




Hamilton

INFORMATION REPORT

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	August 11, 2020
SUBJECT/REPORT NO:	Built Heritage Inventory Strategy Update (PED20133) (City Wide) (Outstanding Business List Item)
WARD(S) AFFECTED:	City Wide
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SIGNATURE:	

COUNCIL DIRECTION

On June 14, 2017, Council considered staff Report PED17092, Durand Neighbourhood Built Heritage Inventory, as part of Hamilton Municipal Heritage Committee (HMHC) Report 17-004 in Planning Committee Report 17-010. Council approved the recommendations of Report PED17092 and directed staff to prepare a framework and work plan for continuing the City of Hamilton's proactive built heritage inventory work and report back to the Planning Committee.

INFORMATION

The Built Heritage Inventory Strategy Work Plan attached as Appendix "A" to Report PED20133, and the framework outlined in this Report, will guide the City's continued proactive identification of heritage properties.

Short-term Built Heritage Inventory (BHI) work plan priorities include: downtown Dundas, downtown Stoney Creek, downtown Ancaster, downtown Hamilton's historic neighbourhoods and historic settlement areas in Ancaster, Flamborough and Glanbrook. The BHI Strategy outlined in this Report reflects a thoughtful and accountable approach to conducting proactive inventory work to facilitate the conservation of cultural heritage resources across the City of Hamilton.

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

Background

The City of Hamilton is proactively updating its Inventory of Heritage Buildings (Inventory), formerly known as the Inventory of Buildings of Architectural and/or Historical Interest. An inventory of heritage buildings, or built heritage resources, can be thought of as a hub of information that informs different conservation strategies. The proactive identification of cultural heritage resources facilitates informed decision-making and priority-based planning from staff and Council. Detailed information and background on the City's Inventory are contained in Report PED08053, Register of Properties of Cultural Heritage Value or Interest and the City's Heritage Inventory, which directed staff to conduct a pilot project in downtown Hamilton to test out the process for conducting updated inventory work. Council adopted the Built Heritage Inventory process as part of staff Report PED14039, Downtown Built Heritage Inventory. A summary of the Council-adopted BHI process is attached as Appendix "B" to Report PED20133.

The objectives of the City's Built Heritage Inventory process are to:

- Survey and evaluate all properties listed on the Inventory to:
 - Identify properties of heritage value or interest for listing on the Municipal Heritage Register (Register)
 - Identify significant heritage properties worthy of designation under the *Ontario Heritage Act*
- Improve transparency and access to information on the City's built heritage resources for property owners, citizens and staff;
- Encourage community participation in the identification and wise management of the City's cultural heritage resources; and
- Prevent built heritage resources from being demolished without appropriate action, such as requirements for Cultural Heritage Impact Assessments, Documentation and Salvage Reports, or designation, as appropriate.

When the Built Heritage Inventory work began in 2011, there were over 8,000 addresses listed on the Inventory city-wide. In the past eight years, almost 3,000 properties have been evaluated through the BHI process and over 1,450 listings have been added to the Municipal Heritage Register, with additional listings pending as part of the on-going Waterdown Village BHI and HMHC-led initiatives. Listing properties of heritage interest on the Register provides interim 60-day protection from demolition and the opportunity for staff to discuss conservation or salvage options with the owner, or for Council to protect the property if it is a significant heritage resource worthy of designation under the *Ontario Heritage Act*.

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The BHI work has helped inform secondary plan studies, the Cultural Heritage Landscape Inventory, the Historic Neighbourhood Inventory, the Pre-Confederation Building Inventory, the development review process, designations under the *Ontario Heritage Act*, and community interpretation and education initiatives, such as walking tours and brochures.

The following is a summary of the recently completed heritage inventory work:

Initiative	Completion Date	Results
BHI Pilot Project: Downtown Hamilton Built Heritage Inventory	September 2014	<ul style="list-style-type: none"> • 1,060 properties screened • 723 Register additions • 30 additions to designation work plan • 475 listings removed from Inventory
Durand Neighbourhood Built Heritage Inventory Project	June 2017	<ul style="list-style-type: none"> • 988 properties screened • 736 Register additions • 52 additions to designation work plan • 38 listings removed from Inventory
Pre-Confederation Building Inventory (a Canada 150 Initiative)	November 2017	<ul style="list-style-type: none"> • 277 new listings added to the Inventory (previously unrecognized pre-1867 structures)
Preliminary City-wide Inventory Analysis by staff	August 2018	<ul style="list-style-type: none"> • 1,086 listings added to Inventory • 32 established historical neighbourhoods identified • Cultural Heritage Landscape Inventory database established
Places of Worship Inventory Review (an HMHC initiative with staff support)	On-going	<ul style="list-style-type: none"> • 278 listings on Inventory • 177 properties screened • Recommendations pending
Places of Education Inventory (HMHC Initiative with staff support)	On hold	<ul style="list-style-type: none"> • 354 listings on Inventory • Screening and recommendations pending
Waterdown Village Built Heritage Inventory	On-going	<ul style="list-style-type: none"> • 824 properties screened • Recommendations pending

An integral component of the on-going Built Heritage Inventory work was the creation of a comprehensive heritage property database to maintain heritage data for all protected

heritage properties, non-designated registered properties and inventoried properties. More information on heritage property status is attached as Appendix “C” to Report PED20133. This database was launched in 2018 and is accessible to the public through online mapping, Open Hamilton and the City’s website at www.map.hamilton.ca/heritagemap.

Built Heritage Inventory Strategy

Approximately 5,700 properties remain on Inventory pending review through the Built Heritage Inventory process. Each phase of the BHI work has taken approximately two years to complete, with between 850 to 1,500 properties reviewed per study area. Staff created a framework for prioritizing future BHI work based on legislation and municipal best practices, broken down into four categories:

1. Updating the existing Inventory
2. Alignment with policy and Council direction
3. Managing change
4. Addressing community and stakeholder interest

Analysis was conducted to develop a Built Heritage Inventory Strategy for prioritizing future phases of BHI work and to maximize the efficiency and effectiveness of the initiative. The analysis was conducted at various geographic levels, including by community, ward, neighbourhood and settlement area. Staff looked at factors including the number of existing inventoried properties; how many previously inventoried buildings have been lost; the degree to which properties are already recognized or protected under the *Ontario Heritage Act* or through municipal planning policy or zoning; alignment with other City initiatives and studies (e.g. Secondary Plans); the number of pre-1950 buildings; the perceived development pressure (e.g. the number of development and building permit applications); alignment with HMHC initiatives and priorities; community interest (e.g. heritage advocacy groups, active neighbourhood associations and/or Ward Councillor support); available and existing historic research; and anticipated staff time and resources. A community-level summary of the analysis is attached as Appendix “D” to Report PED20133.

The following City staff were consulted on the preliminary analysis that informed the Built Heritage Inventory Strategy and Work Plan:

- Management Team, Tourism and Culture Division, Planning and Economic Development Department (August 2017)
- Development Planning, Heritage and Design Section, Planning Division, Planning and Economic Development Department (October 2017 and June 2020)
- Community Planning and GIS Section, Planning Division, Planning and Economic Development Department (November 2017)

- Rural Development Planning Team, Development Planning, Heritage and Design Section, Planning Division, Planning and Economic Development Department (November 2017)
- Real Estate Section, Economic Development Division, Planning and Economic Development Department (December 2017)

Staff also consulted with the following:

- Neighbourhood Action Strategy Community Developers (October 2017)
- Inventory and Research Working Group of the Hamilton Municipal Heritage Committee (November 2017)
- Hamilton Municipal Heritage Committee (July 2019)

The framework and analysis informed the following staff conclusions to guide the BHI Strategy and developing BHI work plan priorities:

- Built Heritage Inventory work tied to other City initiatives, such as Secondary Plans, should be prioritized over elective BHI work. Analysis has shown that conducting this inventory work in-house instead of retaining and managing outside consultants can lead to considerable cost and time savings on these projects.
- The City's Urban Hamilton Official Plan calls for the conservation of Established Historical Neighbourhoods (EHNs), areas comprised of significant concentrations of pre-1950 structures. 62% of all existing Inventory listings are in the city's EHNs. Lower Hamilton's EHNs have the highest concentration of Inventoried properties and the highest perceived development pressure. The EHNs identified in Hamilton and Dundas should be prioritized for comprehensive BHI studies (e.g. Historic Context Statement approach). These are dense walkable neighbourhoods that require less resources to execute and would result in the greatest number of existing Inventory listings to be reviewed.
- Historical Settlement Areas in the rural area should be prioritized, aligning with the goals and objectives identified in the Cultural Plan to build and promote strong and unique rural areas as distinct places with unique identities.
- The evaluation of built heritage in the rural areas outside of defined Historic Settlement Areas should be coordinated with local historical societies and the Inventory and Research Working Group of the HMHC with focus along Historic Transportation Corridors (historic roads).
- Inventorying the EHNs, Historic Settlement Areas and along Historic Transportation Corridors will help inform the pending Cultural Heritage Landscape Inventory and Management Plan.
- City owned properties with cultural heritage value or interest should be flagged and a protocol developed for determining their value and appropriate conservation measures.

BHI Work Plan

The BHI Strategy has informed a set of short, medium and longer-term priorities to guide future BHI work, summarized below and attached as Appendix “A” to Report PED20133, including mapping of the priorities by community. The identified short-term priorities would review 38% of the remaining Inventory listings and would prioritize those areas with high concentrations and integrity of heritage resources, the highest perceived development pressure and strong community support for conducting the work.

Short-Term Priorities:

- Areas with significant inventory listings, including remaining historic neighbourhoods in downtown Hamilton, downtown Dundas, downtown (old town) Stoney Creek, Ancaster Village and historic settlement areas in Ancaster, Glanbrook and Flamborough.

Medium-Term Priorities:

- Areas with moderate concentrations of inventoried properties, including the remaining historic neighbourhoods, the remaining historic settlement areas and new historic neighbourhoods of interest.

Longer-Term Priorities:

- The remaining rural listings and post-1950 neighbourhoods across the city.

The work plan priorities are intended to provide guidance for completing the remaining Built Heritage Inventory phases across the city. There are no timelines attached to the identified priorities because the timing will depend on factors that may change overtime, including available staff resources, stakeholder interest, volunteer and community capacity, shifting development pressures and revised City project timelines.

Staffing and Resources

There is currently one full-time staff responsible for conducting the City’s BHI work in-house. The Heritage Project Specialist, Tourism and Culture Division, works in close consultation with Cultural Heritage Planning staff in the Planning Division, the Inventory and Research Working Group of the HMHC and community stakeholders (historical associations and archives) as part of the BHI process. Administrative analysis of the BHI process indicates that property evaluation, data management and consultation/engagement are the most time-intensive components of each project.

For the first two phases of the BHI work in downtown Hamilton and the Durand neighbourhood, significant heritage properties were flagged as candidates for designation and added to Planning Division staff's designation work plan. As part of the Waterdown Village Built Heritage Inventory, the City received Federal grant funding to hire an intern through the Young Canada Works Building Careers in Heritage program. The four-month, full-time paid intern assisted with detailed research and the preparation of Cultural Heritage assessment reports in support of the designation of the identified significant heritage properties in the village. This allowed staff to bring forward recommendations for designation as part of the Waterdown Inventory; final recommendations to Council (pending), instead of adding a list of designation candidates to the Planning Division's designation work plan for future consideration.

Staff's ability to continue to prepare designation recommendations as part of future BHI work will depend on the availability of funding and support to hire interns. Interns could also supplement the staff time needed to conduct comprehensive research, evaluate properties and input survey data into the City's heritage property database. There may also be opportunities to empower community groups and volunteers to conduct research and survey work in support of active BHI projects. Staff would want to ensure that any work being done by volunteers is consistent with the Council-adopted BHI process as outlined in Appendix "B" to Report PED20133.

To further enhance the City and community capacity to undertake future phases of the BHI, staff will:

- Continue to build partnerships with neighbourhood associations, local community groups, historical societies and local institutions like McMaster University, Mohawk College and Willowbank;
- Offer "Heritage 101" presentations to interested neighbourhood associations and organizations;
- Develop forms for Register addition and designation requests;
- Develop a digital surveying application for mobile devices to assist with inventory work and data management (e.g. ArcGIS Online Collector App);
- Develop a resource guide and make it available online for neighbourhood associations and other interested organizations to undertake their own community inventories for the consideration of staff and HMHC; and
- Apply for Young Canada Works and other applicable grants to help fund and hire interns on an as-needed basis to assist with the on-going BHI work, where feasible.

Standardized Inventory Forms

In order to continue to build a consistent and robust database of information on built heritage resources across the city, a standard form is used when conducting inventory and evaluation work, attached as Appendix "E" to Report PED20133, which may be

updated by staff from time to time. This Built Heritage Inventory and Evaluation Form is also used by the Inventory and Research Working Group of the HMHC and by Cultural Heritage Planning staff when inventorying a property and conducting a preliminary evaluation of its heritage value or interest as part of:

- A request to add a property to the Register;
- A request to designate a property under Part IV of the *Ontario Heritage Act*; or
- A *Planning Act* application that may impact the cultural heritage value or interest of an Inventoried or Registered property, or a previously un-inventoried building or structure that is 40 years old or older.

All completed forms should be considered by the Hamilton Municipal Heritage Committee, through its Inventory and Research Working Group, for their advice and recommendation before consideration by the Planning Committee and Council.

In situations where a consultant has been retained by the City of Hamilton to undertake Built Heritage Inventory and/or evaluation work as part of a relevant project, such as Environmental Assessments (EA), it is expected that a similar process will be followed. For cases where a group or “batch” of Register listings are being recommended outside of a City-initiated BHI process (e.g. as part of an EA, an HMHC-led project or a community-led project), it is anticipated that the listings will be reviewed by the Inventory and Research Working Group in manageable groupings of less than 50 properties per meeting.

Next Steps

Following the completion of the on-going Waterdown Village Built Heritage Inventory, the next phase of BHI work will begin in downtown Dundas, which is identified as a short-term priority area in the BHI Strategy Work Plan attached as Appendix “A” of PED20133. The Downtown Dundas Built Heritage Inventory will align with the Dundas Community Node Study underway by the Community Planning and GIS Section of the Planning Division and will address the strong community and Ward Councillor interest in updated heritage inventory work.

The Hamilton branch of the Architectural Conservancy of Ontario, the Beasley Neighbourhood Association and the Ancaster Village Heritage Community have expressed interest in spearheading updated inventory work. Staff are in discussions with representatives from each organization about opportunities to empower and support community volunteers in conducting BHI work in these areas and how to best bring forward the recommendations for consideration by HMHC, the Planning Committee and Council. This process could act as a pilot for facilitating other community-led BHI initiatives in the future.

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Staff will continue to provide updates on the Built Heritage Inventory Strategy and Work Plan by request.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" - Built Heritage Inventory Strategy Work Plan

Appendix "B" - Council-Adopted Built Heritage Inventory Process

Appendix "C" - Heritage Status Diagram

Appendix "D" - Cultural Heritage Analysis by Community

Appendix "E" - Standardized Inventory Form

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