

The Corporation of the City of Kawartha Lakes
Additional Agenda
Kawartha Lakes Municipal Heritage Committee Meeting

KLMHC2024-008

Thursday, July 4, 2024

5:00 P.M.

Economic Development Boardroom
Economic Development
180 Kent Street West, Lindsay, Ontario

Members:

Councillor Ron Ashmore

Ann Adare

William Bateman

Athol Hart

Julia Hartman

Skip McCormack

Ian McKechnie

William Peel

Jon Pitcher

Tyler Richards

Sandy Sims

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4. Reports

*4.6 KLMHC2024-044

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Objection to the Proposed Heritage Designation of 97 King Street, Village of Woodville



Municipal Heritage Committee Report

Report Number:	KLMHC2024-044
Meeting Date:	July 4, 2024
Title:	Objection to the Proposed Heritage Designation of 97 King Street, Village of Woodville
Description:	Objection to the proposed designation of 97 King Street under Part IV of the Ontario Heritage Act
Author and Title:	Emily Turner, Economic Development Officer – Heritage Planning

Recommendations:

That Report KLMHC2024-044, **Objection to the Proposed Heritage Designation of 97 King Street, Village of Woodville**, be received;

That the objection not be supported and a by-law passed to designate the property; and

That this recommendation be forwarded to Council for approval.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

The City of Kawartha Lakes designates properties under Part IV of the Ontario Heritage Act. Properties are recommended for designation by their owners, members of the public, local organizations, the Municipal Heritage Committee, Council or staff.

Properties proposed for designation are reviewed by the Municipal Heritage Committee, as required by subsection 29(2) of the Ontario Heritage Act, and their recommendation is brought forward to Council under the cover of a staff report.

At the Committee of the Whole Meeting of April 9, 2024, Council received a recommendation from the Kawartha Lakes Municipal Heritage Committee to designate the property known municipally as 97 King Street, Village of Woodville under Part IV of the Ontario Heritage Act. The property is currently listed on the City's Heritage Register and contains an Italianate commercial building constructed in 1892. The property has cultural heritage value as an anchor historic commercial building in downtown Woodville, located at the intersection of King Street and Agnes Street, and helps define the historic downtown character of King Street in the centre of the village as part of a small collection of extant nineteenth century commercial buildings in the community. It also has historic value as the former home of the Loyal Orange Lodge, which used the upper floor of the building as a meeting hall and had a substantial influence in late nineteenth and early twentieth century life in Woodville. A heritage evaluation report outlining the cultural heritage value of the property under Ontario Regulation 9/06 was prepared for the property and is attached as Appendix A of this report.

The proposed designation of the property was precipitated due to amendments made to the Ontario Heritage Act under Bill 23, the More Homes Built Faster Act (2022). These amendments now require municipalities to designate listed properties or remove them from the Register within two years of the amendments coming into effect. Practically, this means that, in order for municipalities to provide heritage protection to their cultural heritage resources as is required by provincial land use planning policy, they must be designated under Part IV of the Act. The amendments came into effect on January 1, 2023. The deadline to review and designate listed properties on the Heritage Register was originally January 1, 2025 but this deadline has recently been extended to January 1, 2027 to allow municipalities additional time to undertake this task.

Upon reviewing the staff report and Municipal Heritage Committee recommendation, Council adopted the following resolution:

CR2024-189

That Report ED2024-016, **Proposed Heritage Designation of 97 King Street, Village of Woodville**, be received;

That the Municipal Heritage Committee's recommendation to designate 97 King Street under Part IV of the Ontario Heritage Act as being of cultural heritage value or interest be endorsed; and

That staff be authorized to proceed with the process to designate the subject properties under Part IV of the Ontario Heritage Act, including the preparation and circulation of Notices of Intention to Designate, and preparation of the designating by-law.

Carried

This resolution was ratified at the Council meeting of April 30, 2024. The appropriate notices issued to the property owner on May 10, 2024 and a public notice was posted on the City's website. The notice issued to the property owner includes information regarding heritage designation, the impact of Bill 23 on heritage protection in Ontario, an invitation for the property owner to engage with staff on the designation process and information regarding objecting to the designation, as well as a copy of the heritage evaluation report for the property.

Under subsections 29(5)-(6) of the Act, any person may object to the designation of the property within thirty days of the publication of the notice of intention to designate in the newspaper by serving the Clerk a notice of objection, including any information relevant to their rationale for objection. Once an objection is received, it must be reviewed by Council, with a recommendation from the Municipal Heritage Committee, within ninety days of the end of the objection period. Council may, at that time, choose either to withdraw the notice of intention to designate or proceed to pass a by-law designating the property. The by-law must be passed within 120 days of the publication of the notice of intention to designate. Should any person object to the passage of the by-law, they may appeal the designation to the Ontario Land Tribunal.

The deadline for receiving objections to the proposed designation of 97 King Street was June 9, 2024. An objection was received by the Clerk's Office from the property owner

on June 4, 2024 with a letter dated May 21, 2024. This objection was initially sent to the Economic Development Officer – Heritage Planning on May 21 who advised the property owner that objections needed to be sent to the Clerk’s Office. The property owner subsequently forwarded the objection to the Clerk’s Office as required under the Ontario Heritage Act. The property owner outlined a number of reasons for objection which are discussed more fully below. Staff are not supportive of the objection due to the high level of cultural heritage value of this property, specifically related to its integral value as part of the historic streetscape of downtown Woodville.

This report presents the background information necessary for the Committee to consider the objection and make a recommendation for Council’s consideration.

Rationale:

Staff are not supportive of the objection by the property owner because of the cultural heritage value of the property as identified through evaluation under Ontario Regulation 9/06. The subject property was constructed in 1892 to replace an older commercial building in the same location and was initially used as a dry goods store, followed by several grocery-related businesses before being converted into a restaurant in 1959. The upper storey of the building was used by the Loyal Orange Lodge and the International Order of Oddfellows as a meeting hall in the late nineteenth and early twentieth century. The property has particular significance because it forms part of the historic streetscape of downtown Woodville which contains a small collection of commercial buildings from the late nineteenth and early twentieth century which define the core of the village and its historic small-town character. A statement of significance for the property as required by the Act, which summarizes the property’s cultural heritage value and reasons for designation, can be found below.

97 King Street Statement of Significance

Design and Physical Value

97 King Street has design and physical value as a representative example of an Italianate commercial building and the largest extant example of this architectural style in Woodville. The building, which was constructed in 1892, demonstrates key features of this style which was the most popular architectural style for downtown commercial buildings in Ontario throughout the second half of the nineteenth century. These features include its two-storey construction, ground floor storefronts, upper storey

windows and decorative brickwork and it is representative of the execution of this style in Woodville in the later decades of the nineteenth century.

Historical and Associative Value

97 King Street has historical and associative value through its historic relationship with the development of Woodville as a local commercial centre in the late nineteenth century and the village's economic growth. As a downtown commercial property occupied by a range of historic businesses, the property speaks to the economic growth of the community in the late nineteenth century. The property also has historical associations with two local fraternal organizations, the Loyal Orange Lodge and the International Order of Oddfellows, who were both active in Woodville throughout the late nineteenth and early twentieth century. The property was used by both these organizations and yields information regarding their role in Woodville and the surrounding area around the turn of the twentieth century.

Contextual Value

97 King Street has contextual value as a contributing feature to Woodville's historic downtown. The property is historically and visually linked to its surroundings as part of the commercial core of the community where it forms part of a collection of nineteenth century commercial properties constructed during the height of Woodville's nineteenth century growth. The downtown area includes a variety of commercial structures dating from about 1870 to 1900 and, taken together, these form a cohesive downtown landscape. In addition to its contribution to the downtown, it helps define the overall character of Woodville as a hamlet area within the wider rural landscape.

While any person may object to the designation of a property and request Council reconsider a designation, the Ontario Heritage Act does not require consent from or consultation with an owner of a property for designation to occur. The purpose of the Act in the designation of individual property is to balance the interests of the public and the community, with the ability of the owner to object to a proposed heritage designation. As discussed more fully below, provincial policy requires municipalities to conserve their significant heritage resources because of the community benefit from the preservation of historic properties.

In 2003, an Ontario Divisional Court held in the case of Tremblay vs. Lakeshore (Town) that requiring an owner's consent for the designation of property was not consistent with the intent of the Act, indicating that a Council of a municipality should consider the designation of a property that fulfils the criteria outlined under Ontario Regulation 9/06

whether or not an owner supports it. Effectively, consideration for designation should be based solely on whether or not a property fulfils the criteria for heritage designation (Ontario Regulation 9/06) and can be considered a significant cultural heritage resource. Council may not request or require consent from a property owner to designate a property, but may consider an objection if the objection convincingly demonstrates that the property does not fulfil the criteria under Ontario Regulation 9/06.

In their objection, the property owner outlined a number of reasons for objecting to the designation. Summaries of the objections, and further explanation by staff, are outlined below:

- **The exterior façade has been modified many times:** While there have been changes to the façade of the building, particularly with regard to the ground floor storefront, the key characteristics of the building that define its architectural style remain extant. In particular, these include the massing of the building and its architectural details on the second storey of the building which are unique in Woodville.
- **The exterior is in need of repairs and the owner does not want to approach the Municipal Heritage Committee every time they need to do work on the property:** The City does not regulate repairs to heritage designated properties. In general, heritage permits are only required when changes are made to a property that will impact its heritage value, such as the removal of heritage elements, changes that require a Building permit, and commercial signage. The vast majority of work that heritage property owners might undertake on their property, including roofing, masonry repairs, painting and minor repairs, do not require a heritage permit and are not regulated by the City.
- **Designation will result in a financial loss on the property when it is sold:** Staff recognize that this is always a concern for property owners to retain value in their property. A variety of studies have been undertaken in both Ontario and in other Canadian jurisdictions to gauge the impact of heritage designation on property value and it has been found that, generally, heritage designation has no impact on property value, either positive or negative and that the value of the property is driven largely by other market factors. It is unlikely that the designation of this property will result in a decrease in its market value.

The owner's full objection is attached to this report as Appendix B.

This objection does not convincingly demonstrate that the property does not fulfil the criteria established under Ontario Regulation 9/06 and staff are recommending that receive the objection be received and a recommendation be made to proceed with passing a designating by-law for this property. The property owner may object to the passage of this by-law and such an objection would be heard by the Ontario Land Tribunal.

Should Council choose to withdraw the notice of intention to designate, the property will be left with no statutory heritage protection. Under the amendments to the Ontario Heritage Act made by Bill 23 which came into effect on January 1, the impact of a withdrawal of intention to designate on a property is as follows:

- The property is automatically removed from the Heritage Register.
- The City may not include the property on the Heritage Register for five years.
- Should an application under the Planning Act be received for this property, the City may not designate the property to prevent demolition or request studies, such as a heritage impact assessment, to gauge the impact of the proposed development on the heritage property or request mitigating measures, as it will not be designated or included on the Register.

It does not appear that the current owner of the property intended to sell or redevelop the property, the property is a potential site for redevelopment as it is located within one of the City's existing hamlets. The City's Official Plan (2012) directs new development to settlement areas in the City, which would include this property as it is located within the Woodville settlement boundary. The withdrawal of the intention to designate from the property would leave the City with no tools to ensure that the property remains in situ as a defining feature of downtown Woodville and unable to fulfil its obligations related to the preservation of heritage properties under provincial and local land use planning policy. There is also the potential for the City to receive other applications for adjacent properties in downtown Woodville and the removal of heritage protection for this property would also leave the City unable to request heritage-related studies for other new development to ensure that any new buildings erected in the village support and maintain the broader historic character of the village.

The withdrawal of the notice of intention to designate for the property would also bring opposition to provincial and local heritage policies. Section 2.6 of the Provincial Policy

Statement (2020) and Section 4.2.7. of the Growth Plan for the Greater Golden Horseshoe (2019) both require municipalities to protect and conserve properties with local, provincial and national heritage value through the mechanisms available through land use planning legislation and policy, including the designation of property under Part IV of the Ontario Heritage Act. The Growth Plan, in particular, notes that the intention of heritage preservation and its associated policies is “to foster a sense of place and benefit communities” which is particularly relevant for this property because it is located in downtown Woodville and forms part of the village’s historic downtown streetscape. The City of Kawartha Lakes Official Plan (2012) also requires the City to identify, protect and conserve properties with significant cultural heritage value or interest in the municipality through the tools available to it, including designation under Part IV of the Act. Similarly, with the enactment of Bill 23, municipalities received direction from the province to review their Heritage Registers and designate properties of cultural heritage value and the withdrawal of the notice of intention to designate would be in direct opposition to that provincial directive.

In addition to its architectural and historic value, this property was designated due to its value in supporting the historic downtown streetscape of King Street in Woodville. This supports the action item under the goal of a Vibrant and Growing Economy identified in the 2024-2027 Council adopted Strategic Plan to support downtown revitalization, intensification and beautification by protecting a key historic asset in downtown Woodville and the protection of the broader streetscape of the village, while still allowing for new development that supports and complements its historic village character. While there has been a larger focus on protecting the heritage character of the City’s larger urban centres, the downtowns of smaller hamlets and villages require similar support and consideration in ensuring vitality in these commercial areas.

Other Alternatives Considered:

The Committee may choose to support the property owner’s objection and recommend that Council withdraw the notice of intention to designate. Should the Committee choose this course of action, it could make the following motion:

That Report KLMHC2024-044, **Objection to the Proposed Heritage Designation of 97 King Street, Village of Woodville**, be received; and

That the owner’s objection to the designation of 97 King Street be supported and the notice of intention to designate be withdrawn; and

That this recommendation be forwarded to Council for approval.

Staff are not supportive of this recommendation as it both leaves a significant heritage resource in Kawartha Lakes with no statutory protection and is in direct opposition to provincial and local heritage policy and the provincial direction in relation to listed properties as enacted through Bill 23.

Financial/Operation Impacts:

There will be costs associated with the provision of public notice and for the registration of the designation by-law associated with this application which are included in the 2023 Heritage Planning budget.

It is possible that there will be any additional legal fees if the owner decides to escalate their appeal to the Ontario Land Tribunal.

Consultations:

Property Owner.

Clerk's Office.

Attachments:

Appendix A – Heritage Evaluation Report: 97 King Street



Adobe Acrobat
Document

Appendix B – Objection Letter: 97 King Street



Adobe Acrobat
Document

Department Head email: lbarrie@kawarthalakes.ca

Department Head: Leah Barrie, Director of Development Services

97 King Street, Village of Woodville

Heritage Designation Evaluation

Woodville

PT LT 1 S/S KING ST AND E/S AGNES ST PL 119 AS IN R308632 S/T R308632
2024



Statement of Cultural Heritage Value or Interest

The subject property has been researched and evaluated in order to determine its cultural heritage significance under Ontario Regulation 9/06 of the Ontario Heritage Act R.S.O. 1990. A property is eligible for designation if it has physical, historical, associative or contextual value and meets any two of the nine criteria set out under Regulation 9/06 of the Act. Staff have determined that 97 King Street has cultural heritage value or interest and merits designation under the Ontario Heritage Act.

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:

The property is a representative example of Italianate commercial architecture and the largest extant example in Woodville. Constructed in 1892, the property displays key characteristics of this style including its division into bays, large upper storey windows, Victorian storefronts and decorative brickwork.

ii. displays a high degree of craftsmanship or artistic merit:

The property displays a typical degree of craftsmanship for a building of this type.

iii. demonstrates a high degree of technical or scientific achievement:

There are no specific technical or scientific achievements associated with the property.

2. The property has historical or associative value because it:

i. has direct associations with a theme, event, belief, person, activity, organization, or institution that is significant to the community:

The property has direct historical associations with the historic commercial development of Woodville in the late nineteenth century through its role as a downtown commercial building housing a variety of business from the 1890s onwards. It also has direct associations with two fraternal organizations in Woodville, the Loyal Orange Lodge and the International Order of Oddfellows, which used the upper floor as a meeting hall.

ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture:

The property yields information regarding the development of commercial businesses in downtown Woodville and its economic growth throughout the late nineteenth and early twentieth century. It also yields information regarding fraternal organizations in the village and their role in community life.

iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to the community:
The designer and builder of the property are not known.

3. The property has contextual value because it:

i. is important in defining, maintaining or supporting the character of an area:

The property helps maintain the character of King Street as the commercial core of Woodville. It forms part of a collection of historic commercial buildings along King Street that helps define both the commercial core of the village and the overall small town character of Woodville.

ii. is physically, functionally, visually, or historically linked to its surroundings:

The property is visually and historically linked to its surroundings as part of the historic downtown core of Woodville. It is surrounded by a range of other structures from late nineteenth and early twentieth century, including a selection of commercial buildings that help define the village's downtown area.

iii. is a landmark.

The property is not a specific landmark.

Design and Physical Value

97 King Street has design and physical value as a representative example of an Italianate commercial building and the largest extant example of this architectural style in Woodville. The building, which was constructed in 1892, demonstrates key features of this style which was the most popular architectural style for downtown commercial buildings in Ontario throughout the second half of the nineteenth century. These features include its two-storey construction, ground floor storefronts, upper storey windows and decorative brickwork and it is representative of the execution of this style in Woodville in the later decades of the nineteenth century.

Commercial architecture in Canada's cities, towns and villages, including Woodville, underwent a period of significant evolution throughout the nineteenth century. The earliest commercial architecture was purely functional, such as small general stores or blacksmith's shops in nascent communities where the proprietors would build a structure, often in a vernacular style, near or adjacent to their residence. As the century wore on, these structures often took on the stylistic trappings of contemporary architectural styles, but remained relatively basic detached structures on their own lots. A new structural type also developed: a two-storey structure with the commercial establishment on the main floor and the business owner's residence on the upper storey. Architecturally, these buildings still generally resembled residential structures although the ground floor would often have larger window to showcase the store's products. This type of arrangement was, and remained, typical for small hamlets with a few commercial enterprises.

However, with the increasing urbanization of many of the province's communities, commercial architecture was forced to adapt to the rapidly changing conditions of Ontario's towns and cities; this change was not limited to Ontario and is reflective of the condition of commercial structures across North America. One of the most significant changes was the centralization of commercial structures together in downtown areas. Although the concept of formal zoning was just being developed during this period, it was a time when commercial enterprises and work were being moved outside of the home and businesses were beginning to establish their own spaces in communities; as had and was continuing to occur in urban centres in Europe, businesses naturally clustered together for convenience, creating the beginnings of the commercial downtown and the idea of a main street.

As more businesses came together to form a downtown core, their buildings began to get closer together to respond to the increasing density and desire to not waste limited space. By the mid-century, the idea of commercial buildings being linked in a continuous street wall was common in urban areas as commercial structures were built directly adjacent to one another and even shared dividing walls. This arrangement was a direct mirror of European urban

spaces where tightly packed commercial cores necessitated buildings attached to one another, and built directly to the edge of the lot to maximize space. In the early days of this new commercial arrangement, two types of buildings prevailed. The first were two- to three storey buildings similar to a basic Georgian plan, and often with a gable roof divided by a parapet wall, forming a continuous gable along the street; good examples of this type of structure can be seen in Kingston where a substantial portion of the downtown developed during this time. Like their predecessors, these invariably included commercial space on the ground floor with residential space on the second and third storeys; the third storey was often located in the gable and included dormer windows for light. This was a continuation of the two-part commercial block which had developed in the first part of the nineteenth century. The second was the use of false facades to create the look of a much taller building when in fact, a flat rectangular façade was applied to a much smaller, generally gable roofed structure behind it. These were usually built in wood and located in areas where erecting a large commercial building was not feasible. Examples of this type of commercial architecture are less common because they were often replaced with larger brick buildings, but there are extant examples in Kawartha Lakes, particularly in Bethany where several of these structures are still standing. In both types, the idea of the storefront had developed with large windows and often a recessed entrance to show off products and entice shoppers inside. Whichever form of architecture they used, these mid-century streetscapes were often an eclectic mix of architectural forms but represented the shift towards a highly urbanized downtown with densely packed buildings, a continuous street wall and distinctive commercial architecture separate from purely residential spaces.

By the late 1850s, a new architectural style had evolved to respond to the need for urban commercial space. The Italianate style had become popular in residential architecture integrated elements from Italian and other European Renaissance architecture into eclectic and often exaggerated combinations. Features such as columns and pilasters were common, as well as wide eaves with decorative brackets, decorative brick and iron work and arched windows with elaborate hoods and surrounds. Increasing mobility and the growth of pattern books allowed people in North America to see and experience European architecture and it was increasingly something seen as being desirable to imitate and adapt for the North American context.

This style was quickly adapted into commercial architecture where its decorative elements could be easily applied to the facades of downtown structures. With the high density of commercial buildings, and the fact that they now shared walls, the front façade of the structure was the only one that was seen from the street. As a result, builders and architects focussed on this side of the structure as the focal point for decoration and ornamentation. The space for this type of work on these buildings was substantial: the increasing

density of urban downtown necessitated buildings going up, instead of out, and by the 1860s, the majority of commercial buildings in downtown areas were two to four storeys, high enough to create upper storey residential or, by this time, office space, but still short enough to allow a person to comfortably ascend to the top storey by the stairs. This gave architects several storeys, albeit only on one side, of a building to craft ornate and decorative spaces

By the 1860s, a new standard form for downtown commercial buildings had fully emerged. These buildings, which like their predecessors were linked together in a continuous streetwall, were generally two to four storeys in height with commercial space on the ground floor and residential or office space upstairs. The commercial space on the ground floor generally included large plate glass windows and a recessed entrance which allowed for a substantial amount of display area visible from the street. This was not always the case for non-retail establishments such as hotels where the ground floor might have been used as a tavern so required a different orientation and focus and less visibility to the interior. The upper storeys were generally similar to one another with bands of tall sash windows differentiating each floor and the façade often divided into repeating bays by pilasters. These upper storeys also included extensive decorative elements, such as decorative brickwork in a variety of patterns, elaborate window hoods and large and heavy cornices. A flat, or gently sloping, roof was hidden behind the cornice. When placed together as part of a block of these structures, each individual building was distinct, but fit into a wider cohesive whole with consistent styling and massing.

Technological advancements were integral in making this style, and its widespread adoption, possible. Advances in glass manufacturing made the glass storefront possible, with newer larger pieces of plate glass facilitating the substantial expanses of glass necessary for the large uninterrupted windows. The elaborate ornamentation was also made possible by advances in cast iron manufacturing technology which allowed for the creation of prefabricated metalwork that could be ordered and applied to a building's surface and were substantially cheaper than bespoke and handmade decorative features. Most of the elaborate cornices and window hoods were made in this way and prefabrication allowed for consistent decoration to be applied across the façade of a structure. At the same time, increased mechanization in brick manufacturing made large quantities of brick available for use on structures of this size.

The redevelopment of many downtowns across Ontario in this style was not gradual and occurred rapidly between the 1860s and 1880s, although Italianate commercial buildings were still being constructed, although with less regularity, into the 1890s. Many business and property owners were eager to adopt the new style and it quickly gained popularity as the go-to style for new

commercial architecture. The late Victorian era was where architectural style was seen as being imbued with meaning, and Italianate commercial architecture was no exception. Italianate architecture, similar to other Neoclassical forms, was often associated with business and commerce due to its historical connection with ancient Greece and Rome, as well as the commercial centres of Renaissance-era Italy. Therefore, it was seen as an appropriate style for commercial downtown buildings, in a similar way that the Gothic Revival style was seen to be appropriate for ecclesiastical buildings because of its wider historic and conceptual associations with medieval Christianity. Similarly, the style very quickly came to represent a prosperous and economically vibrant community and to create a sense of permanence and confidence in the urban commercial landscape. As a result, business owners wanted to construct these types of buildings to help demonstrate their successes and promote an image of a prosperous community which, by extension, would increase visitation and investment in a community.

While the cost of buildings structures of this type was substantially decreased by the development of prefabricated decorative elements and mass produced bricks, it was still expensive to erect a building of this type. Many business owners were keen to develop blocks of these structures in concert to provide a consistent aesthetic throughout a downtown area, but it represented a substantial financial investment in building stock. Fire often provided the impetus, and the opportunity, for redevelopment and the application of a consistent architectural style and size across an entire connected streetscape. Many early commercial downtowns were built with a substantial number of wooden buildings which made fire a highly destructive and often inevitable occurrence. However, the style also appeared in other circumstances, such as when small communities grew and matured and the capital required to replace older commercial buildings became available.

97 King Street was constructed in this context. It appears to have been constructed to replace an older building, as a mortgage was taken out on the lot around 1874, at the time when Woodville's downtown was developing rapidly after the arrival of the Toronto and Nipissing Railway in 1872. Nothing is known about prior buildings on the site. The present building was constructed in 1892 by Archibald J. Smith and was rented out with two commercial units downstairs and an upper storey hall that was used by the Orange Lodge and Order of Oddfellows for their meeting hall.

The new brick block was two storeys in height with a flat roof, gentle sloped to the rear. The building is defined by two commercial units on the lower storey and four bays - two in each unit - articulated by an upper storey window. Executed in red brick, the majority of the decorative elements on the building are concentrated on the front elevation of the structure and the brickwork, in particular, serves to make the building unique within Woodville. The building

includes polychromatic brickwork on its accentuated quoins, coursing, voussoirs and rounded arches above the upper storey windows, alongside herringbone brickwork in its arches and dogtooth coursing; some of the buff brick has since been painted white. Additional decorative elements include the rounded parapet, cornice which has since been modified and brackets. The two Victorian storefronts have been modified with smaller windows and the removal of the inset doors but retain their massing and rhythm along the King Street side of the building.

At the time it was constructed, Woodville's downtown included a range of Italianate commercial buildings, both those built as part of a continuous street wall and those erected as independent freestanding structures; many, but not all, of these are still extant. The majority were two storey construction, like the subject property, and 97 King Street is a representative example of these structures that retains the majority of its decorative features. Responding to the development of the style in the mid-nineteenth century and the evolving nature of urbanized downtown areas across Ontario, the building is demonstrative of commercial buildings constructed during this period through its style, massing and decorative elements.

Historical and Associative Value

97 King Street has historical and associative value through its historic relationship with the development of Woodville as a local commercial centre in the late nineteenth century and the village's economic growth. As a downtown commercial property occupied by a range of historic businesses, the property speaks to the economic growth of the community in the late nineteenth century. The property also has historical associations with two local fraternal organizations, the Loyal Orange Lodge and the International Order of Oddfellows, who were both active in Woodville throughout the late nineteenth and early twentieth century. The property was used by both these organizations and yields information regarding their role in Woodville and the surrounding area around the turn of the twentieth century.

Woodville began to develop in the first half of the nineteenth century around an area known as Irish Corners on the Eldon-Mariposa Township border. The location on which the village is located was first settled by Eldridge Robinson Irish and his wife Margaret settled in the area in about 1831 and a settlement quickly grew up with an early general store, a blacksmith shop, and other small stores. The post office located around a mile away and named Eldon was moved to the growing settlement in 1854 and renamed as Woodville. By 1858, its population was around 300 people and it served as the township seat for Eldon. In 1877, the growing settlement was granted status as a police village and just seven years later, in 1884, it was formally incorporated as the Village of Woodville.

The settlement grew substantially throughout the middle decades of the nineteenth century but development increased significantly in the 1870s. In the early 1870s, two major events occurred that provided major economic boosts to the community: the establishment of the first grist mill in the village in 1870 and the arrival of the Toronto and Nipissing Railway in 1872, which established a station at the village as part of the line from Toronto through to Coboconk. The grist mill allowed, for the first time, grain to be ground in Woodville; previously, grain from the agricultural area around the village had to be taken to Beaverton to be ground. The presence of a grist mill helped to establish the community as an agricultural centre for the surrounding area and concentrating economic and social activities on the community, which was already the political centre of Eldon Township. At the same time, the train also provided a significant economic boon. As in other communities throughout rural Ontario, the arrival of the train allowed for greater ease of movement for people in and out of the community, but also the flow of goods and products, including agricultural products, from the community. This assisted with the building up local businesses by increasing their markets outside of Woodville and the surrounding area, and by bringing products into the community for sale in local businesses and use by local people. By the turn of the twentieth century, Woodville had grown to a population of about 600 people with a range of different businesses and services, as befitted a local population and commercial centre.

The subject property was constructed in 1892 as a commercial property, and appears to have replaced an older building constructed in the early 1870s. It was built by Archibald Smith, a local business man and used as a rental commercial space. This was relatively common in the development of nineteenth century downtowns where commercial blocks were built on speculation and rented out to various local businesses and this property is a good example of this type of development as Smith never used the property for his own business. The commercial units were first used by Warner and Ham dry goods businesses and was followed by a string of other grocery businesses into the twentieth century, before being converted into a restaurant in 1959.

Although the property is not strongly associated with a specific business, it does yield information regarding Woodville's commercial development during this period. When the structure was constructed, the village was at the height of its nineteenth century prosperity and the erection of new commercial structures and the arrival of new businesses in the village speaks to its growth during the final quarter of the century and the solidification of its status as the local commercial and population centre in southern Eldon and northern Mariposa townships. Its initial use as a dry goods business is consistent with its construction in 1892. The dry good business was a staple of nineteenth century village and hamlet communities, selling a variety of food products that did not

require preservation and non-food household items. This could include consumables such as coffee, tobacco and jerky, as well as linens, textiles like flannel and calico, and carpeting. The range of products at dry goods stores largely depended on the location and retailer – some, for example, only sold textile products particularly in larger centres where other specialized stores sold long shelf life food items – but the dry goods store was a standard part of nineteenth and early twentieth century communities until the rise of department stores and widespread use of mail order catalogues for household goods. Although very little is known about Warner and Ham’s businesses, the building’s presence and use in downtown Woodville provides insight into the commercial development of small communities in the late Victorian period and Woodville is particular.

The property also has value as the home of two local fraternal organizations: the Loyal Orange Lodge and the International Order of Oddfellows. These two organizations, which were established in Woodville in the late nineteenth century, were important aspects of village life, providing spaces for fraternal relationship, charitable and community activities, and networking opportunities for local men, while also providing insight on Woodville’s community life at this time. Both organizations used the upper storey of this building as a meeting hall from 1892 onward.

The Orange Order, whose local chapters are known as Loyal Orange Lodges (L.O.L.s), was founded as a sectarian fraternal organization in Ulster in the north of Ireland at the end of the eighteenth century. The organization was specifically intended to promote and protect the Protestant Ascendancy in Ireland and continued British rule and was, from its beginning, an overtly political organization; the organization continued to exist in Ireland and is explicitly linked to both unionism and Protestant beliefs. In particular, the Order was strongly anti-Catholic and did not accept Catholic members. The Order quickly became best known for its annual marches, particularly that on July 12 commemorating the Battle of the Boyne and the victory of William of Orange’s Protestant forces over the Catholic forces of James II which ensured the Protestant Ascendancy from the late seventeenth century.

The Orange Order first came to British North America in the early nineteenth century with the arrival of Irish Protestant soldiers and settlers who transplanted the order to function both as a fraternal organization in a new country but also as a method of promoting Protestant supremacy. In North America, outside of its Irish context, the Order quickly became associated with loyalty to the British Crown, support for the colonial government and embrace of Protestant influence in local, provincial and federal politics. The Order quickly grew to include members from other nationalities, particularly from English and Scottish immigrant groups, but continued to make Protestant faith a requirement of membership. As a fraternal organization, it provided support

and mutual aid to its members, participated in charitable activities in the community, and provided an arena for men to form connections with one another and socialize. However, as an organization that retained a sectarian and political mandate, it also exerted significant influence over political and religious dialogue, working to exclude Catholics from public office, particularly in municipal government, supporting colonial military interventions and generally working to ensure Protestant supremacy in the colonial sphere. Being a member of the Order was an unspoken requirement for securing a position in government in some quarters, particularly on a municipal level, speaking to the extreme influence of the organization on nineteenth and early twentieth century society; in Toronto, for example, nearly every mayor of the City between 1850 and 1950 was an Orangeman. The Order was particularly strong in Ontario, Newfoundland and New Brunswick and, by 1900, there were more lodges and more members in Canada and Newfoundland than in Ireland itself.

In nineteenth-century Woodville, as elsewhere in Protestant Ontario, the Orange Order was an important and influential organization that emerged early and was a regular part of everyday life from the mid-nineteenth century until well into the twentieth century. The first Orange Lodge in Victoria County was founded in 1847 to serve the area west of Lindsay, in and around Woodville, known as Loyal Orange Lodge 32. This lodge was headquartered at Black's Corners in Mariposa Township and included Woodville and the surrounding area. Although they did not meet in Woodville on an ongoing basis, the Mariposa Orangemen regularly celebrated July 12 in Woodville with parades and associated events. As in most other rural areas of Ontario, July 12 parades rotated through hamlets and village and brought together various lodges for the event, celebrating Protestant strength in these areas. The lodge eventually moved its headquarters to Woodville in 1881.

In July 1885, July 12 parade and events were held in Woodville, attracting around 5000 people from the village and the surrounding area, as well as lodges from western Victoria County and from Ontario County, as far away as Port Perry. The Friday following the event, the *Canadian Post* reported on celebrations in Lindsay, Millbrook and Woodville, all of which were extremely well attended and significant local affairs. Of the Woodville event, the *Post* reported:

The anniversary of the Battle of the Boyne was celebrated in this village on Saturday in true loyal style. At twelve o'clock, the largest gathering in Woodville's history had assembled in the village. It was estimated that over five thousand people were in town. The regular trains arrived somewhat late, bringing the different lodges from the south and were met at the station by the Woodville lodges and

those from the north, where they formed in procession and marches to the agricultural grounds, where they dismissed for dinner. After a sumptuous repast, the district lodges formed in the following order: Scott, Uxbridge, Brock, Reach and Mariposa. They marched to Stuart's grove, each of the village, and were addressed by the several speakers.... At the close of the speaking, they again formed in procession and marched back to the village. It was highly edifying. The excellent order observed during the day by the brethren was commendable and all returned home well pleased with their days outing.¹

The importance of the Orange Order in the Woodville is directly reflective of the community's demographics which were heavily weighted towards Scottish Protestants, particularly Presbyterians; both Mariposa and Eldon Townships were also heavily Protestant with a mix of Irish, Scottish and English settlers throughout the two townships. Although the order had begun amongst Irish Protestants, its adoption in Canada was across Protestant groups, excluding only Catholics and non-Trinitarian Protestants, such as Mormons and Quakers, and including both Scottish and English settlers and later, in some areas, other European immigrant groups, particularly German Lutherans, who began to arrive in Ontario throughout the later half of the nineteenth century; the lodge at Udora to the south west of Woodville in Ontario County, had several members of German descent. There were also several Indigenous lodges on larger reserves where there was significant loyalist sentiment, such as in Tyendinaga which boasted a lodge beginning in 1848. Irish-born and ethnically Irish members of the order were the majority of Order members, they were also the largest demographic group in Ontario as a whole at the time and the composition of local lodges varied wildly based on the concentration of certain ethnic groups in certain areas of the province. In some areas in Ontario, as was the case in Woodville, Scottish Orangemen significantly outnumbered their Irish brethren, primarily due to local demographics and settlement patterns, but these Scottish members no less keenly embraced membership in the lodge as a fraternal organization and celebration of Protestantism. Across Protestant denominations, there was also a heterogeneous mix of members, with Methodists, Anglicans and Presbyterians forming the bulk of membership. Both the Methodist and Presbyterian churches in Woodville supported the local lodge at various times, hosting speakers and events, and their ministers leading prayers and making addresses at July 12 activities.

The Orange Order found its strength in rural Ontario generally as a result of one of two different demographic conditions. The first was where Protestants and Catholics were both present in large numbers and in very close proximity

¹ "The 12th at Woodville," *The Canadian Post*, July 17, 1885, 1.

to one another and sizable lodges developed as a show of strength against their Catholic neighbours. This was the case in Cavan Township in Peterborough County – then Durham – where the Orange Lodge spurred on the development of the Cavan Blazers, a vigilante group intended to harass and drive out Catholic settlers in an area that was roughly evenly divided between Irish Protestants and Irish Catholics. The second, and more common, was in areas, including Woodville, that were almost homogeneously Protestants where the Order as both a fraternal organization to provide social outlets and charitable assistance for its members and the community and to bring together the Protestant community in an important, if less violent, show of Protestant strength and homogeneity in the area. At the time the lodge moved to the village, there were very few Catholics in Woodville or in the surrounding rural area, reflective of the significant concentration of Scottish Presbyterians who settled in Eldon Township, in particular throughout the nineteenth century and the lodge reinforced the relatively homogenous religious makeup of the area as broadly Protestant. The Order was also an important locus for making political, social and business connections in the community. For example, the Order, in many parts of Ontario, was an important ground for making connections to rise in municipal politics and administration; the exact connection between the Woodville L.O.L. and local municipal politics is not fully known, but there was certainly crossover between municipal positions and the local lodge; Peter McSweyn, for example, who was the District Master of the Mariposa District, for example, was also a member of Woodville's village Council while Archibald Campbell, another member, was the local tax assessor.

The Lodge continued as an important local institution until 1913 when declining membership meant that the headquarters for L.O.L. 32 was transferred to Lindsay. However, in 1924, a new Lodge was created from the Lindsay Lodge for Woodville, L.O.L. 2962. As in the late nineteenth century, the Lodge continued to host July 12 parades on rotation with other rural lodges in the region, working with the local Presbyterian and Methodist churches on the endeavours, and expanding to include additional activities on the day of the parade, such as the baseball tournament that was held on July 12, 1941. At this time, they also expanded their function as a social organization, hosting euchre nights and dances, and contributing to local and regional charitable causes. The Woodville Lodge eventually disbanded again in 1966, at a time when lodge membership was on the decline across Canada as its Protestant-centric values were rapidly out of sync with prevailing Canadian attitudes towards religious pluralism.

The upper storey of the building also served as the meeting hall for the Independent Order of Oddfellows, another fraternal organization that was less sectarian and political than their Orange counterparts. Also founded in the late eighteenth century, the Oddfellows organization appears to have first

emerged in Manchester as a mutual aid and charitable organization, committed to supporting its members and local communities. The organization had spread to North America by the late 1810s where it was formally established as the Independent Order of Oddfellows to differentiate it from its British counterpart.

At a time before the widespread advent of the welfare state, fraternal organizations provided vital services to their members and communities; this included both the Oddfellows and a range of other smaller fraternal organization present in nineteenth century communities. These included things such as sick and death benefits for their members when they were in need, as well as contributions to other initiatives in local communities, such as schooling for children, services for widows and orphans, and assistance for sick people. Though their organizations, they raised money and promoted ethics of charity. They also provided a social and recreational outlet for their members to spend time with other men and make social, business and political connections, although it should be noted that the Oddfellows were more likely to attract working class members. Fraternal societies reached their height in North America in the late nineteenth and early twentieth century where it was estimated that nearly 40% of American men were members of a fraternal organization; the numbers for Canadian men are not known, but likely similar. The Oddfellows were explicitly a non-sectarian organization, but generally promoted a Judeo-Christian worldview and ethic; the order did, however, generally have more Protestant than Catholic members as many Catholic chose instead to join sectarian mutual aid organizations, of which there were many in the late half of the nineteenth century, due in part to the fact that the Catholic Church was generally suspicious of non-Catholic organizations and dissuaded their congregants from joining. The Oddfellows were also the first North American fraternal organization to allow female members, although they were not included in all locations.

The first lodge was established in Canada in Montreal in 1843 and quickly spread throughout the provinces, in both urban and rural areas. The benefit of a mutual aid society to members and their family was significant, essentially providing both insurance and social opportunities in growing communities. As communities rapidly changed throughout the nineteenth century with increased settlement and industrialization, orders such as the Oddfellows provided stability and support in a time of rapid change and flourished throughout Ontario.

The date of the establishment of the first Oddfellows lodge in Victoria County is not known, but the lodge in Woodville was established in 1877, known as the Cicerone Lodge, No. 195 and, by 1920, had around 60 members from both the village and surrounding area. However, little in the way of specifics is known about their mutual aid and charitable work as it was not highly publicized like

the activities of organizations like the Orange Order. However, the Oddfellows supported their own members, as well as the local community and continued to do so well in the twentieth century, providing important support at to individuals and local groups at a time when state support was not available and building up the community.

As with the Orange Order, membership in the Oddfellows declined in the second half of the twentieth century with the growth of the welfare state. This was the case both in Canada more generally and in Woodville itself. While the Oddfellows were very active in Woodville throughout the early twentieth century, their membership and role in the community declined by the middle of the century and the lodge moved to Cannington in 1957, consolidating the local lodges into larger units.

Contextual Value

97 King Street has contextual value as a contributing feature to Woodville's historic downtown. The property is historically and visually linked to its surroundings as part of the commercial core of the community where it forms part of a collection of nineteenth century commercial properties constructed during the height of Woodville's nineteenth century growth. The downtown area includes a variety of commercial structures dating from about 1870 to 1900 and, taken together, these form a cohesive downtown landscape. In addition to its contribution to the downtown, it helps define the overall character of Woodville as a hamlet area within the wider rural landscape.

The majority of Woodville's built form, as it now exists, was developed in the late nineteenth century. Increased prosperity during this period helped build and consolidate the community around King Street as its commercial core. By the turn of the century, the commercial area had been firmly established along King Street with residential areas to the north and south, as well as along the east and west ends of King Street. The majority of commercial development occurred along this corridor and its most complete historic iteration can be seen in turn of the century images of the village which includes a variety of two-storey commercial structure both in Italianate and Victorian styles. Most are detached from one another and primarily concentrated to the east of Agnes Street although there are also commercial buildings to the west of Agnes Street along King.

The commercial core has evolved since the nineteenth century height of the community and a number of the commercial buildings have been demolished and replaced with newer commercial and residential structures. However, a wide variety of commercial buildings of the age of the subject property remain in situ, both those constructed in the Victorian and Italianate styles. These include the one and two storey structures immediately adjacent to 97 King Street to which the subject property is physically attached, the commercial

building to the immediate north, and the one on the opposite corner of the intersection of Agnes and King Streets, along with a range of other extant nineteenth century commercial properties along King Street. Taken together, this group of buildings, including the subject property, supports and maintains a defined historic downtown that forms the spine of the village along King Street between approximately Elm and Church Streets.

At the same time as the development of the commercial core, residential areas were forming around King Street. Residential properties were constructed on either end of King Street, but also in small subdivisions to the north and south of King Street, arranged on rectangular blocks in a rough grid pattern. Although residential development began in the early nineteenth century, the majority of extant historic residential structures date from the late nineteenth and early twentieth century. Taken together, the commercial area along King Street and the adjacent residential areas distinguished the hamlet from the surrounding rural agricultural area which was, and remains, less highly populated and with its own distinct character due to its agricultural use. These structures form a complete hamlet landscape with a distinct historic character due to its collection of extant late nineteenth century structures arranged in a traditional Victorian village layout.

Summary of Reasons for Designation

The short statement of reasons for designation and the description of the heritage attributes of the property, along with all other components of the Heritage Designation Brief, constitute the Reasons for Designation required under the Ontario Heritage Act.

Short Statement of Reasons for Designation

Design and Physical Value

97 King Street has design and physical value as a representative example of an Italianate commercial building and the largest extant example of this architectural style in Woodville. The building, which was constructed in 1892, demonstrates key features of this style which was the most popular architectural style for downtown commercial buildings in Ontario throughout the second half of the nineteenth century. These features include its two-storey construction, ground floor storefronts, upper storey windows and decorative brickwork and it is representative of the execution of this style in Woodville in the later decades of the nineteenth century.

Historical and Associative Value

97 King Street has historical and associative value through its historic relationship with the development of Woodville as a local commercial centre in the late nineteenth century and the village's economic growth. As a downtown commercial property occupied by a range of historic businesses, the property speaks to the economic growth of the community in the late nineteenth century. The property also has historical associations with two local fraternal organizations, the Loyal Orange Lodge and the International Order of Oddfellows, who were both active in Woodville throughout the late nineteenth and early twentieth century. The property was used by both these organizations and yields information regarding their role in Woodville and the surrounding area around the turn of the twentieth century.

Contextual Value

97 King Street has contextual value as a contributing feature to Woodville's historic downtown. The property is historically and visually linked to its surroundings as part of the commercial core of the community where it forms part of a collection of nineteenth century commercial properties constructed during the height of Woodville's nineteenth century growth. The downtown area includes a variety of commercial structures dating from about 1870 to 1900 and, taken together, these form a cohesive downtown landscape. In addition to its contribution to the downtown, it helps define the overall character of Woodville as a hamlet area within the wider rural landscape.

Summary of Heritage Attributes to be Designated

The Reasons for Designation include the following heritage attributes and apply to all elevations, unless otherwise specified, and the roof including: all

façades, entrances, windows, chimneys, and trim, together with construction materials of wood, brick, stone, stucco, concrete, plaster parging, metal, glazing, their related building techniques and landscape features.

Design and Physical Attributes

The design and physical attributes of the property support its value as a representative example of an Italianate commercial building in downtown Woodville.

- Two storey red brick construction
- Rubble stone foundation
- Flat and sloped roof
- Cornice
- Rounded parapet
- Fenestration including:
 - Upper storey sash windows
 - Ground floor commercial unit windows
- Polychromatic brickwork including:
 - Quoins
 - Coursing
 - Arches
 - Voussoirs
- Herringbone brickwork
- Dog tooth coursing
- Two ground floor commercial units including:
 - Central entrances
 - Middle entrance to upper units with transom
 - Picture windows
 - Brick and decorative pilasters
 - Cornice
 - Brackets

Historical and Associative Attributes

The historical and associative attributes of the property support its value in its association with the late nineteenth century development of Woodville and its connection to the local branches of the Loyal Orange Lodge and International Order of Oddfellows.

- Association with the late nineteenth century development of Woodville
- Early use as a dry goods business
- Historic use of the upper storey by the local Loyal Orange Lodge and International Order of Oddfellows

Contextual Attributes

The contextual attributes of the property support its value as a contributing feature to the downtown historic streetscape of Woodville.

- Orientation towards King Street
- Construction to the lot line on the front and side elevations
- Physical connection to 93 and 95 King Street
- Views of the property from King Street and Agnes Street
- Views of King Street and Agnes Street

Images



Downtown Woodville, c.1900



97 King Street, 1977







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GREIG GROUP LIMITED

P.O. BOX 220 FENELON FALLS ONTARIO K0M 1N0

May 21, 2024

The City of Kawartha Lakes
Development Services
180 Kent Street West
Lindsay, Ontario
K9V 2Y6

Attention: Economic Development Officer - Heritage Planning

Re: Notice of Intent to Designate 97 King Street Woodville

Dear Sir or Madam


I am in receipt of your notice dated May 10, 2024 informing that it is the City's intent to designate 97 King Street, Woodville, a property that my Company, The Greig Group Limited owns as an historical property.

Please be informed that I do not wish to have this property designated historical for the following reasons:

- a. The exterior facade has been modified many times over the years both by my company and previous owners.
- b. The exterior is in constant need of repairs and we are not willing to have to ask the historical board each time there needs to be repair
- c. The value of the building will be significantly reduced when it comes to resale as buyers tend to shy away from historical properties and I am not prepared to take a loss on my investment

For the above reasons, I would request the Intention to Designate be canceled without further notice

Regards
Greig Group Limited


James Greig
President & CEO