

APPENDIX 12A

**Guidelines for Cultural
Heritage Impact
Assessment**

Guidelines for Cultural Heritage Impact Assessment

(as at December 2008)

Introduction

The purpose of the guidelines is to assist the understanding of the requirements in assessing impact on archaeological and built heritage. The guidelines will be revised by the Antiquities and Monuments Office (AMO) of the Leisure and Cultural Services Department from time to time, where appropriate, and when required.

A comprehensive Cultural Heritage Impact Assessment (CHIA) includes a baseline study, an impact assessment study associated with the appropriate mitigation measures.

(1) Baseline Study

1.1 A baseline study shall be conducted:

- a. to compile a comprehensive inventory of heritage sites within the proposed project area, which include:
 - (i) all archaeological sites (including marine archaeological sites);
 - (ii) all pre-1950 buildings and structures;
 - (iii) selected post-1950 buildings and structures of high architectural and historical significance and interest; and
 - (iv) cultural landscapes include places associated with historic event, activity, or person or exhibiting other cultural or aesthetic values, such as sacred religious sites, battlefields, a setting for buildings or structures of architectural or archaeological importance, historic field patterns, clan graves, old tracks, *fung shui* woodlands and ponds, and etc.
- b. to identify the direct and indirect impacts on the heritage sites at the planning stage in order to avoid causing any negative effects. The impacts include the direct loss, destruction or disturbance of an element of cultural heritage, impact on its settings or impinging on its character through inappropriate sitting or design, potential damage to the physical fabric of archaeological remains, historic buildings or historic landscapes through air pollution, change of ground water level, vibration, ecological damage, new recreation or other daily needs to be caused by the new development. The impacts listed are merely to illustrate the range of potential impacts and not intended to be exhaustive.

1.2 The baseline study shall also include a desk-top research and a field evaluation.

1.3. Desk-top Research

1.3.1 Desk-top research should be conducted to analyse, collect and collate extant information. It shall include but not limited to:

- a. List of declared monuments protected by the Antiquities and Monuments Ordinance (Chapter 53).
- b. Graded historic buildings and sites.
- c. Government historic sites identified by the Antiquities and Monuments Office (AMO).
- d. Lists and archives kept in the Reference Library of the Antiquities and Monuments Office of the Leisure and Cultural Services Department including archaeological sites, declared monuments, proposed monuments, deemed monuments and recorded historical building & structures identified by the AMO.
- e. Publications on local historical, architectural, anthropological, archaeological and other cultural studies, such as, Journals of the Royal Asiatic Society (Hong Kong Branch), Journals of the Hong Kong Archaeological society, Antiquities and Monuments Office Monograph Series and so forth.
- f. Other unpublished papers, records, archival and historical documents through public libraries, archives, and the tertiary institutions, such as the Hong Kong Collection and libraries of the Department of Architecture of the University of Hong Kong and the Chinese University of Hong Kong, Public Records Office, photographic library of the Information Services Department and so forth.
- g. Any other unpublished archaeological investigation and excavation reports kept by the AMO.
- h. Historical documents in the Public Records Office, the Land Registry, District Lands Office, District Office and the Hong Kong Museum of History and so forth.
- i. Cartographic and pictorial documents. Old and recent maps and aerial photos searched in the Maps and Aerial Photo Library of the Lands Department.
- j. Existing geological information (for archaeological desk-top research).
- k. Discussion with local informants.

1.4 Field Evaluation

1.4.1 General

The potential value of the project area with regard the cultural heritage could be established easily where the area is well-documented. However, it does not mean

that the area is devoid of interest if it lacks information. In these instances, a site visit and consultations with appropriate individuals or organisations should be conducted by those with expertise in local heritage to clarify the situation.

1.4.2 Field survey on historic buildings and structures

- a. Field scan of all the historic buildings and structures within the project area.
- b. Photographic recording of each historic building or structure including the exterior (the elevations of all faces of the building premises, the roof, close up for the special architectural details) and the interior (special architectural details), if possible, as well as the surroundings, the associated cultural landscape features and the associated intangible cultural heritage (if any) of each historic building or structure.
- c. Interview with local elders and other informants on local historical, architectural, anthropological and other cultural information related to the historic buildings and structures.
- d. Historical and architectural appraisal of the historic buildings and structures, their associated cultural landscape and intangible cultural elements.

1.4.3 Archaeological Survey

- a. Appropriate methods for pricing and valuation of the archaeological survey, including by means of a Bill of Quantities or a Schedule of Rates should be considered in preparing specifications and relevant documents for calling tenders to carry out the archaeological survey. The specifications and relevant documents should be sent to the Antiquities and Monuments Office for agreement prior to calling tenders to conduct the archaeological survey.
- b. A licence shall be obtained from the Antiquities Authority for conducting an archaeological survey. It takes at least two months to process the application.
- c. A detailed archaeological survey programme should be designed to assess the archaeological potential of the project area. The programme should clearly elaborate the strategy and methodology adopted, including what particular question(s) can be resolved, how the archaeological data will be collected and recorded, how the evidence will be analyzed and interpreted and how the archaeological finds and results will be organized and made

available. Effective field techniques should also be demonstrated in the programme. The programme should be submitted to the Antiquities and Monuments Office for agreement prior to applying for a licence.

- d. The following methods of archaeological survey (but not limited to) should be applied to assess the archaeological potential of the project area:
 - (i) Definition of areas of natural land undisturbed in the recent past.
 - (ii) Field scan of the natural land undisturbed in the recent past in detail with special attention paid to areas of exposed soil which were searched for artifacts.
 - (iii) Conduct systematic auger survey and test pitting. The data collected from auger survey and test pitting should be able to establish the horizontal spread of cultural materials deposits.
 - (iv) Excavation of test pits to establish the vertical sequence of cultural materials. The hand digging of 1 x 1 m or 1.5 x 1.5 m test pits to determine the presence or absence of deeper archaeological deposits and their cultural history.
 - (v) The quantity and location of auger holes and test pits should be agreed with the Antiquities and Monuments Office prior to applying for a licence.
 - (vi) A qualified land surveyor should be engaged to record reduced levels and coordinates as well as setting base points and reference lines in the course of the field survey.

- e. A Marine Archaeological Investigation (MAI) following *Guidelines for MAI* may be required for projects involving disturbance of seabed.

1.4.4 If the field evaluation identifies any additional heritage sites within the study area which are of potential historic or archaeological importance and not recorded by AMO, the findings should be reported to the AMO as soon as possible.

1.5 The Report of Baseline Study

1.5.1 The study report should have concrete evidence to show that the process of the above desk-top and field survey has been satisfactorily completed. This should take the form of a detailed inventory of the heritage sites supported by full description of their significance. The description should contain detailed geographical, historical, archaeological, architectural, anthropological,

ethnographic and other relevant data supplemented with illustrations below and photographic and cartographic records, if required.

1.5.2 A master layout plan showing all the identified archaeological and built heritage within the study area should be provided in the report. All the identified heritage sites should be properly numbered with their locations indicated on the master layout plan.

1.5.3 Historic Buildings/ Structures/ Sites

- a. A map in 1:1000 scale showing the boundary of each historic item.
- b. Photographic records of each historic item.
- c. Detailed recording form of each historic item including its construction year, previous and present uses, architectural characteristics, as well as legends, historic persons and events, cultural landscape features and cultural activities associated with the structure.
- d. A cross-referenced checklist including the reference number of each historical item, their photo and drawing reference, as well as the page number of the detailed recording form of each identified historical item for easy cross-checking of individual records.

1.5.4 Archaeological Sites

- a. A map showing the boundary of each archaeological site as supported and delineated by field walking, augering and test-pitting;
- b. Drawing of stratigraphic section of test-pits excavated which shows the cultural sequence of a site.
- c. Reduced levels, coordinates, base points and reference lines should be clearly defined and certified by a qualified land surveyor.
- d. *Guidelines for Archaeological Reports* should be followed (Annex 1).

1.5.5 A full bibliography and the source of information consulted should be provided to assist the evaluation of the quality of the evidence. To facilitate verification of the accuracy, the AMO will reserve the right to examine the full details of the research materials collected under the baseline study.

1.6 Finds and Archives

1.6.1 Archaeological finds and archives should be handled following *Guidelines for Handling of Archaeological Finds and Archives (Annex 2)*.

1.7 Safety Issue

1.7.1 During the course of the CHIA Study, all participants shall comply with all Ordinances, Regulations and By-laws which may be relevant or applicable in safety aspect in connection with the carrying out of the CHIA Study, such as site safety, insurance for personal injuries, death and property damage as well as personal safety apparatuses, etc.

1.7.2 A Risk Assessment for the fieldwork shall be carried out with full consideration to all relevant Ordinances, Regulations and By-laws.

(2) Impact Assessment Study

2.1 Identification of impact on heritage

2.1.1 The impact assessment study must be undertaken to identify the impacts on the heritage sites which will be affected by the proposed development subject to the result of desktop research and field evaluation. The prediction of impacts and an evaluation of their significance must be undertaken by expert(s) in local heritage.

2.1.2 During the assessment, both the direct impacts such as loss or damage of important features as well as indirect impacts should be clearly stated, such as adverse visual impact on built heritage, landscape change to the associated cultural landscape features of the built heritage, temporary change of access to the heritage sites during the work period, change of ground level or water level which may affect the preservation of the archaeological and built heritage *in situ* during the implementation stage of the project.

2.1.3 The evaluation of heritage impact assessment may be classified into five levels of significance based on type and extent of the effects concluded in the CHIA study:

- a. Beneficial impact: the impact is beneficial if the project will enhance the preservation of the heritage site(s) such as improving the flooding problem of the historic building after the sewerage project of the area;
- b. Acceptable impact: if the assessment indicates that there will be no significant effects on the heritage site(s);
- c. Acceptable impact with mitigation measures: if there will be some adverse effects, but these can be eliminated, reduced or offset to a large extent by specific measures, such as conduct a follow-up Conservation Proposal or Conservation Management Plan for the affected heritage site(s) before commencement of work in order to avoid any inappropriate and

unnecessary interventions to the building;

- d. Unacceptable impact: if the adverse effects are considered to be too excessive and are unable to mitigate practically;
- e. Undetermined impact: if the significant adverse effects are likely, but the extent to which they may occur or may be mitigated cannot be determined from the study. Further detailed study will be required for the specific effects in question.

2.1.4 Preservation in totality must be taken as the first priority as it will be a beneficial impact and will enhance the cultural and socio-economical environment if suitable measures to integrate the heritage site into the proposed project are carried out.

2.1.5 If, due to site constraints and other factors, only preservation in part is possible, this must be fully justified with alternative proposals or layout designs which confirm the impracticability of total preservation.

2.1.6 Total destruction must be taken as the very last resort in all cases and shall only be recommended with a meticulous and careful analysis balancing the interest of preserving local heritage as against that of the community as a whole. Assessment of impacts on heritage sites shall also take full account of, and follow where appropriate, paragraph 4.3.1(c), item 2 of Annex 10, items 2.6 to 2.9 of Annex 19 and other relevant parts of the Technical Memorandum on Environmental Impact Assessment Process.

2.2 Mitigation Measures

2.2.1 It is always a good practice to recognize the heritage site early in the planning stage and site selection process, and to avoid it, i.e. preserve it in-situ, or leaving a buffer zone around the site.

2.2.2 Mitigation is not only concerned with minimizing adverse impact on the heritage site but also should give consideration of potential enhancement if possible (such as to improve the access to the built heritage or enhance the landscape and visual quality of built heritage).

2.2.3 Mitigation measures shall not be recommended or taken as *de facto* means to avoid preservation of heritage sites. They must be proved beyond all possibilities to be the only practical course of action. Heritage sites are to be in favour of preservation unless it can be demonstrated that there is a need for

a particular development which is of paramount importance and outweighs the significance of a heritage site.

2.2.4 If avoidance of the heritage site is not possible, amelioration can be achieved by minimizing the potential impacts and the preservation of the heritage site, such as physically relocating it. Measures like amendments of the sitting, screening and revision of the detailed design of the development are required to lessen its degree of exposure if it causes visual intrusion to the heritage site and affects the character and integrity of the heritage site.

2.2.5 A rescue programme, when required, may involve preservation of the historic building or structure together with the relics inside, and its historic environment through relocation, detailed cartographic and photographic survey or preservation of an archaeological site "by record", i.e. through excavation to extract the maximum data as the very last resort.

2.3 The Impact Assessment Report

2.3.1 A detailed description and plans should be provided to elaborate on the heritage site(s) to be affected. Besides, please also refer to paragraph 4.3.1(d), items 2.10 to 2.14 of Annex 19 and other relevant parts of the Technical Memorandum, other appropriate presentation methods for mitigation proposals like elevations, landscape plan and photomontage shall be used in the report extensively for illustrating the effectiveness of the measures.

2.3.2 To illustrate the landscape and visual impacts on built heritage, as well as effects of the mitigation measures, choice of appropriate presentation methods is important. These methods include perspective drawings, plans and section/elevation diagrams, photographs on scaled physical models, photo-retouching and photomontage. These methods shall be used extensively to facilitate communication among the concerned parties.

2.3.3 The implementation programme for the agreed mitigation measures should be able to be executed and should be clearly set out in the report together with the funding proposal. These shall form an integral part of the overall redevelopment project programme and financing of the proposed redevelopment project. Competent professionals must be engaged to design and carry out the mitigation measures.

2.3.4 For contents of the implementation programme, reference can be made to

Annex 20 of the Technical Memorandum on Environmental Impact Assessment Process. In particular, item 6.7 of Annex 20 requires to define and list out clearly the proposed mitigation measures to be implemented, by whom, when, where, to what requirements and the various implementation responsibilities. A comprehensive plan and programme for the protection and conservation of the partially preserved heritage site, if any, during the planning and design stage of the proposed project must be addressed in details.

2.3.5 Supplementary information to facilitate the verification of the findings shall be provided in the report including but not limited to:

- a. layout plan(s) in a proper scale illustrating the location of all heritage sites within the study area, the extent of the work area together with brief description of the proposed works;
- b. all the heritage sites within the study area should be properly numbered, cross-reference to the relevant drawings and plans.
- c. an impact assessment cross-referenced checklist of all the heritage sites within the study area including heritage site reference, distance between the heritage site and work area, summary of the possible impact(s), impact level, summary of the proposed mitigation measure(s), as well as references of the relevant plans, drawings and photos; and
- d. a full implementation programme of the mitigation measures for all affected heritage sites to be implemented with details, such as by whom, when, where, to what requirements and the various implementation responsibilities of individual parties.

Guidelines for Archaeological Reports
(As at December 2008)

I. General

1. All reports should be written in a clear, concise and logical style.
2. The reports should be submitted in A4 size and accompanying drawings of convenient sizes.
3. Draft reports should be submitted to the Antiquities and Monuments Office (AMO) for comments within two months after completion of archaeological work unless otherwise approved by AMO.
4. The draft reports should be revised as required by AMO and relevant parties. The revised reports should be submitted to AMO within three weeks after receiving comments from AMO and relevant parties.
5. At least 5 hard copies of the final reports should be submitted to AMO for record purpose.
6. At least 2 digital copies of the final reports in both Microsoft Word format and Acrobat (.PDF) format without loss of data and change of appearance compared with the corresponding hard copy should be submitted to AMO. The digital copies should be saved in a convenient medium, such as compact discs with clear label on the surface and kept in protective pockets.

II. Suggested Format of Reports

1. Front page:
 - Project/Site name
 - Nature of the report
 - e.g. (Draft/Final)
 - Archaeological Investigation/Survey Report
 - Archaeological Impact Assessment Report
 - Watching Brief Report
 - Rescue Excavation Report
 - Post-excavation Report
 - Organization
 - Date of report
2. Contents list
Page number of each section should be given.
3. Non-technical summary (both in English and Chinese with approximate 150 - 300 words each)
This should outline in plain, non-technical language, the principal reasons for the archaeological work, its aims and main results, and should include reference to authorship and commissioning body.
4. Introduction
This should set out background leading to the commission of the reports. The location, area, scope and date of conducting the archaeological work must be

given. The location of archaeological work should be shown on maps in appropriate scales and with proper legends.

5. **Aims of archaeological work**
These should reflect the aims set in the project design.
6. **Archaeological, historical, geological and topographical background of the site**
Supporting aerial photos and maps (both old and present) in appropriate scales, with proper legends and with the site locations clearly marked on should be provided.
7. **Methodology**
The methods used including any variation to the agreed project design should be set out clearly and explained as appropriate.
8. **Result**
This should outline the findings, known and potential archaeological interests by period and/or type. Their significance and value with reference/inclusion of supporting evidence should be indicated. For impact assessment, the likely effect of the proposed development on the known or potential archaeological resource should be outlined.
9. **Conclusion**
This should include summarization and interpretation of the result.
10. **Recommendation**
Recommendations on further work and the responsible party as well as a brief planning framework should be outlined.
11. **Reference and bibliography**
A list of all primary and secondary sources including electronic sources used should be given in full detail.
12. **Archaeological Team**
The director and members of the archaeological team and the author of the report should be clearly specified.
13. **Supporting illustrations**
They should be clearly numbered and easily referenced to the text. They should be scanned and saved in TIF or JPEG formats.
 - A. **Maps**
Archaeological work locations, such as auger hole and test pit locations (with relevant coordinates certified by a qualified land surveyor), should be clearly shown on maps in appropriate scales, with proper legends, grid references (in 8 digits) and captions.
 - B. **Drawings of test pits, archaeological features and finds**
The below scales should be followed;

Cross section and profile drawings of test pits	1:20
Archaeological feature drawings	1:10
Finds drawings	1:1

If drawings of the above stated scales are not appropriate to be incorporated into the report under certain occasions, reduced copy of the drawings with the same scales are acceptable. Proper captions, legends and indication of reduced size should be given.

C. Photos of site and finds

All photos should be at least in 3R size with proper captions and scales. They should be clearly numbered and easily referenced to the text. They should be scanned and saved in TIFF or JPEG formats.

14. Supporting data in appendices

These should consist of essential technical details to support the result. These may include stratigraphy record of test pits and auger holes, record of general and special finds discovered with description, quantity and context number/stratigraphical sequence, index of field archives.

15. Comment and Response

All comments and responses from AMO and relevant parties should be attached.

III. Green Measures

1. All reports should be of single line spacing and printed on both sides of the paper.
2. Excessive page margins should be avoided. A top/bottom margin of 2 cm and left/right margin of 2.5 cm are sufficient.
3. Use of blank paper should be avoided as far as possible.
4. Suitable font type of font size 12 should be used generally in balancing legibility and waste reduction objective.

Guidelines for Handling of Archaeological Finds and Archives

(As at Oct 2006)

General**1. Site Code**

The Licensee should contact the Central Archaeological Repository (CAR) of the Antiquities and Monuments Office (AMO) [Contact Person: Mr. Michael TANG, Tel: 2384 5446; Email: mkstang@lcsd.gov.hk] about the allocation of site code before the commencement of the project to avoid duplicate of site code assignment.

I. Archaeological Finds**2. Cleaning**

Every excavated finds should be properly cleaned before handing over to the CAR of the AMO.

3. Marking

- All the excavated finds should be cleaned before marking object number.
- "Sandwich" technique¹ should be adopted for marking permanent identification number on an object.
- Every special finds should be marked with site code, context number and object number, etc.
- All representative samples collected from general finds should be marked.
- For the finds which is too small, has unstable surface, or leather, textiles or wood, it should not be marked/labeled directly and should be bagged separately or attached with tags by tying. The tag should contain information about the object number, context number and site code, etc.

4. Labeling and bagging

- A label should be attached on each bag.
- Information about the object number, context number, test-pit number, site code and bag number should be stated clearly on the label.
- Finds excavated within the same context should be bagged together.

¹ *Steps for "Sandwich" technique*

1. First of all, the object should be marked in appropriate area and size that does not impact important diagnostic or aesthetic parts of the object.
2. Clean the area to be marked.
3. Apply a thin coat of clear reversible lacquer on the area. Use white lacquer if the object is dark in colour. Let the base coat dry completely.
4. Use a permanent water-based ink to write the object number on top of the base coat. Let ink dry completely.
5. Apply a top coat of clear varnish.
6. Let the marking dry completely before packing.

However, if they have been categorized according to their types, materials or characteristics, separate bagging is required.

5. Conservation
 - To refit and reconstruct pottery vessels by appropriate adhesive. A heat and waterproof adhesive, e.g. product of H. Marcel Guest Ltd., is recommended.
 - Any adhesives which are not reversible or will damage artefacts, e.g. the pottery vessel should not be applied on the finds.
6. Finds register

A clear finds register with information about the finds description, quantity, form, weight, dimensions and field data should be prepared for handover to the CAR.

II. Field Archives and Laboratory Records

7. Field archives include field dairy, context recording sheet, special finds recording sheet, soil sample/sample recording sheet, map, survey sheet and video/visual records etc. Laboratory records also form part of the archaeological archives, which include finds processing record, conservation record, finds drawings and photos, records of typological analysis and objects card etc.
8. All the aforesaid archives should be handed over to the CAR after the compilation of the excavation report. Attention should be drawn to the followings:
 - All the field archives should be submitted together with their indexes.
 - The video footage should be submitted together with a detailed script introducing the content of the video record.
 - All the slides, colour/black & white negatives and digital photographs should be submitted together with their contact prints and indexes.

Handover of Finds

9. Packing
 - Every special finds should be protected with tissue paper, bubble sheet or P.E. foam with shock-proofed packing. No packing material other than the aforesaid items should be used.
 - All the general finds should be stored in heavy duty plastic container with shock-proofed packing.
 - The heavy duty plastic container, e.g. product of the Star Industrial Co., Ltd. (No. 1849 or 1852), is recommended.
 - For oversized finds, prior advice on packing method should be sought from the AMO.
10. Handover procedure
 - The Licensee should arrange to transport the finds and archives to the CAR upon the completion of the finalized excavation report.
 - Separate handover forms for finds and archives should be signed by the representatives of the Licensee and the AMO.