

TOWN OF STRATFORD - COUNCIL POLICY

NAME:	HERITAGE	POLICY NUMBER:	2010-PH-01
COMMITTEE:	PLANNING & HERITAGE	APPROVAL DATE:	APRIL 14, 2010

Introduction

The Town of Stratford is experiencing an era of rapid population growth and development. Amid this growth, a strong sense of community history has become paramount. Attitudes toward Heritage Preservation have improved dramatically in recent years with people recognizing the intrinsic value of built heritage. As well it is acknowledged that there is economic and environmental benefits in addition to the cultural and historic value within the built heritage of our community.

This rich architectural heritage enhances Stratford's natural features and adds to the warmth and ambience of the town, helping to create a unique community with an excellent quality of life and a distinct sense of place. The variety of architectural styles and detailing in many historic properties makes Stratford an interesting and attractive place to live and work and provides a direct and tangible connection to the past.

The Town of Stratford has identified a cooperative vision for heritage protection based on property owner "buy-in". It is not the intention of the Town of Stratford to force property owners of potential heritage resources to be subjected to a strict set of development controls. Inclusion on the Prince Edward Island Register of Historic Places (PEIRHP) is done with the consent of property owners. It is proposed inclusion on this registry qualifies the property owner to apply for municipal grant funding to assist with protection, maintenance and restoration of the resource. The only unique community control recommended is that a review process be followed when an application for a permit for demolition, moving or otherwise removal of a heritage resource is submitted

Heritage Protection Strategy

A Heritage Protection Strategy for the Town of Stratford is intended to promote the long-term conservation, use and viability of its heritage resources.

Given the wide variety and scope of options available, and the desire of the Town of Stratford Heritage Sub-Committee to have owner "buy in", a restrictive regulatory regime is not advised at this time. It is the intention of the town to offer financial incentives for the maintenance and enhancement of heritage properties rather than regulatory control. It is advised that the demolition, moving or otherwise removal of heritage resources as defined by the PEIRHP allow for a delay for a review by the Heritage Sub-Committee. The establishment of incentives for identified properties will assist in the protection and enhancement of Stratford's heritage resources.

The link between heritage preservation and sustainability is acknowledged. Existing buildings as well as associated municipal infrastructures represent an enormous store of invested energy. Significant energy savings accrue over the long term from retention and rehabilitation of this inheritance, as opposed to demolition, new construction, and the inevitable demands for new public services. The town's buildings represent a huge investment of resources, labour and energy. The potential economic and social benefits of maintaining these are obvious and are supported financially by the proposed Heritage Incentive

Program.

Initial steps toward a greater appreciation of heritage conservation in Stratford have already been taken with the appointment of an active Heritage Sub-Committee. This committee has been responsible for the inclusion of a number of properties on the PEIRHP.

In addition to the terms of reference for the Stratford Sub-Committee pursuant to Section 19 of the Town of Stratford Committee Bylaw, Bylaw#20 it is recommended the responsibilities of the Heritage Sub-Committee include:

1. To research, assess, and recommend structures for inclusion on the Prince Edward Island Register of Historic Places;
2. To review applications, undertake an evaluation, and make a recommendation to the Planning and Heritage Committee for a recommendation to Council when notified that an application has been made to demolish, move or remove a heritage resource
3. To maintain an inventory of historic resources that have potential architectural and/or historic significance;
4. To review work proposed for projects making application for the Stratford Heritage Incentive Program (SHIP) , for compliance with the 2003 Parks Canada, Standards and Guidelines for the Conservation of Historic Places.

The intention of a Heritage Strategy is obviously to discourage the demolition or destruction of historic buildings and significant sites etc. within a town. It is however, recognized that circumstances may arise where there is no feasible alternative.

When a permit application is made to demolish, move or otherwise remove a heritage resource, the application is to be reviewed by the Heritage Sub-Committee.

The committee will evaluate the application considering established criteria and make a recommendation to the Planning and heritage Committee to recommend to Council to either approve the application or to withhold it for a maximum of one hundred twenty (120) days from the date of application. It is intended that during this one hundred twenty (120) day period, the municipality and other interested parties shall explore alternative solutions. This may include offering the property for sale, relocating the heritage resource to a new site or working with other developers/agencies to find a solution. However, if at the end of the one hundred twenty (120) day period no solution has been found that would prevent the demolition of the building, the permit shall be approved.

When reviewing an application for a Development Permit for the demolition, moving or removal of a heritage resource the following criteria will be considered:

- The reasons for the proposed demolition;
- The proposed new development for the site (if applicable);
- The historical and or architectural significance of the resource;
- The potential negative effects on the immediate area; and
- the structural condition of the resource (where applicable).

When a demolition is approved, the manner in which the building is dismantled may be regulated; that is, photographic recording of the building or the preservation of some of its specific components may be required prior to a demolition permit being issued.

The Incentive Program

Incentives to protect heritage resources may be in many forms. Cash in hand is seen as the most concrete mechanism to encourage property owners to treat their property in the most sensitive manner. Non-monetary incentives however can also build extensive pride of ownership. Both measures are necessary to ensure the contributions have a lasting and sustainable effect.

Grant Program:

A grant program is proposed for owners of recognized heritage resources in order to maintain and restore their heritage characteristics. These properties are recognized as living entities and that architectural change must be accommodated. Alterations to heritage resources, which encompass sustainable, innovative design, which is compatible with the historic characteristics, will be encouraged. Property owners of provincially designated heritage resources are eligible for provincial grant funding. In the case of provincially designated properties, these grant programs may be stacked together for a more significant financial benefit.

Grant Approval Process

Grants are awarded on a first come first serve basis and are limited to Town of Stratford heritage resources. Applicants must first obtain a Town of Stratford Building Permit and grant application approval before work begins. Owners are limited to one grant per fiscal year per property, but a grant may involve more than one project. Application should be made at least six weeks prior to project commencement. Should an application be approved it may be necessary to sign a development agreement with the Town of Stratford before work begins.

All grant monies must normally be disbursed within the fiscal year in which the grant is awarded. In exceptional cases, projects may extend into a second fiscal period. In such cases a written request stating the reasons, must be submitted by the applicant and approved by the Town. All grants are made subject to funding within annual program budgets.

Application is made to the Town of Stratford Planning Department. The Development Officer will present the completed application to the Heritage Advisory Committee for review. Funding will be awarded through the Planning Department with a review of the work proposed being conducted by the Heritage Advisory Committee.

Standards of Review

All work undertaken must abide by the standards and guidelines outlined in the Parks Canada publication: Standards and Guidelines for the Conservation of Historic Places in Canada available at: http://www.historicplaces.ca/nor_sta/request.aspx?req=index

The Standards and Guidelines for the Conservation of Historic Places in Canada, a document developed by Parks Canada in 2003 will be used as a reference guide for renovations, restorations or development to identify appropriate development of heritage resources in the Town of Stratford. These guidelines are to be adopted by Council as an integral measure to qualify for grants and will serve to encourage any property owner of a heritage resource to take an informed approach to their property development. The Heritage Sub-Committee will use this document when reviewing eligibility for Heritage Incentives to ensure compliance.

Eligibility

This grant may be available to property owners whose property is:

- Registered or designated on the Prince Edward Island Register of Historic Places and located within the Town of Stratford.
- Not tax delinquent
- Not owned or used by government agencies, except where a non-profit, community group has assumed by long-term lease or legal agreement responsibility for maintenance of the building. In these cases that organization may make application;

Grant Value

Grants are made at 50% of total eligible costs, to a maximum of \$5,000. If final costs are less than those estimated on the application, then the final disbursement will reflect an overall maximum 50% support of the total eligible costs. Maximum grants for asphalt (non-historic) roofing and painting are limited to \$1,000. Signage is limited to a maximum grant of \$500.

Application

Documentation Required:

- Plans or specifications should include:
- Relevant archival photographs and historical documentation (if obtainable), and photographs of the project before commencement of work;
- Detailed design drawings, indicating the type of work and degree of finish proposed;
- At least two competitive estimates for all labour and materials involved in the proposed work unless there is only one supplier of a particular product or service within reason (the lowest estimate will not necessarily be accepted);
- Information on the project's financial plan;
- A statement detailing other grants or funding sought for the proposed work.

Consideration of Projects

Projects considered for approval may include work which;

- Is consistent with policy as outlined in the Official Plan and any other relevant document;
- Is consistent with the architectural and historical significance of the building;
- Serves to enhance the exterior through restoration of significant architectural details, cleaning or painting of the exterior.
- Proposed work complies with the Standards and Guidelines for the Conservation of Historic Places in Canada and the Town of Stratford Zoning and Subdivision Control (Development) Bylaw 2003 and relevant Building Codes.

Eligible Work

Work eligible for funding is limited to the exterior of the building and may include:

- Structural and foundation repair and restoration, and repair of original architectural elements within the landscape which form an integral part of the heritage property;
- Ongoing maintenance, which minimizes the need for extensive repairs;
- Architectural and engineering services and preparation of drawings;
- Repair and restoration of exterior building fabric including conservation or repair of original elements, approved cleaning, cladding, roof repairs, chimney work, approved window repair or replacement, appropriate painting, restoration of significant architectural detail, removal of inappropriate materials and appropriate use of signs and awnings.

Ineligible Work

- Improvements to energy efficiency such as insulation;
- New additions or accessory buildings unless they are an accurate reconstruction from documented evidence;
- Improvements to meet building codes including mechanical or electrical systems or any interior work;

Assistance shall not be provided retroactively for any work completed or started before a grant has been approved.

Administration of Funds

Upon completion of an approved project, funds are not released until the following have been completed:

- The work must be completely paid for by the owners and the paid bills submitted to the Town of Stratford as proof with a letter requesting payment of grant;
- Photographs of the completed project are submitted;
- The work must be inspected and deemed satisfactory by the Town of Stratford administration.

Bylaw Amendments

Definition: “Heritage Resource”

The Town of Stratford recognize all properties listed on the Prince Edward Island Register of Historic Places which are located within the Town of Stratford as Heritage Resources:

Amendment:

“Section 1. Definitions: in Zoning and Subdivision Control (Development) Bylaw include:

Heritage Resource – those properties either registered or designated on the Prince Edward Island Register of Historic Places and located within the Town of Stratford.

Properties currently acknowledged on the Prince Edward Island Register of Historic Places are identified in Appendix 2.

Demolition Process

Amendment:

“Section 4.18 Authority to Deny Permits” of the Town of Stratford Zoning and Subdivision Control (Development) Bylaw 2003 to include:

4.18(4) A development permit to demolish, move or otherwise remove a Heritage Resource shall be withheld for a maximum of one hundred twenty (120) days during which time the application will be reviewed by the Heritage Advisory Committee. The committee will evaluate the application considering established criteria and make a recommendation to the Planning and Heritage Committee to recommend to Council to either approve the application or to withhold it for a maximum of one hundred twenty (120) days from the date of application. If at the end of the one hundred twenty (120) day period no solution has been found that would prevent the demolition of the building, the permit shall be approved.

Adopt “Standards and Guidelines for the Conservation of Historic Places in Canada”. The Town Council may adopt the Standards and Guidelines for the Conservation of Historic Places in Canada as the official guidelines for the Stratford Heritage Incentive Program (SHIP).

SCHEDULES

Schedule A:

HERITAGE APPRECIATION

The Town of Stratford, through its Planning and Heritage Committee, will recognize heritage work in Stratford through the presentation of an Award. This award shall be named The Brown and Hood Heritage Award.

The Award will be given out once in each calendar year if a recipient is identified and is deemed to have made a difference in the preservation and conservation of the Town's heritage, whether it is in the form of built architecture, documenting our past, or volunteer effort to promote the values of heritage.

The Award will be presented to the recipient during the 3rd week of February, and will remain on display at the Town Centre. A small gift will be given to the recipient to commemorate the occasion.

The award draws attention to the heritage value of subjects and properties within the Town of Stratford. Heritage value is defined as the aesthetic, historic, scientific, cultural, social or spiritually important, or significant elements for past, present or future generations¹.

Three aspects of heritage achievement are recognized:

A) Buildings, Sites and Grounds

The six categories are:

1. Restoration - Exterior

Restoration is defined as the action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in history, while protecting its heritage value. Projects considered under this category will be restored in reference to a particular period, using original styles, and original methods and materials wherever practical.

2. Restoration - Interior

Restoration is defined as the action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in history, while protecting its heritage value. Projects considered under this category will be restored in reference to a particular period, using original styles, and original methods and materials wherever practical.

3. Adaptive Reuse

Adaptive Reuse can be defined as a process that integrates a new use(s) into an existing heritage building while still maintaining its heritage character and integrity.² In this category, the building

¹ Canada, Standards and Guidelines for the Conservation of Historic Places in Canada, Her Majesty the Queen in Right of Canada, 2003, p.2.

considered may be of any vintage and does not require that it have been previously recognized formally as a heritage structure. Projects considered under this category must have involved the renovation of an older structure in order to prolong its physical and economic viability while retaining its heritage character².

4. Sensitive Infill

Sensitive Infill is defined as the design of a historic structure that is sympathetic and in proximity to, other heritage properties and streetscapes. Projects considered under this category will include a design that is sensitive to the scale, height, massing, and roofline and finishing characteristics of existing buildings, streetscapes or landscapes in developed areas or neighborhoods.

5. Sensitive Addition

Sensitive Addition is defined as one or more structural additions to an existing heritage building in which the design of the addition(s) is sympathetic to or compatible with the original or established building design. Projects considered under this category must have taken into account the additions parameters with respect to scale, height, massing, roofline and/or finishing materials.

6. Heritage Space

Heritage Space is defined as a landscape, site or place in Stratford that retains some heritage value. Projects nominated under this category will demonstrate that the heritage value of a historic site or place has been preserved or restored while complimenting any restoration or new design activity that has taken place on the site.

B) Volunteer Public Service

Individuals and groups who have demonstrated a long-term commitment to archaeology, history, museums, historic buildings and sites, genealogy and folklore as it pertains to Stratford.

C) Education

Individuals and groups whose endeavors have enhanced the public understanding and appreciation of the Town's natural and human heritage

² Canadian Association of Heritage Professionals, Awards Program – Adaptive Reuse Category Criteria, www.caphc.ca, accessed 27 January

Schedule B:

THE HERITAGE COVENANT

In order to protect the Town's Heritage Resources, the Heritage Covenant will be applied, when required, as follows:

1. Any person owning a registered heritage property in Stratford who wishes to impose limitations or restrictions on the use to which his property thereon may be put, by himself, his heirs, successors or assigns, or any of them may make application, on such form as the Town may provide, to the Town for the purpose of entering an agreement with the Town respecting such limitation or restriction on the use of his property.
2. After receipt of an application under section (1), the Town, or such committee thereof as may be appointed by Council, shall review the application and on the basis of such criteria as shall be established by bylaw shall accept or reject the application.
3. The Town may enter into agreements with persons who make application under subsection (1); such agreements shall be in the form of covenants or easements and shall be worded in such manner as shall be prescribed by the Council.
4. An agreement referred to in subsection (3) shall after execution thereof be registered in the registry of deeds. Where an agreement is registered against real property under this subsection, such agreement shall run with the real property and the Town may enforce such agreement.
5. The Town may, with the consent of the owners of a parcel of land against which an agreement has been registered, cancel an agreement entered into under this section.