

# FINAL REPORT:

Cultural Heritage Evaluation Report  
Flour Mill Museum, O'Connor Park, 140 St.  
George Street,  
City of Greater Sudbury, ON



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19 August 2022

Project # LHC0303

***LHC***

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|                              |                                                                                                          |
|------------------------------|----------------------------------------------------------------------------------------------------------|
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## RIGHT OF USE

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## REPORT LIMITATIONS

The qualifications of the heritage consultants who authored this report are provided in Appendix A. All comments regarding the condition of the Property are based on a superficial visual inspection and are not a structural engineering assessment unless directly quoted from an engineering report. The findings of this report do not address any structural or physical condition related issues associated the Property or the condition of any heritage attributes.

Concerning historical research, the purpose of this report is to evaluate the Property for cultural heritage value or interest and identify heritage attributes of the Property. The authors are fully aware that there may be additional historical information that has not been included. Nevertheless, the information collected, reviewed, and analyzed is sufficient to conduct this assessment. This report reflects the professional opinion of the authors and the requirements of their membership in various professional and licensing bodies.

The review of policy and legislation was limited to that information directly related to cultural heritage management and is not a comprehensive planning review. Additionally, soundscapes, cultural identity, and sense of place analyses were not integrated into this report.



## EXECUTIVE SUMMARY

*The Executive Summary only provides key points from the report. The reader should examine the complete report including background, results as well as limitations.*

LHC was retained in March 2022 by the City of Greater Sudbury to prepare a Cultural Heritage Evaluation Report (CHER) on the Flour Mill Museum (the Museum) and the surrounding O'Connor Park at 140 St. George Street (the Property, Figure 1 and Figure 2) in the City of Greater Sudbury, Ontario (the City). The Museum building has been moved twice in the past, most recently to its current location in O'Connor Park in 2019.

This CHER is being prepared to evaluate the cultural heritage value or interest of the Property to investigate it for potential designation under Part IV Section 29 of the *Ontario Heritage Act* (OHA). This study was undertaken in accordance with the recommended methodology outlined within the Ministry of Heritage, Sport, Tourism, and Culture Industries' (MTCS) *Ontario Heritage Tool Kit*.

In LHC's professional opinion, the Museum, meets criteria 1.i., 2.i., and 3. ii. of *Ontario Regulation 9/06* (O. Reg. 9/06). The remainder of O'Connor Park, distinct from the Museum, does not meet the criteria of O. Reg. 9/06. The Museum is eligible for designation under Part IV Section 29 of the *Ontario Heritage Act* (OHA) for its design or physical value, its historical or associative value, and its contextual value. A Statement of Cultural Heritage Value or Interest and a list of heritage attributes has been prepared for the Museum.

A Part IV designation under the OHA would apply to the entire Property; however, the heritage attributes are exclusive to the Flour Mill Museum building.

LHC recommends:

- The City designate the Property.
- The heritage designation By-law include a site plan, scale drawing and description in writing that identifies the area on the Property that has cultural heritage value or interest including the Flour Mill Museum building with a small –three metre—buffer area around it and a view from the front door of the museum building towards the Flour Mill Silos (see Appendix B: Draft Notice of Intention to Designate).

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## 1.0 INTRODUCTION

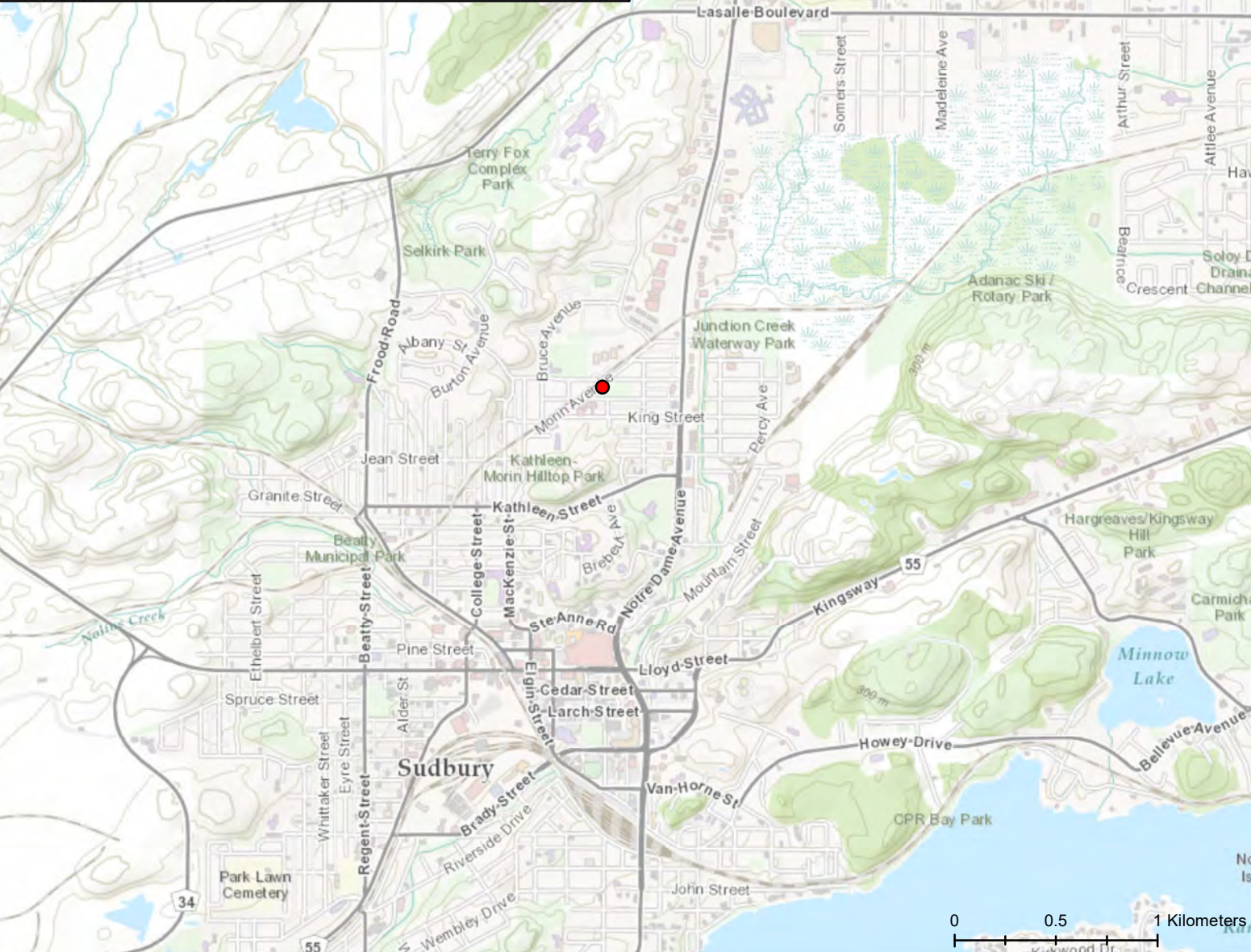
LHC was retained in March 2022 by the City of Greater Sudbury to prepare a Cultural Heritage Evaluation Report (**CHER**) on the Flour Mill Museum (**the Museum**) and the surrounding O'Connor Park at 140 St. George Street (**the Property**, Figure 1 and Figure 2) in the City of Greater Sudbury, Ontario (**the City**). The Museum building has been moved twice in the past, most recently to its current location in O'Connor Park in 2019.

This CHER is being prepared to evaluate the cultural heritage value or interest of the Property to investigate it for potential designation under Part IV Section 29 of the *Ontario Heritage Act* (**OHA**). This study was undertaken in accordance with the recommended methodology outlined within the Ministry of Tourism, Sport and Culture (**MTCS**) *Ontario Heritage Tool Kit*.

This CHER evaluates the entire park and the Museum building for cultural heritage value or interest (**CHVI**). The CHER makes recommendations for the best approach for conservation, including but not limited to, designation under Part IV Section 29 of the *OHA*.



KEY MAP



|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                      |   |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|---|
| <div>Legend</div> <div><div></div>Property</div>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | TITLE                                                                                                                |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Location Plan                                                                                                        |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | CLIENT                                                                                                               |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Planning Services Division City of Greater Sudbury, ON                                                               |   |
| <div>NOTE(S)</div> <div>1. All locations are approximate.</div> <div>REFERENCE(S)</div> <div>1. Service Layer Credits: Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community</div> <div>Portions of this document include intellectual property of Esri and its licensors and are used under license. Copyright (c) Esri and its licensors. All rights reserved.</div> | PROJECT                                                                                                              |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | PROJECT NO. LHC0303                                                                                                  |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                      |   |
| <div>CONSULTANT</div> <div><div>LHC</div></div>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | YYYY-MM-DD                                                                                                           |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | 2022-05-13                                                                                                           |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | PREPARED                                                                                                             |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | LHC                                                                                                                  |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | DESIGNED                                                                                                             |   |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | JG                                                                                                                   |   |
| FIGURE #                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                      | 1 |





|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                        |                     |     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------|---------------------|-----|
| <div>Legend</div> <div><div></div> The Flour Mill Museum building</div> <div><div></div> O'Connor Park</div> <div>NOTE(S)</div> <div>1. All locations are approximate.</div> <div>REFERENCE(S)</div> <div>1. Service Layer Credits: Sources: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community</div> <div>Portions of this document include intellectual property of Esri and its licensors and are used under license.</div> <div>Copyright (c) Esri and its licensors. All rights reserved.</div> | TITLE                                                  |                     |     |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Site Plan                                              |                     |     |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | CLIENT                                                 |                     |     |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Planning Services Division City of Greater Sudbury, ON |                     |     |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | PROJECT                                                |                     |     |
| Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON                                                                                                                                                                                                                                                                                                                                                                                                                                                |                                                        | PROJECT NO. LHC0303 |     |
| CONSULTANT                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | YYYY-MM-DD                                             | 2022-05-12          |     |
| <div>LHC</div>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | PREPARED                                               |                     | LHC |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | DESIGNED                                               |                     | JG  |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | FIGURE #                                               |                     | 2   |



## 2.0 STUDY APPROACH

LHC follows a three-step approach to understanding and planning for cultural heritage resources based on the understanding, planning and intervening guidance from the Canada's Historic Places *Standards and Guidelines for the Conservation of Historic Places in Canada* and MTCS *Ontario Heritage Tool Kit*.<sup>1</sup> Understanding the cultural heritage resource involves:

- Understanding the significance of the cultural heritage resource (known and potential) through research, consultation, and evaluation—when necessary.
- Understanding the setting, context, and condition of the cultural heritage resource through research, site visit and analysis.
- Understanding the heritage planning regulatory framework around the cultural heritage resource.

This is consistent with the recommended methodology outlined by the MTCS in the *Ontario Heritage Tool Kit: Heritage Property Evaluation*. To evaluate a property for cultural heritage value or interest (**CHVI**) the MTCS identifies three key steps: Historical Research, Site Analysis, and Evaluation.

### 2.1 Legislation and Policy Review

The CHER includes a review of provincial legislation, plans and cultural heritage guidance, and relevant municipal policy and plans. This review outlines the cultural heritage legislative and policy framework that applies to the Property.

### 2.2 Historical Research

Historical research for this CHER included local history research and research of mills in Ontario. LHC consulted primary and secondary research sources including:

- Local histories;
- Flour Mill Museum materials;
- Aerial photographs; and,
- Online sources about local history.

Online sources consulted included (but was not limited to):

- City of Greater Sudbury Aerial Photograph Map;
- The Canadian Encyclopedia;
- Government of Ontario; and,
- City of Greater Sudbury.

### 2.3 Site Visit

Since 2020, LHC personnel have visited the Museum twice while working on projects for the City of Sudbury. These site visits occurred on 1 October 2020 and 30 August 2021. The Purpose of these site visits were to document the condition of the Museum and its surrounding context.

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<sup>1</sup> Canada's Historic Places, "Standards and Guidelines for the Conservation of Historic Places in Canada", 2010, p. 3, and Ministry of Heritage, Sport, Tourism and Culture Industries, "Heritage Property Evaluation" Ontario Heritage Tool Kit, 2006, p. 18.

Bailey Chabot, a Senior Planner with the City, visited the area around the Property to photograph the Museum in its context on 28 April 2022.

A selection of photographs from the site visit that document the Property are included in Section 5.0. Unless otherwise attributed all photographs in this CHER were taken during these site visits.

## 2.4 Evaluation

Under Provincial legislation and policy, the conservation of cultural heritage resources is a key Provincial interest (see Section 3.0 below for details).

*O. Reg. 9/06* identifies the criteria for determining cultural heritage value or interest under Section 29 of the *OHA* and is used to create a Statement of Cultural Heritage Value or Interest (**SCHVI**). These criteria are used in determining if an individual property has CHVI.

The regulation has three criteria, each with three sub-criteria:

- 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.<sup>2</sup>

Properties that meet one of these criteria may be designated under Part IV Section 29 of the *OHA*.

The evaluation considers the potential cultural heritage value or interest for both the Museum and the Property. Following the evaluation, a recommendation will be made regarding the best approach for proceeding with designation.

This CHER uses guidance from the *Ontario Heritage Tool Kit* and the City of Greater Sudbury Official Plan to inform our recommendations.

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<sup>2</sup> *O. Reg. 9/06: Criteria for Determining Cultural Heritage Value or Interest under Ontario Heritage Act*, R.S.O. 1990, c. O.18

## 3.0 POLICY AND LEGISLATION CONTEXT

### 3.1 Provincial Context

In Ontario, cultural heritage is considered a matter of provincial interest and cultural heritage resources are managed under Provincial legislation, policy, regulations, and guidelines. Cultural heritage is established as a key provincial interest directly through the provisions of the *Ontario Heritage Act (OHA)*, *Planning Act*, the *Provincial Policy Statement (PPS)*, and the *Environmental Assessment Act (EAA)*. Other provincial legislation deals with cultural heritage indirectly or in specific cases. These various acts and the policies under these acts indicate broad support for the protection of cultural heritage by the Province. They also provide a legal framework through which minimum standards for heritage evaluation are established. What follows is an analysis of the applicable legislation and policy regarding the identification and evaluation of cultural heritage.

#### 3.1.1 *Ontario Heritage Act, R.S.O. 1990, c. O.18*

The *Ontario Heritage Act, R.S.O. 1990, c. O.18 (Ontario Heritage Act or OHA)* was consolidated on 19 October 2021 and enables the provincial government and municipalities powers to conserve, protect, and preserve the heritage of Ontario. The Act is administered by a member of the Executive Council (provincial government cabinet) assigned to it by the Lieutenant Governor in Council. At the time of writing, the *Ontario Heritage Act* is administered by the Minister — Ministry — of Tourism, Culture and Sport.<sup>3</sup>

Amendments to the *OHA* were announced by the Province under Bill 108: *More Homes, More Choices Act* and came into effect on July 1, 2021. Designation of the Property—if Council decides to designate—will be done under the requirements of the most recent version of the *OHA*.

The *OHA* and associated regulations outline policies, priorities and programs for the conservation, protection, and preservation of the heritage of Ontario. The *OHA* sets minimum standards for the evaluation of heritage resources in the Province and gives municipalities power to identify and conserve individual properties, districts, or landscapes of cultural heritage value or interest. Individual heritage properties are designated by municipalities under Part IV, Section 29 of the *OHA*. An *OHA* designation applies to real property rather than individual structures. However, the requirements for a heritage designation By-law as described in *Ontario Regulation 385/21 (O. Reg. 385/21)* outline ways that a heritage designation By-law can be

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<sup>3</sup> Since 1975 the Ontario ministry responsible for culture and heritage has included several different portfolios and had several different names and may be referred to by any of these names or acronyms based on them:

- Ministry of Culture and Recreation (1975-1982),
- Ministry of Citizenship and Culture (1982-1987),
- Ministry of Culture and Communications (1987-1993),
- Ministry of Culture, Tourism and Recreation (1993-1995),
- Ministry of Citizenship, Culture and Recreation (1995-2001),
- Ministry of Tourism, Culture and Recreation (2001-2002),
- Ministry of Culture (2002-2010),
- Ministry of Tourism, Culture and Sport (2011-2019),
- Ministry of Heritage, Sport, Tourism and Culture Industries (2019-2022),
- Ministry of Tourism, Culture and Sport (2022-present).

focused. The description of heritage attributes in the SCHVI combined with a site plan, scale drawing and/or description in writing of the areas of a property that have cultural heritage value or interest can focus a heritage designation on specific parts of a property. Further, a heritage designation By-law may also identify physical features of a property that are not heritage attributes.

The Ontario Heritage Tool Kit document *Designating Heritage Properties* outlines that “careful research and an evaluation of the candidate property must be done before a property can be recommended for designation”.<sup>4</sup> Properties proposed for designation under Part IV, Section 29 of the *OHA* must meet the requirements established in *Ontario Regulation 9/06* (as identified in Section 2.4 above), which outlines the criteria for determining cultural value or interest and is used to create a Statement of Cultural Heritage Value or Interest (SCHVI). An SCHVI includes a description of the property—so that it can be readily ascertained—, a statement of cultural heritage value or interest for the property—which identifies the property’s heritage significance—and a description of heritage attributes—which outlines features that should be protected. The requirements for a heritage designation By-law are outlined in *O. Reg. 385/21* (see Section 3.1.1.1 below).

If a property has been determined to meet *O. Reg. 9/06*, and the decision is made to pursue designation, the *OHA* prescribes the process by which designation must occur. This process is outlined in Table 1 below. Municipal council may or may not choose to protect a property determined to be significant under the *OHA*.

A Municipal Council decision to designate a property under Part IV of the *OHA* can be appealed to the *Ontario Land Tribunal* by the property owner (*OHA* Part IV Section 34.1). An owner must give notice of appeal to the Tribunal and the clerk of the municipality within 30 days of receiving notice of Council’s intention to designate.

Table 1: Summary of the Heritage Designation Process<sup>5</sup>

| Steps to Designate a Heritage Property                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Step 1: Identifying the Property</b></p> <p>Identification can be done through community nomination or through the listing of the property on the Municipal Heritage Register.<sup>6</sup> If there is support for designation from the community or municipality the property can then move onto Step 2.</p>                                                                                                                                                                                                                                                       |
| <p><b>Step 2: Researching and Evaluating the Property</b></p> <p><i>Heritage Property Evaluation</i> (2006) states that “individual properties considered for protection under Part IV, Section 29 of the <i>OHA</i> must undergo a more rigorous evaluation than is required for listing”.<sup>7</sup> If the evaluation shows that the property has Cultural Heritage Value or Interest (CHVI), then a SCHVI and a Description of Heritage Attributes may be created.<sup>8</sup> The SCHVI explains “the cultural heritage value or interest of the property and a</p> |

<sup>4</sup> MTCS, 2006: 8

<sup>5</sup> For full details of the heritage designation process and requirements and timelines see Part IV Section 29 of the *Ontario Heritage Act*.

<sup>6</sup> Ministry of Culture. 2006b. p.8

<sup>7</sup> Ministry of Culture 2006b. p.20

<sup>8</sup> Ministry of Culture 2006b. p. 15.

## Steps to Designate a Heritage Property

description of the heritage attributes of the property”.<sup>9</sup> The SCHVI “should convey why the property is important and merits designation, explaining cultural meanings, associations and connections the property holds for the community.”<sup>10</sup>

The evaluation including research results, SCHVI, and description of heritage attributes is then submitted for review by Council and, if applicable, its Municipal Heritage Committee. Following their review, Council may approve a Notice of Intent to Designate (NOID).<sup>11</sup>

### Step 2.1: Evaluation Against *Ontario Regulation 9/06*

Evaluating a property’s cultural heritage value or interest is conducted by using *O. Reg. 9/06* as described in Section 29 (1) (a) of the *OHA*. For a property to be designated, it must be deemed to meet one of the criteria of *O. Reg. 9/06*.

### Step 2.2: Heritage Attributes

The *OHA* describes heritage attributes as “...in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest.”<sup>12</sup> *O. Reg. 385/21* outlines ways that a heritage designation By-law can be focused. The description of heritage attributes in the SCHVI combined with a site plan, scale drawing and/or description in writing of the areas of a property that have cultural heritage value or interest can focus a heritage designation on specific parts of a property. Further, a heritage designation By-law may also identify physical features of a property that are not heritage attributes.<sup>13</sup>

### Step 3: Serving Notice of Intent to Designate

If Council makes the decision to pursue designation, the municipality must issue a NOID to the property owner, the Ontario Heritage Trust, and in a local newspaper. The *OHA* requires the NOID to include:

- The description of property
- The Statement of Cultural Heritage Value or Interest
- The description of the heritage attributes (not included in the local newspaper notice)
- A statement that Notice of Objection to the designation must be filed with the municipality within 30 days of the date of publication of the newspaper notice.<sup>14</sup>

If no Notice of Objection is filed, designation may proceed.

A property owner may object to a NOID. If they wish to do so they must serve notice on the clerk of the municipality within 30 days. The objection must set out the reason for the objection and all relevant facts. Council must then consider the objection and make a decision to withdraw or not withdraw the NOID within 90 days after the end of the 30-day period.

<sup>9</sup> *Ontario Heritage Act* (3) (b). 2005, c. 6, s. 17 (2).

<sup>10</sup> Ministry of Culture. 2006b. p. 15.

<sup>11</sup> There is debate as to the timing for *O. Reg. 9/06* evaluation. The *OHA* states that *O. Reg. 9/06* evaluation is required by the time of designation but not does not state when in the process it is required before that point. However, it is recommended best practice that the property be evaluated using *O. Reg. 9/06* before the NOID and that these findings inform the SCHVI.

<sup>12</sup> *Ontario Heritage Act* (3) (b). 2005, c. 6, s. 1.

<sup>13</sup> *Ontario Regulation 385/21*. 2021.

<sup>14</sup> Ministry of Culture. 2006b. p.9.

## Steps to Designate a Heritage Property

### Step 4: Passing and Registering the Heritage Designation By-law

After objections –if any were raised—have been addressed or Council decides to proceed with designation over the objections of the owner, Council must pass a designating by-law which will be registered on the title of the property. The by-law must be passed within 120 days after the date of publication of the NOID. If the by-law is not passed within the 120-day period, the NOID will be deemed withdrawn and the municipality must issue a notice of withdrawal.

An evaluation under *O. Reg. 9/06* must be completed before designation if not already done so. The by-law will include the SCHVI and the list of heritage attributes. Notice that the by-law has been passed is issued to the property owner, the Ontario Heritage Trust, and in a local newspaper.<sup>15</sup>

Anyone who objects to the heritage designation by-law may appeal to the Ontario Land Tribunal (OLT) who will conduct a hearing on the matter. An appeal must be filed with the clerk of the municipality and the OLT within 30 days of the date of publication of the by-law. The OLT is an independent adjudicative tribunal whose decisions are binding.

### Step 5: Listing the Property on the Municipal Register

Under Part IV, Section 27 of the *OHA*, the property's listing on the Municipal Register must be updated to reflect its designation if it is already on the Register. The Register entry must include:

- a) A legal description of the property;
- b) The name and address of the owner; and
- c) A statement explaining the cultural heritage value or interest of the property and a description/list of the heritage attributes of the property.<sup>16</sup>

### Step 6: Listing on the Provincial Register

The Ontario Heritage Trust must be notified of all municipal heritage designations and will add the property to the Provincial Register.<sup>17</sup>

#### 3.1.1.1 Ontario Regulation 385/21

*O. Reg. 385/21* under the *OHA* outlines requirements for a heritage designation by-law and in Section 3 states:

3. (1) The following requirements are prescribed for the purpose of paragraph 2 of subsection 29 (8) of the Act:
  1. The by-law must identify the property by,
    - i. the municipal address of the property, if it exists,

<sup>15</sup> Ibid. p. 11.

<sup>16</sup> *Ontario Heritage Act* (3) (b). 2005, c. 6, s. 15.

<sup>17</sup> Ministry of Culture. 2006b. p.11.



ii. the legal description of the property, including the property identifier number that relates to the property, and

iii. a general description of where the property is located within the municipality, for example, the name of the neighbourhood in which the property is located and the nearest major intersection to the Property.

2. The by-law must contain one or more of the following that identifies each area on the property that has cultural heritage value or interest:

i. a site plan

ii. a scale drawing

iii. a description in writing

3. The statement explaining the cultural heritage value or interest of the property must identify which of the criteria set out in subsection 1 (2) of Ontario Regulation 9/06 (Criteria for Determining Cultural Heritage Value or Interest) made under the Act are met and must explain how each criterion is met.

4. The description of the heritage attributes of the property must explain how each heritage attribute contributes to the cultural heritage value or interest of the property.

(2) Nothing in subsection (1) prevents a by-law from identifying any physical features of a property that are not heritage attributes.

### **3.1.2 The Planning Act, R.S.O. 1990, c.P.13**

The *Planning Act*, R.S.O. 1990, c. P13, was consolidated on 1 January 2022. The Minister – Ministry — of Municipal Affairs and Housing (MMAH) administers this act. Its purpose is to:

- (a) to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;
- (b) to provide for a land use planning system led by provincial policy;
- (c) to integrate matters of provincial interest in provincial and municipal planning decisions;
- (d) to provide for planning processes that are fair by making them open, accessible, timely and efficient;
- (e) to encourage co-operation and co-ordination among various interests;
- (f) to recognize the decision-making authority and accountability of municipal councils in planning (Section 1.1).

*The Planning Act* is the primary document for municipal and provincial land use planning in Ontario. This Act sets the context for provincial interest in heritage. It states under Part I (2, d):

The Minister, the council of a municipality, a local board, a planning board, and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as...the conservation

of features of significant architectural, cultural, historical, archaeological, or scientific interest.<sup>18</sup>

To meet the purposes of the *Planning Act*, it enables the Province to issue policy statements under the authority of Part 1 (3) – the *Provincial Policy Statement* — on matters relating to municipal planning that are of provincial interest including cultural heritage and archaeology.

### 3.1.3 *Provincial Policy Statement (2020)*

The *PPS* is issued under the authority of Section 3 of *The Planning Act* and provides further direction for municipalities regarding provincial requirements, setting the policy foundation for regulating development and use of land in Ontario. Land use planning decisions made by municipalities, planning boards, the Province, or a commission or agency of the government must be consistent with the *PPS*. The *PPS* makes the consideration of cultural heritage equal to all other considerations and recognizes that there are complex interrelationships among environmental, economic, and social factors in land use planning. It is intended to be read in its entirety and relevant policies applied in each situation. The *PPS* addresses cultural heritage in Sections 1.7.1e and 2.6.

Section 1.7 of the *PPS* on long-term economic prosperity encourages cultural heritage as a tool for economic prosperity by “encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including *built heritage resources* and *cultural heritage landscapes*” (Section 1.7.1e).

Section 2.6 of the *PPS* articulates provincial policy regarding cultural heritage and archaeology:

- 2.6.1 *Significant built heritage resources and significant cultural heritage landscapes shall be conserved.*
- 2.6.2 *Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been 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.
- 2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
- 2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources.<sup>19</sup>

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<sup>18</sup> Province of Ontario. “The Planning Act, R.S.O. 1990, c. P.13,” last modified December 8, 2020, <https://www.ontario.ca/laws/statute/90p13>.

<sup>19</sup> Province of Ontario, “The Provincial Policy Statement 2020,” last modified May 1, 2020, <https://files.ontario.ca/mmah-provincial-policy-statement-2020-accessible-final-en-2020-02-14.pdf>



The *Provincial Policy Statement* recognizes that there are complex interrelationships among environmental, economic, and social factors in land use planning. It is intended to be read in its entirety and relevant policies applied in each situation.

As defined in the *PPS*, significant means:

in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the Ontario Heritage Act.<sup>20</sup>

### 3.1.4 Growth Plan for Northern Ontario (2011)

The City of Greater Sudbury falls within the Growth Plan for Northern Ontario (**Growth Plan**). The Growth Plan took effect on 3 March 2011 under the Places to Grow Act (2005) and was approved by the Lieutenant Governor in Council, Order-in-Council No 209/2011. The Growth Plan's purpose is to guide the population and economic growth of Northern Ontario for the next 25 years.

The Growth Plan's key goals include:

- Diversifying of traditional resource-based industries;
- Workforce education and training;
- Integration of infrastructure investments and planning; and,
- Tools for Indigenous peoples' participation in the economy.<sup>21</sup>

The Growth Plan's policies relating to heritage can be found in the Economy section.

Within arts and cultural industries, as well as in the tourism sector, competitive advantages arise from the North's unique history, culture, and natural environment. This includes gaining an appreciation of the history and culture of Aboriginal peoples and Northern Ontario's French-speaking population, reconnecting with nature, and enjoying the diversity and vibrancy of urban communities.<sup>22</sup>

Section 2.2.2 states that:

The Province will focus economic development strategies on the following existing and emerging priority economic sectors and the distinct competitive advantages that Northern Ontario can offer within these sectors:

- c. arts, culture, and creative industries<sup>23</sup>

The Growth Plan also encourages the Province, industry, and partners to support the arts, culture, and creative industries by "celebrating the unique cultures and histories of the peoples of Northern Ontario."<sup>24</sup>

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<sup>20</sup> Province of Ontario, "The Provincial Policy Statement 2020," 51.

<sup>21</sup> The Government of Ontario. 2011. *The Growth Plan for Northern Ontario*. Accessed from: <https://www.ontario.ca/document/growth-plan-northern-ontario>.

<sup>22</sup> The Government of Ontario. 2011. *The Growth Plan for Northern Ontario*, 6.

<sup>23</sup> The Government of Ontario. 2011. *The Growth Plan for Northern Ontario*, Section 2.2.2.

<sup>24</sup> The Government of Ontario. 2011. *The Growth Plan for Northern Ontario*, Section 2.3.4.

### 3.1.5 *Municipal Act, 2001, S.O. 2001, c. 25*

The *Municipal Act* was consolidated on 31 December 2021 and enables municipalities to be responsible and accountable governments with their jurisdiction.<sup>25</sup> The *Municipal Act* authorizes powers and duties for providing good government and is administered by the Ministry of Municipal Affairs and Housing.

Amongst the many powers enabled by the *Municipal Act* is the power to create by-laws within the municipality's sphere of jurisdiction.<sup>26</sup> Under Section 11 (3), lower and upper tier municipalities are given the power to pass by-laws on matters including culture and heritage.<sup>27</sup> This enables municipalities to adopt a by-law or a resolution by Council to protect heritage.

### 3.1.6 Provincial Planning Context Summary

In summary, cultural heritage resources are considered an essential part of the land use planning process with their own unique considerations. As the province, these policies and guidelines must be considered by the local planning context. In general, the province requires significant cultural heritage resources to be conserved.

## 3.2 Local Planning Context

### 3.2.1 The City of Greater Sudbury Official Plan (2006, Consolidated 2022)

The *City of Greater Sudbury Official Plan (OP)* was adopted on 14 June 2006 and most recently consolidated in March 2022. The municipality is currently reviewing the OP in two phases with Phase One approved by the Province and came into effect on 26 April 2019. Phase Two is ongoing and will support the Transportation Background Study update and the Water/Wastewater Master Plan. The City is a Single Tier municipality.

Part of the OP's vision is that "Cultural heritage assets identified in the Municipal Heritage Register are conserved, adaptively re-used, and incorporated into new developments. The Archaeological Management Plan guides development in and around known archaeological sites in our community."<sup>28</sup> By doing so, the OP contributes to its Healthy Community goals and Economic Development Strategic Plan.<sup>29</sup>

Section 13.0 of the OP outlines policies regarding Heritage Resources with the objective to:

- a. promote the conservation, restoration, and rehabilitation of all heritage resources;
- b. ensure that heritage features are passed on for the enjoyment and care of future generations;
- c. prevent the demolition or inappropriate alteration of heritage resources;

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<sup>25</sup> Province of Ontario, "Municipal Act, 2001, S.O. 2001, c.25," last modified December 9, 2021, <https://www.ontario.ca/laws/statute/01m25>.

<sup>26</sup> Province of Ontario, "Municipal Act," 11.

<sup>27</sup> Province of Ontario, "Municipal Act," 11(3).

<sup>28</sup> The City of Greater Sudbury. 2016, consolidated 2019. *The City of Greater Sudbury Official Plan. The City of Greater Sudbury*. Section 1.4. Accessed from: <https://www.greatersudbury.ca/city-hall/reports-studies-policies-and-plans/official-plan/>.

<sup>29</sup> The City of Greater Sudbury, *The City of Greater Sudbury Official Plan*, Section 13.0.

- d. identify a range of features so they can be conserved and integrated into the community, including, buildings, sites, landscapes, and artifacts of historical, archaeological, and architectural significance; and,
- e. involve the public in heritage resource decisions affecting the City.<sup>30</sup>

Section 13.2 Heritage Structures, Districts and Cultural Landscapes outlines policies for Greater Sudbury's heritage. The most relevant policies to the Property have been included.

1. The City will prepare, publish, and periodically update a Register of the City's cultural heritage resources in accordance with the *Ontario Heritage Act*. This Register will also contain non-designated properties that have been identified by the City as having significant cultural heritage value or interest.
4. Heritage buildings and structures involved in planning applications will be retained for their original use and in their original location wherever possible to ensure that their heritage value is not compromised. If the original use is no longer feasible, adaptive reuse of buildings and structures, will be encouraged where the heritage attributes will not be compromised. If it is not possible to maintain structures in their original location, consideration may be given for the relocation of the structure.

The City will also encourage methods of conservation including:

- a. repairing or conserving building materials and finishes and other components that are part of a property's heritage attributes;
- b. retaining and maintaining the visual settings and other physical relationships that contribute to the cultural heritage value of the property;
- c. retention of a built heritage resource as a heritage monument for viewing purposes only;
- d. salvaging elements of the resource for incorporation into a new building or structure for future conservation work or displays; and,
- e. documentation for the City's archives.<sup>31</sup>

The City intends to establish the following heritage programs:

2. The City may establish heritage design guidelines and/or cultural heritage impact assessment guidelines that assist in the design and review of adaptive reuse proposals.
3. The City may establish a grant program for designated heritage properties. The intent of this program would be to help alleviate some of the financial burden placed upon property owners in the maintenance and conservation of heritage resources or the adaptive reuse of a designated heritage property.<sup>32</sup>

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<sup>30</sup> The City of Greater Sudbury, *The City of Greater Sudbury Official Plan*, 13.1.

<sup>31</sup> The City of Greater Sudbury, *The City of Greater Sudbury Official Plan*, Section 13.2.

<sup>32</sup> The City of Greater Sudbury, *The City of Greater Sudbury Official Plan*, Section 13.2.

### **3.2.2 The City of Greater Sudbury Zoning By-Law 2010-100Z**

The Property is zoned as a Park Zone under Zoning By-Law 2010-100Z. Zoning By-Law 2010-100Z does not include requirements for heritage properties.<sup>33</sup>

### **3.2.3 Municipal Planning Context Summary**

The City is generally supportive of heritage conservation and the integration of such properties into the community. Most OP policies concerning heritage encourage the adaptive reuse and integration of heritage properties to further intensification.

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<sup>33</sup> The City of Greater Sudbury. 2010. *The City of Greater Sudbury Zoning By-Law 2010-100Z*. *The City of Greater Sudbury*. Accessed from: <https://www.greatersudbury.ca/do-business/zoning/zoning-by-law-2010-100z/#C2>.

## 4.0 HISTORIC CONTEXT

### 4.1 Natural History

Greater Sudbury is located within Northern Ontario and is defined by lakes, rivers, and dense forests on rugged and rocky terrain.<sup>34</sup> As part of the Precambrian Canadian Shield, Greater Sudbury is located at the intersection of the Superior Province, a 2.5 million-year-old area of bedrock made up of felsic intrusive rocks and the Greenville Province, a 1.0-1.6 billion-year-old area of bedrock made up of metasedimentary rocks.<sup>35</sup> Greater Sudbury's defining geologic feature is the Sudbury Basin, the result of a 10 km wide meteorite strike 1.8 billion years ago which left a basin measuring 60 km by 30 km containing metals including copper, nickel, and platinum.<sup>36</sup> Northern Ontario soil is largely composed of peat with high concentrations of minerals.<sup>37</sup> Sudbury is in the Lake Huron Drainage Basin. Water in the area generally drains south and west to Lake Huron.

### 4.2 Plano and Early Shield Culture (6,000 B.C.E. – 4,000 B.C.E.)

The Greater Sudbury area has been inhabited by humans for at least 9,000 years.<sup>38</sup> Archaeological evidence suggests that the cultural history of northern Ontario began around 6,000 B.C.E. following the retreat of the Wisconsin glacier.<sup>39</sup> The initial occupants of the province are thought to have been from the Plano/Early Shield Culture, which originated in – what is now—the southern Keewatin District and eastern Manitoba around 6,000 B.C.E.<sup>40</sup> The Plano/Early Shield Culture had distinctive stone tools and lived as nomadic big-game hunters along the northern shores of the Great Lakes.<sup>41</sup> There is archaeological evidence of copper mining during this time in the Sheguindah area for usage in jewelry and weapons.<sup>42</sup>

### 4.3 Middle Shield Culture (6,000 B.C.E. – 4,000 B.C.E.)

The Middle Shield Culture, inhabiting what is now a southwestern portion of the Northwest Territories, most of Manitoba, northern Ontario, northern Québec, and Labrador, is identified as an early culture group known on the Canadian Shield.<sup>43</sup> The Middle Shield Culture moved

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<sup>34</sup> G. Ewen, "Ontario," *Encyclopedia Britannica*, accessed 9 May 2022, <https://www.britannica.com/place/Ontario-province>.

<sup>35</sup> D. J. B. Baldwin, J. R. Desloges, and L. E. Band, "Physical Geography of Ontario," in A. H. Perera, D. E. Euler, and I. D. Thompson (eds.), *Ecology of a Managed Terrestrial Landscape: Patterns and Processes of Forest Landscapes in Ontario* (Vancouver, B.C.: University of British Columbia Press, 2000), 141–162.; Ewen, "Ontario."

<sup>36</sup> O.W. Saarinen, "Sudbury," *The Canadian Encyclopedia*, last updated 28 March 2019, accessed 9 May 2022, [https://thecanadianencyclopedia.ca/en/article/sudbury-greater\\_](https://thecanadianencyclopedia.ca/en/article/sudbury-greater_).

<sup>37</sup> Ewen, "Ontario."

<sup>38</sup> Saarinen, "Sudbury."; S. Manitowabi, *Historical and Contemporary Realities: Movement Towards Reconciliation: The Traditional and Cultural Significance of the Lands Encompassing the District of Greater Sudbury and Area* (Sudbury, ON: Laurentian University, 2020).

<sup>39</sup> K.C.A. Dawson, "A History of Archaeology in Northern Ontario to 1983," *Ontario Archaeology* 42 (1984): Table 1.

<sup>40</sup> J.V. Wright, "A History of Native People in Canada," *Archaeological Survey of Canada*, Paper 152 (Ottawa, ON: Canadian Museum of Civilization, 1995): Plano Culture, Chapter 7.

<sup>41</sup> Dawson, "A History of Archaeology in Northern Ontario to 1983," Table 1.

<sup>42</sup> Manitowabi, *Historical and Contemporary Realities*.

<sup>43</sup> Wright, "A History of Native People in Canada," Middle Shield Culture, Chapter 16.

across the Hudson Bay lowlands as glaciers continued to recede.<sup>44</sup> Middle Shield Cultures are defined by seasonal migration with dwellings ranging from semi-subterranean structures to temporary camps.<sup>45</sup> There is evidence that Northern Shield Cultures mined copper and silver from the area for use in jewelry and weapons, and traded with other groups across the continent.<sup>46</sup> The Cree, Ojibwa, Algonquin, Montagnais, and the Beothuk are all descendants of the Shield culture.<sup>47</sup>

#### 4.4 Late Western Shield Culture (500 B.C.E. – 900 C.E.)

The Late Western Shield Culture, a descendant of the Middle Shield Culture, inhabited what is now Québec, Northern Ontario, Manitoba, and east-central Saskatchewan. This group is defined by the introduction of pottery, bow and arrows, and chipped stone tool assemblages.<sup>48</sup> Archaeological evidence shows that the Late Western Shield Culture way congregated in large communities along waterways in the winter and spread out across the landscape for the rest of the year.<sup>49</sup>

#### 4.5 Anishinabek Nation (900 C.E. - To Present)

Anishinabek peoples from the south began to move north of the Great Lakes and continued expanding northwest. During this time, oral tradition says that Anishinabek cultural groups, including the Ojibwe, Algonquin, and Odawa, moved from a large body of water to the shores of the Great Lakes around 1400.<sup>50</sup> These peoples were hunters, trappers, and fishermen and used birch bark for everything from canoes to portable wigwams.<sup>51</sup> The Greater Sudbury area is located on the traditional territory of the Atikameksheng Anishinabek First Nation, descendants of the Ojibway, Algonquin and Odawa Nations, and the Wahnapiatae First Nation, an Ojibway community of the Anishinabek Nation.<sup>52</sup>

#### 4.6 Early Euro-Canadian History – Fur Trade

Europeans from New France began to arrive in Northern Ontario in the 16<sup>th</sup> century by way of the St. Lawrence River due to a demand for beaver pelts to supply the Fur Trade.<sup>53</sup> In response to this demand, the Wendat, Odawa, and Ojibwe peoples developed alliances with French explorers, including Samuel de Champlain, to supply furs from the interior.<sup>54</sup> With this new access, New France expanded to the Great Lakes area.<sup>55</sup> British competition was occurring at

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<sup>44</sup> Wright, "A History of Native People in Canada," Middle Shield Culture, Chapter 16.

<sup>45</sup> Wright, "A History of Native People in Canada," Middle Shield Culture, Chapter 16.

<sup>46</sup> Manitowabi, *Historical and Contemporary Realities*.

<sup>47</sup> Wright, "A History of Native People in Canada," Late Western Shield Culture, Chapter 25.; Dawson, "A History of Archaeology in Northern Ontario to 1983," Table 1.

<sup>48</sup> Wright, "A History of Native People in Canada," Middle Shield Culture, Chapter 16.

<sup>49</sup> Wright, "A History of Native People in Canada," Late Western Shield Culture, Chapter 25.

<sup>50</sup> L. Sultzman, "Ojibwe History," accessed 9 May 2022, <http://www.tolatsga.org/ojib.html>.

<sup>51</sup> Manitowabi, *Historical and Contemporary Realities*.

<sup>52</sup> Atikameksheng Anishinabek First Nation, "History," accessed 9 May 2022, <https://atikamekshenganishnawbek.ca/culture-language/history/>; Wahnapiatae First Nation, "Community," accessed 9 May 2022, <https://www.wahnapiataefirstnation.com/community/>.

<sup>53</sup> J.E. Foster and W.J. Eccles, "Fur Trade in Canada," *The Canadian Encyclopedia*, last updated 24 March 2022, accessed 9 May 2022, <https://www.thecanadianencyclopedia.ca/en/article/fur-trade>.

<sup>54</sup> Manitowabi, *Historical and Contemporary Realities*.

<sup>55</sup> Foster and Eccles, "Fur Trade in Canada."



the same time with the establishment of the Hudson's Bay Company and Rupert's Land territory claim in 1670.<sup>56</sup>

Tensions between the French and the British lead to the Seven Years War (1756-1763).<sup>57</sup> The Treaty of Paris concluded the Seven Years War and transferred control of New France to Great Britain. Over the following decades, the Province of Ontario was established. Territorial boundaries were redrawn following the American Revolution (1776-1783) and the Treaty of Versailles drew a new southern boundary down the centre of the Great Lakes.<sup>58</sup>

#### 4.7 Early Euro-Canadian History – European Immigration and Treaties

Logging started on the north shore of Lake Huron by the mid-19th century, and provincial surveyors recorded detailed information about the area's landscape and resources. Immigrants moved into easily accessible areas around the Great Lakes and along major rivers in Northern Ontario. Settlement increased rapidly in the 1840s, as lumber and metals were found in many places.<sup>59</sup> As immigrants, explorers, and prospectors moved into northern areas they encroached on Indigenous territory and tensions arose.<sup>60</sup> In response, Indigenous Chiefs demanded a Treaty to define their territory and ensure Indigenous communities benefited from the wealth of the land's resources.<sup>61</sup>

The land on which the City of Greater Sudbury is located is within the Robinson-Huron Treaty area. The treaty was signed in 1850 between the Crown and twenty-one Anishinabek Indigenous communities along the northern shore of Lake Huron (Figure 3).<sup>62</sup> The Robinson-Huron Treaty was meant to include exclusive land use for Indigenous communities, hunting and fishing rights, and treaty annuities which would be increased over time—although the annuity was not increased past \$4.00 in 1874.<sup>63</sup> Lands were set aside as reserves; however, ongoing areas of disagreement about units of measure and boundaries as well as the Crown's disregard for Indigenous people's rights resulted in the treaty not being respected.<sup>64</sup> Following the signing of the Robinson-Huron Treaty, the area was divided into districts for administrative purposes starting with the Algoma District in 1858.

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<sup>56</sup> A.J. Ray, "Hudson's Bay Company," *The Canadian Encyclopedia*, last updated 18 November 2020, accessed 9 May 2022, <https://thecanadianencyclopedia.ca/en/article/hudsons-bay-company>.

<sup>57</sup> W.J. Eccles, "Seven Years War," *The Canadian Encyclopedia*, last updated 6 April 2022, accessed 9 May 2022, <https://www.thecanadianencyclopedia.ca/en/article/seven-years-war>.

<sup>58</sup> Randall White, *Ontario 1610-1985: A Political and Economic History* (Toronto: Dundurn Press Limited, 1985), 52.

<sup>59</sup> The City of Greater Sudbury, "History," accessed 9 May 2022, <https://www.greatersudbury.ca/live/about-greater-sudbury/history/>.

<sup>60</sup> Saarinen, "Sudbury."

<sup>61</sup> Anishnabek, "Robinson-Huron Treaty Rights: 1850 to Today," accessed 9 May 2022, <http://www.anishnabek.ca/wp-content/uploads/2016/06/Robinson-Huron-Treaty-Rights.pdf>, 3.

<sup>62</sup> Anishnabek, "Robinson-Huron Treaty Rights," 6.

<sup>63</sup> Anishnabek, "Robinson-Huron Treaty Rights," 6.

<sup>64</sup> Anishnabek, "Robinson-Huron Treaty Rights," 4-5.



Figure 3: Robinson-Huron Treaty Map<sup>65</sup>

#### 4.8 The City of Greater Sudbury

The Town of Sudbury was established as a remote depot and telegraph office for about 3,350 Canadian Pacific Railway (CPR) labourers and surveyors as railway surveyors charted the route of the transcontinental railway in 1883 (Figure 4).<sup>66</sup> As a railway company town, CPR owned large tracts of land (Figure 5).<sup>67</sup> Company towns were remote “planned, single-industry communities, where one company has had housing built for its workers, generally by way of an urban project, and has set up various facilities”.<sup>68</sup> Like other company towns, the Town attracted thousands of workers until the railway in the area was completed in 1884 and workers moved on.<sup>69</sup> By the time railway construction moved on, the Town was home to a few hundred permanent residents. A lumber industry developed to support the railway. In March 1884, the McKim Municipal Township Council was established and governed the Town in cooperation with CPR.<sup>70</sup>

<sup>65</sup> Atikameksheng Anishinabek First Nation, “History.”

<sup>66</sup> Saarinen, “Sudbury.”; C.M. Wallace, *The 1880s in Sudbury: Rail Town to Regional Capital*, C.M. Wallace and Ashley Thomson (eds.), (Toronto: Dundurn Press, 1993), 11-32.

<sup>67</sup> Wallace, *The 1880s in Sudbury*, 16; Saarinen, “Sudbury.”

<sup>68</sup> L.K. Morisset, “From Town-Building to Society-Making: Company Towns in Canada,” *JSSAC / JSÉAC* 42(1): 45.

<sup>69</sup> Wallace, *The 1880s in Sudbury*, 15.

<sup>70</sup> Wallace, *The 1880s in Sudbury*, 18.



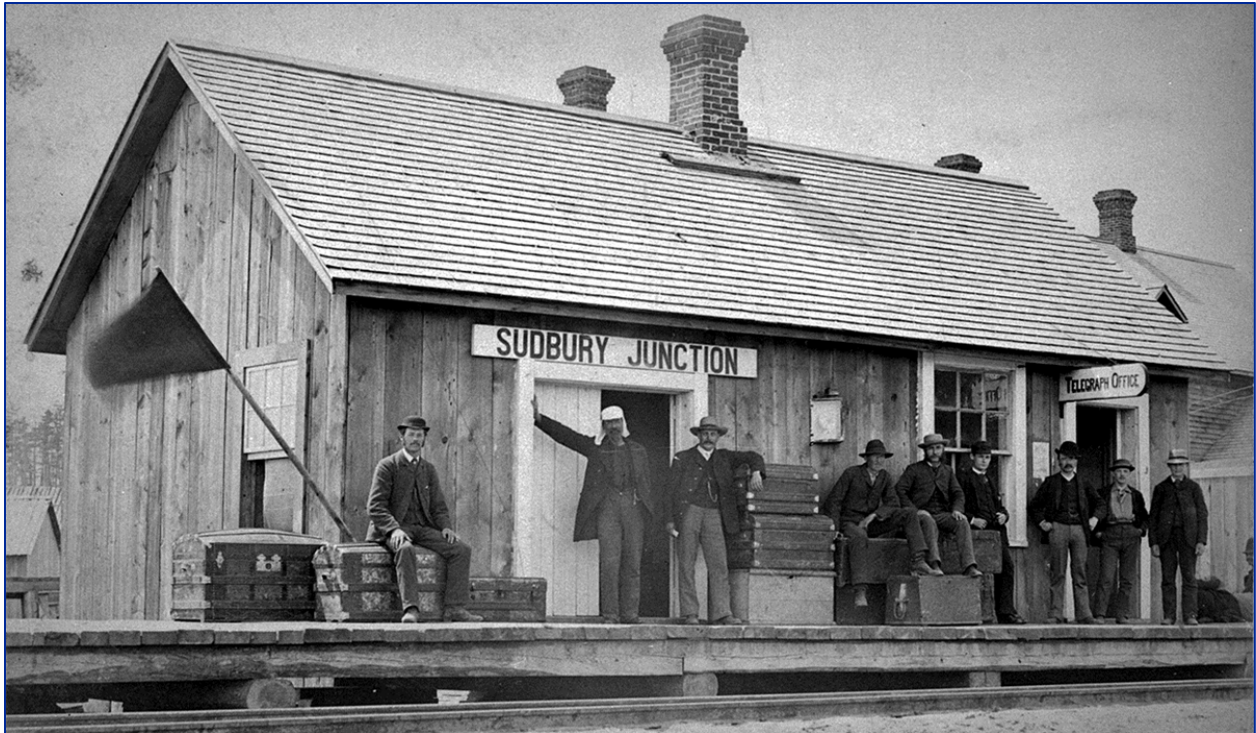


Figure 4: Sudbury Junction in early 1880s (Source: Exporail/CP Collection: A18622; CP, 2020)



Figure 5: View of Sudbury in 1883 (Source: University of Sudbury, 2013).

Copper was discovered near Sudbury in 1884.<sup>71</sup> Entrepreneurs and prospectors moved into the area and a formal townsite was required. The CPR drafted a township plan in a gridiron design around the railway yard in 1886.<sup>72</sup> The early settlement was constrained by the lack of a solid tax base, the rocky topography of the area, and the layout of the rail lines.<sup>73</sup> Eventually development spread out along the major roads.

The Sudbury area consolidated in 1960 with the amalgamation of Sudbury, McKim Township, and the west half of Neelon Township.<sup>74</sup> The 1970s were a time of transformation in Sudbury as the area grappled with sprawl and pollution from logging and mining. In response, a Regional government was established in 1973 which included Sudbury and six area municipalities.<sup>75</sup> As a region, the government was able to guide development and require taxes from the mining industries for the first time.<sup>76</sup> Greater Sudbury faced a declining population in the 1970s as new technology affected the types of mining jobs available.<sup>77</sup> In response, the region worked to diversify the local economy including wholesale distribution, an airport, and universities.<sup>78</sup> The City of Greater Sudbury was established on 1 January 2001 with the amalgamation of the former towns and city of the former Regional Municipality of Sudbury. The City of Greater Sudbury and its mines have been part of the Province's *Mineral Development Strategy* since 2015 with the goal to increase engagement with Ingenious communities and workforces.<sup>79</sup>

#### 4.9 French Canadian History in Sudbury

This brief history of French-Canadian history of Sudbury is intended to provide broad context to understand the Property and Museum within the community.

In the late 19<sup>th</sup> century, labourers such as woodcutters and railroaders were brought to the area by the Canadian Pacific Railway (CPR) along with merchants and clergymen.<sup>80</sup> Many of these labourers were French Canadians who were largely recruited from Quebec in the area known as Bas-Saint-Laurent, located in the south-eastern portion of Quebec along the border with New Brunswick.<sup>81</sup> The establishment of parishes, a French and English school, and a hospital soon

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<sup>71</sup> T. Jewiss, "The Mining History of the Sudbury Area," in *Rocks and Minerals in Canada*, Spring 1983, accessed 9 May 2022, <https://uwaterloo.ca/earth-sciences-museum/resources/mining-canada/mining-history-sudbury-area>.

<sup>72</sup> Wallace, *The 1880s in Sudbury*, 23.

<sup>73</sup> Saarinen, "Sudbury."

<sup>74</sup> Fern Bourque, *We Have a Working Fire: A Compilation of Sudbury's Fire History – 1883 to 2013* (Sudbury, ON: Fern Bourque, 2014), 155.

<sup>75</sup> D.K. Buse, *The 1970s in Sudbury: Rail Town to Regional Capital*, edited by Wallace, C.M. and Ashley Thomson (Toronto: Dundurn Press, 1993).

<sup>76</sup> Saarinen, "Sudbury."

<sup>77</sup> Saarinen, "Sudbury: A Historical Case Study of Multiple Urban-Economic Transformation," 66.

<sup>78</sup> Saarinen, "Sudbury: A Historical Case Study of Multiple Urban-Economic Transformation," 66-68.

<sup>79</sup> Government of Ontario, "Ontario's Mineral Development Strategy," accessed 9 May 2022, [https://www.mndm.gov.on.ca/sites/default/files/mndm\\_mds\\_english\\_2015.pdf](https://www.mndm.gov.on.ca/sites/default/files/mndm_mds_english_2015.pdf).

<sup>80</sup> Serge Dupuis, *Sudbury's Francophones: A Brief History* (Sudbury, ON: Association Canadienne-française de L'Ontario du grand Sudbury, 2021), accessed 9 May 2022, <https://quifaitquoisudbury.ca/wp-content/uploads/2021/06/Sudburys-Francophones-A-Bried-History.pdf>, 7-9.

<sup>81</sup> Lucien Michaud, *Cents ans de vie française à Sudbury 1883-1983* (Sudbury, ON : Société du Nouvel-Ontario Université du Sudbury, 1983), 13, accessed from <https://societehistorique.ca/wp-content/uploads/2013/09/Cent-ans-de-vie-fran%c3%a7aise-%c3%a0-Sudbury.pdf>.

followed.<sup>82</sup> The first marriage, baptism, church, and mayor were all from the French community.<sup>83</sup>

Soil depletion because of pollution from the mining industry significantly affected the agricultural industry in the Sudbury area. Crops, except for potatoes, were no longer a viable option forcing many to leave the area and others to switch to livestock farming.<sup>84</sup> Many people left agriculture for other industries. The increased demand for nickel and copper during the First World War led to an increase in population, an increase in mining, and an increase in the service industry to accommodate all the new arrivals.<sup>85</sup>

The formation of St. Anne of the Pines (Sainte-Anne-des-Pins) parish in 1883 began the French-Canadian community's association with the Notre Dame and O'Connor Park areas of Sudbury. This church was established by the Jesuits and is the church from which all the other Catholic churches in Sudbury were established. The founding of the J.B. Laberge Lumber Mill in the area in 1897, the establishment of the Manitoba and Ontario Flour Mill in 1910, and their employment of many French Canadians further cemented the community's association with the area. In addition, the Jesuits, who owned much of the land in the area surrounding St. Anne of the Pines parish, slowly subdivided their original land grant for residential purposes as the community grew while "ensur[ing] that future settlement in the area would remain French Canadian in character."<sup>86</sup> As a result, the area was referred to as French Town or the French Quarter until it later became known for its most visible local landmark, the silos.<sup>87</sup>

The neighbourhood known as Moulin-à-Fleur (the Flour Mill – fleur is typically translated to 'flower;' however, in this case, it is referring to the old French term 'fleur de farine' meaning the "finest part of the flour"<sup>88</sup>) or Flour Mill was founded by the French-Canadian community in the early 1900s. Despite the fact that "the Francophone settlers of the area were, very literally, instrumental in helping to build Sudbury from the ground up," tensions existed between the English and French speaking communities particularly during the First World War when the two communities did not agree on the issues of conscription and the ban on French in Ontario schools.<sup>89</sup> However, in general, relations between the two communities have been amicable.<sup>90</sup>

The founding of the Association Canadienne-française d'éducation d'Ontario (ACFEO), the attempts to maintain French in education, and additional increases in the French-Canadian

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<sup>82</sup> Serge Dupuis, *Sudbury's Francophones: A Brief History*, 7-9.

<sup>83</sup> Michaud, *Cents ans de vie française à Sudbury 1883-1983*, 13.

<sup>84</sup> Dupuis, *Sudbury's Francophones*, 9-12.

<sup>85</sup> Dupuis, *Sudbury's Francophones*, 9-12.

<sup>86</sup> Oiva W. Saarinen, *From Meteorite Impact to Constellation City: A Historical Geography of Greater Sudbury* (Waterloo, ON: Wilfrid Laurier University Press, 2013), Chapter 5.

<sup>87</sup> Saarinen, *From Meteorite Impact to Constellation City*, Chapter 5.

<sup>88</sup> Jenny Lamothe, "Sudbury's Flour Mill Neighbourhood: Writers Looking for Stories About Area's Early Francophone Population," *Sudbury.com*, last updated 12 November 2020, accessed 9 May 2022, <https://www.sudbury.com/local-news/sudburys-flour-mill-neighbourhood-writers-looking-for-stories-about-areas-early-francophone-population-2872238>.

<sup>89</sup> Jenny Lamothe, "Sudbury's Flour Mill Neighbourhood: Writers Looking For Stories About Area's Early Francophone Population," *Toronto Star*, last updated 12 November 2022, accessed 9 May 2022, <https://www.thestar.com/news/canada/2020/11/12/sudburys-flour-mill-neighbourhood-writers-looking-for-stories-about-areas-early-francophone-population.html>; Dupuis, *Sudbury's Francophones*, 12-13.

<sup>90</sup> Dennie, *Une histoire sociale du Grand Sudbury*, 138.



population cemented the presence of the francophone community in Sudbury, which was centred around the area north of downtown (Flour Mill) and in the Valley. The silos remaining from the flour mill that was established on Notre Dame Avenue became the landmark of the Moulin-à-Fleur neighbourhood.<sup>91</sup>

Sudbury has a significant French-Canadian population, which is one of the largest concentrations of Franco-Ontarians in the province.<sup>92</sup> Throughout Sudbury's history, the French-Canadian community has comprised between 30 and 40% of the total population with a marked decrease in the latter half of the 20<sup>th</sup> century.<sup>93</sup> Several key institutions and businesses, like the University of Sudbury and Standard Dairy (the first company to deliver pasteurized milk in Sudbury), were founded by local French Canadians.<sup>94</sup> In addition, the establishment of the Coopérative des artistes du Nouvel-Ontario (CANO) by a group of Laurentian University students in 1971 led to the establishment of a distinctive Franco-Ontario culture.<sup>95</sup>

#### 4.10 Flour Mill Neighbourhood Development

The Flour Mill or Moulin-à-Fleur Neighbourhood has been described as a primarily homogenous community that forms part of the Fournier district of Sudbury, which is mainly comprised of the French-Canadian population.<sup>96</sup> Neighbourhoods around the Flour Mill have been home to people from several different ethnic groups and each neighbourhood had different shared languages, cultures, ethnicity, and religion which has created a sense of unity within each of these individual communities and led to different experiences within these communities.<sup>97</sup> For the Flour Mill neighbourhood, the religious and social centre was and still is the St. Jean de Brébeuf parish and the unique circumstances of the neighbourhood led to the creation of a dialect of the French language known only to its residents called joul.<sup>98</sup>

The Flour Mill Neighbourhood was established by the working class of the Francophone community in the early 20<sup>th</sup> century and is so named for the Flour Mill that was established in the area (Figure 6).<sup>99</sup> For a history of mills in Ontario see Appendix C: Mill History.

At one time the Flour Mill Neighbourhood was known as French Town and at another point it was known as O'Connor Park so named for Larry O'Connor, who was the owner of a large section of land in the area and the person responsible for naming the streets that were developed upon his land.<sup>100</sup> In 1908, the area consisted of a few farms along Murray Street and

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<sup>91</sup> Dupuis, *Sudbury's Francophones*, 13-16.

<sup>92</sup> Saarinen, O.W. 2019.; Ontario 400, "Le Quartier Moulin à fleur à Sudbury," last updated 17 December 2014, accessed 9 May 2022, <https://ontario400.ca/400jours/le-quartier-moulin-fleur-sudbury/>.

<sup>93</sup> Michaud, *Cents ans de vie française à Sudbury 1883-1983*, 11.

<sup>94</sup> Salut Canada, "Sudbury, A Long-Standing Hub of Franco-Ontarian Culture," accessed 12 May 2022, [corridorcanada.ca/resource/Sudbury-un-pole-culturel-franco-ontarien-marquant/?lang=en](http://corridorcanada.ca/resource/Sudbury-un-pole-culturel-franco-ontarien-marquant/?lang=en;); Dupuis, *Sudbury's Francophones*, 10.

<sup>95</sup> Salut Canada, "Sudbury, A Long-Standing Hub of Franco-Ontario Culture."

<sup>96</sup> Maurice Levac, "Le Moulin à Fleur : Un quartier homogène," (Undergraduate Thesis, Laurentian University, 1977), 18. Donald Dennie, *Une histoire sociale du Grand Sudbury : Le bois, le roc et le rail* (Ottawa : Prise de parole, 2017), 135-136.

<sup>97</sup> Levac, "Le Moulin à Fleur," 18-19.

<sup>98</sup> Levac, "Le Moulin à Fleur," 19-20.

<sup>99</sup> Dennie, *Une histoire sociale du Grand Sudbury*, 135-136.

<sup>100</sup> BaladoDiscovery, "The Flour Mill Museum," accessed 9 May 2022, <https://baladodecouverte.com/circuits/1006/poi/12552/the-flour-mill-museum.>; Claire Pilon, "Le Moulin à

Notre Dame Avenue. By 1916, the area had two north-south arterial roads (Notre Dame Avenue and Laforest) and two east-west arterial roads (St. Charles Street and King Street). The area west of Notre Dame Avenue and between Queen and Jogues Streets was owned by the Jesuits. By 1920, there were ten homes in the area and the rest of the land in the area was divided into parcels by Larry O'Connor (west of Notre Dame Avenue) and Henry Jones (east of Notre Dame Avenue). Four years later, six houses had been added to King Street and two gravel pits had been constructed at the corners of Notre Dame Avenue and Queen Street and Bond and Laforest Streets.<sup>101</sup>

Businesses played a key role in the development of the area. Throughout its history, the area has been home to a large number of businesses; however, these businesses tended to close or change ownership more frequently. The Laberge Mill, established between 1890 and 1900, was the largest industry in the area for many years and employed most of the male population of this area.<sup>102</sup>

An aerial image from 1946 indicates that the area was primarily residential with a train station on the western edge of the neighbourhood. The flour mill silos and its associated workers' houses are visible on the eastern edge of the neighbourhood (Figure 7 and Figure 8). The areas north, northeast and northwest of the neighbourhood were largely undeveloped at that time. The neighbourhood itself was almost entirely developed with residential properties. By 1956, the small area that was undeveloped in the southwestern corner of the neighbourhood had been filled in with residential lots. The area that would become O'Connor Park was still open space. Some additional residences had been added to the west, but the areas to the north, northeast, and northwest were still undeveloped. Buildings had also been added along Notre Dame Avenue obscuring the view of the Flour Mills' workers' houses. The aerial image for 1963 shows little change in this area, although some buildings and structures were added to the parcel that would become O'Connor Park. By 1975, the neighbourhood started to expand and the areas north, northeast, and northwest of the neighbourhood had started to be developed (Figure 9). A registered plan of the O'Connor Park subdivision from 1975 illustrates a large undeveloped block north of Morin Avenue and residential lots planned over what is now the Property (Figure 10). By this point, the Flour Mill's workers' houses had been demolished. By 1989, O'Connor Park was established with the introduction of tennis courts and a skating rink. The areas north, northeast, and northwest of the neighbourhood continued to be developed, but the neighbourhood itself has remained largely unchanged (Figure 8 and Figure 9).

By the 1980s, commerce in the area had grown significantly and had become much more varied; however, the neighbourhood had fallen into disrepair. Various urban renewal projects were initiated by different local governments and the addition of parks helped repair the area. Despite these repairs, some residents moved to other areas of the city or left Sudbury entirely.<sup>103</sup>

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fleur," in *Cents ans de vie française à Sudbury 1883-1983* (Sudbury, ON : Societe historique du Nouvel-  
Ontario Université de Sudbury, 1983), 57-59, accessed from <https://societehistorique.ca/wp-content/uploads/2013/09/Cent-ans-de-vie-fran%c3%a7aise-%c3%a0-Sudbury.pdf>.

<sup>101</sup> Pilon, "Le Moulin à Fleur," 57-59.; Claire Pilon, *Le Moulin à Fleur* (Sudbury, ON : 2011), 17-20.

<sup>102</sup> Pilon, *Le Moulin à Fleur*, 29-36.

<sup>103</sup> Pilon, "Le Moulin à Fleur," 71.



Figure 6: Historic Image of the Flour Mill Before its Partial Demolition (Undated)<sup>104</sup>

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<sup>104</sup> BaladoDiscovery, "Flour Mill Museum."



Figure 7: Workers' Houses That Formed Part of the Flour Mill complex (Undated)<sup>105</sup>

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<sup>105</sup> BaladoDiscovery, "Flour Mill Museum."





## Legend

- The Flour Mill Museum building
- O'Connor Park

## TITLE

1946, 1956, and 1963 Aerial Images Showing the Property

## CLIENT

Planning Services Division City of Greater Sudbury, ON

## PROJECT

Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON

PROJECT NO. LHC0303

## NOTE(S)

1. All locations are approximate.

## REFERENCE(S)

1. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022). Scale 1:15,840. roll 24 line 155 photo 0060, 1946.
2. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022). Scale 1:10,800. roll 4101 line 10 photo 213, 1956.
3. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022). Scale 1:4,800. roll 172 line 8 photo 30, 1963.

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## CONSULTANT



YYYY-MM-DD 2022-05-20

PREPARED LHC

DESIGNED JG

FIGURE # 8





## Legend

- The Flour Mill Museum building
- O'Connor Park

**TITLE**  
1975, 1989, and 1994 Aerial Images Showing the Property

**CLIENT**  
Planning Services Division City of Greater Sudbury, ON

**PROJECT** PROJECT NO. LHC0303  
Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON

**NOTE(S)**  
1. All locations are approximate.

**REFERENCE(S)**  
1. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022), Scale 1:15,840, roll 24 line 155 photo 0060, 1946.  
2. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022), Scale 1:12,000, roll 008 line 041 photo 0162, 1975.  
3. City of Greater Sudbury, (<https://www.arcgis.com/apps/webappviewer/index.html?id=aa9443cebbef4746a03615f5c61b4800&extent=-9099000.5751%2C5816742.6015%2C-8935960.3938%2C5896466.422%2C102100>, accessed May 18, 2022), Scale 1:6,000, roll 149 line 009 photo 0003, 1975.  
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|            |            |            |
|------------|------------|------------|
| CONSULTANT | YYYY-MM-DD | 2022-05-19 |
| <b>LHC</b> | PREPARED   | LHC        |
|            | DESIGNED   | JG         |
|            | FIGURE #   | 9          |



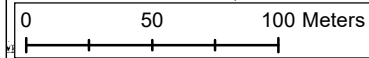
**PLAN**  
of  
**O'CONNOR PARK SUBDIVISION**  
Being Part of Lot 5, Con. IV,  
Township of Morris  
TOWN OF SUDBURY  
DISTRICT OF SUDBURY  
ONT.

NOTE: ALL BEARINGS CALCULATED FROM "DUE EAST" LINE BETWEEN CONS IV & V.

Scale: 100 ft = one inch



measured along the manner in which the land was subdivided by us and that the said plan with the provisions of the "Regulatory Act" of 1912.



Witnessed by me

*Richard J. J. J.*

Witnessed by me

1. That I have personally viewed and am at the time present with the surveying party, and am satisfied with the accuracy of the same.
2. That I have personally viewed the same.
3. That the said plan and document were executed at the time and place of the said survey.
4. That I am a duly qualified surveyor of the said Plan and duplicate.

TOWN COUNCIL'S CERTIFICATE -

has been shown that this Plan has been approved by the Council of the Town of Sudbury, and the regulations relating thereto in the Town of Sudbury are the same as those in force in 1912.

*J. J. J.*

*J. J. J.*

We hereby consent to the

I HEREBY REPRESENTS

**Legend**

- The Flour Mill Museum building
- O'Connor Park

**NOTE(S)**

1. All locations are approximate.

**REFERENCE(S)**

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**TITLE**  
Plan of O'Connor Park Subdivision from 1975

**CLIENT**  
Planning Services Division City of Greater Sudbury, ON

**PROJECT**  
Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON

**CONSULTANT** YYY-MM-DD 2022-05-13



PREPARED LHC

DESIGNED JG

FIGURE # 10

#### 4.11 Flour Mill Museum History

The Flour Mill Museum building was constructed between 1902 and 1906 by former Evans Lumber Company employee Francois Valeur. In 1910, Francois Valeur sold the residence and adjacent land to the Manitoba and Ontario Flour Mill Company. The Flour Mill Company then constructed the flour mill and its associated silos, maintaining the Valeur residence for the use of their foreman until 1920, when the mill ceased operations as a result of declining demand for overseas shipments of grain, competition from the Lake Head Milling operations, the lower quality of locally grown grains, and the higher pay of mining.<sup>106</sup> Shortly after the closure of the mill in 1920, the mill building was demolished; however, the silos remained due to their construction and the significant cost associated with removing them.<sup>107</sup>

After the closure of the Flour Mill, the house was occupied by various private residents until the City of Sudbury purchased the building in 1974 from Aimé Lapalme for \$1.00 to use as a museum.<sup>108</sup> The building was restored and, in October of 1974, the Flour Mill Museum opened to the public at its original location (514 Notre Dame Avenue, Sudbury) on the flour mill complex.<sup>109</sup> The original museum property consisted of the 1902-1906 clapboard house with a circa 1940 rear addition and another structure built for office space and museum storage in 1975.<sup>110</sup> Both buildings were moved to 245 St. Charles Street, Sudbury in 1987 where they joined the replica log house that had been moved from Memorial Park in 1985. The museum remained at this location for 32 years until its most recent move in 2019 to its current location on the Property (Figure 7 and Figure 11). The 1975 museum office/storage building had been condemned and was not moved with the 1902-1906 building and the log cabin.<sup>111</sup>

The Flour Mill Museum building is the last remaining workers' house that formed part of the flour mill complex.<sup>112</sup> It has been visited by many residents and visitors and numerous artifacts, including household and hospital items and clothing fragments from early residents of the area, have been donated to the museum by the French community.<sup>113</sup>

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<sup>106</sup> Alana Everson, "History on the Move in Sudbury," *CTV News*, last update 29 September 2019, accessed 9 May 2022, <https://northernontario.ctvnews.ca/history-on-the-move-in-sudbury-1.4614960>.; City of Sudbury, "By-Law 89-147," last updated 22 May 1990, accessed 9 May 2022, <https://www.heritagegetrust.on.ca/en/oha/details/file?id=4511>.

<sup>107</sup> Jenny Lamothe, "Sudbury's Flour Mill Neighbourhood: Writers Looking for Stories About Area's Early Francophone Population," *Toronto Star*, last updated 12 November 2020, accessed 9 May 2022, <https://www.thestar.com/news/canada/2020/11/12/sudburys-flour-mill-neighbourhood-writers-looking-for-stories-about-areas-early-francophone-population.html>.; City of Sudbury, "By-Law 89-147."

<sup>108</sup> Greater Sudbury, "Flour Mill Museum," accessed 9 May 2022, <https://www.greatersudbury.ca/play/arts-culture-and-heritage/museums/flour-mill-museum/>.; Greater Sudbury Museums, "Flour Mill Museum Building Details."

<sup>109</sup> Pilon, *Le Moulin à Fleur*, 76-77.; Greater Sudbury, "Flour Mill Museum."; Greater Sudbury Museums, "Flour Mill Museum Building Details."

<sup>110</sup> Greater Sudbury, "Flour Mill Museum."; Greater Sudbury Museums, "Flour Mill Museum Building Details."

<sup>111</sup> LHC, "Greater Sudbury Museums High-Level Review of Operations," last updated 9 November 2021, accessed 9 May 2022, <https://pub-greatersudbury.escrimemeetings.com/filestream.ashx?DocumentId=42803>.

<sup>112</sup> Conservation Review Board, "City of Sudbury – Intention to Designate Flour Mill Silos – Notre Dame Avenue, Sudbury, Ontario," last updated 16 February 1990, accessed 9 May 2022, <https://olt.gov.on.ca/wp-content/uploads/2015/03/Flour-Mill-Silos.pdf>.; Pilon, *Le Moulin à Fleur*, 76.

<sup>113</sup> Pilon, *Le Moulin à Fleur*, 76-77.





| # | Location                                   |
|---|--------------------------------------------|
| 1 | Original Location at 514 Notre Dame Avenue |
| 2 | Second Location at 245 St Charles Street   |
| 3 | Current Location at O'Connor Park          |

## Legend



Flour Mill Museum Building Locations



O'Connor Park

## NOTE(S)

1. All locations are approximate.

## REFERENCE(S)

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## TITLE

**Flour Mill Museum locations**

## CLIENT

Planning Services Division City of Greater Sudbury, ON

## PROJECT

Cultural Heritage Evaluation Report Flour Mill Museum, O'Connor Park, 140 St. George St, City of Greater Sudbury, ON

PROJECT NO. LHC0303

## CONSULTANT



YYYY-MM-DD

2022-05-13

PREPARED

LHC

DESIGNED

JG

FIGURE #

11

## 4.12 The Property

The Property is located on Lot 5, Concession 4. It is the site of O'Connor Playground, an urban park in the Flour Mill neighborhood of Sudbury. The museum buildings were moved to this location in 2019.<sup>114</sup>

According to an air photo from 1946, O'Connor Playground was initially the site of a single-detached dwelling surrounded by green space with an extension to modern-day Kehoe Avenue running through the western half of the site (Figure 8). By 1956, the dwelling had been removed and various small accessory buildings were added mostly along the southern boundary of the site with a couple along the northern boundary. The extension to Kehoe Avenue was still present at this date (Figure 8). By 1963, the extension to Kehoe Avenue and the various accessory buildings had been removed. A baseball diamond with bleachers was added to the eastern side of the site, and two one-storey buildings were constructed along the former Kehoe Avenue extension (Figure 8). A 1975 air photo indicates that the site had experienced significant change with the removal of the baseball diamond (although remnants of it are still visible), the bleachers, and the two one-storey buildings. They were replaced with a new one-storey rectangular plan building and two ice-skating rink shapes on the western side of the site. The eastern side of the site appears to have been left as green space (Figure 9). One source seems to indicate that the park was closed in the late 1970s and 1980s; however, based on the source's focus on fastball history in Sudbury, it seems more likely that the baseball diamond had been closed and not the whole park.<sup>115</sup>

By 1989, the one-storey rectangular plan building, and the two ice-skating rink shapes had been removed. Two tennis courts were added to the center of the site and a one-storey square plan building with an ice-skating rink were added to the western side of the site (Figure 9). By 1994, a small gravel parking lot was added north of the tennis courts, monuments or artwork were added to the eastern side of the site and north of the skating rink, and paths were added between the features (Figure 9). A splashpad was added between 2004 and 2006.<sup>116</sup> The playground was added in 2010 and the pickle ball courts replaced the tennis courts in 2018.<sup>117</sup> The monuments or artwork as well as the paths that connected them to the rest of the site's features were removed sometime between 1994 and 2010 (the current Google Maps aerial image depicts only the remnants of the monuments/artwork and the playground but not the pickle ball courts).

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<sup>114</sup> CBC News, "Museum in Greater Sudbury Prepares for Move to New Location," last updated 22 July 2019, accessed 9 May 2022, <https://www.cbc.ca/news/canada/sudbury/flour-mill-museum-move-new-location-1.5218247>.

<sup>115</sup> Roger Legendre, "Fastball in Greater Sudbury Region – A History + Metro Szeryk," last updated 25 June 2008, accessed 31 May 2022, <http://www.alsfastball.com/news/2844/308/FASTBALL-IN-GREATER-SUDBURY-REGION-A-History-Metro-Szeryk.html>.

<sup>116</sup> Google Earth, historical imagery.

<sup>117</sup> Jenny Jelen, "O'Connor Park Playground Comes to Life," last updated 21 August 2010, accessed 31 May 2022, <https://www.sudbury.com/lifestyle/oconnor-park-playground-comes-to-life-230239>; John Lappa, "Dedicated Pickleball Courts at O'Connor Park," last updated 7 September 2018, accessed 31 May 2022, <https://www.thesudburystar.com/news/local-news/dedicated-pickleball-courts-at-oconnor-park>.



## 5.0 EXISTING CONDITIONS

### 5.1 Surrounding Context

The Property is in the Flour Mill neighbourhood of the City of Greater Sudbury. It is approximately 2.76 kilometers (km) from the north shore of Ramsey Lake, and 1.14 kilometers (km) north of downtown Sudbury.

The topography of the surrounding area is relatively flat; however, there is a steep berm running along the western side of Morin Avenue to elevate the railway tracks. Local vegetation includes a mix of deciduous and coniferous trees, landscaped residential and institutional properties, and bushes along Morin Avenue to visually separate the railroad tracks (Figure 12 to Figure 19).

The surrounding area includes mainly residential properties with some commercial and institutional properties (Figure 12 to Figure 17). Residential properties are primarily small, single detached Victory style houses. They are generally one to two story buildings. Residential properties have a range of shallow setbacks ranging from 2.41 metres (m) to 6.71 metres (m) from the street. The houses are primarily wood frame buildings on concrete foundations with vinyl siding (Figure 12 to Figure 16 and Figure 19 to Figure 20). Commercial buildings in the area are primarily one storey with setbacks ranging from 4.63 m to 9.09 m. They are made from materials including concrete and vinyl siding. There are a few commercial buildings with large setbacks ranging from 13.81 m to 137.71 m (Figure 21 and Figure 22). Institutional buildings in the area include the Iron Workers Local 786 Union building on St. George Street with a setback of 7.55 m built from concrete, vinyl siding, and stucco (Figure 17).

The Property is bound by Dell Street to the north, residential properties to the east, St. George Street to the south and Morin Avenue to the west. Dell Street is a municipally maintained collector road connecting local roads with Notre Dame Avenue or Sudbury Municipal Road 80. It is a two-lane road with sidewalks and curbs on both sides and streetlights on the north side (Figure 12 and Figure 13). St. George Street is a municipally maintained local road connecting residences with other local roads and Notre Dame Avenue. It is a two-lane road with curbs on both sides, streetlights on the south side, a full sidewalk on the northside and a sidewalk on the south side that ends at the southeast corner of Kehoe Avenue (Figure 15 and Figure 16). Morin Avenue is a municipally maintained local road that connects residences and other local roads with Cambrian Heights Drive. It is a two-lane road that runs parallel with the railway tracks with curbs on both sides, a sidewalk on the east side, and streetlights on the west side (Figure 17 to Figure 19).





Figure 12: View east along Dell Street from the Intersection of Dell Street and Morin Avenue



Figure 13: View west along Dell Street from the south side of the street





Figure 14: View north along the eastern boundary of the Property



Figure 15: View west along St. George Street from the north side of the street





Figure 16: View east along St. George Street from the south side of the street



Figure 17: View southwest along Morin Avenue from the southwest corner of the Property





Figure 18: View of Morin Avenue and the railway tracks



Figure 19: View northeast along Morin Avenue from the southwest corner of the intersection of Morin Avenue and Dell Street





Figure 20: View of residences along St. George Street



Figure 21: View of the commercial building near the southwestern corner of St. George Street and Morin Avenue





Figure 22: View of the commercial buildings on the northwest corner of Morin Avenue and Dell Street

## 5.2 The Property

The Property municipally known as 140 St. George Street is a 1.36 hectares irregularly shaped lot known as O'Connor Park (Figure 2). The Flour Mill Museum and the log cabin are located on the northwest corner of the lot with both buildings being perpendicular to each other and both facing the interior of the Property.

### 5.2.1 O'Connor Park

Six pickle ball courts are located in the centre of the park with a small gravel parking area to the north, a small paved parking area to the south, a small splash pad to the northeast, and a one-storey log cabin with a medium pitch gable roof and overhanging eaves that serves as an additional museum building to the northwest (Figure 23 and Figure 24). West of the pickle ball courts is a skating rink. A single storey building with a square plan, concrete construction, a shallow pitch hip roof, overhanging eaves, and a variety of sizes and configurations of windows is located south of the skating rink and southwest of the pickle ball courts (Figure 25). A playground is in the southwest corner of the park (Figure 26). The area east of the splash pad and pickle ball courts is dedicated green space (Figure 27).





Figure 23: View of the one-storey building and pickleball courts from the south side of St. George Street



Figure 24: View of the splash pad and parking lot from the northeast corner of the Property





Figure 25: View of the west side of the Property from the north side of Dell Street



Figure 26: View of O'Connor Park from the southwest corner of the Property





Figure 27: View from across the green space on the east side of the Property

## 5.2.2 Flour Mill Museum Exterior

The Flour Mill Museum building is a two-storey, rectangular plan, wood frame construction with wood clapboard siding on a new, concrete foundation. The foundation is covered in metal flashing. It has a steep pitch front-facing gable roof, small overhanging eaves, and a wood finial at the peak of the roof on the east elevation. Some of the wood siding has been replaced. There is a small, one-storey wood frame addition with a steep pitch gable roof on the west elevation (Figure 28 to Figure 30). The front door is a single leaf, four panel door that is offset to the south side on the east elevation, and a single leaf door entrance offset to the west side of the south elevation of the addition (Figure 29). The Museum is accessed from Dell Street by a small gravel parking area north of the pickle ball courts and a small gravel parking lot east of the after-school program building (Figure 30). Windows are found on all elevations.

The east elevation has one flat-headed, two-over-two wood sash window with wood shutters and wood window surrounds on the first storey and two flat-headed, two-over-two wood sash windows with wood shutters and wood window surrounds on the second storey (Figure 28). The south elevation features a single flat-headed, two-over-two wood sash window with wood shutters and wood window surrounds on the western end of the first storey (Figure 29). The west elevation of the two-storey section of the building contains two flat-headed, two-over-two wood sash windows with wood shutters and wood window surrounds on the second storey. The west elevation of the addition features a large flat-headed window opening with wood shutters and wood window surrounds in the centre of the elevation. The north elevation has a flat-headed, two-over-two wood sash window with wood shutters and wood window surrounds on the west side of the first storey and a flat-headed window opening with wood shutters and wood window surrounds on the addition (Figure 30).





Figure 28: View of the east elevation



Figure 29: View of the east and south elevations





Figure 30: View of the north and west elevations

### 5.2.3 Flour Mill Museum Interior

The front door opens into a large front room with stairs up to the second floor on the south wall (Figure 31 and Figure 32). The building has a large front room with a kitchen in the rear addition (Figure 33). The rear entrance is in the south wall of the kitchen area. The second floor is one large room with access to the rear addition attic in the centre of the west wall (Figure 34).

The interior of the Flour Mill Museum has many early features including wainscoting, window and door trim, wooden staircase, light fixtures, kitchen cabinets, kitchen sink, faucet, floors, and crown mouldings (Figure 31 to Figure 34). The attic is unfinished, and the building does not have a basement but access to a crawl space is located behind the stairs (Figure 35 and Figure 36).



Figure 31: Front door and surrounding trim





Figure 32: View of the dark painted wood staircase, decorative light fixture, and wood floor



Figure 33: View of the wainscoting, cabinets, sink, faucet and window trim





Figure 34: View of the crown mouldings, window trim, and wood floors on the second floor





Figure 35: View of the unfinished attic of the rear wing



Figure 36: View of the access to the crawl space



### 5.3 Analysis

The Flour Mill Museum is a vernacular building. The building is linked to the Flour Mill Silos on Notre Dame Avenue and is the last remaining residence from the flour mill complex. There are no other buildings of a similar style or construction in the surrounding area. The houses in the surrounding area are a mix of vernacular and Victory House styles. The commercial and institutional buildings in the area are contemporary vernacular design. This makes the Flour Mill unique in its surrounding context. Since this building has been moved, some of its physical context has been lost. However, as a museum that tells the story of the local community and neighbourhood the building represents the historic context of the area. Furthermore, the building has been intentionally placed in O'Connor Park with the front door facing the silos in the distance to enable a view from the museum building to the silos.



## 6.0 UNDERSTANDING OF CULTURAL HERITAGE VALUE OR INTEREST

The Property including O'Connor Park and the Flour Mill Museum, was evaluated against O. Reg. 9/06 under the OHA using research and analysis presented in Sections 4.0 and 5.0 of this CHER.

Table 2: Evaluation against O. Reg. 9/06

| Criteria for Determining Cultural Heritage Value or Interest                                                           | Assessment (Yes/No) | Rationale                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|------------------------------------------------------------------------------------------------------------------------|---------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Design or physical value:</b>                                                                                    |                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| i. is a rare, unique, representative, or early example of a style, type, expression, material, or construction method, | Yes                 | <p>There is no evidence to suggest that the park is a rare, unique, representative, or early example of a style, type, expression, material, or construction method. O'Connor Park was established in the latter half of the 20<sup>th</sup> century and there is no evidence of a park plan or landscape design.</p> <p>There is no evidence to suggest that the building is a rare, unique, or early example of a style, type, expression, material, or construction method. The museum is a vernacular building with a simple and minimalist design.</p> <p>As the last of former mill workers houses and a museum dedicated to the local neighbourhood and flour mill, this building is a representative example of the early development and vernacular style of building once found in the neighbourhood.</p> |
| ii. displays a high degree of craftsmanship or artistic merit, or                                                      | No                  | <p>There is no evidence to suggest that O'Connor Park's buildings and facilities were constructed with a high degree of craftsmanship or artistic merit. The buildings and facilities of the park are consistent with standard buildings and facilities at the time.</p> <p>There is no evidence to suggest that the Museum building was constructed with a high degree of craftsmanship or artistic merit. It is a plain and simple building that appears consistent with a standard vernacular building from the time.</p>                                                                                                                                                                                                                                                                                        |
| iii. demonstrates a high degree of technical or scientific achievement.                                                | No                  | <p>O'Connor Park does not demonstrate a high degree of technical or scientific achievement. There is no evidence to suggest that the buildings</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |

| Criteria for Determining Cultural Heritage Value or Interest                                                                               | Assessment (Yes/No) | Rationale                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|--------------------------------------------------------------------------------------------------------------------------------------------|---------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                            |                     | <p>and facilities of the park were constructed with a higher degree of technical or scientific achievement than the standard at the time.</p> <p>The Museum does not demonstrate a high degree of technical or scientific achievement. There is no evidence to suggest that the building was constructed with a higher degree of technical or scientific achievement than a standard building at the time.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <b>2. Historical or associative value:</b>                                                                                                 |                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| i. has direct associations with a theme, event, belief, person, activity, organization, or institution that is significant to a community, | Yes                 | <p>O'Connor Park does not have direct associations with a theme, event, belief, person, activity, organization, or institution that is significant to the community. There is no evidence to suggest that the park meets this criterion.</p> <p>However, the Museum has direct associations with the Francophone community of Sudbury, working class citizens, the Franco-Ontarian community, and the theme of Franco-Ontarian culture because it is an early building from the largely francophone flour mill neighbourhood, it was built by a French-Canadian and was part of the flour mill complex which employed many francophones in the community. The museum also tells the story of the francophone community in Sudbury which has cemented the association between this building and the local francophone community. Artifacts from the local community have been donated to the museum and this building along with those artifacts has come to represent a tangible link between the French-Canadian community and local history.</p> <p>The museum building does not have direct associations with a significant event, belief, person, or activity.</p> |
| ii. yields, or has the potential to yield, information that contributes to an understanding of a                                           | No                  | <p>O'Connor Park does not yield or have potential to yield information that contributes to an understanding of a community or culture. There is no evidence to suggest that the park meets this criterion.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |



| Criteria for Determining Cultural Heritage Value or Interest                                                                               | Assessment (Yes/No) | Rationale                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|--------------------------------------------------------------------------------------------------------------------------------------------|---------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| community or culture, or                                                                                                                   |                     | The Museum does not yield or have potential to yield information that contributes to an understanding of a community or culture. Although the Museum helps tell the story of the Francophone community, the building has been moved multiple times and its history is well known. Therefore, there is no evidence to indicate that the building meets this criterion. <sup>118</sup>                                                                                                                                                                                                      |
| iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to a community. | No                  | O'Connor Park does not demonstrate or reflect the work or ideas of an architect, artist, builder, designer, or theorist who is significant to the community. There is no evidence to suggest that the park was designed. Instead, the park appears to have developed organically.<br><br>The Museum does not demonstrate or reflect the work or ideas of an architect, artist, builder, designer, or theorist who is significant to the community. There is no evidence to suggest that the building was the work of an architect, artist, designer, or theorist. The builder is unknown. |
| <b>3. Contextual value:</b>                                                                                                                |                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| i. is important in defining, maintaining, or supporting the character of an area,                                                          | No                  | O'Connor Park and the Museum are not important in defining, maintaining, or supporting the character of the area. The character of the surrounding area is largely residences of one to two storeys in height constructed in the Victory House style using mainly modern materials like wood frame construction, vinyl siding and concrete. O'Connor Park developed organically and adapted as the needs of the community changed. The Museum is an earlier building that was moved from its original location.                                                                           |
| ii. is physically, functionally, visually, or historically linked to its surroundings, or                                                  | Yes                 | O'Connor Park is not physically, functionally, visually, or historically linked to its surroundings. Although this Property experienced significant change while maintaining open space from the 1940s until the first park facilities appear in the 1980s, the 1975 plan indicates that the Property                                                                                                                                                                                                                                                                                     |

<sup>118</sup> The Museum as an institution and its collection and mandate may yield or have the potential to yield information that contributes to the understanding of the local Francophone community but this is a museum function and not tied to the property or building.

| Criteria for Determining Cultural Heritage Value or Interest | Assessment (Yes/No) | Rationale                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|--------------------------------------------------------------|---------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                              |                     | <p>was intended to be developed for the construction of additional residences. The park developed organically and has adapted as the needs of the community have changed.</p> <p>The Museum is historically linked to the Flour Mill silos on Notre Dame Avenue, which are visible (in the distance) from the front of the Property. This house served as the residence of the foreman of the Flour Mill when it was in operation and was originally part of a small complex of workers' houses. It is also historically linked to the Flour Mill neighbourhood through its association with the French-Canadian community, working class citizens, and the development of the Flour Mill area. The Property is not physically, functionally, or visually linked to its surroundings.</p> |
| iii. is a landmark.                                          | No                  | <p>O'Connor Park is not a landmark. There is no evidence to suggest that the park meets this criterion.</p> <p>The Museum is not a landmark, which is a recognizable natural or human-made feature used for a point of reference that helps orienting in a familiar or unfamiliar environment; it may mark an event or development; it may be conspicuous.<sup>119</sup></p> <p>As a museum it is known in the community but there is no evidence that this building is a landmark.</p>                                                                                                                                                                                                                                                                                                   |

## 6.1 Summary of Evaluation

In LHC's professional opinion, the Museum meets criteria 1 i., 2.i., and 3.ii. of *O. Reg 9/06* for its design or physical value, its historical or associative value and its contextual value. O'Connor Park does not meet the criteria outlined in *O. Reg. 9/06*.

The following proposed statement of cultural heritage value or interest will only include information and heritage attributes for the Flour Mill Museum.

<sup>119</sup> Ministry of Tourism, Culture & Sport (MTCS), Standards & Guidelines for Conservation of Provincial Heritage properties, Heritage Identification & Evaluation Process. Sept 1, 2014.

## 6.2 Proposed Statement of Cultural Heritage Value or Interest

### 6.2.1 Description of the Property

The Flour Mill Museum is an early 20<sup>th</sup> century residential building located in O'Connor Park near the northwest corner of the parcel on part of Lot 5 Concession 4 in the Flour Mill neighbourhood in the City of Greater Sudbury. The two-storey wood frame building has a footprint of approximately 11.3 metres by 11.7 metres.

### 6.2.2 Statement of Cultural Heritage Value or Interest

The building has physical value as a representative example of an early workers' house associated with the flour mill for which the neighbourhood takes its name.

It has historical and associative value because it has direct associations with the Francophone community of Sudbury, the Franco-Ontarian community, and the theme of Franco-Ontarian culture. The Flour Mill Museum was constructed between 1902 and 1906 by Francois Valeur, a francophone and former employee of Evans Lumber Company, and was sold to the Manitoba and Ontario Flour Mill Company for the establishment of their mill in 1910. This building served as the residence of the Flour Mill's foreman when it was in operation between 1910 and 1920 and was originally part of a row of workers' houses on the Flour Mill complex. The neighbourhood surrounding the flour mill was established by the Francophone community and adopted the name of Moulin-à-Fleur or Flour Mill.

It has contextual value because it is historically linked to its surroundings. It is historically linked to its surroundings through its connection with the Flour Mill Silos on Notre Dame Avenue, which are visible in the distance from the front of the building.

### 6.2.3 Heritage Attributes

Heritage attributes that illustrate the cultural heritage value or interest of the Flour Mill Museum building include:

- Its overall form, scale, and massing (*O. Reg. 9/06* criteria 1i);
- Rectangular footprint (*O. Reg. 9/06* criteria 1i);
- Steep pitch, front-facing gable roof with wood finial at the top of the front gable (*O. Reg. 9/06* criteria 1i);
- Projecting eaves with wood soffit (*O. Reg. 9/06* criteria 1i);
- Wood clapboard siding (*O. Reg. 9/06* criteria 1i);
- Symmetrical arrangement of window and door openings (*O. Reg. 9/06* criteria 1i);
- Two-over-two wood sash windows with wood shutters and plain wood trim (*O. Reg. 9/06* criteria 1i);
- Single door entrances with plain wood trim (*O. Reg. 9/06* criteria 1i);
- The view from the front door of the flour mill museum towards the flour mill silos to the limits of the property (*O. Reg. 9/06* criteria 3ii); and,
- Elements of the interior (*O. Reg. 9/06* criteria 1i) including:
  - Wood wainscoting;
  - Wood floors;
  - Kitchen cabinets and sink; and,
  - Plain wood trim around window and door openings



## 7.0 CONCLUSION AND RECOMMENDATIONS

LHC was retained in March 2022 by the City of Greater Sudbury to prepare a Cultural Heritage Evaluation Report (CHER) on the Flour Mill Museum (the Museum) and the surrounding park at 140 St. George Street in the City of Greater Sudbury, Ontario (the Property).

In LHC's professional opinion, the Museum meets criteria 1.i., 2.i., and 3.ii. of *Ontario Regulation 9/06 (O. Reg. 9/06)*. O'Connor Park does not meet the criteria of *O. Reg. 9/06*. The Museum is eligible for designation under Part IV of the *Ontario Heritage Act (OHA)* for its design or physical value, its historical or associative value and its contextual value. A Statement of Cultural Heritage Value or Interest and a list of heritage attributes has been prepared for the Museum.

A Part IV designation under the *OHA* would apply to the entire Property; however, the heritage attributes are exclusive to the Flour Mill Museum building.

LHC recommends:

- The City designate the Property.
- The heritage designation By-law include a site plan, scale drawing and description in writing that identifies the area on the Property that has cultural heritage value or interest including the Flour Mill Museum building with a small –three metre—buffer area around it and a view from the front door of the museum building towards the Flour Mill Silos (see Appendix B: Draft Notice of Intention to Designate).

Alternative options to the approach of describing the area of cultural heritage value or interest and using a three metre buffer include the following:

1. Sever a section of O'Connor Park around the Museum from the Park to create a new lot and designate the new lot under the *OHA*.

*This option means that the heritage designation by-law would apply to a whole property and there will be no confusion about the designation applying to the rest of the park. However, this option may be more work for the City and does not provide any better protection of the cultural heritage resource.*

2. Survey an area around the Museum on a registered plan for the Property and designate the surveyed part of the Property around the Museum using the legal description of the surveyed part of the Property in the heritage designation By-law.

*This option would apply the heritage designation to a small section of the Property around the Museum. However, it may be more work for the City and does not provide any better protection of the cultural heritage resource.*

## SIGNATURES



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Senior Heritage Planner

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# APPENDIX A: PROJECT PERSONNEL

**Benjamin Holthof, M.Pl., M.M.A., MCIP, RPP, CAHP, – Senior Heritage Planner**

Ben Holthof is a heritage consultant, planner and marine archaeologist with experience working in heritage consulting, archaeology, and not-for-profit museum sectors. He holds a Master of Urban and Regional Planning degree from Queens University; a Master of Maritime Archaeology degree from Flinders University of South Australia; a Bachelor of Arts degree in Archaeology from Wilfrid Laurier University; and a certificate in Museum Management and Curatorship from Fleming College.

Ben has consulting experience in heritage planning, cultural heritage screening, evaluation, heritage impact assessment, cultural strategic planning, cultural heritage policy review, historic research, and interpretive planning. His work has involved a wide range of cultural heritage resources including on cultural landscapes, institutional, industrial, commercial, and residential sites as well as infrastructure such as wharves, bridges, and dams. Ben was previously a Cultural Heritage Specialist with Golder Associates Ltd. from 2014-2020.

Ben is experienced in museum collections management, policy development, exhibit development and public interpretation. He has written museum strategic plans, interpretive plans, and disaster management plans. He has been curator at the Marine Museum of the Great Lakes at Kingston, the Billy Bishop Home and Museum, and the Owen Sound Marine and Rail Museum. These sites are in historic buildings, and he is knowledgeable with collections that include large artifacts including, ships, boats, railway cars, and large artifacts in unique conditions with specialized conservation concerns.

Ben is also a maritime archaeologist having worked on terrestrial and underwater sites in Ontario and Australia. He has an Applied Research archaeology license from the Government of Ontario (R1062). He is a professional member of the Canadian Association of Heritage Professionals (CAHP).

**Marcus R. Létourneau, PhD, MCIP, RPP, CAHP – Managing Principal**

Marcus Létourneau is the Managing Principal for LHC | Heritage Planning and Archeology, an Ontario-based heritage consultancy with offices in Kingston, Toronto, and Huntsville. He is also an Adjunct Assistant Professor in the Department of Geography and Planning at Queen's University and an Adjunct Assistant Professor in the School of Planning and Contributing Associate for the Heritage Resources Centre at the University of Waterloo. He co-teaches heritage planning at the Willowbank School of Restoration Arts, co-teaches the facilities management course for the Ontario Museum Association, and teaches a course called "Heritage Planning for Practitioners" at Algonquin College.

Marcus currently serves on the Board of Directors for the Heritage Resources Centre at the University of Waterloo and as Vice-Chair for the Township of Leeds and the Thousand Islands Municipal Heritage Committee. He is an appointed member of the Board of Directors for the Friends of Springfield House Complex and is part of the program development team for a new Bachelor of Applied Science program in Building Conservation at Algonquin College. He is a professional member of the Canadian Institute of Planners (MCIP), a Registered Professional Planner with OPPI (RPP) and a full member of the Canadian Association of Heritage Professionals (CAHP).

Marcus was previously the Manager for the Sustainability and Heritage Management Discipline Team (Ottawa/Kingston) and a Senior Cultural Heritage Specialist for Golder Associates Limited (2011-2015). His other positions included: serving as a contract professor at Carleton University in both the Department of Geography and Environmental Studies and School of Canadian Studies (Heritage Conservation); as the senior heritage planner for the City of Kingston (2004-2011) where he worked in both the Planning & Development and Cultural Services Departments; and, in various capacities at Queen's University at Kingston (2001-2007). He previously served on the Executive and Board of Directors for the Ontario Association of Heritage Professionals; on the Board of Directors for Community Heritage Ontario; on the Board of Directors of the Friends of the Rideau, and, on the Executive and Board of Directors for the Kingston Historical Society.

Marcus has a PhD in Cultural/Historical Geography (Queen's University); a MA in Cultural Geopolitics (University of Western Ontario); BA (Hons) in Geography with a History Minor (Queen's University); a Diploma in Peace and Conflict Studies (University of Waterloo); a Professional Certificate in Heritage Conservation Planning (University of Victoria); a Certificate in Museum Studies (Ontario Museum Association); and training in Marine/Foreshore Archaeology. In 2018, he completed UNESCO/ICCROM/WHITRAP training in China on impact assessments for heritage. He is currently completing a Master of Planning degree from the University of Guelph where his research is focusing on Canada's Commission of Conservation (1909-1921).

Marcus brings over 20 years of experience to his practice, which is particularly focused on heritage legislation, process, and heritage planning. He has been involved in over 225 projects either as the project director, project manager or as the senior heritage planner. He has been qualified as an expert heritage witness for the Ontario Land Tribunal (OMB/LPAT) (heritage planning with a specialization in cultural heritage landscapes; land use planning with a specialization in heritage conservation; and heritage conservation), CRB (cultural heritage specialist), for a Superior Court Hearing, and for a judicial inquiry for the Public Lands Act. He co-authored the second edition of *Heritage Planning* (Routledge) with Dr. Hal Kalman (2020).

### **Lisa Coles, MPL (Candidate), BA (Hons) – Heritage Planner**

Lisa Coles is a Heritage Planner with LHC. She holds a B.A. (Hons) in History and French from the University of Windsor and a Graduate Certificate in Museum Management & Curatorship from Fleming College. Lisa is currently a Master of Arts in Planning candidate at the University of Waterloo and has over five years of heritage sector experience through various positions in museums and public sector heritage planning. She is excited to have the opportunity to work in all aspects of the heritage field and to build on her previous experience as part of the LHC team.

### **Jordan Greene, BA (Hons) – Mapping Technician**

Jordan Greene is a mapping technician with LHC. She holds a Bachelor of Arts in Geography with a Certificate in Geographic Information Science (GIS) and a Certificate in Urban Planning Studies from Queen's University. Jordan joined the LHC team shortly after graduating and during her time at the firm has contributed to over 100 reports. Jordan has completed mapping for projects including, but not limited to, cultural heritage assessments and evaluations, archaeological assessments, environmental assessments, hearings, and conservation studies.



In addition to project mapping Jordan has also begun to develop interactive maps and tools that will contribute to LHC's internal data management. She has also taken on the role of Health and Safety representative for the firm. Between graduation and beginning work with LHC her GIS experience allowed her the opportunity to briefly volunteer as a research assistant contributing to the study of the extent of the suburban population in America with Dr. David Gordon. Jordan is excited to continue her work with LHC to further develop her GIS skills and learn more about the fields of heritage and archaeology.

# **APPENDIX B: DRAFT NOTICE OF INTENTION TO DESIGNATE**

**IN THE MATTER OF THE ONTARIO HERITAGE ACT, R.S.O. 1990, CHAPTER 0.18****AND IN THE MATTER OF THE LANDS AND PREMISES KNOWN MUNICIPALLY AS 140 ST. GEORGE STREET, (PART OF LOT 5 CONCESSION 4, TOWNSHIP OF MCKIM) IN THE CITY OF GREATER SUDBURY IN THE PROVINCE OF ONTARIO****NOTICE OF INTENTION TO DESIGNATE**

TAKE NOTICE that the Council of the City of Greater Sudbury intends to designate the real property, including the lands and building, known municipally as the Flour Mill Museum in O'Connor Park at 140 St. George Street, as a property of cultural heritage value or interest under Part IV Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18.

**Description of the Property**

The Flour Mill Museum is an early 20<sup>th</sup> century residential building located in O'Connor Park near the northwest corner of the parcel on part of Lot 5 Concession 4 in the Flour Mill neighbourhood in the City of Greater Sudbury. The two-storey wood frame building has a footprint of approximately 11.3 metres by 11.7 metres.

**Statement of Cultural Heritage Value or Interest**

The Flour Mill has cultural heritage value or interest for its physical/design values, its historical/associative values, and its contextual values.

The building has physical/design value as a representative example of an early workers' house associated with the flour mill for which the neighbourhood takes its name.

It has historical and associative value because it has direct associations with the Francophone community of Sudbury, the Franco-Ontarian community, and the theme of Franco-Ontarian culture. The Flour Mill Museum was constructed between 1902 and 1906 by Francois Valeur, a francophone and former employee of Evans Lumber Company, and was sold to the Manitoba and Ontario Flour Mill Company for the establishment of their mill in 1910. This building served as the residence of the Flour Mill's foreman when it was in operation between 1910 and 1920 and was originally part of a row of workers' houses on the Flour Mill complex. The neighbourhood surrounding the flour mill was established by the Francophone community and adopted the name of Moulin-à-Fleur or Flour Mill.

It has contextual value because it is historically linked to its surroundings. It is historically linked to its surroundings through its connection with the Flour Mill Silos on Notre Dame Avenue, which are visible in the distance from the front of the building.

**Heritage Attributes**

Heritage attributes (illustrated on Schedule A) that illustrate the cultural heritage value or interest of the Flour Mill Museum building include:

- Its overall form, scale, and massing (*O. Reg. 9/06* criteria 1i);
- Rectangular footprint (*O. Reg. 9/06* criteria 1i);
- Steep pitch, front-facing gable roof with wood finial at the top of the front gable (*O. Reg. 9/06* criteria 1i);
- Projecting eaves with wood soffit (*O. Reg. 9/06* criteria 1i);



- Wood clapboard siding (*O. Reg. 9/06* criteria 1i);
- Symmetrical arrangement of window and door openings (*O. Reg. 9/06* criteria 1i);
- Two-over-two wood sash windows with wood shutters and plain wood trim (*O. Reg. 9/06* criteria 1i);
- Single door entrances with plain wood trim (*O. Reg. 9/06* criteria 1i);
- The view from the front door of the flour mill museum towards the flour mill silos to the limits of the Property (*O. Reg. 9/06* criteria 3ii); and,
- Elements of the interior (*O. Reg. 9/06* criteria 1i) including:
  - Wood wainscotting;
  - Wood floors;
  - Kitchen cabinets and sink; and,
  - Plain wood trim around window and door openings.

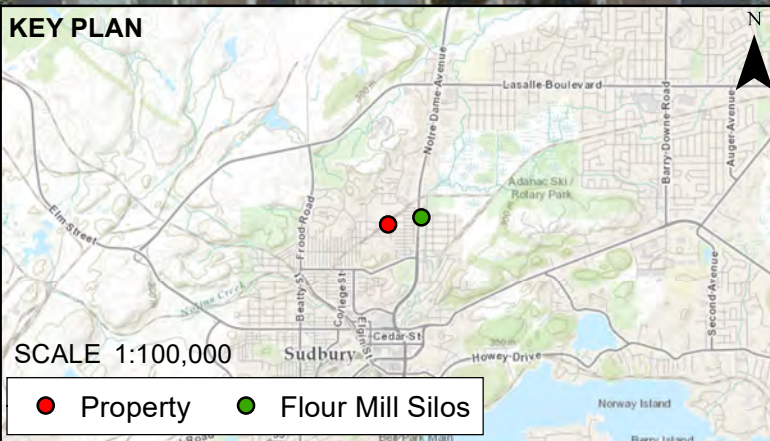
Further information respecting the proposed designation is available from City of Greater Sudbury's **Clerk's Office**. Any person may, not later than the **DATE**, send by registered mail or delivered to the Clerk of the City of Greater Sudbury, notice of their objection to the proposed designation, together with a statement of the reasons for the objection and all relevant facts. If such a Notice of Objection is received, the Council of the Corporation of the City of Greater Sudbury shall refer the matter to the Conservation Review Board for a hearing.

Dated at the City of Greater Sudbury on the **DATE**.

**SCHEDULE A – AREA OF CULTURAL HERITAGE VALUE OR INTEREST AT 140 ST.  
GEORGE STREET, CITY OF GREATER SUDBURY, ONTARIO.**



O'Connor Park, 140 St. George St,  
City of Greater Sudbury, ON



| Legend                                                                                               |                                                                                 | TITLE                                                                                                                                                                                                                            |  |
|------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| <span style="border: 2px solid yellow; display: inline-block; width: 20px; height: 10px;"></span>    | O'Connor Park                                                                   | <div>O'Connor Park, 140 St. George St, City of Greater Sudbury, ON</div> <div> <div>YYYY-MM-DD</div> <div>2022-08-04</div> </div> <div> <div>PREPARED</div> <div>LHC</div> </div> <div> <div>DESIGNED</div> <div>JG</div> </div> |  |
| <span style="border: 2px solid red; display: inline-block; width: 20px; height: 10px;"></span>       | Area of Cultural Heritage Value or Interest<br>(the Flour Mill Museum Building) |                                                                                                                                                                                                                                  |  |
| <span style="background-color: lightblue; display: inline-block; width: 20px; height: 10px;"></span> | View to the Flour Mill Silos                                                    |                                                                                                                                                                                                                                  |  |
|                                                                                                      |                                                                                 |                                                                                                                                                                                                                                  |  |

**REFERENCE(S)** 1. Service Layer Credits: Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community. Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community. Portions of this document include intellectual property of Esri and its licensors and are used under license. Copyright (c) Esri and its licensors. All rights reserved. **NOTE(S)** 1. All locations are approximate.



# APPENDIX C: MILL HISTORY

## General History of Mills in Ontario

The Museum was part of the flour mill complex and therefore a brief history of mills is included here to contextualize the site and neighbourhood.

The term “mill” is complex in that it refers to a variety of buildings and objects. It originally referred to the building in which grain was ground into flour as well as the machinery that did the grinding; however, it has since expanded to lumber mills, textile mills, and household items like coffee mills resulting in the general definition of “any building or mechanical device that yield[s] a manufactured product through a repetitive process.”<sup>120</sup> At the time, these buildings contained cutting-edge technology that was constantly evolving and improving; however, mills were a dangerous environment in which to work from the multitude of moving parts resulting in serious injury and sometimes death.<sup>121</sup>

Mills were the foundation of a settlement and considered to be so important that the British government established their own mills in new areas of Ontario to spur settlement. These mills were known as ‘King’s Mills’ and led to the establishment of private mills in any area with a source of waterpower and grain.<sup>122</sup> In 1791, Oliver Evans, an American millwright, created the automatic mill using the basis of millstones and a series of belts, buckets, and sieves powered by water to almost automate the milling process completely. It was adopted by most mills in Ontario and is represented through many surviving buildings.<sup>123</sup>

Mills were typically “located within a day’s wagon ride for farmers, making it possible for them to haul their wheat, wood and wool in for processing without having to travel too far.”<sup>124</sup> The need for accommodations, services, and food for the farmers as well as the development of a market for the products produced by the mill resulted in the expansion of the settlement in both services like blacksmithing as well as settlers.<sup>125</sup> As forms of transportation advanced allowing better access to other resources, the settlement also advanced. The advancement in transportation technology resulted in a shift from custom mills to merchant mills. A custom mill conducts custom business for individual farmers since the farmer was both the source of raw materials and the market for trading the finished products while a merchant mill purchased the raw materials from farmers and finds their own market for selling the finished products.<sup>126</sup> In short, “mills played a pivotal role in Canada’s social and economic development.”<sup>127</sup>

According to Fischer and Harris’ book entitled *Ontario’s Historic Mills*, it is impossible to know how many mills were established in Ontario; however, “a census of ‘Mills, Manufactories, etc.’ taken for Upper Canada in 1861, counted approximately 1,162 sawmills, 501 flour and grist mills, 62 carding and fulling mills and 85 woollen factories.”<sup>128</sup> Some mills have been lost to the

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<sup>120</sup> Harold Kalman, *A History of Canadian Architecture* (Toronto: Oxford University Press, 1994), 232.

<sup>121</sup> James Careless, “Milling Through History,” last updated February 2, 2009, accessed July 13, 2021.

<sup>122</sup> Fischer and Harris, *Ontario’s Historic Mills*, 17-18.

<sup>123</sup> Fischer and Harris, *Ontario’s Historic Mills*, 19-23.

<sup>124</sup> James Careless, “Milling Through History.”

<sup>125</sup> James Careless, “Milling Through History.”

<sup>126</sup> Kalman, *A History of Canadian Architecture*, 232.

<sup>127</sup> Careless, “Milling Through History.”

<sup>128</sup> Fischer and Harris, *Ontario’s Historic Mills*, 25.

wilderness, others have been demolished for redevelopment, some have fallen to ruin, and others have been adaptively reused.

## Flour / Grist Mills

In early Ontario, when the main source of livelihood was through farming, the grinding of grain was especially important not only as a source of food, but also as a source of income through the sale or trade of excess supplies. Although grain can be ground by hand, it is a time-consuming process and, therefore, much more profitable, and efficient to have a miller process a large quantity.<sup>129</sup>

Custom mills, also known as grist mills, ground a variety of grain to produce a variety of products based on the needs and requests of the farmers. The amount of grain that the farmer brought would be returned to them ground and minus the miller's toll of one-twelfth of the material brought to the mill. Merchant mills, or flourmills, only produced flour and purchased the whole grains directly from the farmer before grinding then selling the finished product. These kinds of mills developed as demand increased.<sup>130</sup>

In the 1880s, the milling process experienced another significant shift to roller-based technology that originated in central Europe in the early 1800s but was not introduced to Ontario until E.W.B. Snider implemented it in his St. Jacob's mill in 1875. This technology used less power and floor space allowing millers to install multiple rollers to increase their production rates. Small mills that found it too costly to make the switch were forced to close. Most of the remaining gristmills had made this switch; however, restorations tend to favour the stone mill era of its history.<sup>131</sup>

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<sup>129</sup> Fischer and Harris, *Ontario's Historic Mills*, 17-18.

<sup>130</sup> Fischer and Harris, *Ontario's Historic Mills*, 17-18.

<sup>131</sup> Fischer and Harris, *Ontario's Historic Mills*, 19-23.