

TO:	Sport, Recreation and Culture Committee
MEETING DATE:	October 4, 2017
SUBJECT / REPORT NO:	Heritage Designation – Former Campden Public School CN: 3-5-01-05 Report – PL 17-62
PREPARED BY:	Monika Cocchiara Senior Policy and Development Planner
SUBMITTED BY:	Kathleen Dale, MCIP, RPP Director of Planning and Development

RECOMMENDATION:

For the reasons outlined in PL 17-62, it is hereby recommended that the designation be approved and Staff be directed to issue a Notice of Intention to Designate for the property at 4160 Fly Road (Eben-Ezer Christian School, formerly Campden Public School) in Campden.

EXECUTIVE SUMMARY:

This report recommends that Committee and Council support the recommendation of the Municipal Heritage Committee and the Heritage Consultant to designate the property at 4160 Fly Road in Campden due to its cultural heritage value and interest to the Town of Lincoln.

HISTORICAL BACKGROUND:

In May 2016, the Municipal Heritage Committee prepared a Designation Statement for the former Campden Public School and requested that the property be designated under the Ontario Heritage Act.

In early 2017, a review and inventory of the Town's heritage register was completed. Properties were evaluated and a list of properties were recommended to be considered for designation. The Campden School was not recommended to be designated.

On April 5, 2017, Report AD 17-03 was presented to the Sport, Recreation and Culture Committee recommending that Council support the request of the Municipal Heritage Committee to designate certain properties within the Town. The Campden School property being one of them. The Sport, Recreation and Culture Committee supported the recommendation and on April 18, 2017 Council approved the recommendation to proceed with the designation process for the properties. This report offers a more detailed analysis for the designation of this specific property.

A professional Heritage Consultant was retained by the Town to provide an independent review and recommendation. On September 13, 2017, David Cuming, the Heritage Consultant provided a report to Staff confirming that the property satisfies the statutory requirements of meeting, as a

minimum, one of the heritage evaluation criteria contained in *Ontario Regulation 9/06* of the *Ontario Heritage Act*. In fact, the Heritage Consultant indicated in his report that the property satisfies many of the criteria. The report recommends that revisions be made to the Heritage Committee's Designation Statement to provide a stronger basis for designation under *the Act*. See Appendix A, Statement of Cultural Heritage Value and Description of Heritage Attributes prepared by the Heritage Consultant.

FINANCIAL – STAFFING – LEGAL CONSIDERATIONS:

Financial:

A Heritage Restoration and Improvement Grant Program has been approved by the Town. If designated, the grant program would apply to this property. The program is implemented as follows:

- (a) Town/Region matching grant of 50% up to a maximum of \$10,000.00 per property for designated residential/agricultural properties.
- (b) Town/Region matching grant of 50% up to a maximum of \$30,000.00 per property for designated commercial/industrial properties.
- (c) Town/Region matching grant up to a maximum of \$750.00 per designated property for a heritage design study.

Although the property is designated Residential under the Town's Official Plan, there may be room for interpretation with regards to the grant amount given the nature of this institutional building, which has the potential to involve greater restoration works than a typical residential building.

The Region has recently identified a budget shortfall for the Regional 2017 Smarter Niagara Incentive Program (SNIP). Therefore, no additional Regional SNIP funding requests as of August 4, 2017 will be processed for 2017. The Town will continue to fund its portion of the grant program for 2017. At this time, no interest has been presented by the owner to utilize the grant program. If a grant application is submitted by the end of 2017, it would most likely be funded as part of the 2018 budget. A Staff report regarding the Regional SNIP funding shortfall will be presented to the Planning Committee in October.

Staffing:

There are no additional staffing requirements anticipated as a result of the consideration of this report.

Legal:

If Council directs staff to issue a Notice of Intention to Designate and the designation is appealed, legal and consulting costs could be incurred by the Town.

RELEVANT CONSULTATION:

The owner of the property was notified of the recommendation of the Municipal Heritage Committee and of the Sport, Recreation and Culture Committee's recommendation to designate. Approval of this recommendation to proceed with the issuance of a Notice of Intention to Designate the property will require Staff to further engage the owner as outlined in the Act. The owner of the property does not support the designation and has been advised that a report will be presented to Committee on October 4, 2017. Dependent on the outcome, staff will continue to work with the owner.

STAFF COMMENTS:

The Ontario Heritage Act considers a property appropriate for designation if it meets one or more of the following criteria:

- The property has historical value or associative value, being a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community;
- The property has design value or physical value because it is rare or unique; and/or
- The property has contextual value because it is important in defining, maintaining or supporting the character of an area, is physically, functionally, visually or historically linked to its surroundings or is a landmark.

The Heritage Consultant re-evaluated the cultural heritage value of the property using the above criteria and provided the following comments:

Historical value or associative value:

The Campden Public School has a variety of historical and associative values as follows:

- Direct association with the growth and development of the historical rural and agricultural settlement in the former Township of Clinton and particularly the cross-roads settlement of Moyer's Corners, later known as Campden. The Campden School functioned as a distinctive community institution that served the local population and residents continuously at this site from 1855 to 2013 (158 years) and in the current building from 1875 to 2013 (138 years).
- Direct association with the historically enlightened institutional objectives and beliefs of the nineteenth century School Trustees in fulfilling legislated requirements or guidance in providing a commodious school that went above and beyond minimal standards.
- The Campden School yields information as evidenced in the work of W.H. Jolley's Ph.D. thesis (e.g., construction history, educational context, oral histories of attending students from the early twentieth century, etc.) that contributes to an understanding of the local community of Campden and the current Town of Lincoln.
- The School demonstrates the work of a collective of local builders, artisans and workers including several members of the Moyer family (E.N. Moyer, Aaron W. Moyer and T.W. Moyer) who are significant to the Campden community as early settlers, farmers, school trustees and business people.

Design value or physical value:

The Campden Public School displays a variety of design and physical values as follows:

- The Campden School is a rare example (i.e., rare as a survivor rather than rare as few were originally built) of a nineteenth century type of school that survives to the present day in an institutional school use and in much of its originally constructed form, including its classically influenced rectilinear, axial plan.
- The Campden School is a representative example of the use of brick construction and the variety of forms in its bonding techniques and decorative detailing in the use of headers and stretchers on each façade.
- The Campden School is a representative example of the use of formal architectural features employed in a vernacular construction such as the stylistic influences of the Gothic Revival and Italianate. These stylistic influences are evident in the decorative barge board, trefoils, pendant and cross bracing of the Gothic Revival and symmetrical façade, round-headed arches and decorative wood brackets of the Italianate.
- The Campden School displays a high degree of craftsmanship and artistic merit in the decorative use of brickwork in rounded headed arches on the front and side façades distinguished by three courses of voussoirs laid in an outward radiating pattern of vertical headers, flat headers and vertical headers; and use of bricks in a front façade circular vent with radiating voussoirs laid in a pattern of interior vertical headers and exterior flat headers.

Contextual value:

The Campden Public School possesses several contextual values, as follows:

- The Campden School is important in supporting the character of the historical settlement of Campden, formerly Moyer's Corners, by providing physical continuity in the variety of historical structures and streetscapes that remain from the nineteenth century into the twenty-first century.
- The Campden School is physically linked to its surroundings on a corner site (Fly Road and University Street) and has been physically located on this lot and its corner location within a diminutive street grid since the nineteenth century until the present day.
- The Campden School is functionally linked to its surroundings by continuing to provide a school use within a purpose-built structure for this function within the existing streetscapes and settlement of Campden.
- The Campden School is visually linked to its surroundings being located on a prominent corner site with views to adjacent historical structures, notably the Campden Church (4170 Fly Road) and nearby Gothic Revival house (Angel House, 4176 Fly Road)
- The Campden School is historically linked to its surroundings on a corner site within the historical street grid and structures including the Campden Church (4170 Fly Road) and nearby Gothic Revival house (Angel House, 4176 Fly Road).
- The Campden School is a local landmark conspicuously located at the eastern entrance to the community of Campden with an easily identifiable form and building presence.

In summary, the Heritage Consultant indicated that the property satisfies all three core criteria of *Ontario Regulation 9/06*. The property has design value or physical value because it is a rare example of a style and type and displays a high degree of craftsmanship and artistic merit. The property has historical value or associative value because it has direct associations with a theme and institution that is significant to the community and yields, or has the potential to yield, information that contributes to an understanding of the community or culture and demonstrates the work of builders who are significant to the community. The property has contextual value because it is important in supporting the character of the area and is physically, functionally, visually and historically linked to its surroundings and is a landmark.

Designating the Campden School property would provide protection against demolition of the original 1874 building, preserving its cultural heritage value. For these reasons, Staff recommend that the designation be approved and Staff be directed to issue a Notice of Intention to Designate the property.

ALTERNATIVES FOR CONSIDERATION:

Council has three options with respect to the proposed request to designate. Council may:

1. Approve the request as per Staff's recommendation;
2. Refuse the request; or
3. Adjourn if further information is required.

COMMUNICATION/ENGAGEMENT OVERVIEW:

The decision of Council will be communicated to the owner and if Council supports the recommendation contained in this report, Staff will continue with the designation process prescribed by Section 29 of the Ontario Heritage Act by issuing a formal Notice of Intention to Designate to the property owner, the Ontario Heritage Trust and the public through a newspaper advertisement. A thirty-day objection period will follow, whereby any person who opposes the designation can file a notice of objection with the Clerk. If an objection is received, the matter will be referred to the Ontario Heritage Trust Review Board for a hearing and report. If no notice of objection is received, a designation by-law will be prepared for Council's consideration and the designation process will continue in accordance with Section 29 of the Ontario Heritage Act.

ALIGNMENT TO CORPORATE PLAN:

In January 2015, Council adopted a new Corporate Plan, which sets out its priorities and strategic directions for this term of Council. The Cultural Planning Strategies is pertinent to this request to designate. The Cultural Planning Strategy encourages the promotion of culture, the alignment of complementary Regional, Town and community priorities and the adaptive re-use of buildings which encourages revitalization.

ATTACHMENT:

Appendix A – Statement of Cultural Heritage Value and Description of Heritage Attributes.

STATEMENT OF CULTURAL HERITAGE VALUE AND DESCRIPTION OF HERITAGE ATTRIBUTES

Description of the property:

The former Campden Public School (A single storey red-brick schoolhouse, built 1874-75) is located in the settlement of Campden, Town of Lincoln, on property municipally addressed as 4160 Fly Road, Campden comprising 2.35 hectares (5.81 acres) with frontage along the south side of Fly Road of 122.8 metres (403 feet), an easterly boundary of 185.6 metres (609 feet), and a southern boundary of 127.7 metres (419 feet). The property formerly comprised lands part of Lot 8, Concession VII in the former Township of Clinton and is now referenced as Parcel 17-1, Section M12, Lot 17, Plan M12 and PIN 46087-0024.

Statement of cultural heritage value or interest:

The former Campden School, built in 1874-75, is the second schoolhouse to occupy this location in the settlement and community of Campden (formerly Moyer's Corners), replacing a timber frame, one-room, schoolhouse constructed in 1855. Campden School served the community from 1874 until 2013 from which time it continued to serve as a private education institution.

The Campden Public School was constructed at the direction of the School Section No. 6 Trustees and at the time of construction represented a high standard in school construction often exceeding prevailing nineteenth century provincial requirements and regulations with respect to siting and design.

Constructed by local craftsmen, several of which belonged to the Moyer family, early settlers in the area, the large school was built to a simple, symmetrical, rectilinear plan with side gables and a cross gable over a centrally placed, projecting frontispiece containing separate entrances for boys and girls. The schoolhouse comprised a symmetrical façade constructed of red brick set on a stone foundation. The front (north) façade comprised three symmetrically bays each containing two round-headed arch windows with brick voussoirs over the windows and key stones as an additional feature used in the projecting bay. The east and west side façades also featured two symmetrically placed round-headed arch windows. Brickwork was laid in a running or stretcher bond on the front façade and in a Flemish stretcher bond at the sides and rear. The schoolhouse is essentially of vernacular construction but is influenced by the Italianate and Gothic Revival styles notably in decorative window, doorway, roof and gable features.

The former Campden School was constructed as a large school for its time and for a considerable period, nearly a century and half, has been both a local landmark serving as part of the eastern entrance to Campden as well as a building that is linked to its surroundings and contributes to area character in the use of materials, height and building form.

Description of heritage attributes:

The heritage attributes of the property are found in the 1875 former Campden School and comprise:

- The symmetrical, rectilinear and cross gable roof plan with side gables and a cross gable over a centrally placed, projecting frontispiece.
- The symmetrical façades constructed of red brick set on a stone foundation.
- The running or stretcher bond of red bricks on the front (north) façade and the Flemish stretcher bond on the side (east and west) and part of the exposed rear (south) façades.
- Two symmetrical round-headed arches displayed in the side gable ends.
- The round-headed arches on the side gables distinguished by three courses of voussoirs laid in an outward radiating pattern of vertical headers, flat headers and vertical headers.
- Two symmetrical round-headed arches in the three bays of the front façade.
- Round-headed arches in the projecting frontispiece distinguished by two courses of voussoirs laid in an outward radiating pattern of a course of vertical headers and course of flat headers, crowned with a central stone keystone.
- Round-headed arches in the windows on the flanking bays of the frontispiece distinguished by three courses of voussoirs laid in an outward radiating pattern of vertical headers, flat headers and vertical headers.
- Tooled stone lintels in all surviving glazed fenestration.
- Doors in the two original entranceways on either side of the projecting frontispiece.
- Vertical brick voussoirs (or a soldier course) over the two original entranceways on either side of the projecting frontispiece.
- Six individual carved, decorative wood brackets below the roof line on the front façade, set on either side of the frontispiece.
- Three individual carved, decorative wood brackets set above each side entranceway.
- A projecting central bay containing side entrances distinguished with a cross gable roof above, decorative wood bargeboard with cross bracing and gable end trefoils, a wood pendant, and a circular vent with radiating voussoirs laid in a pattern of interior vertical headers and exterior flat headers.

It is not the intent of this designating by-law that the later additions to the original 1875 structure are subject to regulation under Part IV of the *Ontario Heritage Act*.