

Consolidated Clause in Economic Development and Parks Committee Report 6, which was considered by City Council on September 25, 26 and 27, 2006.

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**War of 1812 Bicentennial
(Ward 19 Trinity-Spadina)**

City Council on September 25, 26 and 27, 2006, adopted this Clause without amendment.

The Economic Development and Parks Committee recommends that City Council:

- (1) adopt the staff recommendations in the Recommendations Section of the report (August 3, 2006) from the General Manager of Economic Development, Culture and Tourism; and**
- (2) forward the report to the appropriate successor Committee dealing with financial matters.**

Purpose:

To report back on plans for the celebrations relating to the War of 1812 Bicentennial.

Financial Implications and Impact Statement:

The costs associated with preparing for the Bicentennial of the War of 1812 will be reviewed as part of the annual budget review processes, capital and operating, for 2007 and beyond. It is also anticipated that the War of 1812 Bicentennial Steering Committee will be reporting back with a critical path, outlining any financial implications in detail, both operating and capital, resulting from the adoption of this report.

The 2007-2011 Capital Program and 10-year Capital Plan Submission does not currently allow for the completion of the proposals outlined within the Council-endorsed “Adding New Buildings” in time to celebrate the two-hundredth anniversary of the War of 1812.

The Chief Financial Officer and Treasurer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) a War of 1812 Bicentennial Steering Committee be established in order to provide recommendations to Council on the planning of Bicentennial events and on the development and coordination of supporting infrastructure and that the General Manager, Economic Development, Culture and Tourism, in consultation with the Councillor for Ward 19, report back to Council on the composition of the Steering Committee;
- (2) the General Manager, Economic Development, Culture and Tourism and the General Manager of Parks, Forestry and Recreation continue to work with the Friends of Fort York, the Fort York Management Board, and other stakeholders, to expedite initiatives outlined in Adding New Buildings, the Fort York Open Space Plan (Mouth of Garrison Creek Park, Land Bridge and other open space projects), and other documents previously endorsed by Council in time for the Bicentennial;
- (3) the General Manager, Economic Development, Culture and Tourism consult with the Executive Director, Facilities and Real Estate, the Project Director, Waterfront Secretariat, and the General Manager of Parks, Forestry and Recreation in order to expedite the relocation of the Garrison Tree Nursery from Fort York, and that the associated costs be included in future capital budget submissions;
- (4) the General Manager, Economic Development, Culture and Tourism consult with the General Manager, Transportation Services, to ensure that opportunities presented by Fort York's National Historic Site status and the upcoming Bicentennial are reflected in the planning for the reconstruction of the Bathurst Street bridge, in terms of seeking design excellence both in the bridge structure and its integration into the landscape;
- (5) that all financial implications be reviewed as part of the capital and operating budget processes for 2007 and beyond; and
- (6) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Background:

City Council on December 5, 6 and 7, 2005 adopted the Economic Development and Parks Committee recommendation to endorse a document entitled "Fort York: Adding New Buildings." The document sets out a capital development program for Fort York that includes three main phases of work; developing new and enhanced exhibits and displays; investigating the feasibility of reconstructing various buildings within the walls of Fort York; and the construction of a new Visitor Reception Centre.

In addition to adopting Adding New Buildings, the Economic Development and Parks Committee requested that staff report back with a critical path showing how the proposals within "Adding New Buildings" can be completed in time to celebrate the two-hundredth anniversary of the Battle of York in 2013 with Fort York as a focus.

Comments:

The War of 1812 Bicentennial:

The years 2011–2015 have been identified as being historically significant for both Canada and the United States with reference to their being the bicentennial commemorative years for the War of 1812. The War of 1812 ushered in 200 years of peace between Canada and the United States and provided a crucial chapter in Canada's nation-building process. Fort York is Canada's largest collection of original War of 1812 buildings; a designated National Historic site, a Heritage Conservation District, and the site of modern Toronto's founding. Owned by the City of Toronto since 1909, and operated as a museum since 1934, Fort York falls under the purview of the Museum Services unit in the Economic Development, Culture and Tourism Division.

EDCT staff have been attending preliminary meetings to discuss shared programming opportunities and event scheduling related to the Bicentennial with an ad hoc collective of staff from Fort George (operated by Parks Canada); Fort Niagara (US Parks/New York State); Fort McHenry (US Parks/Maryland); and Fort Erie (Niagara Parks Commission). This "Forts Group" has been recently rolled into a larger committee referred to currently as the "International Historic Sites Bicentennial Committee". The committee has established a 'mission statement' which largely governs the scope of the work:

"The Committee will encourage appropriate commemorative activities to increase awareness of and appreciation for the War of 1812 and the lasting peace between the United States and Canada, which provides opportunities for heritage tourism. The committee will do this by co-ordinating and facilitating the scheduling, planning and execution of an organized series of War of 1812 public events."

Within the Committee, there are four distinct sub-groups which are organized geographically and historically. They are: The West Region (Western Great Lakes – Michigan, Ohio, Indiana and Western Ontario); The Central Region (The Niagara Frontier – Northwest Pennsylvania, Western New York and South East Ontario); The East Region (St. Lawrence Frontier – Northern New York, Eastern Ontario and Quebec); The South Region (The Chesapeake and New Orleans). Within all of these regions are historic site representatives from both nations at the federal, provincial/state, municipal and local streams.

The work of the Committee has received the support of the Binational Tourism Alliance – a not-for-profit tourism membership organization created specifically to support high-calibre, year round, customer driven and profitable tourism product and service development and to advocate for the issues that are critical to bi-national tourism. The United States federal government has before it a Bill which, once passed by Congress, will create a War of 1812 Bicentennial Commission. This is a clear indicator of the level of activity likely from the United States. At this point, there is no evidence that the Government of Canada will be creating a similar body - but it is likely that Parks Canada will take a leadership role on this side of the border through its historic sites.

International and national events increase international profile, develop facilities, create media exposure, generate economic spin-offs, build community legacies, increase volunteerism and bring a sense of pride to a city. These legacies benefit residents for years to come. The City is interested in supporting the hosting of a number of international sport, cultural,

social, historic and other events of significance, provided that they meet certain principles and conditions and respect City Council's goals. The City will encourage attracting those events which will reap significant benefits; ensure close partnerships between governments, private sector and proponents; and develop legacies for the benefit of residents. The Bi-centennial of the War of 1812 would meet all of these objectives.

As an example, City of Toronto Tourism Program staff have already been in active discussion with the organizers of an international gathering of Tall Ships, which occurs in the Great Lakes every three or four years. The next gathering is planned for 2010 followed closely by 2013. On average 25 to 40 tall ships visit five or six US and Canadian port cities in the Great Lakes from late June to early August. Each port visit generates millions of dollars of direct economic impact in the host community. The last time Toronto hosted a Tall Ship gathering was in 1994. Discussion has focussed on bringing the event to Toronto in 2010 and again in 2013 as part of the Bi-centennial of the War of 1812. It should be noted that the organizers of the Tall Ship Challenge anticipate that a greater number of ships would participate 2013 because of the historical significance. Incorporating the 2013 Tall Ship Challenge opportunity into planning for the bi-centennial will be very advantageous for Toronto.

Although City of Toronto staff at Fort York are participating in the International Historic Sites Bicentennial Committee (IHSBC), it has been recommended by several IHSBC members, including Parks Canada, that the City of Toronto establish its own Steering Committee in order to develop the Toronto-based events and report back to the broader IHSBC. The City of Toronto's War of 1812 Bicentennial Steering Committee would be responsible for providing recommendations to Council on the development of Bicentennial events and on the development and coordination of supporting infrastructure. It is recommended that the General Manager, Economic Development, Culture and Tourism, in consultation with the Councillor for Ward 19, report back to Council on the composition of the Steering Committee.

A staff team, including representatives of Economic Development, Culture and Tourism, Parks Forestry and Recreation, City Planning, The Clean and Beautiful Secretariat, and key external stakeholders will be established to assist the War of 1812 Bicentennial Steering Committee. As part of the 2007 operating budget submission, a request for an increase to the budget at Fort York has been made to ensure that appropriate staff resources are in place in order to, among other things:

- (i) work closely with the War of 1812 Bicentennial Steering Committee to develop a working plan and critical path for Bicentennial celebrations (from 2011 - 2015);
- (ii) work with staff in order to identify the financial implications, both operating and capital;
- (iii) liaise with external stakeholders (e.g., US partner organizations, Bi-national Bicentennial Committee, Provincial and Federal levels of government, and Tourism partners);
- (iv) identify other potential interest groups or sites (e.g., The Tall Ship Challenge) for inclusion in the bicentennial planning; and

- (v) undertake necessary research and advance the development of exhibits in order to have them completed by 2012.

Implementing Adding New Buildings and the War of 1812 Bicentennial:

In adopting Adding New Buildings, Council authorized the General Manager of Economic Development, Culture and Tourism to continue to work with the Friends of Fort York, the Fort York Management Board, and other stakeholders on next steps. The Friends of Fort York continue to work closely with staff in order to advance all fort-related initiatives, and are in the process of establishing a Fort York Foundation in order to raise funds for several of the projects outlined in Adding New Buildings.

In addition to adopting Adding New Buildings, Council requested that staff report back with a critical path showing how the proposals within “Adding New Buildings” can be completed in time to celebrate the two-hundredth anniversary of the Battle of York in 2013 with Fort York as a focus. Although a detailed critical path will be prepared in consultation with the War of 1812 Bicentennial Steering Committee, it is already apparent that the 2007-2011 Capital Program and 10-year Capital Plan do not allow for the completion of the “Adding New Buildings” proposals for 2012.

As outlined in Adding New Buildings, developing new exhibits and enhancing old ones is a key component of Bicentennial planning. Although work on exhibits and displays continues, with the launch of the new ‘Soldier’s Trade’ exhibit planned for early 2007, the bulk of the exhibit work remains to be completed for 2012. Of the eight buildings at Fort York, there is only one (Blockhouse Number 2) which is close to being outfitted with exhibits. Over the next several years, a significant amount of additional work will be required in order to adequately outfit all buildings with exhibits. Exhibit development in preparation for the Bicentennial will provide an opportunity to showcase many of the artefacts from the City’s collection. In order to complete the exhibit plans by the Bicentennial, a \$100,000.00 increase in the annual operating budget for exhibit development is being requested in the 2007 budget submission. The 2007-2012 Capital Program will also require adjustment if Bicentennial exhibits are to be completed as expected. Planning and design for the full range of Bicentennial exhibits must commence in 2008 to be complete in 2012, with funding above the budget outlined in the 2007-2011 Capital Program and 10-year Capital Plan.

Another key objective of the Adding New Buildings report is the removal of modern uses from the historic buildings. The staff administrative offices, for example, are presently located in the Officers’ Barracks, one of City’s oldest buildings and an important artifact itself, constructed in 1815. The study recommended that new buildings be built at the site, reconstructed to national and international standards to resemble the original structures, to house the staff administrative offices in close proximity to the visitors, while presenting to the public a Fort more consistent with its historic appearance. This component of the plan is still being investigated, with the assistance of Parks Canada staff. Additional research was undertaken in 2006 as the decision regarding whether or not to proceed with reconstructing various ‘missing’ buildings will be largely based on the availability of accurate information. A decision regarding the feasibility of reconstructing various original buildings is expected within the first half of 2007.

Regardless of whether or not it is decided to reconstruct any new buildings within the walls of the Fort, the planning for the development of a new Visitor Reception Centre will continue, with a view to having a facility in place for the Bicentennial. In order to complete the Visitor Centre in time for the Bicentennial, Phase I work must commence in 2008 with the necessary planning, design and archaeology work. The 2007-2012 Capital Program will require adjustment in years 2008–2012 to reflect the timing of the Visitor Center planning, design and development.

The preferred location for the Visitor Centre is off of Fort York Boulevard where it would be highly visible to visitors approaching the Fort and have a public presence. Over this past summer, the entire south edge of Fort York has been landscaped and opened up to the waterfront and the emerging communities to the south. A new entry drive has also been constructed, providing a visible and more direct access point to the Fort. This new entry drive has been developed with the preferred Visitor Centre location in mind.

At present, approximately one half of the Fort York National Historic Site is either undeveloped or underdeveloped as usable parkland. This includes the existing surface parking lots, the unused areas under the Gardiner Expressway, and the existing Garrison Tree Nursery. In the years leading up to the Bicentennial, several additional steps need to be taken if the entire 43-acre National Historic Site is to be properly developed and landscaped. This includes advancing efforts to relocate the Garrison Tree Nursery, which is presently located immediately outside the Fort's west gate on what was part of the historic battlefield. This area will be landscaped as part of Fort York and will be used during the Bicentennial celebrations. This area will remain as usable open space for the new communities surrounding the Fort, and as part of the City's efforts to revitalize the waterfront.

Other initiatives related to the landscape improvements on site include working closely with Toronto Community Housing Corporation and the Parks, Forestry and Recreation Division to develop the parkland at the east end of Fort York where the mouth of Garrison Creek was originally located. The feasibility of bridging the rail corridor along the northern boundary of Fort York with a 'land bridge' in order to better connect the communities to the north with Fort York and Lake Ontario will also be investigated in the coming years, and the reconstruction of the south portion of the Bathurst Street Bridge, already approved for 2008/09, will provide an opportunity to improve the accessibility and physical presence of the Fort, while providing an opportunity to achieve design excellence with the new structure itself.

Between the Railway Lands to the east of Fort York, the Fort York Neighbourhood to the south, King Spadina to the north-east and Liberty Village and the Inglis Lands to the north-west, it is expected that well over 20,000 new residents will surround the City's most important historic site. By implementing the components outlined in Adding New Buildings, and by developing Fort York's full 43 acres, the City not only will have ensured that appropriate facilities exist for the Bicentennial of the War of 1812, but also it has an opportunity to complete a major component of its city-building agenda. Fort York will provide much needed parkland for the surrounding communities and will be a key component of the waterfront parks and open space system.

The full development of Fort York in time for the Bicentennial would likely be seen as a positive aspect if the City of Toronto is successful in its bid to host the 2015 World Expo. Stepping up onto the world stage and becoming a focal point of international attention and achievement will certainly heighten interest in Toronto's history. As noted in the original Adding New Buildings staff report, Fort York has enormous potential to connect Toronto residents and visitors to the birthplace of the City and the natural landscape as well as global events, both south of the border and in Europe, during the 18th and 19th centuries. The Fort illuminates the social, economic, and cultural issues that shaped the early history of Toronto and the beginnings of a distinct Canadian identity. Very few major urban centres have intact their founding landscape and architecture as Toronto does in Fort York. The scope of work at Fort York is enormous but the potential is untapped.

Conclusions:

The years 2011–2015 have been identified as being historically significant, for both Canada and the United States, as the bicentennial commemorative years for the War of 1812. Fort York, which is owned and operated by the City of Toronto, will be central to the Bicentennial celebrations as an original War of 1812 site.

The establishment of a War of 1812 Bicentennial Steering Committee will ensure Council receives advice regarding the planning of events and on the development and coordination of supporting infrastructure for bicentennial celebrations.

By implementing Adding New Buildings, and by developing Fort York's full 43 acres, the City will ensure that the appropriate facilities exist for the Bicentennial celebrations, and in doing so it will be completing a major component of its city-building agenda.

The full development of Fort York would likely be seen as a positive aspect if Toronto is successful in its bid to host the 2015 World Expo. Very few major urban centres have intact their founding landscape and architecture as Toronto does in Fort York. The scope of work at Fort York is enormous but the potential is untapped.

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List of Attachments:

Attachment 1: Critical Path

Attachment 1

Critical Path War of 1812 Bicentennial Capital Projects August, 2006 Preliminary Draft

- 2007
- Restoration
- Cannon and Carriage Conservation
 - Garrison Common Planning and Design (Strachan Avenue Cemetery rehabilitation)
 - East Entrance, Pedestrian Bridge and Garrison Creek Park Design
- Adding New Buildings
- Confirming Feasibility of Reconstructing Missing Buildings
 - Visitor Facilities Study and pre-design
- Exhibits
- Stone Powder Magazine, Blockhouse Number 2 completion, Audio Tour
- 2008
- Restoration
- Garrison Common Implementation Phase II
 - East Entrance, Pedestrian Bridge and Garrison Creek Park Implementation
- Adding New Buildings
- Potential Reconstruction of Missing Buildings
 - Visitor Centre Design and Stage 1/2 Archaeological Investigation
- Exhibits
- Overall Exhibit Strategy/Interpretive Plan Development
 - Exhibit Security Audit
- 2009
- Restoration
- Officers' Barracks and Mess Restoration (move offices to SSB)
- Adding New Buildings
- Potential Reconstruction of Missing Buildings
 - Visitor Centre Design (engineering, site preparation and tender)
- Exhibits
- Blue Barracks Exhibit Development (design and phase I)
- 2010
- Restoration
- North Soldiers' Barracks Restoration
- Adding New Buildings
- Potential Reconstruction of Missing Buildings
 - Visitor Centre Phase I Construction
 - Maintenance Building Design and Construction

Exhibits

- Blockhouse 1 Exhibit Development
- Blue Barracks Exhibit Development (Phase II)
- Period Interiors and Exhibits (Officers' Mess)

2011

Restoration

- South Soldiers' Barracks Restoration
- Brick Magazine Restoration

Adding New Buildings

- Potential Reconstruction of Missing Buildings (interior finishing)
- Landscape Restoration (detailed elements, memorial area, walkways etc.)
- Visitor Centre Construction Phase II (to 90 percent completion)

Exhibits

- North and South Soldiers' Barracks Exhibit Design and Installation

2012

Restoration

- Brick Magazine Restoration

Adding New Buildings

- Visitor Centre Furnishing and Commissioning (for June launch)

Exhibits

- Brick Magazine Exhibit Design and Installation

Joe Gill, Chair of Friends of Fort York, addressed the Economic Development and Parks Committee, and filed a copy of his submission.