

NATIONAL HISTORIC SITES POLICY




Indian and
Northern Affairs


Affaires indiennes
et du Nord

Parks Canada

Parcs Canada



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NATIONAL HISTORIC SITES

POLICY

National and Historic Parks Branch

**Department of Indian Affairs
and Northern Development**

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INTRODUCTION

1. Background

Canada is experiencing a rapidly expanding and intensifying interest in its history. One of the ways this is being manifested is in interest in and visits to national historic parks and sites. Between the fiscal years 1956-57 and 1966-67 recorded attendance increased from 429,122 to 2,032,328. (Recent spot checks indicate that Park attendance registers are in fact only recording between 50% and 70% of actual attendance, and measures are being taken to achieve more complete recording.) In the same period public interest resulted in the addition to the establishment of the National Historic Sites Service of 9 major sites and national historic parks and the erection of 48 bronze tablets. During this same period the National and Historic Parks Branch embarked upon the massive Fortress of Louisbourg restoration project. Contributions were also made towards the preservation and commemoration of several other major sites not owned by the Government of Canada.

Responsibility for Canada's program of commemorating historic sites of national importance rests with the Minister of Indian Affairs and Northern Development by virtue of the Historic Sites and Monuments Act (1-2 Elizabeth II, Chap. 39) as amended (3-4 Elizabeth II, Chap. 20), and the National Parks Act (R.S.C. 1952, Chap. 189). The powers of the Minister as contained in Section 3 of the former are as follows:

"3. The Minister may

- (a) by means of plaques or other signs or in any other suitable manner, mark or otherwise commemorate historic places;
- (b) make agreements with any persons for marking or commemorating historic places pursuant to this Act and for the care and preservation of any places so marked or commemorated;
- (c) with the approval of the Governor in Council, establish historic museums;

- (d) with the approval of the Treasury Board, acquire on behalf of Her Majesty in right of Canada any historic places, or lands for historic museums, or any interest therein, by purchase, lease or otherwise; and
- (e) provide for the administration, preservation and maintenance of any historic places acquired for historic museums established pursuant to this Act."

Part II of the National Parks Act defines the power of Governor in Council respecting national historic parks:

"10. The Governor in Council may set apart any land the title to which is vested in Her Majesty, as a National Park to

- (a) commemorate an historic event of national importance, or
- (b) preserve any historic landmark or any object of historic, prehistoric or scientific interest of national importance,

and may from time to time make any changes in the areas so set apart which he may consider expedient. 1930, c. 33, s.11."

Under the Historic Sites and Monuments Act an "historic place" is defined as "... a site, building or other place of national historic interest or significance, and includes buildings or structures that are of national interest by reason of age and architectural design; ..."

Under the National Parks Act objects of historic, prehistoric or scientific interest may be preserved in national historic parks.

A national historic site may be designated by the Minister of Indian Affairs and Northern Development, and a national historic park may be established by Governor in Council. In practice the Minister does not designate national historic sites until he receives the advice of the Historic Sites and Monuments Board of Canada whose powers and duties as defined under

Section 5 of the Historic Sites and Monuments Act are as follows:

"5. The Board may receive and consider recommendations respecting the marking or commemoration of historic places, the establishment of historic museums and the administration, preservation and maintenance of historic places and historic museums, and shall advise the Minister in carrying out his powers under this Act."

Until 1953 the Board operated under Order in Council authority, but no opportunity for formal review of the Board's decisions existed and Parliament had not provided for its role. The Historic Sites and Monuments Act of 1953 provided the statutory base for the operation of the Board for the first time. The significant change brought about by the Act was the definition of the role of the Board as the advisor to the Minister whose statutory responsibility it became to develop and implement a national program of commemorating historical sites.

The intent of both pieces of legislation is the commemoration, preservation and restoration of sites and objects of prime national historic, prehistoric and scientific interest.

Any policy for national historic parks and sites in Canada must satisfy two major and inseparable objectives — preservation and commemoration. That is to say, firstly, where there are historic structures to be saved, all other considerations must be subordinated to the requirements of preservation, and, secondly, all activities undertaken deliberately as a part of commemoration (including preservation) must be meaningful to be of value.

2. Historic Sites and Monuments Board of Canada

The Historic Sites and Monuments Board of Canada is at present comprised of 14 members, 12 representatives from the 10 provinces (2 each from Ontario and Quebec and one each from the remaining 8 provinces), the Dominion Archivist, and a representative from the Department of Indian Affairs and Northern Development. The provincial representatives have very often been historians or archivists of considerable distinction, and the Board, particularly in recent years, has played an increasingly important role in giving informed and impartial advice to the Minister on an ever-growing number of historical proposals that have been referred to it. The Board fulfils the role of the "independent Jury" in determining whether a site or event related thereto is of national historic significance, and the quality of its advice is therefore critical.

As the country's interest in its own history and therefore in the development of appropriate national historic parks and sites continues to grow, so will the responsibilities of the Board increase. In recent years the Board has adopted the valuable device of special committees to expand and intensify its work. This has greatly assisted the Board in its deliberations and will be increasingly necessary in the light of the growing volume of business to be transacted by the Board.

This increased activity of the Board and particularly the enlargement of its committee work will inevitably necessitate a corresponding strengthening of the Board Secretariat within the National Historic Sites Service and steps are being taken to achieve this.

NATIONAL HISTORIC SITES POLICY

1. Subject: Criteria for Designating National Historic Sites

Considerations

According to Section 1 of the Historic Sites and Monuments Act, as amended, an “‘historic place’ means a site, building or other place of national historic interest or significance, and includes buildings or structures that are of national interest by reason of age or architectural design”.

These criteria need to be further clarified for the guidance of the Historic Sites and Monuments Board and the information of the public. Obviously, only sites and structures which illustrate in an exceptional way the history of Canada should be selected. While undoubtedly sites in other land are associated with events of significance to Canada, practical considerations would indicate that national historic sites should be interpreted to mean sites within the geographic boundaries of Canada.

Policy

It is the policy that national historic sites shall be located within the geographical boundaries of Canada and shall be designated on the basis of the following criteria:

- (i) The site or structure shall be closely associated or identified with events that have shaped Canadian history in a prominent way, or illustrate effectively the broad cultural, social, political, economic or military patterns of Canadian history;
- (ii) The site or structure shall have been prominently associated with the life of a great Canadian personage;

or

- (iii) The site or structure shall have been prominently associated with an important movement in Canadian history;

or

- (iv) The site or structure shall shed light on or illustrate effectively the culture of a pre-historic people, or shall be associated with important archaeological discoveries which have affected ideas and concepts to a major degree;

or

- (v) The structure shall embody the distinguishing characteristics of an architectural type exceptionally valuable for the study of a style or method of construction or its period or be a notable example of the work of an early master builder, designer or architect.

If the site or structure has religious importance, in order to be eligible it shall also be significant in other fields of Canadian history and shall be no longer in active use by a religious order or congregation.

The potential for illustrating Canadian history shall be high — that is the site or structure shall be such that it will be possible for the visitor to gain an understanding of the history with which it is associated.

The site shall possess integrity; that is, it shall be known to be what it is represented to be, and shall include the original site. A further important consideration would be the extent of original materials and workmanship remaining. Intangible elements of feeling and association, though immeasurable, may be important factors in weighing criteria.

2. Subject: Selection and Establishment of National Historic Parks and Sites

Considerations

For the purposes of definition, a national historic park shall generally be considered to be an area with or without structures of major historic significance suitable in size for development as a park with effective interpretive displays. A national historic site shall be any area or structure considered to be of major historic significance. If Parliament so enacts, national historic parks will be deemed to be of such importance to the interpretation of the history of Canada that any deletions of those parks or any portions thereof will require an Act of Parliament.

Selection of places to be commemorated as national historic sites and parks must depend, in the first instance, on their importance in Canadian history. However, a consideration of almost equal importance is how will such sites illustrate that history. Of several sites of equal or about equal importance the ones with the greatest potential for illustrating history should be preserved. This calls for judgment of the kind and condition of historic structures involved, as well as the degree to which they have been altered, and the availability of artifacts with which to furnish them.

Geographical location may also be important. Very remote sites may call only for preservation or stabilization, with little or no development for many years. Similar sites separated by great distances may provide illustrations of history or architecture which represent regional contributions to national history of such importance that would justify their preservation.

National Historic Parks may generally be established in either of two ways. First, an existing major historic site of suitable size may be selected and its potential realized to a fuller degree by the undertaking of extensive restoration and/or faithful reconstruction of buildings, and by the development of comprehensive interpretive display facilities and the creation of a visitor centre. Second, the same kind of extensive development may take place on a significant new area of suitable size which has hitherto not been designated as a national historic site.

Policy

It is the policy to commemorate only places of national historical importance, and of these to preserve or restore only those which illustrate in an exceptional way the history of Canada.

National historic parks may be created either from existing national historic sites of suitable size whose potential for illustrating Canadian history is very high, or in new areas whose historic potential is similarly high.

3. Subject: Need for Comprehensive and Balanced Historic Sites Program

Considerations

The historic sites program as it has developed over the years has not been as comprehensive and balanced as would seem desirable. Sites have generally been acquired and developed on the basis of a specific set of circumstances, usually either because another federal government department was about to abandon a structure or site of historic importance or in response to some other sudden development.

An analysis of existing historic parks and sites and of the present plaque system would show several examples of imbalance. For example, it is probable that undue emphasis has been placed on military aspects and some provinces are virtually unrepresented in the present historic parks program.

The historic parks and sites program must therefore achieve a proper geographic and thematic balance. It should give suitable coverage to important themes such as the fur trade and the exploration of Canada, and to social, cultural, economic and pre-historic themes as well as to military history. It is also essential that such a program should be planned with a view to achieving adequate and appropriate geographical representation across the country.

Policy

It is the policy that national historic parks and sites should present a comprehensive picture of all major aspects of Canadian history and should be planned to achieve an appropriate geographic and thematic balance.

4. Subject: Development of Long-Range National Program

Considerations

A proper thematic and regional balance will require a long-range program prepared on a national basis.

Such a long-range program will involve setting thematic and regional priorities. The program will cover both the greater restoration and development

of existing historic parks and sites, the necessary creation of a considerable number of new historic parks and sites and the erection of further historic sites plaques. In accordance with the agreed thematic and regional priorities, the establishment of new parks will take place simultaneously with the full development of appropriate existing parks.

In this connection, land needed for new parks, or properly to round out existing parks to permit better interpretation, should be acquired at the earliest possible moment in order to avoid probable continuing escalation in land prices. Actual restoration can then if necessary take place at a later date.

Additional skilled staff and considerable increases in budgets will be required to carry out this new long-range national program. The difficulties of recruiting and where necessary training suitable skilled staff and the need to spread the additional financial requirements over a reasonable period will probably necessitate a program phased over 10 years.

Policy

It is the policy to prepare a long-range national program under which regional and thematic priorities will be established and a comprehensive program laid down for the simultaneous creation of a series of new national historic parks and sites and the development of existing parks and sites to their full potential in accordance with these priorities. Wherever possible and within the availability of funds, land for new parks and to round out existing parks will be acquired as soon as possible.

5. Subject: Provisional Master Plans for National Historic Parks and Sites

Considerations

The historic sites program has not as a rule in the past benefited from long-range and well-conceived development plans for each park. Too many parks and sites have been developed on a short-term and largely "ad hoc" basis, and as a result their full potential has not been realized. Provisional master plans governing the phased development of all aspects of each National Historic Park and Site should therefore be prepared as soon as possible.

Policy

It is the policy that comprehensive and carefully-conceived provisional master plans shall be prepared as soon as possible for each National Historic Park and Site.

6. Subject: Methods of Commemoration

Considerations

Not every site of national historical importance lends itself to the same kind of commemorative program. This will depend on a variety of factors, such as the following: How important was the person, event or place? How extensive are the structures or ruins, if any? What is their physical condition? How well have original features survived? Does the site lend itself to interpretation? Can artifacts be found to furnish or illustrate it? How accessible is it? Do we actually know enough about the site to interpret it satisfactorily? The policy should therefore be a flexible one and a plan for commemoration should only be developed after answers to these and similar questions are known.

Policy

It is the policy with respect to a site recommended for commemoration to carry out an exhaustive study of the site's potential in order to fit the commemorative program to the site.

7. Subject: Monuments and Plaques

Considerations

For years the standard monument to commemorate national historic sites was either the field-stone cairn or the simple cut-stone monument. In recent years as a result of recommendations from the Historic Sites and Monuments Board of Canada several individually designed monuments have been introduced with pleasing results. These monuments have been designed under contract by leading contemporary Canadian sculptors, the sculptor chosen on each occasion usually coming from the region in which the monument (or occasionally the sculpture) is to be erected. Costs in such instances tend to be considerably higher but public reaction seems to justify the extra expense, and it is likely that the practice will be extended. However, only really important persons or events should be commemorated in this way. In many cases it is sounder practice to affix plaques to existing structures than to erect special cairns or monuments. There can be no hard and fast rule about this. The nature of the site, its geographical location, the immediate environment and the importance of the subject should all be considered when determining whether a monument

is justified, and, if so, what form it should take. The Historic Sites and Monuments Board of Canada will shortly recommend a policy in this area. In all instances the Service shall have the final control over the type of monument to be erected and assistance will not be given towards the cost of monuments to be erected by other organizations.

Policy

It is the policy to continue to mark national historic sites by plaques in most instances but to erect where appropriate individual monuments for special historic sites, and to contract with leading Canadian sculptors and artists for their design and execution under the control of the Service. Contributions will not be made towards the cost of monuments to be erected by other organizations.

8. Subject: Exclusion of Certain Items from National Historic Sites Program

Over the years the Historic Sites and Monuments Board of Canada has after careful consideration felt it wise to recommend to the Minister that certain items and themes should not be considered suitable for inclusion in any national historic sites program, and the Minister has accepted these recommendations. The items and themes not considered suitable for inclusion are: churches and other buildings still used for religious purposes; graves, except for those of Fathers of Confederation; disaster areas; and structures situated outside Canada.

Policy

It is the policy to exclude from any national historic sites program: churches and other buildings still used for religious purposes; graves, except for those of Fathers of Confederation; disasters and disaster areas; and structures situated outside Canada.

9. Subject: Standards for Structural Restoration and Reconstruction

Considerations

Restoration is the process of repairing physical deterioration in structure by the use of materials and techniques, either original or as close to the original as possible. Reconstruction is the process of rebuilding from plans a replica of the original structure by the same methods. Both of these may be considered desirable objectives with which it may not always be

within our power to comply. Cost may be prohibitive, materials may be impossible to come by, and furthermore it may be possible to increase the life expectancy of a structure by introducing materials and techniques unavailable to the original builder. Consideration for visitor enjoyment of the site may also justify the use of special techniques, in lighting for example.

The important consideration, if one has to compromise with history, is to do it as unobtrusively as possible. If it is not possible to restore or reconstruct with modern materials and techniques in such a way as to conceal their use from the visitor, it is generally better not to try. The authenticity or faithful reconstruction of the original is the single most important asset in providing educated enjoyment of a national historic site. Departure from the use of authentic materials and methods must not be permitted however, except for just cause, and only after every effort possible for their use has been carefully considered and rejected. One should be governed by the principle enunciated by the American National Trust for Preservation: "It is better to preserve than repair, better to repair than restore, better to restore than reconstruct".

Restoration or reconstruction should in all instances be carried out on the original site. Existing historic structures will not be moved to new locations in other areas for restoration purposes. "As-found" drawings of existing structures should be made wherever possible before restoration or reconstruction begins.

Policy

It is the policy in restoration and reconstruction of historic structures that line, level and fabric shall be as true to the original as possible, and that departure from this rule shall be justified only by over-riding necessity or for the purpose of substantially increasing the life expectancy of the structure, and only then when modern materials and techniques can be effectively concealed. Restoration or reconstruction will in all instances be carried out on the original site.

10. Subject: Canadian Inventory of Historic Building.

Considerations

It was decided in 1962 to establish a Canadian Inventory of Historic Building across Canada of national historic significance. The main objective of

this Inventory is to ensure that as many as possible of the more important of these buildings may be identified and appropriate steps taken to preserve them from destruction by decay or area redevelopment, or, if this is not possible, to ensure that there is a suitable historical record available for posterity of any such buildings whose destruction is unavoidable.

Policy

It is the policy to complete as soon as practicable the Canadian Inventory of Historic Building across Canada of national historic significance, so that as many as possible of the more important of these buildings may be identified and preserved from destruction by decay or area redevelopment, and that there will be a suitable historic record available of any such buildings whose destruction is inevitable.

11. Subject: Research

Considerations

The foundation of any sound development program is research — documentary, architectural and archaeological. Without knowing as much as there is to learn about an historic place it is virtually impossible even to forecast its potential or to work out a master development plan. Implementation of a master plan cannot proceed satisfactorily until the physical character of a structure and its full history are known. It is a fundamental principle that to be useful, research must precede actual development work. The reverse order would not only result in an attempt to develop without adequate evidence but also cause the destruction of much evidence before it had been revealed and understood. Furthermore, it should be borne in mind that once inaccurate restoration or reconstruction has been made it is difficult, if not impossible, to repair the error. The Department must be capable of proving the authenticity or faithfulness of its work.

Of equal importance with research on specific potential historic sites is research on a particular theme or aspect of Canadian history. Such research is usually initiated by the Historic Sites and Monuments Board of Canada, or a Committee of that Board. Thematic studies are requested mainly in order to enable the Board to assess the relative merits of different historic sites to illustrate a theme, or to determine the extent of gaps in the over-all historic sites program and assist in the planning of projects that may be considered desirable in filling such gaps.

Both thematic studies and research on individual potential historic sites may be undertaken by research staff within the Service itself, or may be carried out under contract by a qualified outside source such as a university history department or an individual historian.

Policy

It is the policy that no plan for development of an historic place shall be implemented until every reasonable step has been taken to determine its potential through documentary, architectural and archaeological research, and, further, that no development activity shall take place until relevant research of the above nature has been carried out.

12. Subject: Interpretation

Considerations

The function of interpretation is to create understanding by explaining a site to the public. It is a job of communication. Whether visual or oral technique of interpretation is used, its purpose is to render more meaningful the significance of a particular site. The selection of the technique will depend on many factors, and fortunately there are almost as many techniques as potential situations. However, the objective in every technique is to reduce the spoken or written word to the minimum — to let the visual facts speak for themselves.

For example, let us start by considering an empty room in a house. One could identify it by means of a simple label, on the one hand, or, on the other, by furnishing it with the appropriate period furniture. It has been said that a picture is worth a thousand words. If this is so, then a three dimensional re-creation of the real thing would be worth many thousands. Besides heightening the dramatic effect the furnished room communicates something of the culture of the time and the personalities of the people who occupied it. In this context the word "*restoration*" applies only to the actual fabric of the building. A building furnished or equipped to period is referred to as a "*living display*", and where human beings are added to the picture it is referred to as an "*animated display*".

The purpose of the living or animated display technique is to provide historical atmosphere. It attempts to re-create as faithfully as possible an impression of the life and times of a selected period. It is limited as an interpretive device in the same way

as one frame from a motion picture reel is limited: it is unable to provide the true perspective by which the broad patterns of history may be understood; or, to say it even simpler, it lacks background.

To overcome this limitation it is generally necessary to resort to more flexible techniques. The best of these is the interpretive centre (which may often be combined usefully with a reception or orientation centre). The interpretive centre attempts to add the dimensions of time and space which are denied the visitor viewing the historic house. It combines carefully selected three dimensional and flat objects (artifacts, documents, paintings) with illustrations and text to tell the visitor the *Why* and *How* of history as well as the *What*, and will probably make extensive use of modern electronic interpretive techniques.

The reception or orientation centre is a useful adjunct to the interpretive centre and is necessary for all complex sites whether or not they include interpretive centres. Besides providing rest room and general information facilities, it usually includes simple exhibits which orient the visitor geographically and historically in relation to the whole site and its environs.

Field interpretation is carried out in large and complex sites, such as battlefields. It normally uses simple devices, such as signs and trailside exhibits, to provide for the walking visitor ancillary points of reference apart from the main interpretive and visitor centres, but may also employ some electronic techniques.

Policy

It is the policy to provide historic parks and sites as required with effective interpretive facilities for the purpose of illustrating and explaining history in such a way as to enhance the visitors' appreciation of national history.

13. Subject: Publications

Considerations

Publications are an important part of the interpretive program. They are also necessary both for the better understanding of historic sites and parks and for the creation of greater public interest in them. There is, after all, small point in developing a comprehensive historic sites program at considerable expense if Canadians and visitors from other countries are not encouraged to see them.

A properly conceived publications program will perform several different functions and calls for several types of publication. The requirements of the National Historic Sites Service call in fact for some eight separate kinds of publication:

- (i) Attractive, well-designed and appealing leaflets in at least two and preferably four colours for each park or major site, in a simple but imaginative and exciting format, each to be available free in considerable quantities, and each designed to tell in simple terms the story of that park, how to reach it by road and what to see on arrival.
- (ii) Equally attractive Guidebooks for each park, again in an imaginative and exciting standard format and well illustrated with photographs and plans, to be sold and designed to tell the story of the historical significance of that park in greater depth, to describe in more detail the different features of the park and to set it in the proper prospective of Canadian history. In certain instances in major parks the production of specially written and illustrated guidebooks for sale to children may also be justified.
- (iii) A somewhat simplified and less costly version of (ii) above, designed for students and to be given away free either in answer to individual written inquiries for such material or to parties of students visiting park and sites as part of their school curriculum.
- (iv) Regional leaflets, to be a larger edition of (i) and with the same attractive appearance, designed to describe all the historic parks and major historic sites in one area (e.g. the Maritime Provinces or the Niagara Peninsula) and to tell how to find each park and how to get from one to another, to be available free in large quantities.
- (v) Books and booklets on major Canadian historical themes attractively produced and illustrated and written for the general public and containing a distillation of the most important features of the thematic studies and other research carried out by the Service and to be sold at appropriate historic parks and through Queen's Printer bookstores and regular retail bookstores.
- (vi) A Major Historic Parks Series, to be produced over a period of years one for each major historic site, which would primarily be

designed for school and university libraries and similar readership and which would be in two parts, one part containing detailed information on the history of the restoration of the park and its contents and good illustrations of its present appearance, and the other part consisting of a contributed appreciation by someone, preferably a distinguished historian, qualified to describe its historic significance.

- (vii) Monographs on special subjects drawing upon the points of the Service's research efforts, e.g. a study of Acadian ceramics as revealed in archaeological research or a detailed analysis of the different research steps and programs involved in the reconstruction of Fortress Louisbourg, designed primarily for serious post-graduate and graduate students in an attractive standard format, well-illustrated and written with distinction by experts of repute.
- (viii) Occasional papers on the results of different archaeological or historical research projects, again designed for serious students and university libraries and again produced in an attractive standard format, but probably more simply and less expensively than the monographs referred to above.

Policy

It is the policy to publish and where appropriate sell leaflets, guidebooks, related booklets of different kinds for the guidance of visitors to historic parks and sites and also more fundamental reports resulting from its research and restoration activities in order to disseminate the knowledge derived from the prosecution of the national historic sites program as widely as possible in Canada and elsewhere.

14. Subject: Buffer Zones

Considerations

It is important that visitors to National Historic Parks and Sites should wherever possible not be distracted from the appreciation of the historical environment and the historical theme of the park or site by the obvious or violent intrusion of modern developments such as service stations or supermarkets. Where appropriate, therefore, every effort should be made to acquire enough land around a park

or site to create a suitable buffer zone to minimize these intrusions.

Policy

It is the policy where necessary and feasible to acquire land to create buffer zones around National Historic Parks and Sites to preserve and enhance their historical value.

15. Subject: Use of Historic Parks and Sites for Special Events

Considerations

In some National Historic Parks special events having little or no relationship to the historical themes of the parks in question have been staged by outside organizations for many years, with jeopardy to the local historical environment. In such instances, when the Park reaches an appropriately advanced stage of restoration and interpretation the Regional Director may authorize the Park Superintendent to give ample and reasonable notice to the organization concerned that the special event may no longer take place in the Park. Where the special event has a close relationship to the theme of the Park and does not jeopardize the historical environment or public enjoyment of the Park, the Regional Director may approve its continuance.

Policy

It is the policy to permit special events staged by outside organizations to be held in National Historic Parks and Sites only when the events are closely related to the theme of the Park and will not jeopardize its historical environment or its enjoyment by the public.

16. Subject: Public Information

Considerations

As the federal agency responsible for a publicly oriented program of research, preservation and interpretation of nationally important historic sites, the National Historic Sites Service as a corollary, also bears a responsibility for public information activities related thereto. As the program and public interest grow, the need for a comprehensive public information program will grow. It is important that the public, both Canadian and from other countries,

should be made fully aware of our growing number of significant historic parks and sites and encouraged to visit them.

A public information program can take a number of forms. The most obvious is the conveyance of information in oral or written form right at the parks and sites; sale of related literature at park reception centre sales desks is another. The medium of the periodical — daily, weekly or monthly — will be used. Radio has always been effective, but today few media can compare in impact and coverage with television. Films and film strips will also be utilized, for use by members of the Service or for loan or purchase by education authorities, service clubs, church groups, etc. In addition, where possible talks will be given to leading local clubs and groups in the more important centres.

Policy

It is the policy to promote public interest in national historic parks and sites as historical and educational attractions, and to use all effective types of communication media for this purpose in an integrated programme.

17. Subject: Co-operation with Education Authorities

Considerations

Visits to properly developed national historic sites with modern, effective interpretive display facilities can do much to bring Canadian history alive for students. The presentation free of charge of well-prepared brochures or booklets on the history of each park to all students at the end of their visits to such parks will further enhance the value of these visits.

Policy

It is the policy to co-operate with provincial and local education authorities and encourage organized class visits by students to suitable local parks and sites.

18. Subject: Co-operative Arrangements with Other Bodies

Considerations

Not all sites of national historical importance are so exceptional as to justify operation and maintenance by the Government of Canada. The interest of other bodies (historical societies, municipalities,

etc.) sometimes make it convenient to arrange for joint commemoration. In some cases federally owned sites may be turned over for use by other bodies in return for a commitment to maintain them for a certain term. In other cases sites owned by other parties may be restored through contributions by the Government of Canada in return for guarantees that for a certain term they will be operated for public purposes. In all instances a plaque should be erected in a suitable and prominent location to commemorate the national historic importance of the site and, where appropriate, to make mention of the Service's participation.

Such arrangements are authorized by Section 3(b) of the Historic Sites and Monuments Act.

Policy

It is the policy to commemorate national historic sites by entering into agreements with responsible parties, wherever such agreements are feasible.

19. Subject: Permanent Visitor Accommodation

Considerations

Historic parks and sites are not the kind of attractions which call for overnight accommodation within their boundaries. Most sites are adjacent to built-up areas where hotels and motels are available. Even where large developments are under way, such as at Louisbourg, it is considered to be more in the public interest to protect the historic environment by keeping hotels and motels out of the park.

Policy

It is the policy to leave permanent visitor accommodation to be provided outside national historic parks and sites by the private sector of the economy.

20. Subject: Picnicking, Sports and Camping

Considerations

The appreciation of history is the prime purpose of the establishment of national historic parks or sites. Organized sports are not considered to be activities compatible with this purpose, and facilities will not be provided.

Where the size of the Park and the nature of the terrain are suitable, with the assistance of the

National Parks Service, nature trails may be established and brochures on flora and fauna prepared for visitors. Louisbourg and Fort Rodd Hill are examples of Parks where developments of this kind might be undertaken. The provision of trails and the production of inexpensive booklets on the flora and fauna of Louisbourg would contribute effectively to the achievement of one of the economic objectives of this Park, namely the attraction of visitors to eastern Cape Breton Island and their encouragement to stay as long as possible.

Conversely, the historic sites potential of such National Parks as Jasper should be developed by the National Parks Service with the aid of the National Historic Sites Service.

In regard to picnicking, some historic parks and sites are or may in the future be located some distance from established picnic grounds. Picnicking is a natural part of recreational travel today, and unnecessary disappointment and hardship would be caused to visitors if picnicking facilities were not provided in those Parks or Sites where the nearest other picnic facilities were some miles away. In such instances the necessary facilities should therefore be provided.

Camping presents very different problems, in that camping facilities are potentially harmful to historic environment and, furthermore, almost all existing Historic Parks are of such limited size that there would be no room for the provision of camping facilities.

Policy

It is the policy not to provide sports and camping facilities at national historic parks and sites. Picnicking may be permitted and facilities provided in parks or sites where no other picnic facilities are available within some miles, and where it is possible to provide suitable facilities at no cost to the historic environment. In the case of larger parks with suitable terrain, nature trails may be established and information on local flora and fauna made available.

Conversely, the historic sites potential of such National Parks as Jasper should be developed with the assistance of the National Historic Sites Service.

21. Subject: Souvenir and Refreshment Concessions

Considerations

It is a natural expectation of many visitors to historic parks and sites today to be able to take away

some reminder of their visit. The control of the sale of souvenirs can however, present serious problems, and uncontrolled sales can impair and even defeat the preservation of the historical environment and atmosphere of a park. If souvenirs are sold on site, they should relate to the history of the site in question. The atmosphere of a resort souvenir shop must at all costs be avoided.

Experience has shown that one way of providing suitable souvenirs and securing the necessary degree of control is to set up non-profit park associations attached to each park or regional group of parks, as has been done very successfully in the United States. These local associations would work closely with Park Superintendents and procure suitable souvenirs, including related commercially produced books, for sale in the various parks, the final decision as to what is to be sold in each park lying in each instance with the Regional Director concerned.

Visitors to Canadian historic parks will also expect to be able to obtain light refreshments in some parks or sites which are remote from normal tourist facilities and in some major parks requiring many hours to visit. In such cases limited light refreshment facilities should be provided, without jeopardy to the local historical environment.

Policy

It is the policy, if and when the demand arises, to allow the sale of suitable souvenirs in national historic parks and sites, and to permit the sale of light refreshments in remote parks or sites far from ordinary tourist facilities and in major parks requiring a visit of several hours, provided that in all instances the sale of souvenirs or light refreshments can be completely controlled and arranged without detriment to the harmony of the historic environment.

22. Subject: Admission Fees

Considerations

At present admission fees are not charged at national historic parks and sites in Canada. This is now being done, however, in an increasing number of United States National Historic Parks, the usual charge being 50¢ for adults. In most major Ontario sites operated by provincial or municipal governments (e.g. Fort Henry, Upper Canada Village, Black Creek Pioneer Village outside Toronto), admission fees of up to \$1.75 for an adult are charged. Revenue from

admissions as a rule does not cover operating costs, but does defray much more than the cost of animation.

There is growing evidence that the public appreciates best what it has to pay for, and that the payment of admission fees tends to inculcate greater interest in and respect for the site or park that is being visited. With the establishment of new parks and the full development of existing parks there will be an urgent need to keep the unavoidable increases in operating and maintenance costs as low as possible. All potential sources of revenue will accordingly have to be examined.

In future, therefore, admission fees to national historic parks and major sites will be charged wherever the volume of attendance will more than cover the costs of collection and wherever the park or site is in a sufficiently advanced state of development or restoration to warrant the charging of admission. The amount of the admission charge will vary from park to park and will depend on the scale of the park and the extent of its restoration and development. In all cases very low charges should be made for students and children of 16 years and under, probably 25 cents per student or child for every park. For organized school class visits under the supervision of a teacher, the fee may be waived.

Policy

It is the policy to charge admission fees at suitably developed national historic sites and parks and where

revenue will exceed the costs of collection, the amount of the fee to vary from park to park depending on the scale of development and restoration in each park and the charges for students and children to be minimal.

23. Subject: Bilingualism

Considerations

The interpretation of the history of Canada as carried out in National Historic Parks and Sites should be readily understood by both English and French-speaking Canadians. The Departmental policies on bilingualism should therefore generally apply in the National Historic Sites Service. In the case of commemorative plaques, the Historic Sites and Monuments Board of Canada will continue to advise the Minister both on the wording of the plaques and the language or languages to be used, it being understood that in most instances both languages will normally be employed.

Policy

It is the policy that the Departmental policies on bilingualism will be followed in the National Historic Sites Service, and that the advice of the Historic Sites and Monuments Board of Canada will continue to be sought in regard to the wording of commemorative plaques and the languages to be used on them.