

2019.PH7.11

City-Wide Heritage Survey Feasibility Study

Planning & Housing Committee

July 3, 2019



City-Wide Heritage Survey Feasibility Study

Heritage and City Building

Our city's heritage resources contribute to social and economic prosperity by defining our unique sense of place, supporting cohesive and resilient communities, and contributing to environmental sustainability through adaptive re-use. They are a part of our city's DNA.



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Rapid Pace of Development and Heritage

Development proposals with approval or construction activity
Between Jan. 1, 2013 – Dec. 31, 2017:

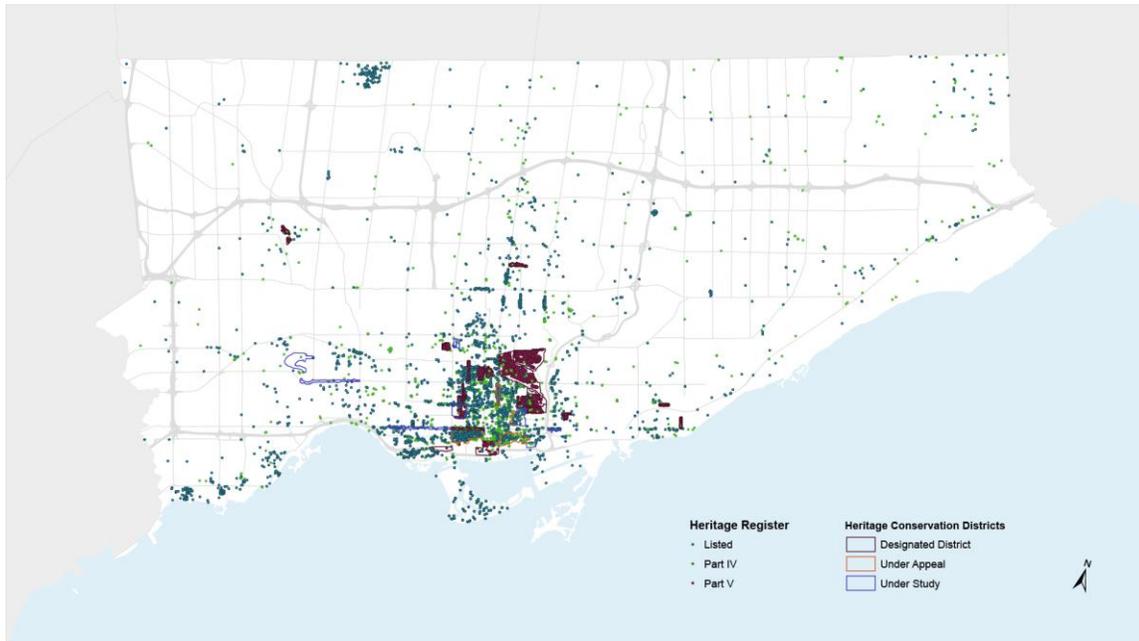
Almost **46,500 residential units** and over **1.8 million square metres of non-residential gross floor area (GFA)** were proposed by projects with parcels that have buildings on the Heritage Register.



Photo credit: Industryous

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Much of the City has yet to be surveyed



Map of the City of Toronto's Heritage Register

Toronto's suburbs have yet to be studied for heritage potential



June 5, 2019

Areas surveyed since Heritage Conservation Districts or Cultural Heritage Resource Assessments

Streamline Heritage Planning

REACTIVE

Why we need to change:

- Lack of heritage data
- Loss of unidentified heritage resources
- Geographical inequity
- Lack of predictability
- Lost time and financial resources

PROACTIVE

What we want to achieve:



**Good
Planning**

- Baseline data to inform planning
- City-wide strategy
- Conservation of heritage resources



**Operational
Efficiency**

- Consistent and faster identification of heritage properties
- Publicly accessible data



**Value for
Money**

- Timely information and greater predictability resulting in saved time and costs

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What is a City-Wide Heritage Survey?

A city-wide heritage survey is a city-building tool that will allow City Planning to move from a reactive, case-by-case consideration of heritage resources to a proactive, systematic study throughout the City of Toronto.



Feasibility Study



Sector Scan and Stakeholder Results

Sector Scan included Los Angeles, San Francisco, Dallas, Philadelphia, Chicago, Historic England, Montreal, Ottawa, Hamilton, Brantford.

Key Findings:

- Contextual approach to heritage evaluation
- Robust engagement and volunteer programs
- A well-resourced and integrated data management system
- Extensive use of pilot/test surveys
- Professional surveyors to ensure efficiency and consistency in evaluation

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Technical Expert Panel

Summary Feedback:

A group of leading experts on heritage surveys in Ontario were invited to provide advice through a Technical Expert Panel. Their advice included the following key points:

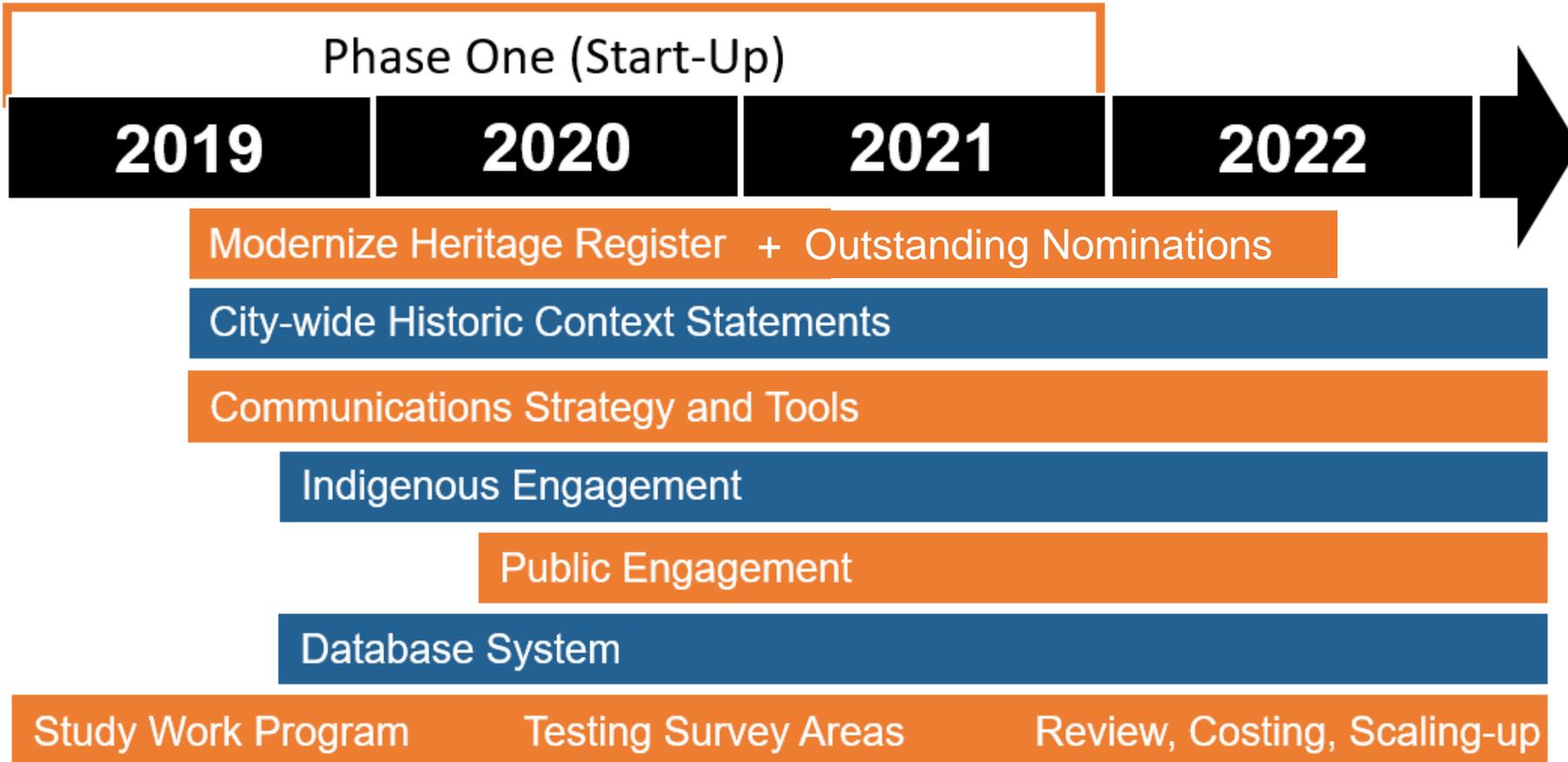
- A city-wide heritage survey should be:
 - An investment in conservation and an investment in growth
 - A living, evolving resource for the public as well as planners
 - A landmark moment for the City to achieve a holistic understanding of the City's histories and geographies
 - Reflective of the City's diversity and guided by social equity
- Evaluation approach should use City-wide Historic Context Statements
- Intensive research and community engagement required prior to evaluation

Recommendations



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Attachment 3: Phased Work Plan (2019-2022)



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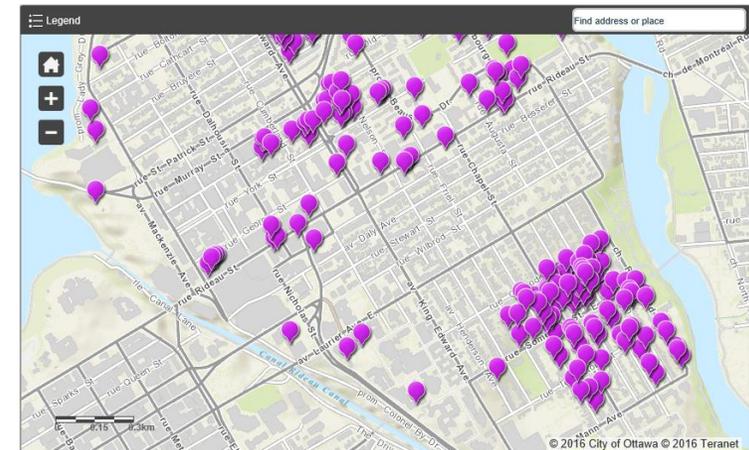
Develop a Data Management System

A sophisticated data management system is required to serve the city-wide heritage survey, with the following considerations:

- Mobile app to allow seamless collection and streaming of data from field to database
- GIS-based for mapping visualization
- Layers of access for public and staff
- Integration with internal systems
- Crowd-sourcing functionality
- Storage and presentation of multiple types of data



Arches is a leading open-source data management platform for cultural heritage



Some municipalities, including Hamilton, have developed their own data management system

Survey Accelerates Identification

HISTORIC CONTEXT STATEMENT

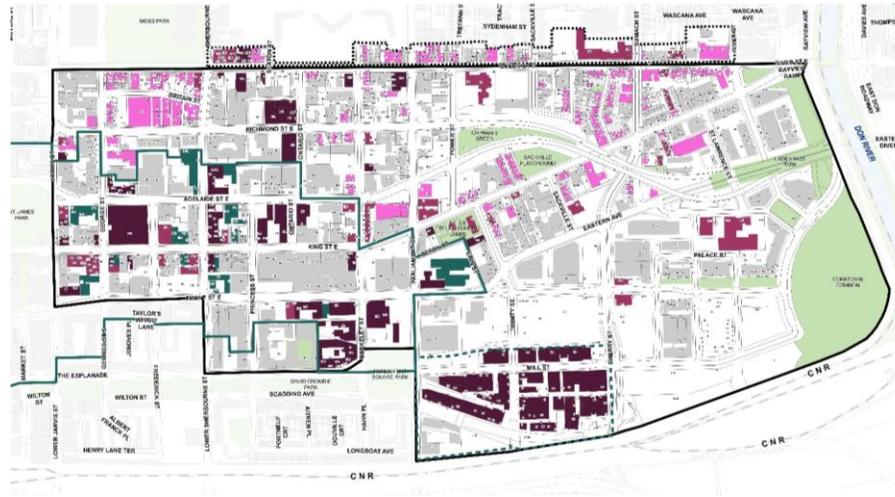
THE HISTORY AND EVOLUTION OF THE KING-PARLIAMENT SECONDARY PLAN AREA

Introduction

The King-Parliament area includes significant parts of Toronto's oldest neighbourhoods and commercial and industrial areas. Within its boundaries are built, landscape and potential archaeological resources that reflect the long evolution of the area, from ancient Indigenous habitation through the late 18th century founding of the Town of York, to the present day.

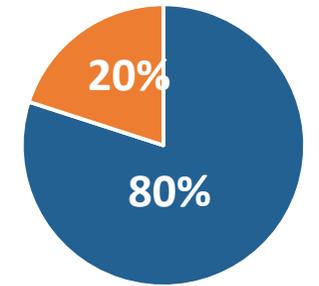
The contemporary road network and built form of the area reflects its evolution from a primarily residential and commercial area in the first half of the 19th century, to a commercial and industrial area with pockets of working class housing by the end of the 20th century. Potential built cultural heritage resources in the area can be related to five key periods:

DATABASE AND MAP



Cultural Heritage Resource Assessment King-Parliament Secondary Plan Review

SURVEY TEAM TIME

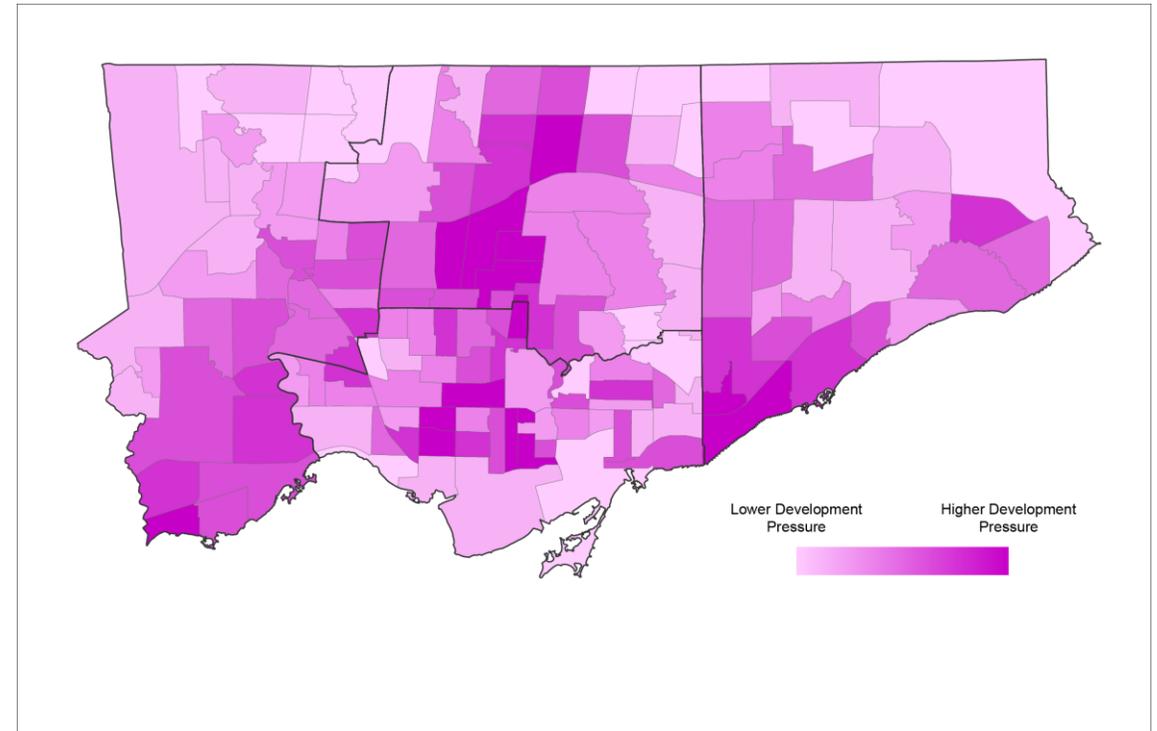


■ in-office ■ in-field

A City-Wide Approach

A city-wide approach to the Toronto Heritage Survey will be represented in the prioritization of survey areas.

- Multi-Criteria Evaluation (MCE) Tool
- Draft Criteria:
 - Amount of Development Activity
 - Fragility of the Area
 - City Planning Work Program Alignment
 - Potential Cultural Heritage Value
 - Geographical Equity



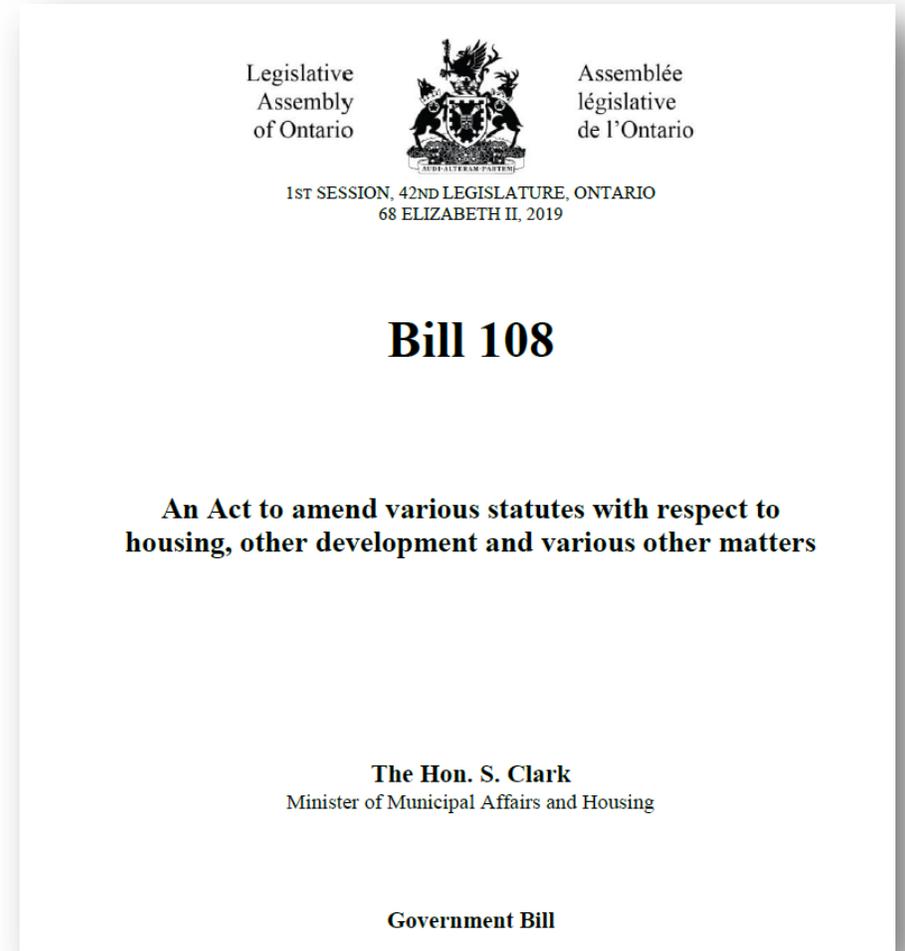
Map showing development application intensity by neighbourhood and Community Council area.

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Legislative Framework

Bill 108

- Bill 108 has further underlined the importance of conducting a city-wide heritage survey as an early identification tool for City Planning
- Though uncertainty exists about its full implications, Bill 108 proposes shortened timelines for many aspects of the legislation
- Timely identification of heritage properties, prior to the submission of development applications, will put City Planning in a stronger position to conserve important heritage resources



How will the survey results be used?

The Toronto Heritage Survey will:

Provide an understanding of the historical evolution of the City and its neighbourhoods

Enable City staff to consider and integrate the results into planning tools, provide timely review of planning applications and effectively conserve heritage properties and districts.

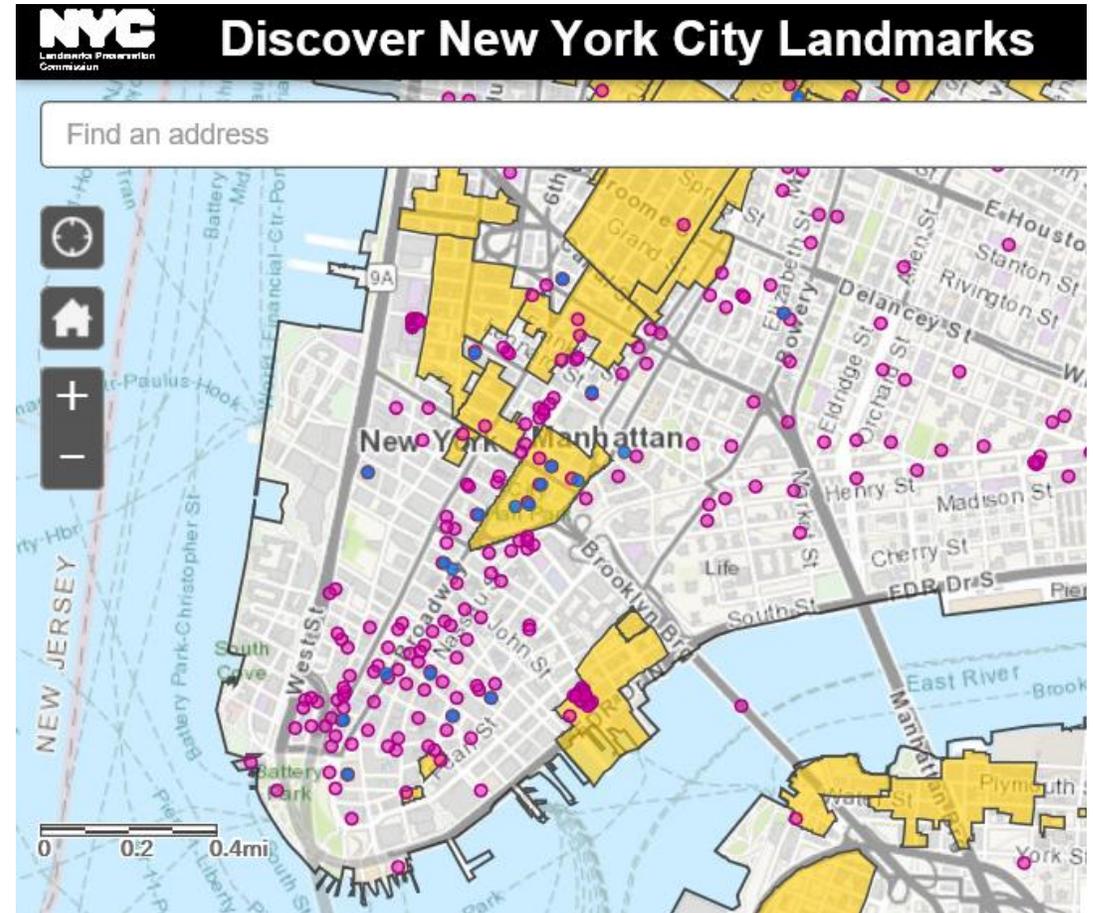
Clarity for property owners to understand if their property does or does not have cultural heritage value, and to plan accordingly.



Modernize the City's Heritage Register

Enhancements

- Fulsome property information
- Publicly Accessible
- Advanced search functions
- Rich information (photographs, maps, staff reports)
- Clear presentation of database
- On-line submission process for nominations



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Next Steps

- Planning and Initiation of Indigenous Engagement Program
- Procurement of consultants for Historic Context Statements
- Application for seed funding for digital transformation of heritage through IT Governance process.
- Prioritize a review of the outstanding nominations for the inclusion of properties on the Heritage Register



Financial Implications

- 2019** No financial implications
- 2020** Additional costs estimated to be approximately \$0.7 million, to be drawn from existing capital funds where possible.
Any additional funding requests to reflected in the 2020 Operating Budget.
- 2021** The preliminary cost estimate to be \$1.6 million, with significant portions of that cost proposed to be drawn from capital funds.
Based on analysis of testing, a report to Council in 2021 will present annual cost at full capacity, as well as operating costs required to manage survey results.



Questions?