

Heritage Management Process



ORC

Handbook



Ontario Realty Corporation
Société immobilière de l'Ontario

September 2007



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Heritage places reflect our history and culture in material form and reinforce the character and identity of their communities and the province. Heritage places contribute to our lives by helping us understand the past. We care for them so we can pass these benefits onto future generations. Heritage places are not just museums or tourist attractions – they include places where people live, work, play and worship. Heritage places are distinguished from other places by the heritage values we attach to them.

As the manager of provincially owned and leased properties, the Ontario Realty Corporation (ORC) is committed to the wise management of heritage places in Ontario. The Heritage Management Process is the key ORC process for identifying and managing heritage properties in the provincial portfolio. It updates and replaces the Cultural Heritage Process (1994) and Manual of Guidelines (1994) developed for ORC and the former Management Board Secretariat (MBS). The revised process is a condition of the 2004 MBS and ORC Class Environmental Assessment (EA) approval.

The Heritage Management Process allows ORC to understand heritage places and to manage them in a manner that protects their values. The Process has two phases: evaluation and conservation. Evaluation is a set of activities that identifies places with significant heritage value through a full understanding of their historical, cultural, community and aesthetic attributes. Conservation is a plan to protect, enhance and promote the values of heritage places over the long term. Conservation is integral to managing heritage places.

The ORC Heritage Management Process Handbook provides detailed information regarding both phases of the Process. The Handbook also includes a series of guides that outline the procedures and roles required to complete evaluation and conservation activities. The Handbook is intended as a guidance and reference document for ORC staff, service providers, client ministries, municipal planners and affected communities.

September 2007

Overview



The Government of Ontario is dedicated to conserving Ontario's heritage places as expressed in the *Ontario Heritage Act*, the *Provincial Policy Statement*, the *Environmental Assessment Act* and the *ORC Class EA*. Many properties owned and leased by the Ministry of Public Infrastructure Renewal (PIR) and managed by ORC are heritage places.

The ORC is committed to the wise management of heritage places, through:

- identification and conservation of heritage places in the provincial inventory, in accordance with accepted heritage principles and with the advice of heritage specialists
- strategic real estate, asset and capital planning that supports the conservation of heritage places in the ORC inventory
- support for divestment strategies that further the conservation objectives of heritage places
- consideration for the formal heritage designations of other government entities, including the Ontario Minister of Culture, Ontario municipalities and the Historic Sites and Monuments Board of Canada
- recognition of the conservation needs of designated heritage properties adjacent to properties in the ORC inventory
- cultivation of an awareness of and appreciation for Ontario's cultural heritage, within the ORC and its service providers



What is a Heritage Place?

Heritage places reflect our history and culture in a material form. They are unique assets that reinforce the character and identity of their communities and the province. Heritage places can include buildings, engineering structures, cultural landscapes, archaeological sites or any combination of these resources. A heritage place can include a court house, a correctional complex, a farmer's field, remains of a First Nation village or a town centre. It can be a bridge, a road, a park, a school or a house. A heritage place can focus on a single resource, such as a registry office, or it can encompass an entire complex with hectares of land, buildings, roads, engineering structures and natural features. Heritage places can also include movable assets such as furnishings or artefacts that are closely associated with a place. A heritage place may combine features that are old with those that are more recent. While some heritage places are preserved to reflect a particular point in time, many continue to evolve and be altered by new construction and new uses.

What is Heritage Value?

Heritage value is an intangible association that makes a heritage place important to a community of people. Heritage places can be valued for many different reasons by different communities and heritage values associated with a place may change over time.

While historical associations and physical design qualities are important, heritage places can also be valued for their social meaning or for the contribution they make in establishing the character of a place. A heritage place might be valued because it is an excellent example of an architectural style or because it provides a rare glimpse into the daily activities of people who lived in Ontario hundreds of years ago. It might be valued because it is a good illustration of a certain activity or phase in the history of a community, or because it plays an important role in the current social life of a community.

What are Heritage Attributes?

Heritage attributes are the physical elements of the property that embody or express its heritage value. Heritage attributes can include the principal features, characteristics, context, appearance, use, views and spatial relationships of the place.

The heritage attributes of a heritage place will depend on its particular heritage values. Heritage attributes of a building that is valued for its architectural qualities might include its scale, proportions, construction materials and detailing. Heritage attributes of a cultural heritage landscape that is valued for its long association with the history of the community might include public access, community memorials at the site and interpretive potential. Heritage attributes of a place that is valued for its social or contextual value might include its visibility, its setting and its current uses. Heritage attributes of an archaeological site might include the survival of exposed-in-situ resources or buried remains.

Outline of the ORC Heritage Management Process

The Heritage Management Process allows Ontario Realty Corporation (ORC) to identify and manage heritage places. The process sets out principles and procedures that make it possible to integrate heritage conservation objectives into other realty planning and management activities. The Process has two main components – evaluation and conservation.

Evaluation

The purpose of evaluation is to understand the heritage value of a property. Evaluation permits ORC to distinguish properties with significant heritage value from those that are merely old, or perceived to be interesting. Evaluation provides a clear rationale of the heritage significance or lack of significance. Properties with significant heritage value will be categorized as ORC Heritage Places by ORC and a Statement of Heritage Value created. Properties that are not categorized as ORC Heritage Places do not require heritage conservation or study before implementing undertakings.



An ORC Heritage Place may be significant for its archaeological sites, its built and landscape resources, or a combination of both. Identifying and evaluating archaeological sites in the ORC portfolio is based on fieldwork undertaken in accordance with standards and guidelines developed by the Ministry of Culture under the *Ontario Heritage Act*. The evaluation of built and landscape resources in the ORC inventory is based on research, documentation and assessment in accordance with procedures developed by the ORC and set out in the Heritage Management Process.

The heritage value of an ORC Heritage Place is described in a Statement of Heritage Value that defines the boundaries of the place, articulates the reasons why a place is important, and describes the attributes that must be protected in order to maintain its heritage value.

Properties that are evaluated as not having heritage significance do not require further built and landscape resource-related action under the Class Environmental Assessment (EA) before an undertaking.

Conservation

The purpose of conservation is to protect and enhance the heritage value of an ORC Heritage Place. Heritage value is protected and enhanced through the appropriate treatment of heritage attributes during the life cycle of the property. Conservation involves establishing an appropriate approach for the ORC Heritage Place, integrating conservation goals into general realty planning activities, and managing the ORC Heritage Place by applying accepted conservation principles.

The Heritage Management Process provides two approaches to conservation: proactive and responsive. The proactive approach requires developing a Conservation Plan for each ORC Heritage Place. The Conservation Plan maps out the management strategy for the place in advance. Ideally, all ORC Heritage Places would be managed using a proactive approach, but it is particularly important when a Heritage Place is under review for divestment, investment strategies and strategic asset management evaluation.

The responsive approach is used when there is no Conservation Plan for an ORC Heritage Place. In these cases, Heritage Impact Assessments are created to consider proposed undertakings as they occur. Undertakings are examined for their potential effect on the heritage values of the ORC Heritage Place and the mitigating measures that are put forward.

Both conservation approaches rely on the Statement of Heritage Value, on approved technical standards and guidelines, and on the expertise of heritage specialists.

ORC Heritage Committee

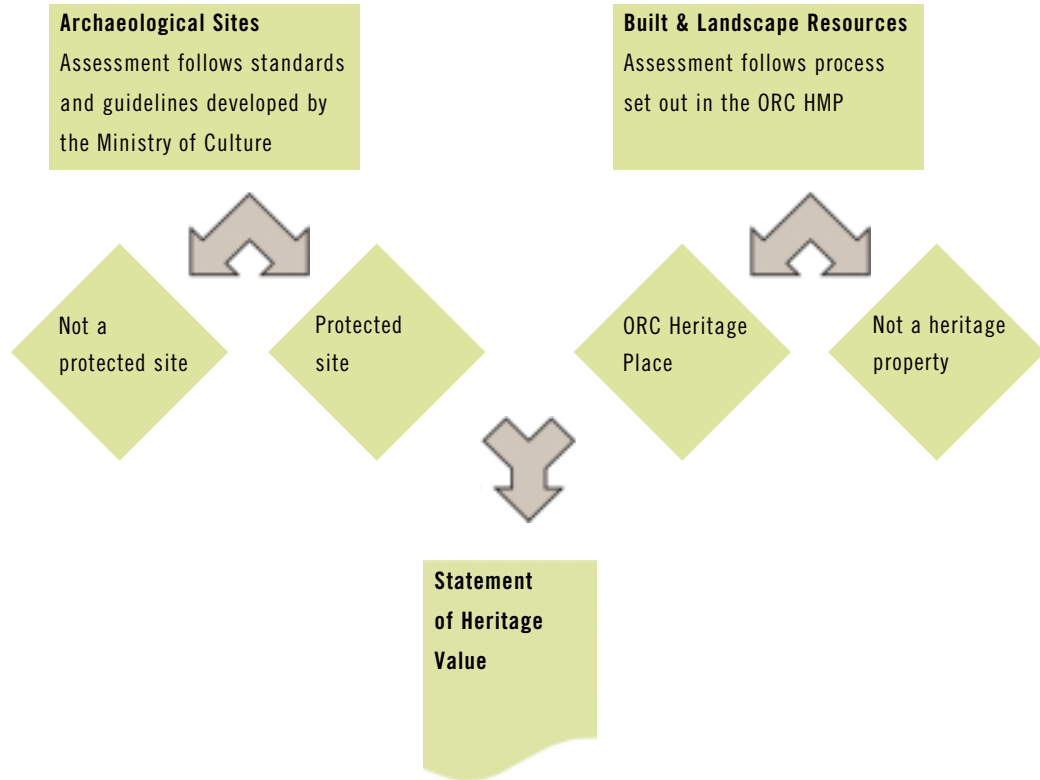
The ORC Heritage Committee advises the ORC on the evaluation and conservation of ORC heritage places. The Committee has up to five members:

- *two ORC Heritage Staff (one acting as chair and one as secretary)*
- *the General Manager of the Environmental and Cultural Heritage Section*
- *one ORC facility manager who is familiar with the subject property*
- *one representative from the facilities management branch of the client ministry that occupies the property (if necessary)*

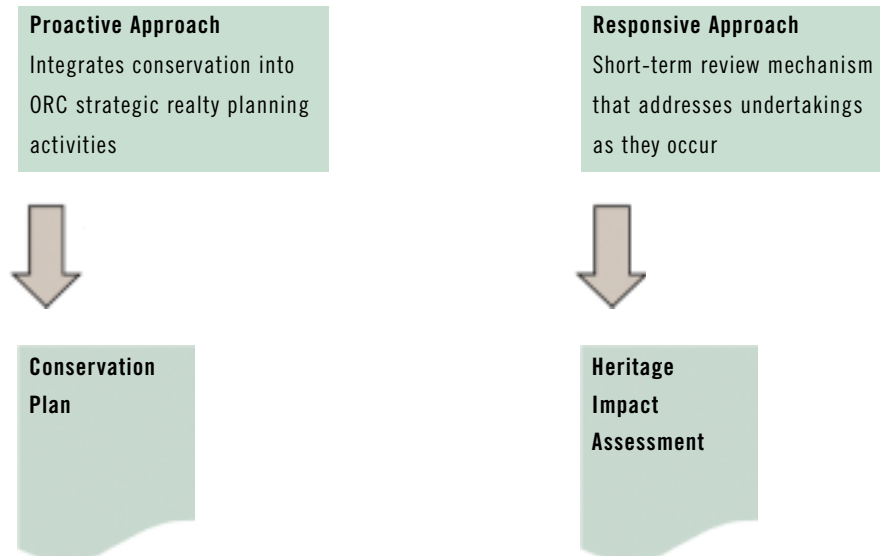


Visualization of the ORC Heritage Management Process

Evaluation



Conservation



Roles in the ORC Heritage Management Process

The ORC Heritage Management Process is administered by ORC Heritage Staff with the assistance of the ORC Heritage Committee. Property managers, project managers, realty advisors and heritage specialists also play important roles.

ORC Heritage Staff

The ORC Heritage Staff administer the Heritage Management Process for ORC. They act as essential links between all users of the Process, maintaining necessary records and databases and ensuring that conservation management takes place in a coordinated and informed way. The main areas of responsibility for the ORC Heritage Staff are:

- *identifying and prioritizing the need for heritage evaluation reports, conservation plans and heritage impact assessments*
- *contracting with consultants and monitoring quality of work*
- *ensuring appropriate budgets exist to undertake identified reports and plans recordkeeping*
- *training ORC staff, service providers and client ministries*
- *auditing heritage projects*
- *providing heritage support to the Class EA Process*
- *coordinating and participating in the ORC Heritage Committee*
- *providing guidance on related heritage matters coordinating archaeological assessments and recommendations*

ORC Heritage Committee

The responsibilities of the Committee include:

- *reviewing consultant reports and recommendations regarding heritage value*
- *making decisions on which ORC properties will be categorized as ORC Heritage Places*
- *approving Statements of Heritage Value for ORC Heritage Places*
- *approving Conservation Plans*
- *approving Heritage Impact Assessments on the request of ORC Heritage Staff*
- *providing advice on other heritage issues on the request of ORC Heritage Staff*

Property Managers

Property managers are responsible for managing ORC Heritage Places on a day-to-day basis. Their responsibilities include:

- *participating in the ORC Heritage Committee*
- *managing ORC Heritage Places in accordance with the ORC Heritage Management Process*

Project Managers

Project managers are responsible for managing major undertakings at ORC Heritage Places. Alternative service delivery providers can act as property managers and project managers. They use property management tools created through the ORC Heritage Management Process that are specific to individual ORC Heritage Places, including Evaluation Reports, Statements of Heritage Value, Conservation Plans and Heritage Impact Assessments.

ORC Realty Advisors

Individuals responsible for determining the realty potential of an ORC Heritage Place take conservation objectives into consideration when setting out strategies for the ongoing government use or the sale of a property. The ORC relies on its realty advisors to help the organization determine how conservation objectives can be best integrated into successful realty outcomes.

Ontario Ministry of Culture and the Ontario Heritage Trust

The Ministry of Culture is responsible for administering the *Ontario Heritage Act*, the legislative framework for protecting and conserving cultural heritage resources. The Ministry of Culture also has authority over archaeological activities in the province. This includes issuing licenses to archaeologists to conduct fieldwork, reviewing archaeological reports and maintaining a database of archaeological sites.

The Ontario Heritage Trust is an agency of the Ministry of Culture. The Trust maintains the provincial register of heritage properties under the *Ontario Heritage Act*, s.23(c) and has responsibility for heritage advocacy and training.

The Trust can support planning and management activities by acting as a resource for the ORC Heritage Staff on request and by providing formal training opportunities for staff and alternative service providers on heritage matters. The Trust is also an important source of technical expertise about heritage conservation in Ontario.

Heritage Specialists

The Heritage Management Process recommends that heritage specialists carry out certain tasks. Heritage specialists are qualified to provide advice and prepare key tools by virtue of their experience and training in the heritage field, in addition to their expertise in related disciplines. While ORC Heritage Staff qualify as heritage specialists, ORC typically engages consultants to prepare heritage reports and plans due to the limited number of internal resources.

Heritage specialists are used to advise on the evaluation and conservation of heritage places. The primary responsibility of a heritage specialist is to apply conservation standards, guidelines and best practices to an understanding of heritage value and to projects that will further conservation objectives.

Tasks specific to the Heritage Management Process that require a heritage specialist are:

- *preparation of a Built and Landscape Resources Evaluation Report*
- *preparation of a Statement of Heritage Value*
- *preparation of a Conservation Plan*
- *preparation of a Heritage Impact Assessment conservation activities*
- *conduct of an Archaeological Assessment*

A qualified heritage specialist should have demonstrated experience in providing technical or advisory services directly related to the study, maintenance, design and planning of heritage resources. Archaeologists working on projects for the ORC must have a license issued by the Ministry of Culture. A qualified heritage specialist should be able to demonstrate that much of the work that he/she has conducted as a heritage specialist has been open to peer review, either by involvement in multidisciplinary teams or through work for clients who are also qualified heritage specialists. Participation in courses offered by Canadian post-secondary institutions in heritage conservation should be considered as contributing to a heritage specialist's experience.

Heritage specialists in Ontario are generally members of a related discipline or profession with additional training and experience in heritage conservation. Some of the fields that are commonly represented among qualified heritage specialists are:

- *architectural, art and cultural history*
- *urban history*



- *land-use planning*
- *architecture*
- *landscape design*
- *engineering*
- *archaeology*
- *environmental studies*

The Professional Services section of ORC maintains a Vendor of Record of consultants who are qualified and able to provide heritage services. The firms provide expertise in the following categories:

- *built heritage assessment*
- *cultural landscape assessment*
- *heritage resource inventory*
- *heritage management planning*
- *heritage impact assessment*
- *heritage policy development*
- *archaeological assessment (Stages 1 through 4)*

ORC Heritage Staff can provide information regarding the current Vendor of Record.

Environmental Assessment Act and the ORC Class EA

The *Environmental Assessment Act* (EA Act) provides for the protection, conservation and wise management of the environment (EA Act, s. 2). The EA Act requires that government departments and agencies review undertakings, assess the potential impact on the environment and mitigate negative impacts. The definition of environment includes cultural heritage (EA Act, s.1).

A Class Environmental Assessment (Class EA) is a standardized review procedure created for a class of undertakings under the EA Act. The ORC has been using a Class EA since 1993. The current Class EA was updated in 2004.

The ORC Heritage Management Process supports the Class EA by providing a mechanism for determining which ORC properties should be considered as Heritage Places. It also provides tools to address the needs of Heritage Places and mitigate the adverse effects of undertakings, including the Statement of Heritage Value, the Conservation Plan and the Heritage Impact Assessment.

Applying the Class EA to Undertakings at ORC Heritage Places

The ORC Class EA is designed to ensure that ORC consider the potential effects of proposed undertakings on the environment, including cultural heritage. Through the Consultation and Documentation (C&D) Report, the ORC Class EA directs proponents – EA specialists and service providers – to follow the Heritage Management Process and to contact ORC Heritage Staff in planning and carrying out proposed undertakings to ORC Heritage Places. This is in addition to any non-heritage requirements imposed by the ORC Class EA.

The ORC Heritage Management Process provides that where there is a Conservation Plan for the Heritage Place and the proposed undertaking is consistent with the Conservation Plan, the undertaking should be carried out as specified in the Plan.

If a Plan has not been prepared, or the undertaking is not within the scope of the Plan, the ORC Heritage Staff must be consulted. The ORC Heritage Staff, in consultation with the sponsor of the undertaking, will determine whether the proposed undertaking will affect heritage attributes. If the undertaking will not affect heritage attributes, the ORC can proceed without further use of the ORC Heritage Management Process. If the proposed undertaking may affect heritage attributes, the ORC Heritage Staff will identify appropriate mitigation measures including the commission of a Heritage Impact Assessment.

Evaluation



ORC Heritage Places are places with significant heritage value and contain cultural heritage resources that contribute to heritage value. Evaluation is the process through which the ORC identifies properties with significant heritage value by assessing their contributing resources. Because the heritage value of archaeological resources is understood and measured in a different way than other cultural heritage resources, the Heritage Management Process evaluates archaeological resources separately from built and landscape resources.

In the Process:

Archaeological sites are properties (or portions thereof) that contain artefacts or any other physical evidence of past human use or activity of cultural heritage value or interest. The identification and evaluation of archaeological resources is based on fieldwork undertaken by a licensed archaeologist in accordance with standards and guidelines developed by the Ministry of Culture under the *Ontario Heritage Act*.

Built and landscape resources include buildings, structures, natural features, landscapes and any combination of these, within a defined geographical area. The evaluation of built and landscape resources is based on research, documentation and assessment in accordance with procedures developed by the ORC and described in the Heritage Management Process.

A property can contain both archaeological sites and built and landscape resources. When provincial property is categorized as an ORC Heritage Place, the results of both archaeological assessment and built and landscape resources evaluation are expressed in the Statement of Heritage Value and used to support the conservation of the ORC Heritage Place.

Archaeological Sites

Archaeology is a discipline that studies physical evidence of past human activity and generally deals with resources that are no longer in use and are often partially or completely buried (on land or under water). An area that has not been studied, but is known or believed to contain archaeological sites, is an 'area of archaeological potential'. An area that has been studied and shown to be of value is called an 'archaeological site'. Archaeologists study both the sites that contain physical evidence and the collections of artefacts derived or removed from those sites.



The *Ontario Heritage Act* outlines the responsibilities associated with conserving, protecting and preserving Ontario's heritage assets. This is generally accomplished through legislated processes such as those required by the *Planning and Environmental Assessment* acts, rather than directly through the *Ontario Heritage Act* itself. The ORC Class EA directs that the corporation must assess the significance of cultural heritage resources before beginning an undertaking. Site significance is determined by the archaeologist. Mitigation of development impact is always a consideration for archaeological sites in association with the provincial interest in the site.

Archaeologists must hold a professional licence issued by the Ministry of Culture in order to conduct archaeological investigations in the province. All activities that may have an impact on archaeological sites must be carried out under the direct supervision of a licensed archaeologist.

Archaeological Fieldwork

Archaeological fieldwork comprises four stages. Stages may be combined depending on the nature of the archaeological sites and the project triggering the archaeology. The first three stages gather information to identify archaeological sites and to determine the best approach for conservation. In the final stage, the archaeologist develops and recommends or carries out mitigation strategies. Not all projects require all stages.

The first three stages of archaeological fieldwork comprise the evaluation phase of the Heritage Management Process. The fourth stage of archaeological fieldwork is fully integrated into the management phase of the Heritage Management Process.

Stage 1.

Determine archaeological potential

Archaeology is typically initiated by either the prospect of below-grade disturbance on a property or the proposed disposition of a property from the provincial portfolio. Properties can be agricultural, greenfield, urban or brownfield. If an archaeological study is required, the property manager, project manager or the ORC Heritage Staff hires a licensed archaeologist.

In a Stage 1 study, the archaeologist examines the known and potential cultural heritage resources of a property by reviewing geographic and historic land use, geomorphologic history, querying the provincial site registry, and visiting the property to conduct a visual inspection. The study determines whether archaeological potential exists and recommends the most appropriate assessment method, if required.

Stage 2.

Property assessment

Following the recommendations of the Stage 1 report for the property, a licensed archaeologist conducts a survey of the property to identify and inventory all archaeological resources present. Stage 2 archaeological assessment generally consists of a pedestrian (surface) and/or test pit survey of the areas identified as having archaeological potential. Pedestrian survey, the preferred method, involves walking ploughed and weathered lands looking for artefacts lying on the surface of the ground. Test pit survey is conducted in unploughable areas (e.g. woodlots, mature pastures) at regular intervals, and screening the soil for artefacts. If archaeological sites requiring further assessment are identified, the Stage 2 report will recommend Stage 3 fieldwork. Typically, it is expedient to combine Stage 1 and 2 assessments as a single undertaking.

Stage 3.

Site-specific assessment

Under Stage 3, the focus of assessment narrows to specific archaeological sites on the property. Stage 3 assessment determines the nature and significance of an archaeological site. This is done by collecting information about site dimensions, artefact frequencies and cultural affiliation(s) of the site, normally achieved through mapping the



surface extent of the artefact scatter and excavating a number of test units (1 metre squares). The ultimate goal of the assessment is to determine the site's level of heritage value. The heritage value of some sites may be sufficiently documented by the end of Stage 3; these sites may be cleared from further archaeological requirement. For sites with high levels of heritage value, the Stage 3 assessment helps develop Stage 4 mitigation strategies.

Any site that is assessed to have heritage value becomes an ORC Heritage Place. A property may contain multiple Heritage Places of value for archaeological or cultural heritage reasons.

Stage 4.

Mitigation of undertaking impacts

As a conservation management strategy, the objective of Stage 4 is to address the impacts of undertakings on an archaeological site having heritage value. Mitigation may recommend a range of strategies for a particular archaeological site ranging from protection (and includes a variety of protection measures) to the full or partial excavation of the archaeological site by a licensed archaeologist.

Protection and avoidance as mitigation are best coordinated when the archaeological site is identified early in the planning stages of the undertaking, when plans are most flexible (e.g. by re-designing the project to avoid impacts). It includes short-term protection of the archaeological site from immediate impacts of undertakings and long-term protection by employing legal, planning and administrative tools.

Stage 4 mitigation by means of site excavation and documentation is the more common practice, except in the case of large pre-contact Aboriginal sites. The goal of excavation is to document and record the archaeological site's context, cultural features and artefacts, and interpret the site's cultural heritage value before the impacts of an anticipated undertaking take place.

Built and Landscape Resources

The evaluation of built and landscape resources is a process through which provincial property can be identified as an ORC Heritage Place. It permits the ORC to distinguish properties containing built and landscape resources that have significant cultural heritage value to the province and should be protected as ORC Heritage Places from those that are merely old or interesting. The evaluation process identifies the heritage values associated with the heritage place and the features of the place that express those values. The information gathered and decisions made during evaluation help the ORC determine how best to manage the ORC Heritage Place.

There are four steps in the evaluation process for built and landscape resources:

Step 1.

Select a property for evaluation

A property is any real estate owned or leased by the Ministry of Public Infrastructure Renewal (PIR) and managed by the ORC. It consists of the land, its features (topography, trees, views, etc.) and its assets, including: buildings; architectural features; and in some cases, furniture and artwork. The boundaries of the property will normally be the legal boundaries of the land owned or leased by the Province. In most cases, the entire property will be selected for evaluation.

ORC Heritage Staff, in consultation with other ORC staff, determine which properties should be selected for evaluation. The primary factor for selecting a property for an evaluation of its built and landscape resources is the age of the built resources: a property is normally selected if it has built resources more than 40 years old, or has been owned by the Province or used for provincial purposes for more than 40 years. The 40-year factor is a guideline, not a rule, because confirmation of the age of many resources will require research.

ORC Heritage Staff may conduct or commission screening or thematic studies to help select, group and prioritize properties for evaluation.

Step 2.

Prepare an Evaluation Report

Typically, ORC Heritage Staff contracts with a qualified heritage specialist to prepare an evaluation report for built and landscape resources. Generally, the report addresses the entire property, unless there are sufficient reasons for evaluating a smaller portion of the property. The report addresses all built resources and landscape resources that form part of the property and that are at least 20 years old. Resources that are less than 20 years old will not normally be addressed in the evaluation. Although they are assessed through a separate process, all known archaeological sites should be cited in the report. For information about the format and content of the report, see Guide – Evaluation Reports for Built and Landscape Resources.

The criteria for assessing built and landscape resources are designed to help writers and evaluators determine the heritage values associated with a property. A rating system applied to the criteria ensures that only properties of significant heritage value will be categorized as heritage places by the ORC.

The criteria consist of eight questions about heritage value:

- *three questions deal with historical associations*
- *three questions deal with design and physical composition*
- *two questions deal with current context*

The criteria are intended to address the full range of possible heritage values. The scoring system ensures that any property rated as having a high level of significance in one of the eight types of value will be recommended as an ORC Heritage Place. For detailed information about the criteria, see the Criteria for Assessing Built and Landscape Resources.

Step 3.

Categorize as an ORC Heritage Place

The ORC Heritage Committee reviews the evaluation report and decides whether or not the property should be categorized, in whole or in part, as an ORC Heritage Place. The Committee makes its decision by applying the ORC Built and Landscape Resources Evaluation Criteria. Only properties with significant provincial heritage value as defined by the Evaluation Criteria will be categorized as ORC Heritage Places.

Every property categorized as an ORC Heritage Place will be accompanied by a Statement of Heritage Value that sets out the boundaries of the heritage place, the heritage values that make it significant, and the tangible heritage attributes that must be conserved. The Statement of Heritage Value provides ORC with the basic information it needs to manage the ORC Heritage Place in a way that will protect its heritage value. The Statement of Heritage Value is drafted by the author of the evaluation report and confirmed by the ORC Heritage Committee.

Step 4.

Notify stakeholders

ORC Heritage Staff provides written notice of the ORC Heritage Committee's decision to interested parties, including:

- *the relevant property manager*
- *the ORC facility manager for the property*
- *client ministries that occupy the property*
- *the Ministry of Culture*
- *the owner of the property, in the case of leased properties*
- *the Clerk of the municipality where the property is located*



Re-evaluation of Built and Landscape Resources

Any property that has been categorized by the ORC as a Heritage Place should be selected by the ORC Heritage Staff for re-evaluation of its built and landscape resources every 20 years. The ORC Heritage Staff can decide to re-evaluate an ORC Heritage Place sooner if there is reason to believe that its heritage condition has changed or new information is available.

Re-evaluation follows the same steps as evaluation, including an Evaluation Report, a review and decision by the ORC Heritage Committee, and confirmation of the Statement of Heritage Value by the ORC Heritage Committee. The Re-evaluation Report will be based on the property's existing evaluation report, supplemented by new information gathered through a site visit, consultation and research. The goal of the re-evaluation report will be to confirm the property's status as an ORC Heritage Place and to update the Statement of Heritage Value. Depending on the extent of change associated with the property, the re-evaluation may be a summary exercise.

Statement of Heritage Value

The Statement of Heritage Value is an essential tool for documenting and communicating the heritage values of an ORC Heritage Place. It explains in a concise form what the Heritage Place is, why it is important and the key attributes of resources – materials, features, proportions, spatial relationships, views, artefacts and uses – that should be preserved to maintain heritage value.

A Statement of Heritage Value is drafted by a heritage specialist and confirmed by the ORC Heritage Committee at the time that a property is evaluated or after an archaeological site has been identified. For built and landscape resources, the Statement's content is based on the Built and Landscape Resources Evaluation Report used to evaluate the property. For archaeological sites, the archaeological assessment report prepared by a licensed archaeologist serves as the main source of evidence for the Statement of Heritage Value.

The Statement of Heritage Value is the foundation of decision making concerning the conservation of a Heritage Place. Property managers and other professionals should consult the Statement of Heritage Value to understand the potential affect that an undertaking might have on the heritage value of a property. For information about the format and content of a Statement of Heritage Value, see Guide – Statement of Heritage Value.

Criteria for Assessing Built and Landscape Resources

Purpose

The Built and Landscape Resources Criteria are designed to help the ORC Heritage Committee and those preparing reports for review by the Committee determine the heritage values associated with a property. A rating system applied to the criteria ensures that only properties of significant cultural heritage value will be categorized as Heritage Places by ORC.

The criteria consist of eight questions that are intended to draw out as much information as possible about possible heritage values associated with a property. A property with a 'High' rating in one or more of the eight question areas will be categorized as an ORC Heritage Place.

Criteria Set

The Built and Landscape Resources Evaluation Criteria are organized in three areas: historical value; design value; and current contextual value.

Historical Value – The responses to these three criteria should take into account how well the property or specific resources within the property represent themes, cultural patterns, traditional uses or historical persons, events or organizations identified in the Built and Landscape Resources Evaluation Report. The significance of the property must be considered in the context of comparative examples.

Historic Theme/Cultural Pattern – significant themes or cultural patterns associated with the property at the national, provincial or regional level(s), including cultural practices or traditional activities specific to an identifiable community.

Local History – significant themes associated with the property's historical impact or role within its local county, village or town context(s).

Person/Event/Organization – identified persons (including architects, landscape architects and builders), events or organizations and their respective level of significance.

Design Value – The responses to these criteria should take into account how well the property or specific resources within the property exemplify a design style/type/tradition or a function-based design approach identified in the Built and Landscape Resources Evaluation Report, or the extent and quality of significant historic fabric in a documentary or scientific sense. The significance and integrity of the property must be considered in the context of comparative examples.

Style/Type/Tradition – the identified design style, design type or design tradition of the property as represented in its buildings, structures and landscape. This criterion addresses the aesthetic quality of the property and its resources.

Function – the organization of the property in terms of the function for which it was designed or built, including the effect of changes to the property. This criterion addresses the technical or functional quality of the property and its resources, and would include structural or technical innovation.

Fabric – the materials of the property including the craftsmanship, ornamentation, furnishings, artwork and plantings. This criterion addresses the documentary or scientific quality of the property and its resources, as represented in both the choice of materials and how those materials have been treated and fashioned.

Current Contextual Value – Two criteria are used to consider the current contextual value of the property: Social Meaning and Environment. The responses to these criteria should take into account values that relate to the present-day context of the property.

Social Meaning – the current value(s) of the property to a living community, defined either geographically or as a set of individuals who share a set of experiences. Such value may be evident in listings or designations by other levels of government, as well as iconic or symbolic value evident in forms of representation.

Environment – the influence of the property on its surroundings, including built and natural features. Some properties form an integral or important part of larger natural or cultural landscapes.

Ranking

Each property being evaluated must be ranked as 'High', 'Moderate' or 'Low' in relation to each of the eight criteria. The ranking helps establish how significant the place is in terms of its heritage value. In order to receive a ranking of 'High', the place must be associated with or illustrative of an important or recognized theme, cultural pattern, design, etc. As well, it must be one of the best examples or illustrations of that cultural pattern in the history of the province or community. In order to be one of the best examples, a place would need to have an excellent combination of representativity, rarity, importance and excellence. Places that are associated with a theme of lesser importance, or are not among the best examples of that theme, design, etc. in a comparative context, would receive a 'Moderate' or 'Low' ranking against the relevant criterion.

Other Designations

The Province of Ontario, the Government of Canada, municipalities and professional organizations, such as the Canadian Society for Civil Engineering, may recognize places for their heritage value.



For provincially owned properties, the ORC is not required to conform to heritage designations applied by other governments, except for archaeological designations made by the Minister of Culture under Part VI of the *Ontario Heritage Act*. The Heritage Management Process provides for ORC to conduct its own evaluation of each of its properties to determine cultural heritage value. Existing designations by other authorities will be considered along with other factors in determining the cultural heritage value of the property.

For properties leased by the provincial government and managed by the ORC, existing designations or listings applied by other governments must be complied with in managing the property. Designations, listings and easements should be identified during evaluation and incorporated into the ORC Statement of Heritage Value generated for the property.

Movable Property

Movable property consists of free-standing objects, such as furniture or artwork, that are owned by the Province and located in or on a building or landscape. Movable property that was purpose-built for the building or landscape, or has been associated with it for a long period of time or in a particularly significant way, should be included in the evaluation of the building or landscape. Movable property that contributes to the cultural heritage value of the property will be included in the Statement of Heritage Value as a heritage attribute.

Built and Landscape Resources Evaluation Form

The two-part Built and Landscape Resources Evaluation Form will be included in the evaluation report. It is completed by a heritage specialist.

Part 1 summarizes the results of applying the eight criteria. Each of the criteria should be addressed using information provided in the report. The answers should make it possible to document why a property is of heritage value, what values are present and how the values are expressed in physical terms.

Part 2 documents the author's recommendation. A property should be recommended as an ORC Heritage Place if it receives a rating of 'High' in response to one (1) or more criteria. New boundaries may be proposed where the heritage values are confined to one part of the property, and where the delineation of boundaries can be clearly made. Precise boundaries are intended to help manage the ORC Heritage Place.

Built and landscape resources that contribute to heritage value are named in the Statement of Heritage Value and used by ORC Heritage Staff and the project and property managers to determine when a Heritage Impact Assessment is required.

ORC Heritage Committee Decision Form

The ORC Heritage Committee reviews the Built and Landscape Resources Evaluation Report, and the Evaluation Form, and confirms or revises the recommendations of the author. The Committee uses the ORC Heritage Committee Decision Form to record its decision and, if necessary, its revisions to the recommendations and conclusions presented by the author of the report.

The Decision Form records the ORC Heritage Committee's decision that all or part of the property should be categorized as an ORC Heritage Place. The Decision Form requires the Committee to approve the Statement of Heritage Value; a description of boundaries; a list of built and landscape resources that contribute to heritage value; a list of built and landscape resources that do not contribute to heritage value; and a list of built and landscape resources that were not evaluated because they were too recently constructed to be evaluated or because no relevant information was found. The Decision Forms will be maintained by ORC Heritage Staff and the information contained in them made available upon request.

Conservation



The ORC Heritage Management Process begins with an understanding of the Heritage Place. It then identifies the need to establish a plan to achieve conservation objectives, either through a proactive approach or through a responsive approach. Finally it considers activities that make it possible for property managers and realty advisors to implement conservation objectives into maintenance and operations activities and through important changes, such as property development and sale.

Conservation of ORC Heritage Places is an integrated activity that considers other interests such as land-use and development options, creation of barrier-free access and improved environmental performance.

Which Properties Require Conservation?

Conservation is an objective for all ORC Heritage Places. Properties that have not been evaluated or assessed and properties that have been evaluated as 'not heritage' or of 'not archaeological significance' do not require heritage conservation to be an objective in their management. These properties are managed in the same way as those in the general inventory of ORC properties.

ORC Heritage Staff, in conjunction with staff from property management, real estate development and strategic asset management, will identify and set priorities for ORC Heritage Places requiring Conservation Plans. In some cases, the Conservation Plan will be a stand-alone document created before any undertakings. In other cases, creation of the Conservation Plan will be integrated into other real estate planning activities.

ORC Heritage Staff, property and project managers must also ensure that archaeological studies precede any undertakings on land that exhibits archaeological potential. ORC Heritage Staff or the Ministry of Culture can provide effective guidance on indicators that can trigger an archaeological assessment.

Asset Management

As well as its day-to-day operational activities, ORC engages in strategic realty activities. Heritage considerations are an essential component of sales transactions, strategic asset management and real estate development. An understanding of ORC Heritage Places and their conservation needs will enhance and optimize the benefits of the strategic planning process for the ORC. Strategic planning activities that benefit from an understanding of heritage include:

- *development of capital planning frameworks, business case models, investment strategies and asset management/restructuring evaluation activities*
- *preparation of business plans and funding requests*
- *project and program evaluations*
- *performance reporting related to overall asset condition*
- *evaluation of buildings and/or accommodation options relating to repairing or replacing existing assets*
- *strategic portfolio reviews*
- *feasibility studies*
- *alternative usage studies*

- *development and implementation of accommodation strategies*
- *development and implementation of capital investment strategies*
- *rationalization and selling unused and under-utilized assets to generate revenue and obtain savings*
- *improved environmental performance/green building initiatives*

Barrier-free Access

The *Accessibility for Ontarians with Disabilities Act* (2005) requires the Government of Ontario to develop barrier-free solutions to government buildings, structures and premises. The ORC created the *Standard for Barrier-Free Design of Ontario Government Facilities* (December 2006), which apply to renovations or changes to contiguous government-owned or occupied space of at least 10,000 square feet where 50 percent of the floor space is affected. The standards do not apply to projects that are limited to repairs or restoration to wall finishes, flooring or ceilings. The ORC is also committed to applying the standards, whenever appropriate, in cases where the space offers services to the general public. Some ORC Heritage Places, especially courthouses, health facilities and general offices, will require barrier-free access.



Stabilization and Decommissioning

In many cases, built and landscape resources will be subject to actions intended to maintain, rather than improve, the asset. Stabilization refers to actions intended to keep an asset in its current condition for as long as possible, especially when the asset is in use on its own or as part of a group of assets. Decommissioning (also known as mothballing) is a set of actions designed to reduce the cost of maintaining the asset while alternative uses or conservation treatments are considered and chosen, perhaps many years into the future.

Both stabilization and decommissioning can be positive forces in conserving heritage places if they are planned and executed properly with due consideration given to heritage standards and guidelines. Some of the principles that typically guide stabilization and decommissioning are:

- *addressing security requirements in a manner that also maintains the heritage value of the heritage place (this may mean not installing perimeter fencing in favour of less intrusive and more effective security systems)*
- *keeping buildings as accessible as possible to make it easier for potential tenants and technical advisors to consider alternate uses*
- *preparing condition assessments that will also serve as effective benchmarks to determine whether stabilization and decommissioning actions are effective*
- *exterminating and controlling pests, including termites and rodents*
- *reducing vandalism and break-ins through active and passive security activities*

- *eliminating water penetration and providing adequate ventilation*
- *securing and modifying utilities and mechanical systems*

In general, stabilization and decommissioning can be done without diminishing the heritage value of the property as a whole or the resources that are the subject of the action. ORC Heritage staff should be contacted before the project begins to help property and project managers determine options that will ensure that conservation objectives are integrated into the solution. In all cases, unless a Conservation Plan is in place, stabilization and decommissioning of cultural heritage resources will require a Heritage Impact Assessment.

Conservation Standards and Guidelines

Heritage conservation ensures that heritage values are protected as a property goes through its life cycle of undertakings, including maintenance and repair, alterations, new uses, decommissioning and disposal. Conservation is guided by the heritage values of the Heritage Place and by generally accepted conservation standards and guidelines. Conservation standards and guidelines are published recommendations that address heritage principles and best-practices developed by regional, national and international organizations dedicated to heritage conservation



Historic Places Initiative Standards and Guidelines

The basic reference document that provides conservation standards and guidelines appropriate for ORC Heritage Places is the *Standards and Guidelines for the Conservation of Historic Places in Canada*. This document was developed as part of the collaborative federal-provincial-territorial agreement called the Historic Places Initiative. The document is an integral part of municipal conservation strategies throughout Ontario. It is covered in training programs offered by the Ontario Association of Architects, the Ontario Heritage Trust and various architectural, planning and landscape architecture organizations.

The Standards and Guidelines take a values-based approach to conservation that is consistent with the ORC Heritage Management Process. It defines the three categories of conservation treatment – preservation, restoration and rehabilitation – and then sets out the standards and guidelines appropriate to each category and various types of resources.

The Standards and Guidelines for the Conservation of Historic Places in Canada is available through the <http://www.historicplaces.ca> Historic Places Initiative website or from ORC Heritage Staff.

Conservation Treatment Categories and Costs

All conservation activities begin by identifying the treatment category that is appropriate to the condition of a contributing resource and the resource's role in supporting heritage value. The three conservation categories articulated in the Standards and Guidelines for the Conservation of Historic Places in Canada are:

- *Preservation*
- *Rehabilitation*
- *Restoration*

All three categories rely on the adage 'First do no harm', which requires careful consideration of the advisability of any action that may damage or remove a heritage attribute as a part of a conservation technique.

Preservation is the action or process of protecting, maintaining and/or stabilizing the existing materials, form and integrity of a heritage place or of an individual component, while protecting its heritage value.

Preservation is often the primary treatment category:

- *when heritage values related to materials dominate*
- *when materials, features and spaces are essentially intact*

The cost of preservation is often within the range of normal realty expenses associated with repairs, operations, maintenance and recapitalization.

Rehabilitation is the action or process of achieving a continuing or compatible contemporary use of a Heritage Place or of an individual component, through repair, alterations and/or additions, while protecting its heritage value.



Rehabilitation is often the primary treatment category:

- *when character-defining elements have to be repaired or replaced*
- *when alterations or additions are necessary for a new or continued use*

The cost of rehabilitation is often higher in the short term than comparable activities carried out without reference to conservation objectives. Over the long term, however, many rehabilitation projects have economic advantages due to the quality of historic construction materials.

Restoration is the action or process of accurately revealing, recovering or representing the state of a Heritage Place or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

Restoration is often the primary treatment category:

- *when the significance of the place during a particular period in history significantly outweighs the potential loss of existing materials*

The cost of restoration almost always requires a premium above the normal costs of repair and maintenance. The cost is often off set, however, by the economic contributions that a restored asset makes to the community in creating better urban spaces, increasing neighbouring property values and in contributing to cultural tourism opportunities in the community.

Heritage treatment categories should be recommended for the ORC Heritage Place as a whole, as well as contributing heritage resources.

Managing for Conservation: Proactive and Responsive Approaches

Proactive Approach

A proactive conservation approach anticipates the opportunities and challenges associated with conservation activities over a 10-to-20-year horizon. The primary tool of a proactive approach is a Conservation Plan tailored specifically to the demands of the property.

The Conservation Plan provides direction for ongoing undertakings such as maintenance and repair, as well as for anticipated major changes to the property in ownership, boundaries, use or physical alternations. If the proposed undertaking is not covered by the Conservation Plan, the proactive strategy is no longer relevant. The property manager must use a responsive strategy to deal with the proposed undertaking outside the scope of the Conservation Plan.

Responsive Approach

A responsive conservation approach addresses undertakings as they occur. If the Heritage Place does not have a Conservation Plan or if the proposed undertaking is outside the scope of a Conservation Plan, the ORC Heritage Staff, the property manager and/or the realty advisor will rely on a responsive approach to determine whether a proposed undertaking should be approved, rejected or modified for conservation reasons.

The Statement of Heritage Value for the ORC Heritage Place will clearly set out the reasons why the place has value and the attributes that should be protected. As a first step, the individual responsible for determining whether an undertaking should proceed or whether an undertaking requires further analysis must examine whether heritage attributes are likely to be affected. The ORC Heritage Staff can provide assistance.

If a negative affect is likely or certain, the decision can be made immediately to eliminate the option and consider a better alternative. If the option is still preferred for non-heritage reasons, a Heritage Impact Assessment will be required to bring qualified heritage expertise into a consideration of options and mitigation measures. A Heritage Impact Assessment can be both cost-effective and useful from a conservation perspective. It provides documentation that could be used when other undertakings are proposed. It serves communication and contracting needs to improve the likelihood that services provided to support conservation objectives will be clearly understood by all parties – the property manager, the service provider and the occupant of the property.

Priorities for Conservation Plans

The ORC Heritage Staff, in consultation with other ORC staff, is responsible for setting priorities for Conservation Plans. Ideally, all ORC Heritage Places would follow a proactive approach and be the subject of a Conservation Plan. Heritage Places that will benefit most from a proactive approach to conservation will be prioritized for a Conservation Plan.

Conservation Plans

Purpose and Scope

A Conservation Plan provides an integrated approach to determining the appropriate balance between the conservation of heritage value and the ongoing use of an ORC Heritage Place. Conservation plans are most effective when they are completed before disposition or development proposals are made.

As a planning tool, the Conservation Plan links conservation needs to broader realty issues associated with the property. The Conservation Plan anticipates that the property's use, urban context, physical condition and financial value will change over time. It ensures that a plan of action is in place to protect heritage value through numerous undertakings.

A Conservation Plan is a positive management tool that helps manage change, rather than putting forward prescriptive dos and don'ts. It is simple, clear and precise. The primary goal of the Conservation Plan is to ensure that heritage value is maintained as much as possible while addressing realty obligations, occupancy requirements, external requirements and available resources.



A Conservation Plan:

- *describes what needs to be done on the Heritage Place to ensure its heritage value is preserved, when it should be done and why*
- *sets out the conservation treatment category appropriate to each resource of heritage value within the property, including the landscape of the property*
- *translates the treatment category into a strategy concerning one-time actions and day-to-day activities that can be implemented by property managers*
- *provides guidance on treatment costs*
- *establishes a baseline for evaluating impacts of future undertakings*
- *recommends policies that can address conflicting needs, objectives and constraints for the property*

Most importantly, the Conservation Plan ensures informed decision making about the ORC Heritage Place.

Who Develops the Conservation Plan?

A Conservation Plan will usually be developed by a team of heritage and community experts, often led by a planner, architect or landscape architect with heritage expertise.

A Conservation Plan also needs input from those who have an interest in the site, including external stakeholders. Whether individuals are drawn from ORC staff or outside consultants, the

team members must have adequate training and experience in heritage conservation. In addition, their expertise must be relevant to the specific type (architectural, landscape, and/or archaeology) of heritage resource(s) being conserved.

The fields of expertise of additional members will depend on the expertise of the leader and the complexity of the project. Input is usually needed from:

- *landscape architects, planners, historians, archaeologists, cost consultants and real estate advisors*
- *ORC staff, including the property manager and the ORC Heritage Staff*
- *individuals familiar with the social value of the property, including its educational and recreational roles*

The team must determine if the only requirement is input at the beginning of the planning process or if consultation on options is also required. The property manager is usually well-positioned to provide guidance on whether both input and consultation are needed and to help understand stakeholders and issues. Community input into the Conservation Plan helps ensure that any recommendations balance community concerns, heritage objectives and realty issues.



Cost and Time Considerations

The cost of developing a Conservation Plan depends on the complexity of the property, the significance of the heritage place, the number of stakeholders involved, and the extent to which specialized technical experts will be required. Costs can be significantly reduced if all planning documents, including detailed site plans, infrastructure plans, municipal plans, as-is building plans and other technical reference materials are available for review by potential consultants during the bidding process. Archaeology must also be factored into the cost. In considering the cost, it can be argued that a Conservation Plan is a cost-effective investment that can reduce the cost of other work on the property by limiting the number of variables and increasing the level of certainty as decisions are made.

Implementation of the Conservation Plan

Ideally, the Conservation Plan will be implemented as part of an integrated asset management plan for the property. Where this is not feasible, the Conservation Plan can be implemented as a stand-alone plan, supported by general property management tools. In either case, the design of the Conservation Plan should permit it to be implemented directly by the property manager.

Heritage Impact Assessments

Purpose and Scope

A Heritage Impact Assessment examines the impacts of a proposed undertaking on the heritage attributes of a property and puts forward alternatives that can reduce negative impacts on heritage and improve benefits to be gained by the undertaking. The Heritage Impact Assessment is a short-term review mechanism designed to ensure that the broader heritage property mandates of the ORC are applied to individual projects as they occur.

A Heritage Impact Assessment ensures that an ORC Heritage Place is appropriately conserved in the course of major undertakings where there is no Conservation Plan in place.

Who Prepares the Heritage Impact Assessment?

A Heritage Impact Assessment should be prepared by a heritage specialist with expert knowledge of heritage conservation standards and practices and sensitivity to real property management objectives and land-use strategies. In cases where archaeological sites are affected by a proposed undertaking, a licensed archaeologist must be involved in the assessment. The heritage specialist should have expertise in the particular type of resource in question. In some cases, the designer of the undertaking will also be qualified to prepare the Heritage Impact Assessment. Where the designer does not have heritage expertise, a separate heritage specialist should be retained to prepare the Heritage Impact Assessment.

For complex properties with a combination of heritage buildings, landscapes or archaeological sites, the Heritage Impact Assessment should be written by a team consisting of a conservation specialist in architecture, landscape architecture or engineering and a historian or archaeologist who can provide input into the consideration of impacts and mitigation options. A Conservation Plan is often a more appropriate option for complex properties.



When is a Heritage Impact Assessment Needed?

A Heritage Impact Assessment is needed whenever a proposed undertaking may affect the heritage attributes of an ORC Heritage Place, and there is no Conservation Plan in place, or where the proposed undertaking is outside the scope of the Conservation Plan and may affect heritage attributes.

The heritage attributes of each ORC Heritage Place are set out in the Statement of Heritage Value for that place. Undertakings that might affect heritage attributes could include a wide range of activities from major to seemingly minor, depending on what has been defined as a heritage attribute of that particular Heritage Place. Undertakings that might affect heritage attributes could include:

- *an addition to or alteration of a building*
- *demolition of all or part of a building*
- *construction of a new building on the same site*
- *replacement of or repairs to a roof or other building finish*
- *alterations to landscaping including new plantings or reconfiguration of pathways and roads*
- *interior partitioning*
- *replacement of windows*
- *creation of barrier-free access*
- *installation of an HVAC system or new signage*

A Heritage Impact Assessment is not normally required for ongoing maintenance activities such as cleaning, painting, sealing, snow removal, pruning and mowing. Decisions on whether heritage attributes are affected should always be based on the Statement of Heritage Value.

The ORC Heritage Staff is the final arbiter of whether a Heritage Impact Assessment is needed for a proposed undertaking. The ORC project or property manager should notify the ORC Heritage Staff whenever he/she believes that a proposed undertaking might affect the heritage attributes of the Heritage Place. Where there is a Conservation Plan in place and the project or property manager believes the proposed undertaking is outside the scope of the Conservation Plan, the property manager should always contact the ORC Heritage Staff for confirmation.

The Heritage Impact Assessment should be requested and prepared early in the design process for an undertaking because it may require a rethinking of the overall design direction.

Implementing the Heritage Impact Assessment

Copies of the approved Heritage Impact Assessment will be provided to the project manager and property manager. Project and property managers are expected to follow the results of the Heritage Impact Assessment.

The Heritage Impact Assessment will form part of the documentation maintained by the ORC Heritage Staff for the property. The conservation objectives recommended for the property should be integrated into future Conservation Plans for the property. If a revised version of the undertaking is proposed, the Heritage Impact Assessment should be updated accordingly.

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ORC Heritage
Staff

Cultural heritage is an expression of the ways of living that have been passed on from generation to generation through places, objects, customs, practices and artistic expressions. For the purposes of the ORC Heritage Management Process, cultural heritage is expressed through archaeological sites and built and landscape resources.

Archaeological sites are properties that contain artefacts or any other physical evidence of past human use or activity that is of cultural heritage value or interest.

Built and landscape resources include buildings, structures, natural features, landscapes and any combination of these, within a defined geographical area.

Conservation is a plan to maintain, strengthen and enhance heritage value over the long term. Conservation includes identifying what needs to be protected, planning how conservation activities will be carried out and implementing or managing conservation activities over time. For the ORC, this means taking appropriate conservation measures for Heritage Places throughout realty management, from acquisition to divestment.

Evaluation is a process that identifies places with significant heritage value through a full understanding of their historical, cultural, community and aesthetic attributes. The identification and evaluation of archaeological sites is based on fieldwork undertaken in accordance with standards and guidelines developed by the Ministry of Culture under the *Ontario Heritage Act*. The evaluation of built and landscape resources is based on research, documentation and assessment in accordance with procedures developed by the ORC and described in the Heritage Management Process.

Property means real property that is owned or leased by the Ministry of Public Infrastructure Renewal (PIR).

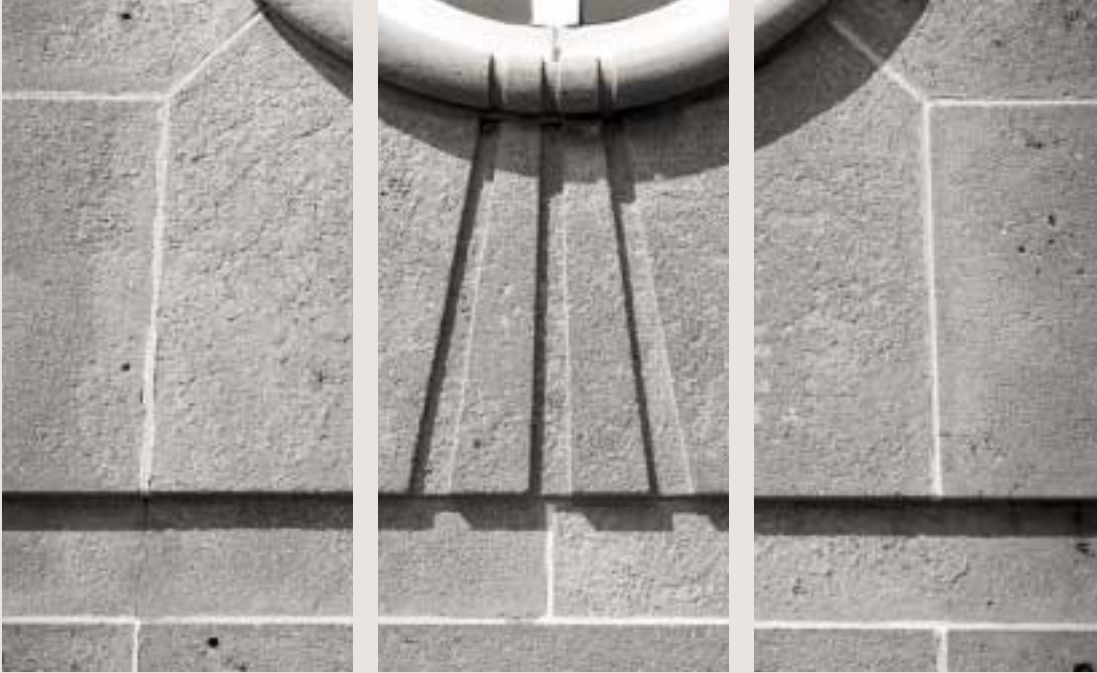
ORC Heritage Places are properties that are determined to have significant heritage value to the province. Heritage Places contain built and landscape resources and/or archaeological sites that contribute to heritage value.

ORC Heritage Management Process allows the ORC to identify and manage Heritage Places in the Ontario government inventory. The Heritage Management Process has two main components: evaluation and conservation.

Undertakings are any actions in the life cycle of a property that have an effect on the property. Undertakings to a heritage place may affect its heritage value. Undertakings include both one-time actions (a construction project, an alteration or a physical improvement) and ongoing activities (maintenance and repair, use of the property for a particular purpose). Undertakings can also include activities that will have long-term effects on the property, such as decommissioning, sale or severance.

Glossary

Guides



In Ontario, cultural heritage is protected by three key pieces of legislation and policy: the *Ontario Heritage Act*, the *Provincial Policy Statement* (issued under the *Planning Act*) and the *Environmental Assessment Act*. The following summaries of obligations are intended as general descriptions only, and not as legal advice.

Ontario Heritage Act

The *Ontario Heritage Act* R.S.O. 1990, c. O-18, as amended (OHA) provides for identifying and conserving heritage properties in Ontario.

- *Part IV of the OHA (ss. 26 – 34.4) gives municipalities the power to designate a property within the municipality to be of cultural heritage value or interest. Municipalities must follow the criteria prescribed in Ontario Regulation 9/06 and the procedure set out in Part IV (OHA, s. 29). The owner of a designated property cannot alter it in a way that is likely to affect the property’s heritage attributes, or demolish or remove a building or structure on the property, without the consent of municipal council (OHA, ss. 33 and 34).*
- *Part IV of the OHA (ss. 34.5 – 34.9) gives the Minister of Culture the power to designate a property of cultural heritage value or interest of provincial significance (OHA, s. 34.5). The Minister acts on the advice of the Ontario Heritage Trust, following the criteria set out in Ontario Regulation 10/06 and the process set out in OHA s. 34.6. The owner of a designated property cannot alter the property in a way that is likely to affect the property’s heritage attributes, or demolish or remove a building or structure on the property, without the consent of the Minister (OHA, s. 34.5(2)).*
- *Part V of the OHA (ss. 39.1 – 46) gives municipalities the power to designate a heritage conservation district (OHA, s. 41) and put a plan in place to manage it. The owner of a property within a designated heritage conservation district must obtain a municipal permit to alter the property or to demolish or remove a building or structure on the property (OHA, s. 42). Permits are not required for interior alterations to buildings or structures, or for minor alterations described as such in the heritage conservation district plan (OHA, s.42).*



- *Part VI of the OHA (ss. 47 – 66) gives the Minister of Culture the power to designate property to be of archaeological or historical significance (OHA, s. 52). For Part VI, property does not include buildings or structures other than ruins, burial mounds, petroglyphs and earthworks. A permit must be obtained from the Minister to excavate or alter property designated under Part VI, or to remove artefacts (OHA, s. 56).*

The OHA and Government-owned Properties

Property owned by the Government of Ontario or a prescribed public body cannot be designated by municipalities or the Minister of Culture under Part IV (OHA, s. 26.1). A municipality may list a provincially owned property in its register of municipal heritage properties (OHA, s. 26.1(3)), but this does not make it a designated property under Part IV of the OHA. Provincially owned buildings within heritage conservation districts are not constrained by the district designation (OHA, s. 39.1.1). Provincially owned property can be designated for its archaeological or historical significance under Part VI.

The OHA and Government-occupied Properties

Privately or municipally owned properties that are occupied by provincial government ministries or prescribed public bodies can be designated by a municipality or the Minister of Culture under OHA Part IV. Provincially occupied properties can also be included in heritage conservation districts under OHA Part V.

The Ontario Heritage Trust is required to keep a provincial register of heritage properties (OHA, s. 23). The register includes all properties designated by municipalities or the Minister of Culture under Part IV (OHA, s. 23(a)), all heritage conservation districts designated by municipalities under Part V (OHA, s. 23(b)), and any other properties that in the opinion of the Minister are of cultural heritage value or interest.

Provincial Policy Statement

The *Provincial Policy Statement* 2005 (PPS) was issued by the Minister of Municipal Affairs and Housing under s. 3 of the *Planning Act*, R.S.O. 1990, c. P-13, as amended (*Planning Act*). The PPS gives policy direction on land-use planning to municipal and provincial authorities in Ontario. The *Planning Act* requires that decisions made by municipal and provincial authorities on land-use planning matters, and any comments, submissions or advice they provide on such matters, must be consistent with the PPS (*Planning Act*, ss. 3(5) and 3(6)). Municipal and provincial authorities include a council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission or agency of the government, including the Municipal Board.

The PPS recognizes that cultural heritage and archaeological resources provide important environmental, economic and social benefits and that the wise use and management of these resources over the long term is a key provincial interest.

The wise use and management of cultural heritage requires that significant built heritage resources and significant cultural heritage landscapes be conserved (PPS, Part V, s. 2.6.1). The PPS limits development and site alteration on lands containing archaeological resources or areas of archaeological potential so as to protect those resources (PPS, Part V, s. 2.6.2). The PPS also limits development and site alteration on lands adjacent to protected heritage property (PPS, Part V, s.2.6.3). Conservation involves identifying, protecting and managing resources in such a way that their heritage values, attributes and integrity are retained (PPS, Part V, s. 6.0). The PPS suggests using a Conservation Plan or Heritage Impact Assessment to address the conservation of resources (PPS, Part V, s. 6.0).

Evaluation Reports for Built & Landscape Resources

Environment Assessment Act

The *Environmental Assessment Act* (EA Act) provides for the protection, conservation and wise management of the environment (EA Act, s. 2). The EA Act requires government departments and agencies to review undertakings, assess the potential impact on the environment and mitigate negative impacts. The definition of environment includes cultural heritage (EA Act, s.1).

A Class Environmental Assessment (Class EA) is a standardized review procedure created for a class of undertakings under the EA Act. The ORC has been using a Class EA since 1993. The current Class EA was updated in 2004.

The ORC Heritage Management Process supports the Class EA by providing a mechanism for determining which ORC properties should be considered as Heritage Places. It also provides tools to address the needs of Heritage Places and mitigate the adverse effects of undertakings, including the Statement of Heritage Value, the Conservation Plan and the Heritage Impact Assessment.

Purpose and Scope of the Report

A property is examined for the heritage value of its built and landscape resources by means of an evaluation report.

The report examines the property as a whole, its relationship to its surroundings, and its individual elements – buildings, landscapes, engineering works, circulation systems, etc. The preparation of the report depends on a thorough understanding of the physical values of the property, a documentation of its history through scholarly research, and an analysis of its social and physical context. Most properties will require site visits, mapping, archival research, comparative analysis and research in the community.

The report is written in a specific format to address the questions posed by the criteria for assessing built and landscape resources. The prescribed format directs the author to address the full range of possible heritage values and to rank the significance of the property in relation to each value, using the Criteria. The report includes a recommendation to the ORC Heritage Committee on whether the property should be categorized as an ORC Heritage Place and a draft Statement of Heritage Value for properties that are recommended as heritage places.

Who Prepares the Report?

The evaluation report must be written by a qualified heritage specialist. The author must understand a wide range of evidential sources and be able to competently and authoritatively present and analyse this evidence to reach a conclusion concerning heritage value. A strong knowledge of Ontario history, evidential sources and comparable properties is essential.

Research and Analysis

The Report is not just a chronological history of the property. It includes an analysis of heritage value in its broadest sense. Heritage values can include the importance of the place's history, design, craftsmanship or use. The value may be found within the property itself or in the way in which it is associated with other properties and landscapes. The search for a full understanding the heritage value is the objective of the research. In some cases, the Built and Landscape Resources Evaluation Report will be prepared as part of a thematic study that addresses province-wide themes and provides the necessary information for comparative analysis.

Research normally includes conducting a site visit, carrying out local consultations, undertaking primary and secondary research at local and provincial institutions (archives, museums, libraries, land registry offices, etc.), reviewing existing heritage studies and information held by the ORC including installation plans, architectural drawings, photographs, asset plans, GIS data and evaluation reports written to previous ORC standards.

The author must apply the ORC Built and Landscape Resources Evaluation Criteria to evidence collected during the research stage to make a recommendation to the ORC Heritage Committee about a property's heritage value. The recommendation must include a description of the proposed boundaries and the heritage attributes that contribute to heritage value. Within each criteria, the property and its built and landscape resources must be considered in a comparative context to determine whether its heritage value is sufficiently significant, in comparison to other known properties with similar associations, to be considered a heritage place.

Each Evaluation Report must be written in accordance with scholarly research practices and present evidence with clarity, accuracy and integrity. Comments on the future of the property do not belong in the report – this is the purview of the Conservation Plan and other management tools.

Format and Content of the Built and Landscape Resources Evaluation Report

A Built and Landscape Resources Evaluation Report should include the following sections:

- *Executive Summary*
- *Introduction*
- *Historical Associations*
- *Design and Physical Composition*
- *Current Context*
- *Archaeological Potential*
- *Formal Recognition*
- *Draft Statement of Heritage Value (where applicable)*
- *Images*
- *Supporting Documentation*
- *Resources*
- *Evaluation Recommendations*



Executive Summary

The executive summary describes the circumstances under which the report was commissioned by the ORC. It should identify whether the report is a stand-alone document, part of a thematic study or an update to a previous study.

Introduction

The introduction describes the location, extent and nature of the property. The introduction should:

- describe the site including its size, boundaries and historical evolution
- describe the setting of the property within the local community
- identify other studies and/or reports about the property, including archaeological assessment reports
- provide a list of all the ORC-identified assets on the site (B-number and name)
- describe the current use of the property
- identify any planned changes to the property
- identify the consultant(s) who carried out the site visit and the date of visit

Historical Associations

This section describes the property's association with significant themes, cultural patterns, people, events and/or organizations of historical life.

Themes that are of minor interest should not be addressed. Historical associations are considered as three criteria:

Historic Theme/Cultural Pattern – What are the significant themes or cultural patterns associated with the property at the national, provincial or regional level(s)? This includes cultural practices or traditional activities specific to an identifiable community.

Local History – What are the significant themes associated with the property's historical impact or role within its local county, village or town context?

Person/Event/Organization – Who are the identified persons (including architects, landscape architects and builders), events or organizations and their respective level of significance? This section should analyze, in a comparative context, how well the built resources and landscape resources within the property illustrate the identified historical associations.

Design and Physical Composition

This section addresses the physical composition of the property through three design criteria:

Style/Type/Tradition – What is the identified design style, design type or design tradition of the property as represented in its buildings, structures and landscape? This criterion addresses the aesthetic quality of the resource.

Function – How is the property organized in terms of the function for which it was designed or built, including the effect of changes to the property? This criterion addresses the technical or functional quality of the resource, and would include structural or technical innovation.

Fabric – What are the materials of the property including the craftsmanship, ornamentation, furnishings, artwork and plantings? This criterion addresses the material quality of the resource, as represented in both the choice of materials and how those materials have been treated and fashioned.

This section should analyze, in a comparative context, how well the property or specific resources within the property exemplify its identified design style/ type/tradition, its functional design and its materials.

Condition and integrity are not criteria, but rather indicators about whether a potential Heritage Place has value due to physical characteristics. If the integrity is very low, for example, then the property's capacity to demonstrate value due to the quality of its style or its fabric would be diminished.

Current Context

This section addresses issues relating to the current meaning of the property to an identifiable community and the role the property plays in influencing its environment. The two criteria for current context are:

Social Meaning – the importance of a property in contributing to the identity of a community. A community can be a geographically defined entity or a group of individuals that share a set of experiences. Value may be evident in listings or designations by other levels of government, as well as iconic or symbolic value evident in forms of representation. Landmark status can be an indicator for social meaning or for environment, depending on the reasons why a place has become a landmark.

Environment – the influence of the property on its surroundings, including built and natural features. Is the property an integral or important part of a larger natural or cultural landscape? Is it important in defining, maintaining or supporting the character of an area? Does it function as a landmark within its geographic context?

Archaeological Potential

Where required, the report should explain whether or not the property has archaeological potential as determined by a licensed archaeologist through the completion of a Stage 1 report and indicate if there are existing assessments on file or if further assessments are required.

Formal Recognitions

This section identifies all pre-existing heritage designations, listings or easements connected to the property by municipal, provincial or federal authorities.

Images

Each report should include visual documentation comprised of current and historic photographs, maps, plans and drawings, including:

- *a map showing the location of the property within its community (such as a Ministry of Natural Resources 1:10,000 series map)*
- *the ORC Installation Plan (if available)*
- *the ORC GIS image (if available)*
- *photographs that accurately represent the property and its heritage attributes.*

Each image should be captioned with the provenance and the date it was taken. An in-text reference to each image should be made in the body of the report.

Supporting Documentation

This section is comprised of tombstone data for each building and landscape element at the property and a chronology documenting the history of the property.

The tombstone data section provides a snapshot reference of each building. Much of the information comes from ORC databases. It is particularly important for properties comprised of several resources and should include:

- *exterior photo*
- *installation number*
- *building number*
- *building name*
- *ORC region*
- *street address*
- *community*
- *status (owned or leased)*



- *ministerial authority*
- *construction date (from – to)*
- *construction date source*
- *date(s) of addition(s)*
- *reference to date(s) of addition(s)*
- *architect/landscape architect/builder*

The chronology is a compilation of fully referenced citations from primary and secondary sources (particularly from the annual reports of the Department of Public Works) that identifies major changes to the property. The purpose of the chronology is to document the property to a sufficient degree that further substantive research is not necessary.

Resources

This section contains a bibliography of secondary sources consulted, a list of primary sources consulted and a list of persons consulted with the date of consultation.

Evaluation Recommendations

This section contains two parts – Evaluation Criteria and Evaluation Results. This section should be submitted under separate cover from the main report.

In Evaluation Criteria, the author of the report should evaluate each property as a whole using the ORC Built and Landscape Resources Evaluation Criteria. The response to each criteria requires a rating and the rationale for the rating. The evidence supplied in the rationale will help support the writing of the Statement of Heritage Value for the Heritage Place.

For multi-resource properties, the rationale should refer to both the property as a whole and to specific cultural heritage resources within it. In Evaluation Results, the author of the report should:

- *recommend whether or not the property is of significant heritage value*
- *recommend the resource(s) that contribute to the heritage value of the property*
- *list the resource(s) that do not contribute to the heritage value of the property*
- *confirm the existing boundary for the property or propose a new boundary*

The evaluation recommendations will be reviewed by the ORC Heritage Committee and confirmed or revised.

Draft Statement of Heritage Value

When the recommendations in the Built and Landscape Resources Evaluation Report support the categorization of all or part of the property as an ORC Heritage Place, the author should also prepare a draft Statement of Heritage Value.

Other Formatting Issues

The Built and Landscape Resources Evaluation Report should:

- *use footnotes or endnotes in a consistent scholarly style*
- *use a footer containing the project number, the N-number of the property and its name*
- *use the file name convention – N-number, Heritage, [Consultant Name], MM/YY – for the file name*
- *ensure that electronic versions of site visit photos are submitted to the ORC Heritage Staff*
- *use the file name convention – N-number, B-number, brief description – for photos from site visits and historic photographs*



Built and Landscape Resources
Evaluation Form:
Part 1 – Evaluation Criteria

| Theme: Historical Value – How strong are the connections between the place and its related historic themes, cultural patterns, people, events or organizations? | | | |
|--|---|--|--|
| Criteria | | Analysis | Rating |
| Historic Theme/ Cultural Pattern | What is the strength of the place’s association with a broad historic theme or cultural pattern of significance? | <p>What is the associated historic theme or cultural pattern?</p> <p>How significant is this theme or pattern in the history of the province?</p> <p>In the context of comparative places associated with this theme or pattern, how well does this place illustrate the theme or pattern?</p> | <p>High</p> <p>Moderate</p> <p>Low</p> |
| Local History | What is the strength of the place’s association with the historic evolution of the area? | <p>What is the associated community phase or milestone?</p> <p>How significant is this phase or milestone in the history of the community?</p> <p>In the context of comparative places associated with this phase or milestone in the community, how well does this place illustrate the phase or milestone?</p> | <p>High</p> <p>Moderate</p> <p>Low</p> |
| Person/ Event/ Organization | What is the strength of the place’s association to an historic person, historic event and/or historic organization of significance? | <p>Who or what is the historic person, event or organization?</p> <p>How significant is the person, event or organization in the province or community?</p> <p>In the context of comparative places associated with this person, event or organization, how direct is the association with this place?</p> | <p>High</p> <p>Moderate</p> <p>Low</p> |

| Theme: Design Value – How well does the place serve as a physical record of its time? | | | |
|--|---|--|---------------------------------|
| Criteria | | Analysis | Rating |
| Style/Type/ Tradition | What is strength of the place as an expression of a design style, design type or design tradition? | What is the recognized design style, type or tradition? In the context of comparative places of this design style, type or tradition, how well does this place illustrate the style, type or tradition? | High Moderate Low |
| Function | What is the strength of the place as an expression of a functional design approach that reflects the historic use(s) of the property? | What is the historic functional design approach of the place? In the context of comparative places that use this functional design approach, how well does this place illustrate the functional design approach? | High Moderate Low |
| Fabric | How well does the place serve as documentary evidence of historical materials and construction techniques? | What are the historical materials or construction techniques? In the context of comparative examples of these historical materials or construction techniques, how well does this place illustrate these materials or techniques? | High Moderate Low |

| 3. Theme: Current Contextual Value – How important is the place to the community? | | | |
|--|---|--|---------------------------------|
| Criteria | | Analysis | Rating |
| Social Meaning | What is the social value of the place to an identifiable community? | In what way is this place significant to an identifiable community (e.g. symbolic meaning, ongoing use for community or sacred events, etc.) What is the social or geographic community that considers this place significant? In the context of comparative places, how important is this place to the community? | High Moderate Low |
| Environment | What is the strength of the place in contributing to the character of its surroundings? | What is the character of the place's surroundings? How important is the place in contributing to the character of its surroundings? | High Moderate Low |



**Built and Landscape Evaluation Form:
Part 2 – Evaluation Results**

Part 2: Evaluation Results

The [property name, N-number]:

- (a) is recommended as an ORC Heritage Place
- (b) is not recommended as a heritage place.

The boundaries of the recommended ORC Heritage Place are:

- (a) the same as the boundaries of the installation.
- (b) different than those of the installation, as follows:
[use a narrative or graphic description].

The significant heritage values of the recommended ORC Heritage Place are: [use brief narrative to describe].

The following resource(s) contribute to the heritage value of the recommended ORC Heritage Place:

| Name | B-number |
|------|----------|
| | |

The following resource(s) do not contribute to the heritage value of the recommended ORC Heritage Place:

| Name | B-number |
|------|----------|
| | |

The following resource(s) could not be assessed for their contribution to heritage value as they are less than 20 years of age:

| Name | B-number |
|------|----------|
| | |

**ORC Heritage Committee
Decision Form**

| |
|--|
| Property Name: |
| Installation Number: |
| The ORC Heritage Committee decided that this property: is categorized as an ORC Heritage Place; OR is not an ORC Heritage Place (detail rationale for decision). |
| The boundaries of the ORC Heritage Place should be: the same as the boundaries of the installation; OR new boundaries, as described here (provide a narrative or graphic explanation to describe the new boundaries) |
| The heritage value(s) of the ORC Heritage Place is/are: |
| The following realty assets are resources that contribute to the heritage value(s) of the Heritage Place (list B-number and land parcels): |
| The following realty assets do not contribute to the heritage value(s) of the Heritage Place (list B-number and land parcels): |
| A Statement of Heritage Value for the Heritage Place is attached. |
| Evaluators: |
| Date of Evaluation: |



Statement of Heritage Value

What is a Statement of Heritage Value?

The Statement of Heritage Value is an essential tool for documenting and communicating the heritage values of an ORC Heritage Place. It explains in a concise form what the Heritage Place is, why it is important and the key attributes of resources – materials, features, proportions, spatial relationships, views, artefacts and uses – that should be preserved to maintain heritage value.

A Statement of Heritage Value is drafted by a heritage specialist and confirmed by the ORC Heritage Committee at the time that a property is evaluated or after an archaeological site has been identified. For built and landscape resources, the Statement's content is based on the Built and Landscape Resources Evaluation Report used to evaluate the property. For archaeological sites, the archaeological assessment report prepared by a licensed archaeologist serves as the main source of evidence for the Statement of Heritage Value.

The Statement of Heritage Value is the foundation of decision making concerning the conservation of a Heritage Place. Property managers and other professionals should consult the Statement of Heritage Value to understand the potential affect that an undertaking might have on the heritage value of a property.

Format and Content of the Statement of Heritage Value

The Statement of Heritage Value is a summary document comprised of three parts:

- *Description of Heritage Place*
- *Heritage Value*
- *Heritage Attributes*

Description of Heritage Place

The Description of Heritage Place is written in a narrative to answer four main questions about the property:

- *what is it?*
- *where is it?*
- *what is in it?*
- *what are its boundaries?*

What is it? The answer should name the type of property and its main time period of origin or construction. Where the property is extensive, the answer may indicate the size or scale of the place.

Where is it? The answer should briefly describe the surrounding environment of the property to give a sense of geographic context.

What is in it? The answer should briefly indicate the principal resources of the property that contribute to its heritage value. Resources could include buildings, roadways, landscape features, topographic features and archaeological sites. Where applicable, resources should be referred to by their asset codes.

What are its boundaries? The answer should indicate the extent of the formal recognition to give the reader a clear sense of which resources located on the property are included and which are not.

The ORC Heritage Committee can confirm or revise the boundaries proposed by the author of the Built and Landscape Resources Evaluation Report or the Archaeological Assessment. The final Statement of Heritage Value should reflect the Committee's decision regarding boundaries.



Heritage Value

The Heritage Value section explains why the place is significant to a community and should be categorized as an ORC Heritage Place. The community can be a group defined by geography (a neighbourhood, a municipality, a region or a province) or by common interests. Traditionally, heritage places were valued mainly for their historical associations, architectural quality or archaeological importance. Today, heritage places are valued for a broader range of meanings that can include social value, spiritual value and cultural associations.

A single place may have more than one heritage value. It may be valued for different reasons by different communities of people and its values may change over time as the understanding of its history develops and the needs and context of the community change.

The description of each heritage value should include a statement of the value followed by an explanation that sets out the comparative context and the reasons why the historic place is significant within that context. The Heritage Value section focuses on those values that were ranked as 'High'.

In most cases, heritage value can be explained in two paragraphs. Where there are multiple heritage values, the Heritage Value section may be longer.

Heritage Attributes

The Heritage Attributes section sets out the principal features of the property that embody its heritage value. It translates the heritage value into concrete form and provides a description of what must be protected when managing the Heritage Place.

The Heritage Attributes section will be used to determine whether Heritage Impact Assessments are needed before undertakings are begun and to develop Conservation Plans. It should provide sufficient detail so that those involved in planning undertakings to the Heritage Place will clearly understand which elements are essential to the heritage value of the property.

Typical heritage attributes of built and landscape resources of a heritage place can include:

- *style, scale, massing and composition*
- *design features*
- *decorative detailing*
- *landscape features and plantings*
- *the interior layout of buildings*
- *the exterior spatial configuration of a grouping of buildings, structures and landscape features*
- *archaeological resources*
- *functional features*
- *materials and craftsmanship the relationship between the property as a whole and its broader setting*
- *views to and from the property and its surroundings*
- *the ways in which people use the property*
- *customs and traditions associated with the property*

The Heritage Attributes section should be written in point form. It should clearly identify the resources that contribute to heritage value, as well as the relevant features of those resources. Each point should refer to a type of heritage attribute, as suggested above.

Where a Heritage Place has multiple values or multiple resources, it may be useful to divide the heritage attributes into sections. Where a place has more than one heritage value, the heritage attribute associated with each value could be listed separately under a heading naming that value. Alternately, where a place has multiple resources, the elements relating to the place as a whole, and the elements relating to each of the principal resources within the place, may be listed separately under headings naming each resource.

The description of each heritage attribute should provide a clear link between the heritage value of the property and its existing features. It is more than a list of property features. Each element must relate directly to a heritage value. Only the principal heritage attributes that embody the heritage value of the property should be included. Features that do not contribute to the heritage value of the place should not be included. Features that no longer exist should not be included.

Rather than listing all elements, the Heritage Attributes section should point readers towards where value is embodied. The writer can identify broad categories and sub-categories of elements, followed by inclusive language (“including”, “such as”, “as illustrated by”, “as expressed in”, or “for example”) and a list of sample elements.

Conservation advice does not belong in the Heritage Attributes section. Advice on maintenance, repairs or alterations belongs in a Conservation Plan or Heritage Impact Assessment.

Completing the Statement of Heritage Value

Writers should ask themselves these questions to ensure that the draft Statement of Heritage Value is complete:

- *Do the three sections of the Statement of Heritage Value work together?*
- *Do the Heritage Value and Heritage Attributes sections refer to the property as it is described in the Description of Heritage Place?*
- *Do the heritage attributes relate directly to the heritage values explained in the Heritage Value section?*
- *Do the heritage attributes accurately reflect the features that currently exist at the site?*
- *Is the Statement of Heritage Value brief, concise and clear?*
- *Would I be able to make management decisions about the Heritage Place based on the heritage attributes identified here?*

**Sample Statement of Heritage Value
for a Single-resource Property:
Russell Land Registry Office**

Description of Heritage Place

The Russell Land Registry Office (B12954) is a one-storey, brick structure constructed in 1874-5 with a one-storey wood-frame-and-brick addition built 1978-9. It is located on a .040-hectare lot in central Russell on the village's main street. The heritage place is the building on its lot.

Heritage Value

The heritage value of the Russell Land Registry Office resides in its history and architecture. The building is associated with the provincial government's role in ensuring that land registration was undertaken in a uniform manner across Ontario. Built to a standard plan developed by the Department of Public Works in 1868, the Russell Land Registry Office was one of several constructed in counties across Ontario during the late 19th century.

In their design and fireproof construction techniques, registry offices reflected the paramount importance placed on the safety of land registration documents by the Province. This is exemplified by the fact that the Russell Land Registry Office was one of the few buildings to survive a major fire in 1915 that destroyed over 20 buildings in the village.

Heritage Attributes

Key attributes that relate to the heritage value of the Russell Land Registry Office are:

- its Romanesque Revival architecture, evident in the symmetrical front façade, semi-circular arched window and door openings, brick pilasters, arcading and decorative brick work;
- its secure and fireproof construction, including stone foundation, double brick walls and barrel vaults; and
- its prominent location on Russell's main street.

**Sample Statement of Heritage Value
for a Multi-resource Property:
Regional Mental Health, St. Thomas**

Description of Heritage Place

Regional Mental Health, St. Thomas, is a 71-hectare site, set on a flat, rectangular piece of land in a rural area just south of the city of St. Thomas. The eastern portion of the site contains a grouping of interconnected, low-rise, stone-faced buildings erected between 1938 and 1939. A grouping of service buildings, including a powerhouse and laundry, is located to the north of the main complex. A set of utilitarian farm buildings from the 1950s are located at the far western edge of the property. The site also contains a house and shed from a 19th-century farmstead. The main complex is surrounded by a ring road. Mature trees line the perimeter of the complex, as well as the eastern boundary of the site along Sunset Drive. Almost two-thirds of the site consists of open fields used for farming.

The heritage place consists of approximately 71 hectares of land, with 39 buildings, many of which are connected by tunnels. The majority of buildings were built in 1939 when the mental health facility was established. They include: six pavilions (B12130/1/2/3/4/5); a dining hall (B12127); a kitchen (B17901); an administration building (B12120); a hospital group of buildings (B12123.4.5); a medical building (B12126); a laundry building (B12137); the Elgin Building (B12128); the Tri-County Building (B12129); the powerhouse (B12136); and the central garage (B12138). There are several earlier farmstead buildings, as well as a number of ancillary structures and farm buildings built in the 1950s and 1960s at the farthest eastern portion of the site.

Heritage Value

Regional Mental Health, St. Thomas is an impressively designed and executed mental health facility with all its essential landscape and architectural components intact. It reflects emerging modernist tendencies and utopian ideals in both health care and architectural design. The patterns first established here are repeated over and over again for the next 30 years.

The facility is a very coherent and beautiful executed example of Art Deco modernist architecture. Designed and executed in a single building program, the quality of the design and workmanship are exemplary. It reflects strong modernist ideals of simplicity, functionality and hierarchical symmetry. The facility has undergone only minor modifications since construction.

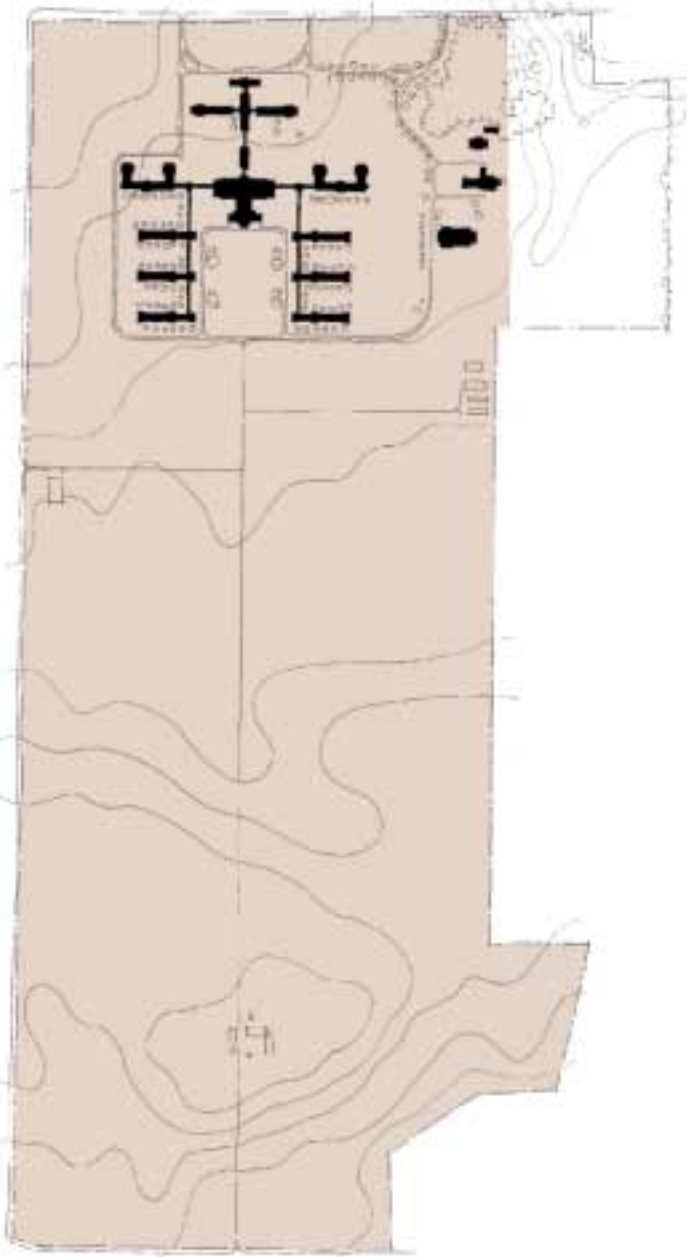
The design of Regional Mental Health, St. Thomas is an early example of a modern, scientific approach to mental health care. Regional Mental Health, St. Thomas is the largest and most elaborate of the custodial care facilities constructed in Ontario in the mid-20th century. The facility uses an organization of space and function, and modern, easy-to-care-for materials that went on to become common in later facilities and in retrofits of earlier facilities.

Heritage Attributes

The key attributes that relate to the heritage value of Regional Mental Health, St. Thomas are:

- the spatial organization of the site, including the placement of the main complex in the centre of the north-south axis;
- circulation patterns, including the curvilinear driveway at the front of the main complex, the ring road surrounding the complex, and the walkway leading from the main entrance of the complex on an axis with the former nurses' residence across the road;
- the use of symmetry throughout the complex to enhance the modernism of the overall design;
- plantings in the landscape, including the use of rows of maples, evergreens, elms, oaks, birch and tulip trees to reinforce the strict geometry of the buildings;
- remnants of the former nursery, located on the northwest corner of the property;
- buildings and landscape elements related to the institution's farm activities, including the open fields, the complex of agricultural buildings on the east end of the property;
- the functional qualities of the organization of the main complex that are associated with its use as a mental health facility in the mid-20th century, including the system of tunnels and above-ground passages, the pavilion, arrangement, with each unit intended to serve a specific purpose, and the symmetry resulting from the requirement to build separate facilities for male and female patients;
- the aesthetic qualities of the Art Deco design, including the series of ocular windows in the passageways, the finely detailed sandstone pilasters and newel posts of the main entrance, the zigzag metalwork of the original window bars, the collection of bas-reliefs, including a set, located on the side facing the fields, that depicts farm animals, the rectangular, horizontal divisions of interior doors with matching sidelight fittings, and the rectangular, horizontal divisions of corner windows;
- original, surviving interior finishings that illustrate the hygienic principles that guided the design of the main complex, including terrazzo floors, ceramic tile wainscots, stone-capped half walls, metal door frames and metal casement windows;
- open areas between buildings, including the central courtyard created by the arrangement of matching sets of male and female pavilions;
- the uninterrupted view of the main complex from Sunset Drive, when approached from the north;
- service buildings that were intrinsic to the functioning of the institution, including the powerhouse, the laundry and the garage; and
- components associated with patient labour, including the shop, the laundry building, the kitchen, the fields and the farm complex.

Dark grey zone indicates recommended cultural landscape of provincial significance



Resources included in the Heritage Place:

Pavilions: (B12130/1/2/3/4/5)

Dining hall (B12127)

Kitchen (B17901)

Administration building (B12120)

Hospital buildings (B12123.4.5)

Medical building (B12126)

Laundry (B12137)

Elgin Building (B12128)

Tri-County Building (B12129)

Powerhouse (B12136)

Central garage (B12138)

Farm lands extending south of the main complex.

Purpose and Scope of the Report

A Conservation Plan provides an integrated approach to determining the appropriate balance between the conservation of heritage value and the ongoing use of an ORC Heritage Place. Conservation plans are most effective when they are completed before management, disposition or development proposals are made.

As a planning tool, the Conservation Plan links conservation needs to broader realty issues associated with the property. The Conservation Plan anticipates that the property's use, urban context, physical condition and financial value will change over time. It ensures that a plan of action is in place to protect heritage value through numerous undertakings.

A Conservation Plan is a positive management tool that helps manage change, rather than putting forward prescriptive dos and don'ts. It should be simple, clear and precise, to allow it to retain its relevance over time and through numerous undertakings to the property. The primary goal of the Conservation Plan is to ensure that heritage value is maintained as much as possible while addressing realty obligations, occupancy requirements and available resources.

Briefly, a Conservation Plan:

- *describes what needs to be done on the ORC Heritage Place to ensure the preservation of its heritage value, when it should be done, and why*
- *sets out the conservation treatment category appropriate to each resource of heritage value within the property, including the landscape of the property*
- *translates the treatment category into a strategy concerning one-time actions and day-to-day activities that can be implemented by property managers*
- *provides guidance on costs for treatments*
- *establishes a baseline for the evaluating impacts of future undertakings*

- *recommends policies that can address conflicting needs, objectives and constraints for the property*

Most importantly, the Conservation Plan ensures informed decision making about the Heritage Place.

This guide outlines a standardized approach to developing a Conservation Plan.

Conservation Plan Recommendations

A Conservation Plan makes recommendations for the ORC Heritage Place as a whole, as well as for contributing heritage resources. The recommendations can be divided into two types:

- *policy and development*
- *conservation treatment and monitoring*

Policy and development recommendations articulate the actions required to implement the vision for the ORC Heritage Place by addressing high-level issues such as: ownership; strategies for agreements with adjacent property owners; options concerning public access; and agreements/support from other agencies and ministries within government on any number of cultural or non-cultural issues. This set of recommendations also concerns options, such as demolition, replacement or development, that may be required to allow the plan to proceed, either due to land-use issues or financial considerations. Policy recommendations may also concern municipal planning strategies, tourism initiatives, land-use by-laws or provincial land-use policies or regulations that may have an impact on its effective implementation.

Conservation treatment and monitoring recommendations focus on the resources that contribute to the heritage value of the place. Treatment recommendations fall into three categories:

- *preservation of the property/resources as is*
- *rehabilitation of the property/resources with a greater level of contemporary expression*

- *restoration of the property/resources to re-establish a past appearance and quality*

In almost all cases, no single conservation treatment category will be appropriate for the entire ORC Heritage Place.

Monitoring recommendations concern activities that will be used to determine whether the Conservation Plan is being implemented effectively.

Who Develops the Conservation Plan?

A Conservation Plan will usually be developed by a team of heritage and community experts, usually led by a heritage specialist, architect or landscape architect with heritage expertise.

The quality of the Conservation Plan depends on the expertise of its development team. A Conservation Plan also needs input from those who have an interest in the site, including external stakeholders. Whether individuals are drawn from ORC staff or outside consultants, the team members must have adequate training and experience in heritage conservation. In addition, their expertise must be relevant to the specific type (architectural, landscape, engineering and/or archaeology) of heritage resource(s) being conserved.

The fields of expertise of additional members will depend on the expertise of the team lead and the complexity of the project. Input is usually needed from:

- *landscape architects, planners, historians, archaeologists, cost consultants and real estate advisors*
- *ORC staff, including the property manager and the ORC Heritage Staff*
- *individuals familiar with the social value of the property, including its educational and recreational roles*

Identifying an appropriate consultation strategy is one of the most important tasks of the Conservation Plan team lead. The team must

determine if the only requirement is input at the beginning of the planning process or if consultation on options is also required. The property manager is usually well-positioned to provide guidance on whether both input and consultation is needed and to help understand stakeholders and issues. Community input into the Conservation Plan helps ensure that any recommendations balance community concerns, heritage objectives and reality issues.

Format and Content of the Conservation Plan

The Conservation Plan should be structured to address the specific requirements of the property. A typical plan will include:

- *Executive Summary*
- *Introduction*
- *Background*
- *Current Conditions*
- *Statement of Heritage Value*
- *Vision*
- *Recommendations*
- *Costing*
- *Implementation Strategy*

Executive Summary

The executive summary should explain the significance of the ORC Heritage Place, identify key issues and list recommendations.

Introduction

The introduction to the Conservation Plan should define an overall vision for the ORC Heritage Place. It should also provide benchmark information about the property and its heritage resources and highlight key recommendations in the areas of policy, development, conservation treatment and monitoring.

Background

The background section of the Conservation Plan should describe the ORC Heritage Place in detail, analyze how it has changed over time, discuss its current management and use, and identify any known gaps in knowledge. It can be supplemented by existing or commissioned reports, such as condition reports, archaeological assessment reports, traffic studies, business cases and the municipal heritage district plan. Reference documents should be attached as appendices or



clearly cited. As well as providing the basis for recommendations, these documents will be used by future property managers and developers in the ongoing life of the property.

The background information can be divided into historical evolution and current conditions.

Historical Evolution

This section will likely rely on the Built and Landscape Evaluation Report for the Heritage Place. The section should recount the physical history of the Heritage Place in the context of the larger property. It should consider:

- *the property's original design intentions and subsequent design evolution*
- *comparative examples at the local and provincial level*
- *the history of the property's use and context recent historical events that affect the property, including area planning initiatives, heritage district designations and environmental issues*

Current Conditions

This section should document and discuss the current condition of the Heritage Place and any resources that contribute to heritage value. The analysis of current conditions allows the author to assess the risk of possible loss of heritage value and provides a basis for recommendations about the use and heritage conservation of the Heritage Place. It also establishes a benchmark for monitoring the Plan's implementation.

Current conditions should be examined and discussed in the areas of conservation, policies and real property issues. The following subjects would typically be discussed in this section:

- *the physical state of the property and its assets*
- *the current physical, social and economic conditions of the community surrounding the property*
- *current strategic issues affecting the property, including any anticipated projects*

- *Government of Ontario policies and legislation that apply to all properties, such as the Accessibility for Ontarians with Disabilities Act, 2005*

- *investment decisions imposed by the ORC*

- *policy obligations and program needs of the client ministry*

- *municipal planning requirements and expectations*

- *heritage issues if the property is located within a heritage conservation district or adjacent to another heritage property*

- *expectations of the general public concerning use of and access to the property*

Statement of Heritage Value

Heritage value is determined during the evaluation phase of the Heritage Management Process. The Statement of Heritage Value explains why the property is significant and identifies the features of the property that must be preserved in order to protect its heritage significance. The Statement of Heritage Value is the key document on which the conservation approach for the property is based. The Statement of Heritage Value, including a map of the ORC Heritage Place, should be reproduced in whole within the body of the Conservation Plan.

If additional research and analysis conducted for the Conservation Plan suggests that the Statement of Heritage Value is out of date or incorrect, ORC Heritage Staff should be notified. Amendments to the Statement of Heritage Value require the approval of the ORC Heritage Committee. New information may also warrant a re-evaluation of the property.

Vision

The primary responsibility of the author of the Conservation Plan is to set out a vision for the protection of the Heritage Place. The vision addresses the place as a whole, as well as specific key resources within it. It covers:



- *short- and long-term realty options that might affect the heritage place*
- *appropriate conservation treatment categories – preservation, rehabilitation or restoration – for the Heritage Place and its contributing resources*
- *strategies that are most likely to lead to a successful balance between conservation and occupancy objectives*

The realty options should look forward a minimum of 10 years. The extension of the current use will often be a reasonable option. The Conservation Plan should identify the property option that is best suited to the conservation of the heritage place, but also demonstrate how conservation goals can be achieved if other options are followed.

Conservation Plan Recommendations

A Conservation Plan makes recommendations for the ORC Heritage Place as a whole, as well as for contributing heritage resources. The recommendations can be divided into two types:

- *policy and development*
- *conservation treatment and monitoring*

Policy and development recommendations articulate the actions required to implement the vision for the Heritage Place by addressing high-level issues such as ownership, strategies for agreements with adjacent property owners, options concerning public access, and agreements/support from other agencies and ministries within government on any number of cultural or non-cultural issues. This set of recommendations also concerns options, such as demolition, replacement or development, that may be required to allow the plan to proceed, either due to land use issues or financial considerations. Policy recommendations may also concern municipal planning strategies, tourism initiatives, land-use by-laws or provincial land-use policies or regulations that may have an impact on its effective implementation.

Conservation treatment and monitoring recommendations focus on the resources that contribute to the heritage value of the place. Treatment recommendations fall into three categories:

- *preservation of the property/resources as is*
- *rehabilitation of the property/resources with a greater level of contemporary expression*
- *restoration of the property/resources to re-establish a past appearance and quality*

In almost all cases, no single conservation treatment category will be appropriate for the entire ORC Heritage Place.

Monitoring recommendations concern activities that will be used to determine whether the Conservation Plan is being implemented effectively.

Recommendations

Conservation Plans should include recommendations in the following areas:

Policy & Development

- *priorities and phasing*
- *ownership*
- *land-use options*
- *development/renewal*
- *occupancy*

Conservation Treatment & Monitoring

- *improved environmental performance*
- *specialized conservation and design requirements*
- *archaeology*
- *maintenance and repair programs*
- *monitoring*
- *heritage awareness*



The Conservation Plan author may also include other types of recommendations, depending on the specific context, challenges and opportunities of the heritage place.

All of the recommendations must be consistent with the vision for the heritage place and its conservation objectives.

Under Policy & Development: Priorities and Phasing

The recommendations should identify any actions, including agreements and maintenance/repair interventions, that should receive priority for immediate action to reduce the risk of loss of heritage value. The recommendations may also organize recommendations into appropriate phases.

Ownership

In some instances, the ownership of an ORC Heritage Place may be in transition, or it may not be conducive to conservation objectives. In these cases, the Conservation Plan should discuss the impact that changed ownership may have on heritage value and recommend whether alternative ownership arrangements be considered or not.

Land-use Options

The ORC Heritage Place may be part of a larger property that is under review for municipal zoning or other land-use plans. The Conservation Plan may have recommendations concerning the most effective ways to sever parts of the property for disposal or discrete occupancies. The recommendations may also involve requests for changes to official plans, secondary plans or transportation plans.

Development/Renewal

Renewal and development recommendations concern options for the property as a whole that are most likely to balance conservation objectives of the heritage place with realty considerations and community economic development goals. Recommendations concerning the type of occupancy (e.g. institutional or shared) are appropriate in this section, as are recommendations concerning the scale, general design and location of new development. Assets within the Heritage Place that are ideally suited to development or large-scale renewal should also be identified here.

The Conservation Plan needs to consider whether the property's use can be changed and what type of use would be best suited to protecting the ORC Heritage Place. While continuing use is important to ensure the protection of heritage value, the issue is whether certain uses should be avoided because they will compromise heritage value.

Occupancy

The occupancy of a heritage place is critical to its long-term conservation. This set of recommendations will include a wide variety of potential subjects, all related to the use of the ORC Heritage Place. In some cases, the recommendations in this section may overlap with recommendations in another section. Typical subjects in the occupancy section are:

- *space requirements*
- *circulation systems*
- *barrier-free access*
- *health and safety issues*
- *security*
- *structural upgrading*
- *new additions*
- *demolitions*
- *decommissioning*
- *occupancy agreements*

These subjects are typical to most property projects. In the case of Heritage Places, however, the recommendations must also address conservation objectives. In the case of new additions, for instance, the implementation of the recommendations should lead to enhancement of heritage value. Similarly, the Conservation Plan may put forward recommendations concerning the wording of occupancy agreements to ensure that heritage value is respected.

Security issues can be of specific importance to a Heritage Place due to a sensitive use, to the monetary value of particular physical features of the properties, or to the general need to address security in a more pro-active manner for all provincial properties. The Conservation Plan should identify actions and design alternatives that can reduce the negative impacts that security requirements may have on a Heritage Place.

Under Conservation Treatment & Monitoring: Improved Environmental Performance

Environmental considerations are most likely to include energy efficiency, removal of dangerous substances, use of sustainable products and processes, and the protection of environmentally sensitive areas. In all cases, recommendations should be made with due regard to immediate and longer-term implications and to local and broader consequences.

Specialized Conservation and Design Requirements

One of the principal tasks of the Conservation Plan is to identify preservation and restoration treatment projects, as well as design approaches, that are outside normal operational and maintenance activities but are required to maintain or enhance heritage value. Typical projects may include:

- *restoration of exterior or interior finishes*
- *preservation of circulation systems on a property*
- *removal of additions that compromise heritage value*
- *specialized masonry and carpentry repairs*
- *landscape conservation activities*

Design recommendations will likely include guidelines on appropriate styles and materials of buildings, additions and landscape elements.

Archaeology

Archaeological sites must be addressed directly in the Conservation Plan on the advice of a licensed archaeologist. Preservation is often the most appropriate treatment category for archaeological resources. Preservation may lead to protecting resources in-situ or to protecting the information contained in the resources through site investigation and excavation.

Maintenance and Repair Programs

The Conservation Plan should contain the key recommendations for maintenance, repair, and interim protection activities. A detailed maintenance program, which may include provisions for decommissioning certain assets as well as a list of immediate repairs, can be attached as an appendix to the report. It should provide a reasonable estimate of costs and level of efforts and identify whether the work is within the skill set of the current property maintenance team or whether specialists will be needed for some work. The maintenance program should cover everything that contributes to the heritage value of the property, including buildings, landscapes, access points and circulation systems.

Monitoring

The Conservation Plan should include a program to monitor its implementation and determine when a review or revision of the plan is necessary. A successful monitoring program will likely require a baseline heritage recording survey to be completed at the time that the plan is approved. The baseline recording can also serve as a useful technical reference for work on the heritage place, as well as guide to determine whether changes are contributing to the protection of heritage value.

Heritage Awareness

Community support for conservation initiatives should not be taken for granted, especially when the ORC Heritage Place is in poor condition before conservation begins. The Conservation Plan should address any opportunities for public access to the Heritage Place and its contributing resources, even when restricted to specific times or events such as a Doors Open event. If physical access is not possible, alternative approaches to experiencing and understanding the place should be proposed.

Costing

Estimates of the cost for implementing specific recommendations, especially technical ones related to occupancy, improved environmental performance and conservation treatments, should be included in the Conservation Plan. The estimates should give stakeholders information relevant to choosing priorities and planning activities. Typical estimate categories will include:

- *landscape maintenance*
- *architectural services*
- *technical conservation services*

Implementation Strategy

Ideally, the Conservation Plan will be implemented as part of an integrated asset management plan for the property. Where this is not feasible, the Conservation Plan can be implemented as a stand-alone plan, supported by general property management tools. In either case, the design of the Conservation Plan should permit it to be implemented directly by the property manager.

Purpose and Scope

A Heritage Impact Assessment examines the impacts of a proposed undertaking on the heritage attributes of a property and puts forward alternatives that can reduce negative impacts on heritage and improve benefits to be gained by the undertaking. The Heritage Impact Assessment is a short-term review mechanism that ensures the broader heritage property mandates of the ORC are applied to individual projects as they occur.

A Heritage Impact Assessment is prepared by a qualified heritage specialist. It examines whether an undertaking is meeting conservation standards and guidelines appropriate for the heritage resource affected by the undertaking. If the undertaking is not appropriate in whole or in part, the author of the Heritage Impact Assessment is expected to propose alternatives to achieve the same objectives. In exceptional cases, where no viable alternatives can be found, the objectives themselves have to be reconsidered.

The Heritage Impact Assessment ensures that an ORC Heritage Place is appropriately conserved in the course of major undertakings. It functions as an alternative to a Conservation Plan and is an important component of a responsive approach to conservation.

When is a Heritage Impact Assessment Needed?

A Heritage Impact Assessment is needed whenever a proposed undertaking may affect the heritage attributes of an ORC Heritage Place, and there is no Conservation Plan in place. A Heritage Impact Assessment is also needed if the proposed undertaking is outside the scope of the Conservation Plan and may affect heritage attributes.

The heritage attributes of each ORC Heritage Place are set out in the Statement of Heritage Value for that place. Undertakings that might affect heritage attributes could include a wide range of activities from major to seemingly minor, depending on what has been defined as a heritage attribute of that particular Heritage Place. Undertakings that might affect heritage attributes could include:

- *an addition to or alteration of a building*
- *demolition of all or part of a building*
- *construction of a new building on the same site*
- *replacement of or repairs to a roof or other building finish*
- *alterations to landscaping including new plantings or reconfiguration of pathways and roads*
- *interior partitioning*
- *replacement of windows*
- *creation of barrier-free access*
- *installation of an HVAC system*
- *installation of new signage*

A Heritage Impact Assessment is not normally required for ongoing maintenance activities such as cleaning, painting, sealing, snow removal, pruning and mowing. Decisions on whether heritage attributes are affected should always be based on the Statement of Heritage Value.

The ORC Heritage Staff is the final arbiter of whether a Heritage Impact Assessment is needed for a proposed undertaking. The ORC project or property manager should notify the ORC Heritage Staff whenever he/she believes that a proposed undertaking might affect the heritage attributes of the ORC Heritage Place. Where there is a Conservation Plan in place, and the project or property manager believes the proposed undertaking is outside the scope of the Conservation Plan, the property manager should always contact the ORC Heritage Staff for confirmation.

The Heritage Impact Assessment should be requested and prepared early in the design process for an undertaking because it may require a rethinking of the overall design direction.

Who Prepares the Heritage Impact Assessment?

A Heritage Impact Assessment should be prepared by a heritage specialist with expert knowledge of heritage conservation standards and practices and sensitivity to real property management objectives and land-use strategies. In cases where archaeological sites are affected by a proposed undertaking, a licensed archaeologist must be involved in the assessment. The heritage specialist should have expertise in the particular type of resource in question. In some cases, the designer of the undertaking will also be qualified to prepare the Heritage Impact Assessment. Where the designer does not have heritage expertise, a separate heritage specialist should be retained to prepare the Heritage Impact Assessment.

For complex properties with a combination of heritage buildings, landscapes, engineering structures or archaeological sites, the Heritage Impact Assessment should be written by a team consisting of a conservation specialist in architecture, landscape architecture or engineering

and a historian or archaeologist who can provide input into the consideration of impacts and mitigation options. A Conservation Plan is often a more appropriate option for complex properties.

Format and Content of a Heritage Impact Assessment

The content of the Heritage Impact Assessment should include:

- *Description of the Property*
- *Statement of Heritage Value*
- *Description of the Proposed Undertaking*
- *Conservation Objectives*
- *Impact Assessment: assessment of the proposed undertaking on the heritage value of the property*
- *Recommendations and Mitigation*

Description of the Property

The Heritage Impact Assessment should begin by describing the ORC Heritage Place that will be affected by the undertaking. In some cases, the affected property may be larger or smaller than the ORC Heritage Place.

Statement of Heritage Value

Heritage value is determined during the evaluation phase of the Heritage Management Process. The Statement of Heritage Value explains why the property is significant and identifies the features of the property that must be preserved in order to protect its heritage significance. The Statement of Heritage Value is the key document on which the Heritage Impact Assessment is based. The author of the Heritage Impact Assessment may also conduct a site visit of the Heritage Place and review the Built and Landscape Resources Evaluation Report to ensure a solid knowledge of the current state of the property and its heritage attributes.



Description of the Proposed Undertaking

The Heritage Impact Assessment should be based on detailed information about the proposed undertaking and its realty context. The author should obtain information on the real property objectives that precipitated the undertaking, as well as occupancy objectives, environmental issues, design drawings or specifications and municipal planning considerations. The author may also conduct a site visit to better understand the scope and potential impact of the proposed undertaking. Drawings, specifications and detailed descriptions may be submitted as appendices if these documents cannot be easily accessed by the ORC Heritage Staff.

Conservation Objectives

The Heritage Impact Assessment must identify the conservation objectives (preservation, rehabilitation or restoration) appropriate for the resources affected by the undertaking. The proposed undertaking will be measured against the standards and guidelines that apply to the treatment category as well as to the type of resource (buildings, landscape, archaeological site or heritage area.)

For complex ORC Heritage Places containing assets of different ages and heritage values, it is reasonable to assume that there will be one category of undertaking for the overall property, but varying conservation objectives for components within the property. Within an overall rehabilitation mandate for a complex site, one building may be identified as suited to a preservation objective and portions of the landscape identified for restoration. Every resource with heritage value needs to have an identified conservation objective before an undertaking is made.

The author of the Heritage Impact Assessment should consult with the ORC Heritage Staff to confirm which conservation objective is appropriate for the ORC Heritage Place or component parts. The conservation objective(s), the logic used to identify it, and the standards and guidelines applicable to that objective, should be documented in the Heritage Impact Assessment.

Impact Assessment

The primary goal of the Heritage Impact Assessment is to examine the impacts – positive or negative – of the proposed undertaking on the heritage attributes of the property and to propose any mitigation measures that are appropriate. The impacts should be analysed in light of the standards and guidelines appropriate for the identified conservation treatment category.

If the undertaking does not fully meet the defined conservation objectives, the author of the Heritage Impact Assessment should determine whether mitigation measures are appropriate. Mitigation measures may include recommendations that concern the final output, such as the design or materials used for the undertaking, or the process, such as the techniques or skills used in carrying out the work.

The standards and guidelines relied upon should be documented in the Heritage Impact Assessment. Any other heritage principles and practices relied upon should also be documented.

Recommendations and Mitigation

The Heritage Impact Assessment should conclude by summarizing the heritage specialist's recommendations on whether the project should proceed as planned or be revised to include mitigative measures.

Approval of the Heritage Impact Assessment

The Heritage Impact Assessment is approved by the ORC Heritage Staff. Where the proposed undertaking is complex, involves multiple stakeholders or has far-reaching implications, the ORC Heritage Staff may decide to have the completed Heritage Impact Assessment reviewed and approved by the ORC Heritage Committee.

