

Heritage Foundation of Newfoundland and Labrador

Activity Plan

Fiscal Year 2014-2017



## Message from the Chairperson

As Chair of the Heritage Foundation of Newfoundland and Labrador (HFNL), I am pleased to submit the Activity Plan for the activities of the Board for the next three fiscal years 2014-2017. This Plan is prepared in compliance with the *Transparency and Accountability Act* pursuant to which the Foundation has been categorized as a category 3 government entity and which requires the Foundation to prepare a performance-based activity plan.

The mandate of the Foundation is to preserve this built heritage through: the designation of heritage buildings, structures and districts; the provision of grants to assist with the preservation of designated buildings, and the provision of professional advisory services to individuals and organizations; and through this, to stimulate an understanding and appreciation of the architectural, cultural and historical value of the cultural landscape. Although the mandate of the Foundation has not changed, the mandate statement has been revised to more concise wording while maintaining the same elements. The mandate statement of the Foundation is ***“To support the preservation and recognition of the province’s historic places and the safeguarding of its intangible cultural heritage.”***

The Board of Directors meet three times a year – two meetings to review applications for its Registered Heritage Structure and Grant Programs, its Registered Heritage Districts Program, its Fisheries Heritage Preservation Program, and its Intangible Cultural Heritage Program and one meeting to discuss the business of the HFNL.

As the Chairman of the Heritage Foundation of Newfoundland and Labrador, I have reviewed this activity plan and am satisfied that it has been influenced by the strategic direction of Government to strengthen the cultural sector that preserves our tangible and intangible heritage. The Board accepts accountability for the preparation of the plan and for the achievement of the goals and objectives contained in the plan.

Frank Crews  
Chairperson

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# Overview

The Heritage Foundation of Newfoundland and Labrador (HFNL) was established in 1984 under *Part IV of The Historic Resources Act (the Act)*.

The HFNL is composed of a Board of Directors appointed by the Lieutenant-Governor in Council. The Board of Directors is composed of 11 members: Chairperson, Vice-Chairperson, government representative and several Board members (full complement shall consist of not less than 7 nor more than 12 members as per the *Act*). The Board of Directors is currently comprised of Frank Crews, Chair – Grand Bank; Lloyd Kane, Vice Chair - Cupids; Jerry Dick, government representative - St. John's; Jo Shawyer - St. John's; George Courage – St. John's; Doug Wells - Harbour Breton; Mike Paterson - Bonavista; Joan Cranston –Norris Point; Andrew Shea - Fogo; Charlie Payne – Woody Point and Joan Anderson – Makkovik, Labrador.

The *Act* confers on the HFNL the authority to preserve the built heritage through: the designation of heritage buildings, structures and districts; the provision of grants to assist with the preservation of designated buildings, and the provision of professional advisory services to individuals and organizations. Through this, the HFNL seeks to stimulate an understanding and appreciation of the architectural, cultural and historic value of the cultural landscape. Changes to the *Act* in 2001 governing the HFNL allowed the HFNL to designate whole areas, districts and communities as Registered Heritage Districts, which will denote the unique heritage values of structures and their association to the landscape.

The HFNL also houses the Provincial Intangible Cultural Heritage Program (ICH). The ICH Program will preserve, seeks to safeguard, strengthen and celebrate Newfoundland and Labrador's distinctive tangible and intangible cultural heritage. ICH comprises information in the form of traditional knowledge, beliefs and skills. Preserving intangible cultural heritage is vital to sustaining the province's innate creativity and sense of identity.

HFNL also delivers the Provincial Registry of Historic Places (PRHP), the Standards and Guidelines for the Conservation of Historic Places in Canada, and the Municipal Outreach Program.

The PRHP serves as a Registry of Historic Structures and Historic Districts in Newfoundland and Labrador which is a mandated function of the Department of Tourism, Culture and Recreation. The Registry has become the HFNL's "portal to the public for information on heritage places."

The Standards and Guidelines for the Conservation of Historic Places in Canada is Canada's first nationwide benchmark of conservation principles and practices. The emphasis is on solid, practical advice for the conservation of everything from historic residential and industrial buildings to landscape gardens and archaeological sites.

Through the Municipal Outreach Program we will continue to liaise and work with communities to encourage municipal designations throughout the province.

The permanent staff of the HFNL is composed of an Executive Director, Finance Manager, Provincial Registrar and an Intangible Cultural Heritage Development Officer. A Provincial Cultural Outreach Position was developed for Labrador and is administered by the Newfoundland and Labrador Arts Council. This outreach person works from Happy Valley-Goose Bay and encompasses both “arts” and “heritage”. The annual budget of the HFNL from the provincial government is approximately \$567,000.

## 2.0 Mandate

The Heritage Foundation of Newfoundland and Labrador was established in 1984 under *Part IV, sections 19-29 of The Historic Resources Act*. The HFNL has a primary mandate to preserve one of the most visible dimensions of Newfoundland and Labrador culture - its architectural heritage. The mandate of the HFNL is to preserve this built heritage through: the designation of heritage buildings, structures and districts; the provision of grants to assist with the preservation of designated buildings, and the provision of professional advisory services to individuals and organizations; and through this, to stimulate an understanding and appreciation of the architectural, cultural and historical value of the cultural landscape.

Since 2008 HFNL has been entrusted with the implementation of the province’s Intangible Cultural Heritage Strategy to safeguard and sustain the Intangible Cultural Heritage (ICH) of Newfoundland and Labrador for present and future generations.

Although the mandate of the HFNL has not changed, the mandate statement has been revised to more concise wording while maintaining the same elements. The mandate statement of the HFNL is *“To support the preservation and recognition of the province’s historic places and the safeguarding of its intangible cultural heritage.”*

## 3.0 Lines of Business

To fulfil its mandate the HFNL delivers the following programs:

### 1. Designation, funding and plaquing programs for heritage structures

Through the Registered Heritage Structure Designation Program, the Registered Heritage Structure Grants Program, and the Registered Heritage Structure Maintenance Granting Program the HFNL designates structures and provides grants for exterior restoration and maintenance on these properties. Through the Registered Heritage Structure Plaquing Program the structure receives provincial heritage recognition.

The Registered Heritage Structure Designation Program and the Registered Heritage Structure Granting Program are application driven – applicants can request an application from the HFNL or can download an application from the HFNL’s website at [www.heritagefoundation.ca](http://www.heritagefoundation.ca). A structure must be designated as a Registered Heritage Structure before its owner is eligible to apply for a Registered Heritage Structure Grant. The grant, administered on a 30/70 cost-shared basis (HFNL-30%), can cover up to 30

percent of the cost of preservation measures and/or restoration of exterior features only. The deadline for the receipt of application for the designation and granting program is March 1<sup>st</sup> and August 15<sup>th</sup>.

The Registered Heritage Structure Maintenance Granting Program is also application driven, but can only be applied for by Registered Heritage Structures owners who have had their restoration grants for a minimum period of 5 years. These maintenance grants (maximum of \$5,000) can be applied for at any time during the year and are administered on a cost-shared basis. Owners of Registered Heritage Structures can apply for a maintenance grant every five years

The benefits of designation include provincial recognition of the structure with the installation of a 5"x10" bronze plaque on the outside of the building to indicate its heritage significance, and listed on the Provincial Registry of Historic Places, which is then listed on the Canadian Register of Historic Places (CRHP).

### **Designation and plaquing program for heritage districts**

Historic districts are geographically defined areas which embody a special sense of time and place through buildings, structures and open spaces modified by human use and which are united by past events and use and/or aesthetically, by architecture and plan.

The application process is an open, public process in which interested parties are invited to suggest districts for consideration by the HFNL Board of Directors. Applications can be obtained from the HFNL's office. Information about this program can be viewed at [www.heritagefoundation.ca](http://www.heritagefoundation.ca).

The Registered Heritage District Designation is commemorative only and is usually commemorated by means of a bronze plaque. There are no additional restrictions other than what the town may make on its own under the *Municipalities Act*. The designation does not impose any legal obligations on the owner(s) of structures and properties in the Registered Heritage District. The HFNL is working toward providing additional planning services to perspective communities asking to avail of the Registered Heritage District Program.

## **2. Granting program for fishery related buildings**

The Fisheries Heritage Preservation Program (FHPP) is a small-project restoration grant program which provides funding to individuals, municipalities, community and non-profit groups to assist in the preservation and presentation of the Newfoundland and Labrador fisheries heritage i.e. stages, stores, flakes, lofts and other fishery-related buildings of Newfoundland and Labrador.

The FHPP is an application driven program – applications can be obtained from the Foundation's office or downloaded from the HFNL's website at [www.heritagefoundation.ca](http://www.heritagefoundation.ca). Information on this program can also be obtained at [www.fisheriesheritage.ca](http://www.fisheriesheritage.ca).

HFNL is operating the FHPP on reserve funds for this program and once these are depleted the Program will cease to exist.

### **3. Educational Role/sponsorship role:**

The HFNL undertakes a number of “how to” publications to inform the public on the correct procedures dealing with the restoration of heritage buildings. Some of these include restoration practices dealing with wooden shingles, exterior wooden cladding, nails, eaves brackets, municipal designation and municipal designation of cemeteries and a publication on Modern Architecture.

The HFNL sponsors a number of initiatives such as the heritage award component of Tidy Towns of Newfoundland and Labrador, and the Southcott Awards and Doors Open NL administered by the Newfoundland Historic Trust.

The HFNL also houses the Provincial Intangible Cultural Heritage Program (ICH). The ICH Program seeks to safeguard, strengthen and celebrate Newfoundland and Labrador’s distinctive intangible cultural heritage. ICH comprises information in the form of traditional knowledge, beliefs and skills. This is being achieved through support for initiatives that celebrate, record, disseminate and promote our living heritage and help to build bridges between diverse cultural groups within and outside Newfoundland and Labrador. HFNL-ICH regularly runs community training workshops, and works to identify, inventory, and safeguard traditions and bodies of knowledge that are under threat. Preserving intangible cultural heritage is vital to sustaining the province’s innate creativity and sense of identity.

HFNL is involved with an initiative pertaining to the youth of our province; the Provincial Historica Fairs. The Provincial Historica Fairs were introduced to Newfoundland and Labrador and in its initial years was administered by the HFNL. The Fairs now have their own co-ordinator and are housed with the Newfoundland Historic Sites Association. The HFNL continues as a provincial sponsor and provides a number of awards as well as other support. This program helps students develop a critical appreciation of the significant roles that tangible and intangible heritage plays in our society.

### **4. The Provincial Registry of Historic Places (PRHP) & Standards and Guidelines for the Conservation of Historic Places In Canada and Municipal Outreach**

The *Provincial Registry of Historic Places* serves as a Registry of Historic Structures and Historic Districts in Newfoundland which is a mandated function of the Department of Tourism, Culture and Recreation. The Registry has become the HFNL’s “portal to the public for information on historic places.”

The HFNL administers, promotes and delivers the *Standards and Guidelines for the Conservation of Historic Places in Canada* which is Canada's first nationwide benchmark of conservation principles and practices. Similar to the national Building Code which is a

standard for new construction, the Standards and Guidelines have become the national equivalent for the restoration of historic places. The emphasis is on solid, practical advice for heritage conservation for conserving everything from historic residential and industrial buildings to landscape gardens and archaeological sites. Emphasis has been placed on providing sound, practical advice for conserving our rich and irreplaceable built heritage.

The *Municipal Outreach Program* of the HFNL encourages municipalities to become aware of and protect their built heritage. The municipal outreach officer instructs municipalities on the designation process under the *Municipalities Act* and encourages communities to designate structures that are architecturally and historically important within their municipal boundaries. The municipal outreach officer will assist in the writing of a Statement of Significance for the designated structure and then places this designation on the PRHP which feeds to the CRHP.

## **4.0 Values**

In order for the HFNL to administer its programs mandated under the *Historic Resources Act*, it is important that its clients have a high level of trust and confidence in the independence of the Board of Directors, its staff and the quality of its services. To this end, the Board of Directors promote four key values: conservation, independence, professionalism, and respect. The action statements below speak to how these values are reflected in the conduct of the Board of Directors and its administrative staff.

### ***Conservation***

The Board of Directors and staff work to promote a culture of heritage conservation, that being all those actions or processes that are aimed at safeguarding the character-defining elements of the historic places of Newfoundland and Labrador, so as to retain their heritage value and extend their physical life.

### ***Independence***

The Board of Directors must maintain and be perceived by its clients to have complete independence in making unbiased decisions with no influence from outside agencies or the provincial government, while fulfilling its mandate as legislated in the *Historic Resources Act*.

### ***Professionalism***

The Board of Directors and its staff believe in providing services with high standards by maintaining and enhancing their knowledge base and providing quality services in a timely, responsible, business-like manner.

### ***Respect***

The Board of Directors and its staff will continue to exercise good judgement in the treatment of the public and other employees.



## 5.0 Primary Clients

The HFNL serves the general public, municipalities, and heritage organizations seeking provincial heritage designation and/or information on various aspects of tangible and intangible heritage.

## 6.0 Vision

The Vision of the HFNL is of a province that is aware of its unique heritage value and which promotes and benefits from best practices in preserving its historic places and its intangible cultural heritage.

## 7.0 Mission (2011-17)

The mission statement identifies the priority focus areas of the HFNL over the next planning cycle. It represents the key long-term results that the HFNL and the Board will be working toward as they move forward on the Strategic Directions of Government to strengthen the cultural sector that preserves our tangible and intangible heritage, celebrates our creativity, and grows our cultural enterprises. The statement also identifies the measure(s) and indicator(s) that will assist both the entity and the public in monitoring and evaluating success.

The HFNL is supporting the protection and strengthening of the province's tangible and intangible heritage by encouraging and celebrating the preservation of the architectural heritage of Newfoundland and Labrador through financial assistance and formal recognition and the sponsoring of intangible cultural heritage initiatives, for the greater understanding and appreciation of the province's people and visitors.

***By March 31, 2017, HFNL will have conserved, protected and commemorated historic places and safeguarded intangible cultural heritage for the benefit of present and future generations.***

**Measure:** Historic places are conserved, protected and commemorated; and intangible cultural heritage is safeguarded.

**Indicators:**

- Included the Modern Architectural style into the Heritage Designation Program by establishing criteria for designation of Modern Architecture;
- Promoted the conservation of ecclesiastical structures by seeking designation of church structures that are important by way of architecture and history as it relates to the province's Heritage and commemorate these church structures with a Registered Heritage Structure Plaque; and,
- Implemented key objectives of its updated Intangible Cultural Heritage Strategy to safeguard its Intangible Heritage.

## Goals – 2014-17

Significant heritage structures, inshore fisheries infrastructure, ecclesiastical structures and our traditions and traditional arts throughout the province are still at risk. These tangible and intangible heritage resources mark our cultural identity, define the character of our communities and are landmarks of our history. Much of this remarkable heritage is being lost with each passing year, and much more of it is threatened. Once these heritage resources vanish, they cannot be replaced. The HFNL is working to safeguard, preserve, protect and strengthen the province's tangible and intangible heritage.

The following goals represent the focus of the Board for the fiscal year 2014-2017 and include measure and indicators to assist the entity and the public in monitoring and evaluating success.

## ISSUES

### Issue 1 – Modern Architecture Style Preservation

The mandate of the HFNL is to ensure that the built architectural heritage of the province is conserved, protected and commemorated. The HFNL has, since its inception, concentrated on structures of the 19<sup>th</sup> and early 20<sup>th</sup> century. Since 2011, the HFNL has been working to include the built heritage of the Modern Architectural style of the province in this protection and commemoration. This style of architecture transpired over a 60 year period and unlike formal architectural styles such as Queen Ann, Second Empire and Georgian, there are no definitive criteria for Modern Architecture. HFNL partnered with Robert Mellin to identify modern style structures of importance as noted in his publication "*Newfoundland Modern*". This goal is in line with the strategic direction of Government to ensure that Newfoundland and Labrador's distinctive tangible cultural heritage is preserved.

#### Goal 1

By March 31, 2017 the HFNL will have broadened its Registered Heritage Structure Program to include the Modern Architectural style.

#### *Measure*

Broadened the Registered Heritage Structure Program to include the Modern Architectural style.

#### **Indicators**

- Modified designation criteria to include the Modern Architectural style;
- Promoted the importance of the Modern Architectural style of architecture;
- Sought to designate a structure built in the Modern Architectural style, and
- Populated the Provincial Registry of Historic Places with Modern Architectural style structures if any are designated as Registered Heritage Structures by HFNL.

#### **Objective 2015**

By March 31, 2015 modified designation criteria to include the Modern Architectural style.

#### **Measure**

Modified designation criteria to include the Modern Architectural style.

### **Indicators**

- Modified the registered heritage designation applications to include criteria on the Modern Architectural style;
- Promoted the importance of the Modern Architectural style; and,
- Sought to designate a structure built in the Modern Architectural style.

### **Objective 2016**

By March 31, 2016, the HFNL will have promoted and encouraged applications for the designation of structures built in the Modern Architectural style.

### **Objective 2017**

By March 31, 2017, the HFNL will have promoted and encouraged applications for the designation of structures built in the Modern Architectural style and populated the Provincial Registry of Historic Places with any designated structures built in the Modern Architectural style.

## **Issue 2 – Ecclesiastical Structure Preservation**

Among the most vibrant and architectural important structures in any community in the province are the ecclesiastical structures. Many of these buildings date from the mid-19<sup>th</sup> century and due to the decline in rural population and congregations, these structures are in considerable jeopardy. These ecclesiastical structures fall under the mandate of HFNL which is to ensure that the built architectural heritage of the province is conserved, protected and commemorated. The HFNL has had interaction with church officials from each of the province's major faiths – Anglican, United and Roman Catholic and has informed church owners of the benefits of designation and of repurposing rather than demolishing an ecclesiastical structure. An inventory of Ecclesiastical structures of the province has been compiled by HFNL. This goal is in line with the strategic direction of Government to ensure that Newfoundland and Labrador's distinctive tangible cultural heritage is preserved.

### **Goal 2**

By March 31, 2017 the HFNL will have supported the preservation of historic ecclesiastical structures.

### **Measure**

Supported the preservation of historic ecclesiastical structures.

### **Indicators**

- Published an Ecclesiastical Structure Report and distributed it to the church community, including the laity, clergy and congregations;
- Continued to provide advisory services to owners of historic ecclesiastical structures; and,
- Continued to engage in talks with church officials about the importance of historic ecclesiastical structures to the architectural landscape of the province.

### **Objective 2015**

By March 31, 2015 the HFNL will have developed pilot strategies for the preservation of historic ecclesiastical structures.

### **Measure**

Developed pilot strategies for the preservation of historic ecclesiastical structures.

### **Indicators**

- Published and distributed the Ecclesiastical Heritage Guide to the church community, including the laity, clergy and congregations;
- Educated the church community about the designation and granting process of HFNL; and
- Educated the church community on greening buildings and adaptive reuse.

### **Objective 2016**

By March 31, 2016 the HFNL will have promoted the preservation of ecclesiastical structures through the continuation of the pilot project.

### **Objective 2017**

By March 31, 2017 the HFNL will have examined the efficiency of the pilot project and implemented revisions if/where necessary.

## **Issue 3 – Intangible Cultural Heritage Preservation**

As lifestyles and the economy change, traditional knowledge is at risk of being lost. To ensure that the intangible heritage is not lost to future generations, it is important to record and document them while those with the knowledge are still able to do so. The linkage between tangible and intangible will ensure that the stories related to structures, places and objects will be recorded. This goal is in line with the strategic direction of Government to ensure that Newfoundland and Labrador's distinctive tangible and intangible heritage resources are preserved, safeguarded and supported for the benefit of present and future generations; and to maximize their impact on sustainable tourism and community development.

### **Goal 3**

By March 31, 2017 the HFNL will have strengthened the protection of intangible culture.

### **Measure**

Strengthened the protection of intangible culture.

### **Indicators**

- Addressed key challenges around best practices in ICH documentation;
- Documented key traditions at risk; and,
- Demonstrated the link between Intangible and Tangible Cultural Heritage.

### **Objective 2015**

By March 31, 2015 the HFNL will have addressed key challenges around best practices in ICH documentation.

**Measure**

Addressed key challenges around best practices in ICH documentation.

**Indicators**

- Identified key challenges around best practices in documentation of both traditional children's games and oral histories of seniors, with collected information placed on the Digital Archive Initiative.

**Objective 2016**

By March 31, 2016 the HFNL will have documented key traditions at risk.

**Objective 2017**

By March 31, 2017 the HFNL will have demonstrated the link between Intangible and Tangible Cultural Heritage.

**Issue 4 – Evaluation of HFNL Operations, Mandate & Programs**

The HFNL was established in 1984 under *Part IV of The Historic Resources Act*. The HFNL is the pre-eminent organization in the province mandated to preserve one of the most visible dimensions of Newfoundland and Labrador culture - its architectural heritage. In the early years, the HFNL's main focus was on the designation, granting and plaquing of the built heritage of the Province. In subsequent years, the HFNL became involved in the federal Historic Places Initiative Program (2004 - 2010), the Fisheries Heritage Program (2003 - 2014), the Registered Heritage District Program (2003 - 2014) and most recently the Intangible Cultural Heritage Program (2008 - 2014).

HFNL is now in its 30<sup>th</sup> year of operation and is proposing to evaluate its programs and operations. This evaluation will articulate what the HFNL wants to achieve; how it achieves its intended outcomes; how it matches resources with activities/resources; and how to monitor and evaluate its efforts. In the Fiscal Year 2013-2014 the HFNL in partnership with the Department of Tourism, Culture and Recreation issued a Request for Proposals to undertake a *literature review*, and a Request for Proposals to develop a *scope* for the evaluation of the programs and services. These proposals were awarded and completed in March of 2013.

HFNL in the next planning cycle will complete the actual evaluation of its operations, mandate and programs.

**Goal 4**

By March 31, 2017, the HFNL will have reviewed, assessed and evaluated the operations, mandate and programs of the HFNL.

**Measure**

Reviewed, assessed and evaluated the operations, mandate and programs of the HFNL.

**Indicators**

- Issued a call for Request for Proposals to review, assess and evaluate the operations, mandate and programs of the HFNL;
- Hired a consultant to review, assess and evaluate the operations, mandate and programs of the HFNL;
- Completed the evaluation of the HFNL operations, mandate and programs and circulated the Evaluation Report to all Board Members; and,
- Reviewed the Evaluation Report and implemented selected recommendations if necessary.

**Objective 2015**

By March 31, 2015 the HFNL will have issued a call for Request for Proposals to review, assess and evaluate the operations, mandate and programs of the HFNL, and will have hired a consultant to carry out the review.

**Measure**

Issued a call for Request for Proposals to review, assess and evaluate the operations, mandate and programs of the HFNL, and will have hired a consultant to carry out the review.

**Indicators**

- Issued a call for Request for Proposals to review, assess and evaluate the operations, mandate and programs of the HFNL; and,
- Hired a consultant to review, assess and evaluate the operations, mandate and programs of the HFNL.

**Objective 2016**

By March 31, 2016 the HFNL will have completed the evaluation of the HFNL operations, mandate and programs and circulated the Evaluation Report to all Board Members.

**Objective 2017**

By March 31, 2017 the HFNL will have reviewed the Evaluation Report and implemented selected recommendations if necessary.

## Appendix 1 – Strategic Directions

Strategic Directions are the articulation of desired physical, social or economic outcomes and normally require action by more than one government entity. These directions are generally communicated by Government through platform documents, Throne and Budget Speeches, policy documents, and other communiqués.

The *Transparency and Accountability Act* requires departments and public bodies to take into account these strategic directions in the preparation of their performance-based plans. This will ensure that all entities are moving forward on key commitments.

**The Strategic Direction that is relevant to the Heritage Foundation of Newfoundland and Labrador is Strengthening and Growing our Culture**

**Outcome:** A strengthened cultural sector that preserves our tangible and intangible heritage, celebrates our creativity, and grows our cultural enterprises.

Focus Areas of the Strategic Direction	Addressed in the HFNL Activity Plan
Review and identify priority areas of the Cultural Strategy and its 10 key directions.	•
Plan and support the implementation of the Provincial Government First World War Commemorations and activities that honour veterans.	
Recognize and support artists and cultural professionals.	
Work collaboratively with the cultural sector and the tourism industry on cultural tourism.	•