

**Heritage Foundation of  
Newfoundland and Labrador**

**Activity Plan  
2017-2020**



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## Message from the Chair

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As Chair of the Heritage Foundation of Newfoundland and Labrador (HFNL), I am pleased to submit the Activity Plan for the Board for the next three fiscal years 2017-2020. 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: a) preserve built heritage through the designation of heritage buildings, structures and district, the provision of grants to assist with the preservation of designated buildings, and the provision of professional advisory services to individuals and organizations; and b) safeguard the province's Intangible Cultural Heritage (ICH) through training, documentation and planning to pass on the province's cultural traditions; c) administer the Provincial Historic Commemoration Program; and d) stimulate an understanding and appreciation of the architectural, cultural and historical value of the cultural landscape . 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 meets five to six times a year to conduct its business comprising of one face-to-face meeting each year and bi-monthly teleconference meetings to conduct its business.

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 Provincial Government's vision for sustainability and growth in Newfoundland and Labrador, *The Way Forward* and *The Provincial Healthy Aging Framework*. The plan is developed taking into consideration the strategic directions of government applicable to the Department of Tourism, Culture, Industry and Innovation. The Board accepts accountability for the preparation of the plan and for the achievement of its objectives.

Frank Crews  
Chairperson

## Overview

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

The HFNL comprises a Board of Directors appointed by the Lieutenant-Governor in Council. In order to create greater cost efficiencies, the Board of Directors has been reduced to 10 members from 12 comprising: 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; George Courage, Treasurer – St. John's; and Joan Anderson, Secretary – Makkovik, Labrador; Doug Wells - Harbour Breton; Joan Cranston –Norris Point; Andrew Shea - Fogo; and Gerry Osmond, government representative - St. John's. Currently there are two vacancies and a number of board member terms that have expired.

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 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 ICH is vital to sustaining the province's innate creativity and sense of identity.

Beginning in 2016 HFNL also assumed responsibility from the Department of Tourism, Culture, Industry and Innovation for administration of the Provincial Historical Commemoration Program which recognizes persons, places and events of provincial historical significance along with cultural traditions and tradition-bearers. Nominations to the program are received from the general public and are reviewed by a HFNL committee of experts. The program complements the work of the Foundation and its programs to recognize the province's heritage resources.

The 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 Business, Tourism, Culture and Rural Development. The Registry has become the HFNL's "portal to the public for information on heritage places."

The work of HFNL is guided by the national *Standards and Guidelines for the Conservation of Historic Places in Canada*, 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.

The Foundation is re-launching its municipal outreach efforts through a new initiative called "People, Place and Culture" designed to assist communities to identify their cultural resources and to create strategies for preserving, safeguarding and developing them.

The permanent staff of the HFNL is composed of an Executive Director, two Heritage Officers, one of which fulfills the role of Provincial Registrar, and an Intangible Cultural Heritage Development Officer. The Foundation usually employs other staff as students or interns. The annual budget of the HFNL from the Provincial Government is approximately \$530,400 (of which \$87,500 comes from the Cultural Economic Development Program for ICH). This amount is forecast to decrease to \$485,200 in 2018-19.

## Mandate

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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.

Beginning in 2016 HFNL also assumed responsibility from the Department of Tourism, Culture, Industry and Innovation for administration of the Provincial Historical Commemoration Program which recognizes persons, places and events of provincial historical significance along with cultural traditions and tradition-bearers.

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.”***

## Lines of Business

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To fulfil its mandate, the HFNL delivers the following programs:

### **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 the cost of preservation measures and/or restoration of exterior features only.

The Registered Heritage Structure Maintenance Granting Program is also application driven, but can only be applied for by Registered Heritage Structures owners who have received a restoration grant not less than 5 years previously. 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 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 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. Seed grants of up to \$20,000 are available to undertake projects that will enhance the Heritage District or support planning work to protect and develop its heritage assets. The HFNL provides additional technical support to communities wishing to protect and develop their Heritage Districts.

### **Granting Program for Fishery-related Buildings**

The Fisheries Heritage Preservation Program (FHPP), in operation since 2002, is being wound down given the low level of demand. This successful program saw funds provided to support the preservation of more than 400 traditional fisheries-related structures. The small pot of remaining funds will be devoted to fisheries-related projects as they arise in the course of the Foundation's engagement with communities.

### **Educational Role and Provision of Technical Preservation Expertise**

The HFNL has developed a number of "how to" publications to inform the public on the correct procedures dealing with the restoration of heritage buildings. It also supported the publication of a book on Modern Architecture in Newfoundland and Labrador. The Foundation also puts out two newsletters, one targeted to a general audience featuring



articles on heritage preservation and ICH and another targeted specifically to owners of Registered Heritage Structures with technical useful information on caring for a heritage property.

The HFNL also sponsors a number of forums including in 2017 a Spring event that will bring together developers with heritage advocates, municipal planning officials, designers and others to foster a more constructive dialogue about the adaptive reuse of heritage properties. In the Fall a provincial conference is to be held, “Adapting Heritage to the 21<sup>st</sup> Century” that will consider how we adapt heritage buildings to 21<sup>st</sup> century needs. A back to back forum on Intangible Cultural Heritage will also be held that will highlight more than 10 years of work by the Foundation’s ICH office.

The Foundation uses social media to promote its activities and provide information about the province’s historic places.

The HFNL is currently developing a new website that will allow it to better promote its programs and the cause of heritage.

### **Intangible Cultural Heritage (ICH) Program**

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. A current initiative of the office is the Collective Memories Program which seeks to engage seniors in sharing their stories with their communities.

The Foundation is focused on better integrating the tangible and intangible values of historic places by capturing the stories and traditions associated with them in order to create greater meaning for residents.

HFNL also aims to build the base of heritage building trades professionals operating in the province. One of its initiatives is to provide heritage contractor certification to develop a list of contractors with experience and expertise in heritage restoration work.

### **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.”

### **Community Outreach and Cultural Asset Mapping**

The HFNL has redeveloped its approach to community outreach through its “People, Places & Culture” initiative in which the Foundation will work with communities to identify, document and map their cultural resources (historic places, ICH, tradition bearers, etc.) with the intent of helping the to find ways to preserve, safeguard and develop these resources.

### **Values**

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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 promotes 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. The Foundation follows the *National Standards and Guidelines for the Conservation of Historic Places in Canada* in its work.

**Independence:** The Foundation maintains fairness and openness in its decision-making processes in order to maintain the trust of its clients and the public. Its Board of Directors operates free from political influence while fulfilling its mandate as legislated in the Provincial *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 strive to operate highly respectful manner.

## Primary Clients

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

## Vision

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The vision of the HFNL is of a province that is aware of and values its unique heritage and which protects and safeguards its historic places and its intangible cultural heritage for the benefit of its residents and future generations.

## Board's Objectives

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In 2015 the HFNL undertook an external evaluation of its programs and services which attested to the value of its work but which recommended a number of ways to strengthen its mandate. This was followed by a strategy session by the board to identify ways to address the recommendations of the report. Key areas include: enhanced monitoring of programs, activities and designated properties; better integration of tangible and intangible values of historic places; enhanced communications and IT capacity; increased municipal engagement; enhanced collaboration with partners/stakeholders; enhanced information/support for owners of heritage properties and districts; enhanced communication between staff and board.

The HFNL has undertaken a review of its programs and services that has included a consultation process with the public and key stakeholders on proposed changes. A number of program changes are being implemented, some on a pilot basis, to strengthen the Foundation's ability to protect the Province's historic places. These include: broadening the range of heritage elements eligible for designation and financial support in order to better protect important cultural landscapes; better documentation and assessment of designated heritage properties prior to conservation work; strengthening the skills and knowledge of the building trades to undertake heritage preservation work.

The Foundation sees clear synergies with a number of government strategies. These include the Province's development strategy, *The Way Forward*, the Province's Cultural Strategy, *Creative Newfoundland and Labrador*, and the *Healthy Aging Framework*.

In consideration of the mandate and financial resources of the Board of Directors of the HFNL, the Board intends to report on the objectives below, through its annual reports, for each fiscal year of this plan (2017-2018, 2018-2019 and 2019-2020).

## **Context:**

**Preservation:** Demographic, economic, social and cultural changes are having a big impact on the province's built heritage. Rural depopulation, a decline in church attendance, and economic change create challenges for owners to maintain them. In many instances buildings have become redundant and left vacant or sold. Key to preserving heritage structures is finding ways to adapt them to better meet the needs of occupants or to find appropriate new uses that protect heritage values.

**Heritage Resources as a Community Economic Development Tool:** Heritage resources can play a significant role as tools for community economic development and revitalization, particularly in the area of tourism development. There are several examples in the province of communities that have made the development of their heritage resources the focal point of the revitalization of which Bonavista and Port Union are two that come to the fore. Critical steps to realizing this potential are for communities to: understand and value their heritage resources; put in place measures to protect them; and create strategies to develop them. The Provincial Government has identified product development, using the province's cultural resources, as an important component to increasing Newfoundland and Labrador's tourism revenues.

**Intangible Cultural Heritage (ICH) as a Tool for Social Inclusion and Enterprise:** Newfoundland and Labrador is rich in traditional knowledge and cultural practices. ICH and oral history initiatives can be an important way to support the social inclusion of seniors in the province as holders of this knowledge. Bringing seniors together, collecting their oral histories and asking them to demonstrate and pass on their traditional skills can affirm their experiences. It can also foster inter-generational exchange and opportunities for socializing and engaging with youth. Currently the HFNL's ICH Office is administering a seniors' inclusion initiative called "Collective Memories" with funding received from the Department of Children, Seniors and Social Development which engages with communities on oral history collection and dissemination with seniors. The HFNL seeks to build on this program.

ICH also has the potential to support community enterprise and business development. There are opportunities to further promote the province's traditional skills, knowledge and cultural practices as the source for enterprise, in particular in the areas of craft production and experiential tourism.

## **Objective 1**

By March 31, 2018 the HFNL will have promoted best practices in the adaptation of heritage buildings to ensure their protection.

## **Indicators**

- 1) Hosted a forum on “Heritage and Development” targeted to key stakeholders to promote best practices related to maintaining heritage values on heritage properties slated for redevelopment.
- 2) Held a provincial forum “Adapting Heritage to the 21<sup>st</sup> Century” designed to create greater awareness amongst stakeholders on options for adapting heritage buildings to contemporary needs and for adaptive reuse.
- 3) Worked with Memorial University, to undertake research and support best practices in the management of historical ecclesiastical buildings in the province that included collaborating with a newly-established Working Group on Historic Ecclesiastical Structures in St. John’s.

## **Objective 2**

By March 31, 2018 the HFNL will have promoted the identification, protection and development of heritage resources (tangible and intangible) as a community development tool, in particular as it relates to enhancing the tourism product offerings in the province.

### **Indicator**

- 1) Piloted its “People, Place and Culture” initiative in two communities in NL. This initiative will see a team comprised of HFNL staff with expertise in tangible and intangible cultural heritage along with relevant partners, engage with communities to identify their heritage resources, to development strategies for protecting and safeguarding them, and for developing them as community economic generators.

## **Objective 3**

By March 31, 2018 the HFNL, through its ICH Office, will have undertaken activities to promote ICH as a tool for social inclusion (seniors and youth) and for tourism development in support of the Province’s goal of enhancing tourism spending.

### **Indicator**

- 1) Hosted a forum that celebrates 10 years of ICH in NL and looks forward to new directions with a particular focus on the transmission of traditional knowledge and skills and on ways that these can gain new meaning for the present generation and be a source of enterprise.



**To Obtain a Copy of This Plan:**

**Electronic**

Website: <http://www.tcii.gov.nl.ca/publications/index.html>

**Paper**

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