

## **Relationship Framework for Heritage Toronto**

<b>Date:</b>	September 21, 2009
<b>To:</b>	Executive Committee
<b>From:</b>	Joe Pennachetti, City Manager
<b>Ward:</b>	ALL
<b>Reference Number:</b>	

### **SUMMARY**

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This report recommends adoption of the Relationship Framework governing the relationship between the City and the Board of Heritage Toronto. It also recommends amendments to the Municipal Code required to implement the Framework.

Following comprehensive consultation with the members of the Heritage Toronto Board and Administration, Toronto Preservation Services Staff of City Planning Division, Legal Services, Cultural Services and Financial Planning, this Relationship Framework was developed and is attached as Appendix 1, with the pursuant Municipal Code amendments as Appendix 2. The Board of Heritage Toronto concurs with the Relationship Framework and has requested the City Manager proceed with finalization and approval<sup>1</sup>.

### **RECOMMENDATIONS**

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The City Manager recommends that Council:

1. adopt the Relationship Framework for Heritage Toronto, attached as Appendix 1.
2. authorize the City Solicitor to introduce the necessary bills to amend Chapter 103; HERITAGE of the Municipal Code of the City of Toronto to implement the Relationship Framework and update the Code, substantially as set out in Appendix 2; and

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<sup>1</sup> Heritage Toronto Board resolution of June 17, 2009.

3. authorize the City Manager to make technical amendments and updates to the Relationship Framework as required from time to time pursuant to Council decisions.

## **FINANCIAL IMPACTS**

There is no financial impact from adoption of the recommendations. The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with this financial impact statement.

## **EQUITY IMPACT STATEMENT**

Relationship Frameworks are based on the principle that City agencies, with their unique mandates, structures, and relationships to the City, should operate under the same principles and policies of social and economic inclusion adopted by the City. As such, the Framework adopts the City's Access, Equity and Human Rights policies. Council also requires that the Board engage the community, and embrace and promote the value of diversity in its daily business. In addition, Council affirmed as part of the Mission Statement of Heritage Toronto that "the heritage treasures of the areas that make up the City of Toronto are the gift of all its people to the generations that follow."<sup>2</sup>

The Relationship Framework supports the operating goals of Heritage Toronto in ensuring that it supports people of diverse backgrounds in the research and publication of the history of their communities in Toronto.

## **DECISION HISTORY**

At its meeting held on December 16 and 17, 1998, City Council set out the framework for heritage governance in the City by adopting Clause No. (3) of Report No. (15) of the Special Committee to Review the Final Report of the Toronto Transition Team charged with reviewing heritage services. This broad governance review delineated between and clarified the mandates of the City's full range of heritage services such as the role of Toronto Preservation Services within City Planning Division, the Museum Boards, the Toronto Preservation Board, Community Preservation Panels, and Heritage Toronto.

The resulting by-law of 1999<sup>3</sup> revised the powers, functions and composition of the Toronto Historical Board and provided for it to be known as Heritage Toronto. The new mandate and strategic focus of Heritage Toronto was encoded in Chapter 103, Article II – "*Heritage Toronto*" of the City of Toronto Municipal Code. The agency's main activities include liaison with the heritage community, public education and promotion

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<sup>2</sup> Implementation of Council Decisions On Heritage Governance; Clause #2, Report 6, Economic Development Committee Appendix A: Heritage Toronto Mission Statement; adopted by Council at its meeting of April 13, 14 and 15, 1999; <http://www.toronto.ca/legdocs/1999/minutes/council/appa/cc990413/ed6rpt.htm>

<sup>3</sup> Enacted by Council 1999-11-25 by By-law No. 794-1999; [http://www.toronto.ca/legdocs/municode/1184\\_103.pdf](http://www.toronto.ca/legdocs/municode/1184_103.pdf)

regarding city-wide heritage issues, organizing and executing fundraising drives, building its network of volunteers, awards programs, and advocacy for the preservation of the City's vast natural, archaeological, architectural, cultural, and environmental heritage resources. Major community programs include free neighbourhood walking tours, the annual Heritage Toronto Awards, the William Kilbourn Memorial Lecture, a heritage plaques and markers program, and participation in Doors Open Toronto.

Recognizing the importance of obtaining financial support from the private sector, Council also authorized Heritage Toronto to promote public awareness of Toronto's heritage within this sector, and to solicit charitable donations for a broad range of heritage projects throughout the City. The agency holds charitable status with Canada Customs and Revenue Agency, and as such, is permitted to issue receipts for income tax purposes in return for donations. The agency's program achievements are later summarised in this report.

The Board of Management for Heritage Toronto is composed of 27 members appointed by Council and nominated as follows:

- 1) Two members of City Council
- 2) Two members nominated by each Community Council from the Museum Board, the Preservation Panels, or citizens who are active in the heritage community.
- 3) One member nominated by the Toronto Historical Association
- 4) One member nominated by the Aboriginal community
- 5) 15 citizen members recruited through a competitive process by the Heritage Toronto Nominating Panel, and recommended by the Civic Appointments Committee to Council.

## **COMMENTS / ISSUE BACKGROUND**

### **1. Operating Principles**

The Heritage Toronto Board is required by Council to exercise good business practices by endeavouring to manage and control the Agency in a fiscally responsible and efficient manner, and in accordance with the Board's operating budget as approved by Council, and, where applicable, in accordance with the City's financial policies.

### **2. Financial Model for Heritage Toronto**

The City delegates responsibility for the administration of the board and management of heritage programs within its mandate, while approving and providing an annual operating budget for Heritage Toronto, with the following allowances: that the Board may derive revenues from donations and promotional events; and that the Board may designate funds from charitable donations that are given by the public for specific heritage purposes in order to separate them from regular operating funds or "undesignated funds". The City receives back any surpluses from the Board's operating funds, and absorbs any budget deficits.

Heritage Toronto is expected to manage its operations within its financial resources and is prohibited from incurring a deficit on designated funds. In the event of a deficit on undesignated funds, Council may require that the agency review its operating budget, programs and activities to ensure that revenues and expenditures are financially sustainable.<sup>4</sup>

Heritage Toronto has developed new funding partnerships, with corporate sponsors for the website, the Heritage Toronto Awards, and for their recently launched new iTours program, walking tours to be downloaded onto an MP3 player. In an ongoing effort to lessen the proportion of its budget coming from the City, Heritage Toronto has also been successfully working to raise funds from individuals and from corporate donors. In 2001, revenue raised accounted for only 20 per cent of expenditures, and in 2009, revenue raised is expected to account for 40 per cent of expenditures.

### **3. Program Performance**

Heritage Toronto has developed a strong membership and volunteer base, and has a set of well-respected programs.

In the last couple of years, the organization has set strategic goals of broadening its reach across the city and to a broader audience, and has had several successes in achieving these goals:

- A new communications position was created giving it the capacity to increase media coverage of events generally. Its media network was solidified and expanded, with coverage in every month of the year, ranging from community to national and international newspapers. They have appeared regularly on CBC Radio, on Breakfast Television, on CBC TV and on Global, and get frequent mention on-line.
- Heritage Toronto has built an active community of volunteers who approach the agency each month to become involved.
- Part of its mandate is to support local heritage community initiatives, by managing donated funds on behalf of community groups. Two recently successfully concluded initiatives are the restoration and relocation of the Tollkeeper' Cottage and a recently launched book on John Lyle, renowned Toronto architect.
- In 2008, the organization's website was effectively rebuilt, which enabled them to reach a wider audience. There has been very positive anecdotal feedback, and survey data showed that the website was the most used source of information about the walks program last year – a big change from previous years.

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<sup>4</sup> Chapter 103, Article II of the Toronto Municipal Code; adopted 1999-11-25 by By-law 794-1999

- The Heritage Toronto Walks program has continued to grow. Each of the last two years has seen 10 new walks added to the schedule, and each year walks are added in new neighbourhoods outside the city core. Donations at the end of the walks have continued to grow, reflective of the fact that over 95% respondents rated them excellent or good. And, partly as a result of a media partnership with Spacing magazine, a younger demographic is evident on the walks.
- The Plaques and Markers program has also continued to grow in popularity with Toronto’s citizens, and the number of requests has grown to the extent that Heritage Toronto has developed a team of volunteer researchers to assist in background research. The agency has also done a lot of work to develop new relationships for potential plaques in under-served communities, and also on creating different “brands”, such as one to explain the origin of street names.
- As part of its advocacy work, for Heritage Week in February, Heritage Toronto partnered very successfully with a local group of photographers called the Shadow Collective on an exhibit at the Gladstone to raise awareness of some of Toronto’s neglected buildings. Called Building Storeys, this exhibit reached out to a new, younger demographic, and built new connections for the agency.

#### **4. Purpose of the City’s Relationship Frameworks with ABCs**

In July 2003, City Council adopted a template for Relationship Frameworks to be developed for all City boards. To date, Council has approved Relationship Frameworks for Yonge Dundas Square, the Toronto Atmospheric Fund, the 10 board-run Community Centres (AOCCs), 8 community-based and board-run Arenas, and the Toronto Licensing Tribunal. Frameworks for Toronto Parking Authority, Exhibition Place and the three City theatres are also in progress.

The purpose of this Relationship Framework is to:

- a. recognize the authority of the Heritage Toronto Board as a City Board with the authority to manage and control agency operations in accordance with applicable City bylaws and this relationship framework;
- b. set out transparency, accountability and other provisions of the City of Toronto Act, 2006;
- c. set out the conditions that promote an effective and collaborative relationship between the City and the Board;
- d. identify the responsibilities and obligations of the Board and the types and levels of support provided by the City to that Board;
- e. inform the Board and its employees, City staff and the residents of Toronto regarding Council’s direction on matters such as governance, applicable City rules and policies, reporting requirements and accountabilities;
- f. articulate City Council’s delegation of authority to the Board, expectations and requirements regarding the management of Heritage Toronto; and

- g. consolidate information regarding governance of the agency into one document including City policy, the Toronto Municipal Code and applicable provincial legislation.

The recommendation of the Mayor's Fiscal Review Panel to improve governance for the City's network of agencies, boards and commissions further supports the priority to establish Relationship Frameworks for ABCs.

## **5. Development of the Heritage Toronto Relationship Framework**

The Relationship Framework in Appendix 1 was developed with review and input from internal divisional stakeholders in the City Planning Division, Culture, the Heritage Toronto Board and Administration, the City Solicitor's Office, Financial Planning, and the City Manager's Office. It also represents a collaborative effort between the City and Heritage Toronto.

## **6. Recommended Updates to the Municipal Code**

This staff report recommends the necessary updates to the Municipal Code as set out in recommendation number 2 and as detailed in Appendix 2 of this report, that are largely organizational updates, housekeeping or clarification amendments as follows:

- To delete reference to fundraising on behalf of museum boards, the Toronto Historical Board and panels, which has not been a part of the program of Heritage Toronto in recent years and are not required by these agencies; and
- To update the Municipal Code reference regarding the continuation of the Toronto Historical Board as Heritage Toronto, which currently refers to the City of Toronto Act, 1997 (No.2).

## **CONTACTS**

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## **SIGNATURE**

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Joseph P. Pennachetti  
City Manager

## **ATTACHMENTS**

Appendix 1: Proposed City-Heritage Toronto Relationship Framework  
Appendix 2: Proposed Amendments to the Municipal Code