

Toronto Heritage Survey Phase One and Heritage Planning Process Update

Date: February 7, 2022

To: Toronto Preservation Board

Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All wards

SUMMARY

This report responds to Council's request in July 2019 to provide an update in the second quarter of 2020 on progress and a timeline for completion of Phase One of the Toronto Heritage Survey. Though delayed by the global pandemic and by the impact of recent, significant Bill 108 changes to the Ontario Heritage Act, this report demonstrates that City Planning has established the Toronto Heritage Survey (THS) as a fundamental building block of good planning that will help to provide transparency and clarity about where properties have heritage interest. This report summarizes the accomplishments of Phase One to date, including revisions to Heritage Planning processes related to the implementation of Bill 108.

The projected deliverables of Phase One were identified in the City-Wide Heritage Survey Feasibility Study report's recommendations and Attachment 3: Phase One Work Plan (2019-2022). A phased approach to the survey was recommended due to the importance of establishing clear and consistent business practices, communications, and survey and engagement methods prior to scaling up to a city-wide program.

Since the launch of Phase One, the City Planning Division has:

- co-developed, with First Nations, Métis and Inuit communities, the Economic Development and Culture Division and the Indigenous Affairs Office, an Indigenous Heritage Engagement Project
- supported greater equity and inclusion in City Planning engagement practices
- shaped processes, work flows, and methodologies across the Heritage Planning unit and throughout the City Planning Division to achieve early, efficient, and systematic review of properties to determine if they do, or do not, have cultural heritage value
- achieved greater transparency and predictability for the public and development review through the prompt inclusion of identified properties on the Heritage Register

- contributed to new development and growth plans that conserve cultural heritage resources and the sense of place they define or support

Progress within Phase One has largely been the result of a strategic approach that has tested city-wide survey methodologies within the existing study work program, supported by staff across the City Planning Division.

In delivering the THS, City Planning is not only identifying properties of heritage interest and clearing the vast majority of others of heritage concern, the Division is advancing the implementation of Toronto's Official Plan vision and the strategic priorities of Toronto's Corporate Strategic Plan, 2019, including implementation of the Toronto Office of Recovery and Rebuild recommendations. To this end, the THS and the City Planning Division's Study Work Program have been responsive to emerging issues and priorities facing the city to ensure that everyone can benefit from and share the rewards and advantages of living in Toronto. The Toronto Heritage Survey's key goals remain especially relevant today and for the future of the city.

More work remains to be done before Phase One can be completed. This report identifies key next steps and proposes a Staff Report in Q3 2023 to summarize the results of Phase One and recommend next phases of the THS.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. City Council request the Chief Planner and Executive Director, City Planning to report back to City Council in Q3 2023 following the completion of the first phase of the Toronto Heritage Survey work plan, and to make recommendations on future phases of work.

FINANCIAL IMPACT

There are no financial implications resulting from the adoption of this report.

DECISION HISTORY

On January 31, 2018, City Council adopted a report from the Chief Planner and Executive Director, City Planning, on the Prioritization of Outstanding Heritage Conservation District Studies and Interim Protective Measures, and also requested the Chief Planner undertake a City-Wide Heritage Survey Feasibility Study. Subsequently Council adopted a \$122,000 gross and \$0 net increase to the 2018 Operating Budget for City Planning to hire one temporary FTE Project Manager to lead the Feasibility Study with the position fully funded from an existing capital account used to conduct

Heritage Conservation District studies and plans and heritage planning studies.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG25.4>

At its meeting on July 12, 2018, the Toronto Preservation Board received an Update on City-wide Heritage Survey Feasibility Study.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PB36.15>

At its meeting on June 20, 2019, the Toronto Preservation Board recommended that the Planning and Housing Committee adopt all recommendations of the City-wide Heritage Survey Feasibility Study report.
<https://www.toronto.ca/legdocs/mmis/2019/ph/bgrd/backgroundfile-135354.pdf>

On July 16, 2019, City Council adopted the City-wide Heritage Survey Feasibility Study report, launching Phase One of the Toronto Heritage Survey, and requested an update report in the second quarter of 2020 on Phase One progress and a timeline for its completion.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH7.11>

On February 18, 2020, City Council adopted the 2020 Capital and Operating Budgets, which included an addition of 4.0 positions to deliver the first phase of the Toronto Heritage Survey, which includes the Indigenous Engagement Project.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX13.2>

On January 12, 2022, Planning and Housing Committee adopted the City Planning Division's Study Work Program Update, which includes the status of heritage studies referred to in this report.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.10>

BACKGROUND

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity and the promotion of healthy and equitable communities. Heritage conservation in Ontario is identified as a provincial interest under the Planning Act. Cultural heritage resources are considered irreplaceable and valuable assets that must be wisely protected and managed as part of planning for future growth under the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). Heritage conservation is enabled through the Act. The City of Toronto's Official Plan implements the provincial policy regime, the Planning Act, the Ontario Heritage Act and provides policies to guide decision making within the city.

Good planning within the provincial and municipal policy framework has at its foundation an understanding and appreciation for places of historic significance, and ensures that the conservation of these resources are balanced with other provincial interests. Heritage resources may include buildings, structures, monuments, and geographic areas that have cultural heritage value or interest to a community.

The Planning Act, which establishes the foundation for land use planning in Ontario, identifies heritage conservation as a matter of provincial interest. The Planning Act directs that municipalities shall have regard to the conservation of features of significant architectural, historical, archaeological, or scientific interest. Heritage conservation contributes to other matters of provincial interest, including the promotion of built form that is well-designed and encourages a sense of place.

The Planning Act requires that all decisions affecting land use planning matters shall conform to the Growth Plan and be consistent with the Provincial Policy Statement, which position heritage as a central component in supporting key provincial principles and interests.

<https://www.ontario.ca/laws/statute/90p13>

The Provincial Policy Statement provides policy direction on land use planning in Ontario and is to be used by municipalities in the development of their official plans and to guide and inform decisions on planning matters consistent with the Provincial Policy Statement. The Provincial Policy Statement articulates how and why heritage conservation is a component of good planning, explicitly requiring the conservation of cultural heritage and archaeological resources, alongside the pursuit of other provincial interests. The Provincial Policy Statement does so by linking heritage conservation to key policy directives, including building strong healthy communities, the wise use and management of resources, and health and safety.

Section 1.7 Long-Term Economic Prosperity states that long-term economic prosperity is supported by, among other considerations, the encouragement of a sense of place, the promotion of well-designed built form and cultural planning, and the conservation of features that help define character, including built heritage resources and cultural heritage landscapes. Section 2.6 Cultural Heritage and Archaeology subsequently directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved." Through the definition of conserved, built heritage resources, cultural heritage landscapes, and protected heritage property, the Provincial Policy Statement identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

<https://www.ontario.ca/page/provincial-policy-statement-2020>

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) builds on the Provincial Policy Statement to establish a land use planning framework that supports complete communities, a thriving economy, a clean and healthy environment, and social equity. Section 1.2.1 Guiding Principles states that policies in the plan seek to, among other principles, "conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Metis communities." Cultural heritage resources are understood as being irreplaceable, and are significant features that provide people with a sense of place. Section 4.2.7 Cultural Heritage Resources directs that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

<https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

The Ontario Heritage Act is the key provincial legislation for the conservation of cultural heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources within municipal boundaries. This is largely achieved through listing on the City's Heritage Register, designation of individual properties under Part IV of the Act, or designation of districts under Part V of the Act.

Section 27 of the Act gives municipalities the authority to maintain and add properties to a publicly accessible heritage register. The City of Toronto's Heritage Register includes individual heritage properties that have been designated under Part IV, Section 29, properties in a heritage conservation district designated under Part V, Section 41 of the Act as well as properties that have not been designated but City Council believes to be of "cultural heritage value or interest."

<https://www.ontario.ca/laws/statute/90o18>

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the Act. The criteria are based on an evaluation of design/physical value, historical/associative value and contextual value. A property may be designated under Section 29 of the Act if it meets one or more of the provincial criteria for determining whether it is of cultural heritage value or interest.

<https://www.ontario.ca/laws/regulation/060009>

The Ontario Heritage Toolkit provides guidance on designating properties of municipal significance, including direction on the purpose of designating heritage properties and information about how the Provincial Policy Statement and the Act provide a framework for the conservation of heritage properties within the land use planning system. In June 2019, the More Homes, More Choice Act, 2019 (Bill 108) received Royal Assent. Schedule 11 of this Act included amendments to the Act. The Bill 108 Amendments to the Act came into force on July 1, 2021, which included, among other matters, amendments to the listing and designation processes, including the addition of a new objections process for listings and a two-step objection and subsequent appeal process for designations. Guidance from the Province related to the implementation of Bill 108 Amendments is forthcoming.

[Ontario Heritage Tool Kit \(gov.on.ca\)](https://www.ontario.ca/gov/ontario-heritage-tool-kit)

The City of Toronto's Official Plan contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. Indicating the integral role that heritage conservation plays in successful city-building, Section 3.1.5 of the Official Plan states that "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable City that can contribute to other social, cultural, economic and environmental goals of the City."

Policy 3.1.5.2 states that properties of potential cultural heritage value or interest "will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or

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scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register."

The municipal Heritage Register is an important tool in planning for the conservation of heritage properties. The former City of Toronto began listing properties on the Heritage Inventory in 1973, with the inaugural set of 490 properties found within the old City of Toronto boundaries recognized for architectural, historical and/or contextual reasons. In the following decades, the surrounding municipalities of Scarborough, North York, East York, York, and Etobicoke, which now form the amalgamated City of Toronto, adopted their own lists of heritage properties; following amalgamation, these lists were combined and additional properties have been added over the years.

For more than 45 years, Council has incrementally added heritage properties to the Heritage Register, which today includes more than 10,000 properties. Generally, properties have been identified and added to the Heritage Register through Heritage Conservation Districts and area studies or individually, through nominations or development applications. In 2019, Council approved Phase One of the THS to begin a comprehensive and systematic effort to identify the amalgamated City's cultural heritage resources.

COMMENTS

Following the unanimous adoption of the City-Wide Heritage Survey Feasibility Study report in the summer of 2019, Heritage Planning Staff established a work plan to deliver on Phase One. Phase One was largely designed as an opportunity to develop internal processes and resources that would allow City Planning to scale up the THS in Phase Two.

In the past two and a half years, City Planning has successfully established the THS and made important progress towards achieving its key goals. The early co-development of the Indigenous Heritage Engagement Project responded to a firm commitment to fully engage Indigenous communities early in the development of the THS. Beyond that new project, survey activities were largely integrated into the existing study work program supported by Staff in Heritage Planning and across the City Planning Division. Survey and engagement methodologies have been tested through City Planning's on-going program of Cultural Heritage Resource Assessments (CHRA) which are generally attached to Planning studies. Internal business processes have been reviewed, developed and revised to implement changes to the Act, including a more stream-lined approach to individual property heritage evaluations related to planning applications that prioritizes consistency and timeliness. In addition, clear, transparent and efficient processes have been established to clear the vast majority of properties of heritage concern, while adding properties of heritage interest to the Heritage Register through multiple listings. Heritage surveys within planning studies has created greater predictability for City staff, communities and property owners as areas grow and change.

Recruitment of the Toronto Heritage Survey Project Team

Though delayed due to the impacts of the pandemic on hiring and maintaining staff resources, the establishment of a Toronto Heritage Survey Project Team has recently added additional staff capacity. Since the adoption of the Phase One report in 2019, a Project Manager has lead the project. In February, 2020, Council approved a budget request for four new permanent positions to support the THS: Project Manager, Senior Heritage Planner, Heritage Planner, and Assistant Planner.

Within a few weeks of that decision, the Covid-19 pandemic was declared. Due to a resultant recruitment slowdown to Q4 2020, City Planning could not complete the hiring of the Project Team until April 2021.

Staff in Heritage Planning also supported the inaugural year of the Indigenous Youth Research Associate program, and hired an Indigenous Youth Research Associate (IYRA) to contribute to the Indigenous Heritage Engagement Project, among other tasks, in April 2021.

Indigenous Heritage Engagement Project

The co-development of an Indigenous Heritage Engagement Project has been a critical achievement of Phase One. The idea for a distinct Indigenous engagement program arose through discussions with the Indigenous Affairs Office over the course of the City-wide Heritage Survey Feasibility Study and was shared with First Nations, Métis, Inuit, and local Indigenous serving organizations.

Following Council's adoption of the City-wide Heritage Survey Feasibility Study report, an agreement with Museums and Heritage Services, Economic Development and Culture Division, was formed to enable a partnership between the two divisions with regards to Indigenous heritage engagement. A Staff team including Heritage Planning, Museums and Heritage Services, and the Indigenous Affairs Office was formed to move the project forward.

The Indigenous Heritage Engagement Project (IHEP) is understood to be an essential early component of the THS and an important piece of the City's fundamental commitment to reconciliation. The IHEP is intended to inform the evaluation of properties with an understanding of what Indigenous communities consider to have heritage value. Engagement with Indigenous communities about their heritage is also a priority for Museums and Heritage Services, to inform the presentation of Indigenous heritage in City of Toronto museums.

In the Fall of 2019, Heritage Planning and Museum and Heritage Services began working with the Indigenous Affairs Office to launch a dialogue with Indigenous leaders to determine whether the City's goals and interests aligned with those of First Nation, Inuit, and Métis communities, and if so, how a potential project could be co-developed between those communities and the City which would serve the interests of all involved. Two Co-Development Dialogue meetings were facilitated by Nbisiing Consulting, the first in December of 2019, and the second in June of 2020. The dialogues resulted in a clear affirmation of the value of an Indigenous heritage engagement project if it was

Indigenous led and inclusive of Indigenous cultures. The dialogues also resulted in a number of specific recommendations that will guide the project as it moves forward. From these meetings two Co-Development Dialogue reports were created by Nbisiing Consulting Inc. and Sister Circle Consulting. They are available on the [Toronto Heritage Survey webpages](#).

Though the Covid-19 pandemic delayed progress, the project team worked through the winter of 2021 to move the project into its second phase. A budget was secured to support the direction provided through the Co-Development Dialogues. Heritage Planning Staff also participated in the inaugural year of the Indigenous Youth Research Associate (IYRA) Program, securing an IYRA to support the Indigenous Heritage Engagement Project. Both the hiring of Indigenous people to contribute to the project and the involvement of youth were key recommendations of the Co-Development Dialogues.

The IYRA position has enabled Heritage Planning to more effectively maintain communication with participants in the Co-Development Dialogues, develop and deliver an overview presentation to the Aboriginal Affairs Advisory Committee (October 22, 2021), and engage in further consultation with the Toronto Aboriginal Support Services Council (TASSC). The IYRA position has also conducted the essential work of establishing connections and information sharing with other City Staff, across City Planning and other divisions, who are planning and conducting engagement with Indigenous communities. Finally, the IYRA position has supported the strengthening of Indigenous engagement through ongoing Cultural Heritage Resource Assessments.

In 2022, the project team will procure an Indigenous Engagement Specialist consultant to publicly launch the Indigenous Heritage Engagement Project. The consultant will consider the two Co-Development Dialogue reports to propose and deliver an engagement strategy, and to build and facilitate an Indigenous Steering Circle and an Indigenous Knowledge Carriers Circle. The Indigenous Engagement Specialist is projected to begin their work in Q2 2022. Their work plan will include the submission of a final report summarizing the results of the Indigenous Heritage Engagement Project in late 2023.

Testing of Survey and Engagement Methodologies

The City-wide Heritage Survey Feasibility Study report concluded that large-scale heritage surveys can achieve consistency and efficiencies by testing survey methodologies over a diverse range of urban areas. In Phase One, staff have developed a rigorous survey methodology inclusive of new and enhanced engagement tools that are designed to gather a wider range of community voices and have tested new approaches through the Division's existing study work program, which regularly includes heritage surveys as integrated components of planning studies. Twelve Cultural Heritage Resource Assessments (CHRAs) have been completed in Phase One or are currently underway, including for Mount Dennis, Danforth Avenue: The Don Valley to Coxwell Avenue, Bloor-Yorkville, Jane-Finch, and Little Jamaica. In addition to testing methodologies, these CHRAs have provided the foundation for context-sensitive, built-form and place-based policies and guidelines that reflect the unique character of a respective area.

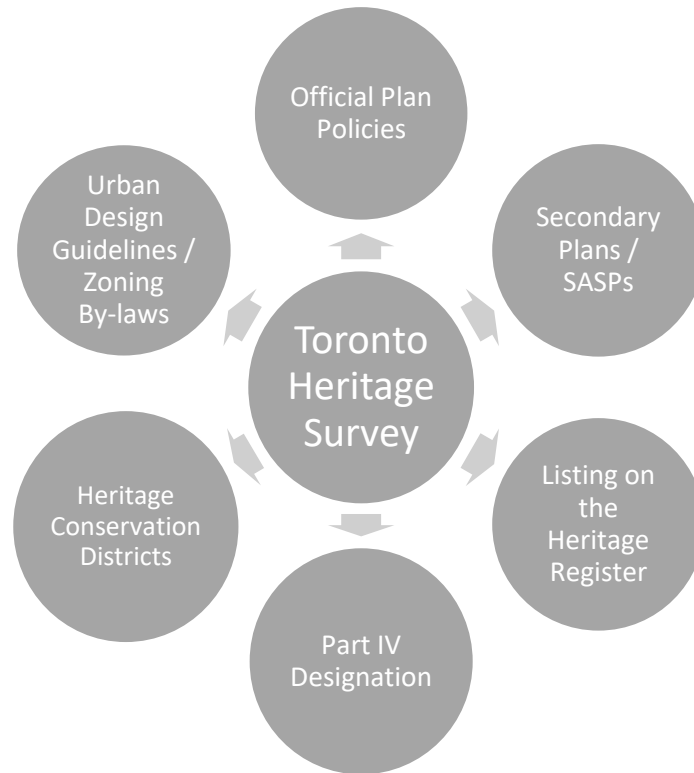


Figure1: The Toronto Heritage Survey contributes to a broad range of planning policies and tools

Survey Methodology

The City-wide Heritage Survey Feasibility Study report stated that Historic Context Statements are an important input into the evaluation of heritage properties. This outcome has clearly been achieved. Begun as a best practice prior to the City-wide Heritage Survey Feasibility Study, CHRAs have prioritized an understanding of the historic context of a study area and sets out how properties relate to and support that context. Over the course of Phase One, staff and consultants have worked together to apply a clearer, more transparent, and rigorous understanding of Historic Context Statements and their application to heritage surveys. Significant improvements through technology have also been introduced within CHRAs which have resulted in dramatic efficiencies, stronger analyses, and clearer survey outcomes

In 2019, Heritage Planning contracted Common Bond Collective, a heritage consultant, to pilot a Historic Context Statement which could more clearly represent the analysis of the historical development of a study area, primarily through the addition of an understanding of important themes and building typologies. Completed in the summer of 2020, the Historic Context Statement for the former Municipality of West Toronto/Junction established a template that will assist in identifying the significant themes and periods of development within a study area, and determine how they relate to specific properties. The increasingly analytical approach to Historic Context Statements over time can be appreciated by comparing the one completed for the King-Toronto Heritage Survey Phase One and Heritage Planning Process Update

Parliament CHRA (Spring 2019) with that completed most recently for the Mount-Dennis CHRA (Fall 2021).

Historic Context Statements have strengthened the ability of Staff and consultants to more carefully consider contextual and historical/associative criteria, in addition to design/physical value. As the best example of this success, in the King-Parliament CHRA, the historic presence of social service organizations that assist the neighbourhood's residents was found to be a key area theme and, as a result, staff identified Dixon Hall as an important property in the study area.

Beyond evaluation, the feasibility study report expressed the potential value of Historic Context Statements to shape an understanding of a study area for City Staff outside of Heritage Planning, and for local communities. Over the past two and a half years, community members, City councillors and Planning staff have consistently expressed appreciation for Historic Context Statements as a key input into a heritage survey for the understanding that they bring to a sense of place that informs planning policies and design guidelines, and as a legacy for future community work.

The application of technology has also significantly enhanced heritage surveys. Into early 2019, Heritage Planning staff completed local surveys with pen-and-paper and a camera. Returning to the office, Staff translated the hand-written notes and photographs into digital files by property address. The files, though digital, were static and difficult to analyze without a time-consuming translation into other formats.

In mid-2019, staff in the Graphics and Visualization unit of Urban Design moved survey methodology a big step forward by adapting the ArcGIS Collector app for use by heritage Staff. Staff have since completed in-field surveys with this app installed on smartphones and tablets. The app seamlessly geo-locates all collected data, including photographs, into an easily manipulated database, and allows Staff to integrate other existing data sets that can inform an understanding of a study area, including building heights and property setbacks. Finally, the app allows Graphics and Visualization Staff to easily produce maps from the already organized and geo-located data. The ArcGIS collector app has clearly demonstrated the transformative impact of new survey technologies. Graphics and Visualization and Heritage Planning Staff partnered to present the successful adoption of this app at GIS Day in 2019 and 2021.

In 2022-2023, the THS will build on lessons learned to date to prepare for Phase Two, when CHRAs could be launched independently of other planning studies, and for larger neighbourhood geographies. CHRA best practices in survey methodologies will be coalesced into clear, step-by-step documentation and communication materials to ensure transparency and consistency in practice, and to support a baseline for continuous improvement.

The THS work plan will also develop a thematic overview and Historic Context Statements for the entire City of Toronto. This will allow consultants, staff, and the general public to better understand specific areas of the City in relation to other areas, which will assist in the determination of cultural heritage value.

Engagement

The City-wide Heritage Survey Feasibility Study report pointed strongly to equity and inclusion in community engagement as vital for heritage surveys. Designed to be timely and efficient and conducted by professionals who may not have any previous understanding of a study area, city-wide heritage surveys were understood to be limited in their ability to conduct thorough research into individual properties, and in their ability to understand an area's development without the input of local lived experience and historical knowledge. As a result, a rigorous community engagement program, designed with equity and inclusion as priorities, is critical to the success of the THS.

Though the importance of equity and inclusion in community engagement was an early goal of the THS, progress on the reflection and learning necessary to achieve that goal was accelerated by the inequitable impacts of Covid-19 and the international and national events that highlighted the horrific impacts of anti-black racism. Following the death of George Floyd, Heritage Planning Staff met to discuss equity and inclusion in Heritage Planning and formed working groups to think more deeply through specific matters. One of those groups met over a number of months to document ways in which Heritage Planning engages with the public, to consider if those tools reflected the City's commitment to equity and inclusion, and if not, how they could be improved.

Among these tools was the Heritage Focus Group. Implemented prior to the City-wide Heritage Survey Feasibility Study in 2018, Heritage Focus Groups were designed to invite local heritage experts to share sources of information to inform a heritage survey. Through the THS, the selection of participants and the number and content of meetings have been enhanced to proactively ensure that Heritage Focus Groups reflect the diverse communities within a study area, and that engagement is more flexible to allow meaningful input. First, meetings expanded from one per study, allowing more time for the building of relationships and understanding necessary for meaningful engagement. Second, engagement with heritage focus group members has expanded to include surveys and individual interviews outside of full group meetings.

Finally, Staff have re-considered the selection of members to more carefully reflect the composition of the survey area. In the Jane Finch CHRA, a part of the innovative Jane Finch Initiative, Staff initiated a selection process that began by using census data to understand community demographics, both historic and contemporary. Working with the local engagement consultant, the Jane Finch Centre, Staff then issued an open call within the community for participants, and reviewed applicants in light of community demographics and local historical knowledge, to inform a Heritage Focus Group membership that reached more broadly across the community. In the Danforth Avenue: Don Valley to Coxwell Avenue, and Mount Dennis CHRAs, staff used an understanding of the historical diversity of the study area to identify communities that were not represented within on-going engagement, and were then able to find individuals who might consent to an interview to further inform the heritage work.

The use of available data to understand community composition and proactively seek participants reflective of that composition is informing a new best practice for community engagement. As a result of the early success of this approach, Staff developed a research proposal to engage outside partners to collect, analyze, and map historical

census data related to community demographics for the entire City of Toronto. This data was proposed as a baseline contributor to an understanding of the historical evolution of communities over time, and to ensure equitable and inclusive engagement. Submitted to the City's Toronto Collaboration Platform in September 2021, the proposal resulted in a number of submissions by potential university research partners. Negotiation with those prospective partners is expected to result in a research contract and the development of historical census data analysis and mapping reaching back to the 19th century.

Building on the census data analysis, Staff are piloting a distinct new Community Heritage Places process to identify the past and present communities in a study area, develop an understanding of their contributions to the area, and identify buildings and landscapes that are strongly associated with those communities. Community Heritage Places projects invest resources to hire qualified consultants with knowledge of specific neighbourhoods and communities to deepen an understanding of community values as a key input into CHRAs. Informed by the City's commitment to furthering equity and inclusion, they are intended to identify places of cultural heritage value related to communities which have previously not been engaged in heritage planning processes.

Best Practices in Citywide Heritage Surveys

During Phase One, the City of Toronto has learned from and contributed to a provincial, national, and international dialogue on city-wide heritage surveys as important tools in heritage conservation. In the fall of 2019, Heritage Planning staff partnered with planners from Hamilton and Ottawa to present on city-wide heritage surveys to the annual conference of the Ontario Professional Planners Institute. Toronto's City Planning Division has recently contributed to the Ontario Heritage Toolkit's presentation of survey and engagement methodologies, and has informally shared best practices with other Ontario municipalities. City Planning was also invited by the Getty Conservation Institute to co-present a session entitled, "Tools for Inclusive Heritage Conservation" at the annual conference of the National Trust for Historic Preservation in the United States in November 2021.

In 2022 and early 2023, the THS will complete the piloting of engagement projects like Community Heritage Places, integrate advice from City Planning's Equity Toolkit, and coalesce lessons learned into the clear and transparent documentation of engagement best practices. Those best practices will in turn be developed into a comprehensive public engagement program. As the Covid-19 pandemic recedes and CHRAs launch independently of other planning studies in Phase Two, that engagement program will provide opportunities for local and city-wide partnerships to enhance the capacity of the THS to meaningfully and broadly engage with communities.

Closely related to an engagement program will be the development of a communications strategy – a critical deliverable of Phase One. A communications strategy will provide a compelling case for the importance of cultural heritage resources to our neighbourhoods, communities, and city, and provide brief, clear, and transparent descriptions of THS goals, processes, and opportunities for involvement. Finally, in the remainder of Phase One, the THS will seek to expand its capacity to engage more Torontonians through the development of a volunteer program, in consultation with the

Toronto Community Preservation Panels, Heritage Toronto, and other potential partners such as ACO Toronto.

Streamlining the Multiple Listing Process

Through Phase One of the THS, staff developed a revised, streamlined process for listing properties on the Heritage Register that meets both the City's Official Plan obligations to evaluate properties against provincial criteria, and the amended regulations of the Act. This new system is more responsive to the volume of properties being nominated for inclusion on the Register and identified through planning studies. In developing an improved listing process, Staff surveyed international best practices, including reviewing approaches to listing in municipalities across Ontario.

Prior to the development of multiple listing reports, the City's approach for listing non-designated properties on the Register exceeded the requirements of the Act. For example, a Statement of Significance (SOS) and list of heritage attributes were prepared for each property, including a photograph and location map. In contrast, the Act only requires that if Council believes a property to be of cultural heritage value or interest, the listing must include "a description of the property that is sufficient to readily ascertain the property." Most municipalities interpret this to mean providing a property's address, but not necessarily a written description arrived at through research and evaluation.

Over the course of 2020, Staff engaged with Provincial colleagues within the Ministry of Heritage, Sport, Tourism, and Cultural Industries in order to present the City of Toronto's experience with listing and designating properties on the Heritage Register, and to review listing methodologies. Following the jurisdictional review and Provincial consultation, two methods were proposed to streamline the process for listing properties on Toronto's Heritage Register: the use of an historic context statement accompanied by an address list and property information (i.e. building type and date of construction), and short descriptive listings. Feedback and advice on these two revised methods was then sought in two further meetings with external stakeholders: a Technical Advisory Panel of heritage experts, and BILD.

Staff have determined that these two methods meet the requirements of the Act and the City's Official Plan (all properties are evaluated against Provincial criteria) and both provide sufficient information to communicate the reasons for listing. The benefit of this two-pronged approach will be to ensure that properties with cultural heritage value are promptly included on the Heritage Register so that they can be afforded interim protection from demolition, and to permit a full evaluation to determine whether they merit Part IV designation.

Staff tested the implementation of these streamlined approaches to listing through the review of properties identified as having heritage potential through past heritage surveys related to planning studies, but which had not yet been considered for the Heritage Register. This significant amount of work resulted in Council's adoption of recommendations to list 963 properties on the Heritage Register on December 16, 2020. In 2021, another 59 properties were listed on the Heritage Register using the

revised listing processes. While the number of new listed properties is notable, the vast majority of properties subject to area surveys have been cleared of heritage interest.

Staff are continuing to refine survey and engagement methodologies to create evaluation efficiencies and to assist in meeting service level demands. In order to support the early determination of cultural heritage value on properties that are subject to development applications, in line with designation time limits introduced through Bill 108, staff are exploring the possibility of introducing the a Cultural Heritage Evaluation Report (CHER) into the City's Official Plan and within the complete application process.

Prioritization of Nominations for Inclusion on the Heritage Register

The City-wide Heritage Survey Feasibility Study report committed staff to prioritizing outstanding nominations for evaluation and inclusion on the Heritage Register where warranted. The nomination process has been important to individuals and communities because it has allowed them to identify properties that they consider important and/or have community value. Over the past years, many nominations have accumulated for staff review, resulting in significant community disappointment.

As soon as staff resources became available in Phase One, staff organized the nominations backlog from a mix of paper and digital files into a comprehensive digital database. The nominations database was then cross-checked with properties identified through planning studies. As a result, multiple listings of properties identified through planning studies reduced the nominations backlog by 45 properties. Staff then determined that the most effective way to work through the remaining backlog was to approach it geographically by Community Council area.

In spring 2021, work commenced in the Etobicoke York Community Council area which had 28 nominated properties awaiting review. In consultation with the Etobicoke York Community Preservation Panel, and with the panel's research support, staff researched and undertook preliminary evaluations of the properties. Seven properties were recommended for inclusion on the Register and were subsequently adopted by Council on November 9, 2021.

Since then, staff have commenced review of 21 outstanding nominations in the Scarborough Community Council area, engaging with the Scarborough Community Preservation Panel, and are undertaking additional research on these properties in anticipation of a report to Council with recommendations for 2022.

Once complete, the conclusion of work within the Scarborough Council Area will bring the original backlog of 340 properties down to approximately 246. In 2022, work will continue on nominations in the North York and Toronto and East York community council areas. Completion of the entire review of nominations is projected for 2023.

Tackling the nominations backlog is a major on-going commitment of the THS. Similarly, preventing a future accumulation of nominations is an equally important goal. Staff have begun work on a new, efficient method to screen, evaluate and process new nomination requests from Council and community members, placing a priority on the key objectives of the THS: transparency, predictability and consistency.

A revised nomination process will be designed for ease of use by the public, with prompt and clear communications on projected timelines for individual nominations. It will be robust enough to respond to the additional nomination volume that is projected to result from engagement through the THS. Staff will be engaging with the City's newly appointed Community Preservation Panels in 2022 to explore a potential role for Panel volunteers in this process. Once implemented, the new system will be integrated into the City's IBMS database.

Business Transformation of Internal Heritage Processes

The City-wide Heritage Survey Feasibility Study identified Phase One as an important opportunity to prepare for the volume of data that will be generated by the THS. In addition to addressing the funding and staff resources that the THS will require, the feasibility study pointed to the need to streamline workflows, data management and internal planning processes. That work has been informed by, and aligned with, the key goals of the THS, including the need to establish a consistent, timely, equitable, and efficient means of evaluating heritage properties.

Heritage Planning staff commenced work in the first quarter of 2020 with a Business Transformation Specialist from Corporate Services with the intent of documenting existing business practices within the unit, mapping them on process charts and making recommendations to identify and implement efficiencies. The work resulted in a series of detailed maps documenting key processes. Though delayed by impacts of the Covid-19 pandemic, this project will inform a business case for a new data management system to support the THS.

Piloting a Heritage Screening Process

As staff considered a range of changes through the lens of the THS, a gap was identified within the process of screening for heritage interest in order to clear properties of heritage interest in development review. In advance of area surveys being undertaken, it is critical for the City to provide a timely screening process with consistency in decision-making and evaluation.

As a result, in September of 2019 staff began testing a systematic screening process designed to undertake prompt preliminary research on properties involved in planning applications that were not on the Heritage Register or otherwise identified within a planning study. Refinement of this screening process has already contributed significantly to the early, consistent, and efficient identification of properties that do not require additional heritage review. Additional screening methodologies will continue to be developed along with the implementation of pre-screening within the pre-application process and the use of Cultural Heritage Evaluation Reports for properties of heritage interest that can be reviewed by staff.

Revision of Business Practices Following Bill 108

The work that has been completed on documenting internal processes has helped to position the City to respond to the Province's introduction of Bill 108 and the significant additional burden that the new legislation has placed on municipalities. This Act has had

a significant impact on approaches to heritage planning, especially regarding the amendments made to 13 statutes including both the Planning Act and the Ontario Heritage Act. The amendments to the Act were the most significant changes introduced to the Ontario Heritage Act in fifteen years. Bill 108 received Royal Assent on December 10, 2019, but changes to the Act were not proclaimed until July 1, 2021.

In response to the proposed amendments, an interdivisional team was struck that included representation from City Planning, City Legal, and the City Clerk's Office. The detailed work proved challenging as many of the proposed amendments referenced a new Regulation under the Act that was not released in draft form until late 2020. A revised draft was subsequently released on May 31, 2021.

Staff leveraged the ongoing work with the Business Transformation Specialist to design and map new processes to be implemented. Through a report by the Chief Planner and Executive Director City Planning, Amendments to the Municipal Code: Chapter 103 – Heritage, and Chapter 27 – Council Procedures (PH.17.11) dated October 5, 2020, Staff recommended that Chapters 27 and 103 of the City's Municipal Code be amended in response to Bill 108. Following proclamation of the amendments by the Province, the City passed By-laws 669-2021 and 670-2021 updating the Municipal Code.

[Agenda Item History - 2020.PH17.11 \(toronto.ca\)](#)

The development of a screening process, for its part, has also supported a response to Bill 108. With the amendments to the Act, the early determination of heritage interest – a key objective of the THS – has become more important than ever. Under the amended Act, designation under Part IV of the Ontario Heritage Act must now take place within 90 days of the City giving notice of a complete application under the Planning Act. If the City does not designate within this time period, it loses the ability to do so for the life of the development application.

In response to Bill 108, the cross-Divisional team implemented a new system that allows City Planning Staff to monitor and respond to planning applications with recommendations to Council on the designation within the 90-day timeframe. While the new Regulations do not apply to applications for minor variances, staff are aware that Committee of Adjustment applications also require development of a similar screening process. The high volume of applications and the variety of permissions being sought will require careful consideration of screening criteria. Staff currently screen Committee of Adjustment applications for existing register properties, properties that have been identified as being of heritage interest in a planning study but have not yet been listed, and properties that have been nominated.

To coincide with the amendments to the Act and to support consistency and efficiency in heritage evaluations, staff have recently developed and released updated terms of reference for all new Heritage Impact Assessments (HIAs) and Cultural Heritage Evaluation Reports (CHERs). The objective of both documents is to ensure that the City has all of the information required at the beginning of the development process to ensure the timely and predictable identification and conservation of heritage properties. A CHER is also expected to assist those seeking to propose the listing or designation of a property through a nomination by more clearly establishing the information generally included in an evaluation report.

Finally, amendments to the Act included new application requirements, timelines, and appeal rights for applications to the City that resulted in the complete redesign of the heritage permit process. Given short timelines, an interim system was initially operationalized based on a fillable digital application form. That system was later integrated, where applicable, with IBMS and the Building Permit system used by Toronto Building.

The work that staff have undertaken in response to amendments to the Act has been labour intensive, but integral to the implementation and success of the THS. The detailed mapping of business processes will be the foundation of a business case for new database software to support the survey. In 2022-2023, the THS will complete an analysis of its requirements and will seek approval for any new database systems required to manage the volume of data generated by a scaled-up city-wide heritage survey. The THS will also complete a process begun through the City-wide Heritage Survey Feasibility Study, to develop and implement a prioritization process for survey areas. Though not required in Phase One, a distinct prioritization methodology for the THS will be required in Phase Two when heritage surveys are projected to be prioritized and implemented in areas independent from planning studies.

Critical Steps to Prepare for Phase Two

Staff have made significant progress towards the completion of Phase One, although more work remains before this part of the THS work can be finalized. Adjustments to changing workloads related to Bill 108 will continue to impact staff resources, though a dedicated THS project team will have the capacity to address work items not related to existing studies. These include the completion of outstanding nominations, the advancement of a thematic framework for the City of Toronto including a city-wide Historic Context Statement (beyond CHRA study areas), the prioritization of survey areas outside of planning study boundaries and the identification of a robust new data management system.

In 2022 and moving forward, staff will endeavour to reconnect with external partners to advance the development of a comprehensive and inclusive public engagement program. Closely related to that engagement program, staff will also develop a communications strategy and a volunteer program to support the expansion of the THS in Phase Two. A Staff Report summarizing the complete results of Phase One, with recommendations for Phase Two, is proposed for Q3 2023.

CONCLUSION

As set out in the provincial and municipal land use planning framework, good planning requires the identification and conservation of cultural heritage resources. In 2019, Council authorized phased implementation of the Toronto Heritage Survey, a transformative approach to the identification of heritage resources that will result in operational efficiencies and enhanced civic leadership through recognition of diverse community values while providing a responsive approach to a dynamic development environment. The THS will eventually become the primary tool to provide baseline

information on potential heritage resources to guide long-range planning decisions, support transparent development review and further a number of policy goals beyond land-use planning, including ensuring that the Toronto Heritage Register reflects the values, histories and experiences of all of its citizens.

Over the past two and a half years, City Planning has successfully established the THS and achieved a number of Phase One's key goals. More work remains to be done, however, before Phase One can be completed and the THS is prepared for a scaled-up Phase Two.

In 2022 and into 2023, Staff will complete work on internally-focused items through existing work programs to prepare for new work requiring dedicated staff resources and greater public engagement. As the THS winds down its testing phase and confirms lessons learned, staff will share those findings for feedback and advice to an established Technical Advisory Group and key stakeholders, and will publish the results online. Findings from Phase One will also be shared through presentations at the National Trust of Canada conference in October 2022. A comprehensive final report on Phase One will be brought forward to Council in 2023 to seek endorsement for key next steps.

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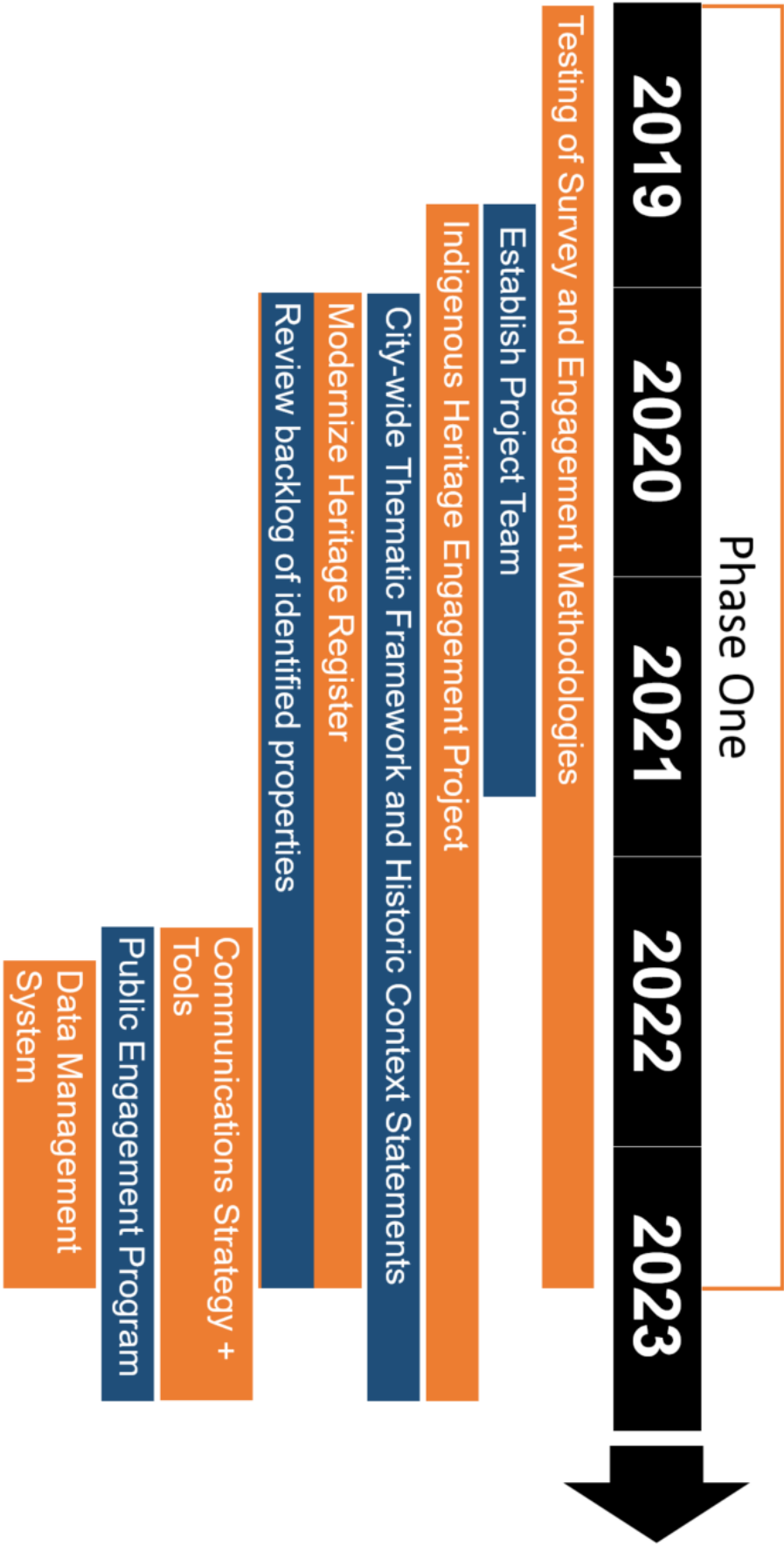
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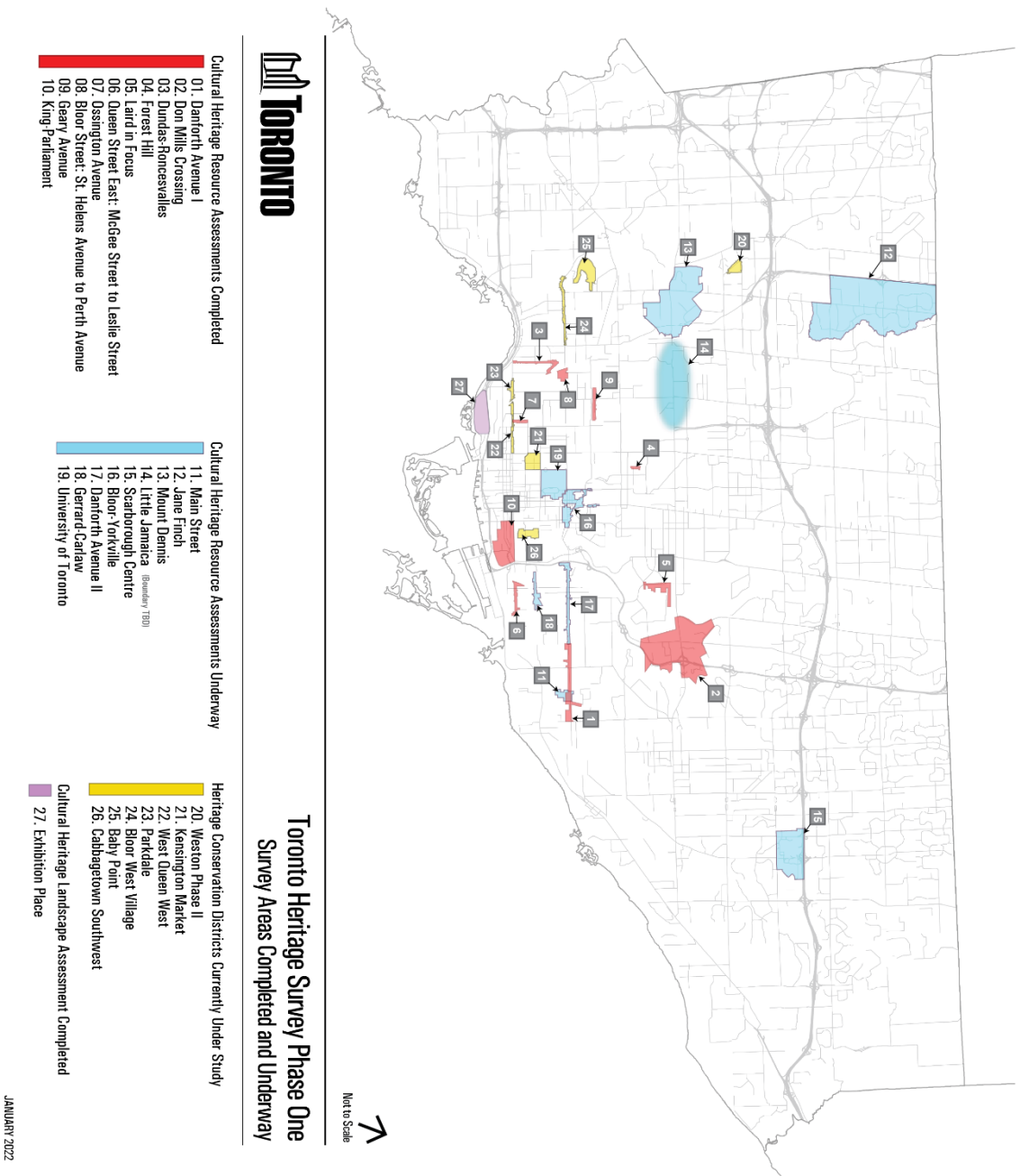
ATTACHMENTS

Attachment 1 – Revised Phase One Work Plan (2019-2023)
Attachment 2 – Map showing survey areas completed or underway in Phase One
Attachment 3 – Summary of Key Heritage Planning Processes and Documents

Attachment 1: Revised Phase One Work Plan (2019-2023)



Attachment 2: Map showing survey areas completed or underway in Phase One



Attachment 3: Summary of Key Heritage Planning Processes and Documents

Cultural Heritage Resource Assessment (CHRA)

Cultural Heritage Resource Assessments are important components of strategic and growth-related studies undertaken by the City Planning Division. CHRAs provide the foundation for context-sensitive built-form and place-based policies and guidelines by:

- documenting and analysing the area's development history
- gathering an understanding of how communities value the cultural heritage of the study area
- applying provincial criteria to identify properties with potential cultural heritage value to be considered for inclusion on the City of Toronto's Heritage Register

CHRAs also make recommendations for the best tools to conserve identified resources, and for any additional heritage assessments, including cultural heritage landscape studies.

Historic Context Statement (HIA)

Historic context statements are documents that inform heritage evaluations through Cultural Heritage Resource Assessments. The result of historical research and community engagement, historic context statements document and analyse a study area's development history to provide an understanding of the themes, periods of development, and building typologies within it. They inform an understanding of why a property or properties exist within a given area. They also relate properties to one another in order to inform the identification of sites and landscapes with cultural heritage value or interest.

Heritage Impact Assessment (HIA)

A Heritage Impact Assessment is an independent, professional and objective study undertaken at the earliest stage of project planning, design, construction and development activity necessary to inform a project's design with the goal of heritage conservation. The purpose of the HIA is to:

- assist in the understanding of the cultural heritage value of an existing or potential heritage resource
- apply relevant heritage conservation policies and standards in the analysis of the impact of development on its cultural heritage value
- develop mitigation measures to protect its cultural heritage value

Within the City of Toronto's application process and complete application requirements, the purpose of the HIA is also to inform decisions of City staff and City Council and to guide the creation of a Conservation Plan or any other Council approved condition.

Cultural Heritage Evaluation Report (CHER)

A Cultural Heritage Evaluation Report is the primary document used by Heritage Planning to guide independent research and evaluation of properties for their cultural

heritage value. The CHER is essentially a stand-alone version of the first part of the Heritage Impact Assessment (HIA), and is intended to assist in the understanding of the cultural heritage value of a potential heritage resource. A CHER should be completed by a property owner when potential heritage value has been identified through a planning study, community interest or as identified within the Toronto Heritage Survey. The CHER should be prepared as early in a planning process as possible. Its conclusions about the cultural heritage value of a site will have consequences for a project's design and application requirements.