

Building & Maintaining a Heritage Register

Focus on Listed Properties

OHC – June 9, 2018

Agenda

- Introductions
- Heritage Register
 - Legislation
 - Designation & Listing
 - Best or other Practices
 - Monitoring
 - Demolition
 - Public Involvement

Introductions

Heritage Register

- Composed of 2 parts:
 1. Properties designated by municipal council or the Minister—
 - Under OHA Part IV (individual property designation)
 - Under OHA Part V (heritage conservation district)

- 'DESIGNATION'
 2. Properties include on register by municipal council, but not designated – 'LISTING'

Heritage Register

- **Legislation:**
- **Register**
 - *27 (1) The clerk of a municipality shall keep a register of property situated in the municipality that is of cultural heritage value or interest. 2005, c. 6, s. 15.*
- **Contents of register**
 - *(1.1) The register kept by the clerk shall list all property situated in the municipality that has been designated by the municipality or by the Minister under this Part ...*
- **Same**
 - *(1.2) In addition to the property listed in the register under subsection (1.1), the register may include property that has not been designated under this Part but that the council of the municipality believes to be of cultural heritage value or interest and shall contain, with respect to such property, a description of the property that is sufficient to readily ascertain the property.*

Putting a Property on the Register

- LISTING as per OHA
 - Report
 - Property location info
 - Council decision –
 - list or not list

- *Process*
 - *Report to Council*

LISTING – *Report*

- Five examples on the scope of reports:
 1. Address only
 2. Full blown report similar to designation
 3. 3 intermediate:
 - a. Address, photo & limited description
 - b. Address, map, photo, statement of significance & list of heritage attributes
 - c. Cornwall


LISTING - *Report*

- Address only, no reasons:

| Advantages | Disadvantages |
|-----------------------------------|--|
| 1. Meets legislative requirements | 1. Does not answer why is property being listed |
| 2. Quick | 2. May not satisfy Council |
| | 3. Provides no guidance for alterations or demolitions; no heritage attributes |
| | 4. Probably does not satisfy owner – why are you listing my property? |
| | 5. Provides no information for designation report when required |

LISTING – *Report*

- Address & Some Info (St Marys):
 - Content – municipal address, photo & brief description:

| North Ward Properties of Cultural Heritage Value | | |
|--|--|---|
| Address/common identifier | Photograph | Significant owners/ date / brief description |
| Church Street North | | |
| Street Address: 112 Church North |  | 1905 Queen Anne, two storey red brick villa; built for local quarry owner, James Sclater, then owned for many years by his daughter, Vera Sclater; longtime home of former St. Marys mayor, Jamie Hahn, and his family. |

LISTING – *Report*

- Address & Some Info (St Marys example):

| Advantages | Disadvantages |
|--|---|
| 1. Exceeds legislative requirements | 1. Does not specify why property listed |
| 2. Provides limited guidance when dealing with alterations and demolitions | 2. Further work required when dealing with alterations and demolitions – no heritage attributes |
| 3. Can be produced quickly | 3. Provides very limited information for designation report |
| 4. May satisfy owner as to why it is being listed although may not agree with it | |
| 5. May satisfy Council | |

LISTING – *Report*

- Cornwall:
 - Content –

LISTING – *Report*

- Cornwall example:

| Advantages | Disadvantages |
|--|---|
| 1. Exceeds legislative requirements | 1. Does not specify why property listed |
| 2. Provides limited guidance when dealing with alterations and demolitions | 2. Further work required when dealing with alterations and demolitions – no heritage attributes |
| 3. Can be produced quickly | 3. Provides very limited information for designation report |
| 4. May satisfy owner as to why it is being listed although may not agree with it | |
| 5. May satisfy Council | |

OHA Regulation 09/06

- For designation, property must meet at least one criteria within any of these broad categories:
 - Design or physical value
 - Historical or Associative Value
 - Contextual Value
- Consider use of broad categories when listing

LISTING – Report

- Full Blown Report (Toronto):
 - Almost identical to designation report, includes extensive research:

REASONS FOR LISTING: 923-925 QUEEN STREET EAST ATTACHMENT NO. 3 (STATEMENT OF SIGNIFICANCE)

Dr. Black's Veterinary Hospital

Description

The property at 923-925 Queen Street East is worthy of inclusion on the City of Toronto Inventory of Heritage Properties for its cultural heritage value. Located on the southeast corner of Queen Street East and Morse Street, Dr. Black's Veterinary Hospital (1910) is a 2½-storey house form building with an attached two-storey infirmary.

Statement of Cultural Heritage Value

Dr. Black's Veterinary Hospital is a rare representative example of a house form building combined with an infirmary that are linked by the application of design features associated with the Edwardian Classical style popularized in the pre-World War I era when this complex was built. The attached buildings display the restrained brickwork, symmetrical fenestration and classical detailing identified as Edwardian Classicism, particularly the wood trim on the window openings on the north façade of the residential building and the exuberant frontispiece surmounting and announcing the entrance to the infirmary building.

Founded by Dr. John H. Black, a veterinary surgeon, and served by the succeeding generations of his family, the hospital has been in operation for over a century and stands as an institution of significance in the Leslieville community.

Contextually, with its unusual appearance and prominent location on the south side of Queen Street East, Dr. Black's Veterinary Hospital is a local landmark in Leslieville.

Heritage Attributes

The heritage attributes of the property at 923-925 Queen Street East are:

- The scale, form and massing of the 2½-storey house form building and the attached two-storey infirmary, which together create a L-shaped plan when viewed from Queen Street East
- The materials, with the red brick cladding with brick, stone and wood detailing
- The house form building, which is covered by a gable roof with flared eaves, a brick chimney (east), a gabled dormer (west) and, on the north façade, an enclosed gable containing a three-part window opening with classical detailing
- The fenestration on the house form building, combining flat-headed, oval, bay and oriel windows with brick and stone trim, with an oriel window on the north façade with classical wood detailing

RESEARCH AND EVALUATION SUMMARY: 923-925 QUEEN STREET EAST



Principal (north) facade of Dr. Black's Veterinary Hospital (Heritage Preservation Services, 2013)

HISTORICAL CHRONOLOGY

| Key Date | Historical Event |
|-----------|---|
| 1883 July | Plan 415 is registered on the lands bounded by Kingston Road (present-day Queen Street East), Carlaw Avenue, Eastern Avenue and Blong Avenue |
| 1910 May | Dr. John H. Black purchases land near the southeast corner of present-day Queen Street East and Morse Street |
| 1910 July | Building permit #21831 is issued to Dr. Black for a "2½-storey brick dwelling and infirmary" |
| 1910 Aug | Dr. Black owns three vacant parcels on Queen Street East according to the tax assessment rolls |
| 1911 Aug | The tax assessment rolls list Dr. Black as the owner and occupant of 923 Queen with the building valued at \$3000 |
| 1912 | The City Directory records Dr. Black, veterinary surgeon as the occupant of 923-925 Queen Street East (reflecting information compiled in 1911) |
| 1913 | The complex is illustrated on Goad's Atlas for 1910 updated to 1913 |
| 1930 Oct | The Dominion Bridge Company prepares plans for an addition to Black's property on Morse Street (no substantial increase to the value of the buildings is reflected in the tax assessment rolls between 1929 and 1931) |
| 1938 | Underwriter's Insurance Bureau's atlas for 1931 and updated to 1938 shows the rear addition (stables) to the complex |

Anchoring the southeast corner of Morse Street, the location of 923-925 Queen Street East is shown on the property data map below (Image 1). Development of this area east of the Don River began in the mid 19th century when market gardeners and the brick making industry settled around the unincorporated community of Leslieville. The expansive district extending from Broadview Avenue to present-day Greenwood Avenue was included in the annexation of Riverdale by the City of Toronto in 1884, and the availability of municipal services accelerated the opening of residential subdivisions (Image 2). In anticipation of the annexation, Plan 415 was registered on the south side of Queen Street East (the primary commercial street in Leslieville) flanking Morse Street in 1883. The city directories and tax assessment rolls indicate that the subject property was first developed by 1890 with a frame building that was operated as a Chinese laundry by Tom Soo (Image 3). Dr. John H. Black acquired frontage along Queen Street East in May 1910 and was subsequently issued a building permit for a "dwelling and infirmary" that was in place by the summer of 1911 (Image 7) and first illustrated on the update to Goad's Atlas in 1913 (Image 4). Archival documents and maps trace the subsequent expansion of the buildings (Images 5-6).

EVALUATION: Regulation 9/06, the criteria prescribed by the Province of Ontario for municipal designation under Part IV, Section 29 of the Ontario Heritage Act

| Design or Physical Value | |
|--|-----|
| i. rare, unique, representative or early example of a style, type, expression, material or construction method | X |
| ii. displays high degree of craftsmanship or artistic merit | N/A |
| iii. demonstrates high degree of scientific or technical achievement | N/A |

| Historical or Associative Value | |
|--|-----|
| i. direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community | X |
| ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture | N/A |
| iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community | N/A |

| Contextual Value | |
|---|-----|
| i. important in defining, maintaining or supporting the character of an area | N/A |
| ii. physically, functionally, visually or historically linked to its surroundings | N/A |
| iii. landmark | X |

Dr. Black's Veterinary Hospital is an unusual combination of a house form building and infirmary designed with features of Edwardian Classicism, the most popular style for residential architecture in the pre-World War I era. The red brickwork, classical detailing and symmetrical placement of various shaped openings associated with the style are evident on the residential building and interpreted on the adjoining infirmary. On the

LISTING – *Report*

- Full Blown Report (Toronto):

| Advantages | Disadvantages |
|---|--|
| 1. Exceeds legislative requirements | 1. Time consuming |
| 2. Specifies why property being listed, including supporting research | 2. Consumes resources that could be used elsewhere |
| 3. Provides guidance when dealing with alterations and demolitions | 3. May not provide quick enough response to pending demolition |
| 4. Should satisfy owner as to why it is being listed although may not agree with it | |
| 5. Should satisfy Council | |
| 6. Easy to produce designation report | |

LISTING – *Report*

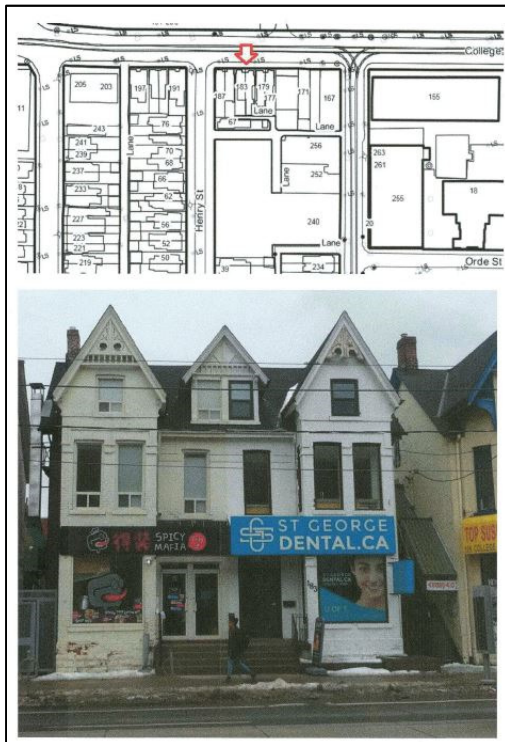
- Full Blown Report (Toronto):
 - What happens when you cannot respond quickly:

Toronto developers accused of carrying out ‘stealth’ demolitions amid heritage-designation backlog



LISTING – *Report*

- Address & More Info (Toronto, 2nd example):
 - Content – municipal address, map, photo statement of significance, & heritage attributes:



STATEMENT OF SIGNIFICANCE: 181 and 183 COLLEGE STREET (REASONS FOR INCLUSION)

The properties at 181 and 183 College Street are worthy of inclusion on the City of Toronto's Heritage Register for their cultural heritage value, and meet Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, which the City also applies for inclusion on its Heritage Register. This assessment indicates that the properties meet the criteria under design and contextual values, and further research may identify additional values, including associations with communities, individuals and architects.

Description

The properties at 181 and 183 College Street were identified for their potential cultural heritage value in the College Street Study Official Plan Amendment adopted by the City of Toronto in 2017.

Located on the south side of the street between McCaul and Henry streets, the properties at 181 and 183 College Street contain a pair of semi-detached house form buildings that were first recorded as "unfinished" in 1886 in the City Directory. Occupied the following year, the dwellings were later converted for mixed residential and commercial uses.

Statement of Significance

The properties at 181 and 183 College Street have design value as surviving examples of late 19th century house form buildings on College Street, west of McCaul Street, with detailing from the popular architectural styles of the Victorian era, including the Italianate and Gothic Revival. Placed in the centre of a trio of semi-detached house form buildings that were constructed together, the pair is further distinguished by the surviving decorative wood detailing in the gables.

Contextually, the properties at 181 and 183 College Street are valued for their role in defining, supporting and maintaining the historical character of College Street, west of McCaul Street, which originally developed as a residential neighbourhood. With their later conversion for mixed commercial and residential uses, the buildings reflect the ongoing evolution of the thoroughfare.

The buildings at 181 and 183 College Street are historically, visually and physically linked to their setting where they are part of a series of complementary late 19th century house form buildings adjoining both sides of the intersection with Henry Street.

Heritage Attributes

The heritage attributes of the building at 181 and 183 College Street are:

- The setback, placement and orientation of the buildings on the south side of the street between McCaul and Henry streets
 - The scale, form and massing of the 2½-storey plans above the raised stone bases
- Inclusion on Heritage Register - College Street Properties

- The gable roofs, with the gabled dormer containing decorative woodwork on the north slope
- The materials, with the brick cladding and the brick and stone detailing (the brickwork has been painted)
- The principal (north) elevations, which are organized as mirror images with the raised entrances flanked by the bay windows with flat-headed openings, brick hood moulds, stone sills, and gables with decorative woodwork
- The east and west side elevations, which are viewed from College Street

Note: no heritage attributes are identified on the rear (south) elevations.

LISTING – *Report*

- Address & More Info (Toronto, 2nd example):

| Advantages | Disadvantages |
|---|--|
| 1. Exceeds legislative requirements | |
| 2. Specifies why property being listed, some supporting research | 1. Takes more time to produce than address or St Marys example |
| 3. Provides guidance when dealing with alterations and demolitions; lists heritage attributes | |
| 4. Should satisfy owner as to why it is being listed | |
| 5. Should satisfy Council | |
| 6. Easy to produce designation report | |
| 7. Can be produced relatively quickly | |

LISTING – *Report*

- Experience of other municipalities
 - ?

LISTING – *Report*

- **Best Practice** (depends on capacity of municipal heritage committee & staff):
 - Address & More Info (Toronto, 2nd example)
 - If limited capacity, St Marys/Cornwall examples
- **Except:**
 - When demolition imminent – consider Address only or St. Marys example

Listing - Notification

- LISTING as per OHA
 - Notification
 - None required
 - Appeal
 - No appeal possible of Council decision

LISTING – *Notification*

- No notification to property owner:

| Advantages | Disadvantages |
|--|---|
| 1. Meets legislative requirements | 1. Owner may appear at Council objecting to lack of notification |
| 2. Can get to Council quickly; can deal with imminent demolition | 2. Owner may not understand listing process adding to objection |
| 3. No work required to notify property owner | 3. Council may not be satisfied with lack of notification if demolition not pending |
| | 4. Owner may be surprised on submitting an application for demolition |

Listing - Notification

- Experience of:
 - St Marys
 - Cornwall
 - Toronto
 - Other?

LISTING – *Notification*

- Notification to property owner of heritage committee & council meetings:

| Advantages | Disadvantages |
|--|---|
| 1. Exceeds legislative requirements | 1. Effort required to notify property owners |
| 2. Can get to Council reasonably quickly: Council should be satisfied with this | 2. Owner contemplating demolition may accelerate demolition to beat listing |
| 3. Opportunity to explain 'listing'; owner will have information and be aware that property proposed for listing | |
| 4. Opportunity to sort objectors from non-objectors; take properties with objecting owners to council later | |

LISTING – *Notification*

- Public Meeting; Notification to property owner of committee & council meetings:

| Advantages | Disadvantages |
|---|---|
| 1. Exceeds legislative requirements | 1. Effort required to arrange public meeting |
| 2. Council should be satisfied with this | 2. Public meeting could derail whole process if not well managed |
| 3. Opportunity to explain 'listing'; owner will have information and be aware that property will be listed | 3. Effort required to notify property owners |
| 4. Opportunity to sort objectors from non-objectors; take properties with objecting owners to council later | 4. Owner contemplating demolition may accelerate demolition to beat listing |

LISTING – *Notification*

- **Best Practice** (depends on capacity of municipal heritage committee & staff):
 - Notify prior to heritage committee meeting (with explanation of listing) and Council meeting
- **If you are confident about managing public meetings:**
 - Public meeting, then notify of heritage committee and Council meetings

Listing - Monitoring

- LISTING *not as per OHA*
 - ***BUILDING PERMITS***
 - Chief Building Official may delay issuing a BP on listed property – applicable law
 - Staff decision – approve, seek changes, deny
 - If deny, must obtain Council designation of property

- *Process*
 - *Co-operation of CBO*
 - *Quick review of BP application; meeting with owner*
 - *Report to Council seeking designation*

Listing - *Monitoring*

- LISTING *not as per OHA*
 - ***Planning Act application***
 - Planner may make recommendations involving the property's heritage values
 - Council or C of A decision – approve or deny
 - If deny, Council should proceed with designation of property

- *Process*
 - *Co-operation of Planning Department*
 - *Report to Council seeking designation*

LISTING – *Monitoring*

- Listing (not as per OHA)
 - ***PLANNING APPLICATIONS***
 - Rezoning / Official Plan amendments
 - Committee of adjustment applications
 - Done only with the support of municipal council and staff – no legislative requirement
 - Heritage committee must have procedures to respond quickly to notification of pending BPs and Planning application

LISTING – *Monitoring*

- ***Lack of Inspections:***
 - Could be demolition by neglect:

*A Listed Property in
East Gwillimbury*



LISTING – *Monitoring*

- Annual visual inspections – up to the municipal heritage committee
- If property is deteriorating, consider designation
 - Municipality may issue orders to repair heritage attributes if it has a by-law under Section 35.3 of the Ontario Heritage Act but only for designated properties

LISTING – *Monitoring*

- Experience:
 - St. Marys
 - Cornwall
 - Toronto

LISTING – *Monitoring*

- **Best Practice** (depends on capacity of municipal heritage committee & staff):
 - Annual visual inspections
- **If you have co-operation of staff and Council:**
 - Notification of building permit and planning application on listed properties
 - Annual visual inspections

Listing – *Demolition Application*

- **Legislation**
- ***Restriction on demolition, etc.***

(3) If property included in the register under subsection (1.2) has not been designated under section 29, the owner of the property shall not demolish or remove a building or structure on the property or permit the demolition or removal of the building or structure unless the owner gives the council of the municipality at least 60 days notice in writing of the owner's intention to demolish or remove the building or structure or to permit the demolition or removal of the building or structure.

Listing – *Demolition Application*

- **Legislation**
- ***Additional information for demolition appl.***

(5) The notice required by subsection (3) shall be accompanied by such plans and shall set out such information as the council may require.

Demolition Application - Listing

- LISTING *as per OHA*
 - Demolition - Council may:
 - Require additional info
 - delay demolition approval until additional info submitted
 - Council decision:
 - approve, with possible conditions, or
 - deny by designating
 - Time Limit - 60 days
 - from Council notification with complete information
 - Appeal – no appeal except if Council designates-

- *Process*

- *Report to Council within 60 days*
- *If designate, begin designation process*

Demolition Application

Additional Information

- LISTING *as per OHA*
 - Types of additional information that might accompany demolition request:
 - Property survey
 - Photographs of the building – interior & exterior
 - Cultural heritage assessment
 - Determine whether the property has any cultural heritage value and what conditions might be imposed
 - Additional info requirements should be specified:
 - in a Council motion applying to all listed properties or
 - in the municipal official plan
 - Request for demolition must be made under OHA and not just Building Code Act.

Conditions to Demo approval

- Types of conditions that might applied to approval of demolition:
 - Commemorative interpretation (plaques)
 - Salvage of heritage building materials
 - Storage issue
 - Retention of foundation in a future open space in a development area

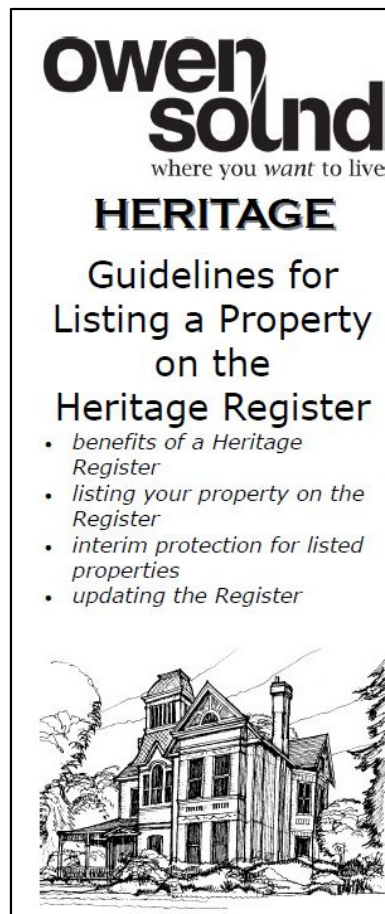


Demolition – Non-Heritage Structure on a Listed Property

- Example – Garage - no heritage value
- Approval of demo cannot be delegated to staff
 - Delegation can occur for Part IV and V designations
- Experience of municipalities?
- Listing description should identify what is of heritage value on the property

LISTING – *Public Involvement*

- Owen Sound – brochure & nomination form



| owen sound where you want to live | | HERITAGE REGISTER LISTING APPLICATION Community Services Department • Planning Division | |
|--|--|---|--|
| <small>Office use only</small> | | | |
| Date received: | | Received by: | |
| IMPORTANT NOTES: <ul style="list-style-type: none">Research and evaluation of a property may take a few weeks or more. The more information you can provide about this property, the quicker this process proceeds. | | | |
| PROPERTY INFORMATION: | | | |
| Address: | | | |
| Name of Property: | | | |
| Legal Description: | | Roll #: | |
| First or Important Owner: | | Construction Date (verified or estimate): | |
| Architect: | | Builder: | |
| Building Type/Style: | | | |
| APPLICANT: (are you the registered owner? yes <input type="checkbox"/> no <input type="checkbox"/>) | | | |
| Name: | | | |
| Address: | | Postal Code: | |
| Home Phone #: | | Work Phone #: | |
| Email Address: | | Fax #: | |
| DECLARATION BY APPLICANT: <ul style="list-style-type: none">The undersigned hereby requests the Council of the City of Owen Sound to consider this application to list a property under Part IV of the <i>Ontario Heritage Act</i> of the lands and/or premises herein described.I certify that to the best of my knowledge the information provided in this application is accurate and complete. | | | |
| Applicant Signature | | Date | |
| REASONS FOR LISTING ON THE HERITAGE REGISTER: The Heritage Listing will include the following information: | | | |
| <ul style="list-style-type: none">Architectural Description | | | |
| <hr/> <hr/> <hr/> <hr/> <hr/> | | | |
| LISTING ON THE HERITAGE REGISTER APPLICATION page 1 | | | |

LISTING – *A Last Word*

- Do not lock yourself into one rigid process
- Must be able to respond to unique or unusual situations.
- Get your Council to pass additional information requirements for heritage structures on listed properties.
- Consider making demolition approval conditional