Downtown St. Thomas Heritage Conservation District Plan

Prepared for the City of St. Thomas
Prepared by Stantec and a+LINK Architecture Inc.

Date: April 5, 2018

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Community

A thoughtfully created environment that enhances the physical, social, and spiritual well-being of the inhabitants.

Collaboration

Relationships based on trust, contribution, and a shared commitment to building sustainable communities.

Creativity

A people-centered working environment generating thoughtful design to shape the urban landscape.

Downtown St. Thomas Heritage Conservation District Plan

REPORT

Prepared for:
Corporation of the City of St. Thomas

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Sign-off Sheet

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Stantec

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Executive Summary

The City of St. Thomas (the City) initiated the Downtown St. Thomas Heritage Conservation District Plan (the HCD Plan) to honour its rich cultural history and to designate the study area under Part V of the *Ontario Heritage Act* as a heritage conservation district (HCD). The City retained Stantec Consulting Ltd. (Stantec) and a+LINK Architecture Inc. to complete an HCD Plan for the downtown core of St. Thomas.

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

The HCD Study (completed by Stantec in May 2017) identified cultural heritage value or interest in the area and merit as an HCD. Strong themes emerged and were confirmed by the community regarding St. Thomas's importance as a railway hub in southern Ontario historically linked to the larger North American rail network. The introduction of the railway in the community in the 1870s initiated a building boom that expanded the downtown core along Talbot Street and continued into the early decades of the 20th century. The HCD will be an important community tool for conserving these assets for the future.

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

The following are the key objectives of establishing and implementing an HCD Plan in downtown St. Thomas:

- Provide a framework for managing changes to existing buildings and public spaces to conserve the heritage 'look and feel' of downtown St. Thomas
- Conserve the historic character and heritage attributes of the downtown commercial core and railway character areas
- Maintain and enhance the existing downtown street wall with historic building from the late 19th and early 20th century
- Encourage and support existing use or adaptive re-use of contributing resources within the HCD

- Avoid the loss or demolition of heritage attributes or heritage fabric within the HCD
- Encourage compatible redevelopment in the downtown core to contribute to continued revitalization of the downtown
- Collaborate with property owners and business owners to encourage and provide incentives for the conservation, restoration and appropriate maintenance of heritage buildings
- Initiate other studies and programs, where applicable, that support the implementation of an HCD for the downtown core and the continued revitalization and enhancement of the downtown core
- Encourage connectivity from within the HCD with other community assets and heritage areas
- Encourage the enhancement of the public realm and City-owned properties within the HCD in a manner compatible with the district character
- Encourage the conservation of murals within the HCD

The policies and guidelines contained within this HCD Plan are intended for property owners, City staff, Council and the Heritage Committee to manage change within the HCD boundary and conserve the unique heritage character of Downton St. Thomas as the community continues to evolve.

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

1.0 INTRODUCTION

1.1 ACKNOWLEDGEMENTS

During the preparation of the HCD Study and Plan, many individuals, groups and organizations provided valuable information on the community's rich history and their hopes for its future heritage. The project team wishes to acknowledge the following for their assistance and input during the project:

- The City of St. Thomas
- City of St. Thomas Council
- The St. Thomas Municipal Heritage Committee
- The North American Railway Hall of Fame/ Canada Southern Railway (CASO) Station
- The Elgin County Railway Museum
- The Elgin County Museum and Archives
- The Downtown Business Development Board
- Property owners, business owners, residents and community members who attended public meetings and/or provided input into the project process and reports.

1.2 PURPOSE OF THE HERITAGE CONSERVATION DISTRICT PLAN

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

The HCD Plan is the second phase in the HCD process. The plan provides the tools for implementing designation under Part V of the OHA, providing the policies, guidelines and recommendations for property owners, municipal Staff, the Heritage Committee and Council to manage change in the HCD and make decisions regarding the alteration of properties within the HCD boundary.

This HCD Plan has several key objectives:

- Provide a framework for managing changes to existing buildings and public spaces to conserve the heritage 'look and feel' of downtown St. Thomas
- Conserve the historic character and heritage attributes of the downtown commercial core and railway character areas

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

1.3 FORMAT OF THE HERITAGE CONSERVATION DISTRICT PLAN

As per the Ontario Heritage Act the HCD Plans are required to contain the following content:

- A statement of objectives to be achieved in designating the area as a heritage conservation district
- A statement explaining the cultural heritage value or interest of the heritage conservation district
- A description of the heritage attributes of the heritage conservation district and of properties in the district
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district, and
- A description of the alterations or classes of alterations that are minor in nature and that the owner of the property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c.6, s.31

This HCD Plan has been divided into several sections and subheadings for different topics and components as required above. Section 2.0 outlines the reasons for designation, the HCD boundary, statement of cultural heritage value and heritage attributes.

Section 3.0 contains the goals, objectives and principles of the HCD Plan.

Section 4.0 contains the HCD policies and guidelines for the development pattern, contributing resources, non-contributing resources, demolition, new development, railway lands, streetscape and landscape for public and private realm, accessibility, sustainability, part IV designations and adjacent properties to the HCD.

Section 5.0 contains a summary of municipal policies and any recommended changes to municipal policies required for the implementation of an HCD.

Section 6.0 provides an outline of how the HCD may be implemented and contains a summary of the HCD heritage alteration permit process, and a list of activities where permits are not required.

Section 7.0 provides the key sources referenced in the HCD Plan.

1.4 IMPLICATIONS OF HERITAGE CONSERVATION DISTRICT DESIGNATION

HCDs are intended to benefit the municipality and the community as a long-term strategic planning tool that helps to manage change in an area by conserving and celebrating local heritage. Over time, HCDs have the potential to conserve the individual features of an area and the collective sense of place. They can be important tools in revitalizing a community, with potential for economic spin-off and tourism opportunities. They can enhance community involvement in an area, and foster community identity and pride. HCDs have the potential to protect the investments that property owners make to their buildings by restoring heritage features or making compatible façade improvements, as all property owners are subject to the policies of the HCD Plan. This means that when owners make major investments in their building to restore and improve the façade, the value of these efforts may be less likely to be compromised by inappropriate adjacent development.

When implemented diligently, HCDs can conserve heritage for future generations, and have lasting benefits in a community.

HCDs are intended to:

- Create a planning process that respects a community's history and identity
- Manage change with a process of heritage alteration permits for certain types of renovation, restoration, and new construction
- Foster an appreciation of a community's heritage resources
- Protect the integrity of buildings, streetscapes, structures, landforms and natural features
- Promote cultural tourism

HCDs are not intended to:

- Prohibit new construction or redevelopment

- Cause owners to lose all property rights
- Require all new construction match a specific historical style
- Make owners require a heritage alteration permit for minor alterations

Above all, it is important to note that property owners within an HCD will be responsible for following policies and guidelines when altering their property or planning new construction. New construction, demolition, and some alterations will require approval of a heritage alteration permit from Council. Minor alterations, such as those outlined in Section 6.2.4, do not require a heritage alteration permit.

2.0 HERITAGE DISTRICT BOUNDARY AND CHARACTERISTICS

2.1 REASONS FOR DESIGNATION

During the HCD Study phase, the analysis of the downtown identified cultural heritage value or interest in the area and merit as an HCD. Strong themes emerged and were confirmed by the community regarding St. Thomas's importance as a railway hub in southern Ontario historically linked to the larger North American rail network. The introduction of the railway in the community in the 1870s initiated a building boom that expanded the downtown core along Talbot Street and continued into the early decades of the 20th century. The recommended HCD boundary contains physical remnants in its commercial and railway built form and spatial organization that are reminders of St. Thomas's unique history. The HCD will be an important community tool for conserving these assets for the future.

2.2 RECOMMENDED HERITAGE DISTRICT BOUNDARY

The area recommended for designation under Part V of the OHA consists of the properties fronting on Talbot Street between Queen Street (as well as the property on the south side of Talbot Street immediately west of Queen Street) through to the west side of Alma Street. The recommended HCD boundary also includes remnants of the City's railway heritage including the north-south London and Port Stanley Railway Tracks (City owned) between Kains Street and Wellington Street, the Canada Southern Railway Station (CASO station) and railway lands south of the CASO station, and the former M.C.R. Locomotive shops (now the Elgin County Railway Museum). The identified area is recommended as a single HCD, although it consists of two character areas; the Talbot Street commercial core and the Railway lands (Figure 2). These character areas contain different features and visual and spatial perspectives but intersect with each other in the Talbot Street and Moore Street vicinity and are inextricably linked physically and historically.

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

The exclusion of some properties from the proposed boundary does not necessarily mean that they do not have heritage value. Many of the side streets contain buildings of architectural value or interest, but

were determined to be a different character than that of the Talbot Street core. Many properties on these side streets are residential (or conversions of residential buildings to commercial use) in character and visually linked with the nearby residential neighbourhood rather than the commercial core. Some side street buildings are purpose-built commercial structures. However, the views along the side streets tend to be more varied in character than the views along Talbot Street, which contain a more cohesive street wall.

2.3 STATEMENT OF CULTURAL HERITAGE VALUE

2.3.1 Description of Historic Place

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

2.3.2 Historical Context

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

With the opening of the C.S.R. line in 1872, the railways attracted businesses and investors of influence from larger commercial and manufacturing centres and increased accessibility to the community. These influential citizens brought with them new ideas and finances for enterprise. Numerous building blocks along Talbot Street were constructed for a variety of new businesses catering to both the city's more affluent citizens and the railway workers. The Talbot Streetscape grew substantially, moving from the west end at Stanley Street east towards the CASO station. Growth continued into the 1880s. St. Thomas became a city in 1881, with a population of 8,367. In the following year, a new city hall and county courthouse were constructed in St. Thomas and further building blocks filled in the Talbot Streetscape. More railways were constructed through St. Thomas in the late 19th century, including the Canadian Pacific Railway, Wabash Railway, Lake Erie and Detroit Railway and the Pere Marquette Railway. For its significant railway history, St. Thomas was inducted into the North American Railway Hall of Fame in 2008 as the Railway Capital of Canada.

2.3.3 Built Heritage

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

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

Plate 1: Typical building form of the Talbot Street Streetscape.

2.3.4 Railway Heritage

The City's railway heritage is an important theme in its historical development, as well as its current identity as the "Railway Capital of Canada." While many of the railway buildings and infrastructure have been removed since the decline of the railway, key buildings and remnants of the railway lines and yards exist. These features include the CASO station, BX Interlocking Tower, the former M.C.R. locomotive shops (now the Elgin County Railway Museum), and remnant tracks from the C.S.R. and the L.&P.S.

lines. The HCD also contains a replica of the London and Port Stanley Railway Station that was demolished in the 1960s. The railway heritage elements of the HCD intersect with the commercial core area and provide a link between two different but interconnected pieces of St. Thomas's past. Many of these assets are already designated properties (the CASO Station, BX Interlocking Tower and M.C.R. Locomotive shops) or are City-owned land.

Plate 2: Historic buildings in the Railway Lands: The CASO Station, BX Tower and Elgin County Railway Museum

2.3.5 Visual Context

Key elements in the visual context that contribute to the heritage character of the proposed HCD includes viewscapes within the rail corridor. These consist of two relatively intact historical views of the rail corridor and associated rail structures; east and west at the CASO station along the rail corridor, and looking north from Moore Street at Centre Street. These are defining heritage views with heritage attributes both in the foreground and background of the viewscapes.

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

Plate 3: View looking east towards the CASO Station along the railway tracks and railway lands

2.4 HERITAGE ATTRIBUTES

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

- The high concentration of late 19th and early 20th century commercial buildings forming a commercial street wall along Talbot Street, typically consisting of two to four storey buildings of purpose-built commercial character
- Cohesiveness of building setbacks, materials (brick), heights and massing along Talbot Street, creating a predominantly unified heritage visual experience
- The predominance of Italianate, Edwardian, and vernacular architectural influences that represent the periods of construction of most downtown buildings between 1870 and 1930

- Architectural details of the various styles and influences including: decorative brickwork, window surrounds or brick voussoirs, brick corbelling, decorative cornices, dichromatic brickwork, round arch, segmental arch or rectangular window openings, brick pilasters, classical motifs, and stone detailing
- Predominant use of brick as an exterior cladding material
- Traditional façade organization of commercial or mixed-use buildings including shop entrance, apartment entrance, and storefront display windows
- The urban form of the smaller block lengths associated with historical neighbourhoods and the laneway system to service the stores from the rear
- Remnant railway buildings and infrastructure including the CASO station, BX Interlocking tower, the former M.C.R. locomotive shops, remaining railway tracks, and open space areas that were former railway lands south of Talbot Street
- Views along the remnant railway corridors, including north-south along the London and Port Stanley tracks and east-west along the Canada Southern tracks terminating at the CASO station and locomotive shops
- Views into the district along the side streets terminating at the Talbot commercial street wall
- Views along Talbot street defined by the low profile historic street wall and City Hall tower

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Notes

1. Coordinate System: NAD 1983 UTM Zone 17N
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Project Location
City of St. Thomas

160940466 REVA
Prepared by KDB on 2018-03-01

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
1

Title
Regional Context

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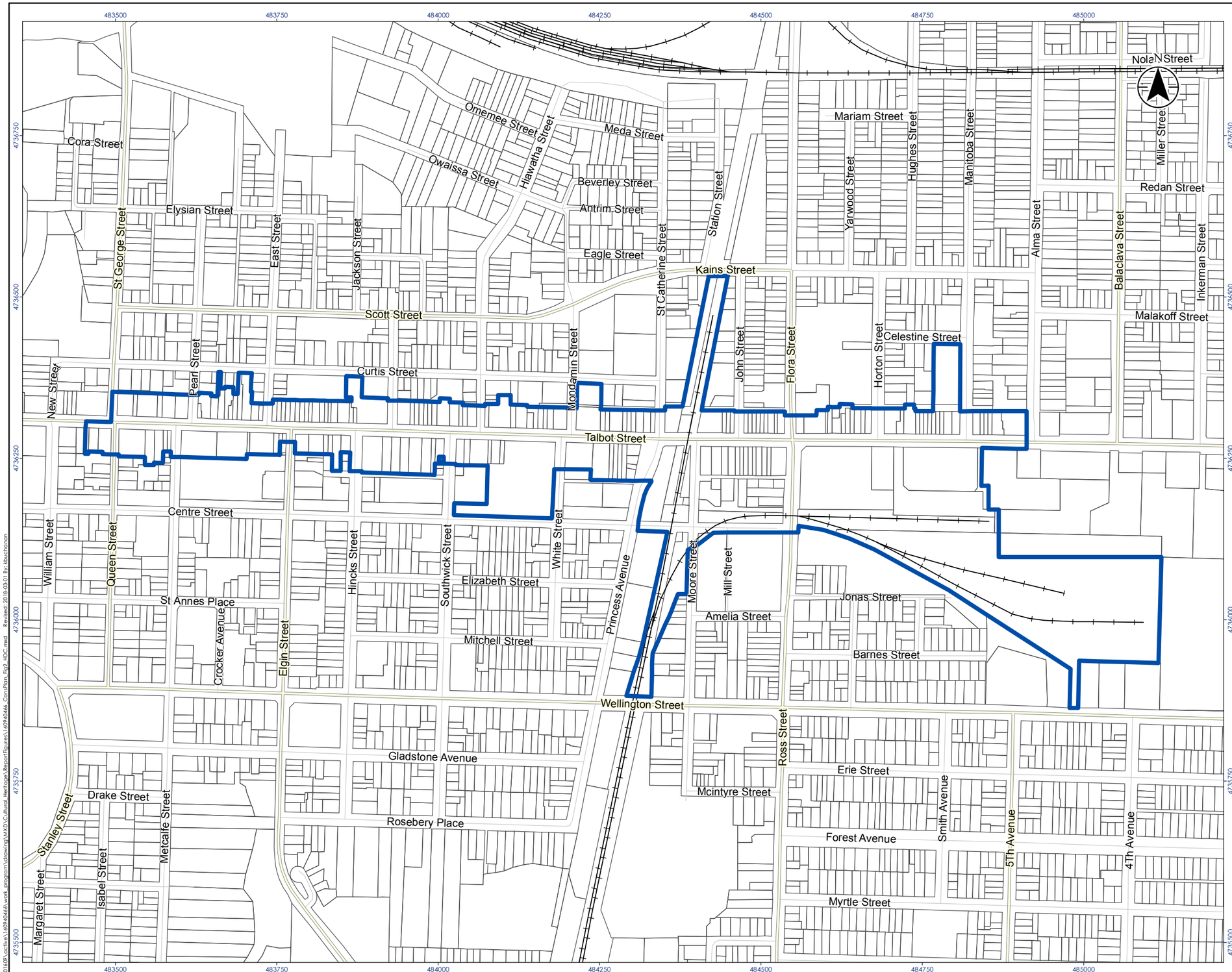

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Legend

- Parcel Fabric
- Major Road
- Minor Road
- Railway - Operational

Heritage Conservation District

- HCD Boundary
- Core Talbot Commercial Area
- Rail Lands Character Area

0 150 300 metres

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Notes

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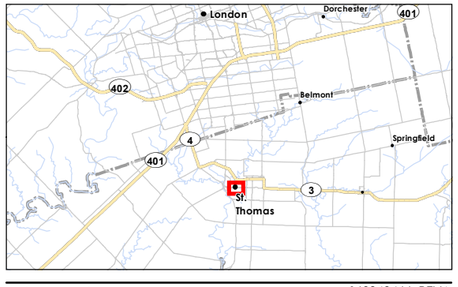

Project Location
City of St. Thomas

160940466 REVA
Prepared by KDB on 2018-03-01

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
2

Title
HCD Boundary

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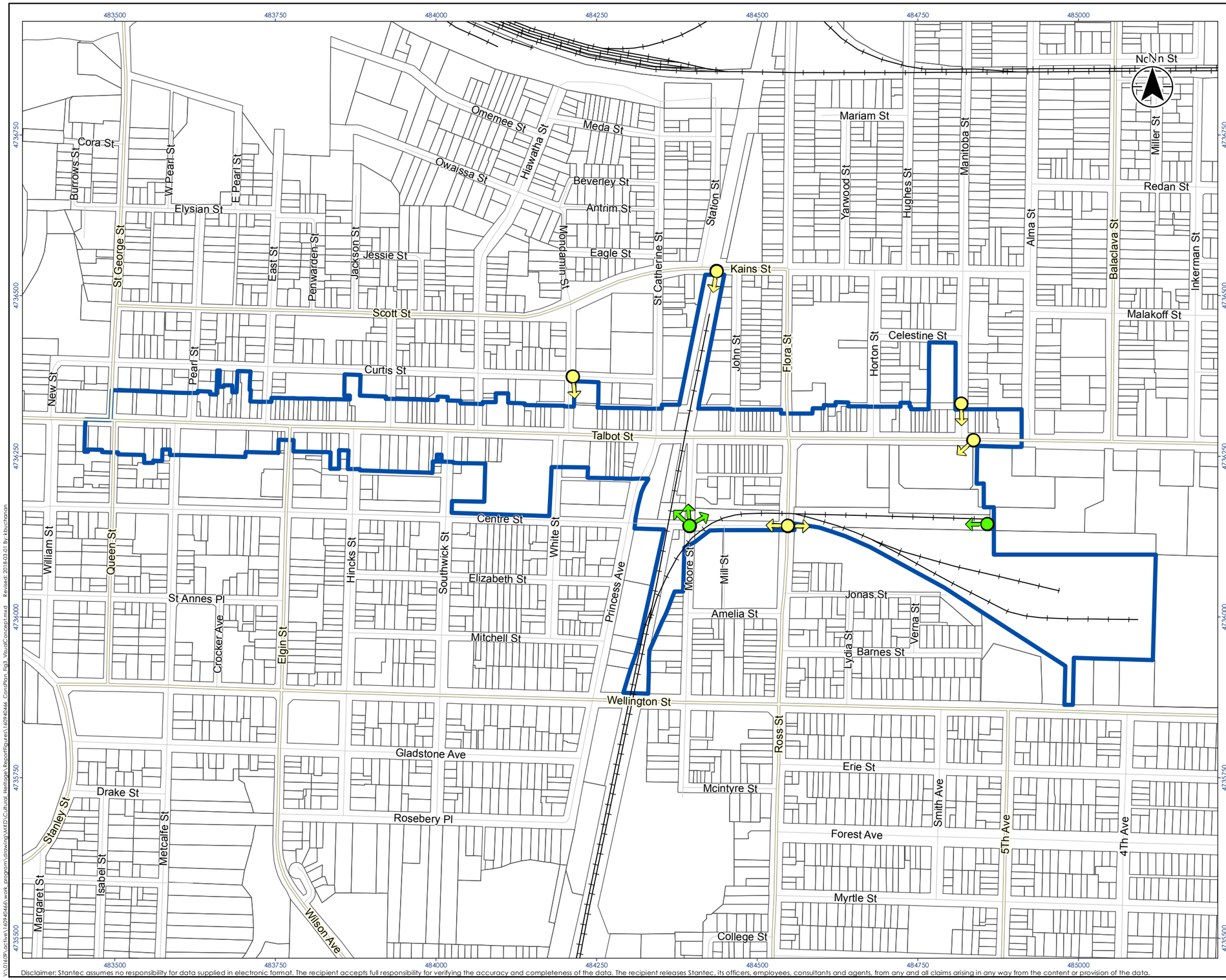

[redacted]

Legend

- HCD Boundary
- Parcel Fabric
- Major Road
- Minor Road
- Railway - Operational

Visual Context

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

0 150 300 metres

1:6,000 (At original document size of 11x17)

Notes

1. Coordinate System: NAD 1983 UTM Zone 17N
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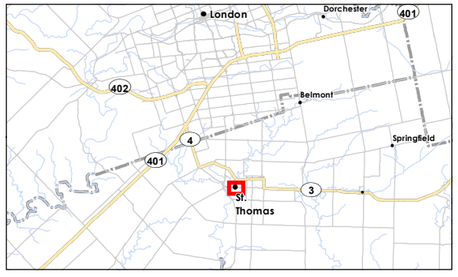

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CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
3

Title
Visual Concept

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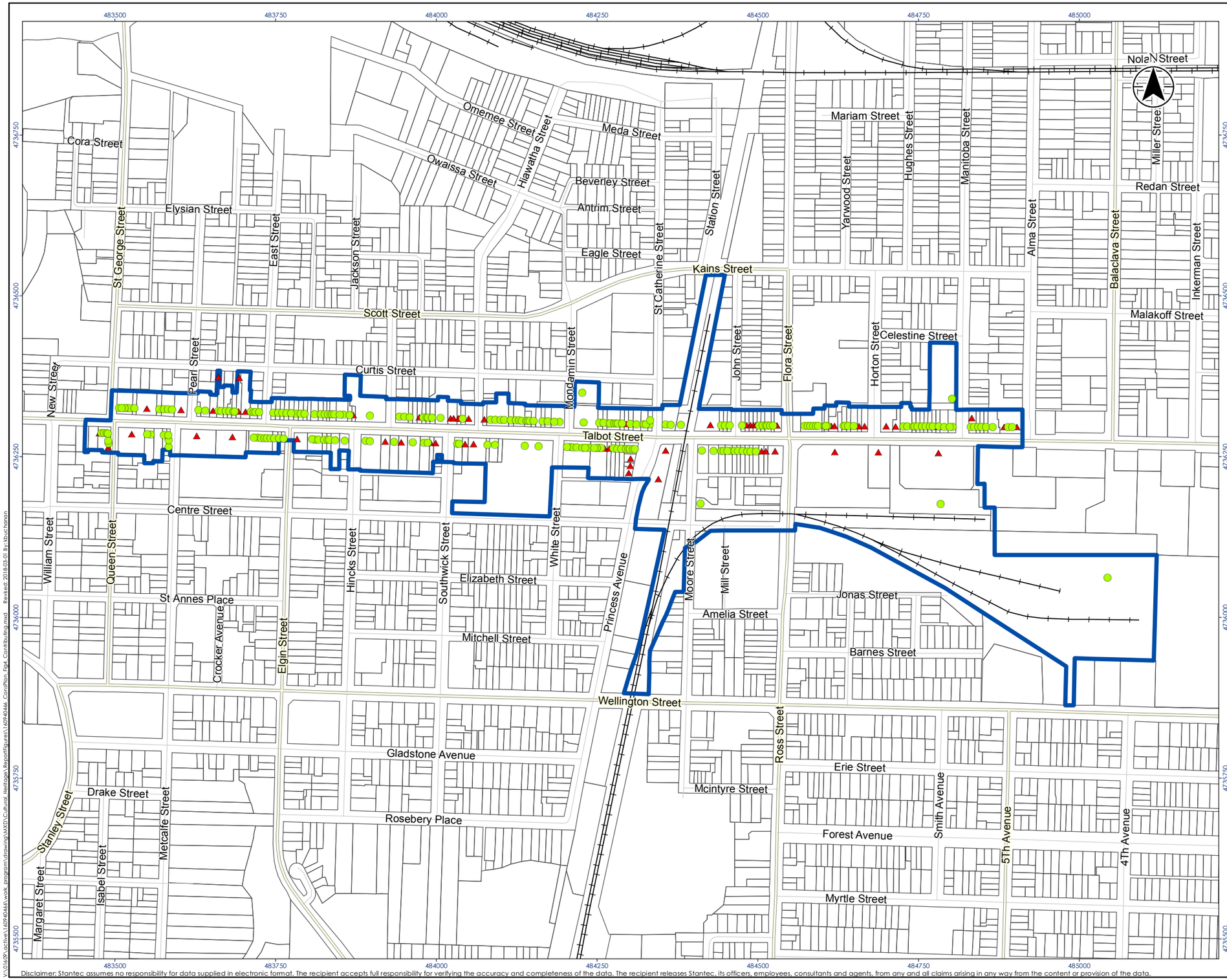

[redacted]

Legend

- HCD Boundary
- Contributing Resource
- Non-Contributing Resource
- Major Road
- Minor Road
- Railway - Operational
- Parcel Fabric

0 150 300 metres

1:6,000 (At original document size of 11x17)

Notes

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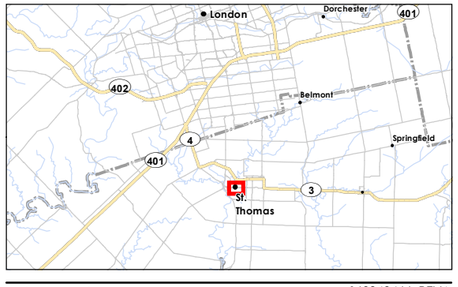

Project Location
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Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
4

Title
Contributing and Non-Contributing Resources

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3.0 HERITAGE DISTRICT GOALS, OBJECTIVES, AND PRINCIPALS

3.1 GOALS AND OBJECTIVES

The HCD Plan has been prepared to meet the following objectives:

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

3.2 PRINCIPLES

The principles at the core of an HCD Plan are drawn from heritage best practices established at the provincial, federal and international level through guiding documents and charters. The principles outlined in this report are derived from the 1964 Venice Charter, the 2007 *Eight Guiding Principles in the Conservation of Built Heritage Properties* and the 2010 *Standards and Guidelines for the Conservation of Historic Places in Canada*. The following principles form the basis of the HCD Policies and Guidelines:

- **Preserve the historic context:** A heritage building represents the individuals and periods from history that have been associated with it. The building records the original designer's and builder's intentions as well as the historic forces that were at play when it was built. Subsequent alterations to the building also record the historic context at the time of the alterations and should be considered when planning restorations, alterations or redevelopment.

- **Maintain and repair:** All buildings require some continuous methods of conservation as they are exposed to the constant deteriorating effects of weather and wear from use. Owners are encouraged to undertake appropriate repair and maintenance activities of heritage properties.

- **Find a viable social or economic use -** Buildings that are vacant or underutilized come to be perceived as undeserving of care and maintenance regardless of architectural or historic merit. City Council and staff should actively encourage and support appropriate forms of adaptive reuse when necessary to preserve heritage properties.

- **Preserve traditional setting -** A building is intimately connected to its site and to the neighbouring landscape and buildings. Land, gardens, outbuildings and fences form a setting that should be considered during plans for restoration or change. An individual building is perceived as part of a grouping and requires its neighbours to illustrate the original design intent. When buildings need to change, there is a supportive setting that should be maintained.

- **Preserve original decoration and fittings –** Each building within the District that is linked to the history of the Downtown contains elements and details of an intimate and smaller scale that define this relevance. The original exterior decorations such as wood, metal or brick cornices and parapets are all subject to weathering and the whim of style. Resist the urge to remove or update these features or to replace them with poor reproductions of the originals. Their form and materials are an inextricable part of the original design and should enjoy the same respect as the whole building. Where practical, fittings and equipment should be preserved or re-used.

- **Restore to authentic limits -** Resist the temptation to embellish a restoration and add details and decorations that would not have been part of the history of the building.

- **Employ traditional repair methods -** Deteriorated elements and materials that cannot be salvaged should be repaired or replaced with the same materials and inserted or installed in a traditional manner. In some cases, some modern technologies ensure better and longer lasting repairs than traditional methods and should be employed if proven to be an improvement.

- **Respect historic accumulations -** A building is both a permanent and a changeable record of history. The alterations that have been made since the original construction also tell part of the history of the place and the building. Some of those alterations may have been poorly conceived and executed and research may determine that they can be removed. Other alterations and additions may have merits that warrant incorporating them into the permanent history of the building. In many cases, it is unnecessary to fix a point in history as the target date for restoration. It is more appropriate to aim for a significant period in the history of the building, but be flexible in accommodating more recent interventions that are sympathetic and have improved the historical or functional nature of the building.

- **Make new replacements distinguishable -** The construction eras and historical progression should be self-evident. Although new work should be sympathetic to the original and match or mimic as appropriate, it should not attempt to appear as if built as part of the original.

- **Understand the value of a historic place:** Refer to the heritage value and character defining elements to understand the significance of the HCD and to guide appropriate change.

- **Respect documentary evidence:** When repairing, restoring or rehabilitating historic buildings or features, rely on documentary evidence such as historic photographs, drawings or physical evidence where available. Avoid restoring based on conjecture.

- **Design alterations with reversibility in mind:** When making additions or alterations that may cover, obscure or remove original materials, consider methods that could be reversed in the future to retain the original features, materials and/or character

4.0 DISTRICT POLICIES AND GUIDELINES

4.1 INTRODUCTION

The OHA requires that a district plan include a statement of policies in HCD Plans. A statement of policy ensures consistent decision making within the HCD. Policies reflect the HCD Plan's objectives to maintain and enhance the character of the study area as outlined in Figure 5 and Figure 6. Policies clearly explain what changes and alterations are appropriate and likely to be approved in an HCD. Policy language generally have more 'teeth' using phrases with words such as 'shall', 'must' or 'will'. This plan also contains guidelines. Guidelines can have less 'strict' language, and may be used where there are various alternatives that help to support a policy. Guidelines may also be used where the community indicated through the consultation process that the priorities for these items are not as strong as other areas, but still want guidance to follow when making decisions.

The following sections contain the policies and guidelines for the overall development pattern of the HCD, alterations and additions to contributing resources non-contributing resources, and new development. To determine if your property is a contributing or non-contributing property, refer to Figure 4 in Section 2.0 or Appendix B.

GENERAL PROCESS FOR CONTRIBUTING RESOURCES:

1. **CONSERVE,** whenever possible, character defining elements and decorative features.

2. **PROTECT AND MAINTAIN** original materials through appropriate cleaning and regular maintenance.

3. **CONSERVE** heritage value by making minimal interventions wherever possible.

4. When replacing historic features is necessary, **REPLACE** in kind or with sympathetic materials.

5. Where change is required, use sympathetic designs and materials that **SUPPORT** the character of the building/area, but make new design distinguishable from historic designs.

6. **INFORM** restoration work with research and documentary evidence of the building's historic features (where available).

7. When making major alterations, **DOCUMENT** changes and interventions.

ROOF AND PARAPETS:

Example:
Conserve, repair and maintain character-defining roof features and materials such as chimneys, roof profiles, parapets, soffits and others.

WINDOWS:

Example:
Conserve, repair and maintain character-defining elements to windows such as frames, glazing, muntin and sash profiles, dimensions of openings, hardware and others.

MATERIALS:

Example:
Choose gentle cleansing methods and keep original materials visible from cover-up cladding.

FACADE PATTERNS:

Example:
Conserve, repair and maintain character-defining elements to the facade such as stone and brick masonry, decorative brickwork, woodwork and metal panels, columns, pilasters and others.

SIGNAGE:

Example:
Consider incorporating signage in the valence of awnings, canopies and using window decals and sandwich panels.

STOREFRONTS:

Example:
Conserve, repair and maintain character-defining storefront elements such as recessed entrances, windows, doors, transoms, cornices and the materials they are made from.

[redacted]

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
5

Title
General Process for Contributing Resources

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ROOF AND PARAPETS:

Example:
Design new roofs with the intention of having the same massing and type as existing contributing resources. Keep the massing and height of new buildings to match the existing surrounding buildings.

WINDOWS:

Example:
Try to maintain solid to void proportions from the existing streetscape in the design of new infill and non-contributing resources.

MATERIALS:

Example:
Choose high quality materials that are historically relevant and contribute to the character of the street.

FACADE PATTERNS:

Example:
Avoid designing blank walls for new infill and non-contributing resources. Try to maintain the horizontal and vertical patterns of the streetscape created by windows and doors, and materials.

SIGNAGE:

Example:
Design signage that will not impose on the contributing resources and will keep the character of the street.

STOREFRONTS:

Example:
Avoid designing double height storefronts. Storefronts should match the proportion of glass on the ground floor of existing contributing resources.

GENERAL PROCESS FOR NON-CONTRIBUTING RESOURCES:

1. **CONSERVE,** the general character of the streetscape and maintain the character defining elements.

2. **PROTECT AND MAINTAIN** the existing massing and height of the neighborhood by designing new infill buildings that respect the massing, materials and features of the surrounding streetscape.

3. **CONSERVE** the continuity of the "street wall" created by the lack of setbacks on the street. The façades of new infill buildings should be on the property line.

4. **MAINTAIN** existing views and vistas when designing and altering non-contributing resources.

5. Design and alter infill and non-contributing resources in a way that will **SUPPORT** the character of the building/area, but make new design distinguishable from historic contributing resources.

6. When making major alterations that will affect the streetscape, **DOCUMENT** changes, interventions and additions.

[redacted]

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
6

Title
General Process for Non-Contributing Resources

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4.2 OVERALL DEVELOPMENT PATTERN

The development pattern of the HCD is an important part of its historic character. The HCD contains predominantly purpose-built commercial and mixed-use buildings located along Talbot Street, and open space areas, remnant tracks and purpose-built buildings associated with the City's railway history. Many of these buildings, particularly those constructed in the late 19th century, contain commercial space on the first storey with mixed-use upper storeys, containing residential and/or additional commercial space.

4.2.1 Building Form, Massing, Height, Width and Setting

Policies

- Maintain the historic development pattern of Talbot Street, consisting predominantly of purpose-built two to four storey buildings with commercial form on the first storey and mixed-use form on subsequent stories
- Maintain the development pattern of tightly abutting commercial buildings with narrow profiles and frontage on Talbot Street and rear access through laneways, parking areas or parallel streets
- Maintain the general rectangular/cuboid massing of buildings within the HCD
- Maintain the characteristic of building widths consisting of a single historic lot, or visible architectural divisions on the elevation of wider buildings to give the appearance of lot-sized segments
- Maintain the setting of commercial buildings with tight frontage to Talbot Street, setbacks consistent with neighboring properties and abutting exterior walls where appropriate

4.3 CONTRIBUTING RESOURCES

4.3.1 Introduction

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

The boundaries of the St. Thomas HCD contain commercial and mixed-use buildings. Most the buildings have been constructed in late 19th and early 20th century. The predominant style of the buildings can be determined to be Italianate, Edwardian or vernacular. The HCD also has railway heritage lands and buildings which are important for the history and the character of the HCD.

The following sections outline the policies and guidelines to follow when making alterations and additions to contributing resources within the HCD. In general, the following process should be considered when making alterations or additions to contributing resources:

- Protect and maintain original materials through appropriate cleaning and regular maintenance
- Conserve heritage value by making minimal interventions whenever possible

- Replace historic features in kind or with sympathetic materials when replacement is necessary
- Use sympathetic designs and materials that support the character of the building/ area but make new design distinguishable from historic designs when changes are required
- Inform restoration work with research and documentary evidence of the building's historic features (where available)
- Document changes and interventions when making alterations

4.3.2 Alterations

4.3.2.1 Maintenance

Maintenance is crucial to the preservation of buildings in the heritage conservation district. Guidelines for the preservation and restoration of the buildings in the HCD are based on the Standards and Guidelines for the Preservation of Historic Places in Canada. General Maintenance guidelines can be found in Appendix C.

Policies

- Adhere to property maintenance standards of the City of St. Thomas Property Standards By-law as it applies to all properties within the municipality

Guidelines

- Undertake regular maintenance and upkeep of the exterior of contributing resources as the appearance of these buildings and their visible exterior condition can greatly benefit and impact the overall character and feel of the downtown core. Regular maintenance and repairs of historic features and materials can enhance their longevity and avoid costly replacements in the future.

4.3.2.2 Setback from the Street Wall

A street wall in the Heritage Conservation District is a distinct feature of the street, created by adjacent buildings of similar height. The properties that create a street wall have similar setbacks and lead the eye along the length of the street edge and sidewalks. Contributing elements to the street wall are also façade patterns, materials, massing and others. In the HCD , most of the contributing resources are part of the Talbot Street wall. The continuity and the linear uniformity of Talbot Street strengthen the street wall effect in the HCD area.

Policies

- Match existing setbacks or setbacks of adjacent properties when making alterations to contributing resources

Plate 4: The setback of properties along Talbot Street forms a consistent street wall. This should be maintained as in the top right illustration. The bottom right scenario should be avoided

4.3.2.3 Façade Patterns

Façade patterns are the vertical and horizontal patterns created by architectural elements in the building elevations, such as windows, doors, roofs, building heights, storefronts and others. Façade patterns in the HCD study area include uniformity and rhythm in the vertical division between residential and commercial use, proportions of solid wall and openings, roof line heights and others.

Policies

- Maintain and restore existing windows and doors in their original sizes. If interior room configurations are changed avoid visual changes that affect the exterior façade.
- Maintain and restore existing architectural elements that divide and break up the façade into smaller sections
- Maintain and restore existing parapets and rooflines
- Avoid covering up and building in existing openings
- Avoid changing the existing façade elements by removing and altering architectural elements

Guidelines

- Should there be a part of the building that is beyond repair and cannot be restored, use materials and forms that restore by existing evidence or replace in kind or with sympathetic materials
- Avoid making imitations based on conjecture rather than evidence in documents or existing building elements

Plate 5: Maintain the rhythm of windows and doors in the façade that make up the traditional commercial/mixed-use façade pattern in the HCD

4.3.2.4 Materials

50% of buildings in the HCD are constructed with clay brick. Brick was a common construction material in the 19th and early 20th century in Southern Ontario, used for structural construction, cladding/veneer and decoration. As a heritage attribute of the HCD, brick plays an important visual role in contributing to the district's sense of time and place. Stone and concrete were also used in building cladding and decoration in the late 19th and early 20th centuries. Over time, more contemporary materials have been used on more recent buildings and to cover the original materials of historic buildings.

Brick

Policies

- Avoid painting surfaces (especially exterior) such as brick masonry with acrylic paints as they create a non-permeable coating that does not allow for moisture to dry through the brick
- Clean masonry with gentle techniques where original brick has been heavily soiled, has graffiti or paint that is damaging to the masonry. However, any type of masonry cleaning is damaging to the material, so it is recommended that cleaning is done only when necessary.
- Avoid abrasive cleaning methods, such as sandblasting, sanding disks and grinders, as they clean by removing a small portion of the brick surface and permanently damage the material. Cleaning

methods recommended for brick are water cleaning, the gentlest cleaning method, and chemical cleaning. Examples of cleaning with water are low pressure water cleaning and using detergents. When cleaning with water keep in mind freezing temperatures and time needed for brick to dry. Moisture is masonry's biggest challenge. The freezing of water under the surface of the brick will cause spalling.

- Maintain and restore brick masonry by using appropriate techniques for repointing and using compatible mortar. Older buildings use high lime content mortar, which is weaker than contemporary Portland cement mortar. Using appropriate mortar will prevent further deterioration. For more information on mortar type and mortar strength refer to Appendix C.

- Choose an appropriate mortar when repointing historic masonry. The mortar in masonry assembly is the sacrificial element, being the weakest in strength. Mortar strength should be appropriate to the brick so that all the thermal expansion happens at the mortar joints first. For more information on mortar type and mortar strength refer to Appendix C.

- Choose materials that are similar in kind, colour, strength and durability when using mortars and masonry units to replace existing deteriorated units. Using materials that are incompatible can cause more damage in the long term.

<u>Guidelines</u>

- Undertake repointing early in the year to allow mortar to dry and cure before cold weather sets in

- Refer to the Standards and Guidelines for the Conservation of Historic Places, available online, for in depth information about masonry restoration

Efflorescence under window due to improper water drainage can cause damage to masonry. Consider methods to reduce water damage.

Paint in bad condition on a side of a building, the brick underneath is in very bad condition.

A large percentage of the brick surfaces in the HCD have been painted. Avoid painting masonry or using abrasive cleaning techniques.

Brick may differ on front and side elevations. This was common for historic buildings and should be maintained.

Elaborate brick detailing should be preserved.

Colour difference due to accumulation of dirt on brick. Cleaning for aesthetics reasons may be considered.

Plate 6: Considerations for Maintaining Brick in the HCD

Metals

Some buildings in the HCD feature metal framing, cladding or decorative elements. Identifying the type of metal will help to determine the most appropriate conservation, maintenance and cleaning techniques.

Policies

- Conserve historic metal features on front facades. Retain sound and repairable metals
- Re-apply appropriate paint or coating to decrease corrosion rate
- Stabilize deteriorated metals by reinforcement and weather protection
- Determine the metal type and appropriate cleaning method. Soft metals such as lead, tin, copper, aluminum, brass, silver, bronze and zinc should be cleaned with non-abrasive methods. Use gentle cleaning methods on hard metals.

Guidelines

- Replace deteriorated or missing elements in kind or with sympathetic materials based on documentary evidence
- Refer to the Standards and Guidelines for the Conservation of Historic Places in Canada for a more detailed list of recommendations for maintenance and preservation

Metal flashing on parapet.

Original storefront detail.

Storefront with original metal framing, wooden panels and glazing.

Plate 7: Examples of Metal in the HCD

Woodwork

Policies

- Retain sound and repairable wood that contributes to the character of the building or HCD
- Replace in kind or with sympathetic materials when repair is not feasible
- Apply coatings which are compatible and only after proper surface preparation, such as cleaning with tri-sodium phosphate

Guidelines

- Stabilize deteriorated wood by providing reinforcement and weather protection
- Replace decayed or damaged wood and find cause of deterioration where possible to avoid future damage
- Prevent water penetration and weathering by providing proper drainage
- Refer to the Standards and Guidelines for the Conservation of Historic Places in Canada for a more detailed list of recommendations for wood maintenance and preservation

Plate 8: Examples of Wood in the HCD

Glass and Glass Products

Policies

- Retain historic glass, particularly decorative leaded or stained glass when possible
- Replace irreparable or missing glass panels in kind or with sympathetic material, whenever repair is not possible

Guidelines

- Protect glass from breakage, chipping and abrasion
- Assess the reason for the breakage and deterioration of glass which might be due to its frame and structure
- Consider contacting a knowledgeable and experienced practitioner when undertaking restoration of lead glass

Plate 9: Examples of Decorative Glass

4.3.2.5 Paint

Traditional oil-based paint such as linseed oil paint were used historically. When applied properly, oil-based paints are long-lasting and they are absorbed into surfaces, thus allowing them to penetrate and the materials to breathe. Contemporary oil-based paints are available from various companies.

Mineral based paints are appropriate for surfaces such as brick, stucco, metal, etc. Mineral based paints work like a stain rather than paint- they are long lasting, allow surfaces to breathe and they do not create an impermeable layer which keeps moisture from drying out.

Acrylic based paints are readily available and used prominently today. However, acrylic based paints might not be the best solution for historic buildings and especially materials such as masonry and wood. Keep in mind that acrylic paint creates a film on top of the surface it is painted on, and thus seals it, making the material unable to dissipate moisture.

It is important that in preparation the surfaces are cleaned properly from dirt and previous paint.

Policies

- Avoid painting masonry surfaces including brick is as it prevents the proper drying of the brick and ultimately damages the masonry

Guidelines

- Avoid painting with colours that do not complement the character of the HCD, such as overly bright or neon colours. There are many paint companies that provide a heritage or historical selection that would be complementary in an HCD

- Consider cohesive color schemes. Paint can have a dramatic effect on the building, highlighting different elements such as windows, trim, sculptural detail, etc.

- Consider identifying original paint colours, if desired. For owners who would like to determine the original colour of their building and have the financial means, a paint analysis can be conducted**.** For owners who are on a budget and want to find a close match to the original paint colour, it is advisable to peel off a small area of paint in an inconspicuous area of the building

- Consider consulting a heritage masonry specialist for exterior brick surfaces that have been already painted to determine whether to repaint peeling paint or remove paint completely

4.3.2.6 Overcladding

Overcladding is the covering of original materials with more modern materials. When covering original materials, important architectural elements of the building are hidden. Often, overcladding is done with the purpose of creating a more modern look to the façade but results in mismatching materials that are not in harmony with the surrounding buildings. Sometimes overcladding designs are done with the end goal of creating a “blank façade wall” which is undesirable as it does not relate to the street and the passerby.

Overcladding is not an appropriate substitute for maintenance. Covering up deteriorated facades does not solve the problem of regular maintenance and may create more serious problems such as rotting, rusting, cracking and spalling of brick and deterioration of mortar joints, which can cause serious structural issues. To properly maintain a historic building, overcladding should be avoided and existing overclad materials should be removed.

Policies

- Avoid covering up original facades and elements with materials that do not compliment the HCD, drastically change the look of the building, damage the original materials and create “blank walls”

Guidelines

- Remove existing overcladding to reveal, repair, restore or appropriately replace historical elements underneath

- Remove overcladding in sections If removal of all overcladding is not possible, or keep overcladding in place with the intention of removing it in future

4.3.2.7 Storefronts

Storefronts are on the ground floor of a building and they usually make up the commercial part of the building. They form the commercial core of the street and are a character defining element of commercial buildings.

Policies

- Conserve, maintain and restore features such as display windows, doors, transoms, cornices, corner posts and the materials they are made from, wherever possible
- Avoid altering the geometry of the storefronts, such as recessed shop entrances and the width of the building and the display windows
- Replace in kind or in a manner compatible to the character of the HCD where conservation and restoration of original storefront materials is not possible

Plate 10: Examples of storefronts within the HCD

4.3.2.8 Signage

Signage in a downtown HCD is a crucial aspect of the urban fabric. It has an impact on the atmosphere of the street and it is very important for the well-being of businesses.

Policies

- Adhere to the City of St. Thomas signage by-law
- Install signage in a manner that avoids covering windows or important elements of the building façade
- Avoid internally illuminated signs

Guidelines

- Retain signs that are pre-existing and contribute to the character of the building
- Incorporate signage in the valence of awnings, above storefronts, on canopies, sandwich boards, small-scale projecting or hanging items and temporary window decals
- Use signage that is an appropriate size to be read from across the street

Plate 11: Examples of signage within the HCD that support the historic character

4.3.2.9 Windows

Windows in the heritage area are important elements that contribute to the vertical and horizontal patterns of the district.

Policies

- Conserve, repair and maintain rather than remove all important character- defining elements to windows and doors including but not limited to: steel, aluminum and wood frames and windows, muntin and sash profiles, dimensions of openings, operable double and single hung windows, original opening mechanisms and hardware and decorative surrounds
- Retain original wood framed windows wherever possible. Heritage windows can be as efficient as new thermal units if they are maintained properly. If maintained, they are longer lasting than the newer thermal units
- Replace original windows when they cannot be repaired. Keep current proportions and glazing configuration. Keep operable
- Avoid blocking or altering the shape and size of existing historic window openings. It is strongly discouraged to seal windows shut
- Avoid replacing original windows with units that are radically different than original in proportion, colour, functionality and configuration
- Allow for replacement of contemporary windows with other contemporary windows. Maintain the original shape and opening of the window

Guidelines

- If some windows have already been updated with contemporary units, they may be replaced with historically accurate windows based on documentary evidence or existing windows

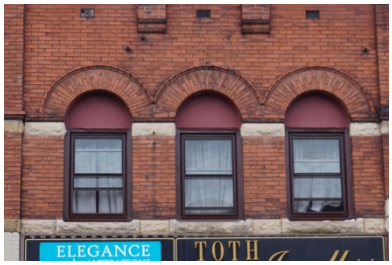

Plate 12: Examples of window types and shapes in the HCD. Rectangular, round arch and segmental arch are most common.

4.3.2.10 Roofs and Parapets

The roofline of a streetscape in an HCD is not uniform but of similar heights. Roofs and parapets make up an important part character defining elements and they are most important when visible from street level. Elements of the roof and parapet assemblies include: cupolas, turrets, cresting, chimneys, gutters, gables, eaves, parapets, dormers, soffits and fasciae, and components, such as the cladding, substructure, insulation, vapour controls, flashing and ventilation. Roofs and parapets are particularly exposed to the elements more than any other part of the building and their maintenance is critical.

Policies

- Conserve, maintain and restore character defining roof and parapet features and original historic roofing materials
- Maintain the original roof shape of the building (e.g. flat, gabled, hipped, etc.) and maintain the original pitch (high pitch, medium pitch, low pitch)
- Set features such as mechanical equipment, penthouses and other rooftop elements back from the façade line so that the new features are not visible from street level

Guidelines

- Protect and maintain rooftop features by ensuring that water is properly drained through gutters, downspouts and roof drains
- Repair based on historical evidence or replace in kind or with sympathetic materials when roof materials are deteriorated
- Allow for contemporary roofing materials such as asphalt, metal, and composites where non-original roofing materials exist
- Consider neutral colours (grey, black, brown) for roof pitches visible from the street

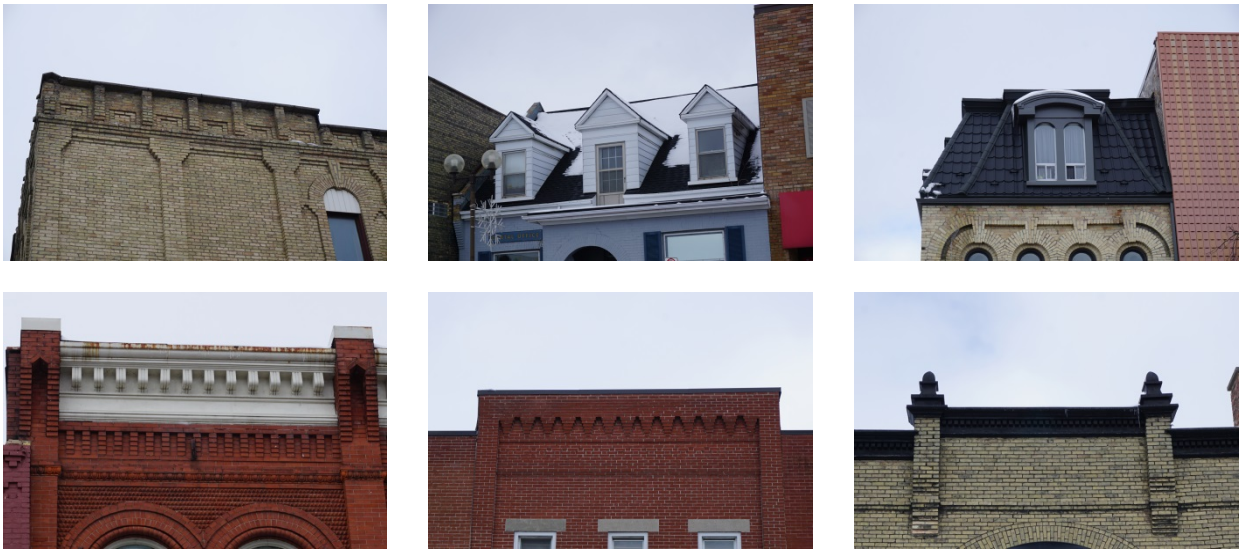

Plate 13: Examples of parapets and roof types in the HCD.

4.3.2.11 Side and Rear Elevations

Typically, HCD policies and guidelines focus on the front façade of buildings as these are most often experienced in the public realm. Within the HCD, many rear and side elevations are visible from side streets and parking areas. As such, guidelines have been prepared to address side and rear elevations.

Policies

- Maintain, repair, conserve or restore original cladding materials on side or rear elevations where possible
- Maintain and upkeep side and rear elevations in accordance with the City of St. Thomas Property Standards by-law
- Compliment the character of the HCD on rear elevations regarding material type, and proportion of material (e.g. brick/masonry or siding sizes compatible with surrounding buildings), and colour. Contemporary cladding materials are permitted on rear elevations of new construction, but should be compatible with the character of the area.

Guidelines

- Consider rear elevations not on corners for delivery access facilities, utility services, parking, outbuildings, satellite dishes, required roof vents, skylights, solar panels, and metal chimneys

4.3.3 Additions

4.3.3.1 Height

Policies

- Design additions to contributing resources to an appropriate height to contributing properties, no greater than the height of the existing building frontage on Talbot Street.

Guidelines

- Rear additions may contain additional storeys only if they are set back at least five metres from the front building line. Additional storeys should not be greater than half of the original building's height (e.g. for two storey buildings, additions may extend one storey above the existing roofline, for a total of three storeys).

4.3.3.1 Massing

Policies

- Design massing for new additions that is subordinate to the existing building. Additions should not cover or overwhelm the original structure.

- Locate additions to contributing buildings at the back of the building

- Use shapes and massing that are compatible with the historic building and create a harmonious look with the surrounding buildings

4.3.3.2 Materials

Policies

- Preserve original material when designing additions and minimize the removal of original building structure and materials

- Choose materials on additions that are distinguishable as contemporary design, and do not mimic historic architecture but complement its character

4.4 NON-CONTRIBUTING RESOURCES

4.4.1 Introduction

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

Even though these buildings do not have the same contributing qualities to the HCD as contributing resources, they are still part of the HCD and should be addressed in a way that compliments and enhances the character defining elements of the HCD.

It should be noted that, notwithstanding the policies of this plan, in some cases the status of a non-contributing property may be subject to change. If it is revealed that a non-contributing building (by removal of exterior cladding) contains substantial heritage fabric in sound condition that is in keeping with the heritage attributes and heritage character of the HCD, then for the purposes of this HCD Plan, it will be considered a contributing property due to the underlying nature of its architectural characteristics. As heritage alteration permits are required for the removal of exterior cladding on non-contributing buildings, changes in the contributing/non-contributing status of a property will be dealt with on a case-by-case basis as alteration permit applications are made.

4.4.2 Maintenance

Policies

- Adhere to property maintenance standards of the City of St. Thomas Property Standards By-law as it applies to all properties within the municipality

Guidelines

- Undertake regular maintenance and upkeep of the exterior of contributing resources as the appearance of these buildings and their visible exterior condition can greatly benefit and impact the overall character and feel of the downtown core. Regular maintenance and repairs of historic features and materials can enhance their longevity and avoid costly replacements in the future.

4.4.3 Alterations

4.4.3.1 Setback from the Street Wall

Policies

- Match existing setbacks for alterations to non-contributing buildings

4.4.3.2 Façade Patterns

Policies

- Support the character of the HCD when making changes in the façade composition of non-contributing buildings, by choosing complimentary or compatible window and door openings, materials and proportions
- Avoid designing “blank walls” with no window and door openings

4.4.3.3 Materials

Guidelines

- Select materials that are complimentary of the character of the HCD when renovating facades of non-contributing buildings. It is recommended to use materials already commonly found in the HCD such as brick as a dominant material that help to transition the non-contributing building into its surroundings.

4.4.3.4 Paint

Guidelines

- Choose a paint scheme that compliments the existing colours of the contributing resources in the HCD, based on a historic colour palette or neutral shades that complement the historic character. Avoid overly bright or neon colours

4.4.3.5 Storefronts

Guidelines

- Avoid double height storefronts when making alterations to non-contributing resources
- Keep same glass to solid material proportions as in the surrounding HCD contributing resources
- Consider recessing the entrance similar to contributing HCD properties if making alterations to storefronts on non-contributing buildings

4.4.3.6 Signage

Policies

- Adhere to the City of St. Thomas Signage By-law
- Install signage in a manner that avoids covering windows or important elements of the building façade
- Avoid internally illuminated signs

Guidelines

- Incorporate signage in the valence of awnings, above storefronts, on canopies, sandwich boards, small-scale projecting or hanging items and temporary window decals

- Use signage that is appropriate size to be read from across the street

4.4.3.7 Windows

Policies

- Avoid covering up and filling in existing windows. If it is necessary to do that, adjust openings to match the proportions of the surrounding buildings in the HCD

Guidelines

- Maintain the solid wall to openings proportions from the existing streetscape. Ground levels with store fronts should have higher proportion glazing while second and upper levels should have less than 50% glazing

4.4.3.8 Roofs and Parapets

Policies

- Protect and maintain rooftop features by ensuring that water is properly drained through gutters, downspouts and roof drains
- Set rooftop mechanical equipment back from the roofline so that it is not visible from street level

Guidelines

- Keep the roofline so that it is at a similar line with the contributing HCD properties. Maintain flat or low pitched rooflines to be consistent with the HCD character.

4.4.3.9 Side and Rear Elevations

Policies

- Maintain and upkeep side and rear elevations in accordance with the City of St. Thomas Property Standards by-law
- Compliment the character of the HCD on rear elevations regarding material type, and proportion of material (e.g. brick/masonry or siding sizes compatible with surrounding buildings), and colour. Contemporary cladding materials are permitted on rear elevations of new construction but should be compatible with the character of the area.

Guidelines

- Consider rear elevations not on corners for delivery access facilities, utility services, parking, outbuildings, satellite dishes, required roof vents, skylights, solar panels, and metal chimneys

4.4.4 Additions

4.4.4.1 Height and Massing

Policies

- Design additions to non-contributing resources to an appropriate height to contributing resources, no greater than the height of the contributing buildings in the HCD

Guidelines

- Rear additions may contain additional storeys only if they are set back at least five metres from the front building line. Additional storeys should not be greater than half of the original building's height (e.g. for two storey buildings, additions may extend one storey above the existing roofline, for a total of three storeys).

4.4.4.2 Massing

Policies

- Locate additions to non-contributing buildings at the back of the building
- Use shapes and massing that are compatible with the surrounding historic buildings and create a harmonious look with the surrounding buildings

4.4.4.3 Materials

Guidelines

- Use materials that are complimentary to the character of the HCD, especially if materials are visible from street level
- Allow for sympathetic contemporary materials on non-contributing buildings

4.5 DEMOLITION

4.5.1 Demolition of Contributing Buildings

The City of St. Thomas is committed to conserving the heritage attributes of the HCD. Therefore, the demolition of contributing buildings within the heritage conservation district is strongly discouraged. Conserve, maintain and restore contributing buildings instead of allowing them to deteriorate. Demolition by neglect is not acceptable.

Policies

- Permit demolition of contributing buildings within the district only under extenuating circumstances such as catastrophic damage from fire, flood or other natural disasters, or structural instability. If a property owner proposes the demolition of a contributing building, council may consider the application. The application must be accompanied by a Heritage Impact Assessment (HIA) prepared by a qualified heritage professional and member of the Canadian Association of Heritage Professionals that outlines potential impacts to the heritage resources and heritage attributes of the HCD. The HIA shall contain mitigation measures where adverse impacts are anticipated. Council has the authority to refuse applications for demolition if they determine demolition does not support the

goals and objectives of the HCD Plan, or if the demolition poses adverse impact on the heritage attributes of an individual property or the district heritage attributes.

- Adhere to the HCD policies and guidelines for new construction if a new building is proposed for the site of the property to be demolished

Guidelines

- Document buildings prior to demolition, if demolition is approved by Council. Documentation can be achieved through written/photographic form for deposition in municipal archives. Consideration shall be given to salvaging materials from the building to be demolished, and where possible, reusing the salvaged materials in future construction or site features.

- Encourage commemorative or interpretive features, such as plaques or panels at the site where contributing buildings are demolished, particularly if the HIA identifies a significant person, event, group, organization, or theme associated with the property

4.5.2 Demolition of Non-Contributing Buildings

Non-contributing buildings may not contribute the same historic architectural styles or materials to the HCD Streetscape. They may be newer construction, or older buildings that have been irreparably altered. While demolition of these properties may not result directly in the loss of heritage attributes of a particular building, their loss can impact the broader HCD character and street wall by creating gaps or vacant areas inconsistent with the look and feel of the HCD.

Policies

- Permit the demolition of non-contributing buildings in the heritage conservation district following approval of a heritage alteration permit for demolition by Council. Applications for the demolition of non-contributing building shall be accompanied by a development proposal for the property.

- Follow the District Policies and Guidelines for New Development outlined in this Heritage Conservation District Plan for all new construction/development where non-contributing buildings are demolished

4.6 NEW DEVELOPMENT

Most properties within the HCD have already been developed. However, there are some vacant parcels or opportunities for redevelopment within the district where new development may occur in the future. Opportunities for new development can occur in the form of infill, or new development due to loss of a building though fire, natural disaster, severe structural instability or approved demolition. In general, new development should be recognizable a product of its own time, and not attempt to mimic historical architectural styles. New development can be modern but still sympathetic and compatible to the historic character of the district. When new development is proposed in the Heritage Conservation District, the following policies and guidelines apply. Once new buildings are constructed, future alterations or additions are to follow the policies and guidelines for Non-Contributing buildings.

4.6.1 Window Design

Policies

- Allow for contemporary materials for windows, such as metal or vinyl frames on new development
- Incorporate similar dimensions and shapes to historic development (such as rectangular, segmental arch or round arch openings) for windows on new development
- Position windows on new developments on upper storeys in an evenly spaced rhythm with an appropriate vertical alignment compatible with surrounding properties and consistent with the size of the building

Guidelines

- Avoid attempts to mimic the appearance of historic windows with the inclusion of stained glass, false muntins or decorative surrounds. If these elements are included, they should be contemporary interpretations that are distinguishable from original historic fabric

4.6.2 Building Height

Policies

- Conserve the existing character of the streetscape by limiting new buildings within the Talbot Street street-wall to a maximum height to four storeys at the Talbot Street frontage, with between two and three being strongly preferred to be consistent with the character of the district
- Approve additional stories set back from the Talbot Street frontage only if they are set back from the façade roofline by at least five metres. Additional stories should be approved only where shadow studies demonstrate no adverse impacts on adjacent heritage attributes. Where additional height is approved, further stepbacks are encouraged to maintain the experience at the pedestrian realm and avoid the bulk of a solid mass tower and to transition the taller building form towards adjacent lower density buildings.

4.6.3 Roofing

Policies

- Complement the character of the HCD with flat or very low pitched roofing on buildings fronting on Talbot Street. Within the railway lands other roof types may be considered on a case by case basis but must be compatible with the character of the adjacent or nearby buildings.

Guidelines

- Allow for contemporary roofing materials (asphalt, metal and composite) on new construction
- Select colour palettes for roofing materials that are neutral (black, brown, grey) when pitched rooflines are visible for new construction
- Allow for ‘green’ roof and sustainable design where feasible

4.6.4 Storefront Design

Policies

- Contribute to the existing pattern established in the character of the streetscape. Most storefront within the Heritage Conservation district feature large shop windows and a setback entrance door. This pattern shall be continued in new commercial buildings

Guidelines

- Encourage storefronts with large windows and display windows allowing pedestrians visibility. This promotes an attractive and vibrant downtown core and maintains the existing character of the streetscape

4.6.5 Building Materials

Policies

- Incorporate brick, especially red or buff brick elements, into the building façade, as the dominant façade composition within the Heritage Conservation district is brick

Guidelines

- Allow for the use of other historic building materials that may be appropriate for new construction, including wood, metal, stone, concrete or stucco
- Allow for contemporary building materials on new construction, as they speak to the design of the building within its own era. Consider blending traditional and contemporary building materials to reflect the historic precedents of the HCD but distinguish between old and new design.

4.6.6 Signage

Policies

- Adhere to the City of St. Thomas Signage bylaw for new signage

Guidelines

- Select traditional location choices for signage, such as above windows or doorways or small signs hanging perpendicular to the building
- Encourage signage that is conservative in design
- Select signs that are externally illuminated, avoiding internally illuminated and neon signs

4.6.7 Entrance Doors

Policies

- Complement the traditional rhythm of the HCD streetscape. Single entrances are preferred over double entrances. Single entrance doors on new construction should adhere to AODA standards and allow for accessible entry for those with mobility devices.

- Respect the traditional pattern of entrances within the streetscape. Most commercial buildings within the Heritage Conservation District have entrance doors that are setback from the street and are adjacent to shop windows. This uniformity contributes to the heritage landscape of the district. New designs are strongly encouraged to continue this arrangement. When possible, entrance doors should be setback from the sidewalk and flanked by shop windows.

- Select doors that are made with traditional materials (wood and glass) or complimentary contemporary materials such as glass, metal, and fiberglass

4.6.8 Paint or Cladding Colours

Guidelines

- Select neutral paint or cladding colours that compliment and accent the design elements of the new construction. Paint or cladding colour should not be the defining element of a new design

- Avoid overly bright or neon colours that stand out from the streetscape

4.6.9 Architectural Details/Style

Policies

- Design new buildings that are contemporary and representative of current design trends. Although new designs should be sympathetic to the heritage character of the district, they should not attempt to recreate it through reproduction of historic designs and styles.

- Follow the traditional arrangement of entranceways and windows within the Heritage Conservation District

Guidelines

- Encourage contemporary interpretations of key historic features in the HCD, such as cornices, keystones, brick courses above windows and doors, or roof parapets

4.6.10 Setback

Policies

- Maintain a setback consistent with existing buildings in the streetscape. This is an integral component to conserving the heritage landscape of the district. New development shall match the setback of adjacent buildings.

- Choose the average between the adjacent property setbacks where infill or new construction is located on a lot where the setbacks of adjacent buildings are not consistent

4.6.11 Façade Composition

Policies

- Complement the defined character of the HCD with façade composition on new development. New buildings should have single storey commercial facades on the ground level, with between 50% and 80% glazing. Avoid blank walls facing Talbot Street
- Design between 25% and 75% of the façade with glazing on upper stories of new development, utilizing repeated patterns of window openings with clear vertical alignments, reflecting the established historical pattern of contributing buildings in the HCD
- Require breaks in all exterior building elevations longer than 20 m that are visible from Talbot Street, either by a change in plane, a change in material or with architectural articulation

Guidelines

- Maintain consistency of floor to ceiling heights of new design with adjacent buildings.

Plate 14: Sketch showing the recommended façade composition for new infill

4.6.12 Rear and Side Elevations

Policies

- Maintain and upkeep side and rear elevations in accordance with the City of St. Thomas Property Standards by-law
- Compliment the character of the HCD on rear elevations regarding material type, and proportion of material (e.g. brick/masonry or siding sizes compatible with surrounding buildings), and colour. Contemporary cladding materials are permitted on rear elevations of new construction but should be compatible with the character of the area

Guidelines

- Consider rear elevations not on corners for delivery access facilities, utility services, parking, outbuildings, satellite dishes, required roof vents, skylights, solar panels, and metal chimneys

4.7 RAILWAY LANDS

As the railway capital of Canada, remnant tracks, buildings and landscapes related to the City's railway history have an important role in contributing to the unique character of the HCD. Remnant tracks and buildings are tangible reminders of the contribution the railway played in the development of St. Thomas, and should be appropriately conserved. While the railway lands have changed since the decline of railway activity, there are opportunities to conserve and enhance the railway lands and imagine future uses that benefit the community and its history.

Views within the railway lands typically comprise linear corridors along remnant or former track areas, and broader vistas in the area behind the CASO Station and Elgin County Railway Museum. These view corridors and vistas are significant remnants of the former railway use of the area, and provide a visual sense of place even though changes have occurred since the decline of railway use. Maintaining these open views is imperative to retaining the visual character of the HCD. The railway lands also include a commercial lot fronting on Talbot Street containing a mid-20th century commercial building on lands that were previously part of a public park and gardens in front of the CASO station. These lands have been included in the railway lands character area due to their historic association with the CASO station and railway history. However, it is recognized that the lot is zoned for commercial use. Alterations or development on this lot shall follow the policies and guidelines for non-contributing properties. Should land use on this lot become subject to change, or the lot becomes available for purchase, the relevant policies in this section shall apply.

4.7.1 Land Use

Policies

- The City of St. Thomas is strongly encouraged to continue, where possible, its previous practice of purchasing urbanized areas that were formerly part of railway property, track lands or park areas associated with railway buildings, if they become available for purchase. These lands should be restored or rehabilitated to support the character and history of the railway lands

Guidelines

- Maintain and enforce land use policies within the railway lands area that promote the City's railway heritage
- Maintain and enforce land use policies that support railway uses and operations of the railway museums
- Maintain and enforce land use policies that support cultural tourism related to the railway lands and buildings

- Maintain and enforce land use policies that encourage use of remnant railway tracks, restoration of tracks, and connection opportunities
- Maintain and enforce land use policies that facilitate public use of railway lands in appropriate areas for public gathering, events and festivals
- Maintain and enforce land use policies that encourage commercial land uses that support and enhance tourism within the railway lands

4.7.2 Railway Tracks

The Railway tracks within the HCD boundary are a mix of remnant tracks owned by the City of St. Thomas, upon which the Port Stanley Terminal Rail (PSTR) company plans to operate a tourist railway. The PSTR is governed by Provincial standards under the Shortline Railway Act. All aspects of the Shortline Railway Act continue to apply where the tracks are used for the purposes of the PSTR. Additional tracks in the HCD boundary are owned by the Elgin County Railway Museum.

Policies

- Retain remnant tracks in the railway lands. Conservation and restoration are appropriate activities
- Replace tracks in kind if conservation of the tracks is not possible

Guidelines

- Allow for the addition of new tracks within the railway lands area as appropriate, where historic tracks have been removed. Tracks may be operational for railway tourism use or non-operational for visual restoration of the railway lands

4.7.3 Views

Policies

- Maintain open views along linear remnant railway track corridors
- Avoid obstructing view corridors or open viewscapes of the railways lands with the construction of buildings, permanent structures or addition of large-scale vegetation

4.7.4 Open Space Areas

Policies

- Maintain the flat topography and generally linear corridors of open space areas within the railway lands
- Encourage the construction of new buildings or permanent structures to the periphery of the open space areas of the railway lands to avoid filling in areas that would have historically been used for railway tracks and cars

- Encourage the planting of trees and vegetation towards the periphery of the open space areas to avoid filling in areas that would have historically been used for railway tracks and cars

- Maintain current linear viewscapes along the railway corridor by not introducing elements that would terminate the view

4.7.5 Railway Buildings

Policies

- Retain, repair, conserve and restore existing railway buildings. The demolition of railway buildings is not permitted unless under extenuating circumstances such as catastrophic damage from fire, flood or other natural disasters, or structural instability

- Refer to Part IV designations of buildings within the railway lands and their heritage attributes/character defining elements when making alterations

- Consider additions to railway buildings only if they do not adversely impact the heritage attributes or reasons for designation of the building, and are consistent with the guidelines for additions to contributing buildings within this plan

Guidelines

- Continue to encourage the use of railway buildings for community, educational, interpretive or tourism purposes

4.7.6 Connectivity, Wayfinding and Interpretation/Commemoration

Guidelines

- Encourage interpretive signs or plaques on or near railway buildings and track areas to inform the public of their significance to St. Thomas and the railway's role in the shaping of the city

- Encourage signage within the railway lands that provides directions to various buildings, sites, and amenities

- Encourage signage in the commercial core area that directs to the railways lands area and its amenities

- Encourage dedicated paths, walkways or other connections between the railway lands area and the commercial core, particularly through side streets, parkettes, or existing gaps in the street between buildings

- Encourage signage for wayfinding and commemoration that is of a unified and consistent look and theme

4.8 STREETSCAPE AND LANDSCAPE - PUBLIC REALM

4.8.1 Street Trees and vegetation

Street and vegetated areas trees are an important aspect of the urban environment and their positive impacts to environmental, economic and social well being is well documented. Historically trees were originally planted as an early form of summer air conditioning but then removed with the introduction of overhead hydro-electricity lines and to maximize pedestrian movement along commercial corridors.

Guidelines

- Adhere to the City of St. Thomas forestry management practices addition, removal and maintenance of street trees
- Encourage a healthy regimen of looking after the urban canopy, keeping current with arboricultural industry standards. Maintain healthy and vigorous specimens and replace struggling specimens when budget permits
- Avoid removing street trees unless they present a safety hazard or are declining due to age or disease. If a tree is removed, it should be replaced with a new tree of appropriate size and species to the context
- Add new trees when there is no conflict with buildings or overhead wires
- Select tree species that provide a good shade canopy and be proven to thrive in the environment and climate of St. Thomas. Trees and plant materials should also be resistant to pests, drought and salt tolerant and be non-invasive
- Explore restoration efforts to improve tree growing conditions when road work occurs that may impact street trees
- Encourage planters, vegetated bump-outs and other landscaping elements within the streetscape where they do not conflict with accessibility
- Consider sourcing vegetation from a local supplier, where possible

4.8.2 Sidewalks

Policies

- Retain the established pattern of sidewalks on either side of Talbot Street in front of commercial buildings
- Encourage wide sidewalks for pedestrian activity and to accommodate for barrier free access, mobility devices, strollers, etc.
- Select materials that are appropriate for people with disabilities

Guidelines

- Encourage a consistent and coherent materials plan for sidewalks throughout the HCD to contribute to a defined sense of place
- Replace sidewalk materials when they reach the end of their functional lifespan. Concrete, stamped concrete and interlocking pavers are appropriate materials for replacement sidewalks

4.8.3 Parks and Open Spaces

Guidelines

- Retain existing parks and parkettes that exist along Talbot Street within the HCD
- Encourage a mix of vegetation, lighting, pathways, seating and interpretive or public art opportunities within parks and parkettes
- Encourage park design and vegetation that adheres with Crime Prevention Through Environmental Design (CPTED) practices

4.8.4 Street Signage

Because of the commercial and high traffic nature of the heritage district, street signage has an important role to play in presenting a well-defined and identifiable heritage district. Street signage also serves as a way-finding tool.

Guidelines

- Continue the use of road and traffic signage within the HCD
- Continue the use of interpretive/commemorative and wayfinding signage within the HCD
- Separate road and traffic signage from interpretive/commemorative and wayfinding signage from traffic signage so the two do not distract from each other
- Consider establishing signage (e.g. street name signage) with unique colour and logo identifying the area as an HCD or distinct area. New street signs shall comply with municipal standards

4.8.5 Lighting

Public street lighting usually serves two purposes. One is to illuminate the roadway for drivers and the second is to illuminate the sidewalk for pedestrians. Light posts also can complement the character of a historic district. Lighting does not have to be historic or a replication of a historic design to make a positive contribution. Light posts add character through their design, and through brackets placed on posts that can hold flower pots, banners, and signage.

The City of St. Thomas has already begun to install new light posts on the western part of Talbot Street within the proposed heritage conservation district. These curved-mast posts, while not historical in design, are both ornate and functional. They already have brackets for banners and flowerpots, as well as

incorporate energy efficient L.E.D. luminaires. The City of St. Thomas should continue to roll out this new lamp post to the rest of Talbot Street and maintain a uniformity in lamp design along the entirety of Talbot Street within the heritage conservation district. Use of these light posts should be reserved for placement within the heritage conservation district. This will contribute to the district's unique sense of place and landscape.

Guidelines

- Replace street lighting when it reaches the end of its functional lifespan, or when new streetscaping plans are developed
- Continue to adopt a unified approach in selecting street lighting within the HCD. Select light standards that contain brackets to allow for banners and flower pots
- Minimize light spillover into residential areas when illuminating public parking areas, parks, or open spaces. This can be accomplished by correctly positioning lights and selecting lighting of an appropriate lumens/wattage factor
- Select low energy consumption bulbs such as LED and select locally sourced products where possible

4.8.6 Street Furniture

Street furniture such as benches, garbage cans, mailboxes, and bike racks can have a unifying effect on a heritage conservation district and provide a unique sense of place and landscape. Street furniture on Talbot Street is currently of a uniform design and consists of the recently added furniture west of Pearl Street and the older design east of Pearl Street. The new streetscape elements in the west end of Talbot Street contain thematic elements related to the City's railway history. The new streetscaping improvements are planned to continue further east. As of the date of this report, Council has approved streetscaping to Mary Street.

Guidelines

- Continue to encourage a consistent and coherent design and palette of street furniture along Talbot Street in the HCD. A uniform design should be followed to give the heritage district a unique sense of place and foster a unique landscape
- Consider sourcing locally supplied or manufactured products for street furniture where possible
- Replace street furniture that has become damaged or worn with a new and identical example. If replacement in kind is not possible, select elements that are similar to the established design or complement the character of the HCD
- Select street furniture that is both of high quality, functional and decorative when replacement of the existing suite of street furniture is required

4.8.7 Commemorative Character Elements

Commemorative signs and plaques, murals and railway thematic features may not be considered heritage features unto themselves, but they contribute to the historic experience and context of the study area. These commemorative features tie heritage themes together and emphasize important events, including the railway history and past contributions to war efforts. In addition to tying the study area together visually, the unifying theme also ties the community together as a "community". Many of the landscape elements have been built from authentic historical artifacts, such as rail car wheels and rail tracks into planters and park benches. As authentic artifacts, this is a form of 'preservation' and adaptive reuse of heritage materials and is another means of providing a visible and tangible link to the city's railway heritage.

Policies

- Retain and maintain the commemorative character elements within the HCD, including historically themed murals, banners, commemorative or interpretive signs, plaques, utility box image wrapping and railway themed street furniture or objects

Guidelines

- Support the continued installation of commemorative character elements within the HCD. The City is encouraged to maximize interpretive and educational opportunities, themed appropriately between the downtown commercial core and the Railway Character Area. Physical interpretive panels, commemorative plaques, banners and art work also contributes to the visual quality of the streetscape. Other methods such as QRS (Quick Response Systems – Bar Codes) can also be considered for those looking for additional information
- Consider the placement and composition of interpretive and commemorative elements to avoid creating areas that are over-crowded when adding additional commemorative character elements
- Consider side facades of non-contributing buildings or those that do not contain original masonry to avoid damaging or obscuring original building materials when adding new painted murals

4.8.8 Parking

Guidelines

- Continue the pattern of on-street parking in a single lane on either side of Talbot Street
- Encourage the location of surface parking lots to the rear of buildings
- Include vegetative elements to soften the appearance of parking areas, such as hedge or vegetated screening, the inclusion of planted 'islands' or trees
- Design above-ground parking lots, if considered, in accordance with the policies and guidelines for New Construction within this plan such that they are compatible with the character of the HCD

4.9 STREETSCAPE AND LANDSCAPE - PRIVATE REALM

Streetscape and landscape opportunities for many private properties within the HCD are somewhat limited, as the front facades of buildings on Talbot Street often immediately abut public lands and there are few properties with yard frontages. However, there are some properties with greater setbacks and front yard areas where these policies and guidelines are applicable.

4.9.1 Landscaping and Vegetation

Guidelines

- Consider the resource type when adding or altering private realm landscapes. For example, if the property is a residential form, landscaping with a rhythm of lawn, walkways, tree plantings and garden plantings is appropriate. Maintain a high ratio of vegetation to paved area. Commercial lots, the dominant form within the HCD, are typically built out to the front of the lot and limited or minimal landscaping is appropriate.
- Where non-contributing buildings have deep setbacks from the street and parking areas between the building frontage and street, landscaping elements to screen the parking area and soften the view from the street are encouraged. These can consist of small island plantings within the parking area or near the front of the lot than contain ornamental trees, shrubs or plantings.

4.9.2 Exterior Building Lighting

Policies

- Avoid damaging historical materials when installing new exterior lighting

Guidelines

- Consider external lighting that is compatible with the character of the area, and is low-profile. Lighting is appropriate for illuminating commercial signage, address numbers, or entrances. Spotlighting in the form of uplighting or downlighting on buildings that highlight their architectural merits is permitted. Uplighting or downlighting should be installed in such a way that they are not directed into windows and do not cause a disturbance to building occupants
- Encourage use of energy efficient L.E.D. lights of an appropriate brightness. Lighting too bright appears harsh. When possible, businesses should try to match the colour temperature of municipal street lighting to provide a uniform appearance to the district

4.10 ACCESSIBILITY

Policies

- Include barrier-free design in all new construction. This includes commercial, residential and institutional building types
- Include barrier-free design for all new streetscape, open space and park design to remove barriers for people with disabilities

- Include barrier-free design on existing buildings when making alterations to entrances or other building features wherever possible, while avoiding damage or adverse impacts to original historic materials or heritage attributes

4.11 SUSTAINABILITY AND ALTERNATIVE ENERGY

Policies

- Allow for the installation of solar panels on roofs, particularly on flat roof buildings or those that have low pitched roofs masked by parapets
- Install solar panels, related infrastructure or other alternative energy sources set back from the roofline or parapet to be inconspicuous from the street level
- Avoid removing or damaging historic materials when installing solar panels or related infrastructure

4.12 PART IV DESIGNATIONS

The policies and guidelines of the St. Thomas Heritage Conservation District apply to all properties currently listed under Part IV of the Ontario Heritage Act. Any interior and exterior elements of the building/property under Part IV of the Ontario Heritage Act continue to remain protected in the same way prior to their designation under Part V of the Ontario Heritage Act.

Policies

- Adhere to the requirements of IV designations within the HCD, unless otherwise repealed by Council. The process for making alterations or additions to Part IV designated properties must consider the heritage attributes or character defining elements outlined in the designating by-law for the property. Consideration should also be given to the HCD Plan, where applicable

4.13 ADJACENT PROPERTIES

Development or alterations outside of the HCD boundary are not subject to the policies and guidelines of the HCD Plan, nor are they required to obtain heritage alteration permits. However, site alteration and development adjacent to the HCD is required to conform to the Provincial Policy Statement (PPS). Proposed redevelopment and significant alterations adjacent to the St. Thomas Heritage Conservation District must demonstrate that the heritage attributes of the adjacent HCD or heritage property will be conserved.

- Require the preparation of a Heritage Impact Assessment carried out by a qualified professional for development adjacent to the HCD. The Heritage Impact Assessment should be conducted by a member in good standing of the Canadian Association of Heritage Professionals
- Implement mitigative measures where impacts on the HCD attributes are identified

5.0 MUNICIPAL POLICIES

5.1 INTRODUCTION

The intent of a heritage conservation district designation in downtown St. Thomas is not to prevent future change, reinvestment, and/or redevelopment. Rather, the primary focus of the Downtown St. Thomas Heritage Conservation District Plan is to *manage change.* This plan requires that contributing resources are not demolished without due cause (i.e. severe structural damage or fire), and that any alterations or additions, redevelopment, and public infrastructure projects within the heritage conservation district are in keeping with the guidelines of the Plan.

The following recommendations have been identified to incorporate appropriate policies of the Downtown St. Thomas Heritage Conservation District Plan into the City of St. Thomas Official Plan, Zoning By-law, and other planning documents/processes, to ensure that they will enable and support the policies and guidelines of the Downtown St. Thomas Heritage Conservation District Plan.

5.2 LAND USE AND BUILT FORM

5.2.1 Official Plan – Heritage Policies

The Official Plan of the St. Thomas Planning Area (2010) supports the recognition and preservation of heritage resources in the City of St. Thomas. To maintain and enhance the City's character, Council is encouraged to support programs for the protection of heritage resources under the terms of the Ontario Heritage Act. Council may also support the designation and maintenance of properties and structures pursuant to parts IV, V and VI respectively of the Ontario Heritage Act. These policies, outlined in Official Plan Section 4.6 (Heritage Resources), align with the objectives of the Downtown St. Thomas Heritage Conservation District Plan.

In addition, Policy 4.6.5 states that Council may identify areas for study as potential heritage conservation districts, and that these areas may be considered for district designation under the Ontario Heritage Act. However, since no Heritage Conservation District Plans are currently in place, the Official Plan makes no reference to adopted plans or applicable guideline documents.

To support the policies and guidelines of the Downtown St. Thomas Heritage Conservation District Plan upon Council adoption, it is recommended that the following policies be included in the Official Plan, as a subsection to Policy 4.6.5:

> *4.6.5.1 Pursuant to the Ontario Heritage Act, a by-law passed for the designation of a heritage conservation district will adopt a heritage conservation district plan that will include:*
>
> *a. A statement of the purpose of the heritage conservation district, reasons for designation, and objectives to be achieved through designation*
>
> *b. A statement of the cultural heritage value or interest of the heritage conservation district*

c. A description of the heritage attributes of the heritage conservation district and properties within the district

d. Policies, guidelines and procedures for achieving the objectives and managing development and change within the heritage conservation district

e. Guidance on the process of applying for a Heritage Alteration Permit, as well as a description of the properties which will require a permit and which are exempt from the process

f. Guidelines for the implementation of the heritage conservation district plan

4.6.5.2 A heritage conservation district for the downtown area of St. Thomas has been designated by City Council and is shown on Schedule X. The Downtown St. Thomas Heritage Conservation District Plan will be used in the evaluation of planning and development applications in this area.

4.6.5.3 The Downtown St. Thomas Heritage Conservation District Plan includes a comprehensive set of design guidelines to direct future development and to protect the unique character of the area, and encourages the retention of existing structures and landscapes that contribute to the downtown character of the area. The design of buildings in the Downtown St. Thomas Heritage Conservation District shall, at all times, have regard to the detailed architectural and urban design guidelines and intent of the Downtown St. Thomas Heritage Conservation District Plan.

Recommended policy 4.6.5.3 is of importance. The Ontario Municipal Board has acknowledged that municipally initiated Design Guidelines that are not part of an Official Plan are not policy within the statutory framework of the Planning Act. However, guidelines that are adopted by Council are recognized as an advancement of vision, objectives, and policies of municipal Official Plans. They assist in the implementation of Official Plan policies for built form and can also be used for the evaluation of development proposals. Recent OMB decisions indicate that regard should be had to urban design guidelines, and their intent and relevancy comparative to Official Plan polices. Official Plan policies should therefore contain specific reference to the design guidelines and the intent of the Downtown St. Thomas Heritage Conservation District Plan.

It is also recommended that the City consider amending their Official Plan to require Heritage Impact Assessments for new development proposals in the HCD.

5.2.2 Official Plan – Downtown Land Use Policies

Properties in the Downtown St. Thomas Heritage Conservation District are designated by the City's Official Plan as follows:

- The "Downtown, Talbot Central" land use designation applies to most of the Downtown St. Thomas Heritage Conservation District Area. This designation is intended to reinforce the "Talbot Central" area as the historic downtown of St. Thomas and as a people place/meeting place for the community and visitors. Many properties within this land use designation have been designated under Part IV of the Ontario Heritage Act, or are listed on the City's Heritage Registry. The Official Plan policies for this designation are intended to protect a significant historical area of the City.

- The "Downtown, Talbot West" land use designation permits a variety of compatible commercial and residential uses, particularly higher density residential in order to increase the resident population to support the Downtown. As there are underutilized lands within this designation, the Official Plan

supports municipal and private sector efforts to create a more distinctive western gateway into the downtown through streetscape/landscape and built form improvements.

- The "Downtown, Talbot East" land use designation permits the location of automobile oriented, space extensive retail and service commercial uses in order to maintain the focus of more pedestrian oriented commercial use in "Talbot West" and "Talbot Central". The Official Plan indicates that "Talbot East" should act as a gateway/entranceway into the downtown, and that development should be compatible and harmonious with existing development in the area, including the historic downtown.
- The "Railway Tourism" land use designation is intended to recognize the important role of the remaining railway lands from a historical and economic development standpoint. Policies encourage the promotion of the City's railway heritage; support for railway uses and operation; support for the tourism function of the railway; and the use of certain areas of the railway lands for gathering, festivals and events.

No modifications to the existing land use policies for the "Downtown, Talbot Central", "Downtown, Talbot West", "Downtown, Talbot East", or "Railway Tourism" designations are recommended. The existing policies, combined with the policies and guidelines provided in this Heritage Conservation District Plan, are adequate to meet the City's heritage conservation objectives.

5.2.3 Zoning By-Law – Zone Provisions

Through zoning by-laws, good community design can be achieved with provisions that regulate the built environment, including use, location, size (including density, height, and setbacks), character and off-street parking. Zoning by-laws can also be supportive of the policies and guidelines provided in this Heritage Conservation District Plan.

Properties in the Downtown St. Thomas Heritage Conservation District are zoned by the City's current zoning by-law as follows:

- "Downtown Talbot Central Commercial Zone" (C2)
- "Downtown Talbot West Commercial Zone" (C1)
- "Downtown Talbot East Commercial Zone" (C3); and
- "Railway Tourism Zone" (RT)

Recently, Zoning By-Law Amendment By-law 11-2016 was adopted by Council, which introduced a number of contemporary zoning tools to address and promote revitalization in the "Downtown", in a manner that is consistent with the existing built form, such as provisions dealing with minimum and maximum building height, building setbacks, access, and buffers. As such, no changes to the zoning by-law are required for implementation of the HCD.

5.3 CONSENTS AND MINOR VARIANCES

The Committee of Adjustment is responsible for granting consents to sever or subdivide property in the City of St. Thomas in accordance with the *Ontario Planning Act*. The Committee is also responsible for

granting minor variances from the requirements of the City's Zoning By-law, including variances to building heights, setbacks and parking, and ensuring these changes are consistent with the intent of the City of St. Thomas Official Plan, Zoning By-law, and other applicable plans or policies.

It is recommended that:

- The decisions of the Committee of Adjustment have regard for the policies and guidelines of the Downtown St. Thomas Heritage Conservation District Plan when reviewing applications within the Downtown St. Thomas Heritage Conservation District
- The Municipal Heritage Committee be circulated all severance and minor variance applications within the Downtown St. Thomas Heritage Conservation District and provide comments to be considered by the Committee of Adjustment
- The Committee of Adjustment refuse severance applications where the resulting parcel size would have a negative impact on the heritage attributes of the Downtown St. Thomas Heritage Conservation District and/or would not be in keeping with the adjacent protected heritage resources, recognizing that the general intent of the applicable Official Plan policies and Zoning By-law are to support a continuation of the prevailing lot fabric that has been established over time.

5.4 SITE PLAN CONTROL

Section 41 of the Planning Act allows municipalities to review and regulate the location of buildings, structures, and specified facilities and works through a Site Plan Control by-law. The Site Plan Control process helps ensure appropriate siting, massing and scale of proposed development and site alteration to address efficiency of land use, servicing, safety, attractiveness and compatibility.

In accordance with Section 10.3 of the Official Plan of the St. Thomas Planning Area, Site Plan Control is required for new development in the City with the exception of single detached, semi-detached and duplex dwellings and additions or renovations thereto.

Site Plan Control can also be used to regulate matters related to exterior building design, including character, scale, appearance and design features such as colour, building materials, signage and architectural detail. External design control can be further used to regulate streetscaping on adjoining streets, including shrubs, trees, hedges, paving material, street furniture, waste containers and bicycle parking. However, in order to implement exterior design control, Official Plan policies must be in place which address exterior design, and the Site Plan Control by-law must contain provisions relating to exterior building and boulevard design. It is noted that this is not currently addressed in the City’s Official Plan.

It is recommended that, to encourage the integration of new development with adjacent land uses, Council require public notification and a public meeting at the Site Plan approval stage for applications for proposed development or site alteration within the Downtown St. Thomas Heritage Conservation District, in accordance with their current practices of sending notice to property owners within 120 metres. An application for site plan approval should address all matters relating to the conceptual design and specific

location of buildings and structures and all other site considerations usually required by the City of St. Thomas.

In order to implement exterior design control, the City should consider updating its Official Plan's Site Plan Control policies to address exterior design, and its Site Plan Control by-law must contain provisions relating to exterior building and boulevard design.

5.5 BUILDING PERMITS

In the City of St. Thomas, Building Permits are required for the construction or alteration of any building occupying an area greater than ten square metres (108 square feet) consisting of a wall, roof, and floor (or any of them), or a structural system containing plumbing, and structures designated in the Ontario Building Code.

Building Permits will continue to be required within the Downtown St. Thomas Heritage Conservation District. The Municipal Heritage Committee should be involved in the review of Building Permit applications involving protected heritage resources within the Heritage Conservation District to provide comments and determine requirements for a Heritage Alteration Permit if necessary.

It is noted that:

- Obtaining a Heritage Alteration Permit does not negate the necessity of other permits required under other legislation (such as the Ontario Building Code or the Planning Act); and,
- Obtaining a permit under other legislation (such as the Ontario Building Code or the Planning Act) does not negate the requirement for obtaining a Heritage Alteration Permit.

5.6 COMMUNITY IMPROVEMENT PLAN

A complementary program of financial incentives can be used in association with an HCD to assist in conserving heritage resources, features, and materials. Incentives are intended to reduce the costs associated with the retention of heritage features during redevelopment projects that involve commercial or residential intensification. The authority to provide financial incentives to heritage resource conservation is established under both the Ontario Heritage Act and the Municipal Act. Sections 39 and 45 of the Ontario Heritage Act provide that municipalities may establish by-laws to make grants or loans to owners of designated heritage properties, and Section 365.2 of the Municipal Act makes provisions for enabling municipal tax rebates to such properties.

In 2002, the City of St. Thomas established a Community Improvement Plan (under the authority of Section 28 of the Planning Act), which applies to the City's Downtown Area, the CASO Lands, and Old St. Thomas Area. The financial incentives programs that are part of the CIP provide grants and loans to private property owners in order to encourage/motivate investment in private property, through projects that improve, revitalize, and rehabilitate existing buildings, resulting in a more vibrant downtown area for the City.

In total, eight financial incentive programs are available. Two of these programs are aimed at conserving heritage resources, including a Heritage Tax Relief Program and a Heritage Design Grant Program for restoration and preservation work to heritage designated buildings, eligible throughout the CIP area:

- The existing Heritage Tax Relief Program provides tax relief from the municipal portion of property taxes for properties of cultural heritage value or interest under Part IV of the Ontario Heritage Act
- The Heritage Design Grant Program provides property owners of designated or listed heritage buildings with a grant of up to $1,500 to assist with the preparation of a design study for restoration and preservation work

It is noted that the City does not currently have a heritage grant program within in its existing CIP that specifically targets restoration or preservation efforts (excluding routine maintenance). Heritage grants (under Section 28 of the Planning Act) are usually the most manageable of all financial incentives (including tax assistance programs) with respect to implementation. Financial incentive programs provided in the form of a grant gives the municipality control in what type of work is “eligible” and that the actual work is completed (to the municipality’s approval) and fully paid. Requiring the property owner to match (or be responsible for a percentage of the costs) also ensures the property owner’s commitment.

Although it is beyond the scope of the HCD Plan and Guidelines to provide a detailed guide to a grants program, the following recommendations should be considered as part of a review and update to the City’s CIP and heritage focused incentive programs:

- An appropriate allocation of municipal funding should be made to assist heritage property owners in a meaningful way over a multi-year period. This could be achieved by:
    1. Updating the existing City of St. Thomas CIP to include a wider range of heritage-focused incentive programs; or
    2. Create a new CIP that is specifically focused on the City’s Downtown HCD area
- Grant assistance should be based on a matching fifty per cent 50% grant for eligible heritage conservation work
- Eligible work should include any work that conserves or enhances heritage elements on identified heritage properties in the HCD Plan or in the accompanying designating bylaws for property designated under Part IV of the Ontario Heritage Act
- Grants should not be available for any form of abrasive cleaning, (e.g., sandblasting) or high-pressure water cleaning
- Grants supporting work necessary to restore a building to structural soundness should be considered as being eligible, e.g., the correction of serious structural faults that threaten the building’s survival but should not include structural work to accommodate modern renovations or routine maintenance
- With respect to non-heritage focused grant programs that may also be included in the City’s CIP (i.e. Tax Increase Equivalent Grants – TIEGs – Conversion or Addition Grants, Public Art Grants, etc.), increased grant values could be made available to applicants who propose and can demonstrate that their improvement project will restore heritage features/include heritage commemoration features).

5.7 PROPERTY STANDARDS BY-LAW

The City of St. Thomas established by-law 72-2014 (the Property Standards By-Law) under the Ontario Building Code Act to prescribe minimum the standards for maintenance and occupation of properties within the City.

The OHA provides the authority for municipalities with existing property standards by-laws to prescribe within the by-law the minimum standards for the maintained of heritage attributes of properties within an HCD. It also allows the municipality to require that property owners to repair and maintain properties to conform to the standards if they are found to not comply.

It is recommended that the City amend their Property Standards By-Law in accordance with the provisions of the OHA to specifically reference the HCD and provide the minimum standards for heritage properties within the HCD. This may include, but is not limited to, the following:

- Clear definitions of heritage property and heritage attributes as they apply to the by-law
- Standards for the repair, maintenance and occupancy of HCD properties
- Clear statements of requirements to follow the provisions of the OHA with respect to acquiring heritage alteration permits when undertaking work to comply with the Property Standards By-Law.

5.8 HERITAGE REGISTER

The OHA requires the Clerk of a municipality to maintain a register of heritage properties within the municipality, including heritage conservation districts. It is recommended that the City of St. Thomas update their existing heritage register to include a map and description of the Downtown HCD. It is further recommended that the City update the register to include the addresses of each property within the HCD (preferably in a separate section of the register noting that the properties are designated under Part V). It is recommended that the City maintain an up-to-date copy of the Register on their website for ease of public access.

6.0 IMPLEMENTATION

6.1 INTRODUCTION

The City of St. Thomas Official Plan contains the framework for establishing Heritage Conservation Districts. To implement the Downtown HCD, the City of St. Thomas will adopt a by-law designating the area as a Heritage Conservation District, requiring alterations and development to follow a heritage alteration permit process. The City will serve a notice of intention to adopt the by-law to all property owners within the district boundary. Individuals who object to the by-law may appeal to the Local Planning Appeal Tribunal. Objections must be filed with the municipal clerk within 30 days after the notice of intention to designate is published. The Tribunal may dismiss the appeal, amend the by-law, direct Council to repeal the by-law, or direct council to amend the by-law.

When the by-law is adopted, it will be registered on title with all property owners. The registration will remain on title for the property in perpetuity. The City will file a notice with the Ontario Heritage Trust that the by-law establishing the HCD has been adopted.

Where required, the City will make changes to Official Plan, CIP or by-laws to support the establishment of the HCD Plan. The following sections provide an overview of the heritage alteration permit process, as well as other tools that are useful in implementing the HCD.

6.2 HERITAGE ALTERATION PERMIT PROCESS

6.2.1 Roles and Responsibilities

HCDs are managed by municipal Planning Staff, the municipal Heritage Committee and Council in cooperation with property owners. Each group has their own roles and responsibilities to play in establishing a successful HCD:

City Staff

- Advise property owners when heritage alteration permits are required
- Receive and review heritage alteration permits for completion
- Determine if alteration is delegated to staff approval (if applicable)
- Acknowledge receipt of application and begin 90-day process to grant or refuse permit, if permit is delegated to staff authority
- Forward alteration permit application to Heritage Committee for discussion and review at next available meeting, where applicable
- Work with property owner to modify application/plans, if required
- Grant or refuse permit

Municipal Heritage Committee

- Include staff reports and heritage alteration permit applications during regularly scheduled meetings
- Receive delegations at committee meetings to speak on behalf of their applications
- Review alteration permit applications and their adherence to the HCD Policies and Guidelines
- Provide constructive comments or feedback on where applications may need revision to meet the HCD polices and guidelines
- Make recommendation on granting, granting with conditions, or refusing heritage alteration permits

Council

- Acknowledge receipt of application and begin 90-day process to grant or refuse permit
- Include Heritage Committee resolutions, staff reports and heritage alteration permit applications during regularly scheduled meetings
- Receive supporting staff reports, applications, or other documentation regarding alteration permit applications
- Receive delegations at Council meetings to speak on behalf of their applications, if applicable
- Make decision on granting, granting with conditions, or refusing heritage alteration permits within 90 days of receiving the application
- Revise decisions regarding Local Planning Area Tribunal regarding application permits, if applicable

Property Owners

- Review the HCD Plan to determine if a heritage alteration permit is required for the proposed work
- Consult with City Planning Staff to discuss the nature of the proposed alteration or development and confirm requirements of the heritage alteration permit
- Review the policies and guidelines of the HCD Plan
- Apply for heritage alteration permit with required supporting documentation
- Undertake alterations and development in accordance with the principles, policies and guidelines outlined in the HCD Plan

Figure 7: Heritage Alteration Permit Process

Heritage Alteration Permit Process

Owner should review Heritage Alteration Permit Requirements to determine if a permit is required for proposed work or contact St. Thomas Planning Staff for direction.

Owner should review the St. Thomas HCD Plan for applicable policies and guidelines for property/area.

Owner should contact Planning Staff for further clarification, if necessary.

If proposed work requires a permit, owner completes and submits Heritage Alteration Permit Application.

If no permit required, proceed with work.

Planning staff review application to determine required level of approval.

REQUIRES COUNCIL APPROVAL	REQUIRES STAFF APPROVAL (If Delegated Authority By-Law is in force)
Planning staff review application and prepare report to Heritage Committee.	Planning staff review application and make decision on application.
Heritage committee considers application at monthly meeting (applicant is encouraged to attend) and makes recommendation to council.	Planning staff can consult with Heritage Committee if necessary for further assistance.
Owner is advised of Heritage Committee recommendation.	Owner is advised of staff decision.
City Council considers Heritage Committee and makes decision.	If dissatisfied, owner can request the application be heard at Council.
Owner is advised of Council decision.	Owner is advised of Council decision.
If dissatisfied, owner can appeal to OMB/Tribunal.	If dissatisfied, owner can appeal to OMB/Tribunal.

[redacted]

Project Location
City of St. Thomas

160940466 REVA
Prepared by KDB on 2018-03-01

Client/Project
CITY OF ST. THOMAS
DOWNTOWN ST. THOMAS
HERITAGE CONSERVATION PLAN

Figure No.
7

Title
Heritage Alteration Permit Process

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6.2.2 Heritage Alteration Permit Applications

The City currently has a heritage alteration permit system in place to manage heritage alteration permit applications for properties designated under Part IV of the *Ontario Heritage Act*. The existing permit system requires review and approval by the Municipal Heritage Committee, who advise Council on the appropriateness of granting the permit. Council is the ultimate decision maker in the heritage alteration permit process, unless there is an appeal process (see Section 06.2.5).

A similar process will be employed when the HCD is implemented. Applications for a heritage alteration permit will be directed to City Planning and Building Services Department and reviewed by the Municipal Heritage Committee for a recommendation to Council on whether to approve, refuse, or approve the alteration permit with conditions.

It is recommended that the City of St. Thomas update their heritage alteration permit application to include applications for the HCD. The City shall outline what information is required for a heritage alteration permit. Typically, this includes, but is not limited to:

- Current contact information of the property owner or representative
- Site plan or sketch detailing the proposed location of alteration or development on the property
- Clear description of the proposed alteration or development
- Drawings of the proposed alteration or development, where applicable, detailing materials, dimensions and written specifications
- Photographs of the current condition of the property
- Supporting documentation such as historic photographs, plans or similar buildings/alterations/developments
- Signature of authorization by the property owner
- A Heritage Impact Assessment, where applicable

6.2.3 Delegated Authority

The Municipal Act and the OHA provides municipal councils with the ability to delegate their authority in granting heritage alteration permits to municipal staff. This means that certain classes of alteration permits would be approved by Staff without requiring review and recommendation from the Heritage Committee and approval by Council. Prior to establishing a delegated authority by-law, Council should consult with the municipal heritage committee on the matter.

Delegated authority can be useful to streamline the heritage alteration permit process and can reduce wait times for the permits. Typically, delegated authority is granted to a heritage planner, where such a position exists within the municipality or to municipal planning staff where a dedicated heritage planner does not exist. Municipalities may implement delegated authority by-laws when the volume of permits becomes too high for a committee to reasonably manage in addition to their other items, however the by-

law can also be implemented at the outset of the HCD as well. In a process with delegated authority, the Heritage Committee and Council may be notified of Staff's decisions as a courtesy.

It is recommended that delegated authority be considered when applications for alterations are minor in nature. This may include, but is not limited to:

- Alterations to roofing materials or colours
- Replacement of an exterior heritage feature in kind
- Alterations or removal of exterior lighting
- Alteration, removal or replacement of non-heritage features on contributing heritage buildings
- Temporary alterations or actions in an emergency where a building is at risk

Applications that would not be subject to a delegating bylaw and should be reviewed by the Heritage Committee and Council typically include the following types of alterations:

- Applications involving demolition of contributing properties
- A large-scale or complex development application
- Applications that are of a sensitive or controversial nature
- Applications that have been refused by the City Planner through delegated authority, or appealed terms and conditions of a permit as issued by City Planning Buildings and Services Department

6.2.4 Heritage Alteration Permit Requirements and Exemptions

Table 1: Heritage Alteration Permits and Exemptions for Contributing Buildings

Actions Requiring a Heritage Alteration Permit	Actions exempt from a Heritage Alteration Permit
• Changes to the exterior façade, such as removal, alteration, replacement and addition to heritage attributes, such as decorative brickwork, window surrounds or brick voussoirs, brick corbelling, decorative cornices, dichromatic brickwork, window openings, brick pilasters, decorative cornices, classical motifs, stone detailing, and storefronts	• Interior work
• Demolition to any part façade or all of building	• Repair and restoration of existing elements
• Additions to any part of the building	• Painting all other surfaces
• Painting exterior brick surfaces that have not been painted before	• Replacing non-original roofing materials in-kind
• New signage	
• Additions of solar panels or other alternative energy sources	
• Any alteration or proposed work that affects a Part IV designated property's heritage attributes	

Table 2: Heritage Alteration Permits and Exemptions for Non-contributing Buildings

Actions Requiring a Heritage Alteration Permit	Actions exempt from a Heritage Alteration Permit
• Changes to the exterior façade, such as removal, alteration, replacement and addition to cladding, window openings, rooflines and storefronts	• Interior work and changes not visible from street
• Demolition to any part façade or all of building	• Repair and restoration of existing elements
• Additions to any part of the building	• Painting all other surfaces
• New signage	• Replacing roofing materials
• Additions of solar panels or other alternative energy sources that are visible from street level	

Table 3: Heritage Alteration Permits and Exemptions for New Construction

Actions Requiring a Heritage Alteration Permit	Actions exempt from a Heritage Alteration Permit
• Plans for new construction of any freestanding building, or structure in the HCD	• Not applicable

Table 4: Heritage Alteration Permits and Exemptions for Railway Buildings

Actions Requiring a Heritage Alteration Permit	Actions exempt from a Heritage Alteration Permit
• Changes to the exterior façade of the CASO Station, Elgin County Railway Museum, or BX tower, such as removal, alteration, painting, roofing, replacement and addition to cladding, window openings, rooflines and storefronts or any other heritage attribute as outlined in the Part IV designating by-law	• Interior work, unless otherwise required by Part IV designation
• Demolition to any part façade or all of railway buildings	

Table 5: Heritage Alteration Permits and Exemptions for Private Realm Streetscaping and Landscaping

Actions Requiring a Heritage Alteration Permit	Actions exempt from a Heritage Alteration Permit
• Installation of exterior lighting	• Changes to existing exterior lighting in the same location
	• Vegetative landscaping where space permits

As outlined in the *Ontario Heritage Act, the Council of a municipality may not carry out any public work in a heritage conservation district that is contrary to the objectives of the Plan. As such, Municipal Heritage Committee review and council approval is required for the following actions, to ensure they are consistent with the policies and guidelines of the HCD Plan.*

Table 6: Public Works Actions requiring review and approval by Heritage Committee and Council

Actions Requiring Heritage Committee and Council Approval	Actions exempt from review and approval by Heritage Committee and Council
• Altering sidewalk placement or widths along Talbot Street	• Tree planting or vegetation along Talbot Street
• Altering sidewalk materials along Talbot Street	• Changes to road signage
• Removing character elements such as murals, plaques, railway-themed benches or art	• Replacing light standards in-kind
• Replacing light standards with a new type	• Replacing street furniture in-kind
• Replacing street furniture with a new type	• Repair and maintenance of railway tracks
• Removing or replacing parkettes	
• Removal, replacement or additions of City owned, non-operable railway tracks	
• Construction of new buildings or structures, or landscaping designs within the railway lands	
• Adding new character elements	
• Installation of commemorative/interpretive or wayfinding signage	

6.2.5 Appeals Process

As per the Ontario Heritage Act, property owners have the right to appeal the decision of Council to refuse a heritage alteration permit or the terms and conditions applied to the granting of a heritage alteration permit. Appeals will be directed to a Local Planning Appeals Tribunal. A property owner must appeal the decision of counsel to refuse or apply terms and conditions to the permit with 30 days of receiving notice of Council's decision.

The Tribunal shall hear the appeal and may take one of the following actions:

- Dismiss the appeal
- Direct that the permit be issued without terms and conditions requested by the municipality
- Direct that the permit be issued with conditions required by the Tribunal

6.3 EDUCATION AND PROMOTION

Education and promotion can be a valuable part of successfully managing an HCD. Providing property owners, the heritage committee and Council with tools to understand the HCD process and tools at their disposal helps to get all parties on the same page with proposing or reviewing applications for alterations or new development.

It is recommended that the City establish a page on its website dedicated to the HCD, with copies of the Study and Plan available for download. This page may also include an overview of the heritage alteration

permit process, the requirements for submitting a heritage alteration permit, a copy of the heritage alteration permit application, and links to helpful resources. Such resources may include:

- *The Ontario Heritage Act*
- The Ontario Heritage Tool Kit
- The Ontario Heritage Trust
- The Standards and Guidelines for the Conservation of Historic Places in Canada
- Other websites or documents that provide guidance on maintaining, repairing or enhancing historic buildings and places.

It can also be beneficial for municipalities to provide tools to educate property owners and business owners on other aspects outside of the implementation details. This might include providing an overview of how property owner's investments in their properties can be protected by the HCD process, links to groups or organizations that can provide support or resources for property owners (see Appendix C), information on financial incentives available for property owners, and answers to frequently asked questions about HCDs. Links to these tools in a dedicated place can be valuable resources when an HCD is newly implemented. Over the long term, as properties change hands, these tools can continue to be useful resources for new property owners.

Promoting the HCD within and outside of the community is in line with the City's direction in marketing St. Thomas as "The Railway City". Encouraging community engagement in the HCD through festivals, events, guided and self-guided tours and "Doors Open" events can draw interest and benefit the downtown revitalization. It is recommended that the City engage with downtown business owners, residents and organizations to establish appropriate promotional materials and events.

Other means of promoting the HCD may come through recognizing the efforts of property owners by establishing local awards programs, such as urban design awards or heritage focused awards. Annual awards created by the City or local heritage organizations may highlight examples of restoration, façade improvements or new development that comply with HCD policies and heritage best practices.

6.4 MONITORING PROGRAM

Policies and best practices change and evolve over time. It is recommended that the HCD plan be reviewed and updated intermittently so that it remains reflective of the appropriate planning and heritage frameworks. Review should typically occur within a five-to-ten-year period of its publication, or as applicable based on City requirements and budgetary considerations.

6.5 INCENTIVE PROGRAMS

At present, the City has incentive programs in place that can be of benefit to property owners in the HCD. Primarily established through the Community Improvement Program (CIP), these financial incentives programs provide grants and loans to private property owners to encourage/motivate investment in

private property, through projects that improve, revitalize, and rehabilitate existing buildings, resulting in a more vibrant downtown area for the Town. The Downtown Planning Strategy identified the following possible updates to the CIP, which specifically relate to potential improvement projects to heritage buildings:

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

It is also noted that there are additional financial incentive options for promoting the restoration and protection of heritage features/buildings that can be implemented through CIPs. For instance, many municipalities will offer increased grant values to applicants who propose and can demonstrate that their improvement project will restore heritage features. For example, a façade improvement grant could be increased by $5,000 of the applicant can demonstrate what features will be restored, how, and provide documentation of the original building features. Other municipalities have created independent Community Improvement Plans for Heritage Conservation Districts. These CIPs offer a set of incentive programs that are only available to properties within the Heritage District, and are meant to help property owners and tenants with funding for restoration and building enhancements. This may be something the City could explore during future CIP revisions.

Grant programs for heritage can also operate independently from CIPs, by offering matching grant opportunities to property owners who propose to restore or appropriately replace heritage features.

Under the Municipal Act, municipalities also have the authority to provide tax relief to heritage property owners by passing by-laws to create a property. Tax relief can be between ten and 40 percent of the owner's property taxes. Relief may come in the following forms, as outlined in *Getting Started: Heritage Property Tax Relief, a Guide for Municipalities* (Government of Ontario, 2005):

- Reduction of taxes by applying a credit against the owner's property tax account to reduce the total balance owed in the current year (owners would see a credit adjustment posted on their property tax bill)
- Refunding taxes by issuing a cheque, or
- Crediting all or part of the tax reduction against the owner's outstanding property tax liability from the current year and/or previous years, if applicable

It is recommended that the City explore financial incentive opportunities to assist property owners in the HCD maintain, restore and repair heritage properties, as this benefits the community by helping to achieve the goals and objectives of the HCD.

The City may also consider exploring other incentives in the HCD alteration permit process, outside of financial incentives, such as fast-tracking or prioritizing applications that follow HCD Plan guidelines in addition to the required policies, or include energy efficient or LEED certified designs while conserving or respecting heritage attributes and character.

7.0 SOURCES

City of St. Thomas. By-law No. 50-88.

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City of St. Thomas. By-law No. 31-2002.

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Government of Ontario. 2014. *Provincial Policy Statement.* Electronic document: http://www.mah.gov.on.ca/Page10679.aspx Last accessed: January 31, 2018.

Government of Ontario. 1990. *Ontario Heritage Act, R.S.O. 1990, CHAPTER O.18. Last amendment: 2009, c. 33, Sched. 11, s. 6*. Electronic Document: http://www.laws.gov.on.ca/html/statutes/english/elaws_statutes_90o18_e.htm Last accessed: January 31, 2018.

Ministry of Culture. 2006. *Ontario Heritage Toolkit, Heritage Conservation Districts: A Guide to District Designation Under the Ontario Heritage Act.* Electronic document: http://www.mtc.gov.on.ca/en/publications/Heritage_Tool_Kit_HCD_English.pdf. Last accessed: January 31, 2018.

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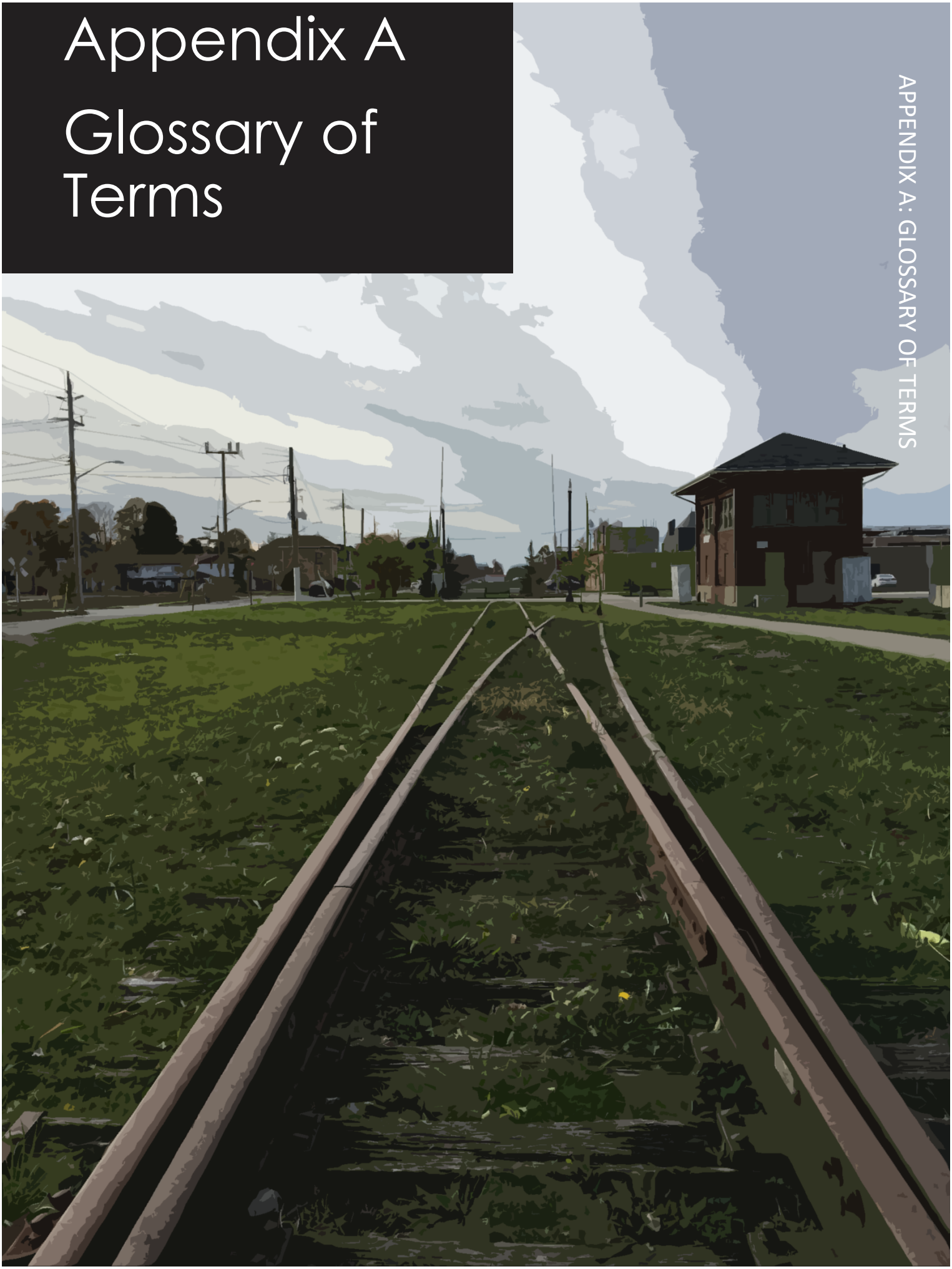
Appendix A

Glossary of Terms



GLOSSARY OF TERMS

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

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

Alteration: To change in any manner.

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

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

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

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

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

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

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

Gabled Roof: A roof that slopes on two sides.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

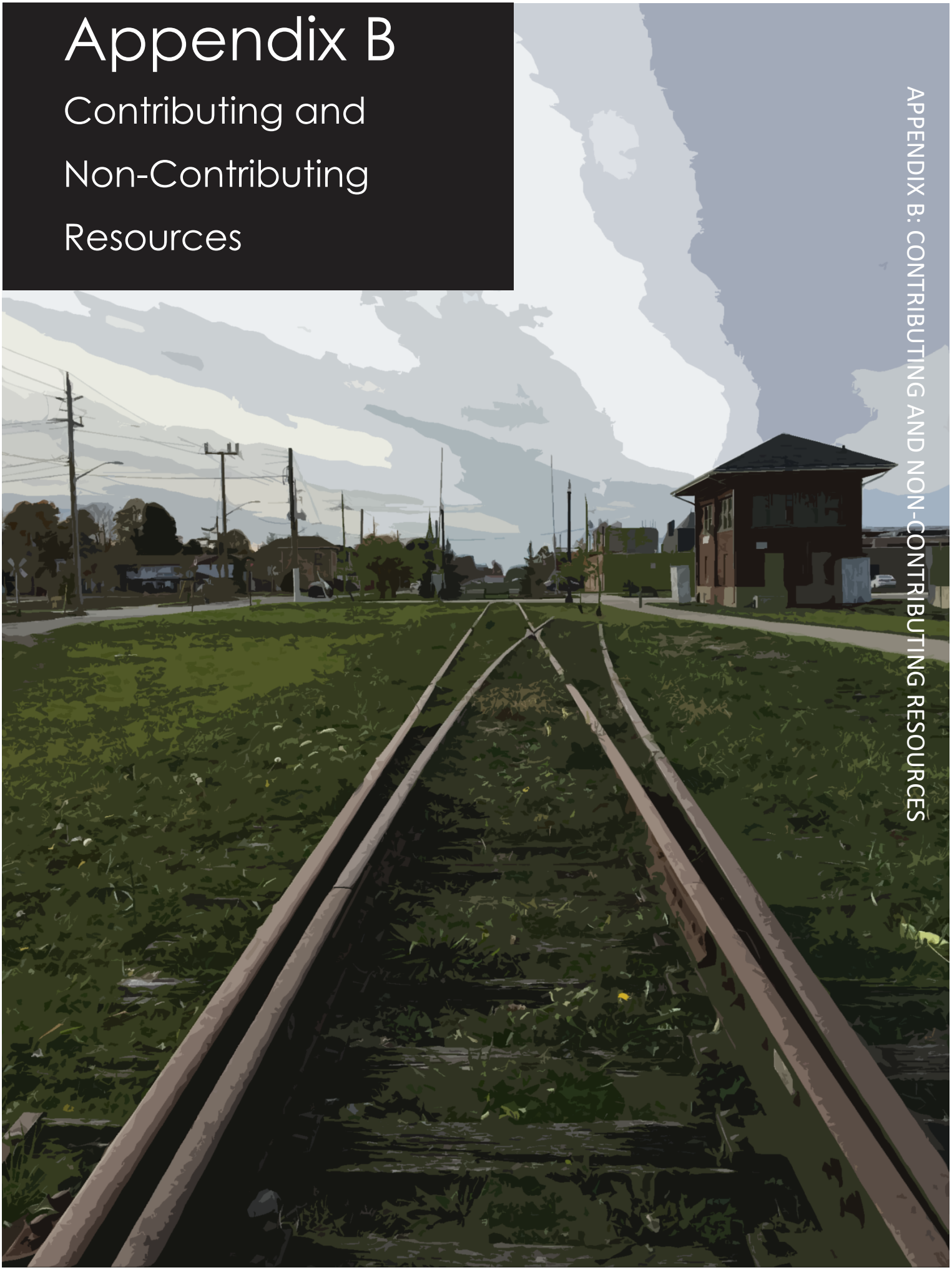
Statement of Cultural Heritage Value or Interest: As outlined in the *Ontario Heritage Tool Kit*, this is a statement that describes the heritage values of the HCD, or why the area is considered to have merit as an HCD and includes a list of heritage attributes.

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

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

Appendix B

Contributing and Non-Contributing Resources



Contributing and Non-contributing Resources within the HCD Boundary

Street Number	Street Name	Classification
247	Talbot St.	Contributing
247-251	Talbot St.	Contributing
249	Talbot St.	Contributing
251	Talbot St.	Contributing
253	Talbot St.	Contributing
257	Talbot St.	Contributing
261-273	Talbot St.	Non-contributing
275	Talbot St.	Contributing
277	Talbot St.	Contributing
279	Talbot St.	Contributing
283	Talbot St.	Contributing
287	Talbot St.	Non-contributing
291	Talbot St.	Contributing
295	Talbot St.	Contributing
301	Talbot St.	Non-contributing
305-307	Talbot St.	Contributing
309	Talbot St.	Contributing
311-313	Talbot St.	Contributing
315	Talbot St.	Contributing
317-319	Talbot St.	Contributing
321	Talbot St.	Contributing
323	Talbot St.	Non-contributing
327	Talbot St.	Non-contributing
333	Talbot St.	Contributing
335	Talbot St.	Contributing
337	Talbot St.	Contributing
339	Talbot St.	Contributing
341	Talbot St.	Contributing
343	Talbot St.	Contributing
345-347	Talbot St.	Contributing
349	Talbot St.	Contributing
353	Talbot St.	Contributing
355-357	Talbot St.	Contributing
359	Talbot St.	Non-contributing
361	Talbot St.	Contributing

367	Talbot St.	Contributing
373-375	Talbot St.	Contributing
377	Talbot St.	Contributing
379	Talbot St.	Contributing
381	Talbot St.	Contributing
383	Talbot St.	Contributing
385	Talbot St.	Contributing
387-389	Talbot St.	Contributing
393	Talbot St.	Contributing
395-397	Talbot St.	Contributing
399	Talbot St.	Contributing
403	Talbot St.	Non-contributing
423	Talbot St.	Contributing
427	Talbot St.	Contributing
429	Talbot St.	Contributing
433-435	Talbot St.	Non-contributing
437	Talbot St.	Contributing
439-441	Talbot St.	Contributing
441	Talbot St.	Contributing
445	Talbot St.	Contributing
449-453	Talbot St.	Contributing
459	Talbot St.	Non-contributing
463	Talbot St.	Non-contributing
469	Talbot St.	Non-contributing
469 1/2	Talbot St.	Non-contributing
471-473	Talbot St.	Contributing
475	Talbot St.	Non-contributing
481	Talbot St.	Non-contributing
483	Talbot St.	Contributing
485	Talbot St.	Contributing
491	Talbot St.	Contributing
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499	Talbot St.	Contributing
501-505	Talbot St.	Contributing
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511	Talbot St.	Contributing

515	Talbot St.	Contributing
517	Talbot St.	Contributing
519-521	Talbot St.	Contributing
527	Talbot St.	Contributing
529-531	Talbot St.	Contributing
535	Talbot St.	Contributing
537-539	Talbot St.	Contributing
545	Talbot St.	Contributing
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745	Talbot St.	Non-contributing
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767	Talbot St.	Contributing
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777	Talbot St.	Contributing
779	Talbot St.	Non-contributing
783	Talbot St.	Non-contributing
783-785	Talbot St.	Non-contributing

785	Talbot St.	Non-contributing
791	Talbot St.	Contributing
795	Talbot St.	Contributing
797	Talbot St.	Contributing
801-807	Talbot St.	Contributing
803	Talbot St.	Contributing
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819-825	Talbot St.	Contributing
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831	Talbot St.	Contributing
837	Talbot St.	Non-contributing
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244 1/2	Talbot St.	Contributing
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246 1/2	Talbot St.	Contributing
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502 (res.)	Talbot St.	Contributing
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632-634	Talbot St.	Contributing
636-638	Talbot St.	Contributing
640-642	Talbot St.	Contributing
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664-668	Talbot St.	Non-contributing
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10	Manitoba St.	Contributing
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10	Princess St.	Non-contributing
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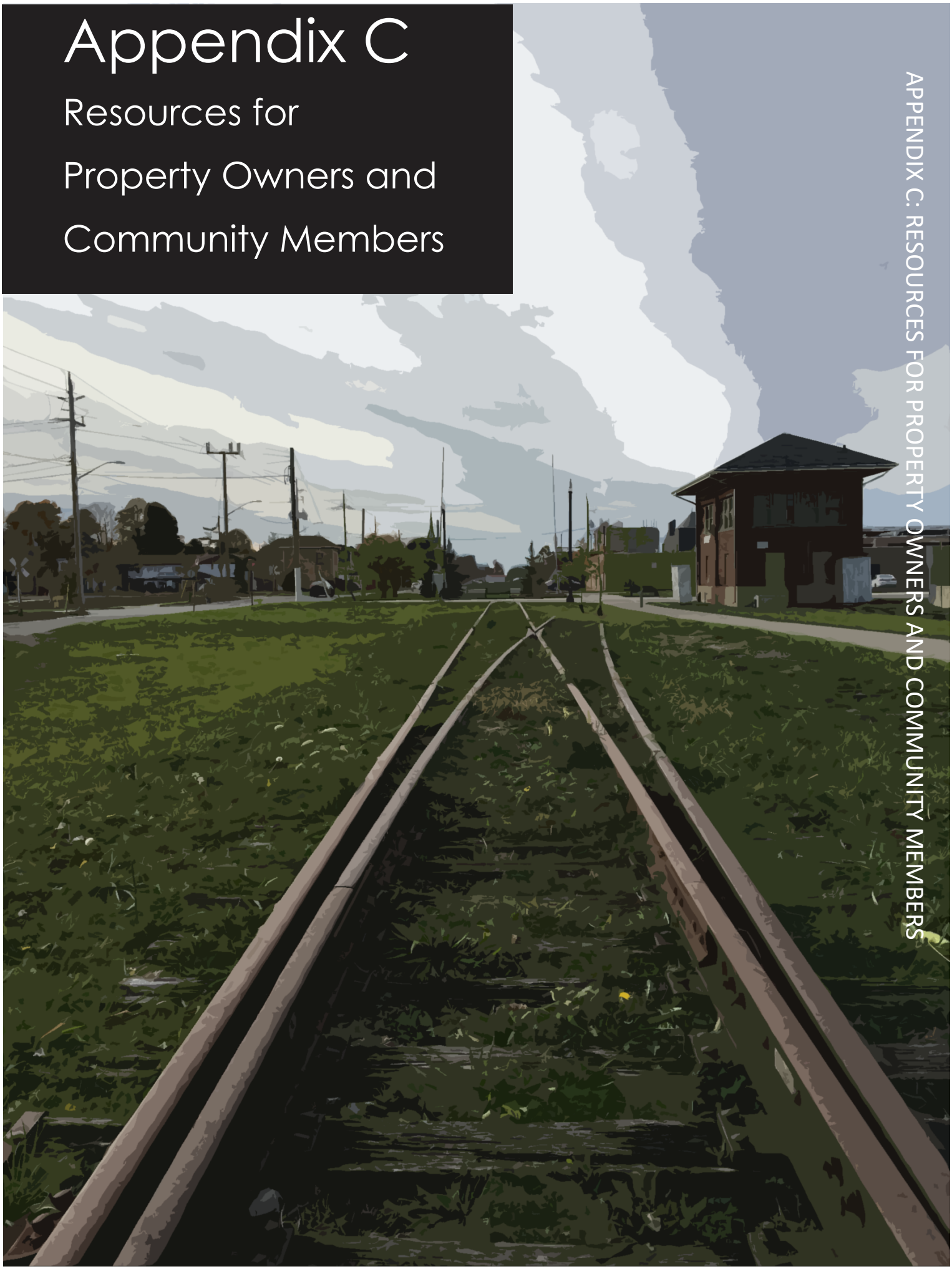
225	Wellington St.	Contributing

Appendix C

Resources for Property Owners and Community Members



The principles at the core of an HCD Plan are drawn from heritage best practices established at the provincial, federal and international level through guiding documents and charters. The principles outlined in this report are derived from the 2007 *Eight Guiding Principles in the Conservation of Built Heritage Properties* and the 2010 *Standards and Guidelines for the Conservation of Historic Places in Canada*. These documents provide overarching guidance on how to approach conservation, restoration or rehabilitation projects on historic buildings and can help property owners and community members understand the bigger picture of heritage conservation:

- http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf
- http://www.mtc.gov.on.ca/en/publications/InfoSheet_8%20Guiding_Principles.pdf

The policies and guidelines in this HCD Plan require and suggest maintenance and repair of heritage materials and features of the buildings in the HCD. Some policies and guidelines refer to specific materials or techniques that may be new to property owners not familiar with caring for heritage buildings. The National Parks Service at the Unitized States Department of the Interior offers a series of Technical Preservation Briefs that provide useful guidance on preserving, rehabilitating and restoring historic buildings:

- https://www.nps.gov/tps/how-to-preserve/briefs.htm

Several specific briefs may be useful to property owners in St. Thomas, such as:

- Repointing mortar joints (https://www.nps.gov/tps/how-to-preserve/briefs/2-repoint-mortar-joints.htm)
- Cleaning masonry buildings (https://www.nps.gov/tps/how-to-preserve/briefs/1-cleaning-water-repellent.htm)
- Improving energy efficiency (https://www.nps.gov/tps/how-to-preserve/briefs/3-improve-energy-efficiency.htm)
- Dangers of abrasive cleaning (https://www.nps.gov/tps/how-to-preserve/briefs/6-dangers-abrasive-cleaning.htm)
- Rehabilitating historic storefronts (https://www.nps.gov/tps/how-to-preserve/briefs/11-storefronts.htm)
- Applying alternative siding (https://www.nps.gov/tps/how-to-preserve/briefs/8-aluminum-vinyl-siding.htm)
- Making historic properties accessible (https://www.nps.gov/tps/how-to-preserve/briefs/32-accessibility.htm)

Maintaining, repairing and restoring historic buildings can require special approaches, tools, and methods. It is important to understand the nature of your building, it's materials, and its needs before you begin your work. Seeking the advice of qualified professionals is advisable, particularly those with experience working with older buildings.

To find professionals with experience working with historic buildings and structures, you can search the Canadian Association of Heritage Professionals (CAHP) directory to find architects, consultants, tradespeople, historians and other specialists:

- https://cahp-acecp.ca/professionals/

Regeneration Works, a project of the National Trust for Canada, provides tools for communities, organizations and property owners who are working to renew and protect heritage places. Regeneration Works provides learning opportunities (webinars and in-person events) on topics geared towards raising funds, increasing revenue in heritage places, and revitalizing heritage places or downtown main streets. Regeneration Works also offers a program called Launch Pad, which provides grants to community organizations to help them pay for professional expertise to help them renew historic places. Browse the Regeneration Works website to see what tools might be useful to your community heritage projects:

- https://regenerationworks.ca/