

STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE June 10, 2013

SUBJECT Heritage Planning: Annual Activity Report and Four Year Work Plan Update

REPORT NUMBER 13-27

EXECUTIVE SUMMARY

PURPOSE OF REPORT

This is an annual report which serves as an overview of major heritage planning activities over the past year and presents an updated Four Year Heritage Work Plan.

KEY FINDINGS

2012 was a productive year in that:

- After a five-month period of engagement involving specific property owners, Heritage Planning staff successfully settled outstanding boundary issues relating to the proposed Brooklyn and College Hill Heritage Conservation District;
- Heritage Planning staff's final recommended boundary for the Brooklyn and College Hill HCD was approved by Council in December 2012 – allowing the second phase of the HCD process and its enhanced public consultation program to proceed in 2013;
- The addition of a Heritage Research Assistant for a 4-month period, significantly advanced the achievement of the City's heritage goals and objectives;
- Senior Heritage Planner was directly involved in roughly 200 heritage-related enquiries from staff or the public;
- Over 195 building or planning applications involved cultural heritage resources.

FINANCIAL IMPLICATIONS

Funds are included in the City's Annual Operating and Capital Budget to cover heritage planning activities and functions

ACTION REQUIRED

To receive the Heritage Planning: Annual Activity Report and Four Year Work Plan Update.

RECOMMENDATION

1. That the Planning, Building, Engineering and Environment Report 13-27, regarding the Heritage Planning: Annual Activity Report and Four Year Work Plan Update, dated June 10, 2013, be received.

BACKGROUND

In Guelph, Heritage Planning functions are carried out by the City's Senior Heritage Planner, in conjunction with the City's heritage advisory committee: Heritage Guelph.

In its role as an advisory committee to Council on matters concerning the conservation of cultural heritage resources in the City, Heritage Guelph works closely with the Senior Heritage Planner to fulfill aspects of the committee's mandate. This mandate describes Heritage Guelph's important role in conducting preparatory research and advising on designation and conservation of Guelph properties and districts under the Ontario Heritage Act. There are always many designation related projects going on throughout each year and other related heritage activities carried out by staff and/or the heritage committee.

In order for Council, relevant staff members and Heritage Guelph to have a clear understanding of the research work required of Heritage Guelph, the committee report work load currently carried by the Senior Heritage Planner and the targeted completion dates of heritage designations and related activities, a Four Year Heritage Work Plan was presented in Report 11-25 to the Planning, Building, Engineering and Environment Committee on March 21, 2011.

Heritage Planning's first Annual Activity Report and Four Year Work Plan Update was brought to the Planning, Building, Engineering and Environment Committee on September 17, 2012. It is intended that an annual report will now be submitted to Council within the second quarter of each year to advise on the major heritage planning activities completed over the previous year and provide an updated Heritage Work Plan. Annual activities data is now being collected to allow for an analysis of trends over time and to develop targets and metrics to begin measuring our successes in achieving our heritage planning objectives and response rates in accordance with either the Ontario Heritage Act or the Ontario Building Code Act. Results will be reported in future annual reports, including appropriate dashboard and scorecard.

REPORT

Heritage Planning at the City of Guelph

Planning Services is the City department primarily responsible for ensuring the conservation and protection of cultural heritage resources in the City. Cultural heritage resources include built heritage resources, cultural heritage landscapes and archaeological resources. Through policy, the development review process, designation under the Ontario Heritage Act, property maintenance, and other initiatives, the City is committed to promoting heritage conservation as part of the foundation for creating a distinctive and diverse city.

Senior Heritage Planner

The Senior Heritage Planner is the first point of contact for all inquiries relating to cultural heritage resources within the City of Guelph including built heritage resources, cultural heritage landscapes and archaeological resources. The role of the Senior Heritage Planner is as a staff resource for matters relating to the Ontario Heritage Act, including individual property designation, establishment and administration of Heritage Conservation Districts, the oversight of areas of archaeological potential within the city and any other matters related to cultural heritage resource management. The position provides research, policy and technical advice on heritage conservation initiatives as well as architectural and site design recommendations to facilitate the retention of cultural heritage resources in the development application process.

The Senior Heritage Planner serves as the staff liaison to the City's Municipal Heritage Committee (Heritage Guelph) and assists in the administration and implementation of the Committee's Work Plan.

Heritage Guelph Committee

To aid municipal councils with the administration of their heritage programs, the Ontario Heritage Act enables the appointment of a Municipal Heritage Committee. This committee acts as an advisory body with responsibility to recommend to its Council heritage properties deserving of individual designation under Part IV of the Act and Heritage Conservation Districts under Part V of the Act. By designating properties of local significance, municipal councils are able to help ensure the protection of such properties for the benefit of present and future generations.

Heritage Guelph, Guelph's Municipal Heritage Committee, was created by City Council in August 1977 as the Guelph Local Architectural Conservation Advisory Committee (LACAC) in compliance with the Ontario Heritage Act established in 1975. The first meeting of the Committee was held on September 28, 1977 with five citizen volunteer members. Since that time the Committee membership has been expanded to twelve citizen volunteers appointed by City Council for their

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knowledge and expertise related to first-hand experience with heritage conservation, including such areas as architecture, landscape architecture, construction, local history, law or real estate.

While the main purpose of a Municipal Heritage Committee is to advise and assist its municipal council on matters relating to the conservation of properties of cultural heritage value, in practice, the work of Heritage Guelph involves a wide range of activities. The following seven general headings form the basis of the Committee's work:

1. To undertake suitable research (with review of the Municipal Register of Cultural Heritage Properties, previously existing inventories and available resource data) preparatory to designation and conservation of worthy and significant Guelph properties and districts under the Ontario Heritage Act.
2. To consult with City of Guelph staff and City Council and to make recommendations to City Council to designate selected properties and districts under the provisions of the Ontario Heritage Act and to consult with and make recommendations to City Council and civic departments regarding the adequate maintenance and conservation of designated properties and districts.
3. To consult with and advise property owners regarding designation or conservation projects as well as consulting with property owners regarding projects which may relate to the architectural, landscape, streetscape and neighbourhood character of the City.
4. To provide public information concerning projects and objectives of the Committee, to support civic interest in heritage conservation, and to encourage community organizations to undertake projects related to the interests and concerns of the Committee.
5. To develop a program for the adequate identification of significant and designated properties and districts, and where possible to co-ordinate similar projects sponsored by community organizations or government agencies.
6. To assist the City of Guelph in the administration of municipal grants when available to owners of designated properties.
7. To contribute to the City of Guelph planning processes through consultation in all planning matters where issues of heritage conservation may arise.

Heritage Planning: 2012 Activity Report

Heritage Guelph

During the year, the full Heritage Guelph committee meets a total of twelve times with an additional 10-12 meetings of its working groups. During 2012, Heritage Guelph had two active working groups, two ad-hoc working groups and individuals providing representation for Heritage Guelph on heritage-related initiatives:

- Designation Research and Heritage Review Working Group:
Recommends priorities to Heritage Guelph regarding heritage designations; assists heritage planning staff in research required for heritage designation reports; makes recommendations to Heritage Guelph regarding Heritage Review Applications and the ongoing maintenance of the Heritage Register.
- Communications Working Group:
Directly involved in tasks and events including: designation plaque wording; Council's Heritage Designation Plaque Ceremony; Doors Open Guelph; Spotlight on Heritage.
- Policy Review Working Group (ad hoc):
Reviews relevant policy material and provides Heritage Guelph with commentary in order to assist in its ability to provide commentary back to various city policy initiatives.
- Heritage Trees and Landscapes Working Group (ad hoc):
Provides Heritage Guelph with commentary on the conservation of "heritage trees" as proposed in the Official Plan Review process.
- Committee Representation:
Individuals representing Heritage Guelph attend initiatives that include a heritage component.

Heritage Guelph's involvement in committee meetings and related events represents a total contribution of over 650 volunteer hours in 2012.

Senior Heritage Planner

The Senior Heritage Planner is the one planning staff member with the responsibility to respond to all public and internal staff enquiries relating to cultural heritage resources within the City of Guelph. On average, a normal work week would have four pre-consultation enquiries from the public which would add up to roughly 200 public enquires of this kind annually. Enquires also come from a variety of other City staff and departments usually in the form of requests for comment on applications or situations that involve confirmed or potential cultural heritage resources. These applications or situations have included:

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Service Activities	2009	2010	2011	2012	2013	2014
Committee of Adjustment – Consent/Variance	31	19	23	31		
Demolition Permit Applications	6	9	8	17		
Building Permits	104	98	108	121		
Property Standards Inspections	3	4	8	6		
Site Plan Review and Inspections	7	5	4	10		
Site Alteration Grading Permit Applications	0	0	1	2		
Brownfield Inventory	0	0	1	1		
Tree Protection By-law	0	1	3	0		
Zoning By-law Amendment Applications	3	3	3	3		
Heritage Review Applications	3	1	1	4		
Total	157	139	160	195		

During 2012, the Senior Heritage Planner was required to respond to a total of 195 building or planning applications initiated through the City's AMANDA application tracking system. Of this number the responses involved:

- 8 properties designated under the Ontario Heritage Act
- 84 properties listed on the Heritage Register
- 61 non-listed properties identified in the Couling Architectural Inventory
- 3 non-listed properties recognized by Heritage Guelph as having cultural heritage value

Of these 156 responses:

- 103 were handled by the Senior Heritage Planner as they did not pose a negative impact on a cultural heritage resource
- 54 were brought to Heritage Guelph by the Senior Heritage Planner for consultation and a recommendation

In total, the Senior Heritage Planner was directly involved in one or all of the stages of over 200 heritage-related enquiries and over 195 applications involving cultural heritage resources in the city.

The Senior Heritage Planner has continued to be directly involved in the following major City projects during 2012 as a resource for matters relating to cultural heritage resources offering review, comments and policy advice assistance when necessary:

- Official Plan Review – Cultural Heritage Policies
- Downtown Secondary Plan
- Draft Guelph Innovation District Secondary Plan
- Heritage Redevelopment Reserve
- Downtown Façade Improvement and Feasibility Study Grant Program
- Doors Open Guelph

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A current major City project that was initiated in 2011 and continued into 2012 is the Brooklyn and College Hill Heritage Conservation District Designation Process. This project has been the first of its kind for Guelph and involves the Senior Heritage Planner as project manager. In 2012, the HCD process achieved the following key milestones:

- 17 January 2012, Planning staff and their consultant team presented the HCD Study Assessment Report and a proposed district boundary;
- Council gave direction to Heritage Planning staff to proceed with Phase 2 of the HCD process but required that staff not only recommend a timeline to address outstanding HCD boundary issues but also propose an enhanced public consultation program;
- By April 2012, staff's proposed timeline to address outstanding HCD boundary issues was extended to September 2012 by Council to accommodate concerns from the parties involved;
- 10 December 2012, Planning staff brought a report to Council with two boundary options to consider and the final HCD boundary was approved.

As is common in the land use planning process, the Senior Heritage Planner may be required to spend a significant amount of time during the year preparing for and participating as an expert witness at hearings of the Conservation Review Board. This was the case in 2012 in Guelph, as the CRB hearing for the proposed designation of the Wilson Farmhouse occurred on June 4-5. The Senior Heritage Planner worked closely with Legal Services and achieve a successful outcome as the CRB report recommendation (issued 29 October 2012) supported Council's intention to designate.

During 2012, the Senior Heritage Planner supervised a 4-month summer student employment position. The Heritage Research Assistant carried out the following tasks:

- Prepared documentation related to the maintenance of the Heritage Register;
- Worked with Planning GIS staff to update cultural heritage resource mapping;
- Created a listing of City-owned cultural heritage resources;
- Completed background research for several draft staff reports recommending individual properties for designation under the Ontario Heritage Act;
- Researched and presented best practices for the Heritage Planning and Heritage Guelph website.

Working closely with members of the Heritage Guelph Designation Research and Heritage Review Working Group and the Heritage Research Assistant, the Senior Heritage Planner has been able to advance the background research necessary for Planning staff's future recommendations to Council regarding the designation of the following properties under the Ontario Heritage Act:

5 Arthur Street South – The Distillery Mill Factory
40 Margaret Street – Paisley Memorial United Church
16 Kathleen Street – William Cowan House

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Four Year Heritage Work Plan Update

The Heritage Work Plan is intended to have flexibility to respond to unanticipated requests for heritage related research or opinions. Heritage Planning staff review the Heritage Work Plan semi-annually with Heritage Guelph to assess completed projects and goals and to determine if changes in scheduling are necessary and to provide Council with an annual update. It should also be noted that certain work plan items and target dates are subject to receiving appropriate future direction from Council (e.g. the Brooklyn and College Hill Heritage Conservation District process).

An updated Four Year Heritage Work Plan is presented as Attachment 1.

CORPORATE STRATEGIC PLAN

Strategic Direction 1.2	Develop collaborative work teams and apply whole systems thinking to deliver creative solutions.
Strategic Direction 3.1	Ensure a well designed, safe, inclusive, appealing and sustainable city.
Strategic Direction 3.3	Strengthen citizen and stakeholder engagement and communications.

DEPARTMENTAL CONSULTATION

At their meeting of May 13, 2013 Heritage Guelph passed a motion endorsing the updated Four Year Heritage Work Plan as presented by Heritage Planning staff.

COMMUNICATIONS

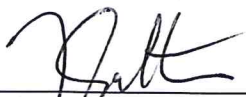
None

ATTACHMENTS

Attachment 1 – Four Year Heritage Work Plan (2011-2014)

Report Author

Stephen Robinson
Senior Heritage Planner

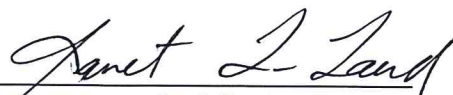


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ATTACHMENT 1 – Four Year Heritage Work Plan Update (2011-2014)

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PROJECT/ACTIVITY	KEY TASKS / MILESTONES	HERITAGE GUELPH INVOLVEMENT	COMPLETION DATE
Heritage Planning: Annual Activity Report and Work Plan Update	Activity Report and Work Plan Update to Council (Annual)	√	Q1-2011
			Q3-2012
			Q2-2013
			Q2-2014
			Q2-2015
Brooklyn and College Hill Heritage Conservation District Designation Process	Preliminary Open House	√	27-Jan-11
	Council decision made initiating HCD Designation process		28-Mar-11
	HCD Study commenced		July-2011
	HCD Study Public Meeting 1 - Public Consultation on HCD Designation Process	√	15-Nov-11
	HCD Study Public Meeting 2 – presenting HCD Study Assessment Report results and proposed heritage district boundary	√	17-Jan-2012
	PBEE considers staff report and Final HCD Study Assessment Report results and proposed heritage district boundary;		21-Feb-2011
	Council decision - proceed with Phase 2 of HCD designation process but staff to report back to PBEE (Apr 16) with recommended timeline to address outstanding HCD boundary issues and a proposed public consultation program.		27-Feb-2012
	Council decision to approve the proposed public consultation program but extended the timeline to address outstanding HCD boundary issues to Sept 30		23 Apr 2012
	Planning staff report to Council with final recommended HCD boundary		10 Dec 2012
	Community Engagement Focus Workshop	√	Q3-2013*
Consultant to provide preliminary draft HCD Plan and Design Guidelines to staff		Q3-2013*	
Meeting for Heritage Guelph to consider draft HCD Plan and Design Guidelines	√	Q3/Q4-2013 *	
HCD Public Meeting 3 – presenting a Draft HCD Plan and Design Guidelines	√	Q4-2013 *	

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	Statutory Public Meeting for Council to consider final draft of HCD Plan and Design Guidelines	√	Q4-2013 *
	PBEE considers staff report and Final HCD Plan and Design Guidelines – proceed to Council? Council decision - to consider passing HCD Designation By-law and adoption of HCD Plan and Design Guidelines		Q1/Q2-2014*
	Notice of HCD Designation By-law passage and adoption of HCD Plan and Design Guidelines is given – followed by 30-day appeal period		Q1/Q2-2014*
	(* target completion dates under review)		
Investigation of Financial Incentives for Designated Heritage Property	Report to Council on results of research, review of municipal best practices and discussion of options - also based on recommendations coming from consultants in heritage district policy process	√	Q2-2014
Minimum Property Standards for Designated Properties	Bring report to Council regarding options for prescribing minimum standards for the maintenance of heritage attributes of designated property through amendments to the Property Standards By-law	√	Q2-2014
Other Potential Heritage Conservation Districts	Bring report to Council regarding prioritization of other potential HCDs (e.g. Ward One St. Patrick HCD; Downtown HCD; Oxford Glasgow HCD; St. George HCD)	√	Q2-2014
Individual Property Designations under Ontario Heritage Act	81 Farquhar St Intention to Designate approved and served with no appeals. By-law passed and designation in effect.	√	<u>26-Sept-11</u>
	12 Mont St Intention to Designate approved and served with no appeals. By-law passed and designation in effect.	√	<u>26-Sept-11</u>
	340 Woolwich St Intention to Designate approved and served with no appeals. By-law passed and designation in effect.	√	<u>26-Sept-11</u>
	344 Woolwich St Intention to Designate approved and served with no appeals. By-law passed and designation in effect.	√	<u>26-Sept-11</u>
	348 Woolwich St Intention to Designate approved and served with no appeals. By-law passed and designation in effect.	√	<u>26-Sept-11</u>

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	83 Essex St - BME Church Intention to Designate approved and served 3 July 2009 with no appeals. Litigation over title/ownership concluded that Notice was served on the true owner. Council now free to approve designation by-law.	√	Q2-2013
	79 Carden St - Guelph Train Station Intention to Designate approved 28 Feb 2011; Heritage Conservation Easement Agreement established with Ontario Heritage Trust; Federal Order in Council approves transfer of ownership to the City, 4 Mar 2013; Intention to Designate published and appeal period completed 25 Apr 2013 with no appeals. Council is now free to approve designation by-law.	√	Q2-2013
	40 Margaret St – Paisley Memorial United Church Report to Council to recommend serving Intention to Designate	√	Q3-2013
	18 Kathleen Street – Cowan House Report to Council to recommend serving Intention to Designate	√	Q3-2013
	5 Arthur St S - Woods 1 Report to Council to recommend serving Intention to Designate	√	Q3-2013
	19 Woodycrest Dr – Kingsmill Howitt House Report to Council to recommend serving Intention to Designate	√	Q4-2013
	331 Clair Rd E Designation to be condition of plan of subdivision. Report to Council to recommend serving Intention to Designate	√	Q4-2013
	65 Delhi St - Delhi Recreation Centre Designation to be condition of sale of property. Report to Council to recommend serving Intention to Designate	√	Q4-2013
	2162 Gordon St - Marcolongo Farm Intention to Designate approved (27-June-11) but not served pending further staff review of owner's request to change heritage attributes	√	To be determined
	80 Simmonds Dr - Wilson Farmhouse Intention to Designate approved 28 Feb 2011, served and appealed. Conservation Review Board hearing (4-5 June 2012) recommended designation. Council now free to pass designation by-law or withdraw Intention to Designate.	√	To be determined
	122-124 Cardigan Street – Kelly's Inn Report to Council to recommend serving Intention to Designate	√	Q1-2014

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	195 College Ave – (former College Avenue School) Report to Council to recommend serving Intention to Designate	√	Q1-2014
	72-76 Macdonell St - Diplomat Hotel Report to Council to recommend serving Intention to Designate	√	Q2-2014
	211 Silvercreek Pkwy S - Sleeman House Report to Council to recommend serving Intention to Designate	√	Q2-2014
	49 Norfolk St - Albion Hotel Report to Council to recommend serving Intention to Designate	√	Q3-2014
	108 Queen St Report to Council to recommend serving Intention to Designate	√	Q3-2014
	65 Maple St Report to Council to recommend serving Intention to Designate	√	Q4-2014
	49 Metcalfe St – Dario Pagani Residence Report to Council to recommend serving Intention to Designate	√	Q4-2014
	28 Norfolk St - Church of Our Lady and “Catholic Hill” building complex Report to Council to recommend serving Intention to Designate	√	2015
	148 Delhi St - The Homewood building complex Report to Council to recommend serving Intention to Designate	√	2015
	47 Alice St - Valeriote House/Shoe Shop Intention to Designate approved/served but appealed (Conservation Review Board recommendation received 16 Dec 2008 recommended designation). Council now free to pass designation by-law or withdraw Intention to Designate.	√	To be determined
	72 Farquhar St - Drill Hall Intention to Designate approved (27-June-11) but would only be served if property were to be transferred from Provincial ownership. GO Transit currently creating a reuse and Conservation Plan for the building.	√	To be determined
Official Plan Update	Staff and Heritage Guelph to monitor and respond to Provincial Review of OPA 48 and any appeals to Cultural Heritage Policies	√	per OP Review schedule
Downtown Secondary Plan	Staff and Heritage Guelph to participate in heritage-related components of the Downtown Secondary Plan Implementation Strategy including the Private Realm Improvement Guidelines and proposed Heritage Conservation Analysis.	√	per Secondary Plan schedule

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Guelph Innovation District Secondary Plan	Staff and Heritage Guelph review/comment on Draft Secondary Plan and Official Plan Amendment	√	per Secondary Plan schedule
Maintenance of the Heritage Register	Staff report to Council on maintenance of current Heritage Register and recommended process for any future expansion	√	Q3-2013
Barns Listed in Heritage Register	Response to Council resolution	√	Q3-2013
Capital and Operating Budget Review (Annual)	Staff and Heritage Guelph to discuss anticipated budget needs	√	<u>Q2-2012</u> Q2-2013 Q2-2014 Q2-2015
OUTREACH			
Spotlight on Heritage at Stone Road Mall	Annual event	√	<u>18 Feb 2012</u> <u>16 Feb 2013</u> Q1-2014 Q1-2015
Council's Heritage Plaque Ceremony	Annual event held at Council Meeting (during or close to Heritage Week)	√	<u>27 Feb 2012</u> Q1-2014 Q1-2015
Doors Open Guelph	Annual event	√	<u>30-Apr-2011</u> <u>28-Apr-2012</u> <u>27-Apr-2013</u> Q2-2014 Q2-2015
Heritage 101 - Workshop Series	The Real Estate Market and the Heritage Register	√	TBD 2013-2015
	Understanding the Heritage Register	√	TBD 2013-2015
	Heritage Topic (to be determined)	√	TBD 2013-2015
	Heritage Topic (to be determined)	√	TBD 2013-2015