

PROCÈS-VERBAL / PROCEEDINGS

Conserver les lieux historiques : l'approche canadienne de 1950 à 2000

Conserving Historic Places : Canadian Approaches from 1950-2000



Édité par / Edited by: Christina Cameron et Christine Boucher

**Table ronde organisée par la Chaire de recherche du Canada en patrimoine bâti
Faculté de l'aménagement, Université de Montréal**

**Round Table organized by the Canada Research Chair on Built Heritage
Faculty of Environmental Design, Université de Montréal**

**11 au 13 mars 2009 / 11-13 March 2009
Montréal, Québec**

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1. Introduction

Sous l'égide de la Chaire de recherche du Canada en patrimoine bâti de la Faculté de l'aménagement de l'Université de Montréal, la Table Ronde 2009 a eu lieu à Montréal, du 11 au 13 mars 2009, à l'Institut de statistiques de l'UNESCO sur le campus de l'Université de Montréal.

La Chaire relève de l'initiative fédérale du millénaire qui a créé un programme national de Chaires de recherche du Canada pour faire du Canada l'un des premiers pays du monde pour la recherche et le développement. Elle bénéficie du support de l'Université de Montréal de même que de la Fondation canadienne pour l'innovation et du gouvernement du Québec. Elle constitue un foyer pour la recherche dans le domaine de la conservation, du développement et de la gestion du patrimoine. Rattachée à la Faculté de l'aménagement, la Chaire bénéficie de la synergie créée par les départements associés qui couvrent une gamme de disciplines reliées au domaine de la conservation : l'École d'architecture, l'Institut d'urbanisme et l'École d'architecture de paysage.

Une table ronde peut être définie comme une réunion de pairs qui se rencontrent pour discuter et échanger divers points de vue. Le terme provient de la légende du Roi Arthur qui, soi-disant, avait créé une table ronde pour ses chevaliers afin de souligner l'égalité de tous les membres de sa cour. Les tables rondes organisées par la Chaire de recherche du Canada en patrimoine bâti ont pour but d'encourager un robuste échange de points de vue entre divers spécialistes sur un sujet choisi.

Les précédentes Tables Rondes de Montréal

La première Table Ronde de Montréal, qui a eu lieu en 2006, a mis l'emphase sur le patrimoine et la conservation des paysages urbains historiques dans le contexte du Mémorandum de Vienne, document qui a émergé suite à une conférence internationale sur le Patrimoine mondial et l'architecture contemporaine. Cette Table Ronde a apporté une importante contribution au dialogue global sur ce sujet. Ses conclusions ont été présentées en septembre 2006 à une réunion de l'UNESCO à Paris réunissant des experts qui préparaient de nouvelles recommandations sur les paysages urbains historiques, et en 2007 à Saint-Pétersbourg, Fédération de Russie.

La Table Ronde 2007 a mis l'emphase sur deux conventions de l'UNESCO qui peuvent s'appliquer pour des monuments, des sites, des paysages, des phénomènes naturels et des espaces culturels. Il s'agit de la « Convention concernant la protection du patrimoine mondial culturel et naturel » de 1972 (connu sous le nom de « Convention du patrimoine mondial ») et de la toute récente « Convention pour la sauvegarde du patrimoine culturel immatériel » de 2003, modelée sur la Convention de 1972. La Table Ronde de 2007 avait comme objectif de faire naître des discussions qui mèneraient à une meilleure compréhension de la relation entre patrimoines matériel et immatériel, en examinant ces deux conventions.

La Table Ronde 2008 a examiné l'un des aspects du vaste programme de recherche sur la gestion du changement dans les ensembles urbains historiques. En mettant l'accent sur « Le patrimoine mondial : définir et protéger les perspectives visuelles importantes », elle a exploré le concept de l'intégrité visuelle et des questions découlant de projets de développement à l'intérieur ou à proximité des Sites du patrimoine mondial, cherchant à comprendre la signification des « vues importantes » telles que décrites au paragraphe 104 des *Orientations devant guider la mise en œuvre de la Convention du patrimoine mondial*. Cette Table ronde a souligné la nécessité d'identifier et de décrire les points de vue importants au moment de la désignation patrimoniale par un processus impliquant les communautés locales aussi bien que les diverses disciplines universitaires. Les participants en sont venus à la conclusion que la question était intimement liée avec les fonctions et les constructions sociales au sein des communautés. Finalement, la question

est devenue de savoir comment définir et protéger les fonctions, les coutumes, les rituels et les expériences sensorielles qui se manifestent par le biais des divers points de vue.

Table Ronde de Montréal 2009

La Table Ronde 2009 de la Chaire de recherche du Canada en patrimoine bâti s'est concentrée sur l'évolution de l'approche canadienne pour la conservation du patrimoine bâti. Cette Table ronde a examiné les différentes approches utilisées par les gouvernements, les professionnels, les universitaires et la société civile pour la protection et la conservation du patrimoine bâti au Canada dans la deuxième moitié du 20e siècle. Elle avait pour but de comprendre l'évolution des approches canadiennes dans un contexte international plus large et de déterminer l'influence de l'augmentation de la professionnalisation et des définitions de plus en plus larges de ce qui constitue le patrimoine bâti. Au cours de la réunion, la discussion n'a pas tant porté sur "Qu'est-ce que la conservation?", mais plutôt sur les différents modèles observés dans l'évolution de la pratique de la conservation.

La Table Ronde 2009 a réuni 29 participants de partout au Canada et des États-Unis. De plus, des étudiants diplômés de l'Université de Montréal et de l'Université Carleton ont participé à la réunion en tant qu'observateurs. La Table Ronde 2009 a été organisée en six sessions visant à examiner la question sous divers points de vue. À la suite du mot de bienvenue du doyen de la Faculté, Giovanni De Paoli, Christina Cameron a introduit le sujet avec une présentation portant sur un cadre possible pour l'examen de la conservation des lieux historiques du Canada pour la période de 1950 à 2000. La session 1 a mis en vedette deux conférenciers, l'architecte américain Hugh C. Miller et l'architecte de paysage canadien Peter Jacobs. Chaque intervenant a donné un large aperçu de sa perspective sur les méthodes de conservation du patrimoine dans la seconde moitié du 20e siècle. La session 2 a pour sa part été axée sur la façon dont les professionnels des domaines de l'architecture, du paysage et de la planification, aussi bien que les enseignants et les universitaires, ont contribué à la pratique de la conservation et à la formation. La session 3 a examiné le rôle joué par les gouvernements pour influencer les politiques et pratiques liées à la conservation des lieux historiques du Canada. La session 4 a examiné de quelle façon les collectivités locales, les gouvernements municipaux et les organismes sans but lucratif ont pris

des mesures pour la conservation du patrimoine bâti du Canada. La session 5 a présenté plusieurs études de cas qui illustrent les approches de conservation et des questions telles que la reconstruction, la rénovation urbaine et le rôle du secteur privé. Finalement, la session 6 s'est présentée comme une synthèse qui a donné aux participants l'occasion de prendre du recul par rapport aux sessions spécifiques et de s'attarder sur l'ensemble des orientations. À la suite de la présentation des comptes-rendus par les rapporteurs de chacune des sessions et de l'analyse d'ensemble faite par Claudine Déom, le groupe a pris part à une discussion ouverte, abordant les différentes questions qui ont été soulevées au cours de la Table Ronde. La directrice de l'École d'architecture, Anne Cormier, a conclu en faisant des observations finales.

La Table Ronde 2009 a réuni des experts canadiens et américains du domaine de la conservation du patrimoine et des disciplines connexes travaillant au sein d'organisations publiques, privées et non gouvernementales. Le but de la réunion était de favoriser un échange de recherches, d'expériences et d'observations sur les pratiques de conservation en vue de développer et de tester un cadre global pour les approches canadiennes en conservation du patrimoine au cours de la période allant de 1950 et 2000. Les conférenciers ont été invités à partager leurs connaissances spécifiques afin d'encadrer les discussions qui allaient suivre. Parmi les participants se trouvaient des représentants des trois niveaux de gouvernement du Canada aussi bien que des spécialistes provenant des universités canadiennes et d'organisations non gouvernementales. Dans l'esprit d'une Table Ronde, chaque participant a joint le débat dans un échange de points de vue libre et franc. Un tel dialogue devrait contribuer à une meilleure compréhension des approches adoptées dans le passé afin de fournir des orientations pour répondre aux besoins du 21^e siècle.

Dans le cadre du mandat éducatif de la Chaire de recherche du Canada, la Table Ronde 2009 a une fois de plus fait un effort particulier pour engager les jeunes dans le travail de conservation du patrimoine. Plus de trente étudiants de deuxième et de troisième cycle universitaire y ont participé à titre d'observateurs et de rapporteurs. Le succès à long terme des stratégies de conservation dépend de la volonté des générations futures à prendre plus de responsabilités en matière de gestion. Faire participer les jeunes d'aujourd'hui permettra de façonner les décideurs de demain.

Cette publication comprend le programme de la Table Ronde 2009, les textes des conférenciers, les comptes-rendus des rapporteurs de la session de discussion, une conclusion qui présente un aperçu des résultats de la réunion de même qu'une liste des participants.

Pour terminer, je voudrais remercier l'Institut de statistique de l'UNESCO pour avoir accueilli la Table Ronde dans son excellente salle de conférence sur le campus de l'Université de Montréal, de même que la Direction des lieux historiques nationaux de Parcs Canada pour avoir rendu possible le service de traduction simultanée.

Christina Cameron
Chaire de recherche du Canada en patrimoine bâti
Faculté de l'aménagement, Université de Montréal
Avril 2009



Christina Cameron
(photo: C. Boucher, 2009)

1. Introduction

Under the auspices of the Canada Research Chair on Built Heritage at the Université de Montréal, the 2009 Round Table was held in Montreal, Canada on 11-13 March 2009 at the UNESCO Institute of Statistics on the campus of the Université de Montréal.

The Chair belongs to the federal millennium initiative that created a national program of Canada Research Chairs to make Canada one of the world's top countries for research and development. It is supported by the School of Architecture at the Université de Montréal as well as by the Canadian Foundation for Innovation and the Government of Quebec. The goal of the Canada Research Chair on Built Heritage is to create a focal point for strategic research in heritage conservation, development and governance. As part of the Faculté de l'aménagement, the Chair benefits from the synergy created by the associated departments which cover a range of conservation-related disciplines: the School of Architecture, the Institute of Urban Studies and the School of Landscape Architecture.

A round table is a meeting of peers for discussion and an exchange of views. The term is drawn from the legendary King Arthur who purportedly had a round table created for his knights so that there would be no head or foot to the table, hence underlining the equality of all members of his court. The Round Tables organized by the Canada Research Chair on Built Heritage are intended to encourage a robust exchange of views among specialists on a chosen subject.

Previous Montreal Round Tables

The first Montreal Round Table in 2006 focussed on heritage and the conservation of historic urban landscapes in the context of the Vienna Memorandum, a document that emerged as a result of an international conference on *World Heritage and Contemporary Architecture*. This Round Table made an important contribution to the on-going global dialogue on this subject. Its conclusions were presented to meetings of experts working on new guidelines for Historic Urban

Landscapes in September 2006 at UNESCO Headquarters in Paris and in 2007 at St. Petersburg, Russian Federation.

The 2007 Round Table discussed two UNESCO heritage conventions that could apply to places such as monuments, sites, landscapes, natural phenomena and cultural spaces. The two UNESCO instruments are the 1972 Convention concerning the Protection of the Cultural and Natural Heritage (known as the World Heritage Convention) and the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage, modelled on the 1972 Convention. The 2007 Round Table aimed at fostering discussions that would lead to a better understanding of the relationship between tangible and intangible heritage, insofar as these two conventions are concerned.

The 2008 Round Table examined one aspect of a larger research agenda on the management of change in historic cities. With a focus on *World Heritage: Defining and Protecting Important Views*, it explored the concept of visual integrity and issues arising from development projects in or near World Heritage Sites. It sought to understand the meaning of “important views” in paragraph 104 of the *Operational Guidelines for the Implementation of the World Heritage Convention*. The Round Table pointed to the need to identify and describe important views at the time of heritage designation through a process involving local communities well as various academic disciplines. Participants concluded that the central issue had to do with functions and social constructs within communities. Ultimately the question becomes how to define and protect functions, customs, rituals and sensory experiences that are manifested through views.

2009 Montreal Round Table

The 2009 Montreal Round Table of the Canada Research Chair on Built Heritage focuses on the evolution of Canadian approaches to the conservation of built heritage. The Round Table explores the various approaches used by governments, professional practitioners, academics and civil society to protect and conserve Canada’s built heritage in the second half of the 20th century. The Round Table seeks to understand the evolution of Canadian approaches within a broader international context and to ascertain the influence of increased professionalization and

expanding definitions of what constitutes built heritage. During the meeting, discussion focussed less on “What is conservation?” and more on the observed patterns in the evolution of conservation practice.

The 2009 Montreal Round Table brought together 29 participants from across Canada and the United States. In addition, graduate students from the Université de Montréal and Carleton University attended the meeting as observers. The Round Table was organized in six sessions designed to look at the question from various perspectives. Following a welcome from the Dean of the Faculté de l’aménagement, Giovanni de Paoli, Christina Cameron introduced the subject with a presentation on a possible framework for examining the conservation of Canada’s historic places for the period 1950 to 2000. Session 1 featured two keynote speakers, American architect Hugh C. Miller and Canadian landscape architect Peter Jacobs. Each speaker gave broad overviews from their disciplinary perspective on approaches to heritage conservation in the second half of the 20th century. Session 2 focussed on how professional practitioners in the fields of architecture, landscape and planning as well as teachers and academics contributed to conservation practice and training. Session 3 examined the role of governments in influencing policies and practices related to the conservation of Canada’s historic places. Session 4 looked at how local communities, municipal governments and not-for-profit organisations have taken action to conserve Canada’s built heritage. Session 5 presented several case studies that illustrated conservation approaches and issues such as reconstructions, urban renewal and the role of the private sector. Session 6 was a wrap-up session that gave participants an opportunity to step back from the specific sessions and grapple with the overall tendencies and trends. Following reports from the session rapporteurs and an analytical overview by Claudine Déom, the group engaged in an open discussion of various issues that had come up during the Round Table. The Director of the School of Architecture, Anne Cormier, gave closing remarks.

The 2009 Montreal Round Table brought together Canadian and American experts in the many disciplines related to heritage conservation. They came from public institutions, the private sector and non-governmental organisations. The purpose of the meeting was to foster an exchange of research, experience and observations about conservation practices in order to

develop and test an overall framework for Canadian approaches to heritage conservation in the period between 1950 and 2000. Speakers were invited to share their specialized knowledge in order to frame the ensuing discussions. Among the participants were representatives from the three levels of government in Canada as well as specialists from Canadian universities and non-governmental organisations. In the spirit of a Round Table, each participant joined the debate in a free and frank exchange of views. Such a dialogue should contribute to a better understanding of past approaches in order to provide guidance to meet the needs of the 21st century.

As part of the educational mandate of Canada Research Chairs, the 2009 Round Table once again made a special effort to engage young people in the debate. Almost thirty university graduate students participated as observers and as Rapporteurs. The long-term success of conservation strategies depends on future generations to take over stewardship responsibilities. Engaging today's youth will shape the decision-makers of tomorrow.

This publication contains the 2009 Round Table programme, presentations by speakers, reports from the Rapporteurs of the session discussions, a conclusion that presents an overview of the results of the meeting and a list of participants.

In closing, I would like to thank the UNESCO Institute of Statistics for welcoming the Round Table to its excellent facility on the campus of the Université de Montréal. As well, I would like to express my appreciation to the National Historic Sites Directorate, Parks Canada for its support of simultaneous translation during the meeting.

Christina Cameron
Canada Research Chair on Built Heritage
Faculté de l'aménagement, Université de Montréal
April 2009



CHAIRE DE RECHERCHE DU CANADA
EN PATRIMOINE BÂTI
CANADA RESEARCH CHAIR
ON BUILT HERITAGE

Université 
de Montréal

Table ronde Montréal Round Table 11-13 mars/March 2009

Christina Cameron

Professeure, École d'architecture
et/and
Titulaire, Chaire de recherche du Canada en patrimoine bâti Canada
Research Chair on Built Heritage
Université de Montréal



CHAIRE DE RECHERCHE DU CANADA
EN PATRIMOINE BÂTI
CANADA RESEARCH CHAIR
ON BUILT HERITAGE

Université 
de Montréal

Tables rondes Montréal Round Tables

2006	Le Mémorandum de Vienne	Vienna Memorandum
2007	Les Conventions de l'UNESCO sur le patrimoine mondial et le patrimoine culturel immatériel	UNESCO Conventions on World Heritage and Intangible Cultural Heritage
2008	Définir et protéger des vues importantes	Defining and Protecting Important Views



Table ronde Montréal Round Table 2009

2009	Conserver les lieux historiques: l'approche canadienne de 1950 à 2000	Conserving Built Heritage: Canadian Approaches 1950- 2000
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Table ronde Montréal Round Table 2009 Programme

<u>Envergure</u> <ul style="list-style-type: none">• interventions physiques• politiques• activités de communication	<u>Scope</u> <ul style="list-style-type: none">• physical interventions• policies• communication activities
<u>Participants</u> <ul style="list-style-type: none">• universités• gouvernements• secteur privé• organisations à but non-lucratif	<u>Participants</u> <ul style="list-style-type: none">• universities• governments• private sector• NGO organisations



Hypothèses / Hypotheses

De la restauration à la préservation

Evolution of size and type of property

Évolution des valeurs



Les personnes / Key People



Gérard Morisset
1898-1970



Ramsay Traquair
1874-1952



Robin Letellier
1944-2007

Peter John Stokes

A.J.H. Richardson (1916-

Tory Fuller

Jacques Dalibard (-2008)

Marion MacRae

Jean Minhinnick ...



Martin Weaver
1938-2004



Martin Weil
1940-2009



Margaret Angus
1908-2008



Résultats/Outcomes

Cadre pour les approches à la conservation 1950-2000	Framework for conservation approaches 1950-2000
Enjeux clés qui ont influencé l'évolution de la conservation au Canada	Key issues that have influenced the evolution of conservation in Canada
Identification des personnes importantes	Identification of important people
Identification des études de cas qui peuvent illustrer clairement des approches différentes à la conservation	Identification of case studies that can clearly illustrate different conservation approaches



Visitez le site web de la Chaire:
www.patrimoinebati.umontreal.ca



2. Programme de la Table Ronde

CHAIRE DE RECHERCHE DU CANADA
EN PATRIMOINE BÂTI
CANADA RESEARCH CHAIR
ON BUILT HERITAGE



Université
de Montréal

Conserver les lieux historiques: l'approche canadienne de 1950 à 2000

*Table ronde 2009 organisée par la Chaire de recherche du Canada en patrimoine bâti
Faculté de l'aménagement, Université de Montréal*

11-13 mars 2009

Programme

Mercredi 11 mars 2009

18:00 Réception

Lieu: Au Bistro Gourmet
2100 St-Mathieu (Coin Maisonneuve/St-Mathieu)
Montréal, Québec

Jeudi 12 mars 2009

Lieu: Institut de statistique de l'UNESCO
5255, avenue Decelles, 7^{ième} étage
Montréal, Québec

08:30 Inscription

09:00 **Mot de bienvenue**
Giovanni De Paoli
Doyen, Faculté de l'aménagement, Université de Montréal

09:15 **Introduction à la Table ronde 2009**
Christina Cameron, Professeure, École d'architecture,
Titulaire, Chaire de recherche du Canada en patrimoine bâti,
Université de Montréal
*Vers un cadre pour examiner la conservation des lieux historiques au Canada:
1950-2000*

09:30 **Session 1: Les approches en matière de conservation du patrimoine dans la seconde moitié du vingtième siècle : perspectives internationales**

Présidente: Christina Cameron, Chaire de recherche du Canada en patrimoine bâti, Université de Montréal

Rapporteur 1: Heather Perrault

Hugh C. Miller

Les approches en conservation au Service des parcs nationaux des États-Unis

Peter Jacobs, Professeur, École d'architecture de paysage, Université de Montréal
Approches en conservation de paysages au Canada

10:15 Pause

10:45 **Session 2: Conserver les lieux historiques au Canada: la contribution des praticiens professionnels et des universitaires**

Présidente: Nicole Valois, Professeure adjointe, École d'architecture de paysage, Faculté de l'aménagement, Université de Montréal

Rapporteur 2: Marie-Andrée Thiffault

Julian Smith, Architecte, Julian Smith et Associés

Pratique en matière de conservation architecturale canadienne : 1950-2000

Susan Bugey, Consultante en patrimoine

Pratique en matière de conservation du paysage au Canada: 1950-2000

Steve Barber, Planificateur senior en patrimoine

La profession du planning au Canada et sa contribution à la conservation : 1950-2000

François LeBlanc

ICOMOS Canada et l'APT

Herb Stovel, Professeur agrégé, Écoles des études canadiennes, Université de Carleton

La formation et la recherche dans le milieu universitaire dans la deuxième moitié du 20^e siècle

12:10 Discussion

12:30 Déjeuner

Lieu : Institut de statistique de l'UNESCO

13:30 **Session 3: Conserver les lieux historiques canadiens: la contribution gouvernementale**

Président: Gordon Fulton, Directeur, Services historiques, Parcs Canada
Rapporteur 3: Élyse Levasseur

Gordon Bennett
Le rôle de la politique fédérale: 1950-2000

Linda Dicaire, Conseillère spéciale, Commission de la capitale nationale
Les pratiques fédérales en matière de conservation: 1950-2000

Gérald Grandmont, Consultant en patrimoine, Ministère de la Culture,
des communications et de la condition féminine du Québec
L'approche du Québec dans la conservation des lieux historiques: 1950-2000

14:30 Discussion
Robert Pajot, Gestionnaire, Programme et gérance du patrimoine,
Travaux publics et Services gouvernementaux Canada
Commentaires sur le rôle du fédéral

15:00 Pause

15:30 **Session 4: Conserver les lieux historiques canadiens: la contribution des communautés et des O.N.G.s**

Président: Mario Dufour, Président, Commissions des biens culturels,
Gouvernement du Québec
Rapporteur 4 : Marianne Trottier-Tellier

Natalie Bull, Directrice exécutive, Fondation du patrimoine canadien
La Fondation du patrimoine canadien

Alastair Kerr, Ministère du tourisme, du sport et des arts, CB
*Le rôle des communautés dans la conservation des lieux historiques canadiens:
le point de vue de l'Ouest*

Jim Bezanson, Agent de développement du patrimoine, Ville de Saint-John, NB
*Le rôle des communautés dans la conservation des lieux historiques canadiens:
le point de vue de l'Est*

16:30 Discussion
17:15 Clôture de la session
19:30 Dîner
Lieu: Au Bistro Gourmet
2100 St-Mathieu (Coin Maisonneuve/St-Mathieu)

Vendredi 13 mars 2009

Lieu: Institut de statistique de l'UNESCO
5255, avenue Decelles, 7^{ième} étage
Montréal, Québec

08:30 Inscription

09:00 **Session 5: la conservation des lieux historiques canadiens:
des études de cas**

Présidente: Patricia Kell, Directrice, politiques et relations gouvernementales
Parcs Canada
Rapporteur 5: Jaime Koebel

Shannon Ricketts, Registraire canadienne, Lieux historiques nationaux,
Parcs Canada
La reconstruction comme outil de conservation du patrimoine

André Charbonneau, Historien, Parcs Canada
*Quelques réflexions sur la conservation du patrimoine en milieu urbain :
Le Vieux-Québec et la Place royale*

10:10 Pause

10:40 Julia Gersovitz, Architecte, Fournier, Gersovitz, Moss et Associés
Le secteur privé et la conservation du patrimoine bâti

Darryl Cariou, Planificateur senior en patrimoine, Ville de Calgary, AB
*De la rue principale aux mails piétonniers : réhabiliter les centres-villes
canadiens*

11:15 Discussion

12:00 Déjeuner

Lieu : Institut de Statistique de l'UNESCO

13:00 **Session 6 : Conclusions de la Table ronde**

Président: Dinu Bumbaru, directeur des politiques, Héritage Montréal
Comptes-rendus des rapporteurs

Claudine Déom, professeure adjointe, École d'architecture, Université de Montréal

Une vue d'ensemble des discussions de la Table ronde 2009

Discussion

14:45 Discours de clôture : commentaires d'Anne Cormier, Directrice,
École d'architecture, Faculté de l'aménagement, Université de Montréal

15:00 **Clôture de la Table ronde 2009**

2. Round Table Programme

CHAIRE DE RECHERCHE DU CANADA
EN PATRIMOINE BÂTI
CANADA RESEARCH CHAIR
ON BUILT HERITAGE



Université 
de Montréal

Conserving Historic Places: Canadian approaches 1950-2000
2009 Montreal Round Table organized by the Canada Research Chair on Built Heritage
Faculty of Environmental Design, Université de Montréal

11-13 March 2009

Programme

Wednesday 11 March 2009

18:00 Reception

Location: Au Bistro Gourmet
2100 St-Mathieu (Coin Maisonneuve/St-Mathieu)
Montréal, Québec

Thursday 12 March 2009

Location: UNESCO Institute of Statistics
5255, Decelles avenue, 7th floor
Montréal, Québec

08:30 Registration

09:00 **Welcome**
Giovanni De Paoli
Dean, Faculté de l'aménagement, Université de Montréal

09:15 **Introduction to 2009 Round Table**
Christina Cameron, Chairholder, Canada Research Chair on Built Heritage,
Professor, School of Architecture, Faculty of environmental design,

Université de Montréal
Towards a Framework for Examining the Conservation of Canada's Historic Places: 1950-2000

09:30 **Session 1: Approaches to Heritage Conservation in the second half of the 20th century: International Perspectives**

Chair: Christina Cameron, Canada Research Chair on Built Heritage,
Université de Montréal
Rapporteur 1: Heather Perrault

Hugh C. Miller
Approaches to Heritage Conservation in the USNPS

Peter Jacobs, Professor, School of Landscape Architecture, Université de
Montréal
Approaches to Landscape Conservation in Canada

10:15 Break

10:45 **Session 2: Conserving Canada's Historic Places: the Contribution of Professional Practitioners and Academics**

Chair: Nicole Valois, Assistant Professor, School of Landscape Architecture,
Faculty of environmental design, Université de Montréal
Rapporteur 2: Marie-Andrée Thiffault

Julian Smith, Architect, Julian Smith & Ass.
Canadian Architectural Conservation Practice: 1950-2000

Susan Bugey, Heritage consultant
Canadian Landscape Conservation Practice: 1950-2000

Steve Barber, Senior Heritage Planner, City of Victoria, BC
Canadian Planning Profession and its Contribution to Conservation: 1950-2000

François LeBlanc
ICOMOS Canada and APT

Herb Stovel, Associate professor, School of Architecture, Carleton University
Training and Research: Academe in the second half of the 20th century

12:10 Discussion

12:30 Lunch

24

Location: UNESCO Institute of Statistics

13:30 **Session 3: Conserving Canada's Historic Places: the Governmental Contribution**

Chair: Gordon Fulton, Director, Historical Services, Parks Canada
Rapporteur 3: Élyse Levasseur

Gordon Bennett
The Federal Policy Role: 1950-2000

Linda Dicaire, Special Adviser, National Capital Commission
Federal Conservation Practices: 1950-2000

Gérald Grandmont, Heritage consultant, Ministère de la Culture, des communications et de la condition féminine du Québec
Québec's Approach to Conserving Historic Places: 1950-2000

14:30 Discussion

Robert Pajot, Manager, PWGSC Heritage Programs and Stewardship,
Public Works and Government Services Canada
Comments on the federal role

15:00 Break

15:30 **Session 4: Conserving Canada's Historic Places: the Contribution of Communities and NGOs**

Chair: Mario Dufour, President, Commissions des biens culturels,
Gouvernement du Québec
Rapporteur 4 : Marianne Trottier-Tellier

Natalie Bull, Executive director, Heritage Canada Foundation
Heritage Canada Foundation

Alastair Kerr, Heritage Branch, Ministry of Tourism, Sport and the Arts
Victoria, BC
The Role of Communities in Conserving Historic Places: A View from the West

Jim Bezanson, Heritage development officer, St-John, NB
The Role of Communities in Conserving Historic Places: A View from the East

16:30 Discussion

17:15 Close of session
19:30 Dinner
Location: Au Bistro Gourmet
2100 St-Mathieu (Corner Maisonneuve/St-Mathieu)

Friday 13 March 2009

Location: UNESCO Institute of Statistics
5255, avenue Decelles, 7th floor
Montréal, Québec

08:30 Inscription

09:00 Session 5: the Conservation of Canada's Historic Places: Case Studies

Chair: Patricia Kell, Director, Policy and Government Relations,
National Historic Sites, Parks Canada
Rapporteur 5: Jaime Koebel

Shannon Ricketts, Canadian Register of Historic Places, Parks Canada
Reconstructions as a heritage conservation tool

André Charbonneau, Historian, Parks Canada
*Historic Place as an instrument of urban renewal: le Vieux-Québec and la Place
Royale, Québec*

10:10 Break

10:40 Julia Gersovitz, Architect, Gersovitz, Moss & Ass.
The role of the Private Sector and the built heritage

Darryl Cariou, Senior Heritage Planner, City of Calgary, AB
From Main Street to Pedestrian Malls: Rehabilitating Canadian downtowns

11:15 Discussion

12:00 Lunch: UNESCO Institute of Statistics

13:00 Session VI: Round Table Conclusions

Chair: Dinu Bumbaru, Director of the policies, Héritage Montréal
Reports of the Rapporteurs

Claudine Déom, Assistant Professor, School of Architecture,
Faculty of environmental design, Université de Montréal
An Overview of the 2009 Round Table Discussions

Discussion

- 14:45 Closing Remarks from Anne Cormier, Director, School of Architecture, Faculty
of environmental design, Université de Montréal
- 15:00 **Close of 2009 Round Table**

3. Textes des conférenciers / Texts of the speakers

Session 1: Les approches en matière de conservation du patrimoine dans la seconde moitié du vingtième siècle : perspectives internationales

Session 1 : Approaches to Heritage Conservation in the second half of the 20th century: International Perspectives

Présidente / Chair: Christina Cameron, Chaire de recherche du Canada en patrimoine bâti, Université de Montréal / Canada Research Chair on Built Heritage, Université de Montréal

Rapporteur 1: Heather Perrault, Étudiante M.A., Université de Carleton / M.A. Student Carleton, University

3.1 Les approches en conservation au Service des parcs nationaux des États-Unis / Approaches to Heritage Conservation in the USNPS

Hugh C. Miller, FAIA, Adjunct Professor, Goucher College, Baltimore MD



Hugh C. Miller
(Photo : C. Boucher, 2009)

AN OVERVIEW OF HISTORIC PRESERVATION IN THE UNITED STATES

**LESSONS ABOUT PEOPLE, POLICIES AND PROGRAMS
IN THE MARKET PLACE OF IDEAS**

ABSTRACT

This paper provides a brief overview of the events that occurred for the National Park Service (NPS), organized in 1916 to manage western national parks, to become the lead U.S. agency responsible for the nationwide historic preservation programs while managing historic and archaeological sites in the National Park System. The second director Horace M. Albright (1929-1933) promoted the idea of historic sites for interpretation and education, as well as to broaden the NPS political base. In the 1933 reorganization of government, NPS acquired the management of national monuments and historic sites created by the Antiquities Act of 1906, as well as the national battlefields. The Historic Sites Act of 1935 gave NPS additional authorities to acquire historic sites and promote historic preservation. By 1945 there were the big national parks, as well as, 86 historic sites, monuments and battlefields in the National Park System.

In the 1950's NPS became the model for restoration of historic buildings during its ten-year "Mission 66" program when over 50 architects and craftsmen under the leadership of Charles E. Petersen, FAIA restored or reconstructed over 150 historic building. At the same time there was a reaction to post World War II development resulting in a broad base of interest in historic preservation following the chartering of the National Trust for Historic Preservation in 1949. This was the impetus for the development of graduate degree programs in historic preservation and the founding of profession organizations, such as the Association for Preservation Technology (APT). The National Historic Preservation Act of 1966, a model of legislative planning, was the seminal law that resulted in the establishment of the National Register of Historic Places and the Advisory Council for Historic Preservation. The State Historic Preservation Offices were organized to carry out these programs and to distribute federal funds. These planning tools and review requirements have been the linchpin of the federal preservation programs that continue today. In 1976, in a surprise action, the Congress passed a tax reform act that has evolved into providing tax credits for the rehabilitation of privately owned historic buildings. The ensuing National Register Criteria and the Secretary of Interior's Standards have become the policies that direct the programs.

The NPS continued to manage the cultural resources of the park system as an internal function. The 1972 Executive Order 11593 required federal agencies, including NPS, to comply with the National Historic Preservation Act. The universe of entries in the National Register expanded to include all federally owned historic buildings and sites - military posts and bases, federal office buildings, courthouses and more.

In the 1980s studies of cultural landscapes and authorities for leasing abandoned buildings and lands provided new management tools for NPS. There were now people ‘living in the parks.’ This evolved into the formal development of National Heritage Areas (NHA), a creative public-private partnership that protects historically significant properties in private ownership. Cultural landscape preservation was slow to evolve, but with the urging of the U.S. Congress, national programs were created to define resources. NPS continues conversations with potential partners ranging from Certified Local Governments to Native American tribes. Today, with fresh NPS leadership, there are opportunities for preservation with properties, programs and partnerships.

Note to Reader: Throughout this discussion I will use the U.S. terminology of “*historic preservation*” to mean “*heritage conservation*.” In the U.S. “*conservation*” normally refers to the management and protection of natural resources; however, *conservation* also is used in reference to the treatment of museum objects. Similarly, there is a profession of *Architectural Conservators* who are providing preservation treatments to historic buildings.

19th to mid-20th Century PRESERVATION PROGRAMS

Historic preservation in the United States established a sound foundation in the 19th century with private organizations preserving homes of presidents and places of historic events and architectural interest. The Federal Government declined to join these efforts, but they were buying Civil War battlefields. The Antiquities Act of 1906 was the first national program. In a bold move it gave the President authority to designate national monuments (and it still does). The National Park Service (NPS) was organized in 1916. The second director, Horace M. Albright (1929-1933), recognized the opportunities for interpretation and education all across the

country and was politically active to get the Park Service into the “history business.”

The 1933 reorganization of Federal agencies (ExO 6166) gave NPS responsibilities for the national memorials, historic buildings and battlefields. The Historic Sites Act of 1935, drafted by NPS staff, was a seminal event that gave NPS the authority to establish an information base for historic preservation by conducting surveys and research, to acquire historic properties for restoration and management, to enter in to cooperative agreements with public and private preservation agencies and organizations and to interpret the heritage with markers and educational programs. As a result of this act twenty-nine (29) historic sites were authorized between 1935 and 1945. The Historic American Building Survey (HABS), organized in 1933, was formally authorized and the framework for a national survey and a national landmarks program were in place. The Historic Sites Act also spurred local preservation programs in the zoning of “Old and Historic Districts.” Preservation grew as a profession and the NPS established policies for the restoration of historic buildings. By 1945 there were the big national parks, and 86 historic sites, monuments and battlefields in the National Park system. There were also staff who had distinguished themselves in defining the profession and promoting historic preservation. The NPS was clearly in the “history business” (Hosmer, 1981).

By the end of World War II there was good experience in protecting individual historical and archaeological resources, but these methods were not applied in the rush to build roads, dams, new suburbs and to remove slums for urban renewal. When the National Trust for Historic Preservation was organized in 1949, the original intent was for it to protect architectural landmarks. By 1950 the words “historic preservation” were in the lexicon and the law. The terms “conservation” and “heritage” were not understood as related to historic buildings and places.

The Preservation profession organizes in the 1950s

The practice of restoration architects expanded with restorations and reconstructions. In 1955 the National Park Service’s 10-year capital development program, “Mission ’66,” led the way by applying its 1937 policies to preservation practice. The voice of restoration architecture was

Charles E. Peterson, FAIA, who defined the profession. By the time he retired from NPS in 1962 he had built a restoration dynasty of over 50 architects and craftsmen who learned from each other while restoring more than 150 buildings and undertaking several major reconstructions. Peterson continued to influence preservation thought and practice in the U.S. and internationally until his death in 2004. He was well known in Canada and mentor of Jacques Dalibard.

The graduate programs in historic preservation began in 1963 at Cornell and Columbia Universities. The University of Virginia began its program in 1964. By 1978 when the National Council for Preservation Education was organized, there were 22 schools offering preservation degrees. In 1968 the Association for Preservation Technology (APT) was founded by 11 Canadians and 2 Americans. It was “the only show in town” and quickly became a interdisciplinary, international organization. It spawned the Alliance for Historic Landscape Preservation (AHLP) and the Preservation Trades Network. APT continues to play a significant role in professional development, and as a forum to discuss science and technology of architectural conservation. (Miller, 2006)

Crafting The 1966 Act

In 1964 the new NPS Director, George B. Hertzog, Jr., wanted to expand the agency beyond the parks and he began to explore NPS’s authority under the Historic Sites Act of 1935. His staff developed ideas for grants to the states for preservation. Following the 1965 speeches by the President, Secretary of the Interior, Stewart Udall, asked NPS to draft legislation for comprehensive preservation grants to the states and grants to the National Trust. At the same time forces were gathering to organize new preservation legislation.

The National Historic Preservation Act (NHPA) of 1966 is a model for constituency building, legislative planning and the understanding of desired outcomes. In the interest of brevity I will not detail the events and collaborative organizations that proposed insightful and comprehensive legislation. The partners included a special committee from the Congress, the U.S. Conference of Mayors, the National Trust for Historic Preservation, the National Park Service, the First Lady

Ladybird Johnson and others, funded by the Ford Foundation. Their report and legislative recommendations were in the form of a book, *With a Heritage So Rich* (you should read it today as a significant history). On October 15, 1966 President Johnson signed Public Law 89-665. This is known now as the National Historic Preservation Act of 1966.

NATIONAL HISTORIC PRESERVATION ACT Programs

The Act authorized the Secretary of the Interior to expand and maintain a National Register of Historic Places to include districts, sites, buildings, structures and objects significant to American history, architecture, archaeology and culture. The Act also established the Advisory Council on Historic Preservation to administer Section 106. This required the heads of Federal agencies, funding or licensing projects, to take into consideration the effects of the undertaking on any properties eligible for or listed in the National Register of Historic Places. The Act provided additional authorities including that the Council advise the President and the Congress about historic preservation and encourage public and private preservation activities. The conversation about protecting historic resources began.

The era of new preservation was launched and Hertzog was successful in having NPS designated as the agency to carry out the program. In a brilliant decision the Secretary of the Interior soon asked the state governors to appoint “state liaison officers” to administer the program and funds. The Office of Archaeology and Historic Preservation (OAHP), under the able direction of Dr. Ernest Allen Connally, carried out this NPS work. For ten years OAHP was very close to becoming the “monument service” of the U.S. -- now probably never to be. However, NPS had built its base in the “history business” with properties, programs and partnerships to be expanded. Today all states, territories and tribes have State Historic Preservation Offices (SHPO). NPS still administers the 1966 Act as external NPS cultural resource programs, as well as stewardship of historic resources in the park system (known as the “in-house” and “out-house” programs, not just a joke but reflection of the attitude of some NPS officials). (Glass, 1990.)

Historic preservation in the SEVENTIES through the 1990S

The NHPA of '66 was a comprehensive piece of legislation that grew out of well orchestrated studies and plans articulated by many constituents working with their elected and appointed officials. In contrast the significant national preservation laws and activities of the 1970s through the 1990s were the results of opportunities, opposition, surprises and sometime positive, unintended consequences and new strategic partners.

Federal Agency Preservation – an opportunity

The first opportunity was for the President to instruct Federal agencies that they must follow the 1966 law and recognize the historic qualities of the buildings or sites under their management. When GSA began to remove the cornice of the 1872 San Francisco Mint, there was a public outcry and interest from the White House. The NPS staff was ready with a draft executive order, and in May 1971 President Richard M. Nixon signed Executive Order 11593. This required all Federal agencies to appoint a preservation officer, to determine if their buildings or sites were National Register eligible, and to manage them with care, including 106 reviews. The Executive Order became Section 110 in the 1980's amendments to the NHPA. Today, the Department of Army (DOA) recognizes more historic structures than NPS, and Government Service Administration (GSA), with its Federal offices and courthouses, manages the greatest number of large historic buildings. Their historic preservation programs, with professional staff for budget development and implementation of projects, are now models for other agencies. (Keune, 1984.)

Funding and Incentives for Historic Preservation was A surprise

One day in 1976 Americans woke up to the surprise that incentives for historic preservation were included in a tax bill. Congress added historic buildings provisions the omnibus Tax Reform Act of 1976 saying that there was “no opposition” to the idea. Actually, there had been no hearing. This bill, and two more in 1978 and 1981, expanded the scope of historic building rehabilitation tax credits. Owners of depreciable historic properties receive a tax credit (now 20%) to be taken when the NPS certified the completed rehabilitation work. Finally, listed buildings had a “financial edge”. (Stipe, 2003).

This created an effective means for the private sector to be involved in rehabilitation of historic properties. Many states have now enacted similar Historic Rehabilitation Tax Credits. This surprised tax legislation has spurred a multi-billion dollar historic rehabilitation industry. Architects, contractors and developers have joined the “cultural resource management business” with notable successes. Rehabilitation has become a big business, though not without some legal and ethical pitfalls

Preservation Policy, Standards and Procedures evolve

The Advisory Board on National Park Historic Sites, Buildings and Monuments drafted restoration policy in May 1937 for work on historic properties within the National Park System. This policy contained guidance based on the concern for the original fabric of buildings and urged the retention of "genuine old work." It paraphrased A. N. Didron ... "better preserve than repair; better repair than restore; better restore than reconstruct" (1839). It is interesting that the Didron quote is used in this discussion of preservation treatments and continued to be referenced in NPS policy well into the 1970's. However, the U.S. delegation, that included the NPS, rejected the Venice Charter of 1964 because of the Charter's opposition to reconstruction and its rigorous views of restoration. (Miller, 2006.)

In 1964 the National Park Service integrated the 1937 restoration policy into administrative policies for historic areas in the National Park system. This also included policies for planning, management and decision-making. By the late 1970s, these were combined as NPS Management Policies providing guidance for all areas of the system. These expanded discussion about treatments for preservation, restoration and rehabilitation. The discussion of reconstruction emphasized cautionary guidance regarding destruction of archaeological remains and documentation for authenticity. The current 2001 version of this document also incorporates the Secretary of the Interior's Standards and the National Register Criteria as management policy for the parks.

The National Register Criteria was written in 1967 by historians and architectural historians. It defined historic significance for the national, state and local levels with four broad categories of significance for history and archaeology. The historic significance is also measured with seven elements of integrity tested against the period of significance. This criteria works for buildings, structures, urban districts and archaeological sites. But, the narrow interpretation of the criteria, particularly the elements of integrity and period of significance, make National Register listing difficult for dynamic resources in spite of continuity of use ... such as places of science and industry, maritime vessels and landscapes where change is inherent. Similarly, there are problems with evaluating the integrity criteria of “feeling and association” based on tribal or ethnic groups’ values of specific cultural or historic places.

OAHF was late to develop treatment standards for the external programs. Starting in 1975, W. Brown Morton III and his staff used 1937 NPS treatment policies, NPS management policies from 1964 and the Venice Charter as the basic philosophies for new standards and guidelines. When finally promulgated in 1978, the Secretary of the Interior’s Standards for the Treatment of Historic Properties included specific standards for preservation, restoration, reconstruction and rehabilitation. These standards were written to be flexible and to have detailed guidelines to expand the decision-making with “recommended” and “not recommended” discussions.

The National Register Criteria and the Secretary of the Interior’s Standards were published in the Federal Register and became part of the Code of Federal Regulations. As an unintended consequence these criteria, standards and guidelines are now considered law. They show up in state law and local ordinances to support these historic preservation programs. In many preservation activities the guidance of the Criteria and the Standards are interpreted as prescriptive doctrine. The broad interpretation of these documents for application to the nature of the resource and related cultural value systems is a challenge today.

New thinking about preservation treatments expands in the 1970S

The National Trust for Historic Preservation, with the Rome Center (now ICCROM), organized an international conference on preservation and conservation held in Williamsburg, Virginia, and

Philadelphia, Pennsylvania, in September 1972. It was the seminal event marking the formal beginning of conversations between material scientists, museum conservators and architects about the science and technology of architectural preservation. Diagnostics and minimal intervention into the process of deterioration for the treatment of historic buildings became as important as analysis of the original fabric and the discovery of physical and documentary evidence. New philosophies were being applied with new knowledge and a new professional title of “Architectural Conservator” was born. The title “Restoration Architect” went out of use.

In the U.S., NPS took the lead, often joining with Canadians Jacques Dalibard, Martin Weaver and others, in developing training courses in historic building diagnostics, maintenance and repair. “Maintenance is preservation” was the mantra. Unfortunately, even with the new direction in preservation, the community was unable to claim a niche within the building industry that would embrace the management and the crafts necessary for the preservation of historic buildings. (Miller, 2006.)

New Resources and stewardship in NPS

There was a sea change of philosophy for management of historic resources within the National Park System in 1977. The external functions of OAHP were organized under a short-lived new agency, Heritage, Conservation and Recreation Services (HCRS). This placed the parks’ cultural resource management (CRM) functions under centralized park operations where there was no active preservation constituency. A critical issue was how to preserve abandoned historic buildings and lands within recently acquired national parks and recreation areas. However, the park managers, old rangers, understood natural resource conservation and stewardship, so they were taught historic preservation. Also there were friends, most significantly, Congressman John F. Seiberling and members of the Secretary’s Parks Advisory Board. There was also an opportunity to develop a new constituency with the emerging landscape preservation movement.

Congressman Seiberling took the lead in adding Section 111 to the 1980 Amendments to the NHPA. This authorized federal agencies, like NPS, to lease or exchange historic properties in their care, and for the proceeds to be retained by the agency to preserve these or other historic

properties. Now abandoned buildings and lands had value. The immediate result of these new and clarified laws was leasing of abandoned and under-utilized buildings and lands listed in the National Register. The rehabilitation tax credits and the preservation easements became effective tools for a new public-private partnership. Historic farm houses on Civil War sites became B&Bs and lighthouses were leased for radio antenna. Military garrison buildings in San Francisco and Brooklyn became desirable office parks. Ranches leased historic hay land with old water rights.

The Fredrick Law Olmstead National Historic Site was established by Congress in 1979 over the objections of officials in OAHP. They also objected to discussions about cultural landscape preservation. With these people now in HCRS encouragement was given to examine the issues related to NPS landscapes and land management. Landscape architecture Professor Robert Z. Melnick, on sabbatical leave, joined the NPS-CRM staff on a fluke. The conversation with park managers expanded, resulting in the 1980 revision of the NPS Management Policies to define cultural landscapes as resources. Melnick also prepared a manual, *Cultural Landscapes: Rural Historic Districts in the National Park System*, published in 1984. There was now a way to ascribe cultural values to landscapes, list them in the National Register and develop management decisions through Cultural Landscape Reports. NPS managers in the field now had a way to protect cultural landscapes and historical landscape architects had joined the CRM business.

In an unintended consequence, Congressman Seiberling, and later Senator Edward Kennedy, became major players in the controversy that resulted in the Congress telling the new NPS external cultural resource program director that designed and vernacular landscapes are cultural resources to be included in the National Register and their other programs. In 1985 a historic landscape initiative began with the NPS Twelve Task Program. The external cultural resource programs of NPS were slow to implement all twelve goals, but guidance for listing cultural landscapes in the National Register and technical guidelines for landscape preservation treatments were published by 1994. Demonstration projects and workshops were received with interest by the SHPOs and preservation organizations. Unfortunately, the standards for landscape preservation used the same standards developed for historic buildings, and the scale

and dynamics of cultural landscapes continue to challenge state and federal reviewers. However, in some states and localities landscape preservation has been successfully defined so “landscape thinking” is used in planning, zoning and economic development. Finally, the preservation of cultural landscapes was in the national consciousness.

Within the National Park System, new partnerships expanded as the result of listing large rural NPS areas as cultural landscapes in the National Register and the public leasing of abandoned and under-utilized buildings and lands. Property could now be protected by less than fee ownership. The rehabilitation tax credits and land and historic property easements became effective tools for public-private partnerships with new people using park resources. At Cuyahoga Valley National Recreation Area, Ohio farmers rented whole farms and discussed buy backs to become “farmers in the park.” This world of the possible led to the idea of “lived-in” parks and National Heritage Areas (NHA). This was a new way of “making lemons into lemonade.”

National Heritage Areas

Today National Heritage Areas (NHA) are recognized as an effective way for a public-private partnership to protect natural and cultural resources without fee ownership of land and management by NPS. In reality it is a way to tell members of Congress that their pet area should not be managed as a national park. Ebey’s Landing National Historic Reserve, Whidby Island, Washington was authorized in 1978 to protect natural and historic values of over 8,000 acres and the community of Coupeville with minimum NPS ownership. This could be considered the beginning of national designated areas with “lived-in” historic landscapes protected by a public-private partnership. In 1984, the first identified NHA was established at the Illinois and Michigan Canal National Heritage Corridor. This designation continues to be used to identify resources and describe protection methods for the stewardship, recreation and preservation of areas with a population and settlement pattern too dense for NPS to manage in fee ownership as a park. NHAs successes and limitations are based on the ability of the collaborators to manage local zoning, land use decisions and to provide for economic growth and sustainable heritage and natural resource stewardship, with limited NPS coordination and funding.

The National Heritage Area concept is embraced by the U.S. Congress, and generally endorsed by the National Park Service. It is seen as a new method to protect cultural and natural values of communities and landscapes, with few federally owned properties. Today there are more than 40 NHAs, some very large including most or all of some states (Tennessee, Iowa, Vermont). Needless to say, the jury is still out about the optimum size of an effective NHA program, particularly with the pending sunset of NPS funds. (Stipe, 2003)

COMMUNITY PRESERVATION PROGRAMS expanded

“All preservation is local”. (Except for national programs.) Local preservation programs and projects expanded exponentially following the enactment of NHPA. The National Trust Main Street Program, started in 1977, could be considered the first pro-active community preservation program. Today, Main Street Programs flourish across the U.S.

In 1980 the NPS formally entered into local partnerships with the Certified Local Governments (CLG) programs nationwide. Localities with preservation ordinances and staff were brought into the decision-making process and received a portion of the state’s preservation funds. This local ownership of ideas generated surveys, guidelines and ordinances to further preservation programs with citizen administrators. By the 1990s, in response to the growing political clout of the “property rights coalitions,” the NPS urged the park superintendents to be pro-active, to participate in local land use decisions and to negotiate with developers to protect significant resources outside the parks. This outreach has given new meaning to “partnerships for preservation.”

In 1998, the Conservation Study Institute (CSI) was established by NPS to help partners stay in touch with the evolving field of conservation of natural and heritage resources, and to develop more sophisticated tools and strategies for stewardship. They are able to work outside NPS, to review and evaluate NHAs, and to define new methods for individual and community conservation of nature and preservation of heritage places.

Archaeology in Expanded Roles

During the last 30 years of the 20th century, archaeological programs have expanded on several tracks not always parallel with the historic preservation community. As soon as archaeologists identified the NHPA programs as a source of money, the profession became divided between academia, agency archaeologists and consultants, a.k.a. contractors. Cultural resource management became big business.

Within the National Park System and other public and private organizations managing historic sites the profession of historic archaeology with the subset of landscape archaeology has evolved to focus on discovery for preservation, education and interpretation. At the same time “new archaeology” developed predictive modeling and remote sensing technology along with a “limited dig” policy. These same professionals embrace anthropology and ethnography that brings them closer to the Native Americans or indigenous people living in or near the historic areas. (Stipe, 2003)

Native American cultural values offer new preservation opportunities

Native American cultures have been an interest since colonial days. With the passage of the Antiquity Act, many Native American sites became National Monuments. Even before the NHPA of 1966, tribes successfully sued to stop federal projects from crossing their lands. The 1966 Act was unclear as to the identification of resources related to Native Americans. Even with several new laws there have been continuing clashes of cultural value systems. The 1992 amendments of the NHPA added requirements that Native Americans become full partners in the program with tribal preservation officers. The NPS established an office to work with and provide grants to the tribes in developing their own regulations and process for preservation. This was slow, but now Native Americans, Alaskan Natives and Native Hawaiians are at the table. The discussion for the future will be about the “living cultures” and a working definition for the full meaning of ethnographic cultural landscapes as tangible and intangible resources. We all should learn from this conversation. (Stipe 2003)

The CRM Industry, THE conservative right and the future

With the passing of the NHPA of 1966 and the provisions of Section 106 the archaeological community expanded their activities into survey and salvage archaeology and immediately dominated the cultural resource management business. Architectural historians and public historians soon joined the CRM business as consultants. Historical architects and architectural conservators defined their professions, and with trained trades mechanics became the players in the multi-billion dollar historic rehabilitation industry. The discovery of heritage tourism and development of historic sites spurred the growth of broad based professions in new administration, management and hospitality industries.

Today there is a large vocal historic preservation constituency. The CRM industry has broad reaching interests. There are some elected officials who understand how historic preservation is good politics. At the same time federal, state and local preservation agencies that review, fund and approve projects have become the high priests and often nay-sayers. The CRM industry and the keepers of the preservation bureaucracy are often at odds regarding the pragmatic, best practices and understanding of preservation's enshrined doctrine.

Since the 1980s, there have been growing forces intent on weakening or overturning the preservation laws and process. The "conservative right," the property rights proponents, libertarians, slum-lords and developers have become a formidable and vocal force. They have had some successes in overturning local preservation programs and laws. They have "nibbled around the edges" of national preservation regulations and laws. But to date, the economic benefits and the caring about heritage have kept bad things from happening on the national scene.

Now the NPS has an opportunity to assert its leadership with properties, programs and partnerships for preservation. The challenges are to balance the forces of good and evil, both internal and external to preservation, in order to conserve heritage for the "pursuit of happiness." This is what the U.S. Supreme Court said.

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3.2 Approches en conservation de paysages au Canada/ Approaches to Landscape Conservation in Canada

Peter Jacobs, Professeur, École d'architecture de paysage, Université de Montréal / Professor, School of Landscape Architecture, Université de Montréal



Peter Jacobs
(Photo: C. Boucher, 2009)

CONSERVING HISTORIC PLACES: CANADIAN APPROACHES 1950 - 2000

2009 Montreal Round Table organized by the Canadian Research Chair on Built Heritage
Faculté de l'Aménagement, Université de Montréal

LANDSCAPE PERSPECTIVES: CONSERVATION CHALLENGES

Peter Jacobs
École d'architecture de paysage
Université de Montréal

LANDSCAPE

Landscape has been defined, for centuries, as " a view or picture depicting scenery on the land", "a picture representing an area of countryside", or "the visible features of an area of land". It is of course much, much more. Landscape is the memory of natural process and human endeavor; the expression of who we are and what we value; it can support what we wish to become and how we wish to live within those limits of energy and resources available to us.

The changing nature of landscape, the layers and layers of natural processes that have helped to form it - whether through deposition, glaciation, or erosion - and the shorter but equally complex layers of human habitation establish the palimpsest of its current form. It is hard, therefore, to imagine a landscape that does not embody some form of heritage and does not reveal the very form of that heritage.

Landscape, is the second of a triad of Natures. Wild nature, of which Thoreau spoke so eloquently, is the first; and gardens the third. Second nature is one that is cultivated, as fields, as woodlots, as orchards, and as areas of recreation and contemplation. Landscape is an expression of culture, not at all the same as a cultural landscape.

Cultural landscapes presuppose natural landscapes that more rightly belong to First nature. While the polarity of nature and culture has been a mainstay of our approach to national and international frameworks designed to conserve heritage, Michel Conan, amongst others, has been particularly critical of this conceptual construct (1). Landscape is a synergetic expression of the culture of nature and the nature of culture.

To recap, landscape is neither a foil for, nor a proxy of, a building. Heritage landscapes, cultural landscapes, witness landscapes, urban landscapes, vernacular landscapes and other such terms modify, but do not directly address the core of what it is we are trying to conserve. Landscapes change, inevitably, surely and rightfully. Bottling landscape at any point during these ongoing and changing states, assures its demise.

1

Landscape conservation, the subject I have been asked to address, is therefore a very complex phenomena. The very idea of landscape conservation implies a commitment to the maintenance of biological and cultural diversity and integrity; to the equitable use of the living resources, energy, materials, and space contained therein; and to the ongoing shaping of landscape in ways that support our very human desire to dwell in places that we cherish - not your typical Guideline parlance to be sure.

It is also something of a paradox. How do we "conserve" places in varying but constant states of motion, that are subject to major forces of change, with a history that may be measured in millennia and extend over thousands of kilometers, and are both of nature and of culture?

Landscape conservation started long before the second half of the 20th century; a period referred to as the "age of Authenticity" by Charles Taylor, one of Canada's foremost philosophers (2). The challenge, faced in practice, has always been to manage those landscapes that we wish to conserve in ways that assure their continued health, that leave room for change, and that provide scope for their ongoing use and enjoyment - no small task. I propose to frame this practice with respect to five perspectives that characterize how we have thought of landscape during this same time period.

LANDSCAPE PERSPECTIVES

Our idea of the Canadian landscape owes much to Margaret Atwood's book "Survival", a comparative review of the British, American, and Canadian mindsets with respect to nature as expressed in their respective literatures (3).

Our goal is, thankfully, somewhat more modest. What perspectives have informed the idea of landscape conservation in Canada during the second half of the 20th century? I suggest five: landscape as view; landscape as setting; landscape as process; landscape as memory; and landscape as experience.

The five perspectives move from the tangible to the intangible, from the measure of landscape to experiences derived from it and each gives rise to a variety of conservation practice. The sequence of perspectives follows a roughly defined chronology that flips back and forth over the second half of the 20th century. The typology is not intended to be exhaustive, nor are the perspectives treated as independent variables. They too are porous. Many conservation practices can, and do, borrow from more than one of these perspectives at the same time.

- Landscape as View

The landscape as a picture, seen from a "point of view" or many "points of view", is the most persistent of our ideas of landscape. The path was the preferred device used to frame these views, the device chosen by Olmsted in his plan for Mount Royal Mountain. These self-same views of the city are now "protected" by municipal by-law, as are many of the visual cones from the city towards the mountain. As buildings cannot exceed the height of the Capital in Washington, they may not exceed the elevation of Mount Royal Mountain in Montréal.



Figure 13. Superposition au plan actuel des traces de la promenade et du lac.
 Auteur: Ville de Montréal



Figure 15. Superposition au plan actuel du site de Frederick Lane et du lac.
 Auteur: Ville de Montréal



Figure 16. Superposition au plan actuel de l'ancien domaine de la ferme.
 Auteur: Ville de Montréal



Figure 17. Superposition au plan actuel du site de Charles E. Parsons.
 Auteur: Ville de Montréal

1. Overlay of the transformation that have occurred in the "glades" landscape of Mount Royal Mountain. Vlan Paysage, City of Montreal, Parks department

Olmsted's path was designed to expose the visitor to the landscapes of the mountain, landscapes that he named to reflect their natural character, landscapes that had been farmed, logged, and used as home sites. The "glades" was one such landscape along this path, and it might be instructive to pause here for a brief moment.

The "glades" (fig.1) started as a natural clearing. Not surprisingly this clearing suggested a site appropriate for farming. From here it led to a swampy area at the bottom of a natural watershed. Olmsted had proposed this area as a formal promenade around a lake that Frederick Todd finally transformed into the Beaver Lake of today. By the late 1950's, a chalet was erected on the shores of the lake; the site of the first public modern building in Montreal, and the former farmland around the Smith House was transformed into a parking lot adjacent to Remembrance Road and the new Camillien Hoode parkway. Another Mayor, Jean Drapeau, latter sponsored an outdoor sculpture park that was located at various points within the "glades", and new plantings were subsequently introduced. Most recently an artificial skating rink has been added to Beaver Lake to extend the reliable time available for this popular winter sport. In the process, however, we have lost the farming and logging landscapes of the mountain past, as we have lost the horse trails of my youth that wandered along paths reserved for recreational riding.

The question arises - which view or picture of this heritage landscape is to be conserved? And which is "authentic"?

- Landscape as Setting

The landscape of Mount Royal Mountain has long been the preferred location of major residential properties, religious, educational, and cultural institutions. The "Golden

"Square Mile" was established on the southern flank of the mountain, providing views of the St. Lawrence River and escape from the polluted city below. Both Protestant and Catholic cemeteries were located on the central slopes of the mountain, while many other institutions sought the quiet shelter of the northern flank.

It is ironic that the conservation of the landscapes of Mount Royal Mountain, for most of the second half of the 20th century, was entirely dependent on circles of 200 meters that described the protected zones around those buildings that were deemed of heritage value. The landscape, per se, had no legal standing.

:: TERRITOIRE PAYSAGER DU MONT-ROYAL



2. 1990 Study of the landscape precinct of Mount Royal Mountain indicating the linkages amongst historic residential and institutional properties, the cemeteries and Park located on the mountain site. City of Montreal, Parks Department, Peter Jacobs, consultant.

Twenty years after the innovative proposal to treat the conservation and development of the entire landscape precinct of the mountain (Fig. 2), the Government of Québec decreed, in 2005, that the mountain would henceforth be a "protected natural and historic district". This is particularly significant insofar as the decree recognizes the conservation value of the landscape of Mont Royal in addition to, but independently of, the institutions that it has sheltered for so many years.

It is equally ironic that the cumulative impact of the growth and development of these very institutions now threaten the integrity of the mountain landscapes, eroding the sacred landscape of a very secular society. Can a case-by-case study of landscape

The tornado that ripped through Regina in 1912, the devastating ice storm that leveled much of the tree cover on Mont Royal Mountain, or the wind storms that flattened much of Point Pleasant Park in Halifax and Stanley Park in Vancouver are only a small sample of how weather (as distinct from climate change) impacts landscape. Many of these landscapes are the physical and symbolic cornerstones of our highly urbanized country.

Extreme weather events create discontinuous change in the landscape. The winning submission to an international design competition for Point Pleasant Park (Fig. 3) proposes a landscape plan and management strategy for the long-term rehabilitation and conservation of the coastal park that is strikingly innovative. The project proposal suggests a comprehensive landscape management strategy to repair and perhaps enhance the natural settings at rates that are more rapid than those that nature might take if left to her own devices.

- Landscape as Memory

Landscapes of Memory celebrate the ability of a landscape to recall and to commemorate special events, noteworthy people, or the activities of particular communities. (7) The "Plains of Abraham" springs to mind although many other examples abound. Landscapes of memory are, as well, those in which we have invested our values, hopes and fears. They have no physical specifications, no possible objective criteria against which their quality can be measured either by "experts" or the voting public.



4. The spirits of the Torngat Mountains, Tivi Etok. Kativik Regional Government Status Report 2005 of the Kuururjuaq Park Project, p.133

The landscape of the Koran River valley, the centerline of Kuururjuaq national park, has served the Inuit of the region as a transportation corridor from the Labrador Coast to Ungava Bay for centuries. Many Inuit ancestral burial sites are located along this route and in other known corners of the region. The corridor rises from both coastlines to the Torngat Mountains whose ridgelines define the boundary between Labrador and Quebec. It is in the crevices and nooks and crannies of these mountains that the spirits, depicted by Tivi Etok, dwell (Fig. 4, note 8). If ever there was an example of a magnificent setting, and an historical pathway through a landscape charged with intangible meaning, it lies within Kuururjuaq.

One wonders why the northern reach of the white birch and the presence of a rare species of moss in areas of the Torngat Mountains, unlikely to be visited even by the Inuit, have been used as the basis for justifying landscape conservation? One wonders how long this justification will be able to persist in the face of climate change?

- Landscape as Experience

If the landscapes of memory are those in which we invest meaning and value, the landscapes of experience are those from which we derive refreshment, renewal, awe, wonder, and all other forms of mental and physical stimulus.

John O'Brian's introductory essay (9), in "Beyond Wilderness", states, "Landscape has never been an innocent word, though it is sometimes treated that way. "Look at that landscape!" we may say...Are we talking about the land itself, or are we talking about the representation of it?" Both the material and the immaterial nourish the landscape of the mind. Emily Carr's mysterious forests of the West Coast, Tom Thompson's painting of northern Ontario, or the winter landscapes of Jean Paul Lemieux all portray the beauty and wonder of landscape. They encourage us to conserve these landscapes with a force that surpasses the dry facts and figures of ecological discourse and the vapid use of the much-abused term of sustainability. This is the visceral landscape we're talking about, both real and imagined.

Ritual is very much a part of this perspective, and one such urban example occurs every summer weekend at the base of a statue to Jacques Cartier on the landscape that Olmsted called the "Côte Placide". The Tam - Tam drums of hundreds of young musicians gather for their ritual meeting in ceremonies that Olmsted could not possibly have imagined (Fig. 5). The landscape is invested with meaning and in turns supports the joyful exuberance of a community that needs neither formal introductions nor scheduled programs. How could we possibly have conserved this landscape in advance of its ritual use? When the ritual moves on, as it inevitably will, how will we continue to conserve it, or should we? Must all landscape conservation be forever?



5. The "tam-tam", a weekend ritual on the Côte-Placide of Mount Royal Mountain, summer 1998.

LANDSCAPE CONSERVATION: THE CHALLENGE OF CHANGE

Changing climate influences the distribution of species and ecosystems, patterns of rainfall, frequency of forest fires, the acidity of lakes and oceans and much more. Changing landscape boundaries affects the very logic of landscape conservation. The conservation of rare and endangered species was once relatively easy to circumscribe, but that was before the landscape became mobile.

Changing sources of energy may lead to landscapes of wind turbines and fields of solar collectors. But neither will erase the tar ponds of Cape Breton Island, indisputably a heritage landscape at least as instructive as railway gardens or rural cemeteries, although shockingly more ugly. The real deal is of course the amazing landscape transformation in the tar sands that surround Fort McMurray, Alberta. They make the James Bay Hydro-electric development look like a project for a child's sand box.

Changing resource consumption has rendered the Grand Banks a little less Grand, although visually it is hard to see the loss of marine life and the number of species that no longer have the ability to reproduce. Nor is it easy to see the salinization of prairie soils that threatens one of the world's largest breadbaskets. And, how many of our landscapes may be transformed to seascapes if ocean levels rise as much as predicted?

Changing patterns of urbanization in a country that is already one of the most urbanized in the world suggests increased losses of landscapes marked by rural settlement patterns, and the ongoing loss of farmland and woodlots that cannot compete in the global marketplace. Michael Hough has written brilliantly of the link between natural process and urban form, speaking convincingly of the power of landscape in the urban setting (10). Are we prepared to conserve the future history of these landscapes by providing for increased urban agriculture, energy farms, and even wild lands in the city of today?

Perhaps the greatest challenge we face in pursuing landscape conservation will be to identify those landscapes of heritage value that best express who we were, who we are and who we wish to become, **upstream** from predicted and predictable change. Landscape conservation practice can and should begin simulating possible futures from which to better plan for the heritage landscapes of the future. These should include the full gamut of those that are inspiring, those that may be dysfunctional, and those that are simply the landscapes of the mind.

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15.03.09

Session 2: Conserver les lieux historiques au Canada: la contribution des praticiens professionnels et des universitaires

Session 2: Conserving Canada's Historic Places: the Contribution of Professional Practitioners and Academics

Présidente / Chair : Nicole Valois, Professeure adjointe, École d'architecture de paysage, Faculté de l'aménagement, Université de Montréal / Assistant Professor, School of Landscape Architecture, Faculty of environmental design, Université de Montréal

Rapporteur 2: Marie-Andrée Thiffault, Étudiante M.Sc.A – Conservation de l'environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l'environnement bâti, Université de Montréal

3.3 Pratique en matière de conservation architecturale canadienne : 1950-2000 / Canadian Architectural Conservation Practice: 1950-2000

Julian Smith, Architecte, Julian Smith et Associés / Architect, Julian Smith & Ass.



Julian Smith
(Photo: C. Boucher, 2009)

3.4 Pratique en matière de conservation du paysage au Canada: 1950-2000 / Canadian Landscape Conservation Practice: 1950-2000

Susan Bugey, Consultante en patrimoine / Heritage consultant



Susan Bugey
(Photo: C. Boucher, 2009)

Canadian Landscape Conservation Practice 1950 – 2000

Abstract

The second half of the 20th century in Canada opened with heritage landscape conservation virtually unknown. By 2000 landscape conservation had transformed from the hasty addition of a cosmetic treatment to the grounds of a property to diverse landscapes across the country managed in recognition of their heritage value. Three broad trends are identified in this evolution: re-creating an historical sense of place through processes of reconstruction and period restoration, preserving historic value in heritage landscapes through processes of preservation and rehabilitation, and conserving cultural landscapes. By the mid-1980s the restoration approach to treating historic landscapes was openly challenged, and rehabilitation and preservation were the preferred approaches, whether at historic sites or in community-focused areas. In the 1990s the concept of cultural landscapes helped to clarify values and guide management in landscapes. As large complex landscapes involving different attributes and

different values were conserved, a broad definition, a typological framework with guidelines for identification, commemorative integrity statements and landscape conservation studies offered direction for new types of landscapes.

Place is but one way of looking at landscape, and landscape cannot conveniently be locked into a single cultural construct. Different perceptions of landscape, recognition of the importance of associated traditional knowledge and practices to cultural landscapes, and cultural landscape as an approach to managing place have contributed to the emerging significance of landscape in cultural heritage. New networks, structures and guidance for community-valued landscapes in Québec, new management strategies for large lived-in landscapes in the Rideau Canal Corridor in Ontario, and the long complex relationships that Aboriginal peoples have with the land in their traditional territories offer alternative approaches to conservation treatments of historic places.

Always a small field in Canada, landscape conservation practice blossomed from the 1970s into the 1990s, particularly through the indefatigable activities, outreach and leadership of John J. Stewart and Linda Dicaire at Parks Canada. As a specialization, heritage landscape conservation had little engagement from the landscape architecture profession in Canada. A small and scattered group, it comprised primarily government professional staff, a few academics and a few working in private practice. Participation and activity in the evolution of landscape conservation have also been multidisciplinary – with roles played particularly by a few key historians, archaeologists, geographers and architects, notably Julian Smith and Herb Stovel whose thinking, teaching and practice have had enormous importance in building awareness and bringing new perspectives to the field. In the absence of a critical mass of practitioners in Canada, the landscape community has always engaged actively in the international landscape conservation community, particularly for training and through such organizations as APT, ICOMOS and the Alliance for Historic Landscape Preservation.

An understanding of the heritage landscape – its natural and cultural environment, its historical evolution, and its intrinsic and intangible values – is fundamental to heritage landscape conservation practice. Multidisciplinary research and team work, new inventory and recording

techniques, and methodological approaches derived from natural resource management have shaped processes of documentation and decision-making. The power of the environmental movement pushed the heritage field to recognize the natural world as an element of value in historic place. Attention to patterns and processes in large cultural landscapes has helped to move practice away from the traditional focus on features and elements to the larger scale and the complex interaction between human cultures and natural resources in cultural landscapes. The post-2000 guidelines for landscapes in the *Standards and Guidelines for Historic Places in Canada* offer a carefully articulated framework for identifying and assessing impacts in landscapes. Nonetheless, conservation of landscapes of cultural value still lags environmental conservation and architectural conservation in both public awareness and public land management.

Introduction

The second half of the 20th century in Canada opened with heritage landscape conservation virtually unknown. When Upper Canada Village was being planned in the 1950s, there were no known surviving early 19th century gardens – and certainly no professional community – in Canada to which the organizers could turn for models and advice. Landscapes and gardens at rescue sites for heritage buildings like Upper Canada Village were created primarily from field surveys, historical documents and American models, which exerted a dominant influence – from the re-created place at Colonial Williamsburg to the New England town form model for laying out Upper Canada Village. The approach – of evoking appropriate environs – favoured aesthetic character and achieved it, with an increasing concern for historical accuracy and landscape character, by cosmetic treatment.

Historic landscape conservation practice was in its infancy when architectural conservation gained widespread public recognition and acceptance in the 1970s. Over the last quarter of the 20th century, landscape conservation practice in Canada evolved from cosmetic treatment of grounds to sophisticated interventions at heritage places valued in their own right. Landscapes moved from largely being identified as historic gardens to encompassing many

different types of landscapes, from cemeteries and trails to rural historic districts, industrial landscapes and cultural landscapes with very different historic values (Buggey 1999).

Fundamental to heritage landscape conservation practice is an understanding of the heritage landscape – its natural and cultural environment, its historical evolution, and its intrinsic and intangible values. Multidisciplinary research and team work on landscape character, historical evidence, built features and sometimes archaeological remains – documenting and understanding the landscape – have proven crucial to informing the design process. The post-2000 guidelines for landscapes in the *Standards and Guidelines for Historic Places in Canada* offer a carefully articulated framework for recognizing landscape character, unlike earlier frameworks conceived largely from architectural monuments. Those who worked in the early years, shaping the initial stages of landscape conservation practice, recognize that Parks Canada was an amazing training ground.

Let me offer a few thoughts on how landscape conservation practice in Canada has both embodied dominant trends in heritage conservation and contributed its own distinction to the field over the past 50 years. Let me propose the evolution in terms of three spheres:

1. Re-creating an Historical Sense of Place (reconstruction and period restoration)
2. Preserving Historic Value in Heritage Landscapes (rehabilitation and preservation)
3. Conserving Cultural Landscapes.

Re-creating Historical Sense of Place 1960s – 1980s

From the 1960s through the 1980s landscape treatments of heritage places focused largely on re-creating a sense of place situated in the past for interpretive, experiential and educational purposes. The predominant approaches – reconstruction and period restoration – both consider heritage as object rather than as place, in the sense of the Burra Charter, and both challenged the standards set by the 1964 Venice Charter. In the 1970s and 1980s whether reconstruction of historic gardens at Louisbourg NHSC in Nova Scotia or period restoration at Motherwell Homestead NHSC in Saskatchewan, landscape conservation followed architectural conservation in visualizing place as monument and treating grounds as curatorial objects. Conservation and

interpretation could lock horns in this environment. For example, consider the heated debate on principles between restoration integrity and environmental respect that emerged at Lower Fort Garry in Manitoba over what to do with mature but period-inappropriate trees that dated from the 20th-century country club era and survived within the fort walls, an area scheduled to be rigorously interpreted to the site's "moment in time" in the 1850s.

By the mid-1980s, embodying the direction of ICOMOS's 1981 Florence Charter and perspective from the environmental movement, John J. Stewart, the most experienced conservation landscape architect in Canada, was openly challenging the philosophical basis of landscape treatment. In his words, "... the illogical mania for restoration stems from not realizing the garden's worth as an historic document, and also in part from the attitude that because it is a garden it is always changing and can therefore not be preserved ... our lesson learned [at Bellevue House, Kingston, Ontario] ... is ... that one is constantly dealing with an eco-system where change is constantly taking place, and the management of these changes only enriches and adds additional patina to the monument" (Stewart 1986).

Preserving Historic Value in Heritage Landscapes 1980s – on-going

Amid the funding constraints of the 1980s, preservation and rehabilitation – once considered less authentic approaches to heritage conservation than period restoration – emerged as the dominant approaches to landscape conservation in Canada, as in the United States. Resources had intrinsic value, and there was a recognized need to know what the physical attributes of the site were and what their importance was in order to determine the appropriate intervention, in contrast to period restoration where it was necessary to know the site resources in order to intervene correctly. As heritage conservation inched towards values-based management, there was need to determine with more complexity where value lay in historic landscapes. Linda Dicaire's adaptation of the FHBRO process to historic parks and gardens provided an analytical tool in what was becoming a more process-oriented environment (Dicaire Fardin 1992). At the Bar U Ranch in Alberta, for example, the FHBRO process assigned historic value to the buildings on site. But what about the working landscape of the site: the landform, spatial organization and natural resources such as the creek for water and the trees for shade – amid the sun, winds and

views – that defined the character of the ranch and made it operable? Controversy over the proposed VRC, to be built by partners in the local ranching community on the headland overlooking the site, highlighted the importance of views in the historic landscape and the role of the landscape in site integrity.

As historic districts and heritage conservation areas expanded the concept of built environment, the concept of historic place enlarged landscape conservation practice from museum-like sites to lived-in landscapes. Heritage Canada's Main Street and its later Rural Regions programs applied rehabilitation of place through repair of existing infrastructure and insertion of appropriate new construction as a core component of achieving social and economic objectives. While buildings were the primary focus of physical intervention, John Stewart, as leader of the Main Street program, gave landscape conservation a role by actively bringing his interest in urban environments and his understanding of spaces, views and viewsheds as important visual linkages to maintaining the character of these large lived-in areas, dominated by buildings and community interests. Such community-focused activities contributed to shifting values in cultural heritage that demanded respect for the evolution of a place. At the same time, ecosystem awareness moved landscape conservation, like architectural conservation, to incorporating layers and organic change in its treatments.

As the definition of heritage broadened from monuments to include building complexes, industrial sites and landscapes, new methodologies and processes were developed to document landscapes and make decisions regarding their conservation. New presentation techniques connected historical evidence with specifications for work. USNPS publications, such as National Register Bulletins and later the *Secretary of the Interior's Standards with Guidelines for the Treatment of Cultural Landscapes*, provided rich if challenging frameworks for landscape conservation in Canada. New inventory and recording approaches, including heritage recording guidelines, responded to the need to know the resources and understand the character of historic landscapes. Less invasive techniques, such as micro-drilling, were used to record the age and condition of trees (Jankowski et al 1999). New technologies such as GIS and ecological transects, familiar to archaeology and natural resource management, broadened site investigation

in historic landscapes. The power of the environmental movement pushed the heritage field to recognize the natural world as an element of value in historic place, and it brought archaeologists to the fore in landscape analysis through their role in the interpretation of cultural resources in large areas, intensifying the interdisciplinary approach fundamental to landscape conservation.

Conserving Cultural Landscapes 1990s – on-going

In the 1990s cultural landscapes were in tune with the World Heritage Convention's global strategy, the Nara Document on Authenticity's insistence on heritage diversity and cultural diversity, and Canada's increasingly ethno-cultural demography. Acceptance in 1992 of cultural landscapes as properties of outstanding universal value under the World Heritage Convention launched the rapid advance of cultural landscape conservation in the heritage movement. The now widely recognized 1992 tri-partite typology of defined, evolved and associative cultural landscapes guided the Historic Sites and Monuments Board of Canada, by 1999, in identifying the national historic significance of parks and gardens, rural historic districts and Aboriginal cultural landscapes (UNESCO 2005; HSMBC n.d.). This framework helped to clarify values and guide management in landscapes as historic places and at historic places. At Hatley Park NHSC in BC, for example, the concept of evolved cultural landscape led to heritage recognition of the military layer in a landscape designed as an Edwardian estate. And the concept of associative cultural landscape encouraged acknowledgement of the cultural value of the site to local Aboriginal groups. When the issue arose of what to do about the military parade ground / now parking lot that interrupted the principal scenic view from Hatley Castle to the bay, the historic value of the DND era contributed to a framework for analysis.

As the concept of cultural landscapes has become more clearly understood, Parks Canada's definition – "Any geographical area that has been modified, influenced, or given special cultural meaning by people" – has proven to be usefully broad. Emergence of the concept of commemorative integrity, an adaptation to cultural heritage from natural resource management's concept of ecological integrity, was an important development for landscape conservation. Because landscapes are so complex, Commemorative Integrity Statements (CISs), prepared by multidisciplinary and stakeholder-represented teams, are proving a very useful tool for guiding

decision-making in landscape conservation. Historic Landscape Conservation Studies build on this value-centred direction at a more detailed level, bringing together research and analysis, heritage value and resulting recommendations for the treatment of landscapes. These comprehensive landscape documents have been compared with USNPS Cultural Landscape Reports. Over time, from the Ottawa Locks on the Rideau Canal to Buxton Settlement NHSC, ten have been completed in Ontario alone.

I have talked up to this point about cultural landscapes as physical place. Nancy Pollock-Ellwand's research on perceptions of landscape – which defined landscape as natural environment, cultural environment, an aesthetic, a resource and a place (Pollock-Ellwand 2001) – reminds us that place is but one way of looking at landscapes, and that landscape cannot conveniently be locked into a single cultural construct. Julian Smith's envisioning cultural landscapes in terms of artefact and ritual moved the discussion beyond place differently, by drawing attention to the importance for cultural landscapes of associated traditional knowledge and practices. UNESCO's Convention for the Safeguarding of the Intangible Cultural Heritage now recognizes the importance of such 'ritual'. Cultural landscape is equally an approach – holistic, involving multiple factors and multiple values in managing a cultural environment. Cultural landscapes are typically large complex areas that require strategies for management and protection as much as treatments.

In the 1990s in Québec, inspiration from France's *parcs naturels régionaux* and the emerging European Landscape Charter, with their focus on what Paul Groth calls "ordinary landscapes" (Groth and Bressi 1997), contributed to creation of new networks, structures and guidance for community-valued landscapes: the *États généraux du paysage québécois*, the *Conseil du paysage québécois* and its *Charte du paysage québécois*. Legislation also incorporated the concept of *paysage humanisé* in protected areas, which recognized the nature-culture interface that sits at the core of the World Heritage concept of cultural landscapes as well as IUCN's Category V, protected landscapes and seascapes.

In Ontario, the cultural landscapes study of the Rideau Canal Corridor, led by Herb Stovel in the mid-1990s, moved heritage value beyond the engineering achievement of the historic canal to seven distinct heritage landscape types and 26 heritage communities in the 200-km. corridor. Its strategy for managing large cultural landscapes included principles, guidelines, applying powers in the planning and municipal acts, and policies and planning frameworks ranging from agriculture to official plans (Institute 1998).

In terms of associative cultural landscapes, consultations with Mikma'q representatives redirected the identification of historic value from petroglyph sites to cultural landscape in Kejimikujik National Park. They also shifted focus from tangible remains of past human land use to the long and complex relationship that a people have with the land – including oral traditions, spiritual powers in the land and teachings – as a basis for identifying and managing significant historic place. The extended delays in agreeing upon a unified management plan for the National Historic Site and National Park made evident the challenges in accepting this shift, as have more recent challenges in reaching agreement with Aboriginal communities on CISs for nationally significant cultural landscapes in the North.

As these examples demonstrate, landscape conservation has been an active influence in expanding definitions of what constitutes built heritage and in developing approaches to manage some of its challenges.

Conclusion

In 1980 Hugh Miller observed that landscape preservation in the United States lagged 50 years behind architectural preservation in its state of development. By 1998 he was demonstrating how extensive the field of landscape preservation had become (Miller 2009, 1999). Always a small field in Canada, it blossomed from the 1970s into the 1990s, particularly through the indefatigable activities, outreach and leadership of John Stewart and Linda Dicaire at Parks Canada. As a specialization, heritage landscape conservation had little engagement from the landscape architecture profession in Canada. It has been a small and scattered group – primarily government professional staff, a few academics and a few working in private practice. Besides

the crucial roles played by conservation landscape architects in the Heritage Conservation Program and by regional landscape architects at Parks Canada and more recently Public Works Government Services Canada, a number of academics have inspired awareness, certainly including Al Rattray at the University of Manitoba, Peter Jacobs at the Université de Montréal and Nancy Pollock-Ellwand at the University of Guelph, while the heritage landscapes course in the University of Victoria Cultural Resource Management Program has offered training. Rare landscape practices have significantly included landscape conservation, notably before 2000 Owen Scott at Landplan, John J. Stewart in partnership with Harold D. Kalman in Commonwealth Historic Resource Management, Wendy Shearer in Guelph who is now celebrating 25 years of practice centred on landscape conservation, and Williams Asselin Ackaoui in Montréal, whose partner Ron Williams is currently finalizing the first history of landscape architecture in Canada.

Participation and activity in the evolution of landscape conservation have been multidisciplinary – with roles played particularly by a few key historians, archaeologists, geographers and architects, notably Julian Smith and Herb Stovel whose thinking, teaching and practice have had enormous importance in building awareness and bringing new perspectives to the field. In the absence of a critical mass of practitioners in Canada, the landscape community engaged in the international landscape conservation community through participation in related organizations and training, particularly APT, ICOMOS and the Alliance for Historic Landscape Preservation. This rich network of multidisciplinary international expertise has enabled practitioners to access and apply evolving international thinking and practice to Canadian landscape conservation practice and to share Canadian experience.

By 2000 landscape conservation had transformed from the hasty addition of a cosmetic treatment to the grounds of a property to diverse landscapes across the country managed in recognition of their heritage value, and it had become an integral part of the main stream of the heritage conservation movement. Attention to patterns and processes in large cultural landscapes has helped to move practice away from the traditional focus on features and elements to the larger scale and the complex interaction between human cultures and natural resources in cultural

landscapes, but I am not sure to what extent that was happening before 2000. Finally, I would argue that the evolving environmental movement – while focused on nature conservation – was a prime force in gradually shifting the perspective that divided cultural and natural heritage so rigidly in Canada and that excluded social and economic values fundamental to our society from both. While ecosystem and habitat became public bywords and environmental conservation a recognized public benefit, public perception of value in the landscape still resides in natural areas, and gaining recognition of value in the vernacular landscape continues to be an uphill battle.

Today, while environmental assessment and management processes are well-entrenched in public land management, there are no widely known comparable processes for assessing and managing landscapes of cultural value. Losses of information about past landscapes and historic fabric belonging to them both result from this gap. When cultural value is recognized, environmental management processes – centred on different values – are too frequently assumed to apply equally to landscapes of historic value. The post-2000 landscapes guidelines in *Standards and Guidelines for Historic Places in Canada* are proving valuable in managing landscapes of cultural value – and have been adopted into bylaws in some municipalities in Southern Ontario – but they would be strengthened by having an established application process particularly for the municipal level, where landscape conservation activity is closely connected with land use planning, development activities and privatization of historically government-owned lands (Shearer 2009). Nonetheless, in public awareness landscape conservation remains to this day eclipsed by both environmental conservation and architectural conservation.

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Illustrations



Fig. 1 Re-creating a sense of the past at a moment in time, the Big House with mature trees, Lower Fort Garry, Manitoba, 1997 (Susan Buggey)



Fig. 2 Preserving historic value in a landscape, Bar U Ranch, Alberta, 1994 (Susan Buggey)



Fig. 3 Recognizing evolution of place in rehabilitation, Fort Macleod, Alberta, 1995 (Susan Bugey)



Fig. 4 Conserving a defined cultural landscape, View from terrace to bay, Hatley Park British Columbia, 1998 (Susan Bugey)



Fig. 5 Conserving an evolved continuing cultural landscape, Black Rapids on the Rideau Canal, Ontario, photo courtesy of the Rideau Canal National Historic Site of Canada



Fig. 6 Conserving an associative cultural landscape, Kejimikujik National Park and National Historic Site of Canada, Nova Scotia, 2005 (Susan Buggey)

3.5 La profession du planning au Canada et sa contribution à la conservation : 1950-2000 / Canadian Planning Profession and its Contribution to Conservation: 1950-2000

Steve Barber, Planificateur senior en patrimoine / Senior Heritage Planner, City of Victoria, BC



Steve Barber
(Photo: C. Boucher, 2009)

CONSERVING BUILT HERITAGE: CANADIAN APPROACHES 1950 – 2000

Canadian Planning Profession and Its Contribution to Conservation

By Steve Barber, Senior Heritage Planner
Department of Planning & Development
^aCity of Victoria

Abstract

Drawing on thirty years of personal experience as a heritage planner in Winnipeg and Victoria, the author examines the contributions of the planning profession to the development of the heritage conservation field in Canada from 1950 to 2000. From the negative influence of urban renewal's philosophy of demolition in the 1950's and 1960's, to the successful establishment of heritage programs in cities such as Winnipeg, Victoria and Vancouver, this discussion established some key lessons about the role of the planning profession. The lessons include:

- the importance of integrating urban planning and heritage conservation
- the influence of bureaucratic and political support
- the powerful impact of urban land economics
- the role of incentives
- the use of streetscaping
- “facadism” – an illustration of planning failures
- the rise of heritage planning as a profession

Comparing planning documents and urban development from the cities of Vancouver, Victoria and Winnipeg from the 1960’s, the pursuit of modernism and new development as a revitalization tool is examined by means of illustrations of the demolition of Winnipeg’s 1885 City Hall, the Project 200 proposal for Vancouver’s Gastown, and Victoria’s development of Centennial Square as a form of redevelopment more sensitive to its heritage context.

The successful integration of planning and heritage conservation is demonstrated in the development of the first heritage conservation programs in Vancouver, Victoria and Winnipeg in the 1970’s. Their evolution through the 1980’s and 1990’s is traced as the programs gain maturity and expand the range of tools to include Vancouver’s bonus density program, and the use of financial and tax incentives in Winnipeg and Victoria. The 1990 Victoria Downtown Plan exemplified a successful approach to the integration of urban planning and heritage conservation which effectively guided development in Victoria for 20 years.

The importance of administrative and political support for planners is shown by the role of influential city councillors such as William Neville in Winnipeg, Martin Segger and Pamela Madoff in Victoria, and the encouragement of senior civic officials such as Len *Vopnfford*, the former Chief Planner in Winnipeg and Director of Planning in Victoria.

The ability of planners to advance heritage conservation objectives is severely limited by the pressures for redevelopment to higher densities in the central cores of most Canadian cities.

Locational shifts in development patterns in Winnipeg and Vancouver spared many heritage buildings. In Victoria, downtown plan policies were able to successfully shift new development away from the existing Old Town collection of heritage buildings.

The critical role of incentives for heritage conservation is demonstrated by a review of the positive results of Winnipeg and Victoria's grant and tax incentive programs, and Vancouver's achievements through the use of bonus density.

The use of streetscaping as a tool to stimulate revitalization and rehabilitation in historic districts is established from the results of programs in Winnipeg's Exchange District, Vancouver's Gastown and a variety of examples in Victoria.

The failure of the planning profession to counter the redevelopment forces in core areas is illustrated by a number of examples of "facadism", drawn from across Canada. Victoria's Eaton Centre, Vancouver's Tudor Manor, and numerous cases from downtown Toronto provide evidence of where planning policies were unable to achieve successful heritage conservation objectives.

Nonetheless, the rise of the new profession of "heritage planning" and the expansion of the number of full time planners dedicated to heritage conservation is conclusive evidence of the central role of the profession in the accomplishments in the heritage conservation field in Canada from 1950 to 2000.

Main Article

A large proportion of Canada's built heritage is concentrated in its major urban centres and the successful conservation of this collection of Canada's historic places has been heavily influenced by the role of the Canadian planning professions. This paper will examine the critical role of the City Planner in heritage conservation through case studies in Winnipeg and Victoria, as well as some broad national trends which emerged in the period from 1950 to 2000. While the heritage conservation profession and communities in general have expanded the definition of heritage in

recent years, this discussion will largely concentrate on the conservation of buildings and historic districts in large urban centres and the role of the planning profession in the successful management of this aspect of our built heritage.

In looking back at the rapidly changing urban landscape of the 50 years from 1950 to 2000, some key lessons can be observed about the role of the planning profession in the heritage conservation field. These can be summarized as follows:

- The success of heritage conservation programs is directly linked to the integration of heritage planning and land use planning.
- The planner's role in advancing heritage policies and programs is affected by the degree of support and commitment by senior levels of civic bureaucracy and the political support of City Councils.
- Planners' efforts to conserve historic districts or concentrations of heritage buildings in the urban core were heavily influenced by real estate and market forces that led to locational shifts in development patterns.
- The fundamental role of incentives in the success of heritage conservation programs and the ability of planners to recognize and capitalize on this key factor.
- The role of public investment in historic areas and the planner's role in the much debated use of streetscaping and urban "beautification" schemes.
- Planning failures in trying to reconcile the market forces of development and heritage conservation and the rise of "facadism".
- Finally, and most significantly, the rise of heritage planning as a profession.

Throughout the 1950's and 1960's, it could be said that the role of the planning profession in heritage conservation was largely negative. The era of "urban renewal" and modernism saw a variety of planning documents that advocated the improvement of the urban realm through the demolition of "blighted" areas and their reconstruction in the new, progressive, modernist style. For example, Winnipeg's magnificent old City Hall, built in 1884, a spectacular example of Victorian gingerbread decoration, was demolished in 1962, to make way for a vast new civic

complex, completed in 1964, which would supposedly revitalize the district around north Main Street. A similar new complex, the Manitoba Centennial Centre, with a new concert hall, museum and planetarium was constructed across the street in 1970 with similar intent.

There were exceptions to this trend, of course, and Victoria, British Columbia showed early signs of a markedly different approach, perhaps through its close connection to its British heritage and its progressive attitudes to revitalization. In 1963, its first City Planner, Rod Clack, convinced the City Council to resist the temptations of a private developer to build the City a new City Hall. Instead, he worked with local architects to create Centennial Square, a public pedestrian plaza, surrounded by the renovated Second Empire style City Hall (1878-1891), the 1914 McPherson Theatre and the 1914 Police Station together with a new parkade and new contemporary architecture to complete the Square. The project was a remarkable achievement for heritage conservation driven largely by Victoria's first City Planner, Rod Clack.

This example of the successful integration of land use planning and heritage conservation is a fundamental principle which can be seen in many of Canada's successful urban heritage conservation programs such as Victoria, Vancouver, Winnipeg, St. John's Newfoundland, Saint John New Brunswick, and Quebec City. Notably absent from this list is Toronto which, for many years, had an unusual structure of separation of heritage conservation activities through its delegation of powers to the Toronto Historical Board. Combined with weak provincial legislation, heritage conservation in Toronto was hamstrung by this lack of integration with the powerful land use planning department of the City of Toronto.

In the early 1970's, things began to change as a rising consciousness about the environment, including cities, began to take hold across Canada. In 1973, the Government of Canada established the Heritage Canada Foundation. Amongst planners, a new generation started to look at the urban environment in a different way with a more community-oriented and conservationist philosophy. In 1974, the City of Winnipeg published the Historic Winnipeg Restoration Area Study by the Department of Environmental Planning.¹ The planners' sketches

¹ Department of Environmental Planning, City of Winnipeg, Historic Winnipeg Restoration Study, 1974.

illustrated the possibilities of adaptive re-use in Winnipeg's historic warehouse district, a remarkably intact collection of historic warehouses and commercial buildings from the late 19th century northwest of Winnipeg's famous intersection of Portage Avenue and Main Street. A similar study² in 1975 by the Heritage Canada Foundation and their offer of a \$500,000 contribution to the warehouse district led to the creation of the first protective zoning bylaw for the area and the first heritage protection legislation passed by the City of Winnipeg in 1978. By this time, the City had two full time planners working on the heritage program to implement the heritage bylaw, administer streetscaping improvements in the historic warehouse district, create heritage inventories, design guidelines and provide liaison with the Heritage Canada Foundation and other levels of government.

Similarly, on the west coast, planners in both Vancouver and Victoria were active in the creation of heritage programs within their City Planning Departments in the 1970's. Vancouver saw the demarcation of the Gastown and Chinatown as historic areas, the creation of its first inventory of historic buildings, the streetscaping of Water Street in Gastown and the first professional planners dedicated to heritage programs.

New B.C. provincial legislation enabling municipal protection of heritage buildings passed in 1973, allowed the City of Victoria, in 1974, to begin the protection of significant heritage buildings in Old Town. In 1975, the Planning Department published the *City of Victoria Central Area Heritage Conservation Report*³ with specific downtown buildings identified for conservation. At the same time, the City created the CA-3C Zone, Old Town District, with specific lower floor space entitlements designed to discourage building demolitions. In 1977, the City began providing financial assistance to heritage homeowners through a property tax relief program.

² Thompson, William P., et al, Winnipeg's Historic Warehouse Area : Its Revitalization Through Heritage Conservation , Manitoba Historical Society , 1976.

³ City of Victoria Heritage Advisory Committee, City of Victoria Central Area Heritage Conservation Report, Victoria ,1975.

It was these early planning initiatives that successfully linked the management of built heritage to land use planning that were critical to the later success of heritage programs in cities such as Victoria, Vancouver and Winnipeg in the west, with similar planning strategies emerging in the east in Quebec City and the Maritimes. The Province of British Columbia, recognizing the importance of this linkage, revised its provincial heritage legislation in 1994 and integrated it as a new chapter in the Local Government Act, a direct recognition of the relationship to the other planning powers for local governments described in this Act.

Throughout the 1980's and 1990's, municipal heritage programs matured and expanded, guided by newly recognized "Heritage Planners". In Vancouver, a successful bonus density program was instituted, utilizing the considerable monetary value of extra allowable floor space to achieve heritage conservation objectives. An expanded heritage inventory was researched and adopted by City Council and new initiatives in the recognition of "Modern Landmarks" kept the City of Vancouver at the forefront of planning leadership in the heritage conservation profession.

In Victoria, the *1990 Downtown Plan*⁴, combined with the *Downtown Heritage Management Plan*⁵, saw the first truly complete integration of land use planning and heritage conservation policies which would successfully guide development for the next 15 years. The expansion of the Heritage Register downtown through the additions of approximately 80 properties, often in the face of hostile property owners, was another significant achievement.

Over the long term, another element which was critical to the success of the integration of heritage conservation and land use planning was the level of both administrative and political support within the civic bureaucracy and City Council. In Winnipeg, Chief Planner Len Vopnfjord (later the Director of Planning in Victoria 1986-2000) was an enthusiastic supporter for the heritage conservation efforts of the young heritage planners. On City Council, advocates such as Bill Neville, a professor from the University of Manitoba and later a member of the

⁴ City of Victoria, *1990 Downtown Plan*, Victoria, 1990.

⁵ Foundation Group Designs, *City of Victoria Downtown Heritage Management Plan*, Victoria, 1989.

National Historic Sites and Monuments Board, provided articulate leadership and advocacy for the advancement of heritage policies.

In Victoria, City Council listened to the counsel of Martin Segger, professor, author, board member of Heritage Canada and a knowledgeable professional in the field of heritage conservation. Following his term, Pam Madoff, another passionate and articulate heritage advocate, provided the leadership to guide City Council to achieve a broad-reaching professional heritage program. Without the support of senior management and knowledgeable Councillors, planners' efforts to bring heritage conservation to the forefront of City planning policies would not have succeeded.

One of the most difficult tasks faced by heritage planning of a large urban centre is coming to terms with the enormous redevelopment pressures of free market forces favouring higher density development in the central core, which is usually where a community's most significant historic buildings are located. Some cities were lucky, in cases where other factors shifted the redevelopment pressures of other parts of the central core. In Winnipeg, for example, the construction of the enormous T. Eaton and Company department store on Portage Avenue in 1905 started to shift the focus of retail trade and development to the south of the historic core, originally the area north of Portage Avenue and Main Street. In Vancouver, the construction of the Hotel Vancouver started to shift development patterns to the west, enabling historic districts such as Gastown to survive intact. In these instances, there was time for political support for preservation to be developed and for planning strategies to be formulated in support of their conservation and revitalization.

In other cities, the demolition pressures proved insurmountable and much of the historic cores of Toronto, Edmonton and Calgary were swept away. Vancouver continued to feel the pressure as its downtown core intensified, but its heritage planners established a transfer of density system which was quite successful in achieving a high level of heritage preservation by negotiating density in exchange for heritage retention. This density could be transferred outside of heritage areas in the downtown core.

Victoria's *1990 Downtown Plan* successfully managed development pressure by identifying zones to the east and north of the downtown core which could accommodate additional density. The consistent adherence to this policy by the Planning Department and City Council has seen the successful conservation of Old Town while development patterns have shifted dramatically to the north and east. The struggle of all Canadian cities to maintain what is left of their historic cores continues to be one of the most formidable challenges for the Canadian planning profession.

As Canadian cities and provinces drafted their heritage regulations and legislation through the 1970's and 1980's, astute heritage planners quickly recognized that regulation was not going to be the most successful tool in achieving urban heritage conservation. While some enlightened developers managed to complete rehabilitation projects without government assistance, it was clear that the majority of building owners and developers would need to be convinced of the merits of preserving and rehabilitating historic buildings through the provision of meaningful financial incentives. Cities such as Winnipeg and Victoria established substantial grant and tax incentive programs while Vancouver continued to successfully use the density transfer system as another form of incentive.

Winnipeg began with a grant program for historic buildings in the historic warehouse district, now known as the Exchange District. The funds came from a tri-level government revitalization initiative called the Core Area Initiative, a \$96 million effort to revitalize Winnipeg's core area which was launched in 1981 by the Liberal Cabinet Minister from Winnipeg, Lloyd Axworthy. The program also contributed to continued streetscape beautification, marketing and an arts accommodation program which acquired and rehabilitated an historic warehouse building called "Art Space" for the arts community. Winnipeg also established tax credit programs which have played a vital role in assisting building rehabilitation projects throughout downtown.

Victoria established the Victoria Heritage Foundation in 1983 as a means to distribute house grants and encourage homeowners to apply for heritage designation. In 1989, the City

established a companion, arms-length non-profit organization, the Victoria Civic Heritage Trust, to distribute grants of up to \$50,000 to the owners of heritage designated buildings in downtown Victoria. To augment these programs, in 1998 the City also launched a Tax Incentive Program, giving heritage building owners a 10-year exemption from all property taxes to encourage the development of residential apartments on the upper floors of downtown heritage buildings. These grant programs have been tremendously successful with the City and the Victoria Heritage Foundation delivering \$1.6 million in assistance for 588 house grants by the year 2000. The Victoria Civic Heritage Trust has distributed \$2.6 million for 88 building incentive grants to date.

While the Tax Incentive Program had just begun by the turn of the century, its success to date includes the creation of 457 units of residential accommodation and the attraction of \$170 million of private investment in 19 rehabilitated buildings. Planners learned that the offering of incentives tied to the long term protection offered by heritage designation was one of the most effective means of achieving heritage conservation.

Cities all across Canada also continued to press the Federal Government to establish some form of substantial federal financial assistance. In particular, Canadian planners knew of the success of the U.S. Tax Credits for historic buildings which had been so successful since their establishment in 1976, and, in cooperation with the Heritage Canada Foundation, they lobbied the Government of Canada to consider a similar program for Canada's historic places. Unfortunately, they met with little success. In the meantime, the burden of meeting the need for incentives continues to fall largely on the municipalities.

Investments in public streetscape improvements have often provoked debate among heritage conservation professionals as to the appropriateness of this tool for achieving heritage conservation. Nonetheless, urban beautification schemes in historic districts were a frequently used mechanism to demonstrate government confidence and commitment to a declining area in need of revitalization. While it is true the typical features of historic style streetlights, bollards and paving stones may not have been an authentic recreation of the true history of these urban

districts, they were in fact an important method in the planners range of tools to complement the historic designations historic district design guidelines, financial incentives and other mechanisms for achieving urban heritage conservation.

Winnipeg began with its Albert Street streetscaping in 1979 and continued to upgrade streets throughout the Exchange District with funding from the Core Area Initiative well into the late 1980's. Vancouver's Gastown was solidified by the extensive improvements to Water Street designed by one of the first heritage planners, Jon Ellis.

Victoria experimented with numerous pedestrianization schemes in heritage districts including Centennial Square (1962), Government Street Mall (1975), Bastion Square (1967), Chinatown (1980) and Broad Street (2000). The majority were quite successful in reinforcing the heritage conservation policies of the City.

It is also interesting to note that a similar blend of incentives, streetscaping, design regulations and marketing is the formula for success for Canada's Main Street programs for small towns, which Heritage Canada helped launch in the 1980's and achieved notable success for across the country.

But what of the failures of the planning profession in the effort to advance urban heritage conservation in Canada? The most obvious examples are the plethora of cases of "facadism" where, as a compromise, the outer shell or skin of the heritage building is grafted onto a new building, often with grotesque results. Vancouver has some notable examples, including Tudor Manor, where a 1927 Tudor Revival façade of a three-storey apartment block was preserved in front of a looming 22-storey residential tower. There is also the example of the Pacific Centre shopping mall in the 500-block of Granville Street, where pieces of historic facades were re-erected on the new exterior of the retail mall.

Similarly, in Victoria, a new downtown shopping mall, the Victoria Eaton Centre constructed in 1989, dismantled and re-erected the facades of four historic buildings as a compromise gesture to heritage advocates. Ironically, while this project is considered a colossal failure in terms of

heritage conservation, the public debate around its political approval was so intense that there were several important achievements which arose in the aftermath. The *1990 Downtown Plan* solidified policy support for the preservation of Old Town and the launch of the Building Incentive Program through the establishment of the Victoria Civic Heritage Trust changed the direction of planning policies in favour of heritage conservation in a profound manner.

Nonetheless, facadism continues to be the acceptable political compromise for City Councillors and Planners struggling to reconcile the conflicting forces of heritage conservation and modern land development. In Victoria, the Sussex Place project blended the preservation of a three-storey Art Deco hotel façade with a 12 storey office tower. The façade of Victoria's first police station, built in 1920, was incorporated into a new office building for the regional government, the Capital Regional District.

Similarly, in Winnipeg, the façade of the 1910 Odd Fellows Temple building was dismantled and re-erected when it stood in the way of the massive North Portage Development scheme. In Toronto, there are numerous examples of small two, three and four-storey facades dwarfed by high-rise office and apartment towers rising above them. The inability of planners to stop the inexorable forces of free market urban redevelopment is perhaps the gravest weakness of current heritage conservation efforts in Canada today.

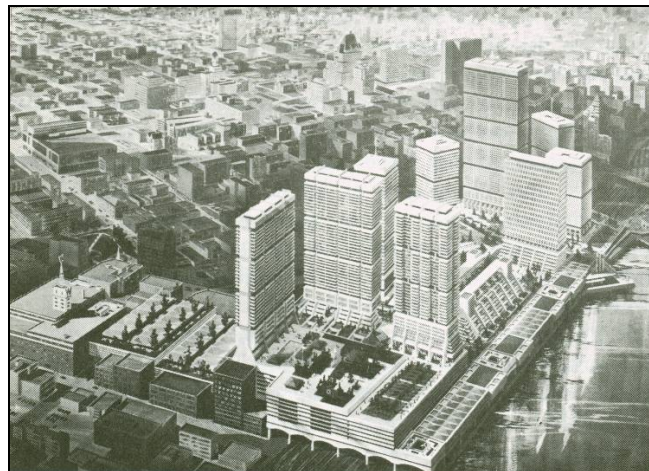
On a more positive front, the rapid expansion of the number of “heritage planners” practising in Canadian cities speaks to the more central role heritage conservation now plays in the city planning profession today. A dramatic example of this is the annual meeting sponsored by Heritage BC, called in the Lower Mainland of British Columbia the Heritage Planners and Professionals meeting. From a small group of eight or nine planners and professionals who met in downtown Vancouver in the 1990s, the event has expanded to 40 or 50 professionals who meet annually to share experiences. Elsewhere in Canada, heritage planners can be found in most of the major Canadian cities including Victoria, Vancouver, Calgary, Edmonton, Winnipeg, Toronto, Kitchener, Cambridge, Guelph, Ottawa, Kingston, Quebec City, Montreal, Saint John, Halifax, etc. The entrenchment of this specialized role within planning departments is key to

keeping heritage conservation as a high priority and central thrust of public policy in all planning initiatives. While their level of training and knowledge in heritage conservation may vary widely, this major increase in planning professionals devoted to heritage will be critical to the effective integration of heritage conservation and land use planning, which is the key to the future success of preserving Canada's Historic Places.

Illustrations:

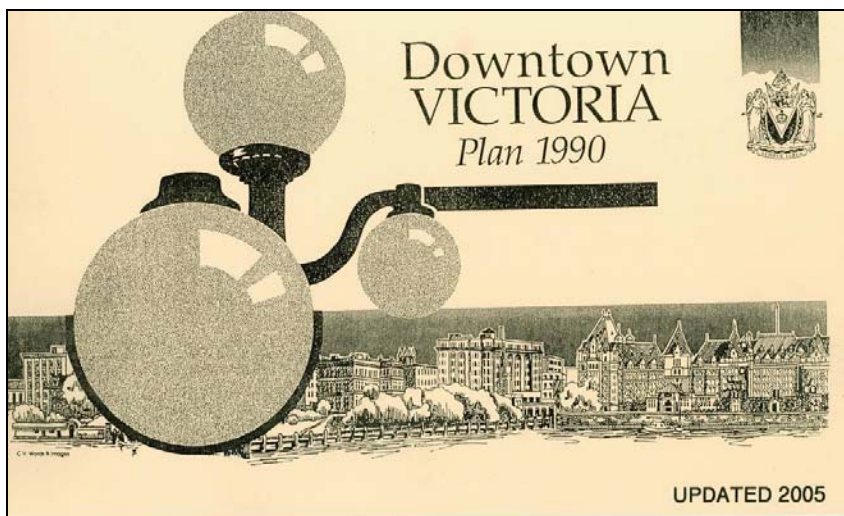


1.) *Rendering of Proposed high rise apartment towers by Reid properties, Victoria, 1969, City of Victoria Archives and Records Control.*

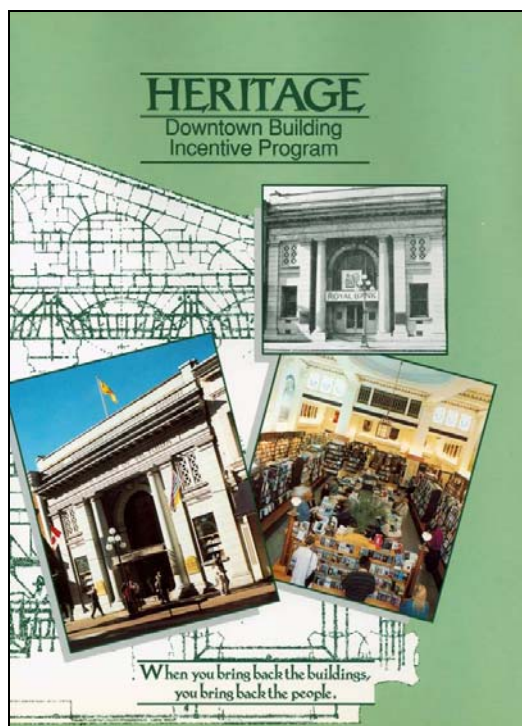


2.) *Project 200, Proposal for Redevelopment of Vancouver's Gastown, 1966.*

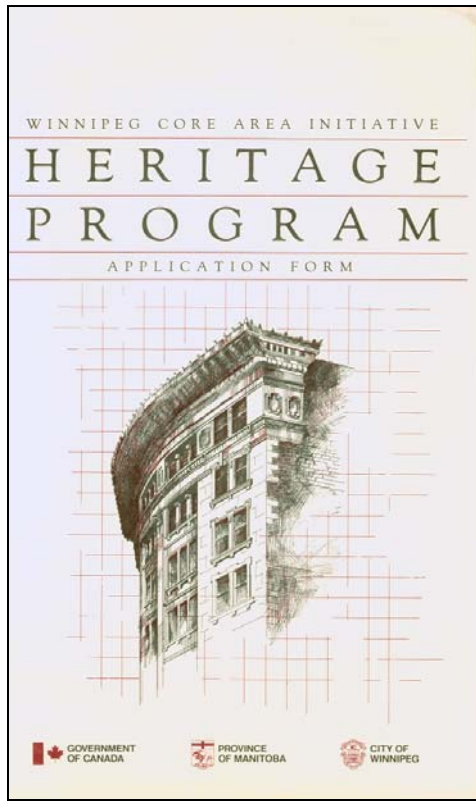
- 3.) *"From the Old to the New"* , City of Winnipeg Official Opening of the New City Hall, October 5,1964, City of Winnipeg Archives and Records Control.
- 4.) *Historic Winnipeg Restoration Study*, Department of Environmental Planning, City of Winnipeg, 1974.



- 5.) *Downtown Victoria Plan ,1990*; City of Victoria Planning Department, 1990.



- 6.) *Building Incentive Program Brochure*; Victoria Civic Heritage Trust



7.) *Winnipeg Core Area Initiative Heritage Program Incentive Brochure.*



8.) *Streetscaping in the Exchange District, Winnipeg, Manitoba, 1985 Photograph by the author.*



9.) *Tudor Manor*, Vancouver, 1991. Photograph by the author.



10.) *Facadism* in Toronto, 1997, Photograph by the author.

3.6 ICOMOS Canada et l'APT / ICOMOS Canada and APT

François LeBlanc



François LeBlanc
(Photo: C. Boucher, 2009)

Contribution de l'APTi et d'ICOMOS Canada à la pratique de la conservation au Canada durant la seconde moitié du 20^{ème} siècle.

Par **François LeBlanc** - *Directeur du secrétariat d'ICOMOS (1979-83), membre du comité exécutif d'ICOMOS (1984-87), secrétaire puis président d'ICOMOS Canada (1983-1993 et 2008), trésorier de l'APTi (1984-88) et membre du College of Fellows de l'APTi (2003).*

Introduction

Il n'est pas facile d'évaluer l'impact sur la pratique de la conservation au Canada durant la seconde moitié du 20^{ème} siècle de deux organisations professionnelles à but non-lucratif qui n'ont pas véritablement et systématiquement maintenu des archives, des statistiques ou des données sur ce sujet. En effet, ICOMOS Canada (comité national du Conseil international des monuments et des sites - ICOMOS) n'a pas encore d'endroit central où entreposer ses archives et malgré le fait que l'Association internationale pour la préservation et ses techniques - APTi - a rassemblé une partie de ses archives à Williamsburg aux É.-U. elles demeurent incomplètes et difficiles d'accès.

Pour évaluer l'impact de la pratique de la conservation au Canada de ces deux organisations, il aurait fallu qu'elles décident très tôt après leur création qu'il était important de mesurer cet impact et qu'elles mettent en place des indicateurs permettant d'en faire l'évaluation. Sans image précise de la situation de la pratique de la conservation durant les années 1960, et en l'absence d'indicateurs pour en mesurer le changement, il est pratiquement impossible de faire une analyse sérieuse et rigoureuse de l'impact de ces deux organisations sur la pratique de la conservation au Canada.

Je vais donc présumer qu'au cours des années 1960, il n'y avait pas grand-chose (institutions, formation, financement, professionnels, recherche etc.) au Canada pour assurer la conservation de nos sites historiques à tous les niveaux. Il y avait certes quelques personnes avant-gardistes tels l'historien Ramsay Traquair ou l'architecte John Bland, mais leurs efforts étaient isolés et ponctuels.



L'historien Ramsay Traquair en 1933

(Photo : Canadian Architecture Collection, Université McGill)



John Bland, architecte et professeur d'histoire de l'architecture à l'université McGill.

(Photo : Canadian Architecture Collection, Université McGill)

En fait, Torrey Fuller, un des canadiens membres fondateurs de l'APTi avait fait la remarque à cette époque que la pratique de la restauration au Canada avait glissée dangereusement au point de devenir du folklore, une activité pratiquée par à peu près n'importe quel collectionneur ou personne qui avait un attachement sentimental pour le passé.

Que s'est-il donc passé à la fin des années 1960? Tout semble avoir commencé au niveau international par la rencontre à Venise en 1964 d'un groupe de professionnels venus d'une vingtaine de pays et concernés par la conservation des monuments et des sites historiques. Ils ont élaboré un document intitulé la Charte de Venise pour la restauration des monuments et des sites historiques. L'année suivante, à l'initiative de l'UNESCO, ce fut la création du Conseil international des monuments et des sites (ICOMOS).

Au Canada il faudra attendre en 1968 pour qu'un groupe de professionnels concernés par la conservation du patrimoine canadien et nord-américain se rencontre à Stanley House, New Richmond, en Gaspésie pour jeter les bases de la création de l'APTi, une association de professionnels qui s'intéressent à la conservation des monuments et des sites particulièrement en Amérique du nord. Le groupe était composé en majorité de canadiens et ceux-ci avaient invité quelques collègues américains.

Il faudra attendre jusqu'en 1972 pour que le comité canadien de l'ICOMOS soit officiellement créé. Malgré le fait que le premier président de l'APTi ait été l'américain Charles E. Peterson et que le premier président du comité canadien de l'ICOMOS ait été William (Bill) McKim, c'est l'architecte conservateur canadien Jacques Dalibard qui a été le principal artisan de la création de ces deux organisations.

Quel a été l'impact de ces deux organisations professionnelles sur la pratique de la conservation au Canada? Comme je l'ai expliqué plus haut, il est difficile d'en faire le bilan sur une base scientifique ou du moins factuelle en l'absence de tout indicateur spécifique sur cette question. J'ai donc choisi d'interviewer quelques collègues qui ont œuvré pendant de nombreuses années au sein de ces deux organisations et de leur poser la question.

Je crois que le cumul de leurs réponses nous donne une assez bonne idée de l'impact que ces deux organisations ont eu sur leur vie professionnelle, celle de leurs collègues de travail, leurs projets, et les institutions pour lesquelles ils ont travaillé. Ces réponses me portent également à croire que les canadiens et les canadiennes ont joué un rôle important au sein de ces deux

organisations et qu'ils ont eu une plus grande influence sur elles que celles-ci en ont eu sur la pratique canadienne de la conservation du patrimoine.

Profil des deux organisations (APTi et ICOMOS)



« L'Association internationale pour la préservation et ses techniques (APT) est une organisation multidisciplinaire de membres voués à la promotion des meilleures technologies pour conserver les monuments historiques et leurs cadres. La qualité de membre offre une occasion exceptionnelle pour l'échange d'idées et le réseautage.

Les membres de l'APT provenant de plus de 30 pays comprennent des conservateurs, des architectes, des ingénieurs, des consultants, des entrepreneurs, des artisans, des curateurs, des promoteurs, des éducateurs, des historiens, des architectes du paysage, des étudiants, des techniciens et d'autres personnes impliquées dans l'application de méthodes et de matériaux pour maintenir, conserver et protéger les monuments et les sites historiques pour qu'ils puissent être utilisés et appréciés dans le futur.

Le caractère international et multidisciplinaire de l'APT – comprenant ses publications exceptionnelles, conférences, cours de formation, prix, bourses pour la spécialisation, chapitres régionaux et comités techniques – en font un chef de file mondial pour quiconque s'intéresse au domaine de la conservation du patrimoine. » Extrait du site web de l'APTi (<http://www.apti.org>).

Fondé en 1968, l'APTi a fêté ses 40 ans à Montréal en 2008 au cours de sa conférence annuelle qui a rassemblé plus de 500 participants. L'APTi compte actuellement environ 2,000 membres essentiellement répartis entre le Canada et les États-Unis, treize chapitres regroupant des membres dans diverses régions, et des comités spécialisés; il publie un Bulletin trimestriel, un

newsletter électronique et organise une conférence annuelle (une année au Canada et deux années aux États-Unis) et divers ateliers spécialisés.



L'Association pour la préservation et ses techniques a essentiellement été fondée par un groupe de professionnels canadiens qui ont invité quelques américains à se joindre à eux en 1968 à Stanley House, New Richmond, Québec.

(Photo : Peter John Stokes)

De gauche à droite :

- **David Bartlett** et Mme Bartlett, Secrétaire général, Commission canadienne pour l'UNESCO, Ottawa
- **Jacques Dalibard**, Architecte en chef, Division des services de restauration, ministère des Affaires indiennes et du nord, Ottawa, ON
- **Lee H. Nelson**, Head, Historic Preservation Assistance Div., U.S. National Park Service, Washington, D.C.
- **Alice Allison**, Architecte, Toronto, ON
- **Gerald Budner**, Designer d'intérieurs, Montréal, QC
- **Charles E. Peterson**, Professor, Columbia University, New York, NY
- **Jeanne Minhinnick**, Consultante en restauration d'intérieurs et de jardins, Toronto, ON
- **George MacBeath**, Administrateur des Ressources historiques, gouvernement du Nouveau Brunswick
- **A. J. H. (Jack) Richardson**, Sites historiques nationaux, Ottawa, ON
- **William Patterson**, Surintendant des sites historiques, St. Lawrence Parks Commission, Cornwall, ON
- **Oliver Torrey Fuller**, Conservateur de mobiliers, Sites historiques nationaux, Ottawa, ON

- **Peter John Stokes**, Architecte, Niagara-on-the-Lake, ON (absent de la photo)

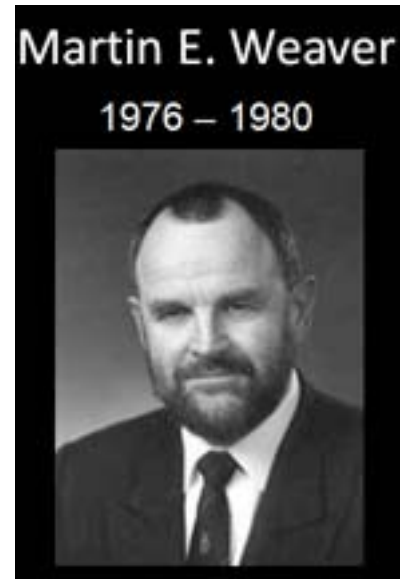
Les canadiens et canadiennes qui ont présidé l'APTi



(Photo: magazine Héritage Canada)



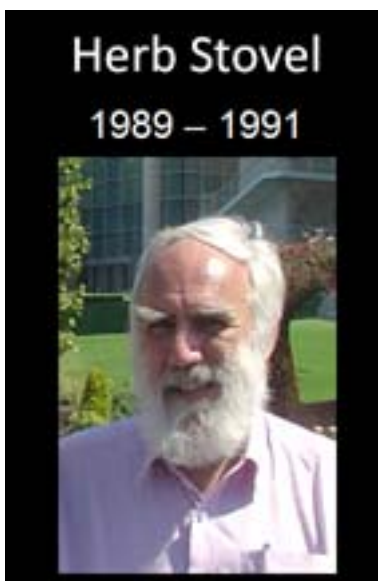
(Photo: Jacques Dalibard)



(Photo: Web)



(Photo: Web)



(Photo: François LeBlanc)



(Photo: Héritage Canada)

« Le Conseil international des monuments et des sites est une association mondiale de professionnels qui regroupe actuellement plus de 7000 membres dans le monde.

L'ICOMOS se consacre à la conservation et à la protection des monuments, des ensembles et des sites du patrimoine culturel. C'est la seule organisation internationale non gouvernementale de ce type qui se consacre à promouvoir la théorie, la méthodologie et la technologie appliquées à la conservation, la protection et la mise en valeur des monuments et des sites. Ses travaux sont basés sur les principes inscrits dans la charte internationale de 1964 sur la conservation et la restauration des monuments et des sites, dite charte de Venise.

Il constitue un réseau d'experts et bénéficie des échanges interdisciplinaires de ses membres qui comptent parmi eux des architectes, des historiens, des archéologues, des historiens de l'art, des géographes, des anthropologues, des ingénieurs et des urbanistes.

Les membres de l'ICOMOS concourent à l'amélioration de la préservation du patrimoine, aux normes et aux techniques pour tous les types de biens du patrimoine culturel : bâtiments, villes historiques, paysages culturels et sites archéologiques. » Extrait du site web de l'ICOMOS (<http://www.icomos.org>).

L'ICOMOS a été créé en 1965 et le comité canadien de l'ICOMOS a été officiellement incorporé au Canada en 1972. ICOMOS compte quelques 7 000 membres, 110 comités nationaux, 25 comités scientifiques spécialisés, publie un Bulletin de nouvelles et un newsletter électronique, des publications spécialisées, organise une rencontre des comités exécutif et consultatif chaque année et une conférence mondiale tous les trois ans. Il est le principal conseiller en patrimoine culturel pour le Comité de la Convention du patrimoine mondial de l'UNESCO.



Les 860 membres de l'ICOMOS réunis dans le Palais Montcalm à Québec en octobre 2008 à l'occasion de la 16^{ème} Assemblée générale et symposium scientifique de l'ICOMOS.

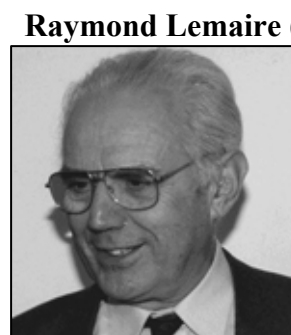
(Photo : ICOMOS Canada)



Piero Gazzola (1908-1979) fut le premier président de l'ICOMOS (1965-1975). Il fut un ardent défenseur de la conservation de l'architecture

ancienne et pour l'intégration de l'architecture contemporaine de qualité en milieu ancien. Il était signataire de la Charte de Venise de 1964.

(Photo : ICOMOS)



Raymond Lemaire (1921-1997) fut le deuxième président de l'ICOMOS (1975-1981). Urbaniste de grande renommée il s'est beaucoup consacré à la formation des architectes et des urbanistes en conservation du

patrimoine. Il était rédacteur et signataire de la Charte de Venise de 1964.

(Photo : ICOMOS)

Interviews



Marc Denhez - *Membre du conseil d'administration de l'APTi (1987-91, Vice-président 1993-94) et représentant canadien sur le comité scientifique international d'ICOMOS sur les questions légales, administratives et financières (1996-2004).*

(Photo : François LeBlanc)

Pour moi, l'impact le plus important de l'APTi sur la pratique de la conservation au Canada fut sa participation aux efforts de la coalition qui a réussi à faire débloquer l'impasse du *Code National du Bâtiment* (CNB); ce code a longtemps été et demeure

encore le modèle national; il s'applique d'office à toutes les propriétés fédérales et les codes provinciaux sont presque tous basés sur son modèle.

Le CNB d'avant 2005 était un code prescriptif : (i.e. vous devez faire ceci, les sorties de secours doivent avoir telle largeur, etc.) Aucun compromis n'était accepté par les inspecteurs en bâtiment pour toute situation qui aurait pu menacer la sécurité des gens dans les vieux bâtiments; on exigeait que les vieux bâtiments respectent les mêmes normes que les bâtiments neufs.

Les inspecteurs en bâtiment avaient pourtant le droit d'appliquer le principe de l'équivalence : si vous pouvez nous démontrer que les travaux ou la situation qui est différente des normes prescriptives du CNB est sécuritaire alors c'est acceptable; mais en pratique, les inspecteurs refusaient toute dérogation aux normes nationales car en cas de sinistre, ce sont eux qui ayant approuvé les travaux de rénovation ou de restauration, doivent en répondre.

C'est en 1996, suite à un rapport de l'APTi intitulé *Code and Approval Process Models for Residential Renovation*, que se sont tenues des réunions au Centre National de Recherche du Canada à Ottawa (CNRC). L'APTi, qui a participé à l'organisation, fut représenté par Marc Denhez, Herb Stovel et Robert Lemon. L'objectif poursuivi était de remettre en question la stratégie du fédéral concernant le CNB. Mais nos trois représentants n'étaient pas seuls.

L'APTi a travaillé étroitement avec les représentants de l'Association Canadienne des Constructeurs d'Habitations, la Société Canadienne de l'Hypothèque et du Logement, les inspecteurs de bâtiments de la ville de Montréal et de Vancouver, la Fédération Canadienne des Municipalités etc. Don Johnston (de la SCHL à l'époque, aujourd'hui avec l'ACCH) présidait la réunion : à 9h30, le CNRC considérait que le CNB était le meilleur code au monde; à 10h30 on commence déjà à accepter qu'il faudrait le modifier; à 14h00 il y a accord à l'effet qu'il faut le changer; à 16h00 une équipe était constituée pour commencer le processus de changement !

Il a fallu attendre jusqu'en 2005 pour que le CNB soit modifié fondamentalement; il est passé d'un code prescriptif à un code « axé sur les objectifs ». Selon l'ancien Code prescriptif, un puits d'escalier devait avoir les dimensions minimales de « x » mètres par « y » mètres; or, si un puits d'escalier dans un ancien bâtiment ne respectait pas ces dimensions minimales, alors il ne

rencontrait pas les exigences du Code et il devait être modifié, même si cela impliquait la disparition d'éléments importants du patrimoine, ou rendait la réhabilitation de l'immeuble non-rentable (prolongeant ainsi la menace que représentait un bâtiment non-sécuritaire à l'intérêt public). Maintenant, le CNB est basé sur les performance (dit « axé sur les objectifs »), par exemple, de permettre aux occupants d'évacuer l'édifice en toute sécurité en un nombre déterminé de minutes : cela peut se faire bien entendu par le puits d'escalier ancien, mais celui-ci peut être protégé pour permettre l'évacuation en y installant des gicleurs ou un autre système de protection et assisté par d'autres sorties de secours qui feront en sorte que le nombre maximal de personnes pouvant occuper le lieu pourront être évacuées dans les délais prévus. Le nouveau Code national du bâtiment est beaucoup plus souple et respectueux pour les anciens bâtiments.

En ce qui concerne l'ICOMOS je ne connais pas d'exemples où l'ICOMOS aurait eu une influence pour changer des lois ou des instruments juridiques au Canada. À la Commission des Affaires municipales de l'Ontario je sais qu'on a cité des chartes de l'ICOMOS dans quelques-unes des décisions.

Autres commentaires :

- La formation des professionnels et des entrepreneurs en restauration et en rénovation représente un défi gigantesque à l'échelle nationale; l'influence de l'APTi ou de l'ICOMOS à ce chapitre est pratiquement nulle. Quand l'on considère qu'en Ontario seulement, il y a 677 000 bâtiments qui datent d'avant la deuxième guerre mondiale dont 350 000 d'avant la première guerre mondiale, on ne peut pas réellement affirmer que ceux et celles qui s'en occupent aient été formés ou influencés par l'ICOMOS ou l'APTi.
- L'APTi et l'ICOMOS ont adopté des philosophies élitistes qu'il n'est pas facile d'expliquer à des professionnels, et encore moins à des entrepreneurs ou au public.
- Pour être pertinent, il faudrait que ces deux organisations adoptent une nouvelle stratégie; au lieu d'insister sur le patrimoine en tant que « devoir public », on peut mettre l'emphase sur sa mise en valeur, en tant que processus de développement attrayant, qui produit de très belles choses qui sont avantageuses pour des milliers de personnes.

Cependant on n'a pas encore trouvé l'approche qui fonctionne pour sensibiliser la population et les gouvernements.

En résumé,

- Oui, l'APTi a eu un effet énorme sur l'ensemble de la construction au Canada
- L'ICOMOS semble avoir eu peu d'impact sur la pratique des professionnels et des entrepreneurs ainsi que sur la législation
- La clé du succès c'est de travailler en coalition; pas de coalition, pas d'impact



Natalie Bull - *Présidente de l'APTi (2003-2005), membre du « College of Fellows » de l'APTi (2008) et membre d'ICOMOS Canada.* (Photo : Héritage Canada)

Pour Natalie, elle associe l'APTi à la joie profonde de l'architecture et de la réparation des édifices; ses paroles exactes sont : « **APTi is the pure joy of buildings and how you fix them** ». L'APTi ne fait pas de plaidoyer pour la cause du patrimoine, il n'y a pas d'agenda caché, pas d'implication politique gouvernementale. L'APTi ça concerne les solutions aux problèmes techniques, la joie de réparer. C'est probablement ce qui fait la force de l'organisation, ce qui lui a permis de créer une « culture de l'APTi » et d'attirer des membres qui se sont rapidement engagés activement et se sont dédiés à la cause des techniques de conservation.

Natalie a découvert l'APTi alors qu'elle étudiait à l'université de Montréal. Au cours d'une recherche pour un projet, elle a découvert les Bulletins de l'APTi dans la bibliothèque, s'est assise par terre, a ouvert plusieurs Bulletins, et a réalisé qu'on y décrivait des interventions sur des projets canadiens offrant des solutions techniques pratiques et pertinentes. C'est à ce moment-là qu'elle fut « accrochée ».

Mais les temps changent et les intérêts professionnels évoluent. Plusieurs d'entres-nous débutent leur carrière en étant fascinés par les détails pratiques; quelques-uns continuent à s'intéresser à l'aspect technique et deviennent des chercheurs, des professeurs ou des praticiens spécialisés en technologie du bâtiment. Il y a un moment dans notre carrière professionnelle où l'APTi est

extrêmement pertinent et utile dans notre travail quotidien puis vient un moment où il ne l'est plus si on évolue par exemple vers des responsabilités de gestionnaires ou d'élaboration de politiques. Mais nous aurons toujours besoin de praticiens dans notre domaine et cela explique en quelque sorte la ténacité de l'APTi.

Sur le plan de la pratique de la conservation au Canada, l'APTi a certainement influencé directement un grand nombre d'employés spécialisés du gouvernement fédéral et en particulier de Travaux publics et services gouvernementaux Canada (TPSGC). En fait, pendant longtemps, et même encore aujourd'hui, les employés spécialisés en conservation de TPSGC se rencontraient plus souvent aux conférences et dans les ateliers pratiques de l'APTi que dans le cadre de l'exercice de leurs fonctions au sein du ministère. Et c'est là qu'ils apprenaient ensemble et de la même source les techniques qu'ils ont appliquées dans leur travail.

L'APTi a certainement contribué à définir et à relever le niveau de la pratique des ingénieurs en conservation au Canada. Le concept de la conservation durable a pratiquement été créé par un comité canado-américain mis sur pied par l'APTi. Le point culminant de leur activité a certainement été l'atelier que les co-présidents Andrew Powter (Can.) et John Lesak (É.U.) ont organisé au cours de la conférence à Halifax en 2004 attirant plus d'une centaine de participants. Depuis, Andrew et John sont devenus de grands amis.

Au cours de ses quarante ans d'activité, l'APTi a créé un réseau solide de professionnels de la conservation en Amérique du nord, une « petite » famille d'amis et de collègues qui se respectent et s'apprécient mutuellement. Les publications et les cours de formation de l'APTi ont toujours été d'un très haut niveau de qualité, à tel point que TPSGC était ravi de soutenir et de participer financièrement à ses activités. Ses professionnels ainsi que tous les autres membres canadiens de l'APTi pouvaient communiquer avec leurs collègues américains tels Steve Kelley de Chicago qu'ils avaient rencontré lors des activités de l'APTi et poser des questions techniques sachant très bien qu'ils pouvaient se consulter de façon informelle en toute confiance à cause du contact établi sur la plateforme de l'APTi.



Herb Stovel - *Président de l'APTi (1989-1991) et d'ICOMOS Canada (1994-1997), Secrétaire général de l'ICOMOS, et représentant canadien sur le comité international de l'ICOMOS sur l'architecture vernaculaire.* (Photo : François LeBlanc)

Le premier contact de Herb avec l'APTi fut à Denver au Colorado lors de la conférence annuelle de l'APTi en 1979. Ce fut comme un coup de foudre. Il s'est senti immédiatement engagé par cette expérience.

Ce fut son premier atelier sur la conservation de la pierre et les formateurs n'étaient nuls autres que Martin E. Weaver et Normand Weis. Il s'est fait un grand nombre de nouveaux amis et particulièrement Andy Ladigo, un artisan et entrepreneur dans le domaine de la conservation avec qui il a eu de longues et passionnantes conversations dans les bars locaux de Denver, jusqu'aux petites heures du matin. Il décrit cette nouvelle sensation dans les mots suivants : "It felt intense, a place where people cared about my problems; I did not miss an APTi conference for the next 12 years!"

Ce que l'APTi avait à m'offrir à ce moment-là, c'étaient des gens, des collègues, un formidable Bulletin, des ateliers spécialisés et du matériel qui m'a été utile durant les douze années suivantes de ma carrière professionnelle. L'organisation n'était pas réellement intéressée à la question fondamentale « pourquoi conserver ? » ni à la propagande pour la cause de la conservation. Je crois que l'APTi a contribué principalement à la conservation d'édifices particuliers et à la formation d'un groupe remarquable de professionnels.

L'APTi m'a permis de m'intégrer et de profiter d'un réseau professionnel bien différent de celui de l'ICOMOS. L'APTi c'était un peu comme la famille proche (frères, sœurs, cousins etc.) alors que l'ICOMOS c'était plutôt la famille éloignée, mais la famille tout de même.

L'APTi a permis à la première véritable génération de professionnels canadiens de la conservation de se découvrir et de se connaître et lui a offert un cadre de référence pour se développer. Au cours des années 1970, nous, les conservateurs du patrimoine architectural, étions tous avides d'information dans notre domaine particulier et celle que l'APTi avait à nous offrir était de très grande qualité. Le rapport qualité/prix des conférences et des ateliers qu'offrait

l'APTi était très élevé. Nous pouvions utiliser presque 100% de l'information reçue de l'APTi dans notre pratique quotidienne.

Mais je ne ressens plus le besoin dans ma carrière professionnelle de faire appel à ce réseau particulier aujourd'hui. Mes besoins ont changé. Maintenant j'ai davantage besoin de connaître des personnes dans toutes sortes de domaines spécialisés plutôt que de l'information technique ou simplement des personnes spécialisées dans ce domaine particulier.

En ce qui concerne l'ICOMOS c'est différent. Nous passons réellement du niveau national au niveau international. Sur cette plateforme, nous nous rencontrons en groupes plus restreints, entre spécialistes qui ont des intérêts bien ciblés et où nous pouvons discuter des questions spécifiques en profondeur, que ce soit l'architecture vernaculaire, les villes historiques, la pierre ou le patrimoine subaquatique.

En 1983, j'ai participé à l'élaboration de la charte canadienne d'Appleton pour la conservation du patrimoine et c'est en 1984 que Jacques Dalibard qui était alors mon patron à Héritage Canada m'a demandé de participer à la conférence d'ICOMOS à Dresden en Allemagne de l'Est. Au cours de cette conférence, il m'a présenté à Mme Rachel Angelova de Bulgarie. Elle était alors la présidente du comité international spécialisé de l'ICOMOS sur l'architecture vernaculaire. Il lui a simplement dit que j'étais dorénavant le représentant canadien sur son comité. Et c'est ainsi que ma carrière professionnelle internationale a débuté.

L'impact de l'ICOMOS sur la pratique canadienne de la conservation est difficile à saisir. Très peu d'instruments de planification et d'architecture mentionnent les chartes et les déclarations de l'ICOMOS. Il est surprenant de noter que le document le plus souvent cité est celui de Nara concernant l'authenticité. C'est peut-être dû au fait qu'il est relié aux travaux de la Convention du patrimoine mondial. Certains urbanistes sophistiqués (Victoria, Vancouver, Winnipeg, Calgary, Québec, St. John N.B. et de temps à autre à Montréal) ont fait référence aux chartes de l'ICOMOS dans leurs plans ou instruments d'urbanisme, mais il est surprenant de noter que les chartes canadiennes de Deschambault et d'Appleton sont presque complètement ignorées. On

fait régulièrement référence à la charte de Burra, mais c'est peut-être dû au fait qu'il s'agit d'un processus plutôt que d'un ensemble de prescriptions.

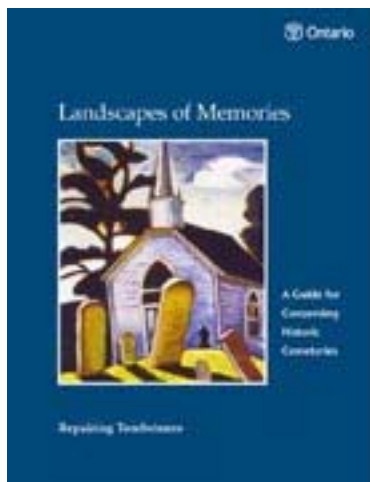
Il me semble que ces deux organisations stagnent depuis une dizaine d'années. Notre travail dans le domaine de la conservation a beaucoup évolué durant cette période, mais l'APTi et ICOMOS ne se sont pas adaptés à ces changements. Nous n'avons toujours pas de moyen pour reconnaître et contrôler des standards d'éthique en matière de conservation du patrimoine. Par exemple, certains membres d'ICOMOS et de l'APTi défendent la protection du patrimoine culturel pendant que d'autres membres sont engagés par des promoteurs privés pour présenter des arguments en faveur de la démolition de ce même patrimoine tout en faisant référence aux mêmes principes. Nous devons vraiment résoudre la question des standards d'éthique professionnelle, un travail commencé par Sir Bernard Feilden en collaboration avec le Getty Conservation Institute à la fin des années 1980, mais abandonné en cours de route. Nous n'avons toujours pas de méthodologie claire et pratique pour faire le monitoring des lieux historiques et les agences fédérales et provinciales canadiennes responsables pour la conservation du patrimoine manquent de connaissance et d'engagement sérieux auprès de ces deux organisations et aussi pour la cause de la conservation de notre patrimoine d'une façon générale. Il reste encore beaucoup de choses à faire pour bien conserver notre patrimoine au Canada.



Tamara Anson-Cartwright - *Présidente du comité spécialisé d'ICOMOS Canada sur la pierre, Vice-présidente du comité anglophone d'ICOMOS Canada et membre du comité exécutif, et Vice-présidente du comité scientifique international de l'ICOMOS sur la pierre (2005 et 2008).* (Photo : François LeBlanc)

En Ontario, il semble que l'APTi a d'abord attiré les professionnels du secteur privé alors que l'ICOMOS aurait davantage intéressé les professionnels du secteur public et des grandes institutions. L'APTi étant une organisation essentiellement formée de collègues nord-américains, les membres partagent un patrimoine semblable, soit celui des autochtones, celui des colonies européennes et un patrimoine moderne construit à partir de technologies et de matériaux bien connus. Ils peuvent donc plus facilement partager des expériences utiles et pertinentes en conservation du patrimoine bâti.

Sur la plateforme de l'ICOMOS, nos discussions sont plus théoriques parce que les membres ont des formations professionnelles et partagent un patrimoine très diversifié. C'est là que nous étudions des grands principes et que nous préparons des chartes internationales et des cadres de gestion. Ces discussions et ces instruments internationaux ont vraiment influencés notre pratique en Ontario et nous ont permis de découvrir de nouvelles approches. Par exemple, nous sommes passés d'une philosophie de la gestion d'un bâtiment historique isolé à une gestion basée sur les valeurs, d'une approche d'experts professionnels à celle d'animateurs de communautés et de groupes de citoyens. Nous sommes passés des jardins historiques aux paysages culturels, du monument historique isolé aux paysages urbains, puis à la protection des points de vue et maintenant au patrimoine immatériel. Cette évolution est due en grande partie à notre participation aux travaux de l'ICOMOS.



La charte d'Appleton adoptée par ICOMOS Canada est mentionnée dans la publication « *Landscapes of Memories – A Guide for Conserving Historic Cemeteries: Repairing Tombstones* » publié en 1996 par le ministère de la culture de l'Ontario et les gens qui la consulte nous disent qu'ils la comprennent bien. (Photo : François LeBlanc)

Plusieurs nouveaux changements ont été apportés au « *Ontario Heritage Act* » en 2005 qui ne permet plus entre autres la démolition d'un édifice classé historique après une période de 180 jours d'avis de démolition. Les critères pour l'inscription au registre provincial ont également été modifiés. Pour apporter ces changements, nos professionnels ont étudié les critères de nomination des biens à la liste du patrimoine mondial de l'UNESCO et la façon dont l'ICOMOS les applique. Nous pratiquons maintenant une approche beaucoup plus intégrée à la conservation en Ontario. Il ne s'agit plus de patrimoine « dans une petite boîte »; la participation de nos professionnels aux activités d'ICOMOS Canada nous a permis de regarder au-delà de nos frontières et d'étudier des approches différentes de celles que nous pratiquions.

L'on doit se rappeler que de 1970 à 1990 l'Internet n'existait pratiquement pas et le programme pour la conservation des endroits historiques au Canada est relativement nouveau. Le réseau offert par ICOMOS Canada durant cette période était alors le meilleur moyen de communication et d'échanges pour nous qui œuvrons au niveau provincial et particulièrement entre les collègues du Québec et de l'Ontario qui n'avaient pratiquement pas d'autre endroit pour se rencontrer et partager leurs expériences. Encore dernièrement, alors que je participais à la conférence de l'ICOMOS à Québec en octobre 2008, j'ai eu l'occasion de discuter sérieusement avec mes collègues du Royaume-Uni et de l'Irlande des mesures à prendre pour assurer la conservation des édifices appartenant au gouvernement, un projet sur lequel nous travaillons présentement.

Je suis devenue membre d'ICOMOS Canada à peu près au même moment où j'ai commencé à travailler au gouvernement provincial en 1989. Durant les six premières années, j'ai travaillé de près avec des personnes telles Susan Myers, Keith Blades et Jill Taylor pour recueillir et partager une quantité phénoménale de matériel et d'information concernant la conservation de la maçonnerie. Durant cette période nous avons organisé des ateliers et invité quelques-uns des plus grands experts au monde dans ce domaine, incluant John Ashurst du Royaume-Uni. Nous avons invité des maçons et des entrepreneurs à se joindre à nous et Keith Blades a même créé une guilde d'artisans dans ce domaine. Tout cela a contribué de façon remarquable à nos travaux et à notre développement professionnel personnel. Encore dernièrement, ma participation au comité international ICOMOS-ISCS qui a réalisé le *Glossaire illustré sur les formes d'altération de la pierre* m'a permis de partager notre point de vue canadien, notre approche à la pratique de la conservation et notre savoir-faire avec nos collègues étrangers. Même si nos monuments ne sont pas aussi anciens et spectaculaires que ceux de l'Égypte ou de la Grèce, il n'en demeure pas moins que notre approche à la conservation qui consiste en partie à poser les questions de base telles que : « pourquoi devons-nous nettoyer la pierre? », « comment cette information sera-t-elle disséminée et utilisée? » etc. nous permet de contribuer de façon positive et efficace aux activités internationales.

Je suggère fortement aux institutions académiques canadiennes qui s'intéressent aux questions du patrimoine de démarrer des projets de recherche pour étudier de façon systématique comment

les chartes et déclarations de l'ICOMOS ont influencé la façon dont nous traitons notre patrimoine au Canada. Dans les années 1970, la conservation du patrimoine était relativement facile. Il n'y avait pas beaucoup d'instruments nationaux ou internationaux auxquels se référer pour guider nos travaux et influencer nos décisions. Depuis, le monde de la conservation du patrimoine a beaucoup changé. Le nombre de lois, règlements, chartes, conventions et recommandations s'est multiplié tant au niveau local, provincial, national qu'international. Notre travail est beaucoup plus complexe et l'appréciation de l'impact de tous ces instruments sur la pratique de la conservation reste entièrement à faire. Nous avons besoins de créer et de mettre en place des indicateurs qui permettront à nos collègues dans le futur d'en faire l'évaluation.



Andrew Powter - *Membre du conseil d'administration de l'APTi, co-président du comité de l'APTi sur la conservation durable (2002-2004), représentant canadien sur le comité international scientifique de l'ICOMOS sur le bois.* (Photo : François LeBlanc)

Au cours de ma carrière je me suis beaucoup impliqué dans les activités de l'APTi, une organisation qui se concentrait surtout sur la technologie en conservation du patrimoine. Son auditoire était principalement les professionnels de la conservation, mais il s'adressait également aux artisans et aux entrepreneurs tout en leur accordant beaucoup moins d'attention.

L'APTi nous offrait de nombreuses occasions de partager nos intérêts et nos expériences. Par exemple, en 2004 j'ai eu l'occasion de co-présider le comité qui s'intéressait aux questions de conservation dans un environnement durable et nous avons organisé un atelier à Halifax en Nouvelle-Écosse dans le cadre de la conférence annuelle de l'APTi. Cette activité a permis à une trentaine de personnes de travailler ensemble pour l'organiser et a attiré plus d'une centaine de participants. La tenue d'un atelier sur le sujet de la préservation durable était alors une première mondiale. Depuis lors, plusieurs provinces canadiennes et états américains ont commencé à explorer le sujet. C'est un bel exemple de la façon dont l'APTi a contribué à l'avancement de la connaissance pour la pratique de la conservation au Canada et aux États-Unis.

Au début de ma carrière, je travaillais dans le grand nord canadien, à Dawson City. J'étais isolé. L'APTi m'a beaucoup aidé en m'offrant une plateforme sur laquelle je pouvais partager de l'information et mes expériences sur la conservation des bâtiments dans des régions isolées. Le tout premier article que j'ai publié fut dans le Bulletin de l'APTi; il a suscité des commentaires et m'a permis d'engager un dialogue avec plusieurs collègues me permettant de me sentir beaucoup moins isolé.

Le matériel publié et discuté au sein de l'APTi concernant les fluctuations de l'humidité dans les bâtiments anciens est un autre bel exemple de l'impact de cette organisation sur la pratique de la conservation chez-nous. Parfois expliqué en termes de haute technologie et parfois en termes vulgarisés, ce matériel a été extrêmement utile et a donné l'occasion d'échanges fructueux entre professionnels devant traiter des problèmes techniques reliés à ce phénomène.

Au début, j'attachais beaucoup de valeur en termes professionnels à mon adhésion à l'APTi. Dans les premiers temps, le rendement de ma participation aux conférences et aux ateliers de l'APTi était pratiquement de 100%. Ce que j'avais appris au cours de ces événements, je pouvais pratiquement l'appliquer immédiatement dans mon travail quotidien. Je me souviens encore du premier atelier auquel j'ai participé. C'était sur les questions de l'entretien des bâtiments historiques. On se souvient tous de son premier atelier sur la conservation du bois ou de la pierre de l'APTi. Ces ateliers nous ont fourni les éléments de base qui nous ont permis de pouvoir performer professionnellement. Au fur et à mesure des années, ce pourcentage a diminué; c'est probablement dû au fait que maintenant on discute d'un grand nombre de sujets, mais la valeur de la participation aux activités de l'APTi est encore très élevée à mon avis.

Les agences du gouvernement fédéral responsables pour la conservation des monuments et des sites historiques au Canada ont bien profité de l'APTi. La planification de la relève est une activité importante au sein de ces organisations et l'APTi fut une source importante pour le recrutement de jeunes professionnels engagés et compétents. Si le gouvernement canadien jouit aujourd'hui d'une équipe de professionnels de qualité c'est certainement dû en partie à l'APTi et c'est pour cela qu'il a bien régulièrement soutenu financièrement ses activités de formation.



Julia Gersovitz - *Architecte en pratique privée et membre du « College of Fellows » de l'APTi (2008)* (Photo : Julia Gersovitz)

Les professionnels de la conservation du patrimoine en pratique privée au Québec ne sont pas nombreux à s'être joints à l'APTi. La plupart des membres québécois inscrits à l'APTi ou à ICOMOS Canada sont des fonctionnaires d'institutions gouvernementales ou d'agences publiques. Ils semblaient contribuer en même temps qu'ils sont clients; ils se sensibilisent aux principes et chartes internationales et aux approches techniques à travers ces organismes puis exigent que les professionnels en pratique privée respectent ces principes et ces instruments et qu'ils connaissent ces techniques. Très peu ou pas d'entrepreneurs et très peu d'architectes en pratique privée québécois ont assisté aux conférences et aux ateliers spécialisés de l'ICOMOS et de l'APTi au cours des trente dernières années.

Je suis membre de l'APTi depuis trente-cinq ans et je considère qu'il s'agit-là d'un groupe de collègues que je respecte beaucoup, des vieux amis, mais il ne s'agit pas essentiellement d'un réseau pour moi. J'ai participé à de nombreuses conférences offertes par d'autres organismes du patrimoine tels le « National Trust for Historic Preservation » aux États-Unis, et je crois que l'APTi a beaucoup plus à offrir aux professionnels en pratique privée que ces autres organismes qui s'intéressent entre autres au plaidoyer pour la cause de la conservation. Mais comme il n'y a pas encore au Québec de standards reconnus dans le domaine de la conservation du patrimoine architectural ni pour les travaux, ni pour la qualité des services professionnels, certains bureaux d'architectes font à peu près ce qu'ils veulent. C'est un gros problème; il ne semble pas également y avoir de dialogue efficace entre le ministère de la Culture et la Ville de Montréal; on devrait mettre en place un processus de consultation entre tous les intervenants au début d'un projet, et ne pas attendre que les premières options de restauration, souvent épouvantables, aient été élaborées par des gens qui n'ont pas été formés à la conservation du patrimoine. Par contre, s'il n'y a pas de demande pour l'excellence de la part des clients, alors il n'y a pas d'intérêt pour les professionnels à investir dans ce domaine. L'APTi et l'ICOMOS ont ici un rôle à jouer et pourraient contribuer à faire avancer les choses.

Lorsque je donne des cours sur la conservation du patrimoine à l'université McGill, j'apprécie beaucoup l'expression de découverte sur le visage de mes étudiants quand je leur parle des notions internationales de conservation et des organisations telles que l'APTi et l'ICOMOS. Ils apprécient la rigueur du processus de conservation, les essais, la recherche, les investigations; tout ça constitue l'aspect fascinant qu'apportent l'APTi et l'ICOMOS aux étudiants. L'ICOMOS apporte la théorie qui informe la pratique alors que l'APTi apporte l'expérience technique nécessaire aux travaux. Cependant, je suis désolée de noter que l'université McGill et l'université de Montréal n'ont pas encore de programme conjoint d'entraide et de reconnaissance des diplômés et n'arrivent pas à partager leurs ressources efficacement. Par contre, dans le cas de ces deux institutions universitaires, il y a un grand vide au niveau de la formation technique en conservation du patrimoine : on apprend ce qu'il faut faire, mais on n'apprend pas comment le faire.

Enfin, si l'on souhaite la participation des québécois, il faudra que l'ICOMOS et l'APTi trouvent une façon d'enraciner le français dans leur fonctionnement et de faciliter le rapprochement entre les professionnels de la région de la ville de Québec et celle de Montréal.

3.7 La formation et la recherche dans le milieu universitaire dans la deuxième moitié du 20^e siècle / Training and Research: Academe in the second half of the 20th century

Herb Stovel, Professeur agrégé, Écoles des études canadiennes, Université de Carleton / Associate professor, School of Architecture, Carleton University



Herb Stovel
(Photo: C. Boucher, 2009)

Conserving Historic Places: Canadian approaches 1950-2000 , 11-13 March 2009

Training and Research: Academe in the second half of the 20th century

The following is a rough transcript of the informal Powerpoint presentation made by Herb Stovel during the Montreal Round Table March 12, 2009.

A. Introduction

In the short time available to me, I can only but touch a few of the key points in this 50 year period. I am not old enough, all reports to the contrary, to have been around at its outset. And inevitably in this kind of selective and impressionistic prowl through history, I have taken up a personal view and hidden behind referencing the initiatives I was much involved with myself, because these are the ones I know best. But the subject deserves more, and I hope to turn this brief beginning into a more comprehensive and complete report fairly soon.

I have also taken a few liberties with the title provided for me by Christina Cameron for this presentation – a title which touches 50 years of training and research in heritage conservation in this country, from 1950-2000. I have allowed myself to translate training in the context of “academe” to include “education” as well as “training”; I have also added a third point – that of ethical approaches for those involved in the conservation field. My argument for this has to do with the sense that along with training and education, development of a sense of ethical responsibility is a cornerstone of the preparation of conservation professionals for work in the field.

Let me provide a quick overview of where I stand in assessing progress made in these three areas in Canada in the period 1950-2000:

In general, we have done an excellent job of meeting training and education needs in the field, developing over time a diverse array of flexible and evolving responses to needs. In the area of research, we have made a rather poor showing to date, in terms of making research accessible to all, and in keying on research priorities in the field. And finally, we have hardly begun to explore our ethical obligations in preparing conservation professionals to take on their responsibilities.

Lets go through these one by one: training/ education, research, and ethics.

B. Training and Education

1. Introduction

As we turn first to education and training, there are two background issues worth looking at: scope of inquiry, and objectives. First, it is important to be clear what we are talking about: historic places? architectural heritage? cultural heritage? natural heritage? moveable and immoveable heritage? tangible and intangible heritage? While I’m generally taking a broad view of the heritage field in these observations – positioned nevertheless in my own primary personal involvement with built heritage - it is important to recognize that in fact, the field is a moving

target – responding to an ever broadening sense of what is implied when we speak of heritage. And when we begin to focus inside that field, we need to clarify our objectives: are we preparing specialists in the field? generalists? do we need to put time and energy into programmes which will provide an academic base for future practitioners? Or are we talking about in house/ on-the-job training to a greater extent? It may be useful to keep these choices re scope and objectives before us as we look at key steps in the development of education and training frameworks in this country.

2. Built heritage conservation programmes outside Canada

If you were seeking learning opportunities in the field in the early 70s as I was, fresh from graduating from McGill University's School of Architecture (1972), the pickings were slim – unless you worked for Parks Canada. However if you worked for Parks Canada, you stood to benefit from regular exposure to the best expertise available on the planet. One day a week, usually Fridays, for several years in the early 70s, Parks Canada offered in house training for its large contingent of professional staff housed in Ottawa (in the Restoration Services Division). Parks Canada brought in many of the world's best professionals to advise on projects but at the same time to share their experiences in organized training sessions. This is how individuals like Martin Weaver first found their way to Canada, and how many – like Martin – stayed.

But if you did not work for Parks Canada, you could not join these training sessions. And if you scoured the country for university-based training and educational opportunities in conservation, as I did, you also drew a blank. In fact, you had to leave the country to pursue educational goals in a serious way in this field. Hence many Canadians, myself among them - and many others in this room – were forced to seek out-of-country refuges. There were a number of favoured destinations:

- **ICCROM, the International Centre for the Study of the Preservation and the Restoration of Cultural Property, located in Rome, which offered its first architectural conservation course in 1966;** the initial courses attracted people in governments around the world soon to occupy important positions, for example Dr.

Roland Silva of Sri Lanka, for 9 years in the 90s, President of ICOMOS international. The first Canadian to attend was Gouhar Shemdin, on her way from Iraqi Kurdistan to Canada in 1970. I took my turn with an ICCROM course in 1982, following the “Scientific Principles of Conservation” programme. The most recent Canadian of the 89 Canadians to take part in ICCROM programmes was Rob Pajot of the Heritage Conservation Directorate, of PWGSC, and who just returned in February 2009.

- **the conservation programme at Heriot Watt University/ Edinburgh School of Art, the oldest continuously operating programme in the UK, established in 1968;** the first Canadian to take a degree from this programme was Walter Jamieson, in 1975. I followed him to Edinburgh in 1976 and graduated in 1978 with an M. Sc. In Environmental Conservation.
- **the programme established in the School of Advanced Architectural Studies at York in the UK;** this programme – not popular among Canadians in the early or mid 70s as it was not a recognized university programme and therefore not fundable – became the choice of preference for Canadians in the late 70s and 80s, including professionals such as Ontario stalwart John Weiler. One Canadian, Dinu Bumbaru, managed to parlay a 6 month course at ICCROM with a dissertation carried out at York, to obtain a York grad degree.
- **the programme at Columbia University in New York City, for most of the late 70s, 80s and 90s recognized as the premier American programme;** this programme attracted many professionals interested to compare American and Canadian experience – for example, Canadians like Julia Gersovitz and Gordon Fulton, from this Round Table gathering.

3. Canadian University level built heritage conservation programmes

By the 80s, Canada began to put in place a number of university programmes offering graduate level experiences.

- **U. of Victoria.** The first of these was the University of Victoria’s Cultural Resource Management certificate course programme, offered in relation to the conservation of both

historic places and objects,. These pioneering initiatives were put in place in 1983 with the support of John Osborne, now Dean of FASS at Carleton, Martin Segger, Director of the Maltwood Gallery in Victoria, and Doug Franklin, recently retired Director of Policy and Programs for Heritage Canada. The University of Victoria also pioneered the use of distance education programmes in the heritage conservation field, beginning in the mid to late 1980s. To date, although those pursuing the certificate programmes are not normally able to translate these into a Masters degree, over 26 years, UVic's efforts constitute the most diverse, comprehensive, innovative collection of high quality offerings in the conservation field in Canada ; over 5000 course graduates have moved through their courses. The courses have benefitted enormously from their long association with Alastair Kerr who has likely delivered more UVic courses than any other conservation professional. All of this has been done without permanent faculty (courses are taught by invited professionals from across Canada and the USA) and even today without the ability to offer a post graduate degree, the U Vic programme is continuing to grow and diversify and is now offering courses in Canada, Mexico and China. As someone who has now given four UVic courses, I can attest personally t the quality of the courses and experiences offered.

- **U. of Montreal.** The first post graduate programme in heritage conservation in Canada (an M.Sc. in Aménagement) was established at the University of Montreal in 1987. The French language programme was spawned by a number of Heritage Montreal summer courses carried out in 1985, 1986, 1987 which demonstrated significant market potential for this subject. The programme, has been based in a School of Architecture (within the Faculty of Aménagement) since its inception. Launched with a focus in architectural conservation (the programme was initially, called the 3R – “Restauration, Renovation, Recyclage”), but by 1992, the programme had evolved and become formally concerned with “Conservation of the Built Environment”. The first programme co-ordinator was Dinu Bumbaru, borrowed for this purpose from Heritage Montreal. I was appointed in late 1990 as the Programme's first attached professor and programme director, and remained in this capacity for 8 years. Today, while Claudine Deom runs the programme, the School of Architecture was complemented with the allocation of a Canada Research

Chair in Conservation of the Built Environment 4 years ago, now run by Dr. Christina Cameron. Somewhat over 200 students have been through the programme since its inception.

- **Carleton University.** A couple of years later, in 1989, guided by Julian Smith and Syd Wise, then Director of Canadian Studies at Carleton, an English language heritage conservation MA programme was established at Carleton. Given its Canadian Studies base, while close links to the School of Architecture were established, the approach to conservation has been interdisciplinary in nature from the outset. Approximately 160 students have been through the programme in 20 years. The post graduate programme is now supported by a number of undergraduate heritage conservation courses, which attract significant numbers of students from all parts of the campus. This is today my home in academia, and has been so since summer 2004 when I returned from 6 years overseas at ICCROM.

The three pioneer programmes named above have been complemented by a plethora of strong heritage courses, programmes and training/ education initiatives all across the country, established at different times, and working in different ways, as well as a number of university-based initiatives providing a research base for educational programming; these include:

- **The Heritage Resources Center, Waterloo University,** launched in 1980 (with financial support from Parks Canada). This center, initially led by Gord Nelson, and today by Robert Shipley, was initially set up to strengthen research and publishing outputs in relation to natural heritage conservation, but quickly grew to encompass culture as well, and to view these issues through a planning prism.
- **The UNESCO Chair in heritage conservation established at Laval University ([Aménagement, architecture et arts visuels](#))** in 2001, held previously by Cyril Simard, and now by Claude Dube, and which supports research programmes and symposia in the field.

- **The Canada Research Chair in conservation of built religious heritage also held at Laval University**, (School of Architecture), and currently held by Tania Martin

There are also many new educational programmes establishing themselves:

- the **Heritage Resources Management programme at Athabasca University** in Alberta, led by Donald Wetherell, with its two major components: an undergraduate certificate and a graduate diploma, the latter linked to a major distance education component and to a major internship.
- The holistically oriented **School of Restoration Arts at Willowbank**, Queenston, Ontario, directed by Julian Smith and attempting to reframe relations among craftsmen, architects, engineers, and builders in our contemporary world.

It's also important not to forget significant programmes which have unfortunately been lost along the way, including for example, the strong regionally based programmes launched by highly motivated individuals such as Walter Jamieson at the University of Calgary (Planning Dept.) and by Frank Eppel at TUNS (Technical University of Nova Scotia, School of Architecture) in Halifax, but which ceased to function when their leaders moved on (as in Walter's case) or retired (as in Frank's case)

At present the University of Montreal and Carleton University remain the only institutions in Canada offering full time Masters degrees in the field

4. Job driven training at the national level in Canada ...

It is important to recognize that much of the training to take place in Canada was not intended - as with the university programmes mentioned above - to provide an academic base for conservation careers, but to provide job-specific assistance. I can focus on three examples of programmes of this type with which I was closely involved at their outset.

1. **Main Street training.** The Main Street Canada training organized by Heritage Canada from 1985 on prepared Main Street co-ordinators to apply the four point approach

(organization, design, marketing, economic development) working in small towns, but also piloted thinking in a range of subject areas new to the field : economic development, negotiation and conflict resolution, community planning and development, and marketing, and underpinned a grassroots driven approach to community revitalization, in a context where heritage was a means to an end rather than the end itself. I spent four years with this training effort before turning it over to Meryl Oliver in 1988. This approach survives in the Rues Principales programme in Quebec maintained by Francois Varin; while training still prepares co-ordinators for assignments in small Quebec towns, course content has also found its way to academic respectability in university level courses at Laval U.

2. **FHBRO training.** The training programme developed within the Parks Canada FHBRO (Federal Heritage Building Review Office) programme has brought short in-job training courses to thousands of middle level property and project managers obliged by virtue of the Treasury Board FHBRO policy to integrate concern for heritage within a larger range of property portfolio management considerations. From the humble origins of the first FHBRO course which I organized on behalf of the Heritage Canada Foundation in the summer of 1986 (in the basement of the Heritage Canada building), these courses continue to the present day following the general model established almost 25 years ago.
3. **CRM training.** Following the same short course model, but applied this time to Parks Canada in-house training, CRM (Cultural Resource Management) training was initiated in 1993, to spread the CRM philosophy developed by Gordon Bennett to field units as part of an effort to provide an overall principles-based framework which could facilitate greater involvement and consistency in local decision-making across the organisation. The initial courses, planned and developed by myself and Robert Moreau, continue to be offered within Parks Canada but have also been made available to those involved with National Historic Sites not owned and operated by Parks Canada. This has brought the five CRM principles and key concepts such as Commemorative Integrity to strong public support and understanding within community groups across the country. Retired Parks

Canada historian Phil Goldring developed a grad course in CRM based on these experiences which is on the books at the School of Public History, at Carleton.

These still continuing landmark programmes reflect a long established tradition of in-house technical courses within Parks Canada and its former Restoration Services Division (today the Heritage Conservation Directorate) which continues today. Unlike the programmes described above, here, I am referring to ad hoc courses organized to meet apparent priority needs, such as masonry conservation, and engineering analysis and repair. These courses also reflect conservation interests being promoted and developed in parallel within organizations outside government. In fact, the training activity of the government organizations in this country and the offerings of the professional networks (APT, and the architect associations) often fed off each other and had much in common, even drawing on the same faculty. APT has long organized 2 and 3 day technical courses in association with its annual conferences in the USA and Canada. I was bowled over by the first of these I encountered in Denver's APT conference (1979), a masonry conservation course led by Martin Weaver and Norman Weiss. Within a year, I had convinced the Ontario Association of Architects to put on a near identical and very successful course to 35 architect at Scarborough's Guild Inn.

In many ways the history of these courses, given their ad hoc nature, has inevitably involved many ups and downs:

- After putting on several successful courses for Ontario architects, the Historical Committee of the OAA (then led by Jack Rempel, and Bill Greer) was disbanded in view of the OAA's contention at the time that offering training in conservation subverted the practice of architecture.
- While APT put in place a regular continuing programme of professional development courses, under Larry Pearson's leadership, establishing curricula for 9 courses, this idea never found the funding necessary for full development – perhaps because training objectives in conservation remained ever fluid –and this programme was never implemented.

- Under Martin Weaver, a set of training kits for core technical conservation courses (wood conservation, masonry conservation etc.) was developed in the mid 1980s. However, the cost of production of these kits put them beyond the reach of all but the very wealthy, and again, this effort left no permanent legacy.
- Universities found value in giving status to these technical courses; Carleton still maintains a “workshop on architectural conservation” in its calendar designed and delivered many times by Martin Weaver in the 90s. The University of Montreal for a number of years in the mid and late 90s offered a number of technical courses both to M. Sc. Students but also to paying professionals, in co-operation with the OAQ. Notable among these was a masonry conservation course which I organized - back to my roots - with a young John Diodati in 1996. However in 2006, when Carleton sought to do the same with the “workshop on architectural conservation” named above, the OAA, defending its exclusive right to define what course offerings would be recognized as part of professional development in the province, closed the initiative down.

These technical courses continue to survive and to be offered occasionally within the PWGSC Heritage Conservation Directorate, and the University of Victoria programme where for example, Andrew Powter delivered a week long technical course on wood conservation in the fall of 2008.

4. Networks in conservation education and training

Another angle worth exploring in the development of educational and training resources and capacity for conservation in Canada is the role played by the field’s professional networks. Francois Leblanc has already referred to the role of ICOMOS and APT in general in this support but given that both provided means to focus on specific themes within the field, education and training was given significant attention.

As noted above, APT established a training committee in the 1980s which produced an excellent conceptual programme proposal, built around 9 core courses, but which failed to find the funds necessary to support curriculum development and testing. ICOMOS Canada from the mid 1980s

maintained a small educator's group which was short on practical results (I recall endless debates on the difference between education and training, led by David Bouse of Parks Canada) but brought all of those involved with the field's earliest training initiatives in close contact with each other. Linked to this, I spent several years at the end of the 80s representing ICOMOS Canada within the ICOMOS International Training Committee, and was able to assist the flow of news and views about training approaches in Canada and overseas back and forth, and to help launch development of the International Committee's Training and Education Guidelines document (approved in 1993), led for ICOMOS by Sir Bernard Feilden and Jukka Jokilehto.

But while the ICOMOS professional network nationally and internationally has had relatively little impact on practice, more recently, the launching of the Heritage Canada Foundation's Educator's Round Table in 2004 with initial support by Parks Canada and HPI's then Director Peter Frood, as part of a search for a "national system" for heritage conservation has helped build very useful inter-institutional connections. These connections are now renewed annually at HCF annual conferences, and offer a strong connected framework for advancing the place of education and training for conservation across the country.

5. Overview of trends in education and training

If we pause briefly to review progress made and future trends in education/ training in Canada, as I noted at the outset, I think it is possible to suggest we have done an excellent job to date. We have been able to meet evolving training and education needs in the field with a diverse array of flexible and evolving responses to those needs.

However, I don't think this means we should be content or complacent at this stage; in fact, I think we have reached a cusp point where we need to reassess the objectives which have framed development of training and education in the field for so long.

This re-assessment is already taking place:

- over time, we have moved to replace the emphasis on technical training for material conservation with an emphasis on managing the context in which the material heritage

sits – hence we can observe emerging concern for sustainability, for holistic approaches, for marrying intangible and tangible – or as Julian smith would say, for marrying “artifact and ritual”

- we have replaced an emphasis on developing heritage conservation specialists with an emphasis on training generalists who can integrate concern for heritage in mainstream development

This re-assessment is already guiding programme and curriculum development in new ventures such as Athabasca (which focuses on undergrads as well as grads, on reaching more people through distance education, which makes its offerings available across Canada to all, including as I have recently discovered my students) and Willowbank which is exploring new connections among all those involved in restoration processes as it seeks to root contemporary design methods in respect for traditional practices and knowledge.

This new approach now seems evident too in the numbers of emerging programmes in community colleges across the country, and in the numbers of courses in non-heritage programmes concerned with concepts of memory, history and cultural expression in shaping identity. And the long established programmes (UVic, Carleton, U. of Montreal) while consolidating their long standing programmes are extending their efforts in a variety of new complementary directions.

C. Research.

Now to turn to the research picture; in spite of the considerable effort devoted to heritage conservation research efforts over time in Canada, our overall record is disappointing. I say this for several reasons.

1. Learning about heritage conservation in Canada

There is very little in place coming from the research domain - and here I am translating “research” as “publications” - to represent the overall development of conservation thinking in Canada over time.

While there are many published articles and books dealing with isolated conservation issues and themes (often the result of government programme initiatives or private sector contracts), there are very few articles (and certainly no books) that provide a full overview of the development of thinking in the field.

The most serious effort I have personally made in this direction involves a paper prepared for the 1996 US-ICOMOS Interamerican Symposium on *Authenticity in the Conservation and Management of the Cultural Heritage*, held in San Antonio, Texas in the light of the ongoing international discussions on authenticity taking place in the mid 1990s. Here I prepared a national paper on behalf of ICOMOS Canada (*Authenticity in Canadian conservation practice*), prepared by interviewing 15 Canadian conservation professionals. Unfortunately, the US ICOMOS promise to maintain this paper on its web site forever lasted about 2 years, and this paper is no longer readily accessible.

However the most significant over-arching article in the field – and one which is fully accessible - is the article published by Christina Cameron in the Journal of Canadian Studies in the year 2000 (Cameron, Christina. *The Spirit of Place: The Physical memory of Canada*. Journal of Canadian Studies/ Revue d'études canadiennes 25 (1): 77-94. 2000).

There are also some useful reference books which expose some facets of the history of public institutions, prepared within these institutions (Symons, Thomas H. B., OC, FRSC (ed.) *The Place of History: Commemorating Canada's Past. Proceedings of the National Symposium held on the Occasion of the 75th Anniversary of the Historic Sites and Monuments Board of Canada*. Historic Sites and Monuments Board of Canada, 1997; The Ontario Heritage Foundation. *Ontario's Heritage : A celebration of conservation*. Ontario Heritage Foundation 1997 ed. Paul Bator . 208 pages). C. J. Taylor's history of Parks Canada (Taylor, C.J., *Negotiating the Past: the*

making of Canada's national historic parks and sites. Montreal 1990). – written initially as an MA thesis at Carleton University in the School of Canadian Studies –is a noteworthy independent view of the shaping of Parks Canada programmes and policies, but it is still far from constituting a broad national perspective on the movement as a whole.

2. Accessibility of research.

A second point worth making is that much of the careful, detailed and useful research carried out over three or four decades particularly within government is relatively inaccessible to most researchers today. While APT has been producing its magnificent set of peer reviewed journals for 40 years now, and these - containing significant amounts of Canadian content in the 60 and 70s - are now all available on line, provincial and national research initiatives are much less available. Technological “progress” has put an end to important research publication series in hard copy form in Parks Canada and in the provinces. When I submitted the most important report I was ever asked to prepare for Parks Canada in 1997 (A study of the Rideau Canal corridor cultural landscape) prepared over three years, I was informed that there would be no more manuscript series productions and my 446 page report would be a CD – and so it came to pass. And soon, when the last copy of that CD has disappeared inside Parks Canada - and now that Manuel Stevens who used to hoard them against such an eventuality has retired, that day is not far off – that piece of research will be very difficult to find in the public record.

Equally the remarkable CIHB collection of images, reports, plans, books, ephemera, HSMBC minutes etc. constitutes the most remarkable public resource not generally available to those outside government. This documentation centre/ library (founded in the late 60s with the arrival of the CIHB programme) has become the last and only home for all those government documents produced in only one of Canada's official languages, and whose ignominious unilingualism prevents forever their being catalogued for public consumption and promoted for researchers. If you live in Ottawa as I do, this is one of the best sources in the country as long as you are willing to make the trek over to Gatineau to check things out yourself. If you live in PEI or Victoria – or even just Hawkesbury, this wonderful collection is entirely inaccessible.

The university record on accessibility of research as is evident in some of the references detailed in the section on education and training programmes above (section B) is good and growing as programmes proliferate. Recalling the strong early – and often fairly isolated - efforts of Waterloo’s Heritage Resources Centre to promote research from 1980, the recent emergence of two Canada research chairs in built heritage at the University of Montreal and Laval has resulted in progressively more attention being given to research across the board in Quebec and beyond. Christina Cameron’s dream of turning this round table into a book on the history of conservation in the country is indicative of where these research chairs can quickly take us. At present, the university library at Carleton University in collaboration with the conservation programmes in Canadian Studies and now emerging in Architecture, has led to an initiative to create a heritage conservation reference collection within the Library. This will be the first permanent such collection in a university in Canada.

3. Defining the research agenda

A third point to look at is the extent to which we are able to guide and manage a productive and useful research agenda. Looking back at research targets in past decades, we seem to have too often been behind the eight ball in determining the research subjects with the greatest payoff. We still do not spend enough time or attention on subjects such as cost-benefit analysis for conservation work or measuring the impact of “green building” sustainability and LEED programmes on heritage buildings. Nor do we systematically collect experience, encouraging the putting together of heritage planning case studies from across the country to allow for example comparison of methods of determining significance, of carrying out heritage impact assessments or of planning processes for establishing heritage districts.

In my view, a further and very large omission continues to be a lack of efforts to build jurisprudence: the importance of collecting precedents, to guide decision-making (e.g., to support the application of HPI Standards and Guidelines).

In a university context, I find myself recently examining a long held personal view that students should be free to choose research objectives to suit their interests. But I have to admit that

recently - with the health of larger research agenda in mind- I sometimes find myself looking closely at professors like Robert Shipley who determine what research his students will carry out, and re-thinking in university environments, how proactive we should we be in defining research possibilities.

D. Conclusion: some thoughts about ethics

I want to conclude by supplementing these brief observations on education and training, and research, with some related challenges in the area of ethics.

In general, while qualifications shaped by training and education and experience can be understood as key determinant factors in defining our shared professional profile within the conservation domain, Bernard Feilden sought to take this discussion further in his efforts to define the characteristics of the “conservationist” promoted within his ICOMOS Guidelines on Education and Training by looking at the nature of the “discipline of conservation. This endeavour brought questions about the nature of professional responsibility to paying client, to the public and the heritage itself – in essence, all questions related to professional ethics. In a number of parallel and supporting workshops which took place at the time (notably an ICCROM workshop held in 1994), clearly defined professional ethics were recognized along with education, and relevant experience as key components of a professional’s make up. This discussion was picked up within the ICOMOS world, and with Australia ICOMOS (and Sheridan Burke) taking the lead, by 2001, ICOMOS had adopted an *ETHICAL COMMITMENT STATEMENT FOR ICOMOS MEMBERS*. Article 2 of that document spells out the expectations of ICOMOS for its members.

Article 2:

The fundamental obligation of an ICOMOS member is to advocate the conservation of monuments, sites and places so that their cultural significance is retained as reliable evidence of the past, doing as much as is necessary to care for them and support their ongoing use and maintenance but adversely affecting them as little as possible. This

requires a comprehensive, holistic, dynamic and often multidisciplinary approach to guarantee authenticity and integrity and to present and interpret significance. It requires the recognition of the historical and economic role of heritage conservation in local and world development.

However as recent public hearings in Canada pitting heritage expert against heritage expert have demonstrated, the simple adoption of an ethical statement does not ensure recognition of that fundamental ethical commitment among all heritage professionals. The recent Port Dalhousie OMB (Ontario Municipal Board) ruling in favour of the developer proposing a high rise tower in a designated heritage conservation district, supported by testimony from two well known heritage experts from Toronto, in spite of the very evident negative impacts on heritage linked to the project, raises important questions about how ethical “offenses” in such circumstances would be measured and “proven”, and what appropriate responses - if offenses are validated - might ensue.

In my view, a conservation professional’s primary responsibility is not to the paying client but to the heritage itself, just as a physician’s Hippocratic oath binds him or her to a primary commitment to patients over outside considerations. This is what article 2 of the Ethical Commitment statement above tells us. Those whose advice in Port Dalhousie has allowed the OMB to permit demolition and abuse of protected heritage have failed that community’s important heritage, and ignored their commitments as heritage professionals to protect the heritage their actions or opinions might touch.

As we continue to shape conservation professionalism with our efforts to define appropriate training and education, and to push research strategies and agendas in new directions, we also need urgently to ensure concern for ethical commitment is placed at the forefront of future professional development.

Session 3: Conserver les lieux historiques canadiens: la contribution gouvernementale
Session 3: Conserving Canada's Historic Places: the Governmental Contribution

Président / Chair : Gordon Fulton, Directeur, Services historiques, Parcs Canada / Director, Historical Services, Parks Canada

Rapporteur 3: Élyse Levasseur, Étudiante M.Sc.A – Conservation de l'environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l'environnement bâti, Université de Montréal

3.8 Le rôle de la politique fédérale: 1950-2000 / The Federal Policy Role: 1950-2000



Gordon Bennett
(Photo: C. Boucher, 2009)

From the Massey Commission to the Historic Places Initiative⁶

Gordon Bennett⁷

⁶ I want to thank Christina Cameron, Alan Latourelle, George Ingram and Katherine Bennett for their valuable comments on this paper, although in doing so I do not wish to imply that they endorse the views expressed herein.

⁷ Former Director of Policy, National Historic Sites Directorate, Parks Canada (retired in 2003). There is some irony in the fact that I am writing about this subject. In my early years in government service as a very “green” historical researcher (the word “green” had a different meaning then) I sometimes questioned why so much government effort was expended on policy development when there seemed to be so many “real” things to be done. In retrospect, that sentiment seems more naïve than prescient. However, I did hear the same opinion expressed by others on a number of occasions after I made the “transition” to policy. Perhaps this essay is a penance for my

Abstract

This paper explores the federal policy role and various federal policies relating to the conservation of historic places in Canada between 1950 and 2000 (in the case of the Historic Places Initiative, which was launched in 1998, the story is carried beyond 2000 in the interest of providing a more complete picture). It examines the federal role within the context of the importance attached to policy as a primary government function, looks at various policy actions in terms of what the paper defines as “Big P” and “small p” policy, and posits that legislation is the highest expression of policy in the federal government. The paper traces a gradual broadening out from an exclusive focus on national historic sites at the beginning (1950) of the period to historic places more broadly toward the end of the period. It argues that conservation policy generally followed or reflected existing practice until the late 1980s, after which two uniquely Canadian expressions of heritage policy – Parks Canada’s Cultural Resource Management Policy and commemorative integrity policy -- helped to shape practice at the federal level. The paper discusses the impact of economic development and environmentalism on the federal policy role vis-à-vis historic places, and briefly explores such conservation-related issues as tangible/intangible, authenticity/integrity and the role of values. Finally, the paper evaluates the success of federal efforts and actions during the period.

Looking at an historical theme from the perspective of a century or a half-century is a popular if often problematic device, since such temporal divisions are frequently artificial and insensitive to the subject. But in the case of the federal policy role in conserving Canada’s historic places, this 50-year time frame works particularly well because the period is bracketed by two significant federal policy developments: the request by the Prime Minister in April 1950 that the Royal Commission on National Development in the Arts, Letters and Sciences⁸ add “measures for the preservation of historical monuments” to its original terms of reference, and the inception of the Historic Places Initiative, which dominated federal policy work in this field in the late 1990s and early 2000s.

From the perspectives of policy and a federal policy role (the two are obviously inter-related, but not identical), the beginning and the end of our period are characterized by promise, opportunity and ambition. But policy *goals* are only one factor in the policy equation. The extent to which such goals are fulfilled becomes the measure of success. The great 19th century Canadian statesman, Joseph Howe, provided one of the most famous aphorisms concerning Canadian heritage, an aphorism that struck a chord with pre-1950 generations of Canadians. Howe wrote that “A wise nation preserves its records, gathers up its muniments, decorates the tombs of its illustrious dead, repairs its great public structures, and fosters national pride and love of country,

earlier views, or some cosmic purgatory for having abandoned them. All I can do is confess that I discovered that policy could, in fact, be a useful tool for getting real things done, and to getting them done right. And the advantage of *heritage* policy was that I could marry my interest in the past with an equal interest in the present and the future.

⁸ This commission will be referred to as the Massey Commission in this paper. While it has become common in recent times to refer to the commission as the Massey-Levesque Commission, this is historically inaccurate, since the Right Honourable Vincent Massey, was appointed sole chairman of the commission (i.e., the Most Reverend Georges-Henri Levesque was not a co-chairman). Canada, Royal Commission on National Development in the Arts, Letters and Sciences, 1949-1951, *Report* (Ottawa, King’s Printer, 1951) (hereafter cited as the Massey Commission Report), xiii.

by perpetual references to the sacrifices and glories of the past.”⁹ Howe is the author of another quote, one that sets an appropriate frame for evaluating the federal policy role between 1950 and 2000: “Let us be honest and modest ...and send ...a fair, candid account.”¹⁰

The federal government is the largest landowner in Canada and is the proprietor of the largest number of buildings and works in the country. For many years following Confederation, the Dominion or Federal Building, the post office, the customs house and other federal installations were the most prominent, tangible symbols of the presence of the national government in towns and cities across the country. On these grounds alone the federal government would have a direct interest and clear policy role in conserving historic places and archaeological resources.

In addressing the subject of the federal policy role in conserving Canada’s historic places during the second half of the 20th century one could approach the subject either by describing what the role was or what it should have been. For most of this essay I have followed the first approach. I have done this because I think it more accurately reflects the incrementalist policy development that characterized most of the period under consideration. It was not until the mid 1990s that a more comprehensive policy vision at the federal level developed, and if one might lament the length of time it took for such a vision to be conceived and acted upon, perhaps one should be grateful for the fact that by the time it arrived it was remarkably free of two of the major deficiencies that afflicted some comprehensive federal policy visions in other fields: it deliberately avoided intrusion into areas of provincial jurisdiction, and it was devoid of the paternalism that sometimes characterized federal policy initiatives. In terms of the highest form of policy achievement in government – legislation – the federal government had nothing to teach the provinces, and much to learn.

Policy and the Role of Government

If we are going to look at the federal policy role in respect of the conservation of historic places, I think it would be useful to step back for a moment in order to get a sense of the importance of policy in a larger government context.

Stripped to its essence, the role of government could be described as follows:

- Develop policy
- Create and implement legislation and deliver programs and services, which are the result of policy decisions.

In such a formulation, policy occupies a central role.

⁹ Joseph Howe, *Poems and Essays* (Montreal, John Lovell, 1874), p. 277. The word “muniments” refers to written proof by which a person defends ownership of property or maintains rights. For our purposes, one might wish that this was a typographical error, a misspelling of “monuments,” although it is not clear how those “monuments” would be gathered up.

¹⁰ J.A. Chisholm, ed., *The Speeches and Public letters of Joseph Howe* (1909), quoted in John Robert Colombo, *The Dictionary of Canadian Quotations* (Toronto, Stoddart, 1991), p. 324.

Traditional views of the public service often identified “policy” as the most important function of government and of the senior public service. While this view no longer dominates to the extent that it once did, it still finds expression in the rankings of Deputy Ministers. Deputies with pronounced policy roles, such as the Clerk of the Privy Council and the Deputy Minister of Finance, have higher DM rankings than deputies of departments with much larger budgets and numbers of employees. At the highest levels of the bureaucracy, size counts for much less than policy.

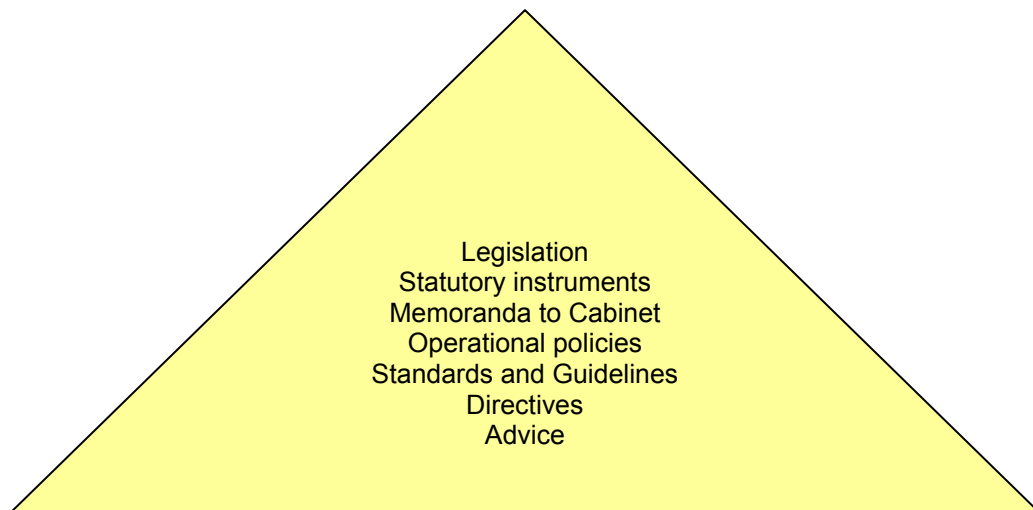
Given the importance of the policy role in government, and of policy achievements in other government domains during the period covered by this survey, one might reasonably expect some significant policy outputs and accomplishments pertaining to the conservation of historic places over the same period.

What is policy?

*One person’s policy is another person’s administrative detail*¹¹

As the above aphorism suggests, the word *policy* can have a variety of meanings, ranging from the high-level to the mundane. Terms such as advice, strategy, new initiative, goal or objective, operating rule or procedure, etc, may be used to describe the policy development process or, indeed, policy itself. Whether something is considered to be *policy* frequently depends on context. At the simplest level, one could say that if something is identified as a policy or uses phrasing such as “it is policy to ...”, then it is a policy. But this masks the reality that some of the most significant policies may not use the word *policy* at all.

Rather than attempt a fixed definition of the term policy, Figure 1 presents a hierarchy of policy outputs that are germane to the subject.



¹¹ Adapted from Timothy Plumptre’s statement that “one department’s policy is another’s administration,” in Timothy Plumptre, *Beyond the Bottom Line: Management in Government* (The Institute for Research on Public Policy, 1988), p.114. Pages 105-115 contain an excellent overview of what policy means in a government context.

Figure 1: A Hierarchy of Policy Outputs. It should be noted that the term Standards and Guidelines is used in a generic sense, and is not intended to refer to the *Standards and Guidelines for the Conservation of Historic Places in Canada*, which flowed out of a Memorandum to Cabinet.

In this diagram, legislation is depicted as the highest expression of policy¹². Place in the hierarchy depends on context. For example, advice from a Deputy Minister to a Minister would rank far higher than advice from a junior policy officer to a Director General, and would occupy a higher place on the diagram.

There is an iterative or sequential quality to some of the outputs: advice could lead to a memorandum to cabinet that in turn could result in legislation. A statutory instrument could be the forerunner of legislation (as was the case with the Environmental Assessment and Review Process Guidelines Order of 1984 that led to the *Canadian Environmental Assessment Act* of 1992), or it could flow from the legislation (as is the case with the Heritage Railway Stations Regulations made pursuant to the *Heritage Railway Stations Protection Act*).

Legislation, which entails a great investment of political, bureaucratic and other forms of capital (intellectual, financial, etc.) is the ultimate symbol of the importance that government attaches to a subject and, as previously noted, is the highest expression of policy in government. If a subject is considered to be really important, the government legislates.

Before describing some of the key policy actions or outputs undertaken by the federal government in respect of the conservation of historic places between 1950 and 2000, I would like to propose a fairly simply framework for classifying and evaluating federal policy outputs, which basically can be categorized under one of three heads:

1. Big “P” Policy
2. Small “p” policy, and
3. Other

Big “P” policy refers to policy that leads to legislation or to a new program. Such policy requires cabinet approval, but that approval must result not simply in a white paper, but rather in a tangible outcome such as legislation or a funded program.

Small “p” policy is policy that flows out of existing legislation and is generally an elaboration of the legislation under which a program operates, or it may try to compensate for real or perceived deficiencies in legislation. The various iterations of national parks policy (1969, 1979 and 1994) and the 1968 national historic sites policy are good examples of the former, the 1994 national historic sites policy is a good example of the latter.

¹² A decision by the federal government to accede to a UNESCO Convention would be considered equivalent to legislation.

The third category entitled “other” refers to private members bills that lead to legislation. Technically these are not government policies, and the government and the bureaucracy may not be enthusiastic supporters of them. But this category has particular relevance for the conservation of historic places in Canada – witness the *Heritage Railway Stations Protection Act* (1985) and the *Heritage Lighthouse Protection Act* (2008) -- and consequently I have included it here.

Figure 2 identifies some of the principal federal policy outputs associated with the conservation of historic places between 1950 and 2000, and organizes them in terms of the framework described above:

Figure 2: Federal Policy Outputs 1950-2000

Big “P” Policy	Small “p” policy	Other
<ul style="list-style-type: none"> • Historic Sites and Monuments Act 1952-53 • Accession to UNESCO Convention for the Protection of the World Cultural and Natural Heritage 1976 • National Museums Policy 1972 • Establishment of Heritage Canada Foundation 1973 • Federal Heritage Buildings Policy 1982 • Parks Canada Agency Act 1998 • Historic Places Initiative (2 components only) <ul style="list-style-type: none"> ○ <i>Canadian Register of Historic Places</i> ○ <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> 	<ul style="list-style-type: none"> • National Historic Sites Policy 1968 • Parks Canada Policy 1979 • Federal Archaeological Heritage Policy Framework 1990 • National Capital Commission Built Heritage Policy 1991 • Parks Canada Policy 1994 	<ul style="list-style-type: none"> • Heritage Railway Stations Protection Act 1985 • <i>Heritage Lighthouse Protection Act 2008</i>

Items in italics post-date 2000, but were begun before 2000.

A number of the items referred to in Figure 2 will be discussed in some detail below, others not. I have noted the National Museums Policy of 1972 because some historic sites, especially historic house museums, benefited from the Museums Assistance Program that was a product of that policy. I have not mentioned the *UNESCO Convention on the Protection of the Underwater Cultural Heritage* (2001) because although employees of the federal government played an important role in its development, Canada has not yet acceded to the Convention. I have not included reference to the *Canadian Environmental Assessment Act* of 1992, because it only

comes into play for historic places in cases where the natural environment is adversely impacted. The Archaeological Heritage Policy Framework is considered a small “p” policy because it was never incorporated into the federal government’s real property management policy suite (unlike the heritage buildings policy, which was). Consequently, the archaeology policy framework has not had the same impact as the heritage buildings policy on the actions of federal custodians.

In addition to the policy outputs referred to in Figure 2 or described in greater detail below, the following warrant mention:

- Federal spending on matters relating to the conservation of historic places over the period (in this context, federal spending represents a significant manifestation of a policy role). This would encompass spending on the national historic sites program (including cost-sharing for the conservation of national historic sites not owned by the federal crown); direct grants, subsidies or investments under various federal programs to support the conservation of historic places (including investments made in the course of development projects with a direct or indirect conservation component); expenditures in support of the implementation of the Heritage Policy on federal buildings, and expenditures by federal custodians to conserve historic places under their administration.
- The activities of a number of federal departments, agencies and crown corporations acting in their capacity as custodians of federal real property, including heritage property. It has not been possible to document the scope or scale of these largely unpublished or internal activities for purposes of this paper. However, the activities of the Department of National Defence or specific components thereof in addressing heritage issues, to cite only one example, might be noted.¹³ What should also be noted is that the heritage-sensitive nature of these activities largely depended on the individuals involved, rather than any formal policy. The Auditor General and others have noted that the absence of a legal conservation regime (i.e., federal legislation) making heritage conservation a responsibility of custodianship has been a major impediment to conserving historic places owned by the federal government.¹⁴
- Historic Sites and Monuments Board of Canada policies relating to the identification and designation of national historic sites and the two Parks Canada National Historic Sites Systems Plans (1982 and 2000). While not focused on conservation *treatment* per se, these played an important role in raising awareness of new conservation issues (for example issues relating to the commemoration of more diverse historic places, rehabilitation, and intangible values);
- The implementation of the recommendation of the Nielsen Task Force on Program Review (mid-1980s) to centralize architecture and engineering services, including architectural- and engineering- conservation expertise, within the Department of Public Works and Government Services;

¹³ Another good example is the Heritage Policy developed by the Canada Lands Company in 1998. See <http://www.clc.ca/en/ob/policies/HeritagePolicy.pdf>. The Canada Lands Company is a federal crown corporation tasked with the “the commercially oriented, orderly disposition of surplus [federal] properties with optimal value to the Canadian taxpayer and the holding of certain properties” (<http://www.clcl.ca/en/home.htm>).

¹⁴ Canada. Report of the Auditor General of Canada, November 2003, section 6.33; Canada, Status Report of the Auditor General of Canada, February 2007, section 2.35.

- State of National Historic Site Reporting, which influenced the 1994 National Historic Sites Policy (specifically in terms of commemorative integrity) and the implementation of Parks Canada’s Cultural Resource Management Policy.

The reader will note that there is a great deal of focus in this paper on the activities/policy role of Parks Canada.¹⁵ This is because for the period under consideration Parks Canada’s responsibilities for national historic sites and for other programs relating to historic places made it the *de facto* (though not necessarily *de jure*) center for federal policy relating to the conservation of historic places. Following Canada’s accession to the UNESCO *Convention for the Protection of the World Cultural and Natural Heritage*, Parks Canada (more formally, the Minister responsible for Parks Canada) was delegated the responsibility for representing Canada internationally on matters relating to the types of cultural and natural heritage covered by the convention. Parks Canada thus became the international face of Canada in respect of the conservation of historic places. However, in the context of federal real property, and in respect of the mandates and authorities of federal departments, agencies and crown corporations regarding real property (including heritage- or historic real property), Parks Canada was only one of a number of federal landholders and it should be noted that Parks Canada policies only applied to lands and works under its administration.

A note on chronology

[Observation is] successive, while the things done were often simultaneous.... Narrative is, by its nature, of only one dimension Narrative is linear, Action is solid.”

*Thomas Carlyle, “On History”*¹⁶

Policy initiatives are generally presented chronologically using the date that the policy was approved. This approach has some obvious advantages, but it tends to mask two important things: (1) the length of time that may elapse between the beginning of a policy initiative and its ultimate approval – for example, work on Parks Canada’s 1994 *Guiding Principles and Operational Policies* began in 1988, and (2) the degree of temporal overlap between one policy initiative and another often, but not invariably, resulting from the time lapse for certain initiatives. The latter is clearly demonstrated by noting that drafts of 1994 Parks Canada policies were circulating within government at the time of the Heritage in the 1990s Meeting in Edmonton and the announcement of the *Archaeological Heritage Policy Framework* in 1990.

The fact that it can take a long time between the inception and the approval of a policy does not necessarily mean that the policy was deficient or required lots of “repair”. The policy development process is contingent on a number of factors, including in the case of federal policy relating to historic places changes in departments, Ministers, Deputy Ministers and program

¹⁵ In 1973 the National and Historic Parks Branch was renamed Parks Canada. For a few years in the 1980s and 1990s when it was under the Department of the Environment Parks Canada was known as the Canadian Parks Service. I have used the term Parks Canada to refer to the activities undertaken by predecessor organizations of what is now the Parks Canada Agency.

¹⁶ Quoted in Niall Ferguson, ed., *Virtual History: Alternatives and Counterfactuals* (London, Picador, 1997), p.44

heads, changes in government, and the timing and duration of consultations – public as well as intra/inter- governmental -- which are an integral part of the policy making process and which can be affected by financial and other government policy considerations.

The Royal Commission on National Development in the Arts, Letters, and Sciences

We consider the enjoyment of national history to be a form of entertainment not sufficiently familiar to Canadians¹⁷

This Commission, under the chairmanship of the Right Honourable Vincent Massey, was established by order in council on 8 April 1949. On 25 April 1950 the Prime Minister, Louis St-Laurent, wrote Massey and asked the Commission to advise the government on two additional matters, including “measures for the preservation of historical monuments.” The Commission submitted its Report in 1951.¹⁸ The Report quickly became one of the most famous Royal Commission reports in Canadian history.

The Report was divided into two parts: Part 1 described the situation and the issues in respect of the various subjects addressed by the Commission, Part 2 presented the Commission’s findings and recommendations.

The Commission made 10 recommendations relating to historic sites and monuments, urging “a considerable expansion of this program.” The recommendations covered the composition and work of the Historic Sites and Monuments Board of Canada; the need for greater emphasis on restoration and preservation of historic sites including buildings of architectural interest; the need for greater cooperation with the provinces and for provincial legislation to protect historic sites under provincial jurisdiction; and greater federal efforts (including funding) to preserve historic sites under federal jurisdiction.

An immediate outcome of the Commission’s Report was the passage of the *Historic Sites and Monuments Act* of 1952-53. In general terms, federal actions in the 1950s in respect of conserving historic places reflected the recommendations of the Commission.

Historic Sites and Monuments Act, 1952-53

In addition to providing a statutory basis for the Historic Sites and Monuments Board of Canada, this Act provided legislative authority for the federal government to mark or otherwise commemorate historic places, to enter into agreements with others for the care and preservation of any place commemorated pursuant to the Act, to acquire historic places and to establish historic museums, and to provide for the administration, preservation and maintenance of historic places or historic museums acquired or established under the Act.

¹⁷ Canada, Royal Commission on National Development in the Arts, Letters and Sciences 1949-1951, *Report* (Ottawa, King’s Printer, 1951), p. 346

¹⁸ *Ibid.*, xi-xiii, xxi.

While the Act's deficiencies have long been noted, and while it provides an inadequate foundation for a national historic sites program,¹⁹ the Act was important in establishing a key feature of the national historic sites program, which is that national historic sites would be truly *national* historic sites, not simply *federal* (i.e., federally-owned) historic sites. This was very perceptive, and demonstrated an appreciation of the complexity of historic sites as well as the complexity of human history.

National Historic Sites Policy, 1968

*Where there are historic structures to be saved, all other considerations must be subordinated to the requirements of preservation, and ... all activities undertaken deliberately as a part of commemoration (including preservation) must be meaningful to be of value.*²⁰

The first National Historic Sites Policy was tabled in the House of Commons for the information of Parliament in 1968 by the then Minister of Indian Affairs and Development, the Honourable Arthur Laing. In addition to being the first National Historic Sites Policy, this was also the first expression by the federal government of a heritage conservation policy in respect of historic places.

As was the case with its successor policies in 1979 and 1994, the 1968 policy had a "Background" section that described the scope of the program. Unlike the other policies the 1968 policy did not have a single, over-riding policy objective under which other policy statements were subsumed. Instead there were 22 individual policy statements covering a broad range of issues from criteria for designation to bilingualism.

The 1968 policy dealt with both national historic sites and national historic parks, although a distinction, if any, between the two was generally ambiguous. Both were of "major historic significance," and the terms park and site were often used interchangeably.

The policy was premised, at least in part, on different levels of national significance. This was clearly expressed in the section dealing with "Co-operative Arrangements with Other Bodies" wherein it was stated that "Not all sites of national historical importance are so exceptional as to justify operation and maintenance by the Government of Canada."²¹ Whatever the truth of this statement – and in a specific context it might be unobjectionable – it had the unfortunate consequence of fostering an organizational self-delusion that the only truly important national historic sites were operated by Parks Canada. The notion of differing *levels* of national

¹⁹ For example, the Act does not provide statutory protection for all federally-owned national historic sites, it does not lay out a legislative scheme for the protection of those national historic sites that are under the administration of the Minister responsible for the *Historic Sites and Monuments Act*, and it does not protect non federally-owned national historic sites from adverse federal actions.

²⁰ Canada, Department of Indian Affairs and Northern Development, National and Historic Parks Branch, *National Historic Sites Policy* (Ottawa: Information Canada, 1972) (cited hereafter as *National Historic Sites Policy, 1968*), p. 4.

²¹ *National Historic Sites Policy, 1968*, section 18.

significance, which begins in the early years of the operation of the Historic Sites and Monuments Board of Canada, was recognized by the late 1980s as fraught with problems and contradictions (not least of which was the implication that there could be national historic sites, the values of which might not warrant some form of conservation).²²

There is no reference to the word *conservation* in the 1968 policy (nor indeed is there a reference to *conservation* in the 1979 National Historic Sites Policy, and there is only one reference to *conservation* in the 1979 National Historic Parks Policy -- in relation to artifacts.)²³ However, these instruments contain references to preservation, restoration and reconstruction. Consequently, one should not read too much into the absence or paucity of references to *conservation*. After all, Adolphe-Napoléon Didron did not refer to *conservation* either in his famous dictum. Rather, the absence should be seen as indicative of the fact that the term *conservation* had not yet become the default word in Canada, and that Canada remained more under the influence of the American Park Service model – as symbolized by the general term *historic preservation* -- than the more Europeanized (and Spanish American) model manifested in the Venice Charter.²⁴ Any future references I make to the word *conservation* in relation to the 1968 Policy should be understood in that context.

The policy focussed on historic places with a museological function that were operated as heritage attractions, as indeed have the successor policies, although the 1994 National Historic Sites Policy and the Cultural Resource Management Policy were much more conscious of national historic sites that continue to serve their traditional, historic functions as places of work, worship, habitation, commerce, leisure and governance. This focus shaped “conservation” approaches. To begin with there was an implicit equation of conservation with development or “sound” development. There was a focus on original (“line, level and fabric shall be as true to the original as possible”), and the use of new materials and techniques, where required, was to be concealed. The importance of historical environment/atmosphere was emphasized, even if it had to be created. (It was not until the 1994 policies that large-scale reconstructions or re-creations were explicitly excluded from the activity called conservation).²⁵ Accompanying the setting

²² One needs to make a distinction between levels of significance on the one hand and the nature or state of a national historic site on the other. In respect of the latter, there are national historic sites that have been heavily modified or built over, where the physical or material values of the site may not be readily apparent. But the “state” of the site at the time of designation has nothing to do with level of significance.

²³ I have not included the 1994 National Historic Sites Policy in this comparison because the 1994 Cultural Resource Management (hereafter CRM) Policy, which contains many references to conservation, is an integral part of the 1994 National Historic Sites Policy.

²⁴ In this regard, note the national affiliation of the persons who participated in the drafting of the Venice Charter. There were 17 from continental Europe, one each from Mexico, Peru and Tunisia, as well as a representative from UNESCO (United Nations Educational, Scientific and Cultural Organization) and two from ICCROM (International Centre for the Study of the Preservation and Restoration of Cultural Property). None of those whose national affiliation was cited was from the United States, the United Kingdom, Canada or Australia, although one of the two ICCROM participants – whose nationalities were not given -- was British.

²⁵ Policy direction was more ambiguous in terms of “reconstructing” missing features of extant structures, some (including the author) arguing that this was not reconstruction while maintaining at the same time that “reconstructing” missing built features on a landscape was reconstruction. Reconstruction is not included in the *Standards and Guidelines for the Conservation of Historic Places in Canada*, although it is dealt with in the *American Secretary of the Interior’s Standards for the Treatment of Historic Properties*.

aside or creation of historical environments was the need for buffer zones. As stated in section 9, “authenticity or faithful reconstruction [the term was used loosely] ... is the single most important asset in providing educated enjoyment of a national historic site.”²⁶

The Policy also emphasized the importance of as-found drawings and the importance of research (documentary, architectural, archaeological) to sound development. It contained a policy statement on interpretation, and established a policy objective of completing “as soon as practicable” the Canadian Inventory of Historic Building. This project had been proposed as early as 1962, and follow-up work began in early 1970 on the first computerized inventory of historic buildings in Canada that in a few short years would contain information on some 200,000 pre-1914 buildings in Canada.²⁷

Parks Canada Policy, 1979²⁸

The 1968 *National Historic Sites Policy* was a stand-alone policy, that is to say it was not combined with other policies. With the establishment of the Parks Canada program in 1973, the next round of policies would have a corporate face, and the 1979 National Historic Sites Policy and a new, separate National Historic Parks Policy appeared within a document entitled *Parks Canada Policy* that contained policies for the program itself, for the specific “activities” for which the program was responsible (National Parks, Heritage Canals, Agreements for Conservation, as well as National Historic Sites and National Historic Parks), and policies for new program initiatives, including Heritage Buildings. Each policy followed a similar format, and resource protection was made the “primary consideration.”

National Historic Sites Policy

The 1979 policy objective for national historic sites was “to encourage public understanding of Canada’s historical heritage by commemorating persons, places and events of national historic significance with plaques, monuments or by other means funded by cost-sharing agreements.”²⁹

The one specific in the 1979 National Historic Sites Policy that addressed conservation was the policy statement dealing with cost-sharing agreements to assist municipal and provincial governments and non-profit organizations to acquire and restore structures of national historic significance.³⁰ This was an elaboration of section 3 (b) of the *Historic Sites and Monuments Act*, which permitted the Minister to enter into agreements with others for the care and preservation of historic places (i.e., national historic sites) commemorated under the Act.

²⁶ *National Historic Sites Policy, 1968*, sections 9 and 14.

²⁷ *Ibid.*, sections 9, 11, 12, 10.

²⁸ Canada, Minister responsible for Parks Canada, *Parks Canada Policy* (Ottawa, 1979) (cited hereafter as *Parks Canada Policy, 1979*). The Policy was reprinted in 1983 with minor changes in the preliminary matter and format that resulted in changes to the pagination. Consequently, any references to the policy below contain the policy paragraph number, rather than the page number, except in the case of unnumbered paragraphs in the Background sections, where the 1979 version is used.

²⁹ *Parks Canada Policy, 1979*, p.22.

³⁰ *Ibid.*, National Historic Sites Policy 2.3.3.

The 1979 National Historic Sites Policy defined a national historic site as a location where a plaque or monument to a person, place or event of national historic significance had been erected by the federal government. This prompted one wag to ask how many national historic sites can you get on a wall? Answer: there are nine national historic sites on a wall of the New Brunswick Museum in Saint John. Joking aside, this policy formulation had more serious consequences. In response to a query about the state of Jasper House National Historic Site in the 1980s, a Parks Canada employee replied that he had recently seen the site and the plaque was in good condition. The only problem with this response was that the plaque was located several miles from the actual site, and the condition of the plaque had nothing to do with the state of the site. Yet the employee had given an entirely correct response based on the approved policy, and if the person who had asked the question had not understood the difference between a real historic site and a plaque the answer could have had some unfortunate results. The 1979 National Historic Sites Policy could be described as a classic example of a failure in issue/problem definition.

An explanation for this problem can be found in Parks Canada's wish to use terminology to distinguish between national historic sites that were under its administration and those that were not. Of course, this objective could have been achieved simply by describing national historic sites as was done in the previous sentence. Instead the program established a policy intent to use the term *national historic park* to refer to the sites under its administration, and *national historic site* to refer to those that were not. But even this got garbled, first by the need to encompass the commemorations of national historic persons and national historic events (a similar challenge was faced in the 1994 National Historic Sites Policy), and second, by a tendency typical of many organizations to focus on a single responsibility and in the process to confuse means with ends. Since Parks Canada was responsible for the installation and maintenance of those federal plaques and monuments erected in the name of the Historic Sites and Monuments Board of Canada that marked national historic sites, national historic persons and national historic events, it was only a small step toward seeing the plaques and the monuments – the fruit of the program's labour -- as what was really important and to “make” them the national historic sites. Parks Canada was not the first or the only heritage agency to value most highly that which it created. It could be argued that this policy was a retrograde move in federal conservation policy.

National Historic Parks Policy, 1979

*They serve as tangible and enduring reminders of the human heritage of Canada, and indicators of the achievements and lifestyle of our ancestors.*³¹

As previously noted, the adoption of the National Historic Parks Policy was intended to make a clear distinction between national historic sites administered by Parks Canada,³² and those administered or owned by others. The term historic park had a specific legal meaning (the term

³¹ Ibid., National Historic Parks Policy, p. 27.

³² The term “administered” rather than “owned” has been used because technically all federal national historic sites were owned by the Crown in right of Canada, and responsibility for their administration was vested in specific Ministers (for example, the Minister of the Indian Affairs and Northern Development, the Minister of National Defence, the Minister of Transport, etc.) Under the *Parks Canada Agency Act* (1998), the Agency may acquire and hold property in the name of Her Majesty in right of Canada, or in the name of the Agency.

no longer has any legal status), and referred to land set aside pursuant to a section of the *National Parks Act*. However, a number of national historic sites administered by Parks Canada – including the Dawson Historical Complex and the Fortifications of Québec – were not and never would be set aside as historic parks so an era of confusion about the distinction between a national historic site and a national historic park ensued. This confusion was compounded by a widely-held but erroneous view within Parks Canada that national historic parks were more important than national historic sites.

The Policy objective for national historic parks read as follows: “to protect for all time historic resources at places associated with persons, places and events of national historic significance in a system of national historic parks, and to encourage public understanding, appreciation and enjoyment of this historical heritage so as to leave it unimpaired for future generations.”³³ In its references to “protect for all time,” “public understanding, appreciation and enjoyment,” and “unimpaired for future generations,” this objective echoed the objectives of the 1979 program policy and the national parks policy, and pointed the way for the 1994 policies that replaced them. Its reference to “unimpaired for future generations” was inspired by the 1916 organic act establishing the U.S. National Park Service.

From a conservation point of view, policy was shaped by some of the key features attributed to historic parks: original location, authentic historic setting, and realistic and authentic environments.³⁴

The 1979 National Historic Parks Policy was very much a product of an era when heritage agencies focused, quite appropriately, on historic places for their educational value (and, perhaps less appropriately, tended to equate educational value with preserved or re-created environments), as well as for their value as heritage attractions, not simply on the conservation challenges they presented. Some of the policy’s deficiencies resulted from an imposed brevity, but many important aspects of conservation were touched upon, including the importance of research, documenting the historic resources themselves, impact assessment and planning to guide decision making,³⁵ according preservation first consideration over restoration and reconstruction,³⁶ and safeguarding original fabric when undertaking restoration.³⁷

The statements relating to preserving or creating *authentic* historic settings, atmosphere or environments were more problematic. Users of the policy frequently defaulted to the “create historic environment” part of the policy rather than the preservation part. The notion that one could create an authentic – as opposed to, say, an accurate – historic environment resulted in a mangling of the concept of authenticity. One policy discussion in 1989 resulted in the participants readily agreeing to the use of substitute materials in one of the many restoration activities at the Halifax Citadel while arguing heatedly that substitute materials could not be used in the reconstruction at Louisbourg as this would have dire consequences for the authenticity of

³³ *Parks Canada Policy, 1979*, p. 28.

³⁴ *Ibid.*, National Historic Parks Policy, section 2.0.

³⁵ *Ibid.*, sections 4; 2.2; 2.1.2 and 5 respectively

³⁶ *Ibid.*, section 2.1.1

³⁷ *Ibid.*, section 2.3.2.2

the place. The paradox of associating authenticity with a copy will be apparent to many readers, perhaps doubly so because of the view that the “value” of a copy apparently hangs on such things whereas the value of the genuine does not.³⁸

The creation and maintenance of realistic historic environments also led to different policies for treating “historic structures” and artifacts. In the case of the former, any restored or replaced material was to be indistinguishable from the “original” in the interest of maintaining a realistic historic environment, whereas any replacement material used in the restoration of an artifact was to be distinguishable. This approach for objects accorded with professional norms and practices of the era for objects conservators, but the approach for “historic structures” did not conform to the direction for monuments and sites laid out in Article 12 of the Venice Charter, which posited a treatment of harmonious distinguishability.

Perhaps the most salient quality of the 1979 National Historic Parks Policy was its tendency to see historic places as enclaves set apart and protected from the present. In this respect one is reminded of Northrop Frye’s statement that “it shows us, not life in time as a continuous process, but life arrested at a certain point, in a sort of semi-permanent drama. There is nothing wrong with this, but it gives us a cross-section of history, a world confronting us rather than preceding us.”³⁹

Federal Cultural Policy Review Committee, 1980-1982

The Policy Review Committee was established by the Minister of Communications, Francis Fox, in 1980. Louis Applebaum was named Chairman, and Jacques Hébert was named co-chairman. The Committee submitted its report in 1982. While this committee has often been likened to the Massey Commission, it was not a Royal Commission and its Report did not have the impact of its predecessor.⁴⁰

The Committee Report contained a major chapter on heritage. It addressed not only the role of specific federal heritage institutions (the National Museums of Canada, National Historic Parks and Sites, the Public Archives of Canada, the National Library of Canada, and the Canadian Institute for Historical Reproductions) but also what it identified as current problems:

- Recognition of heritage value
- Collection
- Conservation
- Research
- Display and dissemination

³⁸ See Umberto Eco, “Travels in Hyper Reality” in *Travels in Hyper Reality: Essays*, translated from the Italian by William Weaver (San Diego: Harcourt Brace Jovanovich, 1990), passim.

³⁹ Northrop Frye, “Canada: New World Without Revolution”, in Royal Society of Canada, *Preserving the Canadian Heritage* (Ottawa, 1975), p22.

⁴⁰ Indeed its most lasting impact may have been to elevate the Most Reverend Georges-Henri Lévesque to the status of co-chairperson of the Massey Commission, some 30 years after that commission completed its work.

- Staffing and training
- Volunteers and service organizations
- Accommodation for heritage collections
- Funding, and
- International heritage activities

Its major recommendation was that the government should establish an arm's-length agency to be known as the Canadian Heritage Council to champion heritage interests in Canada, to promote heritage arts and sciences and to support heritage institutions.⁴¹

No doubt the Committee was influenced by the success of the Canada Council, and by the belief that an arms-length council would do for heritage what had been done for the arts, even if there were some fundamental differences between the two sectors.

Seen from the vantage point of some 35 years after the fact, the Report has a somewhat archaic tone, conflating conservation with the desire to keep a site “unaltered.”⁴² In fairness, this reflected a long era of conservation thinking that was intimately associated with notions of authenticity. The Report recognized the inherent weakness of the *Historic Sites and Monuments Act*, which relied largely on government acquisition to provide protection, and recommended that the Act be strengthened by compelling heritage impact studies before any historic site designated under the Act was “sold, developed or in any way altered from its present use.” It is not clear how this could have been achieved, since most national historic sites fall under provincial jurisdiction in terms of property rights, although it obviously could apply to national historic sites owned by the federal government. Perhaps unwittingly, the Committee noted a fundamental weakness in the impact assessment approach when it said that sites should be protected “from *unconsidered* [emphasis added] alteration or destruction.”⁴³ As part of its survey of the federal scene, the Committee also called for more effective legislation to protect heritage resources in the Northwest Territories.

Federal Heritage Buildings Policy, 1982

The 1979 *Parks Canada Policy* contained a chapter dealing with new initiatives, which included a section on heritage buildings under federal jurisdiction. In 1982 Cabinet approved a policy for federal heritage buildings. Treasury Board issued a circular in 1987 applying the policy to all federal departments, and in 1991 the policy was included in Treasury Board's real property management policy suite.

In addition to extending the mandate for heritage conservation to a specific class of federal property not previously covered, the Heritage Buildings policy was important in two other respects. First, its objective was “to protect the *heritage character*” of federal buildings, not simply to protect the buildings per se. I think that this was the first formal expression of a

⁴¹ Canada. *Report of the Federal Cultural Policy Review Committee* (Ottawa, Canadian Government Publishing Centre, 1982), p. 107.

⁴² *Ibid.*, p. 108.

⁴³ *Ibid.*, p. 109.

values-based approach to the management of heritage places in the federal government (because it required that “character” or value be defined), and it served as a model for the *Heritage Railway Stations Protection Act*. Second, and no doubt related to the first, on-going use was recognized as a critical feature to giving these buildings an on-going life. By putting the emphasis on protecting heritage character, rather than on the more traditional conservation approach of protecting the heritage object (whether building, work, landscape or artifact) from change (“keep unaltered”) or restoring it to an earlier state, the policy portended a new way of looking at conservation. While there was no direct causal connection between “heritage character” of federal buildings and “commemorative integrity” of national historic sites (which came later), in retrospect it is apparent that both marked a significant change in approach to conservation.⁴⁴

Archaeological Heritage Policy Framework, 1990⁴⁵

This document was tabled in the House of Commons for the information of Parliament on May 10, 1990, by the Minister of Communications, Marcel Masse. As was the case with the 1968 National Historic Sites Policy and the 1979 Parks Canada Policy (which included the 1979 National Historic Sites and National Historic Parks policies), it has the status of a white paper.⁴⁶ Indeed, the Archaeological Heritage Policy Framework more closely corresponds to the definition that views white papers as a precursor to subsequent action, whereas responsibility for 1968 and 1979 policy instruments fell under the purview of a single Minister and departmental

⁴⁴ Moreover, whereas heritage character focussed primarily on physical and use elements, commemorative integrity addressed the whole range of tangible and intangible values.

⁴⁵ Canada, Department of Communications, *Archaeological Heritage Policy Framework* (Department of Supply and Services, 1990).

⁴⁶ A white paper has been defined as “a policy document, approved by Cabinet, tabled in the House of Commons and made available to the general public” (Audrey D. Doerr, “The Role of White Papers in the Policy-making Process: the Experience of the Government of Canada,” PhD Thesis, Carleton University, 1973. 1. 56). “A white paper provides information on what the government is doing or intends to do on a policy matter” (Audrey D. Doerr, “The Role of Coloured Papers: Information, Debate or Advocacy?” [unpublished paper presented to the 1981 Annual Conference of the Institute of Public Administration of Canada. Charlottetown, P.E.I., September 9, 1981. ed document] p. 1, also published in *Canadian Public Administration*, Vol. 25, fall 1982, pp.367-79). “White Papers are issued by the government as statements of policy and often set out proposals for legislative changes which may be debated before a Bill is introduced” (House of Commons weekly Information Bulletin, No.9:22, January 27, 1979). “A statement by government that sets out proposed policy relative to an issue with a government commitment to the core principles but a willingness to change position on lesser points” (Canada, Public Service Commission, Career Assignment Program 77-1. Task Force Group, “Public Input into the Government Policy Making Process: Discussion Paper: Report no. 1, Green and White papers.” Ottawa, The Program, 1977. [Unpublished memorandum], p. 1). “White Papers have tried to perform the dual role of presenting firm government policies while at the same time inviting opinions upon them” (John E. Pemberton, “Government Green Papers,” *Library World* 71:49 Aug. 1969). “White Papers are used as a means of presenting government policy preferences prior to the introduction of legislation... The publication of a White Paper serves to test the climate of public opinion regarding a controversial policy issue and enables the government to gauge its probable impact” (Henry Cahpin and Denis Deneau, *Citizen involvement in Public Policy-making: Access and the Policy-making Process* [Ottawa, Canadian Council on Social Development, 1978], p. 33). All references in this note have been taken from the Parliament of Canada website.

program with the result that tabling simply provided the formal announcement that the policies would be implemented.

In examining the Archaeological Heritage Policy Framework it is important to bear in mind that it is an expression of intent – a *framework* for a policy -- rather than a manifestation of on-going government practice. In order to give the policy some force, one of two things would have been required, either legislation (as was proposed in the document) or the incorporation of the policy intent into a Treasury Board real property management policy, as was the case with the cabinet-approved policy on heritage buildings.

The policy sets out, in brief, a framework for the protection and management of archaeological heritage, including archaeological sites (which could be considered to be historic places or, more accurately, potential historic places) and artifacts (which may be situated in historic places). The policy approach to archaeological resources differs quite dramatically from that adopted for historic places. In the case of the former, one begins with the premise that all archaeological heritage must be protected, and then proceeds to define protection in such a way that destruction of an archaeological site might/would be permissible provided that certain procedures were followed and “mitigating” actions, for example, recording and removal of artifacts, were undertaken. In the case of historic places, one begins with the premise that not all places are necessarily *historic* places – for example, not all federal buildings are federal *heritage* buildings, and proceeds to the policy that protection (including conservation) is reserved only for those places that have been identified/listed as being heritage or historic through a formal process.⁴⁷

“Heritage in the 1990s - Towards a Government of Canada Strategy,” 1990

It wasn't that the government didn't know [the] views [of heritage experts], but rather that nothing had been done about them. Perhaps this time things will be different.

On October 25 to 27, 1990 over 230 heritage specialists convened in Edmonton to participate in a conference co-sponsored by the federal departments of Communications and Environment. The purpose of the meeting was “to identify and discuss issues and options for the development of a comprehensive heritage strategy for the Government of Canada.” Such a strategy had long been called for by the Heritage Canada Foundation and others. The participants represented a very broad range of heritage interests and constituencies, including but by no means limited to built heritage or the built environment.

The Summary Report that resulted from the meeting did not contain specific recommendations or a policy formulation per se, but rather summarized the diverse and sometimes contradictory views expressed by the participants. In respect of historic places, proposals were made relating

⁴⁷ To make sure that places do not fall through a “policy” crack because they have not been evaluated, a proposed intervention or action triggers a process of evaluation that could lead to listing in the case of places that have not been previously considered for listing.

to tax incentives for the preservation of historic sites, increased funding, the creation of a national trust, the establishment of a national register, changes to the national building code, the elimination of federal regulations that impeded conservation (including tax provisions), making the use of heritage buildings a priority for government departments, a greater focus on heritage education, the need for legislation to protect heritage property under federal jurisdiction, and the need for government “to work towards empowerment of citizens in defense of their own heritage.”⁴⁸

While a number of the proposals made at the conference later found expression in government policy outcomes – for example, the establishment of a national register – it is difficult to establish a direct connection between one and the other. The driving force behind the conference and the overall initiative was the Minister of Communications, the Honourable Marcel Masse, who was an ardent champion of culture and heritage. When he was transferred to another ministry, his successor did not pursue this initiative with the same vigour and, consequently, a comprehensive federal heritage strategy or policy did not ensue. For this reason, the conference and the considerable work that went into organizing it are perhaps best viewed as providing an important snapshot of contemporary heritage concerns and of interest within the bureaucracy to address them.

That said, one might argue that the creation of the new Department of Canadian Heritage in 1993⁴⁹ represented a significant policy outcome and addressed one of the main concerns expressed at the Edmonton conference about the lack of federal government coordination and integration of heritage within its own domain.

National Capital Commission Built Heritage Policy 1991⁵⁰

In addition to its responsibilities as the federal custodian of official residences and many other historic places in Canada’s national capital region, the National Capital Commission has the statutory responsibility to coordinate the development of public lands in the national capital, including buildings and works. In 1991 the Commission issued a built heritage policy. Organized under the general headings of awareness, understanding, and protection and enhancement, the policy combined the elements of a framework – things that needed to be addressed – along with brief guidelines covering such conservation themes as basing intervention-decisions on an understanding of the cultural significance of the property, minimum intervention and appropriate use. The policy also addressed such issues as research, record keeping, public participation and partnership. The policy recommended that increased consideration be given to cultural landscapes.

⁴⁸ “Summary Report” of the meeting held in Edmonton, Alberta, October 25-27, 1990, on “Heritage in the 1990s – Towards a Government of Canada Strategy” (cited hereafter as “Summary Report”), pp. 56, ii, 39-40, 49. Document on file in the Policy and Government Relations Branch, National Historic Sites Directorate, Parks Canada.

⁴⁹ The department was created out of the heritage components (quite broadly defined) of the former Department of Communications, Department of the Secretary of State, and the Department of Multiculturalism and Citizenship. Parks Canada (then Canadian Parks Service) was transferred from the Department of the Environment to the new Department of Canadian Heritage.

⁵⁰ Canada, National Capital Commission, Built Heritage Policy (1991). The version of the policy made available to the author does not have an ISBN number.

Parks Canada Guiding Principles and Operational Policies, 1994⁵¹

This Policy replaced the 1979 Parks Canada Policy. In basic overall structure it followed the 1979 policy document (i.e., a program policy followed by individual “activity” policies), with some important changes. The earlier program policy was replaced by an articulation of ten guiding principles to govern the activities of the Parks Canada organization. In recognition of their particular needs, the individual activity policies (for example, the policies on national parks and national historic sites) were not subject to an imposed, uniform format as had been the case in 1979. An entirely new policy, the Cultural Resource Management Policy, was added.

In addition to the policies on national historic sites and cultural resource management, the 1994 document contained three other cultural heritage policies: Historic Canals,⁵² Federal Heritage Buildings and Heritage Railway Stations. The Federal Heritage Buildings Policy complemented the Treasury Board Real Property Management Policy on Heritage Buildings by describing how the Federal Heritage Buildings Review Office, situated within Parks Canada, would function under the Treasury Board Policy. The heritage buildings and heritage railway stations policies, along with components of the National Historic Sites Policy, served a whole-of-government function, in that Parks Canada had quasi-policy and operational responsibilities that went beyond the specific properties under its administration. In some respects, these policies exposed an underlying tension within Parks Canada, where the predisposition was to focus on the lands and property under its administration, whereas these policies underlined the fact that the mandate and responsibilities of the Minister and of Parks Canada went beyond a simple “we are what we operate model.” There were two tendencies within Parks Canada, one that felt more comfortable with the position that Parks Canada’s activities should be limited to the properties it administered (this was a good fit with the national park model), and another that thought that Parks Canada was accountable for (and hence its policies and activities should encompass) all the program components established by relevant authorities.

National Historic Sites Policy, 1994

Our national history is to be found in all parts of the country⁵³

This policy differed from its 1979 predecessor in some very important respects. In the first place, it eliminated the confusion, errors and balkanization that had arisen around the terms national historic site and national historic park (and the erroneously presumed superiority of the latter), by eliminating the use of the term “park.”⁵⁴ Internally, this caused some short-term controversy, but externally it was widely welcomed. One of the pitfalls that all heritage agencies

⁵¹ Canada, Department of Canadian Heritage, *Parks Canada Guiding Principles and Operational Policies* (Minister of Supply and Services, 1994)

⁵² The 1979 Parks Canada Policy also contained a brief (two page) policy on what were then called heritage canals.

⁵³ Parks Canada, *Guiding Principles and Operational Policies*, p.70.

⁵⁴ It also contributed to stopping the proliferation of terms such as national historic district, national historic streetscape, national historic cultural landscape, etc that were increasingly coming into the lexicon, and their replacement by a single generic term *national historic site*.

can fall into is that they come to value most highly those things that they create, whether a plaque or a park, rather than the legacies they recognize or inherit.

The 1994 National Historic Sites Policy established three policy objectives:

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.
- To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources.
- To encourage and support the protection and presentation by others of places of national historic significance that are not administered by Parks Canada.⁵⁵

The 1994 Policy made a number of significant policy innovations.

First, it introduced the concept of commemorative integrity, and made it an over-riding goal. Commemorative integrity describes the health and wholeness of a national historic site. As stated in the policy, a national historic site possesses commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for the site's national historic significance are effectively communicated to the public, and when the site's heritage values are respected by all whose decisions or actions affect the site.⁵⁶

Second, it underlined the fact that the national historic sites program under Parks Canada's administration encompassed considerably more than just the national historic sites under Parks Canada's administration, although the latter were clearly critical components of that program. It did so by introducing the idea of the Family of National Historic Sites, a term intended to capture and to symbolize the rich diversity of Canada's national historic sites not only in terms of the history they represented but also in terms of their various forms of ownership and use, and to make the point that national historic sites represented a true national partnership in conserving and communicating the value of the country's most important historic places. It recognized that

⁵⁵ Parks Canada, *Guiding Principles and Operational Policies*, p.71. From the perspective of 2009, these three objectives have stood the test of time. In the event that Parks Canada were to undertake revisions in the future, I would recommend the dropping of "administered by Parks Canada" in the second objective, since the goal of ensuring commemorative integrity is applicable to all national historic sites. I would also revise the third objective to read "to encourage and support other owners of national historic sites to achieve commemorative integrity."

⁵⁶ This definition was formally amended in 2002 to read: "Commemorative integrity describes the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- the resources directly related to the reasons for designation as a national historic site are not impaired or under threat,
- the reasons for designation as a national historic site are effectively communicated to the public, and
- the sites heritage values (including those not related to designation as a national historic site) are respected in all decisions and actions affecting the site."

Parks Canada, *Guide to the Preparation of Commemorative Integrity Statements*, February 2002, p.2.

Parks Canada's national historic sites were not threatened but rather were enhanced by being associated with national historic sites such as Old Town Lunenburg in Nova Scotia, The Chateau Frontenac in Quebec City, Parliament Hill in Ottawa, Head-Smashed-in Buffalo Jump in Alberta, or Chinatown in Victoria. Moreover, it provided Parks Canada with an opportunity to share with others the conservation, interpretation and other expertise it possessed, as well as to benefit from the expertise of others. After all, it made little sense for a national historic site to be designated by the Minister responsible for Parks Canada, based on research largely undertaken and always evaluated by Parks Canada, only to have Parks Canada turn around and wash its hands of any ongoing interest in that site. In many significant respects, Parks Canada successfully addressed these matters following the introduction of the policy.

Finally, the 1994 policy established a framework for protecting national historic sites not under the administration of Parks Canada through the use of agreements between the Minister of Canadian Heritage and (a) other federal Ministers with custodial responsibilities for national historic sites, and (b) with provincial and territorial ministers for those national historic sites that fell under provincial or territorial jurisdiction. It also tasked Parks Canada with the responsibility of enhancing the statutory protection of national historic sites under federal jurisdiction.

Whereas the 1968 National Historic Sites Policy and the 1979 National Historic Parks Policy saw historic places primarily as places of the past that needed to be protected from a hostile present, the 1994 policy took a different tack. As was stated in the policy, "To a degree unforeseen even ten years ago, historic sites are increasingly viewed as an integral part of the human environment, rather than as enclaves where the past is separated from the present."⁵⁷ This underlying philosophy shaped thinking not only for this policy but also for the subsequent Historic Places Initiative.

Flowing out of the *Historic Sites and Monuments Act*, commemoration was accorded a central role in the Policy, with commemoration serving as the bridge between the often previously competing objectives of protection and presentation.⁵⁸ This was expressed in the 1994 policy as follows: "protection and presentation are fundamental to commemoration since without protection there can be no historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians."⁵⁹ Policy guidance on the protection and presentation of national historic sites was provided in the Cultural Resource Management Policy.

A significant outcome of this policy is that it led to the increased professionalization of the national historic sites program. This found expression in the compilation for the first time of a comprehensive list of national historic sites, national historic persons and national historic events based on clear criteria of what had been designated. It also led to the requirement that reasons for national historic significance (commemorative intent) and the geographical boundaries of the

⁵⁷ Parks Canada, *Guiding Principles and Operational Policies*, page 70.

⁵⁸ Earlier policies and contemporary practice tended to see protection and presentation as dichotomies. Protection and presentation were used generically, the former included conservation, the latter interpretation and use.

⁵⁹ Parks Canada, *Guiding Principles and Operational Policies*, page 78.

place proposed for designation (designated place) had to be described before, not after, recommending designation to the Minister. Considerable work was also undertaken over the next few years to flesh-out the concept of commemorative integrity, which became the centerpiece of managing, monitoring and evaluating the state of national historic sites.

If there is one area in which the 1994 Policy seems dated it is in the section dealing with rescinding commemoration. Subsequent policy work led to a more sensible approach to dealing with national historic sites that had lost significant resources, fallen into a state of irremedial disrepair, or been severely compromised, and that was to place such sites on a list of national historic sites whose commemorative integrity has been destroyed rather than to rescind designation.

Cultural Resource Management Policy, 1994

Cultural resource management depends on a strong corporate or organizational ethic embodied in a set of principles⁶⁰

From a Parks Canada perspective, the Cultural Resource Management Policy (hereafter CRM) represented a radical policy departure in two respects: (1) it was a program-wide policy that applied to the management of cultural resources on all lands and lands under water administered by Parks Canada, regardless of whether those cultural resources were located in national historic sites, national parks or any other lands or facilities administered by the agency, and (2) there was no equivalent, separate management policy dealing with natural resources in the 1994 *Guiding Principles and Operational Policies*.

The absence of a separate policy dealing with the management of natural resources (more accurately, ecosystem-based management) is easily and briefly explained. Unlike the 1979 National Historic Sites and National Historic Parks policies, Parks Canada's 1979 National Parks Policy enjoyed very strong stakeholder and NGO (non-government organization) support (and, indeed, strong internal Parks Canada support). Any attempt to remove from the 1994 National Parks Policy sections dealing with ecosystem-based management⁶¹ in favour of a separate ecosystem management policy would have been met with vigorous protest from the environmental constituency, ever-vigilant for any apparent signs of a lessening of environmental commitment. The lead story would not have been "Parks Canada develops new, comprehensive ecosystem-based management policy," but rather "Parks Canada guts National Parks Policy." In policy-making one must deal with the art-of-the-possible.

The fact that the cultural and natural components of Parks Canada were not proceeding along parallel paths was the source of concern for some, but just as there were powerful reasons for proceeding in a more traditional way within National Parks (and in respect of the new National Marine Conservation Areas program), there were equally powerful reasons for taking a different approach in respect of cultural resources. If there was some strong opposition within Parks

⁶⁰ Parks Canada, *Guiding Principles and Operational Policies*, page 101.

⁶¹ Many might have supported the deletion of the section dealing with public understanding, appreciation and enjoyment provided it indicated that these were no longer to be acceptable activities in national parks.

Canada to this different approach in respect of cultural resources, that opposition did not come from the Director of Policy for National Parks nor from a number of national park superintendents, who were supportive of CRM.

The reasons for a program-wide Cultural Resource Management Policy can be summarized as follows:

- There were more *potential* cultural resources in national parks than in national historic sites (hardly surprising since national parks constitute some 80% of all federal custodial lands)
- Cultural heritage specialists did a lot of work in national parks
- There was a strong feeling within the policy team that it was important to avoid duplication, ie dealing with cultural resources in each of the activity policies, and an equally strong feeling that it would be counterproductive to append the policy to the National Historic Sites Policy and say that it applied to national parks
- There was a strong sense that it would be possible to devise a single policy that would deal with cultural resources regardless of where they were located.

The CRM Policy was influenced by the fact that it was to be applied to natural areas as well as to historic places. This meant that it had to be sensitive to the values attributed to natural areas, as well as to the values attributed to cultural resources. At the most basic level this forced a recognition that for purposes of the policy, not all human works – whether landscapes, structures, or archaeological resources – would be deemed to be cultural resources.⁶²

Instead of being an impediment, the recognition that not all human works would qualify as being cultural resources served to sharpen and to clarify thinking on a broad range of issues applicable not only to national parks, but also to cultural heritage places, including those that were not used exclusively for heritage purposes. In order for something to be considered to be a cultural resource, it would have to have “historic value.” This had two *intended* effects: first, it meant that things such as highways, campgrounds or picnic tables in national parks were not going to be considered to be cultural resources simply because they were human works; if they were going to qualify as cultural resources their historic value(s) would have to be demonstrated. If they were not cultural resources they would not be subject to the policy. Second, things that were deemed to be cultural resources were subject to the policy and hence subject to the obligation to protect and to communicate the value of cultural resources. The old approach of saying that something was important on the one hand, and then devising a way of circumventing

⁶² The team tasked with developing the CRM Policy had two choices: (1) to categorize all human works as cultural resources, and then develop a classification system that would exempt one or more classes of cultural resources from the application of the policy (i.e., permit their impairment or destruction), or (2) to define cultural resources in a more limited way (i.e., not all human works would be considered to be cultural resources) but to ensure that those that were would be covered by the protection (including conservation) and presentation (including the communication of value) requirements of the policy. I originally supported the first option, but to my lasting relief my colleagues who preferred the second option prevailed.

its importance and sacrificing its values in order to achieve another objective (program, operational, amenity, ecological, etc.) on the other, was to be replaced by real obligations.⁶³

The CRM Policy is a values- and knowledge-based framework for decision-making. It is a management policy that contains significant direction relating to the conservation of cultural resources, but it is not solely a conservation policy. In this respect it differs from other cultural resource management policies such as the US National Park Service policy on Cultural Resource Management, which focus on resource protection and conservation treatment, and deal with matters such as interpretation and use in separate policies. Parks Canada's CRM Policy is based on the premise that all matters relating to cultural resources – operations, conservation, presentation (including use), etc. -- should be addressed in a single CRM Policy, and that the policy should apply at the macro-level, for example, a national historic site, as well as at the micro-level, i.e., the individual resources (buildings, landscapes, archaeological remains, objects, etc.) that have been determined to be cultural resources.⁶⁴

The objective of the CRM Policy is to manage cultural resources “in accordance with the principles of value, public benefit, understanding, respect and integrity.” These principles are defined and elaborated in Part 1 of the policy (“Principles of Cultural Resource Management”). Part 2 of the policy deals with the “Practice of Cultural Resource Management” and Part 3 deals with the “Activities of Cultural Resource Management.” All three parts of the policy apply to the management of (i.e., making decisions relating to) cultural resources. The historic value(s) of cultural resources lie at the heart of all decision-making.

One fairly dramatic illustration of how the policy works is illustrated by what happened to the extant stone walls that enclose part of Lower Fort Garry National Historic Site, in Selkirk, Manitoba. Before the policy was developed, work began on reconstructing these walls. This work was stopped when it became apparent, by applying the new CRM Policy, that the *historic value* of the walls was being destroyed as a result of the reconstruction, and hence the commemorative integrity of the site was being significantly impaired. In order to comply with the “Principles” of the CRM Policy, an alternative to reconstruction was used for the remaining walls.

One complaint about the CRM Policy is its alleged “inability ... to recognize intangible cultural heritage.”⁶⁵ This view is based on a misreading or misunderstanding of the policy. The policy

⁶³ There are some people in the heritage field who will spare no effort to have something recognized, only to turn around and argue that it can be so altered as to destroy its value; similarly there are some who will even argue for the destruction of a national historic site if it offends their or someone else's sensitivities.

⁶⁴As noted, individual resources are not automatically cultural resources, and individual resources are not automatically cultural resources by virtue of their being attached to a certain class of resources such as archaeological.

⁶⁵“The difficulties come with the inability of the policy to recognize intangible cultural heritage.... Under current interpretations of the Cultural Resource Management Policy it is not possible for Parks Canada to recognize these intangibles as cultural resources and it thus unable to commit resources for either their protection or presentation. The paper will discuss the evolution of the community's definition of these intangibles as cultural resources” (David Newfeld, "Our Land is Our History Book" Commemorating Yukon First Nation Intangible Cultural Heritage.”

states that “cultural resources will be valued not only for their physical or material properties, but also for the associative and symbolic attributes with which they are imbued, and which frequently form the basis of their historic value [emphasis added].”⁶⁶ While the specific terms *tangible* and *intangible* are not used in the policy – the policy was drafted before these terms came into common use in the heritage field not only in Canada but elsewhere – it is clear that the words *associative* and *symbolic* are synonyms for *intangible*. Moreover, at the level of a national historic site or a historic place (which are also cultural resources) such intangibles as language, oral histories and land use may well, as the CRM Policy states, “form the basis of their historic value.” While it is true that the CRM Policy does not categorize associative or symbolic values as cultural resources, it is not true that these values are ignored or treated as inferior values. Since Parks Canada’s mandate relates to national historic sites, national parks and other historic places and natural areas, i.e., geographical entities and things rooted in place, it is not surprising that it treats intangibles as values rather than physical resources.

To the extent that the CRM Policy was based on the premise that all cultural resources could be managed on the basis of a standard set of principles and a practice, it might appear in retrospect to have been running counter to the newly emerging trends of treating everything as unique and of touting the end of “universal” principles. But by explicitly placing *value* (intangible as well as tangible) at the heart of all decision-making, CRM Policy was, in fact, on the cutting edge, and reflected a more general dialectical policy approach developed during the late 1980s and 1990s within the National Historic Sites Directorate of finding or developing syntheses out of diversity, dichotomy and contradiction.

More prosaically, but no less significantly, the CRM Policy had an important impact in (1) creating a network of CRM practitioners within Parks Canada, which was a highly decentralized organization, and (2) establishing links with people outside Parks Canada through the CRM Policy training program that was undertaken in support of implementing the policy. This program was managed regionally, the training was delivered in many locations across Canada, and it included trainers from headquarters-, regional- and field- offices, as well as other levels of government. Participants included heritage managers and practitioners who were not employees of Parks Canada. This established important relationships and stakeholder support for advancing the Historic Places Initiative later.

An April 2009 Google search of the terms “cultural resource management” and “cultural resource management policy” suggests that American citations dominate the former whereas Parks Canada’s Cultural Resource Management Policy is the single most cited source under the latter, even though it is by no means the only Cultural Resource Management Policy in existence.

FHBRO Code of Practice, 1996

Abstract of paper to be delivered at the International Centre for Cultural and Heritage Studies, University of Newcastle upon Tyne, April 2005) <http://www.ncl.ac.uk/unescolandscapes/english/abstract.php?id=17>

⁶⁶Parks Canada, *Guiding Principles and Operational Policies*, Cultural Resource Management Policy (hereafter cited as CRM Policy), section 1.1.4.

From its publication in 1996 until it was superseded by the *Standards and Guidelines for the Conservation of Historic Places in Canada* in 2004, the Federal Heritage Buildings Review Office's *FHBRO Code of Practice*⁶⁷ provided custodians of federal heritage buildings with planning and technical guidance on how to protect the heritage character of those buildings. The document was produced by the Heritage Conservation Program of the Department of Public Works and Government Services at the request of the Federal Heritage Buildings Review Office. Because it applied to a large number of federal departments and agencies, it was the closest thing to a government-wide expression of conservation practice during the 50-year period covered by this study. It was designed to be used by real property managers (as well as those responsible for reviewing proposed interventions), and its practical guidance addressed the range of real property management issues, including maintenance and repair, use and occupancy, additions and alterations, accessibility, health and safety, energy management, human comfort, and site and setting. The *Code* defined intervention as an action that may affect the heritage character of a designated heritage building and established a framework for dealing with interventions. It adopted a synthesizing approach to the achievement of functional/operational goals and the preservation of heritage values.⁶⁸

Parks Canada Agency Act, 1998

Though not its purpose, the *Parks Canada Agency Act*, which established Parks Canada as a separate federal agency, provided an opportunity to address a major issue that had arisen during external consultations on Parks Canada's *Guiding Principles and Operational Policies*.

During these consultations a number of environmentalists expressed either hostility towards the cultural heritage components of the policy or the view that Parks Canada should not be dealing with cultural heritage. While this displayed a lack of awareness about Parks Canada's actual mandate as reflected in legislative-, ministerial-, departmental-, and program-authorities, it was a problem, especially since these individuals and groups took the position that national historic sites and other cultural heritage programs diluted what should be Parks Canada's main focus on national parks and issues of ecological integrity (which, some might argue, had indeed *been* Parks Canada's main focus). Typical of these views were statements such as

- The new emphasis on human history and culture raises some serious concerns. We do not suggest any evil intent but worry that this new, potentially damaging role could be manipulated to provide the means for legitimizing and perpetuating past mistakes.
- We feel the Canadian Parks Service⁶⁹ - or, indeed, the Department of the Environment - should not be financing or managing historic sites and hope the 18 parks we have been promised by the year 2000 will all be those necessary to protect Canada's natural areas, not its human culture. CPS [Canadian Parks Service] responsibilities are being too widely spread and management of cultural, man-made historic sites should not be under DOE [Department of the Environment].

⁶⁷ Canada. Department of Canadian Heritage, Parks Canada, Federal Heritage Buildings Review Office, *FHBRO Code of Practice* (Minister of Supply and Services Canada, 1996).

⁶⁸ *Ibid.*, page 24.

⁶⁹ As Parks Canada was then known.

- The Parks Service, which is part of Environment Canada, looks after historic sites and historic canal systems, in addition to the national parks. Combining natural and cultural heritage within Parks Canada has encouraged a focus on the human, at the expense of the ecological integrity of the parks.
- The Canadian Parks Service should not be administratively and financially responsible for National Historic Sites.... A 1988 amendment to the *National Parks Act* "directs management to consider, as the first priority in national park management plans, the maintenance of ecological integrity through the protection of natural resources" The Minister of the Environment and the Canadian Parks Service must rethink its goals, objectives and management strategies with respect to national historic sites within the context of the role of national parks in Canada.
- ... attempt to integrate natural and historic has muddied the water and introduced complications for national parks.
- Giving the protection of cultural resources a high level of consideration is a problem. "This will permit traditional abuses to continue, e.g., resource extraction, outfitting, fishing, operation of ski areas, etc. "The protection of cultural resources" should be changed to "the protection of archaeological sites and artifacts". We see the replacement in the policy of the word "archaeological" to "cultural resources" as a major error."
- Historical commemoration sites should not be the responsibility of CPS ⁷⁰

Many of these opinions grew out of the misconception that Parks Canada's legislative foundation was the *National Parks Act*. In fact, Parks Canada as an organization did not have a legislative foundation or existence before the passage of the *Parks Canada Agency Act*. Parks Canada was simply a branch of a department of government with responsibilities for carrying out the Minister's duties in respect of *program* legislation such as the *National Parks Act* and the *Historic Sites and Monuments Act*. And Parliament had not assigned priority to one statute over another.

Although there is no reference to historic sites in the agency name in the *Parks Canada Agency Act* (a fact that continues to cause confusion about Parks Canada's mandate to this day), no one can read the *Parks Canada Agency Act* without concluding that national historic sites and national parks, cultural and natural heritage, and commemorative and ecological integrity all enjoy perfect parity in this statute. This is the principal policy achievement of the *Parks Canada Agency Act* in a cultural heritage context, and it was deliberately pursued in order to short-circuit any future effort to question the validity or legitimacy of the cultural heritage programs. Whether this "perfect parity" has actually affected public or Parks Canada perceptions about the nature of the Agency is another matter.

Historic Places Initiative, 1998 - 20__

⁷⁰ Parks Canada, National Historic Sites Directorate, Policy and Government Relations Branch, "Compendium of Comments Made on the Proposed CPS Policy: Cultural Heritage Aspects" (unpublished, undated manuscript) prepared in 1992 by Gordon Bennett. Among the environmental groups cited are the Bow Valley Naturalists, Green Web and the Red Deer River Naturalists.

Work began on what was shortly to become known as the Historic Places Initiative (hereafter HPI) in the spring of 1998. The initiative began under the auspices of the Secretary of State (Parks),⁷¹ the Honourable Andy Mitchell, whose role was to assist the Minister of Canadian Heritage, the Honourable Sheila Copps in matters relating to Parks Canada. From the very beginning, the initiative had a “political” sponsor, both in terms of the Secretary of State and later the Minister herself, which goes a long way toward explaining its early success. The HPI can be viewed as the culmination of efforts for the long sought-after, comprehensive, federal policy /strategy in so far as historic places are concerned.

Under the general objective of fostering a culture of heritage conservation in Canada, the HPI contained several elements or objectives, organized under two broad general themes – “engaging Canadians,” which included tax credits, tools and a National Trust, and “getting the federal house in order,” which focused on the legislative components. The components were:

- a federal tax credit applicable to income-producing properties to support the conservation of historic buildings in Canada.
- the establishment of a Canadian register of historic places in collaboration with the provinces and territories. Mechanisms were also to be developed to work with Aboriginal authorities for inscription onto the register of historic places on First Nations’ Reserves and other treaty lands. In addition to providing Canada with an equivalent to the national registers that existed in many other countries, listing on the register would serve as the first criterion for eligibility for the tax credit and any other forms of federal support or obligation.
- the creation of standards and guidelines, once again working with provinces and territories as well as the private sector, for the conservation (preservation, rehabilitation and restoration) of historic places. In addition to providing Canadians with practical, accessible guidance on how to conserve historic places, the standards and guidelines would serve as a basis for determining whether “conservation” work was of acceptable quality for the tax credit or federal funding.
- The establishment of a national trust. A conversation between Minister Copps and the Prince of Wales regarding the state of historic preservation in Canada and the many challenges it faced led to consideration of a national trust, which served as a springboard for the HPI.
- Legislation to protect national historic sites, federal heritage buildings, archaeological resources on federal lands, including lands under water, historic shipwreck, World Heritage Sites and other historic places inscribed on the register. The legislation would address those

⁷¹ Secretary of State positions were created by Prime Minister Jean Chrétien when he appointed his first Ministry on November 4, 1993 “to provide additional support to Cabinet Ministers and to the Government as a whole in meeting the objectives set out by the Prime Minister. Secretaries of State are sworn to the Privy Council and are members of the Ministry. As such, they are bound by collective responsibility. They are not, however, members of the Cabinet. Secretaries of State are assigned to assist Cabinet Ministers in specific areas within their portfolios. Secretaries of State are paid 75% of a Cabinet Minister's salary. For legal purposes, the Secretaries of State are formally appointed as Ministers of State to Assist.” <http://www.pco-bcp.gc.ca/index.asp?lang=eng&page=information&sub=publications&doc=min/26-eng.htm>. The Secretary of State (Parks) position existed from June 11, 1997 to August 2, 1999.

historic places that were under federal jurisdiction – where gaps in legal protection were huge, and as well as providing protection for historic places that were not under federal jurisdiction by protecting them from adverse federal actions. The legislation would also provide a statutory basis for the register and for the standards and guidelines.

The HPI tapped into enthusiasm for governments to mark the Millennium in a meaningful and enduring way. As a result of research conducted by Margaret Carter, principal of Heritage Research Associates, in support of the HPI, it had been determined that Canada had lost over 20% of its built heritage in one generation (25 years).⁷² This contributed a sense of urgency, and was used effectively by Minister Copps to promote the HPI. The HPI also addressed a key point made by the Deputy Minister of the Department of Canadian Heritage, Alex Himmelfarb, who said in 2002 that “knowing our history is a key to knowing ourselves. With globalization and our increasing economic integration with the U.S., it becomes more urgent every day that Canadians understand their own history and the enduring elements of our nation.”⁷³

Eleven years after the inception of the HPI, it is time to take stock.

On the positive side, the Canadian Register of Historic Places is up and running and *Standards and Guidelines for the Conservation of Historic Places in Canada* have been developed. These are significant achievements, although the long-term future of these achievements is less secure than one might like. The renewal of on-going contribution agreements with the provinces and territories to support the Register and the *Standards and Guidelines* after 2009-10 was cut in the 2008 federal budget as a “savings” measure, and the resulting savings were applied to strengthen “Parks Canada’s ability to respond effectively to wildfires and enhancing law enforcement in Canada’s National Parks.”⁷⁴ It is not clear whether the Harper government directed that the “savings” be moved from cultural heritage, where the need is great, and re-directed to natural heritage, where the need is also great but where government funding is already much larger, or whether the decision was made by central agencies or by Parks Canada. If the former, it suggests that work needs to be done to sensitize political decision-makers; if by Parks Canada, it raises serious questions about Parks Canada’s priorities and its capacity to properly manage its mandate for cultural heritage programs. That said, it must be noted that \$75 million dollars were allocated for national historic sites in the January 2009 budget, including money for “upgrades” to Parks Canada’s national historic sites, for War of 1812 sites in the context of the upcoming bicentennial, and for national historic sites owned by non-profit groups through Parks Canada’s National Historic Sites Cost-Sharing Program.⁷⁵ This was one of the largest infusions of new money for national historic sites in any budget.

⁷² Heritage Research Associates Inc., *CIHB Revisited, 1999*. Report prepared for the Department of Canadian Heritage, 1999.

⁷³ quoted in Charlotte Gray, “Dominion Institute”, *The Globe and Mail*, April 29, 2002

⁷⁴ Canada. Department of Finance, *The Budget Plan 2008*, pp. 68, 258.

⁷⁵ *Ibid*, *The Budget Plan 2009*, pp. 163, 177.

Progress was also made on establishing a National Trust. Five million dollars was allocated over two years in the 2007 federal budget toward the creation of a national trust, using the National Trust in the United Kingdom as a model. As explained in the budget, the “new entity ...will protect lands, buildings and national treasures. The Trust will be able to receive donations and contributions to ensure its long-term sustainability. It will be managed and directed by private-sector individuals, and will be at arm’s length from the Government.”⁷⁶ Just how five million in 2007 dollars was going to be able to accomplish what 12 million in 1973 dollars could not accomplish when the Heritage Canada Foundation was created in 1973 was not explained. Nor was it clear if the government was attempting to “off-load” some of its built heritage responsibilities onto an arm’s length organization, or whether it was actually expanding its assistance.

Nothing was achieved in terms of introducing a federal tax credit to support the preservation, rehabilitation and restoration of income-producing historic properties, even though a similar program has proven to be a major success in the United States. As an alternative, a three year “Commercial Heritage Properties Incentive Fund” -- \$10 million a year – was announced in the 2003 budget. The Fund was not renewed after the three-year period.

If there were some successes on those elements of the HPI that fell under the theme of “engaging Canadians,” the same cannot be said for the theme of “getting the federal house in order.” The legislative components are inexplicably stalled. The *Canada Shipping Act, 2001*, introduced a provision for the making of regulations specifying wrecks of heritage value, and for their protection and preservation. No regulations have been made. With the exception of the changes to the *Shipping Act*, nothing has been accomplished. This failure will be explored in greater detail below.

The Federal Role, 1950-2000: An Overview of Tendencies and Trends

The first point to be noted is that the federal policy role in respect of the conservation of historic places was not dominated by the technical conservation experts (and expertise) that tend to be paramount in the development of ICOMOS charters and ICOM or ICCROM instruments. To be sure, these experts played an important role as contributors, but policy development was generally driven by a small number of heritage agency managers or by people who were strategically positioned to achieve a vision. Whether the federal role would have been different had this been otherwise is a matter for others to explore, but as will be noted below there were some benefits associated with the model as it evolved.

A second tendency that might be noted is that American approaches and policies relating to conservation frequently served as the inspiration (generally unacknowledged) of Canadian government policy before the development of Parks Canada’s Cultural Resource Management Policy and commemorative integrity policy. American policy formulations were more influential than ICOMOS charters and other international standard instruments throughout the period 1950-2000. The continuing resonance of American policy is evident in the *Standards and Guidelines*

⁷⁶ Ibid. The Budget Plan 2007, p. 99.

for the Conservation of Historic Places in Canada. The American influence can perhaps best be explained by noting that “park service” agencies played a key role in policy development in both countries, that many of these policies focused on historic places managed by these agencies, and because the American Standards and Guidelines were a model of practical and readily comprehensible policy direction accessible not only to conservation experts but to the general public.

Another tendency worth noting in terms of the federal policy role is that before the late 1980s, “policy” lagged behind “practice;” indeed, it was largely a statement of practice. By the early 1990s, especially with the development of the Cultural Resource Management Policy and commemorative integrity policy, this situation was reversed and “practice” was driven – or at the very least expected to be driven -- by “policy.”

National historic sites : historic places

Over the period 1950 to 2000 there is a discernible trend toward a broader conception of historic places, including a broader conception of national historic sites. In this regard it is interesting to note that the *Historic Sites and Monuments Act* uses the language of *historic place*.⁷⁷ From a terminological viewpoint historic places were in the frame from the very beginning. In part, this broadening out was a natural result of the inventories and thematic studies that were done to facilitate the work of the Historic Sites and Monuments Board of Canada in carrying out its statutory function to advise the Minister on the commemoration of historic sites.

Over the five decades covered by this paper, the federal policy role was expanded to include historic canals,⁷⁸ federal heritage buildings, and heritage railway stations. Then in the late 1990s, as policy work began on creating a Canadian Register of Historic Places and devising a federal program of tax credits for the conservation of historic places modeled on the American system of tax credits for the rehabilitation of historic buildings, the federal government began to look at historic places more broadly to encompass any historic place located in Canada that had been formally recognized for its heritage value by a competent authority, including World Heritage Sites located in Canada. (It is important to reiterate that all elements of the Historic Places Initiative, of which these specific proposals were a part, were marked by scrupulous respect for the jurisdiction of the provinces and territories.) The *Parks Canada Agency Act* was subsequently amended to make explicit provision for carrying out the federal role in respect of historic places in Canada.⁷⁹

This general broadening out exposed an unfortunate tendency among a number of conservation practitioners, in that it was sometimes accompanied by an implied or even explicit criticism not

⁷⁷ *Historic Sites and Monuments Act*, Revised Statutes of Canada, 1985, cH-4, s.2. National historic sites are referred to as historic places of “national historic interest or significance” in the Act.

⁷⁸ The term historic canals (originally heritage canals) refers to those federal canals that were transferred from the Minister of Transport to the Minister of Indian Affairs and Northern Development, who was then responsible for national historic sites, because of their historical and recreational values.

⁷⁹ Canada, Statutes of Canada, *Department of Canadian Heritage Act and Parks Canada Agency*, Chapter 2, 2005. A copy of this can be consulted on the Canada Laws website: <http://laws.justice.gc.ca/en/index.html>

only of the “narrow” preoccupations of earlier and some current heritage advocates or practitioners, but also of the narrowness (inferiority) of the heritage that constituted their focus. A good example of this is provided by the following quote: “I always felt that trying to preserve an isolated structure was meaningless, that really what was important was to create a whole context.”⁸⁰ Heritage conservation, and heritage conservation policy, must always provide for both, recognizing that both have their place. Attention to one should not be purchased at the expense of the other; nor should progress in one area be measured by a diminution in concern for the other.

Fabric : Meaning Tangible : Intangible

Issues relating to – indeed the relationship between -- fabric and meaning, or the tangible and the intangible, have occupied a central place in discussion and debate about conservation theory and practice over the last few years. If this debate has been less prominent within the federal policy context, it is not because federal policy has ignored it, but rather because federal policy addressed these issues long before they became a preoccupation of the conservation community.

National historic sites have always been about meaning, and in the context of national historic sites operated by heritage agencies⁸¹ conservation practitioners have sometimes felt at a disadvantage when dealing with those promoting what might be called a “meaning” (i.e. interpretation, presentation or visitor-focussed) agenda, which is not to say that the latter always understood or paid due respect to meaning(s). Many of Canada’s early national historic sites (battlefields, industrial ruins, vestiges of occupation) would qualify as what the 2003 UNESCO *Convention for the Safeguarding of the Intangible Cultural Heritage* describes as “places of memory.”⁸² One is tempted to say that our ancestors in the heritage business may have been on the cutting edge, even if we did not know it.

Part of the focus on historic fabric that characterized the period between 1950 and 1990, especially after the late 1960s and early 1970s, was (1) the result of a realization that there actually were historic places in Canada worthy of conservation,⁸³ and (2) a reaction against mega historical re-creations such as Louisbourg (and its numerous hopeful imitators), which many in

⁸⁰Interview conducted by Jim Donaldson with Jacques Dalibard, 2006,
<http://www.mcgill.ca/architecture/aluminterviews/dalibard/>

⁸¹ The vast majority of national historic sites are not operated as heritage sites per se. Many continue to serve their traditional functions, which constitute an essential part of their meaning (for example, Parliament Hill, Union Station in Toronto, the Saint John City Market, the Chateau Frontenac Hotel in Québec City, and Stanley Park in Vancouver).

⁸² Although the “intangibles” present there might not fall within the meaning of intangible cultural heritage as defined in article 2 of the Convention. UNESCO, *Convention for the Safeguarding of the Intangible Cultural Heritage*, 2003. The text of the Convention can be found at
<http://www.unesco.org/culture/ich/index.php?pg=00006>.

⁸³ Not everyone shared this view: “Europe has castles and forts, but Canada being a relatively young country, has nothing -- with the exception of petroglyphs -- but rivers.” Alan Thomson, quoted in *Victoria Times-Colonist*, October 8, 1993.

the heritage field came to believe took scarce resources away from the tangible and increasingly vulnerable physical evidence of the Canadian past.

Parks Canada's Cultural Resource Management Policy and the objective of commemorative integrity for national historic sites also ensured that fabric and meaning would not be regarded as competing or contradictory, but rather as essential complements to each other.

Historic places as instruments of economic development

Two major historic site projects undertaken by Parks Canada in the 1960s – the partial reconstruction of the Fortress of Louisbourg in Nova Scotia, and to a lesser extent the preservation and restoration work that took place in the gold-rush town of Dawson in the Yukon – had economic development either as a paramount or significant objective. Although Parks Canada was clearly conscious of the economic benefits and impacts of its investments in historic site development elsewhere, after the 1960s economic development per se tended to be seen as a desirable outcome rather than a primary objective. This change was probably attributable to two factors: (1) the economic development approach required large-scale capital investment and sizeable on-going investments in operations and maintenance, and (2) major reconstruction projects as symbolized by the Fortress of Louisbourg were superseded by an emphasis on conserving existing physical resources, rather than re-creating lost ones.

Unlike the United States, where the federal government's contribution to the conservation of historic places has been viewed as an important instrument of economic development and of urban renewal worthy of an organized federal program⁸⁴ and a comprehensive federal tax credit system, federal investment in the conservation of historic places in Canada outside of the Parks Canada envelope has been of a sporadic, ad hoc nature.⁸⁵

The federal government did make a significant, direct contribution of \$8,000,000 to the Heritage Canada Foundation's Main Street program (1979 to the early 1990s). The program demonstrated the role that the conservation/rehabilitation of historic places could play in the economic renewal of historic downtowns in small- and medium-size towns in some 70 locations across Canada. It is considered one of the most important heritage successes in the history of Canadian conservation.

Cult of the original, moment in time* —→ *notions of evolved place, layers of history

The privileging of original design intent and construction, and/or the favouring of a moment-in-time approach to presentation made restoration and reconstruction the preferred conservation approach for much of this period, notwithstanding the lip service

⁸⁴ Historic Preservation Services, which is part of the US National Park Service.

⁸⁵ For example, restoration of the waterfront buildings in Halifax, developments along the Lachine Canal in Montreal, the Exchange District in Winnipeg, or Granville Island in Vancouver.

that was often paid to Adolphe-Napoleon Didron's 1839 injunction that "it is better to preserve than to repair, better to repair than to restore, better to restore than to reconstruct."⁸⁶

The cult of the original reached its apotheosis in the Federal Heritage Buildings Review Office (FHBRO) *Code of Practice*, issued in 1996, with its 31 various references to *original* (design, intentions, attributes, material, use, etc.). By contrast, there was not a single reference to "original" in the 1994 National Historic Sites Policy and only two references in Parks Canada's Cultural Resource Management Policy, both of which were used in the context of distinguishing between a reconstruction or a reproduction and the original.⁸⁷ The Cultural Resource Management Policy stated that a "cultural resource whose historic value derives from its witness to many periods in history will be respected for that evolution, not just for its existence at a single moment in time."⁸⁸ The CRM Policy also defined historic value very broadly, and directed managers to ensure that all values were addressed. Similarly, one could not ensure the commemorative integrity of a national historic site without respecting all the heritage values, including those not related to national significance, at a site.

The propensity to focus on the original⁸⁹ grows out of architecture and art history, where the original design-intent and execution of the creator are often what are valued most highly. The propensity toward "moment-in-time" grows out of a conception of history, where historic places derive their significance from an association or associations with specific persons, events, themes, etc. This is dramatically illustrated by L'Anse aux Meadows National Historic Site, which derives its national significance and its universal value as a World Heritage Site from its association with an approximately ten-year period out of a few billion years of natural- and a few thousand years of human-history. For much of this period (and indeed preceding ones) the conservation objective was to match or to equate treatment with significance, i.e., to "make" the fabric reflect or conform to the meaning, even if this meant altering the fabric. This is still the case today, although more recent policy thinking as reflected in Parks Canada's CRM Policy and commemorative integrity signals a subtle but significant shift toward a recognition that fabric and meaning are not, and do not have to be, one and the same thing. The complexity of conservation issues relating to the Family of National Historic Sites (which encompasses an incredible spectrum of historic place types, ranging from wilderness areas to living human communities) has helped to drive this change – to the advantage of conservation and conservation policy.

Whereas period restoration and reconstruction (moment-in-time) were important objectives in both the 1968 National Historic Sites and the 1979 National Historic Parks policies, especially in terms of creating and/or maintaining "authentic" environments, the 1994 Cultural Resource Management Policy made it plain that such treatments, while permissible under certain

⁸⁶ The timelessness of Didron's injunction is underlined by the fact that it provides the foundation upon which the United States *Secretary of the Interior's Standards for the Treatment of Historic Properties* (See especially the associated Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings) and the *Standards and Guidelines for the Conservation of Historic Places in Canada* are based.

⁸⁷ CRM Policy, sections 1.5.2 and 3.5.2.6.3.1.

⁸⁸ CRM Policy, section 1.1.5.

⁸⁹ confusion can arise because the word *original* is used in (at least) three ways by conservation practitioners: (1) to distinguish between an original and a copy, (2) as a synonym for something as-found (what one might call an evolved original), and (3) as a synonym for something as originally built (i.e., original form and fabric).

circumstances, were ‘by definition contemporary work and have no *a priori* historic value.’⁹⁰ Given the emphasis placed on historic value in the policy, this changed what might be called the paradigm of desirability. In fact, as noted earlier, as a result of the then new CRM Policy, reconstruction of the Lower Fort Garry Walls was stopped because it was destroying the historic value of the walls.

Shift to values

Conservation has always been value(s)-driven. What did change over the period is that the identification and articulation of values became a far more conscious and conscientious part of conservation beginning in the late 1980s and early 1990s. I have explored this development in considerable detail in a paper entitled “Values-Based Management and Heritage Sites: Some Observations on Context, Complexity, Conflict, Contingency and Conservation,” and will not repeat that discussion here, except to point out that the greater attention paid to values was in part terminological, as the word *value(s)* began to displace references to *importance* or *significance*, as well as substantive.⁹¹

Authenticity : Integrity

My purpose is not to elaborate on the differences between the terms authenticity and integrity,⁹² but rather to note that in Canada and the United States the terms have often been used interchangeably, and that Canadian and American federal government practice in respect of historic places has been to use the term *integrity* to mean what UNESCO and ICOMOS generally mean by the term *authenticity* when referring to cultural properties.

The term *integrity* has dominated post-1980 Canadian conservation policy for historic places. Indeed, the word “authenticity” does not appear in the 1994 National Historic Sites Policy nor in Parks Canada’s Cultural Resource Management Policy. To the extent that the term authenticity was used as a synonym for unaltered or unchanged – and it definitely was used for this purpose by many in the conservation field and in earlier federal policies – it tended to put the focus squarely on the artifactual values of historic places, and to privilege absence of change even though historical significance might reside in dynamic processes of change or evolution. While considerable rethinking and expansion of the concept of authenticity took place in the 1990s at the international level as evidenced by such instruments as the Nara Document on Authenticity and the Declaration of San Antonio, the dominance of the term *integrity* in Canadian practice was not challenged.

⁹⁰ CRM Policy, section 3.5.2.6.3.5.

⁹¹ Gordon Bennett, “Values-Based Management and Heritage Sites: Some Observations on Context, Complexity, Conflict, Contingency and Conservation,” which is to be published by Carleton University as part of the proceedings of the university’s November 2005 symposium on “Values-based decision-making for conservation.”

⁹² See Herb Stovel, “Effective Use of Authenticity and Integrity as World Heritage Qualifying Conditions,” *City & Time* 2(3) 3 [online] URL: <http://www.ctceci-br.org>, passim for a good overview. As Stovel notes, the UNESCO World Heritage Committee (and ICOMOS) effectively took the 1953 definition of “integrity” used as a qualifying condition for evaluating nominations to the US National Register of Historic Places and renamed it “authenticity.”

The environmental connection: a mixed legacy

Responsibility for the control and supervision of Parks Canada was transferred in 1979 from the Minister of Indian Affairs and Northern Development to the Minister of the Environment.⁹³ Parks Canada remained in the Department of the Environment until 1993, when it was transferred to the Minister of Canadian Heritage. Ten years later (2003), control and supervision were once again assigned to the Minister of the Environment.

From a national parks/natural heritage perspective, assignment to an environment department occasioned little surprise. But it should be noted that Canada was not alone in placing significant cultural heritage programs under a Minister and a department of the Environment. The same development took place in the United Kingdom (1970 to 1997), as well as in Australia, where heritage and environment were conjoined. Indeed, in both Australia and Great Britain cultural heritage places were considered an integral part of the environment, as the common use of terms such as the heritage environment, built environment and historic environment in these countries attests. Under current Australian law, national heritage and world heritage properties are two of the seven “matters” of national environmental significance.⁹⁴

Being located in an environmental ministry in Canada had a number of benefits and some liabilities. It provided significant opportunities for cross-fertilization in the exchange of ideas, concepts and conservation approaches with people engaged in environmental issues and in natural heritage, although in respect of the latter such opportunities were probably independent of departmental affiliation since Parks Canada itself had a strong if not to say dominant natural heritage component. It may have tended to a larger spatial view of heritage, although since this also occurred in jurisdictions where historic places were under cultural ministries the cause-effect nature of the relationship should not be overemphasized. Notions of conservation, impact assessment and sustainability were common both to historic places/environments and natural areas/environments, and such threats and stressors as acid rain and climate change negatively or potentially negatively impacted both (to the extent that climate change as manifested in warming might reduce the deleterious impact of freeze-thaw cycles, the impact might not be entirely negative). Historic places and programs were able to access some significant money under the Mulroney government’s Green Plan. Parks Canada’s 1994 cultural heritage policies, which were considered to be significant advances over the policies they replaced, were developed when Parks Canada was part of the Department of the Environment, even if they were not formally issued before Parks Canada was transferred to the Department of Canadian Heritage.

On the other hand, because *environment* was statutorily defined to include only the natural environment in Canada, historic places never fit comfortably into the administrative ecosystem, and tended to be seen by some as an exotic, invasive, if not particularly threatening species. Many environmentalists were openly hostile to the heritage values represented by historic places.

⁹³ Between 1950 and 1979, what we now call Parks Canada was part of the Department of Resources and Development (until 1953), the Department of Northern Affairs and National Resources (until 1966), and the Department of Indian Affairs and Northern Development.

⁹⁴ Australia, *Environment Protection and Biodiversity Conservation Act, 1999*, Part 3, Division 1, Subdivisions A and AA.

In a substantive sense, Ministerial interest in the historic sites program was generally minimal, although it tended to increase (perhaps at the instigation of Parks Canada) when the Minister of another department expressed interest in taking the program over, at least until the very end (1993) when it became increasingly apparent that historic sites did not fit into the department's plans. Energy conservation measures undertaken in the 1970s and early 1980s had a seriously negative impact on some historic sites – including the Centre Block on Parliament Hill. Some National Historic Sites administered by Parks Canada were trivialized by the installation of massive recycling containers that obstructed views of the site, in some cases actually obstructing the site's main feature, all in the interest of encouraging people to recycle by bringing their refuse to a place under the administration of the Department of the Environment, and some historic sites were considered as places to emphasize “man's” devastation of the environment. Finally, as will be noted below, being in the Department of the Environment or under a Minister of the Environment was not particularly conducive to the development of big “P” policy.

How well did the federal government do?

The response to this question depends in large part on what one thinks the federal policy role should have been. If one begins with the assumption that the federal policy role in conserving Canada's historic places should have been to devise an over-arching, comprehensive policy that shaped all actions at the federal, provincial and local levels in this country ..., well, let's simply say that I do not consider that to be a reasonable expectation. On constitutional, practical and other grounds such a policy objective is not only unrealistic, it is delusionary, and it conspires against the possibility of success.

At the other extreme, if one begins with the view expressed by one of the participants at the 1990 “Heritage in the 1990s” conference in Edmonton that “national policy has a pernicious effect,”⁹⁵ then any federal activity in this area was by definition wrong-headed. It seems to me that such a view is equally unhelpful in framing this discussion.

The federal government has a clear policy role in terms of the lands, waters and lands under water that fall under its jurisdiction – no small matter in Canada -- and in respect of federal works and undertakings. One might characterize this role as “getting the federal house in order.” One might also posit the following additional roles:

- to “recognize” historic places that have significance at the national level. All provinces and territories have accepted that the federal government makes designations of national historic sites. The provinces and territories expect to be and are now notified in advance of national historic site nominations in their respective province or territory. The federal government recognizes that it can not intrude into provincial/territorial jurisdiction by legislating the protection of sites that fall under that jurisdiction, although it can legislate in respect of its own actions affecting those sites.

⁹⁵“ Summary Report,” p.17.

- to provide needed national level data, by providing a platform for people to access provincial, territorial and federal data, such as is being done with the Canadian Register of Historic Places;
- to provide opportunities for federal, provincial and territorial cooperation, as demonstrated by the development of the Standards and Guidelines for the Conservation of Historic Places in Canada;
- to provide financial incentives through tax measures or direct grants and contributions, and to eliminate federal disincentives in respect of the conservation of historic places; and
- to protect heritage from adverse federal actions.

In responding to the question of “how well did the federal government do,” I have applied three “tests”:

1. compared to other federal cultural and environmental programs?
2. compared to the provinces and territories?
3. compared to other countries?

In a small “p” policy sense, specifically with reference to national historic sites and to Parks Canada program components, I think the federal government did reasonably well, although given my involvement with Parks Canada policy development between 1988 and 2003 I am not a disinterested observer. In the heritage field it is not uncommon to find policies dealing with how others should manage/conservate heritage. It is less common for an organization to lay out a policy framework so that others can hold it accountable for the content and quality of its stewardship. Parks Canada did that. Parks Canada’s Cultural Resource Management Policy and commemorative integrity were not only significant contributions to national and international conservation policy, they were unique Canadian expressions of policy.

Parks Canada was the only custodian of federal real property to develop and publish heritage/conservation policies that were tabled in Parliament during this period. Other federal departments and agencies with significant property holdings or responsibilities (including heritage property holdings) – for example, the departments of National Defence, Public Works and Government Services, Fisheries and Oceans and the National Capital Commission did not, no doubt because unlike Parks Canada, heritage conservation was not part of their principal mandate, and because after 1987 they were subject to the heritage buildings policy (which, of course, applied to only one form of built heritage). This is not to say that these departments and agencies were opposed to heritage or to heritage conservation, but their sensitivity to these matters frequently depended on who was involved in a project rather than any formal departmental policy.

One area in which the federal government played an important, if indirect, policy role was that it employed individuals who developed or perfected their conservation skills as federal employees, and who made important contributions – either as federal public servants or after leaving federal employ -- to the development of the theories, methods and practices of heritage conservation at the national and international level through organizations such as ICOMOS (International

Council on Monuments and Sites) and UNESCO (United Nations Educational, Scientific and Cultural Organization). One need only refer to the work of Christina Cameron on the UNESCO World Heritage Committee, Julian Smith (Appleton Charter), Jacques Dalibard (ICOMOS Canada and Association for Preservation Technology), or Robert Grenier (ICOMOS Charter for the Protection and Management of the Underwater Cultural Heritage and UNESCO *Convention for the Protection of Underwater Cultural Heritage*) to underline this point.

In a large “P” policy sense, specifically with reference to legislation,⁹⁶ the record is pretty dismal when one applies the “tests.” The *Parks Canada Agency Act* is the only piece of federal government-sponsored legislation dealing with historic places to post-date 1952-53. By contrast, a number of pieces of environmental legislation with broad application were enacted into law at the federal level, including the *Canadian Environmental Assessment Act* of 1992, the *Canadian Environmental Protection Act* of 1999 and the *Species at Risk Act* of 2002. The *National Parks Act* underwent three major revisions after 1970, the most recent version -- the *Canada National Parks Act* – was passed in 2000, and the *Canada Marine Conservation Areas Act* was passed in 2002. These two enactments occurred under the auspices of the Minister of Canadian Heritage. Cultural heritage legislation was also passed, including the *National Museums Act* (1968), the *Cultural Property Export and Import Act*, which came into effect in 1977, and the *Museums Act* of 1990.

If the federal government was relatively inactive on the legislative front, the provinces and territories were not. Since 1950 every province has passed comprehensive legislation relating to historic resources.

Both Australia and the United States, two countries that bear a close resemblance to Canada in their federal forms of government and general lines of historical development passed robust, comprehensive national legislation relating to the conservation (and the communication of value) of historic places during this period.⁹⁷

If the federal government was not prompted to address its legislative deficiencies in Canada (for example, by providing legislative protection for all national historic sites and other historic places falling under federal jurisdiction), Canadians will no doubt be reassured to know that the federal government showed no such hesitation about protecting historic sites and monuments in the Antarctic, where federal law stipulates that “No Canadian ... shall damage, destroy or remove any part of an historic site or monument in the Antarctic designated by the regulations.”⁹⁸

⁹⁶ My views on the importance of legislation were shaped by my participation in the 1988-1994 revision of Parks Canada’s policies. In the course of numerous internal and public consultations on the policies, I became aware of the critical importance of the National Parks Act – a piece of legislation – to the success of national parks as an important part of the public policy agenda and to Canadians generally. The Act clearly communicated the importance attached to national parks by government. It made me realize what we were missing.

⁹⁷ the *Environment Protection and Biodiversity Conservation Act* (1999) in Australia and the *National Historic Preservation Act* (1966) in the United States.

⁹⁸ Canada. *Antarctic Environmental Protection Act*, 2003, Chap. 20, section 16. Admittedly, identical wording could only be used for federally-owned national historic sites and historic places in Canada because of constitutional issues relating to property and civil rights, but the issue is not the identical wording but rather the willingness to

Why did the federal government not do better?

Before attempting an explanation for this, I would like to make a few remarks about the word “government.” For many people, the word “government” refers to the party in power. Thus, one might speak of the Chrétien government or the Harper government. In the public mind a success or failure is often laid, fairly or unfairly, on the party in power. But the word “government” also includes the bureaucracy, and the bureaucracy plays a key role in the development of policy. When I refer to the policy successes or failures of government I am referring to this whole-of-government idea.

While political parties may come to power and Ministers may come into office with a strong policy agenda, they also depend on the bureaucracy for a broad range of policy advice and proposals.

Among the necessary ingredients for the successful development and implementation of a legislative policy agenda are:

- the proposal is considered to be important in terms of the public policy agenda
- commitment of the deputy minister (or equivalent) because the deputy has many potential policy initiatives to choose from at any given time, and there may be intradepartmental competition in promoting specific policies
- support from other government departments and agencies if their interests are affected by the potential legislation
- support from central agencies (Privy Council Office, Finance, Treasury Board). This is why the bureaucracy pays such close attention to what is contained in the Speech From the Throne and the budget, because mention in one of these documents signals the government’s approval to proceed
- strong support from the Minister, who must navigate the initiative through cabinet and defend it in Parliament.
- support from Cabinet, i.e., other ministers. When a proposal involves the expenditure of public money, as is almost invariably the case, support from the Minister of Finance is essential. The role of the Minister of Finance varies, but as books about the Chrétien government make clear, the Minister of Finance, with the support of the Prime Minister, had a de facto veto over ministerial policy initiatives that required the expenditure of “new” money during Paul Martin’s tenure as Finance Minister.
- support from the Prime Minister

The key point I want to make here is that the dismal legislative record is not simply a politician’s failure or a political party’s failure, but rather it is a whole-of-government one.

When a group of MPs was shown a simple but powerful diagram in 1999 showing how the actions of the Canadian government in respect of historic places compared to the actions of other

legislate protection outside our country but, inexplicably, not here, notwithstanding the fact that draft legislation has been available since 2003.

countries and to the provinces in terms of legislation, tax treatment, a register, etc., surprise was expressed at how poorly Canada fared and, equally, surprise at the fact that these issues had not already been addressed by the federal government.

Another key ingredient is the capacity to exploit an opportunity. There are occasions when everything is aligned and if things are ready to go success is probable. Timing is important. A change in the deputy, the minister or the government can provide an opportunity to realize a proposal or to de-rail one. The Honourable Marcel Masse, who served as Minister of Communications in the Mulroney government, had a passionate interest in culture and heritage, and his tenure was characterized by a frenzy of activity and support. But many of the initiatives he championed did not survive his re-assignment to another Ministry. Similarly, the Honourable Sheila Copps was a strong supporter of the Historic Places Initiative. Her removal from cabinet by Prime Minister Paul Martin in late 2003, and his decision to transfer Parks Canada and the Historic Places Initiative from the Department of Canadian Heritage to the Department of the Environment may help to explain why the HPI is no longer seen as a governmental or departmental⁹⁹ priority.

In trying to explain the federal failure to develop the sort of legislative framework for historic places constructed in other jurisdictions during this period and, indeed, constructed for environmental matters at the federal level, I want to discount at the outset what might be referred to as the constitutional chimera. As previously noted, there are no constitutional impediments to the scope of legislation described above, which deals exclusively with the federal domain. Indeed, the constitutional impediments are much greater on the natural heritage side, since natural resources fall under the exclusive jurisdiction of the provinces, but this did not prevent the federal government from effectively addressing this area within the context of national parks.

I think the failure can be explained as follows:

One: The Bureaucracy. The first and most obvious explanation for failure is that the federal bureaucracy did not bring forward any legislative proposals until the late 1990s. It did not do so because for a long period the federal focus was almost exclusively on Parks Canada properties, and because Parks Canada was focused on a narrow “we are what we operate” approach to national historic sites. During the 1970s and 1980s there was also a tendency to depend on environmental legislation including the *National Parks Act* to address any legislative deficiencies.

Equally important, there was a lack of clarity in departmental mandates relating to which department might initiate/sponsor such legislation. For most of the 50-year period, Parks Canada (which had the expertise on historic places), was located in departments that had program responsibilities for national historic sites and other *specified* historic or heritage places,¹⁰⁰ but neither Parks Canada nor the departments with which Parks Canada was affiliated sought out a

⁹⁹ It could not be a departmental priority because the Parks Canada Agency, not the Department of the Environment has responsibility.

¹⁰⁰ Gordon Bennett, “The Mandate of the Minister of the Environment in Cultural Heritage” (1987), unpublished manuscript on file in the National Historic Sites Directorate, Parks Canada.

more generalized legislative policy role in respect of historic places, and they tended to regard with great wariness – or more -- any initiative from another department that might claim or exercise such a role (for example, the Department of Communications). Regrettably, corporate or organizational interests sometimes predominated over the interests of improving the federal government's role in the conservation of historic places. It was not until control and supervision of Parks Canada was transferred to the Minister of Canadian Heritage, which clearly had a policy role for heritage, that those people within the National Historic Sites Directorate of Parks Canada who had identified the need for better legislation in the late 1980s and early 1990s began to actively pursue it.

Two: Champions. There were few champions in high places. Champions play a critical – indeed indispensable -- role in advancing a policy initiative. Talent at the working level is not enough. Nothing better illustrates the importance of having champions in high places than what happened after Alex Himmelfarb was appointed Deputy Minister of Canadian Heritage on 1 June 1999. Before he was appointed, many senior departmental officials were at best lukewarm if not indifferent to the Historic Places Initiative, as evidenced by their reactions in the regular meetings that were held with these officials to inform them of the progress of the initiative. When Himmelfarb received his first briefings about the major policy thrusts of the department, including HPI, he responded by expressing strong interest in HPI and by noting that it was a great legacy project. The next time one of the regular meetings with departmental officials was held, those officials thought it was a great project too. With the deputy on side, the Minister became much more aware of HPI. The initiative now had momentum, and the Minister, Sheila Copps, became a great advocate.

Two other examples of the importance of champions will be noted. The first is the role of Hilda Neatby, historian, educator and thinker, who was one of the Massey commissioners and one of the principal authors of the Commission's *Report*. According to Paul Litt, "the report would display Neatby's disproportionate influence in its keen concern for Canadian history and Canada's historical resources."¹⁰¹ Without Neatby, it is conceivable that there might not have been an *Historic Sites and Monuments Act*.

The second example relates to Parks Canada's Cultural Resource Management Policy. A number of powerful members of Parks Canada's senior management committee initially opposed it. The policy had the strong backing of its sponsor, the Director General of National Historic Sites, Christina Cameron, who sat on the management committee. In this respect, Cameron was clearly a champion of the policy. But the type of championship I want to illustrate here relates not to creation nor to sponsorship (as important as these roles might be), but rather to the willingness of someone who is not directly involved in the creation or the promotion of an initiative – someone who is one or more levels above the fray as it were – to serve as its patron. In the case of Parks Canada's Cultural Resource Management Policy that role was fulfilled by the Assistant Deputy Minister in charge of Parks Canada, J. D. Collinson, who effectively over-

¹⁰¹ Paul Litt, *The Muses, the Masses and the Massey Commission* (Toronto, University of Toronto Press, 1992), p.210.

ruled the opponents and directed Parks Canada to implement the policy in advance of the implementation of the other new or revised policies. Within a very brief time, there was broad support for the policy within Parks Canada including most of those who were initially skeptical or opposed. Here again, a champion made a decisive difference, but at the end of the day, there have been too few such strategically-placed champions for historic places in the federal bureaucracy or at the cabinet table.

Related to the issue of championship is the role of elites. The problem for heritage conservation was not that it did not resonate with the grass-roots – clearly it did -- but rather that it did not resonate with the elites.

Throughout the 1990s polling conducted by firms such as Ekos, Environics and Goldfarb showed a high degree of popular support for historic sites, Canadian heritage and Canadian history. In four Environics' "Focus Canada Reports" on national symbols in which historic sites were included, historic sites ranked 4th (twice) and 6th (twice) out of 12 to 15 possible choices. Only the flag, health care and national parks consistently ranked ahead of historic sites. In its assessment of the importance of various values beginning in the mid-1980s and continuing to the end of the 1990s, Goldfarb consistently reported that preserving heritage was very important to Canadians.

Notwithstanding the above, it is fairly common to hear heritage conservation referred to as an elite interest or activity. To the extent that this refers to the sort of expertise required of heritage conservation practitioners, it is no more remarkable than describing expertise in other fields with the same "elite" label. But the term has also been used to imply that heritage conservation is somehow detached from the public policy agenda by virtue of its elite character.

The characterization of heritage as an elite interest is, in my view, simply wrong, especially in terms of what C. Wright Mills described as the "power elite."¹⁰² In a survey conducted by Ekos Research in 1994 on "Values for the Federal Government," *preserve heritage* ranked second to last (just above *re-distribute wealth*) out of 22 values among what Ekos described as "elite decision-makers." Based on this survey, heritage conservation is certainly not an elite interest or activity. In the same survey, the general public ranked "preserve heritage" considerably higher (13th out of 22) as a value for the federal government.¹⁰³ If heritage were an elite interest or activity in Canada, we would have comprehensive federal legislation, better funding and a tax credit regime for heritage conservation. Government would lead rather follow grass-roots MPs and Senators in the design and implementation of federal heritage legislation. Clearly, more work needs to be done to reach elite decision-makers – without losing the support of the grass-roots.

Three: Lack of effective external advocacy. A senior official with Parks Canada considers the lack of effective advocacy by the heritage constituency "as probably the most significant cause of lack of progress" on the legislative front and notes that "this sector has much to learn from the

¹⁰² See C. Wright Mills, *The Power Elite* (New York: Oxford University Press, 1959).

¹⁰³ Ekos Research Associates, Inc, "Rethinking Government," 1994.

NGOs to get legislative results.” He refers to the role of environmental non-government organizations (ENGOS) in setting international environmental goals and objectives that become benchmarks and obligations for national environmental action, and notes the visible leadership and profile of ENGOS, their excellent marketing skills, huge donor base, and powerful and connected boards of directors in comparison to the heritage movement. He asks when did the heritage constituency last “engage a broad section of the population?” and “when was the last time that a heritage advocate was in to see the Clerk of the Privy Council or the Prime Minister?” He further states that environment is consistently in the top two or three priorities of Canadians, whereas heritage is almost never in the top ten, and that any reduction to an environmental program gets a significant amount of public exposure while cuts to the Historic Places Initiative did not generate any significant public debate. Finally, he states that “policy and legislation is the Government's expression of its priorities and its implementation plan of its Election Platform. In a Parliamentary system, this is based on the priorities of its citizens.”¹⁰⁴

There is much hard truth in these statements, and those involved in cultural heritage can only marvel at -- and be envious of -- the coherent, organized, media-savvy, influential and effective activities and results achieved by the environmental movement. Nonetheless, it should be noted that ENGOS did not play a material role in the introduction of national parks legislation in either the 1980s or the 1990s, and they certainly did not drive the process before the bills were tabled in Parliament, although they were clearly engaged afterwards. Rather, the bureaucratic and political arms of government did what was right. Few if any sectors can match the public profile and influence of ENGOS, but that does not mean that legislation pertaining to these other sectors does not get tabled in Parliament. Finally, heritage legislation, which the Auditor General has said is required after careful consideration of federal built-heritage scene, should not be neglected or delayed simply because of the weakness of advocacy in the heritage field. That would not be an example of federal leadership.

That said, cultural heritage has much to learn from the environmental movement. Too often people in the heritage field are overly parochial, not in the sense that they care strongly about a particular type of heritage – there are many environmental activists who focus on a particular part of the environment -- but rather in expressing a certain disdain for other types of heritage (for example, “I’m involved in national heritage and therefore I consider local heritage to be inferior,” or “I’m concerned with local heritage and couldn’t care less about national historic sites). One seldom if ever hears such things when a group of environmentalists get together. Can one imagine an environmentalist saying “I don’t care about species at risk, I care only about global warming”? But when a diverse group of cultural heritage people get together it may not take long before one hears comments about the relative superiority/inferiority of vernacular and monumental heritage, tangible and intangible heritage, contemporary and traditional heritage, to cite only a few examples. There is a long overdue need for maturity in the sector, beginning with heritage professionals.

Four: Governance. On 12 December 2003 control and supervision of the Parks Canada Agency was transferred from the Minister of Canadian Heritage to the Minister of the Environment.

¹⁰⁴ Personal communication to author, 4 May 2009.

Transfer of responsibility for the historic places program, which dealt with a number of the elements of the Historic Places Initiative, followed shortly thereafter. The nature of the 2003 transfer was different from the 1979 transfer to the Minister of the Environment because by 2003 Parks Canada was a separate agency (in effect, a “department” with special human resource and financial authorities) whereas in 1979 the Parks Canada organization was incorporated into the Department of the Environment.

In theory as well as practice, the Chief Executive Officer of the Parks Canada Agency reports directly to the Minister. In other words, the CEO does not report to the Minister through the Deputy Minister of the Environment.

In a small “p” policy sense, Parks Canada’s association with the Department of the Environment between 1979 and 1993 did not adversely affect the development of specific – as opposed to general -- cultural heritage policies, that is to say policies that flowed from the Minister’s responsibilities for various acts and authorities relating to cultural heritage such as the *Historic Sites and Monuments Act*. Indeed the 1994 National Historic Sites Policy and the Cultural Resource Management Policy were developed while Parks Canada was part of the Department of the Environment, although they were not formally approved and tabled in Parliament until March 1994 when Parks Canada was part of the Department of Canadian Heritage. That said, by 1993 the place of cultural heritage in the Department of the Environment was increasingly threatened by the department’s development of mission and vision statements that focused almost exclusively on the natural environment. Bureaucrats at the highest level in the Department of the Environment (and in other departments too) expended public monies on such activities, effectively supplanting Parliament by placing more emphasis on the direction developed in these paper exercises than on the mandates established for departments in legislation.

In a large “P” policy sense the situation has proved to be entirely different, especially since the transfer of the Parks Canada Agency to the Minister of the Environment in late 2003. Draft legislation had been prepared as early as 2003 – consisting of a single bill to enact two new Acts, one for National Historic Sites and the other for Historic Places. In 2007 the Auditor General Reported that Parks Canada had developed “a policy proposal to strengthen the legal framework for protecting federal built heritage.”¹⁰⁵ Nothing appears to have happened since then. One might speculate that one of the reasons for this lack of progress is the rather narrow view of some in the environmental movement inside as well as outside of government that the conservation of Canada’s historic places is not a valid environmental interest or priority.

The situation is complicated by the fact that an agency, not a department, is responsible for the development of policies and legislation for Canada’s historic places. This structural arrangement did not prove to be a problem when Parks Canada reported to the Minister of Canadian Heritage, since there was an obvious “heritage” subject-matter connection between historic places, the Heritage Minister, and officials in the Heritage department. Such a connection seems to be considerably more tenuous in respect of the Minister of the Environment, and non-existent in

¹⁰⁵ Auditor General of Canada, *February 2007 Status Report*, Chapter 2, “The Conservation of Federal Built Heritage.”

terms of the department's officials since the *Department of the Environment Act* defines the department's role solely in term of the natural environment (including water, air and soil quality), renewable resources (including migratory birds and non-domestic flora and fauna), water, meteorology, and boundary waters in respect of the natural environment.

Perhaps these administrative arrangements explain why Canada remains alone among the nations with which we normally compare ourselves, having no national level legislative protection for historic places. This raises the question of whether the transfer of control and supervision of the Parks Canada Agency to the Minister of the Environment created a structural impediment to the development and realization of a satisfactory legislative framework.

Five: Electoral Events. The succession of minority governments since 2004 has no doubt been a factor. Given the highly charged atmosphere in Parliament on environmental matters, it is not clear how opposition parties would react to the Minister of the Environment tabling legislation to enhance the protection of Canada's historic places. In any event, the Conservative Party has not shown any evident interest, except in respect of the National Trust. It did not reply to a questionnaire sent out by the Heritage Canada Foundation for the October 2008 election, and the Liberal Party's response focused on natural heritage, the protection of ecosystems and the development of a National Ecosystem Strategy for Canada with a goal of protecting a minimum of 50 percent of Canada's intact wilderness areas.¹⁰⁶ (According to the Directory of Federal Real Property, 89 per cent of federal custodial land is dedicated to natural resource conservation purposes, i.e., national parks, national wildlife areas, migratory bird sanctuaries, wildlife conservation areas and conservation areas.)¹⁰⁷

In retrospect, this might be seen as a missed opportunity for minority governments in that interest in heritage is not a partisan issue, or at least not a partisan issue in the way that other issues may be. This is demonstrated by the fact that all parties came together in 1985 to pass the *Heritage Railway Stations Protection Act*¹⁰⁸ and in 2008 to pass the *Heritage Lighthouse Protection Act*.

Unrequited policy, unfinished business ...

I began this essay by noting that legislation is the highest expression of policy in government, and concluded by noting that in evaluating the federal *policy* role in the conservation of Canada's historic places, the absence of comprehensive federal legislation dealing with National Historic Sites specifically, and historic places more generally, represented a significant policy failure – not simply because legislation would have been nice to have, but because the failure is magnified by what was accomplished elsewhere in the federal domain and in other jurisdictions between 1950 and 2000. Legislation may not be a panacea as some commentators have noted, but it provides the essential foundation upon which a successful heritage infrastructure is built. If this were not so, other jurisdictions and other federal government departments would not have invested the effort that they have in developing, enacting and implementing legislation in their areas of responsibility. The Auditor General of Canada has written that federal “built heritage

¹⁰⁶ <http://www.heritagecanada.org/eng/news/archive.html>

¹⁰⁷ See <http://www.tbs-sct.gc.ca/dfrp-rbif/introduction.asp?Language=EN>;

¹⁰⁸ The *Heritage Railway Stations Protection Act* was not proclaimed until 1988.

[is] at risk ... because of shortcomings ... in the legal protection framework,” that there is no legal protection for national historic sites administered by federal departments and organizations other than Parks Canada, that in the absence of a legal obligation for conservation these organizations cannot easily obtain funding for conservation interventions, and that there is a “need to reinforce the legal protection framework.”¹⁰⁹ This can only be accomplished through legislation.

The only government organization with the mandate to take policy leadership on this file is the Parks Canada Agency. By virtue of Section 4.(1) of the *Parks Canada Agency Act*, the powers, duties and functions of the Minister responsible for the agency “extend to and include all matters over which Parliament has jurisdiction, not by law assigned to any other department, board or agency of the Government of Canada, relating to

(a) areas of ...historical significance to the nation, including ... national historic sites, historic canals, historic museums established under the *Historic Sites and Monuments Act*

(b) heritage railway stations, federal heritage buildings, **historic places in Canada** [emphasis added], federal archaeology ...; and

(c) the design and implementation of programs that relate primarily to built heritage.

Section 5.(1) of the Act stipulates that subject to any direction given by the Minister, the Agency “shall perform the duties and functions that relate to” the matters enumerated under 4.(1), except for the making of regulations, and the power to make designations or appointments under the *Historic Sites and Monuments Act* and the *Heritage Railway Stations Protection Act*.

When the Parks Canada Agency was established, it was understood that the Agency would be responsible for operational policies and that the Department of Canadian Heritage would retain more general policy responsibilities. This is why the Historic Places Initiative was centred within the department, even though Parks Canada supplied much of the expertise for the project, which had, after all, begun under the aegis of the Secretary of State (Parks). With the transfer of control and supervision of Parks Canada to the Minister of the Environment, with the subsequent transfer of the Historic Places Program Branch from the Department of Canadian Heritage to Parks Canada, and as a result of amendments to the *Parks Canada Agency Act* and the enactment of related statutory instruments dealing with historic places in Canada and built heritage, Parks Canada was given a significant role for federal policy in respect of historic places that far surpassed any policy role it had previously possessed.

What is unclear is whether the Agency has the interest or the capacity to assume this policy leadership. If it does not, no other department will do so, since the statutory mandate resides solely with Parks Canada. One can only hope that the Agency is up to challenge.

¹⁰⁹ Ibid., paragraphs 2.8, 2.12, 2.31; *Report of the Auditor General of Canada*, November 2003, Chapter 6, Protection of Cultural Heritage in the Federal Government, paragraph 6.33.

What might legislation look like?

In the case of national historic sites, it would at the very least place a statutory obligation on custodians of the over 200 national historic sites owned by the federal government to ensure the commemorative integrity of these historic places; it would provide protection for all national historic sites (currently over 900) against adverse federal actions; and finally, it would make statutory provision to require all federal departments and agencies (including federal crown corporations) to give priority consideration to using national historic sites in carrying out their program mandates.

In response to those who might say that this would not do much or enough for local heritage, it should be noted that national historic sites are located in over 400 communities across the country, and they include buildings, streetscapes, historic districts and cultural landscapes that are invariably great sources of local pride.

In the case of historic places more generally, it would provide a statutory foundation (and hence greater certainty and permanence) for the Canadian Register of Historic Places and the *Standards and Guidelines for the Conservation of Historic Places in Canada*, as well as statutory protection for Federal Heritage Buildings, archaeological resources on federal lands (including federal lands under water). It would place obligations on all federal entities with respect to historic places listed in the Canadian Register of Historic Places, and it would provide legislative protection for World Heritage Sites in respect of federal actions.

Finally, it would equip the federal government to carry out its policy role in respect of the conservation of historic places in the 21st century.

3.9 Les pratiques fédérales en matière de conservation: 1950-2000 / Federal Conservation Practices: 1950-2000

Linda Dicaire, Conseillère spéciale, Commission de la capitale nationale / Special Adviser, National Capital Commission



Linda Dicaire
(Photo: C. Boucher, 2009)

Federal conservation practice – 1950-2000

Je signale le soutien particulier et la contribution importante de Lyne Fontaine, et tiens aussi à remercier les individus suivants qui ont partagé des informations avec moi: Victoria Angel, Lucie Bureau, David Caulfeild, Ken Elder, Peter Fallis, Lyette Fortin, Bill Hockey, Norman Hotson, Mona Lamontagne, François Leblanc, Robert Pajot, David Scarlett et Susan Buggy.

ABSTRACT

The relevance of federal conservation practice in the years 1950-2000 is immeasurable:

- it was informed, visionary and leading edge;
- it involved a remarkable scope of work – from engineering, architecture, landscape architecture, urban design and planning to recording, documentation, archaeology, historical research, artifact conservation, interpretation and more – ;

- it was carried out on an unprecedented scale ‘A Mari usque ad Mare’¹¹⁰, not to mention under the ‘sea’;
- it patiently mortared the stones of technique with multiple layers of far-sighted policy; and
- it resulted in a legacy that includes an scholarly body of work, a multi-disciplinary corps of professionals recognized within the nation and abroad, and a framework which continues to educate, shape and inform conservation within and outside the federal government.

Federal conservation practice associated with the built heritage unfolded between 1950 and 2000 in sync with the preoccupations of those five decades not least of which were economic stimulus, the environment and sustainable development. The federal attitude about the environment often found its counterpart in its relationship with built heritage, at the very least within the national parks system. Whether they were considered at the time of their conception, or in hindsight - successes or failures, whether their triggers were politically motivated or not, projects resulting from federal conservation practice deserve to be considered rungs in the ladder of ‘green’ thinking that Canadian society is climbing today, with issues of built heritage and environment increasingly, inextricably considered within a holistic approach and mindset.

Federal conservation practice was at no time static; it evolved over the years inspired by international trends and attitudes, by inclusive Canadian values, and lead by a dedicated, hard-driving team of caring individuals. The investment of dedicated, informed federal conservation practice yielded substantial public benefit ranging from a legacy of built heritage and programs, to an understanding of tangible and intangible heritage, to incalculable economic spin-off. As a collective body of work, federal conservation practice represents ‘a continuum’ that has contributed to shaping Canadian identity and that has breathed – and revealed - life in all sorts of fascinating places in the near and far regions of Canada.

¹¹⁰ From Sea to Sea

This paper uses a chronological account of pivotal conservation events and projects of the 1950-2000 period in order to give some idea of the magnitude of federal achievement and involvement, and a glimpse at the reality that sometimes not all arms of government were paddling their respective departmental canoes in the same direction. One department could be tearing down heritage while another could be trying to protect it. The selection offered here is personal. It does not, unfortunately, begin to do justice to the countless federal departments, corporations, agencies and other bodies, not to mention the individuals, associated with federal conservation practice. This is only the beginning of the story. Others need to join their voices to tell it more fully. The list of the many institutions that should be acknowledged is long. Of these, Parks Canada distinguishes itself prominently. Canadian Heritage, Public Works and Government Services Canada, National Defense Canada, Environment Canada, the National Capital Commission, the National Gallery of Canada, Canada Post Corporation, Central Mortgage and Housing Corporation, National Research Council Canada, Canada Lands Company and others, together with their consultants, represent a handful of those who have been substantially engaged meaningfully in conservation projects and partnerships, and that have moved federal conservation practice forward towards the value-based approach it is today and towards a future of possibilities.

Looking back can reveal past errors of judgment. The lens that we use to magnify our examination of the past is polished with present-day values. It is as easy to deride decisions of the past as it is to generously ascribe to them the values of their time. This paper prefers to avoid judgment - although some applause can occasionally be heard between the lines.

1950's

In 1951, the Royal Commission on National Development in the Arts, Letters and Sciences noted the imbalance of the Historic Site and Monument Board of Canada's (HSMBC) commemorative

program and recommended that more attention be paid to preservation. The HSMBC had been founded in 1919 as the “Advisory Board for Historic Site Preservation.”¹¹¹

The Historic Sites and Monuments Board of Canada was thus founded and it quickly “set about determining the most important historic sites in the country and deciding on appropriate ways of commemorating them. The usual method, but not the only one, was to place a bronze plaque on a stone cairn at a location connected with the place, person, or event being commemorated. Where the government owned a property, it often recommended some degree of restoration, as it did at Fort Beauséjour”.¹¹²

In 1953, the Historic Sites and Monuments Act established the HSMBC by statute, enlarged it, and gave it increased resources. An amendment in 1955 specified the power to recommend national designation for buildings by reason of their age or architectural design. Thereafter, it studied more Canadian built heritage, expanding the concept to include streetscapes, districts, gardens, and urban and rural landscapes.¹¹³

Demolition in the parliamentary precinct

Federal practice between 1950 and 2000 was not only about conservation; it involved demolition and desecration too. In 1955, the Supreme Court of Canada “a sorry dilapidated building on the western edge of Parliament Hill was demolished to make way for a parking lot...Nobody was particularly upset... It had been the Supreme Court of Canada from 1889 until 1945, and it was the only building on Parliament Hill to be deliberately demolished.”¹¹⁴ Today that site is occupied by an abysmal-looking vehicle-screening facility erected as a result of security

¹¹¹ Parks Canada - About the Historic Sites and Monuments Board of Canada History of the Board, see web site http://www.pc.gc.ca/clmhc-hsmbc/clmhc-hsmbc/clmhc-hsmbc1_E.asp. “A government program to identify and preserve significant aspects of Canada's history is established in 1919, “ when James B. Harkin, the Commissioner of Dominion Parks, persuaded the federal government to establish the “Advisory Board for Historic Site Preservation”.

¹¹² Parks Canada - About the Historic Sites and Monuments Board of Canada-History of the Board, see web site <http://www.pc.gc.ca/clmhc-hsmbc/clmhc-hsmbc/clmhc-hsmbc1>.

¹¹³ Parks Canada - About the Historic Sites and Monuments Board of Canada-History of the Board, see web site http://www.pc.gc.ca/clmhc-hsmbc/clmhc-hsmbc/clmhc-hsmbc1_E.asp.

¹¹⁴ PWGSC web site

concerns following 9/11. Public Works and Government Services Canada have a long-term plan¹¹⁵ which would improve this and other areas of the parliamentary precinct.

Old Québec

The 1955-1956 expansion of the Hôtel-Dieu hospital was carried out at the expense of a number of historic buildings in the old Québec and was facilitated by a municipal zoning amendment that permitted the proposed height relief. The work triggered public outcry. Pressures on all levels of government to better protect the city's legacy had been steadily mounting since 1950. The federal government eventually intervened through its own National Parks Branch together with the 'Commission des champs-de-bataille'.

In 1957-58, the Québec fortifications, the site of Cartier-Bréboeuf park and the 'Fort Numéro-Un' (i.e. Fort Number-One) in Lévis became part of the growing federal system of national historic sites.¹¹⁶ In 1958, the History Sites and Monuments Board of Canada (HSMB) designated 'La Maison Maillou' a national historic site. The values of the site were assigned to its associations, and to historical and architectural values. In keeping with the HSMB recommendation, Maison Maillou was restored to its 18th century appearance between 1958 and 1960. This restoration signaled the beginning of active federal participation and investment in the conservation of old Québec.¹¹⁷

Late 1950s and 1960s

In Ontario and Québec, the projects of the Department of Northern Affairs and National Resources Restoration Services Division¹¹⁸ ranged from Fort Mississauga, Murney tower, Fort Wellington, Fort Chambly, Fort Lennox, Maison Laurier, to Québec city walls and gates. In the

¹¹⁵ PWGSC, duToit Allsopp Hillier, Diamond and Schmitt, McCormick Rankin, Goldsmith and Borgal, Schollen + company, Weaymouth + Associates, *The Parliamentary and Judicial Precincts Site Capacity and Long Term Development Plan update 2006*, Ottawa

¹¹⁶ Christian Blais, Gilles Gallichan, Frédéric Lemieux et Jocelyn Saint-Pierre, *Québec Quatres siècles d'une capitale*, Les Publications du Québec, Gouvernement du Québec 2008, p.460-461

¹¹⁷ In 1990, La Maison Maillou became a 'Classified' Federal Heritage Building. Government of Canada website 400e anniversaire de la ville de Québec-2008 – La maison Maillou see web site <http://www.quebec400.gc.ca/histoires-stories/maillou-fra.cfm> (last modified 2007-11-08)

¹¹⁸ Department of Northern Affairs and National Resources, National Parks Branch, Engineering and Architectural Services

Western District, the main focus of activity was on Fort Langley, the Palace Grand theater, the White Pass and Yukon Route sternwheelers, and Fort Prince of Wales.¹¹⁹

Fortress of Louisbourg

In the Atlantic District, the work at the Fortress of Louisbourg National Historic Site must be singled out. This enormous initiative required in-depth, inter-disciplinary research: “For the first time a multi-disciplinary team of archaeologists, military historians, architects, engineers, and architectural technologists were assembled for the same project.”¹²⁰ The investigation produced an extraordinary historical and archaeological data base for this, one, particular 18th-century settlement including some 750,000 pages of documents and 500 maps and plans from archives in France, England, Scotland, the United States and Canada. Archaeological excavation yielded millions of artifacts as well as the ruins of fortifications and buildings.¹²¹ In 1961 the Government of Canada began the \$25 million dollar reconstruction of a good part of the town - buildings, yards, gardens and streets - and of the fortifications as they were during the 1740s.

Halifax Harbour Waterfront Buildings

In the thirty years following World War II, much of the Halifax waterfront became dormant. Parking lots overtook areas that had been home to marine-oriented activities. The great harbor that had given the city its life lost its luster.¹²² By 1966, Scotia Square was underway and plans for a highway system giving high speed traffic access to it were unfolding. The proposed Cogswell Street interchange intended to wipe out 1600 feet of existing commercial and marine related activity on the waterfront, including buildings declared in 1965 of national historic significance to the maritime history of Canada. They included the pre-1811 Privateers Warehouse, the 1820 Pickford and Black building, the 1823 Halifax Banking Company and

¹¹⁹ Ken Elder, A History of the Canadian Government Historic Sites Restoration Services -Extracts from a text written in February 2006 by Ken Elder, restoration architect, with contributions from Francois Leblanc (posted on the March 4, 2009 François Leblanc Curriculum Web site <http://www.icomos.org/-fleblanc> projects)

¹²⁰ Ken Elder, A History of the Canadian Government Historic Sites Restoration Services -Extracts from a text written in February 2006 by Ken Elder, restoration architect, with contributions from Francois Leblanc (posted on the March 4, 2009 François Leblanc Curriculum Web site <http://www.icomos.org/-fleblanc> projects)

¹²¹ http://fortress.uccb.ns.ca/parks/histry_e.html.

¹²² John Boileau *Where the Water Meets the Land-the Story of the Halifax Harbour Waterfront Waterfront development Corp. Ltd. 30th anniversary edition*, Waterfront Development Corp. Ltd. 2007

warehouse, the 1820s wooden store, the 1845-50 wooden store house and sail loft, and the 1855 Simon's office and warehouse.

To kickstart the conservation effort, “the (federal) government agreed and declared that it was prepared to participate in partnership with any responsible body and Halifax, to a maximum of 50% of the cost of the exterior renovation of the buildings. It took until 1974 before details were worked out and call for proposals issued for the restoration. Historic Properties Ltd. won the bid, two major tenants-the Nova Scotia College of Art and Design and Parks Canada - were obtained and the restoration (undertaken).”¹²³

This special collection of 19th-century stone and wooden buildings form a centerpiece on the Halifax waterfront today, and represent an example of public-private sector partnership in conservation.

Heritage Recording

Heritage Recording was born between 1966-68 to the Engineering and Architectural Services Division, National and Historic Parks Branch, Department of Indian Affairs and Northern Development (DIAND) with the *Interim Guide for Measuring, Recording and Drawing of Historic Structures* which informed the subsequent ‘as-found recording’ of national historic sites. The first buildings to be recorded were situated at Lower Fort Garry.¹²⁴

Architectural Component Reference Collection

In 1969, the Engineering and Architectural Division, under the Technical Services Branch of the DIAND salvaged architectural components from the demolition of sixteen towns razed to make way for the new Mirabel airport. The year 1971 marks the beginning of the organization and documentation of the collection. Over the next 14 years, material was added to the collection

¹²³ John Boileau *Where the Water Meets the Land-the Story of the Halifax Harbour Waterfront Waterfront Development Corp. Ltd. 30th anniversary edition*, Waterfront Development Corp. Ltd. 2007.

¹²⁴ Ibid

from national historic sites and other significant sites in Canada.¹²⁵ At its peak, the collection comprised over 2000 components documented with a filing card system.

1970's

“The Canadian Inventory of Historic Buildings (CIHB) was established as a research tool for the Historic Sites and Monuments Board”¹²⁶ This consisted of a national survey of historic structures. “Sampling historic building resources in every part of the country, Inventory teams examined and photographed pre-1880 buildings in the east and pre-1914 in the west. Between 1970 and 1976, the external characteristics of 169,000 buildings were recorded and computerized, making the Inventory an incomparable source of information on Canada's built environment for conservationists, restoration architects, planners and historians of Canadian architecture and building technology. The visual record (now consisting of over a million photographs) is rapidly becoming an historical source in itself, depicting almost daily demolition of the heritage”.¹²⁷

As the record grew, so did the federal knowledge and understanding of the complex make-up of Canadian heritage.

View protection

Urban design and view protection were also part of federal concern, activity and zone of influence. “In 1966, the rezoning for the first phase of Place de Ville development in Ottawa was successfully submitted to the Ontario Municipal Board. The resulting building broke the 150-foot height barrier by one hundred feet. It was largely as a result of the dramatic change in building heights policy, precipitated by this precedent setting OMB decision, that the City of Ottawa, the National Capital Commission and the Ontario Department of Highways commissioned the preparation of the *Ottawa Central Area Study*. ”¹²⁸ This study was based “on

¹²⁵ Ibid

¹²⁶ Henri Langlois – Observations about the federal heritage buildings review office March 30, 1992

¹²⁷ <http://journals.sfu.ca/archivar/index.php/archivaria/article/viewFile/10741/11627.html>

¹²⁸ National Capital Commission, duToit Allsopp Hillier, Centre for Landscape Research, University of Toronto, National Capital Views Protection, December 2002.

the dual premises of economic expansion and national symbolism” and sought as an objective “to ensure that Parliament Hill not be jeopardized by the tide of urban development”¹²⁹ In the face of a new threat, the NCC renewed its efforts to protect the unique visual qualities of the National Capital in 1990¹³⁰. It has continued to champion height controls and view protection to this day, in particular by making representation when Minor Variance sought from the City of Ottawa by proponents threaten protected views.

Granville Island

The history of Granville Island dates from the 1910-1920 decade, when it was created out of the dredged material from False Creek. It had been an industrial park and a manufacturing area, transforming goods that arrived by barge into products that were shipped out by rail.¹³¹ During the Depression, hundreds of families lived on Granville Island also known as mud Island. Dwellers of this shantytown settlement were “left alone by city officials until 1949 when 700 people were given eviction notices.”¹³² Eventually it became an overlooked, outmoded industrial area, until the federal government took control in 1972 and directed its redevelopment. The Canada Mortgage and Housing Corporation (the ‘CMHC’) was placed in charge and still is today. A master plan effort was launched.¹³³

Rather than make the island a park, the urban designers¹³⁴ persuaded CMHC to choose instead to make it into an “urban park”, consisting of a blend of new commercial/cultural and existing industrial uses with the overall aim of creating an array of attractions that would appeal to a wide range of people. The philosophy was to define public recreational pursuits so as to include not only walking or jogging, but shopping or drinking in a pub.

Because it was a federal project, including ownership of the land, redevelopment proceeded unimpeded. Work began in late 1976, free of local zoning controls, but according to a city-

¹²⁹ Ibid, page 11

¹³⁰ Ibid, page 19

¹³¹ Ann Breen and Dick Rigby, *Waterfronts Cities Reclaim their edge*, McGraw-Hill Inc. p.158-162

¹³² Granville Island history from the web site of the Model Trains Museum
<http://www.modeltrainmuseum.ca/trains/about/index.cfm>

¹³³ Ann Breen and Dick Rigby, *Waterfronts Cities Reclaim their edge*, McGraw-Hill Inc. p.158-162

¹³⁴ Hotson Bakker (Boniface Haden) Architects, Vancouver BC

approved concept plan. By the mid-1980's, there was a total of 750,000 ft.² of usable space, both old and new, housed on 42 acres, including a farmers market, a working cement plant, a major art and design college, a parking lot and a small hotel.¹³⁵

The design approach was sometimes low-key to the extreme as it chose to clad new buildings with corrugated metal, in the spirit of the industrial ancestors.¹³⁶ In its continued industrial activity-a cement plant and boat repair facilities-and celebration of its industrial heritage rather than its obliteration, Granville Island came to represent a top waterfront redevelopment achievement. No matter that some of this was strict pragmatism, "moving the cement plant would have taken half the original capital improvement budget, so it was a relatively easy decision to live with".¹³⁷

The redevelopment was launched with a capital grant from the federal government of \$19.5 million. Over the years, this was augmented by another \$20 million or so in public funds, including for educational and cultural facilities. Private investment is put at \$30 million in the buildup of the island's facilities.¹³⁸ The federal government now reaps over \$35 million a year.¹³⁹

Heritage Canada Foundation

In 1973, the Heritage Canada Foundation is created with initial funding from the federal government.¹⁴⁰ Its programs include:

- The Area Conservation Program focuses on the adaptive re-use of buildings within a district/area, for example the Old Market Square in Winnipeg.
- The Property Program involves joint ventures such as the restoration of the îlot St-Nicolas in Québec City's Lower Town.

¹³⁵ Ibid

¹³⁶ Ibid

¹³⁷ Ibid

¹³⁸ Ibid

¹³⁹ Granville Island history from the web site of the Model Trains Museum

<http://www.modeltrainmuseum.ca/trains/about/index.cfm>

¹⁴⁰ Ibid Henri Langlois – Observations about the federal heritage buildings review office March 30, 1992

- The Main Street Program runs between 1979 and 1994. It aims at revitalizing the central core of small and medium-sized towns, and at the same time preserving their historic buildings. Perth, Ontario, is the subject of the first case study and becomes a model for the program. A federal 8 million dollar investment ensures the implementation of its many projects over its 15 year lifetime.¹⁴¹
- The 1980 Heritage Regions Program seeks to help develop rural areas.¹⁴²

Publications

In 1974, a Parks Canada ¹⁴³document is produced (with the involvement of the Reader's Digest) to further assist with broadly promoting – inside and outside government- knowledge of architecture and by extension to preserve the architectural legacy: The Buildings of Canada A guide to pre-20th century styles in houses, churches and other structures¹⁴⁴ The publication is successfully distributed at large and becomes a popular reference document elevating common knowledge of heritage buildings.

Conservation Technology Manuals are undertaken.¹⁴⁵ The Manual on Conservation Technology as it is then known is organized into eight publications, including Conservation Process, Recording, Investigation and Analysis, Conservation of Building Materials, Conservation of Finishes and Decorative Materials, Period Construction Technology, Design, and Conservation Maintenance.

Cross-country undertakings

Conservation disciplines at DIAND were established with a focus on 'Restoration Research', 'Buildings and Structures', 'Restoration Engineering', 'Marine and Industrial Restoration', and

¹⁴¹ The Heritage Canada Foundation – About Heritage Canada web site
<http://www.heritagecanada.org/eng/about/hist.html>

¹⁴² The Heritage Canada Foundation-about Heritage Canada. Web site of the Heritage Canada Foundation
<http://www.heritagecanada.org/eng/main.html>. 2009

¹⁴³ 1973 National and Historic Parks Branch becomes 'Parks Canada'.

¹⁴⁴ Parks Canada-Barbara Humphreys and Meredith Sykes (with illustrations by Michael Middleton and with photographs from the Canadian Inventory of Historic Buildings) reprinted from Explore Canada Copyright 1974 The Reader's Digest Association (Canada) Ltd., Montreal.

¹⁴⁵ Ken Elder, A History of the Canadian Government Historic Sites Restoration Services -Extracts from a text written in February 2006 by Ken Elder, restoration architect, with contributions from Francois Leblanc (posted on the François Leblanc Curriculum Web site <http://www.icomos.org/-fleblanc> projects)

‘Operations / As-Found Recording’, ‘Project Planning’ and ‘Materials Research’, with a database for historical materials and methods of construction known as ‘Infothèque’ established in 1971.¹⁴⁶

The activities of DIAND continued to focus on long-range development plans for the Halifax Citadel, the Québec Fortification Walls, Fort Levis, Dawson City and others. Riel House became the subject of heritage recording.¹⁴⁷ Restoration designs were produced for the Engineer's Cottage and the Penitentiary / Warehouse at Lower Fort Garry, and for the reconstruction of the York boat at Lower Fort Garry.¹⁴⁸ A restoration proposal and specifications were developed in 1972 for the RCMP's ‘St.Roch’ focusing on marine restoration, and for the Commissariat Building in Newfoundland including landscape restoration.¹⁴⁹

Conceptual Development Proposals were prepared for Dawson City Historic Sites and Klondike Sites, and Klondike Gold Fields¹⁵⁰ and a preliminary restoration study was undertaken for Artillery Park in 1975¹⁵¹ Other key work included:

- *Rideau Canal Preliminary Site Study Series No. 7, Merrickville Lock, June 1976*¹⁵²
- *St.Antoine de Padoue Church, Batoche NHS Restoration Design*¹⁵³
- *Riel House NHS Architectural Analysis and Conservation Concept Report, July 1976, followed by the restoration design in 1977 and the subsequent landscape restoration.*¹⁵⁴
- *Design Guidelines for Historic Dawson circa 1977-8.* This work inspires the national Main Street Program established by the Heritage Canada Foundation. Perth, Ontario,

¹⁴⁶ Ibid

¹⁴⁷ Ibid

¹⁴⁸ Ibid

¹⁴⁹ Ibid

¹⁵⁰ Ken Elder, A History of the Canadian Government Historic Sites Restoration Services -Extracts from a text written in February 2006 by Ken Elder, restoration architect, with contributions from Francois Leblanc (posted on the curriculum site Web <http://www.icomos.org/>- fleblanc projects)

¹⁵¹ Ken Elder, A History of the Canadian Government Historic Sites Restoration Services -Extracts from a text written in February 2006 by Ken Elder, restoration architect, with contributions from Francois Leblanc (posted on the curriculum site Web <http://www.icomos.org/>- fleblanc projects) *La Redoute Dauphine, Parc de l'artillerie Parc historique national, Étude préliminaire à la restauration Avril 1975*

¹⁵² Ibid

¹⁵³ Ibid

¹⁵⁴ Ibid

becomes the first case study and a success story serving as a model for other similar undertakings.¹⁵⁵

In 1979, Parks Canada goes from DIAND to Environment Canada. Projects that unfold in the latter part of the decade include

- Riel House Annex Reconstruction Design 1979
- Riel House Landscape Development Plan 1979 combining landscape restoration with a contemporary outdoor ‘room’ with interpretation panels.
- *Lower Fort Garry Period Landscape Study* 1979 introducing the extensive, and innovative use of photographs of archival information and of archaeological vestiges within the landscape plans of the study to communicate the historic evolution and character of the site and of landscape areas of interest including the ‘agricultural’ and the ‘industrial’ areas situated outside the confines of the Fort.

Other projects of the decade included the following:

Les Forges du St-Maurice

Les Forges du Saint-Maurice enjoy the privilege of being the first site designated by the Historic Sites and Monuments Board in 1919.¹⁵⁶ They deserve their own prominent place in this account. If interpretation is the mezzo-soprano in the opera of historical research and preservation values, the interpretation of the Forges du St-Maurice represents most certainly the ‘Carmen’ of federal interpretation of national historic sites, at least as far as human ingenuity, engineering and the exploitation of natural resources are concerned.

The conservation work at Les Forges was daunting in more ways than one. From an engineering perspective, the stabilization of the massive 40-foot high, 120-ton chimney, ‘La Cheminée’,

¹⁵⁵ The Heritage Canada Foundation – About Heritage Canada web site

<http://www.heritagecanada.org/eng/about/hist.html>

¹⁵⁶ Louise Mercier : ‘Pour une lecture du temps’, *Ed. Continuité Numéro 83, Hiver 1999-2000*, Québec

called for 70-foot piles entrusted with the daunting task of ending all movement including a little magic trick to make the entire new sub-structure disappear.¹⁵⁷

From an architectural perspective, the challenge was a bird of another feather. Few architectural vestiges of the 18th century buildings survived. The values ascribed to the site at the time rested with the development stages of the foundry process and the community behind it. The option to reconstruct the first stages of development and to expose archaeological ruins was studied but was rejected in favor of a very different option. The winning concept sparked by Parks Canada staff but elaborated by a private architectural firm following a limited design ‘consultation’, used expressive volumes in contemporary form as symbols of the 150 year evolution of the foundry.

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The work was followed by the skilful drafting by the chief civil engineer of the story of the charcoal-dependant iron and steel industry at the Forges du St-Maurice, with all the overlapping dimensions of mining and metal works, geology, physics, hydrology, mechanical and civil engineering, forestry engineering and transportation – in a language accessible to the interpreters.¹⁵⁹

Bellevue House House and Gardens - Restoration

The Italianate dwelling Bellevue House and its grounds are restored by Parks Canada in the mid-70’s. Extensive historical research informs all aspects of the restoration. The work represents outstanding skill in faithfully restoring historic details from the pleasure grounds to the kitchen garden. Although landscape restoration at the Commissariat in Newfoundland had been undertaken earlier, Bellevue House Ontario becomes the ambassador for the idea of giving due consideration to the landscape and to the added value of landscape restoration to interpretation. Other similar restorations are triggered in the 1980’s across the country, for example Motherwell

¹⁵⁷ Ibid

¹⁵⁸ François Leblanc, curriculum site Web http://www.icomos.org/-fleblanc/projects/1971-1979_PC/p_pc_forges.html–Site historique national Les Forges de St-Maurice, Trois-Rivières, Québec, Canada, 5 mars 2009

¹⁵⁹ Achilles Fontaine, *Génie d’hier et aujourd’hui aux Forges du Saint-Maurice, Texte présenté aux Guides – été 1978*, Parcs Canada, Région de Québec, Division du Génie et de l’Architecture, Affaires Indiennes et du Nord, May 1978

Homestead in Saskatchewan and Argowan House in Prince Edward Island, collectively spurring interest in the study and interpretation of historic parks, gardens and landscapes.

Inverarden House – Preserving Layers of history

This house and grounds conservation project followed on the heels of Bellevue House. Modest as it was, the work represented the combined approach of preserving design intent, authentic fabric and layers of history.¹⁶⁰The 1816-1824 Regency style cottage was restored to that period but not its grounds.

Photographic evidence for the grounds was substantial circa 1917. The location of the driveway was a pivotal aspect of the discussion regarding the proposed options for the grounds. Archaeological investigation had determined that the earlier drive had been in a location different from the remnant driveway which had survived. The restoration of the earlier driveway would have required a substantial incursion into the small forest cover located within the confines of the National Historic Site boundaries which were different from those of the original McDonald estate. The surviving Picturesque character of the site hinged heavily on the forest cover's contribution to framing the property. The Picturesque qualities apparent in the 1917 photographs and assessed to have survived from an earlier period were consistent with the architectural style and were, therefore, identified as important to preserve. The existing resource, the driveway, was conserved with minor modification as an authentic artifact of the 1917 period.

Consolidation of the Québec city fortification walls¹⁶¹

The consolidation of the Québec City fortification walls, 5000 linear feet in length, on average 40 feet high and anywhere between 4 to 7 feet in thickness, began in the latter part of the 1970s and was completed in the early part of the 1980s. The consolidation of the exterior granite face, interior limestone face and intermediate rubble involved many techniques including the injection of cement-based grout. Archaeological investigation was the precursor of all work. One special

¹⁶⁰ Linda Dicaire Indian and Northern Affairs, *Inverarden House Historic Site Landscape Development Study*, Indian and Northern Affairs December 1977,

¹⁶¹ François Leblanc, curriculum site Web http://www.icomos.org/-fleblanc/publications/pub_quebec_walls.html (indicates prior publication of an article entitled *Consolidation of the Québec City Fortification*, François Leblanc, 1994)

aspect of the work involved the effort taken “to test and obtain scientific data on every step taken. Ultra-sound, radar waves, infrared scanning, and many others technologies were explored.

1980’s

Preservation, Restoration and Reconstruction

The 1980 *Parks Canada Policy* identifies three ways of protecting and interpreting historic resources:

- preservation: means to protect the form integrity and materials of historical resources;
- restoration: return of a historic resource to its original state, by means of the removal of later editions, and by the replacement of original components, which have disappeared in a manner that is as faithful as possible to the original:
- reconstruction: exact reproduction of historical works or objects which have disappeared.¹⁶²

Author’s note: The story of federal ownership of post offices and their conversion to meet modern needs in the 1980’s must wait until another time.

Lower Fort Garry

Masonry repair is undertaken on remaining original walls, but only after extensive wall dismantling and reconstruction demonstrates a loss of heritage character and a diminishment of heritage value.

Batoche

Challenges in the conservation of Batoche National Historic Site were not only associated with the restoration of the church and rectory, they extended to the best means to interpret and conserve the large territory of bush, pasture and agricultural land where the battle of Batoche had been fought, the handling of earthworks such as the historic zareba which were vulnerable to visitor movement causing erosion, and the relocation of part of a modern-day highway which proved to have evolved from an earlier trail. The alignment of the modern highway was,

¹⁶² Politique de Parcs Canada, Ministère de l’environnement, 1980

therefore, of historic interest, but its function – as a high velocity highway - conflicted with pedestrian flow across the site. The offending section of highway was re-directed and its bed downgraded to indicate the alignment of the historic path. Use and history were both respected. As with many sites there was a requirement for a visitor centre which was sensitively located with a visual axis on the surviving church. One concept studied but not elected for a centre consisted of straddling the archaeological vestiges of the old village. That option was not retained because its location was considered too distant from what were considered to be the more popular attractions.

The Royal Canadian Mint

In the early 1980's most of the traditional masonry walls of the Royal Canadian Mint were demolished in some areas, dismantled in others in order to reconstruct them in a manner that satisfied structural code requirements. The main entrance and towers were salvaged. The work was carried out without notifying Parks Canada and unfolded before the Federal Heritage Buildings Review Office was fully up and running.

Klondike National Historic Site

The authentic restoration of the cabin of poet Robert Service to its appearance during the time of his residency represented the combined skills of period engineering, period architecture and period landscape architecture. The most fascinating part of the ensemble was its association with humble, vernacular architecture and semi-wilderness setting. Ensuring an equivalent 'low-key' maintenance treatment – without the ubiquitous lawnmower - proved to be difficult. Many other buildings were restored in the special northern conditions of permafrost. In addition the restoration of industrial heritage such as the gargantuan dredge coupled with the restoration of naval heritage such as the SSKeno demonstrated the holistic approach to the conservation of this complex national historic site.

Fort Chambly

Fort Chambly was occupied until late 19th century when it was destroyed by fire and saved by Joseph Dion an individual who built a small museum in the abandoned west wing to tell the story

of Fort Chambly. This is a site where a combination of approaches to conservation was used. Some period reconstruction was used to satisfy the public expectation of another Louisbourg. The Montreal consultant architect developed the entire concept for the project described at the time as ‘restoration’. Today ‘restoration’ carries with it a different meaning. Indeed, the Parks Canada Agency and the Heritage Conservation Directorate, as they are currently known, may be credited with the conservation language generally used in Canada. Notably Canadians refer to ‘conservation’ whereas Americans use ‘preservation’.

The work at Chambly represents a range of existing circumstances which were reflected in a range of techniques. The work involved period reconstruction of the south wing similar to Louisbourg, with emphasis on authenticity, volumetric restitution of the east, west and north wings, and a range of other interventions. Although all standing interior ‘courtyard’ walls were intended to be retained, once poor masonry conditions were confirmed, the walls were dismantled and rebuilt using traditional masonry practices (vs. reinforced concrete). Grouting was used to stabilize all surviving perimeter walls. The North perimeter wall, which had collapsed in the 19th century, was rebuilt using a concrete block structure and masonry veneer. The east and west wings were rebuilt using a steel structure replicating the rhythm of the original structure.

Federal Heritage Buildings Review Office

Cabinet approves a policy on federal heritage buildings produced by the Federal Advisory and Coordinating Committee on Heritage Conservation.¹⁶³ From 1982 to 1989 the Federal Heritage Buildings Review Office (FHBRO) is established under Chairman Henri Langlois.¹⁶⁴ One of the first undertakings of the FHBRO is the establishment and management of the register of the Government of Canada Heritage Buildings. The introduction of the FHBRO has far reaching influence across Canada in all federal departments. The positive impact of the FHBRO on federal practice is huge. The eventual ‘code of practice’ informs all federal conservation practice and ensures a consistent, value-based attitude towards federal heritage buildings across the

¹⁶³ Henri Langlois – Observations about the federal heritage buildings review office March 30, 1992

¹⁶⁴ Henri Langlois – Observations about the federal heritage buildings review office March 30, 1992

board. The FHBRO introduces the use of ‘Heritage Character Statements’ to communicate key character-defining elements and values.

1984 Building codes

The National Research Council Canada publishes Canadian Building Digest CBD-230 entitled *Applying Building Codes to Existing Buildings* (A.T.Hanson)¹⁶⁵. The application of codes to heritage buildings begins to recognize that heritage buildings need special understanding and a more thoughtful approach if the values of heritage buildings are to be preserved beyond ‘facadism’. There is increasing willingness to consider the age and good condition of a building as a demonstration of having withstood the tests of time, and to view heritage buildings as valuable teaching tools – not only to inform a historic perspective but to understand how buildings work and perform under stress.

Heritage Railways Stations Protection Act

This Act is passed in 1985 and states that “Unless authorized by the Governor in Council, no railway company shall (a) remove, destroy or alter or sell, assign, transfer or otherwise dispose of a heritage railway station owned by it or otherwise under its control; or (b) alter any of the heritage features of a heritage railway station...”¹⁶⁶

Reassembly - restoration and reconstruction - of the Rideau Chapel in the National Gallery of Canada

The conservation of the Rideau Chapel is a complex story, involving the private sector, and many layers of government. It tells the unhappy story of demolition of fine architecture - in private hands - and celebrates determination, ingenuity and skill in the preservation and presentation of a ‘room’ lead by the federal government, championed by many individuals, and ultimately handsomely served by the private sector, a school – Algonquin College- and public and private sector restoration specialists.

¹⁶⁵ National Research Council Canada (publications) – Canadian Building Digest CBD- 230 see website http://irc.nrc-cnrc.gc.ca/pubs/cbd/cbd230_e.html.

¹⁶⁶ Department of Justice Canada, 1985 *Heritage Railway Stations Protection Act* http://www.pc.gc.ca/docs/bib-lib/pdfs/acts/hrspa_e.pdf.

In 1985, the National Gallery of Canada retained the firm Commonwealth Historic Resource Management Ltd. to inventory, clean, and prepare a strategy for the restoration of the components of the Rideau Street Convent Chapel, in concert with Parks Canada. Commonwealth restored the components, prepared them for reassembly, and installed them, including the massive wooden ceiling elements, in the Chapel's new location as the centerpiece of the National Gallery of Canada.¹⁶⁷

The interior decorations from this 1888 Chapel, previously part of the Convent of Our Lady of the Sacred Heart in Ottawa, were saved from the demolition of the convent in 1972 following its sale to Glenview Realty). The 1971 announcement of the demolition was denounced by many. The outcry ultimately gave birth to Heritage Ottawa.

The story is complex. In a nutshell a financially strapped National Capital Commission (NCC) cannot purchase the complex and seeks to negotiate a lease back arrangement with Glenview in order to save the convent. The plan fails. The Historic Sites and Monuments Board issues in 1972 a statement that the convent is in itself of no historic or architectural value but that the Chapel is of national significance, and that its owners should be encouraged to preserve it.¹⁶⁸ However, the Board refuses to erect a plaque citing that the Chapel is only eligible for its plaque in situ. The provisional designation is nevertheless granted by the Honorable Jean Chrétien on April 26, as a symbolic gesture. On April 28, the mayor of Ottawa asks for a stay to demolition. On May 6th, at 2AM, when everyone is sleeping quietly, the wrecking ball takes down the convent walls, sparing the Chapel wing. On May 12, the NCC announces that a salvage operation of the interior the Chapel has been undertaken thanks to a commitment from the National Gallery of Canada.

By the end of May 1972, students from Algonquin college have recorded the ensemble and collected some 1123 fragments of the décor of the Chapel. In the meantime the INA Parks Canada team has completed the heritage recording of the Chapel to facilitate its future restoration

¹⁶⁷ 2009, the National Gallery of Canada-the *Rideau Street Convent Chapel* (web site)

¹⁶⁸ Dossier Luskville, diocèse de Hull, Inventaire des biens culturels, ministère des Affaires culturelles, Québec

and re-assembly. Rising from the debris, in 1973, is the Heritage Canada Foundation mandated to communicate Canada's heritage and to promote its conservation.

The components of the Chapel were stored by the National Capital Commission. The marbled cast-iron columns, three altars, balcony, windows and soaring fan vaults were reassembled and restored as a reconstruction of the Chapel at the heart of the national Gallery of Canada.¹⁶⁹ The decision is made to present the original work of architect Bouillon as a work of art exhibited in a museum context, sufficiently complete to be legible removed as it is from its context. The restoration work seeks to preserve the traces of time, with the authenticity of patina preserved wherever possible. Some elements such as the chair rail were identified for inclusion, as were special finishes consistent with the overarching style. In addition, taking into account that the space provided by the National Gallery for this reconstruction was in the heart of the new building, away from exterior elevations, special provision was made for the back-lighting of the stained-glass windows.¹⁷⁰

Treasury Board Directive

Treasury Board issues its own directive to all government departments and agencies with respect to Federal Heritage Buildings in 1987. Everyone in the federal family is called upon to play together by the same set of rules.

National Parks Act Amendment

Amendments to the National Parks Act, 1988, formalizes into law the principle of "ecological integrity". The philosophy of National Parks with respect to ecological integrity unfurls at the dawn of a new era of discussions related to cultural landscape within the context of National Historic Parks and Sites.

¹⁶⁹ Luc Noppen, Musée des Beaux-Arts du Canada Au Musée des Beaux-Arts du Canada « Une des plus belles chapelles du pays », Ottawa, 1999

¹⁷⁰ Ibid.

The ‘libretto’ for Levels of intervention is written

Produced for Parks Canada (Environment Canada), 1988, the Heritage Conservation Program undertakes the ‘Tech manuals’ including a *Historic Site Design and Development Manual* consisting of a series of conservation studies introduced by *Levels of Intervention* (drafted by Julian Smith). Four categories represent increasingly severe treatment of the historic fabric:

1. Short-term protective measures
Interim protection.
2. Long-term development alternatives:
Preservation “as is” /stabilization
Modification:
 - to contemporary forms and detailing/rehabilitation and adaptive reuse.
 - to period forms and detailing/. Restoration.Replacement:
 - to contemporary forms and detailing/redevelopment
 - to period forms and detailing/reconstruction.”¹⁷¹

The *Historic Design and Development Manual* continued accordingly to discuss techniques of stabilisation of masonry to wood, concrete and iron/steel structures, to building components, historic machinery, historic vessels, archaeological sites, of the rehabilitation and restoration of same, and even gets into dismantling and reassembly of wood structures, stone structures and moving historic structures.¹⁷² All-in-all, a remarkable, sensitive, insightful and knowledgeable body of work written by the experts themselves mostly from the federal sector but from the private sector too.

Urban Design Study of the National Symbols in the Parliamentary and Judicial Precincts

The 1987 *Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development* document was produced for joint clients, the National Capital

¹⁷¹ Julian Smith, Public Works Canada for Environment Canada, *Historic Site Design and Development-Levels of intervention. 125/IV.1*, produced by heritage conservation program, architectural and engineering service, public Works Canada for environment Canada, Ottawa 1980.

¹⁷² Environment Canada Parks Canada/prepared by public Works Canada/Architecture and Engineering Services/Heritage Conservation Program, *Architectural Conservation Technology, Site Design and Development Volume 4*, 1988

Commission and Public Works Canada, by their consultants duToit Allsopp Hillier¹⁷³ as a planning and urban design document. It addressed and analysed the distinct character of the architecture and landscape of Parliament Hill as part of an urban design study, and was careful to look at the evolution of the plans for the Hill over time. The document was a turning point in the federal family's attitude about the Hill and set the stage for thinking about this complex of building and landscape from the integrated perspective of heritage, cultural landscape, ecology, urban design, street form and infrastructure. Over the years, the plan is amended, first in 2001¹⁷⁴, and then again in 2006 following an extensive, comprehensive consultation with all stakeholders.

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Rideau Canal Restoration

While the restoration of the Rideau Canal unfolded on a massive scale, mindful to respect the original intentions and construction of Colonel By, another challenge was raised with respect to the treatment of the Entrance Valley (Ottawa Locks). Several Parks Canada archaeological, historical and landscape conservation studies ensured a balanced approach to a landscape plan that re-established, where possible, the character defining elements of the historic landscape including topography.

1990's

Rideau Hall Landscape Conservation Study

This 1990 study of the grounds of the official residence of the Governor General of Canada was produced by Public Works Canada-Heritage Conservation Program for the National Capital Commission. The study broke new ground by threading the history of the grounds with the analysis of their existing conditions into a conservation approach of minimum intervention.¹⁷⁶ Unfortunately it failed to alter the course of a gubernatorial spousal project 'The Rose Garden'. The project – at its inception, before a design was selected, held the promise of great potential

¹⁷³ duToit, Allsopp Hillier, National Capital Commission and Public Works Canada, *The Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development*, 1987

¹⁷⁴ Hotson Bakker/Phillips Farevaag Smallemberg/Julian Smith for PWGSC, *Parliamentary and Judicial Precinct Plan 2001*

¹⁷⁵ Du Toit, Allsopp, Hillier for PWGSC, *Parliamentary and Judicial Precincts Long Term Development Plan – Plan update 2006*

¹⁷⁶ Linda Dicaire, Edwinna von Baeyer and Mark Laird, *Rideau Hall Landscape Conservation Study*, PWGSC Heritage Conservation Program for the National Capital Commission, 1990

but its location, proposed in the midst of the Picturesque estate's wooded entrance park, failed to respond to the fundamental historical structure of the grounds and their values. The ICOMOS Canada Historic Gardens and Sites Committee respectfully expressed - in no uncertain terms - its concerns to the Governor General of the day. The FHBRO managed with considerable difficulty to steer the project in a slightly different location closer to the open parkland. It was generally held in heritage circles that the intrusive nature of the rose garden did not achieve a good fit. The fundamental flaw in the concept was that it introduced a design where hard materials dominated the soft landscape, whereas at Rideau Hall the fundamental design attitude applied over time by successive generations of Governor Generals had been to preserve the dominance of the soft landscape. Eventually an encircling cedar hedge- which did not belong to the concept of the rose garden- was introduced by a later head gardener around it in the attempt of mitigating the visual impacts of the rose garden on character defining elements and areas.

The Rideau Hall Landscape Conservation Study eventually caught the eye of - and perhaps inspired- a subsequent Governor General, the Right Honorable Adrienne Clarkson, in a later term, to guide and approve a long-term landscape strategy for Rideau Hall as a residence, 'Canada's house', that welcomed the public to this national historical and living treasure, and which was not to be treated as a public park. This effort ultimately culminated in the *National Capital Landscape Design and Site Management Guidelines* produced by the NCC with its consultants, anointed by the FHBRO, and which is to inform future development.

Cultural landscapes

Cultural landscapes were defined in the early 1990's by Parks Canada in tandem with the UNESCO World Heritage Site development of criteria for defining and designating cultural landscapes.¹⁷⁷ Cultural landscapes became understood as representing design, associative and evolved values.

¹⁷⁷ Heritage Conservation Directorate representative Linda Dicaire (-Fardin) and Parks Canada representative Robert Hunter work together on drafting a definition of cultural landscape. Parks Canada representative Susan Buggie is substantially involved in the UNESCO adoption of definition and criteria for the designation of cultural landscapes of world heritage value.

The restoration of the Aberdeen Pavilion and federal grants

Although a municipal rather than a ‘federal’ project, the conservation of the Aberdeen Pavilion National Historic Site is mentioned in order to recognize another dimension of federal involvement: grants and contributions. Without federal and provincial grants, it is quite likely that the municipally-owned building would have been demolished. Indeed in 1991, Ottawa City Council had voted to demolish the building rather than pay the full restoration cost. The fate of the Aberdeen Pavilion became a major issue in the 1991 municipal election, and in 1992, City Council reversed its earlier decision and approved a compromise plan that saw the building refurbished to its original splendor and glory with funds from the Federal Government (Parks Canada) and Provincial Government & the Central Canada Exhibition Association.¹⁷⁸

In 1994 the Aberdeen Pavilion was completely refurbished by Tristan Construction under the supervision of Julian Smith Architect. The conservation project did not seek to alter the basic characteristics of this fair-ground, exhibition pavilion by introducing ‘foreign’ air-conditioning or heating to the building. By advocating uses that lent themselves to the building’s seasonal opportunities and constraints, a ‘gentler’ and more cost-effective restoration was made possible.

Summer Pavilion Parliament Hill

As a commemoration to police officers and security commissionaires who give their life or die while in service, plans for the reconstruction of the no-longer-extant summer pavilion were painstakingly prepared by a private consultant, heritage conservation architect Julian Smith, for Public Works Canada. This marked the first landscape restoration effort on the grounds of Parliament Hill. The Heritage Conservation Program¹⁷⁹ produced, shortly after, a landscape conservation study for the grounds of Parliament Hill to ensure a better understanding of the evolution of the grounds, to assign values and to guide future planning strategies.

The Chambers Project

The Chambers Project situates itself in a decade of important large-scale preservation and infill activity undertaken by (or for) the National Capital Commission together with consultants and

¹⁷⁸ http://www.lansdownepark.ca/history_en.html

¹⁷⁹ Heritage Conservation Directorate: John Zvonar and Joann Latremouille Landscape Architects

the private sector in Canada's Capital. The meticulous preservation and rehabilitation of the Classified Maplelawn House¹⁸⁰, a National Historic Site, and its conversion into a restaurant lead by the private sector (Peter Fallis with Architect Len Ward /Eliseo Temprano Architects), the large-scale infill of Byward Market parking lots (Groupe Lepine, and Properties Group with Architect Rod Lahey) to re-invigorate and enhance the character of the heritage district, and the infill of the former Daly Building Site at 700 Sussex Drive are essential to mention, with the latter projects representing appropriate infill of vacant lots as an essential component of the preservation of our cities – effectively filling in ‘missing teeth’.

The National Capital Commission ‘Chambers’ project is about private-public sector collaboration, urban renewal, about sensitive infill and good architecture, about the challenges of seismic retrofit and satisfying building codes, and it is also a demonstration of the added-value of the FHBRO review of intervention and of the place for determination when seeking to protect heritage values.

The design proposal for the federally owned lands which included a Classified and a Recognized federal heritage building was required to offer an imaginative and complementary solution for a new infill structure and for its integration with the heritage buildings as one complex, including all building systems. The developer who would be selected to undertake, design and build the project had to achieve the following design objectives:

- to reassert the prominence of this historic property on Confederation square (the three historic buildings share in the square's designation as a National Historic site)¹⁸¹;
- to enhance the ceremonial route streetscape on Elgin Street;
- to support the revitalization of nearby Sparks Street; and
- to create a vibrant people place, incorporating services and activities which are unique and central to the Capital experience”¹⁸²

¹⁸⁰ It is also important to mention the undertaking of the preservation of the walled garden of Maplelawn under the direction of Ann Faulkner and Nancy Smith who founded the ‘Friends of Maplelawn gardens’ who continue to this day to care for the walled garden on a volunteer basis, under an agreement with the National Capital Commission.

¹⁸¹ Standard Life 1995 pamphlet entitled ‘the Chambers heritage restored to life’

¹⁸² National Capital Commission, *The Chambers Site, a Ceremonial Route Project, A call for prequalification submissions*, p.5

The *FHBRO Heritage Character Statement* called for the traditional sequence of spaces from the exterior into the atrium and from there into the surrounding office bays to be respected, and for the surviving original detail to be enhanced.¹⁸³ The Central Chambers Building Project was also informed by the *National Building Code-Section 4/Canadian Standards Association* by the National Research Council Canada (1992).

The project was subject to the FHBRO review and to the review of the NCC staff and of its Advisory Committee on Design, a cross-country panel of accomplished design and planning professionals.

The winning proposal inserted a new 12-floor office building¹⁸⁴ behind the historic buildings with a large atrium behind the Chambers Building, exposing its long brick wall. The scope included major structural interventions, including seismic retrofit of the existing buildings to meet building code requirements. Initially, the developer's consultants recommended the demolition of the existing steel structure and wooden floor and its replacement with a completely new structural system. The demolition of the existing structure implied a total gutting of the interior fabric of the building. This would have resulted in a considerable loss of heritage value. Indeed, numerous character defining elements would have been destroyed. The FHBRO recommended approaching structural intervention in a spirit of repair and reinforcement and offered professional advice to address seismic requirements.¹⁸⁵ In the end, the back wall was used to act as the spine of the building, thus freeing the street façades from major structural interventions. It is important to note that this design could not have been implemented in the original project concept since the brick wall was to be exposed in the atrium.

The application of the class A office requirements had a major impact on the heritage value of the building. Most of the unusual commercial office floor layout was lost. Fortunately, the

¹⁸³ Public Works and Government Services Canada-Historic Places Program Branch NHSD, Study on the Application of Building Codes to Historic Places-Final Report, April 22, 2005, re. Seismic reinforcement p.5-5 1

¹⁸⁴ The architects for the new construction were Brisbin Brooke Beynon Architects

¹⁸⁵ Public Works and Government Services Canada-Historic Places Program Branch NHSD, Study on the Application of Building Codes to Historic Places-Final Report, April 22, 2005, re. Seismic reinforcement p.5-5 5

unusual configuration of the main stair, the vestibule and lobby were preserved. In the end, a creative engineering solution was found to meet both the seismic requirements of the building code and the class A office requirements.”¹⁸⁶

“Lessons learned:

1. Value of early and ongoing consultation. Regular meetings with the consultants, developer and FHBRO representatives were key in maintaining effective channels of communication.
2. Value of peer review. Peer review was instrumental in providing expert advice and new avenues to resolve the most challenging structural problems.
3. Value of creative and motivated engineering. In the end, the Chambers structural design was developed by local engineers. These engineers drew from the collective knowledge and built on newly acquired specialized knowledge.
4. The value of solving building code issues in a holistic manner with other disciplines. A new stairwell was required to meet the fire code; the walls of this stairwell provided key lateral resistance in the weakest direction.
5. Need to build on the existing strength of the building. Chambers had two seismically weak sides. Yet the back wall, which had very few openings, and despite the fact that it was a unreinforced masonry wall, could provide considerable seismic strength.
6. Minimal intervention results in substantial cost reduction. The selected seismic retrofit option was substantially less expensive than the originally proposed gutting and rebuilding.
7. The national seismic guidelines cannot be applied to buildings that have irregular geometry.
8. Removal of the original partitions of the buildings reduced significantly the inherent lateral strength of the building. Retaining interior partitions would have allowed for a lower level of structural intervention. For the Chambers Building, given the imperative removal of the interior partitions to meet class A office requirements, the end design is

¹⁸⁶ Public Works and Government Services Canada-Historic Places Program Branch NHSD, Study on the Application of Building Codes to Historic Places-Final Report, April 22, 2005, re. Seismic reinforcement p.5-5 5
200

believed to be the minimum intervention. For other unreinforced masonry buildings with a more typical and symmetrical geometry, the contribution of the partition wall to lateral resistance, could be significant enough to justify their retention.”¹⁸⁷

Having satisfied the requirements of the National Capital Commission and of the Federal Heritage Buildings Review Office, the building was inaugurated in 1995, with the insertion of a new handsome office tower which complements the alignments of the former buildings, makes a new contribution to downtown revitalization and also respects City of Ottawa View Protection bylaws which protect views to Parliament Hill.

Cultural Resource Management Policy

Advocating principles of minimal intervention, caution, honesty and fit, Parks Canada introduced an *Interim Policy on Cultural Resource Management* in 1990 and produced a definitive *Cultural Resource Management Policy* (the ‘CRM’) in 1994 as an integrated and holistic approach to the management of cultural resources. The CRM was applied to all activities that were considered to affect cultural resources administered by Parks Canada, whether those activities pertained primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them. Representing a holistic, customized approach to each project, the CRM required that “In managing cultural resources, Parks Canada will adhere to principles of value, public benefit, understanding, respect and integrity, and will proceed on a case-by-case basis. These principles are not mutually exclusive. They share common elements and work most effectively, when considered as a whole rather than individually.”¹⁸⁸

National Building Code

The National Building Code was produced in 1995 with a commentary on ‘previous satisfactory performance’.

National War Memorial

¹⁸⁷ Public Works and Government Services Canada-Historic Places Program Branch NHSD, Study on the Application of Building Codes to Historic Places-Final Report, April 22, 2005, re. Seismic reinforcement p.5-5 5&6

¹⁸⁸ Canadian Heritage Parks Canada, Guiding Principles and Operational Policies, Minister of supply and services Canada 1994

The National War Memorial was meticulously restored in the 1990's by Public Works and Government Services Canada and its consultants. After historical research revealed a better understanding of the design intentions of the artist Vernon March, the corrosion and patina of time was removed from the figures of the National War Memorial, Ottawa, and the monument returned to its appearance at the time of its inauguration with the understanding also that it would be rigorously maintained as such. The setting for the cenotaph was much enhanced by the implementation of improvements to Confederation Square by the National Capital Commission - as part of the Confederation Boulevard project linking Rideau Hall, Parliament Hill and national institutions on both sides of the Ottawa River carried out in the 1980's and 1990's. The work on the cenotaph was followed in the subsequent decade by the addition of the Tomb of the unknown soldier.

Grosse-île

The primary objective of this 1995-1998 Parks Canada project was the conservation and restoration of the existing complex of buildings to their condition at the 'peak' 1927 period of this human quarantine station which had been used for human disinfection between 1832 to 1937. The second objective was to open buildings to the public and to make all interior spaces accessible by setting up an exhibit on the distinctive theme of the historic site. This involved satisfying part three of the *National Building Code* as the buildings that were proposed to be open to visitation needed to satisfy occupancy conditions for gatherings of visitors.¹⁸⁹ The load-bearing adjustments to the structure and architectural interventions were painstakingly designed and sensitively implemented.

Cultural landscape study of the Rideau Canal corridor

Parks Canada and its national and international consultants produced in 1998 the '*Cultural landscape of the Rideau Canal Corridor Phase II Study*'¹⁹⁰, which took a first comprehensive look at the designed, associative and evolved landscape outside of the federal lands associated

¹⁸⁹ Studies on the application of building codes to historic places, Historic Places Program Branch Heritage Conservation Directorate PWGSC April 22, 2005

¹⁹⁰ Herb Stovel, Nick Adams, Barbara Humphreys, David Jacques, Jim Mountain, Meryl Oliver and Rob Snetzinger/consultants to Parks Canada- *The Cultural Landscapes of the Rideau Canal Corridor Phase II Study*, Parks Canada March 1998 (Her Majesty the Queen in Right of Canada by the Chief Executive Officer of Parks Canada March 1998)

with this extensive navigable waterway which runs between Kingston and Ottawa and which was to become a World Heritage Site in 2007.

2000's

Garrison Woods

Canada Lands Company (CLC) was created as a self-financing, federal Crown corporation to optimize the financial and community value obtained from surplus properties no longer required by the Government of Canada. The company has sought to “implement innovative property solutions to create strong and competitive communities where it operates. Since its inception, it has distributed hundreds of millions of dollars to the Government of Canada”.¹⁹¹ Having been re-activated by the Government of Canada in 1995, the CLC undertook in 2000 two legacy projects: Garrison Green and Garrison Woods.¹⁹²

Garrison Woods, a 176-acre (/71.2- hectare) portion of the former Canadian Forces Base Calgary site, was the first of the three CFB Calgary sites to be redeveloped. Formerly used for military housing, this site was transformed into a livable, inner city community. Garrison Woods contains over 1,600 housing units of various types and affordability levels, 70,000 ft² (6,500 m²) of retail space, institutional uses including two schools, together with recreational uses and open space to create a compact, pedestrian-friendly community based on the principles of smart growth and sustainable community design.

Some of the more unique features of Garrison Woods are its recognition of the value of existing buildings, the historic street pattern, and the mature vegetation. Over 400 former military housing units, as well as several community facilities, were reused and refurbished for integration into the design of the new community rather than being demolished and sent to the landfill. In addition, portions of the historic street pattern and hundreds of mature trees were retained or relocated. Garrison Woods also recognizes the site's military history by retaining existing street names and incorporating monuments that commemorate World War I battles fought by military units stationed in Calgary”.¹⁹³

¹⁹¹ Canada Lands Company - Featured Properties: <http://www.clc.ca/en/pr/default.php>.

¹⁹² Canada Lands Company see March 2009 website <http://www.clc.ca/en/oc/history.php>.

¹⁹³ Canada Lands Company - Featured Properties: <http://www.clc.ca/en/pr/default.php>.

In projects such as Garrison Green and Garrison Woods in Calgary, Garrison Crossing in Chilliwack, B.C., and the Village at Griesbach in Edmonton, CLC has taken steps to ensure that the military legacy of these former Canadian Forces bases is commemorated. Through street names, public parks and special monuments, CLC has honored those who served their country and paid tribute to men and women who have served in conflict zones around the world.¹⁹⁴

Conclusion

Federal activity in the conservation of Canadian heritage in the 1950-2000 period was incontestably important in scale, influence, complexity and diversity. The federal government was, overall, working –not in isolation- but in close co-operation and consultation with provincial and municipal governments, with NGOs, local communities, and with the private sector. All projects have cumulatively shaped our individual and collective understanding of heritage, and have lead to the value-based approach to conservation that is practiced inside and outside the federal government today.

The new millennium opened with a new and continuing range of significant federal projects across the country. This new era also carries with it the unrequited expectation of new federal leadership initiatives that will – when approved and rolling- not only be ‘good for heritage’ but will contribute to environmental sustainability and stimulate Canadian economy at an hour of international recession.

Let us hope that municipal, provincial and federal governments evaluate and put a figure on the important, cumulative domino benefits that are triggered by investment into heritage, such as job creation, growth and prosperity. The age old practice of penalizing improvement by taxing it, must make way for an approach that rewards investment in our built environment on the simple premise of its exponential, economic spin-off effect.

Linda Dicaire BSc BLA MA

Special Adviser – Heritage and Design Review- to the Executive Director

Capital Planning Branch, National Capital Commission, Ottawa

¹⁹⁴ Canada Lands Company Garrison Green <http://www.garrisongreen.com/en/homes/Renewed.php>.

3.10 L'approche du Québec dans la conservation des lieux historiques: 1950-2000 / Québec's Approach to Conserving Historic Places: 1950-2000

Gérald Grandmont, Consultant en patrimoine, Ministère de la Culture, des communications et de la condition féminine du Québec / Heritage consultant, Ministère de la Culture, des communications et de la condition féminine du Québec

Professeur associé à l'Université du Québec et Trois-Rivières et chargé de cours aux HEC.

CONSERVATION ET MISE EN VALEUR DU PATRIMOINE : UNE LONGUE MARCHÉ VERS LA NÉCESSITÉ D'UNE APPROCHE GLOBALE

Mon propos aujourd'hui sera de faire voir comment le développement du champ du patrimoine en a amené une complexification graduelle au cours du dernier demi-siècle. Cette complexification a été graduellement prise en compte dans les textes de loi concernant le patrimoine au Québec ainsi que dans les approches de protection et de mise en valeur. J'essaierai de montrer comment aujourd'hui cette complexification appelle une dynamique globale de sauvegarde.

On peut imputer cette complexification à plusieurs facteurs à la fois : d'abord à l'enrichissement des connaissances du domaine par la recherche universitaire notamment; puis à la mobilisation des milieux associatifs qui ont contribué à une prise de conscience plus large des citoyens; également au leadership des grandes agences internationales sensibles aux grands enjeux collectifs d'identité culturelle ainsi qu'aux professionnels du domaine qui ont régulièrement adapter leurs analyses, leurs propositions et leurs recommandations aux impératifs de la sauvegarde du patrimoine. Mais, on ne saurait passer sous silence l'apport des nouvelles connaissances extérieures au domaine, notamment en matière d'environnement et de développement durable. On verra comment plus avant.

L'ÉVOLUTION LÉGISLATIVE

C'est d'abord la notion même du patrimoine qui s'est considérablement élargie. Le rapport Arpin rendu public en novembre 2000 et intitulé « Notre patrimoine, un présent du passé »¹⁹⁵ décrit bien cette complexification graduelle dans le graphique de la page suivante. Quatre éléments, dans ce graphique, expliquent, à différentes étapes, la complexification du domaine : ce sont en 1952 l'apparition de la notion de sites historiques, en 1963, celui d'arrondissements historiques, en 1985, celui d'un pouvoir délégué aux municipalités et en 2000 l'apparition de la notion de paysage patrimonial et de patrimoine immatériel.

Les analyses successives de la Commission des biens culturels qui a pour fonction de conseiller le ministre témoigneront, au fil des ans, de ces changements tout comme l'évolution de la législation québécoise en matière de patrimoine a bien rendu compte de cet élargissement, tel que le montre le Livre vert de janvier 2008 intitulé « Un regard neuf sur le patrimoine ».¹⁹⁶ Ainsi, en 1952, les premières modifications apportées à la loi sur la Conservation des monuments historiques et des objets d'art ayant un intérêt historique et artistiques élargissent le champ d'action aux « monuments préhistoriques, aux terrains renfermant des vestiges de civilisation ancienne et aux paysages et sites présentant un intérêt scientifique, artistique ou historique ». Ces modifications mettent également l'accent sur un modèle de restauration restituant le style d'origine.

Il faut noter au passage qu'en 1952, le programme de restauration amorcé par Gérard Morisset se fonde sur la théorie de la *restauration stylistique*, inspirée de Viollet-le-Duc, c'est-à-dire en remontant au style d'origine de l'édifice.¹⁹⁷ Cette école de pensée était très répandue à l'époque; elle a l'immense avantage de rendre aux monuments leur valeur d'origine mais elle sera graduellement contestée du fait qu'elle nie les évolutions architecturales successives que sont susceptibles de connaître des bâtiments à travers le temps pour diverses raisons et ainsi

¹⁹⁵ Arpin, Roland, *Notre patrimoine, un présent du passé*, Proposition présentée à Madame Agnès Maltais, ministre de la culture et des communications, novembre 2000.

² *Un regard neuf sur le patrimoine, Livre vert sur le patrimoine*, Ministère de la culture, des communications et de la condition féminine, janvier 2008. Cette proposition est le résultat des travaux d'un groupe du ministère coordonné par Fernand Levesque et d'un Comité d'orientation présidé par Gérald Grandmont.

³ Brunelle-Lavoie, Louise, Gelley, Alain Kirjan, Cornéliu, *La passion du patrimoine*, les Éditions du Septentrion, Québec, 1995, pp. 69 et suiv.

escamotent une valeur historique apportée le plus souvent par des modifications d'usage. Mais l'idée importante de 1952, c'est celle d'introduire la notion de *site* du patrimoine. Le gouvernement de l'époque se montre ainsi conscient que des biens historiques peuvent être des ensembles situés sur un espace géographique donné qui comporte à la fois une valeur architecturale, paysagère et historique. Nous assistons ainsi à une première prise de conscience qu'un bien culturel peut être plus large qu'un seul bâtiment. C'est ainsi que la loi manifesterait un premier intérêt aux ensembles urbains que sont le Vieux-Québec ou sa Place-Royale.

La deuxième modification qui suivra en 1963 introduira alors le statut *d'arrondissement historique*, venant confirmer ainsi une volonté de protéger, au-delà des monuments, des ensembles urbains.

La loi sur les Biens culturels qui nous gouvernent encore aujourd'hui interviendra en 1972. Comme l'explique le Livre vert, cette loi opérera la fusion de trois lois, celle de l'Île d'Orléans, celle des Monuments historiques et celle de la Place-Royale. Elle introduira la notion de *biens culturels*, de *collection* de biens, appellera la mise en place d'un Registre des biens culturels, obligeant de la sorte de tenir un *inventaire*. La Commission des biens culturels, organe consultatif au ministre sera également créée. Enfin, en 1985, la loi sur les Biens culturels sera amendée pour donner timidement pour la première fois des pouvoirs de *citation* aux municipalités.

À rebours, on peut faire le constat que la loi actuelle a introduit une notion de territoire, par *l'aire de protection*, *l'arrondissement historique* ou *l'arrondissement naturel*, cette notion venant s'ajouter aux notions traditionnelles de bâtiments et d'objets. Cette évolution est remarquable, lorsqu'on pense aux difficultés qu'il a fallu surmonter pour en arriver à une loi avec une semblable portée.

Ces approches législatives successives ont eu surtout pour effet de construire et de renforcer la responsabilité ministérielle du titulaire de la Culture au gouvernement du Québec. L'approche

lyrique de 1922 visant la protection des monuments historiques pour leur pouvoir de commémoration se mutera peu à peu en responsabilités administratives publiques plus fermes.

Par ailleurs, dans l'univers des municipalités, nombre de lois et de réglementations sont intervenues depuis 1979 pour donner du corps et des autorités aux villes. Bien que la Loi sur l'aménagement et l'urbanisme, adoptée cette année-là, ne mentionne pas spécifiquement le patrimoine, elle fournit aux municipalités le pouvoir de réglementer l'utilisation du territoire et la protection de leur patrimoine. Cette loi oblige les municipalités à planifier le développement de leur territoire et elle propose des outils en conséquence : le schéma d'aménagement et de développement pour les Municipalités régionales de comté (MRC) et le plan d'urbanisme pour les villes.

À ces outils généraux s'ajoutent le Règlement sur le plan d'implantation et d'intégration architectural (PIIA) lequel permet d'assujettir certains territoires et certains types de projets à un évaluation qualitative des impacts sur ce même territoire; le Règlement sur les plans d'aménagement d'ensemble (PAE), lequel précise les critères d'évaluation auxquels sont soumis les projets de transformation d'un îlot ou d'un ensemble de bâtiments (vg. la transformation d'un ensemble conventuel à d'autres fins); le Règlement sur les projets particuliers d'urbanisme (PPU), lequel, à son tour, permet de déroger au plan d'urbanisme sous certaines conditions tout en respectant le milieu environnant (vg le quartier des spectacles à Montréal).

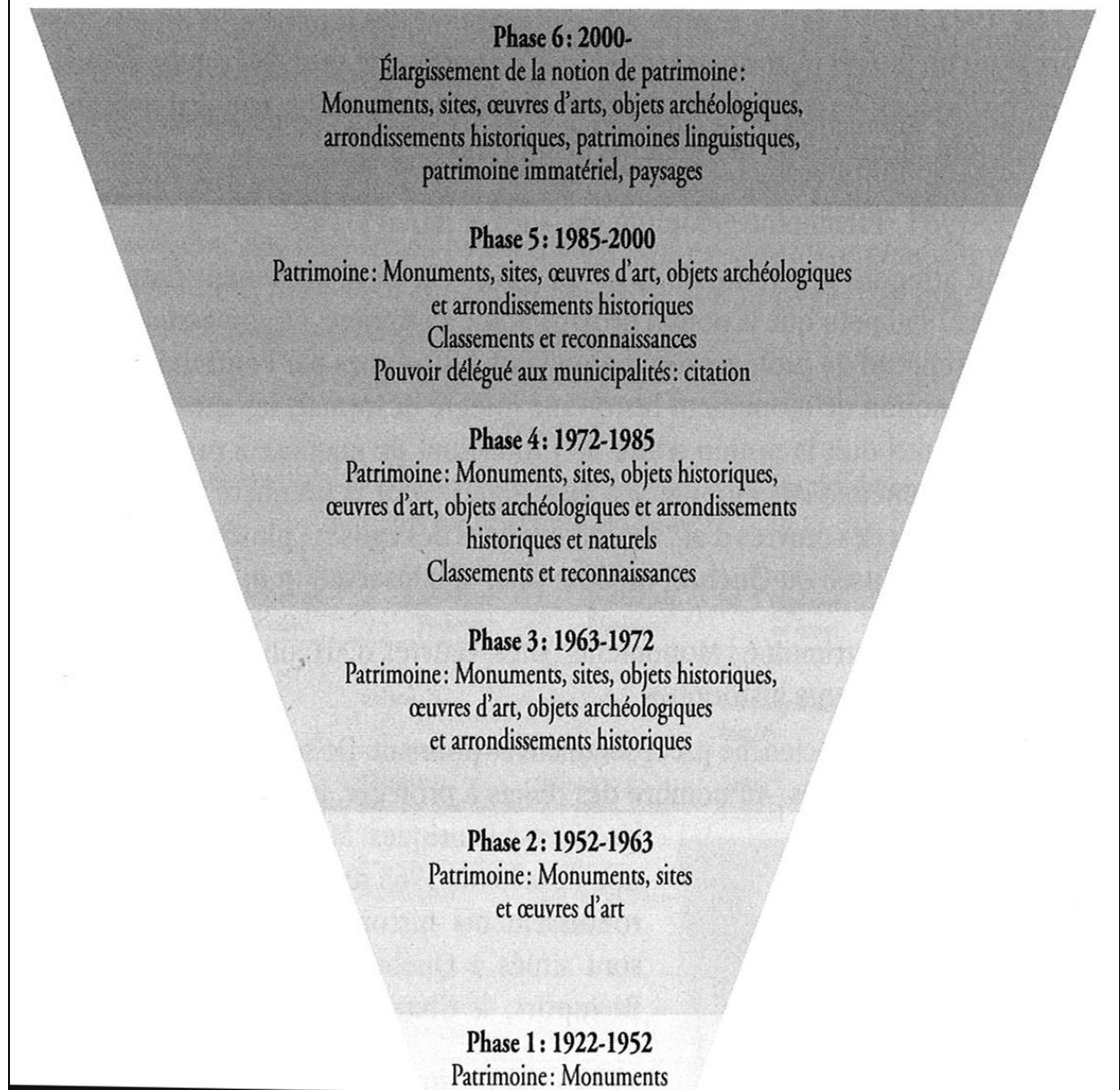
Ces outils d'urbanisme, on le voit, offre une panoplie de moyens aux municipalités pour intervenir dans le champ du patrimoine en plus des dispositions de la Loi sur les biens culturels. Ils montrent à l'évidence que le patrimoine est autant une affaire de territoire que de biens culturels et que sa protection est imbriquée dans l'ensemble des questions d'aménagement et d'urbanisme.

Pour terminer sur le chapitre législatif, mentionnons que la Loi sur la qualité de l'environnement adoptée en 1972 prévoit, depuis 1981, qu'un initiateur de projet doit procéder à une étude d'impact environnemental, laquelle étude doit prendre en considération le patrimoine historique

et archéologique du milieu concerné. En outre, la Loi sur la conservation du patrimoine naturel vise aussi la protection des *paysages humanisés*, lesquels se définissent par les composantes naturelles des lieux façonnés à travers le temps par des activités humaines en harmonie avec la nature. Enfin, en 2006, le gouvernement optait pour une Loi sur le développement durable, laquelle inclut dans ses principes spécifiquement la protection du patrimoine culturel.

Ce rapide tour d’horizon du corpus législatif du gouvernement québécois apparaît, avec le temps, avoir propulsé la sauvegarde du patrimoine dans un univers à la fois social et économique aussi bien que culturel. Au point qu’il nous arrive de penser que la notion identitaire procède désormais aussi bien de la conjoncture sociale que de la structure culturelle. De nouveaux enjeux se font ainsi jour : respect de la mémoire dans un contexte de sauvegarde des ressources, développement économique dans un contexte durable, protection du paysage humanisé en balisant les fonctions sociales, économiques et culturelles du territoire, interaction des responsabilités culturelles, économiques, urbanistiques et environnementales. Cette lecture, induite par l’évolution législative, appelle désormais un nouveau mode de concertation entre les acteurs publics, en particulier les ministères du gouvernement. L’organisation en silo des ministères, du point de vue du patrimoine, a désormais de moins en moins droit de cité.

Évolution de la Loi sur les biens culturels et du concept de patrimoine



LE PARTAGE DES RESPONSABILITÉS

Le tableau qui suit, également tiré du Rapport Arpin, présente le partage des responsabilités des acteurs du patrimoine, selon les différents niveaux de reconnaissance. Patrimoine mondial, patrimoine fédéral, patrimoine québécois, patrimoine régional et local et patrimoine familial. On sent, derrière cette hiérarchisation du patrimoine, une volonté des auteurs du rapport d'établir les

responsabilités selon le niveau de reconnaissance, ce que, du reste, proposera le rapport. La réalité s'avère cependant plus complexe et les niveaux s'interpénètrent entre eux. Ainsi, le site du patrimoine mondial à Québec appelle des décisions et des orientations aussi bien de la ville que des gouvernements car la symbolique des lieux se prête naturellement à une pression publique des citoyens dès qu'un projet de transformation des lieux se présente.

Il en va de même du patrimoine familial dont la portée et la valeur peut commander aussi bien des gestes de reconnaissance ou de protection de la part du législateur ainsi que des mesures de soutien par la suite.. Tout comme nous avons pu observer qu'un statut accordé par une ville n'a pas d'effet exclusif et le gouvernement peut très bien, pour des raisons légitimes de reconnaissance de la valeur nationale des biens ou des lieux, accorder à son tour un statut.

Ce tableau, présenté comme un essai de classification, a l'avantage de faire voir à son tour, à la suite du corpus législatif, la complexité du domaine et l'interaction indispensable entre les partenaires concernés à des degrés divers. Il vient, en quelque sorte, compléter le graphique précédent qui expose la complexification du champ du patrimoine, en illustrant les niveaux de responsabilités et en pointant les acteurs concernés directement.

Nous savons aujourd'hui que la gouverne du patrimoine appelle, de l'intérieur, des *plans de conservation* explicites sur les motifs de protection et sur les valeurs patrimoniales à conserver et, de l'extérieur, des *études d'impact patrimonial*, tout comme nous avons pris l'habitude de conduire de semblables études en matière d'environnement. Que la gouverne du patrimoine passe par un partage des responsabilités interconnecté entre les acteurs. Toute nouvelle législation, comme d'autres administrations de l'OCDE l'ont fait au cours des récentes années -je pense ici à la Grande Bretagne, au Queensland en Australie, à l'Ontario au Canada -, doit prendre en considération ces dimensions et prévoir des dispositions pratiques qui permettent de conjuguer ces nouveaux impératifs de gestion avisée du patrimoine.

Au printemps et à l'été 2008, j'ai eu l'occasion d'accompagner la Ministre de la culture, des communications et de la condition féminine dans des consultations publiques qui se sont

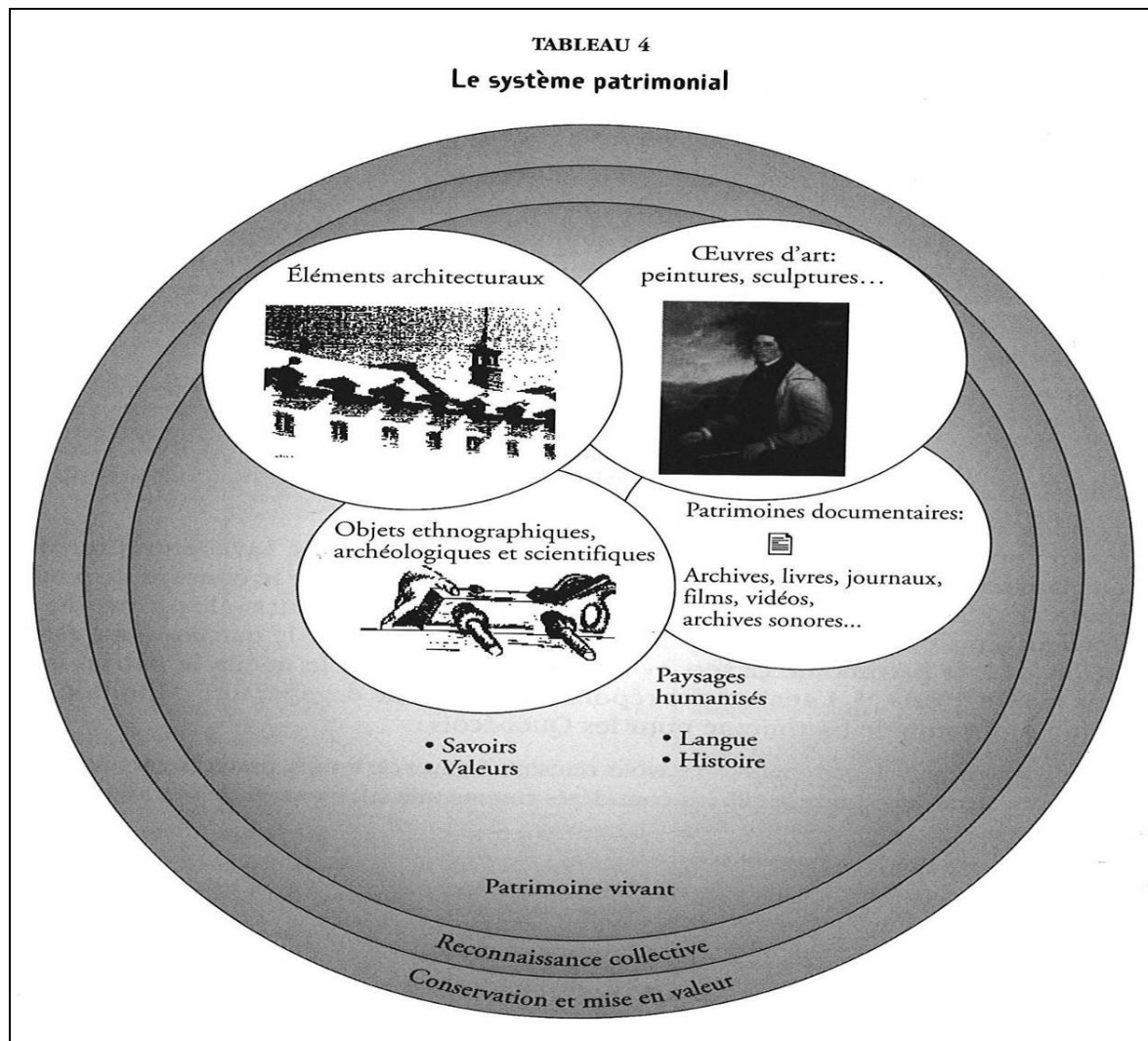
échelonnées sur plus de cinq mois à travers le territoire du Québec. Nous avons rencontré des élus municipaux, des représentants des milieux associatifs, des entreprises, les milieux autochtones, le patrimoine religieux. Au cours de ces consultations, pratiquement tous se sont montrés motivés par la protection du patrimoine, ont exposé la complexité du domaine, ont souhaité des allègements administratifs tout en exigeant à la fois rigueur, exemplarité de l'État et transparence dans les processus.

TABLEAU 1
Les responsabilités des acteurs du patrimoine, selon les différents niveaux de reconnaissance¹⁰

	Patrimoine mondial	Patrimoine canadien Fédéral	Patrimoine Québécois National	Patrimoine régional et local	Patrimoine familial
Niveau de responsabilité	UNESCO	Gouvernement fédéral	Gouvernement du Québec	MRC Municipalités locales	Familles Collectionneurs
Structure décisionnelle	Le Centre du patrimoine mondial à l'UNESCO	Ministères : Patrimoine Canada Environnement	Ministère de la Culture et des Communications	MRC Conseil municipal	
Législation	Convention du patrimoine mondial	Loi fédérale	Loi sur les biens culturels	Loi sur les biens culturels	
Organisme consultatif		Commission des lieux historiques	Commission des biens culturels	À préciser ¹¹	
Partenaires	Pays dépositaires des biens			Organismes régionaux	
Institutions		Musées d'État et institutions canadiennes	Musées d'État et institutions québécoises	Musées régionaux et centres d'interprétation	

10. Le tableau présenté ici doit être vu comme un essai permettant de départager les niveaux de responsabilité. La nouvelle loi devrait préciser les distinctions entre les niveaux suivants : national, régional et local.

LE SYSTÈME PATRIMONIAL



Le système patrimonial présenté par le Rapport Arpin est un véritable système culturel, social, économique, urbanistique et environnemental. Toutes ces dimensions s'interpénètrent pour donner un système organique. Il n'est plus possible de lire et de protéger le patrimoine sans prendre en compte ces différentes facettes. D'un point de vue patrimonial, un bien culturel peut être un bâtiment (la maison Kriegoff), un personnage, une architecture, une collection muséale, des archives, des biens mobiliers. D'un point de vue social et économique, ce peut être une histoire sociale, des événements, un attrait touristique, une référence dans un quartier.

Il faut donc instruire la connaissance de telle manière qu'elle permette ces liaisons et transferts et organiser la gestion en articulant l'accès à l'ensemble de ces dimensions. Cela implique qu'un leadership est assumé en ce sens quelque part, en l'occurrence le ministère de la culture, des communications et de la condition féminine.

LE SYSTÈME D'INFORMATION PIMIQ

Le ministère a conçu une architecture informatique et télématique qui puisse rendre compte de ces aspects et qui soit accessible en ligne à l'utilisateur. C'est le système PIMIQ : patrimoine immobilier, mobilier, immatériel du Québec.


PIMIQ est à la fois, dans son architecture, un système de gestion, un système hiérarchique, un système documentaire et un système contributif.


PIMIQ
ÉTAT DES LIEUX
ET PERSPECTIVES DE DÉVELOPPEMENT

PIMIQ : un système ministériel de gestion

- **Bien**
- **Intervenant**
- **Travaux**
- **Réduction de taxe**
- **Transfert de données vers des partenaires**
- **Aliénation**


Culture,
Communications et
Condition féminine
Québec


 **PIMI**
ÉTAT DES LIEUX
ET PERSPECTIVES DE DÉVELOPPEMENT




PIMIQ : un système hiérarchique

- **Un emboîtement géographique**
- **Un emboîtement de statuts juridiques**


Culture,
Communications et
Condition féminine
Québec 


 **PIMI**
ÉTAT DES LIEUX
ET PERSPECTIVES DE DÉVELOPPEMENT




PIMIQ : un système documentaire

- **Les usages**
- **Les personnages, événements et organismes**
- **Les dates**
- **Les nomenclatures des biens mobiliers**

Culture,
Communications et
Condition féminine
Québec 


PIMIQ
 ÉTAT DES LIEUX
 ET PERSPECTIVES DE DÉVELOPPEMENT



PIMIQ : un système contributif

Collaboration en cours :

- Ville de Québec : synthèses historiques
- Assemblée nationale : collection Chauveau
- Université de Montréal : collection Baby
- UQÀM : guide d'élaboration de chaînes de titre

Collaborations envisagées :

- Ville de Montréal : synthèses historiques
- Société des musées québécois : biens mobiliers religieux

Culture,
 Communications et
 Condition féminine
Québec 

En organisant de la sorte l'information, le ministère cherche à demeurer conséquent avec une lecture contemporaine du patrimoine. Il met graduellement en place les outils appropriés à cette lecture.

CONCLUSION

L'évolution des cinquante dernières années est considérable, considérant le point de départ. Sa relecture commande pratiquement naturellement une nécessaire modernisation de la protection du patrimoine. Cette modernisation passe notamment par une nouvelle loi du patrimoine culturel qui viendra remplacer l'actuelle Loi sur les biens culturels.

Cette loi devra :

- Permettre de contextualiser la protection des lieux historiques d'un point de vue documentaire, urbain, social, paysager et économique.
- rendre explicite des plans de conservation qui décrivent les motifs de protection et les valeurs à protéger
- partager les responsabilités entre les acteurs internes au gouvernement, soit les ministères et organismes et du gouvernement avec les municipalités et les milieux associatifs
- favoriser une approche d'appropriation par les citoyens par des gestes de valorisation et de commémoration ainsi que par des actions de consultation, d'éducation et de mise en valeur
- introduire une mesure de l'impact patrimonial des projets économiques de développement.

C'est là un défi de taille de réussir à concerter les acteurs et à implanter une nouvelle responsabilisation collective. Le gouvernement a réussi à le faire par le passé. Il est pour ainsi dire à nouveau condamné à la même réussite.

Session 4: Conserver les lieux historiques canadiens: la contribution des communautés et des O.N.G.s

Session 4: Conserving Canada's Historic Places: the Contribution of Communities and NGOs

Président / Chair : Mario Dufour, Président, Commissions des biens culturels, Gouvernement du Québec / President, Commissions des biens culturels, Gouvernement du Québec

Rapporteur 4 : Marianne Trottier-Tellier, Étudiante M.Sc.A – Conservation de l'environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l'environnement bâti, Université de Montréal

3.11 La Fondation du patrimoine canadien / Heritage Canada Foundation

Natalie Bull, Directrice exécutive, Fondation du patrimoine canadien / Executive director, Heritage Canada Foundation



Natalie Bull
(Photo: C. Boucher, 2009)

The Heritage Canada Foundation: Helping Canadians Keep Historic Places Alive by Natalie Bull

Abstract

Created in 1973, and given the mandate to "preserve and demonstrate and encourage the preservation and demonstration of the nationally significant historic, architectural, natural and scenic heritage of Canada with a view to stimulating and promoting the interest of the people of Canada in that heritage" the Heritage Canada Foundation has raised awareness for heritage conservation, restored more than seventy-five heritage properties across Canada, and engaged Canadians in keeping their own historic places alive. The Foundation has successfully encouraged governments at all levels to adopt programs, policies and legislation for the protection and stewardship of historic places, heritage buildings and cultural landscapes. Programs like Main Street Canada left their mark on our communities, and trained a generation of heritage practitioners.

Full Article

The Heritage Canada Foundation (HCF) was created by Government as the National Trust for Canada on March 28, 1973. It was an important outcome of the 'identity-shaping' period of Canada's Centennial celebrations, which had focused Canadians on the value of the past as never before. It was also a response to the senseless demolition of buildings like Montreal's Shaughnessy Mansion and the effects of the urban renewal movement that was destroying the character of so many of our downtowns.

The Honourable Jean Chrétien, Minister of Indian and Northern Affairs, was responsible for appointing HCF's first Chairman and members of the Board of Governors, as well as establishing an endowment fund to provide income for the organization. Given the capacity to protect lands, buildings and national treasures, and the ability to receive donations and contributions, HCF has been managed and directed by private-sector individuals, and is independent from Government.

The Foundation was created with a very broad mandate:

"...to preserve and demonstrate and to encourage the preservation and demonstration of the nationally significant historic, architectural,

natural and scenic heritage of Canada with a view to stimulating and promoting the interest of the people of Canada in that heritage.”

The first board, led by the influential first Chair Hartland M. MacDougall, and staff under appointed Director RAJ Phillips invested significant thought and study into that challenging two-part mandate, which includes doing as well as encouraging others to act. Because Canada was notably late among other nations in creating a National Trust, the new organization had the opportunity to learn from the experiences of other mature National Trusts worldwide. The UK National Trust, for example, was almost 80 years old when HCF was created, and HCF’s Board was well aware of that organization’s laudable mission to achieve “the permanent preservation of the country’s most beautiful and historic places for the benefit of the nation.”

Through their research, which included the study of conservation organizations in 36 countries, as well as assessment of Canada’s existing programs and policies, three important Canadian realities ultimately shaped the path that Canada’s new National Trust, the Heritage Canada Foundation, would pursue.

First, on the question of whether the new organization should protect lands as well as buildings, it was determined that existing national agencies like Parks Canada and the Nature Conservancy of Canada were already in place and successfully working to conserve the natural landscape through world-class policies and programs. Conversely, the Board noted there was very little in place in Canada to ensure the protection of buildings, compared to every other country studied. Thus, the historic built environment became HCF’s strategic and deliberate focus.

Second, the ‘environmental scan’ of Canada’s built heritage sector found an already-extensive network of established heritage conservation groups – something that older National Trusts had not faced. Accordingly, the founding Board of Governors was explicit in stating that HCF would define a role for itself that would complement, and not compete, with existing heritage organizations.

Finally, on the question of whether the new organization would set about acquiring property in traditional National Trust fashion, the founding Board acknowledged the following: that Canada lacked the powerful tax levers that incited the British landed gentry to donate property to a National Trust; that Canada's architectural and philanthropic traditions reduced the likelihood of many well-endowed estates of national significance being donated or bequeathed; that other National Trusts were struggling to manage the expense of maintaining their large historic property portfolios; and that in a country as large as Canada, one could never turn the tide of widespread demolition and neglect by simply acquiring a collection of historic sites. The Board determined that HCF would work to engage as many Canadians as possible, demonstrate good conservation practice, and catalyze local action and investment.

Investing in Conservation

Accordingly, instead of creating a National Trust predicated on a collection of preserved house museums or tourist attractions, HCF set off on a new path to demonstrate the viability of rehabilitating and repurposing old buildings, launching an innovative program of 'Area Conservation' to invest in strategically important buildings and groups of buildings across the country, with the goal of catalyzing interest, attracting private investment, and ultimately sparking revitalization of entire communities. Edmonton's Old Strathcona area, a boom town-era neighbourhood which had faced possible destruction in the 1960s, became one of the first participants in HCF's Area Conservation Program in 1974. Soon after, HCF invested in St John's to help stem the tide of urban renewal in that historic city. Other Area Conservation projects benefited places like St. Andrews-By-The-Sea, Annapolis Royal, Barclay Square in Vancouver, and Winnipeg's Exchange District. In many cases HCF's investment was conditional on the creation of local legislation that would ensure ongoing protection of heritage resources.

In January 1975, HCF launched a Revolving Mortgage and Loan program, providing low interest loans and bridge financing to heritage organizations engaged in heritage rehabilitation projects. The largest single loan was made to assist local efforts to save Cobourg's Victoria Hall, which later received a National Award of Merit from HCF for the restoration of the Grand Concert Hall to its former Victorian grandeur. The Yukon Hotel in Dawson City and the Hartz-O'Halloran

Row on George Street in Charlottetown are two of some 75 heritage properties that benefited from HCF investment (sometimes acquisition), development and eventual sale – almost always with a protective covenant in place. Catherine Hennessey, long time activist and HCF’s PEI Governor from 1978 to 1985, remarked, “It was the first time that large amounts of money were committed to heritage restoration. And let me tell you – people started to sit up and take notice.” HCF’s first five years, under the leadership of RAJ Phillips, were characterized by exciting and high profile investment in individual heritage buildings across the country, and extensive efforts to engage Canadian through publications, celebrations and media presence. But there was also an awareness of the need for systemic change if heritage conservation were ever to take hold in Canada. One of HCF’s first products was the 1974 ‘Brown Paper on Legislation’. Its basic principles were: list historic buildings; secure legal protection for listed properties; and provide financial aid to assist in their care and maintenance. The ‘three pillars’ became a blueprint for subsequent advocacy on legislation, mortgage financing, and fiscal incentives for heritage buildings. Those early principles continue to shape heritage conservation today, and underpinned the design of the federal-provincial-territorial Historic Places Initiative during the 2000s.

Heritage in the Main Stream – and on Main Street

When the visionary Jacques Dalibard took the helm of Heritage Canada in 1978, he and Board Chair Pierre Berton became a formidable team. ‘Demonstration’ in the form of real property investment and purchase intensified and continued to build HCF’s profile, but it was also financially risky, requiring the organization and its board to think and act like property developers.

Dalibard ultimately broadened HCF’s focus beyond individual monuments, seeking to include the entire fabric of downtowns and even the cultural traditions that connect people to places. It was not long before the Area Conservation projects and the property program gave way to the very successful Main Street Canada program, which had equally dramatic results on the ground without the risk and expense of property ownership and development.

The Main Street Approach was one of the Heritage Canada Foundation's pioneering national programs to help citizens take responsibility for the future of their communities and their heritage. By the 1960s Canada's downtowns were endangered: the growth of the suburbs and regional malls; the consolidation of retail commercial activity into the hands of a few chains; tax regimes that favoured greenfield development and new construction; and urban renewal projects that decimated traditional neighbourhoods – all these were taking their toll. Recognizing that many heritage buildings are located in our traditional downtowns, the Heritage Canada Foundation started the Main Street Canada program in 1979 with the goal of revitalizing Canadian downtowns (*LeBlanc, F.; [Reflections on Main Street](#); An interview with François LeBlanc in the Main Street Canada Newsletter, Vol.3, No.2, Mar.-Apr. 1987 and [How Main Street Grew](#); Heritage Canada Main Street Program marketing publication; 1989).*

The Main Street Approach is a downtown revitalization methodology that differs from typical community and economic development endeavours because it uses 'heritage' (in its broadest sense) as a tool for economic development. The Main Street Approach helps property owners, municipal governments and other stakeholders define, evaluate, interpret, conserve, enhance and market their local assets –their heritage. The impacts include job creation, private sector investment, increased heritage tourism potential, and increased pride and 'sense of place' for residents.

HCF started with a pilot project in Perth, Ontario, and in 1981 received \$1.18 million from the federal government to fund additional pilots. This allowed 'demonstration projects' in Bridgetown and Windsor, NS, Cambridge, ON, Moose Jaw, SK, Fort Macleod, AB, and Nelson, B.C. Each community enjoyed a remarkable environmental and economic turnaround. Based on their success, the Department of Industry, Science and Technology (then DRIE) in 1985 contributed \$5 million to help Main Street Canada expand to 70 communities. To handle the volume, HCF established a headquarters and regional offices to stay close to the grass roots, developed a comprehensive training program, and put in place a systematic approach to information gathering and dissemination.

Main Street was an exemplary public-private partnership. Heritage Canada Foundation was the catalyst, consulting service and training agency. The business sectors in each community were financial partners, and provided moral support and advice. Municipal councils typically supplied technical services and financial investment. Private corporations including *Groupe Commerce* and Weston made financial contributions, and provincial governments provided technical and financial assistance.

By 1991 Main Street Canada was operating in every province and territory. Seen in its entirety, the program's first decade achieved some astonishing statistics: 700 major building renovations; 6,000 jobs and 1,500 new businesses created; \$90 million invested in participating communities. Each dollar invested by Main Street Canada generated \$30 of private investment in the community. In 1988/89, 24 Main Street communities recorded building permit values in excess of their provincial averages. The total average value of commercial buildings permits for all Main Street communities across Canada exceeded the total of provincial averages by 227%.

During the course of the national Main Street Canada program, 70 communities across the country implemented the Main Street Approach:

Bridgetown, Nova Scotia	Corner Brook., Newfoundland	Charlottetown, Prince Edward Island
Windsor, Nova Scotia	Dalhousie, New Brunswick	Bridgewater, Nova Scotia
Cambridge, Ontario	Sackville, New Brunswick	Chatham, New Brunswick
Perth, Ontario	Baie St-Paul, Quebec	Newcastle, New Brunswick
Moose Jaw, Saskatchewan	Bonaventure, Quebec	Verdun, Quebec
Fort McLeod, Alberta	Degélys, Quebec	Brockville, Ontario
Nelson, British Columbia	Granby, Quebec	Cambellford Ontario
	La ville de la Baie, Quebec	Chatham, Ontario
Carbonear, Newfoundland	La Pocatière, Quebec	Lindsay, Ontario
St. John's, Newfoundland	Mascouche, Quebec	Newmarket, Ontario
Yarmouth, Nova Scotia	Matane, Quebec	Port Colborne, Ontario
Shediac, New Brunswick	Montmagny, Quebec	Vanier, Ontario
Ste-Marie de Beauce, Quebec	Plessisville, Quebec	Gravelbourg, Saskatchewan
St-Jean-sur-Richelieu, Quebec	Rimouski, Quebec	Saskatoon, Saskatchewan
Owen Sound, Ontario	Rivière-du-Loup, Quebec	Victoria, British Columbia
Sarnia, Ontario	St-Georges, Quebec	Yellowknife, Northwest Territories
Brandon, Manitoba	St-Hyacinthe, Quebec	
Dauphin, Manitoba	St-Joseph, Quebec	
	Thetford Mines, Quebec	

Grande Prairie, Alberta	Hamilton (Ottawa St.), Ontario
Peace River, Alberta	Sudbury, Ontario
Ladysmith, British Columbia	Cardston, Alberta
Whitehorse, Yukon.	Claresholm, Alberta
	Crowsnest Pass, Alberta
	Drumheller, Alberta
	Lacombe, Alberta
Aurora, Ontario	
Orangeville, Ontario	
Seaforth, Ontario	
Whitby, Ontario	
Medicine Hat, Alberta	
Prince Rupert, British Columbia	

As federal funds for Main Street Canada were drawing to a close, HCF's Quebec office was able to continue through the creation of an endowment fund consisting of funds from HCF and two other sources. Since 1985, more than 250 municipalities have called on the expertise of *La Fondation Rues Principales* to lead them through a revitalization strategy that stimulates the socio-economic recovery and planned development of their area. Main Street Canada also spawned an ongoing program in Alberta, and inspired Australia's Main Street program.

The success of Main Street Canada is indelibly written on the landscape, with alumni communities typically boasting a greater degree of built heritage integrity and authenticity long after the program has ended. Equally significant is the fact that Heritage Canada Foundation trained an entire generation of conservation practitioners: Main Street coordinators and trainers including Herb Stovel, Gordon Fulton, Jim Mountain, Jon Linton, Glen Loo, Tom Horrocks, Alistair Kerr, Lori Anglin, Meryl Oliver, Hans Honegger, Robert Inwood, François Varin, Benoit Boucher, H el ene Deslauriers and many others have gone on to lead the heritage movement, infiltrate other professions, and apply their knowledge of community revitalization through heritage conservation to places in Canada and abroad.

The Heritage Regions Program

Building on lessons learned through Main Street Canada, the Heritage Canada Foundation's Heritage Regions Pilot evolved as a response to regions devastated by the loss of major industry such as mining or fishing and in need of a new paradigm. Originally called the Regional

Heritage Tourism Strategy, the Heritage Regions Program was launched by Heritage Canada Foundation in 1988 as a national program dedicated to the establishment of a countrywide network of distinctive areas. Heritage Regions are essentially large inhabited rural areas where local residents pull together to protect their cultural and natural heritage and use it as the basis for economic revitalization. Cultural tourism becomes one of the economic engines (*LeBlanc, François, 'The Heritage Canada Heritage Regions Program' – Ontario projects final report 1992, Heritage Canada Foundation*).

Through ten regional pilots, HCF tested a strategy that took an integrated approach to a region's ecology, economy and culture and leveraged the resources of multiple communities within the region, creating 'routes' and collaborative events and programs with greater potential than each individual community working on its own. While the results were impressive, the challenge to secure sufficient funding over a necessarily longer time frame than Main Street projects seemed insurmountable at the time.

Engaging Canadians and Strengthening the Sector

Through HCF's history, raising awareness and providing leadership in advocacy have always been core activities. HCF leads Heritage Day celebrations, and confers National Heritage Awards created in collaboration with His Royal Highness the Prince of Wales, Madame Gabrielle Léger, and Canada's Lieutenant Governors.

Since its first conference in Ottawa in 1974, HCF has always recognized the value of bringing people together to talk, learn and exchange. To build on the conference experience, and to rally and connect heritage groups and advocates across the country, HCF created the Canadian Heritage Network in 1982 for exchange, networking and continuing education opportunities, and for collective action to influence public policy.

Changing the System

During the 1980s, HCF's emphasis was on "educating the change-makers" and "making preservation a fully-integrated part of mainstream thinking." (Canadian Heritage, 1982, p. 34).

Accordingly, over the years, HCF has advocated change to the *Income Tax Act*, the *National Building Code*, CMHC lending policies, and statutory protection of federally owned heritage property. Since its establishment, HCF has researched and advocated tax changes and tax-based incentives to put historic buildings on a level playing field in the eyes of developers.

One of HCF's most significant advocacy success stories is the campaign to save heritage railway stations. This effort pitted HCF against Canada's largest private company, the powerful Canadian Pacific (CP) Rail. From 1982 to 1988 HCF worked tirelessly to see the *Heritage Railway Stations Protection Act* become law. Ultimately, after a rollercoaster campaign that included a full-page ad decrying government inaction, the Heritage Railway Stations Protection Act was passed. Today, 166 designated heritage stations enjoy statutory protection. But the battle continues to protect other federally-owned and regulated historic places, in the form of a long-awaited Historic Places Act for Canada.

Challenges

HCF has achieved much in supporting the grass roots heritage movement, in the face of significant challenges. Changes to HCF's governance structure in the 1990s increased representation of the grassroots movement, but reduced the organization's access to high-profile Canadians like Pierre Berton, Tommy Douglas and Charles Lynch, who were members of HCF's board early on.

Core funding has also been an issue: In its November 1982 report, the Applebaum-Hébert Federal Cultural Policy Review Committee commented on the diminishing value of the endowment given to Heritage Canada. The report noted the accomplishments of the foundation in its first decade, but observed that its effectiveness even at that point was being reduced by the decreasing real dollar value of its resource base. However, there has been no increase in federal funding since the original creation of the fund.

While HCF's decision to limit its direct property ownership was a deliberate one, the lack of tangible benefit for members, and lack of tangible presence on the ground in the form of a

network of restored sites across Canada may have been a limiting factor when financial viability depends upon attracting large numbers of members, donors and sponsors. That may be why the allure of the classic National Trust for Canada re-surfaces periodically, as we see with the latest incarnation of that idea, the 2007 federal budget announcement that Government will create a new national trust.

Conclusion

HCF rejected the classic National Trust modus operandi because it was seen as too limited in its potential impact in a country as philanthropically challenging and geographically immense as Canada. Instead, it chose a much more challenging path and an enormous mandate, to grapple with, influence and infiltrate the complex legal, financial, political and physical environment within which all historic places exist – and at the same time to raise awareness among all Canadians and engage them in appreciating and protecting historic places. We have much more ground to cover before old buildings are on a level playing field with new construction in the eyes of owners, developers and financiers. HCF continues to promote a ‘system’ of tools, measures and institutions that will help Canadians keep historic places alive.

***3.12 Le rôle des communautés dans la conservation des lieux historiques canadiens:
le point de vue de l'Ouest / The Role of Communities in Conserving Historic Places: A View
from the West***

Alastair Kerr, Ministère du tourisme, du sport et des arts, CB / Heritage Branch, Ministry of
Tourism, Sport and the Arts, Victoria, BC



Alastair Kerr
(Photo: C. Boucher, 2009)

3.13 Le rôle des communautés dans la conservation des lieux historiques canadiens: le point de vue de l'Est / The Role of Communities in Conserving Historic Places: A View from the East

Jim Bezanson, Agent de développement du patrimoine, Ville de Saint-John, NB / Heritage development officer, St-John, NB



Jim Bezanson
(Photo: C. Boucher, 2009)

Session 5: la conservation des lieux historiques canadiens: des études de cas
Session 5: the Conservation of Canada's Historic Places: Case Studies

Présidente: Patricia Kell, Directrice, politiques et relations gouvernementales
Parcs Canada / Director, Policy and Government Relations, National Historic Sites, Parks
Canada

Rapporteur 5: Jaime Koebel, Étudiante M.A., Université de Carleton / M.A. Student Carleton,
University

***3.14 La reconstruction comme outil de conservation du patrimoine / Reconstructions as a
heritage conservation tool***

Shannon Ricketts, Registraire canadienne, Lieux historiques nationaux, Parcs Canada /
Canadian Register of Historic Places, Parks Canada



Shannon Ricketts
(Photo: C. Boucher, 2009)

ABSTRACT

Reconstruction as a Heritage Conservation Tool: Reconstructing Canadian Identity 1950-2000

Since the signing of the Athens Charter in 1931, the practice of reconstructing vanished resources has been strongly discouraged. Yet, professional philosophies notwithstanding,

reconstructions have continued to be built. Most reconstructions in Canada undertaken throughout the twentieth century were created to serve museological purposes. The first phase flowered in the 1920s and 1930s with sites such as Fort George in Ontario, and Fort Anne and the Port Royal Habitation in Nova Scotia aspiring to evoke what was understood to have been the “look” of their historical times, as well as to efficiently serve the purposes of historical presentation.

The second phase took place during the post-war boom years of the 1950s and 1960s when prosperity and rapid urbanization supported a nostalgic celebration of our rural pioneer roots with the creation of innumerable pioneer villages, forts and trading posts fully interpreted as living museums. A greatly expanded Parks Canada program developed a variety of sites across the country, while the nation as a whole developed its cultural agencies at both provincial and federal levels. Expanded government programs included the acquisition and development of heavily restored or reconstructed sites. By the 1970s, the somewhat naive enthusiasm of the previous fifty years was replaced by a more sophisticated approach with the result that reconstructions were clearly shown to be such and were not allowed to encroach on historic remains. In the 1980s, variants of so-called volumetric reconstruction were undertaken, notably at Fort Chambly and at Les Forges du Saint-Maurice in Quebec. At the latter, underground spaces were enclosed but visible to the public, while a transparent frame traced the shapes of the major components of the complex aboveground.

A visual analysis clearly shows that, no matter the approach, reconstructed structures reflect the spirit of their own time as surely as does contemporary architecture. Further, an overview suggest that the impulse to reconstruct usually comes from beyond the heritage conservation community – either from the political level, as a device for job creation – or from the profound desire of local populations to hold onto great symbols of their communities. Clearly, while professionals may debate the advisability of undertaking reconstructions, they will continue to come under intense pressure to find ways to respond to the very profound desire to reconstruct damaged or destroyed symbols of community identity.

Reconstruction as a Heritage Conservation Tool: Reconstructing Canadian Identity 1950-2000

Since the signing of the Athens Charter in 1931, the practice of reconstructing vanished resources has been strongly discouraged. Yet, professional philosophies notwithstanding, reconstructions have continued to be built. The first known act of conscious reconstruction in Canada constituted an attempt to preserve what we might call the “spirit of place” when, in 1875, Governor-General Lord Dufferin famously reconstructed the recently demolished gates to Quebec City. In no way were these reconstructed gates attempts to copy the original ones: rather, they were evocations of a very British understanding of the picturesque qualities of old Quebec. And thus began the conscious development of Quebec City as the picturesque historic city we know today.

However, most reconstructions in Canada – certainly those undertaken throughout the twentieth century – were created to serve museological purposes. The first phase flowered in the 1920s and 1930s at such national historic sites as Fort George in Ontario, and Fort Anne and the Port Royal Habitation in Nova Scotia. These aspired to evoke what was understood to have been the “look” of their historical times, as well as to efficiently serve the purposes of historical presentation. And, they affirmed a developing sense of Canadian identity, part of which seems always to have been inspired by the need to convince ourselves that we also could do what already was being accomplished by our larger neighbour to the south.

The second phase took place during the post-war boom years of the 1950s and 1960s when prosperity and rapid urbanization supported a nostalgic celebration of our rural pioneer roots with the creation of innumerable pioneer villages fully interpreted as living museums and a greatly expanded Parks Canada program that developed a variety of sites across the country. Urged by the 1952 recommendations of the Massey Commission on the Arts, the country developed its cultural agencies, creating a new vigour in the heritage field at both provincial and federal levels. Increased levels of funding and professional staffing expanded the possibilities of government programs.

Reconstructions were in vogue. In Ontario, Woodside, the childhood home of Mackenzie King was reconstructed by local enthusiasts and finally acquired and further developed by the federal government. The planned St. Lawrence Seaway resulted in the removal of representative old buildings from their threatened sites to the newly created Upper Canada Village where the structures were restored and, in some cases, substantially reconstructed. The British Columbian centennial in 1958 was celebrated with the development (including reconstructions) of Fort Langley and the partially rebuilt gold-rush town of Barkerville. In the West, the image of the idyllic pioneer village was traded for that of the nineteenth-century trading post and fort. During the 1940s, the Royal Canadian Mounted Police had created an early version of a reconstructed historic fort at Fort Walsh, Saskatchewan. The RCMP figured large in the memory of the old West. In Alberta, the first reconstructed historic site was the NWMP post at Fort Macleod. Undertaken by a local group in 1957, it heralded other reconstructed forts at Lethbridge, Red Deer, Calgary and Edmonton. In Saskatchewan, Fort Walsh was followed, in 1967, by a provincial historic park at the former RCMP post at Wood Mountain where the park's museum was housed in a reconstructed barracks building. Similarly in British Columbia, the former RCMP post at Fort Steele was made a provincial historic park in the 1960s and developed with reconstructed buildings. By the late sixties, the idea of heritage parks was leading the development of many historic sites in the West as outdoor museums there celebrated the so-called settlement of the West.

At the same time, organisations like the Architectural Conservancy of Ontario and the Royal Architectural Institute of Canada, were not so much interested in the commemoration of historical events or persons as they were with the preservation of the Canadian architectural heritage. The 1920s had seen the beginnings of an appreciation of architecture for both its aesthetic value and as a form of historical evidence. However, this attitude was confined to connoisseurs like Ramsay Traquair, Eric Arthur and A.W. Wallace, until the post-war years, when the changing intellectual atmosphere encouraged ideas such as art for art's sake and a recognition of intrinsic values in art and architecture. Movements in the art world such as abstraction and the parallel modernist mode in architecture focussed attention on more purely aesthetic values. Once people began to view buildings as unique historical documents or as

artistic products, the concept of replicating them became as suspect as forging archival manuscripts or artworks. This is what Ruskin and Morris had appreciated in the nineteenth century and what was becoming more obvious to greater numbers of both heritage professionals and laymen by the 1950s and 1960s.

That said, the acquisition and development of heavily restored or reconstructed sites often had been the result of political realities. The popularity of reconstruction as an interpretive vehicle, and the association between elaborately developed historic sites and potential tourism earnings, combined with more purely patriotic sentiments to ensure the continued desirability of reconstructions. In fact, many of the mega-projects pursued by the Parks Canada during the 1960s relied heavily on reconstruction. The large scale of these projects reflects their importance beyond the organisation. The reconstruction of the Fortress of Louisbourg, the development of Lower Fort Garry and of the Yukon boomtown of Dawson all implied a substantial commitment to regional economic development at a political level.

For its part, Parks increased its professional capabilities to ensure that development would take place within controlled guidelines and with the fullest possible archaeological, historical, and architectural information. Nevertheless, at Louisbourg in the 1960s, the experienced heritage consultant Ronald Way reported that the tensions between pragmatic project delivery and historical research were as vexing here as they had been thirty years earlier at Fort George. As ever, pragmatism tended to win out over professional ideals. This is not to say that the standards of historical veracity had not risen. Yet, despite the enormous investment of time, expertise and money that went into Louisbourg, Ruskin's conviction of the impossibility of recreating the past or, as he said, *raising the dead*, was born out.

By the 1970s, the somewhat naive enthusiasm of the previous twenty years was replaced by a more sophisticated and careful approach to the recreation of vanished resources. Professional education and international conservation charters had formalized standards with the result that reconstructions, when they were carried out, were clearly shown to be such and were not allowed to encroach on historic remains. It is in the 1970s that we see a considerable shift in Parks'

treatment of historic sites. By this time a fairly large staff of specialists was on hand and regionalisation had resulted in a pool of professionals in close proximity to the sites. Heritage professionals also were linked by national and international organizations that kept them abreast of the latest theories and practices in their fields.

In 1976, Canada, via what was then called the Canadian Parks Service, became a signator to the World Heritage Convention. By doing so, the federal government committed itself to safeguarding world heritage sites within Canada and implied that the highest possible standards of conservation would be followed. Reconstruction survived, but with significant differences. The first historic site in Canada to be entered on the World Heritage list is that of the first-known European settlement in North America at L'Anse Aux Meadows, Newfoundland. Remains were carefully excavated, stabilized and reburied for protection until later in the 1970s when Parks pursued further archaeological excavations and built replicas of the original sod houses. The difference was that, this time, the reconstructions were not built on top of the archaeological vestiges but at some remove in order to ensure that the remains were undisturbed.

In the 1980s, two very innovative reconstructions were carried out by Parks Canada at national historic sites in Québec. It has been suggested that the volumetric reconstruction carried out at Fort Chambly in 1982 was inspired by a similar process at the Castle of Visegrad in Hungary. Here, contemporary materials had been used to create the broad outline of the original structure without trying to second-guess what period details for which there was no historical data might have looked like. It was felt that this sort of treatment avoided historical romanticism and potential falsification, while rescuing the ruins from further deterioration in a manner that lent itself to public interpretation.

Another approach to volumetric reconstruction was implemented at Les Forges du Saint-Maurice. After several years of research and evaluation, a complex development plan was formulated in 1981 that made use of a variety of interpretive methods. These, implemented over a period of several years, included a volumetric reconstruction of the blast furnace complex (1985) using a three-dimensional space-frame to express the industrial processes that took place

within the original structures. The ruins and underground spaces were enclosed but visible to the public, while the transparent frame traced the shapes of the major components of the complex aboveground. More literal replicas of significant machinery also were built using contemporary materials but placed at historical locations. Although volumetric reconstruction is a technique that has been utilised at other historic sites, perhaps the best known being the Benjamin Franklin House in Philadelphia, the approach used at Les Forges is much more complex in its attempt to illustrate a process rather than simply the outline of a building.

Reconstruction has always been a hotly debated procedure. While purists like Ruskin would have none of it, many others have accepted it under certain terms. Arguments historically focussed on the degree of accuracy with which original buildings were replicated. Later, issues such as unity of style or the need for visible distinctions between original and new fabric became determining factors in the manner in which reconstructions were carried out. What becomes clear from tracing this history is that reconstructed structures reflect the spirit of their own time as surely as does contemporary architecture. Viollet-le-Duc practised what has come to be called romantic reconstruction, creating evocations of a medieval past not dissimilar to early Gothic Revival-style architecture or Lord Dalhousie's Quebec gates. North American reconstructions from the twenties and thirties tend to look disconcertingly like the Colonial Revival house designs of their time. The later fascination with volumetric reconstruction and reconstitution mirrored the trend in Post-Modern architecture to create visual metaphors of the past with a cerebral wit that could sometimes undermine a site's ability to communicate.

Parks Canada more recently has contributed both financially and professionally to at least two major rebuilding projects (whether or not they are called reconstructions may be debatable): St. George's Round Church in Halifax and St. John's Anglican Church in Lunenburg. Both churches suffered devastating fires and both were rebuilt in response to overwhelming public desire to reverse the damage to these much-loved historic places. Happily, both buildings had been well documented and the rebuilding was carefully monitored to ensure that it closely followed historical precedent. Importantly, by this time, Parks Canada was following a values-based cultural resource management regime. What this meant was that the reasons for the

designation of these places as national historic sites were carefully documented and became the deciding factor in how such sites were to be conserved.

For instance, St. John's Anglican Church was valued not only for its illustration of the Carpenter Gothic architectural style, but also for its contribution to the establishment of British authority and the Church of England as well as for its role as an important anchor, symbolically and physically, in the town plan of Lunenburg. It was argued that, given its associated historical value and its role as anchor in the town plan, considerable heritage value survived the fire. Rebuilding would serve to preserve this value, especially given its importance to the integrity of the town plat that was so critical to the designation of Lunenburg as a World Heritage site. And there was no doubt that public opinion was firmly on the side of historical reconstruction rather than replacement by a new church building in a more contemporary style. In the case of St. George's Round Church in Halifax, it too was designated because of its historical as well as its architectural importance. Additionally, the architectural significance rested on its "illustration" of a rare aspect of the Palladian style. It too was rebuilt and an analysis of the reconstructed building noted that new materials were valued in as much as they perpetuated the historic design and aesthetic aspect, but not in and of themselves.

This broad overview of the recent past reveals a few things: firstly, it suggest that the impulse to reconstruct usually comes from beyond the heritage conservation community – either from the political level, as a device for job creation – or from the profound desire of local (and sometimes national) populations to hold onto great symbols of their communities and, in these cases, symbols that were part of a living tradition. The world saw this after World War II in Warsaw and more recently in the Balkans with the rebuilding of the Mostar bridge, amongst myriad other examples. It is this symbolic value that touches people most profoundly and will undoubtedly continue to influence the world of heritage conservation no matter the opinions of experts. Secondly, it shows that reconstructions almost always look like the time in which they were constructed rather than the time they purport to represent. Will St. George's Round Church or St. John's Anglican Church, Lunenburg, betray similar visual parallels once sufficient time has gone by to allow us to see them in context?

And then there is our current preoccupation with intangible resources: will reconstructions of the future demand not only the rebuilding of physical structures or landscapes, but also the revival of traditions, languages and cultural practices (one can't help but think of the efforts to record and revitalize folk music, crafts and building techniques during the 1920s and 1930s)? What does seem clear is that while professionals may continue to debate the advisability of undertaking reconstructions, they will continue to come under intense pressure to find ways to respond to the very profound desire to reconstruct damaged or destroyed symbols of community identity – in fact, to *raise the dead*.

Illustrations:



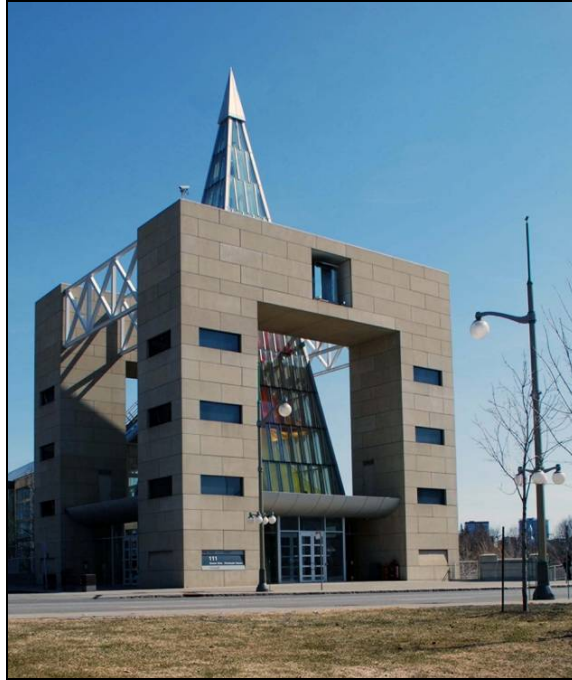
Fort Anne Officer's Quarter's, N.S., J.P. Jérôme, 1994



Gillies Grove, Arnprior, On., Parks Canada, G. Fulton, 1992



Les Forges du Saint-Maurice, QC, Parks Canada, B. Pratt, 1990)



Old City Hall, Ottawa, On., Parks Canada, M. Trepanier, 2009



St. John's Anglican Church, Lunenburg, N.S., J. P. Jérôme, 1998



St. George's Anglican Church, Halifax, N.S., Parks Canada, C. Reardon, 1994

3.15 Quelques réflexions sur la conservation du patrimoine en milieu urbain : Le Vieux-Québec et la Place royale/ Historic Place as an instrument of urban renewal: le Vieux-Québec and la Place Royale, Québec

André Charbonneau, Historien, Parcs Canada / Historian, Parks Canada



André Charbonneau
(Photo: C. Boucher, 2009)

Quelques réflexions sur la conservation du patrimoine en milieu urbain : la Place Royale à Québec

Il faut certes remonter à l'ère romantique, au 19^e siècle, pour situer l'origine de cette forme de retour au passé que constituent la conservation et la valorisation des traces de l'histoire. Dans un monde de multiples transformations engendrées notamment par les révolutions industrielles et accélérées par les mutations profondes de l'univers des transports et communications, la vision romantique stimule la recherche, dans le passé, des valeurs humaines fondamentales que la modernité a aliénées. Des individus, des groupes sociaux et les gouvernements nationaux ont participé à ce mouvement, qui a vu naître également l'industrie touristique.

La ville de Québec, berceau de la civilisation française en Amérique, et doyenne canadienne, vit toutes les étapes de cette jeune histoire de la mise en patrimoine au Canada. Après l'ère

coloniale, il faut conserver le grand symbole impérial que constitue les fortifications de Québec et lord Dufferin réussit à rassembler les consensus à cet effet. Le 20^e siècle s'ouvre sur l'ère de la commémoration et un grand coup d'envoi est donné par la création du parc des Champs de Bataille, à l'occasion du 3^e centenaire de fondation de la ville de Québec par Champlain !

Le gouvernement fédéral, héritier des propriétés du gouvernement impérial, fonde son nouveau réseau de lieux historiques nationaux, créé en 1919, avec entre autres les anciennes fortifications de la ville. Le gouvernement provincial, qui se fait le gardien de la survivance canadienne-française, crée sa propre Commission des monuments historiques, en 1923, et l'église Notre-Dame des Victoires, en Basse-ville de Québec, sur la Place Royale (du Marché) figure parmi les trois premiers édifices classés, les deux autres étant la maison des Jésuites à Sillery et le château Ramezay à Montréal, tous trois des icônes du régime français. C'est également à cette époque que le gouvernement français fait don du buste de Louis XIV, qui sera aménagé au centre de la Place du Marché (Place Royale), en 1929.

Dans la première moitié du 20^e siècle, des intellectuels, des historiens, des archivistes, des ethnologues vont tour à tour éveiller l'intérêt pour l'art ancien du Québec et vont constamment placer au premier plan les traces du régime français, symbole de la survivance des Canadiens-français. Au milieu du siècle, les Paul Guin, à la direction de la Commission des Monuments historiques du Québec, Marcel Trudel, professeur d'histoire de la Nouvelle-France et Gérard Morisset, pour ne nommer que ceux là, figureront parmi les champions de la conservation des témoins de l'architecture française dans la ville de Québec¹⁹⁸. C'est d'ailleurs précisément à ce moment que Gérard Morisset publiera son classique **Histoire de l'architecture en Nouvelle-France**, cet architecture traditionnelle la mieux adaptée à la société canadienne-française, à la nation québécoise. Auparavant, Ramsay Traquair, de l'université McGill, avait aussi contribué à développer l'intérêt pour l'architecture ancienne du Québec et à reconnaître sa capacité de

¹⁹⁸ Voir entre autres HAMEL, Nathalie, « *Notre maître le passé, notre maître l'avenir* » *Paul Guin et la conservation de l'héritage culturel du Québec*, Québec, Les Éditions de l'IQRC, Presses de l'Université Laval, 2008, p. 93 et *passim*.

susciter le sentiment patriotique¹⁹⁹. Son ouvrage **The Old Architecture of Quebec**, est publié en 1947.

Québec, ville sacrifiée

Ce qu'il y a de profondément tragique dans notre destinée, c'est que nous glorifions magnifiquement nos ancêtres pour en tirer un supplément de vanité et que, dans le même temps, nous détruisons avec inconscience, froidement, les belles choses qu'ils nous ont laissées...

Eh bien, que les québécois se rappellent que ce sont ses vieilles maisons qui font de Québec une ville agréable et accueillante, une ville bien française; que c'est cette ville française — avec des affiches en français, si c'est possible — que les touristes viennent visiter; et que le jour où elle n'existera plus, les touristes intelligents — et il y en a — iront ailleurs... (G. Morisset – sept 1949)²⁰⁰

Cette citation de Gérard Morisset pose l'enjeu de la conservation du patrimoine à Québec; elle résume la motivation identitaire pour les interventions éventuelles. À partir de mi-siècle, entre 1950 et 1970, plusieurs événements vont entraîner un vaste mouvement en faveur de la rénovation urbaine dans le Vieux-Québec et, de façon plus générale, la protection des ensembles urbains:

1952 : Une refonte de la loi des Monuments historiques (1923), introduit l'idée d'instaurer un périmètre autour de l'édifice classé afin d'assurer une meilleure protection. Un amendement de 1956 autorisera le gouvernement à classer (et donc exproprier) sans autorisation du propriétaire. La maison Chevalier est alors classée et achetée par le gouvernement provincial; elle est située dans les limites du futur arrondissement de Place Royale.

¹⁹⁹ Voir entre autres l'article de VANLAETHEM, France, « Modernité et régionalisme dans l'architecture au Québec. Du nationalisme canadien de Percy E. Nobbs au nationalisme canadien-français des années 1970 » dans NOPPEN, Luc, dir., *Architecture, forme urbaine et identité collective*, Québec, Septentrion, 1995, p. 157-177.

²⁰⁰ MORISSET, Gérard, « Québec, ville sacrifiée », dans *Bulletin des recherches historiques*, vol. 55 (1949), p. 131-137.

1955 : La construction de la tour de l'hôpital Hôtel-Dieu, en plein cœur du Vieux-Québec, soulève de nombreuses protestations. Plusieurs individus, dont des urbanistes, architectes, se regroupent pour réfléchir et susciter des interventions de conservation dans le Vieux-Québec. (En exemple, la Société historique dresse un inventaire du Vieux-Québec, dès 1956).

1955-1960 : La maison Chevalier, icône de l'architecture traditionnelle canadienne-française, est « restaurée » par Gérard Morisset, assisté de l'architecte André Robitaille. L'édifice est alors épuré de plusieurs ajouts incompatibles avec l'unité de style recherchée.

1957 : Le Congrès de refrancisation du Québec se tient à Québec, du 21 au 24 juin, dans le but de susciter tout un mouvement de refrancisation dans les domaines de la langue, la littérature, les arts et le folklore. Gérard Morisset y signe un article sur la conservation historique, qui pose clairement la philosophie alors prônée :

Nous avons essayé d'aller au plus pressé, de sauver d'abord de la démolition des œuvres d'art qui méritent d'être conservées et ensuite de restaurer les objets qui avaient été défigurés par les dernières générations. Avec l'aide des autorités, aussi avec l'encouragement du public, nous espérons continuer dans cette même voie afin que nous puissions conserver pour nos enfants, nos petits-enfants et nos arrière-neveux un peu de l'éclat qu'avait la province de Québec autrefois²⁰¹.

1960-1964 : L'architecte André Robitaille s'active à la « reconstruction » de la maison Fornel, récemment détruite par le feu, au centre de la place du Marché de la Basse-ville et pose les premiers jalons d'un grand projet visant à « restaurer » l'ensemble du quartier. Il adopte une orientation stylistique axée sur les grandes caractéristiques de l'architecture de la Nouvelle-France.

²⁰¹ MORISSET, Gérard, « *La conservation historique* » dans *Le Congrès de la Refrancisation, Québec, 21-24 juin 1957*, vol. 5, Québec, Les Éditions Ferland, 1959, p. 25-26.

En 1961, la Commission Martin chargée d'étudier les conditions de logement à Québec, recommande la relocalisation des populations de certains quartiers de la Basse-Ville dont celui de la future Place Royale, en raison notamment l'incompatibilité des fonctions résidentielles et de l'activité portuaire et de l'état insalubre de certains immeubles.

1961 : Un comité international pour la restauration des Sites et Monuments Historiques, dirigé par Georges-Henri Lévesque, considéré par plusieurs comme le « père » de la Révolution tranquille au Québec, regroupe diverses personnalités publiques (ministres, universitaires de plusieurs disciplines dont l'architecture et l'histoire). Ce comité a pour mission de réfléchir sur l'avenir du Vieux-Québec et de proposer des mesures de rénovation urbaine dans le but notamment de stimuler l'activité touristique. Le comité met l'accent également sur la qualité de vie qu'on devrait y retrouver.

1962 : Le comité du Centenaire de la Confédération canadienne avance l'idée que le Gouvernement fédéral pourrait « restaurer » le Vieux-Québec, pour l'année du centenaire en 1967.

1963 : Le gouvernement du Québec crée l'arrondissement historique du Vieux-Québec et en fixe les limites juridiques. À l'instar de la situation en France, l'ère des arrondissements historiques débute et 6 autres seront créés au Québec entre 1963 et 1965.

1964-1965 : La Chambre de commerce suscite la création de la Société Place Royale de Québec, en vue de mettre en œuvre un projet de restauration de la place de la Basse-ville et de d'autres projets dans le Vieux-Québec.

1967 : Le 8 août, la loi 84 crée le projet de Place Royale et le Ministère des Affaires culturelles devient désormais l'unique maître d'œuvre. Des incendies sur plusieurs immeubles avaient précipité le démarrage du projet. Le gouvernement accélère son programme d'acquisition et possède 47 propriétés en 1970.

La Place Royale devient dès lors mise en patrimoine. Ainsi, en plein cœur de la Révolution tranquille au Québec, un nouvel icône urbain remplace l'île d'Orléans, à titre de berceau de la civilisation canadienne-française en Amérique. Pour Paul Gouin, alors qu'il était président de la Commission des monuments historiques du Québec, « ce coin du Vieux-Québec a été le berceau de la Nouvelle-France... Sa restauration constituera donc un monument commémoratif vraiment digne des fêtes qui marqueront en 1967 le centenaire de la Confédération »²⁰².

En fait, la société québécoise est alors toujours en quête d'identité, surtout d'une nouvelle identité urbaine, ouverte sur le monde. Pour les artisans de la première heure, la Place Royale est « un lieu historique d'importance exceptionnelle » et « devrait être retenu comme lieu privilégié de notre identification culturelle ». « Ce haut lieu du fait français devient le lien privilégié entre l'ancien Canada français et le Québec d'aujourd'hui. »²⁰³

Choix d'intervention : conservation, restauration, réhabilitation, reconstruction ...?²⁰⁴

La pensée nationaliste devient donc la motivation première de ce lieu nouvellement patrimonialisé. Dans un contexte de rénovation urbaine et où l'impact touristique demeure une préoccupation constante, il importait de créer un « mémorial » identitaire (certains diront) à la nation québécoise.

Plusieurs approches ou concepts caractérisent les nombreuses interventions sur ce site durant la décennie 1970-1980, financées au 2/3 par le gouvernement fédéral. Elles se développent au gré de la succession des différents responsables et dénotent certaines influences externes. On prend conscience du grand projet de Williamsburg (qui porte aussi une motivation idéologique), on

²⁰² Cité dans FAURE, Isabelle, *La conservation et la restauration du patrimoine bâti au Québec. Étude des fondements culturels et idéologiques à travers l'exemple du projet de Place Royale*, thèse de Doctorat en urbanisme et aménagement, Université de Paris VIII, 1995, p. 330.

²⁰³ GOUVERNEMENT DU QUÉBEC, *Les Actes du Colloque Place Royale, 16-17-18 novembre 1978*, Direction de l'Inventaire des Biens culturels, mars 1979, p. 165, 168.

²⁰⁴ Voir CLOUTIER, André, GOBEIL-TRUDEAU, Madeleine, NOPPEN, Luc, *La restauration à la Place Royale de Québec. Une étude sur les concepts et sur la nature des interventions. Le choix d'un concept actualisé : une proposition*. Rapport manuscrit, Département d'histoire, Université Laval, mai 1978 et FAURE, Isabelle, *La conservation et la restauration du patrimoine bâti au Québec. Étude des fondements culturels et idéologiques à travers l'exemple du projet de Place Royale*, thèse de Doctorat en urbanisme et aménagement, Université de Paris VIII, 1995.

connaît les grandes reconstructions historiques (Port Royal et Louisbourg) porteuses aussi de dimensions identitaires et aussi motivées par la mise en tourisme; on s'intéresse aux reconstructions d'après guerre de villes européennes (Saint-Malo, Varsovie).

Les uns, partisans de la « restauration stylistique » placent au premier plan l'architecture traditionnelle agissant ainsi en continuité de la pensée véhiculée par les intellectuels québécois, durant la première moitié du 20^e siècle. Il importe donc de retourner à l'état originel et de libérer les effets du temps sur l'édifice. L'unité stylistique prévaut d'abord et avant tout pour l'ensemble de l'arrondissement. Le plan-relief de Jean-Baptiste Duberger et de John By, créé dans la première moitié du 19^e siècle, devient le document référence de ces adeptes.

D'autres seront plutôt partisans de la « restauration artistique » ou le « restaurateur » fait acte de création d'une œuvre d'art qui, dans l'occurrence, sera d'inspiration française. Dans un contexte de rénovation urbaine, son œuvre se veut une opération d'assainissement et d'embellissement; les vestiges archéologiques ou la documentation historique deviennent des guides plutôt que des contraintes. Les gravures de Richard Short (1761-1765), illustrant les effets de la Conquête, constituent la source d'inspiration.

Des intervenants adoptent aussi l'idée de développement d'un « quartier-musée ». L'objectif étant en fait de reconstituer une atmosphère, un esprit d'ensemble, inspiré de l'architecture traditionnelle canadienne-française qui, dans le cas de la ville de Québec, domine le paysage sur plus d'un siècle, soit depuis l'incendie de la Basse-ville, en 1682, jusqu'à 1810, moment où est complété le plan-relief de Québec !

Si aucun concept définitif n'est adopté, les différentes actions sur le site, entre 1970 et 1978, peuvent se résumer d'après le schéma d'intervention présenté dans le tableau suivant :

Démolition	Des ajouts après Conquête et plus particulièrement après 1810
	Des constructions modernes intercalées
	Des bâtisses « vétustes » du 20 ^e siècle
Restitution d'édifices présentant les caractéristiques de l'architecture traditionnelle	« Restauration » intégrale permise par les vestiges et la documentation retrouvée
	« Restauration » partielle de l'enveloppe extérieure, traitement contemporain à l'intérieur
	« Reconstitution » de l'enveloppe extérieure de maisons disparues; dont la documentation est insuffisante pour permettre une « restauration »
	Construction de maisons d'accompagnement alors que les renseignements historiques sont insuffisants ; traitement contemporain harmonieux

Évidemment, bien des critiques sont adressées au Ministère de la culture du Québec, notamment au chapitre des nombreuses démolitions effectuées. On s'insurge, à l'instar de l'urbaniste Jean Cimon, contre la disparition de témoins importants de l'architecture des 19^e et 20^e siècles et leur remplacement par des structures pastiches en style « faux ancien ». D'ailleurs, plusieurs jugent paradoxal, la vision « marginale » de développement du secteur Place Royale, au regard des orientations pour les autres secteurs de la ville, où la conservation prime sur les reconstructions d'époque, tel que préconisé dans le **Concept général de réaménagement du Vieux-Québec**, mis de l'avant par la ville de Québec, en août 1970.

L'une des critiques les plus acerbes est venue de Françoise Choay, auteur de **L'allégorie du Patrimoine**; elle écrivait en 1992 :

Au Canada, le centre du vieux Québec, qui figure sur la liste du patrimoine mondial, est issu d'un vaste projet à finalité nationaliste et touristique, lancé en 1960, qui a

conduit à détruire un ensemble d'immeubles anciens pour les reconstruire sans base scientifique, dans le style de l'architecture française du XVIII^e siècle.

En somme dès la fin des années 1970, le débat sur l'authenticité était lancé et le Ministère de la Culture du Québec mit de l'avant une série de consultations publiques et un colloque à l'automne 1978²⁰⁵. Ce brassage d'idées entraîna une réorientation du projet de Place Royale; on reconnaît dorénavant l'idée de conserver des témoignages de toutes les époques, le retour à l'architecture traditionnelle de la Nouvelle-France n'est plus un « dictat ». Mais, de nombreuses démolitions étaient déjà faites.... On met aussi l'accent sur l'interprétation, alors quasi inexistante sur le site.

Quelques maisons seulement ont par la suite fait l'objet d'interventions majeures, dont plus récemment, en 1998-1999, les maisons Smith et Hazeur, qui avaient été incendiées en 1990. Le concept d'intervention résulte d'un concours national d'idées en architecture et l'édifice abrite aujourd'hui un centre d'interprétation animé par le Musée de la Civilisation. À noter également, l'aménagement, en 1999, de la Fresque des Québécois, une imposante œuvre murale en trompe-l'œil (420m²) qui raconte par l'image l'histoire de la ville de Québec.

Aujourd'hui, la « rénovation » de ce quartier de Québec est presque achevée. La Société de développement des entreprises culturelles (SODEC), gestionnaire de l'arrondissement historique depuis 1978, a déposé en 2000, son **Plan de développement de Place Royale – Horizon 2008**, qui met l'emphase sur l'animation culturelle et le logement, alors qu'une cinquantaine d'unités sont dorénavant disponibles, à cette fin.

Histoire, Mémoire et Patrimoine

Somme toute, ce quartier de la Basse-ville de Québec a été totalement transformé au cours des 40 dernières années. Le regard porté sur ce projet au fil des années a été tantôt constructif et nuancé, tantôt très sévère. On pourrait d'ailleurs porter le même regard très critique sur plusieurs grands projets patrimoniaux au Canada, au cours de ce demi-siècle. Si la motivation identitaire du gouvernement fédéral reste à préciser à l'égard de son projet du Parc de l'Artillerie,

²⁰⁵ GOUVERNEMENT DU QUÉBEC, *Les Actes du Colloque Place Royale, 16-17-18 novembre 1978*, Direction de l'Inventaire des Biens culturels, mars 1979.

développé en Haute-ville de Québec, concurremment avec celui de Place Royale, certains choix de « restauration » demeurent toujours discutables aujourd’hui, comme le parti architectural pour la redoute Dauphine, fondé aussi sur un retour au concept originel de la redoute, ouvrage jamais achevé en tant que tel, mais supposé unique aux yeux de certains, dans l’histoire des fortifications. Que dire aussi de la démolition de l’atelier de l’Arsenal, ouvrage imposant et singulièrement industriel, justifiée par cette idée de retour à l’origine, pour retrouver un champ de parade, caractéristique des premiers aménagements de ce secteur de casernes.

Il ne faut pas oublier que les années 1950-2000 correspondent à la professionnalisation du monde de la conservation. C’est l’époque où, au Canada, on assiste au développement des premières générations d’experts dans le domaine. Plusieurs intervenants n’ont aucune formation particulière en conservation ou en restauration et l’occasion de ces grands chantiers, comme celui de Place Royale, devient un champ d’expérimentation pour certains ou le théâtre d’une formation plus empirique pour d’autres. Cette période d’apprentissage a amené des succès et des insuccès..., qui nous ont permis aujourd’hui de développer des méthodes plus scientifiques, et plus aguerries, de conservation et de mise en valeur du patrimoine.

Je termine en posant une mise en garde à ceux ou celles qui seraient tentés de poser un jugement rapide sur l’expérience de Place Royale ou de toute autre projet de conservation du patrimoine durant cette deuxième moitié du 20^e siècle, en rappelant justement la dynamique du patrimoine, dans sa forme de rapport au passé. Contrairement à l’histoire, qui table sur l’établissement des faits et leur interprétation selon une démarche scientifique, il faut se rappeler que le patrimoine constitue une forme d’actualisation de la mémoire (collective) dans le paysage, que l’on veut transmettre aux générations actuelles ou futures. La mémoire, par définition, est sélective et ne retient du passé que ce qui importe pour celui ou celle qui la porte. Par conséquent, le patrimoine se définit comme « une vue au présent du passé, qui révèle aussi les aspirations futures des acteurs qui l’initient, le construisent et le fréquentent. Sous sa forme collective, le

patrimoine sélectionne une partie du passé, parfois y adjoignant une part de mythe, pour correspondre aux besoins d'identité et de légitimation d'une société contemporaine »²⁰⁶.

La conservation de ce patrimoine est nécessairement tributaire de ce rapport particulier au passé. Dans les choix qu'ils font, le conservateur, le restaurateur, ou encore chaque professionnel du domaine, participent pleinement à la construction patrimoniale.

André Charbonneau, Parcs Canada, professeur associé à l'Université Laval

²⁰⁶ MALACK, Dominique-Valérie, *Identités, mémoires et constructions nationales. La commémoration extérieure à Québec, 1889-2001*, thèse de Ph. D. (géographie), Québec, Université Laval, 2003.

3.16 Le secteur privé et la conservation du patrimoine bâti / The role of the Private Sector and the built heritage

Julia Gersovitz, Architecte, Fournier, Gersovitz, Moss et Associés / Architect, Gersovitz, Moss & Ass.



Julia Gersovitz
(Photo: C. Boucher, 2009)

CONSERVATION CASE STUDIES IN THE PRIVATE SECTOR

ABSTRACT

The genesis for this paper lies in the question posed by Dr. Cameron, and paraphrased here: “There is a widespread perception that the private sector is getting away with too much when it comes to heritage conservation: is this true?” The corollary is of course, if it is true, what needs to be done to correct the situation?

As an architect who has worked extensively in both the private and public sectors over the last 26 years, who has taught at universities for the last 30 years, and who has spent about 24 years

on design commissions, I may be well placed to provide anecdotal evidence to provide at least one answer to the question posed.

Our office, *Fournier Gersovitz Moss et associés architectes* (FGMAA) specializes in heritage conservation work, and over the course of my years in practice, we have worked on at least a thousand projects. I have selected four Montreal projects for discussion, in which I was intimately involved. They are Maison Alcan; the Montreal World Trade Centre; Club 357c; and finally the Jean-Talon Station.

There was no consistent profile for the developers of these projects. What became apparent early on in each project was how important the leadership of the individual client is in shaping the project direction and staying the course.

Nor was there a consistent heritage legislation in force for the projects.

I would maintain that the answer to Dr. Cameron's question is a qualified "No, the private sector is not getting away with murder". But the answer is tempered by an understanding that, as outlined above, the private sector is scarcely homogeneous. It has varying intentions and varying expertises. Sometimes, it is profit-driven and sometimes it is motivated by a personal vision or passion that is not balance-sheet oriented.

Personalities matter. Those who are driven by a personal desire to do the best possible project, to understand the principles of heritage conservation theory and practice and to pay for their application, will produce excellence. **Leadership is fundamental** to the success of a project, be it in the private or the public sector. It would be disingenuous and indeed falsely modest to pretend that the success of a project does not rest in part on the consultant team, and more often than not, on the architectural team.

The best conservation projects in which I have participated and described above are those in which the project goals are shared by the client and the consultants. This seems an obvious truth,

but it is not often true. Times are changing. As more and more projects sites include historic buildings, rather than being *tabulae rasae*, developers find themselves dealing with objects in which they little personal/professional interest. They do not understand them as adding value to their projects – they perceive them as dangerous, probably costly, shoals in uncharted waters.

What can be done therefore, to correct the situation, and minimize those who seek to flout the standards and guidelines for heritage conservation? I would answer as follows:

1. **A clear process** is critically important.
2. The process should include **review commissions**. However, they should not be too many in number.
3. **Frequent and rigorous inspections** during construction are fundamental to the final outcome of any project.

CONSERVATION CASE STUDIES IN THE PRIVATE SECTOR

The genesis for this paper lies in the question posed by Dr. Cameron, and paraphrased here: “There is a widespread perception that the private sector is getting away with too much when it comes to heritage conservation: is this true?” The corollary is of course, if it is true, what needs to be done to correct the situation?

As an architect who has worked extensively in both the private and public sectors over the last 26 years, who has taught at universities for the last 30 years, and who has spent about 24 years on design commissions, I may be well placed to provide anecdotal evidence to provide at least one answer to the question posed.

I stress the anecdotal nature; the text is not backed up by statistical findings. It is solely a *reportage* of my own observations and experiences. This paper is a précis of the Power point presentation that was created for the Round Table; it is not therefore a scholarly work, but it does provide a first-person record of professional practice – something that is too little captured.

Our office, *Fournier Gersovitz Moss et associés architectes* (FGMAA) specializes in heritage conservation work, and over the course of my years in practice, we have worked on at least a thousand projects. I have selected four for discussion, in which I was intimately involved. In the Maison Alcan project, I worked as the Conservation and Design Architect for the historic buildings within Arcop Associates. Thereafter, I was the partner-in-charge within FGMAA.

In my presentation to the Round Table, I spoke of two other projects, which proved difficult, in large measure because of the developers, who demonstrated little interest or affection for the historic buildings that they owned. The buildings represented little more than the “cost of admission” for them and remained costly impediments throughout our association. However, architects are trained never to speak ill of their clients, and in the print form, it became impossible for me to speak frankly in a public forum about specific negative experiences. I have therefore chosen to discuss only projects that remain immensely positive in my memory. The four are:

PROJECT	Date of Construction	Developer	Architects
Maison Alcan Montreal	1980-83	ALCAN David M. Culver, President	Arcop Associates
Montreal World Trade Centre	1986-1990	Consortium led by Philip O’Brien President DEVENCORE	Arcop Associates Provencher/Roy o: FGMAA
Club 357c Montreal	1997-2001	Daniel Langlois	FGMAA
Jean-Talon Station Montreal	1999-2000	LOBLAWS John Lederer, Vice President	FGMAA (station)

The projects were paid for by (1) a publicly traded corporation which had no primary experience in construction; (2) a consortium which was purpose-assembled; (3) a private individual, using his own money; and finally (4) a publicly traded corporation which had a large construction division specializing in new food stores. In other words, there was no consistent profile for the developers of these projects. What became apparent early on in each project was how important the leadership of the individual client is in shaping the project direction and staying the course.

PROJECT DESCRIPTIONS

Maison Alcan

David M. Culver, as president of ALCAN, chose to move his multi-national corporate headquarters out of Place Ville Marie, where it had been resident since the late 1960s and place it at street level in the heart of the historic Square Mile of downtown Montreal. The repercussions of this decision were large for the employees. Their entire workplace changed dramatically. Culver's own office, for example, went from a lofty location on the 37th floor of PVM to the second floor of an historic mansion at the busy intersection of Stanley and Sherbrooke Streets. The project grew to encompass 4 historic buildings: Atholstan house (1897), Beique House (c.1894), Berkeley Hotel (1927) and the Holland House (1872).

Each of these was restored to its own period and rehabilitated with new infrastructure. A new 7 storey aluminium clad office tower, tucked behind the historic properties, connected to them by a glazed atrium. Culver's desire to insert his company head office rather modestly into the existing fabric of the city was very much in keeping with the particular vision of Ray Affleck, the partner-in-charge of the project, and a man who prided himself on walking to and from work everyday along Sherbrooke Street.



Maison Alcan

View from Sherbrooke Street, looking west, showing the 4 historic properties that form the public face of Maison Alcan. Behind can be glimpsed the aluminium-clad Davis building. 1983 (credit: Julia Gersovitz)

Montreal World Trade Centre

Philip O'Brien, the president of the real-estate leasing company DEVENCORE, believed that a new office complex, associated with a global network such as the World Trade Centres, could be used as an instrument to spark redevelopment on the northern fringe of Old Montreal. This area had been virtually abandoned after the construction of the Ville Marie expressway in the 1970s. Although the highway was covered over in this particular sector, there was no private appetite to spend additional funds needed to span the autoroute. Thus the area was a no-man's land, disrupting the urban fabric and isolating the historic district of Old Montreal from the Central Business District to the north.

Again, like Mr. Culver, O'Brien's vision did not spring from the conventional model of a high-rise tower. He saw the Montreal World Trade Centre as an insertion, not an imposition. He assembled a full city block under a single ownership. (Two properties, owned by Power Corporation and the Toronto-Dominion bank agreed to participate in the project, but remain independent of it.) Ultimately some 15 historic properties were integrated into the new complex. The original morphology of the site, which had been bisected by Fortification Lane was continued; its form marked by a glazed pedestrian atrium.

The project opened its doors in a recession and while the original vision of a World Trade Centre was compromised, the complex did contribute enormously to the re-integration of the no-man's land into the city. Today, the area forms the *Quartier Internationale de Montréal* and the scar tissue between the downtown and Old Montreal has been healed.



WTC

View from St. Jacques Street, looking west, showing the WTC as completed in 1991. The building to the immediate right is the restored Nordheimer Building, now part of the Inter-Continental Hotel. (credit: Julia Gersovitz)

Club 357c

Daniel Langlois was the founder of SOFTIMAGE, a software company, which was a pioneer in computer animation technology. He had been long enamoured of the Harbour Commissioners' Building in Old Montreal, built in 1874, but long divorced from its original port function. Even though the building deteriorated, finally being used as a warehouse, it continued with its imposing Italianate architecture and its great dome, to be a visual landmark in the port and in Old Montreal.

Langlois bought the building in 1997 and determined to convert it into a private club and residence. His program was born out of a long-standing passion for the building and a desire to encourage others to invest in the city and reanimate disaffected *quartiers* and their buildings. The building program finally included the restoration of the exterior envelope, following a substantial fire; the rehabilitation and restoration of the basement, ground, second and third floors for the club and the construction of a glass-walled swimming pool annex.



Club 357c

View from the harbour, showing the Club 357c, after restoration in 2002. (Credit: Marc Cramer)

Jean-Talon Station

In 1999, **John Lederer** was the Vice-president of LOBLAWS, responsible for the creative marketing of the supermarket chain. When the company bought the historic Jean-Talon Station from the City of Montreal in 1998, he became the “client” for its restoration and conversion. LOBLAWS was not particularly interested in the station; it was its location at the head of Park Avenue and the immense adjacent land that made the property appealing.

The Jean-Talon Station was built by the CPR in 1931-32. Despite the adverse economic times, the building was sumptuously detailed. However, by the early 1980s the station lost its transportation vocation; the tracks were removed and the station itself sold to the Ville de Montréal, which mothballed it.

A LOBLAWS food store was built adjacent to the station, and a public park created in front of it. The station itself was very carefully restored and rehabilitated, although its vocation was initially unclear. It became first an INDIGO bookstore and shortly afterwards, a SAQ outlet.



Jean-Talon Station

View across the public park, showing the restored Jean-Talon Station. To the immediate right can be seen the new LOBLAWS store. 2000 (Credit: Robert Klein)

Each one of these projects has been the recipient of positive critical reviews. The Maison Alcan, Montreal WTC and Club 357c have received numerous design and conservation awards.

Heritage Legislation in force

The legislation in force was different for each project. In the case of Maison Alcan, of the 4 historic buildings on Sherbrooke Street, only the Atholstan house had any status. It was “recognized” by the Quebec Ministry of Cultural Affairs. This meant little in terms of government review or control. The other properties - Beique house, Berkeley Hotel and the Holland house - had neither recognition nor protection, although the Holland house was one of the oldest surviving buildings in the downtown core.

The city block that was to become the site of the WTC lay just outside the northern boundary of the historic district of Old Montreal. (This situation has since been corrected, and the boundary of the district moved to include the north side of St. Jacques Street.) The project was subject to public hearings and citizen participation, because of zoning changes, but this early step represented the only review process.

The Harbour Commissioners’ Building is within Old Montreal, and the building is considered “significant” by the Ville de Montréal. Thus the exterior work (envelope restoration and

construction of the pool pavilion) were subject to review and approval by the Quebec Ministry of Cultural Affairs and the Ville de Montréal.

The Jean-Talon Station was considered municipally “significant”, but was not protected provincially. However, the sale of the station to a private company had generated enormous controversy and the court of public opinion was very sceptical that a private sector owner would do justice to the rich architecture of the station.

The project therefore with the most rigorous heritage controls associated with it was the Club 357c, because of the dual reviews by the Quebec Ministry of Cultural Affairs and the Ville de Montréal.

It can be argued empirically that the presence or absence of a review process had little to do with ensuring project success. In fact, all four projects were very little subject to external evaluation.

I would maintain that the answer to Dr. Cameron’s question is a qualified “No, the private sector is not getting away with murder”. But the answer is tempered by an understanding that, as outlined above, the private sector is scarcely homogeneous. It has varying intentions and varying expertises. Sometimes, it is profit-driven and sometimes it is motivated by a personal vision or passion that is not balance-sheet oriented.

Personalities matter. Those who are driven by a personal desire to do the best possible project, to understand the principles of heritage conservation theory and practice and to pay for their application, will produce excellence, no matter what controls in place. I have introduced four of these personalities in this paper.

However, there are those who will resist all attempts to honour the principles of heritage conservation, and who see the rules or controls as obstacles. This mindset is not peculiar to either the private or the public sector. There are project managers in the public sector who do not embrace heritage conservation principles, and see them only as impediments in the

construction process, just as there are project managers who ascribe to the standards and guidelines and promote their application. Equally, there is no universal truth about the private developer.

Leadership is fundamental to the success of a project, be it in the private or the public sector. Any construction project involves multiple steps, multiple stakeholders and a myriad of issues, from financing to timing, to keeping a firm understanding of the project goals in mind. It falls to the leaders to have the original vision, and then to ensure that that the completed project reflects its original clarity and authenticity.

Some might argue that all four of the projects were accomplished through the expenditure of unlimited funds. This is not true; in fact all of the projects met their budgets. Three of the projects were executed for public corporations, which were responsible to their shareholders. But, as Jean-François Gravel of the Ville de Montréal stated about Club 357c : *Mais l'argent seul ne suffit pas...Pour sauver du bâti patrimonial, ça prend aussi un propriétaire intéressé à le faire, bref, une volonté et une âme.* [La Presse, 2002.11.02]

It would be disingenuous and indeed falsely modest to pretend that the success of a project does not rest in part on the consultant team, and more often than not, on the architectural team. During the PPT presentation, I outlined 14 principles of our practice which are essential to FGMAA. We believe that they must be followed in order to ensure a successful conservation project. It takes leadership to explain them to each new client, whatever his/her background, to explain them to the consultant team and to make certain that they continue to shape the project throughout several years' duration.

The best conservation projects in which I have participated and described above are those in which the project goals are shared by the client and the consultants. This seems an obvious truth, but it is not often true. Times are changing. As more and more projects sites include historic buildings, rather than being *tabulae rasae*, developers find themselves increasingly dealing with objects in which they have little personal/professional interest. They do not understand them as

adding value to their projects – they perceive them as dangerous, probably costly, shoals in uncharted waters.

What can be done therefore, to correct the situation, and minimize those who seek to flout the standards and guidelines for heritage conservation? I would answer as follows:

1. When the developer does not place the stewardship of the heritage property at the heart of the project, or when the architect is unable or unwilling to assume a leadership role, a **clear process** is critically important. At the very least, frameworks for proceeding, such as The Standards and Guidelines for the Conservation of Historic Places in Canada (2005) should be put adopted by the governing authorities and enforced.
2. The process should include **review commissions**, comprised of experts in architecture, conservation theory and urban planning. However, they should not be too many in number. Often time, they provide contradictory or conflicting advice. Whereas it can be argued that there is little harm in duplicating reviews, there is the threat that one day, faced by widespread complaints and inaction, the political pendulum will swing towards the elimination of all forms of public input. This would be extremely unfortunate.
3. **Frequent and rigorous inspections** during construction are fundamental to the final outcome of any project. Without them, the entire review process can be made a mockery. It serves little purpose to have exacting standards during the conceptual design development, if there is no guarantee that the commitments made will be respected. The four projects that I have described followed due process; however, they benefited from extraordinary leadership and goodwill and cannot be considered to be the norm.

Finally, it is inappropriate and certainly unfair for any level of government to thrust the burden of performance solely onto the project architects. Too often, in any case, without threat of inspections, they are thrust aside by the expedient developer, who wishes to make sure his opportunities for shortcuts are unimpeded.

A thorough inspection process would go a long way towards ensuring that our heritage buildings continue to be valued members of society, and not victims of unreported crime.

Julia Gersovitz, OAQ, OAA, FAPT, FRAIC

Partner

Fournier Gersovitz Moss et associés architectes

Professor of Design (Adjunct) School of Architecture, McGill University

***3. 17 De la rue principale aux mails piétonniers : réhabiliter les centres-villes canadiens /
From Main Street to Pedestrian Malls: Rehabilitating Canadian downtowns***

Darryl Cariou, Planificateur senior en patrimoine, Ville de Calgary, AB / Senior Heritage Planner, City of Calgary, AB



Darryl Cariou
(Photo: C. Boucher, 2009)

4. Textes des rapporteurs / Reports from the rapporteurs

4.1 Session 1

Heather Perrault, Étudiante M.A., Université de Carleton / M.A. Student, Carleton University



Heather Perrault
(Photo: C. Boucher, 2009)

**Session 1: Approaches to Heritage Conservation in the second half of the 20th century:
International Perspectives**

4.2 Session 2

Marie-André Thiffault, Étudiante M.Sc.A – Conservation de l’environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l’environnement bâti, Université de Montréal



Marie-Andrée Thiffault
(Photo: C. Boucher, 2009)

Session 2: Conserver les lieux historiques du Canada: la contribution des praticiens professionnels et des universitaires

Conférence I : Julian Smith

Pratique en matière de conservation architecturale canadienne: 1950-2000

Julian Smith a commencé sa conférence en questionnant le sens de la pratique de l’architecture en conservation. Pour tenter de répondre à cette question, il a proposé quatre grandes divisions du temps.

-Entre 1950 et 1960, le cadre de travail était excentrique et touchait la restauration de maisons historiques. Les « architectes en conservation » étaient vus comme des marginaux, à contre-courant de la société architecturale moderne.

-En 1960, un débat dans la communauté est né et incluait la conservation de l'architecture : il faut protéger l'histoire avant qu'elle disparaisse. Des débats concernant l'avenir du Vieux-Québec et du Vieux-Montréal ont lieu, ainsi que plusieurs menaces de démolition.

-Au cours des années 1970 et 1980, la communauté se développe et le mouvement de conservation prend forme. On observe un débat entre l'architecture de l'histoire et l'architecture de la modernité. Le choix historique célèbre l'esthétique de l'ancienneté des bâtiments, une notion romantique, mais il n'est pas encore question de dimension socio-économique. La communauté se demande si on conserve, ce qui consistait à compléter l'esthétique historique par des reproductions d'éléments architecturaux, ou si on se tourne vers une architecture moderne. Ensuite, les années 1980 on vu naître le Programme Main Street qui voulait revitaliser les rues principales des municipalités canadiennes. Avec ce projet majeur, la dimension socio-économique apparaît et les architectes en conservation travaillent d'égal à égal avec les architectes. Le projet des Forges du St-Maurice est un exemple qui illustre bien l'utilisation du nouveau pour reproduire l'ancien. Le présent est juxtaposé au passé pour le représenter et le préserver.

-Finalement, le mouvement de conservation gagne beaucoup d'arguments au cours des années 1990 pour ne plus être à contre-courant. Le rôle des professionnels s'est élargi et s'est transformé. Plusieurs questions fondamentales font l'objet de débat, comme celle de l'intégrité écologique.

M. Julian Smith conclut en affirmant qu'il croit que le paysage, dorénavant, prendra une dimension plus importante dans le domaine conservation.

Conférence II : Susan Buggey

Pratique en matière de conservation du paysage au Canada : 1950-2000

Susan Buggey reprend à son tour l'idée de diviser les 50 dernières années en différentes phases d'évolution de la pensée.

Elle juge que de documenter et de comprendre le paysage par des recherches est fondamental pour l'avancement de la pratique de l'architecture de paysage et son design. Elle nous a présenté comment la pratique de la conservation des paysages a incorporé les tendances, tout en développant trois sphères d'action distinctes :

- 1960-1980 : Recréer un endroit historique pour reconstituer le sens de la place
- 1980-1990 : Préserver les valeurs historiques et paysagères
- 1990 et + : Préserver les paysages culturels

Au début des années 1980, le milieu de la conservation paysagère aux États-Unis accusait un retard sur la conservation architecturale. À cette époque, soit au début des années 60 jusqu'en 1980, la pratique de la conservation des paysages canadiens était grandement influencée par l'approche des États-Unis : une conservation orientée vers la reconstitution des espaces. C'est la montée du mouvement de conservation qui a incité les États-Unis à préserver leurs espaces naturels. En plus de l'influence américaine sur la pratique canadienne, les actions communautaires ont contribué à accentuer le respect de l'endroit et le mouvement environnemental a fait reconnaître que le paysage avait une valeur en soi.

Dans les années 1990, le concept des paysages culturels est de mieux en mieux compris par la communauté. Cette approche considère un paysage non pas en fonction de ses monuments, mais en fonction de l'interaction entre l'homme et son environnement naturel. Ainsi, l'endroit physique n'est pas la seule façon de voir le paysage, car la tradition orale, les souvenirs et les mythes en sont également. L'approche adoptée par le Canada sur la question de la conservation des paysages culturels était alignée avec la pratique internationale tournée vers la diversité du patrimoine et de la culture. La définition des paysages a guidé le Conseil du Canada à orienter son champ d'action. Les énoncés d'intégrité se sont avérés utiles pour la prise de décision et cela a permis de clarifier les valeurs et la gestion des paysages canadiens pour mener à la reconnaissance des paysages militaires : Que faire avec ces secteurs? Le développement des

paysages culturels démontre à quel point cette notion est large et le besoin de stratégies pour l'aborder s'est rapidement fait ressentir.

Finalement, le secteur s'est élargi en 1999 au Canada et c'est à partir de ce moment que la communauté s'est impliquée dans la préservation des paysages. Un réseau riche d'experts internationaux a permis au Canada d'appliquer les pensées internationales et de partager l'expérience canadienne. La notion de paysage associatif émergea et permit un changement dans l'approche afin de bien définir la tradition des gens avec le paysage. En effet, les paysages culturels associatifs se distinguent par leurs associations avec le milieu naturel, plutôt que leurs monuments. Cette notion accentue le caractère indissociable entre les valeurs culturelles et naturelles.

La formation d'une Charte en architecture de paysage au Québec a contribué à l'élaboration de nouvelles structures qui regroupent des lois intégrant la reconnaissance de l'interface de l'utilisateur. Par exemple, l'étude du Canal Rideau a défini 7 types de paysages et héritages le long du canal.

En guise de conclusion, Susan Buggey nous a rappelé que ce n'est que depuis les années 2000 que l'architecture du paysage est perçue comme complexe. Par exemple, la notion de paysage cosmique veut aller vers un processus qui augmente les détails pour obtenir une image plus large des interrelations entre le visiteur et le paysage. Le mouvement environnemental continue de gagner du terrain pour tendre vers une force primaire.

Conférence III : Steve Barber

La planification au Canada et sa contribution à la conservation : 1950-2000

Steve Barber a commencé la conférence par nous présenter les leçons clés qu'il retient :

- Le succès des programmes municipaux est lié à la conservation
- Les planificateurs dépendent du soutien de la bureaucratie

- Le rôle fondamental des incitatifs fiscaux dans les programmes de conservation du territoire bâti
- Mais surtout, une évolution au sein de la profession de planificateur

Au courant des années 1950 et 1960, le rôle de planificateur était perçu de façon négative par les intervenants des villes. En 1963 le premier planificateur urbain a réussi à convaincre la ville de Victoria de changer la planification de la mairie et ainsi, maintenir l'ancienne mairie. C'est cette même ville qui a repoussé le développement urbain à l'extérieur de sa ville historique. Toutefois, l'exemple de la ville de Toronto témoigne d'un grand fiasco. La ville avait délégué l'autorité, plutôt que de l'intégrer, et elle a commencé à manquer de contrôle. C'est pourquoi elle a accusé trente années de démolition.

Dans les années 1970, le planificateur jouait le rôle d'analyste de la conservation. Steve Barber cite l'exemple de Patrimoine Canada qui a aidé la ville de Winnipeg à créer un principe de restauration. Cette action a eu comme résultat la création d'un premier secteur de restauration. Victoria a elle aussi un district qui protège les bâtiments historiques de la démolition, grâce à une nouvelle loi qu'elle a mise en place.

La province de la Colombie-Britannique a reconnu le lien entre la préservation et la planification, et cela, dès 1994 par le biais d'une loi provinciale. La ville de Vancouver était très avant-gardiste, car elle prévoyait déjà des sommes d'argent pour encourager à la conservation. De plus, son approche pour renouveler la ville moderne prenait en considération la vieille ville. La ville de Victoria, quant à elle, a prouvé, en 1999, que les incitatifs locaux municipaux sont un bon moyen pour inciter à conserver. Ensuite, le programme Rues Principales d'Héritage Canada était une démonstration de la confiance très forte du public. Le but visé était l'amélioration des rues et pour y arriver, les villes ont elles-mêmes développé des outils, comme la ville de Vancouver qui a utilisé le *street scaping*.

Steve Barber nous rappelle que partout il y a eu des pertes, des échecs, et qu'il faut sans cesse lutter contre les effets du marché. Selon lui, l'intégration de la conservation dans la pratique des administrateurs locaux est un élément important pour le milieu de la conservation.

Finalement, pour nous démontrer que la pratique de la planification est sur la bonne voie, il a cité les réunions de planification entamées il y a quelques années au compte de six membres et qui comptent aujourd'hui environ quarante personnes.

Conférence IV : François LeBlanc

ICOMOS Canada et l'APT

François LeBlanc a décidé de nous présenter sous la forme d'une vidéo des entrevues réalisées auprès des personnalités de la conservation, dans le but de rendre compte du rôle de l'APT et d'ICOMOS au sein de la communauté. Ainsi, Marc Denhez, Natalie Bull, Herb Stovel, Tamara Anson-Cartwright, Andrew Powter et Julia Gersovitz ont témoigné pour confirmer l'impact d'APT et d'ICOMOS sur la pratique architecturale en conservation.

L'exemple de l'intervention d'APT au code du bâtiment a été cité : en remettant le code du bâtiment en question alors qu'il était prescriptif, l'APT a eu un effet énorme. Or, après un travail de coalition, un nouveau code basé sur les objectifs a remplacé le code de 2005. Ensuite, il a été question des réunions d'experts organisées par l'APT qui ont aussi influencé le milieu de la conservation architecturale en créant un réseau solide de professionnels en Amérique du Nord. Le caractère pratique d'APT par ses ateliers spécifiques qui fournissent des éléments de bases pour les professionnels a aussi été relevé. Par la suite, beaucoup ont témoigné de la plate-forme offerte par APT pour partager les expériences professionnelles. Cette pratique s'est avérée être un matériel très utile qui a abouti à des échanges très fructueux entre différents professionnels. Bref, l'APT est perçu comme une famille proche qui apporte des connaissances techniques et de profondes discussions sur la conservation, ce qui a contribué à la formation d'un groupe de professionnels.

Quant à ICOMOS, les propos recueillis ont confirmé que cet organisme apporte des connaissances plus théoriques que pratiques. En effet, ICOMOS suggère de démarrer des projets de recherche, ce qui témoigne d'une gestion plus philosophique. Cet organisme apporte des grands principes d'ordre internationaux, mais peu d'outils applicables à notre condition. Il a été mentionné qu'ICOMOS, par sa méthodologie moins claire et peu adaptée au changement, intervient comme une famille éloignée.

Enfin, selon les propos tenus par Mme. Gersovitz les deux organismes devraient mieux enraciner leur enseignement au Québec

Conférence V : Herb Stovel

La formation et la recherche dans le milieu universitaire dans la deuxième moitié du 20^e siècle.

L'objectif commun de l'éducation, de la recherche et de la formation est de permettre la formation de professionnels en conservation. Il est primordial de mettre l'emphase sur la profession tant à court terme qu'à long terme. Herb Stovel a précisé que la formation ne se situe pas seulement au niveau universitaire et qu'il faut encourager la formation d'artisans spécialistes. Aujourd'hui, au Canada, on retrouve beaucoup plus d'enseignements dans le domaine de la conservation, contrairement à il y a trente ans où les professionnels devaient d'exiler soit en Europe, soit aux États-Unis pour se spécialiser en conservation. Plusieurs organismes et institutions sont impliqués dans la formation des spécialistes :

- Programme Rues principales, 1980 : formation innovatrice pour l'époque
- CRM : approche et valeur importante
- APT : formation par des ateliers et discussions importantes lors des réunions
- ICOMOS : impliqué dans l'éducation théorique
- Institution muséale : par exemple Pointe-à-Callière a un impact sur la formation
- Institutions universitaires : formation des professionnels

Pour ce qui est de la documentation, elle doit être développée davantage. La plupart des écrits se font au niveau des articles de périodiques, mais nos recherches ne sont pas confirmées par des publications officielles. De ce fait, le savoir est difficilement accessible.

Quant à la recherche, elle s'améliore grandement. Nous comptons deux chaires de recherche en patrimoine au Québec, celle de l'Université de Montréal et celle de l'Université Laval. L'Université de Waterloo est elle aussi active au sein de la recherche et l'Université de Carleton possède la première bibliothèque ayant une collection dédiée à la recherche. M. Stovel a, de ce fait, proposé d'avoir une collection nationale dans les universités canadiennes accessible pour tous. En recherche, les efforts sont concentrés sur la technologie des immeubles, mais la transition sur le terrain est absente et les questionnements relatifs à la pratique restent sans réponse.

La conférence de Herb Stovel s'est conclue sur la nécessité de développer une approche et un profil pour être en mesure de maintenir notre fidélité aux valeurs qui protègent notre patrimoine (il fait référence aux architectes qui se comportent en avocats). Il ajoute aussi qu'il est nécessaire de publier les résultats des recherches pour les rendre accessibles.

4.3 Session 3

Élyse Levasseur, Étudiante, M.Sc.A., Conservation de l'environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l'environnement bâti, Université de Montréal



Élyse Levasseur
(Photo: C. Boucher, 2009)

Session 3 : Conserver les lieux historiques canadiens : la contribution gouvernementale

La session trois intitulée «Conserver les lieux historiques canadiens : la contribution gouvernementale» constituait, d'une part, en un aperçu de la politique fédérale présenté par Gordon Bennet et, d'autre part, en un survol de la pratique et de l'expertise fédérale en matière de conservation du patrimoine présenté par Linda Dicaire.

Dans son aperçu, Gordon Bennett nous a expliqué que le rôle du gouvernement est de développer des politiques et de livrer des programmes et des services qui y sont reliés. Il a également mentionné que la législation était le symbole ultime de l'importance d'un sujet pour un gouvernement. Les politiques sont également très importantes. Il poursuit avec l'énumération de quatre politiques mises sur pied par le gouvernement fédéral lors des 50 dernières années :

- 1) Les normes et les lignes directrices pour la conservation des lieux patrimoniaux du Canada;

- 2) Les Principes directeurs et les politiques de gestion de Parcs Canada;
- 3) Le Bureau d'examen des édifices fédéraux du patrimoine;
- 4) La Politique des sites historiques nationaux.

À la suite de cette énumération, monsieur Bennett a souligné que, jusqu'en 1980, les politiques ont été développées pour répondre à une pratique déjà en place, mais, qu'aujourd'hui, la politique précède la pratique.

Toujours selon lui, si l'on compare la gestion du gouvernement fédéral à celle des autres provinces et territoires canadiens, le gouvernement fédéral, de façon générale, a fait du bon travail en matière de conservation du patrimoine. Il est cependant plus nuancé à l'égard de l'aspect législatif qu'il qualifie d'échec. Selon lui, cet échec s'explique par six grandes raisons, mais la plus importante est le manque «de champions» au sein de l'équipe fédérale. En effet, il prétend qu'il ne suffit pas que d'avoir du talent, mais que ça prend aussi des personnes qui agissent dans les hautes sphères qui défendent le sujet. Gordon Bennet a aussi souligné l'impact négatif du transfert de gestion du patrimoine du ministère du Patrimoine vers le ministère de l'Environnement.

Il conclut en demandant ce qu'on pourrait faire de plus. Il propose trois pistes de solution :

- Une meilleure législation pour les lieux historiques nationaux
- Une protection pour les lieux historiques nationaux qui ne sont pas la propriété du gouvernement fédéral
- Une protection plus adéquate pour les sites canadiens inscrits sur la Liste du patrimoine mondial.

La seconde présentation consistait à un survol des différentes interventions du gouvernement fédéral en matière de conservation au cours des 5 dernières décennies, tant les mauvais coups, la démolition et la reconstruction de l'édifice de la Monnaie royale canadienne dans les années 1980, que les bons coups, la création du premier lieu historique du Canada en 1970 avec les Forges-de-Saint-Maurice. Chacune des interventions présentées par Linda Dicaire illustre des

approches différentes utilisées par le gouvernement. Ces différents exemples ont démontré que les pratiques fédérales en matière de conservation ont évolué au cours des 50 dernières années.

À la suite de cette conférence, Robert Pajot a confirmé que le gouvernement du Canada a joué un rôle important, mais il précise qu'il reste plusieurs points négatifs à éliminer comme le manque d'implication du gouvernement. Parmi les pistes de solutions évoquées à ce problème, il suggère de rester actif en étant membre d'associations et d'entretenir des liens avec les universités comme c'est d'ailleurs le cas avec les universités de Montréal et de Carleton. En d'autres termes, il s'agit pour lui de tenir compte de l'évolution.

Une discussion a suivi et a commencé avec l'intervention de Dinu Bumbaru qui insistait sur l'importance de la communication des différents paliers. Steve Barber a renchéri en affirmant que, durant les dernières 20 à 30 années, le gouvernement fédéral a investi beaucoup de ressources, mais sur de très petits sites. Cependant, le besoin n'est pas d'avoir plus de politique, mais bien d'installer des mesures incitatives fiscales.

4.4 Session 4

Marianne Trottier-Tellier, Étudiante, M.Sc.A., Conservation de l'environnement bâti, Université de Montréal / Student, M.Sc.A – Conservation de l'environnement bâti, Université de Montréal



Marianne Trottier-Tellier
(Photo: C. Boucher, 2009)

Session 4 : Conserver les lieux historiques canadiens : la contribution des communautés et des organismes non gouvernementaux

Au cours de cette session présidée par Mario Dufour, trois conférenciers ont abordé la question de la conservation des lieux historiques canadiens en présentant le point de vue de différentes collectivités.

Présentations :

NATALIE BULL

Directrice exécutive, Fondation du patrimoine canadien

Dans ce premier exposé, Natalie Bull présente le mandat d'Héritage Canada qui participe activement à la préservation de l'héritage bâti au Canada et qui souhaite encourager les autres à faire de même. Afin d'appuyer son propos, Natalie Bull décrit deux programmes spéciaux développés par Héritage au cours des dernières années, soit le « Area Conservation Program » et le « Main Street Program ». La mise en place de ces programmes vise non seulement la conservation physique des bâtiments anciens, mais veut surtout redonner vie aux secteurs visés. Après plusieurs années d'activité, Nathalie Bull affirme avoir observé une diminution de l'engouement pour la conservation du patrimoine bâti. Elle conclut en rappelant à l'assistance que le défi actuel est d'inciter les gens à s'impliquer ou à donner afin qu'Héritage puisse poursuivre sa mission.

ALASTAIR KERR

Directeur de programmes en conservation, gouvernement de la Colombie-Britannique

Dans ce deuxième exposé, Alastair Kerr aborde la question selon le point de vue des communautés de l'Ouest. Il insiste beaucoup sur l'importance de la notion de valeur en conservation. Il croit fermement que la conservation du patrimoine n'est pas uniquement associée à un retour sur le passé, mais aussi à la célébration du futur. Sur ce point, il déclare : « It's not about celebrating the past, it's about celebrating the future, and what the past can teach us ». Selon Alastair Kerr, les valeurs sont enracinées dans les communautés, ce qui implique qu'il n'y ait pas une seule vraie valeur, mais une multiplicité de valeurs.

JIM BEZANSON

Agent de développement du patrimoine, Ville de St John au Nouveau-Brunswick

Dans ce dernier exposé, Jim Bezanson décrit la question du rôle des communautés selon un point de vue de l'Est. C'est avec une pointe d'humour qu'il nous parle de la situation, parfois critique, de la conservation du patrimoine. Jim Bezanson explique comment la conservation a dû infiltrer les normes d'urbanisme afin d'assurer une certaine préservation des caractéristiques physiques du patrimoine bâti. Il observe également que les valeurs de conservation ne sont

malheureusement pas encore acquises dans la société, d'où ce changement d'approche récent qui valorise plutôt la construction de l'appréciation du patrimoine par la société.

Discussion :

Christine Cameron

Soulève la question des crédits d'impôt. Interroge l'efficacité de cette tactique ainsi que sa raison d'être.

Julia Gersovitz

Se demande comment améliorer l'efficacité du « marketing » qui est fait au niveau de la conservation du patrimoine de telle sorte que la population se sente davantage concernée. « Devrait-on aller directement dans les communautés? »

Dinu Bumbaru

Relance la question du « marketing » avec le « More is more » et propose une réflexion sur le processus d'inventaire qui pose le défi de passer à l'étape supérieure. Il souligne notamment le poids politique qu'engendrerait une masse d'inscriptions et conclut en insistant sur la nécessité de distinguer le processus d'inventaire du processus politique.

Herb Stovel

Croit que le secret réside dans la sensibilisation de la population. Si les gens en viennent vraiment à être sensibilisés et à choisir leurs propres valeurs, les pressions politiques ne seront plus nécessaires. Les politiciens n'auraient alors d'autre choix que de tenir compte de la volonté populaire.

Julian Smith

Mentionne les changements qui s'effectuent au sein du mouvement pour la conservation du patrimoine. Notamment, il remarque que le mouvement se concentre de plus en plus sur la planification au niveau de la communauté. Il réitère le propos d'Alastair Kerr en insistant sur l'importance que ce soit les communautés qui établissent leurs propres valeurs.

Dinu Bumbaru

Soulève l'importance de poser des gestes volontaires tournés vers l'avenir. Avec des critères d'intervention tel que le « +25 », il faut concevoir à long terme et penser à ce qu'on lègue aux générations futures.

Mario Dufour, président de la session

Clôt la discussion en exprimant son inquiétude face à l'absence d'un système qui assurerait le transfert de connaissances aux générations futures.

4.5 Session 5

Jaime Koebel, Étudiante M.A., Université de Carleton / M.A. Student, Carleton University



Jaime Koebel
(Photo: C. Boucher, 2009)

Session 5: the Conservation of Canada's Historic Places: Case Studies

5. Une vue d'ensemble des discussions de la Table ronde 2009 / An Overview of the 2009 Round Table Discussions

Claudine Déom

Professeure adjointe

École d'architecture, Université de Montréal



Claudine Déom
(Photo : C. Boucher, 2009)

Avant de vous transmettre les points de discussion qui me sont apparus saillants au cours des deux derniers jours, j'aimerais rappeler les trois hypothèses soumises par Christina Cameron au début de la Table Ronde en ce qui a trait à l'évolution de l'approche canadienne en conservation au cours des cinquante dernières années. Elle proposait d'abord que l'action sur le patrimoine bâti est passée de la restauration des monuments historiques à leur préservation et à leur conservation; que la définition du patrimoine s'est considérablement enrichie afin d'inclure dorénavant des ensembles de biens plus vastes et plus complexes; et que la notion de valeur patrimoniale a également évolué vers une définition et une application élargies. Les résumés des rapporteurs et cette vue d'ensemble confirment ces hypothèses.

Pour ce tour d'horizon, je vous soumetts une structure simple. Puisque la Table Ronde offrait un regard sur le passé, je vous propose d'abord un aperçu en cinq points de ce qui a été fait (*What has been done?*). À chaque point correspond une piste d'avenir pour les prochaines années que j'ai également recueillies de l'ensemble des discussions (*What's to come?*).

What has been done?

1 Experience and expertise

2 Heritage no longer marginalized

3 Structures and tools developed

4 Heritage milieu as a family

5 Pragmatism developed

What's to come?

1 Documentation

2 Defining the field of heritage conservation (who is the «we»)?

3 Further developments: tax incentives, marketing, integrating communities; defining values

4 Pursue «procreation»

5 Conversations to come

What has been done?(Qu'est-ce qui a été fait?)

1 Experience and expertise (Expérience et expertise)

La reconnaissance d'une expérience acquise et d'une expertise développée dans le domaine de la conservation du patrimoine constitue le constat global de l'ensemble des propos de la Table Ronde. Il s'agit peut-être d'une évidence pour certains, mais néanmoins un point important à souligner. Les présentations des projets de conservation réalisés au fil des décennies, des divers

programmes de formation dispensés de même que des recherches menées ont clairement mis en évidence ces acquis. La sophistication des savoirs et du savoir-faire au Canada fut aussi soulignée par le truchement des expériences et des leçons acquises par la participation du Canada au Comité du patrimoine mondial.

2 Heritage no longer marginalized (La conservation n'est plus marginale)

Les témoignages de certains conférenciers (J. Smith et H. Stovel, notamment) relatant leur début de carrière dans un milieu où le réflexe de conserver n'en était pas un partagé par plusieurs de leurs collègues étudiants ou jeunes praticiens démontrent à quel point la conservation du patrimoine n'est plus un phénomène marginalisé de nos jours. Au contraire, le temps a permis de faire en sorte de constituer des expertises professionnelles qui sont de plus en plus reconnues et valorisées (J. Gersovitz).

3 Structures and tools developed (Des structures et des outils développés)

Les présentations évoquant les différentes politiques et lois gouvernementales (H. Miller – pour les É.-U. – et G. Bennet), de même que celles d'intervenants oeuvrant au palier provincial et local (S. Barber et A. Charbonneau, par exemple) et au sein d'organismes à but non lucratif (N. Bull) attestent de l'organisation du milieu de la conservation depuis les années 1960. L'Initiative des endroits historiques, les lois provinciales en matière de protection des biens culturels au Québec et en Colombie-Britannique ou encore les initiatives locales à Saint-John (N.-B.), à Victoria ou à Winnipeg évoquent la variété des paramètres de gestion du patrimoine mis en œuvre au fil des années.

4 Heritage milieu as a family (Le milieu de la conservation en tant que famille)

Que ce soit par l'appartenance simultanée à différents regroupements (ICOMOS et APT, par exemple) ou par les nombreuses collaborations à des projets de toutes sortes au cours des années, il s'en dégage de l'ensemble des discussions un sentiment d'appartenance à un groupe oeuvrant en conservation au Canada. Ce réseau pancanadien est souvent comparé à une grande famille (N. Bull).

5 Pragmatism developed (Un sens pragmatique développé)

Alors que les premières expériences de la conservation nécessitaient un discours et une représentation plus radicaux auprès des promoteurs et des autorités gouvernementales pour la sauvegarde de lieux, les intervenants du domaine de la conservation ont développé une attitude plus pragmatique au fil des décennies. Celle-ci se témoigne par les nuances des propos qu'ils entretiennent à l'égard de ce qu'il faut conserver et les motifs et les stratégies de conservation, plus variées, plus consensuelles, mises en œuvre (J. Bezanson).

What's to come? (À venir?)

1 Documentation (Le besoin de documenter)

On a maintes fois fait allusion au cours des présentations et des discussions du besoin d'écrire cette histoire des projets réalisés et des différents intervenants qui y ont contribué (F. LeBlanc, H. Stovel, A. Charbonneau). Au nom des étudiants en conservation qui sont présents dans la salle et qui ont été désignés en tant que la relève à plusieurs reprises au cours de la Table Ronde, je lance un appel à la première garde d'intervenants en conservation afin qu'ils rendent accessibles leurs bibliothèques et leurs archives personnelles pour que cette première tranche de l'histoire moderne de la conservation au Canada puisse être écrite.

2 Defining the field of heritage conservation (who is the «we»)?(Définir le domaine de la conservation)

S'il est vrai que le domaine de la conservation du patrimoine n'est plus marginal, le défi qui se pose maintenant est de le définir plus précisément. De plus, l'élargissement de la définition du patrimoine constaté et la pluralité des intervenants sous-tendent la participation d'un plus grand nombre de disciplines qui seront appelées à participer. Qu'est-ce que travailler en conservation du patrimoine? Qui a voix au chapitre? Les maintes références à la pertinence d'inclure davantage les disciplines de l'urbanisme (G. Beudet) et celle de l'architecture de paysage au cours des deux derniers jours (S. Buggy et P. Jacobs) font foi du besoin d'être plus inclusif tout en réfléchissant plus attentivement sur les compétences requises pour protéger le patrimoine (A. Powter, J. Smith).

3 Further developments: tax incentives, marketing, integrating communities; defining values
(Des aspects à peaufiner: incitatifs fiscaux, l'intégration des collectivités diverses, la définition des valeurs)

Diverses présentations ont fait valoir le besoin de poursuivre certaines initiatives dans le sillon de celles amorcées depuis les années 1960. Comment intégrer cette vision élargie du patrimoine de façon à susciter un sentiment d'appropriation chez différentes collectivités (A. Kerr)? Quelle image doit projeter le domaine de la conservation (L. Dicaire)? À quand la mise en œuvre d'incitatifs fiscaux aux divers paliers gouvernementaux (S. Barber, N. Bull, D. Bumbaru)? Ces préoccupations, partagées par tous, arrivent maintenant dans l'histoire de la conservation canadienne. Elles découlent logiquement des efforts de réflexion et des actions livrées par une première génération d'acteurs en conservation au pays.

4 Pursue «procreation» (Agrandir la famille)

À plusieurs reprises, les étudiants assistant à la Table Ronde ont été interpellés en tant que la nouvelle génération en conservation à poursuivre le travail entamé (J. Smith et G. Bennet, entre autres). Si ceci est de plus en plus envisageable en fonction des acquis et des programmes de formation en conservation du patrimoine qui existent dorénavant, il importe également d'agrandir ce réseau. S'assurer que chacun trouve sa place, faire de la conservation un domaine inclusif (J. Bezanson, H. Stovel), voici quelque uns des défis que pose l'avenir.

5 Conversations to come (Des sujets à débattre)

Comme dans tout débat, nous avons manqué de temps pour approfondir des aspects soulevés par les participants comme enjeux fondamentaux de la conservation : comment faire l'adéquation entre la revitalisation et la conservation de l'environnement bâti (G. Bennet, D. Carriou)? Comment prévoir - ou contrôler? - l'influence de la politique dans la conservation (H. Miller)? Ou encore, comment s'assurer d'un comportement éthique dans la pratique de la conservation (J. Smith, H. Stovel)? Ces questions ont été soulevées par le milieu en tant que préoccupations actuelles. Elles demeureront aussi probantes au cours des prochaines années.

Au final, selon l'avis de tous, cette Table Ronde aura permis de raviver certains projets et collaborations oubliés, de prendre un pas de recul crucial pour apprécier l'ampleur des réalisations et surtout de témoigner de l'importante évolution de l'approche canadienne en matière de conservation du patrimoine au cours des dernières cinquante années. Tous s'entendent qu'il reste fort à faire et tous (avec peu ou beaucoup d'expérience) semblent enthousiastes à poursuivre. Cela augure bien pour le patrimoine. À suivre...

6. Conclusion

Conserver les lieux historiques: l'approche canadienne de 1950 à 2000

La Table Ronde de Montréal 2009 a examiné l'évolution des approches canadiennes dans le domaine de la conservation du patrimoine bâti pour la période de 1950 à 2000. Le choix de se concentrer sur cette période se justifie par le regain d'intérêt pour le patrimoine bâti après la Seconde Guerre mondiale. S'il est vrai qu'il y a eu des campagnes locales pour sauver les lieux historiques vers la fin du 19e siècle au Canada, c'est au cours du 20e siècle que les gouvernements ont véritablement commencé à s'y intéresser. Le gouvernement fédéral a créé la Commission des champs de bataille nationaux en 1908, la Commission des lieux et monuments historiques du Canada en 1919 et le gouvernement du Québec a créé la Commission des monuments historiques en 1922.

Mais c'est la période suivant la Deuxième Guerre mondiale qui a vu un renouvellement des institutions gouvernementales dédiées à la commémoration et à la préservation du patrimoine bâti au Canada. En 1951, la Commission royale d'enquête sur l'avancement des arts, des lettres et des sciences au Canada a consacré un chapitre aux sites et monuments historiques. Elle a noté un déséquilibre significatif, à la fois géographique et thématique, dans l'identification et la préservation des lieux historiques, ainsi qu'un besoin urgent pour davantage d'investissements de la part du gouvernement. Sous l'influence de l'action fédérale dans ce domaine, le gouvernement du Québec, en 1952, insuffle une nouvelle vie à ses lois concernant la protection des propriétés historiques.

En 1967, le centenaire de la Confédération du Canada a suscité un regain d'intérêt pour les événements et les biens historiques. Nombre de projets de restauration de maisons historiques élaborés par les communautés dans le cadre de ce centenaire ont contribué à accroître la sensibilisation du grand public au patrimoine bâti du Canada. Le boom des années 1960 et 1970 a également été témoin d'une expansion majeure des activités du gouvernement dans l'acquisition de lieux historiques à des fins expressément éducatives en les rendant accessibles

aux visiteurs comme sites d'interprétation et musées. Cette activité croissante et le développement régulier des cadres institutionnels et politiques pour la conservation des lieux historiques du Canada justifient l'accent sur la deuxième moitié du 20e siècle.

La Table Ronde 2009 de Montréal a réuni 29 experts de partout au Canada et des États-Unis d'Amérique. Les participants ont discuté de différentes approches utilisées par les gouvernements, les professionnels, les universitaires et la société civile pour identifier, protéger et conserver le patrimoine bâti du Canada dans la deuxième moitié du 20e siècle. Ils ont également examiné comment la professionnalisation accrue et l'élargissement des définitions de ce qui constitue le patrimoine bâti ont affecté les approches en conservation.

La Table Ronde 2009 a été organisée en six sessions visant à examiner la question sous divers points de vue. À la suite du mot de bienvenue du doyen de la Faculté, Giovanni De Paoli, Christina Cameron a abordé le sujet avec une présentation portant sur un cadre possible pour l'examen de la conservation des lieux historiques du Canada pour la période de 1950 à 2000. La session 1 a mis en vedette deux conférenciers, l'architecte américain Hugh C. Miller et l'architecte de paysage canadien Peter Jacobs. Chaque intervenant a donné un large aperçu de sa perspective sur les méthodes de conservation du patrimoine dans la seconde moitié du 20e siècle. La session 2 a pour sa part été axée sur la façon dont les professionnels des domaines de l'architecture, du paysage et de la planification, aussi bien que les enseignants et les universitaires ont contribué à la pratique de la conservation et à la formation. La session 3 a examiné le rôle joué par les gouvernements dans l'influence des politiques et pratiques liées à la conservation des lieux historiques du Canada. La session 4 a examiné de quelle façon les collectivités locales, les gouvernements municipaux et les organismes sans but lucratif ont pris des mesures pour la conservation du patrimoine bâti au Canada. La session 5 a présenté plusieurs études de cas qui illustrent les approches en conservation et des questions telles que la reconstruction, la rénovation urbaine et le rôle du secteur privé. Finalement, la session 6 s'est présentée comme une synthèse qui a donné aux participants l'occasion de prendre du recul par rapport aux sessions spécifiques et d'explorer l'ensemble des orientations. À la suite de la présentation des comptes-rendus par les rapporteurs de sessions et de l'analyse d'ensemble faite par Claudine Déom, le

groupe a pris part à une discussion ouverte, abordant les différentes questions qui ont été soulevées au cours de la Table Ronde. La directrice de l'École d'architecture, Anne Cormier, a conclu en faisant des observations finales.

Observations générales

Beaucoup de participants réunis pour la Table ronde 2009 de Montréal ont été les acteurs et les témoins du mouvement de conservation du patrimoine canadien dans la seconde moitié du 20^e siècle. En tant que tels, ils incarnent la confiance d'une importante mémoire pour le Canada. Il y a eu consensus au sein du groupe que beaucoup avait été accompli au cours de cette période, mais que cette information n'est pas toujours disponible et facilement accessible. Prenant en considération le décès récent de plusieurs acteurs clés dans ce domaine - y compris Martin Weaver, Jacques Dalibard, Robin Letellier et Margaret Angus, les participants à la Table ronde ont recommandé que l'ensemble des connaissances à l'étude soit établi sous une forme organisée, avant qu'il ne soit trop tard. Une des observations est l'état lamentable de la gestion des documents couvrant le domaine des lieux historiques. Les documents dans les archives, les bibliothèques des départements gouvernementaux concernés et les institutions publiques sont au mieux, désorganisés et inaccessibles et au pire, portés disparus ou détruits.

Le discours d'ouverture de l'architecte américain en conservation Hugh Miller a servi à souligner la mauvaise expérience canadienne dans ce domaine. Le leadership américain dans la préservation des lieux historiques est apparu au début du 20^e siècle, entraînant la création de politiques (1937), de lois (1966), d'outils comme le Registre national et la préservation historique des incitations fiscales (1976) ainsi que de programmes universitaires dans la préservation historique (1963). En comparaison de ces initiatives américaines, le Canada a clairement manqué le bateau en créant des politiques et quelques outils beaucoup plus tard au cours du siècle, à défaut de parvenir, à ce jour, à une législation globale et significative des incitations financières.

Les premières années

Les participants ont fait observer que, dans les premières années de la période considérée, la pratique canadienne s'est inspirée des exemples américains de préservation historique, en particulier la reconstruction de l'emblématique site de Williamsburg au cours des années 1930. La force motrice derrière ce projet était une volonté nationaliste de reprendre sous une forme tangible la manifestation du début de la colonisation du pays. Des équivalents canadiens pourraient inclure la reconstruction de Port-Royal (Annapolis, en Nouvelle-Écosse) et de l'immense forteresse de Louisbourg (Nouvelle-Écosse). De nombreux exemples du début de la période d'après-guerre, période de restaurations très intrusive destinée à capturer un "moment dans le temps", ne diffèrent pas beaucoup de ces reconstructions complètes. Mentionnons notamment les forts de la Compagnie de la Baie d'Hudson à travers le pays, les villes témoins de la ruée vers l'or à Barkerville (Colombie-Britannique), Dawson City (Yukon) et de nombreux autres. Cette première approche pourrait être considérée comme élitiste, sélective et romantique. Bien qu'elles aient satisfait les besoins de saisir les derniers épisodes de l'histoire de la nation, il est évident que, dans une perspective de conservation, les reconstitutions et les restaurations portent inévitablement la marque de leur époque. Comme Shannon Ricketts l'a fait remarquer, cette approche s'apparente au point de vue du théoricien de l'architecture britannique John Ruskin, qui caractérise les restaurations et reconstructions de vaines tentatives pour «ressusciter les morts».

Un changement fondamental au début des années 1970

Au début des années 1970, un changement fondamental dans le traitement de la conservation est perceptible. La reconstruction et la restauration minutieuse de lieux historiques, déjà admirée en tant que méthode de conservation viable, était désormais considérée comme créant une fausse interprétation de l'histoire. Cette approche a donné lieu à des interventions minimalistes, à des reconstructions volumétriques comportant des éléments manquants, ne cherchant pas à reconstituer avec précision les détails historiques (Fort Chambly, Québec), et des reconstitutions hors site aux fins d'interprétation (L'Anse-aux-Meadows, à Terre-Neuve). Au cours de cette même période, le Service national des parcs des États-Unis a publié de nouvelles normes de

préservation, passant ainsi de la restauration à un minimum d'interventions, diminuant ainsi l'influence des architectes en restauration.

La période des années 1970 peut aussi être caractérisée comme l'abandon de l'approche du "moment dans le temps" vers une approche d'intégration des lieux historiques dans la vie communautaire. Influencée par des facteurs socio-économiques extérieurs, cette approche implique également un glissement du bien individuel monumental vers des zones urbaines et rurales de plus grandes dimensions. Il est intéressant de noter que ce changement coïncide avec la doctrine internationale exprimée par le biais de la « Recommandation concernant la protection sur le plan national du patrimoine culturel et naturel » de 1972 de l'UNESCO :

Considérant que, dans une société dont les conditions de vie se transforment avec une vitesse accélérée, il est fondamental pour l'équilibre de l'homme et son épanouissement de lui conserver un cadre de vie à sa dimension où il reste en contact avec la nature et les témoignages de civilisation laissés par les générations passées et qu'il convient, à cette fin, d'assigner aux biens du patrimoine culturel et naturel, une fonction active dans la vie collective et d'intégrer les réalisations de notre temps et les valeurs du passé ainsi que les beautés naturelles dans une politique d'ensemble.

Une partie de ce changement est la décision de lier le développement économique à la conservation du patrimoine. Il s'agit d'une tentative pour éviter la fausse dichotomie entre le développement versus la conservation en entreprenant des programmes visant à intégrer les deux. Des initiatives marquant ce changement d'approche sont apparues dans les années 1970, tel le *Programme des accords sur la récréation et la conservation* (ARC) de Parcs Canada ainsi que le programme Rues principales d'Héritage Canada (1978), un programme de transformation qui s'étend de la discussion sur la conservation aux considérations économiques et de planification aussi bien qu'aux communautés entières. Les premiers exemples présentés par Linda Dicaire, Alastair Kerr et Steve Barber comprennent la réhabilitation de Gastown (Vancouver, Colombie-Britannique), le secteur riverain de Halifax (Nouvelle-Écosse) et de la Warehouse District (Winnipeg, Manitoba).

Implication des disciplines professionnelles

Au début de cette période, ceux qui ont préservé et restauré les biens historiques étaient essentiellement des antiquaires ayant un intérêt dans les bâtiments patrimoniaux, mais possédant une formation professionnelle limitée. Le début des années 1970 a vu naître le développement de différentes disciplines impliquées dans la conservation historique, à commencer par la formation en conservation architecturale, mais plus tard élargissant le cercle à divers autres intervenants, tels que des historiens, des archéologues, des architectes paysagistes et des urbanistes. Les participants de la Table ronde ont dit regretter le peu de possibilités de formation professionnelle dans le domaine de la conservation au Canada au cours de cette période. Ils ont mentionné que la meilleure formation au Canada au cours de la période n'a pas été offerte par les universités et les collèges, mais plutôt par des organismes à but non lucratif comme l'Association pour la préservation et ses techniques ainsi que par le gouvernement fédéral par le biais de ses cours sur la Gestion des ressources culturelles et des édifices fédéraux du patrimoine.

La voie à suivre

Bien que la Table ronde de Montréal 2009 ait porté sur la période allant de 1950 à 2000, les participants n'ont pu s'abstenir de spéculer sur l'évolution future du domaine de la conservation. Selon ces derniers, nous pouvons anticiper la continuité des modèles observés, à savoir un changement des valeurs matérielles vers les valeurs immatérielles, un changement de priorité allant de l'observation à l'expérience des lieux historiques, et un accent mis sur les grandes zones urbaines et les territoires ruraux. Plusieurs participants ont noté la pertinence d'une approche de l'architecture de paysage comme un modèle de changement. L'architecture de paysage nous apprend à accueillir le changement, un concept qui n'a guère été introduit dans le domaine du patrimoine bâti. Enfin, plusieurs participants ont prédit un déclin de l'influence des experts et des disciplines professionnelles en général. Ils envisagent un avenir où le domaine de l'architecte professionnel en conservation et des autres experts sera limité aux édifices majeurs du patrimoine tandis que le reste du patrimoine bâti - largement vernaculaire - sera à la charge des bâtisseurs et des artisans.

La Table ronde de Montréal 2009 a réuni des chercheurs canadiens et internationaux de même que des experts en conservation du patrimoine provenant des secteurs publics et privés ainsi que d'organisations non gouvernementales. Elle a servi à favoriser un échange de recherches, d'expériences et d'observations sur les pratiques de conservation en vue de développer et de tester un cadre global pour les approches canadiennes en conservation du patrimoine au cours de la période allant de 1950 à 2000. Il est prévu que la discussion et ce rapport contribueront à une meilleure compréhension des approches adoptées dans le passé afin de donner des orientations pour répondre aux besoins du 21e siècle.

Christina Cameron
Chaire de recherche du Canada en patrimoine bâti
Avril 2009

6. Conclusion

Conserving Built Heritage: Canadian Approaches 1950-2000

The 2009 Montreal Round Table examined the evolution of Canadian approaches to the conservation of built heritage in the period between 1950 and 2000. The choice of focussing on this period was based on the surge of interest in built heritage following World War II. While it is true that there were local campaigns to save historic places in the late 19th century, governments first became involved in Canada in the 20th century. The federal government created the National Battlefields Commission in 1908, the Historic Sites and Monuments Board of Canada in 1919 and the Quebec government created the *Commission des monuments historiques* in 1922.

But it is the period after World War II that witnessed a renewal of government institutions dedicated to the commemoration and preservation of Canada's built heritage. In 1951, the Royal Commission on National Development in the Arts, Letters and Sciences devoted a chapter to historic sites and monuments. It noted a significant imbalance, both geographical and thematic, in identifying and preserving historic places, as well as an urgent need for more government investment. Spurred on by federal action in this field, the Quebec government in 1952 breathed new life into its laws protecting historic properties.

The 1967 centennial of Canada's Confederation sparked a renewed interest in the historical events and properties. Many community-based centennial projects to restore historic houses helped to raise broad public awareness of Canada's heritage places. The boom years of the 1960s and 1970s also witnessed a major expansion of government activity in the acquisition of historic places, with the express educational purpose of making them available to visitors as operating sites and museums. This growing activity and the steady development of institutional and policy frameworks to conserve Canada's historic places justify the focus on the second half of the 20th century.

The 2009 Montreal Round Table brought together 29 experts from across Canada and from the United States of America. Participants discussed various approaches used by governments, professional practitioners, academics and civil society to identify, protect and conserve Canada's built heritage in the second half of the 20th century. They also considered how increased professionalization and expanding definitions of what constitutes built heritage have affected conservation approaches.

The Round Table was organized in six sessions designed to look at the question from various perspectives. Participants were welcomed by the Dean of the Faculté de l'aménagement, Giovanni de Paoli. Following this welcome, Christina Cameron introduced the subject with a presentation on a possible framework for examining the conservation of Canada's historic places for the period 1950 to 2000. Session 1 featured two keynote speakers, American architect Hugh C. Miller and Canadian landscape architect Peter Jacobs. Each speaker gave a broad overview from their disciplinary perspective on approaches to heritage conservation in the second half of the 20th century. Session 2 focussed on how professional practitioners in the fields of architecture, landscape and planning as well as teachers and academics contributed to conservation practice and training. Session 3 examined the role of governments in influencing policies and practices related to the conservation of Canada's historic places. Session 4 looked at how local communities, municipal governments and not-for-profit organisations have taken action to conserve Canada's built heritage. Session 5 presented several case studies that illustrated conservation approaches and issues such as reconstructions, urban renewal and the role of the private sector. Session 6 was a wrap-up session that gave participants an opportunity to step back from the specific sessions and explore the overall tendencies and trends. Following reports from the session rapporteurs and an analytical overview by Claudine Déom, the group engaged in an open discussion of various issues that had come up during the Round Table. The Director of the School of Architecture, Anne Cormier, gave closing remarks.

General Observations

Many participants assembled for the 2009 Montreal Round Table were actors in and witnesses of the Canadian heritage conservation movement in the second half of the 20th century. As such, they embody an important memory trust for Canada. There was consensus within the group that much had been accomplished during this period but that information is not available in any easily accessible form. Taking into consideration the recent deaths of several key players in this field – including Martin Weaver, Jacques Dalibard, Robin Letellier and Margaret Angus – Round Table participants recommended that the body of knowledge under discussion be set down in an organized form before it is too late. A related observation is abysmal state of records management covering the historic places field. Records in archives and libraries of involved government departments and public institutions are disorganized and inaccessible at best, and are missing or destroyed at worst.

The keynote address from American preservation architect Hugh Miller served to underscore the poor Canadian track record in this field. American leadership in preserving historic places emerged early in the 20th century, resulting in the creation of policies (1937), laws (1966), tools like the National Register and historic preservation tax incentives (1976) as well as academic programs in historic preservation (1963). In comparison to these American initiatives, Canada clearly missed the boat, creating policies and some tools much later in the century but failing to this day to achieve comprehensive legislation and meaningful financial incentives.

The early years

Participants made the point that, in the early years of the period under consideration, Canadian practice followed American examples of historic preservation, in particular the 1930s reconstruction of the iconic Williamsburg site. The driving force behind this project was a nationalistic desire to recapture in tangible form the manifestation of early colonisation of the country. Canadian equivalents could include the reconstructed Port-Royal (Annapolis, Nova Scotia) and the immense Fortress of Louisbourg (Nova Scotia). Not dissimilar from these complete reconstructions are the numerous examples in the early post-war period of highly intrusive restorations intended to capture a “moment in time”. Examples include Hudson Bay Company forts across the country, the gold rush towns at Barkerville (British Columbia) and

Dawson City (Yukon) and many others. This early approach could be considered elitist, romantic and selective. While it may have satisfied needs to recapture past episodes in the nation's history, it is obvious that, from a conservation perspective, reconstructions and restorations inevitably bear the mark of their own period. As Shannon Ricketts pointed out, this approach bears out the view of British architectural theorist John Ruskin who characterized reconstructions and restorations as futile attempts to "raise the dead".

A Fundamental Change in the early 1970s

By the early 1970s, a fundamental change in conservation treatment is discernible. The meticulous reconstruction and restoration of historic places, previously admired as a viable conservation approach, was now seen as creating a false sense of history. This approach gave way to minimalist interventions, volumetric reconstructions of missing elements with no attempt to accurately reconstruct historic details (Fort Chambly, Québec), and off-site replications for interpretive purposes (L'Anse-aux-Meadows, Newfoundland). During this same period, the United States National Park Service issued new preservation standards shifting away from restorations to minimal interventions, thereby lessening the influence of restoration architects.

The 1970s period can also be characterized as moving away from a "moment in time" approach towards an integration of historic places into community life. Influenced by external socio-economic factors, this approach also implied a shift away from individual monumental properties to larger urban and rural areas. It is interesting to note that this change coincides with international doctrine as expressed through UNESCO's 1972 *Recommendation Concerning the Protection at National Level of the Cultural and Natural Heritage*:

Considering that, in a society where living conditions are changing at an accelerated pace, it is essential for man's equilibrium and development to preserve for him a fitting setting in which to live, where he will remain in contact with nature and the evidences of civilization bequeathed by past generations, and that, to this end, it is appropriate to give the cultural and natural heritage an active function in community life and to integrate into an overall policy the achievements of our time, the values of the past and the beauty of nature.

Part of this change is the move to link economic development to heritage conservation. This was an attempt to avoid the false dichotomy of development versus conservation by undertaking programs to integrate the two. Significant initiatives that mark this change in approach emerged in the 1970s in Parks Canada's Agreements for Recreation and Conservation (ARC) as well as Heritage Canada's Main Street initiative (1978), a transformational program that extended the conservation discussion to planning and economic considerations and ultimately to entire communities. Early examples presented by Linda Dicaire, Alastair Kerr and Steve Barber include the rehabilitation of Gastown (Vancouver, British Columbia), the Halifax Waterfront (Nova Scotia) and the Warehouse District (Winnipeg, Manitoba).

Involvement of professional disciplines

At the outset of this period, those who preserved and restored historic properties were mainly antiquarians with an interest in heritage buildings but with limited professional training. The early 1970s saw the development of various disciplines involved in historic conservation, beginning with architectural conservation training but later widening the circle to include various other contributors, such as historians, archaeologists, landscape architects and planners. Participants of the Round Table regretted the limited opportunities for professional training in conservation in Canada during the period. They noted that the best training in Canada during the period was not offered by universities and colleges but rather by not-for-profit associations like the Association for Preservation Technology as well as the federal government through its courses on Cultural Resource Management and Federal Heritage Buildings.

The way forward

While the 2009 Montreal Round Table was focussed on the period from 1950 to 2000, participants could not refrain from speculating on the future evolution of the conservation field. In their view, one can anticipate a continuation of the observed patterns, namely a shift from tangible to intangible values, a change in priority from observing to experiencing historic places, and a focus on large urban areas and rural territories. Several participants noted the pertinence of a landscape architecture approach as a model for embracing change. Landscape architecture teaches us to welcome change, a concept that has barely penetrated the domain of built heritage.

Finally, several participants predicted a decline in the influence of experts and professional disciplines generally. They envisage a future where the realm of the professional conservation architect and other experts will be limited to major heritage buildings while the rest of the built heritage – largely vernacular – will fall to the care of master builders and craftsmen.

The 2009 Montreal Round Table brought together Canadian and international researchers and experts in heritage conservation from the public, and private sectors as well as non-governmental organisations. It served to foster an exchange of research, experience and observations about conservation practices in order to develop and test an overall framework for Canadian approaches to heritage conservation in the period between 1950 and 2000. It is intended that the discussion and this report will contribute to a better understanding of past approaches in order to provide guidance to meet the needs of the 21st century.

Christina Cameron
Canada research Chair on Built Heritage
April, 2009

7. Liste des participants

Steve Barber
Planificateur senior en patrimoine
Ville de Victoria CB

G rard Beaudet
Directeur et Professeur titulaire
Institut d'urbanisme
Facult  de l'am nagement, Universit  de Montr al

Gordon Bennett
Ottawa

Jim Bezanson
Agent de d veloppement du patrimoine
Ville de St-Jean, NB

Susan Buggy
Consultante en patrimoine

Natalie Bull
Directrice ex cutive
Fondation H ritage Canada

Dinu Bumbaru
Directeur des politiques
H ritage Montr al

Christina Cameron
Professeure et Titulaire
Chaire de recherche du Canada en patrimoine b ti
 cole d'architecture
Facult  de l'am nagement, Universit  de Montr al

Darryl Cariou
Planificateur senior en patrimoine
Ville de Calgary, AB

Andr  Charbonneau
Historien

Parcs Canada

Anne Cormier

Directrice
École d'architecture
Faculté de l'aménagement, Université de Montréal

Claudine Déom

Professeure adjointe
École d'architecture
Faculté de l'aménagement, Université de Montréal

Linda Dicaire

Conseillère spéciale
Révision des designs et du patrimoine
Direction exécutive
Commission de la capitale nationale

Mario Dufour

Président
Commission des biens culturels
Gouvernement du Québec

Gordon Fulton

Directeur
Services historiques
Parcs Canada, Gatineau

Julia Gersovitz

Architecte
Fournier, Gersovitz, Moss et Associés, Montréal

Gérald Grandmont

Consultant en patrimoine
Ministère de la culture, des communications et de la condition féminine
Gouvernement du Québec

Peter Jacobs

Professeur
École d'architecture de paysage
Faculté de l'aménagement, Université de Montréal

Patricia Kell

Directrice, politiques et relations gouvernementales
Parcs Canada

Alastair Kerr

Direction du patrimoine
Ministère du tourisme, des sports et des arts
Victoria, CB

Jacques Lachapelle

Professeur agrégé
École d'architecture
Faculté de l'aménagement, Université de Montréal

François LeBlanc

Ottawa

Hugh C. Miller

Richmond, Virginia, USA

Robert Pajot

Gestionnaire, Programme et gérance du patrimoine,
Travaux publics et services gouvernementaux Canada

Giovanni de Paoli

Doyen
Faculté de l'aménagement, Université de Montréal

Shannon Ricketts

Division développement des systèmes
Lieux historiques nationaux
Parcs Canada, Gatineau

Julian Smith

Architecte
Julian Smith et Associés, Ottawa

Herb Stovel

Professeur agrégé
Programme de conservation du patrimoine
École des études canadiennes, Université de Carleton

Nicole Valois

Professeur adjointe
École d'architecture de paysage
Faculté de l'environnement, Université de Montréal

Étudiants

Université de Montréal

Abdelaziz Bahlouli
Natalie C. Smith
Ginette Cloutier
Carole Espes
Judith Frappier
Catherine Grignon-Séguin
Yolene Handabaka
Iskra Latunova
Regiane Leao
Alexandra Lemarcis
Alexandra Lemieux
Élyse Levasseur
Marc-André Massé
Éric St-Louis
Mathieu Tanguay
Marie-Andrée Thiffault
Marianne Trottier-Tellier
Chloé Turbide Cameron
Chantal Vachon

Université de Carleton

Brittney Bos
Jaime Koebel
Christi Lyttle
Ryan O'Dell
Heather Perrault
Nicole Sammut
Melissa Stickl

7. List of Participants

Steve Barber

Senior Heritage Planner
City of Victoria, BC

Gérard Beaudet

Professor and Director
Institute of urban and regional planning
Faculty of Environment Design, Université de Montréal

Gordon Bennett

Ottawa

Jim Bezanson

Heritage development officer
City of St-John, NB

Susan Buggiey

Heritage consultant

Natalie Bull

Executive director
Heritage Canada Foundation

Dinu Bumbaru

Director of policies
Héritage Montréal

Christina Cameron

Professor and Chair
Canada Research Chair on Built Heritage
School of Architecture
Faculty of Environment Design, Université de Montréal

Darryl Cariou

Senior Heritage Planner
City of Calgary, AB

André Charbonneau

Historian
Parks Canada

Anne Cormier

Director
School of Architecture
Faculty of Environment Design, Université de Montréal

Claudine Déom

Assistant Professor
School of Architecture
Faculty of Environment Design, Université de Montréal

Linda Dicaire

Special Adviser - Design Review and Heritage - to the Executive Director
Capital Planning Branch
National Capital Commission

Mario Dufour

President
Commission des biens culturels
Gouvernement du Québec

Gordon Fulton

Director
Historical Services
Parks Canada, Gatineau

Julia Gersovitz

Architect
Fournier, Gersovitz, Moss and Associates, Montreal

Gérald Grandmont

Heritage Consultant
Ministère de la culture, des communications et de la condition féminine
Gouvernement du Québec

Peter Jacobs

Professor, School of Landscape Architecture
Faculty of Environment Design, Université de Montréal

Patricia Kell

Director, Policy and Government Relations,
National Historic Sites, Parks Canada

Alastair Kerr

Victoria, BC

Jacques Lachapelle

Professor
School of Architecture,
Faculty of Environment Design, Université de Montréal

François Leblanc

Ottawa

Hugh C. Miller

Richmond, Virginia, USA

Robert Pajot

Manager, PWGSC Heritage Programs and Stewardship,
Public Works and Government Services Canada

Giovanni de Paoli

Dean
Faculty of Environment Design, Université de Montréal

Shannon Ricketts

Canadian Registrar
National Historic Sites
Parks Canada, Gatineau

Julian Smith

Architect
Julian Smith and Associates, Ottawa

Herb Stovel

Associate professor
Heritage Conservation Program
School of Architecture, Carleton University

Nicole Valois

Assistant Professor, School of Landscape Architecture,
Faculty of environmental design, Université de Montréal

Students

Université de Montréal

Abdelaziz Bahlouli
Natalie C. Smith
Ginette Cloutier
Carole Espes
Judith Frappier
310

Catherine Grignon-Séguin
Yolene Handabaka
Iskra Latunova
Regiane Leao
Alexandra Lemarcis
Alexandra Lemieux
Élyse Levasseur
Marc-André Massé
Éric St-Louis
Mathieu Tanguay
Marie-Andrée Thiffault
Marianne Trottier-Tellier
Chloé Turbide Cameron
Chantal Vachon

Carleton University

Brittney Bos
Jaime Koebel
Christi Lyttle
Ryan O'Dell
Heather Perrault
Nicole Sammut
Melissa Stickl
