

The City of Guelph Cultural Heritage Resource Impact Assessment Guidelines

Introduction

A *Cultural Heritage Resource Impact Assessment* is a process involving the investigation of possible impacts to known and potential cultural heritage resources caused by specific proposed development or site alteration. This assessment includes an inventory and evaluation of cultural heritage resources within a study area established by a Planning Application or a significant Building Permit Application. The term “cultural heritage resource” is defined in the City of Guelph *Official Plan* and includes buildings, structures, landscapes, monuments, or visible remains of same which meet the designation criteria adopted by Heritage Guelph, the City’s Municipal Heritage Committee – specifically *Ontario Regulation 9/06 – Criteria for Determining Cultural Heritage Value or Interest*.

A *Cultural Heritage Resource Impact Assessment* report outlines the significance of the identified resources and makes recommendations regarding mitigating measures that would minimize adverse or negative impacts to the cultural heritage resource. A *Cultural Heritage Resource Impact Assessment* is intended to establish an overall approach to the conservation of a heritage property and identify practical options in sufficient detail to inform decisions and directions for the development of a *Conservation Plan*. A *Conservation Plan* may be supplemental to a *Cultural Heritage Resource Impact Assessment* but it is typically a separate document.

All buildings, structures, landscapes, monuments or visible remains constructed prior to 1930 are considered to be built heritage resources until considered otherwise by Heritage Guelph. In compliance with the City of Guelph’s *Official Plan*, development or site alteration proposals which may affect a cultural heritage resource, listed or not listed on the City’s Municipal Register of Cultural Heritage Properties, are subject to the provision of *Cultural Heritage Resource Impact Assessment*.

* For archaeological assessments, fieldwork must be undertaken by licensed professional archaeologists in accordance with the Ontario Heritage Act and its regulations.

For further information or assistance in the preparation of a Cultural Heritage Resource Impact Assessment, please contact the Senior Heritage Planner, Community Design and Development Services, City Hall, 1 Carden Street, Guelph, Ontario, N1H 3A1, Telephone: (519) 837-5616, extension 2496, Fax: (519) 837-5640.

Requirements

The authority to request a *Cultural Heritage Resource Impact Assessment* arises from the Ontario Heritage Act, Section 2(d) of the Planning Act, and Sections 3.5.12-3.5.14 of the City of Guelph Official Plan.

The requirement of a *Cultural Heritage Resource Impact Assessment* shall be triggered by a development or site alteration proposal which requires any of the following applications:

- Official Plan Amendment
- Zoning By-law Amendment
- Plan of Subdivision
- Site Plan Control
- Consent and/or Minor Variance Application

The requirement of a *Cultural Heritage Resource Impact Assessment* may also be triggered by a significant Building Permit Application including, but not limited to, a Demolition Permit.

The requirement of a *Cultural Heritage Resource Impact Assessment* may be triggered by the proposed development or site alteration of lands adjacent to a *protected heritage property*. According to the Provincial Policy Statement 2005, *protected heritage property* means real property designated under Parts IV, V, or VI of the Ontario Heritage Act; heritage conservation easement property under Parts II or IV of the Ontario Heritage Act; and property that is the subject of a covenant or agreement between the owner of the property and a conservation body or level of government, registered on title and executed with primary purpose of preserving, conserving and maintaining a cultural heritage feature or resource, or preventing its destruction, demolition or loss.

The proponent shall undertake to ascertain, from the City of Guelph's *Municipal Register of Cultural Heritage Properties*, the presence of cultural heritage resources on the subject property. Notwithstanding any lack of evidence contained in the *Municipal Register of Cultural Heritage Properties*, cultural heritage resources may exist on a given property. In such instances, the property owner and/or his representative will be notified by the City as early as possible in the development review or site alteration review process.

In the instance of a Plan of Subdivision or Site Plan Application, notice of the requirement for a *Cultural Heritage Resource Impact Assessment* shall typically be made at a pre-consultation meeting, to be followed by formal written notification.

Generally, written notification will identify the cultural heritage resource(s) of interest and the extent of lands on which the *Cultural Heritage Resource Impact Assessment* should be focused. In addition, a description of the requirements of the *Cultural Heritage Resource Impact Assessment*, specific to the subject property and applications, shall also be provided in the written notification.

Where the proponent can indicate to the satisfaction of the City that the proposed development or site alteration should not require a full heritage assessment, a *Scoped Cultural Heritage Resource Impact Assessment* may be provided. A *Scoped Cultural Heritage Resource Impact Assessment* is a reduced scope of study conducted prior to development or site alteration to investigate the potential impact of

development or site alteration on cultural heritage resources and it shall address items and requirements as agreed upon between the proponent and the City after prior consultation with Heritage Guelph.

Content

InfoSheet #5 of “Heritage Resources in the Land Use Planning Process” contained in the Ontario Ministry of Culture’s *Ontario Heritage Toolkit* describes the typical content of a *Heritage Impact Assessment* and a *Conservation Plan*. The minimum required components of a *Cultural Heritage Resource Impact Assessment* in the City of Guelph are as follows:

- Identification and evaluation* (with elaboration on the City’s Heritage Register where necessary) of the significance of all cultural heritage resources within the established study boundary including the completion of a detailed occupational and/or site biography.
- Documentation of the cultural heritage resources by way of photographs and/or measured drawings, and by mapping the context and setting of the cultural heritage resources identified.
- An outline of the context of the development or site alteration proposal as submitted, including identification of the potential impact the proposal would have on the cultural heritage resources identified.
- Identification of several **conservation options (for conservation options refer to Attachment 2)**. Conservation options should be based on the determination of the significance of the cultural heritage resource(s) in the area, its/their importance to the community, and should take into consideration existing Federal, Provincial and Municipal policies and standards as appropriate. The ‘pros’ and ‘cons’ of each conservation option **in favour of preserving the integrity and value of the resource** and **integrating the cultural heritage resource into the proposed development** shall be clearly identified and a preferred option recommended. Examples of conservation options are discussed below.

A *Cultural Heritage Resource Impact Assessment* or *Conservation Plan* should include appropriate conservation principles presented in the following:

- Ontario Ministry of Culture’s *Eight Guiding Principles in the Conservation of Historic Properties* (1997)
- Parks Canada’s *Standards and Guidelines for the Conservation of Historic Places in Canada* (October 2004)

Cultural Heritage Resource Impact Assessments and *Scoped Cultural Heritage Resource Impact Assessments* shall be completed by individuals who are qualified to comment on the various issues to be addressed in the assessment. Some of the information to be included in the assessment may be available from the City’s Community Design and Development Services, the Senior Heritage Planner and Heritage Guelph. Aspects of the assessment may require the services of a member of the Canadian

* For evaluation criteria refer to Attachment 1.

Association of Heritage Professionals (CAHP).

Review Process

Five copies of the *Cultural Heritage Resource Impact Assessment* or *Scoped Cultural Heritage Resource Impact Assessment* shall be submitted to the Senior Heritage Planner at Community Design and Development Services. The report will be reviewed by City Staff and Heritage Guelph to determine whether the requirements of the assessment have been met and to evaluate the identified preferred conservation options. Recommendations shall be made by Heritage Guelph to City Council and should the owner/applicant disagree with the Heritage Guelph recommendation(s), the proponent may address City Council on the issue.

The recommendations of the approved *Cultural Heritage Resource Impact Assessment* or *Scoped Cultural Heritage Resource Impact Assessment* will serve to guide the further processing of the application respecting the cultural heritage resource. Where an assessment recommends the retention of all or part of the cultural heritage resource, consideration may also be given to formal designation the cultural heritage resource under the provisions of the *Ontario Heritage Act*.

For further information or assistance in the preparation of a Cultural Heritage Resource Impact Assessment, please contact the Senior Heritage Planner, Community Design and Development Services, City Hall, 1 Carden Street, Guelph, Ontario, N1H 3A1, Telephone: (519) 837-5616, extension 2496, Fax: (519) 837-5640.

Primary Evaluation Criteria

(Based on the Ontario Regulation 9/06 - *Criteria for Determining Cultural Heritage Value or Interest* made under the Ontario Heritage Act)

A property is considered to be of cultural heritage value or interest if it meets one or more of the following criteria:

1. The property has **design value or physical value** because it,
 - i. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
 - ii. displays a high degree of craftsmanship or artistic merit, or
 - iii. demonstrates a high degree of technical or scientific achievement.

2. The property has **historical value or associative value** because it,
 - i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
 - ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
 - iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

3. The property has **contextual value** because it,
 - i. is important in defining, maintaining or supporting the character of an area,
 - ii. is physically, functionally, visually or historically linked to its surroundings, or
 - iii. is a landmark.

Conservation Options

Avoidance Mitigation

The avoidance mitigation process may allow development or site alteration to proceed while retaining cultural heritage resources and serving to preserve the resources intact. Avoidance strategies for cultural heritage resources typically would require provisions for maintaining the integrity of the cultural heritage resource, to ensure it does not become structurally unsound or otherwise compromised, and ensure that it is integrated with the proposed development or site alteration. Avoidance mitigation strategies for cultural heritage resources listed in order of preference include:

- **preservation/conservation** - referring to the maintenance of the cultural heritage resource without altering it or its setting with whatever degree of restoration and/or rehabilitation work as may be required to properly preserve the resource;
- **adaptive re-use** - used when a cultural heritage resource can be rehabilitated, often for a new function with possible restoration and with consideration being given to whether the new use of the cultural heritage resource renders its significance invalid;
- **alteration** - an adaptive re-use strategy that typically requires significant alteration such as an addition that may be incorporated into the cultural heritage resource to provide more living space or accommodate a new function; or the built heritage resource may itself be incorporated into a much larger building, leaving all or part of the original exterior and interior.

Where any of the above strategies are considered, development or site alteration occurring around the cultural heritage resource should be done in a fashion that creates a sympathetic context for the cultural heritage resource.

Salvage Mitigation

Where it is not possible to retain the cultural heritage resource intact, other less preferable options may be considered such as salvage mitigation, recognizing however, that such options should be regarded as “last resorts”, acceptable only after all other options have been considered and demonstrated not to be viable. These include:

- **relocation** - includes relocating a built heritage resource within or away from the development or site alteration to another setting with consideration being given to whether the new location of the resource renders its significance invalid;
- **“ruinification”** - allows the exterior of a built heritage resource to stand as a monument;
- **symbolic conservation** - includes recovering unique or important components of a cultural heritage resource and incorporating those components into the construction of new buildings, or copying distinctive elements of the lost resource into the subsequent development.

For cultural heritage resources where impacts cannot be avoided or otherwise mitigated, demolition may be considered. A detailed explanation why the application of conservation options is not possible **must** be provided.

Supporting Documentation

- **Photographs** – archival and current.
- **Architectural drawings** – archival and current, and may include floor plans, elevations, details, etc.
- **Key Plan** – current.
- **Maps / Aerial Photos** – archival, where available.
- **Deeds and Title Searches** – land registry, municipal records, building department records.
- **Other** - newspaper articles, institutional records, mortgage papers, bills of sale, credible anecdotal information.

	Small Report (10 to 15 pages)	Intermediate Report (15 to 25 pages)	Comprehensive Report (25 to 40 pages)
Design or Physical Value			
Aesthetic Design	√	√	√
Functional Design			√
Craftmanship and Material		√	√
Designer	√	√	√
Historical or Associative Value			
Thematic		√	√
Person/Event			√
Local Development	√	√	√
Contextual Value			
Site	√	√	√
Setting		√	√
Landmark			√
Supporting Documentation			
Photographs	√	√	√
Architectural Drawings		√	√
Key Plan	√	√	√
Maps / Aerial Photos			√
Deeds / Title Searches	√	√	√
Other			√

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