

GUIDELINES FOR PREPARING HERITAGE IMPACT ASSESSMENT

CITY OF BRAMPTON

With regard to cultural heritage and archaeological resources, the Provincial Policy Statement, 2005 issued under the authority of the Planning Act defines 'conserved' as: "*the identification, protection, use and/or management of cultural heritage and archaeological resources in such a way that their heritage values, attributes and integrity are retained. This may be addressed through a conservation plan or heritage impact assessment.*"

To conserve a cultural heritage resource, a municipality or approval authority may require a heritage impact assessment and/or a conservation plan to guide the approval, modification, or denial of a proposed *development* or *site alteration* that affects a cultural heritage resource. (Ontario Heritage Toolkit).

To make informed decisions about the conservation of a potentially significant cultural heritage resource, the municipality may require a heritage impact assessment and/or conservation plan to guide the approval, modification or denial of a proposed development, demolition permit or site alterations that may affect a cultural heritage resource.

A heritage impact assessment is a study to determine how significant a cultural heritage resource might be and how a proposed land use development, demolition or site alterations may impact that resource.

Note that a property does not have to be designated or listed in a heritage register to be subject to the heritage impact assessment process. Any property that may exhibit cultural heritage value or 'heritage potential' will be subject an appropriate level of heritage due diligence guided through the heritage impact assessment process.

These studies recommend and outline a range of mitigative measures or alternative development approaches that should be applied, based on a range of decision making factors such as: significance, rarity and integrity of the cultural heritage resource, structural condition, location, contextual and environmental considerations, municipal policy objectives, proposed land uses, business plan of the subject landowner and other factors.

Heritage impact assessments can also be used to determine if and when demolition, relocation, salvage or other potentially negative impacts may be permissible. For example, in certain, rare instances demolition might be permissible if a heritage building is confirmed as structurally unsound, is heavily damaged or otherwise compromised to such a degree that rehabilitation and restoration is unfeasible. In such instances a clear and well-articulated rationale is required to justify such impacts.

Policy Context:

The new Brampton Official Plan (2006) begins its description of heritage policies with a statement of objectives, which reads in part:

It is the objective of the cultural heritage resource policies to:

- a) conserve the cultural heritage resources of the City for the enjoyment of existing and future generations;*
- b) preserve, restore and rehabilitate structures, buildings or sites deemed to have significant historic, archaeological, architectural or cultural significance and, preserve cultural heritage landscapes; including significant public views and,*
- c) promote public awareness of Brampton's heritage and involve the public in heritage resource decisions affecting the municipality.*

In compliance with the City's Official Plan policy 4.9.1.10, as stated below, The City of Brampton is seeking to conserve and protect its heritage resources:

A Heritage Impact Assessment, prepared by qualified heritage conservation professional, shall be required for any proposed alteration, construction, or development involving or adjacent to a designated heritage resource to demonstrate that the heritage property and its heritage attributes are not adversely affected. Mitigation measures and/or alternative development approaches shall be required as part of the approval conditions to ameliorate any potential adverse impacts that may be caused to the designated heritage resources and their heritage attributes.

Also policy 4.9.9.2 (ii), which states:

Requiring the preparation of a Heritage Impact Assessment for development proposals and other land use planning proposals that may potentially affect a designated or significant heritage resource or Heritage Conservation District;

Heritage impact assessments must also be framed within the broader context of provincial planning policies, national and international standards, best practises, professional standards, charters and conventions relating to cultural heritage.

Consultants shall assess cultural heritage value or interest in accordance with Ontario Heritage Act Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest.

Objectives of Heritage Impact Assessments:

With regard to listed and designated heritage properties and/or other previously un-assessed properties that may exhibit that may hold cultural heritage value or interest, the objectives of a Heritage Impact Assessment are to:

- Assess and determine the cultural heritage value of the subject property as a whole, noting all heritage attributes and other character defining elements as found.
- Identify and assess any other unique attributes of the site and surrounding area that may contribute to the cultural heritage value of the subject property, such as cultural heritage landscapes, natural heritage features, archaeological potential, integration with a streetscape or area and the like.

- Determine physical condition, structural integrity of standing structures and other heritage attributes as found on the subject property and confirm if conservation, rehabilitation and/or restoration is feasible.
- Outline rationale of any proposals that might impact heritage resources (e.g. demolition, relocation, road widening, etc) being put forward by a landowner or other party.
- Outline and recommend appropriate mitigation to loss, destruction, removal, encroachments or others proposed actions that may impact heritage resources found on the subject property, as applicable.
- Identify required short-term site conservation, site security and building stabilization measures as required to protect a significant resource during an interim period of vacancy or limited use.
- Outline long-term conservation or rehabilitation measures and adaptive reuse options as applicable.
- Recommend site planning and landscaping measures that may be adopted to help ensure significant heritage resources are effectively protected or enhanced on lands subject to redevelopment.

Scope and Content of Heritage Impact Assessments:

1. Document all standing heritage buildings and structures as found on the subject property noting all significant architectural heritage attributes; assess architectural integrity, rarity of style or form, structural alterations; architectural heritage attributes and significance including the builder and style of design and history of use;
2. Document all natural and contextual heritage features and other cultural heritage attributes as found on the subject property; assess significance of these attributes;
3. Document all historical heritage attributes associated with the subject property; document historical persons, groups, trends, themes and events that are historical or culturally associated with the subject property;
4. Outline any proposed alterations, demolition, relocations, removals, land use developments or other site alterations.
5. Provide a statement indicating how any proposed alterations, demolition, relocations, removals, land use developments or other site alterations might impact and affect the existing heritage resources, attributes and other character-defining element as found on the subject property.
6. Recommend and describe an appropriate mitigation plan as applicable. The preferred mitigation protocol(s) should be clearly articulated, described and justified.

7. If a landowner or other party is proposing the relocation, removal, demolition or other significant alteration of heritage resources on the subject property, and the heritage consultant concurs, a clear rationale for such actions must be outlined and justified. Every effort should be made to ensure retention, conservation and adaptive re-use of significant heritage resources in situ, particularly where contextual features remain.
8. Provide high resolution digital images documenting all cultural heritage attributes; also plans showing lot dimensions as well as the location/setbacks of all standing buildings, other structures and site features, also driveways, means of access and vegetation as found.
9. If the subject property is adjacent to one or more listed or designated heritage properties, evaluate impacts and recommend appropriate mitigation to ensure the recognized heritage resources on the adjacent properties are not negatively impacted. Mitigation may include: vegetation screening, fencing, buffers, an architectural design concept for the massing and façade treatment of any proposed buildings to ensure compatibility with the adjoining property and the like;
10. Heritage impact assessment reports should be submitted to the City of Brampton Planning, Design and Development Department and are subject to review by City staff.

Mitigation Protocols:

Certain mitigation protocols can be identified during a heritage impact assessment, for implementation at key stages in the planning review and approval process. A mitigation plan is tailored to the unique conditions and cultural heritage value of a given property. The following list represents a summary of the more common types of mitigation:

- Alternative development approaches to conserve and enhance a significant heritage resource;
- Avoidance protocols to isolating development and land alterations to minimize impacts on significant built and natural features and vistas;
- Architectural design guidelines for buildings on adjacent and nearby lots to help integrate and harmonize mass, setback, setting, and materials;
- Limiting height and density of buildings on adjacent and nearby lots;
- Ensuring compatible lotting patterns, situating parks and storm water ponds near a heritage resource;
- Allowing only compatible infill and additions;
- Preparation of conservation, restoration or adaptive reuse plans as necessary;

- Vegetation buffer zones, tree planting, site plan control and other planning mechanisms;
- Heritage Designation, Heritage Conservation Easement;
- Preparation of security plan, letter of credit to help ensure security and protection of heritage resources;
- Encouraging interim tenant occupancy to help ensure security and protection of heritage resources;
- In certain, rare instances permitting relocation of built heritage resources within the subject parcel, to nearby lands or to other parts of the City to better accommodate conservation and adaptive reuse;
- In instances where retention may not be possible, partial salvage, documentation through measured drawings and high-resolution digital photographs, historical plaquing and the like, may be appropriate.

Who is Qualified to Prepare Heritage Impact Assessments?:

All heritage impact assessments, conservation plans, adaptive reuse plans, security plans and/or related studies must be prepared by qualified professionals such as architectural heritage consultants, and/or landscape heritage consultants with applied and demonstrated knowledge of accepted standards of heritage conservation, historical research, identification, evaluation of cultural heritage value, mitigation and the like.

All heritage consultants submitting heritage impact assessments must be members in good standing of the Canadian Association of Heritage Professionals (CAHP).

Under provincial law only licensed, professional archaeologists can carry out archaeological assessments using specific provincial standards and guidelines.

Standards and Practises:

Heritage Impact Assessments must be impartial and objective, thorough and complete, rigorous and sound in methodology and application of Ontario heritage evaluation criteria, and must be consistent with recognized professional standards and best practises in the field of heritage consulting.

Heritage impact assessments must be completed to the satisfaction of the Commissioner of Planning, City of Brampton. Heritage impact assessments that are not completed to the satisfaction of the Commissioner of Planning may be subject to revision and re-submission, critique by peer review or a similar process, to determine if the report meets recognized standards and practises.

Heritage impact assessments may be vetted by the Brampton Heritage Board prior to the recommendations being formally endorsed.

Prior Notifications:

Anyone undertaking either an archaeological assessment or a heritage impact assessment are to notify heritage staff in the City of Brampton prior to undertaking the assessment, if the subject property is listed or designated as being of cultural heritage value or interest, or if the subject property is directly adjacent to a listed, heritage designated or otherwise significant property (e.g. cemetery, woodlot, etc). The onus is on the consultant to determine the heritage status of the subject or adjacent property as part of standard due diligence.

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