

**FORMATIVE EVALUATION OF THE HISTORIC
PLACES INITIATIVE**

FINAL REPORT

March, 2005

Prepared by:

PRA Inc.

Report tabled at and approved by the A&E Committee April 4, 2005.

Table of Contents

1.0	EXECUTIVE SUMMARY	1
2.0	Introduction.....	4
2.1	Purpose of the evaluation.....	5
2.2	Methodology.....	6
2.3	Organization of the report.....	7
3.0	The Historic Places Initiative.....	8
3.1	Historical overview.....	8
3.2	The Canadian Register of Historic Places	9
3.3	The Canadian Standards and Guidelines	12
3.4	The Certification Program	15
3.5	The HPI Class Contribution Program.....	15
3.6	Other components	16
3.7	Overall management of the Initiative	18
3.8	HPI partners and stakeholders	19
3.9	Resources	21
	ASSESSMENT OF THE EVALUATION ISSUES AND QUESTIONS	24
4.0	Assessing the design, delivery, and management of the HPI.....	24
4.1	Status of HPI implementation.....	24
4.1.1	Listings on the CRHP	25
4.1.2	Standards and Guidelines.....	28
4.1.3	The certification process.....	29
4.1.4	The Class Contribution Program	29
4.1.5	Summary of the implementation of the HPI tools	30
4.2	Challenges in implementing the HPI	30
4.3	Managing the Initiative and partnerships.....	32
4.4	Funding arrangements.....	33
4.5	Strengths, weaknesses, and suggested improvements	34
5.0	Effectiveness to date of the HPI and the likelihood of meeting objectives	36
5.1	Expected results	36
5.2	Reaching beneficiaries	38
5.3	Alternative ways to meet HPI objectives.....	38
6.0	Performance measurement and reporting results	39
6.1	Observed results to date	39
6.2	Performance data required	40
6.3	Strategies for ongoing and evaluation reporting.....	41
7.0	Conclusions and recommendations.....	44
7.1	Evaluation conclusions	44
7.2	Emerging issues	46
7.3	Recommendations.....	48

Management Response to the HPI Formative Evaluation..... 50
Appendix A..... 53

Report tabled and approved by the A&E Committee at the April 4, 2005 meeting.

1.0 EXECUTIVE SUMMARY

The Government of Canada launched the Historic Places Initiative (HPI) in 2001 as part of an investment, announced in May 2001, of more than \$500 million aimed at ensuring the growth and development of Canadian arts and culture. The HPI sets out a national strategy to provide the tools that Canadians need to participate in conserving and celebrating historic places. The overall vision is to encourage a culture of conservation in Canada, wherein governments, communities, and the private sector would work in partnership to achieve common goals. The core objective of the HPI is “to improve the state of conservation in Canada and increase Canadians’ access to, and understanding of, their heritage by actively engaging them in its preservation.” Funding for the HPI totalled \$24 million over three fiscal years with another year of funding (\$12 million) for 2004-05.

The formative evaluation examines issues of design, delivery, and ongoing management of the HPI, and assesses the likelihood of the Initiative meeting its objectives, as well as the adequacy of its performance measurement and reporting strategy. The evaluation focuses on the four core HPI programs, including the: Canadian Register of Historic Places (CRHP), *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines), Certification Program, and HPI Class Contribution Program.

The methodology for the formative evaluation consisted of a document review and 42 telephone and in-person interviews with 47 people conducted between September 22nd and October 28th, 2004.

Evaluation conclusions

The evaluation yielded several important conclusions:

Effective collaborative approach – One of the greatest strengths of the Historic Places Initiative is its approach for building and developing the four core components in partnership and collaboration with its provincial and territorial partners. While it took longer than anticipated to implement HPI because each partner took the time necessary to determine how best to implement the Initiative in their jurisdiction given their circumstances and resources, the collaborative approach has ensured effective working relationships where partners have been able to address problems, issues, and other practical concerns together as they occur. A key to the success of the approach was the leadership and assistance provided by the federal government throughout the design and implementation process.

Continuing to populate the CRHP – The Canadian Register of Historic Places has been populated to date with over 700 historic places listings and jurisdictions plan to list a total of 3,651 by the end of March 2005. Of this planned amount, preparation work has been done for

2,157 historic places. Therefore, progress is being made in listing the 17,527 potential historic places that might be included in the Canadian register. CRHP is a joint effort with buy-in from the federal, provincial and territorial Registrars that have control over their information, while the Canadian registrar is responsible for quality control and cannot change listings.

Continuing work on the Standards and Guidelines – Work is ongoing to update the guidelines (e.g., archaeological sites) to ensure they remain relevant, address any gaps that might be identified, and incorporate new techniques. Work also needs to be done to streamline implementation of documentation standards and other processes to expedite the designation process.

Governance of the HPI – Most federal, provincial, and territorial representatives indicated that the overall governance of the HPI was effective. They indicated that working groups, federal-provincial-territorial meetings, and work in committees was effective throughout the design and implementation phase. However, the majority of respondents indicated that as HPI became fully operational throughout all jurisdictions, various program delivery issues would arise and that during the next phase of HPI it would be important to introduce more formal processes whereby provincial-territorial partners become more active in managing the HPI.

Reporting – Through the Class Contribution Program, the federal government is requesting useful information in activity reports submitted by provinces and territories. The information provided in most activity reports is descriptive, not useful, or incomplete for evaluation purposes. In the future, the federal government will need to provide examples of good reporting, or a simple format that will ensure consistent reporting.

Funding agreements and allocations – The class contribution program has enabled provinces and territories to implement the infrastructure to deliver HPI tools. The contribution agreements have been an effective mechanism for delivering activities. However, the process for annual renewal and the financial reporting are onerous and need to be simplified. Primary delivery partners recommend the use of multi-year agreements and simplification of reporting requirements. A critical observation is that insufficient funds exist to upgrade and maintain even a fraction of the sites designated.

Enhancing incentives to take part in heritage conservation – Tax credits are preferred by all HPI partners as the most effective means to encourage Canadians, heritage groups, and the private sector to become active in preserving historic places. In terms of achievement of longer-term outcomes, many key informants believed it would be difficult, if not impossible, to attain those outcomes without tax incentives. The difficulty is that tax incentives are not under the control of the federal departments of Environment Canada or Canadian Heritage but Finance Canada.

Recommendations

The Historic Places Program (Parks Canada) and the Parks and Historic Places Directorate (Canadian Heritage) continue to collaborate regularly with their federal, provincial, and territorial partners to identify common issues that arise, to assist jurisdictions as needed, and to refer partners to other jurisdictions that have resolved similar difficulties.

HPI-related meetings (conference calls), outside of the meetings of Directors of Culture and Heritage, should be scheduled regularly.

The HPI should communicate common messages about the HPI to promote the Initiative to partners and stakeholders.

The HPI should provide regular updates to jurisdictions on the progress in populating the CRHP and communicate to its partners effective ways to resolve issues that arise and share best practices.

The HPI should consider longer-term contribution agreements with provincial and territorial partners (e.g., three to five years) in those instances where stable funding would increase participation by other stakeholders, as well as continue to streamline the administration and management of the HPI Class Contribution Program. In particular, remove requirements to report separately on small amounts of money (e.g., capital purchases over \$250).

The federal government will need to revisit and discuss the funding formula allocation both for equity reasons and to ensure that it supports ongoing activities as opposed to creating structures to implement the Initiative.

The HPI should conduct research in collaboration with provincial and territorial partners to assess fiscal options, including but not limited to tax incentives, grants, and regulations to encourage Canadians' heritage conservation.

A working group of federal, provincial, and territorial partners should develop a performance measurement plan to monitor progress toward the HPI.

2.0 Introduction

Historic places include structures, buildings, groups of buildings, districts, landscapes, archaeological sites or other places in Canada that have been formally recognized for their heritage value by an appropriate authority within a jurisdiction.¹ Historic places are valuable resources that draw in tourism dollars, make cities more desirable places to live, and link Canadians to their pasts, futures, and each other. In a poll conducted in 2000, 96% of Canadians agreed that “*it is important to preserve Canada’s historic and heritage buildings.*”² However, in the past 30 years, 21% of pre-1920 building stock has been demolished due to factors such as economic pressures, social and technological changes, and lack of public awareness.³ In 1999, the Department of Canadian Heritage, in partnership with Parks Canada, began a wide-ranging series of discussions with major stakeholders on the best means to conserve and celebrate Canada’s historic places.⁴

The Government of Canada launched the Historic Places Initiative (HPI) in 2001 as part of an investment, announced in May 2001, of more than \$500 million aimed at ensuring the growth and development of Canadian arts and culture.⁵ Through the strategy *Tomorrow Starts Today*, the Government of Canada is funding initiatives to support creators, artistic training, production and distribution of creative products, improve cultural facilities, and preserve Canadian heritage. In June 2001, the Minister of Canadian Heritage unveiled details of the federal government’s new investment to conserve and protect Canada’s historic places. The HPI sets out a national strategy to provide the tools that Canadians need to participate in conserving and celebrating historic places. The overall vision is to encourage a culture of conservation in Canada, wherein governments, communities, and the private sector would work in partnership to achieve common goals.⁶ The core objective of the HPI is “*to improve the state of conservation in Canada and increase Canadians’ access to, and understanding of, their heritage by actively engaging them in its preservation.*” Funding for the HPI totalled \$24 million over three fiscal years with another year of funding (\$12 million) for 2004-05.

The federal government, with its partners, rolled out the components of HPI gradually as they were ready.⁷

- ▶ The first stream dealt with the development of a Canadian Register of Historic Places, and conservation standards and guidelines. A federal-provincial-territorial working group, assisted by a variety of professionals and technical experts, developed the operating principles for the new Register. The Register began running in 2004. The

¹ Standards and Guidelines for the Conservation of Historic Places in Canada, 2003.

² http://www.canadianheritage.gc.ca/newsroom/news_e.cfm?Action=Display&code=1NR059E; Environics, April 2000.

³ http://www.canadianheritage.gc.ca/newsroom/news_e.cfm?Action=Display&code=1NR059E

⁴ *The Historic Places Initiative and Canada’s Aboriginal People, Summary of public discussions with Aboriginal people on the Historic Places Initiative* by the Department of Canadian Heritage.

⁵ <http://www.pch.gc.ca/special/tomorrowstartstoday/nr-1.htm>

⁶ *The Historic Places Initiative and Canada’s Aboriginal People, Summary of public discussions with Aboriginal people on the Historic Places Initiative* by the Department of Canadian Heritage.

⁷ Description comes from the report, *The Historic Places Initiative and Canada’s Aboriginal People, Summary of public discussions with Aboriginal people on the Historic Places Initiative* by the Department of Canadian Heritage.

conservation Standards and Guidelines developed through the same partnership are now published and in use, and are intended to provide guidance for anyone carrying out conservation work in Canada.

- ▶ The second stream deals with measures to address gaps in federal legislation through proposed new *Canada Historic Places* legislation. Such legislation would offer legal protection for historic places and archaeological resources on federal lands. It would also formally recognize the Canadian Register of Historic Places and commit the Government of Canada to the agreed-upon conservation standards and guidelines. The legislation is still under consideration by the federal government.
- ▶ The third stream covers action to stimulate broad participation in the conservation of Canada's historic places. The federal government introduced in 2003 the Commercial Heritage Properties Incentive Fund, designed to engage the private sector. Discussions have also taken place with Aboriginal organizations and individuals concerning possible programs to facilitate Aboriginal participation in the conservation of historic places. There has also been discussion about developing a non-governmental national heritage trust that would provide support to heritage groups and communities to take a leadership role in protecting and conserving historic properties.

The HPI was originally initiated by Parks Canada Agency (PCA), but the lead policy and legislative development was transferred to the Department of Canadian Heritage (PCH) in 1999 with the creation of Parks Canada as a separate agency. Administration and management of the HPI was shared between PCH and PCA. PCH was responsible for policy direction, as well as coordinating and facilitating negotiations with the provinces and territories. General authority over the Initiative belonged to the Assistant Deputy Minister of the Citizenship and Heritage sector. PCA has had a long history of involvement in protecting national historic sites and other types of historic places. The Director General of National Historic Sites in PCA was responsible for the implementation and general management of the Canadian Register of Historic Places, the Standards and Guidelines, the certification office, and the Commercial Heritage Properties Incentive Fund.

In December 2003, a machinery of government change transferred PCA to the portfolio of Environment Canada. A Memorandum of Understanding between the three organizations, followed by Orders in Council and Bill C-7 effected the transfer, which is not yet fully completed. PCA now has overall management and administrative responsibility for the HPI. PCH continues to have overall responsibility for heritage policy and the lead on federal-provincial-territorial relations under the Ministers Responsible for Culture and Heritage.

2.1 Purpose of the evaluation

In accordance with Treasury Board Secretariat requirements and the strategy outlined in the Results-based Management and Accountability Framework for the Initiative, Parks Canada and PCH proceeded with a formative evaluation of the core programs of the HPI. The evaluation examines issues of design, delivery, and ongoing management of the HPI, and assesses the likelihood of the Initiative meeting its objectives, as well as the adequacy of its performance measurement and reporting strategy.

The evaluation focuses on the four core HPI programs, including the: Canadian Register of Historic Places (CRHP), *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines), Certification Program, and HPI Class Contribution Program. The Commercial Heritage Properties Incentive Fund (CHPIF) is in its early stages, and therefore, will be evaluated separately at a later time. However, CHPIF is often mentioned throughout this evaluation report in connection to the overall design of the Initiative because it is so closely linked to the Certification Process component. Programs for Aboriginal people and proposed legislation are components under current development. A national trust will be considered in the future.

The request for proposal identified 11 questions of interest pertaining to the above-mentioned issues. The evaluation team conducted a review of the existing evaluation framework and added three complementary research questions, asking about alternative, more effective ways to achieve the objectives of the HPI, what data is being collected to measure results, and whether there is sufficient information to report on outcomes in the future. Appendix A contains an updated framework with the study evaluation issues and questions, which are consistent with those outlined the Results-based Management and Accountability Framework prepared for the Initiative.

2.2 Methodology

The methodology for the formative evaluation included:

- ▶ *Document review* – The review examined background reports, the Results-based Management and Accountability and Risk-based Audit Frameworks, presentation decks, manuals on documentation standards, as well as the Standards and Guidelines, and web site information. The evaluation also included a review of each contribution agreement between the federal and provincial/territorial governments, including activity and progress reports submitted.
- ▶ *Key informant interviews* – The evaluation team consulted with primary partners involved in the HPI at the provincial, territorial, and federal levels. The team conducted a total of 42 telephone and in-person interviews with 47 people between September 22nd and October 28th, 2004 (the majority during the first two weeks of October). The following is a list of how many people were interviewed in each group:
 - federal program and senior managers (n=5)
 - provincial/territorial directors of culture and heritage (n=14)⁸
 - provincial/territorial managers responsible for heritage and conservation (e.g., archeologists, registrars, other technicians) (n=12)
 - contacts at the federal, provincial/territorial, and municipal levels knowledgeable about standards and guidelines (n=6)
 - contacts at the federal, provincial/territorial, and municipal levels knowledgeable about the certification process (n=5)

⁸ This includes the current and former directors in one region.

- contacts at the federal, provincial, territorial, and municipal levels knowledgeable about the registrars' functions (n=4)
- other experts (n=1).⁹

2.3 Organization of the report

The formative evaluation report is divided into six sections, including this introduction. Section 2 provides an overview of the HPI and an understanding of the four components included in the formative evaluation. Section 3 addresses evaluation questions associated with the design, delivery, and management of the HPI. Section 4 reports on the effectiveness to date of the Initiative and the likelihood of meeting its objectives. Section 5 discusses what reporting exists to date, identifies potential ongoing performance measures to collect, and presents strategies for ongoing and evaluation reporting. Section 6 presents evaluation conclusions.

⁹ The evaluation team interviewed several external experts about their expertise regarding the Register, Standards and Guidelines, or the Certification Program, and these numbers are included in the various interview groups mentioned. The remaining expert provided feedback on the HPI Class Contribution Program.

3.0 The Historic Places Initiative

This section includes a description of the HPI and its components.

3.1 Historical overview

Thousands of sites within Canada have local, provincial/territorial, and national heritage significance. These historic places contribute to Canada's identity, and their preservation and restoration is important for economic, environmental, social and cultural benefits. The various levels of government have implemented a number of measures aimed at conserving and recognizing these important symbols of Canadian history and heritage. However, after years of cuts to the arts, culture and heritage sectors, there had been little progress on developing programs and policies to preserve and protect heritage and historic places. In some respect, the heritage sector was in decline, reflected by many years of reduced budgets at all levels of government in Canada. In addition, there was no pan-Canadian approach to coordinate efforts that would be required to address the loss of built heritage taking place over the past three decades. This was important because jurisdictions acting alone did not have sufficient resources to address the problem.

In 1999, recognizing the importance of reversing the trend of demolition, PCH and PCA began discussions with federal departments, provincial/territorial officials, heritage organizations, and Aboriginal and non-Aboriginal heritage experts on how to counteract threats to Canada's historic places. Discussions confirmed an interest on the part of the provinces and territories to take part in a shared strategy under the leadership of the federal government to preserve and restore designated historic places. The result was the launch of the HPI in 2001, which represents Canada's commitment to protecting and valuing historic places and recognizes that Canada's historic places "*provide tangible economic, environmental, social and cultural benefits.*"¹⁰

The HPI is the most comprehensive undertaking by the federal government for the protection of Canada's historic places. The Initiative sets out a broad national strategy to provide the tools for Canadians to participate in conserving and celebrating our historic places, as well as legislation to protect historic places within federal jurisdiction. The intent is to promote a culture of heritage conservation in Canada. Under the HPI, the Government of Canada would also become a model custodian and demonstrate federal leadership in the conservation of historic places under its jurisdiction.

The Initiative has multiple components, including the core programs (Register, Standards and Guidelines, and Certification Program) that provide the tools and knowledge to promote the conservation of historic places. There is federal support to provincial and territorial governments to develop and take part in the Canadian Register of Historic Places and to conduct outreach activities to communities, including the promotion of the national Standards and Guidelines. The HPI also provides incentives to commercial heritage property owners. Through the Initiative, the federal government and its partners take part in ongoing training and networking that is also intended to strengthen the heritage sector. Other components include programs for Aboriginal

¹⁰ http://www.pch.gc.ca/progs/ieh-hpi/pubs/0-662-66831-6/01_e.cfm

people and legislation to protect historic places that fall under federal jurisdiction, which are still being developed.

The following presents a brief chronology of important dates regarding the HPI.

<u>Dates</u>	<u>Developments and Announcements</u>
February 2000	- <i>Budget plan:</i> Government commits to develop initiatives in support of restoration and preservation of Canada's built heritage.
January 2001	- <i>Speech from the Throne:</i> Government of Canada commits to continue to work with governments and other sectors to strengthen cultural infrastructure and to develop arts and heritage programs that are sustainable and relevant.
June 2001	- <i>Government of Canada launches the HPI:</i> The Minister of Heritage announces an investment of \$24 million to engage partners from other levels of government and to provide the tools needed to conserve and protect Canada's historic places.
September 2002	- <i>Speech from the Throne:</i> Government commits to protect significant historic sites and buildings.
February 2003	- <i>Budget:</i> Canada invests \$10 million a year for three years in a contribution program to provide financial incentive to the private sector to preserve historic places.
March 2003	- <i>Federal, provincial, and territorial Ministers' commitment to work together on a Historic Places Initiative:</i> The Federal-Provincial/Territorial Ministers responsible for Culture and Heritage participate in a conference on culture and heritage and issue a declaration on "Protecting Historic Places." Ministers discuss the importance of Canada's historic places and new initiatives to recognize the value of historic places in Canada and encourage their conservation. They also agree to work to negotiate bilateral agreements with the federal government on the Initiative.
October 2004	- <i>Federal, provincial, and territorial Ministers Responsible for Culture and Heritage meet:</i> Ministers reiterate commitment to work together and table a resolution calling for the multi-year renewal of programs of the Tomorrow Starts Today initiative and the HPI. The Ministers also note the work done to establish the Canadian Register of Historic Places and the Standards and Guidelines for the Conservation of Historic Places In Canada.

3.2 The Canadian Register of Historic Places

The Canadian Register of Historic Places (CRHP) is a core program developed by the federal government, in collaboration with the provinces and territories, consisting of a comprehensive listing of historic places formally recognized by all levels of government. The Register provides information on the location of the historic place, the jurisdiction, recognition authority, recognition statute, and recognition type. The Register includes a statement of significance that describes the historic place and identifies its heritage value and the character defining element(s) that contribute to its heritage value. This information indicates whether the historic place is under federal, or provincial/territorial/municipal jurisdiction and under which Act it is recognized. The

Register includes a photograph of each historic place, and all the information is accessible to the public on the Internet (www.historicplaces.ca).

Table 1 provides an overview of the CRHP and how it works.

Table 1: Overview of the Canadian Register of Historic Places		
<u>Eligibility Requirements</u>	<u>How the System Works</u>	<u>Roles and Responsibilities</u>
<p>Historic places include:</p> <ul style="list-style-type: none"> ▶ Structures ▶ Buildings ▶ Landscapes ▶ Districts ▶ Archaeological sites <p>Must be of local, provincial, territorial or national significance</p> <p>Must include statement of significance describing heritage value and character defining elements</p> <p>Heritage value refers to:</p> <ul style="list-style-type: none"> ▶ Achievements of design, technology, stages of development ▶ Association with events or a person ▶ Illustrates cultural traditions, ways of life 	<p>Federal, provincial, territorial, and municipal governments nominate and designate sites</p> <p style="text-align: center;">↓</p> <p>Data transfer to Federal/Provincial/Territorial systems</p> <p style="text-align: center;">↓</p> <p>Federal/Provincial/Territorial register function (Review listings)</p> <p style="text-align: center;">↓</p> <p>Canadian (pan-Canadian) register function</p> <p style="text-align: center;">↓</p> <p>Canadian Register of Historic Places publishes on the web site</p> <p style="text-align: center;">↓</p> <p>Link to federal/provincial/territorial Internet sites</p> <p style="text-align: center;">↑</p> <p>Public access (Changes referred back to federal/provincial/territorial registers)</p>	<p>Federal, provincial, and territorial registers</p> <ul style="list-style-type: none"> ▶ Nominate, ensure eligibility, coordinate transfer, obtain consent, ▶ Add or change records <p>Canadian Register</p> <ul style="list-style-type: none"> ▶ Ensure documentation standards met ▶ Cannot change jurisdiction records ▶ Create official listings and publish records to the Historic Places web site (public face of the HPI and CRHP, horizontal link to other systems) ▶ Manage information in accordance with federal standards and practices <p>Municipal registers</p> <ul style="list-style-type: none"> ▶ Range from an inventory of important places to designated sites with legal protection (the latter are eligible for inclusion in provincial and territorial registers)

Provincial and Territorial Registrars are responsible for identifying historic places within their jurisdictions that are eligible for nomination. The Federal Registrar is responsible for nominating National Historic Sites, Federal Heritage Buildings, and Heritage Railway Stations. The Canadian Registrar is responsible for reviewing nominations and officially listing places on the Canadian Register from Federal, Provincial, and Territorial Registrars.¹¹ Three criteria must be met in order to be eligible for nomination:

- ▶ Nominees must meet the definition of “historic place.”
- ▶ The required documentation must be provided.
- ▶ The location of the historic place must be publicly identifiable.¹²

¹¹ http://www.historicplaces.ca/rep-reg/rr4_e.aspx

¹² http://www.historicplaces.ca/rep-reg/rr3_e.aspx

Required documentation includes the statement of significance, which explains the value of the historic place, and also provides guidance to owners, architects, developers, and certification agents.

The following are some other facts about the CRHP:¹³

- ▶ The CRHP is a national, on-line, searchable register containing listings of historic places of local, provincial, territorial and national significance.
- ▶ An important function of the Register is to identify the historic places that are eligible for conservation incentives.
- ▶ The Register also promotes heritage conservation and provides an easily accessible and accurate database for government authorities, land-use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public.
- ▶ To be eligible for inclusion on the Register, a historic place must meet specific eligibility criteria and documentation standards.
- ▶ Federal, provincial, and territorial governments are responsible for nominating historic places that fall under their jurisdictions and providing the required documentation.
- ▶ All nominations are then reviewed and listed on the Register by the Canadian Registrar, Historic Places Program, Parks Canada.
- ▶ Parks Canada began receiving nominations for the Register in March 2004, and the searchable database has been available on-line since May 2004.

There is a Memorandum of Understanding between the federal and provincial/territorial governments concerning the sharing and management for the CRHP. Federal, provincial, and territorial governments have editorial control over published information, which must meet all documentation standards. Individual consent in order to collect, use, and disclose personal information is required, unless the information is already publicly available. Information on the site is available in both official languages, while information on specific historic places is available either in English, French, or both languages depending on the jurisdictions that designated sites. Registrars meet regularly and monitor the registers.

Currently, a working group is examining designations of districts and work is ongoing on further implementing documentation standards.

¹³ Information comes from a fact sheet on the Canadian Register of Historic Places provided by the Historic Places Program Branch, Parks Canada (December 1, 2004).

3.3 The Canadian Standards and Guidelines

In June 2000, Parks Canada and PCH brought together a working group to address the lack of common standards and guidelines for the conservation of historic places in Canada. The working group included federal, provincial/territorial, and municipal government officials, heritage conservation professionals, and heritage developers, and resulted in the production of *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The document was initially modelled on the United States government document, *The Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (1995)¹⁴ and was designed to be a common reference point for conservation in Canada. It sets principles and identifies a set of standards, which outline fundamental principles for conservation of historic places, as well as guidelines, which present recommended and not recommended interventions in the conservation of a variety of historic resources, such as archaeological sites, landscapes, buildings, and engineering works. The Canadian document goes further than the American document in that it places the preservation value of the place at the core of the conservation process.

Nine general standards apply to the preservation, rehabilitation, and restoration of all historic places, three additional standards apply exclusively to rehabilitation, and two standards apply exclusively to restoration. Table 2 (next page) lists these standards. The guidelines assist in applying the standards. Separate guidelines exist for archaeological sites, landscapes, buildings, and engineering works. Figure 1 (page 14) outlines the process for using the Standards and Guidelines.¹⁵

Currently, a working group is updating the guidelines for archaeological sites and work on developing guidelines for heritage districts is planned.

¹⁴ http://www.pc.gc.ca/docs/pc/guide/nldclpc-sgchpc/preface_e.asp

¹⁵ This figure comes from the *Standards and Guidelines for the Conservation of Historic Places in Canada*, 2003.

Table 2: Standards for the Conservation of Historic Places in Canada¹⁶	
General Standards (all projects)	
1.	“Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a historic place if its current location is a character-defining element.”
2.	“Conserve changes to a historic place which, over time, have become character-defining elements in their own right.”
3.	“Conserve heritage value by adopting an approach calling for minimal intervention.”
4.	“Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties or by combining features of the same property that never coexisted.”
5.	“Find a use for a historic place that requires minimal or no change to its character-defining elements.”
6.	“Protect and, if necessary, stabilize a historic place until any subsequent intervention is under-taken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.”
7.	“Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.”
8.	“Maintain character-defining elements on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.”
9.	“Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place, and identifiable upon close inspection. Document any intervention for future reference.”
Additional Standards Relating to Rehabilitation	
10.	“Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.”
11.	“Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.”
12.	“Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.”
Additional Standards Relating to Restoration	
13.	“Repair rather than replace <i>character-defining elements</i> from the restoration period. Where <i>character-defining elements</i> are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.”
14.	“Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.”

The following are some other facts about the Canadian Standards and Guidelines for the Conservation of Historic Places:¹⁷

- ▶ The Standards and Guidelines were developed to support heritage conservation in Canada, and more specifically, to set out eligibility criteria for financial incentives to be provided by the federal government for commercial built heritage.
- ▶ Fifty heritage conservation specialists from all levels of government, universities, the private sector and Parks Canada jointly developed the Standards and Guidelines.

¹⁶ http://www.pc.gc.ca/docs/pc/guide/nldclpc-sgchpc/sec2/page2b_e.asp

¹⁷ Information comes from a fact sheet on the Canadian Standards and Guidelines for the Conservation of Historic Places provided by the Historic Places Program Branch, Parks Canada (December 1, 2004).

Municipalities, provinces, territories, and the federal government also undertook pilot projects to test them.

- ▶ The Standards and Guidelines represent the first pan-Canadian benchmark for heritage conservation. They provide results-oriented guidance for decision making in planning for, intervening in, and using historic places.
- ▶ To date, the Standards and Guidelines have been adopted by Parks Canada and are being used by the Federal Heritage Building Review Office to assess proposed interventions to federal heritage buildings. The Governments of Alberta and Saskatchewan, the Heritage Canada Foundation and Heritage Foundation of Newfoundland and Labrador have formally adopted the Standards and Guidelines. Other provinces and territories are expected to adopt or endorse them in the next year.

Process for Using the Standards and Guidelines

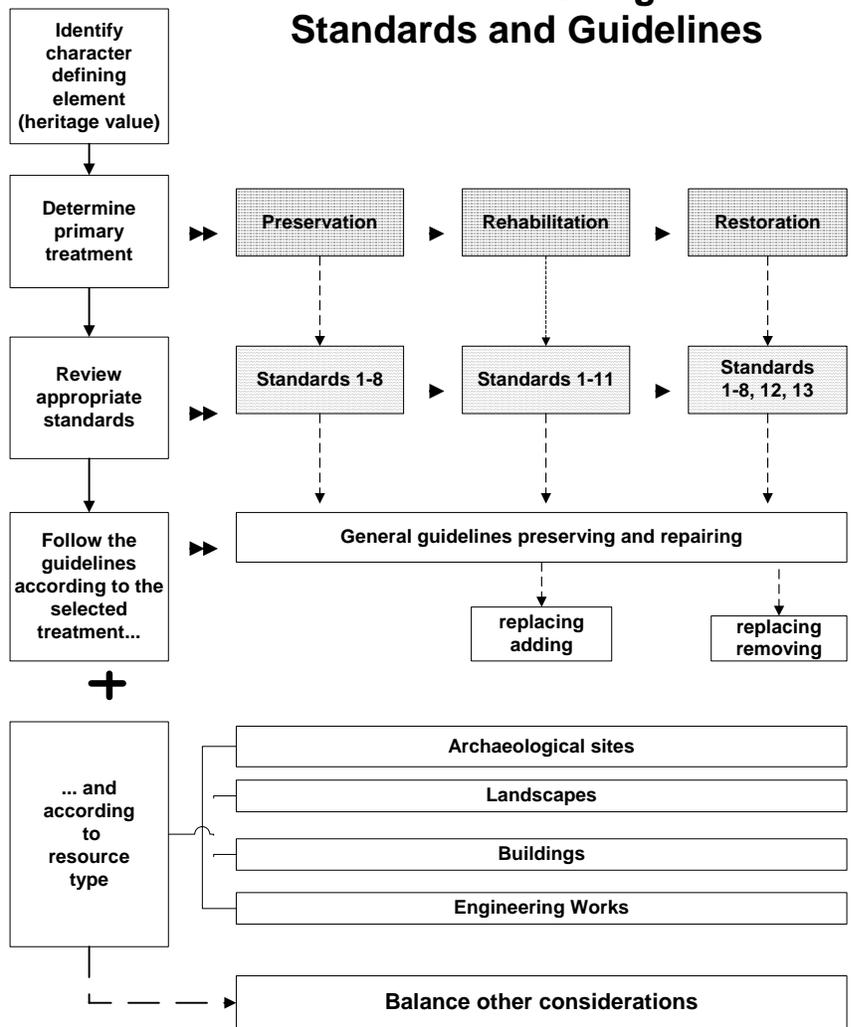


Figure 1

3.4 The Certification Program

The Certification Process is to ensure that historic places are properly conserved (based on the Standards and Guidelines), and that only eligible conservation expenses receive financing.

The following are some facts about the Certification Program:¹⁸

- ▶ The Certification Program supports the provision of incentives for the conservation of commercial built heritage.
- ▶ There is a two-stage process to assess compliance of projects and associated expenditures with *Standards and Guidelines for the Conservation of Historic Places*.
 - Pre-approval certification provides authority to proceed and confirms that costs constitute eligible conservation costs.
 - Completion certification confirms that the work carried out was in compliance with the pre-approval certification and provides the authorization to claim financial incentive.
- ▶ Certifications are performed by more than 30 Certification Officers working in the federal, provincial, and territorial jurisdictions. All Certification Officers have been trained in the application of the Standards and Guidelines.
- ▶ The documents prepared by Certification Officers are reviewed and approved by Parks Canada's Historic Places Program Branch.
- ▶ The Historic Places Program Branch issues the final completion certificate.

3.5 The HPI Class Contribution Program

The HPI Class Contribution Program (HPICCP) was primarily designed to assist provinces/territories to undertake additional program development work associated with the implementation of the HPI tools (the Canadian Register of Historic Places and the Standards and Guidelines for Conservation). Contributions are used to upgrade existing provincial/territorial registry systems and make them compatible with the Canadian Register, and to assist with developing and disseminating the Standards and Guidelines. Funding allows provinces and territories to provide information and advice to the public regarding the certification process, undertake outreach activities, and increase awareness and understanding of the Initiative and heritage conservation. The Treasury Board Secretariat Policy on Transfer Payments on grants and contributions funding agreements governs management and accountability for the HPICCP.

Provinces and territories have been involved in the development of the HPI since its launch. All provinces and territories have signed contribution agreements that support their participation in the HPI. To do so, many jurisdictions had to seek the approval of their respective Cabinets and/or Treasury Boards.

¹⁸ Information comes from a fact sheet on the Certification Program provided by the Historic Places Program Branch, Parks Canada (December 1, 2004).

PCH envisioned a multi-tiered formula for allocating funding under the contribution program. The first tier was a fixed amount provided to each jurisdiction (40% of funding), referred to as core funding for the Register. The second tier allocated funds using a formula based on population (20%), area concerned (15%), and the volume of pre-1945 building stock (25%). A third tier funding was for HPI activities related to the needs of jurisdictions and intended for complementary projects. Eligible participants, such as local governments, Aboriginal groups, and other heritage stakeholders, could submit proposals for funding. To date, this last tier has not been used since the available funding was targeted for provinces and territories. It was created as an optional tier should additional funds be available.

Provinces and territories are required to submit periodic financial and activity reports related to the contribution agreements.

3.6 Other components

As mentioned earlier, the HPI has other components that are not part of this formative evaluation.

- ▶ *The Commercial Heritage Property Incentive Fund (CHPIF)* – The objective of this federal program is “to engage a broad range of taxable Canadian corporations in preserving Canada's heritage properties, to the benefit of Canadians and communities throughout Canada.”¹⁹ This is accomplished by awarding financial incentives to eligible commercial historic places listed on the Canadian Register for conservation projects that meet the Standards and Guidelines in order to: “save threatened historic properties from demolition or destruction; preserve historic properties for future generations through proper conservation; and develop new or enhance existing commercial purposes for historic properties within the community.”²⁰ The CHPIF covers 20% of total eligible costs, up to a maximum of \$1 million.

In the first round of project approvals, of the 12 projects considered eligible, eight were pre-certified, recommended to the Minister for approval, and announced as projects approved for the program. Contribution agreements are now being negotiated for these eight projects, which generally have not yet started. For the second round, 19 projects were considered eligible, but an additional one has since been deemed eligible, bringing the total to 20 projects.

- ▶ *Historic Places Act* – Of all federal historic places, only the National Historic Sites under the jurisdiction of Parks Canada receive any legal protection. Parks Canada also administers the Federal Heritage Buildings Review Office (FHBRO) and oversees the policy protecting federal heritage buildings. FHBRO advises federal departments on how to protect the heritage character when changes are made to a designated building. This means that sites of national importance, such as the Parliament Buildings and the Supreme Court of Canada, are not guaranteed conservation protection by law. Historic places managed by federal departments or agencies other than Parks Canada are protected only by policy, where such policy exists. With respect to archaeological resources, there

¹⁹ http://www.pc.gc.ca/progs/plp-hpp/plp-hpp2a_E.asp

²⁰ http://www.pc.gc.ca/progs/plp-hpp/plp-hpp2a_E.asp

are currently no measures in place, except for shipwrecks covered under the *Canada Shipping Act*, to protect archaeological resources that may be discovered on federal land, coastlines, or ocean beds.

The Government of Canada is considering the introduction of a *Historic Places Bill* to provide legal protection for all historic places on federal land, as well as archaeological resources on or under federal land and waters. The Act would also formally recognize the CRHP and commit the Government of Canada to the Standards and Guidelines.

- ▶ *Consultations with and programs for Aboriginal people*²¹ – Discussions have taken place with Aboriginal organizations and individuals concerning possible programs to facilitate participation in the conservation of historic places. Initially PCH hosted a three-day round table for Aboriginal heritage experts from across Canada in September 2000 and then established an Aboriginal Advisory Committee to advise on an appropriate process for discussions, identify Aboriginal heritage needs within the context of HPI, and scope out some initial program concepts. During 2002-03, PCH undertook discussions with Aboriginal people on the proposed legislation and possible program support measures on three separate, complementary tracks. Track one consisted of a general distribution and posting of discussion documents. Track two consisted of 27 meetings across Canada with national, provincial and regional organizations, band councils and individuals to discuss possible impacts of the legislative proposals. Track three consisted of a series of six workshops across the country with key Aboriginal cultural representatives. Approximately 350 heritage and community representatives were invited to these workshops.

Some highlights of the discussions included:

- Aboriginal organizations consulted supported the HPI and the concept of a Register that included historic places important to Aboriginal people.
- Many traditional Aboriginal places transcend current boundaries (e.g., off-reserve) that may no longer be under the control of Aboriginal communities.
- Capacity tools are an essential component of the Initiative for Aboriginal people, and the Department should continue to work with them.
- The federal government should harmonize Aboriginal programs in this area with what already exists in provinces and territories.
- A program of Aboriginal Conservation Coordinators could provide a valuable service to communities and fill information gaps.
- A Youth/Elder program would be an appropriate tool that could benefit Aboriginal people by allowing knowledgeable members of the community to teach about the cultural significance of historic places. Many Aboriginal cultures rely on an oral tradition to convey stories related to cultural landscapes and historic places.

Work is ongoing to consider programs for Aboriginal people.

²¹ The Historic Places Initiative and Canada's Aboriginal People, Summary of public discussions with Aboriginal people on the Historic Places Initiative, Department of Canadian Heritage.

3.7 Overall management of the Initiative

When discussions to develop the HPI began, Parks Canada fell under the portfolio of the Minister of Canadian Heritage but became a separate agency in 1999 when the *Parks Canada Agency* took effect and the Parks Canada Agency (PCA) was created. The Initiative was originally begun by PCA, but the lead on policy and legislative development was transferred to the PCH in 1999 with the creation of Parks Canada as a separate agency. Administration and management of the HPI was shared between PCH and PCA. Federal government reorganization in December 2003 later transferred PCA to the portfolio of Environment Canada and resulted in a memorandum of understanding between the three organizations. The transfer is not yet complete. Therefore, the overall management and administrative responsibility for HPI now rests with PCA and PCH continues to have overall responsibility for heritage policy and the lead on federal-provincial-territorial relations. The following further discusses how PCH and PCA have been involved in overseeing the HPI.

- ▶ *Canadian Heritage* is responsible for heritage policy and provides support and program funds to Canadian cultural and heritage organizations through several of its programs. In terms of the HPI, PCH was responsible for policy development and direction, as well as coordinating and facilitating negotiations with the provinces and territories. General authority over the Initiative belonged to the Assistant Deputy Minister of the Citizenship and Heritage sector.
- ▶ *Parks Canada* has had a long history of involvement in protecting national historic sites and other types of historic places. The Director General of National Historic Sites in PCA was responsible for the implementation and general management of the CRHP, the Standards and Guidelines, the certification office and the Commercial Heritage Properties Incentive Fund. The Historic Places Program Branch located within the National Historic Sites Directorate was established to implement the HPI core programs.

PCA's overall mandate is to "...protect and present nationally significant examples of Canada's natural and cultural heritage and to foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations."²² The objectives of the HPI correspond to PCA's core mandate. Parks Canada also coordinates the delivery of other national programs aimed at conserving Canada's heritage, including:

- *Historic Sites and Monuments Act* – The Historic Sites and Monuments Act (1953) granted the authority to commemorate historic places of national significance to the Minister of Environment.
- *Federal Heritage Buildings Policy* – Cabinet approved the Federal Heritage Buildings Policy (1982), which applies to all federal government departments that administer real property, to protect federal heritage buildings. Buildings can be designated as either Classified (highest heritage designation) or Recognized (second highest heritage designation).
- *National Program for the Grave Sites of Canadian Prime Ministers* – In 1999, the Government of Canada established the National Program for the Grave Sites of

²² Parks Canada Agency Annual Report, 2002-2003.

- Canadian Prime Ministers, whose objective is to ensure the conservation and recognition of these historic places.
- *National Marine Conservation Areas (NMCA) of Canada Program* – protects national marine areas of national significance and promotes public understanding and appreciation of these areas.
 - *National Parks Program* – for the protection of natural areas of national significance and for the promotion of public understanding and appreciation of these areas.
 - *Heritage Railway Stations Program* – the Historic Sites and Monuments Board of Canada evaluates railway stations for heritage significance and makes recommendations for designation to maintain the station's heritage character.
 - *Canadian Heritage Rivers System* – this is Canada's national river conservation program. The Canadian Heritage Rivers Board manages the program, and Parks Canada is the lead federal agency in federal-provincial-territorial cooperation.
 - *Federal Archaeology Program* – Parks Canada implements the Archaeological Heritage Policy Framework and provides advice and tools to federal land managers for the protection and proper management of archaeological sites.

3.8 HPI partners and stakeholders

Several partners collaborate with the federal government on the HPI. These include:

- ▶ Federal, provincial, and territorial *Directors Responsible for Culture and Heritage* serve as a forum for policy and programming issues on the HPI and feed into the Committee of Deputy Ministers Responsible for Culture and Heritage.
- ▶ *Provincial and territorial governments* provide time, professional expertise, facilities and computer expertise under the HPI. It is estimated that they will account for 85% of the content for the Canadian Register. Many provinces and territories also have responsibility for municipalities, grant programs and other activities that support communities in heritage conservation.

All provinces and territories have enacted legislation to protect local and provincial/territorial historic places and archaeological sites. Some provincial/territorial governments have transferred responsibility for heritage protection, and therefore, municipal by-laws also afford protection to heritage sites and buildings. The administration and management of historic sites varies across provinces and territories; however, many provinces have established entities similar to the Historic Sites and Monuments Board of Canada that advise the government on the preservation and promotion of provincial and local sites of heritage significance. Provincial and territorial departments and other agencies also administer assistance programs (grants and in some cases tax incentives) for the conservation of historic places and manage their own historic sites databases.

In March 2003, federal-provincial-territorial Ministers of Culture and Heritage unanimously endorsed a declaration in support of working together to better protect

Canada's historic places. All provinces and territories signed contribution agreements that support their participation in HPI. To do so, many jurisdictions had to seek approval of their respective Cabinets and/or Treasury Boards. Provinces and territories also need to seek Cabinet approvals to renew agreements or to prepare for workforce adjustments if funding is not provided. Under these agreements, provinces and territories:²³

- Document and nominate designated historic places under their jurisdictions (including municipal) to the Canadian Register of Historic Places.
- Develop their information systems to transfer their records to the Register.
- Undertake outreach activities to engage municipalities and stakeholders in the HPI, to promote the Standards and Guidelines, and to provide information on incentive programs.

The federal, provincial, and territorial governments worked closely to develop the HPI and its components. The Institute of Public Administration of Canada named the HPI as a finalist in its 2004 Awards of Innovative Management for its horizontal collaboration.

- ▶ *Local governments*, such as municipalities and rural communities, identify and designate historic places. These entities have delegated authority from their provincial or territorial governments. Local governments, in addition to having responsibility for heritage projects transferred by the provincial and territorial governments, also administer grant programs, and designate and nominate historic and cultural sites. Local governments work with heritage societies, heritage conservation professionals, architects, engineers, city planners, developers, property owners, building inspectors, and the public. At the local government level, municipal planning acts are important because they include the process to administer and protect historic places.
- ▶ *Non-government heritage groups, individual corporations, and professionals* use the Register, Standards and Guidelines, and Certification Program in the course of undertaking heritage conservation work. Non-government organizations such as the Heritage Canada Foundation work to encourage the preservation of and to demonstrate the national significance of historic, archaeological, national and scenic heritage of Canada.²⁴ This is a national membership-based organization and charity. Foundations also exist at the provincial, territorial, and municipal level and may also establish different trusts or endowment funds that provide assistance to community and heritage groups to protect designated heritage sites. The Federation of Canadian Municipalities is dedicated to improving the quality of life in all communities by promoting strong, effective and accountable municipal government. The Federation has policy statements regarding grants, housing, municipal infrastructure and sustainability, which all affect heritage conservation.
- ▶ *The private sector* includes owners and developers of commercial heritage properties who may be eligible for the Commercial Heritage Properties Incentive Fund, as well as

²³ Information comes from a fact sheet on the Federal-Provincial-Territorial Agreements provided by the Historic Places Policy Group, Parks Canada (December 1, 2004)

²⁴ <http://www.heritagecanada.org/eng/main.html>, December 20, 2004.

owners of other heritage properties interested in using the Standards and Guidelines to complete heritage conservation work on their properties.

- ▶ *Other stakeholders* include academia, the heritage industry, schools, and tourists. These groups may use the Register for information and educational purposes.

3.9 Resources

Table 3 identifies the funding allocated for the HPI to Parks Canada and the PCH, a total of \$36 million over four years. In consideration that it takes time in the first year to develop an initiative, funding was provided on an increasing increment basis.

A large portion of the HPI funding is intended to engage provinces and territories in implementing the Initiative, through the Class Contribution Program.

Table 3: Funding allocated for the Historic Places Initiative					
	2001-2002	2002-2003	2003-2004	2004-05	Total
Cultural Development and Heritage (Canadian Heritage)					
Salary / Personnel	\$55,000	\$165,000	\$165,000	\$165,000	\$550,000
Operating Costs	\$862,500	\$1,610,550	\$540,550	\$540,550	\$3,554,150
Grants and Contributions	N/A	\$570,000	\$8,740,000	\$8,740,000	\$18,050,000
Benefits and Accommodation - EBP (20% salaries) and PWGSC (13%)	\$18,150	\$54,450	\$54,450	\$54,450	\$181,500
TOTAL	\$935,650	\$2,400,000	\$9,500,000	\$9,500,000	\$22,335,650
Stewardship of National Heritage Places (Parks Canada)					
Salary / Personnel	\$495,000	\$660,000	\$660,000	\$660,000	\$2,475,000
Operating Costs	\$2,406,000	\$4,772,200	\$1,662,200	\$1,662,200	\$10,502,600
Benefits and Accommodation - EBP (20% salaries) and PWGSC (13%)	\$163,350	\$217,800	\$217,800	\$217,800	\$816,750
TOTAL	\$3,064,350	\$5,600,000	\$2,500,000	\$2,500,000	\$13,664,350
	\$4,000,000	\$8,000,000	\$12,000,000	\$12,000,000	\$36,000,000
Source: Dollar amounts were taken from the Results-based Management and Accountability Framework for the HPI and amounts were added for 2004-05. Amounts may not always add up due to rounding of numbers.					

Table 4 summarizes the contribution agreement amounts allocated to provinces and territories over the past three years.

Table 4: Summary of Contribution Agreement Amounts Allocated to Provinces and Territories (Historic Places Initiative Class Contribution Program)				
Province or territory	2002-03	2003-04	2004-05	Total allocated
Alberta	\$25,000	\$739,249	\$739,249	\$1,503,498
British Columbia	\$65,300	\$854,912	\$854,912	\$1,775,124
Manitoba	N/A	\$600,000	\$667,800	\$1,267,800
New Brunswick	\$48,000	\$549,153	\$549,000	\$1,146,153
Newfoundland and Labrador	\$24,500	\$527,516	\$527,500	\$1,079,516
Northwest Territories	N/A	\$447,940	\$447,940	\$895,880
Nova Scotia	N/A	\$587,494	\$587,494	\$1,174,988
Nunavut	N/A	\$130,373	\$473,719	\$604,092
Ontario	N/A	\$397,300	\$1,315,454	\$1,712,754
Prince Edward Island	N/A	N/A	\$385,500	\$385,500
Quebec	N/A	\$251,461	\$1,154,619	\$1,406,080
Saskatchewan	N/A	\$517,044	\$639,754	\$1,156,798
Yukon	\$26,600	\$391,397	\$390,000	\$807,997
Total	\$189,400	\$5,993,839	\$8,732,941	\$14,916,180

Source: The amounts listed in the table were taken from contribution agreements and contribution amendments with each province and territory (2002-03, 2003-04 and 2004-05). Amounts have been rounded up to the nearest dollar amount.²⁵

²⁵ These amounts are based on signed contribution agreements, and changes to the original requested amounts that occurred over the fiscal year (de-commitments) are not evidenced in this table.

As noted earlier, jurisdictions required more time than anticipated to implement HPI components. Regardless of their level of technical capacity with the Register or programs already in place, several provinces/territories were not able to spend all the money allocated to them in their contribution agreement, particularly in 2003-04 when a number of agreements were signed late in the fiscal year. Table 5 summarizes the contribution amounts actually expended by each province and territory.

Province or territory	2002-03	2003-04	2004-05	Total spent²⁶
Alberta	\$21,919	\$725,963	\$739,249	\$1,487,131
British Columbia	\$65,300	\$798,476	\$854,912	\$1,718,688
Manitoba	N/A	\$274,765	\$667,800	\$942,565
New Brunswick	\$23,695	\$378,319	\$549,000	\$951,014
Newfoundland and Labrador	\$24,500	\$303,662	\$527,500	\$855,662
Northwest Territories	N/A	\$259,515	\$447,940	\$707,455
Nova Scotia	N/A	\$224,782	\$587,494	\$812,276
Nunavut	N/A	\$88,123	\$473,719	\$561,842
Ontario	N/A	\$344,302	\$1,315,454	\$1,659,756
Prince Edward Island	N/A	N/A	\$305,000 ²⁷	\$305,000
Quebec	N/A	\$251,461	\$1,154,619	\$1,406,080
Saskatchewan	N/A	\$517,044	\$639,754	\$1,156,798
Yukon	\$26,155	\$288,963	\$390,000	\$705,118
Total	\$161,569	\$4,455,375	\$8,652,941	\$13,269,385

Source: The amounts listed in the table were taken from each province and territory's year-end financial reports (2002-03 and 2003-04) and from their 2004-05 contribution agreements and contribution amendments as well as from any known requested 2004-05 de-commitments. Amounts have been rounded up to the nearest dollar amount.

²⁶ This amount includes total expenditures from 2002-03, 2003-04 plus the total requested amounts from 2004-05 as those final numbers and actual expenditures are not yet known.

²⁷ PEI's allocated amount reads as \$385,500 in its contribution agreement, but the province has since requested a de-commitment of \$80,000 leaving them with \$305,000.

ASSESSMENT OF THE EVALUATION ISSUES AND QUESTIONS

4.0 Assessing the design, delivery, and management of the HPI

This section examines the design, delivery, and management of the Historic Places Initiative.

4.1 Status of HPI implementation

One of the key questions of the formative evaluation is whether HPI components are being implemented as intended. The file review and interviews confirm that components have been implemented as intended. However, the process has taken much more time, coordination, and work from federal, provincial, and territorial partners than was foreseen. In addition, the process of negotiating contribution agreements between the federal government and 13 jurisdictions was a large endeavour in itself. This meant that program dollars to support provincial and territorial governments effectively only began to flow during 2003-04, and development work did not start until then. Now in its fourth year, the HPI is beginning to emerge from its initial developmental phase. Some jurisdictions still need to complete the process of allocating the human and technical resources required to fully operationalize their participation in the core HPI programs.

Jurisdictions that will be operational by the end of the fiscal year will have the following in place:

- ▶ Adapted existing policies and procedures for designating historic places to take into account their listing on the CRHP
- ▶ Agreements or contracts with municipalities that designate historic places
- ▶ Nominated and designated historic places on the CRHP
- ▶ Outreach activities, including the promotion and distribution of Standards and Guidelines, aimed at municipalities, heritage professionals and organizations
- ▶ Public education activities to inform individuals, schools, the community, and others about the Register, the HPI, and the Standards and Guidelines
- ▶ Promotion of other uses of the CRHP (e.g., work with tourism industry)
- ▶ Completed initial training of staff and local partners to ensure the jurisdiction will contribute to the CRHP
- ▶ Distribution and communication of Standards and Guidelines
- ▶ Identification of CHPIF projects.

The remainder of this section reviews the status of the four core components being evaluated.

4.1.1 Listings on the CRHP

Provinces and territories vary in their progress toward implementing their own register that links to the CRHP. Some provinces, such as Ontario, Alberta, and British Columbia, have databases in place and are working to ensure their system links to the Canadian register. Other provinces and territories, such as New Brunswick, the Northwest Territories, and Newfoundland and Labrador, had to develop new systems. Most provinces are a few months away from having their registers completely operational, and a few will take longer. Many key informants during the evaluation noted that uncertainty about funding for the Initiative was a concern and might affect their future ability to work to maintain and update records on registers.

Systems development and technical capacity are only two factors that affect jurisdictions' ability to populate the CRHP.

Table 6 (next page) provides an overview of the status of listings in the CRHP.

The process for designating and listing places on the CRHP can take some time and requires several steps. Designated places may be formally recognized through a review process (e.g., by a heritage committee) or legislation protecting a place; both can take some time. In addition, once a record is entered into the system, it cannot be easily changed and requires the jurisdiction that submitted the listing to review the designated place. If a change is required, the jurisdiction will need to submit a new record (e.g., change, re-nomination, or deletion) to be listed in the Register. In effect, this means the process for designating and listing places requires several different transactions and effort from the jurisdiction (i.e., resources to input and review listings).

Recent estimates by the Historic Places Program Branch indicate that jurisdictions plan to have 3,651 historic places listed on the CRHP by the end of fiscal 2004-05. Currently, 2,157 nominations are under preparation. This means that in total, jurisdictions estimate they will have about 21% of existing historic places (n=17,527) listed on federal, provincial, and territorial registers. During the fall of 2004, the provincial, territorial, and federal governments submitted about 400 records, now a total of 718,²⁸ out of the 17,527. At the end of March 2004, there were 30 historic places listed on the CRHP.

²⁸ Information provided by the Historic Places Program Branch, January 2004.

Jurisdiction	Number of historic places						
	Recognized prior to January 1, 2004	To be listed on CRHP by the end of 2004-05		Listed to date (November 2004)		Nominations sent to CRHP but not yet listed (Still under QA process)	
	Existing places	Existing places	New places	Existing places	New places	F/P/T Registers	Canadian Register
Alberta	319	115	10	14	4	0	0
British Columbia	4,500	500	0	159	0	11	12
(District)	25		0				
Federal (District)	2,446 21	829	0	35 24 NHS 2 FHB classified 1 FHBRO recognized 1 HRS	0	41	0
Manitoba	583	135	0	2	0	0	0
New Brunswick	110	50	200	9	10	3	0
Newfoundland and Labrador (District)	287 1	290	10	9	0	11	0
Northwest Territories (District)	10 1	10 1	5 0	10 1	0 0	0 0	0 0
Nova Scotia (District)	1,500 7	500	0	85	0	5	0
Nunavut	4	4	0	0	0	0	0
Ontario (District)	6,000 60	55	3	46 1	3	0	0
Prince Edward Island	154	154	0	37	0	2	5
Québec (District)	985 12	408	12	35	1	0	0
Saskatchewan (District)	805 1	340	10	52	2	3	0
Yukon	15	8	2	2	0	0	0
Total	17,527	3,399	252	497	20	76	17
TOTAL	17,527	3,651		517		93	

Note: Existing historic places refers to previously recognized sites. New places to refers to recently recognized sites. "NHS" refers to National Historic Sites. "FHB" refers to the Federal Heritage Buildings. "HRS" refers to Heritage Railway Stations. The term "district" refers to an individual listing that might include many heritage resources (e.g., the Province of Quebec has created a district around Montreal with thousands of historic places included).

Source: Historic Places Program Branch, November 2004.

Table 7 discusses several factors affecting the time needed to list historic places on the CRHP.

Table 7: Factors affecting the time it takes to list historic places on the Canadian register	
Jurisdictions have different processes and procedures	Provinces, territories, and the federal government have slightly different processes and procedures for nominating and designating historic places. The process will take longer where municipalities take the lead in nominating and designating sites and where historic places need to be legally designated or protected.
Technical issues	Some jurisdictions face technical issues in transferring data.
Requirement for statement of significance	Information on why a historic place was designated decades ago might not be available. This means that many designated places require a statement of significance to be prepared before they can be included in the Canadian register. Parks Canada, provinces and territories have either hired staff to write these or engaged municipalities to update their systems to include statements of significance. Key informants also noted that writing a high quality statement of significance is a challenge given limited resources, varying technical capacities, and the ability of only a small pool of people who are knowledgeable and capable of preparing these documents.
Missing documentation	Documentation standards are also difficult to meet for older sites as it is hard to locate information or it is missing. An existing historic place that meets the minimum standards can be nominated and conditionally listed on the CRHP. The historic place will have an explanatory note and can remain on the Canadian register for five years, after which it will either need to be removed or re-nominated. Historic places designated after the new register came into place must meet the documentation standards. Listing requires care, time and practice. Jurisdictions are waiting until they have complete documentation before submitting records rather than make conditional listings.
Translation of listings	For federal historic places, as well as Manitoba and New Brunswick, it is important to follow government rules on federal communication and to translate documentation.
Obtaining consent	It is important to obtain consent from individual owners of historic places as part of the federal privacy regulations. For historic places where existing information is already public, this is not necessary. Several provinces have had to work with municipalities to contact owners to obtain their consent.

The program design envisioned a process where “conditional” listings could be listed on the understanding that within five years, all records would have full documentation. With this in mind, Parks Canada encouraged provinces and territories to make conditional listings to identify historic places that might be eligible for the CHPIF. However, in practice, jurisdictions are waiting until they have full documentation because they want to ensure that only complete records are submitted to the CRHP. Key informants indicated that it requires more work to go back and update information (resubmit conditional records). For provinces such as Alberta, British Columbia, and Ontario, which have the majority of identified designated places, such a practice would be expensive so the preference is to do it once.

An important function of the Register is to identify historic places that are eligible for conservation incentives. At present, few places listed on the CRHP are eligible for the federal government's incentive program (i.e., CHPIF). Some listings may be eligible for incentives (tax or grant) that might be offered by the provinces and territories. Therefore, the importance of the Register is actually for other purposes, which include:

- ▶ identifying historic places that were formally recognized
- ▶ promoting awareness of Canada's historic places
- ▶ ensuring quality information on historic places and recognition of their heritage value.

4.1.2 Standards and Guidelines

Working groups of experts from all levels of government and the heritage industry collaborated in the Standards and Guidelines. The Standards and Guidelines document was tested on pilot projects to obtain general confidence and to identify areas that required clarification. Key informants offered the opinion that the Standards and Guidelines provide a sound basis for undertaking heritage conservation, but it is important to note that they are a dynamic and evolving process, and it will be important to update the guidelines as new techniques or practices are adopted. Parks Canada presently has a working group to update the guidelines on archaeological sites, and there are plans to develop guidelines dealing with heritage districts and cultural landscapes.

Following the pilot testing process, archaeologists expressed concern that the guidelines related to archaeology needed to be strengthened. In response to these concerns, a working group has been established to review and expand the archaeology guidelines. Draft guidelines have been prepared, and pilot projects are currently being identified to assess the guidelines based on practical projects. The projects will provide the basis for finalizing the archaeology guidelines, which will then be circulated to all jurisdictions and key stakeholder organizations for their comments before the guidelines are adopted by Parks Canada. This is the process that will be adopted for the continuous improvement of other sections of the standards and guidelines.

During 2003 and 2004, much work was done to publish the Standards and Guidelines, including developing the layout, editing, translation, and printing. The Standards and Guidelines have now been produced in hard copy and compact disc, and released. Provinces and territories are using the Standards and Guidelines, and some have formally adopted them (Alberta, Saskatchewan, Heritage Canada Foundation, Heritage Foundation of Newfoundland and Labrador). Parks Canada, Public Works and Government Services Canada, and the Federal Heritage Buildings Review Office are also using them. Some provinces and territories have distributed them to municipalities and other stakeholders, while others have held off until the HPI is formally renewed.

At the local level, the way the Standards and Guidelines are implemented will depend on municipal building and other regulations that exist.

4.1.3 The certification process

A network of 33 Certification Agents working in different public organizations across Canada reviews projects applying for certification. Through MOUs, the organizations where the Certification Agents normally work are compensated for the time spent by Agents to review conservation plans and prepare recommendations. The certification agents are paid on a fee-for-service. Certification Agents received training from the federal government and have worked on teams to review two rounds of applications submitted for CHPIF. Team evaluations were used for training and assisting with interpretation.

Certification Agents are distributed across Canada in order to provide services as close as possible to applicants seeking financial assistance for conservation projects. Certification Agents review project applications and supporting materials against the statement of significance and the Standards and Guidelines. The Historic Places Program Branch approves pre certification, based on the recommendations and report of the Certification Agent. Once a project is completed, the applicant requests a final certification, based on the review of the completed work by a Certification Agent. The certificate is issued by the Historic Places Program Branch.

Key informants mentioned a few issues related to the certification process:

- ▶ Lack of clarity about the application process and how much time and support should be provided to applicants poses difficulty for certification agents.
- ▶ It is difficult to review projects in areas where the standards and guidelines may not be clear (e.g., cultural landscapes or districts).
- ▶ Lack of expertise in the private sector may be a concern. To undertake heritage conservation work, the expertise of an architect or engineer with conservation background is important and if CHPIF applicants cannot access this expertise it will affect their application.

A future evaluation of CHPIF would be able to substantiate some of these concerns related to the certification process.

4.1.4 The Class Contribution Program

The Class Contribution Program provides funds to provinces and territories to develop their register system, to engage municipalities in the HPI, and to encourage people to use the Standards and Guidelines. Throughout the development of the HPI, there was a collaborative and effective working relationship between the federal, provincial, and territorial governments that worked together to find practical solutions to address any design or implementation issues that arose with the core programs. In this climate, all provinces and territories consented to sign agreements and took part in the Initiative. This took some time as provinces and territories required their Cabinets' approval to take part in the Class Contribution Program. It was not until April 2004 that all agreements were signed (five in 2002-03, six in 2003-04, two in April 2004). Therefore, fiscal year 2004-05 was the first full year of operations for the Class Contribution Program.

Provinces and territories reported positive feedback as a result of their activities and stated that the funding allowed them to do things they would not otherwise been able to do if the HPI did

not exist. Some provinces and territories took the opportunity to hire people and develop policies and procedures to be able to undertake HPI activities. Funding was also used to conduct outreach and training with municipalities.

The funding allocation took into account that, as with most new initiatives, it would take longer in the first years to implement activities, and therefore less funding was provided in the start-up year and more in subsequent years. The difficulty was that it took longer than anticipated to engage in and implement HPI work. Therefore, although provinces and territories committed the funds to activities, unless they were able to spend the money in the fiscal year in which it was provided, under Treasury Board policies they had to return the unused portion of the funds. The federal funding could not be carried over to the next fiscal year and had to be returned to the Consolidated Revenue Fund. PCH introduced quarterly financial reporting to be able to track earlier in the fiscal year money that would not be spent, to help avoid lapsing funds that might otherwise be invested in other HPI projects. This created more reporting for all HPI partners. Parks Canada has the authority to carry over funding so now that Parks Canada manages the funds, this problem should be avoided in future years. Finally, all the funding was allocated to provinces and territories to implement the HPI, and there was no opportunity to use tier three funding for complementary projects.

4.1.5 Summary of the implementation of the HPI tools

Key informant interviews confirmed that the HPI tools work in concert, as was intended by the original design of the Initiative. The Standards and Guidelines component is closely linked with the CRHP, which identifies the heritage value of a historic place and provides heritage professionals with guidance about what treatment type is appropriate in conserving the site. The certification process and Standards and Guidelines components are also linked, in that Certification Agents and the federal certification review office refer to the standards and guidelines for clarification about details in a project proposal.

4.2 Challenges in implementing the HPI

The federal, provincial, and territorial governments faced several challenges in implementing the HPI. This meant it took longer to complete the “*developmental phase*” of the HPI. As noted earlier, some provinces are close to being fully “*operational*” (being able to nominate and designate sites, having municipalities use Standards and Guidelines, and identifying projects that would qualify for CHPIF), while others will not be operational for a year (e.g., still developing their register). Key informants mentioned the following challenges jurisdictions faced in implementing HPI core programs:

- ▶ ***Jurisdictions were all starting from different bases*** – Some jurisdictions already had relatively sophisticated systems in place (e.g., Alberta, Quebec, Ontario) and were nominating and designating sites. Other jurisdictions had some things in place (e.g. basic database system, cultural and heritage programs). The remainder of jurisdictions (e.g., Nunavut) had nothing in place and needed to hire staff, create a database, and develop procedures and legislation for nominating and designating sites.

- ▶ ***Varying technical capacities*** – Most key informants indicated that regardless of what stage or level of technical capacity they were at, provinces and territories needed more time than foreseen to develop the infrastructure to implement the HPI. For those jurisdictions that previously had little in place, there was a learning curve, staffing issues to deal with, and the need to identify other resources. At the federal level, similarly, it took time to develop information systems and funding arrangements. Several jurisdictions noted that it was important for them to review legislative tools, structures, and procedures. Advanced jurisdictions had to harmonize their processes with the HPI. They also had to determine how to have their systems interface via the Internet with the CRHP. Provinces and territories with new systems required time to complete the architectural design of their system and to identify how to transfer data to the CRHP. In some cases, jurisdictions had limited access to IT personnel and it took longer to obtain assistance at the provincial/territorial level. The registrars working group and the Canadian registrar office in Ottawa were instrumental in developing the technology and assisting provinces/territories.
- ▶ ***Many jurisdictions are only now in a position to develop the CRHP as an educational or public tool*** – Jurisdictions thus far are still undertaking work to finalize their register systems and to ensure they interface well with the Canadian register. Until now, there has been limited opportunity for provinces and territories to develop the CRHP as an educational or public tool. New Brunswick reported working closely with its Department of Education to get heritage information on the register to teachers and schools. Other jurisdictions also reported plans to link the information to heritage week early in 2005. While key informants see much potential in using the CRHP, the Canadian register does not yet have many sites for educators and the public to refer to. In addition, some jurisdictions were reluctant to undertake these activities until multi-year funding for the HPI was renewed.
- ▶ ***Development of partnerships with municipalities*** – Several jurisdictions indicated that it was important for them to work with municipalities to undertake nominations and designations of historic sites. While the HPI developed partnerships at the federal, provincial, and territorial levels, jurisdictions in turn had to also develop similar partnerships with municipalities. Some of this work included sending out information, conferences, and training. A few key informants indicated that their jurisdiction had started to provide funding to municipalities using various mechanisms to undertake work under HPI.
- ▶ ***Expanding thinking beyond built heritage*** – A few jurisdictions, in particular smaller provinces and the territories, perceived that heritage conservation in general focuses on built heritage. While they believe that the HPI also embraced and promoted other historic places such as landscapes and archaeological sites, it was a challenge to demonstrate to their partners, departments, and potential clients the importance of this and how this would be done. A couple of jurisdictions identified areas that are not covered by the current Standards and Guidelines and are therefore not well reflected in the Canadian register. These include cultural landscapes and districts. The territories and Saskatchewan identified projects that involved working with Aboriginal communities.

- ▶ **Meeting documentation standards required resources** – Providing resources for documentation and meeting documentation standards (i.e., providing statements of significance) have challenged jurisdictions. A few noted that for sites that were designated many years ago, the rationale for designation has been lost. The provinces that were further along in implementation suggested that while there are heritage sites designated (whether provincially or at the municipal level), they have not been entered on the national system because the documentation is not to the HPI standard. This suggests a backlog, but many provinces are uncomfortable with this terminology because it suggests that the progress has not been made and that systems have not been implemented. Federal, provincial, and territorial partners are now discussing how to more effectively implement documentation standards.
- ▶ **Uncertainty of federal funding** – Several senior key informants suggested that uncertainty of federal funding and the delays in announcing the legislation have created some uncertainty, which has qualified the pace of implementation. They believe that once legislation and longer-term funding is in place, the implementation will accelerate to completion in short order. Some key informants believe there is a perception that legislation and stable funding demonstrate federal commitment.

4.3 Managing the Initiative and partnerships

The formative evaluation examined how partnerships between PCH, Parks Canada, and delivery partners worked and whether delivery partners' expectations balanced with their capacities. Another evaluation question examined whether roles and responsibilities were in line with shared governance arrangements.

Overall, most key informants believe that participation by federal, provincial, and territorial jurisdictions in meetings and working groups was exemplary. Committees and working groups worked well in terms of identifying items that require action and decision-making. The majority of key informants stated that the HPI could serve as a model for federal/provincial/territorial relations. They cited the following features as contributing to successful collaboration:

- ▶ common objectives and goals among all parties
- ▶ consistent membership involved in working groups over three years
- ▶ senior staff involved in decision making
- ▶ money provided to undertake activities
- ▶ approach enables partners to adapt existing initiatives and to build on them
- ▶ open dialogue and consensus building to resolve issues.

A few respondents held the view that while there was some collaboration, the federal government still presented information to jurisdictions, which had a limited say in managing the overall design of the Initiative and setting agenda items.

During the developmental phase, jurisdictions reported that they worked cooperatively to identify ways of doing things and to resolve problems as they occurred. As the completion of the developmental phase drew near and the HPI tools and CHPIF became operational, many key informants from jurisdictions indicated that they expect the collaborative approach and use of forums to continue. In addition, as the process for nominating, designating, and updating historic places progresses, there will be a need to make decisions on how the HPI operates. Many key informants believe it will be important to introduce more formal policy direction and governance of the HPI. Specifically, key informants indicated that governance of the HPI will need to focus less on developing tools and more on maintaining momentum and managing emerging issues.

Finally, a few key informants expressed that it was a little confusing having two federal agencies involved, with PCH responsible for the Class Contribution Program and overall policy direction, while Parks Canada was responsible for managing operations. A few people commented that it should now be easier to coordinate under one Minister.

4.4 Funding arrangements

Jurisdictions have executed their contribution agreements as intended. Most key informants commented that they believe the contribution agreement was an appropriate mechanism to deliver programs. They indicated that unlike a transfer payment, using the agreement ensured that funding would be spent as required. A few noted that the terms and conditions could have been made more stringent, but this was a minority position. Overall, key informants indicated that the contribution agreements were sufficiently flexible to meet their needs and to undertake activities specific to their jurisdiction (e.g., fund municipalities).

Concerns with the contribution agreement were related to the short funding period and the resources required to negotiate funding annually. Funding was provided one year at a time and jurisdictions were uncertain if it would be continued or whether they would be required to make workforce and resource adjustments. Another concern expressed was that financial reporting was too onerous (e.g., need to report capital expenditures over \$250). Federal government key informants identified the lapsing of funds due to delayed initiation as a major problem. Regular quarterly financial reporting was instituted to avoid the lapsing of funds as occurred in fiscal 2003-04. While provinces and territories faced challenges, they appear to have spent money appropriately in accordance with the agreement.

During the developmental phase, funding is based on a formula. In terms of forecasting future fiscal needs and demand for the operational phase (activities consist mainly of nominating, designating, and updating historic places, undertaking outreach, training on standards and guidelines), it will be important to review the formula. In all likelihood, the need for implementation funding will shrink and the Initiative renewal will need to take account for this.

Development of HPI core programs is still ongoing in some jurisdictions. Therefore, it is premature to conclude on whether activities described in the funding agreements are logically related to the outputs required to support the HPI's objectives. Further, activity reports are descriptive, focusing on implementation to date rather than providing concrete evidence of progress towards outputs or outcomes. Again, provinces and territories may be waiting for a signal from the federal government that stable funding will be implemented. Until then, it is

likely that partners will report on activities, and possibly some outputs, but that evidence on outcomes cannot be expected.

4.5 Strengths, weaknesses, and suggested improvements

Key informants identified the main strengths and weaknesses of the HPI and its components in terms of overall program design and delivery. In general, the main strengths of the HPI are the collaborative approach for developing and implementing the Initiative and its components, and the opportunity the funding provides the provinces and territories to encourage heritage conservation in their jurisdictions. The main weaknesses of the HPI relate to uncertain and short funding period, and uncertainty on how the sites that are designated will be rehabilitated and maintained. Jurisdictions indicated that heritage conservation, especially built heritage, will require resources that are beyond the parameters of the HPI. Table 8 lists strengths and weaknesses in more detail.

Strengths	Weaknesses
<ul style="list-style-type: none"> ▶ Effective collaborative working relationship and approach for designing and implementing the Initiative and its components, as well as for addressing problems that need to be resolved ▶ Working groups and meetings led to a network of experts and professionals that can support each other and exchange information ▶ Funding allows provinces/territories the opportunity to promote a culture of heritage conservation in their jurisdictions, especially after years of cutbacks ▶ HPI complements provincial/territorial mandates and programs ▶ HPI allows jurisdictions the opportunity to build resources and technical capacities ▶ Leadership and support provided by the federal government ▶ HPI led to training opportunities and increased awareness and better understanding of heritage conservation 	<ul style="list-style-type: none"> ▶ The annual funding period is too short, is cumbersome, and causes uncertainty as well as raises concerns about managing expectations if the Initiative is not renewed ▶ Lack of tax credits as originally discussed during the design of the HPI limits incentive available to undertake heritage conservation ▶ Financial reporting is onerous ▶ Municipalities are well set up for nominating and designating historic places, but this is not the case in rural/remote areas ▶ The Register works well for recognizing architectural significance, but less so for recognizing a place where the significance is attached to a person or historic event ▶ Lack of formal and coordinated communication about the HPI led to uncertainty about program renewal and discouraged some jurisdictions from engaging in outreach activities with their communities in heritage conservation ▶ HPI does not provide incentives opportunity to the non-commercial sectors

Aside from moving the federal legislation forward and creating the funding process for site upgrading and maintenance, key informants had few specific suggestions for improving the HPI. Those who did focused on rectifying the weaknesses:

- ▶ Longer funding periods (e.g., three to five-year agreements).

- ▶ Simplifying the financial reporting requirements associated with funding agreements (e.g., eliminate the need to report capital acquisitions over \$250.00).²⁹
- ▶ Introduction of financial incentives such as tax credits available to a broader audience than developers (e.g., non-commercial sector).
- ▶ In terms of governance of the HPI, some respondents suggested more focused agenda at meetings, and more planned and less ad hoc meetings. The intent is to identify ahead of time issues and concerns to be addressed by federal-provincial-territorial meetings, working groups, and other forums.
- ▶ Clearing of the “existing” historic places that are designated at the provincial and municipal levels to include them on the Canadian register.
- ▶ Improving formal communication on various aspects of the HPI.
- ▶ More formal mechanisms for resolving future issues (e.g., changes in records in the Register or changes to the Standards and Guidelines).

Many key informants indicated that it would be important to continue the collaborative approach as the HPI enters its “operational phase.” The working groups and other mechanisms will be important to handle upgrades to the Register, changes in reporting, updates to the Standards and Guidelines, and other issues that may arise. Many interviewees also noted that face-to-face meetings once a year are important.

²⁹ There is a requirement of PCH that contribution recipients have to report/list what they purchase twice a year. Previously jurisdictions had to request pre-approval to make a purchase but this has been dropped.

5.0 Effectiveness to date of the HPI and the likelihood of meeting objectives

This section discusses the effectiveness of the HPI components and the likelihood of meeting HPI core programs' objectives.

5.1 Expected results

The logic model for the HPI tools (next page) identifies the activities and outputs, as well as expected immediate and intermediate outcomes. At the time of this formative evaluation, activities and outputs listed have been largely realized. In terms of immediate outcomes, having partner organizations support the HPI tools to engage Canadians in the conservation of historic places is under way.

While most key informants indicated that it was premature to discuss the impacts of the HPI, they noted positive findings such as the implementation of infrastructure (staff) to support the Register, the development of networks of working experts across Canada, common Standards and Guidelines, and a register that can serve many valuable purposes (e.g., tourism, research, education), and the development of further partnerships with municipalities that are also responsible for nominating and designating historic places.

Consultations with HPI partners identified the following list of results they expect in the next year.

- ▶ more municipalities with registers
- ▶ many heritage groups and others exposed to the Register
- ▶ number of sites on Register increases
- ▶ increased uptake of current grant program (i.e., CHPIF)
- ▶ information technology, staff resources, and procedures in place in all jurisdictions
- ▶ promotional information on the HPI widely disseminated
- ▶ increased number of participants involved in outreach activities
- ▶ increased number of copies of Standards and Guidelines distributed.

In terms of intermediate results (observable in the next few years), key informants expect a reversal of the demolition of historic places to increased conservation and preservation. They also expect to see increased recognition of the heritage value of historic places by community heritage groups and the public. A key challenge for the summative evaluation will be to determine the role of the HPI in that change, since other factors may have an effect (especially in relation to built heritage), such as the increased value placed on urban living, central city preservation, and increased costs associated with suburban living.

Key informants identified the following factors that will impede the success of the HPI: uncertain funding; a risk that the federal government will withdraw from the Initiative; and a lack of sufficient funding from all levels of government and the private sector to support the actual preservation of historic places. To a large extent, these factors are beyond the control of the HPI core programs and are not easy to mitigate.

Logic Model for the Historic Places Initiative Tools

REACH	RESOURCES \$36 million over 4 years
<p>↑</p> <p>Canadians <i>(Indirect influence)</i></p>	<p>STRATEGIC (END) OUTCOMES</p> <ul style="list-style-type: none"> • Canadians feel a greater sense of connection to each other, their history, identity and symbols • More historic places are conserved and “given a function in the life of communities” (UNESCO) • Historic Places reflect the diversity of Canada’s heritage (improved access to significant, diverse cultural heritage)
<p>↑</p> <p>Canadians with an interest in heritage</p> <ul style="list-style-type: none"> • Owners and stewards of heritage properties • Heritage “industry” (professionals, trades, tourism) • Academia <p>Partners</p>	<p>INTERMEDIATE OUTCOMES</p> <ul style="list-style-type: none"> • Canadians recognize the value of historic places and are engaged in their conservation • Active involvement by partners in establishing and maintaining the base infrastructure for the Canadian Register of Historic Places, Standards and Guidelines and certification process • The new tools provide opportunities to improve / maintain Canadians’ awareness of historic places, and engagement in conservation
<p>↑</p> <p>Heritage stakeholders (NGOs, voluntary sector)</p> <ul style="list-style-type: none"> • Aboriginal groups • Local governments • Provincial / Territorial governments and their agencies • Other Federal Departments and Agencies <p><i>(Departmental influence)</i></p>	<p>IMMEDIATE OUTCOMES</p> <ul style="list-style-type: none"> • Partner organizations support tools to engage Canadians in the conservation of historic places • Introduction of federal financial incentives • Heritage stakeholders engage in terms of interest and involvement in the use of the tools • Engagement of Aboriginal people in the definition of tools specific to their needs
<p>↑</p> <ul style="list-style-type: none"> • Canadian Heritage • Parks Canada <p><i>(Departmental control)</i></p>	<p>ACTIVITIES AND OUTPUTS</p> <p>In collaboration with business and provincial / territorial partners:</p> <ul style="list-style-type: none"> • Design, development and implementation of the Commercial Heritage Properties Incentive Fund <p>In collaboration with provincial / territorial partners:</p> <ul style="list-style-type: none"> • Design and development of a Canadian Register of Historic Places • Design and development of Canadian Conservation Standards and Guidelines • Design and development of the Historic Places Initiative Contributions Program • Design and development of a certification process in anticipation of the introduction of federal financial incentives <ul style="list-style-type: none"> • Consultations with Aboriginal groups

Source: Results-based Management and Accountability Framework for the Historic Places Initiative.

In addition to results listed previously in this section, many key informants also want to see the introduction of tax-based incentives. Both the PCA and PCH have limited control over such

incentives because tax policy falls under the responsibility of the Minister of Finance. However, respondents felt it was important to mention because there was initially discussion of the benefits of tax-credits when developing the HPI, and they believe tax-based incentives are crucial to encourage Canadian society to participate in heritage conservation projects, which will lead to more historic places being conserved. This is a strategic long-term outcome identified for the HPI (refer to logic model), and many believe that without tax credits, it will not be achieved.

5.2 Reaching beneficiaries

Key informants believe that, for the most part, HPI components are reaching intended beneficiaries. They expect that provinces and territories will further enhance their partnerships with local communities, in particular, municipalities that already formally recognize historic places. Delivery partners reported doing this through information and training sessions with municipal personnel or volunteers. Jurisdictions such as the three territories and Saskatchewan reported working with Aboriginal communities. Finally, jurisdictions are working with heritage organizations and developers to promote the Standards and Guidelines and to encourage them to take part in heritage conservation projects (the latter through CHPIF).

5.3 Alternative ways to meet HPI objectives

Key informants generally believe that the four components have been the most effective way to implement the HPI. The tools engage delivery partners and Canadians in conservation activities by providing them with the tools they need to participate. The HPI components clearly “promote the creation, dissemination and preservation of diverse Canadian cultural works, stories and symbols.” These HPI tools “promote the creation, dissemination and preservation of diverse Canadian cultural works, stories and symbols.” The tools also help establish the infrastructure needed to carry out heritage conservation activities at the provincial, territorial, and municipal levels. The Register promotes awareness of Canada’s historic places. To improve the state of heritage conservation in Canada, several key informants noted the need to engage governments and communities to dedicate resources to preserving heritage buildings and other historic places. Grant and other incentives programs at all levels of government may be important.

6.0 Performance measurement and reporting results

This section discusses what evaluation outcomes to date have been observed, what data is being collected, and strategies for ongoing and evaluation reporting.

6.1 Observed results to date

Consultations with primary delivery partners indicate that because implementation is incomplete, it is premature to discuss evaluation outcomes, especially intermediate and long-term strategic outcomes identified in the logic model for the HPI (refer to Section 4). Interview findings from this formative evaluation indicate that the following expected outputs and immediate outcomes have been observed:

- ▶ The CRHP has resulted in an increase in historic places and consultations with municipalities, and documentation standards have been elevated.
- ▶ Standards and Guidelines have been distributed to provinces and territories, which have sent them to municipalities. The Standards and Guidelines have also been used by provincial, territorial and federal jurisdictions, and adopted by some jurisdictions.
- ▶ Certification has included training for Certification Agents and a review of CHPIF projects.
- ▶ HPI core programs have engaged stakeholders, including Aboriginal people, in identifying their needs for tools.
- ▶ The Class Contribution Program has enabled infrastructure, resources, and procedures to be put in place to implement HPI tools that are to engage Canadians in the conservation of historic places.

Key informants also identified several positive unintended effects of the HPI:

- ▶ Several key informants noted that terms identified in the contribution agreements have been adopted by provinces/territories in working with community groups and municipalities and have enabled jurisdictions to develop better relations than previously existed. In other words, the operating processes developed by the federal government have proven useful in the relationships among other levels of government.
- ▶ Collaboration and information sharing among federal and provincial and territorial partners has led to a spirit of cooperation and buy-in to a national initiative in which all partners are eager to take part. This is how the spirit of the Social Union Framework Agreement (SUFA) regarding federal-provincial-territorial cooperation was intended to operate.
- ▶ Key informants believe that potential exists for the HPI to influence other policy objectives (e.g., building code and renovation guide).

- ▶ Some key informants also noted that training and networking among experts and professionals increased as a direct result of the HPI. Professionals interviewed who have been working in the field for many years reported a rejuvenated interest in heritage conservation. They also commented on the ability to attract new staff and a younger generation of professionals into their fields because of all the activity generated by the HPI.

The evaluation identified two unintended negative effects. First, the HPI has enabled jurisdictions to ensure the integrity of the information on their historic places. The HPI has defined a pan-Canadian documentation standard with input from all jurisdictions and the intent is to help jurisdictions to improve the quality of their documentation. Jurisdictions are submitting only complete documentation to minimize the transactions. However, this has led to a longer process for listing designated places on the CRHP requiring more time and resources than foreseen by jurisdictions. Second, common with all new federal programs, without permanent funding, expectations may be difficult to manage because of uncertainty about the Initiative's renewal.

6.2 Performance data required

PCH's contribution agreements with provinces and territories request activity reports that should include a description of activities held, a brief description of the advancement of projects, whether the projects experienced delays, and data on the performance indicators. Activity reports should include data regarding the following indicators:

- ▶ inquiries about the tools from stakeholder groups and the public
- ▶ the extent to which user groups have integrated and used the tools
- ▶ outreach activities undertaken
- ▶ any complementary action taken by the jurisdiction beyond the scope of the agreement
- ▶ supportive community actions taken by stakeholders and municipalities
- ▶ the number of nominations received for designation and listing
- ▶ progress on integration of inventory
- ▶ the percentage of increase of newly designated or listed sites in the jurisdiction's inventory.

The activity reports request useful information for performance measurement. However, a review of all the contribution agreements and activity reports submitted to date found that activity reports vary greatly in terms of content and consistent reporting. The reports tend to

focus on describing activities and progress on implementing HPI core programs.³⁰ The four jurisdictions that provided the most complete reporting on indicators requested were Alberta, British Columbia, Saskatchewan, and the Northwest Territories. Other indicators identified in those activity reports included indicators on the distribution of printed materials, educational outreach activities, number of conference presentations, and capacity built (e.g., human resources, organizations engaged). In the future, especially when all jurisdictions are fully operational, it will be useful for reports to be concise and consistent in reporting data requested. This is important to obtain a broader understanding of the impacts of the HPI and to identify where it is having the most and least amount of success.

Managers overseeing the Class Contribution Program may need to be clearer on the format for reporting and to consider using short questionnaires or forms to obtain consistent information from jurisdictions. Each province/territory has its own funding requirements and styles, and some are more sophisticated than others at reporting on performance indicators. Similarly, financial reporting also varies greatly. The challenge will be to improve reporting without overburdening jurisdictions.

While it is possible to enhance the performance information obtained on short-term results through the contribution agreement activity reports, it will be more difficult for jurisdictions to collect indicators on long-term results (e.g., increased awareness of heritage conservation practices, reduction in the demolition of heritage buildings, etc.). The latter will be best collected through the summative evaluation and ongoing performance reporting.

6.3 Strategies for ongoing and evaluation reporting

Key informants offered some ideas for measuring results. Many realized that while it will be easier to identify output measures, such as the number of nominations, designations, and records on the Register, it will be more difficult to demonstrate the success of the HPI and its impact on heritage conservation. Suggestions for performance indicators to measure immediate and intermediate outcomes are listed below:

Suggested immediate outcomes indicators	Suggested intermediate outcomes indicators
<ul style="list-style-type: none"> ▶ Training opportunities ▶ Quality of records in CRHP and consistency of information ▶ Number of CHPIF applications ▶ Hits on the CRHP web site ▶ Inquiries or calls ▶ Relationship with municipalities ▶ Increased dollars for the explicit use of heritage as local development strategies ▶ New municipal entrants to heritage conservation ▶ Relationship between all levels of government ▶ Extent Standards and Guidelines adopted 	<ul style="list-style-type: none"> ▶ Increased awareness of stakeholders, heritage community and public about HPI ▶ Reduction in destruction/demolition of heritage buildings and other historic places ▶ Increased government and community support for heritage conservation ▶ New municipal infrastructure; new P/T programs ▶ Change in attitudes of citizens toward heritage conservation

Thus far, the HPI partners have been so preoccupied with implementing the Initiative that there has been little time to reflect on reporting on outcomes. Immediate outcome information from

³⁰ There was no activity report for Quebec at the time of reviewing the contribution agreements because the province started its contribution agreement in April 2004.

activity reports needs to be improved; assuming this is done, there should be sufficient information to report on short-term results in a future summative evaluation. However, to demonstrate program success, other measures to assess intermediate outcomes will need to be collected.

Many key informants interviewed for this evaluation suggested that federal, provincial, and territorial partners convene a working group to collaboratively identify these measures. This exercise could begin by reviewing the logic model and suggested indicators and focusing efforts on key practical indicators that all jurisdictions can collect.

Table 9 (next page) presents a strategy for discussion for federal, provincial, and territorial partners to build on the one identified in the Results-based Management and Accountability Framework (RMAF) for the HPI. The strategy incorporates suggestions offered by jurisdictions and selects the most practical to collect indicators from the RMAF framework.

The strategy for the summative evaluation proposes that immediate outcome indicators related to the HPI tools be collected on an ongoing basis by the federal, provincial, territorial, and municipal delivery partners. Indicators measuring the ultimate or end outcomes of the HPI will need to be measured during the summative evaluation through surveys assessing public awareness. Periodic surveys conducted annually or every two years could also provide an indication of the change in attitude of Canadians and whether they are more engaged and aware of the significance of historic places. In addition, as a separate benchmarking exercise to measure long-term results, jurisdictions could also develop an indication of how many endangered historic places exist and whether these have been preserved, rehabilitated, or restored over time. This information is difficult to collect, and the summative evaluation may need to be satisfied with case studies of jurisdictions where this information is available.

The best result information will be on designated places under the HPI that are rehabilitated and maintained. In reality, the realization of this goal may not be assignable to the present initiative. For example, the creation of a tax credit system, which many advocate, may be needed to trigger a significant move from designation to preservation to maintenance. In that case, the summative evaluation should track sites (some or all) that have been designated since the HPI and follow their rehabilitation and ongoing maintenance. Further case studies showing how core HPI program components actually contributed to the preservation of a specific site will be very useful.

While this formative evaluation examined four core HPI components, the summative evaluation will examine the entire Initiative, including CHPIF, any new programs for Aboriginal people, and other components. Therefore, it will be important to update a strategy for evaluation and performance measurement as other HPI components have not been captured in this formative evaluation.

Table 9: Strategy for ongoing and evaluation measures to assess HPI outcomes					
Type of outcome	Outcomes	Performance indicators	Collected through		
			Ongoing monitoring	Evaluation	Period survey
Ultimate or end	Canadians feel a greater sense of connection to each other, their history, identity and symbols	Increase in public awareness		√	√
	More historic places are conserved and given a function in the life of communities	Increase in life or change in usage of historic places Reduction in demolition of heritage buildings		√ √	
	Historic Places reflect the diversity of Canada's heritage (improved access to significant, diverse cultural heritage)	Number and type of historic places on Register	√		
Intermediate	Canadians recognize the value of historic places and are engaged in their conservation	Increase in public awareness of the importance of conservation and significance of historic places Increase in activity of key stakeholders		√	√
	Active involvement by partners in establishing and maintaining the base infrastructure for the Canadian Register of Historic Places, Standards and Guidelines and certification process	Number and type of agreements between provinces, territories, and municipalities Number and type of outreach activities Number and type of complementary actions	√ √ √		
	The new tools provide opportunities to improve / maintain Canadians' awareness of historic places, and engagement in conservation	Hits on the web site Number of inquiries about HPI tools Number of inquiries about federal, provincial, territorial, and municipal granting programs Increased public awareness of historic places	√ √ √ √	√	√
Immediate	Partner organizations support tools to engage Canadians in the conservation of historic places	Support of delivery partners		√	
	Introduction of federal financial incentives	Number of applications to CHPIF Number of inquiries and applications to provincial, territorial, and municipal grant programs	√ √		
	Heritage stakeholders engage in terms of interest and involvement in the use of the tools	Number and type of interest Number of nominations to Register Number of requests for S&Gs Number of inquiries about HPI tools	√ √ √ √		
Outputs	Design and development of a Canadian Register of Historic Places	Number and type of historic places nominated, designated, and listed	√		
	Design and development of Canadian conservation Standards and Guidelines	Distribution and use of the standards and guidelines Number and type of outreach activities	√	√	
	Design and development of the Historic Places Initiative Contributions Program	Number and types of partners at all government levels	√	√	
	Design and development of a certification process in anticipation of the introduction of federal financial incentives	Assessment of training Number of projects certified and not certified	√	√	

7.0 Conclusions and recommendations

This section summarizes the main findings of the evaluation, discusses emerging policy and program issues, and offers suggestions regarding the ongoing evaluation of HPI.

7.1 Evaluation conclusions

The evaluation yielded several important conclusions:

- ▶ *Effective collaborative approach* – One of the greatest strengths of the Historic Places Initiative is its approach for building and developing the four core components in partnership and collaboration with its provincial and territorial partners. Often federal-provincial-territorial relations are marred by tensions debating funding, responsibilities, and other difficulties. While it took longer than anticipated to implement HPI because each partner took the time necessary to determine how best to implement the Initiative in their jurisdiction given their circumstances and resources, the collaborative approach has ensured effective working relationships where partners have been able to address problems, issues, and other practical concerns together as they occur. Many key informants noted that HPI complemented their existing policies and programs. A key to the success of the approach was the leadership and assistance provided by the federal government throughout the design and implementation process. The Institute of Public Administration of Canada named the HPI as a finalist in its 2004 Awards for Innovative Management, for its horizontal collaboration.
- ▶ *Continuing to populate the CRHP* – The Canadian Register of Historic Places has been populated to date with over 700 historic places listings and jurisdictions plan to list a total of 3,651 by the end of March 2005. Of this planned amount, preparation work has been done for 2,157 historic places. Therefore, progress is being made in listing the 17,527 potential historic places that might be included in the Canadian register. CRHP is a joint effort with buy-in from the federal, provincial and territorial Registrars that have control over their information, while the Canadian registrar is responsible for quality control and cannot change listings. While the original design assumed that conditional listings would be used, in practice, listing historic places on the CRHP is a long process that does not occur until jurisdictions have all the documentation required. The process is also dependent on the processes and procedures in each province or territory for nominating, designating, and listing historic places on their registers. It will be important to continue to work on populating CRHP.
- ▶ *Continuing work on the Standards and Guidelines* – Work is ongoing to update the guidelines (e.g., archaeological sites) to ensure they remain relevant, address any gaps that might be identified, and incorporate new techniques. Work also needs to be done to streamline implementation of documentation standards and other processes to expedite the designation process.
- ▶ *Governance of the HPI* – Most federal, provincial, and territorial representatives indicated that the overall governance of the HPI was effective. They indicated that working groups, federal-provincial-territorial meetings, and work in committees was

effective throughout the design and implementation phase. A few held the view that it was positive to have meetings but that provincial and territorial partners were not really active partners because in some cases they did not have a chance to design programs, set agenda items, or to bring forth issues. Working collaboratively meant doing things on an ad hoc basis. Supporters indicated that this worked well. Critics noted that this meant they were always reacting and not getting a chance to be proactive partners. As noted earlier, most respondents were happy with the approach for implementing HPI. However, the majority of respondents indicated that as HPI became fully operational throughout all jurisdictions, various program delivery issues would arise and that during the next phase of HPI it would be important to introduce more formal processes whereby provincial-territorial partners become more active in managing the HPI.

More participation in the management of the Initiative is a challenge. The concept of collaborative management implies other things such as shared funding and other mechanisms that are not currently part of HPI. There may be some value in collecting data on the investment made by partners to support the position that the HPI is a partnership among jurisdictions not just a program funded by the federal government. On the other hand, jurisdictions fund their own heritage conservation initiatives, for example, some provinces have their own grant programs and the federal government funds CHPIF, and it is not necessarily appropriate to have partners involved in decisions for which each government is accountable. To date, HPI has worked well because of the flexibility it allows partners, and the leadership, guidance, and support provided by the federal government. Building on that, provincial and territorial partners want to ensure that the approach continues to be collaborative using existing forums but also have more formal and active participation in how HPI is managed. Provinces and territories want to provide feedback in setting agenda items, putting issues on the table, and having input on delivery issues that affect their jurisdiction. It will be important to continue to build on what HPI has already done.

- ▶ *Reporting* – In terms of performance reporting, through the Class Contribution Program, the federal government is requesting useful information in activity reports submitted by provinces and territories. The difficulty thus far has been that jurisdictions have been so preoccupied with implementing the Initiative that in some cases there has not yet been opportunity to report on the outcomes of activities that are not fully in place. Secondly, the information provided in most activity reports is descriptive, not useful, or incomplete for evaluation purposes. In the future, the federal government will need to provide examples of good reporting, or a simple format that will ensure consistent reporting. This is important for HPI to be able to report on intermediate outcomes and impacts. In addition, components not included in the formative evaluation need to be included in reporting and data collection so that information can be captured in ongoing performance reporting and a summative evaluation of the HPI.
- ▶ *Funding agreements and allocations* – The class contribution program has enabled provinces and territories to implement the infrastructure to deliver HPI tools. The contribution agreements have been an effective mechanism for delivering activities. However, the process for annual renewal and the financial reporting are onerous and need to be simplified. Primary delivery partners recommend the use of multi-year agreements and simplification of reporting requirements. In addition, as all

jurisdictions should soon be fully operational in terms of delivering core programs it may be time to re-assess the funding allocation. Previously, funding was largely to put in place infrastructure and resources to implement HPI tools, now it will likely be on providing support to continue to operate registers, undertake outreach activities, and perhaps to undertake complementary projects that were not possible until now. Funding is an issue that federal, provincial, and territorial governments should discuss together to ensure it meets partners' needs.

- ▶ A critical observation is that insufficient funds exist to upgrade and maintain even a fraction of the sites designated. While some might accept that the educational value of the register and other elements of HPI are valuable in their own right, surely the goal is to increase the pace of preservation. Many key informants believe there is not enough money in the system to support a large increase in the rate of historic places preservation and the use of a tax credit is widely advocated. This issue is beyond the scope of the four core programs being examined in this formative evaluation. However, HPI and its partners are well placed to undertake future study to assess what funding all levels of government, non-profit sector and private sector set aside to upgrade and maintain historic places (mainly built heritage).
- ▶ *Enhancing incentives to take part in heritage conservation* – Tax incentives were often mentioned in key informants interviews. During the initial design of the HPI there was also much discussion regarding tax credits. These credits are preferred by all HPI partners as the most effective means to encourage Canadians, heritage groups, and the private sector to become active in preserving historic places. Many key informants noted positive findings to date from the HPI tools and believe they will continue to be useful well into the future. However, in terms of being able to achieve longer-term desired outcomes, such as having more historic places conserved, many key informants believed it would be difficult, if not impossible, to attain those outcomes without tax incentives. They point to the effectiveness of tax credits in the heritage sector in the United States.

The difficulty is that tax incentives are not under the control of the federal departments of Environment Canada or Canadian Heritage but Finance Canada. HPI needs to demonstrate to the Government of Canada why it should give up tax revenue to encourage investment in heritage conservation as opposed to other areas. Performance reporting can help make a case for this but it will be a challenge. Therefore, in the short-term, federal, provincial and territorial partners will need to search for other incentives at all levels of government and to better communicate to Canadians what incentives (e.g., provincial or municipal grants, support from heritage foundations) do exist.

7.2 Emerging issues

The HPI provides tools and funding to support provinces and territories in the designation and preservation of historic places. While HPI has been a catalyst for initiating heritage conservation and preservation in Canada, it alone cannot generate outcomes in the decades to come. Several important issues will determine future success.

- ▶ Securing permanent funding and placing the federal legislation on the parliamentary agenda are important signals to provinces and territories that the Initiative will endure. This will also solidify their commitment. A perception exists that if permanent funding is not secure, the Initiative could be scaled back; which will limit support of provincial, territorial, and municipal partners. In many ways the federal government is the lead risk taker that encourages other orders of government to contribute to the cause.
- ▶ Designations are important, but securing funds by all governments to conserve and maintain historic structures represent the basic public policy challenge. In many cases, government owns historic buildings, and this can solve some maintenance issues. If the buildings cannot be used commercially, then maintenance becomes a serious funding challenge. HPI does not deal with this problem directly, but it can increase awareness and commitment for preservation, then governments may provide the necessary financial support.
- ▶ Due to uncertainty about funding renewal, the federal and provincial/territorial Ministers of Culture and Heritage stayed low key when making announcements about HPI. Because of the uncertainty, some jurisdictions reported they have not engaged in outreach activities, held off disseminating the Standards and Guidelines publications, or have not yet advertised CHPIF. Communication of HPI's direction and commitment to the Initiative are important so that jurisdictions have common messages to provide to stakeholder groups and communities. Any Initiative renewal should include a more formal communication strategy for the HPI.
- ▶ The CHPIF may not provide sufficient financial offset for commercial property owners to realize a market rate of return on preservation. A grant/contribution program may be congenial for NGOs, but the US model of tax credits may be a more effective tool for securing the support of the private sector.

It is difficult to make the CHPIF contribution program congenial to commercial partners that need to proceed quickly and typically avoid the paperwork needed for a contribution agreement. They cannot wait through the prolonged application, adjudication, and negotiation cycle that is common to contribution agreements. This issue may be further explored in an evaluation of the CHPIF.

A tax credit model, similar to that used in the US to create a national heritage trust is widely seen as desirable. While the success of this policy tool in the US cannot be denied, and it could well have the same impact in Canada, tax credits are considered tax expenditure by government and not without cost. It represents foregone revenue that must be made up elsewhere. It is very important to get the level of credit right. Too low a credit, and no money will flow from private developers; too high a credit and the extra cash will find its way into inflated profits without necessarily increasing the supply of funds for new preservation. HPI may wish to convene a working group to study the potential impact of tax credits and to present ideas about the appropriate level of credit.

7.3 Recommendations

The following are some recommendations stemming from the formative evaluation of the Historic Places Initiative.

All jurisdictions participating in the HPI have nearly completed their planning, development, and implementation activities, and the Initiative has become fully operational. This means that provinces, territories, and federal departments and agencies are actively designating historic places, working with municipal partners, and conducting outreach and education activities promoting other uses of the Canadian Register of Historic Places (CRHP). In doing so, jurisdictions encounter challenges in their day-to-day operations. Parks Canada is in a position to continue to provide guidance and leadership to assist federal, provincial, and territorial partners in resolving issues that will arise (e.g., difficulties in the designation process, applying documentation standards). The formative evaluation recommends that:

- ▶ **The Historic Places Program (Parks Canada) and the Parks and Historic Places Directorate (Canadian Heritage) continue to collaborate regularly with their federal, provincial, and territorial partners to identify common issues that arise, to assist jurisdictions as needed, and to refer partners to other jurisdictions that have resolved similar difficulties.**
- ▶ **HPI-related meetings (conference calls), outside of the meetings of Directors of Culture and Heritage, should be scheduled regularly.**
- ▶ **The HPI should communicate common messages about the HPI to promote the Initiative to partners and stakeholders.**

Much work has been done to establish the CRHP. The HPI will continue to seek ways to expedite and streamline the designation process, as well as documentation standards.

- ▶ **The HPI should provide regular updates to jurisdictions on the progress in populating the CRHP and communicate to its partners effective ways to resolve issues that arise and share best practices.**

Working groups continue to update the Standards and Guidelines in areas such as archeological sites and cultural landscapes, which require further attention. The HPI should continue to show leadership in this area and consult with experts in the field.

Predictable and longer-term funding is important to jurisdictions for planning activities and identifying resources. It can also be important for leveraging resources.

- ▶ **The HPI should consider longer-term contribution agreements with provincial and territorial partners (e.g., three to five years) in those instances where stable funding would increase participation by other stakeholders, as well as continue to streamline the administration and management of the HPI Class Contribution Program. In particular, remove requirements to report separately on small amounts of money (e.g., capital purchases over \$250).**
- ▶ **The federal government will need to revisit and discuss the funding formula allocation both for equity reasons and to ensure that it supports ongoing activities as opposed to creating structures to implement the Initiative.**

It will also be important to evaluate the Commercial Heritage Property Incentive Fund program, which was not part of the formative evaluation. The program will need to be reviewed as part of the summative evaluation of the HPI, which will examine all of the Initiative's components. This information, in addition to the summative evaluation results, and other research will enable Parks Canada to further demonstrate to Finance Canada the merits of tax incentives in the field.

- ▶ **The HPI should conduct research in collaboration with provincial and territorial partners to assess fiscal options, including but not limited to tax incentives, grants, and regulations to encourage Canadians' heritage conservation.**

Reporting on progress toward meeting immediate, intermediate and strategic outcomes expected from the HPI will be important in the future to justify the continued existence of the Initiative and to fulfil the requirement to conduct a summative evaluation of the HPI.

- ▶ **A working group of federal, provincial, and territorial partners should develop a performance measurement plan to monitor progress toward the HPI.**

Subsequently, the Parks and Historic Places Directorate may wish to develop a common reporting template with specific guidelines of what data should be included and to distribute examples of useful information. The goal will be to limit information reported to a few practical indicators and to avoid descriptive reports.

For the summative evaluation, it will be important to collect performance indicators to measure progress on the achievement of immediate and intermediate outcomes. At that time, it will also be important to assess strategic outcomes such as whether public awareness of heritage conservation has increased and whether the life of historic places has increased. Separate surveys and research studies will likely be required to determine the extent to which progress has been made on those longer-term results. The HPI will need to set aside resources to conduct an appropriate evaluation study.

In conclusion, the HPI has made important steps in an area of shared jurisdiction. Unlike many other federal, provincial, and territorial undertakings, it has considerable buy-in and support. Momentum has been achieved during the development and implementation stage of the HPI, and the recommendations in this formative evaluation aim to assist the HPI in continuing this effort.

Management Response to the HPI Formative Evaluation

Effective Collaboration

“The Historic Places Program (Parks Canada) and the Parks and Historic Places Directorate (Canadian Heritage) continue to collaborate regularly with their federal, provincial, and territorial partners to identify common issues that arise, to assist jurisdictions as needed, and to refer partners to other jurisdictions that have resolved similar difficulties.”

Agree: Collaboration with provinces, territories, municipal governments and heritage stakeholders has been fundamental to the development of the core heritage programs developed to date through HPI. This is the way in which “we do business” in this collaborative arrangement and will provide the foundation for future work as we continue to strengthen the culture of conservation in Canada. Federal government leadership provided an initial impetus for engagement but increasingly, leadership is disbursed since different jurisdictions are providing direction on the continued development of the core programs.

The Budget 2005 commitment to provide \$46 Million over 5 years and \$8 Million ongoing to support the implementation of the core programs (The Canadian Register of Historic Places, the Standards and Guidelines for the Conservation of Historic Places, the Certification Program supporting the implementation of the Commercial Heritage Property Incentive Fund and contribution funding for Provinces and Territories) has reinforced the broadly based provincial and territorial engagement in HPI. Some provinces and territories have written to the Minister, expressing their appreciation for the federal commitment to HPI.

The Parks and Historic Places Directorate was moved to Parks Canada in 2004. As the federal lead, the NHSD will continue to work with provinces and territories to further develop HPI governance so that roles and responsibilities are clearly delineated, jurisdictions are respected and clear processes are established for presenting issues for consideration by collaborating jurisdictions.

“HPI-related meetings (conference calls), outside of the meetings of Directors of Culture and Heritage, should be scheduled regularly”

Agree: The issue of a regular meeting schedule with provinces and territories has been discussed and a proposed schedule will be developed with all jurisdictions in June 2006.

Common messages

“The HPI should communicate common messages about the HPI to promote the Initiative to partners and stakeholders.”

Agree: The HPI communications strategy is now being revised. This review includes interviews with all provinces and territories. The revised draft strategy will be discussed with all provinces and territories at the next scheduled meeting of the HPI Communications Network in May 2005.

Canadian Register of Historic Places

“The HPI should provide regular updates to jurisdictions on the progress in populating the CRHP and communicate to its partners effective ways to resolve issues that arise and share best practices”.

Agree: With the transition from development to implementation of the CRHP, it has become possible to test the documentation standards and processes that have been developed for the CRHP. At the February, 2005 meeting of the Canadian Registrar with Federal, Provincial and Territorial Registrars, documentation standards were reviewed, based on their practical experience. Opportunities to streamline the documentation process were identified and improvements will be implemented in 2005 – 2006. Monthly conference calls also facilitate joint planning, problem solving and CRHP program refinement. These calls also provide a forum for monitoring progress for including the 17,527 existing historic places in the CRHP by March 2009.

Funding agreements and allocations

“The HPI should consider longer-term contribution agreements with provincial and territorial partners (e.g., three to five years) in those instances where stable funding would increase participation by other stakeholders, as well as continue to streamline the administration and management of the HPI Class Contribution Program. In particular, remove requirements to report separately on small amounts of money (e.g., capital purchases over \$250).”

“The federal government will need to revisit and discuss the funding formula allocation both for equity reasons and to ensure that it supports ongoing activities as opposed to creating structures to implement the Initiative.”

Agree: As a result of the Budget 2005 announcement of ongoing funding for the HPI, during 2005-06 the NHSD will seek Treasury Board authority for renewed terms and conditions for the Historic Places Initiative Class Contribution Program. As part of this process, NHSD will review with provinces and territories the administrative requirements, appropriate duration of multiyear agreements, and the funding allocation formula in June 2005.

Collaborative research on Heritage Conservation Incentives

“The HPI should conduct research in collaboration with provincial and territorial partners to assess fiscal options, including but not limited to tax incentives, grants, and regulations to encourage Canadians’ heritage conservation.”

Agree. In a collaborative arrangement such as HPI, all jurisdictions must consider their capacity to provide incentives in order to enhance heritage conservation. The NHSD will continue to examine the implementation of federal government incentive programs such as CHPIF to ensure that the full range of incentives or other policy levers are considered during 2005-2006.

Performance Measurement

“A working group of federal, provincial, and territorial partners should develop a performance measurement plan to monitor progress toward the HPI.”

Agree: In a collaborative arrangement such as HPI, each of the participating jurisdictions shares in the responsibility for the results. A clear reporting framework is essential to communicating the results of joint work to citizens. This includes clear measures to report on progress towards immediate, intermediate and strategic outcomes and provides a foundation for a summative evaluation. Based on the approved Results Based Management Accountability Framework, the NHSD will continue to work with provinces and territories to refine the performance measurement plan for HPI during 2005-2006.

Appendix A

Evaluation Research Framework

Evaluation Framework for the Formative Evaluation of the Historic Places Initiative		
Evaluation Questions	Indicators	Data Sources
DESIGN, DELIVERY, AND MANAGEMENT		
1. What are the strengths and weaknesses of the HPI components' design, and what changes are needed?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Terms and Conditions of HPI components ▶ Comments/feedback of visitors to Web site 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with P/T Registrars ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPI CCP Managers /Contacts, Certification Process Contacts, Standards and Guidelines Contacts ▶ Interviews with other key informants outside HPI Program / Web site documentation
2. Are HPI components being implemented as intended? If not, why not?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Documented implementation activities 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with P/T Registrars ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPI CCP Managers/Contacts, Certification Process Contacts, Standards and Guidelines Contacts ▶ Program documentation ▶ Activity reports
3. How did the partnership between PCH, PCA and the delivery partners work? Are the expectations for each delivery partner balanced with its capacities (e.g. technological infrastructure, etc.)? Are the roles and responsibilities in line with shared governance arrangements?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Details in contribution agreements ▶ Roles and responsibilities of partners 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with Directors of Culture and Heritage ▶ Program documentation
4. Are the activities described in the funding agreement carried out as needed and as required by the funding agreement? Are they logically related to required outputs to contribute to meeting HPI's objectives? Is the delivery of HPI through funding agreements with delivery partners effective?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Documented results achieved to date 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with P/T Registrars ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPI CCP Managers/Contacts, Certification Process Contacts, Standards and Guidelines Contacts ▶ Performance monitoring / Activity reports (HPI staff) ▶ Minutes of Steering Committee meetings ▶ Resources materials

Evaluation Framework for the Formative Evaluation of the Historic Places Initiative		
Evaluation Questions	Indicators	Data Sources
5. Is PCA effective in overseeing how funding to delivery partners is managed? Are criteria in place for the distribution of funds? Has PCA developed sufficient capacity for the forecast demand? Are the management practices appropriate and of sufficient quality to ensure good governance and adequate accountability?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Performance monitoring strategy ▶ Accountability mechanisms 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with Directors of Culture and Heritage ▶ Performance monitoring reports (HPI staff) ▶ Program documentation ▶ Internal audit ▶ Project files (database review)
EFFECTIVENESS OF HPI COMPONENTS AND LIKELIHOOD OF MEETING OBJECTIVES		
6. Are the immediate and intermediate outcomes likely to occur? What evidence exists?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Number of hits and length of visits to Web site ▶ Type of material downloaded from Web site ▶ Number of participating partners ▶ Number of requests for funding 	<ul style="list-style-type: none"> ▶ Interviews with all key informants (as for Q.1) ▶ Activity reports ▶ Project files (database review) ▶ Web site information
7. Are the HPI components reaching their intended beneficiaries (e.g. academia, heritage industries, business communities, etc.)? If not, why not?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Beneficiaries reached by activities ▶ Type of material downloaded from Web site ▶ Number/range of participating partners ▶ Number of requests for funding ▶ Media coverage 	<ul style="list-style-type: none"> ▶ Interviews with all key informants (as for Q.1) ▶ Project files (database review) ▶ Web site information
8. Are there any operational constraints that impinge on the ability of HPI to achieve its objectives? If yes, what are they?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Constraints and difficulties reported by HPI staff and delivery partners 	<ul style="list-style-type: none"> ▶ Interviews with all key informants (as for Q.1) ▶ Performance monitoring reports (HPI staff) ▶ Review of documentation (correspondence, meeting minutes, complaints, etc.)
9. Is there any indication that HPI may be having unintended (positive/negative) effects? If yes, what are these effects?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Results achieved ▶ Reported effects in performance monitoring reports/activity reports 	<ul style="list-style-type: none"> ▶ Interviews with all key informants (as for Q.1) ▶ Performance monitoring reports (HPI staff) ▶ Activity reports

Evaluation Framework for the Formative Evaluation of the Historic Places Initiative		
Evaluation Questions	Indicators	Data Sources
10. Are the four HPI components being examined the most effective way of achieving the Initiative's objectives? Are there alternative more effective ways to achieve the objectives of the HPI? What suggestions for improvements can be identified?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Alternative approaches identified in documents or literature 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPCCP Managers ▶ Documentation
PERFORMANCE MEASUREMENT AND REPORTING OF RESULTS		
11. What results have been observed to date from each of the HPI components (Register, Standards and Guidelines, Certification, and HPICCP)? What data is being collected to measure the outcomes of each component?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Number of participating partners ▶ Number of requests for funding ▶ Number of stakeholder groups/public inquiring re registration, standards and guidelines, and certification ▶ Reported effects in performance monitoring reports/activity reports 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with P/T Registrars ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPI Class Contribution Program Managers/Contacts, Certification Process Contacts, Standards and Guidelines Contacts
12. Does PCA have an adequate and appropriate performance measurement strategy, and is it being implemented? Does it allow for timely and periodic reporting on HPI results?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Results reporting in progress reports ▶ Documented accomplishments (number of agreements, value of leveraged resources, number of applications for contributions, etc.) 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with Directors of Culture and Heritage ▶ Performance monitoring reports (HPI staff) ▶ Internal audit
13. How adequate are the departmental funding agreements in terms of requirements for performance monitoring and results reporting?	<ul style="list-style-type: none"> ▶ Opinions of key informants ▶ Specific agreement clauses / terms ▶ Resource allocation (staff and funding) to support performance measurement) ▶ Content of performance documentation 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with P/T Registrars ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPICCP Managers/Contacts, Certification Process Contacts, Standards and Guidelines Contacts ▶ Contribution agreements with delivery partners ▶ General Terms and Conditions with delivery partners ▶ Activity reports
14. Is there sufficient information to report on outcomes in future summative evaluations? What measures need to be put in place to ensure there is adequate reporting to demonstrate program success?	<ul style="list-style-type: none"> ▶ Opinions of key informants 	<ul style="list-style-type: none"> ▶ Interviews with PCA and PCH staff ▶ Interviews with Directors of Culture and Heritage ▶ Interviews with HPICCP Managers