction or demolition of the building unless the by-law is complied with.

The Ontario Building Code recognizes that the provisions of the *OHA* are applicable law and enforceable by the Chief Building Official.

Funeral, Burial and Cremation Services Act

The *Funeral, Burial and Cremation Services Act* addresses heritage by stating that it prevails over Part VI of the *OHA* (Part XI S. 105). This act also addresses other aspects of heritage including heritage cemeteries through Regulation 30/11.

Regulation 30/11 under the *Funeral, Burial and Cremation Services Act* addresses cultural heritage by requiring consent from the Registrar for applications to establish, alter or increase new or existing cemeteries; by requiring notice be given for applications to close cemeteries that are designated under the *OHA*; and by requiring a professionally licenced archaeologist under the *OHA* to investigate the origin of a burial site.

As there is an existing cemetery within the proposed district, any HCD would need to acknowledge any applicable requirements of *The Funeral, Burial and Cremation Services Act*.



Figure 10: St. Mary's Cemetery, 2024

City of Windsor Framework and Processes

Appendix B provides a detailed overview of the City of Windsor's initiatives and existing policies that specifically relate to the Walkerville Area. As illustrated by this review, the City of Windsor has recognized the unique history of Walkerville through detailed policy and process. Strategies for managing appropriate change are identified through Official Plan policies that govern the existing Heritage Areas, Community Improvement Plans, parking requirement amendments, the 2022 Walkerville Districting Plan, and the City's updated Archaeological Management Plan (2024). The City of Windsor also has specific requirements that outline the detailed expectations for a Heritage Impact Assessment.

However, as discussed above, many of the tools to regulate and protect heritage resources in place within the City of Windsor are specific to *OHA* and *Planning Act* approvals. Significant change can also occur from some as-of-right development, such as Additional Dwelling Units (ADUs); via Building Permit permissions; and, due to works that currently fall outside of any permitting requirements.

Policy and policy recommendations must be developed in conjunction with legal requirements, best practice, operational requirements, implementation strategies, and community's aspirations. All of this must be specifically positioned to ensure its suitability and appropriateness. These are detailed within Appendix C.

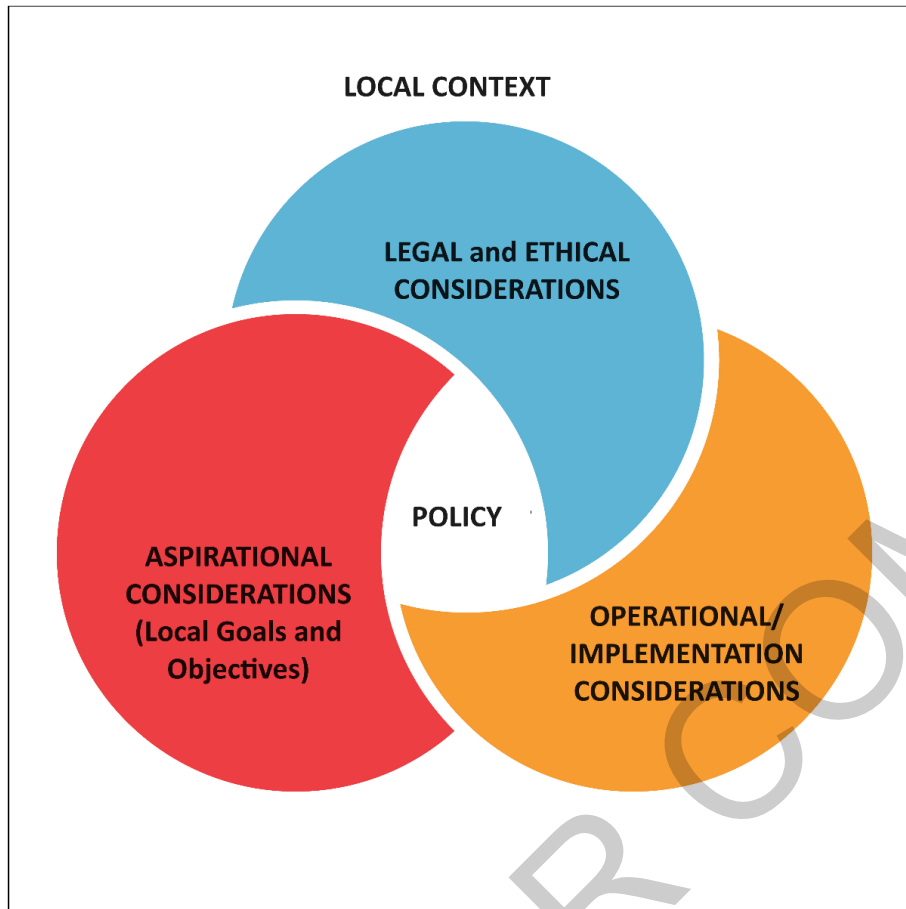


Figure 11: Considerations for policy development

Under the *OHA*, for a heritage conservation district to proceed beyond the Study Phase, there must be clear policies within a municipality's Official Plan to permit HCDs. As stated in Section 41(1)

The council of the municipality may, by by-law, designate the municipality or any defined area or areas of it as a heritage conservation district if,

- (a) there is in effect in the municipality an official plan that contains provisions relating to the establishment of heritage conservation districts

A review of the City of Windsor's Official Plan confirms that such policies are in place. As stated within *9.3.3 Recognition of Heritage Resources*

9.3.3.1 Council will recognize Windsor's heritage resources by:

- (b) Designating groups of buildings and areas as Heritage Conservation Districts under the *OHA*;

The Official Plan also includes specific criteria for the consideration of heritage conservation districts:

9.3.3.3 Council will require each designated Heritage Conservation District to meet one or more of the following criteria:

(a) The area will be comprised of buildings, structures, or parts thereof, and sites or landscapes of architectural and/or historical significance meeting the criteria established in policy 9.3.3.2; and

(b) The area may also include other buildings, structures, sites, or landscapes which do not individually merit designation, but which constitute infilling among properties of architectural and/or historical significance and are necessary for the conservation of the overall character of the area.

This policy specifically aligns with the current provincial requirements to employ Ontario Regulation 9/06 to evaluate individual properties within a proposed heritage conservation district and that 25% of those properties must meet 2 of the prescribed criteria.

Lastly, this policy is buttressed by 9.3.3.4

Council will identify heritage resources by:

(b) Identifying neighbourhoods containing collections of important heritage resources such as Heritage Areas and Heritage Conservation Districts on Schedule 'G': Civic Image.

These policies meet the provincial requirements for a clear statement of intent by the municipality to study and, where appropriate, designate heritage conservation districts. This intent has been supported, as outlined earlier within the report, and as outlined in Appendix B, within many existing policy documents and reports by the City of Windsor.

A heritage conservation district study also provides a useful opportunity to critically review the existing policy framework to ensure that it is robust enough to meet the current legislation requirements and best practices. As stated within the *OHA*, one of the requirements of a HCD Study under 40(2) is to provide recommendations for:

(d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district...

Appendix C provide a series of recommended amendments to the existing policy framework to help ensure heritage resources are better identified and conserved.

It is important to recognize that under both the *OHA* and the *Planning Act*, heritage conservation districts are not the only possible tool than can be applied to manage change. Indeed, as the following illustrates, there are other tools that can be considered by the municipality. The following two tables outline possible tools, while the commentary considers whether these tools are currently in place within the City of Windsor. Appendix C provides specific recommendations drawing from the below list of possible tools.

Under the <i>Ontario Heritage Act</i> (OHA)	
• Easements/ Maintenance Agreements	A Heritage Easement Agreement or/ Heritage Maintenance Agreements is an easement placed upon a property to ensure that identified heritage resources are conserved. These agreements typically identify heritage values and specific heritage attributes that are to be retained in perpetuity. Very detailed documents are registered on the title that outline permitted

	alterations, maintenance, and insurance requirements. A Maintenance Agreement is similar but is not always registered on title. These agreements are required to receive the Provincial Tax Refunds for heritage properties identified under the Municipal Act. Many municipalities use easements as part of development agreements and/or tie to the awarding of grants/funding. An easement may be held by the Ontario Heritage Trust, the Municipality, or, in rare circumstances, a third-party body/agency. The City of Windsor currently has policies related to easements in its Official Plan (9.3.4.1 (e)). However, these provisions only relate to grants and tax programs.
Listing individual properties under Section 27, Part IV	Windsor maintains a heritage register and has been adding properties under Section 27. The 2020 PPS provides additional protections for 'listed' properties by referring to properties on official registers under its definition of 'significant' and stating that "some properties may not be formally evaluated." However, as discussed above, changes to the <i>OHA</i>, specifically the provisions around Listed Properties and their status, have called into question the efficacy of this tool.
Designation of individual properties under Section 29, Part IV	Under the <i>OHA</i>, municipalities are empowered to designate individual properties. The Act outlines the specific process that must be followed. However, Section 29, Part IV designation cannot be used to regulate use, and its heritage attributes must be directly related to the associated real property.
Designation of an archaeological site under Section 52, Part VI	In cooperation with the province, archaeological sites can be protected under Part VI of the <i>OHA</i> by the Minister of Multiculturalism and Citizenship (after consultation with the Ontario Heritage Trust). This process must be initiated by the province. Very few sites have been designated to date, and they tend to be very significant. However, this does not preclude the city from working with the province to ensure that if a significant archaeological site is discovered it can be protected in this manner.

Under the Planning Act	
Official Plan policies	A municipal Official Plan can be understood as a blueprint for managing change within a community. It includes specific goals, objectives and policies to plan for growth and development within a municipality over a 20-year period. Official Plans include specific policies for the protection and conservation of heritage resources, particularly as they have been identified as a matter of provincial interest under the Planning Act and in the PPS. Updates to Official Plan Amendments can strengthen the heritage conservation planning framework. Further, as an Official Plan is issued under the <i>Planning Act</i>, a wider range of issues can be addressed, such as views and use. In the case of the City of Windsor, there are many policies in place, as discussed previously

in this section, and specific recommendations have been included as part of the attached Appendices.

There are several tools that could be considered. Those that will be recommended will be addressed in Appendix C.

- 1) Views: While views can be addressed partially under the *OHA*, their applicability is limited by property or district boundaries. Creating specific OP policies and schedules regulating and identifying specific views (which may or may not be heritage specific) will allow for the wider protection of views important to a community. The City of Windsor has a specific section dedicated to views in its Official Plan (8.9 Views and Vistas). This is augmented by the City's Waterfront policies, in Section 6.10.1.3, where the City has identified the importance of enhancing views and vistas of the waterfront. Similar policies can be found in the policies concerning the City Centre Planning District (6.11.1.6), Theme Street Policies (6.11.11), and as part of the City's Urban Design Goals (8.1.8). Landscaping is identified as a tool to "frame desired views or focal objects" (8.5.2.5 (d)), and the design of public spaces is identified as a means of maintaining and enhancing important views (8.8.2.3). The importance of views as part of streetscape design is highlighted in Sections 8.11.2.2, 8.11.2.11 (Mainstreets), and 8.11.2.13 (Civic Way). Wyandotte and Ottawa Streets are both identified as Mainstreets, and Lakeshore Boulevard is identified as a Civic Way in Schedule G of the Official Plan. Under Section 9.3.7 Heritage Resources and Planning Initiatives, a consideration for application review is "Maintaining, enhancing or creating views and vistas of heritage Resources. ((e)(iv))."
- 2) Use: Changes to the identified land-uses (and the necessary subsequent changes within the zoning by-law) can facilitate the protection of heritage resources in specific circumstances. Site specific policies could be considered by the City at the time of an OPA.
- 3) Within the *Planning Act*, there are additional tools that can be applied to ensure the conservation of heritage resources. The following outlines specific sections of the Planning Act and if the City of Windsor has policies in place.
 - ***Planning Act Section 29 - Agreement re studies and development***
The City of Windsor currently has this ability. There is no requirement in the *Planning Act* to have OP policies before making use of Section 29.
 - ***Planning Act Section 30 - Agreements for grants in aid of community improvement***
The City of Windsor currently has this ability. There is no requirement in the *Planning Act* to have OP policies before making use of Section 30.

	Planning Act Section 32 - Grants or loans for repairs The City of Windsor currently has policies related to this section of the Planning Act in Section 11.8.4.12. Planning Act Section 33 - Demolition control area The City of Windsor has adopted specific policies for demolition control. Specifically, the City of Windsor has specifically identified demolition as a tool to protect heritage resources (Section 9.3.7.1). Section 36 - Holding Provision By-law Windsor, in Section 11.6.5 of its Official Plan, has provisions for Holding By-laws. Specifically, this Section states these by-laws will be used to: (d) To satisfy policies of the Official Plan related to heritage conservation, site plan control, potentially contaminated sites, protection of the natural environment, community improvement and any other matters which are deemed by Council or the Province to be relevant to development or redevelopment of the lands; (e) To achieve the exchange of facilities, services or other matters set out in the bonusing policies of this Plan; and (f) To ensure the execution of legal agreement(s), approval of subdivision plans and/or approval of necessary studies by the appropriate authorities to satisfy the criteria set out in (a), (b), (c), (d) and (e) above. Planning Act Section 37 - Community benefits charges. The Province of Ontario has changed the ability of municipalities to use Section 37 of the Planning Act. While the City of Windsor Official Plan includes specific policies on Bonusing, these should be reviewed due to the changes to Section 37. Planning Act Section 38 - Interim control by-law The City of Windsor has had interim control policies, as outlined in Section 11.6.9 Interim Control By-law Policies. Planning Act Section 40 - Agreement exempting owner from requirement to provide parking There are parking exemptions under By-law 8600, 24.10.15 for existing building deficient in parking spaces. It should be noted Bill 185 changed minimum parking requirements in some circumstances. Planning Act Section 42 - Conveyance of land for park purposes The City of Windsor does have specific policies for parkland conveyance. However, there does not appear to be a tie to cultural heritage conservation, nor does it appear the existing Official Plan exempt parkland conveyance or cash-in-lieu in exchange for cultural heritage conservation activities.
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• Secondary Plan	Secondary plans provide specific policies for areas identified within an Official Plan as requiring more detailed direction on topics such as land use, infrastructure, the natural environment, transportation, and urban design. Again, like an Official Plan, a secondary plan can address issues of use. It can also include broader policies around urban form and design than a HCD Plan. No secondary plan applies to the Walkerville Area. However, Schedule A does show three specific policy areas: • (3) Hiram Walker Facilities • (8) Assumption to Riverside, between Lincoln and Chilver (OPA#7) Approved June 4, 2001 • (17) East side of Argyle Road, South of Richmond St. (OPA#41) Approved August 24, 2004
• Zoning and Form Based Zoning	The purpose of a zoning by-law is to specify specific controls on land use. Specifically, a zoning by-law outlines how land may be used; where buildings and other structures can be located; the types of buildings that are permitted and how they may be used; and, the lot sizes and dimensions, parking requirements, building heights and setbacks from the street. One of the key purposes of zoning is to put an Official Plan into effect. More recently, form-based zoning has emerged as an alternative to more traditional types of zoning. It is a type of zoning that emphasizes the physical character of development. While new in Ontario, it has nonetheless been explored as a planning tool by some communities. For example, form-based zoning has been recently integrated into the new City of Ottawa Zoning By-law. In general, form-based zoning seeks to use physical form rather than use as the organizing principle for zoning (Form-Based Codes Institute, 2024). It provides greater consistency in urban form as it is applied as part of a zoning by-law rather than being applied as a design guideline. Further, by integrating form-based zoning requirements into the zoning by-law, it will also become a requirement for building permits.
• Create policies for Neighbourhood /Heritage Character Areas	A Neighbourhood Character Area policy is typically integrated into an Official Plan or Secondary Plan. Focused less on the heritage aspects of a community, this type of policy seeks to consider a neighbourhood's sense of place, considering its public and private realms as a collective whole. This type of policy considers how the features of an area result in a particular character by considering what are its key attributes, uses, and characteristics, the relationship between them, and how they play out in the physical realm. A Heritage Character Area is similar but instead focuses more specifically on the heritage attributes. It has been used in some communities as an alternative to a full heritage conservation district plan. There is an existing Heritage Area for Walkerville, policies for which may need to be reviewed.

• Design Guidelines	Design guidelines can apply across an entire city or within a specific area. District or Area-Specific Urban Design Guidelines may focus on a particular property, block, neighbourhood or broader area, such as the development of an entire civic centre or new community and public spaces. Some of the guidelines focus on urban design matters, while others include design and other planning-related issues. They can be used to discuss issues such as infill, intensifications, new construction, streetscapes, accessibility, and how to integrate the natural/ built environments. General design guidelines tend to focus on broader design issues (although they can include sections on heritage conservation). However, as guidelines, there tend to be issues with implementation, which is why some communities are turning to form-based zoning as an alternative.
• Community Improvement Plan	A Community Improvement Plan (CIP) is tool that allows a municipality to direct funds and implement policy initiatives toward a specifically defined area within its boundaries. Authorized under Section 28 of the Planning Act, when existing OP policies are in place, a municipality can use CIPs to encourage rehabilitation initiatives and/or stimulate development, promote place-making, and promote brownfield redevelopment. Financial tools available include tax assistance, grants, or loans. CIPs are often used to promote private sector development. The City of Windsor does have policies for CIPs (11.8) and does identify CIPs as a crucial tool for heritage conservation (9.3.7.1). Both a CIP and Districting Plan have been created for the Walkerville Area.

Other Tools	
• National Historic Site of Canada designation	If a property meets the criteria for a National Historic Site of Canada designation, a municipality can request that the Historic Sites and Monuments Board consider the property. The Board makes a recommendation to the federal Minister of the Environment who makes the final decision. However, the federal government will not designate the property as a National Historic Site of Canada without owner's consent. Still, if the submission meets the criteria because it illustrates a nationally significant event or person, the owner's consent is not required. Several national heritage districts have been created across Canada, including in Niagara-on-the-Lake (ON), Port Union (NL), St Andrews (NB), Annapolis Royal (NS), and Battle Harbour (NL).
• Property Standards By-laws	Under the 2005 revisions to the <i>OHA</i>, municipalities can create specific policies within the by-law for the conservation of heritage resources. The City of Windsor has already implemented this through By-law NUMBER 9-2019.

• Modification to site alternation or foundation permit by-laws	The addition of policies into these by-laws can ensure that heritage resources are addressed in advance of any work that may occur on a property.
• The development of commemorative/interpretative plans or heritage master plans.	The current legislative environment in Ontario does not yet address intangible cultural heritage or 'lost heritage' effectively nor does it give express instruction or direction on interpretation/commemoration. Commemoration and/or interpretative plans can often augment other possible tools.
• Demolition Control	The City of Windsor has demolition control by-laws, and it is recommended they be extended to cover the Walkerville Area. Specific recommended policies for demolition control for the City of Windsor are recommended as part of Appendix C

Thus, the City of Windsor has a variety of different tools available to it to assist with the conservation of heritage resources. Depending on the outcome of the analysis in the subsequent sections of this report, it may be determined that a HCD for the whole of the study area is not appropriate, and another tool(s) (or a combination of approaches) may be more appropriate.

4. A Summarized History of Walkerville

This summarized history should not be seen as an exhaustive history of the Walkerville area. There have been many detailed histories written on Walkerville, and the below represents a consolidation of these works for the purpose of the heritage conservation district study. The authors are fully aware that there may be additional historical information that has not been included. The purpose of this summarized history is to help contextualize potential cultural heritage values and heritage attributes of the Walkerville area as a step in understanding and rationalizing what should be included within a potential district as well as its potential boundaries. The information gathered helps to identify key themes related to Walkerville and is used to assist in the inventory and evaluation process as required under Ontario Regulation 9/06 (Criteria for Determining Cultural Heritage Value or Interest).

Much of the below stems from an initial summary history completed as part of the Walkerville Districting Study. However, it has been augmented and revised with new findings and information, including information found during the recent archaeological management plan process and directed historical research undertaken as part of the HCD Study process. One of the most significant discoveries was the lack of an overall plan for Walkerville. While the narrative of Walkerville's development has been shaped by a perception of it being a "garden suburb" the evidence shows that its development was more incremental, and highly structured based on a variety of tools and approaches. This does not make it any less significant or important; in fact, what was discovered reveals a more complex and interesting story.

4.1 History of Development

Indigenous Occupation

As the City's archaeological management plan has shown, there is a long history of Indigenous people living within what is now the City of Windsor. "Documented Indigenous sites within the Windsor area include camps and villages spanning more than 10,000 years of habitation" (Windsor Archaeological Master Plan, 2024, 13). According to early mapping of this part of Windsor, at least the riverfront portion near the current site of Walkerville was, at the time of early European contact, an Indigenous village and cemetery occupied by members of the Odawa community as well as other Indigenous groups. However, as the Archaeological Management Plan notes, only minimal traces of this village have been identified archaeologically, and the precise limits are currently not defined.

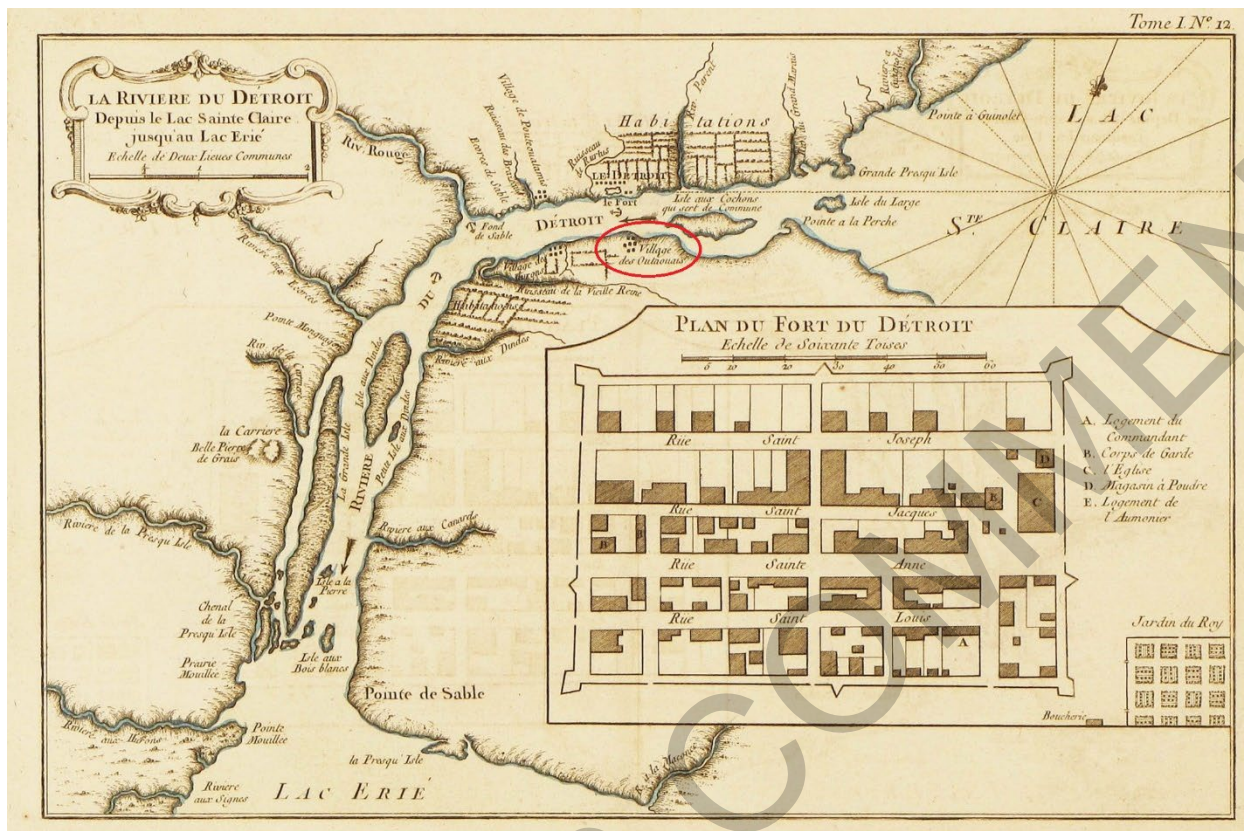


Figure 12: [Jacques Nicholas Bellin], *LA RIVIERE DU DETROIT Depuis le Lac Sainte Claire jusqu'an Lac Erie*, [Paris, 1764]. The red circle shows the approximate location of the Odawa Village.

French Period (1600s-1800s)

The earliest French settlement in the area was concentrated on the western side of the Detroit River. It was not until 1749 that French settlers began to settle on the east side of river. These properties were long strips of land running inland from the shoreline, bounded on the south by a Huron village and on the north by an Odawa village and burial ground. By the end of the Seven Years War in 1763, European settlement on the east side of the river was well underway. Eventually, lots were granted to both French and British settlers in what is now the Walkerville area. Further south, the community of Sandwich (now Windsor) was established in 1797.¹⁰

By the time that Hiram Walker began assembling land for his development, the lands he intended to purchase were owned by several families. The largest parcel was originally settled by Antoine Descomptes Labadie. On his death in 1806, his lands were apportioned to his descendants. One of his daughters married John Gaspé Hall and it was a portion of their son's land that Walker acquired in 1856. Adjacent lands were owned by John and Luc Montreuil and Alexander Chapoton. Walker would acquire their lands in 1857.¹¹

¹⁰ This information is summarized from Weeks and Edwards (2015) pp. 23-27.

¹¹ This information is summarized from Weeks and Edwards (2015) pp. 39-42.



Figure 13: 1796 map showing the location of many early settlement lots. Walkerville is located near the top of the image, near the "cimetière des Ottawas." (Hoskins, 1964, p. 5)

*The Hiram Walker Era (1850s-1880s)*¹²

Hiram Walker began to transfer his distillery operation across the Detroit River in the early 1850s. There are motivations for his transfer. First, the United States and the then-Dominion of Canada signed a reciprocity treaty in 1854, removing tariffs on grain and distillery products. The extension of the Great Western Railway to Windsor in 1854 linked the region to the eastern hinterland as well as to the United States, removing reliance on marine or road transport and expanding access to markets for industrial products. Land on the Canadian side of the river was less expensive than on the American side and there was plenty of it available; materials were also cheaper. There was an opportunity to develop a steam-powered mill that would increase the efficiency of the milling operation and make use of the abundant grain supply in the area. Walker also would have noted that there was little competition for his distillery business in Canada. Add to this a more stable legislative framework in Canada (as opposed to the inconsistent and temperance-influenced conditions in Michigan and elsewhere in the US), and the risks associated with establishing a new industry on the Canadian side were more than balanced.

It was in this context that Walker began assembling land on the opposite shore from Detroit. The land he bought from Messrs. Labadie, Hall, Montreuil and Chapoton consisted of Farm Lots 94, 95 and 96 in Concession 1 of the Town of Sandwich, County of Essex. He acquired 468 acres and, in 1859, moved his family into the former Labadie farmhouse. He adapted this two-storey frame building, constructed around 1839, by enlarging it and adding a third storey. On the surrounding lands, he built his distillery operation. Other than the distillery, however, the remainder of the lands he acquired initially remained farmland or forest.¹³

From the outset, Walker was determined to have control over all aspects of the distillery business. To that end, he established what was a vertically integrated corporation that extended beyond industrial production into all aspects of the supply chain, including the formation of a supporting community. Thus, the community of Walkerville has its origins as a factory town, built to serve the many businesses in which Walker had an interest. Walker also saw an advantage in supporting the establishment of other industrial enterprises in the area, such as the development of the Ford production factory, as helping to diversify the economy of his newly established community.

Walker concentrated his distillery operation along the waterfront, between Sandwich Street (later Riverside Drive) and the shoreline. Lands south of Sandwich were bounded by the railway tracks. In the beginning, Walker concentrated development within a rectangular area bounded by the river to the north, Walker Road to the east, Wyandotte Street to the south, and Kildare Road to the west. Within this area he built the distillery, grain fields, a flour mill, a farm (for hogs initially, later cattle), and employee housing. The river supplied water for the whiskey, the farms provided grain while the hogs and cattle ate the mash resulting from the distillery operation and were, in turn, sold. Walker owned all land and buildings. Housing was rented to employees which allowed Walker to control who worked for him.

To foster his expanding industrial operation, Walker established a ferry to Detroit (1881) and a railway. The Lake Erie and Detroit Railway (1888) linked his distillery to the agricultural hinterland of Essex County, ensuring a steady supply of grain and other raw materials and augmenting the service provided by the Great Western Railway. These additions to the existing marine and rail network enabled him to

¹² This information is summarized from Hoskins (1964), pp. 16-19.

¹³ Weeks and Edwards (2015), p. 42.

have a self-contained community, separate from nearby Windsor. It was this sense of uniqueness that Walker strove hard to maintain.

The community of Walkerville coalesced quickly in the years between 1870 and 1890. Walker's first houses were frame structures located in the blocks just west of Walker Road (some of which appear to have survived). He created a compact settlement immediately adjacent to his industrial operations. Acting as his own land developer and builder, he concentrated construction within a portion of his original tract, this one bounded by Walker Road to the east and Devonshire Road to the west and by the river to the north and Tuscarora Street to the south. Within these bounds Walker tried to create a complete community. Not only did he supply the water and sewer infrastructure, but he also built the streets and the buildings that lined them. In addition to housing, he established a church (in 1870) that also served as a community centre and school. By 1875 he had built a water pumping station, a firehall, a police station, as well as streetlighting. In 1879, Walker created the first a plan of subdivision for the area, a plan that would be followed by many others.

To get a sense of what Walkerville was like in those early years, it is instructive to refer to mapping from that era. Fire insurance plans from 1884 show a distillery operation along the riverfront that included a feed mill, grain elevator and drying elevator, warehouses, waterworks, a mill and distillery, a boiler house, a rectifying house, and large coal yard. In addition to these structures there was also a ferry dock and ferry house, the Walker home in the former Labadie farmhouse, and a waterfront park. Across the street was the so-called Flatiron building (built 1882) which contained shops on the first floor and the Walkerville Music Hall (capacity 600) on the second. This and the Church of England (located further east on the same block) provided the local institutions, along with the fire hall (and reading room) and jail on nearby Walker Road. Surrounding these buildings were more industries and related land uses: a brick stable, bonded warehouses, a butcher shop, a paint shop, a cooper's shop, a carpenter's shop, a planning mill, and a stave factory. All of these were owned or controlled by Walker. The only other enterprises in this area not controlled by Walker were the Kerr Brothers Engine and Foundry Company and the Dominion Syrup and Sugar Refining Company. These industries were attracted by the good rail access and other incentives Walker could offer and they were harbingers of the major expansion of industry to the east, in what became Ford City.

There were other industries attracted to Walkerville in the busy years between 1880 and 1890. Walker Road became the new centre of industry, with the distillery as its western edge. Major new industries such as Parke Davis, Globe Furniture, Malleable Iron Works, Barnum Iron and Wire Works, Ontario Basket Company, Walkerville Brewery, Milner Walker Wagon Works, Page Wire and Fence all clustered in a few blocks south of Riverside Drive, flanking Walker Road.

Aside from the industrial and institutional development, the early community consisted of sporadic groups of houses. With a subdivision framework of square blocks bisected by rear lanes running north-south, the frame houses were near industrial uses. There was a grouping just south of the railway between Assumption and Brant Streets flanking Devonshire Road, another cluster flanking Argyle Road and a disjointed grouping on the block east of Monmouth Road north of Tuscarora Street. Of these groupings, the ones along Argyle Road show a common house design and lotting pattern. It is interesting to note that there is no development along Wyandotte Street aside from a few scattered buildings, and the edge of the settlement is the mid-block lane west of Argyle Road. As a result, the majority of modern-day Walkerville had not yet been built.

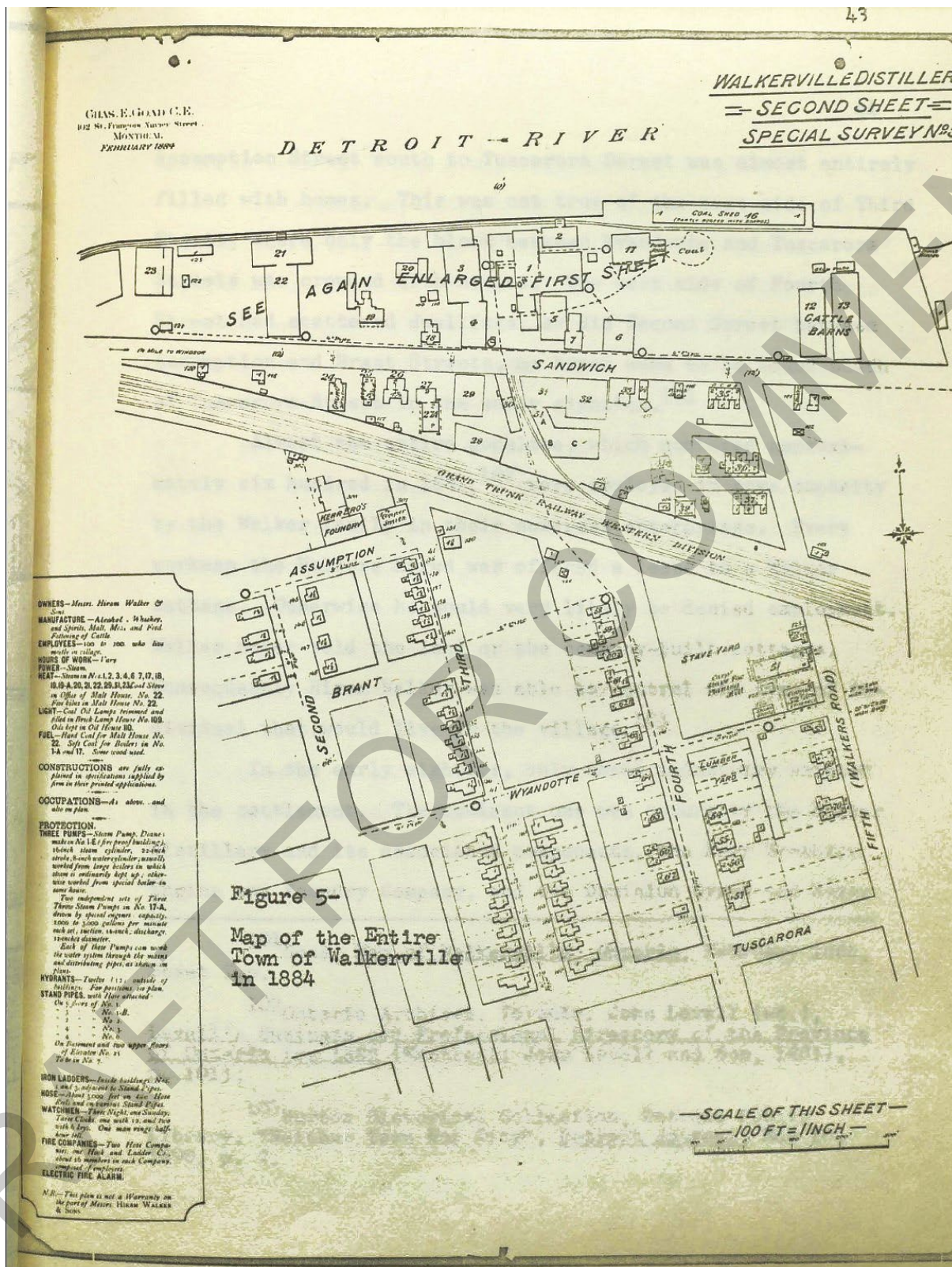


Figure 14: 1884 Fire Insurance Plan showing the extent of Walkerville at that time" (Hoskins, 1964, p. 43)



Figure 15: c. 1890 Image of new semi-detached dwellings in Walkerville. Windsor Museum.



Figure 16: Early Surviving Walkerville Houses, 2019

The Expansion (1890-1914)

A major transition point in the history of Walkerville was its formal incorporation in 1890. Until this time, Walker and his company controlled all aspects of the community, from what got built, who worked for him and where they lived. However, he was also still subject to the regulations of the local municipality. With the incorporation of Walkerville as its own municipality, Walker and his sons made several key changes to that had a profound effect on the ways in which the community developed.¹⁴

The first major change he made was to relieve the company of responsibility for some public services. Once Walkerville became incorporated, the company could offload fire and police services, for example. Incorporation also benefitted the company in other ways. Walkerville now had a defined boundary within which it, rather than being one part of a larger municipality, could control expansion. The new boundary encompassed a larger area than the original settlement, extending west as far as the alley between Lincoln Road and Gladstone Avenue (it was later extended south of Tuscarora Street to Ottawa Street). Establishment as a municipality enhanced property values and made investment in expansion attractive, especially as the municipality could offer incentives such as low tax rates. The municipality passed by-laws to provide tax holidays for new industrial development as well as new residences that meet specific requirements. This may have been responsible for the considerable number of architect-designed buildings within the community, as the additional cost would have been mitigated by meeting the pre-determined requirements for tax exemption. Walkerville would also come to regulate many other aspects of the community through its by-laws.¹⁵ This included a 1912 by-law that expressly identified the materials that could be used in new construction, which included stone, brick, cement, iron or other 'material of an incombustible material'. It also supported the local horticultural society, granting \$20.00 to the organization in 1901.¹⁶

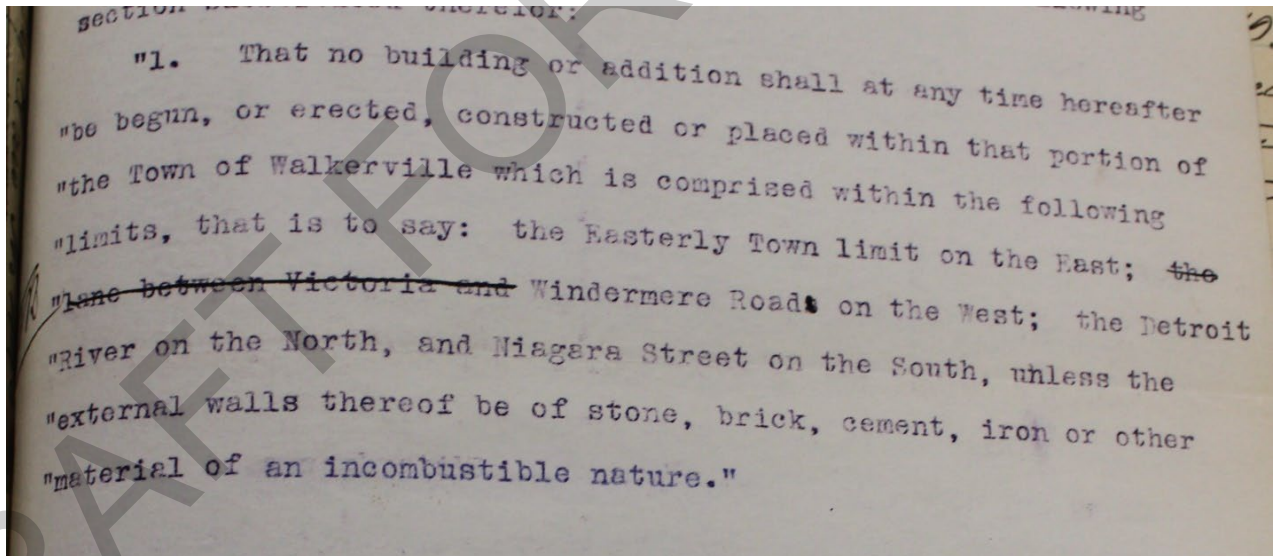


Figure 17: Selection from Walkerville By-law 444

¹⁴ Information in this section is taken from Hoskins (1964), pp. 42-97.

¹⁵ See, for example, Walkerville By-law 94: *A by-law to exempt manufacturers and house builders from taxation*.

¹⁶ Walkerville By-law 215

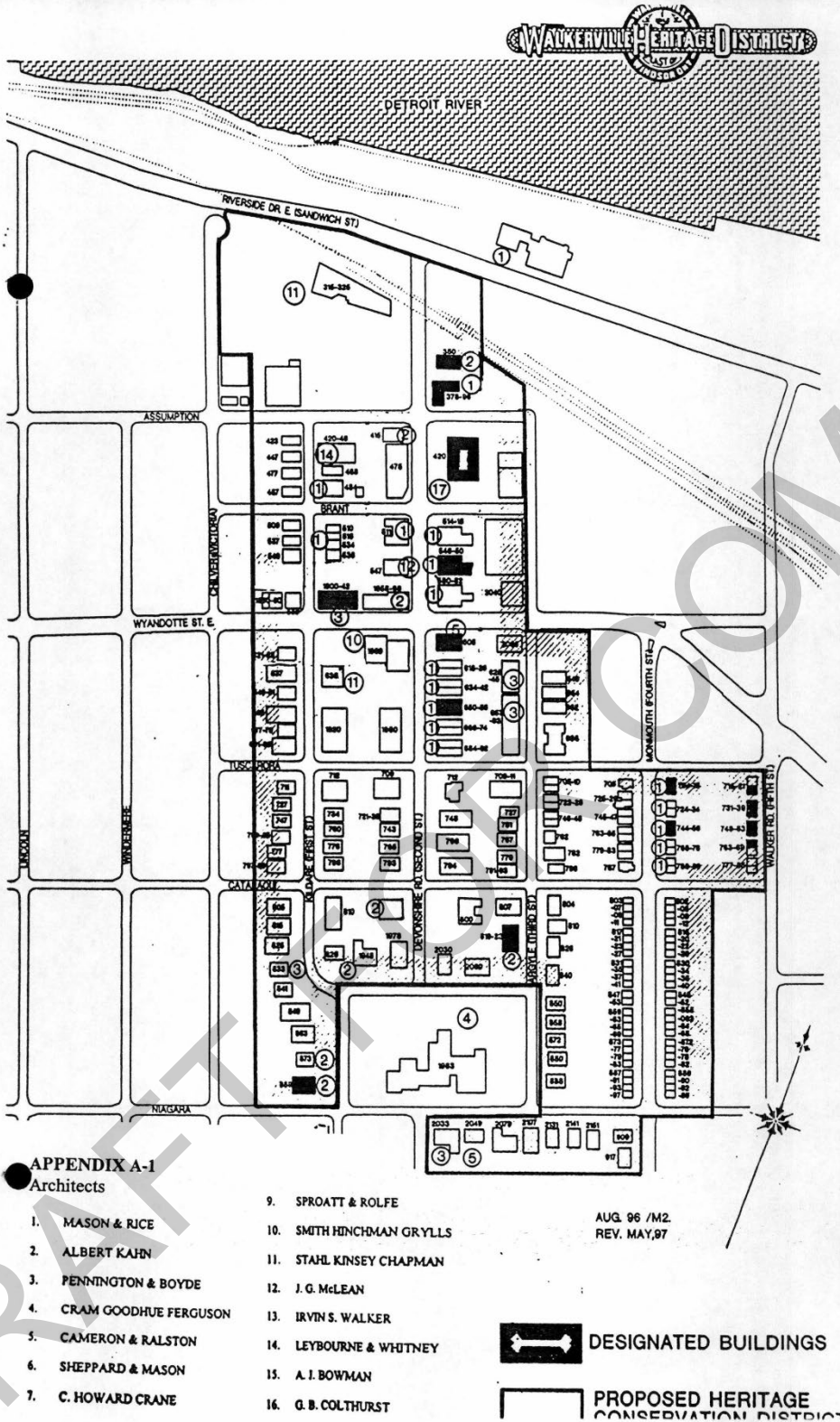


Figure 18: Selection from the 1997 Walkerville HCD Study showing a selection of the architect-designed buildings in the area. (City of Windsor 1997)

But the most important outcome of incorporation was the symbolic, as well as practical, end of Walkerville as a company town. Walker and his sons wasted no time in creating the Walkerville Land and Building Company which became the major land developer, landlord and builder for a sizable proportion of the community's expansion. In addition to owning property and renting it, the Walkers decided to improve the land and sell to prospective owners or builders; the company was also set up as a Trust with the Province of Ontario. As a result, the housing built earlier was offered for sale or was torn down and replaced with more profitable buildings. The company went as far as to prescribe the form of new construction, often identifying in deeds whether a property had to include a single-family building or duplex. With this shift to more commercial real estate, the former paternalistic pattern of management for the community shifted into a new model, which had more in common with similar subdivision developments elsewhere. The mapping of the plans of subdivision shows how the community was subdivided until 1929 and how several different companies were responsible for different subdivisions within the community. What this reveals is that there was not a single organization responsible for the development of Walkerville. The introduction of different companies resulted in different development patterns, as well as varying construction quality. Some of the development during this period continued to reflect the regimented layouts of early Walkerville. Other developments with larger houses, churches, and schools - such as those south of Tuscarora Street - differed significantly.


PROVINCE OF ONTARIO.

APPLICATION FOR REGISTRY UNDER THE LOAN CORPORATIONS ACT.
(60 VICTORIA, CHAPTER 38.)

1. By this Application made this Third day of August A.D. 1897, the Walkerville Land and Building Company (Limited) hereby applies to be registered under The Loan Corporations Act as a "Lending Land Company"

under the name of The Walkerville Land and Building Company Limited

2. The applicant was lawfully incorporated as a Joint Stock Company under the name of The Walkerville Land and Building Company (Limited) on the Twenty-second day of October 1890 at London Ontario

and the said corporate name has, until the date of this application, remained unchanged (or, if the name has been changed, specify the change or changes, and the authority for each change respectively)

* Say "Loan Company," or "Lending Land Company," or "Trust Company," according to the nature of the business of the company, as provided in section 1, 2 or 3 of section 194 of The Loan Corporations Act. The section reads as follows:—
"194. On the passing of this Act the Registrar shall cause to be opened and kept three several registers, to be known and distinguished as follows:—
(1) The Loan Companies' Register, wherein shall be recorded the names of such loan corporations as are from time to time found entitled to registry, whose powers do not include the business of buying and selling land, or the business of a corporate trustee, executor, administrator, guardian, receiver or assignee.
(2) The Lending Land Companies' Register, wherein shall be entered the names of such loan corporations as are from time to time found entitled to registry, whose powers include the business of buying and selling land, but not the business of a corporate trustee, executor, administrator, guardian, receiver or assignee.
(3) The Trust Companies' Register, wherein shall be entered the names of such loan corporations as are from time to time found to be entitled to registry, whose powers include the business of a corporate trustee, executor, administrator, guardian, receiver or assignee, but do not include the business of buying and selling land as principal."
* "Joint Stock Company" or "Building Society," or the like may be.
† Here specify the instrument or Act by which the Company was incorporated.
500—1—1—97.

Figure 19: Registry document for the Walkerville Land and Building Company. (Archives of Ontario)

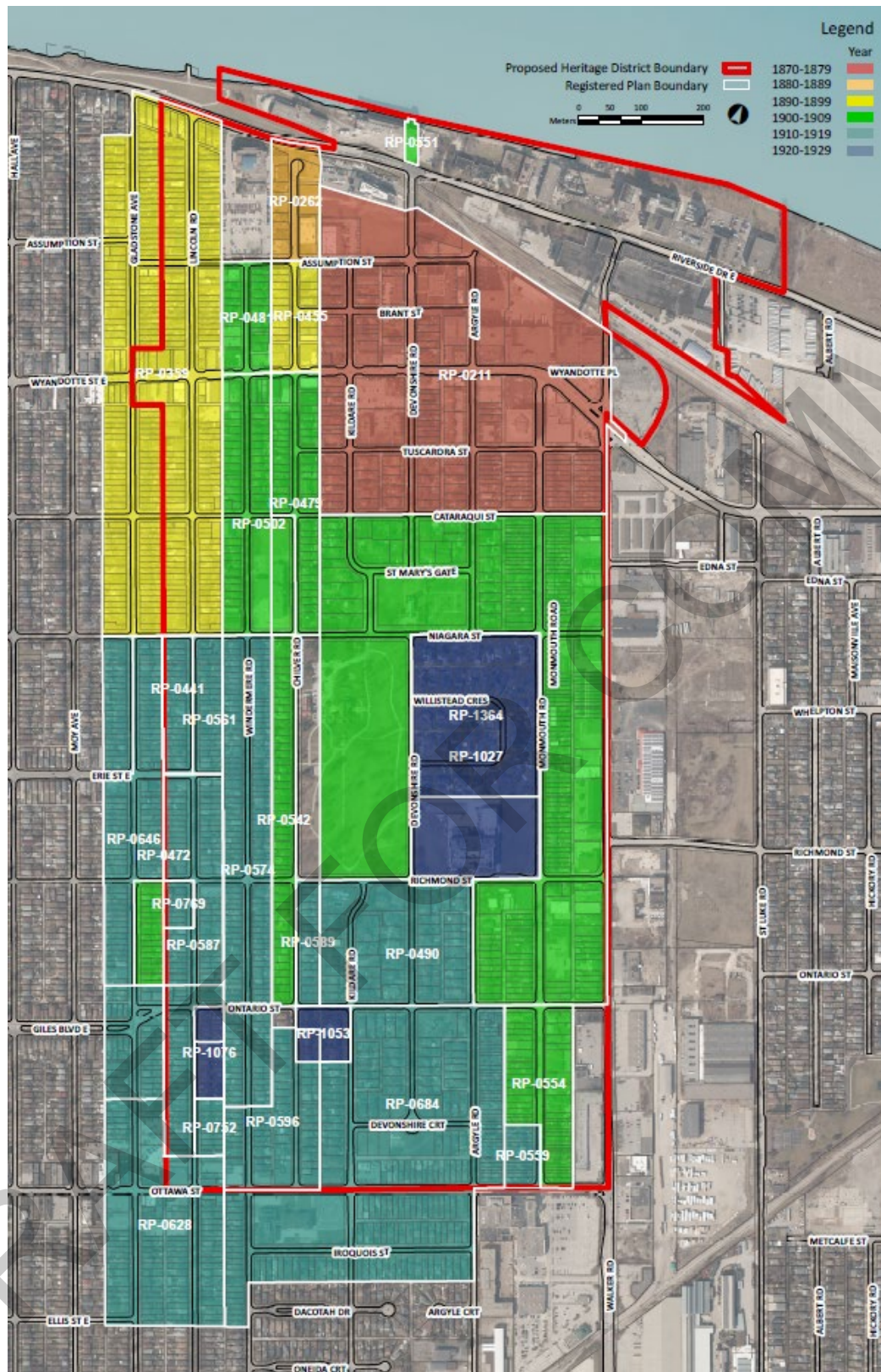


Figure 20: Map showing when different plans of subdivision were registered within the Walkerville Area. (City of Windsor)

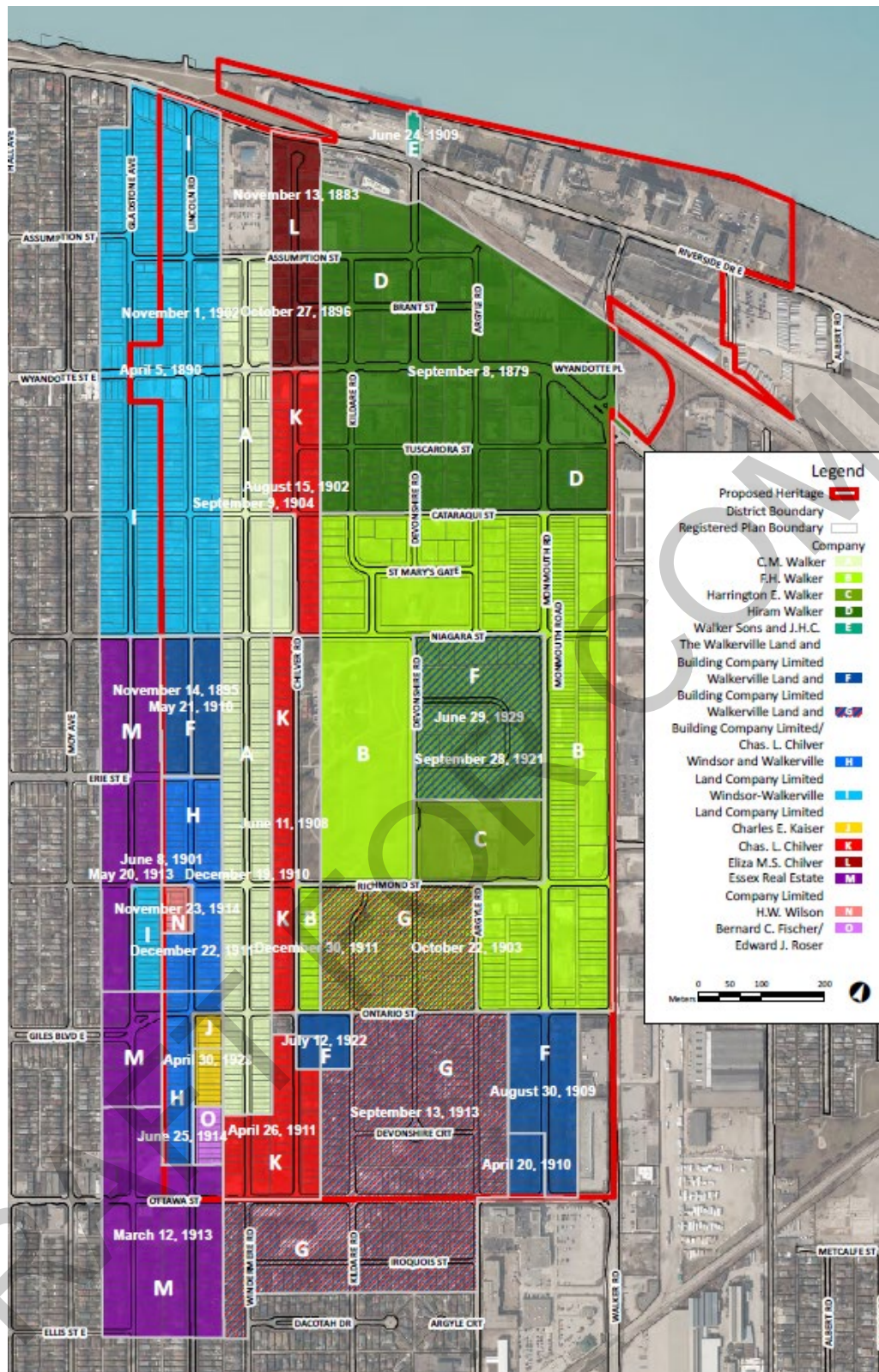


Figure 21: Map showing the different builders associated with the different plans of subdivision within the Walkerville Area. (City of Windsor)

Photographs from the first decade of the 20th century show what are already mature and designed streetscapes. Roadways are paved and flanked by wide boulevards in which are planted sizeable deciduous street trees, with concrete sidewalks and stone curbs. Private homes, all designed in the eclectic styles popular in the Edwardian period, are edged with clipped hedges, low stone walls and simple wooden or cast-iron fences. Streetlights with double globes line each street. Even the fire hydrants are custom designs. Devonshire Road had become the main axis for residential and public development. Anchored to the south by St. Mary's Anglican Church and to the north by the riverside park and ferry dock, it has a node at the train station just south of the railway tracks. Here there was a large brick train station and baggage building south of which was an ornamental square featuring the Queen Victoria Jubilee fountain. Across the street was the railway hotel and, at the next intersections, the post office/customs house and bank. Wyandotte Street by now had been developed as the main east-west axis of the community along which were the major commercial premises as well as the library, vaudeville theatre and banks. Street trees and globe streetlights are also seen on this street, along with a uniform two storey building massing (brick predominating) with three storey buildings at intersections and canvas awnings along shopfronts. Even the distillery buildings were beautified with vines up their sides, ornamental iron fences along their edges and deciduous trees (elms and catalpas) along their street face.



Figure 22: Early Image showing the Walkerville Train Station. (Collection of Beam Suntory)



Figure 23: View of Houses on Devonshire Road. Collection of Beam Suntory



Figure 24: View of Houses on Second Avenue (Devonshire Road). Collection of Beam Suntory



Figure 25: Early view of Argyle Road near Ottawa Street. (Private Collection).

Walker Disengagement (1915-1926)

Changes in the Walker family altered the development that followed this initial burst of building activity. Following Hiram Walker's death in 1899, the prime mover during this period was Walker's son E.C. Walker. He sponsored the Queen Victoria commemorative fountain, retained American architect Albert Kahn to design key public and private buildings, built an expensive headquarters on the site of the former Walker farmhouse, created St. Mary's Church and cemetery and, in a final grand gesture, built Willistead Manor and its related park and country club. His wife was also responsible for renaming the streets to their current state, away from their earlier, plainer titles (e.g. First, Second, Third), with Indigenous references for the east-west streets and British Imperial ones for the north-south roads. But he died in 1915, and his brothers also died around that time. After being unsuccessful in her efforts to persuade her nephews to move to Walkerville, E.C. Walker's widow moved back to the US and, as she had no children, the remaining heirs donated Willistead to the municipality in 1921. It was these heirs who developed the lands south of St. Mary's Gate with restrictive covenants stipulating minimum house sizes (3500 sq. ft.). It should be noted here that the covenants also had racist connotations, in effect using people zoning to exclude specific communities of people from purchasing property.

By this stage, as evidenced by fire insurance plans from 1924, most of the vacant properties within Walkerville had been built upon, with a few left open in the blocks south of Tuscarora. Some notable structures included the Grier Apartments (1918, at Chilver Road and Riverside Drive), the first purpose-built apartments in the village; the Tivoli Theatre (1918, on Wyandotte at Lincoln Road); and the St. Joseph Orphanage (on Riverside Drive east of Lincoln Road, now the site of the Windsor-Essex Children's Aid Society). Around the train station there were still large industries, both north and south of the tracks, and industrial buildings were interspersed with housing between Assumption and Brant Streets. Along Wyandotte Street, commercial buildings occupy most, but not all, of the properties lining the sidewalk: there are still some houses facing the street or terminating a row of houses and small shops extending from the side streets. The parts of Walkerville that showed the most influence of the design intent of the

Walker family were found east of Victoria, south of Wyandotte, and were concentrated along Monmouth Road and Devonshire Road. Within the overall streetscape treatment of trees, streetlights and paving, these parts of the village have the most coherent building styles and designs.

In 1926 the Walker heirs sold the distillery to a Toronto-based company (a year before the end of Prohibition). After the sale, it appears from records of land sales that the Walker Land and Building Company continued in operation at least until the late 1940s. In most ways, however, the end of the Walker family's involvement in Walkerville's development came with the deaths of the three brothers within a short span of time (1915-19). Their sons made slow additions to the suburb following the same conditions of sale, and gradually completed the sale of the remaining rental housing and adding new houses in the remaining vacant lots.

Infill around the edges and within Walkerville went on during the rest of the 1920s but the Depression slowed development. Still, by 1929, most lands were under registered plans of subdivision, and by 1935, most buildings had been built within the community. During this period, the lands along Wyandotte had been developed and those west of Chilver were subdivided and built upon in large part by the Chilver Land and Building Company on property inherited by Charles Lewis Chilver from his grandmother.¹⁷ The pattern of small, square blocks found in the earlier parts of Walkerville changed here to one of long, rectangular blocks, although the mid-block laneway system continued. Here also the houses were smaller, with narrow side and front setbacks, and most were of frame construction. Within the older parts of the community, some of the frame houses from the first era of development were replaced by small apartments, especially on Argyle north of Tuscarora. Former hotels became retail and apartment buildings and many of the distillery buildings were closed and abandoned or demolished. Alcohol sales may have helped Walkerville be the only financially solvent municipality in the five Border Cities during the Depression.¹⁸ By 1935, much to the dismay of the community, Walkerville was annexed by the City of Windsor (despite great local opposition).



Sign Located at Walker Road and No. 2 Highway

Sponsored by the Walkerville Property Owners' Asso.

Figure 26: Local sign created to lament the loss of Walkerville as an independent community. Credit: Museum Windsor collection, PM921

¹⁷ Weeks and Edwards (2015), p. 103-105.

¹⁸ Weeks and Edwards (2015), p.51.

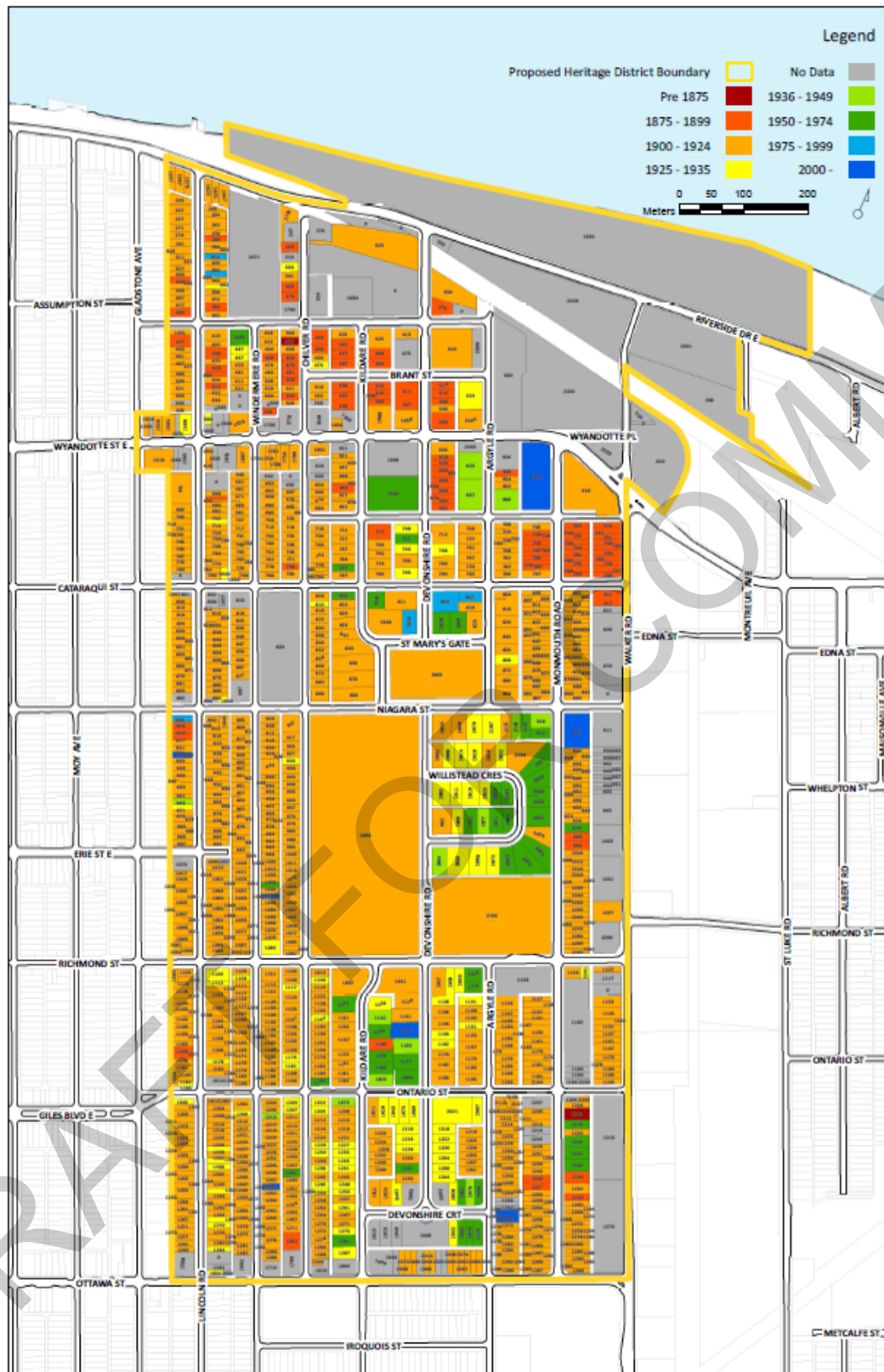


Figure 27: Date of building construction by date. Note that most buildings were constructed by 1935 (amalgamation) City of Windsor.

Slow Maturation (1935-1970s)

As noted within Figure 27, the years following amalgamation saw limited change within the community. After World War II, the distillery operation expanded, which entailed replacement of the park and ferry dock at the foot of Devonshire Road with a large grain elevator (the enormous Canadian Club sign was long gone by then). The train station as well as its outbuildings and ornamental park were removed in the late 1950s and the commercial and distillery buildings along Riverside were demolished during this time. Other examples of these changes were the demolition of the Pentilly mansion property on the west side of Devonshire Road, replaced by two apartment buildings, and removal of several commercial properties along Wyandotte Street, replaced by parking lots or single storey commercial buildings. The formerly cohesive development pattern was beginning to unravel and the unified appearance beginning to dissipate.

Gradual Revitalization (1970s-present)

However, Walkerville benefitted from emerging trends in Canadian society by the 1970s, the most important of which were the rise of heritage conservation and the revitalization of downtowns. The first beneficiary of these changing attitudes was Willistead Manor, saved from demolition and restored by the municipality in the late 1970s after a period of decline. Next, the Walker organization renovated the headquarters building in 1990. And local citizens raised money for the relocation of the former town hall from Riverside Drive to Devonshire Road, to prevent its demolition. For the commercial core of Walkerville along Wyandotte Street, the City of Windsor undertook streetscape improvements in the 1980s as part of a Community Improvement Program, adding street trees, street furniture, interpretive panels and reproduction globe streetlights. Today, former industrial buildings are being renovated and former public buildings such as the post office/customs house have been converted to office use. The residential streets have well-maintained boulevards, and the standard of building maintenance is high. Also important is a renewed interest in local history as evidenced by the Walkerville Times publications and by local special events, both of which emphasize the community's history and tell its stories.



Figure 28: Local events, such as Art in the Park, have helped to make Walkerville a vibrant arts community.
<https://artintheparkwindsor.com/>



Figure 29: The results of a recent adaptive re-use project at 325 Devonshire Road, Fall 2023

Reflections on Walkerville's Evolution into a "Garden City"

This renewed pride of place is often characterized by reference to Walkerville's attractive appearance, with fine buildings set in mature streetscapes, it offers an idealized version of a residential suburb. Along these lines is a common misconception perpetuated within local histories: that Walkerville represents a unique Canadian example of a "Garden City." However, based upon the research completed to date, and as outlined above, this does not appear to have been the case.¹⁹ There was no overall plan for Walkerville; rather, it was developed via a series of registered plans constructed by different builders. The Walker family, and later the municipality, was able to retain control via a series of specific tools. For those lands under the control of the Walker family, and later the Walkerville Land and Building Company, direct ownership and specific controls resulted in determining the type of structures built. Specific acts of public philanthropy by E. C. Walker and his wife helped shape neighbourhoods and the public realm, and an advantageous local tax system encouraged the development of large architect-designed homes, while other local by-laws regulated the materials used and supported local efforts at improving the public realm, such as providing funding to the local horticultural society. In the emphasis on a strong axial layout along Devonshire Road, and by creating coherent commercial and industrial areas within the community, Walkerville shows influences of the City Beautiful movement that was

¹⁹ Pullman, an industrial town built in the early 1880s south of Chicago to which Walkerville could be compared, was also a paternalistic, complete community. However, it was built according to a master plan designed by an architect and landscape designer, as were most of the contemporary examples in Great Britain and Europe. Also, Pullman maintained control over his properties while Walker permitted land sales (with conditions).

prominent in the late 19th and early 20th centuries in North America, where formal designs in the Beaux Arts manner predominated and single use zoning was beginning to be employed.

Yet the idea that Walkerville is a “Garden City” remains today. While the Garden City movement, upon which that term is based, arose in Great Britain in the late 19th century as an effort to improve living conditions in an increasingly urbanized and industrialized society, it has only marginal relevance to Walkerville. As promoted by Ebenezer Howard in his book “Garden Cities of To-morrow,” these model communities were to be an alternative to the crowded and unhealthy cities of Victorian Britain. They were intended to offer the best of urban and rural living, in new, complete communities built in the countryside but linked to the city by rail and road. However, the socialist ideology of the Garden City departs from the objective of the Walker family to provide its workers a better place to live. The Garden City movement seems to have been interpreted in many ways such that it became a form of urban design rather than an economic, organizational, and cultural shift from the prevailing way of building communities. In this way, Walkerville had more in common with model industrial communities such as New Lanark, Bourneville and Port Sunlight in Britain, and Pullman in the United States (or even 20th century resource towns in Canada such as Arvida and Kapuskasing). And with its focal point being an Anglican church next to a manor house and park, Walkerville could be argued to have more in common with a feudal English village than with a modern industrial community. As a result, while Walkerville had many of the elements of a garden community, including a large farm located to the south near the current Windsor airport, it was still a factory town, not a utopian experiment in the manner that Howard envisaged.

Even so, during the development phase that followed in the next decades, it is likely that Walker and his sons would have been aware of current trends in culture and economics (as would their spouses) and would have seen Garden Cities in the context of improved ways to build. Precedents such as Rosedale model suburb in Toronto were a reference, as would have been similar subdivisions in the US and Britain. What the Walkers did, however, was exert greater design control over the resulting expansion than was provided in many earlier subdivisions. For example, in the early years of the community, they laid out the streets with paving, streetlights and extensive landscaping and helped position the church and a public park as focal points at either end of the main north-south street (Devonshire). In a similar fashion, they developed the east-west commercial street (Wyandotte) with paving, street lighting and street trees. Throughout, they hired, or encouraged others to hire, prominent architects to design housing and commercial buildings as well as churches and schools. There was even an annual competition (sponsored by the Walkers) for the best floral garden. As of 1901, they retained the services of Frederick Trueman, a landscape gardener who managed works in the public realm as well as in private grounds. He established a nursery for flowering and ornamental plants and began a tree-planting program for the boulevards that resulted in approximately 10,000 saplings being installed. After 1900, the Walker sons also used the prominent Detroit architect Albert Kahn for key commercial, residential, and institutional buildings throughout Walkerville. This high standard of design throughout the village made Walkerville distinct from other communities of the time.²⁰

Even considering the varied examples of new communities that the Walkers may have used as precedents, it is interesting to speculate as to why Walkerville developed as it did. The historical record provides the main details, but closer examination of the development pattern leads to questions about development before and after Hiram Walker’s death. A key question is: why were the post-1899 parts of the village developed so differently from those built when Hiram Walker was alive? Even though no

²⁰ Information in this section is based on Hoskins (1964), pp. 148-174.

evidence has yet been found of there being a master plan for the community, as noted, the Walkerville Land and Buildings Company's developments came with conditions of sale that ensured high quality construction, and the Company also invested heavily in streetscape improvements. And as some scholars have argued, there may have been other less obvious reasons.²¹

In summary, the physical setting of Walkerville that is valued today is the result of the second generation of the Walker family, with some contributions by the generation that followed. Thanks to sales of interests in property and a railroad, the three surviving Walker sons had the money to act on a vision of creating a model community that had a more unified design than that initially created by Hiram Walker. While research to date has shown that it is unlikely that they were working from a master plan, the expansion that happened after 1890 clearly showed a unified design intent. This design intent is less evident in the development to the west of Chilver Road, however, so there is a distinction between these developments and the Walker developments east of there, over to Walker Road. The focus of their architectural and urban design efforts was in the blocks flanking Devonshire Road, culminating in the area around Willistead Manor and park. It is also evident that the restrictive covenants the Walkers imposed for developments around and south of St. Mary's Church may have contained some form of design guidelines, given the character of the properties that were built subsequently.

Even in the absence of a master plan, and without it being intended as a "Garden City," what remains in place today is an artifact from the early 20th century that exemplifies pioneering efforts in Canadian urban design. Walkerville is an Edwardian model subdivision born of a factory town and built thanks to the efforts of one family's corporation, an organization that, for most of the development period, controlled many aspects of daily life within Walkerville.

Key themes

From this historical analysis, it is possible to distill key themes that can provide a framework for the analysis of heritage resources that, when evaluated, provide the basis for a potential heritage conservation district. Key themes can help understand the key persons and events that had an important influence in shaping the physical realm. They can help to identify aspects of a community that may have cultural heritage value or interest and provide guidance for the subsequent evaluation of potential heritage resources and determination of the potential HCD boundary.

There are several key themes that can be identified within the history of the Walkerville:

- Early industrialization (before 1890):
 - Surviving heritage resources from the earliest stages of the community's development are rare. Yet, examples do exist. These resources help tell the story of the community's establishment, and many of the structures (which are wood rather than the later

²¹ This has led some authors to speculate on E.C. Walker's reasons for guiding the Walkerville Land and Building Company in the way he did. Hoskins (1964, 145, 178) thinks it reflects E.C.'s penchant for the aristocratic lifestyle, with frequent travel in pursuit of art collection, his lavish parties, and his enjoyment of many of the other aspects of inherited wealth. But darker motives are ascribed to him by another author (MacDonnell 2017, 146-149) who revealed that E.C. was dying of syphilis and, by 1900, was beginning to show infirmities of mind and body, thus giving him many reasons to proceed with ambitious developments while he could. The author also speculates that the shame of that disease, coupled with public attitudes as to the source of his wealth (alcohol production and sales), made him anxious to maintain and enhance the town aesthetically and culturally, thus bolstering its (and his family's) reputation.

prescribed materials) help illustrate how the community would have originally appeared. These surviving structures, and their original purposes, can be contrasted to those that followed in the expansion period following village incorporation.

- The Walker Family Vision— Developing a Complete Community
 - The Walker family shaped many aspects of the community in the period up to amalgamation. The family played a direct role in the establishment of many community institutions such as churches, the fire department, and the police. They also, particularly under the E. C. Walker, shaped key aspects of the public realm through the construction of key buildings, including Willistead Manor and St. Mary's Church, and the conditions attached to their land sales determined the quality and type of construction that followed.
- Walkerville as an Independent Community (1890-1935)
 - The history of Walkerville as an independent community is an important part of understanding the community in its present form. Walkerville was intended to be a discrete community, separate from the city, and involving local government in most aspects of community development. Amalgamation represented a loss of local control and Walkerville's residents fought amalgamation vigorously. This independent spirit continues today and is a vital component of the community's identity.
- The influence of the Walkerville Land & Building Co. (and Walker controlled plans)
 - Developments controlled by the Walker family tended to have characteristics, and when compared to some of the developments built by others, there do appear to be noticeable differences, particularly in terms of architectural quality, lot size and lot coverage.
- The influence of municipal regulations
 - While the Walkers certainly initiated most of the planning and design actions that created Walkerville, it was the municipality, through its powers, that shaped development of the community. By-law 444 was critical in determining the current appearance of Walkerville due to its prohibition of materials in construction. Other by-laws allowed for generous tax incentives for preferred types of development.
- The prevalence of high-quality architecture and urban design
 - Walkerville is unique among early 20th century Canadian towns in having many of its buildings designed by prominent architects of the day. It is also unusual by having a layout that took inspiration from some of the leading international trends in community design, including early examples of formal City Beautiful layouts and single-use zoning.

5. Summarizing Public Feedback

In addition to the foregoing, cultural heritage must also reflect the values of a local community. To help understand some of the community's questions and concerns, not only about the HCD process but also about change within the study area, two public meetings were held. These were augmented by online engagement tools and a survey through the City's "Let's Talk Windsor" platform. What follows is a summary of the comments received and a reflection on how they applied the HCD process.

Fall 2023

The first kick-off public meeting for the Walkerville HCD Study was held at Willistead Manor on 20 November 2023. There were 70 in-person attendees and three virtual attendees. City staff sent 5702 notification post-cards by mail and additional postcards were shared electronically with various stakeholders. This session was augmented by an online questionnaire hosted by the City of Windsor in Fall 2023 through the "Let's Talk Windsor" webpage. 64 Responses were received. As part of this survey, participants were asked to identify specific places of significance (12 specific location responses), along with feedback on the potential boundary of the HCD (4 specific responses). There was media coverage within both WindsorNewsToday and WindsoriteDotCaNews.

At the public meeting, attendees were asked to identify what they valued about the community and assist with developing a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis of existing conditions.

Strengths

The community members identified several key strengths, especially Walkerville's built form and its unique social/cultural element. Specifically:

Built Form

Walkerville's distinct appearance was mentioned in many ways. Tree-lined streets framed by pedestrian-scaled buildings, as well as a lack of front yard driveways, make Walkerville a very walkable place. Beautiful gardens in deep setbacks add to this attractive setting, as do the parks, especially Willistead Park. In addition to these elements are the varied architecture and mix of land uses.

Social/Cultural Elements

The setting also fosters neighbourhood connections and supports a strong local identity. The role of the community in protecting local history is an important reflection of this identity. Local attractions in the arts and culture, as well as a variety of dining options, also figures strongly in comments. Special events such as the Walkerville Brewery Friday Night Market are another example of community activities. All these elements combine to provide a strong sense of neighbourliness.

Weaknesses

The community's identified weaknesses are matters related to planning policies and municipal procedures. For example, transportation-related issues regarding the lack of parking and the car-centric nature of Ottawa Street, and poor maintenance of public and private property. Weaknesses in the latter category include a lack of bylaw enforcement, and inappropriate changes to sidewalk signs and materials. Support is expressed for traffic calming measures, provisions for active transportation, and

improving streetscapes through planting and maintaining street trees. Broader concerns include the community's limited understanding of heritage, the redevelopment of Walker Road, the lack of vital retail stores and the mix/balance of retail available (no grocery store), vacant housing, and overcrowding on Lincoln Street.

A common concern is the maintenance of alleyways (or laneways). Top comments include the lack of cleanliness, requiring more pedestrian entrances, poor lighting, lack of greenery/planting, and the desire to improve the appearance of the alleys. The community identified concerns regarding new infill, suggesting that development guidelines should speak specifically to additional dwelling units and municipal infrastructure, such as sustainability upgrades.

Opportunities

Many opportunities stem from the community's identified weaknesses. Common topics of interest involve supporting active transportation, controlling traffic, upgrading alleyways, and developing compatible infill. Streetscapes could be improved through the addition of greenery (trees and gardens), better lighting on streets and alleys, and opportunities to celebrate local history through naming alleys and adding interpretive features on streets and parks. Big-picture opportunities include a future library and school, as well as additional creative spaces for living and working within Walkerville.

Threats

The community identified threats related to planning policy. Examples included the potential impact of new and inappropriate (out of scale) development, poor design, oversized density, changes to the regulatory framework for planning, speeding, traffic on local roads, and too many short-term rentals. Among these, additional issues included the need for more financial incentives, controlling increased crime (there is a need for greater policing), and emphasizing the importance of the local train service.

Heritage-related concerns included how to facilitate the integration of energy efficiency technologies/requirements with existing heritage properties, shifting municipal interests and overly zealous regulations, and changes to the regulatory framework for heritage conservation.



Figure 30: The 20 November 2023 Public Meeting

Heritage Conservation District Boundaries

As part of the public meeting, and via the online survey, community members were asked to identify what they saw as the appropriate boundaries of the heritage conservation district. The following represents a consolidation of the comments received. It should be noted there were two different approaches, one which called for a shrinking of the boundary, and the other which called for an expansion of the boundary, particularly to the south. Additional topics from the online surveys identified the need for a local museum, greater interconnectivity for the local trail system, and potential linkages with other neighbourhoods, such as a potential HCD in Ford City.

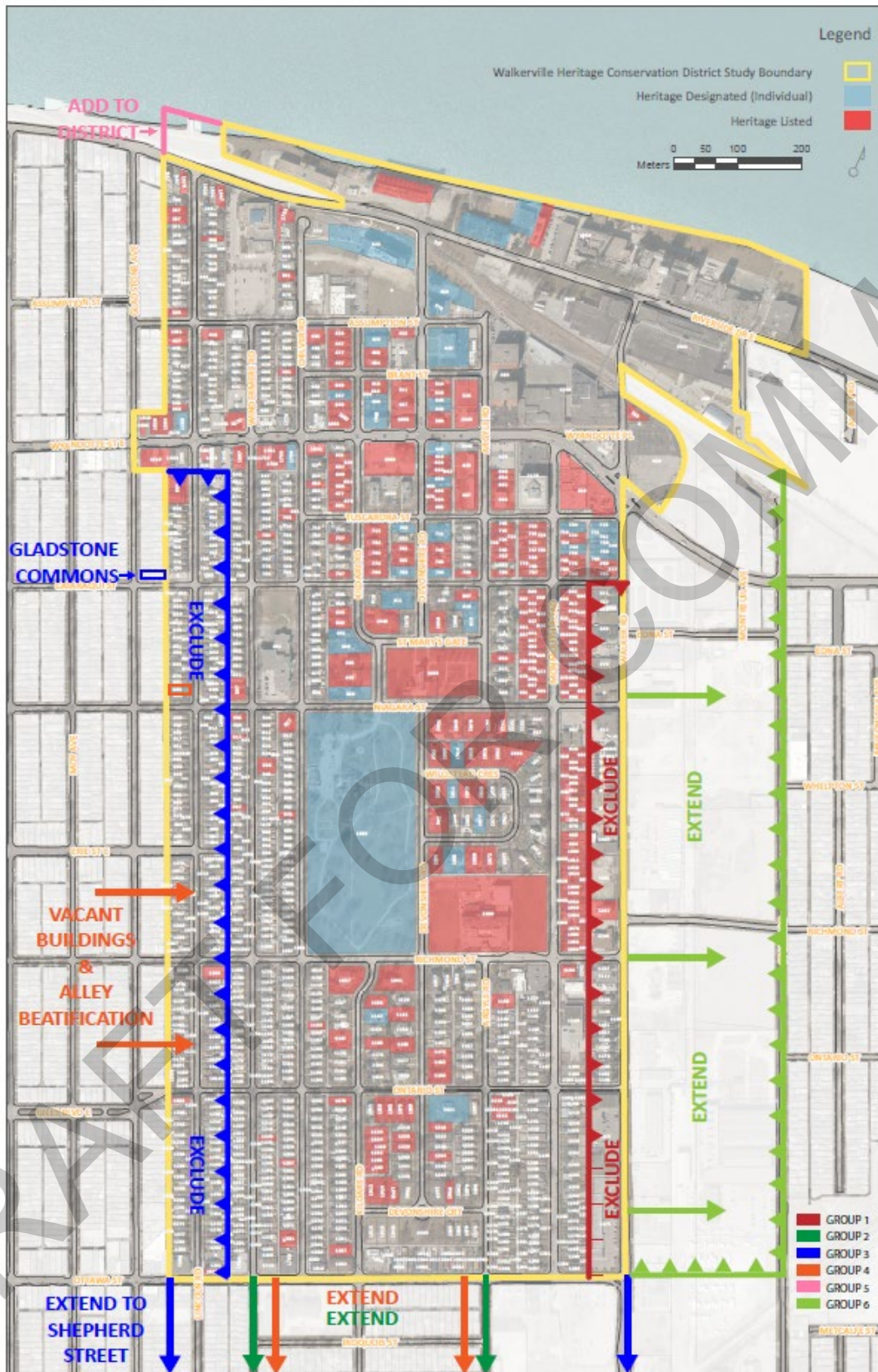


Figure 31: Map showing boundary recommendations received from the kick-off public meeting

Summary

These comments proved particularly helpful in understanding some of the contemporary issues and concerns. Many identified are outside the scope of a HCD study, but nonetheless merit the consideration of local officials. These include broader planning, transportation, and urban design concerns. Some would require careful consideration of the intersection between broader planning and heritage policy and process. Others could be addressed via a HCD process. The process reveals that the community values its neighbourhood and wants to ensure that change is managed appropriately.

FALL 2024 comments to be added

6. Identifying and Evaluating Heritage Resources

The inventory and evaluation of a District's potential cultural heritage value and significance is an important and required part of the heritage conservation district study process. Section 40(2) of the *OHA* specifically states that a study shall "examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district." This Section and Section 7 have been written to specifically address this requirement. Building on the history and key themes identified in previous sections, considering the specific provincial requirements for creating a heritage conservation district, as well as public comments/and concerns, this information is used to help identify:

- 1) If potential heritage resources within the study area reflect the identified themes and cultural heritage values
- 2) If there are sufficient heritage resources within the study area to meet the provincial threshold
- 3) If there is an overall and discernible character to the area (which is particularly important to the process of determining an appropriate boundary) and/or if there are specific sub-areas

However, one of the challenges in creating a heritage conservation district is taking the combination of research, on-site analysis, and community value and positioning it within a prescribed process. Kate Clarke's work on heritage values shows that any place has multiple values. However, evaluation frameworks do not always reflect the diversity of these values. Thus, in any heritage district process, there is often a disconnect between all the possible values of a place, and those that must be used to justify form protection.

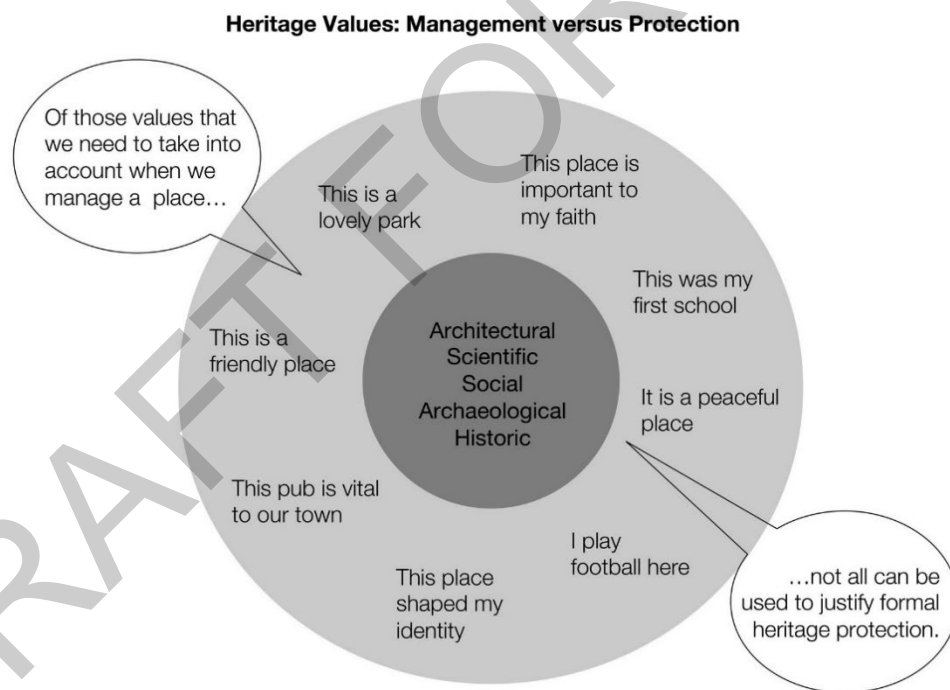


Figure 32: The difference between the range of community values and the values used to justify formal protection. Clark, K. (2019). The Shift toward values in UK heritage practice. In E. Avrami, S. Macdonald, R. Mason, & D. Myers (Eds.) *Values in heritage management: Emerging approaches and research directions*. The Getty Institute. <https://www.getty.edu/publications/heritagemanagement/part-two/5/>

As discussed above, under Ontario Regulation 9/06, a potential HCD must contain a minimum number of contributing properties (25%) evaluated against two specifically identified criteria (2/9). However, the Province of Ontario has not provided explicit guidance on how this is to be accomplished. As stated within an 18 October 2023 Guidance Note from the Ministry of Citizenship and Multiculturalism:

The *OHA* nor its regulations do not set out a process for evaluating properties within a proposed HCD. Approaches to ensuring that an HCD has met the prescribed 25 percent threshold may vary. For example, the municipality could conduct historical background research and create a simple inventory of all properties, both of which would inform the boundaries of the HCD and help develop a statement of CHVI that reflects two or more criteria. The approach may also depend on the context and boundaries of the HCD.

This Guidance Note also recommended evaluating all properties within the proposed district. To address this guidance, for this project, an area-specific evaluative template was created. The approach taken to determine which properties meet the prescribed criteria was multifaceted:

- 1) The themes and information identified as part of the historical summary were used to help contextualize existing properties. This information was used to help provide input in determining if a property meets one of the following criteria:
 - iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
 - v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
 - vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
 - vii. The properties have contextual value because they define, maintain or support the character of the district.
 - viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
 - ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark. O. Reg. 569/22, s. 1.
- 2) Properties previously evaluated, or identified as having been constructed by a particular architect, were used to help identify which properties meet the following criteria:
 - i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.

- ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
 - iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
- 3) Further, an analysis of the district was undertaken both as part of the historical summary as well as part of this section of the report to better respond to the following criteria:
- vii. The properties have contextual value because they define, maintain or support the character of the district.
 - viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
 - ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark.

The approach taken was individual historical research for every property. However, due to the scope and scale of the proposed district, research akin to a detailed CHER (Cultural Heritage Evaluation Report) for each property was not technically possible or financially feasible. Appendix D provides a preliminary evaluation for each property within the proposed district based upon readily identifiable sources. Should Council decide to proceed to the Plan and Guidelines phase, this initial inventory will need to be expanded and reconfirmed. It is also recognized that there may be additional information about individual properties. To this end, should the HCD proceed, it is recommended that CHERs become a requirement for specific application types, such as major interventions and demolitions. Still, even with the available information, it is the professional opinion of the authors that there are sufficient properties to meet the provincial requirements. Further, the evaluation approach for Walkerville has specifically been designed to exceed the provincial minimums, using a 30% of properties meeting 3/9 criteria as the minimum basis for a recommendation which properties are contributing to the potential district. For Walkerville, the inventory and evaluation work was divided between municipal staff, contracted researchers, and the supporting consulting team.

City staff and the project consultants reviewed the results of the researchers' work. What became evident in reviewing the results is that the properties with the greatest heritage value, or contribution to Walkerville's heritage character, were those built before World War II. Not coincidentally, this was the period during which the influence of the Walker family, and the legislative efforts of the village municipal government, were most evident in the design and construction of buildings and landscapes. As for the individual property evaluations, a common trend was that properties designed by architects likely met the criteria for design/physical value, while those that were built for and/or occupied by locally prominent community members and professionals met the criteria for historical/associative value. Due to the cohesive appearance of most pre-WWII Walkerville streetscapes, many properties from that period had a level of contextual value. As a result, some properties developed after World War II which depart from the prevalent earlier period revival architectural styles were evaluated as being "non-contributing." From this it is possible to identify those parts of the study area with the greatest concentrations of "contributing" properties, and thus determine options for a HCD boundary.

6.1 Evaluation Method

The evaluation is not an arbitrary process. The *OHA* does not differentiate between different heritage resources. Rather, it uses the more generic term heritage attributes:

“Heritage attributes” means, in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest; (“attributs patrimoniaux”)

To assist with differentiating between distinct types of heritage resources, the definitions found in the PPS (2020) have been used:

Built heritage resource means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property’s cultural heritage value or interest as defined by a community, including an Indigenous community. *Built heritage resources* are located on property that may be designated under Parts IV or V of the *OHA*, or that may be included on local, provincial, federal and/or international registers.

Cultural heritage landscape means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may involve features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. *Cultural heritage landscapes* may be properties that have been determined to have cultural heritage value or interest under the *OHA* or have been included on federal and/or international registers, and/or protected through official plan, zoning by-law, or other land use planning mechanisms.

Areas of archaeological potential means areas with the likelihood to contain *archaeological resources*. Criteria to identify archaeological potential are established by the province. The *OHA* requires archaeological potential to be confirmed by a licensed archaeologist.

Added to this set of definitions is another related category: intangible cultural heritage (IHC) resources. This category highlights the non-material, associative heritage resources that arise from values integral with human experience of a place. While often spiritual in character, such as a cemetery or church, they are also common to locations used for traditional community events and ceremonies and relate to other ways in which subjective aspects of heritage attributes are described. For example, the ICOMOS Quebec Declaration on the Preservation of the Spirit of Place (2008) focuses on this aspect of place as found in “social and spiritual practices, customs, traditional knowledge and other intangible forms and expressions.” However, the *OHA* does not regulate use, and the integration of a HCD and the study approach as defined in the *OHA* is primarily focused on immovable examples of cultural heritage (property and buildings).

With these definitions in mind, the evaluation process begins by referring to the categories of heritage resources provided by the Provincial Ministry of Citizenship and Multiculturalism in the Ontario Heritage Tool Kit volume for Heritage Conservation Districts, Section 3, Step 5. Using information gathered in the first part of the Study and adapting the format and resource categories found in that section of the Tool

Kit to suit Walkerville's unique attributes, the following is a summary evaluation of the heritage resources of the entire study area, as delineated within this HCD Study. Walkerville differs from many other early settlements in its more defined architectural and urban design elements, and thus does not fit within all the categories found in the Province's Tool Kit. For the purposes of this study, the consultants created the following categories within which to describe the study area's heritage character.

6.2 Built Heritage and Cultural Heritage Landscape Resources

6.2.1 Development Pattern

Indigenous patterns/early farming and lot configuration

Although the exact location has not been confirmed, historical evidence shows that there were Indigenous communities established along the river shore at the time of European contact. Mapping from 1754 and from 1763 shows an Odawa village and cemetery in the vicinity of present-day Walkerville. Further archaeological investigation may reveal further evidence of Indigenous occupation.

As noted in Section 4, these maps show the pattern of early French settlement characterized by narrow lots extending inland from the shore, with a patchwork of fields clustered near the river and forests behind. It does not appear that Hiram Walker used any of these configurations when he purchased the farm lots and began building Walkerville in the mid-1850s. He did, however, live in the former Labadie farmhouse and he and his sons retained and enlarged that building in its original shoreline location until they demolished it in the 1890s to make way for the distillery office building.

Development Phases

Walkerville grew outward from the distillery. Initially it extended inland from the distillery buildings, bounded on the west by the ferry docks and on the east by Walker Road, with the commercial and institutional buildings inserted between the distillery buildings and the rail tracks. This tight configuration placed residential construction on the south side of the tracks in a simple grid of streets lined with small frame houses. This development phase lasted from the mid-1850s until 1890, when the community was incorporated as a village. Aside from some of the distillery buildings and a few of the early houses, little physical evidence remains of this first development phase beyond the pattern of streets and blocks that Walker laid out.

Most of what is evident in Walkerville today is the result of development that followed village incorporation, when the Walker sons established the Walker Land and Building Company and began significantly expanding the early settlement. With funds from property sales, they created several plans of subdivision within which they added new streets and blocks as well as the public realm of boulevards, street furniture and parks. The commercial core along Wyandotte Street was another component of their expansion.

Following the deaths of the three Walker sons, and particularly after the sale of the Walker distillery in 1926, development after 1920 by the Walkerville Land and Building Company followed a similar pattern of land sales for residential construction but there was only limited commercial or institutional construction. It should also be noted that many of the houses in Walkerville, especially those in the area south of Richmond Street, were built during the period in which Prohibition was mandated in Ontario (1916-1927).

Plans of subdivision

The development phases summarized above are most evident in the plans of subdivision that created each of the development parcels that, collectively, made up the current setting. Starting with Hiram

Walker's development initiatives, by 1879 the residential part of the subdivision was bounded by the rail lines, Walker Road to the east, Cataraqui Street to the south, and the lane behind Kildare Road to the west. Following village incorporation, many plans of subdivision by many different firms. Once the Walker family was no longer actively involved in further development, and up to amalgamation with Windsor in 1935, small infill developments such as Willistead Crescent were the only significant expansions of Walkerville. The development pattern evident today is the cumulative result of these successive plans of subdivision.

Block sizes, pattern, and orientation

Most of Walkerville is laid out in variations of a grid plan. Beginning at the waterfront, the shoreline and rail lines dictated an irregular lot pattern. South of there, the initial development has square blocks with central lanes that are oriented north-south. That pattern changes below Cataraqui Street where the blocks become long rectangles with central lanes, and this remains the most common block layout and orientation in Walkerville. Another change occurs with the curving configuration at St. Mary's Gate and Willistead Crescent, reflecting the prestige of lots on these streets and distinguishing them from adjacent blocks. Further variations on the usual block pattern include a very long block between Monmouth Road and Walker Road between Niagara Street and Richmond Street, alongside the long rectangular block that once held the Walkerville Country Club.

Lot sizes are narrow and oriented east-west, with residential lots narrower than those for industrial or other land uses. The narrowest lots are those associated with tenement housing, such as those along Monmouth Road and along the west side of Walker Road. Larger, primarily residential, lots flank the commercial lots along Wyandotte Street extending as far south as Cataraqui Street. Lots expand in the area between Cataraqui Street and Niagara Street, with the largest lots located opposite the church and on the west side of St. Mary's Gate. This pattern continues in the remaining area south of Richmond Street to Ottawa Street, from Argyle Road west to Chilver Road. The pattern of large lots reflects the size and expense of the housing on it, with the most prestigious lots flanking Devonshire Road and clustered near St. Mary's Church and Willistead Manor. While the Walker company created larger lots within some of the blocks for schools, churches (and cemeteries) the largest lots were for executives and family members. Indicative of this hierarchy is that the largest lot was reserved for Willistead Manor and Park. Other large lots that contained grand houses (especially Pentilly and Cooper Court) have since been subdivided following the demolition of most of the original structures and grounds.

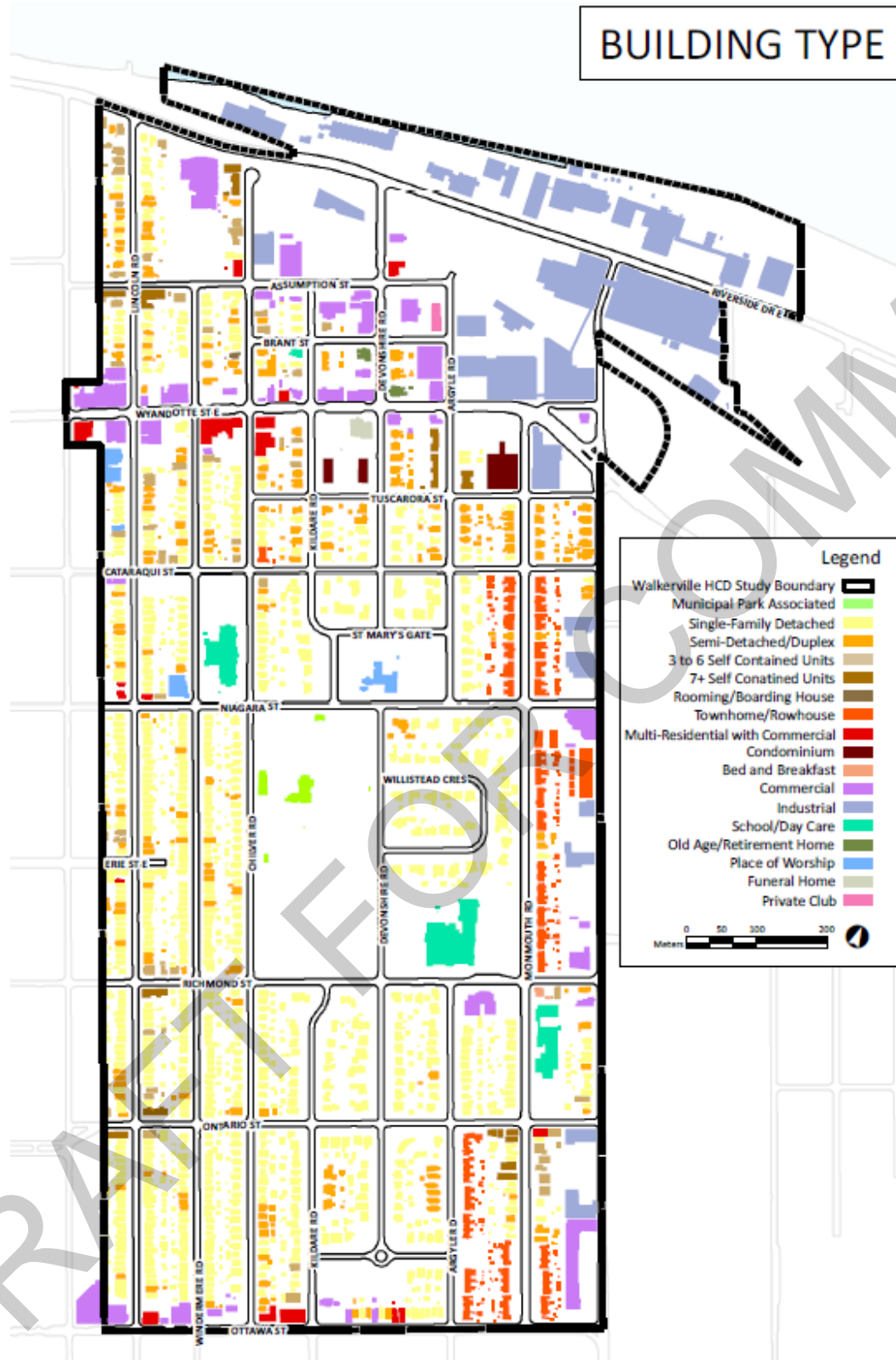


Figure 33: Mapping showing the different building types, as well as the relative size and lot coverage. City of Windsor

Circulation network

The main access to Walkerville is along east-west streets, the primary ones being Riverside Drive and Wyandotte Street. Originally, the ferry dock and railway station at the foot of Devonshire Road provided an equally important access point, but their removal meant that traffic into the residential and institutional areas is spread throughout the street network.

In the original layout, however, the Walkers established Devonshire Road as the symbolic axis of the community and gave it precedence. They did so by tying all the important components of the town to this central spine. Starting at the river, the axis began at the ferry terminal and customs house (and its nearby Riverside Park). Across the street were the Walker “Cottage” (the former Labadie farmhouse converted into the Walker residence), the Walker and Sons offices and, across Sandwich Street (Riverside Drive), the first St. Mary’s Church. Immediately south across the railway tracks were the train station and main hotel (Crown Inn). At Wyandotte was the first schoolhouse and at the end, in the next major development phase, was the second St. Mary’s Church and cemetery. Just beyond that was Willistead Manor and park, next to which was the Walkerville Country Club. At least in the first decades of the 20th century, during the peak development period, the key aspects of the Walker family’s enterprises were all linked along Devonshire Road. Today, that street retains much of its symbolic significance thanks to the church and manor, and the important houses along its length, even if the other major components are gone.



Figure 33: Early view looking north on Devonshire Road. Collection of Beam Suntory

The internal laneway system continues to provide secondary access to each block and individual lots. Wyandotte Street developed early as a main commercial and entertainment district while Walkerville's eastern boundary became industrial with some pockets of commercial and residential development, all of which was accessed from Walker Road. Besides providing access to rear yards and garages, laneways within Walkerville are important social spaces: they are places to play, to host special events, and to offer opportunities for frontage for additional dwelling units.



Figure 34: View of an existing laneway building in Walkerville, 2023.

The Subdivision plans developed for Walkerville established the circulation network and block pattern and within these plans, provided some variety in the circulation network. While the laneway system was retained on most blocks, south of Wyandotte Street the grid was varied to enhance the prominence of St. Mary's Church and Willistead Manor and Park. When the Country Club was closed, Navajo and Cayuga Streets were also closed to create Willistead Crescent, thus removing a former pair of connections linking Devonshire Road to Monmouth Road. In similar fashion, a formal terminus for Devonshire Road at Devonshire Court (and park), just north of Ottawa Street was created. Further changes for aesthetic effect include the termination of the northern portion of Devonshire Road at St. Mary's Church (and its continuation south of the church) and a similar interruption of Argyle Road between Niagara and Richmond Streets (the site of the former Country Club). St. Mary's Gate and the adjacent streets bracket the church and cemetery block. And not all the laneways are continuous, such as a few that are interrupted between Assumption and Brant Streets, some between Assumption and Wyandotte Streets, and those on either side of Wyandotte that run to the rear of the commercial properties along that street.

Wyandotte Street and Riverside Drive remained the key links to the rest of the municipality, but also important were secondary links to the east and west along Cataraqui, Niagara, Richmond, and Ontario Streets. In the same way, southern extensions of Kildare and Argyle Roads tied the original core of Walkerville to expansion areas beyond Ottawa Street.

Gateways and Landmarks

Walkerville's extensive street network leaves few opportunities for notable entry points. The symbolic axis into the community is along Devonshire Road, beginning at Riverside Drive and terminating at Devonshire Court, with the interruption of St. Mary's Gate. Devonshire Road is thus a main gateway. The commercial core of the community along Wyandotte Street sets this area apart from its immediate surroundings and creates gateways at both its east and west edges (Gladstone Avenue and Walker Road, respectively).

The main landmarks include St. Mary's Church and its adjacent cemetery, on an entire city block, along with nearby Willistead Manor and its park. Their location, scale, and design set them apart. For sheer size and extent, the distillery complex is a landmark, from the grain elevators to the west to the warehouses to the east. Within the complex, the headquarters building stands out for its distinctive design and materials. Along Wyandotte Street there are banks and other important buildings at key intersections and these, along with other special buildings such as the former Tivoli Theatre, create secondary landmarks within this streetscape.



Figure 35: View of the former Bank of Montreal, 2024

Views/vistas

The Walker family created a special vista along Devonshire Road, where the view south from Riverside Drive terminates at St. Mary's Church. This is by far the most important visual device they employed but there is also a terminated vista looking north along Argyle Road, where the view terminates at the main entrance of the high school. Other terminated views include those along laneways where the view ends at the rear of a commercial building along Wyandotte Street. And the commercial district along Wyandotte Street is a coherent streetscape that encapsulates views in both directions along its length.

6.2.2 Architecture

Building types and Massing

In common with many communities, there are four main building types in Walkerville: residential, industrial, commercial, and institutional. Of the latter three types, the distillery buildings are varied according to their functions, most of the commercial buildings contain ground floor offices or shops and apartments above, and the institutional buildings are schools, churches, and the community centre (Willistead Manor).

In terms of height and massing, most Walkerville buildings are 1-2 storeys tall. Exceptions include a few apartments, commercial buildings, institutional buildings, and industrial buildings, which are mostly 3-4 storeys high. Along the waterfront and closer to Walker Road, some of the distillery buildings are higher, some reaching 5 storeys or more. In terms of orientation, most buildings face the street behind a shallow setback, and most are aligned parallel to street. Primary examples of this are the four-plex terraces along Monmouth Avenue. A few houses are placed gable end to the street on small lots. Figure 36 shows the current allowable heights within the Study Area.

But because Walkerville has such a high degree of design, there is vast variety within these broad characteristics. An example of this is the modest housing on one block along Monmouth Road. Going from south to north, the street begins at Ottawa Street with a series of fourplexes (gable-roofed, with shed dormers, and projecting gabled bays), as well as six-plexes (gabled-dormers and engaged dormers). Next is a grouping of older frame houses that are oriented gable end to street, then a series of newer bungalows. Beyond these is a grouping of two-storey apartments, both gabled and flat-roofed. Up to the first intersection at Ontario Street are more frame houses and a two-storey apartment at the corner. As a result, within one block, there is a range of building types and designs.

Housing type also varied by income type. An integral part of the Walker Land and Building Company's land development process was to vary housing sizes and types according to the relative value of the properties. This is evident in the gradation of housing types and sizes - from worker to executive - moving west from Monmouth Road to Devonshire Road. Similarly, on Argyle Road moving from north to south, the housing begins with very early frame houses and apartments but soon these give way to larger frame and brick duplexes, followed by progressively larger single-family homes and culminating in very large houses on properties surrounding St. Mary's Church. This pattern can be seen in Figure 33 where this shift can be seen starting at Walker Road moving towards Willistead Manor. And, south of Richmond Street, there are several large groups of terraced and semi-detached houses forming cohesive streetscapes along Argyle Road and Monmouth Road.



Figure 37: An older wooden structure in Walkerville, 2023

Styles

Walkerville is exceptional in many ways, but one of the most obvious is the substantial number of buildings that were designed by some of the leading American and Canadian architects of the late-19th and early 20th centuries. For their residential and commercial commissions, they adopted variations on popular styles of the day, including Richardsonian Romanesque and Queen Anne Revival with some versions of Arts and Crafts and Edwardian Foursquare. The Walkers reserved unique styles for special buildings. Their headquarters is modelled on an Italian Renaissance palazzo while St. Mary's Church has Gothic influences and Willistead Manor has echoes of Tudor Revival.



Figure 37: An example of existing Walker built duplexes in Walkerville, 2023

Architects

There were many prominent architects who worked in Walkerville. While the American architect Albert Kahn is the designer most associated with Walkerville, his was but one of many local, national, and international firms retained. Firms such as Mason & Rice; Pennington & Boyde; Stahl, and Kinsey & Chapman all worked within the community. While Hiram Walker may not have retained architects for his early buildings, after village incorporation and the creation of the Walker Land and Building Company, his sons promoted the use of architects for most if not all new construction in the expanding town (their success in doing so is evident in the Biographical Dictionary of Architects in Canada's long list of architects responsible for buildings in Walkerville). Kahn was responsible for several key buildings, however, including the corporate headquarters and Willistead Manor, as well as several other houses and commercial buildings. The map at Figure 19 shows some of the identified-architect design buildings in Walkerville.

6.2.3 Landscape

Public realm

A remarkable feature of Walkerville is the high quality of its public realm. Photographs from the early 20th century show a mature streetscape of deciduous trees planted in wide boulevards, accented by decorative streetlights, and complemented by trim hedges and fences along the abutting private properties. Much of what is shown in these images is evident today, a testament to the quality of the original design and installation of plant materials and street furniture the Walkers established. An early commitment by the Walkers to plant trees and to encourage homeowners to plant gardens not only enhanced the appearance of Walkerville but may also have helped foster the idea that this industrial suburb was modelled on a Garden City.

Historically, Walkerville had three main public open spaces: a civic plaza on Devonshire Road at the former train station; Riverfront Park near the ferry dock; and the Walkerville Country Club at the south end. Today, Willistead Park is the major park in the community. Its design is simple, with a central path linking the south elevation of the Manor with the gate on Richmond Street. This axial route is supplemented by curving paths that circle the park and lead to gates on the abutting streets, including the main gate at Niagara Street. The planting scheme is also simple, with groupings of mature deciduous and coniferous trees along the sides of the walkway arranged on broad lawns and, in some cases, on earthen mounds. Next to the mansion are broad terraces that have decorative paving and formal plantings of shrubs, perennials, and annuals. The municipally-owned mansion is also part of a complex of buildings that include a gatehouse on Niagara Street, a coach house that includes an apartment and visitor centre, the latter facing the mansion across a paved courtyard. The mansion's main entrance is accessed from this courtyard, behind a stone and iron fence similar in design to the larger fence surrounding the park. Within the park are several artifacts that have been salvaged from elsewhere. The Kahn-designed Queen Victoria Fountain that originally was the focus of the public square at the former train stations is now placed in a formal setting at the apex of the axial pathway south of the mansion. And an unusual “folly,” located near the east gate, is a portico from the former Hiram Walker house in Detroit, brought here and reconstructed by his sons.

In addition to Willistead, there are several parks in the study area: Riverfront Park, Hiram Walker Parkette, Walkerville Jubilee Park, and Devonshire Park.

Summary

The foregoing analysis has been prepared by the project consultants, referring also to the results of the property inventory and evaluation. As noted above, the City of Windsor hired and trained several individuals to assess each property within the study area and evaluate these properties using the criteria of Ontario Regulation 9/06 to assist with the determination of cultural heritage value or interest. In terms of the HCD, the evaluation had a rating for each of the nine criteria, with the threshold for significance being the meeting of at least three criteria. While not a full evaluation that would be required if the properties were being considered for individual designation under Section 29, Part IV of the *OHA*, each evaluation determined whether the property contributed to the heritage character of the potential HCD, as defined in the HCD Study. Thus “contributing” properties were those that met three or more criteria.



Figure 38: Fall Garden at Willistead, 2023

6.2.4 Areas of Archaeological Potential

Recently, the City of Windsor has completed a 2024 update to the existing Archaeological Management Plan. As part of the mapping component, it has identified Archaeological Potential Zones (APZs) and Archaeologically Sensitive Areas (ASAs) within the boundaries of the Study Area. Archaeological considerations, drawing upon the City's new and enhanced archaeological policies, would need to be reflected in any HCD plan developed.



Figure 39: Example of a Street Name embedded in an early existing sidewalk, 2024

7. Defining Heritage Character

7.1 Defining heritage character

Historical research, site visits and discussions with residents have helped to identify the heritage character of the study area. The historical record identifies many distinctive aspects of the area's beginnings and evolution. Comments from residents add perceptions of the current setting. The challenge at this stage of the district study is to take the evidence from history, and the many perspectives about what makes this area distinctive and place them within an analytical framework within which decisions about potential conservation approaches can be based.

7.2 Common district characteristics and types

This process has been made simpler through the efforts of the Ministry of Citizenship and Multiculturalism in defining the common characteristics of heritage districts. As described in the Ontario Heritage Tool Kit, these general characteristics may include the following four characteristics, each of which is found in the study area as a whole:

- A concentration of heritage buildings, sites, structures, designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use.

The study area contains a concentration of built and cultural landscape elements that are integral to the historical development of Walkerville

- A framework of structured elements including major natural features such as topography, landform, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.

The study area is bounded by Walker Road to the east, the river shore to the north, Gladstone Avenue to the west, and Ottawa Street to the south, an area that approximates the focus of development activity undertaken by the Walker family.

- A sense of visual coherence using such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.

The study area contains distinct components, such as the distillery complex, as well as a high standard of building and landscape design, that are indicative of the influence of the Walker family and company on the community's development and of the involvement of skilled designers.

- A distinctiveness which enables districts to be recognized and distinguishable from their surroundings or from neighbouring areas.

The tree-lined boulevards, predominance of architect-designed buildings, and the high degree of care taken in conserving the setting all distinguish the study area from its adjacent neighbourhoods and from the rest of Windsor.

Within the boundary are several sub-areas that each possess a distinct character that, when combined, contribute to the overall character of the community. As a result, Walkerville is a coherent cultural heritage landscape comprised of several components. The key phases of the town's development are

evident in the current setting. The many properties that are Listed on the Heritage Registry under Section 27 or Designated under Section 29 (both Part IV of the *OHA*) make up an important part of the study area's heritage character. Keeping in mind that the intent of a Heritage Conservation District is to recognize that the character and significance of the whole is greater than the significance of individual properties alone, the following is a description of each sub-area. These descriptions are one of the steps in building a rationale for designation. Using the terminology found in the *OHA*, each description is in the form of a Statement of Cultural Historical Value or Interest and a list of Heritage Attributes.

8. Meeting the Criteria for Designation

Based upon the forgoing analysis, the Study area meets the prescribed provincial criteria under O. Reg 9/06 and contains most of the characteristics identified with HCDs as identified within the Ontario Heritage Toolkit. Thus, the rationale for designation can be summarized as follows:

- The Walkerville Study Area has significant cultural heritage value or interest. Its heritage value is found in its built heritage resources, streetscapes and cultural heritage landscapes, areas of archaeological potential, and associations with locally significant people and events in the history of Walkerville and the City of Windsor. As outlined above, many of the existing heritage resources have direct links to the key themes identified for Walkerville
- There are distinct sub-areas of Walkerville which merit conservation on their own. These include several residential neighbourhoods, the commercial core, and the surviving industrial areas.
- The inventory and evaluation of the study area have shown that there is a high concentration of properties of cultural heritage value or interest, including those already Listed and Designated under the *OHA*. When considered as a whole, the study area comprises a coherent community that merits conservation.

This process will also help the City of Windsor meet its stated vision, represent a fulfillment of many years of policy work to identify, protect, and promote the unique resource of Walkerville, while meeting provincial and local planning policies requiring conservation of significant heritage resources.

However, as Sections 9 and 10 of this report discuss, it is also the report's recommendation that the whole of the identified Study Area should not be conserved as a heritage conservation district. It should, nonetheless, remain a heritage area as defined within the Official Plan. This recommendation is a direct result of the unique history of Walkerville. Further, other *Planning Act* and municipal tools would be more applicable to protecting this area from incompatible changes. These include enhancing the existing policy framework (as outline within Appendix C) and exploring the use of newer planning tools such as Form Based Zoning combined with design guidelines.

9. Meeting the Criteria for Establishing a Boundary

As required under Section 40(2) of the *OHA*, a study must “examine and make recommendations as to the geographic boundaries of the area to be designated.” Based upon the foregoing, the following has been written to fulfill this requirement.

9.1 Criteria

Determining the appropriate boundary for the HCD requires careful consideration of the heritage character as well as the extent of heritage resources within different parts of the Study area.

As a point of departure, the Provincial Tool Kit outlines criteria for determining a boundary. They include:

- Historic factors
- Visual factors
- Physical features
- Legal or planning factors

9.2 Other Factors

While considering options for the district boundary, it should be kept in mind that properties abutting a HCD District boundary will also have some degree of municipal regulation. This regulatory power is granted under the umbrella planning policies set by the province in the PPS. Section 2.6 of the PPS deals with heritage resources and requires adjacent properties to be conserve the identified cultural heritage value and heritage attributes of adjacent heritage resources. The specific policy is quoted below, in sub-section 2.6.3:

Development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

Mitigative measures and/or alternative development approaches may be required to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.

Many of the terms in this statement are specifically defined in the PPS 2020 glossary. So, “adjacent lands” means “those lands contiguous to a protected heritage property” (unless otherwise defined in a municipal Official Plan), and “protected heritage property” is defined as “real property designated under Parts IV, V or VI of the *OHA*.”

In practice, the adjacency provisions of the PPS require municipalities ensure that heritage resources are conserved, and this would include the heritage attributes of the Heritage Conservation District. In most municipalities, the study requested of proponents is a heritage impact assessment, prepared by a qualified heritage professional (usually a member of the Canadian Association of Heritage Professionals). Such studies describe the heritage attributes of the affected portion of the district, describe the proposed development, and assess the potential impacts of that development on the heritage attributes, all before recommending a conservation and development approach that may include mitigative actions or development options

Further, as discussed above, there are also other tools available to help address the identified community concerns as well as protect heritage resources within the study area. To this end, three boundaries have been considered as part of this analysis.

9.3 Boundary Option #1: RFP version

Advantages

This boundary was based on the Walkerville Heritage Area boundary as delineated in Official Plan Schedule A-1 and includes all plans of subdivision prepared within Walkerville. Some of the subdivisions, such as those along Windermere and south of Ottawa, are as large as those within the core area and contain a similar range of lot sizes and housing types. Within this boundary and alongside Walker developments are those of other developers of the time, with the Chilver company having the greatest number of plans of subdivision. Lands within this boundary show the range of housing types and lot sizes that various developers provided in the first two decades of the 20th century. This boundary option incorporates the largest number of listed and designated properties.

Disadvantages

The boundary includes many properties, some of which are different in lot size and construction quality than those in the core development area. This is noticeable in the subdivisions developed by other companies than the Walkers. Ottawa Street is a commercial corridor that forms a clear boundary between the core development area and adjacent development. The considerable number of properties also requires greater staff involvement in managing conservation in a potential heritage conservation district.

9.4 Boundary Option #2: Public Workshop Comments

Advantages

This boundary expands the study area beyond the current study area to include both sides of Walker Road to the east (1 block on the east side of the road), some of the three blocks south of Ottawa Street, and all subdivisions west of the core area (as far as the rear property lines of lots on Gladstone Avenue). Several comments from the public indicated that popular perceptions of the boundaries of Walkerville today would include these areas. This option shares the advantages of Option #1.

Disadvantages

This boundary includes many properties and a wide range of plans of subdivisions which, while illustrating the diversity of development in Walkerville, includes many subdivisions and streetscapes that are like other developments of that time in Windsor and elsewhere. As a result, these areas within the boundary (along with the individual properties) are unlikely to meet the criteria for district or individual designation. This option also shares the disadvantages of Option #1 in terms of staff capacity to manage conservation in a potential heritage conservation district.

9.5 Boundary Option # 3: Recommended Boundary Option

Advantages

This option reduces the boundary to the parts of Walkerville containing the greatest number of streetscapes and individual properties having existing or potential heritage significance. It captures the unique aspects of the town while including a full range of development types and periods of significance. Ottawa Street makes a defined edge to the south as does Walker Road to the east, while Chilver Road on the west defines the limits of the Walker family's developments. The exception is to retain the boundary along both sides of Wyandotte Street as far as Gladstone Avenue to include the main components of the

commercial strip. This option's smaller area has the most potential to meet the criteria for district designation, both in terms of the percentage of properties of heritage significance and of the heritage significance of the whole. A smaller area is also easier for staff to manage. By concentrating on the parts of Walkerville with the greatest existing or potential heritage value, there is less likelihood of objections to district designation from property owners whose properties would not meet the criteria for heritage significance. At the same time, it is heritage properties within this boundary that are most likely to be impacted by applications for alteration or redevelopment. Areas outside the boundary but within the Official Plan's Heritage Area, or adjacent to the boundary, would still have available to them some applicable heritage conservation policies.

Disadvantages

The area within this boundary is smaller than what many residents perceive to be the limits of Walkerville. However, it will still be a large area for staff to manage.

9.6 Option #4: Reduced Boundary

Advantages:

This option adds the groups of semi-detached and terrace housing on Argyle and Monmouth Roads south of Richmond Street to the concentrations of streetscapes and properties of existing and potential cultural heritage significance found north of Richmond Street. In doing so, it reinforces the emphasis on high quality design established by the Walker family in the early development phases. This option shares the other advantages of Option #3.

Disadvantages:

By leaving out most properties south of Richmond Street, this option does not provide a continuation of the streetscape character found north of Richmond Street in the areas around Willistead Manor and park, areas where the development requirements of the municipality also applied. While many properties in this part of Option #3 are not of the same architectural quality as those concentrated in this option, they still provide an understanding of the development period that followed the deaths of the Walker sons.

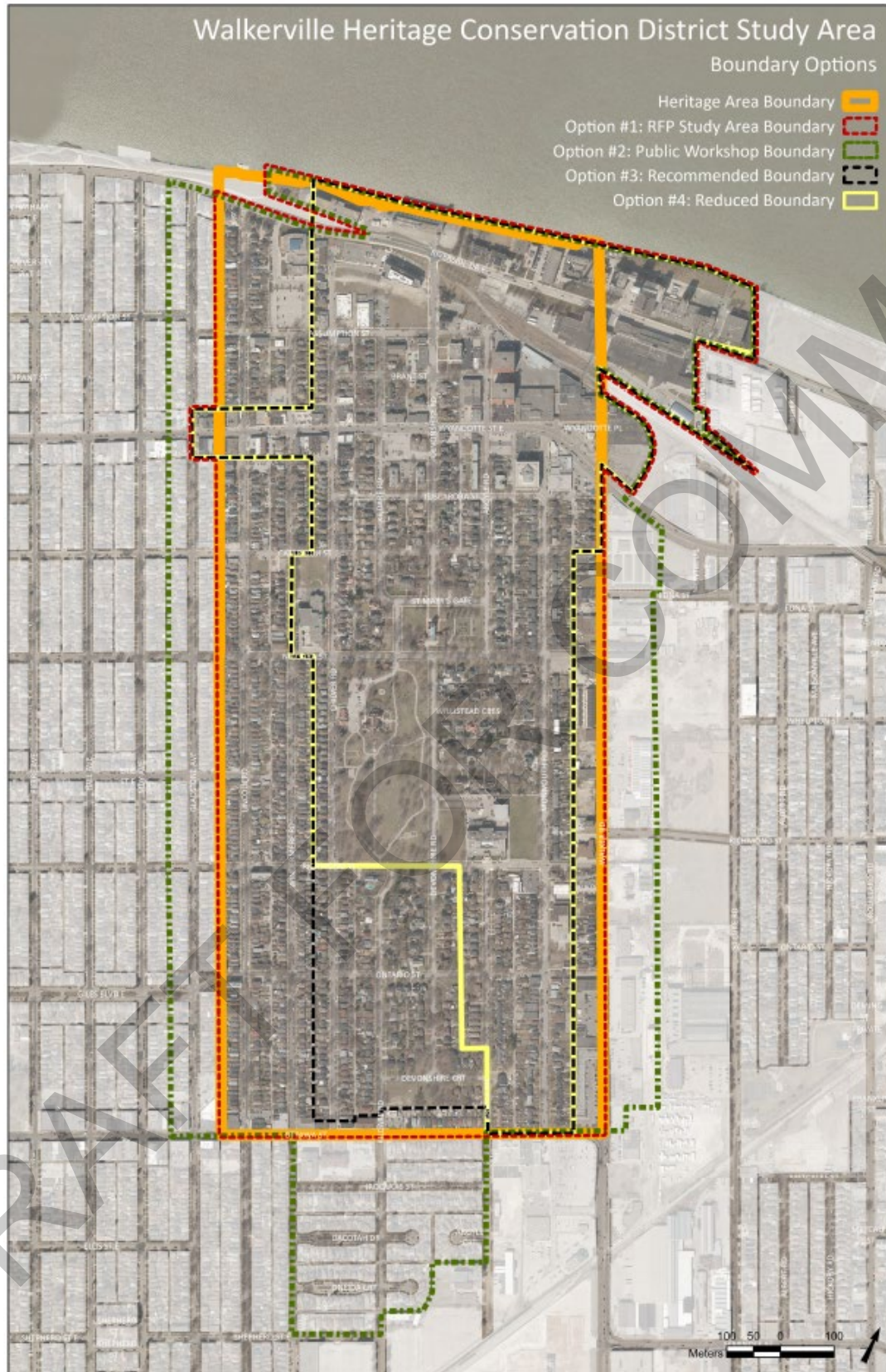


Figure 40: Walkerville HCD Study Boundary Options

9.7 Conclusions

Each of these options has merited consideration and has generated public comment. The recommended boundary is a reduced version of the first option, for the reasons stated above. It meets the goals set out by the city in the RFP while addressing comments from staff and residents as well as reflecting the results of research undertaken during this Study.

The proposed boundary addresses the provincial criteria for boundary delineation as follows:

- Historic factors: incorporates the key physical components that represent the key periods in the town's evolution;
- Visual factors: includes the key architectural styles and elements, landscapes, and views;
- Physical factors: uses major changes in land use, access, and building type to define its edges; and,
- Legal or planning factors follows the general boundaries of pre-and-post-village development as aligned along Devonshire Road, Riverside Drive, and Wyandotte Street and is confined to lands owned municipally or in private hands.

Within the recommended boundary, the following provides a summary of how many properties meet each criterion based upon the preliminary assessment:

Number of Properties (parcels) within recommended boundary	742
Properties that meet 3/9 provincial criteria	496
Percentage of properties that meet 3/9 criteria	67%
Properties that meet 2/9 provincial criteria	606
Percentage of properties that meet 2/9 criteria	82%
Section 29 Part IV properties within the area	45
Section 27 Part IV 'Listed' properties in the area	269
Total heritage registered properties in the area	314
Percentage of heritage register properties within the area	42%

While these are preliminary assessments, nonetheless, the number of properties currently identified as meeting the provincial threshold has been surpassed by more than 50% of total properties in the area. Even with the potential for reassessment of some properties, it is unlikely that the total properties identified will fall below the required 25%. As outlined above, it is also recommended that policy and process steps be developed to help guide development in the areas around this recommended boundary. These will be addressed in Appendix C and Section 10.





Figure 42: Preliminary Map Showing Contributing and Non-Contributing Properties

10. Conclusions and Recommendations

Based on the foregoing work, it is the professional opinion of the authors that the study area, upon review and examination, does meet both the Province's and City of Windsor's criteria to become a heritage conservation district. However, as discussed above in Section 9, it is also the authors' professional opinion that a scoped study area be recommended, as shown in the recommended boundary.

Recommendation 1: That it be recommended that City of Windsor Council proceed with the Plan and Guidelines Phase for the Walkerville Heritage Conservation District.

Recommendation 2: That the boundary identified in Figure 42 be recommended to Council as the boundary for the Walkerville Heritage Conservation District

However, as discussed within Appendix C, it is also recommended that the municipality proceed with a series of changes to its existing Official Plan policies as well as several of its processes. This includes enhancing the protections and policies for Heritage Areas, such as ensuring all Heritage Areas within the City of Windsor are identified as demolition control areas, creating design guidelines for Heritage Areas, and exploring the potential use of form-based zoning. By implementing some of these changes in advance of completing the Heritage Conservation District Plan and Guidelines, the area will have the added benefit of some form of protection while the Plan and Guidelines are being developed. It will also provide some protection to those areas not recommended for inclusion as part of the HCD. Implementing these changes will help meet the requirements of the *OHA*, under Section 40(2) that a Study "(d) make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws. 2005, c. 6. s. 29."

Recommendation 3: That the recommended policy and process changes identified within Appendix C of this report be adopted and implemented.

Outside of the boundaries of the district, it is also the professional opinion of the authors that several properties merit designation under Section 29 Part IV of the *OHA*. To this end, it is recommended that these properties be examined for potential individual property designation under the *OHA*.

Recommendation 4: That the properties identified in Appendix E be subject to further analysis to confirm their eligibility for individual property designation under Section 29 Part IV of the *OHA*.

A point of concern raised both by staff and the community was capacity. Creating a heritage conservation district of the scope and size of the Walkerville Heritage Conservation District will require careful consideration of the policies and processes created within the next Phase. The community also identified several concerns around maintenance, municipal works, and projects, and the public realm as part of the consultation process. Under the *OHA*, a HCD study must also "(c) consider and make recommendations as to the objectives of the designation and the content of the heritage conservation

district plan required under section 41.1.” Thinking ahead to how to address these issues, the following objectives for a future HCD in Walkerville have been created.

Objectives of the Heritage Conservation District Plan

The Walkerville Heritage Conservation District Plan and Guidelines will provide a framework that will:

- 6) Ensure the conservation and protection of identified built heritage resources and cultural heritage landscapes within the Walkerville Heritage Conservation District.
- 7) Address the ongoing maintenance, sensitive enhancement, and/or adaptive re-use of existing heritage resources.
- 8) Provide policies and guidelines that ensure that site alteration and development, including infill and public works, support the existing character, as defined within this Study, of the district and sub-areas within the district.
- 9) Provide a transparent and effective process for heritage approvals and enforcement within the district to the benefit of both community members and City Staff.
- 10) To interpret and celebrate Walkerville’s unique story within the City of Windsor.

Recommendation 5: That the objectives of the Walkerville Heritage Conservation District Study be adopted and inform the creation of the Walkerville Heritage Conservation District Plan and Guidelines.

In addition to the above, draft Statements of Cultural Heritage Value or Interest for both the overall HCD and the sub-areas have been provided below:

Walkerville Heritage Conservation District

The Walkerville Heritage Conservation District meets the required provincial criteria as heritage conservation district containing 513 contributing properties, representing 68% of properties within the proposed district. The area of Walkerville Heritage Conservation District includes the original settlement initially realized by Hiram Walker and later expanded by his family, in the period before amalgamation with the City of Windsor. Within this area are significant industrial, commercial, and residential properties, many designed by prominent architects, and most reflecting a high standard of design. Intact from the main period of development in the late 19th and early 20th century, Walkerville retains a distinct urban and cultural character within the City of Windsor.

Statement of Cultural Heritage Value or Interest

Walkerville has design/physical value for its distinctive Beaux Arts-influenced pattern of development, for its large number of architect-designed buildings, and for its well-treed and furnished public realm. It has historical/associative value for its direct links to the Walker family and their distillery operation, to the many influential Windsor residents who lived and worked there, and to the many prominent architects who contributed designs for many of the buildings within the town. Walkerville has contextual value for its distinct physical and functional identity within the city.

Heritage attributes

- Varied streets and blocks pattern (square, rectangular, curvilinear)
- Comprehensive rear laneway system

- Extensive tree planting (boulevards in the public realm)
- Commercial district designed as a coherent ensemble
- Distillery complex, including an elaborate headquarters building
- Axial geometry of the central street (Devonshire Road) and Argyle Road
- Gradation from east to west (to Devonshire Road) of house types and designs
- Closed vistas to church, park/mansion, and high school
- Church/cemetery/mansion/park complex as centrepiece
- Continuous and comprehensive involvement of the Walker family in the design and development of Walkerville
- Associations with significant persons of local, national, and international interest, including many of the leading North American architects of the early 20th century

Distillery Sub-Area

This sub-area contains the industrial core of Walkerville as well as the earliest components of the town's development. The distillery buildings dominate the waterfront, and, across the former rail lines, the grid layout imposed by Hiram Walker is evident. Containing most parts of the initial development of Walkerville, aside from the distillery buildings, it has the remnants of the early commercial and institutional core, flanked by workers' housing. It also contains what is left of the railway complex of main and branch lines as well as the site of the former train station. Its heritage value lies in the distillery complex, and surviving elements of the early village core.

The Distillery District sub-area is bounded by the riverfront, the easternmost extension of distillery buildings beyond Walker Road, on the south by the rear property lines of buildings on the north side of Wyandotte Street (except east of Argyle Road, where it includes former industrial properties south of Wyandotte Street west to Walker Road), and to the west by the rear laneway behind Chilver Road.

Heritage attributes include:

- Surviving industrial buildings from the pre-amalgamation period (up to 1935)
- Key surviving former institutional and commercial buildings (town hall, post office, hotel, bank)
- The Walker corporate headquarters building (2072 Riverside Drive East)
- The early block pattern (irregular and grid) with rear lanes
- Surviving elements of early residential and commercial buildings (pre-1890)
- Wyandotte Street at Walker Road is the key eastern gateway to Walkerville
- Archaeological evidence of pre-contact settlement as well as of early buildings from the Hiram Walker era (up to 1890) and up to amalgamation (1935)

Wyandotte Street East Sub-Area

The commercial main street of Walkerville has heritage value for its coherent streetscape made up of consistent building massing and many examples of architect-designed commercial and mixed-use buildings. It is the commercial core of Walkerville and, with its orientation east-west, provides a transition from the distillery area to the residential and institutional area to the south.

The Wyandotte Street East sub-area is bounded by Argyle Road to the east, Gladstone Avenue to the west and by the rear property lines of the properties along the north and south sides of Wyandotte Street East.

Heritage attributes include:

- Consistent building massing and height

- Buildings located next to the sidewalk
- Varied lot sizes
- Rear laneways (discontinuous)
- Strathcona Block (1958-1998 Wyandotte Street East at Devonshire Road)
- Olde Walkerville Theatre (1564 Wyandotte Street East)

Devonshire Road Sub-Area

This is the most formal of the sub-areas, with Devonshire Road forming an axis along which are some of the town's most significant buildings and landscapes and is the most complete example of development initiated by the three Walker sons. However, the street's former links the waterfront and the adjacent distillery complex have been diminished by the removal of the docks, train station and rail links north of Wyandotte Street (now proposed to be part of the Distillery Sub-Area). To the south, Devonshire Road anchors a residential area that is intact from the time of its development in the early 20th century. Beaux-Arts urban design is most evident here, as is the pseudo-feudal combination of church, cemetery, manor house and park in the sub-area's centre. The street grid and lot pattern vary to accommodate the church and manor grounds as well as a high school and looped subdivision (Willistead Crescent). The range of housing for Walker employees and prominent citizens, arranged hierarchically on adjacent streets that extend out from both sides of Devonshire Road, is an important characteristic of the development pattern. Here is also found the highest concentration of architect-designed buildings in the HCD study area, with very good design, in a variety of period styles from the late 19th and early 20th centuries, with high quality materials and fine architectural details. The sub-area has heritage value for the overall streetscape's formal design and for the many architect-designed buildings that line its streets.

The Devonshire Road sub-area extends south from the rear property boundaries of properties on the south side of Wyandotte Street to Richmond Street. On the west, it extends from the rear property lines along the west side of Walker Road, except for the residential properties fronting on Walker Road between Tuscarora Street and Cataraqui Street.

Heritage attributes include:

- Tree-lined boulevards
- Extensive rear laneway system
- Varied block and lot sizes and configurations
- Large number of designated and listed heritage properties and properties of potential heritage significance, most of which were designed by prominent architects of the time
- Examples of various types of housing (terrace, semi-detached, detached, mansion)
- Terminated vista at St. Mary's Church
- St. Mary's Church and cemetery (1983 St. Mary's Gate)
- Willistead Manor and park (1899 Niagara Street)
- Walker Collegiate Institute (2100 Richmond Street)

Southern Residential Sub-Area

This sub-area contains much of the infill development that followed the deaths of the three Walker sons and is the final phase of Walkerville's development that had direct involvement from the Walker family. Following the sale of the distillery and up to amalgamation in 1935, the Walker grandsons, through the Walker Land and Building Company and Building Company, added new buildings on the remaining sites in their existing plans of subdivision. This sub-area is residential and contains many examples of buildings constructed in accordance with municipal by-laws determining house size and materials. Devonshire

Road continues south of Richmond Street and terminates in a park north of Ottawa Street, extending that street's formal axis. Buildings and the public realm here follow the same design framework established in the Devonshire Road sub-area.

The Southern residential development sub-area extends south from Richmond Street to Ottawa Street, east from the rear property lines of the buildings on the west side of Walker Road, and west to the rear laneway behind the Chilver Road properties.

Heritage attributes include:

- Extensive laneway system
- Varied block and lot sizes and configurations
- Tree-lined streets with varied setbacks
- Concentrations of early semi-detached and terraced housing
- Devonshire Court Park
- Closed vistas to parks (Devonshire Road, both ends) and to the school entrance (Argyle Road)

Recommendation 6: That the SCHVs for the Walkerville Heritage Conservation District be adopted and inform the creation of the Walkerville heritage Conservation District Plan and Guidelines.

Summary

The City of Windsor's has long recognized the Walkerville neighbourhood as a unique component of the city. City Council, building on the Walkerville Districting project, identified that this area should be studied as a potential heritage conservation district (through Council Resolutions CR-334/2019 and CR-32/2021). Following the requirements of the *OHA*, this Heritage Conservation District Study has shown that the neighbourhood known as Walkerville does meet the provincial criteria under Ontario Regulation 9/06 for a Heritage Conservation District (HCD), and by extension, the City of Windsor Official Plan policies for the creation of a Heritage Conservation District. It also meets most of the recommended characteristics identified within the Government of Ontario's Ontario Heritage Toolkit guidance document for Heritage Conservation Districts. However, as outlined above, it is the professional recommendation that the area of the formal HCD be slightly smaller than the Study Area, while other Planning tools, such as enhancing the Official Plan's Heritage Area Policies, demolition control, and zoning for the area, be applied. Indeed, it is recommended that the Heritage Area be expanded and refined to capture many of the adjacent areas identified within the community consultation process. As outlined above, six recommendations have been provided. This includes a recommendation that the project proceed to the Heritage Conservation Plan and Guidelines phase. Further, Recommendation 3 has many detailed sub-recommendations related to the City of Windsor policy and process. It is the professional opinion of the project team that these changes will enhance the City's ability to manage change while conserving heritage resources within Walkerville.

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- Walkerville Districting Plan (2019-2022)
- Multi-Residential Interim Control By-law (2022)
- Main Streets CIP Guidelines (applicable in Walkerville BIA Areas) (2022)
- Archaeological Management Plan (2024)

Appendix A

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Appendix B

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Appendix C

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Appendix D

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Appendix E

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C

Appendix C: Preliminary Cultural Heritage Evaluations of Adjacent Listed Properties

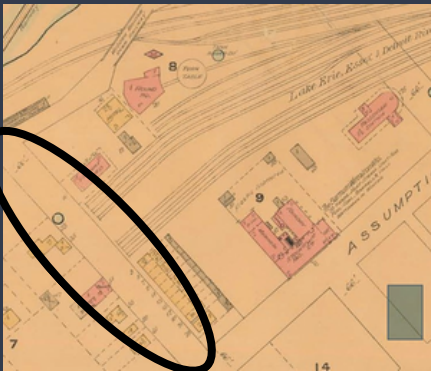


Location



Current aerial photograph

Historical Images



1890 Fire Insurance Plan

Images courtesy of Google Streetview (top), Google Earth (middle), and the Windsor Community Museum collection (bottom).

300 Block Chilver Road (Walkerville Stone Curbs)

Walkerville
Windsor, Ontario

Criteria i: The feature is comprised of rectangular stone curbs indicative of the original street patterns.

Criteria ii: The feature does not display a high degree of craftsmanship or artistic merit.

Criteria iii: The feature does not demonstrate a high degree of technical or scientific achievement.

Criteria iv: The feature is associated with Hiram Walker who built and maintained the paved and drained streets of the Walkerville company town, an amenity which many nearby communities did not yet have.

Criteria v: The feature does not have potential to yield, information that contributes to an understanding of a community or culture.

Criteria vi: The feature demonstrates or reflects the work or ideas of Hiram Walker in that they reflect the original planned street pattern of the Walkerville company town.

Criteria vii: The feature supports the character of the area in that it reflects patterns of urban development within a late-19th- and early-20th-century context.

Criteria viii: The property is physically, visually, and historically linked to its surroundings in that it serves as a defined edge to Chilver Road.

Criteria ix: The property is not considered a landmark by the community.

Summary

The stone curbs are listed on the *Windsor Municipal Heritage Register*. The preliminary evaluation above indicates that they meet the required 2 criteria for determining Cultural Heritage Value or Interest. **Heritage attributes:** original rectangular stone blocks providing a defined edge to both sides of Chilver Road.

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"Walkerville Heritage Conservation District (HCD) Study." City of Windsor, 2024. https://ehq-production-canada.s3.ca-central-1.amazonaws.com/c0a407a1469dad14c9d85cd7196923fcceada70/original/1731712852/ce3f0d5543ca66d85ab6a9c5a1051589_Walkerville_HCD_Study_-_Main_Report_-_Nov_2024.pdf

341-343 Chilver Road

Walkerville Windsor, Ontario

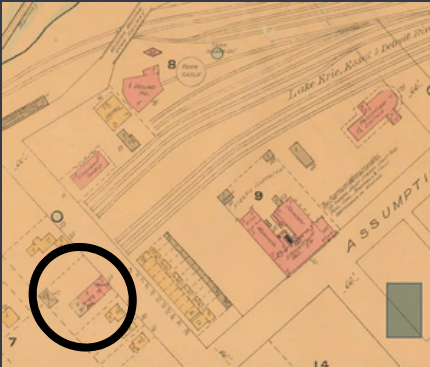


Location



Current aerial photograph

Historical Images



1890 Fire Insurance Plan

Criteria i: The property contains two-storey red brick dwelling with a hip roof which is not representative of a particular style or construction method.

Criteria ii: The property does not display a high degree of craftsmanship or artistic merit.

Criteria iii: The property does not demonstrate a high degree of technical or scientific achievement.

Criteria iv: The property served as rental apartments as well as a commercial property for part of its history. It appears on the 1890 Fire Insurance Plans, making it likely that the dwelling was built by Hiram Walker, but more research would be required to confirm and to determine whether it exhibits any other significant associations.

Criteria v: The property does not have potential to yield information that contributes to an understanding of a community or culture.

Criteria vi: The property may demonstrate or reflects the work or ideas of Hiram Walker, but more research would be required to confirm.

Criteria vii: The feature supports the character of the area in that it reflects patterns of development within a late-19th- and early-20th-century context.

Criteria viii: The property is not physically, visually, and historically linked to its surroundings.

Criteria ix: The property is not considered a landmark by the community.

Summary

The property is listed on the *Windsor Municipal Heritage Register*. The preliminary evaluation above indicates that it may meet the required criteria for determining Cultural Heritage Value or Interest, however more research would be required to determine its heritage value conclusively. **Heritage attributes:** two-storey red brick envelope; shallow arched window openings with stone sills; wood double doors and commercial window at principal elevation;

References

"A History of Hiram Walker and Walkerville." Walkerville BIA, 2025.
<https://www.visitwalkerville.com/history/>

Chauvin, Francis X. *Hiram Walker: His Life and His Work and the Development of the Walker Institutions in Walkerville, Ontario*. 1927.
<https://scholar.uwindsor.ca/swoda-windsor-region/12/>

"Walkerville Heritage Conservation District (HCD) Study." City of Windsor, 2024. https://ehq-production-canada.s3.ca-central-1.amazonaws.com/c0a407a1469dad14c9d85cd7196923fccaeda70/original/1731712852/ce3f0d5543ca66d85ab6a9c5a1051589_Walkerville_HCD_Study_-_Main_Report_-_Nov_2024.pdf

"Excellent Buys." Windsor Daily Star, Wednesday March 30th, 1955. p. 39

Images courtesy of MHBC (top),
Google Earth (middle), and
the Windsor Community Museum
collection (bottom).

423 Kildare Road (J.E. Doble House)

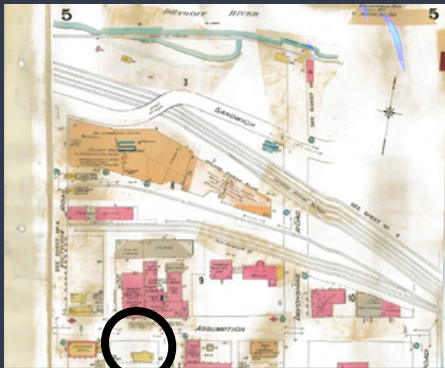
Walkerville
Windsor, Ontario



Location



Historical Images



1924 Fire Insurance Plan

Criteria i: The property is a representative two-storey wood frame house in the Queen Anne style with a cross gable roof.

Criteria ii: The property does not display a high degree of craftsmanship or artistic merit.

Criteria iii: The property does not demonstrate a high degree of technical or scientific achievement.

Criteria iv: The building has historical associations with former owner John Edwin Dobie who served as mayor of Walkerville for two years and owned the Walkerville Herald and Windsor Standard newspapers which he combined to create the Windsor Herald-Standard.

Criteria v: The property does not have potential to yield information that contributes to an understanding of a community or culture.

Criteria vi: The builder could not be positively confirmed, therefore further research would be required to determine if the property demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

Criteria vii: The feature supports the character of the area in that it reflects patterns of residential development within a late-19th- and early-20th-century context.

Criteria viii: The property is not physically, visually, and historically linked to its surroundings.

Criteria ix: The property is not considered a landmark by the community.

Summary

The property is listed on the *Windsor Municipal Heritage Register*. The preliminary evaluation above indicates that it meets the required criteria for determining Cultural Heritage Value or Interest, however more research would be required to determine its heritage value conclusively. **Heritage attributes:** two-storey wood frame envelope; cross gable roof; two-storey bay with decorative bargeboard at the gable at the east (principal) elevation; hip roof portico with decorative woodwork at the entrance; rectangular transom window above the entrance; two-storey bay at the north elevation; decorative cement block at the foundation.

References

"A History of Hiram Walker and Walkerville." Walkerville BIA, 2025.
<https://www.visitwalkerville.com/history/>

Chauvin, Francis X. *Hiram Walker: His Life and His Work and the Development of the Walker Institutions in Walkerville, Ontario*. 1927.
<https://scholar.uwindsor.ca/swoda-windsor-region/12/>

"Walkerville Heritage Conservation District (HCD) Study." City of Windsor, 2024. https://ehq-production-canada.s3.ca-central-1.amazonaws.com/c0a407a1469dad14c9d85cd7196923fcceaeda70/original/1731712852/ce3f0d5543ca66d85ab6a9c5a1051589_Walkerville_HCD_Study_-_Main_Report_-_Nov_2024.pdf

Images courtesy of MHBC (top), Google Earth (middle), and the Windsor Community Museum collection (bottom).



Location



Current aerial photograph

415 Devonshire Road (Canadian Bank of Commerce)

Walkerville
Windsor, Ontario

Criteria i: The property is a representative two-storey Greek revival institutional building.

Criteria ii: The property displays a high degree of craftsmanship or artistic merit in its hand-carved stone details and two-storey fluted columns.

Criteria iii: The property does not demonstrate a high degree of technical or scientific achievement.

Criteria iv: The building has historical associations with the Canadian Bank of Commerce (later CIBC) as it served as a branch office for over 100 years.

Criteria v: The property does not have potential to yield, information that contributes to an understanding of a community or culture.

Criteria vi: The building was designed by architect architect Albert Kahn. More research would be required to determine whether Kahn was considered a significant architect to a community.

Criteria vii: The feature supports the institutional character along the 3 north blocks of Devonshire Road.

Criteria viii: The property is not physically, visually, and historically linked to its surroundings.

Criteria ix: Appendix D of the Walkerville HCD Study indicates that the property is considered a landmark by the community.

Summary

The property is listed on the *Windsor Municipal Heritage Register*. The preliminary evaluation above indicates that it meets the required criteria for determining Cultural Heritage Value or Interest, however more research would be required to determine its heritage value conclusively. **Heritage attributes:** two-storey stone envelope; four two-storey fluted ionic columns supporting a triangular pediment with decorative dentil moulding at the east (principal) elevation; flat roof with decorative parapet; original window openings with sill; entrance with two wood doors with glazing and a rectangular transom window above; elaborate front entrance trim with decorative corbels, dentil moulding, and shell motifs.

References

"A History of Hiram Walker and Walkerville." Walkerville BIA, 2025.
<https://www.visitwalkerville.com/history/>

Chauvin, Francis X. *Hiram Walker: His Life and His Work and the Development of the Walker Institutions in Walkerville, Ontario*. 1927.
<https://scholar.uwindsor.ca/swoda-windsor-region/12/>

"Walkerville Heritage Conservation District (HCD) Study." City of Windsor, 2024. https://ehq-production-canada.s3.ca-central-1.amazonaws.com/c0a407a1469dad14c9d85cd7196923fcceada70/original/1731712852/ce3f0d5543ca66d85ab6a9c5a1051589_Walkerville_HCD_Study_-_Main_Report_-_Nov_2024.pdf

Images courtesy of MHBC (top) and Google Earth (bottom).

D

Appendix D: Designation By-laws for Adjacent Properties

BY-LAW NUMBER 115-2020

A BY-LAW TO DESIGNATE THE LANDS AND PREMISES SITUATE WITHIN THE CITY OF WINDSOR, MUNICIPALLY KNOWN AS 325 DEVONSHIRE ROAD, TO BE OF CULTURAL HERITAGE VALUE OR INTEREST UNDER THE PROVISIONS OF THE ONTARIO HERITAGE ACT, R.S.O. 1990, CHAPTER O.18, AS AMENDED

Passed the 4th day of August, 2020.

WHEREAS by virtue of the provisions of the Ontario Heritage Act, R.S.O. 1990, Chapter O.18, as amended, the Council of a municipality may, by by-law, designate a property within the municipality to be of cultural heritage value or interest.

AND WHEREAS upon consideration of the recommendation of the Development & Heritage Standing Committee, The Corporation of the City of Windsor deems it desirable and expedient to designate the lands municipally known as *325 Devonshire Road*, more particularly described in Schedule "A" annexed hereto and forming part of this by-law (the subject lands), to be of cultural heritage value or interest, for the reasons stated in Schedule "B" annexed hereto and forming part of this by-law.

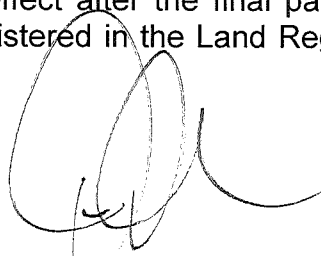
AND WHEREAS notice of intention to so designate the subject lands, was served on the owner(s) of the said subject lands and upon the Ontario Heritage Trust and such notice was published in a newspaper having general circulation in the municipality, on *June 17, 2020*.

AND WHEREAS no Notice of Objection has been served on the Clerk of the Municipality within thirty (30) days after the date of publication of the Notice of Intention in a newspaper having general circulation in the municipality.

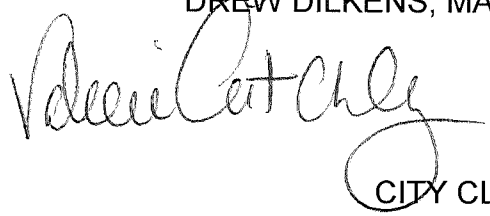
THEREFORE the Council of the Corporation of the City of Windsor enacts as follows:

1. That the lands municipally known as *325 Devonshire Road*, more particularly described in said Schedule "A" annexed hereto, be and the same is hereby designated to be of cultural heritage value or interest, for the reasons stated in said Schedule "B" annexed hereto.

2. This by-law shall come into force and take effect after the final passing thereof on the day upon which it is electronically registered in the Land Registry Office for the County of Essex (No. 12).



DREW DILKENS, MAYOR



CITY CLERK

First Reading - August 4, 2020
Second Reading - August 4, 2020
Third Reading - August 4, 2020

SCHEDULE "A"

PT LT 1 PL 262 SANDWICH EAST; PT LT 2 PL 262 SANDWICH EAST; PT BLK
A PL 211 SANDWICH EAST; PT ALLEY PL 211 SANDWICH EAST; PT ALLEY
PL 262 SANDWICH EAST CLOSED BY BL 244 AS IN R1169045; WINDSOR

PIN 01134 – 0224 (LT)

325 Devonshire Road, Windsor

SCHEDULE "B"

STATEMENT OF CULTURAL HERITAGE VALUE AND INTEREST WALKER POWER BUILDING 325 Devonshire Road

Description of Property

The Walker Power Building located at 325 Devonshire Road, at the southwest corner of Riverside Drive East and Devonshire Road, was constructed in c.1911-1913. The property consists of a building with a reinforced concrete structure and original tower at the southwest corner of the building, as well as a railroad turntable feature at the northwest corner of the building. The Walker Power Building is an excellent remnant of early industrial architecture in the former Town of Walkerville.

Design or Physical Value:

The building is an early local example of reinforced concrete construction in the area. Constructed primarily of concrete, the building is clad with brick infill spandrel panels within bays beneath the tripartite glazing system. The reinforced concrete structural frame was originally exposed, but the 2019 work has clad the frame with limestone to retain similar historical forms and proportions. The reinforced concrete construction afforded the building an extensive use of windows which provides natural lighting. The windows consist of a tripartite glazing system (Originally, the eastern portion of the building had six over six double hung sash windows in sets of three. The western portion of the building had a similar tripartite sash, but with each third composed of 16 to 20 fixed panes, with the exception of the center panels. The center panels consists of a center pivot six panel casement windows. The 2019 redevelopment includes a prefinished aluminum tripartite glazing system on the majority of upper floors, thus replicating the appearance of the c.1911 glazing.) The Walker Power Building has an asymmetrical massing with three bays on east end and six on the west end, with recessed bay with tower on the south side of the building, and another five storey tower on the southwest corner of the building with an additional unenclosed "sixth" storey. It enjoys an otherwise generally uniform rhythm of bays on all sides (other than the new entrance on the Riverfront side). A railroad turntable feature is located on the northwest end of the building footprint (Original built heritage and archaeological feature.)

Historical or Associative Value:

The Walker Power Building is associated with the early manufacturing base of Walkerville, from the Walkerville Light and Power Company, to the Agnew Electrical Welding Machinery Company, as well as many other industrial businesses including pioneering Canadian branches of industries from the United States. In early decades, the Walker Power Building thrived, being ideally situated adjacent to the Grand Trunk Railway Western Division and the Lake Erie, Essex & Detroit River Railway lines (later changed ownership to the Canadian National Railway and Pere Marquette respectively).

The Walker Power Building, was constructed over some of the earlier rail lines and the railroad turntable. Its deep roots to the railroad history of Walkerville was brought to surface when the intact railroad turntable was uncovered below the Walker Power Building foundation. The railway turntable was found to have been left intact and constructed atop by the Walker Power Building, which has some of its column supports placed directly on top of the turntable. The turntable potentially served small locomotives on the rail line, transporting grain from the

county to Hiram Walker's distillery in Walkerville, and transportation of tourist to Kingsville's waterfront. The turntable functioned to assist steam engine trains in reversing the direction of travel upon reaching the end of the rail line.

Railroads were an important contributor to the rapid growth of the former town of Walkerville in its formative years. The discovery of the railroad turntable has direct associations with, and contributes to the understanding of the railroad history in Walkerville. Through the past century, the Walker Power Building property was strongly associated with and contributed to the industrial and manufacturing base in Walkerville. The property (both building and the archaeological resource of the turntable) is a significant remnant of the area's history.

Contextual Value

The property is a rare survivor of early industrial properties constructed within the core areas of Walkerville, and remains as one of the few original properties to reflect the early industrial activities and economic prosperity of the former Town of Walkerville. Located on 325 Devonshire Road which was formally addressed as 22 Devonshire Road, the Walker Power Building served as a major industrial building and was located next to the railway lines, which would have been advantageous in terms of transportations of goods for manufacturing businesses. The railway turntable is also physically and historically linked to the surrounding area being the site of the end of railway lines and close to a railway station. The Walker Power Building is a long-standing and prominent landmark in Walkerville, and is highly visible being along Riverside Drive. The property is also located at the corner of Devonshire Road, which was considered the "Main Street" of the former Town of Walkerville.

Description of Heritage Attributes:

Features that contribute to the design or physical value of the Walker Power Building:

Built in c.1911-1913, presumably by architect J.E. Kinsey from Detroit for Walker Sons Ltd,

- Early local industrial example of reinforced concrete construction
- Railroad turntable feature at north west corner of the building footprint spanning within the building footprint and outside of the building footprint (original built heritage and archaeological feature)
- Reinforced concrete structural frame (Originally an exposed reinforced concrete structural frame, the 2019 work clads it with limestone to retain similar historical forms and proportions.)
- Asymmetrical massing with three bays on east end and six on the west end, with recessed bay on the south side of the building
- Five storey tower on the southwest corner of the building with additional unenclosed "sixth" storey (feature of 1912 construction)
- Otherwise generally uniform rhythm of bays on sides
- Articulated brick parapet wall
- Tripartite glazing system (The original eastern portion of the building had six over six double hung sash windows in sets of three. The western portion of the building had a similar tripartite sash, but with each third composed of 16 to 20 fixed panes, with the exception of the center panels. The center panels consist of a center pivot 6 panel casement windows. The 2019 redevelopment includes a prefinished aluminum tripartite glazing system on the majority of upper floors, thus replicating the appearance of the c.1911 glazing.)

- Brick infill spandrel panels within bays beneath the tripartite glazing system
- Brick pillars on the east side of the property

Features that contribute to the historical or associative value of the Walker Power Building:

- Designed presumably by Detroit architect J. E. Kinsey
- Association with the early growth of the Town of Walkerville through its industrial and manufacturing history
- Railway turntable is an archaeological site with direct association to the railway history of Walkerville

Features that contribute to the contextual value of the Walker Power Building:

- Excellent remnant of early industrial architecture
- A major industrial building located at the start of the original Devonshire Road, which was the “Main Street” of the town
- A prominent landmark for Walkerville and is highly visible along Riverside Drive

350 Devonshire Road.- Walkerville Town Hall. By-Law 12398 passed by council on November 27th, 1995.

SCHEDULE “B”

REASONS FOR DESIGNATION

- The building recently commonly called the “Barclay Building” was built in 1904 to serve as the Walkerville Town Hall and Post Office;
- Designated by the internationally recognized firm of Albert Kahn Associates;
- Moved from its original site on Riverside Drive East in 1995 to a location on Devonshire Road, as originally intended;
- Served as a train station for several years after Willistead Manor became the municipal offices building from 1921 to 1935;
- Currently owned by the Preserve Walkerville chapter of the Architectural Conservancy of Ontario.

Crown Inn, 378-396 Devonshire Road
By-Law No. 6795, passed by Council on December 8, 1980

Reasons for designation presented to WACAC; no criteria are included in the designation by-law itself:

Historic

- the first hotel built in Walkerville, built 1892 completed 1893 for Hiram Walker & Sons

Architectural

- four-storey hotel in Queen Anne style of architecture
- red brick construction
- L-shape plan
- hipped roof; projects over bay windows
- five single chimneys
- small balcony on third floor of facade
- arcading on ground floor of facade and SW corner with three paned transoms
- large window with semi-circular surround head, and recesses fan on NW corner
- two-storey bays on facade of second and third storeys with wood trim
- majority of the remaining windows are double-hung with plain trim, and transoms
- a few windows with semi-circular surround heads, double-hung, with transoms
- dormer windows (nine) on fourth storey - "triangular hood"
- string course around building at second and third levels

BY-LAW NUMBER 135-2018

A BY-LAW TO DESIGNATE THE LANDS AND PREMISES SITUATE WITHIN THE CITY OF WINDSOR, MUNICIPALLY KNOWN AS 420 KILDARE ROAD, TO BE OF CULTURAL HERITAGE VALUE OR INTEREST UNDER THE PROVISIONS OF THE ONTARIO HERITAGE ACT, R.S.O. 1990, CHAPTER O.18, AS AMENDED

Passed the 17th day of September, 2018.

WHEREAS by virtue of the provisions of the Ontario Heritage Act, R.S.O. 1990, Chapter O.18, as amended, the Council of a municipality may, by by-law, designate a property within the municipality to be of cultural heritage value or interest.

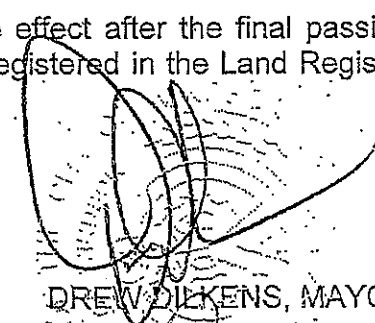
AND WHEREAS upon consideration of the recommendation of the Planning, Heritage and Economic Development Standing Committee, The Corporation of the City of Windsor deems it desirable and expedient to designate the lands municipally known as *420 Kildare Road*, more particularly described in Schedule "A" annexed hereto and forming part of this by-law (the subject lands), to be of cultural heritage value or interest, for the reasons stated in Schedule "B" annexed hereto and forming part of this by-law.

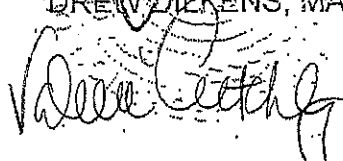
AND WHEREAS notice of intention to so designate the subject lands, was served on the owner(s) of the said subject lands and upon the Ontario Heritage Trust and such notice was published in a newspaper having general circulation in the municipality, on *Saturday, June 16, 2018*.

AND WHEREAS no Notice of Objection has been served on the Clerk of the Municipality within thirty (30) days after the date of publication of the Notice of Intention in a newspaper having general circulation in the municipality.

THEREFORE the Council of The Corporation of the City of Windsor enacts as follows:

1. That the lands municipally known as *420 Kildare Road*, more particularly described in said Schedule "A" annexed hereto, be and the same is hereby designated to be of cultural heritage value or interest, for the reasons stated in said Schedule "B" annexed hereto.
2. This by-law shall come into force and take effect after the final passing thereof on the day upon which it is electronically registered in the Land Registry Office for the County of Essex (No. 12).


DREW DILKENS, MAYOR


CITY CLERK

First Reading - September 17, 2018
Second Reading - September 17, 2018
Third Reading - September 17, 2018

SCHEDULE "A"

LT 1 BLK C PL 211 SANDWICH EAST; LT 3 BLK C PL 211 SANDWICH EAST;
WINDSOR

420 Kildare Road, Windsor

SCHEDULE "B"

Statement of Significance Walkerville Garage 420 Kildare Road

Description of Historic Place

The Walkerville Garage building located at 420 Kildare Road was constructed in c.1913. It is a three storey steel frame building with the appearance of an Early Twentieth Century Commercial style building. Walkerville Garage building was a long time garage and industrial building. It is located between early industrial uses and residential uses in the core area of the former Town of Walkerville.

Cultural Heritage Value or Interest

Design or Physical Value:

The building is an early example of the steel frame construction technique in the area. Constructed primarily of a steel skeleton with a low peaked roof, the building is clad with a brick rainscreen in a combination of double and triple wythe. The Early Twentieth Century Commercial style building is mostly a long rectilinear block with raised portion at the back that originally accommodated a freight elevator. The front facade is clad with face brick with a triple-bay design and vertical pilasters demarcating the base. Stone banding located below the entablature is integrated with brick voussoirs, keystones and column capitals on the Kildare facing elevation. The front facade also contains stone accents on the pilaster capitals, while the pilasters on the rear wall are stone capped. The windows surrounding the building are lined with stone sills.

Historical or Associative Value:

The subject building is associated with the early manufacturing base in Walkerville from the original Canadian Auto Painting & Trimming Company business, to the Walkerville Garage, medicinal manufacturing, then textile and clothing manufacturing businesses.

The design of Walkerville Garage is attributed to Malcolm Leybourne and R.J. Whitney, who were also responsible for the First Baptist Church on Mercer Street which is also on the Windsor Municipal Heritage Register.

Contextual Value:

The property is a rare survivor of early industrial properties constructed within the core areas of Walkerville, and remains as one of the few original properties to reflect the early industrial activities and economic prosperity of the former Town of Walkerville. Located on Kildare Road which was also known as First Street, the Walkerville Garage building serves as the southern limit to the collection of industrial buildings further north, contributing to the boundary for separation of industrial and residential uses originally planned by the Walker family in the development of the Town. The subject property is a visible and long-standing landmark from the corner of Assumption Street and Kildare Road.

Character Defining Elements:

Exterior features that contribute to the design or physical value of the Walkerville Garage:

- Built in c.1913
- Early Twentieth Century Commercial style three storey former industrial/commercial building
 - Steel frame construction with rainscreen brick
 - Low peaked combination roof
 - Long rectilinear block massing with raised portion in the southeast corner
 - Triple-bay front facade with face brick and vertical pilasters demarcating stone base
 - Stone banding below entablature integrated with brick voussoirs, keystones and column capitals on front facade
 - Stone accents on pilaster capitals of the front wall
 - Slightly recessed brick inset surrounds below third and second floor windows with simple flat stone roundels
 - Stone window sills
 - Pilaster with stone caps on the rear wall
 - Wall tie bars on side and rear wall

Features that contribute to the historical or associative value of the Walkerville Garage:

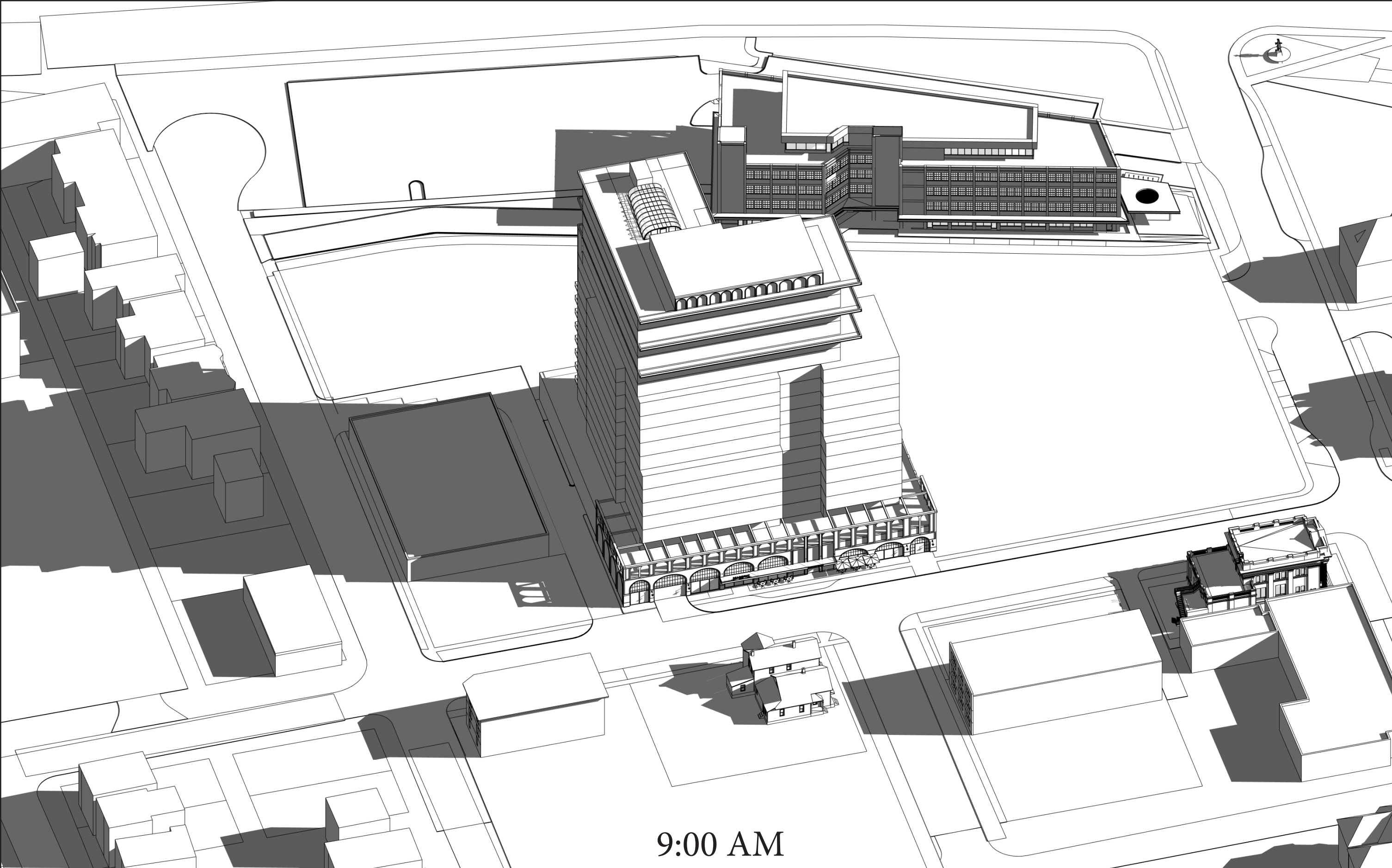
- Association with the early growth of the Town of Walkerville through its industrial and manufacturing history.
- Designed by Malcolm Leybourne and R.J. Whitney

Features that contribute to the contextual value of the Walkerville Garage:

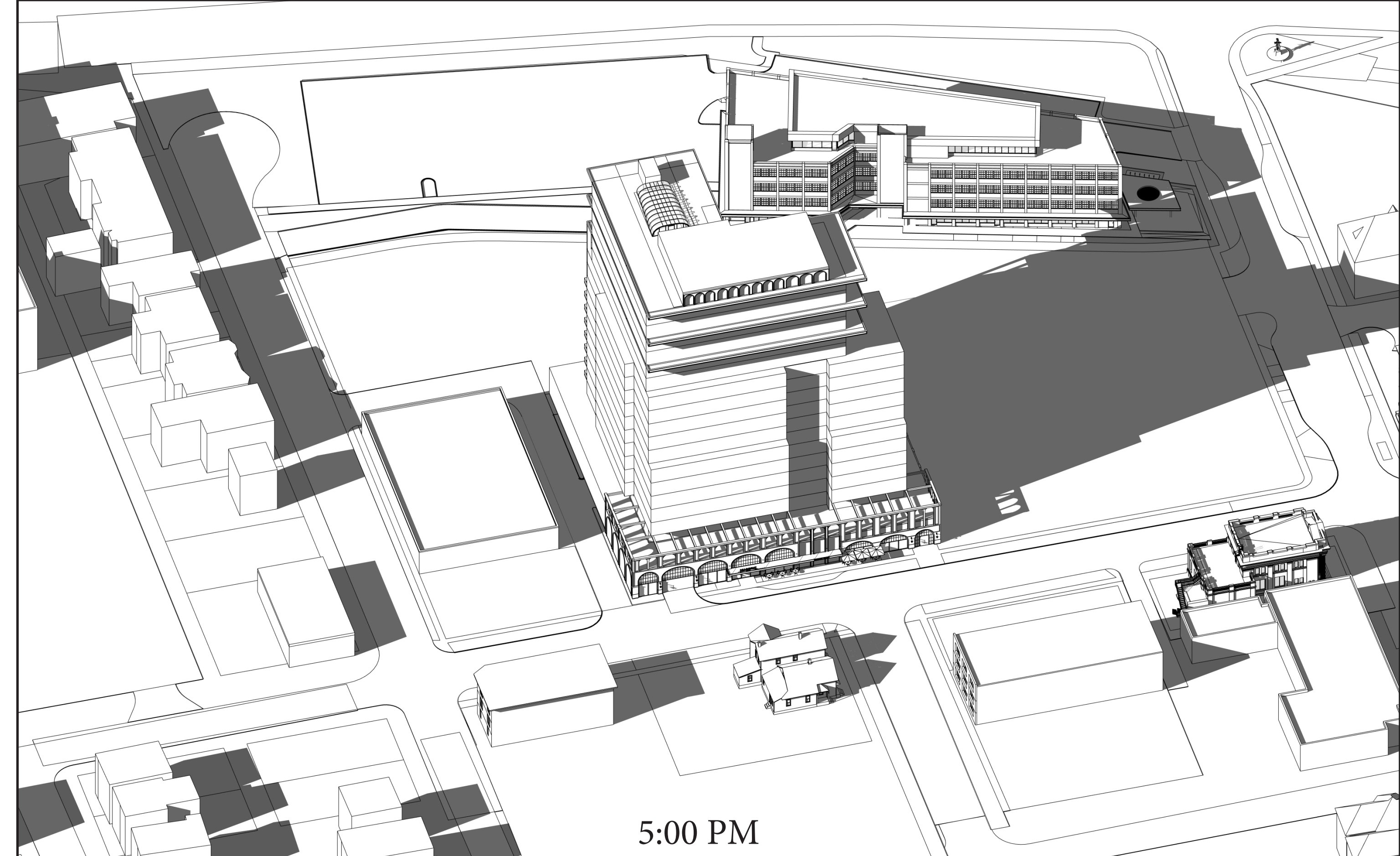
- Rare survivor of early industrial properties constructed within the core areas of former Town of Walkerville
- Serves as part of the southern boundary within the core area for the separation of industrial and residential uses in the Walkerville town planning
- Is a visible landmark to the immediate neighbourhood

E

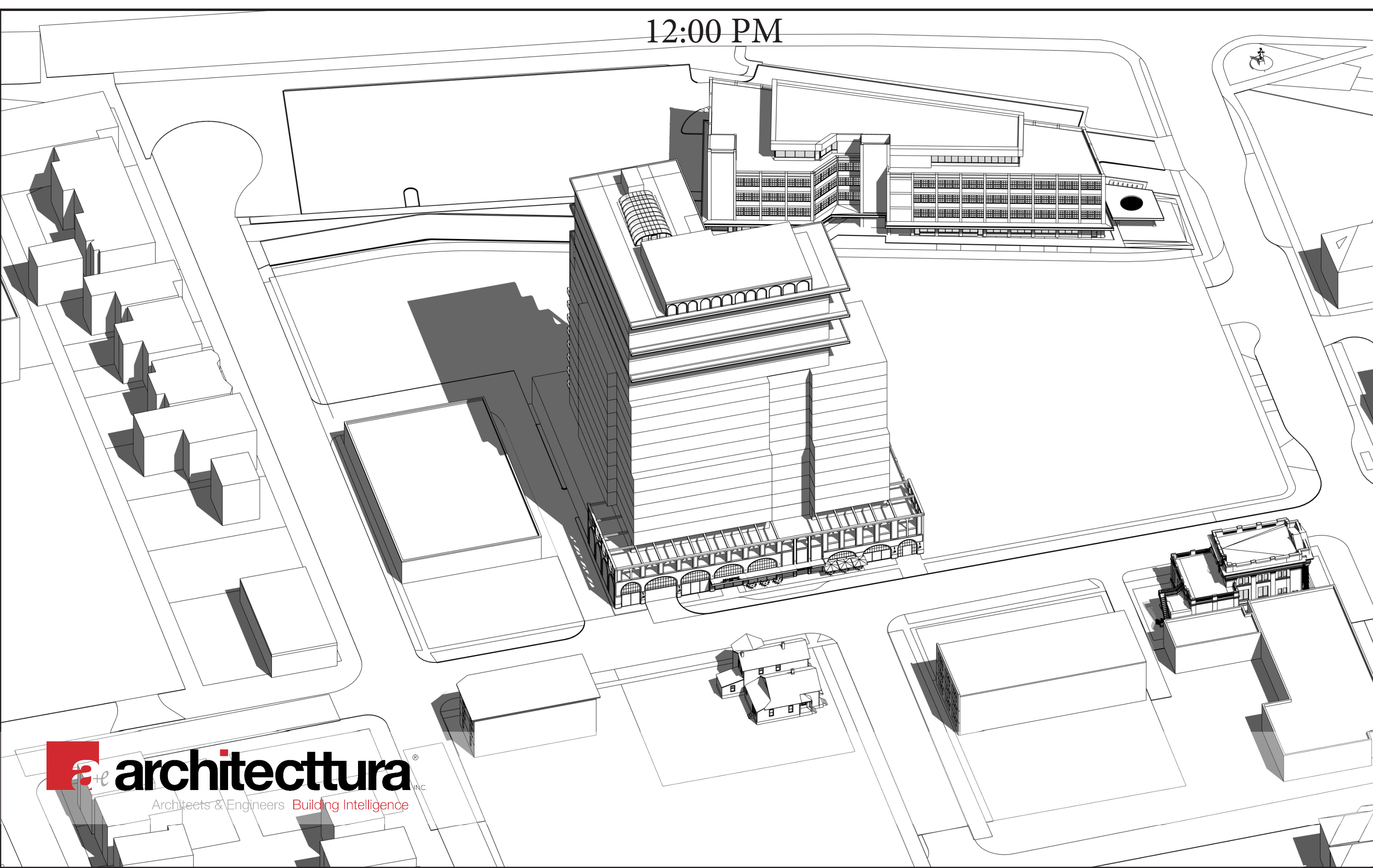
Appendix E: Sun Path & Shadow Analysis



9:00 AM

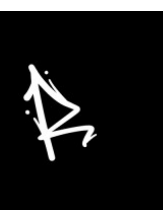


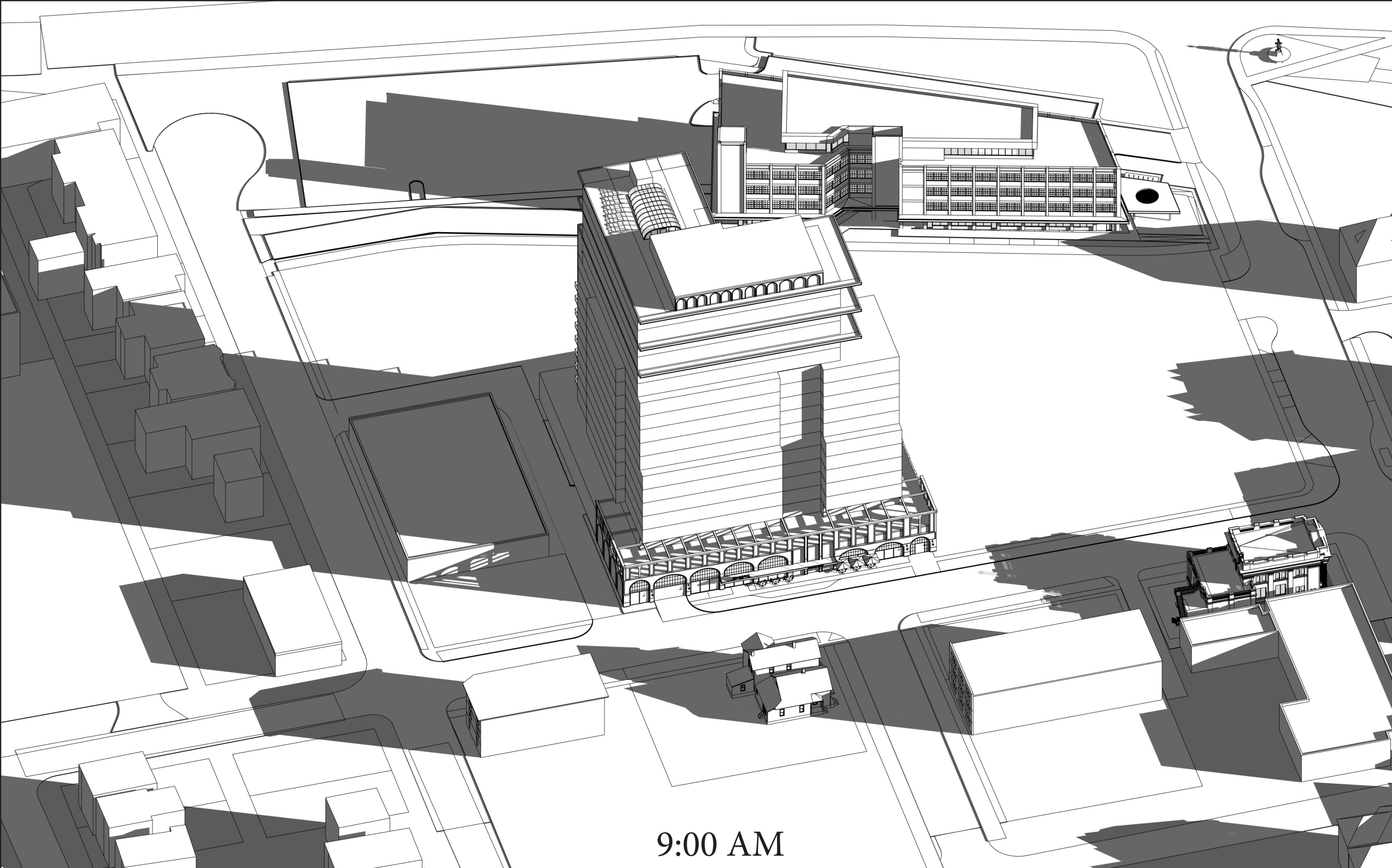
5:00 PM



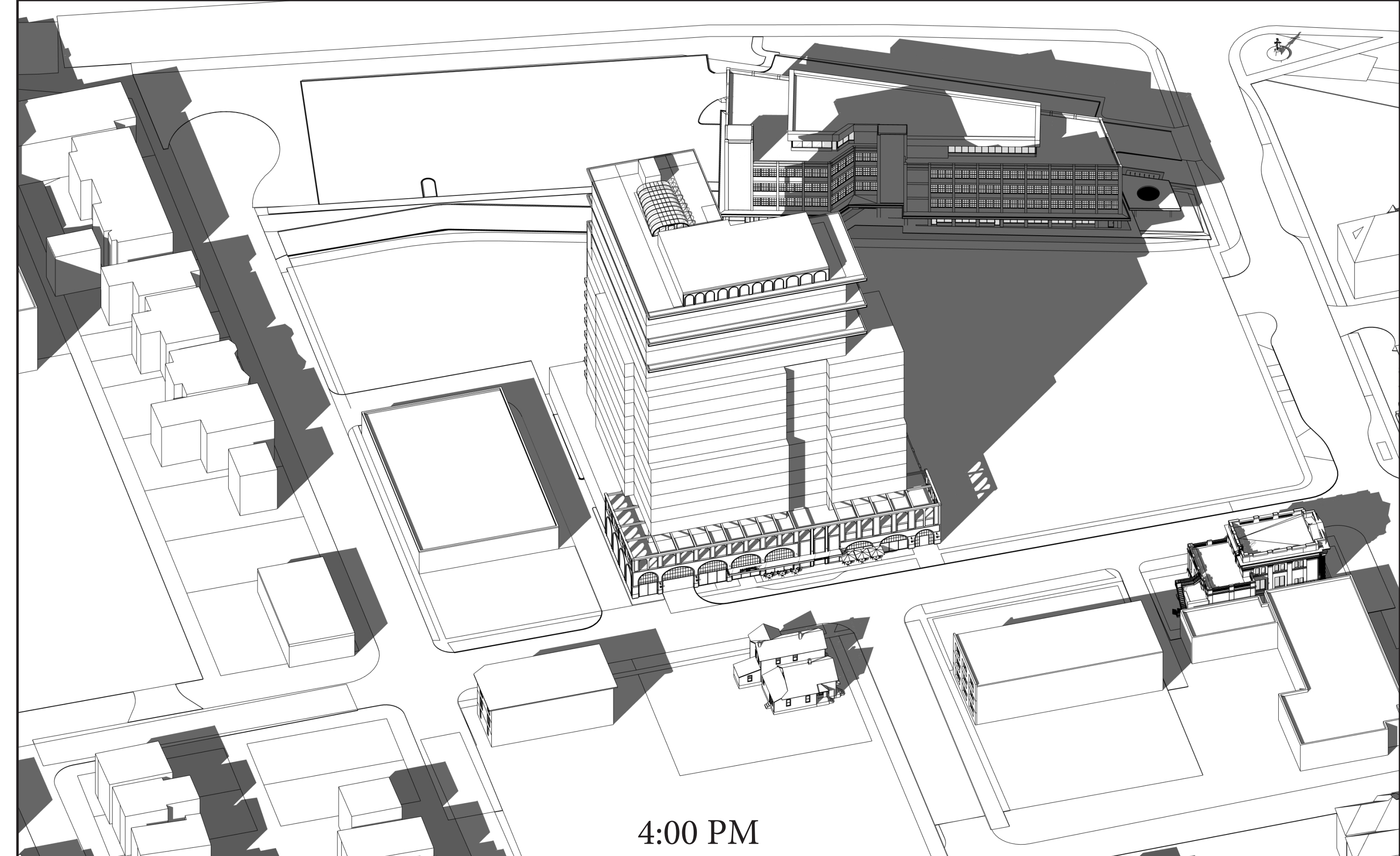
12:00 PM

Sun Path & Shadow Analysis in September

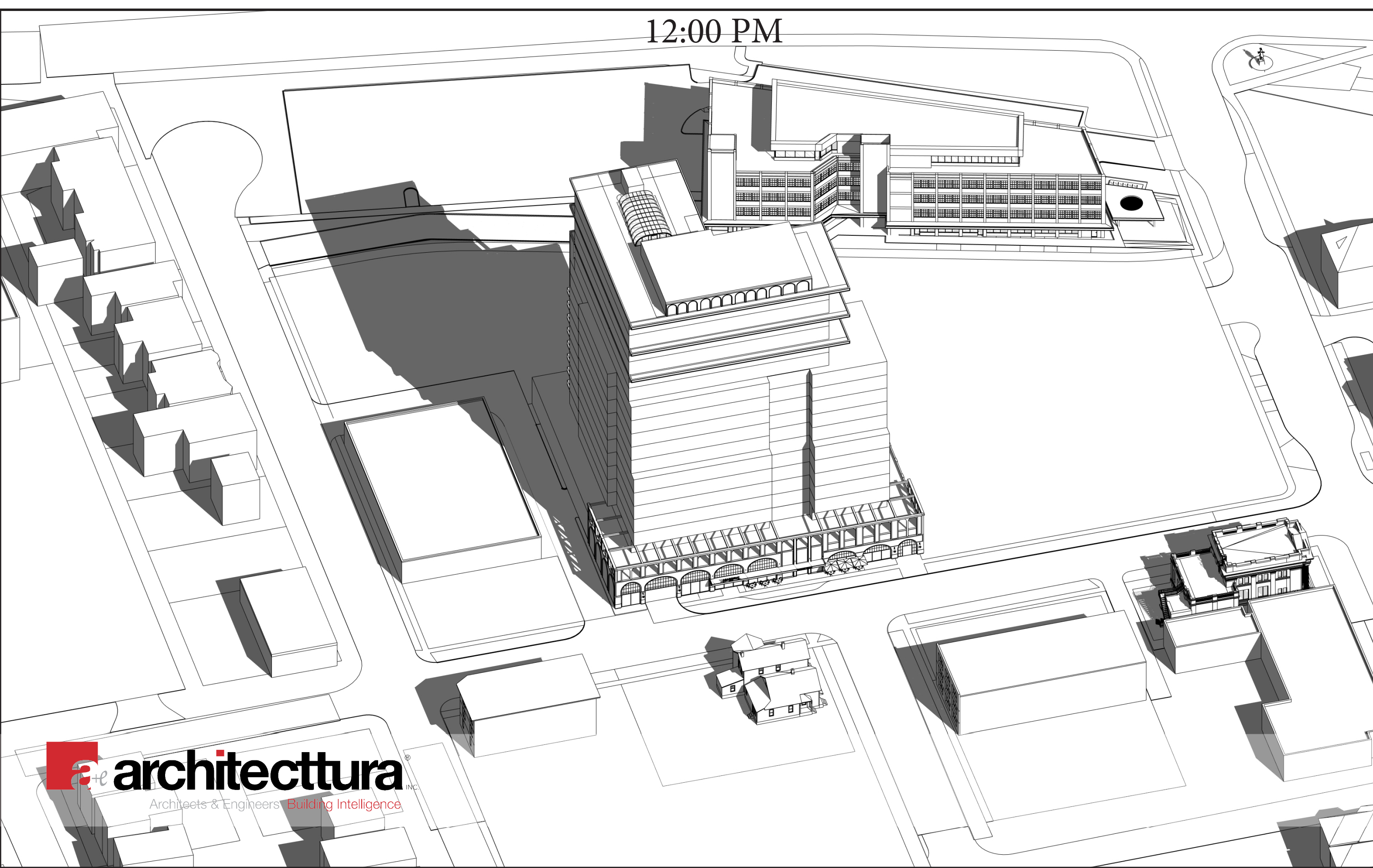




9:00 AM



4:00 PM



12:00 PM

Sun Path & Shadow Analysis in March



F

Appendix F: Impact Analysis Tables for Adjacent Properties

Impact Analysis for Surrounding Heritage Properties

1.1 420 Kildare Road (Walkerville Garage)

Table 5 - Impact analysis for 420 Kildare Road (Walkerville Garage)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 420 Kildare Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. As the property at 420 Kildare Road is located to the south of the subject property, shadows are not anticipated to be cast on the property as a result of the proposed development.
Isolation of a heritage resource or part thereof from its surrounding	None.	No features on the property at 420 Kildare Road are identified as exhibiting any significant relationship with any

environment, context or a significant relationship;		features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The property located at 420 Kildare Road has not been identified as including either a vantage point, nor a terminus of any significant views or vistas. Additionally, the view of the principal elevation of the property from the public realm is not changed or impacted by the proposed development. Therefore, no impacts from obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property at 420 Kildare Road, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	As the property is located approximately 20+ metres away from construction activities and located across Assumption Street, no impacts from land disturbances are anticipated.

In conclusion, no adverse impacts are anticipated to the property located at 420 Kildare Road (Walkerville Garage).

1.2 423 Kildare Road (J.E. Doble House)

Table 6 - Impact analysis for 423 Kildare Road (J.E. Doble House)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 423 Kildare Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. As the property at 423 Kildare Road is located to the south of the subject property, shadows are not anticipated to be cast on the property as a result of the proposed development.
Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No features on the property at 423 Kildare Road are identified as exhibiting any significant relationship with any features located on the subject

		property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The property located at 423 Kildare Road has not been identified as including either a vantage point, nor a terminus of any significant views or vistas. Additionally, the view of the principal elevation of the property from the public realm is not changed or impacted by the proposed development. Therefore, no impacts from obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property at 423 Kildare Road, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	As the property is located approximately 20+ metres away from construction activities and located across Assumption Street, no impacts from land disturbances are anticipated.

In conclusion, no adverse impacts are anticipated to the property located at 423 Kildare Road (J.E. Doble House).

1.3 325 Devonshire Road (Walker Power Building)

Table 7 - Impact analysis for 325 Devonshire Road (Walker Power Building)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 325 Devonshire Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The south elevation of the Walkerville Power Building is anticipated to be in partial shadow during the afternoon/evening. These shadows will not have any impact on any identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight. Therefore, no adverse impacts from shadows are anticipated.

Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No features on the property are identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The vista along Devonshire Road, where the view south from Riverside Drive terminates at St. Mary's Church is considered a significant vista according to the Walkerville HCD Study. While a specific vantage point is not identified, the north and east elevations of the Walkerville Power Building may be included in this identified vista. However, as the proposed development is located to the southwest of the Walkerville Power Building, this identified vista will not be impacted by the proposed development on the subject property. Additionally, the principal elevation of the building will remain visible from the public realm and will not be impacted by the proposed development. No adverse impacts as a result of obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely	None.	As the property is located approximately 30+ metres away from construction

affect a cultural heritage resource.		activities, no impacts from land disturbances are anticipated.
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In conclusion, no adverse impacts are anticipated to the property located at 325 Devonshire Road (Walker Power Building).

1.4 300 Block Chilver Road (Walkerville Stone Curbs)

Table 8 - Impact analysis for 300 Block Chilver Road (Walkerville Stone Curbs)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	Loading and refuse access are proposed to be provided via the existing alley interfacing with Chilver Road. No widening of the alley is proposed and no construction activities are proposed to take place adjacent to the stone curbs. Therefore, no impacts from demolition are anticipated.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	The stone curbs are not proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The Walkerville stone curbs are anticipated

		to be in partial shadow for part of the morning. These shadows will not have any impact on any identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight. Therefore, no adverse impacts from shadows are anticipated.
Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	The curbs are not identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The Walkerville stone curbs have not been identified as including either a vantage point, nor a terminus of any significant views or vistas. Additionally, they will remain visible from the public realm. Therefore, no impacts from obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed; the curbs will maintain their original use. Therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	The curbs are located approximately 39+ metres away from construction activities on the subject property. Therefore, no impacts from land disturbances are anticipated.

In conclusion, this analysis has identified no adverse impacts to the 300 Block Chilver Road (Walkerville Stone Curbs) as a result of the proposed development.

1.5 341-343 Chilver Road

Table 9 - Impact analysis for 341-343 Chilver Road

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 341-343 Chilver Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The east elevation of the building is anticipated to be in partial shadow during the morning. These shadows will not have any impact on any identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight.

		Therefore, no adverse impacts from shadows are anticipated.
Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No features on the property are identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The property has not been identified as including either a vantage point, nor a terminus of any significant views or vistas. Additionally, the view of the principal elevation of the property from the public realm is not changed or impacted by the proposed development. Therefore, no impacts from obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	As the property is located approximately 53+ metres away from construction activities, no impacts from land disturbances are anticipated.

In conclusion, no adverse impacts are anticipated to the property located at 341-343 Chilver Road.

1.6 415 Devonshire Road (Canadian Bank of Commerce)

Table 10 - Impact analysis for 415 Devonshire Road (Canadian Bank of Commerce)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 415 Devonshire Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. As the property is located to the southeast of the subject property, shadows are not anticipated to be cast on the 415 Devonshire Road as a result of the proposed development.
Isolation of a heritage resource or part thereof from its surrounding	None.	No features on the property are identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no

environment, context or a significant relationship;		impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The vista along Devonshire Road, where the view south from Riverside Drive terminates at St. Mary's Church is considered a significant vista according to the Walkerville HCD Study. While a specific vantage point is not identified, the north and east elevations of the building may be included in this identified vista. However, as the proposed development is located to the northwest of 415 Devonshire Road, this identified vista will not be impacted by the proposed development on the subject property. Additionally, the principal elevation of the building will remain visible from the public realm and will not be impacted by the proposed development. No adverse impacts as a result of obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	As the property is located approximately 40+ metres away from construction activities, no impacts from land disturbances are anticipated.

In conclusion, no adverse impacts are anticipated to the property located at 415 Devonshire Road (Canadian Bank of Commerce).

1.7 378-396 Devonshire Road (Crown Inn)

Table 11 - Impact analysis for 378-396 Devonshire Road (Crown Inn)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 378-396 Devonshire Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The building may be in partial shadow after 5pm. These shadows will not have any impact on any identified cultural heritage attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight. Therefore, no adverse impacts from shadows are anticipated.

Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No features on the property are identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The vista along Devonshire Road, where the view south from Riverside Drive terminates at St. Mary's Church is considered a significant vista according to the Walkerville HCD Study. While a specific vantage point is not identified, the north and west elevations of the building may be included in this identified vista. However, as the proposed development is located 92+ metres to the southwest, this identified vista will not be impacted by the proposed development on the subject property. Additionally, the principal elevation of the building will remain visible from the public realm and will not be impacted by the proposed development. No adverse impacts as a result of obstruction of views are anticipated.
A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that	None.	As the property is located approximately 92+ metres away from construction

alters soils, and drainage patterns that adversely affect a cultural heritage resource.		activities, no impacts from land disturbances are anticipated.
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In conclusion, no adverse impacts are anticipated to the property located at 378-396 Devonshire Road (Crown Inn).

1.8 350 Devonshire Road (Walkerville Town Hall)

Table 12 - Impact analysis for 350 Devonshire Road (Walkerville Town Hall)

<i>Impact</i>	<i>Level of Impact (Potential, None, Negligible, Minor, Moderate or Major)</i>	<i>Analysis</i>
Demolition of any, or part of any, heritage attributes or features;	None.	No construction activities are proposed to take place on the property located at 350 Devonshire Road, and no attributes or features on the property are proposed for demolition.
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;	None.	No construction activities are proposed to take place on the property, and no attributes or features on the property are proposed to be altered.
Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;	None.	According to the Sun Path & Shadow Analysis (Appendix E), shadows will be cast from the west to the east as the sun moves across the sky. The building may be in partial shadow around 5pm. These shadows will not have any impact on any identified cultural heritage

		attribute, such as a garden or natural feature, which would be impacted by the availability of sunlight. Therefore, no adverse impacts from shadows are anticipated.
Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;	None.	No features on the property are identified as exhibiting any significant relationship with any features located on the subject property. Therefore, no impacts as a result of isolation are anticipated.
Obstruction of significant identified views or vistas of, within, or from individual cultural heritage resources;	None.	The vista along Devonshire Road, where the view south from Riverside Drive terminates at St. Mary's Church is considered a significant vista according to the Walkerville HCD Study. While a specific vantage point is not identified, the north and west elevations of the building may be included in this identified vista. However, as the proposed development is located 92+ metres to the west, this identified vista will not be impacted by the proposed development on the subject property. Additionally, the principal elevation of the building will remain visible from the public realm and will not be impacted by the proposed development. No adverse impacts as a result of obstruction of views are anticipated.

A change in land use where the change affects the property's cultural heritage value; and	None.	No change in land use is proposed for the property, therefore no impacts from a change in land use are anticipated.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.	None.	As the property is located approximately 92+ metres away from construction activities, no impacts from land disturbances are anticipated.

In conclusion, no adverse impacts are anticipated to the property located at 350 Devonshire Road (Walkerville Town Hall).

G

Appendix G: CVs

Education

University of Waterloo

Masters of Arts (Planning)

University of Waterloo

Bachelor of Environmental Studies

University of Saskatchewan

Bachelor of Arts (Art History)

Professional Associations

Registered Professional Planner

Full Member, Canadian Institute of Planners (CIP)

Full Member, Ontario Professional Planners Institute (OPPI)

Professional Member, Canadian Association of Heritage Professionals

Contact

200-540 Bingemans Centre Drive
Kitchener, ON
N2B 3X9

T: 519 576 3650 x744
C: 519 404 6894
dcurrie@mhbcplan.com
www.mhbcplan.com

Dan Currie

BA, BES, MA, MCIP, RPP, CAHP

Dan Currie, a Partner and Managing Director of MHBC's Cultural Heritage Division, joined MHBC Planning in 2009, after having worked in various positions in the public sector since 1997. Dan provides a variety of planning services for public and private sector clients including a wide range of cultural heritage policy and planning work including strategic planning, heritage policy, heritage conservation district studies and plans, heritage master plans, cultural heritage evaluations, heritage impact assessments and cultural heritage landscape studies.

Selected Project Experience

Heritage Conservation District Studies and Plans

- Melville Street Heritage Conservation District Plan (underway)
- Streetsville Heritage Conservation District Plan (2025)
- Amherstburg Heritage Conservation District Plan (2025)
- Stouffville Heritage Conservation District Plan (2022)
- Alton Heritage Conservation District Study, Caledon (2021)
- Port Stanley Heritage Conservation District Plan (2021)
- Port Credit Heritage Conservation District Plan, Mississauga (2018)
- Town of Cobourg Heritage Conservation District Plan updates (2016)
- Rondeau Heritage Conservation District Plan, Chatham Kent (2016)
- Barriefield Heritage Conservation District Plan Update, Kingston (2015)
- Victoria Square Heritage Conservation District Study, Markham (2015)
- Bala Heritage Conservation District Study and Plan, Township of Muskoka Lakes (2015)
- Brooklyn and College Hill Heritage Conservation District Plan, Guelph (2014)
- Garden District Heritage Conservation District Study and Plan, Toronto (2014)
- Downtown Meaford Heritage Conservation District Study and Plan (2013)

Heritage Master Plans and Management Plans

- City of Guelph Cultural Heritage Action Plan (2020)
- Town of Cobourg Heritage Master Plan (2016)
- Burlington Heights Heritage Lands Management Plan (2016)
- City of London Western Counties Cultural Heritage Plan (2014)



PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE

Cultural Heritage Evaluations

- Township of Tiny Heritage Register Review (2024)
- City of Barrie Heritage Register Review (2024)
- Aurora Heritage Register Review (2022)
- MacDonald Mowatt House, University of Toronto (2020)
- Designation of Main Street Presbyterian Church, Town of Erin (2019)
- Designation of St. Johns Anglican Church, Norwich (2019)
- Cultural Heritage Landscape evaluation, former Burlingham Farmstead, Prince Edward County (2018)
- City of Kitchener Heritage Property Inventory Update (2016)
- Niagara Parks Commission Queen Victoria Park Cultural Heritage Evaluation (2016)

Heritage Impact Assessments

- Redevelopment of former amusement park, Boblo Island (2022)
- Mount Pleasant Islamic Centre, Brampton (2020)
- Demolition of former farmhouse at 10536 McCowan Road, Markham (2020)
- Redevelopment of former Goldie and McCullough factory, Cambridge (2019)
- Redevelopment of historic Waterloo Post Office (2019)
- Redevelopment of former industrial facility, 57 Lakeport Road, Port Dalhousie (2018)
- Redevelopment of former Brick Brewery, Waterloo (2016)
- Homer Watson House Heritage Impact Assessment, Kitchener (2016)
- Expansion of Schneider Haus National Historic Site, Kitchener (2016)
- Heritage Impact Assessment for Pier 8, Hamilton (2015)
- Redevelopment of former American Standard factory, Cambridge (2014)

Heritage Assessments for Infrastructure Projects and Environmental Assessments

- Edgerton Bridge Assessment, Scugog (2024)
- Heritage and Cultural Heritage Landscape Assessment of Twenty Mile Creek Arch Bridge, Town of Lincoln (2021)
- Heritage Evaluation of Deer River, Burnt Dam and MacIntosh Bridges, Peterborough County (2021)
- Heritage Assessment of 10 Bridges within Rockcliffe Special Policy Area, Toronto (2019)
- Blenheim Road Realignment Collector Road EA, Cambridge (2014)
- Badley Bridge EA, Elora (2014)
- Black Bridge Road EA, Cambridge (2013)

Conservation Plans

- Conservation Plan for Log house, Burgetz Ave., Kitchener (2020)
- Conservation and Construction Protection Plan - 54 Margaret Avenue, Kitchener (2019)
- Black Bridge Strategic Conservation Plan, Cambridge (2013)

Tribunal Hearings:

- Redevelopment 22 Weber Street, Kitchener (OLT) (2025)
- Redevelopment 1024 Sixth Line, Oakville (OLT) (2025)
- Redevelopment 1 Burns Road, Fort Erie (OLT) (2025)
- Heritage Impact of Expansion of Mineral Aggregate Operation, Nelson Quarry, Burlington (OLT) (2025)
- Redevelopment 18 Portland Street, Toronto (OLT) (2023)
- Redevelopment 292 Main Street, Grimsby (OLT) (2023)
- Redevelopment 1919 to 1949 Devonshire Court, Windsor (OLT) (2023)
- Redevelopment 9 Dee Road, Queenston (OLT) (2023)

- Redevelopment 18314 Hurontario Street, Caledon Village (OLT) (2023)
- Redevelopment 217 King Street S, Waterloo (OLT) (2022)
- Redevelopment 147 Main Street, Grimsby (OLT) (2022)
- Redevelopment of 12 Pearl Street, Burlington (OLT) (2021)
- Designation of 30 Ontario Street, St. Catharines (CRB) (2021)
- Designation of 27 Prideaux Street, Niagara on the Lake (CRB) (2021)
- Redevelopment of Langmaids Island, Lake of Bays (LPAT) (2021)
- Redevelopment of property at 64 Grand Ave., Cambridge (LPAT) (2019)
- Youngblood subdivision, Elora (LPAT) (2019)
- Demolition 174 St. Paul Street (Collingwood Heritage District) (LPAT) (2019)
- Port Credit Heritage Conservation District (LPAT) (2018)
- Brooklyn and College Hill HCD Plan (OMB) (2015)
- Rondeau HCD Plan (OMB) (2015)
- Designation of 108 Moore Street, Bradford (CRB) (2015)
- Downtown Meaford HCD Plan (OMB) (2014)

Master Plans, Growth Management Strategies and Policy Studies

- Township of West Lincoln East Smithville Secondary Plan (2022)
- Town of Frontenac Islands Maryville Secondary Plan (2021)
- Niagara-on-the-Lake Corridor Design Guidelines (2016)
- Cambridge West Master Environmental Servicing Plan (2013)
- Meadowlands Conservation Area Management Plan (2013)
- Township of Tiny Residential Land Use Study (2012)
- Port Severn Settlement Area Boundary Review (2012)
- Ministry of the Environment Review of the D-Series Land Use Guidelines (2012)
- Ministry of Infrastructure Review of Performance Indicators for the Growth Plan (2011)
- Township of West Lincoln Intensification Study and Employment Land Strategy (2011)
- City of Kawartha Lakes Growth Management Strategy (2010)

Development Planning

Provide consulting services for municipal and private sector clients for:

- Secondary Plans
- Draft plans of subdivision
- Consent
- Official Plan Amendment
- Zoning By-law Amendment
- Minor Variance
- Site Plan

Education

Willowbank School of Restoration Arts

Diploma in Heritage Conservation
2024

Messors Field School

Art Conservation and Cultural
Heritage Landscapes Workshop
Completed
2023

University of California: Santa Cruz

Bachelor of Arts in History
2010

Professional Associations

CAHP-Intern member,
**Canadian Association of
Heritage Professionals (CAHP)**

Director at Large on the Provincial
Board of Directors, Finance & Audit
Committee member, Education
Committee member,
**Architectural Conservancy of
Ontario (ACO)**

Emerging Professional Member,
Emerging Professional Committee
member,
**International Council on
Monuments and Sites (ICOMOS)**

Contact

540 Bingemans Centre Drive
Kitchener, ON N2B 3X9

T: 519 576 3650
ckirwan@mhbcplan.com
www.mhbcplan.com

Christy Kirwan

BA, Dipl., CAHP-Intern

Christy is a Heritage Planner with MHBC who joined the firm in 2023. She holds a Diploma in Heritage Conservation from the Willowbank School of Restoration Arts and a Bachelor's Degree in History from the University of California: Santa Cruz where she graduated *cum laude* with Department Honours and College Honours. Christy has experience in research and report writing for both public and private sector clients. She has completed historical research, inventory work, and evaluation on a variety of projects, including cultural heritage landscapes, cultural heritage evaluation reports, and heritage impact assessments. She currently serves on the Provincial Board of Directors of the Architectural Conservancy of Ontario (ACO) and on the Emerging Professional Committee of the International Council on Monuments and Sites (ICOMOS).

Prior to joining MHBC, Christy gained experience as a Heritage Intern for the Town of Grimsby. She has also received hands-on training from the Messors Field School in art and monument restoration and previously worked in the skilled trades restoring heritage buildings and fine furniture.

Professional History

Heritage Planner, MacNaughton Hermesen Britton Clarkson Planning Limited
(2023 – Present)

Heritage Carpentry Apprentice, Bruce Chambers Period Furniture Ltd.
(2023)

Heritage Intern, Town of Grimsby
(2023)

Heritage Contractor, DJ McRae Heritage Restoration
(2022)

Project Experience

Cultural Heritage Landscapes

- Doctor's Lane, King City and Old King Road, Nobleton, Township of King
- Sam-Son Farm, 5274 4th Line, Milton

Heritage Conservation Districts

- Melville-Park West Heritage Conservation District Plan, Hamilton

Municipal Heritage Inventories

- Township of Tiny, 31 properties
- City of Barrie, 13 properties

Cultural Heritage Impact Assessments

- 43 Mill Street West, Elora
- 7631 Creditview Road, Brampton
- 473 Ontario Street, Cobourg
- 230 North Centre Road, London
- 3563 Bostwick Road, London
- 1930-1934 Sideroad 5, Bradford West Gwillimbury
- 260 Main Street West, Grimsby
- 185 Third Street, Collingwood
- 228 McNeilly Road, Hamilton
- 1069 Highway 8, Hamilton
- 119 Sideroad 19, Fergus
- Mount Zion United Church, 473 Ridgewood Crescent, London
- 66 Banfield Street, Paris
- 1940 Fischer-Hallman Road, Kitchener
- 141 Laurel Street, Cambridge
- 5480 Major Mackenzie Drive, Markham
- 193, 195, 197 & 199 College Avenue, London
- 63 Courtland Avenue East, Kitchener
- 300-306 King Street West, Hamilton
- 35 Elgin Street, Collingwood
- 743 Richmond Street, London
- 11 Roy Street & 68 Queen Street North, Kitchener
- 145-152 Central Avenue, London
- 96 Main Street East, Hamilton
- 273 Main Street North, Brampton
- The London Children's Museum, 21 Wharnccliffe Road South, London
- 531 Talbot Street, 535-537 Talbot Street/105 Kent Street, 101 Kent Street, London
- 1880 Assumption Street, Windsor
- Sulphur Spring of Ancaster, 820 Sulphur Springs Road, Hamilton
- 550 Ridout Street North, 82/84 Kent Street, 86/88 Kent Street, and 90 Kent Street, London

Cultural Heritage Evaluation Reports

- 8 St Andrews Avenue, Grimsby
- 12 St Andrews Avenue, Grimsby
- 934322 Airport Road, Mono
- 986 Powerline Road, Brant
- 53 St. Laurent Drive, Richmond Hill
- 4267 Manning Drive, London
- 677-681 4th Concession Road West, Flamborough, Hamilton
- Parry Sound Post Office, 74 James Street, Parry Sound

Conservation Plans

- 18 Portland Street, Toronto
- 19 East Mill Street, Elora

Documentation & Salvage Plans

- 3078 Regional Road 56, Binbrook, Hamilton
- 5515 Garrard Road, Whitby

Heritage Assessments for Infrastructure Projects and Environmental Assessments

- Edgerton Road Municipal Bridge No. 11, Blackstock, Township of Scugog
- Warminster Sideroad, Township of Oro-Medonte
- Shoreline Drive, Township of Oro-Medonte
- Faris Avenue Watermain Expansion, Nobleton, Township of King
- 14th Line and C.W. Leach Road Improvements, Town of New Tecumseth

Heritage Permit Applications

- 43 Mill Street West, Elora
- 7631 Creditview Road, Brampton
- 2051 Davis Drive, Whitchurch-Stouffville

Heritage By-law Peer Reviews

- St. Mary's Ukrainian Catholic Church, 3625 Cawthra Road, Mississauga
- Trinity Anglican Church, 26 Stavebank Road, Mississauga
- New Apostolic Church, 160 Margaret Avenue, Kitchener
- 2 Guelph Street, Georgetown, Halton Hills

Hands-On Conservation Projects

- St. Paul's Anglican Church, Coulson's Hill, Bradford West Gwillimbury, Ontario
 - Restoration and painting of 1887 Gothic doors
- Byzantine Rupestrian Cave Frescoes, Alta Murgia, Italy
 - Mechanical frescoe cleaning
 - Cellulose poultice frescoe cleaning
 - Plaster infilling and consolidation
- Burwash Hall, University of Toronto, Toronto, Ontario
 - Stone masonry conservation
 - Window installation
- Cathedral of St. Alban the Martyr, Toronto, Ontario

- Cathedral window woodwork restoration
- 16 Elm Avenue, Branksome Hall, Toronto, Ontario
 - Brick masonry restoration
- Bishop Strachan School, Toronto, Ontario
 - Window restoration and reglazing
- St. Mark's Cemetery, Niagara-on-the-Lake, Ontario
 - Headstone monument conservation
- Willowbank National Historic Site, Queenston, Ontario
 - Decorative plaster repair
 - Wood window restoration
 - Historic flooring restoration
 - Stonework crack repair
 - Historic painting

Education

Fanshawe College
GIS and Urban Planning
2020

University of Seoul, South Korea
Bachelor of Urban Planning
2005

Contact

540 Bingemans Centre Drive,
Unit #200
Kitchener, ON
N2B 3X9

T: (519) 576-3650
C: 226-868-3443
pjlwlee@mhbcplan.com
www.mhbcplan.com

Paul Jae Woong Lee

BE

Paul Jae Woong Lee, a Technician with MHBC, joined the firm in 2022 and provides a variety of technical design and drafting services for public and private sector clients.

Prior to working for MHBC, Paul received his GIS & Urban Planning Diploma from Fanshawe College in 2020 and worked as a draft technician at a consulting firm.

Before Paul came to Canada, he also received a bachelor's degree in urban planning from the University of Seoul and worked as an urban planner in Korea. He is in the process of becoming a member of the Canadian Association of Certified Planning Technicians.

Professional History

Planning & Design Technician, MacNaughton Hermesen Britton
Clarkson Planning Limited (2022 – Present)

Drafting Technician, GeoPro Consulting Limited (2020 – 2021)

GIS Technician (Co-Op Student), Aamjiwnaang First Nation (2019)

Planner, Dongbu Engineering Co., Ltd. (South Korea) (2016-2017)

Planner, JU Engineering Co., Ltd. (South Korea) (2014-2016)

Planner, DOHWA Engineering Co., Ltd. (South Korea) (2005-2014)



PLANNING
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