



MEMO

TO: Joan Jylanne, Manager of Policy Planning, Planning Services, Community Development, City of Cambridge

FROM: Lindsay Benjamin, MAES, MCIP, RPP, CAHP, Senior Cultural Heritage Specialist; Michael Teal, MES, Archaeology Team Lead

SUBJECT: City of Cambridge Cultural Heritage Impact Assessment Terms of Reference, Conservation Plan Terms of Reference, and Documentation and Salvage Plan Terms of Reference Memo

DATE: June 29, 2023

BACKGROUND

WSP Canada Inc. (WSP) was retained by the City of Cambridge (the “City”) to assist with updating the City’s existing *Detailed Guidelines for the Preparation of Cultural Heritage Impact Assessments Under Policy 4.10 of the City of Cambridge Official Plan (Council adopted May 7, 2012 with Regional Approval on November 21, 2012)*, as well as preparing new Terms of Reference for Conservation Plans (CP) and Documentation and Salvage Plans. This work is being undertaken as a result of a City initiative to streamline the development approvals process, which includes updating Terms of References (ToR) for various studies.

This memo will outline the methodology undertaken to complete the updated Cultural Heritage Impact Assessment (CHIA) ToR and new CP and Documentation and Salvage Plan ToRs, notably consisting of a gap analysis for the CHIA ToR. ToRs for five municipalities were reviewed to assist with identifying portions of the City’s guidance document that could be improved as well as best practices in the preparation of the CP and Documentation and Salvage Plan ToRs. New policy recommendations and a rationale for a recommended approach to updating and preparing the ToRs will also be detailed in this memo. The updated CHIA ToR and new CP and Documentation and Salvage Plan ToRs are appended to this memo as Attachment 1.

METHODOLOGY

CHIA Terms of Reference Gap Analysis

To aid in the preparation of an updated CHIA ToR for the City of Cambridge, similar municipal documents were reviewed to identify content gaps, areas requiring update or opportunities for improvement. CHIA ToRs were reviewed for the following five municipalities:

- City of Waterloo
- City of Hamilton
- City of Kitchener
- Town of Aurora
- City of Toronto



These municipalities were selected as they represent large urban cities with established cultural heritage policies and processes. In particular, the City of Waterloo and City of Kitchener’s CHIA ToRs were reviewed as, where possible, the City of Cambridge would like to use similar documents for development applicants across the three cities in the Region of Waterloo. The City of Waterloo’s CHIA ToR is informed by the City of Toronto and City of Hamilton’s ToR.

Below, Table 1 provides an overview of a gap analysis completed for the five municipal CHIA ToRs and is structured to reflect the presence or absence of common guidance and requirements. The City of Cambridge’s existing *Detailed Guidelines for the Preparation of Cultural Heritage Impact Assessments* is also included to note helpful or absent content.

Table 1: Gap Analysis of Municipal CHIA Terms of Reference

CHIA ToR Content	City of Cambridge	City of Waterloo	City of Kitchener	City of Toronto	City of Hamilton	Town of Aurora
Policy Context	✓	✓		✓	✓	✓
When is a CHIA required?	✓ minimal	✓	✓	✓	✓	✓
Notification		✓	✓		✓	
Qualifications	✓	✓	✓	✓	✓	✓
Principles and guidelines		✓	✓	✓		✓
Ontario Regulation 9/06 criteria						✓
CHIA requirements:	✓	✓	✓	✓	✓	✓
- Executive Summary				✓		
- Background Information	✓	✓	✓	✓	✓	✓
- Historical Research		✓	✓	✓	✓	✓
- Written and photographic description of property and cultural heritage resource	✓	✓	✓	✓	✓	✓
- Measured drawings required	✓	✓ only for resources proposed for demolition				
- Identification/evaluation of cultural heritage value or interest	✓	✓	✓	✓	✓	✓

CHIA ToR Content	City of Cambridge	City of Waterloo	City of Kitchener	City of Toronto	City of Hamilton	Town of Aurora
- Statement of Cultural Heritage Value or Interest		✓	✓	✓	✓	✓
- Summary of integrity and condition				✓		✓
- Description of proposed development/alteration	✓	✓	✓	✓	✓	✓
- Impact Assessment	✓	✓	✓	✓	✓	✓
- Consideration of alternatives	✓	✓	✓	✓	✓	✓
- Mitigation and conservation methods	✓	✓	✓	✓	✓	✓
- Implementation and monitoring plan		✓				✓
- Summary statement and conservation recommendations	✓	✓	✓	✓	✓	
- Conservation recommendations for regionally significant properties		✓				
- Listing/designation recommendation			✓			
- List of cited material					✓	
Links/resources						✓
Review/approval process	✓	✓	✓	✓ minimal	✓	
Includes Conservation Plan guidance						✓
Includes documentation and/or salvage guidance		✓ minimal				

This review indicates the City's existing *Detailed Guidelines for the Preparation of Cultural Heritage Impact Assessments* is not as comprehensive as other municipal CHIA ToRs, with notable gaps observed in guidance related to: proponent notification; principles and guidelines; cultural heritage evaluation criteria; CHIA requirements including an executive summary, details of historical research, a Statement of Cultural Heritage Value or Interest, discussion of integrity and condition, an implementation and monitoring plan, and conservation recommendations for regionally significant properties. The CHIA ToR also does not provide guidance detailing the completion of CPs or Documentation and Salvage Plans.

Conservation Plan ToR Review

Few municipal examples of CP ToRs were identified in Ontario, with two identified for the Town of Aurora and City of Kitchener. As the City of Cambridge does not currently have a guidance document for CPs, a gap analysis was not completed, rather the two municipal ToRs were reviewed and used to inform the City of Cambridge CP ToR included as Attachment 2 to this memo.

Documentation and Salvage Plan ToR Review

Similarly, few municipal examples of Documentation and Salvage Plan ToRs were identified in Ontario, with two identified for the City of Hamilton and Town of Aurora. As such, provincial guidance was also relied upon in the Ministry of Transportation's *Environmental Guide for Built Heritage and Cultural Heritage Landscapes* (2017), which includes direction for documentation and salvage of cultural heritage resources. As the City of Cambridge does not currently have a ToR for documentation and salvage, a gap analysis was not completed. Rather the two municipal ToRs and provincial guide were reviewed and informed the City of Cambridge Documentation and Salvage Plan ToR, included as Attachment 3 to this memo.

RESPONSE TO UPDATED POLICY CHANGES

On January 7, 2023, Ontario Regulation (O. Reg.) 9/06 was amended by the new O. Reg. 569/22: Criteria for Determining Cultural Heritage Value or Interest under subsection 5 (1) of Schedule 6 to the *More Homes Built Faster Act, 2022*. The amended O. Reg 9/06 still requires an evaluation of a potential cultural heritage resource, which is used to inform the preparation of a Statement of Cultural Heritage Value or Interest and list of heritage attributes. In addition, for a potential cultural heritage resource to be designated under Part IV of the *Ontario Heritage Act*, it must now meet two of the criteria of O. Reg. 9/06, as amended by O. Reg. 569/22, rather than one, as previously required. For listing properties on the Municipal Heritage Register, they must only meet one criteria.

The City's updated CHIA ToR has been revised to reflect this legislated change (see Attachment 1).

RECOMMENDED APPROACH / RATIONALE

The following provides a summary of the significant changes and updates reflected in the City of Cambridge CHIA ToR as a result of the gap analysis and request of City staff:

- MHAC authority to scope, waive and approve CHIAs was removed. Staff's authority to scope, waive and approve CHIAs was noted and MHAC's role to review per its consultation duties was clarified.
- Reference to the MHAC subcommittee has been removed.
- Reference to Section 4.10 of the Official Plan has been revised (see the Next Steps section below for recommendations to revise these OP policies).
- Specific details on opportunities to scope a CHIA have been included along with alternative reporting requirements where staff is of the opinion potential impacts to a resource will be minor.
- In terms of minimum CHIA content requirements:
 - An executive summary section has been added, detailing the CHIA's contents to aid staff, MHAC and Council's ease of review.
 - As per guidance taken from the City of Toronto and City of Hamilton CHIA ToRs, clarity on the use of approved Statements of Cultural Heritage Value or Interest and list of heritage attributes to inform the impact assessment or guidance on the preparation of new Statements was added.
 - More detailed guidance has been provided on the assessment of impacts to on-site and adjacent cultural heritage resources consistent with provincial guidance and best practice.
 - Details of specific requirements for alternatives and mitigation measures have been clarified in more detail, along with content requirements for a conservation strategy.
 - Links to useful resources that may aid proponents in the preparation of a CHIA have been provided.

As discussed in previous sections of this memo, new ToRs have been provided for CPs and Documentation and Salvage Plans. The inclusion of guidance for CPs and documentation and salvage within the CHIA ToR was determined to be ineffective as the guidance document became too lengthy and clarity between deliverable requirements was challenging to clearly express. WSP recommends individual ToRs are prepared for each deliverable to avoid any confusion, as per the guidance documents included in Attachment 1, Attachment 2 and Attachment 3. Using this approach, only relevant ToRs will be issued to a proponent, dependant upon their proposed project, and is a best practice observed at the City of Kitchener, City of Hamilton and Town of Aurora.

NEXT STEPS

City staff have reviewed this memo and the draft ToRs and provided comments and revisions, which have been incorporated into the final ToRs.

As a future step, to ensure the CHIA ToR is consistent with the Official Plan, it is recommended that staff prepare an update to Section 4.10.5 of the Official Plan to remove reference to MHAC's authority to scope, waive and approve CHIAs and clarify the Committee's role to review CHIAs per their consultation duties. Staff's authority to scope, waive and approve CHIAs should be clarified in Section 4.10.5.

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Attachment:

Attachment 1: City of Cambridge Cultural Heritage Impact Assessment Terms of Reference

Attachment 2: City of Cambridge Conservation Plan Terms of Reference

Attachment 3: City of Cambridge Documentation and Salvage Plan Terms of Reference



SOURCES CITED

City of Hamilton (2023). *Cultural Heritage Impact Assessment Guidelines*. Planning and Development. Retrieved from: www.hamilton.ca/build-invest-grow/planning-development/planning-policies-guidelines/cultural-heritage-impact

City of Hamilton (2022). *Cultural Heritage Impact Assessment – Documentation and Salvage Plan*. Retrieved from: www.hamilton.ca/sites/default/files/2023-01/pedguidelines-cultural-heritage-assessment-documentation-salvage-plan-nov2022.pdf

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Town of Aurora (2016). *Town of Aurora Architectural Salvage Program Guide*. Prepared by Planning and Building Services, Development Planning Division, Heritage Planning Section. August 2016.

Town of Aurora (2017). *Town of Aurora Heritage Impact Assessments and Conservation Plans Guide*. Prepared by Planning and Development Services, Development Planning Division, Heritage Planning Section. December 2017.



Attachment 1 – City of Cambridge Cultural Heritage Impact Assessment Terms of Reference



Cultural Heritage Impact Assessment Terms of Reference 2023

A Cultural Heritage Impact Assessment (CHIA) evaluates the impact of a proposed development, building alteration or site alteration on a built heritage resource(s) or a cultural heritage landscape(s) and recommends mitigative measures or alternative development approaches to conserve the heritage attributes of that resource/landscape. CHIAs are an important planning tool to ensure the heritage values, attributes and integrity of cultural heritage resources are considered in the land development process.

Policy Context

Municipalities are enabled by the *Provincial Planning Statement (PPS) (2023)* under the *Planning Act (R.S.O. 1990)* to use CHIAs in the planning process. Section 4.6.1 of the PPS states, “Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved” and the mechanisms defined for conservation include the implementation of recommendations, mitigative measures and alternative development approaches set out in a conservation plan, archaeological assessment, and/or heritage impact assessment.

The City of Cambridge Official Plan Section 4.10 requires a CHIA for all development applications, or site alteration permit applications that: (1) include or are adjacent to a designated property, or (2) include a non-designated property listed on the Municipal Heritage Register. Adjacency is defined in the Plan as “contiguous to” a cultural heritage resource.

When is a Cultural Heritage Impact Assessment (CHIA) required?

At the discretion of staff, a CHIA is required for certain applications involving the following types of properties:

- Property designated under Part IV (individual designation) and Part V (located within a heritage conservation district) of the *Ontario Heritage Act*;
- Property listed on the Municipal Heritage Register as a non-designated property of cultural heritage value or interest;
- Property that is adjacent (contiguous) to individually designated properties, properties within a heritage conservation district, or properties listed on the Municipal Heritage Register; or
- Property identified as having cultural heritage value or interest through a preliminary site assessment or planning study.

In addition, it is recommended that applicants pre-screen any building 40 years of age or older on the development site as a routine part of pre-application due diligence, especially if demolition will be proposed.

The types of applications that may trigger the need for a CHIA for the above properties include but are not limited to the following:

- Official Plan Amendment;
- Zoning By-law Amendment;
- Site Plan Control;
- Draft Plan (Subdivision and Condominium);
- Consent or Minor Variance application under Section 45 of the *Planning Act*;
- Site Alteration;
- Heritage Permit Application; and
- Demolition Permit Application.

At staff's discretion, the content of a CHIA may be scoped to reflect anticipated impacts to a heritage resource or waived if there is sufficient information to suggest there will be no impacts to a heritage resource (i.e., erection of a temporary structure). Where staff is of the opinion the potential impacts to a resource will be minor, the discussion of impacts may be integrated into an Urban Design Brief or Urban Design Study.

Notification

A CHIA is most effective when it is conducted early in the development application process and should form part of a complete application. The findings, conclusions and recommendations of the CHIA as well as the Municipal Heritage Advisory Committee's comments on the report should be reflected in the development concept advanced to the City, and thus should be implemented prior to final site plan or building permit approval. City of Cambridge staff will inform property owners and/or their representative of the need for a CHIA. Applicants considering development, building or site alterations are encouraged to contact one of the Senior Heritage Planners early in their project planning process to determine if a CHIA is required. If so, they will be provided a copy of this Terms of Reference.

Qualified Heritage Conservation Professional

A CHIA must be prepared by a qualified heritage conservation professional, such as a heritage planner, heritage architect and/or heritage landscape architect, with demonstrated knowledge of accepted heritage conservation standards, and experience with historical research and identification/evaluation of cultural heritage value. The professional should be registered with the Canadian Association of Heritage Professionals (CAHP) and be in good standing. The qualifications and background of the professional completing the CHIA must be included in the report in the form of a Curriculum Vitae (CV).

Principles

The CHIA must be impartial and objective, thorough, complete and sound in its analysis and demonstrate, through its conservation strategy, an understanding of all applicable provincial and municipal policies, heritage conservation district plans and recognized professional heritage conservation standards in Canada. Content and recommendations of the CHIA should be based on accepted conservation principles and guidelines, including those outlined in:

- Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*. In keeping with the *Standards and Guidelines*, minimal intervention will be the guiding principle for all work;
- Former Ministry of Tourism, Culture and Sport's *Eight Guiding Principles in the Conservation of Historic Properties*; and
- *Ontario Heritage Tool Kit*.

Minimum CHIA Content Requirements

The CHIA will include but is not limited to the information below. City staff may waive, scope or expand the CHIA, in consultation with the applicant, to develop a modified terms of reference specific to the needs of the project.

1. Executive Summary

- Outline and summarize all recommendations including mitigation strategies, the need for the preparation of follow-up plans such as Conservation Plans and Documentation and Salvage Plans and requirements as warranted. Mitigation options should be ranked from most preferred to least.

2. Background Information

- Present owner contact information for the lands and buildings proposed for development and/or site alteration.
- Name, qualifications and background of the qualified heritage conservation professional completing the CHIA.

3. Historical research, analysis and evaluation of built heritage resource/cultural heritage landscape

- A location plan indicating the subject property (map and aerial photograph) and a buffer appropriate to demonstrate the existing area context and identify adjacent heritage resources.
- A site plan showing lot dimensions and the location/setbacks of all existing buildings on the subject property, drawn at an appropriate scale to demonstrate the context of the buildings and site details.
- A written and photographic description of the site identifying existing conditions, significant features, buildings, landscapes and landscape elements (mature trees, fences, walls, driveways), vistas, and any yet unidentified potential cultural heritage resources.

- Current digital images documenting all building elevations and identified exterior and interior heritage attributes, as appropriate.
- A concise written and photographic description of the context including adjacent properties and their recognition, if applicable.
- A chronological history of the property's development, including original construction dates, additions and alterations, if known.
- Relevant historic maps and atlases, drawings, photographs, sketches/renderings, permit records, land records, assessment rolls, city directories, etc.

4. Identification of the significant heritage attributes of the built heritage resource/cultural heritage landscape

- Identification of any heritage recognition of the property and/or buildings/ structures thereon, including descriptions of significant features or values, as available. Heritage recognitions could include:
 - Designation under Part IV and Part V of the *Ontario Heritage Act*;
 - Listing as a non-designated property on the Municipal Heritage Register;
 - Location within a municipally-identified cultural heritage landscape;
 - Regionally significant cultural heritage resource;
 - A heritage easement agreement with the City or Ontario Heritage Trust;
 - Inclusion in Parks Canada National Historic Sites of Canada; and
 - Inclusion on any Provincial or Federal heritage registries.
- Where Council has previously adopted a Statement of Cultural Heritage Value or Interest through municipal designation, using criteria set out in Ontario Regulation 9/06 (as amended by Ontario Regulation 569/22), the CHIA must be based on the Council approved Statement of Cultural Heritage Value or Interest and List of Heritage Attributes. Properties designated prior to amendments made to the *Ontario Heritage Act* in 2005, which now require more fulsome Statements of Cultural Heritage Value or Interest and Lists of Heritage Attributes, will be subject to review and by-law amendment, as necessary.
- Comprehensive written research, analysis and graphical information related to the cultural heritage value or interest of the site will be compiled as per Ontario Regulation 9/06 of the *Ontario Heritage Act*. The analysis must include attributes that are already recognized and any that are newly identified. Significant heritage attributes may include any significant features, characteristics, context, and appearance of buildings, landscapes or vistas.
 - An evaluation using Regional Council's 10 approved evaluation criteria for identifying a Regionally Significant Cultural Heritage Resource may also be required and should be confirmed with the Region's Cultural Heritage Planner during stakeholder engagement.

- A clear statement of conclusions as to whether the subject property and/or buildings/structures thereon, if not already recognized, meet the criteria under Ontario Regulation 9/06 for listing or designation under the *Ontario Heritage Act*. If no, the rationale as to why the criteria for designation or listing are not met. If yes, a Statement of Cultural Heritage Value or Interest and a bullet point list of heritage attributes of the property should be provided.
 - This statement will be informed by current research and analysis of the site as well as pre-existing heritage descriptions. This statement is to follow the provincial guidelines set out in the *Ontario Heritage Tool Kit*. The Statement of Cultural Heritage Value or Interest will be written in a way that does not respond to or anticipate any current or proposed interventions. The City may, at its discretion and upon review, reject or use the Statement of Cultural Heritage Value or Interest, in whole or in part, in crafting its own Statement of Cultural Heritage Value or Interest for the subject property.
- A summary of the integrity and condition of the identified cultural heritage resource(s) and a timeline of when any changes or alterations occurred.

5. Description of the proposed development or site alteration

- A written description of the proposed development or site alteration, detailing the rationale and purpose of the development or works, a graphical layout (plans, drawings and specifications), and how the development fits with municipal planning objectives set forth in the City's Official Plan and other municipal policy documents (such as a relevant secondary plan or heritage conservation district plan).

6. Assessment of development or site alteration impacts

- A clear and objective assessment identifying both (a) direct and/or indirect positive effects, and (b) direct and/or indirect adverse impacts resulting from the proposed development relative to the heritage value(s) of on-site and adjacent built heritage resources or cultural heritage landscapes.

Positive impacts may include, but are not limited to:

- Restoration of building, including replacement of missing attributes;
- Restoration of a historic streetscape or enhancement of the quality of the place;
- Adaptive re-use of a built heritage resource to ensure its ongoing viability; and
- Access to new sources of funds to allow for the ongoing protection and restoration of the heritage resource.

Adverse impacts may include, but are not limited to (refer to the *Ontario Heritage Toolkit*, former Ministry of Tourism, Culture and Sport):

- Destruction of any, or part of any, significant heritage attributes;

- Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of the heritage resource;
- Shadows created that alter the appearance of a heritage attribute or change the viability of a natural feature or plantings, such as a garden;
- Isolation of a heritage attribute from its surrounding environment, context or a significant relationship;
- Direct or indirect obstruction of significant views or vistas within, from, or of built and natural features;
- A change in land use that affects the property's heritage value; and
- Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a heritage resource.

7. Consideration of alternatives, mitigation and conservation methods (Official Plan 4.2)

- Alternative options and mitigation measures are important components of the CHIA as they describe ways to avoid or reduce negative impacts to a cultural heritage resource. Mitigation might also be achieved through modifications to the design of the project to create a sympathetic context for the heritage resource and may include, but is not limited to:
 - Preservation/conservation in situ;
 - Adaptive re-use;
 - Integration of all or part of the heritage resource;
 - Relocation; and
 - Documentation and salvage.
- Methods to prevent and minimize adverse impacts to a heritage resource(s) includes, but are not limited to:
 - Alternative development approaches/designs that result in compatible development and limit adverse impacts;
 - Isolating or screening new development/works from significant cultural heritage resources to conserve heritage attributes including, but not limited to, their settings and identified views and vistas;
 - Limiting height and density or locating higher/denser components of a development in an manner that respects the existing heritage resources or the heritage conservation district;
 - Including reversible interventions to heritage resources;
 - Relocation of a heritage resource, to be employed only as a last resort, if conservation cannot be achieved by any other means.
- A conservation strategy will be presented to inform the decisions of City staff and Council. The preferred strategy recommended to best protect and enhance the cultural heritage value and heritage attributes of the on-site and adjacent cultural heritage resource(s) includes, but is not limited to:

- A mitigation strategy including the proposed methods. Mitigation options should be ranked from most to least preferred;
- Recommendations for additional studies/plans related to, but not limited to: conservation; site specific design guidelines; interpretation/commemoration; lighting; signage; landscape; stabilization; additional documentation and salvage prior to demolition; and long-term maintenance, as appropriate.
- Conservation strategies will take into account the existing condition of the cultural heritage resource and the constructability of the proposal. It is expected the project team will have undertaken sufficient investigation to confirm the capacity of the heritage resource to withstand the proposed intervention.
- Where there is the potential to affect known or potential archaeological resources, an Archaeological Assessment will be undertaken as an additional study prepared by a licensed archaeologist.

8. Schedule and reporting structure for implementation and monitoring

- A schedule and reporting structure for implementing the recommended conservation/mitigative/avoidance measures and monitoring the heritage resource as the development or site alteration is undertaken.

9. A summary statement and conservation recommendations

- The summary statement should provide a full description of:
 - The significance and heritage attributes of the built heritage resource(s)/cultural heritage landscape(s);
 - The identification of any impacts the proposed development/works will have on the heritage attributes of the resource(s)/landscape(s), including adjacent protected heritage property;
 - An explanation of recommended conservation or mitigative measures, and alternative development/site alteration approaches;
 - Clarification as to why specific conservation or mitigative measures, or alternative development/site alteration approaches are not appropriate; and
 - For development proposals that could result in the demolition of a designated or listed property, a CHIA must also require documentation of the heritage resource for archival purposes, including, at minimum, land use history and photographs provided prior to demolition or removal. The CHIA may recommend the completion of a Documentation and Salvage Report, which may include dimensioned drawings. See the *Documentation and Salvage Report Terms of Reference*.

10. Conservation recommendations for properties of regional significance (ROP, 3.G.18, 3.G.19)

- For properties identified by the Region of Waterloo to have regional significance, conservation recommendations must, wherever feasible, aim to conserve heritage resources intact by:

- Recognizing and incorporating heritage resources and their surrounding context into the proposed development in a manner that does not compromise or destroy the heritage resource;
- Protecting and stabilizing built heritage resources that may be underutilized, derelict, or vacant; and
- Designing development to be physically and visually compatible with, and distinguishable from, the heritage resource.
- Where it is not feasible to conserve a heritage resource intact, the conservation recommendations shall:
 - Promote the reuse or adaptive reuse of the heritage resource, building, or building elements to preserve the resource and the work of past artisans; and
 - Require the owner/applicant to provide dimensioned drawings, a land use history, photographs and other required documentation of the heritage resource in its surrounding context, which may be compiled in a Documentation and Salvage Report.

11. Cited Material

- Provide a bibliography listing all sources used in the preparation of the CHIA.

Links

[City of Cambridge Cultural Heritage Mapping](#)

[City of Cambridge Heritage Properties Register](#)

[City of Cambridge Local History](#)

[Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada](#)

[Parks Canada National Historic Sites of Canada](#)

[Canadian Register of Historic Places](#)

CHIA Review Process

- 1. Notice** Staff will notify the property owner(s) and/or their representative in writing that a CHIA is required. The CHIA Terms of Reference will be included with the notice, or a subsequent follow-up, and may be scoped depending upon the proposed development.
- 2. Draft Submission** A PDF copy of the draft CHIA will be submitted to City staff for review. The report will be clearly marked as draft.
- 3. Completeness** The draft CHIA will be assessed by staff for completeness. Staff will provide the author of the CHIA with clear instructions regarding any additional information or analysis required before the CHIA is considered complete.
- 4. Review** Complete CHIAs must demonstrate, to the satisfaction of the Director of Planning, that significant impacts have been evaluated and recommendations of mitigative measures to conserve the heritage attributes of that resource/landscape will be reviewed by Planning staff and circulated to the Municipal Heritage Advisory Committee for review and comment when the development is major in nature or where the City believes there will be a detrimental impact to the cultural heritage resource. For properties determined by the Region of Waterloo to be of Regional significance, the CHIA will be circulated to the Region for review. City staff may request to meet with the owner/applicant to discuss the CHIA and its recommendations.
- 5. Peer Review** In certain cases, the City may seek a peer review of the CHIA by a qualified heritage conservation professional. The peer review will be carried out by a consultant retained by the City, at the expense of the applicant.
- 6. Acceptance** Authors of complete CHIAs carried out to the satisfaction of staff will be provided with comments in writing along with a notification of acceptance or rejection of the CHIA.

In the case of a rejected CHIA, the applicant will have been notified of the deficiencies in order to have them corrected by their heritage consultant or to re-write the CHIA. Where revisions have not been made and/or a new CHIA has not been submitted, staff may reject the CHIA due to not meeting the City's requirements. The applicant may choose to submit a new CHIA or revise their proposal to achieve acceptance.

In cases where MHAC is not supportive of the CHIA, the applicant is encouraged to amend their proposal and revise the CHIA in order to accommodate MHAC comments and concerns. In the event MHAC maintains a lack of support for the CHIA, despite

revisions, it will be brought before Council as part of a staff report for a final decision

**7. Final
Submission**

A PDF copy of an accepted CHIA will accompany the final application made under the *Planning Act* or *Ontario Heritage Act* and will be considered as part of the complete application. The CHIA's recommendations may be secured through development-related legal agreements and regulations at the discretion of the City or authority having jurisdiction.

Attachment 2 – City of Cambridge Conservation Plan Terms of Reference



Conservation Plan Terms of Reference 2023

Conservation Plans

A Conservation Plan provides specific and in-depth recommendations regarding how a cultural heritage resource will be conserved and is typically submitted separate and subsequent to an approved Cultural Heritage Impact Assessment (CHIA). Conservation Plans may reference a CHIA for the same development or site alteration regarding historical research, the identification of cultural heritage resources, mitigation recommendations, etc.

The contents of a Conservation Plan typically include:

- Present owner contact information for the property proposed for development and/or alteration;
- A thorough inventory, description, and documentation of the heritage resource(s) and a clear Statement of Cultural Heritage Value or Interest, including a bullet point List of Heritage Attributes;
- Identification of the conservation principles and guidelines to be applied for the type of heritage resource/attributes being conserved and specific conservation work to be undertaken in order to repair, maintain and protect the heritage resource/attributes. These conservation principles and guidelines may be found in publications such as: Parks Canada's [Standards and Guidelines for the Conservation of Historic Places in Canada](#); [Eight Guiding Principles in the Conservation of Built Heritage Properties](#) and the [Ontario Heritage Tool Kit](#) (former Ministry of Tourism, Culture and Sport). These publications are all available online;
- An in-depth assessment of the current condition of the cultural heritage resource(s) and its heritage attributes, along with discussions of the historical, current and proposed use. The Conservation Plan must assess the physical condition, deficiencies and integrity of the cultural heritage resource(s) and their heritage attributes, with a view toward making recommendations regarding appropriate repair and maintenance, in keeping with good conservation practice; and
- Identification of the short-, medium- and long-term vision for the conservation of the heritage resource(s), and the specific conservation measures and

interventions to be undertaken through the short-, medium-, and long-term maintenance programs. Such measures shall describe the documentation, stabilization, repair, monitoring and maintenance strategies required to be undertaken for each phase and shall reference the qualifications for anyone responsible for undertaking such work.

This section may include, but is not limited to, the following:

Short-Term Conservation Work

- Documentation (through detailed description and photographs) of heritage attributes proposed to be demolished, removed, salvaged or otherwise irreversibly damaged;
- Description of specifications for work required to be undertaken to conserve heritage attributes in need of immediate repair and stabilization to prevent further deterioration, damage and the potential loss of such attributes; and
- Monitoring strategy to protect the property from vandalism or fire (i.e., methodology for monitoring; frequency of monitoring; and process to address issues that arise through monitoring).

Medium-Term Conservation Work

- Description and specifications for work required to be undertaken for heritage attributes as part of the proposed development and/or rehabilitation (to include demolition, removal and salvage of heritage attributes; the stabilization, repair and cleaning of heritage attributes; and the reconstruction or replacement of heritage attributes). Such work may be divided into phases.

Long-Term Conservation Work

- Identification of a monitoring program addressing appropriate measures for the ongoing maintenance of the heritage resources and attributes, post-development/rehabilitation; and
- Provide a recommended schedule for conservation work, inspections, monitoring, maintenance, associated costs and phases of work (short-, medium-, and long-term).

Letter of Credit

To ensure implementation of a Conservation Plan, the City may require an owner to post a letter of credit, bond or certified cheque as part of the development approval process.

Qualified Heritage Conservation Professional

A Conservation Plan must be prepared by a qualified heritage conservation professional, such as a heritage planner, heritage architect and/or heritage landscape architect, with demonstrated knowledge of accepted heritage conservation standards,

and experience with historical research and identification/evaluation of cultural heritage value. The professional should be registered with the Canadian Association of Heritage Professionals (CAHP) and be in good standing. The qualifications and background of the professional completing the Conservation Plan must be included in the report in the form of a Curriculum Vitae.

Attachment 3 – City of Cambridge Documentation and Salvage Plan Terms of Reference



Documentation & Salvage Plan Terms of Reference 2023

Documentation and Salvage Plan

Consistent with City of Cambridge Official Plan Policy 4.2.2, where it has been adequately demonstrated that the conservation, rehabilitation and reuse of cultural heritage resources is not viable, the City may require the affected resource(s) be thoroughly documented for archival purposes in a Documentation and Salvage Plan. A Documentation and Salvage Plan is a type of scoped Cultural Heritage Impact Assessment that may be required for the submission of an application under the *Planning Act*. The requirement for a Documentation and Salvage Plan may also be triggered by a process under the *Ontario Heritage Act*, including a Heritage Permit Application or a requirement of giving Notice of Intention to Demolish a property listed on the Municipal Heritage Register to ensure the resource is recorded and any salvageable material gathered prior to demolition. The City's decision will be based on the significance of the property's cultural heritage value and site conditions.

Documentation includes the identification of architectural materials of significant cultural heritage value worthy of salvage, at the expense of the applicant, prior to demolition or removal.

Documentation

Where a cultural heritage resource is to be relocated or demolished, full historical site research, photographic and map recording and documentation of the resource to be displaced or disrupted should be prepared. The City staff may scope some requirements, particularly if they have already been submitted in previous Cultural Heritage Impact Assessment reporting.

The documentation of a cultural heritage resource should include:

- A written description of the context of the property, including adjacent properties and/or landscapes;
- A written general description of the history of the study area as well as a detailed historical summary of property ownership and building(s) development;
- A written description of the resource, both exterior and interior for a building, and if a bridge or engineering work, its structural design and materials;

- Overall dimensional measurements of the exterior of a building or structure. Measured drawings will include dimensions for building footprint, height, window and door openings, and roof details;
- If the interior of the resource contains significant heritage attributes, overall dimensional measurements for principal rooms (all floors) in the interior and any interior heritage attribute details to aid in the building description;
- Representative photographs of the exterior (each elevation) of a building or structure;
- Detailed photography of architectural heritage attributes or elements on the exterior and interior of a building;
- Photographs of the exterior and interior of the building or structure;
- A site plan.

The measured architectural drawings will be of all built structures on the site such as fences, statues, barns, and residences. The drawings will be accurate measurements that provide enough information so that the building could be re-created.

Salvage

The purpose of salvaging heritage building materials is to preserve portions or features of buildings or structures that have significant historical, architectural, or cultural value and divert them from becoming landfill material. It should be noted that documentation and salvage is a last resort only after the following options have been considered by the City and property owner:

- Retention of the entire heritage resource or a portion of it on the original site; and
- Relocation of the entire heritage resource or a portion of it to a different site.

Materials considered for salvage should have significant physical attributes associated with a cultural heritage resource, be architectural in nature and suitable for re-use in other buildings or projects. Material must not be irreparably damaged or infested and should be extracted in a manner that continues to ensure they are not irreparably damaged.

If appropriate, a plan for salvage should be developed including, but not limited to:

- A list of building elements to be considered for salvage such as:
 - Window sashes and panes;
 - Doors, interior and exterior;
 - Interior trim and wainscoting, baseboards, casings, corner base blocks, brackets, columns, crown, chair and picture rails;
 - Timber framing and beams;
 - Wooden exterior cladding (vertical and horizontal planks, logs);
 - Floorboards;
 - Exterior trim, columns, posts, finials, barge boards, corbels, eaves, brackets, dentil moldings and gingerbread;

- Hardware;
- Fireplaces/mantles;
- Fences and gates;
- Shutters;
- Light fixtures;
- Historic brick, slate, marble, granite;
- Signage;
- Railings, balusters, spindles, columns, posts; and
- Tin ceiling tiles.
- The chosen contractor should propose specifications with instructions for the labelling, storage and reassembly of material in accordance with guidance taken from the *Standards and Guidelines for the Conservation of Historic Places in Canada*, Section 4: Guidelines for Materials.
- A requirement for expertise in cultural heritage resource removal; and
- The ultimate destination of salvaged materials.

Salvage Prioritization

Reuse and salvage can be achieved by identification, removal and repurposing through symbolic conservation, which allows for the recovery of heritage components of a property and reuses them to construct a visible record of the resource. This approach, along with the reuse of portions of a property, is often the recommended mitigation strategy when retention or relocation of a structure is shown not to be possible. This use of salvaged material onsite should be prioritized, where feasible, before exploring the relocation of materials.

Where on-site use is shown not to be feasible, these materials may then be removed off-site for use in other heritage structures as sourcing materials for repair and replacement can be challenging, especially if the materials are from an historic source that no longer exists, such as a quarry, an old-growth forest, or a manufacturing facility that has closed. As such, the careful salvage of materials from one historic structure can represent an opportunity for the in-kind replacement of quality historic materials in another. Where use in other heritage structures is not feasible, the salvaged material may be integrated into modern structures, on other properties (i.e., as landscape features), or may be taken for resale.

Should any material recommended for salvage not be harvested by a reputable contractor(s), donation to a teaching institution should be considered to allow the material to provide an educational opportunity rather than being sent to a landfill.

- A list of Conservation Programs in Ontario is available on the National Trust for Canada's website:
<https://archive.nationaltrustcanada.ca/resources/education/conservation-programs>

Any materials not deemed salvageable or suitable for educational purposes at teaching institutions, but which are still recyclable, should be recycled in an effort to reduce the amount of material sent to a landfill.

Resources

City of Cambridge staff maintain a dynamic list of salvage companies that can be shared upon request. The Architectural Conservancy of Ontario (ACO) North Waterloo Region also maintains a [Directory of Heritage Practitioners](#) that includes a list of companies located in Ontario dedicated to “Moving, Dismantling & Salvage.” This list could be referred to for salvage contacts, however, it is recommended that references and/or previous work be assessed before engaging with any of the listed businesses.

Qualified Heritage Conservation Professional

A Documentation and Salvage Plan must be prepared by a qualified heritage conservation professional, such as a heritage planner, heritage architect and/or heritage landscape architect, with demonstrated knowledge of accepted heritage conservation standards, and experience with historical research and identification/evaluation of cultural heritage value. The professional should be registered with the Canadian Association of Heritage Professionals (CAHP) and be in good standing. A reputable contractor(s) with proven expertise in cultural heritage resource removal should be obtained to salvage the identified building components. The qualifications and background of the professional completing the Documentation and Salvage Plan must be included in the report in the form of a Curriculum Vitae.