



Downtown St. Thomas Heritage Conservation District Study

Prepared for:
City of St. Thomas

Project No. 161413361
May 2017

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Heritage Conservation District
Study**



Prepared for:
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Prepared by:
Stantec Consulting Ltd.

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Sign-Off Page

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STANTEC CONSULTING LTD.



David Waverman, OALA, CSLA, AALA, CAHP
Senior Landscape Architect
Tel: (519) 579-4410
Fax: (519) 836-2493
Cell: (226) 339-9027
David.Waverman@stantec.com



Lashia Jones, MA, CAHP
Cultural Heritage Specialist
Tel: (519) 675-6682
Fax: (519) 645-6575
Cell: (226) 268-5392
Lashia.Jones@stantec.com



Meaghan Rivard, MA, CAHP
Senior Heritage Consultant
Tel: (519) 575-4114
Fax: (519) 579-6733
Cell: (226) 268-9025
Meaghan.Rivard@Stantec.com

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Executive Summary

The City of St. Thomas (the City) initiated the Downtown St. Thomas Heritage Conservation District Study (the HCD Study) to honour its rich cultural history and to determine whether the study area, in whole or in part, merited designation under Part V of the *Ontario Heritage Act* as a heritage conservation district (HCD). The City retained Stantec Consulting Ltd. (Stantec) to complete an HCD study within the downtown core of St. Thomas.

An HCD is an area that is protected by a municipal by-law passed under Part V of the *Ontario Heritage Act*. An HCD provides a framework for protecting and conserving heritage resources by creating policies and guidelines to manage change and new development within the district. HCDs are not intended to stop all change or 'freeze' a place within a specific time period. Rather, they are an important community tool for balancing the ongoing needs for property maintenance and development while conserving the features that define a place and its history. Every HCD is unique and reflects the history and values of a community.

The study and analysis of the downtown identified cultural heritage value or interest in the area and merit as an HCD. Strong themes emerged and were confirmed by the community regarding St. Thomas's importance as a railway hub in southern Ontario historically linked to the larger North American rail network. The introduction of the railway in the community in the 1870s initiated a building boom that expanded the downtown core along Talbot Street and continued into the early decades of the 20th century. An HCD will be an important community tool for conserving these assets for the future.

Cultural heritage value or interest was identified in the following areas: the properties fronting on Talbot Street between Queen Street (including the property on the south side of Talbot Street immediately west of Queen Street) through to the west side of Alma Street; and remnants of the City's railway heritage including the north-south London and Port Stanley Railway Tracks between Kains Street and Wellington Street, the CASO station and railway lands south of the CASO station, and the former M.C.R. Locomotive shops (now the Elgin County Railway Museum). It is recommended that the City proceed with the preparation of an HCD Plan and Guidelines to designate these lands under Part V of the *Ontario Heritage Act*.

The recommended boundary of the Downtown St. Thomas HCD reflects both historical and visual considerations. The area includes the majority of the downtown commercial core that developed between the 1870s and 1930s, containing urban form and architecture representative of these eras. It also includes remnants of former railway lands and the associated buildings which, while visually different than much of the commercial core, are historically tied to development throughout the late 19th and early 20th century. Within both areas there are concentrations of heritage properties, as well as visual cohesion noted particularly in the commercial streetscape. Both qualities contribute to the sense of time and place experienced in the downtown core and railway lands areas.

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It is recommended that the HCD Plan phase be undertaken to meet the following objectives with regard to the recommended boundary:

- Provide a framework for managing changes to existing buildings and public spaces to conserve the heritage 'look and feel' of downtown St. Thomas.
- Conserve the historic character and heritage attributes of the downtown commercial core and railway character areas.
- Maintain and enhance the existing downtown street wall with historic building from the late 19th and early 20th century.
- Encourage and support existing use or adaptive re-use of contributing buildings within the HCD.
- Avoid the loss or demolition of heritage attributes or heritage fabric within the HCD.
- Encourage compatible redevelopment in the downtown core to contribute to continued revitalization of the downtown.
- Collaborate with property owners and business owners to encourage and provide incentives for the conservation, restoration and appropriate maintenance of heritage buildings.
- Initiate other studies and programs that support the implementation of an HCD for the downtown core and the continued revitalization and enhancement of the downtown core.
- Encourage connectivity from within the HCD to other community assets and heritage areas.
- Encourage the enhancement of the public realm and City-owned properties within the HCD in a manner compatible with the district character.

The Executive Summary highlights key points from the report only; for complete information and findings the reader should examine the complete report.

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1.0 INTRODUCTION

1.1 PURPOSE OF STUDY

The City of St. Thomas (the City) initiated the Downtown St. Thomas Heritage Conservation District Study (the HCD Study) to honour its rich cultural history and to determine whether the study area, in whole or in part, merited designation under Part V of the *Ontario Heritage Act* as a heritage conservation district (HCD). HCD designations are policy-based tools that can help to manage change in a community by providing a distinct planning framework for conserving the City's heritage and allowing compatible new design that co-exists with the historic fabric, rather than freezing a place in time.

The HCD Study is the first phase in the HCD process. The study determines whether an area merits designation under Part V of the *Ontario Heritage Act* (OHA), providing the historical background, evaluation of resources and analysis required to identify the cultural heritage values and heritage attributes of an area. It is the basis upon which policies and guidelines in the HCD plan are built.

This HCD Study has five key objectives:

- **Understand** the historical development of downtown St. Thomas and the current planning framework.
- **Identify** significant features or pattern in development, architecture, building type, and landscapes.
- **Engage** the community through the study process.
- **Evaluate** the study area for HCD merit.
- **Recommend** HCD designation or other appropriate planning measures.

1.2 LOCATION

The study area for the downtown St. Thomas HCD was provided by the City of St. Thomas. It consists of an area in the downtown core along Talbot Street, between Stanley Street in the west and Alma Street in the east. Lands north and south of Talbot Street are also included in the study area, from the south side of Curtis Street to the north, and the north side of Centre Street, to the south, as well as sections of the various side streets that intersect with Talbot Street. The study area includes approximately 283 properties, including commercial properties, mixed use properties, residential properties, civic buildings, museums, parks, open space areas and vacant lands. The study area is shown on Figure 1.

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1.3 METHODOLOGY

The HCD study follows the guidance outlined in the Ministry of Culture (now the Ministry of Tourism, Culture and Sport or MTCS) *Heritage Tool Kit*, specifically the document *Heritage Conservation Districts: A Guide to District Designation Under the Ontario Heritage Act* (Government of Ontario, 2006). This document outlines the steps to undertaking an HCD Study, including:

- receiving a request to designate
- consulting the municipal heritage committee
- reviewing Official Plan provisions to determine if there is policy to support an HCD
- evaluating cultural heritage value or interest and identifying heritage attributes
- determining a boundary of the potential HCD
- consulting the public

In completing the Study, Stantec undertook a review of existing planning documents and studies relevant to the study area, conducted historical background research and collected archival material. Several site visits were undertaken by Stantec team members to prepare an inventory of the study area, analyze the physical characteristics of the study area, and review boundary considerations. Site visits occurred on September 20, 2016, November 3, 2016, December 8th, 2016 and January 27, 2016. These were completed by David Waverman, Lashia Jones, and Heidi Schopf.

Information for the inventory was collected using the Survey123 Collector app from ARCGIS. Inventory entries were completed both in the field and from the office, with supplementary historical research.

- To evaluate the study area for cultural heritage value or interest (CHVI) and merit as an HCD, the study team followed guidance contained in the Heritage Toolkit, considering the following elements:
 - historical association
 - architecture
 - vernacular design
 - integrity
 - architectural details
 - landmark status or group value
 - landscapes and public open spaces

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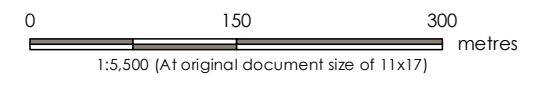
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- spatial patterns
- land-use
- circulation network and pattern
- existing boundaries or linear features
- site arrangements
- vegetation patterns
- historic views

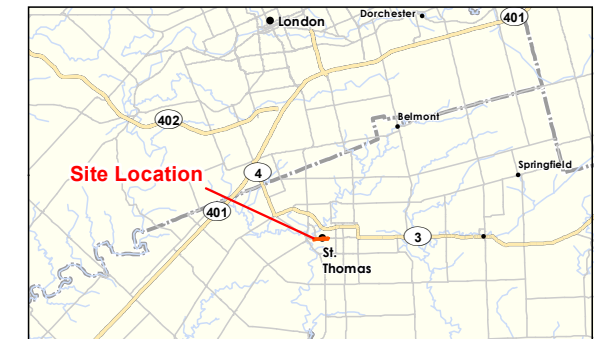
Public consultation played an important role in the study, the results of which are discussed in Section 9.0.



- Legend**
- Study Area
 - Parcel Fabric
 - Major Road
 - Minor Road
 - Railway - Operational
 - Watercourse



- Notes**
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Base features produced under license with the Ontario Ministry of Natural Resources and Forestry © Queen's Printer for Ontario, 2016; © City of St. Thomas, 2016.
 3. 2015 orthoimagery © City of St. Thomas, 2017.



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Client/Project: CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
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Figure No.: **1**
 Title: **Study Area**

2.0 BACKGROUND

2.1 WHAT IS A HERITAGE CONSERVATION DISTRICT?

An HCD is a place where history is embraced and heritage resources have been preserved. It brings to mind pioneer villages and picturesque streetscapes. In reality though, an HCD is so much more. From mid-century modern historic buildings to pre-confederation landscapes to active historic industries, HCDs represent places where planning tools are employed to maintain the specific character of a place and facilitate its retention for generations to come. With 125 of these districts spanning the province, municipalities have embraced the HCD as a means to very important ends.

Technically speaking, an HCD is an area that is protected by a municipal by-law passed by a municipality under Part V of the *Ontario Heritage Act*. An HCD provides a framework for protecting and conserving heritage resources by creating policies and guidelines to manage change and new development within the district. HCDs are not intended to stop all change or 'freeze' a place within a specific time period. Rather, they are an important community tool for balancing the ongoing needs for property maintenance and development while conserving the features that define a place and its history. Every HCD is unique and reflects the history and values of a community.

There are two phases required to designate an HCD; the study and the plan. The first phase, or the study phase, identifies elements of the community that define the character of the study area. The results of the study are compiled into an illustrative report that includes a review of the history of the study area, the results of an inventory of resources, policy overview, and recommendations for boundary delineation, if appropriate. The second phase, or the plan phase, involves preparing a plan and guidelines to manage change in the area. Here measures to protect the character of the area are articulated, including policy statements and guidelines for achieving the goals of the HCD. It is within this second phase that Official Plan amendments are proposed, if needed, by-laws are drafted, and appeal to the Ontario Municipal Board is made, if any.

Not all HCD studies move past the first phase. In order for a phase two recommendation, the HCD must exhibit characteristics that align with provincial criteria for CHVI, specifically *Ontario Regulation 9/06* made under the OHA. Sometimes study areas simply do not meet the threshold established under the OHA for HCDs in these cases other planning measures are typically provided. Alternatively, for a variety of reasons, municipal councils may choose to not proceed to the second phase. Ultimately, in Ontario, the onus is on the community to decide how to proceed and conserve their heritage.

HCD plans can be important tools for managing change in areas containing heritage buildings and landscapes. Downtown areas often contain concentrations of older buildings. These areas

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frequently exhibit patterns of development that demonstrate human history and evolution over time. Yet these areas are also often prone to many layers of alteration, ranging from façade modifications as businesses and consumer habits change, to infill development as provincial policies direct urban centres move towards intensification

2.2 ONTARIO LEGISLATION AND POLICY

2.2.1 The Ontario Heritage Act

The *Ontario Heritage Act* came into force in 1975 with the purpose of giving municipalities and the province the power to preserve heritage properties and archaeological sites. The *Ontario Heritage Act* underwent a comprehensive amendment in 2005 which strengthened and improved heritage protection in Ontario. As a result of this amendment the province and municipalities were given new powers to delay and stop the demolition of heritage properties, an appeals process was established that respected the rights of property owners, municipalities were given an expanded ability to identify and designate sites of provincial significance, and clear standards and guidelines for the preservation of provincial heritage properties were provided. The 2005 amendment also provided enhanced protection of marine heritage sites, archaeological resources, and HCDs.

An HCD is an area that is protected by a municipal by-law passed under Part V of the *Ontario Heritage Act*. An HCD provides a framework for protecting and conserving heritage resources by creating policies and guidelines to manage change and new development within the HCD boundaries.

An HCD study identifies and evaluates heritage buildings and landscapes within a defined boundary to determine the overall heritage character of the area. The goal of the study is to determine whether an area warrants designation and to identify its heritage character in order to develop a framework for change that is sensitive to and compatible with that character.

Two sections of the *Ontario Heritage Act* are relevant to the St. Thomas HCD study. Part IV regulates the designation of individual heritage properties. As outlined in the *Ontario Heritage Toolkit* (Ministry of Culture 2006), when an HCD plan is adopted and designated under the *Ontario Heritage Act*, municipalities must consider the guidelines and policies of the HCD plan when reviewing applications to alter or demolish a property designated under Part IV of the act.

- Part V regulates the designation of HCDs. As outlined in the *Ontario Heritage Toolkit* (Ministry of Culture 2006), municipalities are required to adopt a district plan when an HCD is designated under Part V the *Ontario Heritage Act*. The plan must include a statement of objectives and provide policies and guidelines so that these objectives can be met and change can be managed in the district. Municipalities have the option to implement interim control by-laws under Section 38 of the Planning Act for up to one year to protect areas that are being studied for HCD designation. Municipalities must consult with their heritage committees and the public in the development of an HCD plan.

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2.2.2 Provincial Policy Statement

The Provincial Policy Statement (PPS) was revised in 2014. The 2014 PPS provides policy direction on matters of provincial interest related to planning and development. Cultural heritage is addressed in Section 2.6 of the PPS where it states that:

2.6.1 - Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

2.6.3 - Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except 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.

(Government of Ontario 2014: 29)

The PPS does not specifically identify HCDs but does provide the framework for conserving significant heritage resources as seen in Section 2.6.1. In addition, the PPS outlines that development adjacent to protected heritage properties are required to assess the impacts to heritage resources. The PPS includes properties designed under Part IV of the OHA as protected properties, thereby requiring that impacts to HCD character be considered as part of the planning process.

2.3 CRITERIA FOR THE DESIGNATION OF A HERITAGE CONSERVATION DISTRICT

There are no defined criteria for determining if an area merits consideration as an HCD, but several tools are used in the evaluation process that are drawn from the Ontario Heritage Toolkit. At their core, HCDs are considered based on whether they demonstrate natural, historic, aesthetic, architectural, scenic, scientific, social or spiritual values. These may be expressed in the architectural building stock or landscape design, or through an association with historical themes, events or people that may have shaped the appearance or development of the area. Many HCDs demonstrate value through the relationship they have to their surroundings, or are landmark areas of character within the community.

In determining whether a place demonstrates the above values, the Study identifies “contributing” features of the area through the inventory process, and analyzes the nature of the overall character. It is important to note that HCDs are considered to be significant for the sum of their parts; properties within an HCD may or may not be significant on an individual basis, but it is the collection of the properties, their resources as a whole and the ways in which they are integrated, that make an HCD valuable.

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Each HCD is different, but many share similar characteristics that are useful when determining HCD merit. These are summarized in Table 1 below:

Table 1: HCD Characteristics

Criteria	Description
A concentration of heritage resources	HCDs typically contain a concentration of historic buildings, structures, landscapes or landscape elements, and/or natural features that are linked together by a shared context, culture, use, or history.
A framework of structured elements	HCDs often include structured components that define or contribute to the area's character. These may include major natural features (topography, land forms, landscapes, or water courses) or built features such as road or street patterns, nodes or intersections, landmarks, approaches, or defined edges.
A sense of visual coherence	HCDs often have a visual coherence that is indicative of their heritage value as being of a particular time or place. The visual coherence comes from similarities in resource types, scale, materials, massing, setbacks or landscape patterns.
A distinctiveness	HCDs may be distinct from the surrounding area by virtue of the resources they contain or the ways in which they are situated.

3.0 HISTORICAL DEVELOPMENT

3.1 HISTORIC OVERVIEW

The following historical development section is not intended to be an overarching history of the city of St. Thomas, but rather an attempt to outline the development of downtown St. Thomas, from the time of settlement in the early 1800s to the 20th century. The purpose of this history is to provide context for the consideration of an HCD in downtown St. Thomas. The study area encompasses part of the original town plot of St. Thomas, and the business area to the east that developed following the construction of the railway lines. Many of the surviving buildings represent the boom period of development from the 1870s to 1900, and offer a historical connection to this past era. The historical overview also identified historical themes and property histories contributing to the inventory and evaluation of the study area.

3.2 KEY DEVELOPMENT PERIODS

3.2.1 Survey and Settlement (1790-1850)

The study area was part of the McKee Treaty, a land purchase made on June 22, 1790, between the British Crown and principal chiefs of the Ottawa, Potawatomi, Chippewa, and Huron. The purchase was negotiated with the chiefs by Alexander McKee, the Deputy Agent of Indian Affairs in Upper Canada, on behalf of King George III. The purchase included a large tract of land north of Lake Erie, between Catfish Creek (Port Bruce) and the St. Clair River (Government of Canada n.d.). Immediately following the purchase, Deputy Surveyor Patrick McNiff was instructed to explore the tract of land and to determine how to divide it into counties and townships. The county names were derived from locations along the west coast of England, starting with Kent. In 1800, the study area became part of the County of Middlesex, within the London District, and remained under that authority until 1849 (Archives of Ontario n.d.). The Township of Yarmouth was first surveyed in 1809, by surveyor Mahlon Burwell (1783-1846), with concessions laid out and numbered north from Lake Erie, from 1 to 12, and Lots numbered west to east from 1 to 28, separated into approximately 200-acre parcels (Figure 2) (Elgin County; n.d.a).

Colonel Thomas Talbot, was granted 5,000-acres of land on the north shore of Lake Erie. Talbot arrived at Port Stanley on May 22, 1803, by way of a ship along Lake Erie. He was accompanied by a group of men to assist with the development of settlements in what became known as the Talbot Tract (West Elgin Genealogical and Historical Society 2004).

To increase accessibility to the settlements, Talbot commissioned Burwell to survey the Talbot Road. Early settlement of the Township of Yarmouth occurred along the lakeshore and the Talbot Road. Settlers began to arrive in 1810, and took up lots along the Talbot Road. Talbot insisted that each settler was responsible for maintaining the road in front of their property as part of settlement duties (Paddon *et al.* 1981).

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The little settlement that developed along Talbot Road at the north end of the township (east of the study area) was originally known as Kettle Creek for the watercourse that ran along the northern and eastern boundaries. By 1812, many of the lots along Talbot Road in the township were occupied. Settlers had begun clearing their lands, erecting log houses and barns and planting crops. The progress that was made was interrupted by the onset of the War of 1812 and the involvement of Upper Canada in the conflict. The Talbot Settlement had three companies of men enlisted in the war, with Talbot as the Lieutenant Colonel of the Middlesex Militia (Page & Co. 1879). Most of the battles during the war were fought in Niagara region and near the borders, but small skirmishes did take place in the county. A raid on September 16, 1814, by American invaders left the Kettle Creek settlement in ruins, as farmland, residences and other buildings were destroyed (Paddon *et al.* 1981).

Following the war, Daniel Rapelje built a mill on his property and began the plans for the development of a town plot. Figure 3 displays the early land owners along Talbot Road at Kettle Creek in 1814. Listed on the south side of Talbot Road are the following: Daniel Rapelje, Abner Decow, Archibald Neil, and Benjamin Wilson; and on the north side of Talbot Road: Garret Smith, Thomas Curtis, George Lawrence, David Lee, and Daniel Berdan.

In 1821, a Plan for the Town Plot of St. Thomas was completed by Burwell on Rapelje's Lot 1, Concession 8. It was a 35-acre plot with lots fronting the Talbot Road (Miller 1967). Rapelje chose the name St. Thomas for the town, but the name was not officially recognized until 1831 when the first post office opened in the settlement. Rapelje also donated land for the erection of a church. A small frame church was constructed in 1823, with financial assistance from Colonel Talbot, and is now known as Old St. Thomas Church. As Talbot was involved in the religious aspects of the community, the "saint" prefix is thought to have been chosen to honour the founder of the area, or used for euphony (Miller 1967).

A settlement developed around Rapelje's town plot, and by the 1830s was beginning to display characteristics of an established village. In 1831, the first post office opened with Bela Shaw as the first postmaster. Shaw was an early merchant in St. Thomas and operated the post office out of his store on the north side of Talbot Street, just past Stanley Street. The first hotel, the St. Thomas House, opened in 1828. It was built by Enos Call on the southwest corner of Church and Talbot Street (Sims 1984). Industries were established, including the first iron foundry on Kettle Creek opened by Elijah Leonard in 1834, a tannery opened by Joshua Doan, and a wagon and carriage making business established in 1832 by George Wegg (Cosens 1967). The first newspaper in St. Thomas began in 1831 and was known as the St. Thomas Journal. It was followed by several other papers including The Liberal, Enquirer, St. Thomas Standard and The Canadian Freeman. These papers were short lived, ending in the mid-1840s and leaving St. Thomas without a paper until 1855. The first bank opened in 1834. Known as the Agricultural Bank, it was located on Centre Street and was operated by Truscott and Green. Other banks followed, including the Gore Bank, the Bank of Upper Canada, Commercial Bank of Canada, the Bank of Montreal and the Elgin Farmer's Bank. When the Commercial Bank closed in 1867, it left St. Thomas without a bank for almost a decade (Sims 1984).

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By 1833 a road had developed between Port Stanley to the south and St. Thomas. Port Stanley, located on the mouth of Kettle Creek at Lake Erie, was the closest harbor to the settlement, and was a means for merchants in St. Thomas to receive goods. Stagecoaches along the road began operations in 1833, making three trips per week between the two settlements. By 1840, the road had been opened to London. In 1843 the road was planked, then graveled in 1848 (Hendershott 2015). This improved roadway increased access to St. Thomas, with stagecoaches operating daily between Port Stanley and London, by way of St. Thomas. The roadway initially came from the south up Stanley Street to meet with the Talbot Road (Sims 1984). Settlers arriving during this period include; T. Lindop, J.H. Begg, M.T. Moore, Samuel Eccles, Thomas Arkell, Daniel Hanvey, James Mihell, John Second and J.E. Smith. Some of these men were instrumental in the development of building blocks along Talbot Street, and left their names on the downtown. Figure 4 shows the 1838 road and lot layout of St. Thomas.

As was often the case in the first half of the 19th century, fires destroyed several of the earliest structures in the community. The fire that occurred on September 17, 1841, which started in a store on the northwest corner of Talbot and Stanley Streets, destroyed 25 buildings, including houses and stores. The community rebuilt and by 1846 the population of St. Thomas reached 1,000. It contained two tanneries, two distilleries, six blacksmith shops, four doctors, five taverns, two copper and finsmith shops, an extensive iron foundry, two banks, two wagon and carriage shops, and several stores (Paddon *et al.* 1981).

3.2.2 Mid-19th Century Development in St. Thomas (1850-1870)

The County of Elgin was established in August 1851, following the Baldwin Act of 1849 that resulted in the creation of municipalities. The county was named for James Bruce (1811-1863), the 8th Earl of Elgin, who was the Governor General of Canada from 1847 to 1854. A town hall was constructed near the corner of Talbot Street and Stanley Street in 1851 and served both the St. Thomas settlement and the Township of Yarmouth (Plate 4) (Paddon 1975). The market was initially located at the Town Hall known as St. Andrew's market (Cosens 1976). The settlement of St. Thomas was incorporated as a Village in 1852, with a population of 1,274. The first provisional council met in the St. Thomas Town Hall on April 15, 1852, with David Parish as the first reeve (Page & Co. 1879). The first courthouse was constructed in 1853, on land purchased by the crown from Benjamin Drake for five shillings (Elgin County Archives n.d.c).

The early 1850s was a time of growth and prosperity for St. Thomas. Merchants in the village imported goods from Port Stanley and St. Thomas served as a distribution centre to the surrounding areas (Paddon *et al.* 1981). When the plans for the London and Port Stanley (L. & P.S.) Railway were initiated, it was received in St. Thomas as a chance for further growth and development, and funds were given by the village towards its construction. The railway was completed in 1856, with a station in St. Thomas, constructed east of the village. The original station was located north of Talbot Street off Station Street (St. Thomas LACAC 2000: 127). The railway turned out to be a disaster for St. Thomas, as merchants lost business to London. The village sold their railway shares to London, and the late 1850s was a period of decline in St. Thomas (Paddon *et al.* 1981).

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The first substantial building block was constructed in the early 1850s by Benjamin Drake on the southwest corner of Talbot and Metcalfe Streets. Known as the Metcalfe Block, the Roe Brothers, Charles, John and Peter first occupied it in 1855 (Cosens 1976). The first manufacturing business, Alexander Love's furniture company, operated out of the Metcalfe Block until 1867 (Sims 1984).

St. Thomas was incorporated as a town in 1861, with a population of 1,631, only a small increase from the 1852 population. M.T. Moore, a tannery owner on Talbot Street, was the first mayor of the town (Sims 1984). The 1860s were a period of slow development for St. Thomas, with some building blocks and residences erected. One business that grew and developed during this period was Midgley's clothing store. John Midgley came to St. Thomas in 1862 and that year opened a men's exclusive clothing store. The business was very successful, and an additional east end store opened in 1883 at 624-626 Talbot Street, and operated until the late 1920s (Paddon *et al.* 1981).

3.2.3 Influence of the Railway Lines (1870-1880)

The coming of new railway lines brought in from the United States in the 1870s turned St. Thomas into a prosperous town and greatly increased development along Talbot Street. The railway brought employment, and business, and quadrupled the town's population of 2,000 within the decade (Paddon *et al.* 1981). The railway also attracted influential business men from larger commercial and manufacturing centres that brought with them new ideas and finances for enterprise (Cosens 1976). These men of money, vision, and influence turned St. Thomas from a little town into a booming railway city (St. Thomas LACAC 2000). Prior to the railway boom, the downtown ended in the east at Elgin Street (Miller 1967). The only development past Elgin Street was a few stray houses and the L. & P.S. Railway depot. To the east of St. Thomas was the village of Millersburg. With the arrival of the railway it was annexed as part of St. Thomas in 1871 (Paddon *et al.* 1981).

There were several factors that led to the arrival of major rail lines in St. Thomas. The push for another railway through St. Thomas began in the late 1860s, with the goal of creating an inexpensive line between the United States and southwestern Ontario, to reduce the cost of transporting goods and products between the two countries (Canadian Southern Railway 1871). In response, the Erie & Niagara Extension (E. & N.E.) Railway Company was incorporated on February 28, 1868. The line ran from the Village of Fort Erie to the County of Essex, passing through the Counties of Haldimand, Norfolk, Elgin, Oxford and Kent (Province of Ontario 1868). Of the 13 men on the board of directors for the construction of the railway line, the most notable was William A. Thomson, who advocated for its construction (Tennant 1991). Thomson, with the assistance of Isaac Buchanan, promoted the construction of the line to investors in Canada and the United States. Buchanan, who served as the director of Hamilton's Great Western Railway, had previously advocated for a railway route between Michigan and Buffalo, through southern Ontario in the 1850s (McCalla, n.d.). When Thomson took up the cause, Buchanan provided him with his maps and plans for the railway, along with financial backing for its promotion. In turn for his investment, he would be paid upon the completion of the railway line. Thomson was successful in the promotion of the railway line, and the charter for the E & N.E. Railway was

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amended. The bill received royal ascent on December 24, 1869, and the company became the Canada Southern Railway (C.S.R. or CASO) Company (Province of Ontario 1870: 83). The bill also allowed for American contractors and promoters to be included on the board of directors (Tennant 1991).

Funding for the railway came from three sources; individual investment, municipalities, and the provincial government. A total investment of two million dollars came from Milton Courtright, John Tracy, Daniel Drew, Sidney Dillon, William Scott, William Thomson, and John Ross. The money from individual investment was to be paid out following the completion of the railway or upon the dissolution of the company. Courtright, a prominent civil engineer and railway contractor, and the director of the Lake Shore, Rock Island, and Union Pacific railway lines in the United States, was named the president of the C.S.R. Company (Browder 2015). Buchanan and Thomson were successful in raising \$500,000 in the form of municipal bonds from towns and townships through which the railway was to pass. The City of St. Thomas, recognizing the benefits of the railway, offered the C.S.R. an additional \$25,000 bonus if the company built their corporate headquarters within the town limits. The incentive proved successful and the C.S.R. purchased 125 hectares (309 acres) of land on the eastern end of St. Thomas for its operations (North America Railway Hall of Fame n.d.). The last investment of \$200,000 came from the provincial government (Tennant 1991).

The survey of the railway line began on June 1, 1870 mapping the shortest and most economical route between Michigan and New York through southwestern Ontario. The C.S.R. Company laid 369 kilometres of track between the International Bridge, over the Niagara River at Buffalo, to the Detroit River, at Amherstburg (Canadian Southern Railway 1871). The railway's position, grades, and alignment were designed in the most advantageous manner, with 96 percent of the track made of a straight alignment, with no opposing grade exceeding 15 feet per mile and 3 degree curves (Canadian Southern Railway 1871:31). The Chief Engineer, F.N. Finney reported the completed survey of the line to the board of directors on February 15, 1871 (Canadian Southern Railway 1871: 39). The first construction contracts were granted following the completion of the survey and work was completed on the western section (Amherstburg to St. Thomas) in 1872, and the eastern section (St. Thomas to Fort Erie) by early 1873 (North America Railway Hall of Fame n.d.).

The C.S.R. (CASO) station was built on the eastern end of the Town of St. Thomas between June 1871 and April 1873. The station was designed by the C.S.R. company architect Edgar Berryman (1839-1905) in the Italianate style, and was the largest of 31 C.S.R. railway stations built in Ontario in the late 19th century (Hill, n.d.). As the station served as the C.S.R. headquarters, it was built on an impressive scale, and was a very large building within the context of the small town of St. Thomas. The two-storey brick building was constructed to be 354 feet long and 36 feet wide. The station was originally surrounded by a wide brick paver platform on the south side next to the main tracks, while wooden plank platforms were on the other elevations (City of St. Thomas, By-law No. 186-2014) The site also included an engine house, blacksmith shop, paint shop, round house, waste

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shop, freight depot, and a large repair and maintenance building (North America Railway Hall of Fame n.d.).

The land north of the CASO station and railway tracks developed as a recreational area for the community (Plate 1). The trees in the M.C.R. park were planted by the property's previous owner, Thomas Williams (Sims 1984).



Plate 1: M.C.R. Park, 672 Talbot Street.
Source: Ken Verrell Collection, Elgin County Archives

Alongside the construction of the C.S.R. Line was the Great Western Railway's (G.W.R.) Air or Loop Line that was constructed in 1872. Fearing competition from the C.S.R. the G.W.R. decided to create a more direct route between southwestern Ontario communities and the United States. Similar to the C.S.R. line, the G.W.R line would run from Fort Erie to St. Thomas, and then meet up with its main line northwest at the Village of Glencoe. This line was an unexpected bonus for St. Thomas (Paddon 1989). Unlike the straight C.S.R. Line, the G.W.R. line was noted for its crookedness, because of the numerous valleys and ravines it passed through.

Numerous connection lines and railway companies were created following the completion of the C.S.R. line through southwestern Ontario. This included the Chicago & Canada Southern Railway of Indiana, the Chicago & Canada Southern Railway Company of Illinois, the Canada Southern Railway in Ohio, and the South Eastern Michigan Railway Company (Tennant 1991). In 1874, unable to pay back its investors, the C.S.R. company declared bankruptcy. The railway line was taken over by Cornelius Vanderbilt, owner of the New York Central (N.Y.C.) Railway. It was then leased in 1883 to the Michigan Central Railway (M.C.R.)

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Another disastrous fire stuck St. Thomas on Christmas day in 1870. The most disastrous fire to the town thus far, it broke out in the store of Messrs. McKenzie and Still, on the corner of Talbot and Stanley Streets. Following this fire, the town council passed a by-law which required the construction of brick buildings with fire walls in the main downtown (St. Thomas LACAC 2000).

The businesses along Talbot Street grew substantially and developed in the mid-1870s and were tailored to the new population; mostly men of influence. These businesses included boot and shoemakers, watchmakers, men's clothing stores, rooming houses, barbershops, hotels, taverns, billiard halls, and cigar and tobacco shops (Plates 2 and 3). The orientation of the downtown along Talbot Street, through the influence of the location of the railway stations, also moved from the west to the eastern end. The west end of Talbot Street became known for housing higher society which included blocks of doctors, barristers, bankers, architects, publishers, and solicitors. The east end was a new St. Thomas, and was tailored to the masses (St. Thomas LACAC 2000). The following buildings were erected along Talbot Street beginning in 1870 and following the railway development. For a complete listing see Appendix B.

- The Elgin Block (1870), 217-219 Talbot Street
- The Hay Block (1870), 301-339 Talbot Street
- The Free Trade Building (1871-1874), 247 Talbot Street
- The Smith Blocks (1871-1874), 605-609 Talbot Street
- The Beaver Block (1872), 633-635 Talbot Street
- The Grand Opera House (1873), 248 Talbot Street
- The Moore Block (1874), 571-579 Talbot Street
- The Wilcox House (1875), 664-668 Talbot Street
- The Dake House (1876), 592 Talbot Street
- The Queen's Hotel (1878), 741 Talbot Street
- The Vanbuskirk Block (1878), 230 Talbot Street
- The McLarty Block (1879), 277 Talbot Street
- Scott Studios (1879), 587 Talbot Street

The Free Trade Building, at 247 Talbot Street, is an example of the types of building constructed along Talbot Street during this era. It would have been one of the first new buildings of its size built at the beginning of the railway boom (St. Thomas LACAC 2000: 23). It was one of the first large buildings seen by travelers coming into the city from the west and remains the first large block that is seen upon entering the downtown from the west end. The western portion of the building was constructed in 1872 by Joseph and John McAdam, and the eastern section by John McLean in 1874 (City of St. Thomas, n.d.).

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While many buildings from the 19th century remain, the streetscape character of Talbot Street is different than how it would have existed in the past. In the 19th century, Talbot Street had wooden sidewalks and wooden crosswalks, with merchants displaying goods on the sidewalks or hung from awnings (Plates 2 and 3). Most of the building blocks constructed along Talbot Street had livery out back, as horses or walking were the main modes of transportation at the time, and citizens of prominence who were visiting businesses had a carriage with horses (Paddon *et al.* 1981). The number of liveryes can be seen on the Fire Insurance Plan, where they are noted with grey crosses (Figure 5).

Most of Talbot Street was commercial or mixed commercial residential. But there were some notable exceptions. Dr. E.W. Gustin's house, at 295 Talbot Street was built in 1870, is the last remaining Victorian Residence on Talbot Street, and the only residence on the north side of Talbot Street within the study area. Gustin served as the coroner for Elgin County, the doctor for the Great Western Railway Lines, and for one year as the mayor of St. Thomas. The adjacent building, 301 Talbot Street, constructed in 1878, was the site of the Imperial Bank. The building was constructed through funds from Dr. Gustin and investments from his network in the community (St. Thomas LACAC 2000).

The St. Thomas Street Railway was incorporated on March 7, 1878 (Paddon *et al.* 1981). The line was constructed in 1879, and originally used horse-drawn vehicles on rails that were 3 feet 6 inches apart. In 1897, the railway line was taken over by James Henry Stull, and agreement was made with City council that the railway would be electrified. The electrified line opened on June 1, 1898 (Bergen, 2013).



Plate 2: Talbot Street, looking east from Stanley Street, c. 1875.
Source: Elgin County Archives.

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Plate 3: South side of Talbot Street c. 1875.
Source: Elgin County Archives.

3.2.4 City of St. Thomas (1880-1900)

On March 4, 1881, St. Thomas was incorporated as a city, with a population 8,367 (Paddon *et al.* 1981). The new city hall constructed at 545 Talbot Street, was designed by Neil Darrach, in the late Richardsonian Romanesque architectural style (City of St. Thomas, By-law 26-89; online). Darrach was a leading architect in St. Thomas, who designed the Duncombe Opera House (1894), County of Elgin Courthouse (1898), and other building blocks along Talbot Street (Hill n.d.b).

The late 19th century was a boom period in the City of St. Thomas. The number of substantial building blocks and hotels constructed along Talbot Street increased and moved further east towards the CASO station. Through the influence of the railway on the local economy more luxury stores began to emerge along Talbot Street. This included dressmaker shops, furriers, fine China shops, music stores, and candy shops. Local businesses also became more tailored to the railway industry. For example, Stacey Hardware, at 323-325 Talbot Street, were specialty suppliers of railway headlamps and switch lamps by 1894 (St. Thomas LACAC 2000).

The design and materials of the buildings constructed during this era were characteristic of development from 1870 to 1900 in southwestern Ontario towns and cities. Most buildings are two to three storey brick structures with ornamentation, and in some instances a false front extending above the roofline. The following building blocks were erected during the late 19th century along Talbot Street. For a complete listing see Appendix B.

- Aberdeen Block (1880-1900), 373-375 Talbot Street
- Bond's Hotel (1880), 268-274 Talbot Street

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- Roadnight's Hotel (Hotel Albany) (1880), 284-286 Talbot
- The Hare Block (1881), 667-669 Talbot Street
- The Acacia Block (1881), 616-626 Talbot Street
- Hunt Block (1882), 447-449 Talbot Street
- The Central Block (1882), 509-511 Talbot Street
- The Grand Central Hotel (1882), 318-338 Talbot Street
- The Blueline Block (1882), 655-659 Talbot Street
- The Spohn Block (1882), 214 Talbot Street
- The Times Building (1883), 401 Talbot Street
- The Free Library Building (Upper Block) (1884), 486-488 Talbot Street
- The Exchange Buildings (1885), 389-399 Talbot Street
- The Viamedia Block (1885), 441-445 Talbot Street
- The Arkell Block (1885), 254-256 Talbot Street
- The Ferguson Block (1885), 341-349 Talbot Street
- The Idsardi Block (1885), 679-687 Talbot Street
- Provincial Provident Institute (Municipal World) (1891), 348-350 Talbot Street
- The Columbia Hotel Block (1892), 537-539 Talbot Street
- Traver's Block (1893), 381-385 Talbot Street
- The Duncombe Opera House (1894), 451-453 Talbot Street
- The Jennings Building (1894), 432-436 Talbot Street

With the influence of the railway, came the increased number of travelers that needed a place to stay. Numerous hotels were constructed during this period along Talbot Street, with many situated to the east end near the railway yards. The corner of Horton and Talbot Streets across from the M.C.R. Park and CASO station was the site of several early hotels. The first was the Heenan House, followed by the Queen's Hotel, the American Hotel, Dufferin House (International Hotel) and Caughlin House. The largest hotel at the time was the Grand Central Hotel, which was built at the corner of Metcalfe and Talbot Streets (Plate 4). Its first proprietors were Bronell and Currier (Sims 1984). The hotel was demolished in the late 20th century, and in its location stands the Grand Central apartment building. Following the construction of the Grand Central Hotel, the city block filled in very quickly with some very high profile businesses (St. Thomas LACAC 2000). These men left their names on the building blocks they created including Thomas Arkell, Thomas Hay, Squire Hunt, and John McLean (Sims 1984). Another namesake building was

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built in 1895 for William Brown Jennings, at 432-436 Talbot Street. Jennings opened a furniture store in the building, and it remains the longest continuously operating business on Talbot Street (St. Thomas LACAC 2000).



Plate 4: Grand Central Hotel, ca. 1925.
Source: Ken Verrell Collection, Elgin County Archives.

In 1882, the G.W.R. was taken over by the Grand Trunk Railway (G.T.R.), and the following year the L. & P.S. Railway was taken over by the Lake Erie and Detroit (L.E. & D.) Railway Company. Figure 6, shows the layout of the railway lines into St. Thomas in the 1890s.

The railways occasionally had detrimental impact on the downtown, when accidents occurred in close proximity to the commercial core. The most fatal railway accident occurred at 7pm on July 15, 1887. A northbound L. & P.S. Railway locomotive ran into an M.C.R. freight train that was stopped at the Moore Street intersection, resulting in an explosion. Within minutes both trains were on fire. The L. & P.S. train was full of passengers from Port Stanley. A second oil tanker exploded, causing windows along Talbot Street to break and fire to spread to neighbouring businesses (Sims 1984). It took until the following evening for the fire to be extinguished, and it left 14 dead and several hundred injured (Elgin Historical Society, n.d.a).

3.2.5 Early 20th Century Development (1900-1918)

The early 20th century was a period of transition for retail and industrial businesses across the world. In St. Thomas retail development included department stores, which changed the small specialized store market. These were usually within larger buildings that utilized new advertising methods such as catalogues, over the top window displays, and offered a wide array of products at low prices (Belisle 2011). Industrial developments built on the increasing

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mechanization started in the late 19th century, able to serve the growing population of many cities and towns. In St. Thomas, the population of the city grew during this period, increasing from 8,367 in 1881 to 16,794 by 1914 (Paddon *et al.* 1981). This likely influenced the construction of several more buildings along Talbot Street, including the following. For a complete listing see Appendix B.

- Teskey-Mckillop Block (1900), 471-475 Talbot Street
- The Hill Building (1900), 400 Talbot Street
- The Southern Loan Company Building (1901), 384-390 Talbot Street
- The Nila Block (1901), 555 Talbot Street
- The Mickleborough Building (1903), 423-427 Talbot Street
- The Vesta Block (1905), 636-644 Talbot Street
- The Star/Granada/Tivioli Theatre (1905), 459-469 Talbot Street
- The Engineers Building (The Masonic Temple) (1908), 561 Talbot Street
- The Sutherland Shoe Building (1910), 429 Talbot Street
- The Welding Block (1910), 759-763 Talbot Street
- The Wright Shoe Company (1913-1914), 180 Talbot Street
- The Railway City Y.M.C.A. (1914), 672 Talbot Street
- The Talbot Hotel (1914-1915), 595-599 Talbot Street
- The Royal Bank Building (1915), 367-371 Talbot Street

Following the success of the department stores such as Eaton's, Hudson Bay and Simpson's at the end of the 19th century, these stores began to appear in St. Thomas along Talbot Street. One of the local mainstay department stores that emerged in this period was Anderson's at 410 Talbot Street. Robert Marshall Anderson came to St. Thomas in 1896 as a junior partner in a dry goods business of Northway and Anderson. The store was originally located in the Arkell Block at 262 Talbot Street. When the store outgrew the Arkell Block, the store moved to 410 Talbot Street in April 1902 (Plate 5). In 1906, Anderson bought out his partner John Northway, and renamed the business the Anderson Company Limited. When Anderson died in 1940, his son Donald Hume Anderson continued to operate the business until the store closed in 1988 (County of Elgin, n.d.d).

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Plate 5: Anderson's Department Store.
Source: Ken Verrell Collection, Elgin County Archives.

Other large stores that opened in St. Thomas during this period were the Dowler Brothers clothing store (491 Talbot Street), Frederick Sutherland's Shoe Store (429 Talbot Street), and F.W. Woolworth Company (451-453 Talbot Street). Robert and Jonathan Dowler, for example, came to St. Thomas from Guelph in 1902 and established a store on Talbot Street east of Hiawatha. The Dowler Brothers were very successful within the city, and branched out with a chain of stores in London, Windsor, Sarnia, Walkerville, Kitchener, Chatham and Stratford (Paddon *et al.* 1981).

Industrial change also occurred in early 20th century St. Thomas, with larger industries and the development of factories. Along Talbot Street, the Sutherland Press Building opened at 606-610 Talbot Street and the Wright Shoe Company at 180 Talbot Street between 1910 and 1914 (Plate 6). These two similar structures are reflections of early 20th century manufacturing design, with taller building mass, repeated large windows, functional vernacular design and minimal architectural detail (St. Thomas LACAC 2000).

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Plate 6: Wright Shoe Company, 180 Talbot Street.
Source: Ken Verrell Collection, Elgin County Archives.

Technological advancements also influenced the city's railway lines. Sir Adam Beck, the Mayor of London and the Chairman of the Hydro Electric Power Commission, saw the advantages of using electric power on the railway lines. With the looming lease expiration of the L. & P.S. railway, in 1914, a plan for an upgraded electric line was conceived. A municipal vote in London in October 1913, approved the decision to electrify the L. & P.S. Railway and for the line to be acquired by the City of London. This new electrified line included a new connecting track to the St. Thomas depot. This improvement benefitted the railway line through passenger increase from 105,559 in 1913 to 896,508 riders in 1916. Freight volume also doubled from 1916 to 1929 (Sanduski 2007). While increases were seen on the L & P.S. line, change occurred along Talbot Street with the closing of the St. Thomas Street Railway in 1915. Following this Talbot Street was resurfaced, and much of the old brick taken up from the line was used in houses in the area (Bergen, 2013).

Talbot Street served not only as the commercial and industrial hub of the city, but also the social centre. M.C.R Park in particular served as a gathering point during major events. When the First World War broke out in August 1914 many St. Thomas men enlisted out of London, joining the 1st, 18th, 33rd, and 70th Battalions. In October 1915, Lieutenant Colonel Green received orders to organize the 91st Battalion with recruiting headquarters out of St. Thomas. The 91st Battalion included 940 men enlisted from the County of Elgin, who went overseas in June 1916 (Paddon *et al.* 1981). Plate 7 shows the gathering of the 91st Battalion at M.C.R. Park in May 1916, prior to departure to the war.

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

Historical Development
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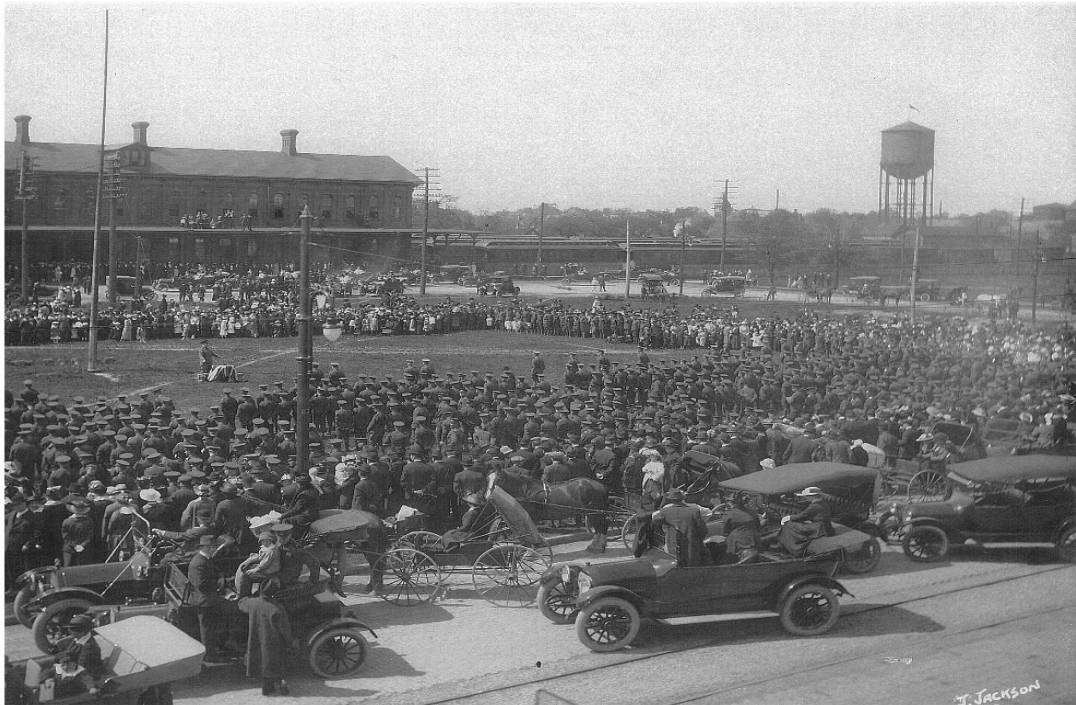


Plate 7: 91st Battalion in M.C.R. Park May 1916.
Source: Ken Verrell Collection, Elgin County Archives.

3.2.6 Between the Great Wars (1918-1939)

Following the First World War, growth and development stalled in downtown St. Thomas, much as in other communities as post-war decline was characteristic of the era. The period saw a decline in population from 17,892 in 1922, to 16,689 in 1929. The 1930s, also known as the Great Depression, following the stock market crash of 1929, was a period of hardship for the people of St. Thomas and across the world. It was a time of mass unemployment, cuts in wages, and increased taxation to provide relief for those out of work. However, some key industries which had developed in the late 19th century and early 20th century in St. Thomas helped to support the City's economy during the 1930s. This included the Erie Iron Works, the Elgin Handles, the Canada Iron Foundry, the Sutherland Press, the Canadian Woodenware Company, and Municipal World (Paddon *et al.* 1981).

Due to the impact of the First World War, followed by the downturn of the stock market in 1929, and the Great Depression in the 1930s, very little new construction occurred along Talbot Street. The last large block was built in 1929. Buildings of this era were simpler in design, and were smaller in size at one or two storeys in height. The following were the buildings constructed during this era. For a complete listing see Appendix B.

- London & Port Stanley Railway Depot (1920), 599 Talbot Street
- Molson's Bank (1920), 671-675 Talbot Street

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

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- The Capitol Block (1929), 552 Talbot Street
- Krege Store (1936), 475-479 Talbot Street

In the early 1920s, the original L. & P.S. Railway Depot, constructed north of Talbot Street off Station Street, was demolished and a new depot was built near the tracks at Talbot Street. The new depot was officially opened on April 23, 1920, by Sir Adam Beck (St. Thomas LACAC 2000). This new depot was needed with the increased number of passengers on the line since it had been electrified in 1914. Passenger numbers between 1920 and 1922 were just over one million each year. The 1920s served as a peak period for the railway line, with passenger numbers decreasing in the 1930s due to an increased ownership of automobiles. By 1930, passenger numbers had been reduced to 559,138, and even further to 359,789 by 1933 (Sanduski 2007). Change also occurred to the ownership of the M.C.R. line when it was subleased to N.Y.C. Railway in 1930 (Elgin Historical Society, n.d.b).

The arrival of the automobile in St. Thomas in the 1920s occurred as Talbot Street became part of provincial Highway 3. The section of road connected with several other sections of existing roads between Leamington and Niagara Falls. Sections of the existing roads in rural areas were assumed by the province, while sections through urban centres like St. Thomas remained under municipal ownership (Bever, 2016).

The last large building block along Talbot Street, the Capitol Block, was constructed in 1929. The western end of the block housed the Capitol Theatre, which opened on November 5, 1931. It had a seating capacity of 650, and was the largest of the movie houses in St. Thomas (St. Thomas LACAC 2000). Movies were a popular pastime, even during the depression when money was often scarce. Theatres played an important role in the local community at the time. The theatre operated on Talbot Street until 2008 (St. Thomas Journal 2008).

3.2.7 Mid to Late 20th Century Development (1940-2000)

The Second World War followed the depression, and the era saw little major development or change along Talbot Street. However, following the Second World War St. Thomas entered a period of prosperity due in part to the training schools established in the region during the war. In 1939, the St. Thomas Technical Training School was established just south of the city, and was used for air training by the Royal Canadian Air Force. It was the only facility of its kind in Ontario and over 60,000 men and women were trained out of the school (Elgin County Archive n.d.b). Two other training schools were built near St. Thomas; the Fingal Bombing and Gunnery School, and a flying school in Aylmer. The large number of service members in the area provided the St. Thomas economy with a boost during the war. Many of them brought their families to St. Thomas to live while they were in training. The railways were also booming at this time, transporting goods and people to and from the city (Paddon *et al.* 1981).

In the mid-20th century a shift occurred in St. Thomas, from a reliance on the railway industry to the development of new industries outside of the Talbot Street core. With an increasing number of automobiles, the Talbot streetscape was altered to accommodate automobile parking and

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

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vehicle services. Buildings in the streetscape were also renovated and modernized to accommodate new businesses in the downtown. Toward the end of the 20th century, some of the large building blocks of the railway era were demolished and replaced with new commercial structures.

The following buildings were erected during the mid to late 20th century along Talbot Street. For a complete listing see Appendix B.

- The Federal Building (1960), 403 Talbot Street
- TD Canada Trust Building (1967), 378 Talbot street
- Bank of Nova Scotia (1967), 472 Talbot Street
- Zellers Canada Building (1965), 476 Talbot Street
- Legends Tavern (1985), 600 Talbot Street

New building construction that occurred after the Second World War marked a notable departure from previous buildings. New technologies and architectural forms that rejected historical influences ushered in the modernist era with International and Mid-Century Modern styles, as well as many façade modifications to older buildings. An example of a mid-century renovation to accommodate a new business in downtown St. Thomas is 468 Talbot Street. The building was originally constructed in 1903 for the Ingram and Davey Hardware Store (Plate 8). The hardware store operated out of the building until a fire in 1936, caused severe damage to the structure. Loblaws Grocery took over the ownership of the building in the late 1930s, and renovated the structure including removal of the entire third storey (Plate 9) (St. Thomas LACAC 2000:).

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Plate 8: 468 Talbot Street, ca. 1920s-1930s.
Source: Ken Verrell Collection, Elgin County Archives.



Plate 9: 468 Talbot Street, 1947.
Source: Ken Verrell Collection, Elgin County Archives.

Alongside retrofits of older buildings, new construction occurred in the downtown core. In 1957, Railway Street was realigned with Talbot Street to connect with St. Catherine Street. The new street was renamed Princess Avenue. A cenotaph was erected in 1957 at the southwest corner of Talbot Street and Princess Avenue. The cenotaph and Princess Avenue created an open space area amongst buildings blocks on the south side of Talbot Street. Other street alterations

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included the western entrance to the downtown in 1959 to 1960. The main roadway connecting to Talbot Street (now Talbot Hill), was routed over the top of the hill, just to the north of the original portion of the Talbot Street (St. Thomas LACAC 2000).

Service stations and car mechanics became commonplace by the late 1940s. This included St. George Street Service (239 Talbot Street), P.R. Service Station (261 Talbot Street), Supertest Service Station (287 Talbot Street) and Thayer's Service Station (536 Talbot Street). Snelgrove Motors was the first business to build on the M.C.R. Park in 1947, creating an impetus for further commercial development on the parklands towards the end of the century (Paddon *et al.* 1981). As automobiles became the primary mode of transportation, the Talbot streetscape was altered to accommodate the trend and attract people to businesses in the downtown. Plate 10 shows the 1950s streetscape with numerous cars parked along street, and the presence of parking meters.



Plate 10: Busy Talbot Street Scene, looking east from Hiawatha Street, ca. 1950s.
Source: Ken Verrell Collection, Elgin County Archives.

With the increase in automobiles, along with the construction and improvement of provincial highways, railway transportation declined. From 1947 onwards the passenger ridership on the L. & P.S. line declined, and by 1957 the line was closed to passengers. The line was used for chartered groups and freight, until 1965. The northern portion of the line between London and St. Thomas was sold to the Canadian National Railway (C.N.R.), while the southern portion of the line from St. Thomas to Port Stanley was abandoned. (Sanduski 2007). The southern portion was purchased in 1982 by the Port Stanley Terminal Railway (P.S.T.R.), for use as a tourist line (Port Stanley Terminal Railway n.d.). P.S.T.R. ownership of the line ends at Parkside. The northern section from Parkside Collegiate to the northerly limit of Station Street was purchased by MTO and later purchased by the City.

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Operational changes also occurred with the N.Y.C. railway line. In 1968, the company merged with the Pennsylvania Railway, to form Penn Central. Two years later, Penn Central filed for bankruptcy. In 1976, the Consolidated Railway Corporation (Conrail) formed from Penn Central and several other financially troubled lines, as a national corporation (Elgin Historical Society, n.d.b). It operated for three years until passenger service on the line ceased in 1979, and in 1983 Conrail sold the Canadian sections to C.N.R. and Canadian Pacific Railway (C.P.R.). Freight traffic on the line ended in the 1980s (North America Railway Hall of Fame n.d.).

A shift occurred in St. Thomas in the mid-20th century from the railway city to a Canadian centre for automotive manufacturing. From 1946 to 1963, St. Thomas acquired approximately 40 new industries, most of which were situated in the industrial park on the eastern end of the city. Figure 7 shows the large industrial park at the eastern edge of the city. This fundamentally altered the city and its relationship to downtown. In 1963, the number of people employed by the railways decreased to 200, while the number employed by local industries rose to over 4,000 (Project Planning Associates Limited 1967). Some industries included Essex Wire Corporation, Canada Timken Roller Bearing Company, Clevite Limited, and Weatherhead Co. One of the largest companies to build a factory in the St. Thomas area was the Ford Motor Company, who opened an assembly plant in June 1968, northwest of the downtown near Talbotville (a hamlet in Southwold Township). The site was chosen for its ideal location near major roadways and railway lines (Leach *et al.*, 2012). Other large plants in St. Thomas included Sterling Trucks and Magna International.

Along with industries constructed outside of the downtown, shopping facilities also began to shift to the outskirts of the city. In 1974, the city undertook a face lift program to revitalize Talbot Street and return business to the downtown. As part of this program, improvements came in underground services, street lighting, sidewalks, benches, stone planters, waste disposal, and pedestrian street crossings (Padon *et al.* 1981).

3.3 EFFECTS OF HISTORY ON THE STUDY AREA

The study area retains buildings that are indicative of the heritage of the City of St. Thomas, and provide a connection to its prosperous past as a railway city. Figure 8 outlines the study area with building dates by era, with numerous building blocks of the railway boom era (1870-1900) and the early 20th century (1900-1930) mixed with modern development. From the mid to late 20th century, modern development replaced some original buildings. This is particularly evident at the west and east ends of the study area.

The physical appearance of the study area, with its mix of buildings from different construction periods and the evolution of building types, is indicative of the historical themes and events outlined in the previous sections. Late 19th century construction reflects the prosperity and commercial opportunities that followed the arrival of the railway in the 1870s. Continued prosperity in the early 20th century saw continued construction, and a shift towards different building types that were associated with broader social and economic changes in the commercial and industrial realm. As with most communities, the downtown also saw modern

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

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development and changes that resulted in the removal or alteration of historic buildings and the addition of modern buildings, streetscape changes and services that were related to the increase in automobile use and Talbot Street's function as part of provincial Highway 3.

The role of the railway industry in St. Thomas was continually changing. Following the closure of the C.S.R. operations and the CASO station in the 1980s, the railway lands on the east end of the study area were sold to make way for new development, changing the appearance of Talbot Street from the east end of the study area. The former M.C.R. Park in front of the CASO station is now comprised of modern commercial buildings and parking lots. While many aspects of the city's built railway heritage have been altered, the grand CASO station remains and fosters a connection with the Talbot streetscape and the City's railway history. Today, the city celebrates its railway history by branding itself as "the Railway City" and the "Railway Capital of Canada".

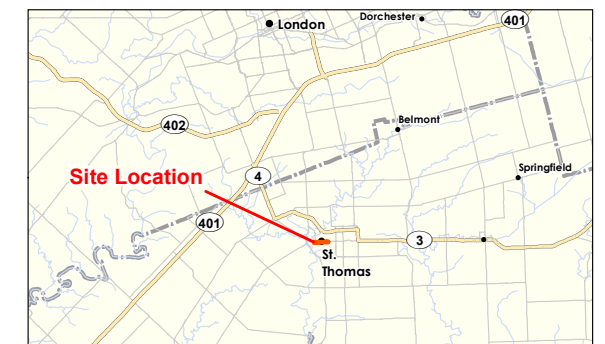
The changes that occurred in St. Thomas over time, and the resulting effects on the study area, are similar to many communities in southwestern Ontario where industry played a major role in late 19th and early 20th century development. Local factors, such as the change or decline in these industries, and broader global forces both left their mark on the study area. In St. Thomas, the railway theme and the nature of the railway industry in the community sets it apart from others and continues to be an important source of identity and pride for the local community.

Legend

Approximate Study Area

Notes

1. Historical information not to scale
2. Source: Elgin County Archives, Archives of Ontario – Thomas Talbot Fonds F 501 Digitalization Project. F-501-1-0-0-40.



Project Location
City of St. Thomas

161413361 REVA
Prepared by PW on 2017-02-10

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS AREA STUDY
HERITAGE CONSERVATION DISTRICT STUDY

Figure No.

2

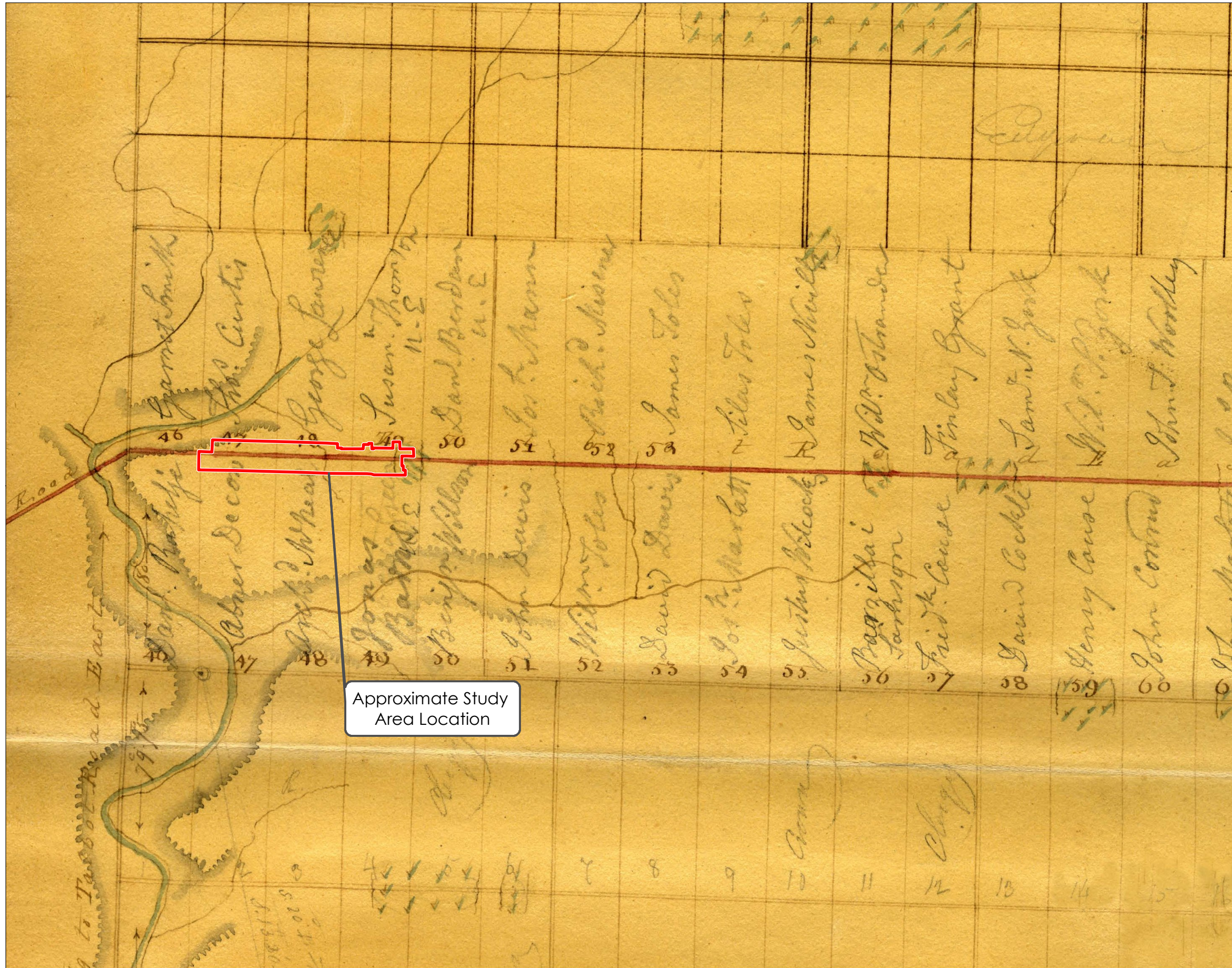
Title

Township of Yarmouth Survey

\\cd\2205\02\01609\active\Other_FCS_Activa\614_London\41413361\Drawings\XWD\Cultural_Heritage\Report\Figures\161413361_RPT_Fig2_Yarmouth.mxd - Revised: 2017-02-10 By: abrown

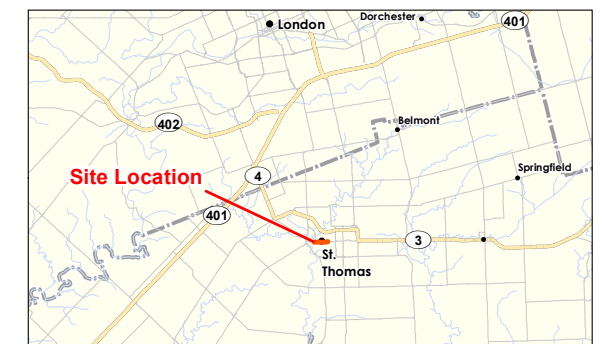
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Approximate Study Area



Approximate Study Area Location

Notes
 1. Historical information not to scale
 2. Source: Elgin County Archives, Archives of Ontario – Thomas Talbot Fonds F 501 Digitalization Project, F-501-1-0-0-42.



Project Location: City of St. Thomas
 161413361 REVA
 Prepared by PW on 2017-02-21

Client/Project:
 CITY OF ST. THOMAS
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Figure No.

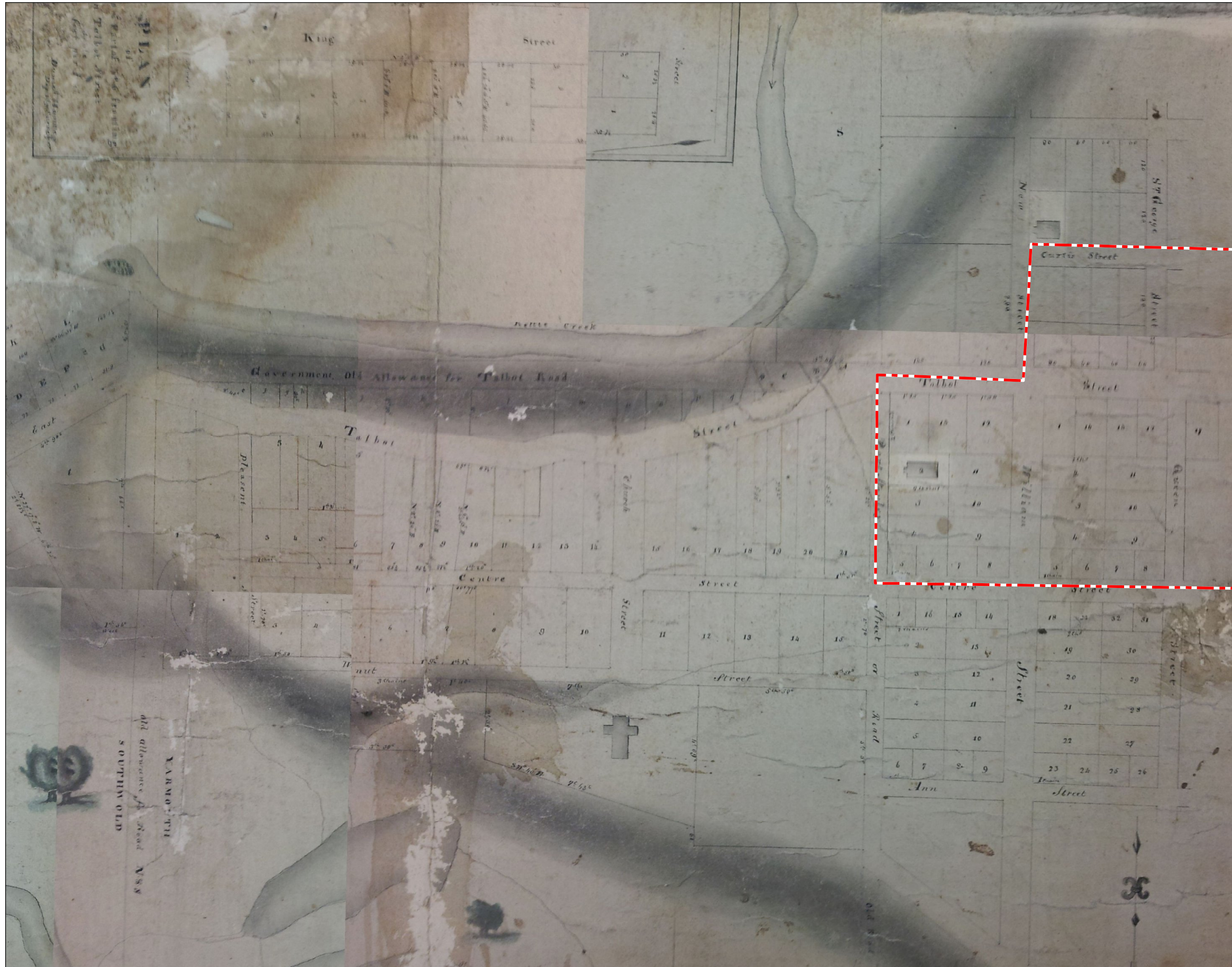
3

Title

Township of Yarmouth, Talbot Road Survey, 1814

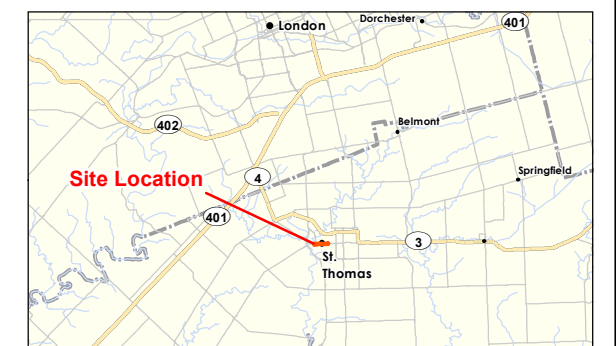
Legend

Approximate Study Area



Notes

1. Historical information not to scale
2. Source: Elgin County Archives. 1838 Map of the Village of St. Thomas.



Project Location
City of St. Thomas

161413361 REVA
Prepared by PW on 2017-02-15

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS AREA STUDY
HERITAGE CONSERVATION DISTRICT STUDY

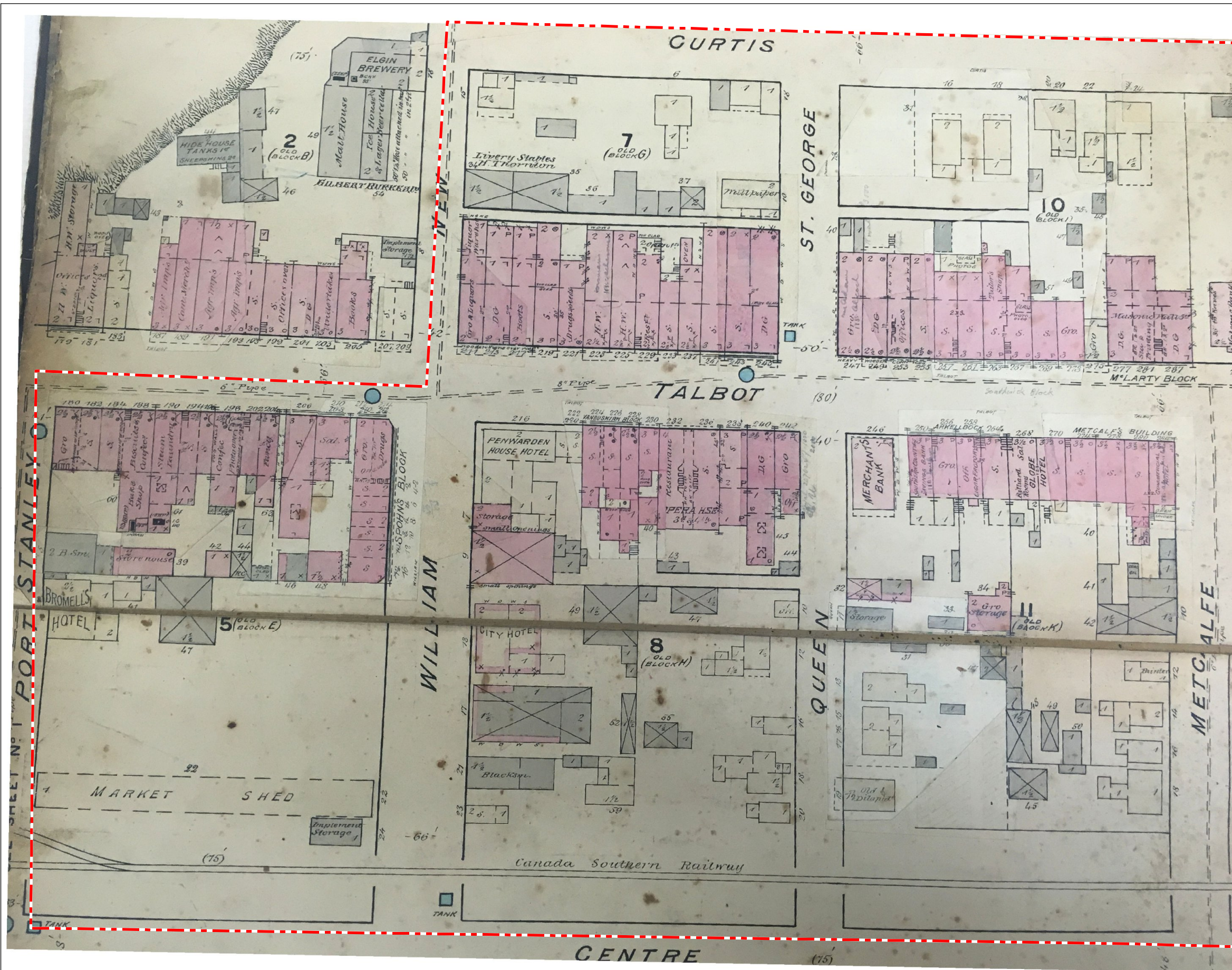
Figure No.

4

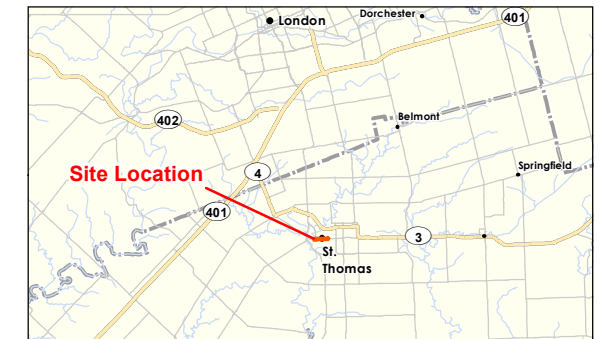
Title

Map of St. Thomas, 1838

Legend
 Approximate Study Area



Notes
 1. Historical information not to scale
 2. Source: Elgin County Archives. 1894. Elgin County Fire Insurance Plans Collection. 2009-12.



Project Location
 City of St. Thomas
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 Prepared by PW on 2017-02-15

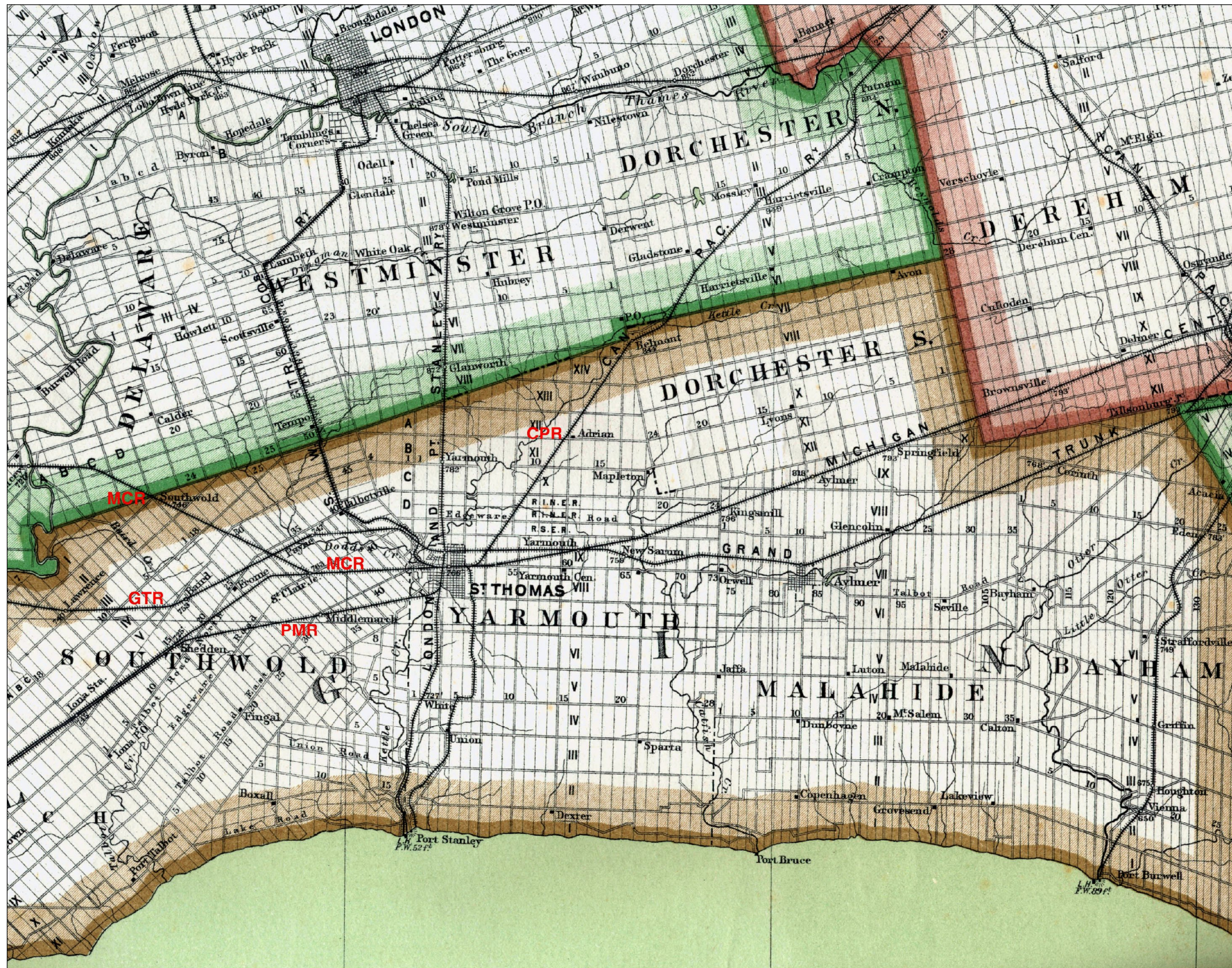
Client/Project
 CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.
5

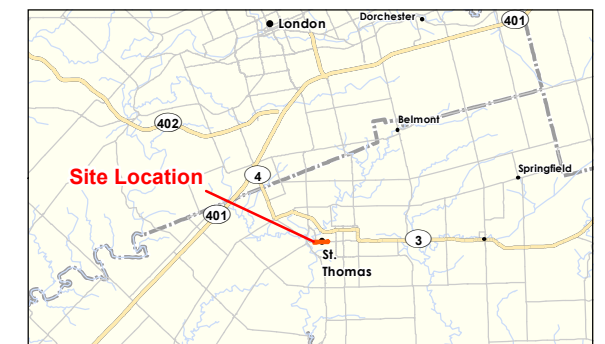
Title
City of St. Thomas, 1894

Railway Lines, ca. 1890s

- GTR** - Grand Trunk Railway
- MCR** - Michigan Central Railway
- PMR** - Pere Marquette Railway
- CPR** - Canadian Pacific Railway



- Notes**
1. Historical information not to scale
 2. Source: Elgin County Railway Museum



Project Location: City of St. Thomas
 161413361 REVA
 Prepared by PW on 2017-02-15

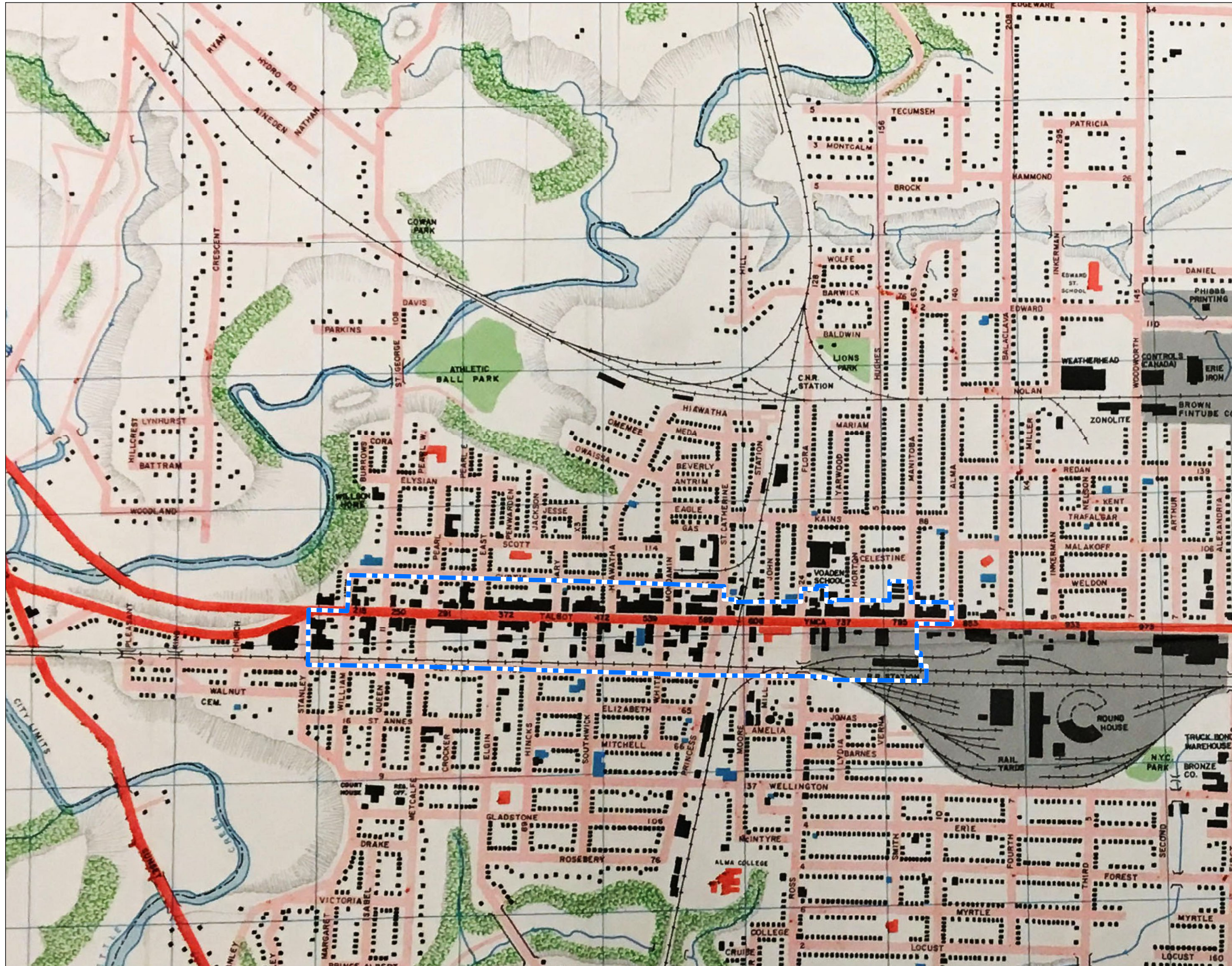
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 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.

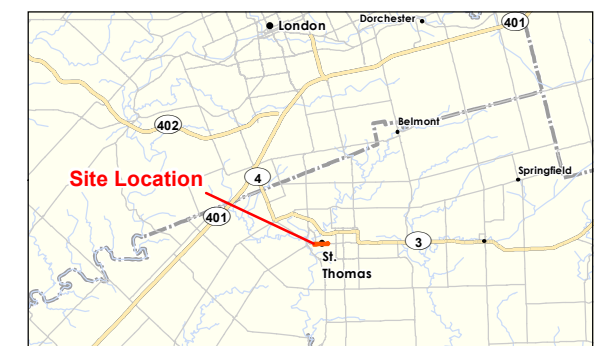
6

Title

Railway Lines, ca. 1890s



Notes
 1. Historical information not to scale
 2. Source: Archives of Ontario, 1962, St. Thomas, Ontario, New City Map, Ottawa: Pathfinders Air Survey Limited, C 295-1-155-0-1.



Project Location: City of St. Thomas
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 Prepared by PW on 2017-02-15

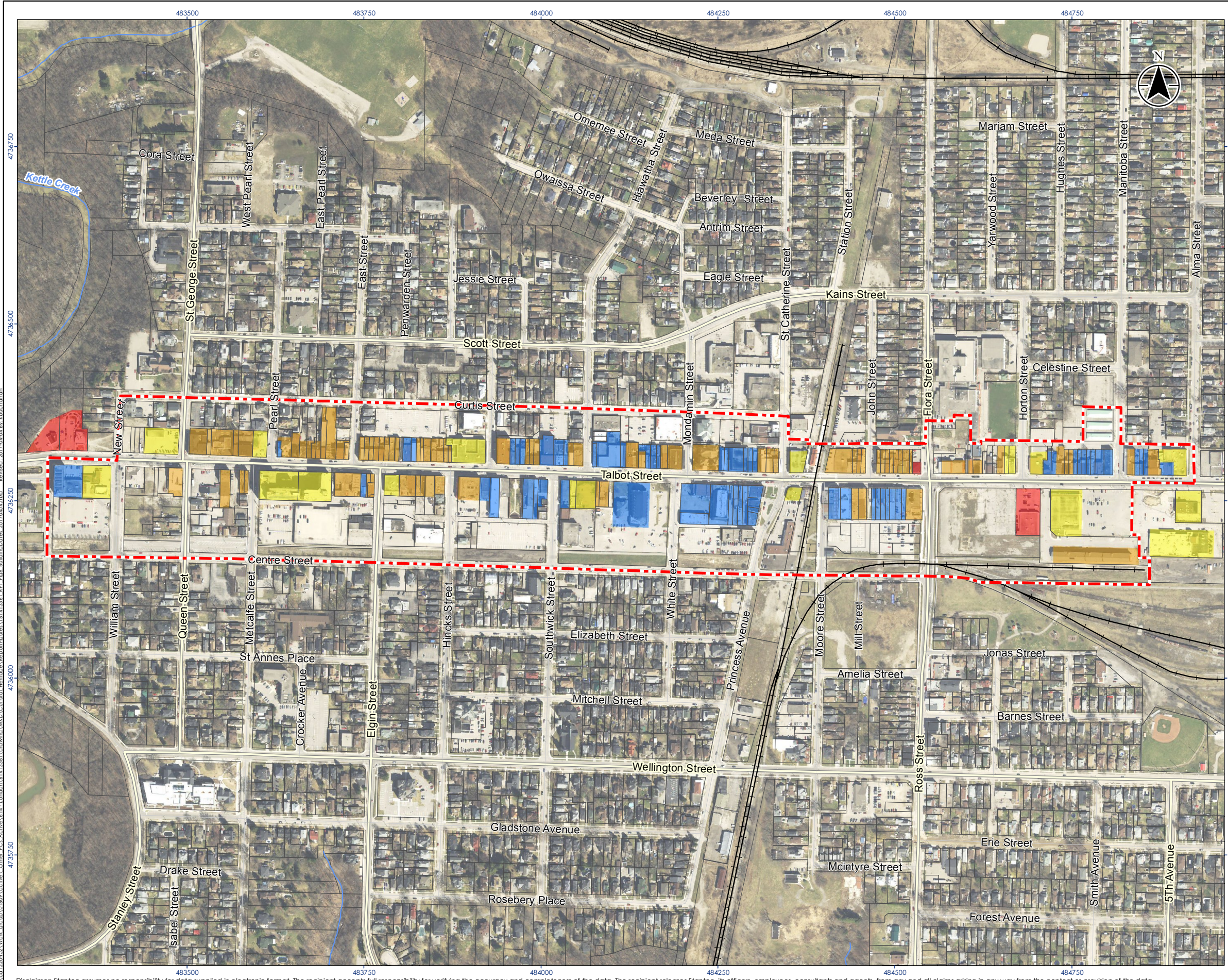
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Figure No.

7

Title

City of St. Thomas, 1962

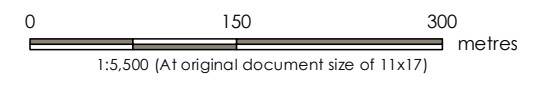


Legend

- Study Area
- Parcel Fabric
- Major Road
- Minor Road
- Railway - Operational
- Watercourse

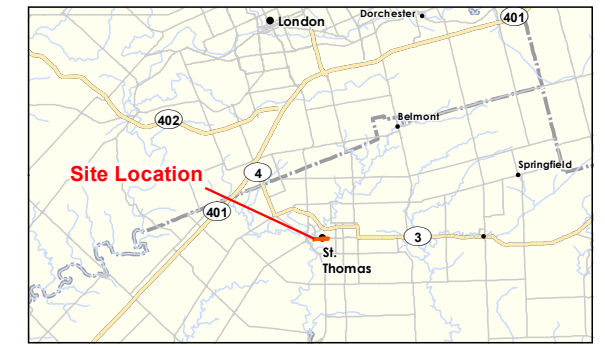
Building Era

- 1870-1900 Late 19th Century
- 1900-1930 Early 20th Century to Great Depression
- 1930-2000 Mid to Late 20th Century
- 2000-Present



Notes

1. Coordinate System: NAD 1983 UTM Zone 17N
2. Base features produced under license with the Ontario Ministry of Natural Resources and Forestry © Queen's Printer for Ontario, 2016; © City of St. Thomas, 2016.
3. 2015 orthoimagery © City of St. Thomas, 2017.



Project Location: City of St. Thomas
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 Prepared by KDB on 2017-04-04

Client/Project: CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.

8

Title

Building Dates by Era

4.0 MOVEMENT

4.1 STREET NETWORK

The study area is predominantly an east-west linear corridor that includes Talbot Street from Alma Street to Stanley Street. Within the study area, numerous side streets intersect with Talbot Street on both the north and south sides of the road. The character of these streets is discussed below in Sections 7.1.1 to 7.1.3.

4.1.1 Talbot Street

Talbot Street is the main commercial street of St. Thomas and forms the core of the study area. In the study area it is laid out in an east-west direction and generally consists of two lanes of traffic (one eastbound and one westbound) with on-street parking located on both sides of the street. Some sections of Talbot Street include dedicated turning lanes. The majority of intersections along Talbot Street are 'T' intersections (85%), while only three are through or cross intersections (15%). Talbot Street can be characterized as a commercial street that acts as the main arterial east-west thoroughfare in the City of St. Thomas.

4.1.2 Through Streets

The study area includes three through or cross streets. These are Ross Street/Flora Street, Princess Avenue/St. Catharine Street, and William Street/New Street. While these streets form through intersections with Talbot Street, they are named differently on the north and south sides. This reinforces Talbot Street as a main thoroughfare that divides the north and south sections of the City. All three through streets are perpendicular to Talbot Street, two lanes wide, and include traffic lights on all sides. The character of the through streets is generally commercial in the vicinity of Talbot Street and transitions to residential within a block of the commercial core.

In addition to the through streets that intersect with Talbot Street, Curtis Street and Centre Street are through streets that run parallel to Talbot Street. These streets acts as the north and south boundaries of the current study. Both these streets include two lanes of traffic (one eastbound and one westbound) and include on-street parking.

4.1.3 Side Streets

The study area includes 18 side streets that extend north and south from Talbot Street. These streets are perpendicular to Talbot Street and form an irregularly spaced grid network on the north and south sides of the street. These streets form 'T' intersections with Talbot Street, are two lanes wide and include on street parking. The side streets are predominantly residential in character with some commercial use adjacent to Talbot Street.

4.2 RAIL NETWORK

While the City is historically associated with numerous railways, the City is now the only owner of rail lines in the study area. The remaining infrastructure consists of the former right-of-way (ROW), railway tracks, ties, and ballast.

The P.S.T.R. is an active tourist railway that runs between St. Thomas and Port Stanley. In the vicinity of the study area the P.S.T.R. has an agreement with the City of St. Thomas to operate on the City tracks. The former ROW, railway tracks, ties, and ballast remain in-situ and form a linear corridor that bisects the study area. A replica of the former P.S.T.R railway station is located on the north side of Talbot Street between St. Catharine Street and John Street.

4.3 PARKING

The study area contains a mix of on-street parking, permit parking, public parking lots, and private parking lots. Two hour on-street parking is permitted along Talbot Street and along most north-south side streets within the study area. Eight public parking lots are located within the study area, four on the north side of Talbot Street and four on the south side. All public parking lots are accessed via the north-south side streets or Curtis Street. With the exception of a permit parking area located on the south side of Talbot Street (west of Metcalfe Street), no public parking lots front onto Talbot Street (City of St. Thomas 2013).

The study area contains numerous private parking lots that are associated with commercial and industrial properties. The presence of private parking lots is most prominent on the south side of Talbot Street between Ross Street/Flora Street and Alma Street. This stretch of Talbot Street is mainly comprised of parking lots, resulting in a visual break from the rest of Talbot Street that is densely lined with commercial buildings. Numerous public and private parking lots are also located at the rear of the commercial buildings on the south side of Talbot Street between Princess Avenue and Metcalfe Street. These parking lots are accessed via the north-south side streets and provide the majority of parking spaces to service the commercial core of St. Thomas.

4.4 PEDESTRIAN REALM

The pedestrian realm of the study area is comprised of sidewalks and trails that are located along the streets and railways. Together, these public spaces create a network of circulation routes for pedestrians to travel through the downtown core of St. Thomas. Each is described in more detail below.

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4.4.1 Sidewalks

The pedestrian realm in the study area is mainly comprised of the sidewalks along Talbot Street, Curtis Street, Centre Street and the north-south streets that extend from Talbot Street. The sidewalks along Talbot Street consist of concrete slabs interspersed with red interlocking pavers. The interlocking pavers are used to direct pedestrian traffic and are often linked to the entrances of commercial shops.

Red brick pavers are used consistently on both sides of Talbot Street between Ross Street/Flora Street and East Street. In this area the interlocking brick is used to demarcate different zones within the pedestrian realm. The concrete slabs form walkways on the interior side of the sidewalk while the interlocking bricks are used adjacent to the roadway. Public fixtures such as street poles, waste receptacles, planters, and street trees are located in the interlocking brick zone adjacent to the roadway.

East of Ross Street/Flora Street interlocking pavers are only used on the north side of Talbot Street. In this area only concrete slabs are used on the south side of Talbot Street and the use of interlocking pavers on the sidewalks is discontinued completely east of Alma Street.

A new sidewalk design has been implemented in the west end of the study area between Pearl Street and Stanley Street. In this area new concrete slabs have been poured for the interior of the sidewalk. Grey and white pavers are used adjacent to the roadway and, as with the rest of Talbot Street, public fixtures are located within the paver zone. New street trees, planters, street poles, waste receptacles, and benches are located in this area.

The sidewalks for the north-south side streets and through streets consist of plain concrete slabs. The sidewalks are relatively narrow when compared with Talbot Street and are suited to the mixed commercial and residential properties located north and south of Talbot Street.

All sidewalks in the study area are laid out in straight lines and form a grid with Talbot Street. The grid-like layout and pedestrian scale of the city blocks makes the pedestrian navigation of the downtown core predictable and simple.

4.4.2 Trails

The study area contains two walking trails, both of which are associated with railway alignments of the City owned railway corridors (formerly the O.S.R. and P.S.T.R. lines). One trail is located in the south end of the study area and runs parallel to Centre Street. This trail follows both the remnant railway alignments and is on private property west of Princess Street, but is not a continuous trail since it is disrupted by a parking lot between Southwick Street and Hinks Street. The trail starts at the St. Thomas Railway Station and continues west, in a broken fashion, to Metcalfe Street.

The second trail in the study area follows the alignment of the City owned railway corridor (formerly the P.S.T.R line) between Princess Street/St. Catharine Street and Moore Street. North of

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Talbot Street the trail consists of a linear asphalt pathway that runs along the east side of the railway to Kains Street. South of Talbot Street the asphalt trail meanders through a parkette before becoming a linear trail south of Amelia Street that runs through to Parkside Collegiate.

4.5 CYCLING

The north-south trail is a multi-use trail designed for cycling and pedestrians. While Talbot Street is not planned for cycling routes, the City is a partner in the development of the Elgin-St. Thomas Cycling Master Plan, along with Elgin County and Elgin-St. Thomas Public Health.

5.0 ARCHITECTURAL CHARACTER

5.1 INTRODUCTION

An analysis of building types, architectural styles, and materials within an HCD study area can yield an understanding of the social and cultural factors that influenced the development of a place over time. Study of the built influences within an HCD study area also provides a basis for determining a statement of significance for an HCD where there are architectural values. Furthermore, this analysis in the study phase is useful if the HCD progresses to the Plan phase preparing policies and guidelines so there is a sound understanding of what are important stylistic attributes to conserve, and how new development can be an appropriate fit given the historic conditions. The following sections provide an overview of building types, architectural styles and materials found within the study area.

5.1.1 Building Types

The study area contains predominantly purpose-built commercial and mixed use buildings located along Talbot Street. Many of these buildings, particularly those constructed in the late 19th century, contain commercial space on the first storey with mixed-use upper storeys, containing residential and/or additional commercial space (Plate 11). Along the side streets near intersections with Talbot Street there is a mix of purpose-built commercial structures and purpose-built residential structures, some of which remain residential and others that have been converted to commercial use but which maintain a residential character. Along Curtis Street there are primarily residential buildings, most of which appear to remain in residential use. Centre Street contains a more mixed character, with residential properties, commercial properties and several vacant parcels of land or public parking areas that were formerly part of railway lands.



Plate 11: Typical building form of the Talbot Street Streetscape.

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There are also institutional and industrial buildings interspersed with the commercial properties along Talbot Street. These tend to be larger buildings with distinctive architectural features, and in some cases ornate designs. The institutional buildings include City Hall and the Holy Angels Roman Catholic Parish. Industrial buildings associated with the railway include the CASO station (Plate 12).



**Plate 12: Large scale railway, civic and institutional buildings in the study area
(Left to right: City Hall, Holy Angels Roman Catholic Parish, CASO station).**

Buildings constructed during the second wave of development in the downtown core, between 1900 and 1930, tended to follow the same building pattern established in the 19th century. This included construction of mixed-use buildings with commercial space on the ground floor and residential or additional commercial space on the upper floors (Plate 13).

As consumer trends changed toward the middle of the 20th century, new construction started to become solely commercial buildings. Buildings constructed from the 1950s and onward tended to be purpose-built commercial or residential structures with different massing, and façade arrangements, than the late 19th and early 20th century structures. By the mid 20th century shops often moved towards an aesthetic with larger plate glass windows that allowed pedestrians to see into the store, rather than the previous focus of a main storefront display (Dyson, 2015). The Grand Central Place apartments, for example, do contain commercial units on the ground floor but the high-rise residential units atop are a departure from the historic models of mixed-use building type with the additional height of the apartment towers and the overall massing of the structure.

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Plate 13: Early 20th century building forms in the study area.

5.1.2 Architectural Styles and Influences

The study area contains buildings representative of, or influenced by, a variety of architectural styles. However, there are two dominant styles that reflect the historical development of the study area and the waves of construction: Italianate and Edwardian.

The Italianate style of architecture occurs in Ontario between roughly 1850 and 1900. It drew inspiration from Tuscan architecture but transformed the details in new ways, rather than duplicating them. The style also incorporated elements from earlier local styles such as gothic revival. Influences of Italianate architecture can be found in residential, institutional and commercial buildings in St. Thomas. The hallmarks of the architectural style or influence include tall, segmental arch windows, often with hood molds or decorative brickwork, detailed cornices and brackets at the roofline. Many Italianate buildings also include dichromatic brickwork as a decorative element (Plate 14) (Blumenson 1990; Mikel 2004).

The proportion of Italianate buildings in the study area is reflective of the construction boom the community experienced following the arrival of the Canadian Southern Railway line in 1870. The Italianate style was very popular across Ontario at this point in the 19th century. The style was notable in commercial buildings which were often constructed in larger blocks by a wealthy

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builder with multiple commercial and residential units for lease. It was also a popular style for hotels and other purpose-built commercial structures. The elaborate designs are indicative of those with the means to build and the desire to keep up with the current fashion; it demonstrates the new-found prosperity and opportunities that were generated in St. Thomas with the arrival of a major railway and subsequent economic opportunities.



Plate 14: An example of Italianate architecture showing dichromatic brickwork.

Another dominant architectural influence in the downtown core is Edwardian Classicism, common in Ontario between 1900 and 1930. While the style is named for the reign of King Edward VII, the period of architectural influence lasted longer than the reign of its namesake (1901 – 1910). Edwardian architecture was a departure from the fanciful and eclectic designs of previous styles, returning to classically inspired details but merging them with contemporary proportions and a more understated overall aesthetic.

Many buildings bear an influence of Edwardian design characteristics rather than being “high-style” examples. Notable details of Edwardian influence found in the study area include columns or pilasters, stone lintels or brick courses with central keystones, plain cornices or dentil work in cornices, oversize dentils or simple, block cantilevered brackets, linear brick bands and rectangular window openings (Plate 15) (Blumenson 1990; Mikel 2004). The Edwardian influence in the study area demonstrates the continued success of the downtown commercial area in the early 20th century. Edwardian was the last major hallmark of architectural influence before the onset of the depression and war years, after which new construction in the study area took on a decidedly modern character.

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Plate 15: An example of Edwardian Architectural details within the study area.

Many buildings in the study area, and in Ontario more generally, fall into the category of vernacular architecture. Vernacular buildings make use of local forms and materials (Humphreys and Sykes, 1980). Vernacular buildings may have limited influence from architectural styles, or no apparent influence at all. In some cases vernacular buildings refer to direct regional cues that stem from the settlement history of particular populations. For example, a vernacular dwelling may look very different between the east coast, Quebec, Ontario, the prairies, the west coast and northern regions. There are further regional distinctions within these broader geographical areas noted across Ontario based on settlement patterns, local material availability, and geography, among other variables. Within the study area, there is no one defined vernacular building style or type. Rather, buildings classified as vernacular within the study area tend to be those that do not strongly demonstrate any one particular architectural style or influence, but may contain design features or decorative details of some kind (Plate 16).

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Plate 16: Vernacular design examples within the study area.

Other architectural styles and influences exist within the study area, including: Gothic Revival, Scottish Baronial, Romanesque, Queen Anne, Second Empire, Spanish Revival, Arts and Crafts, Art Deco and Mid Century Modern. For most of these buildings only a few examples exist, in contrast to the dominance of the previously discussed styles. Many buildings have also been altered to the point where they bear no architectural influence at all, or were constructed more recently and do not align with a historical architectural style or influence.

5.1.3 Building Materials

The predominant building material used in the study area is brick. Approximately half (50%) of the properties in the study area contain brick as an exterior material in some form, either on its own or combined with other materials (Plate 17). Approximately 47% of the brick buildings are red brick, 34% are yellow or buff brick, and the remaining 19% are other colours of brick (such as brown or white) or have been painted. Brick was a historically common building material used by both the Italianate and Edwardian architectural styles that are present in the study area. It is also a material that could be produced locally, given the clay soil types in the surrounding area. The predominance of brick is also a result of building requirements that were instituted in St. Thomas following devastating early fires in the downtown in the early years of its development. Brick, and particularly the use of brick firewalls between buildings, was an important safety consideration.

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Plate 17: Brick detailing on a Romanesque influenced building.

The use of stone is found on several buildings in the study area, typically as an accent feature (particularly in Edwardian influence buildings) or foundations. The Holy Angels Roman Catholic Parish is entirely clad in stone, while City Hall features stone with an elevated foundation.

Over time many of the buildings in the study area have been altered with the addition of siding or External Insulation Finishing Systems (EIFS) cladding applied to the facades. Some modern buildings also contain these materials. The mix of other building materials demonstrates the continual evolution of the study area, where changes are made to buildings to respond to changing stylistic trends, maintenance and economic realities.

5.2 SUMMARY OF ARCHITECTURAL CHARACTER

The commercial core of Talbot Street is representative of a traditional late 19th and early 20th century downtown streetscape. Similar to many other southern Ontario communities, the St. Thomas downtown core contains a generally consistent street wall composed of two to four storey buildings at a similar setback and materials. The architectural character of the study area reflects the changes that have occurred in the downtown area over time. The Italianate architectural influences from the late 19th century reflect the wealth of the community following the arrival of the Canada Southern Railway in 1870, which brought hotels, shops and services to an emerging local commerce and transportation hub. The decorative elements found on many of these buildings reflect the aesthetic considerations of the time as well as the prosperity of the age. A second wave of construction in the early 20th century under the influence of the Edwardian architectural style reflected a continued prosperity in the community. Subtle

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changes to the commercial and retail buildings occurred with the arrival of larger, single-use purpose build stores such as department stores, major bank or financial branches, and railway fraternal organizations.

While the study area does not have one dominant architectural aesthetic of material cohesion, strong themes and patterns emerge. This is evident in the use of brick, repeated patterns of windows and façade arrangement and decorative details, generally consistent setbacks, and a low-profile street wall between one and four storeys along Talbot Street that define a commercial core area.

The railway theme is also apparent in the City with the unique remaining railway buildings. These tend to be located set back from, or outside of, the commercial street wall of Talbot Street and have strong connections to rail lands discussed in the following section.

While many buildings have been altered over the years, several have retained their historic features, or have been restored. There is opportunity for continued restoration and compatible alterations to support the historic downtown character and heritage fabric for future generations.

6.0 BUILT RAIL RESOURCES

6.1 RAILWAY FRAMEWORK

Within the study area are remnants of the former C.S.R. line and the L.&P.S corridors. Sections of the C.S.R. corridor are owned by the City between Queen Street and Metcalfe Street, and east of the L.&P.S line, except for the yards of the Elgin County Railway Museum, which the museum owns. Between Metcalfe Street and Princess Avenue, the former C.S.R corridor is privately owned. The City owns the L.&P.S. corridor between Parkside Collegiate to the northerly limit of Station Street. The P.S.T.R. corridor operates as a tourist railway between St. Thomas and Port Stanley, and there are plans to connect to the railway museum in the near future. Other rail lines and former lines are located outside of the study area (Figure 9)The . Table 2 provides an overview of the railway lines that historically operated through St. Thomas and the study area.

Table 2: St. Thomas Railway Lines

Railway Line	Date of Operations	Historical Timeline	Current Existence
London and Port Stanley (L.&P.S.) Railway	1856-Present	1893- L.&P.S. Railway was leased to the L.E.&D.R.R. for 20 years. 1914- L.&P.S. Railway taken over by the London Railway Commission. 1936-Operations of line taken over by the Public Utilities Commission of London 1966 – The Canadian National Railway (C.N.R.) purchased the L.&P.S. Railway line for freight services. 1982- C.N.R. abandons the L.&P.S. railway tracks 1988- The Port Stanley Terminal Rail Inc. purchases the railway line between St. Thomas and Port Stanley	Line remaining in study area
Canada Southern Railway (C.S.R.)	1872-1983	1883 – Leased by Michigan Central Railway (M.C.R.) 1929– Railway lines and station are subleased to the New York Central (N.Y.C.) Railway 1968 – the N.Y.C. merged with the Pennsylvania Railway to form Penn Central (P.C.) Railway 1976 – P.C. and several other railway companies amalgamated to form the Consolidated Rail Corporation (Conrail) 1983 – the railway was purchased by the C.P.R. and C.N.R.	Portions of tracks remaining in study area
Great Western Railway (G.W.R.) Air or Loop Line	1872-2013	1882 – the G.W.R. is amalgamated into the Grand Trunk Railway (G.T.R.) 1923 – The G.T.R. amalgamated with the Grand Trunk Pacific (G.T.P.), under the C.N.R. 1998 – St. Thomas and Eastern Railway (T.R.R.Y), a division	Portions of tracks remaining outside of study area

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Table 2: St. Thomas Railway Lines

Railway Line	Date of Operations	Historical Timeline	Current Existence
		of the Trillium Railway, takes over operations of the lines	
Credit Valley Railway (C.V.R.)	1881-1883	Taken over by C.P.R.	Portions of tracks remaining outside of study area
Wabash Railway (WAB)	1881-1964	1881 – WAB leased tracks operated by G.W.R. 1964 – WAB is leased to the Norfolk and Western Railway, and ends operation under the WAB name.	Portions of tracks remaining outside of study area
Canada Pacific Railway (C.P.R.)	1883-Present	1883 - Took over C.V.R. lines 2010 – Ontario Southland Railway (O.S.R.) took over the C.P.R. tracks	Portions of tracks remaining outside of study area
Lake Erie and Detroit Railway (L.E.&D.R.R.)	1893-1903	Leased the L.&P.S. Railway lines, until 1903 when ownership was taken over by the P.M. Railway	Demolished
Pere Marquette (P.M.) Railway	1894-1985	1894- P.M. leased the rights to haul coal through St. Thomas. 1903 - P.M. took over ownership of L.E.&D.R.R. 1906 - P.M. leased the L.&P.S. Railway tracks. 1947 – P.M. is purchased by the Chesapeake and Ohio Railway (C. & O.) 1972 – The C. & O. merges with the Baltimore & Ohio Railway and the Western Maryland Railway, and becomes the Chessie System	Demolished,
The Southern Western Traction Company (SWTco)	1906-1909	1909 - SWTco sold to the L. & L.E. Railway	Demolished
London and Lake Erie (L.&L.E.) Railway	1909-1918	1918 – Dissolved	Demolished

6.2 RAILWAY ASSOCIATED STRUCTURES

Within the study area there are two historic structures associated with railway operations: the CASO station and the BX Interlocking tower. Both are set back from Talbot Street and the main street wall of the commercial area. The CASO station, constructed between 1871 and 1873, is one of the City's landmark structures (Plate 18). The large two and one half story red brick

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building spans the length of an average city block. The building is designed in the Italianate architectural style, with red brick pilasters, a wooden cornice, wooden brackets at the eaves, segmental arch windows evenly spaced along the all elevations, brick corbelling, brick hood moulds, and keystones above the windows.

The CASO station is located at the eastern end of the study area. The building accommodated the town's passenger station on the ground floor and the corporate headquarters of the Canadian Southern Railway on the second floor. The station was the largest of the Canadian Southern Railway stations built in Ontario in the 1870s and an especially large station for a community the size of St. Thomas (Ontario Heritage Trust, n.d.). The station has been extensively restored since 2005, when it was purchased by the North America Railway Hall of Fame.



Plate 18: The CASO station, landmark structure in Downtown St. Thomas.

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Plate 19: BX Interlocking Tower.

The BX Interlocking Tower (owned by the City) is located on Moore Street south of Talbot Street and just north of Centre Street (Plate 19). The small two storey vernacular red brick structure was constructed in 1910. It functioned as a control point on the junction of the L. & P.S. and M.C.R. Its purpose was to reduce accidents along the lines where operators in the tower controlled the levers to switch tracks. The tower also contained the "interlocking grid", a mechanical computer that would prevent an operator from pulling levers that would cause a collision (Elgin County Railway Museum, n.d.). The brick building contains groupings of rectangular windows on all elevations of the second storey, linear brick detailing near the roofline, and wide overhanging eaves. The building and its technology have been preserved and tours are run by the Elgin County Railway Museum.

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Plate 20: The replica London and Port Stanley Railway Station.

The study area also contains a replica of the former L.&P.S. Station building (owned by the City) facing the remnant north-south railway tracks on the north side of Talbot Street, east of Catharine Street (Plate 20). The station, constructed by the St. Thomas Elgin Homebuilders Association, was built for display at the International Plowing Match in 2010. It was relocated to the site of the original station, which was demolished in 1960. The building features brick cladding, a hipped roof with a simulated terra cotta aesthetic, a gable projection in the centre of the building, and arched portico areas on either end of the structure.

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Plate 21: Detail of the Engineer's building.

While not related directly to railway operations, the building at 561-569 Talbot Street has a direct association with the social history of the railway (Plate 21). Constructed in 1909, the building housed the Brotherhood of Locomotive Engineers as well as the Free Masons Hall. The front elevation contains a concrete date stamp with locomotive motif and the words "Engineer's Building". This building forms part of the commercial street wall and contributes to the commercial street character, but reflects the ways in which the downtown core of Talbot Street and the railway are inextricably linked. Currently, the Engineer's building has been converted to commercial use.

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Plate 22: View of the M.C.R. locomotive shops from the southeast.

A building outside of the study area important to railway operations in St. Thomas is the M.C.R. locomotive shops, located at 225 Wellington Street, but situated south of Talbot Street at Balaclava Street (Plate 22). Because of its adjacency and direct relationship with the railway theme the building has been assessed as part of this study. The M.C.R. locomotive shops were constructed in the 1920s and served as an important repair facility for the line. The large shop building was once part of a much larger landscape of railway related buildings, including a roundhouse, maintenance shop, and storage structures (Plate 23). The M.C.R. locomotive shops are the only remaining building from this former landscape. The building currently houses the Elgin County Railway Museum.

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**Plate 23: M.C.R. locomotive shops (rear right) and other railway related buildings and infrastructure, c. 1920s. View looking southwest.
Image credit: North America Railway Hall of Fame.**

6.3 RAIL LANDS: TRACKS, TRAILS AND LANDSCAPES

The presence of the numerous former rail lines centering in and around St. Thomas has benefited the municipality with a network of linear open space systems and the wider rail yards. With the shifts in transportation modes that resulted in less demand and/or dependency on rail, many of the lines, including the industrial rail structures that serviced the industry, such as the Ross Street subway, have subsequently closed or been removed and left St. Thomas with a network of open space linkages. These historical foot prints are the physical spaces inherited by the community that to this day still function as elements that can contribute to an area's historical character. As in many communities in Ontario where they have remained undeveloped, their linear physicality has made them ideal trail systems for active transportation: primarily pedestrian and cycling, and where feasible, cross-country, snow mobile and equestrian usages.

The City has made, and continues to make, significant contributions to the preservation of railway heritage in St. Thomas. While many of the tracks from the former rail lines have been removed, sections of tracks have been retained by the City from the M.C.R. line south of Talbot Street between the Elgin County Railway Museum and Moore Street (Plate 24), as well as the L.&P.S. tracks south of Kains Street. These tracks include the steel rails and wooden railway ties. The City purchased railway lands in 2011 when the lines were abandoned by C.N.

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The presence of the rail corridors and yards has provided St. Thomas with an open space system that has become a functional community amenity with the City's acquisition of the rail lands. The open space from former railways also creates views to and from the CASO station in an east-west manner, and views that capture rail structures such as the remaining tracks, BX building and rail crossing signals.



Plate 24: View of the Rail Lands looking east towards the CASO station and Elgin County Railway Museum.

6.4 RAILWAY PLANS

The following is a summary of the plans that have been developed for the railway lands in the City. The *Integrated Land Planning Capstone, St. Thomas Railway Lands and Greenway Master Plan*, prepared by Casey Kulchycki & Russell Schnurr in 2008 examined the value of the existing railway corridors that run through the city. The key planning objectives that were integrated into the plan include the brownfield redevelopment (CASO and adjacent rail lands), creative infill development, place making, downtown revitalization, heritage preservation, community development, and implementation of existing and municipal planning policies. Kulchycki and Schnurr's concept plan for the brownfield area, a 27.5-hectare site, includes the restoration of Michigan Central Park in front of the CASO station, a railway themed hotel, a railway amusement park, medium and high density residences, office space, and recreational centres. Intermixed within this proposed development is a greenway and parkland proposed as a pedestrian oriented system that uses the existing railway corridor system. This development is recommended by Kulchycki and Schnurr to increase the tourism industry within the City. This development plan is an initiative of Fanshawe College and not a part of City planning.

In 2013, Ron Koudys Landscape Architects prepared landscape designs for the former L. & P.S. station and line. Proposed revitalization around the new train station includes: new plantings and gardens, a patio, concrete train platform, sidewalks, wrought iron fencing, and bicycle racks (Koudys 2013). This landscape design is a conceptual plan that has not been adopted by the City.

A concept plan for the former railway lands by the CASO station and Elgin County Railway Museum was prepared by a+LINK Architects and York Urbanist in 2016. The concept plan features an event plaza behind the CASO station, a Railway Plaza southwest of the Elgin County Railway Museum, park, playground and water features, gateway features, and parking areas interspersed with the remnant rail lines (a+LINK 2016). The plan has not been adopted by City Council.

6.5 SUMMARY OF BUILT RAIL RESOURCES

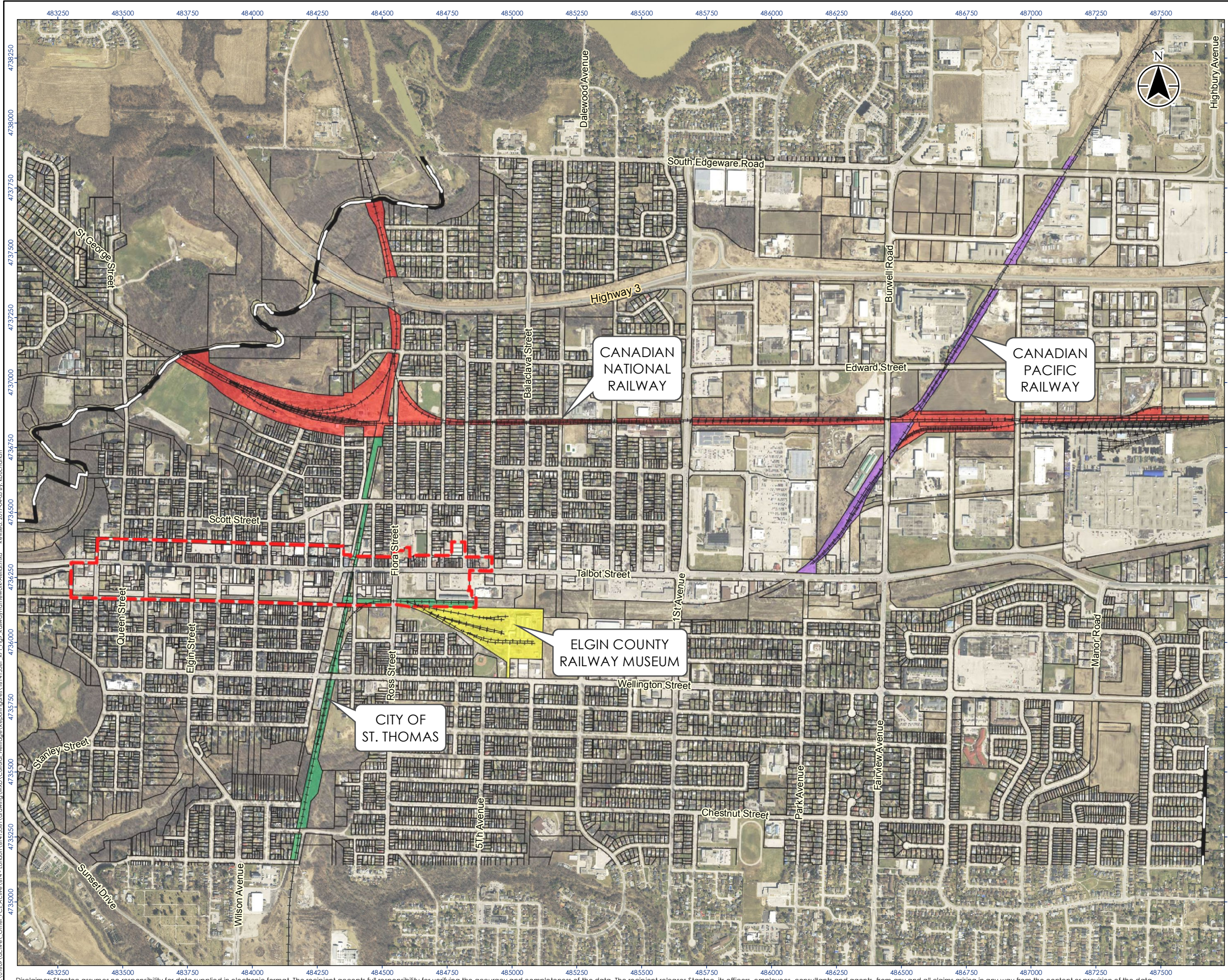
The railway played an instrumental role in the development and history of St. Thomas, instigating a boom in the development of the commercial core and providing a central industry, as well as subsidiary industries, for the community for many years. The decline of the railway in the community in the late 20th century resulted in the removal of many of the built features, infrastructure and large components of the industrial landscape that once characterized the City. The buildings and features that remain are integral pieces in the narrative of St. Thomas's railway past. St. Thomas contains architectural elements that are distinct and unique from surrounding communities. The CASO station is an architectural landmark in the community both for its impressive scale and for its Italianate design. Other railway buildings such as the BX Interlocking Tower and the former M.C.R. locomotive repair shops (located just west of the study area) demonstrate the local, functional, vernacular design needed for their contribution to

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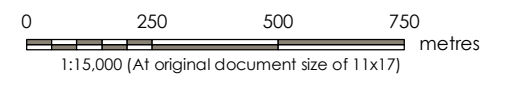
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railway operations. Additionally, the rail resources have a somewhat different character than the majority of the commercial core area. The buildings directly associated with the railway, such as the stations, locomotive shops and BX interlocking tower, are different in massing, orientation to the street, and general type than the commercial buildings along Talbot Street. Furthermore, the open space of the railway lands and the remnant track corridors provide different viewing opportunities than are available along the Talbot Street corridor.

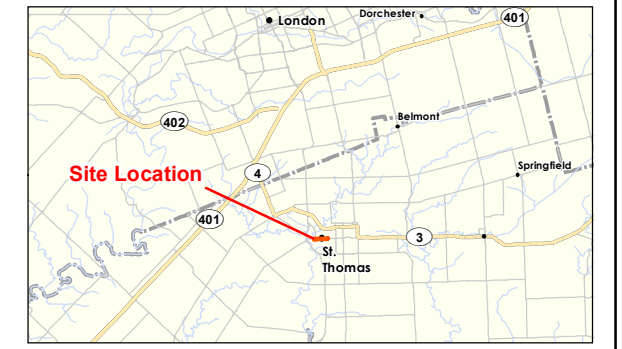
While the railway is one of the dominant themes of St. Thomas's past, it is also looked towards as a theme for its future. As outlined in the summary of plans previously, the community looks to utilize the railway theme in potential future projects, building on the historical identity and branding the city as a railway tourism and history destination. Even contemporary businesses that do not have any historical connection to the railway have adopted the "Railway City" moniker for their businesses, demonstrating the local community pride and value in the railway association of the City's past and the desire to continue building this identity in the future.



- Legend**
- Study Area
 - Parcel Fabric
 - Railway Line



- Notes**
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Base features produced under license with the Ontario Ministry of Natural Resources and Forestry © Queen's Printer for Ontario, 2014.
 3. Railway ownership mapping from City of St. Thomas, 2017.
 4. 2015 orthoimagery © City of St. Thomas, 2017.



Project Location: City of St. Thomas
 161413361 REVA
 Prepared by KDB on 2017-04-05

Client/Project:
 CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.
9

Title
City of St. Thomas, Current Railway Framework

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7.0 VISUAL AND CONTEXTUAL ASSESSMENT

7.1 METHODOLOGY

As part of the visual and contextual assessment, the project team closely examined the fabric of the public realm and inventoried features including: street-trees, streetscape features, significant views and vistas, visual and physical connections, alignment and grouping of buildings, and approaches associated with the study area. This was completed during a number of site visits where the consultants both walked and drove the pedestrian and vehicular networks within the neighbourhood. Each of these components was identified and recorded both in field charts and through photographic documentation.

The methodology used on this project is based on the analytic process called viewscape analysis. There are two basic components to the viewscape analysis process: the observer point and the viewscape. For the purpose of this study the observer point is defined as the fixed vantage point from which a view was seen. Viewscapes are defined by the *Standards and Guidelines for the Conservation of Historic Places in Canada* as the visual relationship between the observer and landscape or landscape feature, and may include scenes, panoramas, visual axes and sight lines. Viewscapes may include a foreground, middle ground and background. The boundaries of viewscapes are usually high points in the landscape such as ridges and hills, or the built environment, such as buildings, or landscape features that will obstruct, frame or truncate the view. Viewscapes may also be influenced by seasons, such as mature deciduous trees before and after leaf drop.

There are two main types of viewscapes considered in this report:

- **Vistas** are defined in the *Ontario Heritage Toolkit* (defined views enclosed by buildings/structures, land forms, vegetation) from stationary vantage point:
- **Terminating Corridor:** vista of streetscape confined by buildings on either side of the road and terminated by buildings at end of street ('T') Intersection. Experience primarily vehicular, pedestrian and cycling modality.
- **Continuing Corridor:** Vista of streetscape confined by buildings on either side of the road. Experience primarily vehicular, pedestrian and cycling modality.
- **Filtered Corridor (due to topography).** Continuing vista where depth of view is shortened by topography i.e. road grade dropping.
- **Unobstructed Corridor:** Vista extends to horizon line due to relatively flat grades. Vista of streetscape confined by buildings on either side of the road. Experience primarily vehicular, pedestrian and cycling modality.

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- **Panoramic Views** are defined by the *Ontario Heritage Toolkit* as broader, non-enclosed views; they may contain a 'visual mosaic' of varied features, or broader 'textural' patterns of activities

7.2 ALIGNMENT AND GROUPING OF BUILDINGS

The legibility, or the ease in which people can read and define a neighbourhood, is largely influenced by its layout and the form of the built environment. The alignment and grouping of buildings can contribute greatly to the character of a streetscape. Where buildings have a consistent setback, massing and form, an uninterrupted rhythm is established along the street, creating a sense of unity and accord. Buildings that are close to the road create an enclosed and intimate streetscape, while large setbacks allow for broader views and an open streetscape character.

Within the study area the commercial building setbacks are relatively consistent along Talbot Street with the exception of the institutional buildings, vacant lots, or parking areas. For the most part, the buildings along Talbot Street abut against each other (Plate 25). The alignments of the buildings facing Talbot Street are grid-like, as are the side streets running north and south from Talbot Street. The presence of numerous parking lots and laneways behind and beside the buildings often permits visual access from the public domain to two, three and, in some cases, all four sides of the buildings. As is typical within the urban core of a historical neighbourhood, the blocks are relatively short when compared with modern neighbourhoods which allows businesses to have signage on two sides (as corner lots), and near-by parking at hand on the side streets. This results in a viewscape dominated by the abutting buildings, except for the presence of occasional laneways and parking lots and a few detached buildings.

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Plate 25: Consistent setbacks and massing along Talbot Street contribute to a unified streetscape.

There is a general average height of two to four storeys for buildings throughout the study area, but with continued development due to demolition as well as historical fires, newer buildings have varied in height, massing and architectural styles. These include apartment buildings and commercial enterprises built to reflect the nature and spatial needs of their businesses.

7.3 VIEWS AND VISTAS

Views and vistas serve as the windows to, from, or within the study area. Views can take on a number of forms, each of which contribute differently to the look and feel of a place; long or short, open or closed. Views to a landmark feature can provide a sense of unity within the surrounding neighbourhood by providing a central focal point to which the neighbourhood can connect. Views can often serve as one of the defining features of a place, if they are significant or memorable.

In terms of visual character, the study area consists of the Talbot Street urban commercial streetscape and the landscapes associated with the historical rail industry. The commercial streetscape is also interspersed with institutional buildings such as City Hall, the Holy Angels Roman Catholic Parish and various apartment buildings. Looking east-west the viewscape is a view corridor, bounded by the buildings lining Talbot Street to the north and south, with gaps as a result of vacant sites, building setbacks, localized parkettes, and parking lot/laneway features. The viewscape looking north or south towards Talbot Street from the local roads are primarily either open corridors with views going beyond Talbot Street or terminal views terminated by T-intersections at Talbot Street.

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The southern portion of the study area, and primarily the south-east portion, is dominated by the railway associated landscape: remnant railways, buildings and rail associated structures. Visually, the study area is dominated by the commercial corridor and the rail associated lands and buildings. Lands associated with the rail lines open up the viewscape to much broader vistas. The presence of parking lots and set back buildings create breakages into the "visual corridor" viewscape with broader vistas (Figure 10).

The viewscape from within Talbot Street is a corridor view bounded by the buildings on the north and south side. It is considered an open view due to the flat terrain and termination by the horizon line. Due to the heavy presence of modern commercial storefront signs on both west and east entry points into the study area there is not as strong a detectable gateway approaching the study area in these directions. There is a strong heritage presence along Talbot Street once in the study area, especially in the east end once the CASO station comes into view. However, there are also strong detectable gateways throughout when approaching Talbot Street from either the north or south.

The northern portion of the study area includes a view corridor bound by primarily residential properties along Curtis Street, terminating at the east and west by side streets (New Street and St. Catharines Street).

7.4 APPROACHES TO AND FROM THE STUDY AREA

Approaches to or from a place are categorized as either detectable or undetectable. Approaches that are considered detectable are those which are emphasized by gateways or other signals that indicate the space or place is somehow different from a neighbouring place. This may be a shift in the built form, land use or scale of a place. Undetectable approaches are just that, entries into a neighbourhood that are not clearly defined or readily discernible from the surrounding context. An example of a detectable approach is heading north on Moore Street, crossing Centre Street into the study area. This viewscape encapsulates both the rail corridor and commercial core's heritage character within a single viewscape, such as the relatively visually intact rail corridor and yards when looking in an easterly direction (with CASO station in backdrop) and the presence of preserved railway elements such as the BX station and rail crossing signals. Combined with the northerly backdrop of the visually cohesive commercial architecture, this approach communicates to the viewer they are entering an area of unique and special heritage character (Figure 10).

Talbot Street is the main spine of the study area, and, in terms of traffic volume, the primary vehicular approaches are approaching the study area from an easterly or westerly direction along Talbot Street (Plate 26). In addition, there are the local roads coming from the south and north as entries into the study area (Plate 27). There are 13 roads entering into the study area from the north and connecting with Talbot Street, and 11 roads approaching the study area connecting with Talbot Street from the south. All streets function as approaches to and from the study area, and though primarily vehicular in nature, they all function for both pedestrian and cyclist traffic to and from the study area.

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Plate 26: View looking North-west along Talbot Street at Alma Street.



Plate 27: View looking south from Kains Street along the Palmer Memorial Walkway.

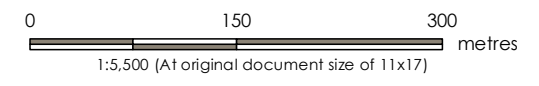


Legend

- Study Area
- Parcel Fabric
- Major Road
- Minor Road
- Railway - Operational
- Watercourse

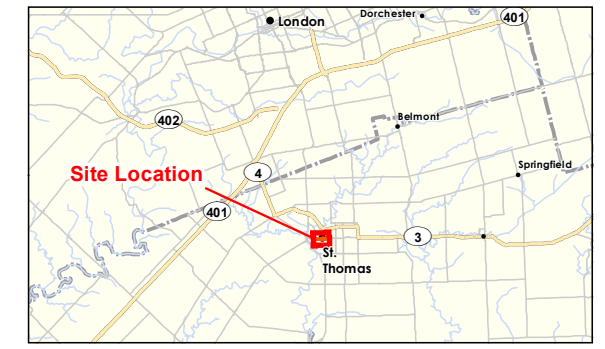
Visual Context

- Detectable Visual Gateway with Direction of Key Viewscape
- Key Vantage Point with Direction of Key Viewscape



Notes

1. Coordinate System: NAD 1983 UTM Zone 17N
2. Base features produced under license with the Ontario Ministry of Natural Resources and Forestry © Queen's Printer for Ontario, 2016; © City of St. Thomas, 2016.
3. 2015 orthoimagery © City of St. Thomas, 2017.



Project Location: City of St. Thomas
 161413361 REVA
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 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.

10

Title

Visual Concept

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7.5 GATEWAYS

As noted previously, detectable gateways can communicate visually that one is entering a unique area as perceived through the individual built resources, the collective arrangement of buildings, cultural landscape features and the general streetscape experience from the public domain. The study area, though rich in history and inherited buildings, has also been subject to alterations over time. This includes modern buildings, parking, deteriorating façades, and the dominance of commercial signage fronting the buildings.

There are still key views that remain significant entry points into the study area that relate to the history of the City. The key entry vantage point appears to be from Moore Street at Centre Street looking north (Plate 28). It captures the essence of the rail history with the rail corridor, rail crossings lights, and the BX rail station building.



Plate 28: View at Moore and Centre facing north

The CASO station, when approached from either east or west on its south side, still retains the visual integrity of its historical association with the rail lands. The access is pedestrian with the trail, but is significant with the minimal impacts of modern intrusions. The north side of CASO station, however, is a distinctly different experience and has been significantly impacted by modern developments including parking and retail stores (Plate 29).



Plate 29: View of Talbot Street, the CASO station and former rail lands

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7.6 STREETS AND LANEWAYS

Streets and roads are not only integral to transportation and movement but they have the opportunity to become conduits through which much of our public life passes and the ability to play a fundamental role in the vitality of our communities. They link people and places together and collectively comprise a significant portion of a City's public spaces. For the purposes of this study the components that comprise a streetscape consist of: the carriage way or roadway on which vehicles travel; the curb, which separates the roadway and the pedestrian realm of the streetscape; the boulevard, which typically consists of a grass shoulder along the edge of the roadway; and sidewalks.

Many of the north south feeder roads leading to Talbot Street were residential in nature and have been converted to commercial uses. In some cases, there is still a remaining front yard which retains the residential character within a business area (Plate 30).



Plate 30: View looking south down Southwick Street, a side street

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As noted throughout the study, Talbot Street is the main corridor of the historic commercial hub. To support the pedestrian foot traffic, the streetscape consists of primarily paved surfaces from storefront to curb. With the exception of a few pockets of greenery, the conditions and spatial requirements are not sufficient to support treed and grassed boulevards.

The rear of the buildings facing Talbot Street are exposed visually from the public domain by an almost consistent presence of parking lots and laneways (Plate 31). There are cases where the rear elevation of commercial buildings are also access points for residential functions of the upper floors. Visually, many side and rear elevations, and the condition of the parking lots and laneways, are not treated aesthetically in the same manner as front facades, often resulting in the less visually appealing nature of these visually accessible elevations.



Plate 31: Laneway providing physical and visual access to and from Talbot Street. Again laneways expose side and rear elevations of buildings from the public domain.

Laneways between buildings allow both physical and visual access to Talbot Street. As seen in Plate 32, the laneway and parking lots also allow visual access to the rear and side elevations. If the vantage point is from Talbot Street the laneways break up the view corridor with broader views.

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Plate 32: View of a laneway connection in a gap between Talbot Street buildings

7.7 STREET TREES

Mature trees can be a strong defining characteristic of an older neighbourhood. They can offer scale and visual continuity to an area and provide a strong sense of place and pride within a community. Beyond the visual benefits of trees within our urban environments, trees are vital for carbon sequestration, filtering pollutants, providing oxygen, lowering the heat island effect through shading streets, and slowing evaporation from lawns and gardens.

In the study area, mature street trees associated with a mature neighbourhood was not characteristic of the downtown core and the street trees appeared in sporadic locations associated with institutional buildings and/or parkettes and open space (Plate 33). This is generally typical of older urban corridors where the infrastructure (space, soils, sunlight) are not present in quantity and quality to support urban forestry. Typically, the boulevards were hard paved to support foot traffic for the commercial enterprises. It was common practice in many historic neighbourhoods in Ontario that once the communities became supplied with electricity the older trees were removed to permit overhead electrical lines. Therefore, the overall lack of a heavily treed downtown commercial and industrial area is to be expected.



Plate 33: View of street trees, south side of Talbot, looking west outside of the Holy Angels Roman Catholic Parish at White St. Notice setback of building widens view corridor.

7.8 PARKS AND OPEN SPACE

Historically, parks and open space provided areas of refuge amongst rapid urban development associated with the industrial revolution. These green spaces allowed for nature to be accessible to all city dwellers. Today, parks and open space still perform much the same function, providing reprieve from urban growth and intensification of the 21st century. As the study area is in the urban core of the City, the presence of parks and open space is minimal in association of the commercial core, as the area is within an urban landscape. However, the areas associated with the rail lands, by the nature of the yards, has left the city with a system of former rail lines than can now function as trail systems within an open system (Plate 34).

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The study area is predominately a paved urban environment consisting of rows of buildings, laneways, and parking lots. Along Talbot Street the buildings typically abut the property line between public and private space leaving only the public sidewalk between the building frontage and curb. Yet within this urban environment there are small parkettes, treed laneways and a few buildings, such as City Hall, setback from the street such that either physical sitting space or visual reprieve are provided (Plate 35). These park elements help emphasize St. Thomas's heritage character and also provide educational features linking St. Thomas's current community with its past citizens (Plate 36 and Plate 37).



Plate 34: Open space and pedestrian walkways associated with former rail lands. In these examples, open space associated with the rail lands are inherited contributing heritage resources.

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Plate 35: Isolated pockets of older trees associated with institutional building such as the City Hall (NE corner Mondamin St. and Talbot Street).



Plate 36: Small Parkettes such as this one (Talbot, north side of Moore St. T-Intersection) that provide some greenery and sitting areas. The parkettes tend to contain elements that are historically themed.



Plate 37: Signage of Local parkette with contributing Rail Crossing sign, again emphasizing the historic theme connecting the citizens and visitors of St. Thomas with the past.

7.9 PUBLIC DOMAIN COMMEMORATIVE FEATURES

The materials, surfaces, and textures used within a landscape are often subtle, but important, factors when it comes to the understanding of a place. Depending upon how they are used, materials can connect a streetscape helping the navigator to understand it. Alternatively, they can confuse its legibility when too many variations create a cluttered streetscape. The materials, surfaces, and textures used within the study area tend to be of similar quality and style, adding a cohesive element to the overall streetscape that celebrating the City's past. Examples include:

- historic plaques (Plate 38)
- lamppost banners (Plate 39, Plate 40)

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- landscape furnishing incorporating heritage artifacts or heritage themes (Plate 41)
- murals throughout the downtown core (Plate 42)

Though many of these items, such as commemorative signs and plaques, may not be considered heritage features unto themselves, they are indeed contributing to the historic experience and context of the study area. These commemorative features tie heritage themes together and emphasize important events, including the railway history and past contributions to war efforts. In addition to tying the study area together visually, the unifying theme also ties the community together as a “community”. Many of the landscape elements have been built from authentic historical artifacts, such as rail car wheels and rail tracks into planters and park benches (Plate 43, Plate 44). As authentic artifacts, this is a form of ‘preservation’ and adaptive reuse of heritage materials and is another means of providing a visible and tangible link to the city’s railway heritage. .



Plate 38: Commemorative Mitchell Hepburn Plaque within parkette south side of Talbot Street

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Plate 39: Example of banner commemorating St. Thomas's history and in particular military history, but also visually competing with parking signage. Also note the heritage theme of the lamp post.



Plate 40: Unified "historical vistas": heritage banner attached to heritage themed lamppost fronting heritage buildings.

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Plate 41: Example of heritage interpretation worked into the streetscape.



Plate 42: Example of historically themed mural.

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Plate 43: Streetscape bench with rail theme.



Plate 44: Recently added streetscape bench with rail theme.

8.0 LEGISLATIVE AND POLICY FRAMEWORK

8.1 MUNICIPALITY OF ST. THOMAS

8.1.1 Official Plan

The current *Official Plan* for the City of St. Thomas Planning Area was adopted by City Council in September of 1979, and has undergone a number of amendments since this time. The most recent consolidation is dated December 2010. The *Official Plan* sets out several policies related to preserving heritage resources including the following policies from Section 4.6, which state that Council:

- Shall endeavor to protect and preserve the heritages resources of the City of St. Thomas (4.6.1)
- May support programs for the protection of heritage resources under the OHA (4.6.2)
- Supports the designation and maintenance of properties and structures pursuant to Parts IV, V, and VI respectively of the OHA (4.6.4)
- May implement the heritage policies by participating in Provincial and federal programs related to heritage conservation (4.6.7)
- Supports individual private owners in the protection of heritage resource and take into consideration the effects of public works on buildings, sites and areas of historical importance (4.6.8)
- May utilize planning tools to support efforts to preserve heritage resources (i.e., conditions of approval, site plan control, and zoning) (4.6.10)

In respect to the designation of HCDs specifically, Section 4.6.5 of the *Official Plan* states:

Where Council may identify areas for study as possible Heritage Conservation Districts, the Municipality shall follow the procedures established by the Ministry of Culture and Recreation for the preparation of the Heritage Conservation District Plan and shall submit any Heritage Conservation District Recreation Plan prepared to the Ministry of Culture and Recreation for endorsement, prior to the area(s) being designated by Council.

8.1.2 Land Use Analysis for the Study Area

The study area generally includes the “downtown area” of the City, which is separated into distinct sub-areas by the *Official Plan*: “Talbot West”, “Talbot Central” and “Talbot East”, as well as the “Railway Tourism” sub-area. Each of these sub-areas has a set of goals and land use policies in the *Official Plan*.

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As shown in Figure 11 below, most properties in the study area are designated “Downtown, Talbot Central” and “Downtown, Talbot West” by the City’s Official Plan. To a lesser extent, there are also properties designated “Railway Tourism” and “Downtown, Talbot East”, and a very small number are designated “Residential”.

8.1.2.1 General Downtown Policies

Policies related to the “Downtown” land use designations are found in Section 5.3 of the Official Plan. General objectives and policies are first outlined for the entire “Downtown” area, several of which focus on the preservation of heritage resources.

For example, the Official Plan states that there is a need to “preserve and strengthen the historic St. Thomas downtown, while at the same time responding to emerging retail commercial trends and more fully satisfying the shopping needs of permanent residents, visitors, and tourists” (City of St. Thomas 2010). In other words, there is a need to balance the preservation of heritage resources with local economic development needs.

In addition, the general policies for the “Downtown” include a statement in Section 5.3.1.3.4 that “any redevelopment plans, rehabilitation, or conservation schemes shall be evaluated on the basis of: the protection and practical utilization of heritage resources.”

The following sections provide an overview of the land use designations that are located in the “Downtown” Study Area, and their respective Official Plan policies. In particular, policies that address the preservation of heritage resources are highlighted. A discussion of how these policies have been implemented to date is also discussed.

8.1.2.2 Downtown, Talbot Central

The “Downtown, Talbot Central” land use designation applies to most of the “Downtown” area. Policies for these lands are found in Section 5.3.3 of the Official Plan. According to goals set out in Section 5.3.3.2, the City’s intent is to “reinforce the “Talbot Central” area as the historic downtown of St. Thomas and as a “people place/meeting place for the community and visitors”.

Many properties within this land use designation have also been designated under Part IV of the Ontario Heritage Act, or are listed on the City’s Heritage Registry. Therefore, the following policies from the City’s Official Plan are important in that they are intended to protect a significant historical area of the City:

- Section 5.3.3.2 encourages the rehabilitation and refurbishment of buildings of historical or architectural significance
- Section 5.3.3.2 also emphasizes the need to link the “Talbot Central” area with other areas of community significance in the “Downtown” including the adjacent Railway lands”

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- Section 5.3.3.3.4 encourages residential uses provided that the preservation and restoration of heritage features and built form is addressed as part of any renovation, conversion, or new construction
- Section 5.3.3.3.8 of the Official Plan states that: "Council may encourage the rehabilitation and refurbishment of buildings and the preservation of elevations, facades, and brickwork in buildings of historical or architectural significance. Council may consider cooperating with any group interested in the preservation of the City's historic or architectural assets through the policies established in Section 4.6".

It is also noted that the following uses are permitted by Section 5.3.3.3, which are typically suited to a traditional or historic downtown environment:

- Pedestrian-oriented retail commercial, eating establishments, cultural, tourism, recreation and entertainment uses, hotel, motel, office, personal service shops and residential uses
- Public utilities, institutional uses, public administration buildings and uses, public recreation facilities, parkettes and walkways
- Development of additional specialty department store type merchandise facilities is also encouraged

8.1.2.3 Downtown, Talbot East

The "Downtown, Talbot East" land use designation applies to a small number of properties in the most eastern portion of the Study Area. Land Use policies are found in Section 5.3.4 of the Official Plan. According to these policies, "Talbot East" is seen as the east gateway/entranceway into the downtown of St. Thomas and the Official Plan encourages the location of automobile oriented, space extensive retail and service commercial uses in this area, in order to maintain the focus of more pedestrian oriented commercial use in "Talbot West" and "Talbot Central".

The permitted uses in the Talbot East area include automobile oriented, space extensive retail and service commercial uses, if:

- The uses are not oriented to single-purpose shopping trips rather than casual, pedestrian shopping activity
- To serve their market, the arterial road locations are required
- The uses serve the demands of arterial road traffic
- The new format of retail commerce requires smaller box platforms in freestanding, single purpose/tenant or multi-purpose/tenant buildings rather than strip plazas or shopping centre

Importantly, there are development and urban design policies in Section 5.3.4.3.2 that encourage development to be compatible and harmonious with existing development in the area, which includes the City's historic downtown, or "Downtown, Talbot Central" designation.

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The City's existing policies for "Talbot East" therefore help ensure that this area serves its function as a gateway/entranceway by accommodating uses that are not suited to the rest of the "downtown" and by encouraging design that is sensitive to heritage buildings in "Talbot Central".

8.1.2.4 Downtown, Talbot West

The "Downtown, Talbot West" land use designation applies to the most western portion of the Study Area. Land Use policies are found in Section 5.3.2 of the Official Plan. These policies encourage the introduction of new uses to increase the resident population and number of people coming to the area, and permit a variety of compatible commercial and residential uses.

Specifically, the following uses are permitted in the "Talbot West" area:

- Offices, personal service shops, existing commercial uses that directly serve the automobile, tourism/recreation, and residential uses
- Public utilities, institutional uses, public uses, walkways, and park/parkettes are also permitted
- Existing specialty department store type merchandise facilities are permitted, but encouraged to locate at the "Talbot Central" area of "Downtown"

In addition, residential development is encouraged, subject to several policies and guidelines. In particular, new low-density residential housing forms such as single detached dwellings, semi-detached dwellings, duplexes, triplexes, double duplexes, sixplexes and townhouses are not permitted (Section 5.3.2.3.2). This policy helps ensure that new residential development is of a higher density nature in order to accommodate new residents to support the downtown.

In recognition of the fact that there are underutilized lands in "Talbot West", Section 5.3.2.3.6 of the existing Official Plan supports municipal and private sector efforts to create a more distinctive western gateway into the downtown through streetscape/landscape and built form improvements. Notably, these policies have been implemented by the City to a great extent, in particular through the recent (2015-2016) multi-million dollar streetscape improvement investment along "Talbot West", from just west of Stanley Street to Metcalfe Street. Through this major downtown investment, the City took a design approach that focused on the historical character of the "Downtown", including the use of authentic artifacts related to the City's railway history. The streetscape improvements included gateway features, consistent paved surfacing, street plantings and furnishings, and lighting.

8.1.2.5 Railway Tourism

The "Railway Tourism" land use designation was implemented (through Official Plan Amendment 77) as a result of the City's 2015 Downtown Planning Strategy, which aimed to update the City's Official Plan policies, zoning regulations, and further promote revitalization in the "Downtown". The purpose of the "Railway Tourism" designation was to recognize the important role of the

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remaining railway lands from a historical and economic development standpoint. The following goals are set out for "Railway Tourism" lands:

- Promote the City's railway heritage
- Support railway uses and operation as well as the railway museum land
- Support the tourism function of the railway
- Facilitate a north-south corridor that provides connection opportunities between Port Stanley through London, and beyond
- Facilitate the uses of certain area of the railway lands as a location for gathering, festivals and events
- Encourage certain commercial uses to support and enhance the tourism function of the railway lands

The following permitted uses were also introduced for the "Railway Tourism" area:

- Railway operations, rail museum, repair and maintenance of railway equipment, engines and rolling stock
- Tourism related uses such as tourist trains, public gathering, events and festivals
- Businesses supportive of the railway tourism function are permitted for selected areas if there is no conflict with the long term use of the surroundings
- Trails, park and open space areas, public and institutional uses, facilities for public gathering and events, municipal works and parking areas

Similar to the significant streetscape improvements that have recently been implemented in "Talbot West", the City of St. Thomas has also made a number of strategic investments in recent years to implement the new "Railway Tourism" policies of the Official Plan. Following the purchase of the former railway lands, the City has invested in:

- The construction of a downtown park on Moore Street
- The installation of the London and Port Stanley replica station
- Laying down tracks to connect with the existing Talbot spur and on to the Port Stanley Terminal Rail line
- Implementing a paved trail and other aesthetic, landscaping elements

The City's intent has been to make the rail corridor more pedestrian-friendly with widened sidewalks, space for benches and a pavilion and music stage for concerts and events. The longer term intention is to link it to the Canada Southern Railway station via existing rail tracks.

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8.1.2.6 Downtown Residential Uses

Finally, a very small portion of the study area (north of Talbot Street, on the east side of Flora Street) is designated "Residential". Policies related to the "Residential" land use designation are found in Section 5.1 of the *Official Plan*. The permitted uses in the "Residential" area are low, medium, and high density residential uses along with a number of existing non-residential uses.

8.1.3 Zoning By-law

The City of St. Thomas Zoning-by-law was adopted in 1988 and has undergone a number of amendments since this time. The majority of the study area is zoned "Downtown Talbot Central Commercial Zone" (C2) and "Downtown Talbot West Commercial Zone" (C1). To a lesser extent, some areas are zoned "Downtown Talbot East Commercial Zone" (C3), "Railway Tourism Zone" (RT) or "Fourth Residential Zone" (R4). Current Zoning is shown in Figure 12.

8.1.3.1 Permitted Uses

The following table provides a brief summary of the permitted uses for each zone, as well as comments on how they relate to the Official Plan designation

Table 3: Summary of Zones and Permitted Uses in the Study Area

Zone	Permitted Uses	Comments on Official Plan Conformity
Downtown Talbot Central Commercial Zone (C2)	<ul style="list-style-type: none"> • Retail Store • Business Office • Personal Service Shop • Restaurant • Hotel • Repair and Custom Workshop • Dry Cleaning Pick-up Station • Institution • Theatre • Recreation Centre • Newspaper Publishing Business • Private Club • Bakery • Residential purposes 	Permitted uses are in alignment with the intent for "Talbot Central" in the Official Plan as the historic downtown of St. Thomas and as a "people place/meeting place for the community and visitors"
Downtown Talbot West Commercial Zone (C1)	<ul style="list-style-type: none"> • Retail store • Business Office • Personal Service Shop • Restaurant • Repair Shop • Custom Workshop • Recreation Centre • Bakery • Private Club • Institution • Residential purposes 	Residential and compatible commercial uses are permitted, in accordance with the "Talbot West" designation in the Official Plan.

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Table 3: Summary of Zones and Permitted Uses in the Study Area

Zone	Permitted Uses	Comments on Official Plan Conformity
Downtown Talbot East Commercial Zone (C3)	<ul style="list-style-type: none"> • Retail Store • Business Office • Personal Service Shop • Drive-In Restaurant • Restaurant • Automobile Service Business • Automotive Trade • Film Processing Laboratory • Bakery • Hotel • Recreation Centre • Repair and Custom Workshop • Dry Cleaning Pick-up Station • Institution • Animal Clinic 	Automobile oriented, space extensive retail and service commercial uses are permitted in accordance with the "Talbot East" designation of the Official Plan.
Railway Tourism Zone (RT)	<ul style="list-style-type: none"> • Railway uses and operations • Transportation and active transportation uses • Parks and trails • Public gatherings, events and festivals • Municipal works • Railway museum • Parking Lot 	<ul style="list-style-type: none"> • Retail Store • Business Office • Personal Service Shop • Drive-In Restaurant • Restaurant • Automobile Service Business • Automotive Trade • Film Processing Laboratory • Bakery • Hotel • Recreation Centre • Repair and Custom Workshop • Dry Cleaning Pick-up Station • Institution • Animal Clinic
Fourth Residential Zone (R4)	<ul style="list-style-type: none"> • Single detached dwelling • Semi-detached dwelling • Duplex dwelling • Triplex dwelling • Townhouse dwelling • Apartment dwelling • Multiple dwelling • Converted dwelling • Church • Day nursery • Private school • Nursing home • Home occupation • Provincial group home • Boarding house • Rest home • Residential care home 	<ul style="list-style-type: none"> • Railway uses and operations • Transportation and active transportation uses • Parks and trails • Public gatherings, events and festivals • Municipal works • Railway museum • Parking Lot
	<ul style="list-style-type: none"> • Retail Store • Business Office 	<ul style="list-style-type: none"> • Single detached dwelling • Semi-detached dwelling • Duplex dwelling

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Table 3: Summary of Zones and Permitted Uses in the Study Area

Zone	Permitted Uses	Comments on Official Plan Conformity
	<ul style="list-style-type: none"> • Personal Service Shop • Restaurant • Hotel • Repair and Custom Workshop • Dry Cleaning Pick-up Station • Institution • Theatre • Recreation Centre • Newspaper Publishing Business • Private Club • Bakery • Residential purposes 	<ul style="list-style-type: none"> • Triplex dwelling • Townhouse dwelling • Apartment dwelling • Multiple dwelling • Converted dwelling • Church • Day nursery • Private school • Nursing home • Home occupation • Provincial group home • Boarding house • Rest home • Residential care home

8.1.3.2 Zone Provisions

As mentioned earlier, the City's 2015 Downtown Planning Strategy aimed to update the City's planning policy and regulatory framework and further promote revitalization in the "Downtown". In 2016, as a result of this Strategy, Zoning By-law amendment 11-2016 was adopted by Council and introduced a number of contemporary zoning tools to address and promote revitalization and redevelopment, in a manner that is consistent with the existing built form and character in the Downtown, which includes a largely historical building stock. Specifically, new provisions dealing with minimum and maximum building height, building setbacks, access, and buffers were introduced for the "Talbot Central", "Talbot East", and "Talbot West" areas, and apply to new development, redevelopment, and infill proposals. These regulatory changes are highlighted in Table 4 below.

Table 4: Contemporary Zoning in the "Downtown" (Implemented in 2016)

Zone	Standard	Provision/Purpose
Downtown Talbot West Commercial Zone (C1)	Minimum Building Height:	2 storeys
	Maximum Building Height:	3 storeys
Downtown Talbot Central Commercial Zone (C2)	Setback from Talbot Street:	In order to maintain a street related building form, no setback is required for new building with Talbot Street frontage.
Downtown Talbot East Commercial Zone (C3)	Access to Talbot Street:	No new access points to Talbot Street for motor vehicles shall be permitted.
	Parking Landscape Buffer:	New parking lots shall be located a minimum of 3 metres from the Talbot Street frontage.

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8.1.4 Community Improvement Plan

The City of St. Thomas currently has a Community Improvement Plan (CIP) in effect, which was adopted by Council in 2002, and applies to the City's Downtown Area, the CASO Lands, and Old St. Thomas Area. Over the implementation period of the CIP, the City has invested just under \$1.5 million into the revitalization and redevelopment of private lands through municipally-funded financial incentive programs. These financial incentives programs provide grants and loans to private property owners in order to encourage/motivate investment in private property, through projects that improve, revitalize, and rehabilitate existing buildings, resulting in a more vibrant downtown area for the Town. In total, 8 financial incentive programs are available, including:

- A Residential Conversion, Rehabilitation, and Intensification Program;
- A Façade Improvement Program
- A Property Tax Increment Equivalent Grant Program
- A Planning and Building Fee Rebate Program
- A Development Charges Rebate Program
- A Parkland Dedication Exemption Program

Notably, the package of incentives in the CIP also includes programs aimed at conserving heritage resources, including:

- A Heritage Tax Relief Program, which provides tax relief from the municipal portion of property taxes, for properties of cultural heritage value or interest under Part IV of the Ontario Heritage Act
- A Heritage Design Program, which provides property owners of designated or listed heritage buildings a grant for preparation of a design study for restoration and preservation work

In terms of the recent successes of the CIP, the City's Downtown Planning Strategy report provides an overview of the number of improvement projects funded by the City and the value of grants per grant type. The following is a summary taken from that report:

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Application Type	Number of Applications Approved	City \$ Amount Approved
Façade Improvement Grant/Loan	36	\$624,058
Residential Grant/Loan	16	\$793,188
Development Charge Rebate	3	\$130,000
TOTAL	55	\$1,547,246

-

It should be noted that, none of the 1.5 million invested into the successful CIP program has been allocated to the two heritage incentive programs identified above. However, it is understood that several of the properties in the City's "Downtown" area have accessed funding through the façade improvement grant/loan to restore the historic features of a building.

Based on a full analysis of the implementation and results of the City's CIP, the Downtown Planning Strategy identifies an opportunity to update the City's CIP and incentives. It states:

- The City's current CIP has served the City well. Since its inception in 2003, the City has approved a number of applications for various programs. In recent years, interest in the CIP has waned, and there is an opportunity to update the CIP and refresh some of its programs and materials.

In terms of potential updates to the CIP, the Strategy identifies the following, which specifically relate to potential improvement projects to heritage buildings:

1. Consider revising the Development Charge Rebate Program and possibly the Property Tax Increment Equivalent Grant Program to provide additional incentive to projects that achieve a higher level of performance on urban design and sustainability criteria (note: urban design criteria could relate to heritage);
2. Consider increasing the maximum urban design study grant to \$2,000 to non-heritage designated/listed buildings and \$2,500 for heritage designated and listed buildings; and
3. Consider revising the consultation role of the Urban Design Committee to focus on design issues (including heritage).

It is also noted that there are additional financial incentive options for promoting the restoration and protection of heritage features/buildings that can be implemented through CIPs. For instance, many municipalities will offer increased grant values to applicants who propose and can demonstrate that their improvement project will restore heritage features. For example, a façade improvement grant could be increased by \$5,000 if the applicant can demonstrate what features will be restored, how, and provide documentation of the original building features. Other municipalities (such as the Town of Innisfil) have created independent

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Community Improvement Plans for Heritage Conservation Districts. These CIPs offer a set of incentive programs that are only available to properties within the Heritage District, and are meant to help property owners and tenants with funding for restoration and building enhancements.

8.1.5 Heritage Permit System

The City currently has a heritage permit system in place to manage heritage alteration permit applications for properties designated under Part IV of the *Ontario Heritage Act*. The existing permit system requires review and approval by the Municipal Heritage Committee, who advise Council on the appropriateness of granting the permit. Council is the ultimate decision maker in the heritage permit process.

A similar process would likely be employed if an HCD were implemented, although City Staff may consider delegated authority by-laws for approval of minor alterations that may be specified in the HCD plan rather than requiring review and recommendation from the Heritage Committee. Typically, major alterations (such as modifications or removals that affect heritage attributes of the HCD or may have a significant visual impact when viewed from the street) would be brought forward to the Heritage Committee.

8.1.6 Development Activity

According to the *Official Plan* the majority of new retailers entering the St. Thomas market (as of 2006) were seeking big box and small box platforms in a power centre format, and these platforms cannot locate in the "Downtown" due to:

- Lot sizes
- Ownership
- Parking requirements
- Natural and man-made barriers to development

Therefore, as a result of current development trends for big-box platforms in recent years, there has also been limited development activity in the City's "Downtown" area. However, it is noted that there are approximately three vacant land parcels in the study area which could be developed/redeveloped in the future for uses that are appropriate for a traditional downtown environment, in accordance with the land use policies and zoning requirements summarized above.

In addition, it is noted that on March 8, 2017, the City announced that it would be making two strategic investments in the downtown area by: 1) acquiring 423 Talbot Street (home to Ontario Works since 2000); and 2) acquiring vacant property at 230 Talbot Street. The City intends on exploring the potential for phased development for affordable housing on these downtown properties.

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Finally, although not located within the Study Area, it is noted that the Seasons independent living facility is currently under development and includes a number of design features that are compatible with the City's existing built form and heritage.

8.1.7 Planning Opportunities and Constraints

The following is a summary of notable planning opportunities and constraints in the study area identified as a result of the planning analysis above:

- Over the last decade, the City of St. Thomas has been very proactive in its efforts to promote revitalization and re-development in its Downtown and the adjacent railway lands, through its planning policy framework and significant investments to public properties and the public realm
- The City recognizes the opportunity to use a range of planning tools to support efforts to preserve heritage resources and has implemented Official Plan policies that enable the use of such tools. The City's Official Plan recognizes a current need to balance the preservation of heritage resources with local economic development needs
- The Talbot Central area of the "Downtown" is recognized as the historic downtown of St. Thomas and the Official Plan sets out a number of policies that address the preservation and restoration of heritage features and built form
- As a result of a recent amendment the Official Plan designates certain lands in the "Downtown" as "Railway Tourism", in order to promote the City's railway heritage and support the tourism function of the railway
- Recently, Zoning By-law amendment By-law 11-2016 was adopted by Council, which introduced a number of contemporary zoning tools to address and promote revitalization in the "Downtown", in a manner that is consistent with the existing built form, such as provisions dealing with minimum and maximum building height, building setbacks, access, and buffers
- There is currently limited new-build development activity in the "Downtown" area; however, some properties have redevelopment potential

8.1.8 Recommended Policy Reviews

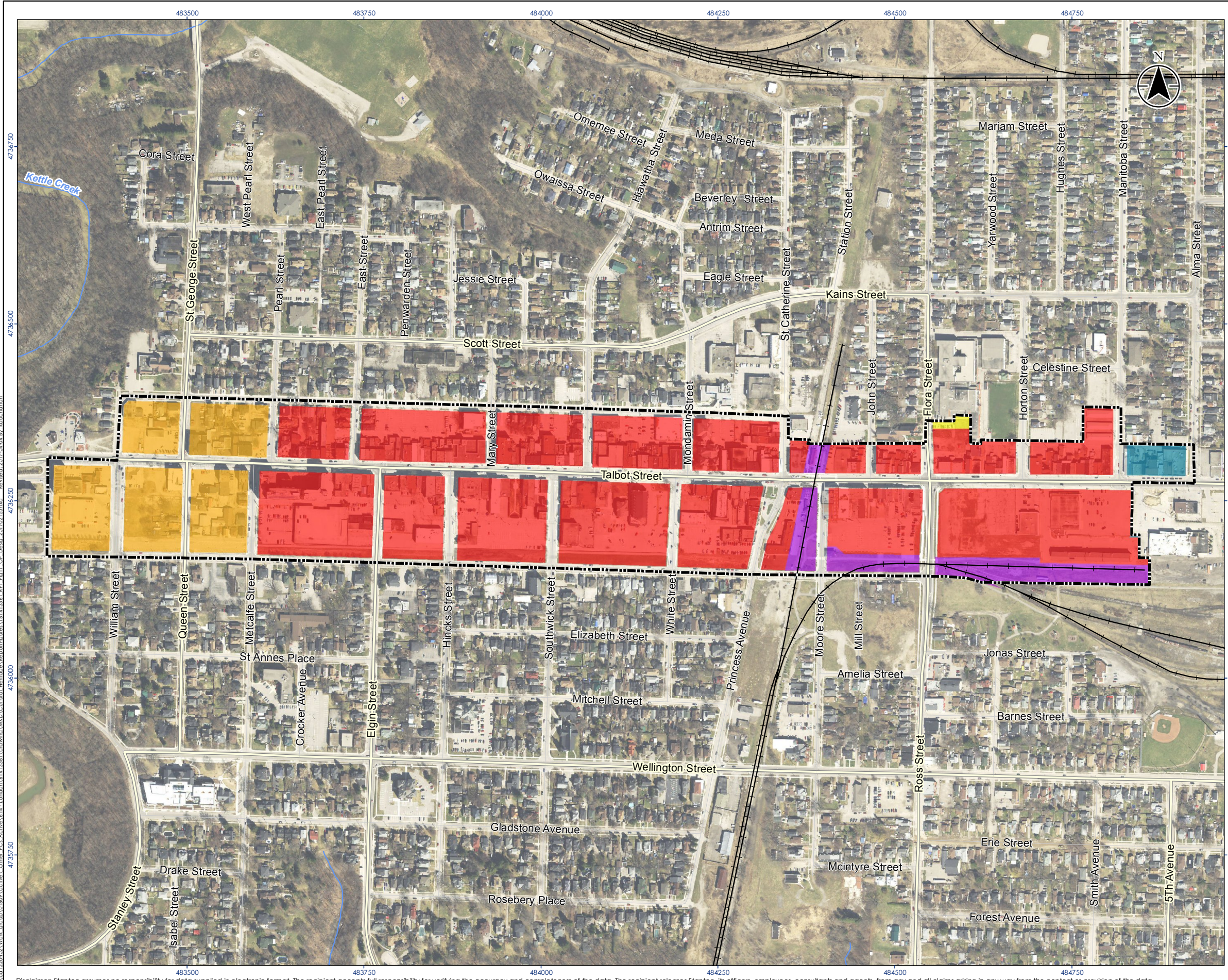
Generally it appears that the existing City policies and by-laws support the creation of an HCD and the conservation of the City's heritage resources in the downtown core. A more detailed analysis needs to occur during the HCD Plan and Guidelines Phase, should the study proceed to this stage, to confirm that the existing land-use classification and zoning will not compromise the cultural heritage values and heritage attributes of properties.

In order to make conservation, repair or restoration feasible if an HCD is established, there may be a need to consider financial incentives for property owners within an HCD. Existing financial incentives exist through the CIP program, but there may be need to revisit the CIP program to improve or modify financial incentive opportunities specifically for heritage property owners. The City may also consider exploring additional incentive programs for heritage property owners

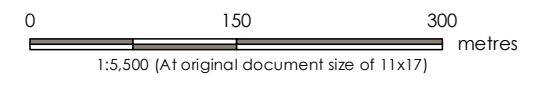
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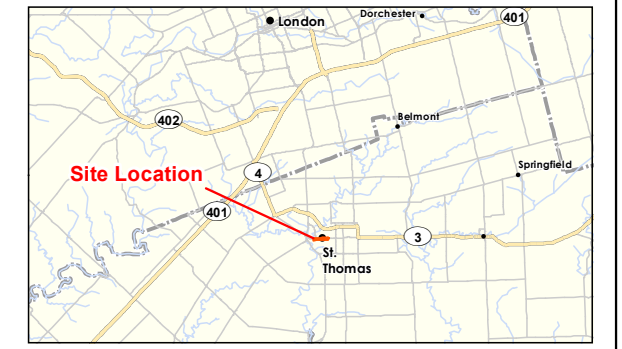
outside of the CIP program. This could be done through the preparation of a Heritage Conservation District Community Improvement Plan (which only applies to the Heritage Conservation District itself). Alternatively, the City could revise its existing CIP program to make properties located within the HCD eligible for a larger grant value (for all or certain types of programs) in order to recognize that heritage restoration projects often require a more substantial financial investment. Other options identified in the 2015 Downtown Planning Strategy could be implemented.



- Legend**
- Study Area
 - Major Road
 - Minor Road
 - Railway - Operational
 - Watercourse
- Official Plan Designations**
- Residential
 - Talbot West
 - Talbot Central
 - Talbot East
 - Railway Tourism



- Notes**
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Base features produced under license with the Ontario Ministry of Natural Resources and Forestry © Queen's Printer for Ontario, 2016; © City of St. Thomas, 2016.
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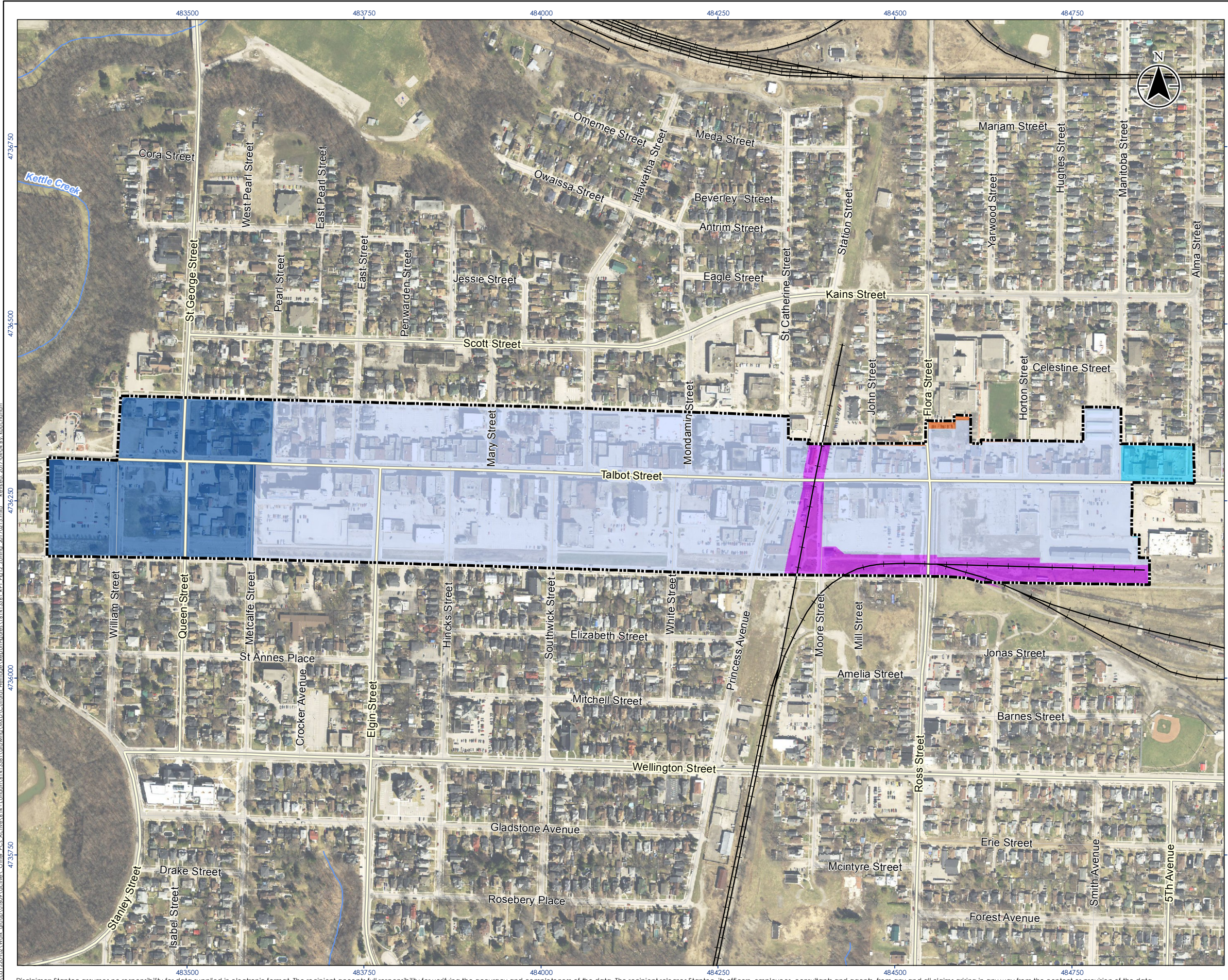


Project Location: City of St. Thomas
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 Prepared by KDB on 2017-04-04

Client/Project: CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.: **11**

Title: **Official Plan Designations Applicable to the Study Area**

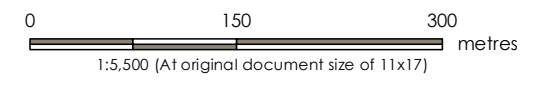


Legend

- Study Area
- Major Road
- Minor Road
- Railway - Operational
- Watercourse

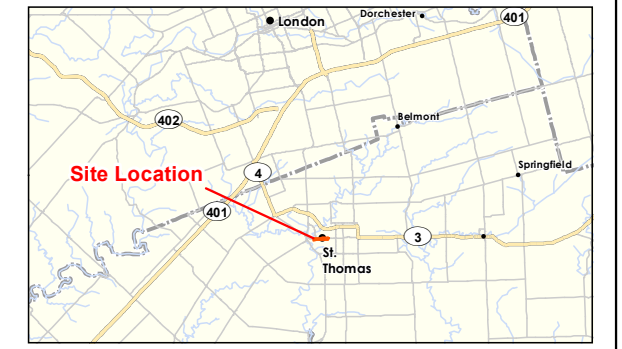
Zone Planning Areas

- Downtown Talbot Central Commercial Zone
- Downtown Talbot East Commercial Zone
- Downtown Talbot West Commercial Zone
- Fourth Residential Zone
- Railway Tourism Zone



Notes

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Figure No.

12

Title

Zoning Applicable to the Study Area

9.0 PUBLIC CONSULTATION

9.1 METHODOLOGY

Public consultation is an important part of any HCD study as it enables the local community to provide input on what they value in their community. Community values are important in identifying historical research themes, information about specific properties, and the types of features within an HCD Study area that may be valued as heritage attributes. Public consultation events are also important opportunities for the project team to provide information about the project, including introducing the concept of HCDs where they may not exist in a community, providing details on the Study process and overall designation process, as well as answering questions or responding to concerns from the community.

For the Downtown St. Thomas HCD Study public consultation and engagement occurred in several forms including: outreach letters to property owners and business owners, information updates and links to material on the project website, and public information centre (PIC) events. Presentations were also made to the Municipal Heritage Committee (November 9, 2016), Council's Reference Committee (December 9, 2016), and the Downtown Development Board (January 25th, 2017). These presentations provided background on the HCD process, objectives and tasks of the Study, as well as some key findings identified to date.

Regular letter updates were also provided to property owners and business owners in the study area via mail delivery and hand delivery by members of the steering committee. The intent of the mailings was to keep property and business owners informed of study progress and provide them with contact information and means of asking questions or providing input if they were unable to attend scheduled consultation events.

9.2 OPEN HOUSE AND PUBLIC INFORMATION CENTRES

Two scheduled PIC events were held for the Downtown St. Thomas HCD Study. The first PIC was held on October 13, 2016 at the CASO station. The PIC consisted of an open house with information panels and sample HCD study materials for viewing, followed by a presentation from the study team. The presentation focused on the key background information and context relevant to starting an HCD Study, including:

- What HCDs are
- How they work
- What work is conducted
- Common questions and concerns

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- Benefits of an HCD

The presentation also identified some of the research and field work findings, highlighting key historical themes, important dates, and significant built features or patterns identified within the study area. A question and answer period followed the presentation so attendees could ask questions or provide input on the information provided. Comment sheets were provided to those who attended the meeting and were made available on the project website for those who did not attend the PIC.

The second PIC event was held on February 8, 2017. The event consisted of an open house format with presentation boards, followed by a short presentation providing brief background on HCDs and the study process, as well as findings to date. A round table workshop followed the presentation where attendees discussed the following topics with the other members of their table:

- What factors are important to you when considering boundaries for a potential HCD? Where do you think the boundaries should be?
- Do you think there should be one HCD that includes both character areas, or separate HCDs?
- What do you consider to be the most important heritage attributes of:
 - The Commercial Core Character Area?
 - The Railway Lands Character Area?
 - Other heritage attributes?
- What do you think should be the key objectives of an HCD Plan, if one is prepared?

Comment sheets focusing on these questions were also available at the meeting for attendees to record their ideas and were made available on the project website following the meeting. A summary of the comments and responses is provided in Appendix D. At the first PIC, respondents generally saw room for improvement in the downtown core. During the second PIC, workshop attendees and respondents generally agreed with the proposed HCD boundary and the identification of merit as an HCD, and placed an emphasis on conserving the historic downtown buildings and local railway history of the community.

At both PIC events attendees generally appeared supportive of the concept of an HCD in St. Thomas, and identified what they considered to be heritage attributes that reflected the area's character. There were some members of the public who expressed concern over additional property restrictions or the perceived expenses of owning properties in an HCD.

10.0 EVALUATION OF HERITAGE CHARACTER

Evaluation of the study area for merit as an HCD follows the methodology outlined in Section 1.3. It was determined, in part, with input from the community through the PIC comment sheets and the workshop held at the second PIC. Analysis of the inventory also contributed to evaluation of HCD merit by identifying key themes, patterns, and typologies that helped to determine heritage attributes and overall district character.

10.1 A CONCENTRATION OF HERITAGE RESOURCES

The study area contains a concentration of heritage resources, notably the late 19th and early 20th century commercial structures along the Talbot Street commercial core that are linked by their historical context and use in the development of downtown St. Thomas. The study area also contains a concentration of remnants from the city's railway heritage, including:

- The CASO station,
- The M.C.R. locomotive shops,
- The BX interlocking tower,
- The remnant tracks and open space rail yards
- The replica L.&P.S. station.

10.2 A FRAMEWORK OF STRUCTURED ELEMENTS

The concentration of heritage resources is linked by a framework of structuring elements such as the linear corridors of Talbot Street and the former railway lines. The area has a sense of visual coherence, particularly along Talbot Street, with a generally consistent street wall of two to four storey brick buildings with similar repetitions in façade arrangement and architectural details. Finally, the study area is distinct from the surrounding environment, which includes residential neighbourhoods or contemporary commercial development.

10.3 DISTINCTIVE CHARACTER AREAS

In the opinion of the project team the study area contains two character areas; the commercial core and the railway lands. The commercial core contains the generally consistent commercial street wall along Talbot Street, while the railway lands contains the remnant tracks, open lands, infrastructure and buildings that were key parts of the railway operations in the city. These areas contain different resource types (commercial properties in the commercial core and railway related buildings, remnant tracks and open space in the railway area) and have different visual

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characters and viewsapes that allow them to be experienced differently. However, the two areas have developed and intersected with each other and are inextricable historically and physically. Both are equally important to the study area and are reflective of its unique history.

10.4 INTEGRITY OF HERITAGE FABRIC

The integrity of the study area has been impacted over time with the alteration of building facades, the removal of original buildings, and the addition of infill that differs from the heritage character. Similarly, many elements of the railway lands have been altered with the removal of tracks, new infrastructure, and new buildings changing formerly open space areas.

In spite of these changes key heritage features remain in both character areas and warrant conservation for their continued longevity and ability to contribute to the historical narrative of the downtown core.

10.5 STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

10.5.1 Description of Historic Place

The proposed St. Thomas Downtown HCD is located in downtown St. Thomas, Ontario, Canada. The proposed HCD consists of the properties in the downtown commercial core along Talbot Street from the west side of Queen Street to the west side of Alma Street. The proposed HCD also contains remnants of the city's railway heritage including parts of the London and Port Stanley Railway tracks between Kains Street and Wellington Street and remnants of the Canada Southern tracks parallel to Talbot Street, south of the commercial core, up to and including the former M.C.R. locomotive shops.

10.5.2 Historical Context

The proposed HCD boundaries are connected to the development of the City of St. Thomas through the influence of the railway boom beginning in the early 1870s. Prior to the arrival of the C.S.R. and G.W.R. lines, St. Thomas was a small town with little opportunity for growth. Through the coming of the railways, employment and business was brought to the community, increasing the town's size and fostering growth for it to become a prosperous city by the end of the 19th century. The area's historical importance as a railway city provides the distinctive quality required for an HCD through heritage elements such as the CASO station, railway tracks, and late 19th century building blocks.

With the opening of the C.S.R. line in 1872, the railways attracted men of influence from larger commercial and manufacturing centres and increased accessibility to the community. These influential men brought with them new ideas and finances for enterprise. Numerous building blocks along Talbot Street were constructed for a variety of new businesses catering to both the city's more affluent citizens and the railway workers. The Talbot Streetscape grew substantially, moving from the west end at Stanley Street east towards the CASO station. Growth continued

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into the 1880s. St. Thomas became a city in 1881, with a population of 8,367. In the following year, a new city hall and county courthouse were constructed in St. Thomas and further building blocks filled in the Talbot Streetscape. More railways were constructed through St. Thomas in the late 19th century, including the Canadian Pacific Railway, Wabash Railway, Lake Erie and Detroit Railway and the Pere Marquette Railway. For its significant railway history, St. Thomas was inducted into the North American Railway Hall of Fame in 2008 as the Railway Capital of Canada.

10.5.3 Built Heritage

The proposed Downtown St. Thomas HCD contains a wealth of built heritage resources. Together the built form contributes to the character of the area and is representative of a commercial core streetscape intersected with railway character elements that make it unique as a railway hub community that was unique in the province. The built heritage resources of the proposed HCD consist of the commercial and mixed use properties fronting on Talbot Street that make up the streetscape. The commercial core buildings are typically between two and four storeys in height, with flat roofs.

Architectural styles such as Italianate and Edwardian reflect the two waves of development in the downtown core: 1870-1900 and 1900-1930. Architectural details such as decorative window surrounds, decorative brickwork, decorative cornices Numerous vernacular buildings, and building without a defined architectural influence or ones that have been altered over time also make up the downtown commercial core character. Brick is the dominant historical building material. In many of the commercial core buildings architectural details are evidence of the prosperity of the city in the late 19th and early 20th century.

10.5.4 Rail Heritage

The City's rail heritage is an important theme in its historical development, as well as its current identity as the "Railway Capital of Canada". While many of the railway buildings and infrastructure have been removed since the decline of the railway, key buildings and remnants of the railway lines and yards exist. These features include the CASO station, BX Interlocking Tower, the former M.C.R. locomotive shops (now the Elgin County Railway Museum), and remnant tracks from the C.S.R. and the L.&P.S. lines. The proposed HCD also contains a replica of the London and Port Stanley Railway Station that was demolished in the 1960s. The railway heritage elements of the HCD intersect with the commercial core area and provide a link between two different but interconnected pieces of St. Thomas's past. Many of these assets are already designated properties (the CASO Station and M.C.R. Locomotive shops) or are City-owned land.

10.5.5 Visual Context

Key elements in the visual context that contribute to the heritage character of the proposed HCD includes viewscapes within the rail corridor. These consist of two relatively intact historical

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views of the rail corridor and associated rail structures; east and west at the CASO station along the rail corridor, and looking north from Moore Street at Centre Street. These are defining heritage views with heritage attributes both in the foreground and background of the viewscales.

The visual experience of the commercial corridor is also a contributing heritage attribute of a relatively consistent massing of the commercial buildings, the dominance of brick as the façade material, the consistent set back and the length of shorter distances between side streets that retain the heritage character of the urban form.

10.6 HERITAGE ATTRIBUTES

The following attributes have been identified as reflective of the cultural heritage value or interest of the proposed Downtown St. Thomas HCD:

- The high concentration of late 19th and early 20th century commercial buildings forming a commercial street wall along Talbot Street, typically consisting of two to four storey buildings of mixed use of purpose-built commercial character.
- Cohesiveness of building setbacks, materials (brick), heights and massing along Talbot Street, creating a predominantly unified heritage visual experience.
- The predominance of Italianate, Edwardian, and vernacular architectural influences that represent the periods of construction of most downtown buildings between 1870 and 1930.
- Architectural details of the various styles and influences including: decorative brickwork, window surrounds or brick voussoirs, brick corbelling, decorative cornices, dichromatic brickwork, round arch, segmental arch or rectangular window openings, brick pilasters, decorative cornices, classical motifs, stone detailing, and rectangular window openings.
- Predominant use of brick as an exterior cladding material.
- Traditional façade organization of commercial or mixed use building including shop entrance, apartment entrance, and storefront display windows.
- The urban form of the smaller block lengths associated with historical neighbourhoods and the laneway system to service the stores from the rear.
- Remnant railway buildings and infrastructure including the CASO station, BX Interlocking tower, the former M.C.R. locomotive shops, remaining railway tracks, and open space areas that were former railway lands south of Talbot Street.
- Views along the remnant railway corridors, including north-south along the London and Port Stanley tracks and east-west along the Canada Southern tracks terminating at the CASO station and locomotive shops.

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- Views into the district along the side streets terminating at the Talbot commercial street wall.
- Views along Talbot street defined by the low profile historic street wall and City Hall tower.

11.0 RECOMMENDATIONS

11.1 OBJECTIVES OF HERITAGE CONSERVATION DISTRICT DESIGNATIONS

It is recommended that, based on the findings of the preceding sections of this report, the City of St. Thomas proceed with the preparation of an HCD Plan and Guidelines to meet the following objectives (additional objectives may be identified during the HCD Plan phase, if undertaken):

- Provide a framework for managing changes to existing buildings and public spaces to conserve the heritage 'look and feel' of downtown St. Thomas.
- Conserve the historic character and heritage attributes of the downtown commercial core and railway character areas.
- Maintain and enhance the existing downtown street wall with historic building from the late 19th and early 20th century.
- Encourage and support existing use or adaptive re-use of contributing buildings within the HCD.
- Avoid the loss or demolition of heritage attributes or heritage fabric within the HCD.
- Encourage compatible redevelopment in the downtown core to contribute to continued revitalization of the downtown.
- Collaborate with property owners and business owners to encourage and provide incentives for the conservation, restoration and appropriate maintenance of heritage buildings.
- Initiate other studies and programs that support the implementation of an HCD for the downtown core and the continued revitalization and enhancement of the downtown core.
- Encourage connectivity from within the HCD to other community assets and heritage areas.
- Encourage the enhancement of the public realm and City-owned properties within the HCD in a manner compatible with the district character.
- Encourage the conservation of murals within the HCD

11.2 RECOMMENDED DISTRICT BOUNDARY

The area recommended for designation under Part V of the OHA consists of the properties fronting on Talbot Street between Queen Street (including the property on the south side of Talbot Street immediately west of Queen Street) through to the west side of Alma Street. The recommended HCD boundary also includes remnants of the City's railway heritage including the north-south London and Port Stanley Railway Tracks (City owned) between Kains Street and

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

Recommendations
May 10, 2017

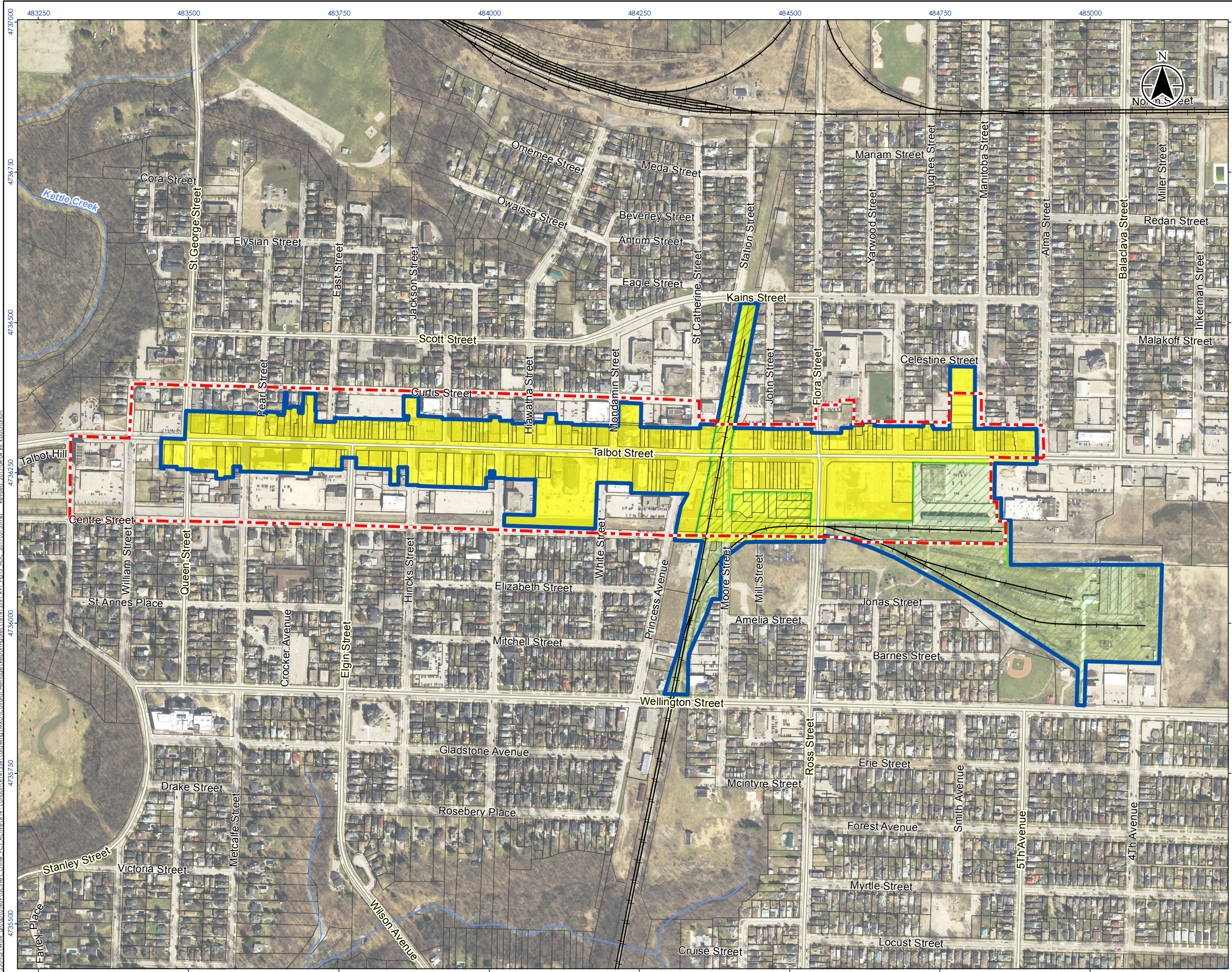
Wellington Street, the CASO station and railway lands south of the CASO station, and the former M.C.R. Locomotive shops (now the Elgin County Railway Museum). The identified area is recommended as a single HCD, although it consists of two character areas; the Talbot Street commercial core and the Railway lands. These character areas contain different features and visual and spatial perspectives, but intersect with each other in the Talbot Street and Moore Street vicinity and are inextricably linked physically and historically.

The recommended boundary of the Downtown St. Thomas HCD reflects both historical and visual considerations. The area includes the majority of the downtown commercial core that developed between the 1870s and 1930s, containing urban form and architecture representative of these eras. It also includes remnants of the city's railway lands and associated buildings which, while visually different than much of the commercial core, are historically tied to development throughout the late 19th and early 20th century. Within both areas there are concentrations of heritage features (late 19th and early 20th century commercial buildings, railway buildings, and remnant railway tracks) as well as visual cohesion noted particularly in the commercial streetscape typically between two to four storeys in height, generally with consistent setbacks, and similarity in architectural styles, building materials and building forms. Both qualities contribute to the sense of time and place experienced in the downtown core and railway lands areas.

The exclusion of some properties from the proposed boundary does not necessarily mean that they are not of heritage value. Many of the side streets contain buildings of architectural value or interest, but were determined to be a different character than that of the Talbot Street core. Many properties on these side streets are residential (or conversions of residential buildings to commercial use) in character and visually linked with the nearby residential neighbourhood rather than the commercial core. Similarly, buildings such as the Arthur Voaden School fit the context of the residential neighbourhood more than they do the commercial core. While some side street buildings are purpose-built commercial structures, the views along the side streets tend to be of more varied character than the views along Talbot Street, which contain a more cohesive commercial street wall.

11.3 CONCLUSIONS

The study and analysis of the downtown's historical features identified cultural heritage value or interest in the area and merit as an HCD. Strong themes emerged and were confirmed by the community regarding St. Thomas's importance as a railway hub in southern Ontario, as well as contributing to the larger North American rail network. The introduction of the railway in the community in the 1870s initiated a building boom that expanded the downtown core along Talbot Street and continued into the early decades of the 20th century. A concentration of late 19th and early 20th century architecture, remnants of the railway network and key buildings define the downtown core and are both a legacy of the city's heritage and valued by the community as such. An HCD will be an important community tool for conserving these assets for the future.

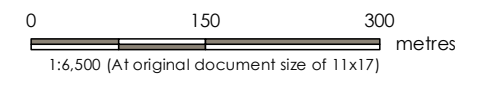


Legend

- Study Area
- Parcel Fabric
- Major Road
- Minor Road
- Railway - Operational
- Watercourse

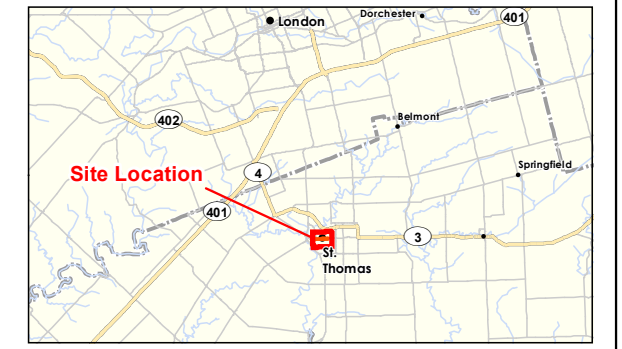
Heritage Conservation District

- Proposed HCD Boundary
- Core Talbot Commercial Area
- Roll Lands Character Area



Notes

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 Prepared by KDB on 2017-04-04

Client/Project: CITY OF ST. THOMAS
 DOWNTOWN ST. THOMAS AREA STUDY
 HERITAGE CONSERVATION DISTRICT STUDY

Figure No.: **13**

Title: **Recommended HCD Boundary**

DOWNTOWN ST. THOMAS HERITAGE CONSERVATION DISTRICT STUDY

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Appendix A
Glossary

GLOSSARY OF TERMS

The following terms contained within the HCD Study report have been derived from the *Ontario Heritage Tool Kit*, the *Standards and Guidelines for the Conservation of Historic Places in Canada*, the *Provincial Policy Statement* and architectural reference books listed in the report Sources section. Where terms are referenced in the glossary, the reference is contained within the body of the report. Many of the terms have been paraphrased and are combinations of definitions or descriptions found in multiple sources, particularly those related to architectural styles and features. Where definitions are derived in their original form, their source is noted.

Adjacent: Real properties or sites that are contiguous or separated by a laneway, easement, right-of-way, or a roadway.

Alteration: To change in any manner.

Arts and Crafts: An architectural style popular between 1890 and 1940 drawing inspiration from British handicrafts. Typical features included the use of natural materials (wood, stone, brick).

Art Deco: An architectural style popular between 1920 and 1940 as one of the early 'modern' styles of the 20th century. Typical features include linear forms, geometric decorative elements, and smooth surfaces (concrete or stucco).

Bargeboard: Boards or other decorative woodwork fixed to the edges or projecting rafters of a gabled roof. Sometimes called gingerbread or vergeboard.

Cladding: The external, non-structural material that protects the structural wall or frame from the weather.

Conservation: All actions or processes that are aimed at safeguarding the heritage attributes of a place so that it retains its heritage value and extends its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these actions or processes (Parks Canada 2008).

Contributing Resource: Those properties that directly support the statement of Cultural Heritage Value or Interest and Heritage Attributes of the HCD. These properties were constructed between the 1870s and 1930s, either as part of the commercial core or railway industry, and retain historic building fabric or heritage features that distinguish them as older buildings of a particular era, type, or place.

Cultural Heritage Value or interest (CHVI): As outlined in Regulation 9/06 of the *Ontario Heritage Act*, an individual property may be determined to have CHVI if it demonstrates design/physical value, historic/associative value, or contextual value. In the context of HCDs, the *Ontario Heritage Tool Kit* outlines that CHVI within an HCD may be expressed broadly as an area that demonstrates natural, historic, aesthetic, architectural, scenic, scientific, cultural, social or spiritual value.

Dormer: A window that projects from a sloping roof with a small roof of its own.

Edwardian: An architectural style popular between 1900 and 1930 with understated classical detailing and modern proportions. Typical features include stone lintels and sills, pilasters and columns, and hipped roofs.

Gable: The triangular portion of the wall beneath the end of a gabled roof.

Gabled Roof: A roof that slopes on two sides.

Gambrel Roof: A roof that has a double slope, with the lower slope steeper and longer than the upper one. A mansard roof is an example of this roof type.

Gothic Revival: An architectural style popular between 1830 and 1890 found in many forms. Typical features include steep gables, bargeboard, drip mouldings, finials, and pointed arch windows.

Guideline: A recommended action that may be taken in a given situation. A guideline arises from a policy and is facilitated by a procedure.

Heritage Attribute: The physical characteristics of a property or resource that contribute to its cultural heritage value or interest.

Heritage Conservation District (HCD): An area or grouping of properties collectively designated pursuant to Part V, Section 41, of the *Ontario Heritage Act*.

Heritage Resource: A property or place of cultural heritage value or interest.

Italianate: An architectural style popular between 1850 and 1900. Typical features include round arched or segmental arched window openings, window hood moulds, dichromatic brick, decorative cornices, and brackets.

Maintenance: The routine, cyclical, non-destructive actions necessary for the long-term conservation of a protected heritage resource and its heritage attributes.

Mansard Roof: A roof that has a double slope with the lower slope steeper and longer than the upper one.

Mid-Century Modern: An architectural style popular between 1950 and 1970. Typical features include low pitched roofs, large rectangular windows, full length fixed pane windows, and contemporary materials such as siding, paneling, or modern use of brick or stone.

Non-Contributing Resource: Properties that do not directly support the Statement of Cultural Heritage Value or Interest and Heritage Attributes of the HCD. These properties may have been constructed more recently or may be older properties that have been modified such that historic building fabric or detailing has been substantially altered, removed, or obscured.

Part IV Designation: In reference to real property designated under Part IV of the *Ontario Heritage Act* by municipal by-law. The designation by-law for an individual designation should include a description of the property, a statement explaining the cultural heritage value or interest, and a description of the heritage attributes.

Policy: A statement or position that is adopted that provides the framework for a course of action.

Preservation: The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of an historic place, or of an individual component, while protecting its heritage value (Parks Canada 2008) .

Procedure: A course of action developed to implement and support a policy. Example: Heritage Alteration Permit Application.

Protected Heritage Property: Real property protected under the *Ontario Heritage Act* (including Part II – Section 22; Part IV- Section 27, 29, 34.5, 37; Part V, or Part V;).

Queen Anne: An architectural style popular between 1890 and 1914. Typical features include irregular plans, multiple rooflines, large porches, elaborate decorative detail, including shingles, brackets, bargeboard, spindlework, and stained glass windows.

Rehabilitation: The actions or process of making possible a continuing or compatible contemporary use of an historic place, or an individual component while protecting its heritage value (Parks Canada 2008).

Restoration: The action or process of accurately revealing, recovering, or representing the state of a historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value (Parks Canada 2008).

Romanesque: An architectural style popular between 1880 and 1900. Typical features include prominent round arches, the use of rusticated stone on foundations and trim, short columns, and recessed entrances.

Scottish Baronial: An architectural style popular between in the late 19th century sharing some similarities to the Gothic Revival architectural style. Typical features include 'castle' like elements, such as crenelated rooflines, pointed arches, and the use of stone.

Sidelight: A window beside a door, forming part of the door unit.

Statement of Cultural Heritage Value or Interest: As outlined in the *Ontario Heritage Tool Kit*, this is a statement that describes the heritage values of the HCD, or why the area is considered to have merit as an HCD and includes a list of heritage attributes.

Significant: Resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people.

Second Empire: An architectural style popular between 1865 and 1880. Typical features include mansard roofs, dormer windows, hood mounds, decorative cornices, and brackets.

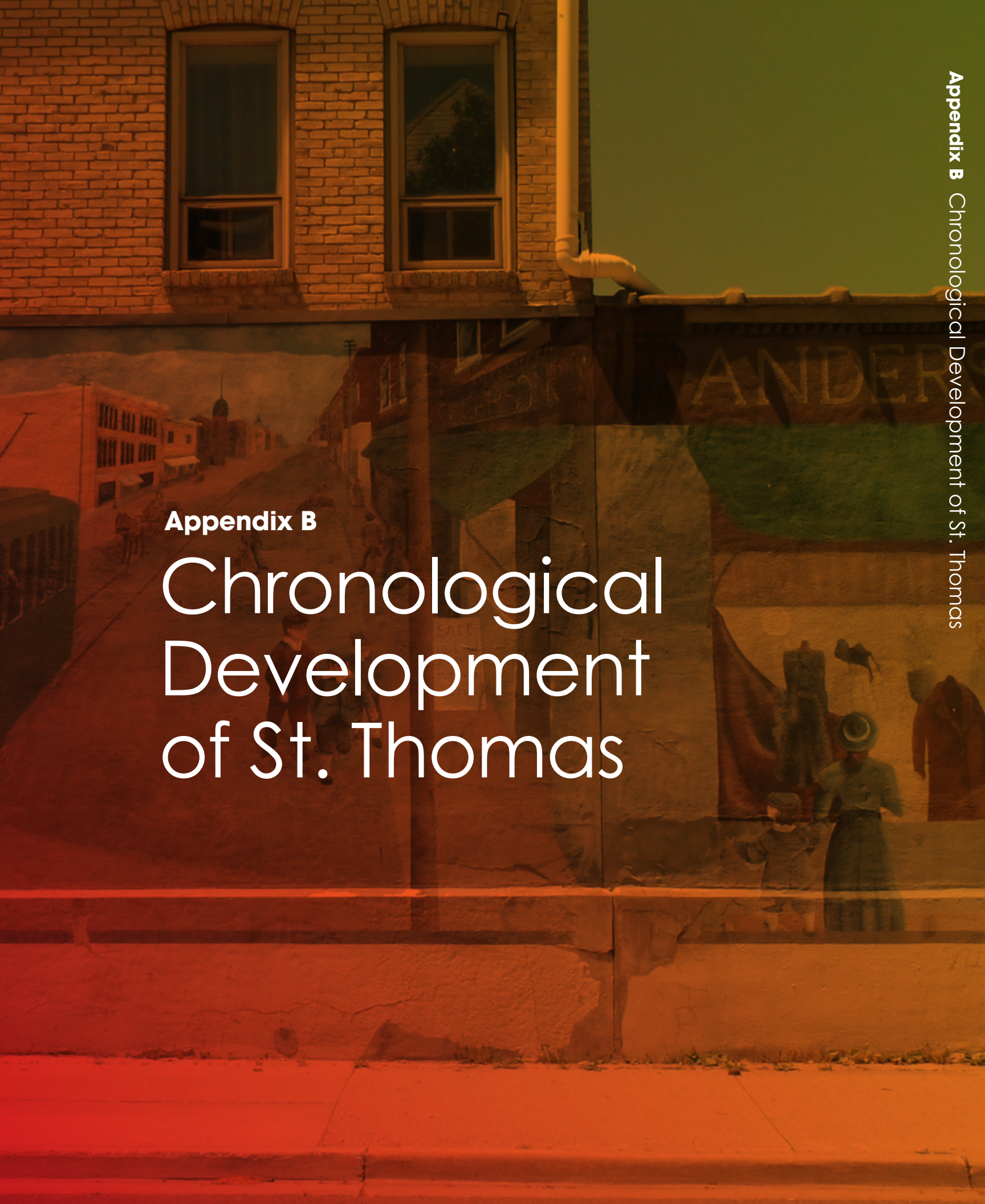
Spanish Colonial Revival: An architectural style popular in the early 20th century, often between 1915 and 1930. Typical features include stucco, terra cotta or red roof tiles, wide eaves, low pitched roof, and arched entrances or windows.



Vernacular: Built form that reflects local or regional materials, influences, patterns or themes. Vernacular properties typically have less ornamentation or different characteristics than buildings of a particular architectural style.

Appendix B

Chronological Development of St. Thomas



CHRONOLOGICAL DEVELOPMENT OF ST. THOMAS

The following chronology covers some of the major events that shaped the development of St. Thomas and, in particular, the lands within the downtown and Study Area. The Chronology is intended to provide a broad overview of the historical development of St. Thomas, and more detailed information is contained within the body of the report. The information in the chronology was derived from local history books on St. Thomas' historical development, railway history books, and the City of St. Thomas' heritage register. The sources are contained within the body of the report.

1792 – Survey of the Township of Yarmouth is completed

1809 – Survey of the Talbot Road through the Township of Yarmouth

1810 – First Euro-Canadians settle along the Talbot Road at Kettle Creek

1812-1814 – War of 1812 including raids on settler's lands at Kettle Creek

1817 – The Township of Yarmouth's population is 400

1821 – Daniel Rapelje divided his property into building lots, and titled it the Plan of St. Thomas

1823 – The first church opens in St. Thomas

1831 – The post office opens and the settlement is formally named St. Thomas

1831 – First newspaper is started in St. Thomas, known as the *St. Thomas Journal*

1834 – First iron foundry is established on Kettle Creek by Elijah Leonard

1834 – The first bank opens in St. Thomas, operated by Truscott & Green

1841 – First substantial fire in St. Thomas destroys 25 buildings

1844 – The road from Port Stanley to London opens

1851 – County of Elgin is established

1851 – The Township of Yarmouth Town Hall is constructed in St. Thomas

1852 – St. Thomas is incorporated as a village

1854 – The first building block, the Metcalfe Block, is erected on Talbot Street by Daniel Drake

- 1854 – The Elgin County Court House is constructed in St. Thomas, designed by architect John Turner
- 1856 – The road from Port Stanley to London is planked
- 1857 – The London and Port Stanley Railway (L. & P.S.) opens through St. Thomas (the first railway line in the Village)
- 1861 – St. Thomas is incorporated as a town
- 1865 – Fire destroys three frame buildings on the north side of Talbot Street
- 1870 – Fire destroys half the buildings in the block on Talbot Street between Stanley and William Streets
- 1870 – The Survey of the Canada Southern Railway Line begins on June 1, between Michigan and New York City
- 1871 – the village of Millersburg is annexed by St. Thomas with the arrival of the railway
- 1871 – The Town of St. Thomas' population is 2,300
- 1872 – The Canada Southern Railway (C.S.R) line opens through St. Thomas
- 1873 - The CASO station is constructed
- 1872 – The Great Western Railway (G.W.R.) constructs a line through St. Thomas
- 1874 – First town waterworks opens 1874 – The C.S.R declares bankruptcy and is taken over by Cornelius Vanderbilt, owner of the New York Central Railway (N.Y.C.)
- 1878 – The St. Thomas Street Railway is established
- 1880 – The Town of St. Thomas' population is 10,000
- 1881 – St. Thomas is incorporated as a city
- 1881- The Credit Valley Railway (C.V.R.) opens a line through St. Thomas. The C.V.R. was taken over by the Canadian Pacific Railway in 1883.
- 1882 – the G.W.R. is taken over by the Grand Trunk Railway (G.T.R.)
- 1883 – The N.Y.C is leased to the Michigan Central Railway (M.C.R) and the L. & P.S. Railway is taken over by the Lake Erie and Detroit Railway (L.E.& D.)
- 1885 – Jumbo the elephant, is struck by a locomotive

1887 – St. Thomas' worst railway accident as two trains collide at the Moore Street intersection

1894 – The Pere Marquette (P.M.) Railway leased the rights to haul coal through St. Thomas

1898 – City Hall is constructed on Talbot Street

1898 – Following a fire the court house is repaired and enlarged under the design of architect N.R. Darrach

1914 – City of St. Thomas' population is 18,000

1914-1918 – First World War

1922 – City of St. Thomas' population is 17,892

1929 - Stock market crash

1929 – City of St. Thomas' population is 16,689

1929 – The last Talbot Street building block is constructed known as the Capitol Block

1930 – The Vitrified Products Company opens in St. Thomas, the first of a new development of industries in the City, east of the city (and east of the Study Area)

1939 – City of St. Thomas' population is 16,493

1939-1945 – Second World War

1949 – City of St. Thomas' population is 19,724

1956 – The St. Thomas Industrial Corporation is established

1967 - Ford Motors Co. opens the St. Thomas Assembly Plant outside of the downtown core

1974 – Two-year facelift program was undertaken to revitalize Talbot Street

1975 – The Elgin Mall opens on Wellington Street

1981 – City of St. Thomas' population is 27,600

1983 – The former Canada Southern Railway lines cease operation



1988 – The Port Stanley Terminal Railway purchases the London and Port Stanley Railway line between St. Thomas, and Port Stanley, continues operation

2006 – City of St. Thomas' population is 36,110

2011 – City of St. Thomas' population is 37,905

Appendix C

Listed and
Designated
Properties within
the Study Area

LISTED AND DESIGNATED PROPERTIES WITHIN THE STUDY AREA

The following are the designated and listed properties in the Downtown St. Thomas HCD study area. Information is taken from the City of St. Thomas Municipal Registry.

Municipal Address	Building Name	Heritage Status
384-390 Talbot Street	Southern Loan Building	Designated
502 Talbot Street	Holy Angels Church	Designated
545 Talbot Street	St. Thomas City Hall	Designated
750 Talbot Street	Canada Southern Railway Station	Designated
247-251 Talbot Street	Free Trade Building	Listed
257-259 Talbot Street	not applicable (n/a)	Listed
275 Talbot Street	n/a	Listed
277-283 Talbot Street	McLarty Block	Listed
291 Talbot Street	n/a	Listed
295 Talbot Street	n/a	Listed
301 Talbot Street	n/a	Listed
305-309 Talbot Street	The Hay Block	Listed
311-313 Talbot Street	The Hay Block	Listed
315 Talbot Street	The Hay Block	Listed
321 Talbot Street	The Hay Block	Listed
341 Talbot Street	Ferguson Block	Listed
343 Talbot Street	Ferguson Block	Listed
345-347 Talbot Street	Ferguson Block	Listed
349 Talbot Street	n/a	Listed
353 Talbot Street	n/a	Listed
244-248 Talbot Street	n/a	Listed
268-274 Talbot Street	n/a	Listed
284-286 Talbot Street	n/a	Listed
344-360 Talbot Street	n/a	Listed
364-366 Talbot Street	n/a	Listed
368 Talbot Street	n/a	Listed
370 Talbot Street	n/a	Listed
361 Talbot Street	n/a	Listed
367 Talbot Street	n/a	Listed
373 Talbot Street	n/a	Listed
377 Talbot Street	Aberdeen Block	Listed

Municipal Address	Building Name	Heritage Status
379 Talbot Street	Aberdeen Block	Listed
381-385 Talbot Street	Travers Block	Listed
387 Talbot Street	Exchange Buildings	Listed
395 Talbot Street	Exchange Buildings	Listed
423-427 Talbot Street	Mickleborough Building	Listed
429-431 ½ Talbot Street	Sutherland Shoe Building	Listed
435 Talbot Street	n/a	Listed
437 Talbot Street	n/a	Listed
439 Talbot Street	Viameda Block	Listed
445 Talbot Street	Viameda Block	Listed
447-449 Talbot Street	The Hunt Block	Listed
451-453 Talbot Street	n/a	Listed
471 Talbot Street	Teskey-McKillop Block	Listed
392 Talbot Street	n/a	Listed
396 Talbot Street	n/a	Listed
400 Talbot Street	Hill Building	Listed
408 Talbot Street	n/a	Listed
410 Talbot Street	n/a	Listed
432-436 Talbot Street	The Jennings Building	Listed
440-442 Talbot Street	n/a	Listed
452-456 Talbot Street	n/a	Listed
462 Talbot Street	n/a	Listed
468-470 Talbot Street	n/a	Listed
488 Talbot Street	The Free Library Building/Upper Block	Listed
492-496 Talbot Street	n/a	Listed
502 Talbot Street	Rectory for Holy Angels Church	Listed
483-495 Talbot Street	n/a	Listed
499 Talbot Street	n/a	Listed
503-505 Talbot Street	n/a	Listed
509 Talbot Street	Central Block	Listed
515-517 Talbot Street	Central Block	Listed
519-521 Talbot Street	n/a	Listed
523-525 Talbot Street	n/a	Listed
527 Talbot Street	n/a	Listed
529-531 Talbot Street	n/a	Listed
535-539 Talbot Street	Columbia Hotel Block	Listed

Municipal Address	Building Name	Heritage Status
555 Talbot Street	Nila Block	Listed
557-559 ½ Talbot Street	n/a	Listed
561-569 Talbot Street	Engineers Building	Listed
571-573 Talbot Street	Moore Block	Listed
575 Talbot Street	Moore Block	Listed
579 Talbot Street	Moore Block	Listed
581-583 Talbot Street	n/a	Listed
587-589 Talbot Street	Scott Studios	Listed
591 Talbot Street	n/a	Listed
574-584 Talbot Street	n/a	Listed
570-572 Talbot Street	n/a	Listed
530-550 Talbot Street	n/a	Listed
595-599 Talbot Street	n/a	Listed
605 Talbot Street	n/a	Listed
625 Talbot Street	Smith Block	Listed
627 Talbot Street	Smith Block	Listed
631 Talbot Street	Smith Block	Listed
633 Talbot Street	The Beaver Block	Listed
637 Talbot Street	n/a	Listed
639 Talbot Street	n/a	Listed
643 Talbot Street	n/a	Listed
647 Talbot Street	n/a	Listed
651 Talbot Street	n/a	Listed
655-659 Talbot Street	The Blueline Block	Listed
661 Talbot Street	n/a	Listed
681-687 Talbot Street	n/a	Listed
689-691 Talbot Street	n/a	Listed
703 Talbot Street	n/a	Listed
715-717 Talbot Street	n/a	Listed
719-721 Talbot Street	n/a	Listed
725-727 Talbot Street	n/a	Listed
729 Talbot Street	n/a	Listed
763-765 Talbot Street	n/a	Listed
767 Talbot Street	n/a	Listed
769-771 Talbot Street	n/a	Listed
773-775 Talbot Street	n/a	Listed

Municipal Address	Building Name	Heritage Status
777 Talbot Street	n/a	Listed
779 Talbot Street	n/a	Listed
783-785 Talbot Street	n/a	Listed
791 Talbot Street	n/a	Listed
757-797 Talbot Street	n/a	Listed
801-805 Talbot Street	n/a	Listed
809 Talbot Street	n/a	Listed
811 Talbot Street	n/a	Listed
817 Talbot Street	n/a	Listed
819-825 Talbot Street	n/a	Listed
827-831 Talbot Street	n/a	Listed
612-614 Talbot Street	n/a	Listed
616-620 Talbot Street	Acadia Block	Listed
622-626 Talbot Street	Acadia Block	Listed
632-634 Talbot Street	n/a	Listed
636 Talbot Street	The Vesta Block	Listed
640-642 Talbot Street	The Vesta Block	Listed
644 Talbot Street	The Vesta Block	Listed
648 Talbot Street	n/a	Listed
650-652 Talbot Street	n/a	Listed
180 Talbot Street	n/a	Listed

Appendix D

Community Consultation Materials



SUMMARY OF COMMUNITY INPUT ON PIC QUESTIONNAIRES

Two scheduled Public Information Centre (PIC) events were held for the Downtown St. Thomas HCD Study. The first PIC was held on October 13, 2016 at the CASO station. The PIC consisted of an open house with information panels and sample HCD study materials for viewing, followed by a presentation from the study team. The second PIC event was held on February 8, 2017. The event consisted of an open house format with presentation boards, followed by a short presentation providing brief background on HCDs and the study process, as well as findings to date. A round table workshop followed the presentation. Comment sheets focusing on these questions were also available at the meeting for attendees to record their ideas and were made available on the project website following the meeting. No additional comment sheets, or other sources of input (telephone, website, facebook, email) were provided to the study team during the two-week comment period following each PIC, or at any other time during the study.

PIC # 1 – October 13, 2016

At PIC #1, 22 people signed in on the Record of Attendance. Approximately five to ten additional people were in the audience but did not sign in. Following the meeting, eight comment sheets were submitted to the Project Team.

Questionnaire Content	Response summary
Are you: <ul style="list-style-type: none"> • A property owner in the study area? • A business owner in the study area? • A resident in the study area? • Other? 	Four respondents were property owners. Two respondents were business owners. One respondent was a resident as well as property owner Two respondents were 'other' One respondent did not indicate
Do you have a family or personal history in the study area?	One respondent provided information about his/her property
What do you notice most when you are in the study area? Do you think it has qualities that make it unique or different from other areas in your community or beyond?	Comments included: <ul style="list-style-type: none"> • It does have possibility for improvement • Not really • Great Potential! But needs parking • Architectural masonry • Very surprised by the number of empty stores • Appreciate the century-old architecture • Railroad history, new resurgence of business activity

Questionnaire Content	Response summary
	<ul style="list-style-type: none"> Love the street trees outside buildings and also museums and other buildings
<p>What features in the study area do you consider to be important:</p> <ul style="list-style-type: none"> Historical architecture Building types and sizes Landscape features Historical associations Other 	<p>Two respondent selected historical architecture</p> <p>Two respondents selected all options</p> <p>Three respondents selected no options</p> <p>One respondent indicated "none"</p>
<p>If an HCD or multiple smaller HCDs were to be established in the study area, what do you think would be appropriate boundaries?</p> <p>Are there particular features or locations you think help define the boundaries?</p>	<p>Comments included:</p> <ul style="list-style-type: none"> West end of Talbot Street from Railroad trestle east to Metcalfe and Roseberry north to Scott Street Leave it as it is Would like to see Talbot Street get the sort of upgrade and significance as Windsor as done with Ottawa Street and Erie Street Rail lands: Talbot Street, Moore Street, First Street, Wellington Street
<p>Do you have any other comments about the HCD Study that you would like to provide?</p>	<p>Comments included:</p> <ul style="list-style-type: none"> Not at this time It's a bad idea I am interested in this study in the hope that it offer guidelines to main street retailers so that our cultural heritage can be highlighted and the street beautified with the end goal of encouraging tourism – a quaint main street that tourists want to visit (think Niagara on the Lake) Good luck!

PIC #2 – February 8, 2017

At the second PIC event, 15 people signed the Record of Attendance. Ten additional people were in the audience that did not sign in. Following the meeting, three comment sheets and one partially completed comment sheet was submitted to the Project Team. The majority of comment and input was provided during the roundtable discussion. This information is summarized in the body of the HCD report and not captured below.

Questionnaire Content	Response summary
<p>Are you:</p> <ul style="list-style-type: none"> A property owner in the study area? A business owner in the study area? A resident in the study area? Other? 	<p>One respondent was a property and business owner.</p> <p>One respondent identified as 'other', a heritage</p>

Questionnaire Content	Response summary
	<p>advocate.</p> <p>One respondent was a property owner.</p> <p>One respondent was a property owner, business owner, and resident.</p>
<p>What factors are most important to you when considering boundaries for a potential HCD?</p> <ul style="list-style-type: none"> • Historical factors (e.g. historic development or lot patterns, regardless of what is currently on the parcels) • Visual factors (e.g. areas where one can see historic buildings and has a 'sense' that they are in a historic area) • Physical factors (e.g. transportation corridors, existing boundary definitions) • Legal or planning factors (e.g. land use designations, property and lot lines) • Other (please elaborate): 	<p>One respondent identified legal or planning factors as most important.</p> <p>One respondent identified visual factors as most important.</p> <p>One respondent identified historical and visual factors to be most important.</p> <p>One respondent ranked their order of preference as historical, visual, legal, and physical.</p>
<p>What do you consider to be the most important heritage attributes of the Commercial Core Character Area?</p>	<p>Comments included:</p> <ul style="list-style-type: none"> • Walkability • Architecture • Uniformity (historical) • Consistency • Cohesive massing, height, setbacks • Victorian era character • That it looks good and not run down
<p>What do you consider to be the most important heritage attributes of the Railway Lands Character Area?</p>	<p>Comments included:</p> <ul style="list-style-type: none"> • To clean up the west lands of building debris and make it look like the town cares • Industrial landscape from the period 1870-1910
<p>What do you think should be the key objectives if a HCD Plan were to be prepared? (Objectives are the overarching goals of the plan, not the specific policies or guidelines. For example, "conservation of the built heritage resources of the area", rather than "restore original windows").</p>	<p>Comments included:</p> <ul style="list-style-type: none"> • Conservation of the very best built heritage and infill development that is in character with the heritage assets • Preserving the heritage feel of Talbot Street especially the west end • Make accessibility a priority - ensure parking is adequate • Push to renovate dilapidated building or rebuild in keeping with the surrounding historic structures
<p>Do you have any other comments about the HCD Study that you would like to add?</p>	<p>Comments included:</p> <ul style="list-style-type: none"> • Side streets within commercial area should be extended HCD status