

Staff Report

Report To: Community Services Committee
Report From: Jacklyn Iezzi, Junior Planner
Meeting Date: December 16, 2020
Report Code: CS-20-157
Subject: Request by 2133139 Ontario Inc. to List 908 2nd Ave E (Kilbourn Block) on the City's Register of Properties of Cultural Heritage Value or Interest

Recommendation:

That in consideration of Staff Report CS-20-157 respecting a request by 2133139 Ontario Inc. to list 908 2nd Ave E (Kilbourn Block) on the City's Register of Properties of Cultural Heritage Value or Interest, Community Services Committee:

1. Supports the heritage registry nomination; and further,
2. Recommends that City Council approve the inclusion of 908 2nd Ave E (Kilbourn Block) as a property on the City's Register of Properties of Cultural Heritage Value or Interest for its design/physical value, historical/associative value, and contextual value.

Strategic Initiative:

6.1 Promote heritage conservation through the Community Improvement Plan, heritage property tax program, façade program, heritage register and designation of properties.

Background:

Under the *Ontario Heritage Act*, the municipal clerk is required to keep a register of properties of cultural heritage value or interest. The Register must include all properties designated under Part IV of the *Ontario Heritage Act*, as well as properties that have not been designated, but that Council believes to be of

cultural heritage value or interest. The two types of heritage properties on the Register are commonly referred to as “designated” and “listed”.

Listing a property on the Register is the first step that a municipality should take in the identification and evaluation of a property that may warrant heritage conservation, recognition, or long-term protection. A listed property may become a future candidate for designation.

Listing on the City’s Heritage Register under Section 27(3) of the Ontario Heritage Act requires that the property owner provide 60 days’ notice in writing to City Council of the intention to demolish the property. It does not prevent the owner from altering the property.

The current Register was adopted by City Council in September 2006. The Register is not a finite or static document and is intended to be updated as more information is obtained and resources become available; it will continue to grow and change with the community.

The Ontario Heritage Act requires that City Council consult with its Municipal Heritage Committee prior to including or removing properties from the Register. It is part of the mandate of the Community Services Committee to act as the City’s Municipal Heritage Committee under the Ontario Heritage Act.

Analysis:

The current owner of 908 2nd Ave E has requested that the property be listed on the City’s Register of Cultural Heritage Value or Interest. This section provides an analysis of the subject property’s cultural heritage value in consideration of Provincial and City policies and regulations.

Provincial Policy Statement (PPS), 2020

All decisions made by a municipality must be consistent with the Provincial Policy Statement, 2020 (PPS). The PPS recognizes the important environmental, economic and social benefits that cultural heritage and archeological resources provide and states that significant building heritage resources and cultural heritage landscapes shall be conserved (policy 2.6.1).

City of Owen Sound Official Plan, 2006

The City’s Official Plan, 2006 (OP) is consistent with the policies of the PPS and states that significant built heritage resources and significant cultural heritage landscapes within the City, which are valued by the community, shall be

conserved for the benefit of present and future residents as well as tourists and visitors (Sec 7.2.2.1). The OP further states that the City may identify heritage resources through the process of developing a Heritage Conservation and Interpretation Plan, or by application by a property owner (Sec. 7.2.2.2).

Evaluation of Cultural Heritage Value or Interest:

In 2006, the province issued Ontario Regulation 9/06 – Criteria for Determining Cultural Heritage Value or Interest under the Ontario Heritage Act (Schedule 'A'). The following provides an evaluation of 908 2nd Ave E (Kilbourn Block), using the criteria prescribed by regulation:

Design/Physical (Architectural) Value

908 2nd Ave E is located at the northwest corner of the intersection of 2nd Ave E and 9th St E. The subject property is generally rectangular in shape, plus a private laneway to the north providing access from 1st Ave E. An Orthophoto of the subject property is provided in Schedule 'B'.

908 2nd Ave E is a three-storey, brick and beam commercial building constructed sometime between 1880 and the early 1900's. It is an example of the Italianate architectural style evidenced by its composition, design and materials.

The second and third storeys of the front (east) and side (south) façade each boast original window openings though original one-over-one sash windows have been replaced. The second and third storeys of the front (east) façade each have 13 original openings. The windows are separated by brick pilasters that line the second and third storey after every fourth to fifth window bay (Schedule 'C', Figure 1).

Similarly, the second and third storeys of the side (south) façade each have 20 original window openings. The windows are separated by brick pilasters that line the second and third storey after every second window bay (Schedule 'C', Figure 1).

All of the windows have original stone lintels and are lined with faint red brick arches and keystones. The repeated window motif across the building is typical of the Italianate style.

The third storey of the front (east) and south (side) façades has a large projecting roof eave, typical of the Italianate style (Schedule 'C', Figure 1). Influences of Edwardian Classicism are evidenced by the building's smooth exterior brick finish and pronounced cornice supported by large modillion blocks, rather than decorative brackets (Schedule 'C', Figure 1).

The ground floor façade was originally constructed of stone pilasters that were unfortunately covered with stucco sometime during the 1950's (Schedule 'C', Figure 2). The front (east) ground floor façade has experienced the most significant alteration over the years with no original window or door openings being maintained. A main entrance recessed portico with a semicircle archway previously existed on the 2nd Ave E façade (Schedule 'C', Figure 2).

On the side (south) façade, five of the six original window openings with three-pane transom windows have been maintained (Schedule 'C', Figure 1). Two commercial storefronts located at the far west corner of the building maintain the original storefront entry design and one of the storefronts has an original three-pane stained glass transom window typical of the Edwardian Classical style (Schedule 'C', Figure 3).

In summary, 908 2nd Ave E is well preserved and representative of the original Italianate and Edwardian Classical architectural styles that are common within the central downtown district of the City of Owen Sound.

Historical/Associative Value

908 2nd Ave E was constructed between 1880 and the early 1900's by John Melbourne Kilbourn. John was the eldest son of Hiram Kilbourn who came to Owen Sound in 1845 to start a tannery at the corner of 2nd Ave E and 10th St E. In 1853, Hiram sold the tannery and moved to Bruce County to open a successful grocery and provisions store in Invermay. Hiram passed away in 1858 after which time, John took over the family's general store.

In the 1860's, John returned to Owen Sound to become a lawyer and the entire Kilbourn family returned to the area in 1885. Gradually, John Kilbourn and his sons, George and Francis, expanded the family's business activities through investment in real estate and the Owen Sound and Lakefield Portland Cement Companies.

The Kilbourn's purchased large, undeveloped tracts of land in and around Owen Sound and were responsible for the development of much of the downtown. Several prominent buildings in the City including the subject building (908 2nd Ave E), Tannahill funeral home (1178 4th Ave W), and the Griffith theatre (251 9th St E, now the Roxy Theatre) were constructed by the Kilbourn's.

The second storey of 908 2nd Ave E is recorded as being the offices for Kilbourn & Kilbourn, barristers and solicitors from 1921 to circa 1950 (Schedule 'D', Figure 1 and 2).

Between 1895 and 1896, John, George and Francis Kilbourn joined as investors and active players in the Owen Sound Portland Cement Company (Schedule 'D',

Figure 3). The company was incorporated in 1888 and was the first Canadian company to be formed with the specific intention of manufacturing Portland cement. The cement mill was built nine miles northwest of Owen Sound at Shallow Lake.

In the early 1900s, the Kilbourn's founded the Lakefield Portland Cement Company. They saw an opportunity to supply cement to the Trent-Severn Waterway project, an inland water transportation route between Port Severn on Georgian Bay to Trenton on Lake Ontario (Schedule 'D', Figure 4).

The Owen Sound Portland Cement Company had been supplying cement to the federal government for the waterway's construction however, transportation costs from Shallow Lake to Peterborough area presented challenges.

The Kilbourn's discovered marl and clay, the main ingredients of Portland cement, available near the village of Lakefield, now the Township of Selwyn (Schedule 'D', Figure 5). Shortly after, the Kilbourn's incorporated the Lakefield Portland Cement Company Limited (Schedule 'D', Figure 6). The Lakefield location had no competitors nearby and significantly reduced shipping costs as it was only 33 kilometres from the waterway's construction sites.

The Owen Sound and Lakefield Portland Cement Companies were taken over by the Canada Cement Company in 1909.

In summary, 908 2nd Ave E has historical and associative value because is directly associated with and demonstrates the work of the Kilbourn's, a prominent family that contributed to the economic and cultural life of Owen Sound and the surrounding area of Grey County.

Contextual Value

Finally, 908 2nd Ave E also has contextual value because it supports the heritage streetscape of the central downtown, which is to be maintained, strengthened and supported in accordance with the policies of the City's Official Plan. The streetscape of 2nd Ave E is comprised of several other listed and designated properties on the City's register.

While several ground floor façades along 2nd Ave E have been altered, including the subject building, there are several second and third storey façades that continue to be representative of the original architecture and define and maintain the character of the area.

908 2nd Ave E is located at a prominently corner of the City's Downtown which visually links the building to its surroundings. The building remains relatively unchanged and is surrounded by examples of the built form and commercial architectural typical of the late 19th and early 20th century in the City.

Financial/Budget Implications:

None to the City.

Communication Strategy:

The recommendation of Community Services Committee will be provided to City Council. Following Council's decision on the matter, the property owner will be provided with notice of the Committee's recommendation and Council's decision.

If the Committee's recommendation is approved by Council, 908 2nd Ave E will be added to the City's Heritage Register [webpage](#).

At this time, listing on the City's Register cannot be appealed to the Conservation Review Board or the Local Planning Appeal Tribunal.

Consultation:

The property owner and Grey Roots Museum and Archives were consulted in the writing of this report in addition to the following reference materials:

- Blumenson, J.G. (1942). Ontario Architecture: A Guide to Styles and Building Terms, 1784 to the present.
- Croft, M.M. (1990). The History of Owen Sound 1921.
- Croft, M.M. (1993). Renewal of a Canadian Port (Owen Sound on Georgian Bay).
- City of Owen Sound Business Directory, 1948-1949.
- [Reesor, E.B.B & Thomson, N. \(1912\). Owen Sound on the Georgian Bay, Canada.](#)
- [Butchart Gardens History.](#)

Attachments:

Schedule 'A':	Ontario Regulation 9/06 – Criteria for Determining Cultural Heritage Value or Interest
Schedule 'B':	Orthophoto
Schedule 'C':	Architectural Features of 908 2 nd Ave E
Schedule 'D':	Historical Photographs

Prepared by:	Jacklyn Iezzi, BES	Signature on File
Reviewed by:	Amy Cann, M. PL. MCIP, RPP	Signature on File
Reviewed by:	Pam Coulter, BA, RPP	Signature on File
Submitted by:	Tim Simmonds	Signature on File

ONTARIO REGULATION 9/06

MADE UNDER THE

ONTARIO HERITAGE ACT

CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST

Criteria

1. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 29 (1) (a) of the Act.

(2) A property may be designated under section 29 of the Act if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. The property has design value or physical value because it,
 - i. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
 - ii. displays a high degree of craftsmanship or artistic merit,
 - or
 - iii. demonstrates a high degree of technical or scientific achievement.
2. The property has historical value or associative value because it,
 - i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,

- ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
 - iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

3. The property has contextual value because it,
 - i. is important in defining, maintaining or supporting the character of an area,
 - ii. is physically, functionally, visually or historically linked to its surroundings, or
 - iii. is a landmark.

Transition

2. This Regulation does not apply in respect of a property if notice of intention to designate it was given under subsection 29 (1.1) of the Act on or before January 24, 2006.

Schedule B: Orthophoto



1: 2,257



114.7 0 57.33 114.7 Meters

WGS_1984_Web_Mercator_Auxiliary_Sphere

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

THIS MAP IS NOT TO BE USED FOR NAVIGATION

Legend

☐ Assessment Parcels

Air Photo 2019

☒ Red: Band_1

☒ Green: Band_2

☒ Blue: Band_3

Notes

SCHEDULE C

ARCHITECTURAL FEATURES OF 908 2ND AVE E



Figure 1: View of 908 2nd Ave E from the southeast corner of the intersection of 2nd Ave E and 9th St E.



Figure 2: Historical photo of 908 2nd Ave E showing the original ground floor facade. Source: Grey Roots Museum & Archives.



Figure 3: Storefronts located at the southwest corner of 908 2nd Ave E.

HISTORICAL PHOTOGRAPHS

PARKER & CO. THE REXALL
858 2nd Ave. E. Phone 104w. DRUG STORE

CITY OF OWEN SOUND 223

BAGS and BURLAP
Office Phone Adel. 2334
Residence, Coll. 2418
A. PEARL
We Buy and Sell All Kinds of
BAGS, BURLAP, HAY AND
BOTTLES
In any quantity. Orders promptly
attended to.
187 CHESTNUT ST.
TORONTO

M. C. PINK & CO.
We solicit your orders for
SECOND-HAND BAGS and BURLAP
Office, 128 ISLIPANADA ST. E.
Phone Main 2221
TORONTO, Ont.
We carry the largest stock of Bags
in Ontario

BAKERS
Bredin & Co., 849 2d av e
Henderson Bros., 1033 3rd av e
Holmes, W. J., 757 2d av e
Rayner, F. W., cor 1st av e and
10th st

BANKS
Bank of Hamilton, 999 2nd av e
Bank of Montreal, 899 2nd av e
Canadian Bank of Commerce,
901 2nd av e
Molson's Bank, 902 2d av e
Royal Bank of Canada, The, cor.
2nd av e and 9th st e
Union Bank of Canada, 949 2d
av e

BARBERS
Agnew Bros., 881 2nd av e
Ankorn, Saml, 825 2nd av e
Bye, Lewis, 237 10th st e
Campbell, J. A., 817 2nd av e
City Barber Shop, 213 10th st e

Darrah, J. A., 293 10th st e
Fletcher, J. W., 1029 2nd av e
Gibbons, Alex, 1734 3rd av e
and 279 8th st e
Johnstone, W H, 1004 2nd av e
Loos, Eugene, 979 2nd av e
Morris, M. C., 122 10th st e
Smith, G. A., 1803 4th av w
Veteran Barber Shop, 851 2nd
av e
Wake Bros., 299 8th st e

BARRISTERS & SOLICITORS
Cameron, Colin Stewart, 982 2nd
av e
Creasor, A D, 997 2nd av e
Horning, J. A., 997 2nd av e
Kilbourn & Kilbourn, 908 2nd
av e
Middlebro & Spereman, New
Merchants Bank Bldg., cor
2nd av e & 9th st e
Tucker, H G, 908 2nd av e
Wright, Telford & Birnle, 859
2nd av e

BATTERY SERVICE STATION
Riverside Service Station, 1020
1st av w

BICYCLES & REPAIRERS
Langford, S. H., 263 10th st e
Red Bird Bicycles, 122 9th st e
Todd's, 122 9th st e

BILLIARDS
Coates & Ramsay, 920-922 2nd
av e
Hub Billiard Parlor, 925 2nd av e
Manjuris, The, 987 2nd av e

BISCUIT MNFRS
McLauchlan & Sons Co, 953 2nd
av e

Figure 1: Advertisement for Kilbourn & Kilbourn circa 1921. Source: Croft, M.M. (1990). The History of Owen Sound 1921.

Georgian Bay Motors Ltd.

Your  Dealer

Phone 1000

330 - 10th St. E.

SALES & SERVICE

— Bruce Anderson —

JEWELLERS - RETAIL

It's Easy
to Pay . . .

The Newton Way

NEWTON JEWELLERS

(R. A. WILBURN)

Buzza Bros., 921 2nd Ave E.
Hazen, W.J., 817 2nd Ave E.
Newton Jewellers 892 2nd Ave E.
Taylor, D.C. & Son 977 2nd Ave E.

KNIT GOODS - RETAIL

Coutt's Childrens Shop 299 10th St. E.

LANDSCAPE CONTRACTORS & GARDENERS

Northern Nurseries Greenhouse 231 9th St. E.

LAUNDRIES

City Laundry 1025 3rd Ave E.
Lee's Laundry 238 10th St E.

LAWYERS

Gardner, Geo. F., 908 2nd Ave E.
Gilchrist, Hector W., 222 9th St E.
Horton, R.P., 982 2nd Ave E.
Kilbourn & Kilbourn 908 2nd Ave E.
Mackay and McAvey, 997 2nd Ave E.
Middlebro, C.C., 221 9th St E.
Middlebro, W.R., R.C., 221 9th St E.
Telford, John M., R.C., 950 2nd Ave E.
Telford & Marron 859 2nd Ave E.

LIBRARIES - PUBLIC

Public Library 824 1st Ave W.

LIGHTING FIXTURES - RETAIL

Fitter Electric Service 1013 2nd Ave E.

LIME

Brown's Lime Works 400 9th Ave E.

LINENS - RETAIL

McKay Bros. Ltd., 942 2nd Ave E.

LINOLEUMS

Legate Furniture Co., 790 2nd Ave E.

LITHOGRAPHERS

Artvertising 236 10th St E.

LIVESTOCK

Jackson, J.C., Toronto Highway

LOANS

Canadian Acceptance Corp., 1012 2nd Ave E.
Royal Bank of Canada 900 2nd Ave E.
Scott, E.S., 836 2nd Ave E.
Trans Canada Credit Corp., 1025 2nd Ave E.

LUGGAGE

Scarrow's Shoe Store 910 2nd Ave E.

LUMBER - RETAIL

Beaver Lumber Co. Ltd., 1224 2nd Ave E.
Harrison, John & Sons Co. Ltd., 1417 2nd Ave W.

LUMBER - WHOLESALE

Baker, L.C. 908 2nd Ave E.

MACHINE SHOPS

Borland's Machine Shop, 1024 1st Ave W.
Sterling Machine Shop 80 9th St E.

MACHINERY - GENERAL

Sterling Machine & Mfg. Co. Ltd.,
Bay Shore Rd.

MEN'S CLOTHING & FURNISHINGS - RETAIL

Gardhouse, 8111 995 2nd Ave E.
Grafton & Co., 913 2nd Ave E.
Hand in Hand Clothing Co., 831 2nd Ave E.
Samuel's Dept. Store 864 2nd Ave E.

METALS

Cadesky, I., 1043 3rd Ave E.

Beautiful Cleaning

Careful Finishing

HAWKE'S

**CLEANERS and
DYERS**

Phone 783

824 - 3rd Ave. E.

Figure 2: Advertisement for Kilbourn & Kilbourn circa 1950. Source: City of Owen Sound Business Directory 1948-49.



Figure 3: Owen Sound Portland Cement Company 1906 letterhead. Note: J.M. Kilbourn is listed among the Board of Directors. Source: <http://www.butchartgardenshistory.com/owen-sound-portland-cement-company/>



Figure 4: Map of the Trent-Severn Waterway project. Source: <http://www.butchartgardenshistory.com/trent-severn-waterway/>



This map is illustrative only. Do not rely on this map for legal administrative purposes. Do not rely on it as being a precise indicator of routes, locations of features, or as a guide to navigation. This map may contain cartographic errors or omissions. The information on this map adheres to the County of Peterborough's Disclaimer and Terms of Use as outlined on the County of Peterborough website, <http://www.county.peterborough.on.ca/disclaimer>. Map data compiled from various sources. Projection: Universal Transverse Mercator, Zone 17 Datum: North American Datum 1983 Published June, 2017 (c) - 2017 County of Peterborough

Figure 5: Map of the Township of Selwyn, formerly the village of Lakefield.

Source: <https://www.selwyntownship.ca/en/discover-our-township/maps.aspx>



Figure 6: Lakefield Portland Cement Company Limited 1906 letterhead. Note: J.M Kilbourn is listed as President and his son, F.M Kilbourn is among the Board of Directors. Source: <http://www.butchartgardenshistory.com/lakefield-portland-cement-company/>



Figure 7: 908 2nd Ave E as the Merchants' Bank of Canada circa 1912. Source: Reesor, E.B.B & Thomson, N. (1912). Owen Sound on the Georgian Bay, Canada.



Figure 8: 2nd Ave E towards 10th St E. 908 2nd Ave E is on the left-hand side. Source: Grey Roots Museum & Archives.



Figure 9: 2nd Ave E towards 10th St E circa 1969. 908 2nd Ave E is on the left-hand side. Source: Grey Roots Museum & Archives.