

# Terms of Reference

Heritage Impact Assessments

April 2022

The City of Pickering recognizes the importance of maintaining a meaningful and active connection to its past through the conservation of its rich and varied cultural heritage:

*People, in making decisions and undertaking actions, should recognize, respect and nurture Pickering's cultural heritage.*

*This celebration of local heritage will contribute to the enrichment of the City's urban, rural and ecological systems.*

*Pickering's resulting patterns of diversity and character, integrating old with new, and natural with built, will give the City a unique identity.*

The Heritage Impact Assessment Terms of Reference supports the vision and the policies set out in the Pickering Official Plan, with a specific interest in ensuring that private and public developments and projects serve to conserve, protect and enhance the City's cultural heritage resources.

This terms of reference also follows the Provincial Policy Statement (2020) which states that "*Significant built heritage resources and significant cultural heritage landscapes shall be conserved*" and that "Planning authorities shall not permit *development and site alteration on adjacent lands to protected heritage property* except where the proposed *development and site alteration* has been evaluated and it has been demonstrated that the *heritage attributes* of the *protected heritage property* will be conserved."

### **What is the purpose of this assessment?**

The purpose of a Heritage Impact Assessment (HIA) is to determine if any cultural heritage resources may be adversely impacted by a specific proposed development or site alteration, and to recommend an overall approach to conserve the resource(s).

The study will be based on a comprehensive understanding of the significance and heritage attributes of the cultural heritage resource(s). It will serve to identify any impact(s) the proposed development or site alteration will have on the resource(s), consider mitigation options, and recommend a conservation strategy that best conserves the cultural heritage resource(s) within the on text of the proposed development.

The conservation strategy shall apply heritage conservation principles, clearly describe the conservation work and recommend methods to avoid or mitigate the negative impacts to the cultural heritage resource(s). In keeping with best practice, minimal intervention should be the guiding principle for all work.

It is important to recognize the need for the HIA in the earliest possible stage of the project as it will need to address both existing and potential heritage properties including those:

- listed or designated on the City of Pickering's Municipal Heritage Register;
- identified on the City of Pickering Inventory of Heritage Resources by Unterman McPhail Associates;

- identified as having cultural heritage value or interest through a preliminary site assessment or planning study; or,
- identified by the community, Municipal staff or local Councillor.

### **When is an HIA required?**

Where the development site contains one of more heritage properties, an HIA is a requirement of a complete application for the following planning application types:

- Official Plan Amendment
- Zoning By-law Amendment
- Plans of Subdivision/Condominium
- Site Plan Control

An HIA may be required for the following additional application types:

- Consent and/or Minor Variance applications for any property on the Municipal Heritage Register.
- Official Plan Amendment, Zoning By-law Amendment, Plans of Subdivision, Site Plan Control and/or Consent and/or Minor Variance applications adjacent to a property on the Municipal Heritage Register. For the purpose of an HIA, adjacent means lands that are contiguous to a heritage property or which are near to a heritage property and separated by a road, trail, right of way, walkway, greenspace, or park.
- Heritage Permit applications (including demolitions) for any property designated under Part IV (individual) or Part V (Heritage Conservation District) of the *Ontario Heritage Act*, of properties subject to a Heritage Easement Agreement with the City of Pickering or Ontario Heritage Trust.

### **Why is an HIA required?**

The HIA is required in order to:

- determine compliance with relevant cultural heritage policies; and
- assist staff with their analysis and report preparation.

The rationale for the requirement to provide an HIA arises from:

- The *Ontario Heritage Act*;
- The *Planning Act*, Section 2(d);
- The Provincial Policy Statement, Section 2.6 Cultural Heritage and Archaeology;
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe, Section 4.2.7 Cultural Heritage Resources;
- Durham Regional Official Plan;
- City of Pickering Official Plan.

## **Who is qualified to prepare an HIA?**

All HIAs must be prepared by a qualified heritage professional such as a heritage planner, heritage architect and/or heritage landscape architect with demonstrated knowledge in the conservation and stewardship of cultural heritage. The heritage professional must be a member in good standing of the Canadian Association of Heritage Professionals (CAHP), and be independent from the planning, consulting or engineering firm making the development application or working on behalf of the applicant.

Consideration will be given on a case-by-case basis to non-CAHP members who have specialization in applicable areas, depending on the types of heritage resources being assessed.

## **What are the required contents of the HIA?**

The HIA will contain, but is not limited to, the following information:

### **Introduction to the Subject Property**

- A location plan (map and aerial photo) indicating the property/properties.
- A current site plan.
- A concise written and visual description of the property and its surroundings, identifying significant features, buildings, landscapes and views/vistas including any yet unidentified potential cultural heritage resources.
- A summary of the heritage status of the property and including existing heritage descriptions (as available) as well as applicable heritage policies and guidelines.
- Present owner's contact information.

### **Background Research and Analysis**

- A comprehensive history of the property as documented in pictorial and textual records and as observed in as-found evidence related to all potential cultural heritage value or interest of the site (both identified and unidentified) including: physical or design, historical or associative, and contextual values.
- A chronological description of the site's development from its Indigenous and pre-settlement condition through to its current lot configuration, and itemizing the structures and landscapes, noting additions, alterations, removals, conversions, etc.
- Reproductions of pictorial research materials including (but not limited to) maps, atlases, drawings, photographs, permit records, land title records, tax assessment rolls, directories, census records, etc.

## **Evaluation of Cultural Heritage Value or Interest**

- An assessment of the property with respect to [Ontario Regulation 9/06 - Criteria for Determining Cultural Heritage Value or Interest](#), describing the cultural heritage value or interest of the property as a whole and identifying all significant heritage attributes. Present the findings in a table organized according to each criterion with an explanation for each conclusion.

## **Statement of Cultural Heritage Value or Interest**

- A statement of cultural heritage value or interest identifying the cultural heritage value(s) and describing the heritage attributes of the cultural heritage resource(s).
- This statement will be informed by current research and analysis of the site as well as pre-existing heritage descriptions.
- This statement will be written in a way that does not respond to or anticipate any current or proposed interventions to the site.

## **Assessment of Existing Condition**

- A comprehensive written description of the existing physical condition of the structures on the site, including their exterior and interior.
- Professional quality record photographs of the property in its present state, including:
  - views of the area surrounding the property to show it in context with adjacent properties and the immediate streetscape;
  - overall views of the property including all significant landscape features;
  - exterior views of each elevation of each building;
  - interior views of heritage attributes or features, and a representative selection of rooms;
  - close-up views of all interior and exterior heritage attributes.

## **Description of the Proposed Development or Site Alteration**

- A written and visual description of the proposed development or site alteration, including a proposed site plan, landscape plan, building elevations, and floor plans, where applicable. Submission material should clearly indicate the location of the on-site and adjacent cultural heritage resource(s) and the relationship of the proposed development to it.

## **Impact of Development on Heritage Attributes**

- An assessment of the potential impacts (direct and indirect, physical and aesthetic) the proposed development or site alteration may have on the cultural heritage resource(s) and heritage attributes of the site and/or adjacent lands using established heritage conservation principles, standards and guidelines. Supplement the written description with visual diagrams, drawings and/or renderings as needed.

- Positive impacts may include, but are not limited to:
  - Restoration of a building, including replacement of missing attributes;
  - Enhancement of an historic streetscape;
  - Rehabilitation of a cultural heritage resource to ensure long-term viability.
- Negative impacts may include, but are not limited to:
  - The destruction of any significant heritage attribute or part thereof;
  - Alteration that is not sympathetic to the heritage attribute;
  - Shadows created by new development that alter the appearance of, or change the viability of a heritage attribute;
  - Isolation of a heritage attribute from its surrounding environment, context, or significant spatial relationship;
  - Direct or indirect obstruction of significant views or vistas;
  - A change in land use which negates the property's cultural heritage value;
  - Land disturbances such as a grade change that alters soils and drainage patterns that adversely affect a cultural heritage resource.

### **Considered Alternatives and Mitigation Strategies**

- An assessment of the mitigation measures, conservation methods, and/or alternative development options that avoid or limit the adverse impacts to the cultural heritage resource.
- Mitigation options may include, but are not limited to:
  - Alternative development approaches;
  - Isolating development and site alteration from significant built and natural features and vistas;
  - Design guidelines that harmonize mass, setback, setting, and materials;
  - Limiting height and density;
  - Compatible infill and additions;
  - Reversible alterations;
  - Relocation of a heritage resource, to be employed only as a last resort, if conservation cannot be achieved by any other means.

## **Recommended Conservation Strategy**

- The preferred strategy recommended to best protect and enhance the cultural heritage value and heritage attributes of the on-site and adjacent cultural heritage resource(s) including, but not limited to:
  - An explanation of how the cultural heritage value and heritage attributes of the heritage resources informed and influenced the proposed development or site alteration;
  - A mitigation strategy including the proposed methods;
  - A conservation scope of work including the proposed methods;
  - An implementation and monitoring plan, as applies;
  - Referenced heritage policy, conservation principles and guidelines, and precedents;
  - If removal of the cultural heritage resource was recommended, the HIA will provide site-specific guidelines to address commemoration/interpretation, salvaging, and/or documentation prior to demolition.

## **Conclusion and Recommendations**

- A concise summary of the findings of the report and clear recommendations regarding the most appropriate course of action for the property and its cultural heritage resources. Additional studies/plans may include: conservation; site specific design guidelines; interpretation / commemoration; lighting; landscaping; signage; structural/engineering analysis; site/building record and documentation; salvage; long-term maintenance; etc.

## **Appendices**

- A bibliography listing source materials and institutions
- A summary of the author's qualifications

The study will be submitted in hard copy (two copies) and in PDF format.

## **What else should the applicant know?**

As each proposal and property is different, contact the heritage planner prior to the commencement of the project to review the City's cultural heritage interests, study expectations and review process. For complex applications, pre-consultation with the Pickering Heritage Advisory Committee may also be requested.

All HIAs will be reviewed by staff to ensure they are complete and that they meet the standards for heritage conservation best practices. Reports which are found to be lacking in this regard may be refused or require revisions.

The City of Pickering reserves the right to request an independent peer review of an HIA at the applicant's cost. Heritage and Planning staff will facilitate peer reviews if deemed necessary by the Manager, Development Review and Urban Design.

## What resources are available?

- [Canadian Association of Heritage Professionals \(CAHP\)](#)
- City of Pickering: [Heritage Planning Information](#); [Municipal Heritage Register](#) and [Pickering Local History Collection Digital Archive](#)
- Ontario Ministry of Heritage, Sport, Tourism and Culture Industries: [Ontario Heritage Tool Kit](#) and [Eight Guiding Principles in the Conservation of Historic Properties](#)
- Parks Canada: [Standards and Guidelines for the Conservation of Historic Places in Canada](#)
- Other heritage charters and guidelines: [Well-Preserved: The Ontario Heritage Foundation's Manual of Principles and Practice for Architectural Conservation](#); [Burra Charter](#); [Appleton Charter](#); and [Venice Charter](#).

## Questions?

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