



# PROVINCE HOUSE

NATIONAL HISTORIC SITE OF CANADA  
AND SEAT OF THE LEGISLATIVE ASSEMBLY OF  
PRINCE EDWARD ISLAND

## *Management Plan*



LEGISLATIVE ASSEMBLY OF  
PRINCE EDWARD ISLAND



Parks Canada  
Parcs Canada

Canada



MAY 2005

# PROVINCE HOUSE

NATIONAL HISTORIC SITE OF CANADA  
AND SEAT OF THE LEGISLATIVE ASSEMBLY  
OF PRINCE EDWARD ISLAND

*Management Plan*

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## Foreword



Canada's national historic sites, national parks and national marine conservation areas represent the soul of our country. They are a central part of who we are and what we are. They are places of beauty and wonder and heritage. Each tells its own story. Together, they connect Canadians to our roots, to our future and to each other.

We see a future in which each of the national historic sites of Canada, whether federally owned or not, enjoys sound commemorative health, and in which our system of sites evolves as our country evolves. Our national historic sites will be places for all Canadians to experience and learn from. They will help our communities to be vibrant and creative, and contribute to our efforts to revitalize Canada's cities. Together, we will hold these places in trust for this and future generations, while ensuring they contribute to Canada's sustainable economy and environmental health.

Our vision is also for each of Canada's unique terrestrial and marine regions to be represented by at least one national park or national marine conservation area, for all national parks to be in sound ecological health, for all NMCAs to promote the ecologically sustainable use of our marine resources in a way that harmonizes conservation practices with human activities, and for both national parks and NMCAs to be places for all Canadians to experience and enjoy.

These principles form the foundation of the new management plan for Province House National Historic Site of Canada and Seat of the Legislative Assembly of Prince Edward Island. May I offer my appreciation to the vast range of thoughtful Canadians who helped develop this plan. I am especially grateful to our very dedicated team from Parks Canada and to all those local organizations and individuals who have demonstrated such good will, hard work, spirit of cooperation and extraordinary sense of stewardship.

In that same spirit of partnership and responsibility, I am pleased to approve the Province House National Historic Site of Canada and Seat of the Legislative Assembly of Prince Edward Island Management Plan.

A handwritten signature in black ink, which appears to read 'Stéphane Dion'. The signature is fluid and cursive, written in a professional style.

**Stéphane Dion**  
*Minister of the Environment*



## A Message from the Speaker of the Legislative Assembly of Prince Edward Island



Province House has a special place in the hearts and minds of the people of Prince Edward Island. For over 150 years, this grand edifice has had a central place in Charlottetown and on the Island, serving as the seat of the Legislative Assembly of Prince Edward Island. It is there that elected Members, representing all Islanders, conduct the most formal of their responsibilities. Province House is also part of the family of thirteen provincial and territorial Legislative Assemblies. That Province House was the seat of the Legislative Assembly in 1864 led to its role in the story of the Confederation of Canada, and to its recognition today as a national historic site. For these reasons, Province House has been and continues to be part of the proud history and heritage of Charlottetown and of all of Prince Edward Island.

The Province of Prince Edward Island is the proud owner of this cherished piece of Island history, and the responsibility for the building rests with the Office of the Speaker of the Legislative Assembly. Parks Canada's long-term presence at the building has been and continues to be a welcome partnership, to ensure that the heritage character of the building is protected and that the reasons it is valued are communicated.

This management plan provides an opportunity for both the Province of Prince Edward Island and Parks Canada to reaffirm shared values respecting Province House and to articulate sound management direction to ensure its future. It is with great pleasure that, on behalf of the Province of Prince Edward Island, I offer support for this management plan for Province House.

  
**The Honourable Gregory Deighan**  
*Speaker, Legislative Assembly of  
Prince Edward Island*



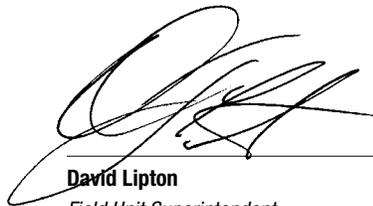
## Recommendations

*Recommended by:*



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**Alan Latourelle**  
*Chief Executive Officer  
Parks Canada*



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**David Lipton**  
*Field Unit Superintendent  
Prince Edward Island Field Unit, Parks Canada*



## Executive Summary

This management plan provides long-term strategic direction to the managers of Province House National Historic Site of Canada and seat of the Legislative Assembly of Prince Edward Island, in Charlottetown, Prince Edward Island. Province House is unique in Canada, serving as the active seat of the Legislative Assembly of Prince Edward Island while having an on-site Parks Canada presence associated with the national historic designation of the Site. Province House is considered of national historic significance for three reasons: as the site of the Charlottetown Conference of 1864, which led to Confederation in 1867; as a fine example of the neo-classical architectural style; and as representative of the judicial institution of Prince Edward Island. Province House is valued provincially and locally for serving as the seat of the Legislative Assembly of Prince Edward Island since 1847.

The Province of Prince Edward Island owns Province House and the building is the responsibility of the Speaker of the Legislative Assembly of Prince Edward Island. A long-term arrangement for Parks Canada to protect and present the national significance of Province House on behalf of the Province has led to an on-site presence. The development of this management plan is in response to the *Parks Canada Agency Act*. The management plan has been prepared to guide the management of those aspects of Province House that are the responsibility of Parks Canada and of shared interest to the Province and to Parks Canada. However, the scope of the management plan does not extend to those aspects of the management of Province House in its role as the seat of the Legislative Assembly for Prince Edward Island, which are solely the domain of the Province and the Speaker of the Legislative Assembly.



Province House National Historic Site of Canada and seat of the Legislative Assembly of Prince Edward Island. Barrett and MacKay, 1997

The management plan for Province House serves to realize a vision for the Site shared by the Province of Prince Edward Island and Parks Canada. Province House will continue to serve as the seat of the Legislative Assembly of Prince Edward Island while functioning as a national historic site. At Province House, the national significance and the provincial and other values will be protected and will be effectively communicated to visitors and other audiences. Province House will continue to develop and respond to changing needs as the seat of Prince Edward Island's modern legislative assembly and as a functioning national historic site. Province House will contribute to the historic downtown of Charlottetown as an integral part of Queen Square, which in turn will provide an appropriate, accessible and inviting setting for Province House, achieved in cooperation with property owners and interested stakeholders. Province House will echo with the pride, the respect, the sense of community and accomplishment felt by those who built Canada.

Currently, the successful working relationship between the Province and Parks Canada allows for the smooth operation of Province House. Challenges the site managers face include: effective communication of all messages about Province House of

importance to Canada and to the Province; appropriate design and maintenance of the grounds as an appropriate setting for both functions of the building; further development of decision-making mechanisms at Province House, particularly for long-term conservation and maintenance. Security and safety of the cultural resources and occupants of Province House are generally satisfactory. There are opportunities for enhanced collaboration and partnerships with others to better position Province House among other heritage sites and attractions and to provide additional visitor services and heritage presentation.

The following are highlights of the proposed management direction that Parks Canada and the Province will pursue to address the identified challenges, and to ensure the commemorative integrity of the Site and its provincial and local values:

#### **Heritage Protection**

- Cooperatively maintain the building to ensure that commemorative integrity is not impaired, by ensuring timely and appropriate responses to identified maintenance and repair requirements of the building, minimizing loss of historic fabric in the design and implementation of future changes to the physical structure and examining ways to jointly provide for ongoing and timely recapitalization
- Continue to strive to ensure the building is a safe, secure and accessible place to work and visit, with minimal impairment to cultural resources
- Ensure that historic objects remain in Province House; conduct an annual assessment of the historic objects and ensure the safety and security of on-site objects through restricted access and continued monitoring
- Work together and with landowners of Queen Square to protect and maintain an appropriate setting of Province House in keeping with its commemorative integrity, and encourage use of the Square for heritage presentation and visitor orientation, ceremonial purposes and appropriate access
- Continue to support efforts of the City of Charlottetown to preserve the heritage character of the broader context of Province House

#### **Heritage Presentation**

- Strengthen on-site experiences that evoke a sense of the authenticity of Province House
- Cooperate to ensure that messages of provincial and national importance are communicated by developing new programs and media on currently underrepresented themes, updating and enhancing the non-personal heritage presentation media considering new technologies and expanded use of grounds, and collaborate with others to offer personal programming and special events

#### **Outreach**

- Improve the educational content of and continue to maintain up-to-date and accurate Web sites for Province House in its various functions, ensuring links with other related sites
- Ensure that relevant support materials are available on demand, especially for educational purposes
- Work with educators at the provincial, regional and national levels on the preparation of appropriate curriculum materials and programming to improve school-aged children's understanding of Province House

#### **External Relations**

- Continue to work with other agencies that promote and market Prince Edward Island, Charlottetown and Province House to ensure that the uniqueness of Province House is understood by those agencies and that the appropriate messages are conveyed about Province House
- Convey, where possible, information about the positive and effective federal-provincial working relationship demonstrated at Province House
- Encourage visitation at Province House, targeting currently underrepresented

groups such as Islanders, educational groups and convention and business travelers

- Work with owners and administrators of other national historic sites in downtown Charlottetown to promote Province House as part of a cluster of national historic sites with collective appeal as a destination

#### **Collaboration and Partnerships**

- Continue to work with other organizations with an interest in preserving the heritage and other values of Province House and in communicating key messages, through heritage presentation initiatives and special events
- Continue to work with agencies that promote and market Prince Edward Island and Charlottetown to ensure that the uniqueness of Province House is understood by those agencies and that the appropriate messages are conveyed about Province House
- Work with educators at the provincial, regional and national levels on the preparation of appropriate curriculum materials and programming to improve school-aged children's understanding of Province House
- Explore opportunities to work with other legislative assemblies to develop material and/or undertake collaborative promotion for mutual benefit

#### **Visitor Services**

- Continue to offer an appropriate level of visitor services at Province House, balancing expectations while ensuring commemorative integrity and meeting safety and security requirements
- Continue to strive to meet the accessibility needs of all visitors, while making a best effort to minimize impairment of the original fabric of the building
- Work to improve the visitor experience by managing visitor use patterns and considering extended orientation

#### **Operations and Administration**

- Continue to identify the division of responsibilities and costs at Province House through the mechanism of the *Cost-shared Maintenance Agreement*; in the next review of the *Agreement*, seek to offer mechanisms or methods for timely decision making particularly to respond to conservation and maintenance of the building, and reexamine use of space and responsibilities to provide heritage presentation and visitor services



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## 1.0 Introduction

### 1.1 HEART OF ISLAND POLITICAL LIFE AND BIRTHPLACE OF CONFEDERATION

Province House is owned by the Province of Prince Edward Island and serves as the seat of the Legislative Assembly of Prince Edward Island, as it has done for more than 150 years. Province House has been the focal point of Prince Edward Island's public life since construction was completed in 1847, based on a prize-winning design by Isaac Smith.

Province House is also a national historic site, as recommended in 1966 by the Historic Sites and Monuments Board of Canada. Province House is recognized as the site of the Charlottetown Conference of 1864, which led to Confederation in 1867; as a fine example of the neo-classical architectural style; and as representative of the judicial institution of Prince Edward Island.

While other legislative assembly buildings across Canada have also been designated national historic sites, Province House is notable for having an on-site Parks Canada presence to communicate its national historic significance while serving as the seat of the Legislative Assembly of Prince Edward Island. Parks Canada's presence and daily involvement in administration, operation and program delivery at a building that serves as the active seat of a legislative assembly is unique in Canada. This successful federal-provincial collaboration was first proposed by the Province of Prince Edward Island in the 1960s, and formalized in 1974, when Parks Canada was invited by the Province to enter a 99-year agreement for the purpose of restoring, protecting and communicating the national significance of Province House.

Parks Canada and the Province of Prince Edward Island have cooperatively devel-



The grand south-facing façade of Province House. *J. Sylvester, 2002*

oped this first management plan for Province House. The management plan is a product of a process begun in July 2001, undertaken by a multi-disciplinary team with representatives from Parks Canada and the Province of Prince Edward Island, and reflecting input received during consultation with the public. The management plan was developed to satisfy the legislative and policy requirements of Parks Canada; all national historic sites administered (whether or not owned) by Parks Canada must have a management plan prepared<sup>1</sup>. The Province of Prince Edward Island participated in this exercise,

<sup>1</sup> See Appendix A for an overview of the legislative and policy context that has framed the development of this management plan.

reflecting the special interest of the Province as owners of this Site. The management plan has been prepared to guide the management of those aspects of Province House that are the responsibility of Parks Canada, and of shared interest to the Province and to Parks Canada. Strategic, long-term management direction is provided for the protection and presentation of the heritage values of the Site, and to respond to the needs of visitors and staff, to operational and maintenance needs and to opportunities to collaborate with third parties. The management plan offers a framework within which more detailed planning and management may take place. The management plan does not address the management of those aspects of Province House that are solely the domain of the Province or of the Office of the Speaker.

This first management plan for Province House recognizes management direction that has been set out previously in Parks Canada management documents, such as *Province House Development Concept Plan* (1979), the *Province House National Historic Site Service Plan* (1992), *Heritage Presentation Plan, Parks Canada, PEI Field Unit* (2001) and the *Province House National Historic Site of Canada Commemorative Integrity Statement* (CIS) approved in 2001. As well, the *Cost-shared Maintenance Agreement*, the agreement that outlines the terms of shared occupation, use and administration of the building by the federal and provincial governments, has been referred to throughout the process and will continue to serve as one means to realize the proposals in this management plan.

## 1.2 CONTEXT

Province House is located in the City of Charlottetown, Prince Edward Island, in the city's downtown heritage preservation district (See Map 2: Local Setting). Province House is a prominent feature of Queen Square, a block that was reserved for government buildings, churches and a market in the original plan for Charlottetown<sup>2</sup> (See Map 3:

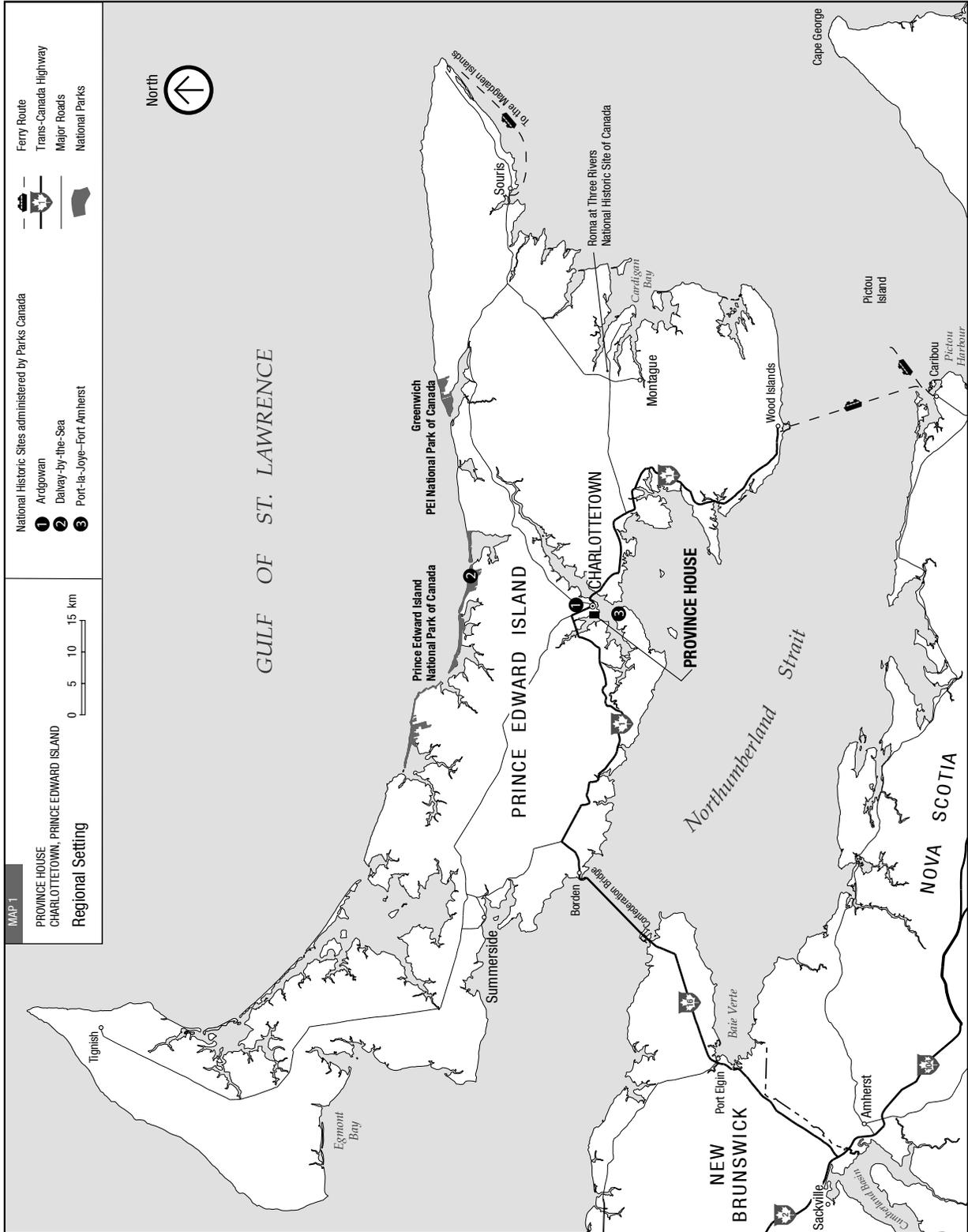
Site Plan). Also within Queen Square is the Confederation Centre of the Arts, where arts and cultural events are hosted, and the Coles Building, which houses provincial government offices. The TransCanada highway route into the city leads into the downtown from the north, direct to Queen Square. Queen Square is bounded by Grafton, Queen, Richmond and Prince streets. Province House serves as the focal point of Great George Street Historic District NHSC, a historic streetscape leading from the waterfront and ending at Province House. Within this streetscape is located St. Dunstan's Roman Catholic Cathedral/Basilica National Historic Site of Canada.

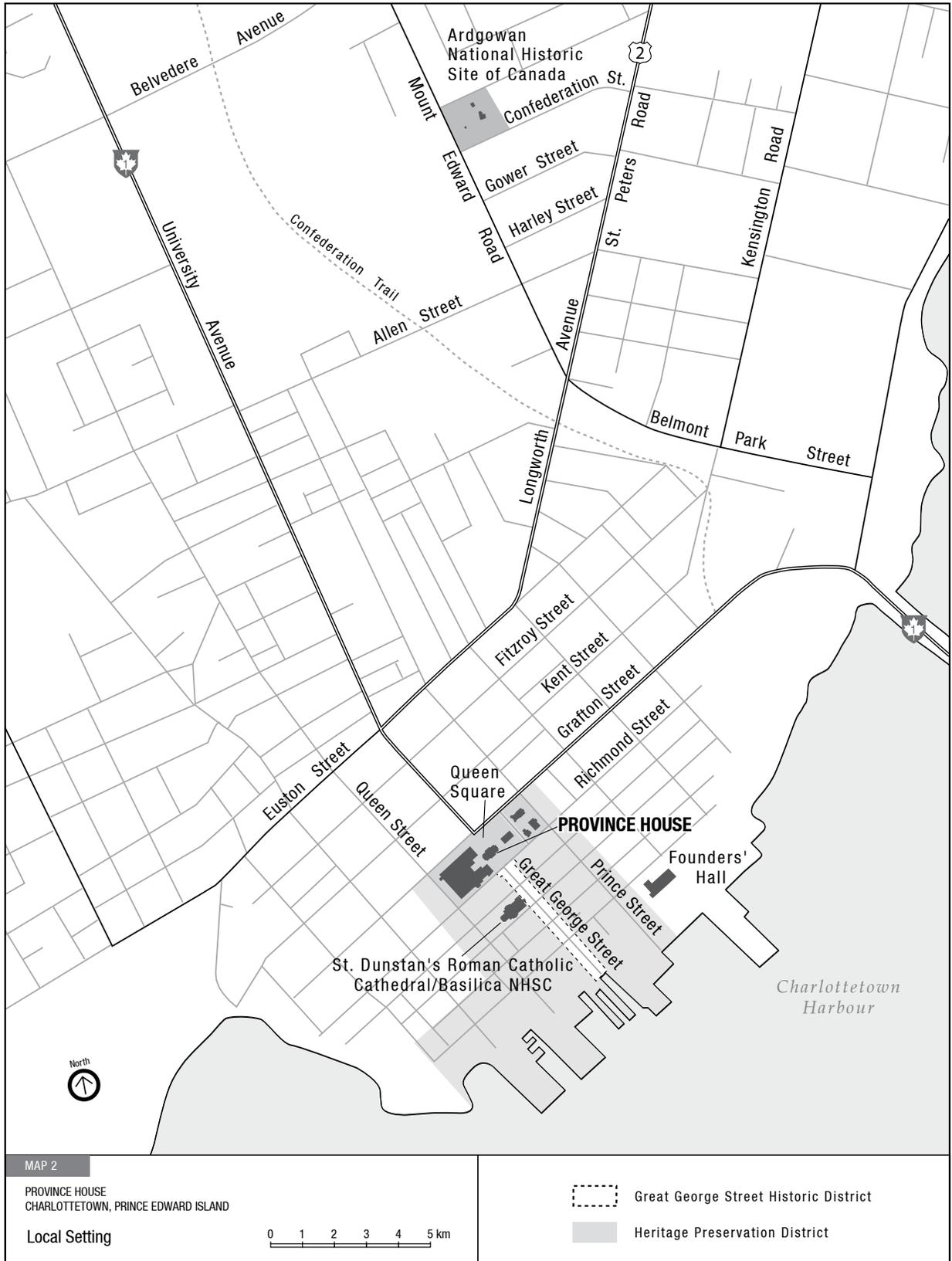
Province House is the literal seat of the figurative "Birthplace of Confederation" theme around which the City of Charlottetown's marketing and promotional efforts have centred in recent years. Province House, the actual site where the Fathers of Confederation met in 1864 to begin discussions that led to Confederation, has a tangible connection to the Confederation story. Other attractions promoting this theme range from the Confederation Centre of the Arts, built to celebrate the centenary of the Confederation meetings, to Founders' Hall, an interpretive attraction that opened in 2001, which uses interactive multimedia to present the story of Confederation from its early beginnings to the present day. Ardgowan is another national historic site administered by Parks Canada in Charlottetown, commemorated as a home of an Island Father of Confederation, William Henry Pope; the building was occupied by him at the time of the Charlottetown Conference.

Province House is also the long-standing seat of the Legislative Assembly of Prince Edward Island, and continues to play a vital role in the political life of Prince Edward Island. Islanders consider the local and regional significance of the building equal in importance to its national historic significance. It was because Province House was such a prominent public building in

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<sup>2</sup> The 1768 plan for "Charlotte town" (prepared by Charles Morris) reserved a central public square with room for a church and a courthouse; the 1771 plan, modified from the earlier plan by Walter Patterson and Thomas Wright, modified lot sizes and named the central square "Queen Square."







Fathers of Confederation during the Charlottetown Conference, Fanningbank. *National Archives of Canada*

Charlottetown in 1864 that it was selected as the site of the Charlottetown Conference. Province House is the seat of one of a family of provincial and territorial legislative assemblies across Canada, and as such is viewed as a living symbol of democracy. Province House serves as a gathering place for public celebrations as well as public demonstrations. The care and administration of Province House is the responsibility of the Speaker of the Legislative Assembly, with certain responsibilities ascribed to the Superintendent of Parks Canada on Prince Edward Island under the conditions of the *Lease Agreement*.

### 1.3 THE RICH HISTORY OF A PROMINENT PUBLIC BUILDING

Province House has been the focal point of Prince Edward Island's public life since its completion in 1847. After years of meeting in taverns and private homes, it was decided in 1837 that a "colonial building" should be built to safeguard the public records. This proposal soon expanded to accommodate the legislature, supreme court and government offices, and Queen Square, the central square set aside in the original layout of Charlottetown for administrative and church buildings, was selected as the location.

A design competition was held in 1839. First prize went to Isaac Smith, a Yorkshire-born architect and builder who had constructed other public buildings on the Island. Smith's design for a three-storey structure characterized the neo-classical style popular

in the British colonies in the first half of the nineteenth century. The ground floor housed offices for colonial administrators and, at the eastern end of the building, the Supreme Court. The major public rooms were located on the second storey, with the legislative council chamber and the legislative assembly at the building extremities and the legislative library in the middle. On January 26, 1847, the Island legislature met for the first time in its new home and in June of that year the Supreme Court moved into its ground-floor rooms. Locally designed, built and furnished, Province House represented the epitome of Island craftsmanship of the mid-nineteenth century, a time of prosperity and achievement.

The overall layout of the Legislative Chamber is essentially unchanged from its early days, although unlike most legislatures in Canada the government members sit to the left of the Speaker rather than to the right. Much of the furniture in the Legislative Chamber, including the members' desks and chairs and the Speaker's chair and canopy, formed part of the original furnishings of the building.

The Supreme Court continued to make its home in Province House until 1872, when the supreme and insolvency courts, prothonotary office and land registry moved to another building, and later in 1876 to a new court house east of Province House within Queen Square. The latter building served as the Island's Supreme Court until 1976 when it was seriously damaged by fire. This former court house has since been rehabilitated. It

is known as the Coles Building and houses provincial government offices.

Province House has its unrivaled place in Canadian history as the site of that first meeting of colonial delegates in September 1864. Twenty-three leading politicians from Nova Scotia, New Brunswick, Prince Edward Island and the Province of Canada (now Ontario and Quebec) met in the legislative council chamber to discuss the union of the three Maritime colonies, which quickly turned to discussions of a federal union. At the end of nine days, sufficient agreement had emerged on the principle of a federal union to justify continued discussions in Quebec. More importantly, the broad outline of Canada's future constitution arose from the Charlottetown deliberations. The constitutional principles agreed upon at Province House and formalized and refined at the subsequent Quebec and London Conferences resulted in the *British North America Act*, which created the Dominion of Canada in 1867.

The importance of the Charlottetown Conference was officially acknowledged by the Canadian government in 1914 on the fiftieth anniversary when a commemorative bronze plaque honouring the Fathers of Confederation was placed in the legislative council chamber. During the 1920s, the chamber was refurbished to reflect its historic importance.

#### 1.4 FEDERAL-PROVINCIAL AGREEMENT CONCERNING PROVINCE HOUSE

The centenary of the Confederation of Canada raised awareness about Province House in its role in the creation of the nation. In the 1960s the Province of Prince Edward Island approached the federal government to discuss an arrangement for the restoration, presentation, interpretation and administration of Province House as a national historic site; this led to the signing of a *Memorandum of Agreement Respecting Province House* (also known as the *Lease Agreement*). Effective as of 1974, the terms of the federal-provincial *Lease Agreement* included the restoration of Province House by the federal government and the leasing of parts of Province House, including the historic objects therein (referred

to elsewhere in this document as the artifact collection under the *Lease Agreement*), to the federal government for a period of 99 years.

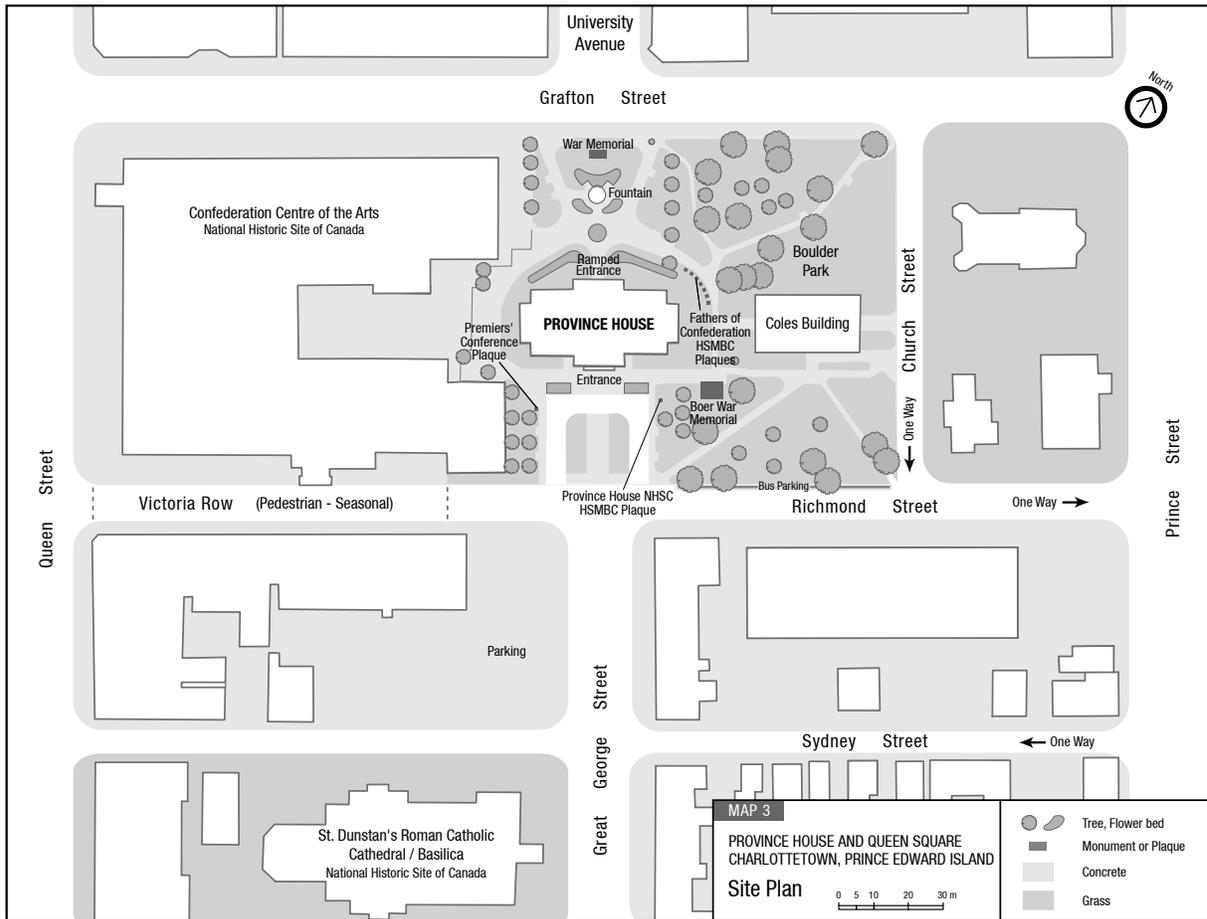
Parks Canada spearheaded and funded the restoration of the building. Completed in 1983, the restoration entailed cleaning and restoring the exterior of the building to its original appearance. In the interior, the legislative council chamber (the "Confederation Chamber"), library, hallways and a series of administrative offices were restored and refurbished to the Confederation period. The Supreme Court chamber (altered over the years to accommodate offices) was restored to its original size and renovated as a theatre for audio-visual presentations. Since the restoration, Parks Canada has had an on-site staff presence to communicate the national significance of Province House to visitors.

A *Cost-shared Maintenance Agreement* outlines more specific terms of shared occupation, use and administration and recapitalization and maintenance responsibilities at Province House. This *Cost-shared Maintenance Agreement* is reviewed every ten years, with some possibility of extension of its terms. At any time between the review points this agreement can be reopened and renegotiated at the request of either party. This management plan has been developed with the expectation that recommendations will inform future revisions to the *Cost-shared Maintenance Agreement*.

#### 1.5 THE ROLE OF PROVINCE HOUSE IN THE FAMILY OF NATIONAL HISTORIC SITES

Province House, in its function as a national historic site, is part of a broad-ranging program of commemoration that includes national historic sites and persons and events of national historic significance. Of the family of 912 national historic sites nation-wide, Parks Canada administers 153 and has contributed to many more through cost-sharing agreements. The stewardship of national historic sites, including Province House, is shared, as these places are variously owned by federal, provincial and municipal governments, by businesses and by private citizens.

Each national historic site has had a nationally significant impact on Canadian



history or illustrates a nationally important aspect of the history of Canada. Collectively, national historic sites commemorate thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life. Other national historic sites that share commonalities with Province House include Ardgowan NHSC, Great George Street Historic District NHSC, Confederation Centre of the Arts NHSC (Confederation theme); Fanningbank NHSC and Province House NHSC (Halifax) (neo-classical architecture theme);

and other sites representative of the judicial function in each province and territory. National historic sites capture the spirit and house the physical remains of our shared past, serving as powerful symbols of our identity, an inheritance of all Canadians. These special places are recognized under an act of Parliament.



## 2.0 National and Provincial Significance: Heritage and Other Values

Province House is valued for its national historic significance and as a provincially important landmark that serves as the seat of the Legislative Assembly of Prince Edward Island.

### 2.1 NATIONAL VALUES: ENSURING COMMEMORATIVE INTEGRITY AS PARKS CANADA'S PRIMARY RESPONSIBILITY

The values associated with Province House as a site of national historic significance, and the objectives for the assurance of these values, comprise the “commemorative integrity” of Province House. Commemorative integrity is a concept employed by Parks Canada to describe the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when: the resources directly related to the reasons for designation as a national historic site are not impaired or under threat; the reasons for designation as a national historic site are effectively communicated to the public; and the Site’s heritage values (including those not related to designation as a national historic site) are respected in all decisions or actions affecting the Site.

An elaboration of what is meant by commemorative integrity for Province House (the Commemorative Integrity Statement) was developed and approved by Parks Canada in 2001; this was reviewed by the Province of Prince Edward Island. The Commemorative Integrity Statement provides a benchmark for planning, managing operations, reporting and taking remedial action at Province House. A summary of the Commemorative Integrity Statement is found in Appendix D, and is referenced throughout this management plan.

The values of national significance of Province House have been summarized in the following Statement of Commemorative

Intent derived from the deliberations of the Historic Sites and Monuments Board of Canada:

Province House was designated a national historic site in 1966. The reasons for the national significance of Province House National Historic Site of Canada are:

- it is the site of the Charlottetown Conference of 1864, which led to Confederation in 1867
- it is a fine example of the neo-classical architectural style
- it is representative of the judicial institution of Prince Edward Island.

The designated place (or the place designated by the responsible minister as being of national historic significance) consists of Province House delineated by its footprint. Parks Canada’s primary responsibility at Province House is to ensure the commemorative integrity of the Site.



Restored Confederation Chamber, where Conference delegates met. *Parks Canada*

### 2.2 PROVINCIAL AND LOCAL VALUES

Province House has values associated with its other roles as a central part of Island and local history. These values have not been articulated in a form similar to Parks Canada’s Commemorative Integrity

Statement, yet these values have been identified by staff of the Office of the Clerk of the Legislative Assembly, by Members of the Legislative Assembly, by staff of the provincial Department of Community and Cultural Affairs, Culture, Heritage, Recreation and Sport Division, and by staff of the City of Charlottetown. According to these agencies and organizations, the role that Province House has played and continues to play as the seat of the provincial Legislative Assembly has a value at least as important as the Site's national significance. Parks Canada acknowledges the value associated with this role, as well.

Therefore, the provincial and local value of Province House may be stated as:

- Province House is the continuing seat of the Legislative Assembly of Prince Edward Island, as it has been since 1847.



Legislative Chamber with historic furnishings, still in active use.  
J. Butterill, 1995

### 2.3 VALUES PROVIDE A FRAMEWORK FOR MANAGEMENT PLANNING

This management plan aims to provide direction for the management of Province House for the next ten to fifteen years, to ensure the Site's commemorative integrity, while respecting provincial and local values. These values, and indicators that values are respected, serve as benchmarks for the management of Province House, providing guidance about what should be protected and communicated. The defined values, particularly those of national significance as articulated in the Commemorative Integrity Statement, and the *Parks Canada Cultural Resource Management Policy* with its principles of value, public benefit, integrity, respect and understanding of cultural resources, have assisted in the development and selection of appropriate management direction.

The proposed management direction seeks to ensure that the cultural resources of Province House are not impaired or threatened and that messages about the national historic significance, provincial values and other values of Province House are conveyed. Activities that compromise the commemorative integrity of the Site, diminish other values of the Site and that do not adhere to cultural resource management principles are not permitted.

### 3.0 Vision

Management direction for Province House was developed with guidance from a “vision” for the Site. The vision describes the desired future for Province House, and captures the ideas and wishes of the Canadian public for the Site.

**In future:**

Province House will continue to function as both the seat of the Legislative Assembly of Prince Edward Island and as a national historic site commemorating the Charlottetown Conference of 1864 and other themes. The Province of Prince Edward Island and Parks Canada will continue to jointly care for and administer the Site, exemplifying successful federal and provincial cooperation. Province House will remain central to the political, cultural and ceremonial life of Prince Edward Island, as well as a member of the family of national historic sites across Canada. Province House will be a place that all Canadians learn about and are inspired to visit at least once, for its role in the development of the nation and as an example of the democratic process in action.

The Province of Prince Edward Island and Parks Canada will be recognized for their effective stewardship of Province House, maintaining Province House as the actual site of meetings leading to Confederation. Province House, its enduring physical elements and associated artifacts will continue to be protected. While respecting heritage values, Province House will continue to develop and respond to changing needs as the seat of Prince Edward Island’s modern legislative assembly and as a functioning national historic site.

Messages about the national significance of Province House, as well as provincial and other heritage values including its function as the seat of the Legislative Assembly, will



Province House attracts visitors who are interested in the site's different heritage values. *J. Butterill, 1995*

be communicated in a collaborative fashion. Province House will have a level of services and heritage presentation that is in keeping with the significance of the Site and the grandeur of the building. Visitors to the Site will have an informative and inspirational heritage experience. Canadians and others will have opportunities to learn about Province House through various off-site means.

Province House will continue to benefit from collaborative efforts between the co-occupants and other parties. Queen Square will provide an appropriate, accessible and inviting setting for Province House that is achieved in cooperation with property owners and interested stakeholders. Special events that are associated with Province House or related in other ways will occur in collaboration with other heritage attractions. Promotion of Province House will also be collaborative and will convey accurate information and clear messages about the national, provincial and other heritage values of the Site.

Province House will echo with the pride, the respect and the sense of community and accomplishment felt by those who built this nation. It is a place for all Canadians to

believe in their country, to honour its past, to participate in its present, and to have confidence in its future. The vitality of our traditions, permanence of our institutions and continuity of our life, both provincially and nationally, will be embodied in Province House.

In order to achieve this vision, management direction for Province House must be provided to ensure that the Province and Parks Canada:

- continue to jointly protect the valued cultural resources, including the building in its context of Queen Square
- renew the heritage presentation offer so that it satisfies the requirements of both the Province and Parks Canada, and satisfies site visitors as well as provides opportunities for understanding by other audiences
- identify and recommend improvements to visitor services offered on-site
- identify and recommend improvements to the operation and administration of the Site
- continue to co-occupy and to co-operatively manage Province House

## 4.0 Collaborative Stewardship, Inspiring Through Experience: Management Direction

### 4.1 PROTECTION OF CULTURAL RESOURCES

#### A. The Building

The physical structure of Province House is considered the primary resource of national historic significance. It is both the primary *in situ* resource and the designated place (that is, the building encompasses the entirety of the resources of value at Province House). The original and restored elements of Province House, the fabric of the building as well as the ambiance created by the restoration are the essential elements of national historic significance at Province House.

The three storeys and basement of Province House encompass a total area of approximately 1840 m<sup>2</sup>, divided between Parks Canada and Legislative Assembly functions (see Map 4: Interior Plans). The Province uses the Legislative Chamber (where the Legislative Assembly of Prince Edward Island meets), as well as offices and storage space. Parks Canada uses restored rooms including the Confederation Chamber for heritage presentation purposes, and other areas for visitor services and for offices. Other parts of the building are jointly used by the Province and Parks Canada, such as wash-rooms, hallways and administrative areas.

During the late 1970s and early 1980s, substantial work was undertaken at Province House to restore its exterior appearance to the original and to reinstate several of the interior rooms to Confederation-period appearance. The restoration work, part of the 1974 federal-provincial agreement, had as its aim to stabilize and refurbish the Site for its protection and for interpretation purposes. Restoration was undertaken on rooms on the first and second floors to period condition, and to the exterior stonework and the slate roof.

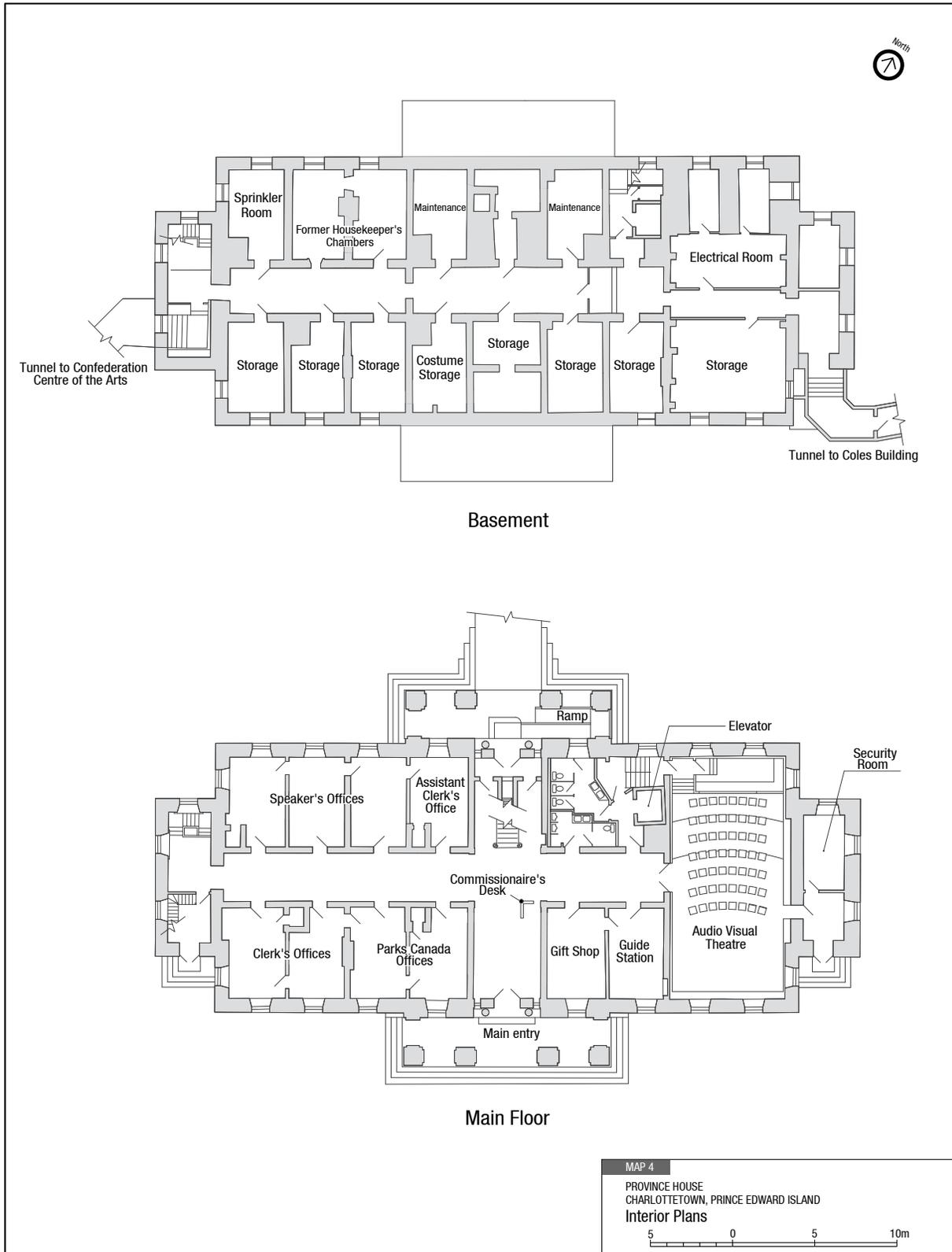
While restoration was the most significant intervention at the building since its

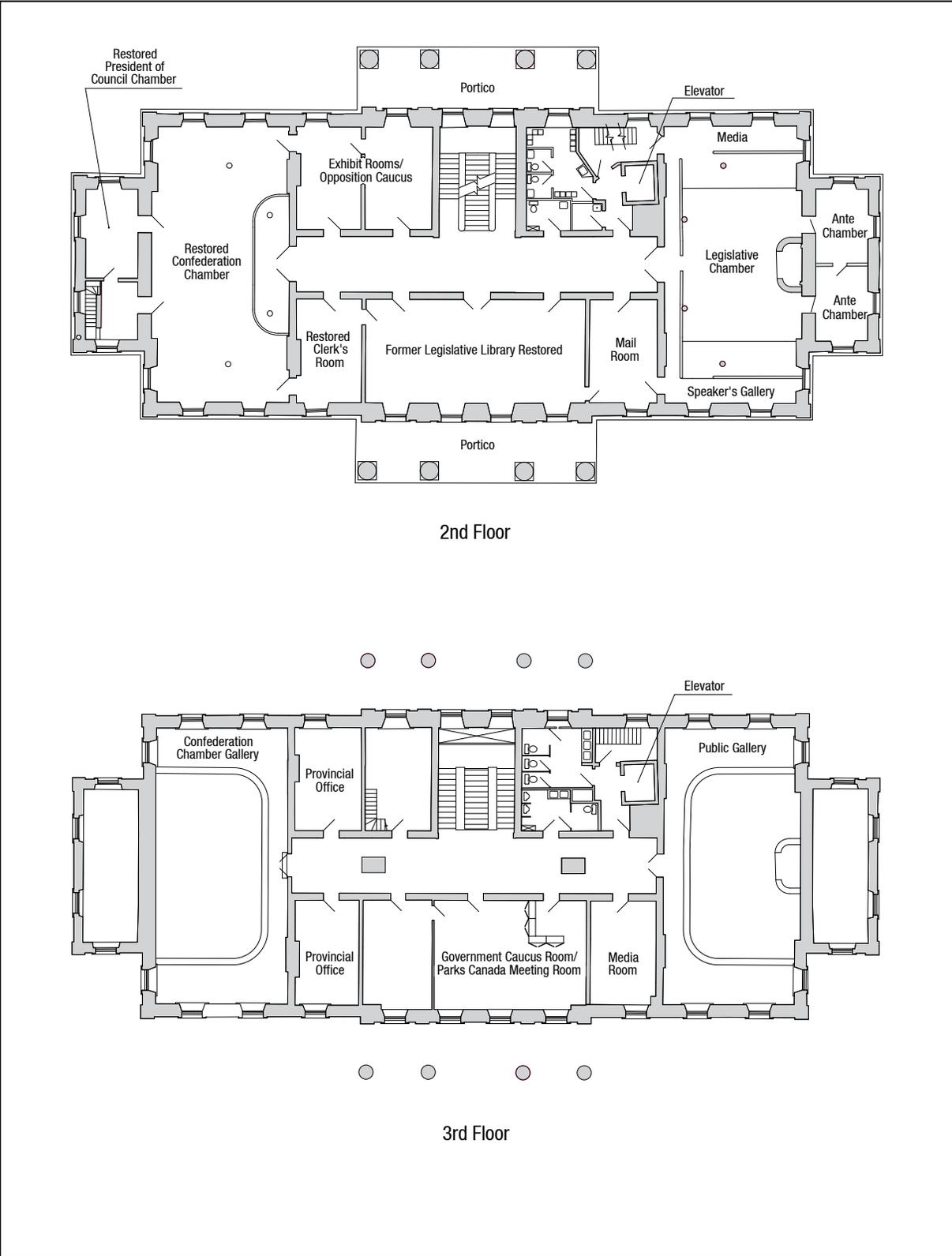
construction, throughout its history Province House has undergone repairs and recapitalization. Modifications to the building have been made in response to wear and tear on the building, evolving health and safety concerns, for safety and security reasons, to improve the accessibility of the building, and to accommodate new technology and the conveniences required of a modern workplace. Modifications are undertaken with reference to Parks Canada conservation manuals and guidance provided by the Federal Heritage Buildings Review Office.

#### *Discussion:*

In general, Province House is well cared for and maintained with close consideration given to the Site's commemorative integrity. Parks Canada's *State of the Parks 1997 Report* described the building as being in "fair" condition. At the time, protection against fire was the primary concern. Although this concern has since been addressed, the condition of the building may still be characterized as "fair". Two issues have constituted notable challenges to the building's integrity. The slate roof of the building, which had been in a deteriorated state, was repaired in 2003. Moisture penetration of the stone foundation is recognized as requiring further investigation. Parks Canada will work with the Province to determine the most appropriate method to investigate and resolve the issue. Efforts are made to ensure that maintenance needs are identified in a timely manner and addressed; however, there may be a need for closer involvement of both the Province and Parks Canada in identifying, evaluating and responding to such needs.

Modern use of the building has required modifications for accessibility, health, safety and comfort of occupants, that need to be accommodated as much as possible within





the original design of the building. When such modifications are required to meet the evolving needs of occupants, efforts should continue to be made to minimize any compromise to the physical structure and design of the building.

**Values:**

The building is the primary *in situ* cultural resource and is synonymous with the designated place. The following list includes values held by the Province and those associated with the Site's designation as a national historic site. Province House is valued because:

- since 1847 it has been and continues to be the seat of the Legislative Assembly of Prince Edward Island
- it was the site of the Charlottetown Conference of 1864 and it contains the Confederation Chamber where the delegates to the Conference held their meetings in September 1864
- it is a fine example of the neo-classical architectural style demonstrating many interdependent characteristics of the style, including: symmetrical design both on the exterior and interior, balanced elevations with central porticos with pediments, and decorative use of pilasters and columns employing antique (Ionic) orders
- it is representative of the judicial institution of Prince Edward Island, having housed the supreme court and judicial offices for the province of Prince Edward Island from 1847 to 1872
- it forms one end of the Great George Street Historic District and remains an important component of Queen Square.

The commemorative integrity of the building is considered to be safeguarded when:

- the cultural resources are protected and managed in accordance with the Parks Canada *Cultural Resource Management Policy*
- there is community awareness and understanding of Province House
- adjacent development is sympathetic and does not detract from view planes to and from the building
- the architectural characteristics of the Confederation Chamber are maintained

- the characteristics of the neo-classical style, both on the exterior and interior, are maintained
- Parks Canada works with the Province of Prince Edward Island to ensure that the defining characteristics of the architectural style are maintained, including the internal configuration of the building, in particular the three main rooms on the second storey and the architectural detailing of the interior.



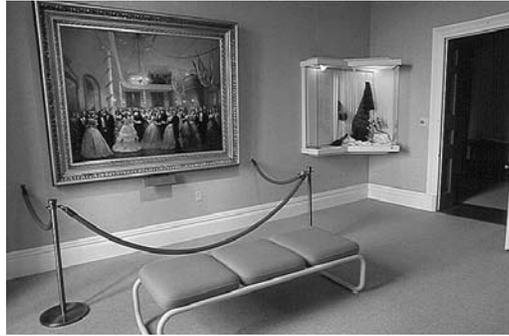
Neoclassical detail on portico column of Province House. J. Butterill, 1995

**Goal:**

To ensure that the historic fabric of Province House continues to be protected and maintained with minimal impairment

**Management Direction:**

- Parks Canada and the Province will cooperatively maintain the building to ensure that commemorative integrity is not impaired, by:
  - jointly ensuring timely and appropriate responses to identified maintenance and repair requirements of the building, through preparation of conservation guidelines and a maintenance plan, by conducting a joint annual maintenance inspection, and through joint decision making on future alterations
  - minimizing loss of historic fabric in the design and implementation of future changes to the physical structure
  - examining ways to jointly provide for ongoing and timely recapitalization



Painting of the Charlottetown Conference ball, by Dusan Kadlec, on display at Province House. *Parks Canada*

- Parks Canada and the Province will continue to strive to ensure the building is a safe, secure and accessible place to work and visit, with minimal impairment to cultural resources

### B. Historic Objects

The artifact collection that forms part of the *Lease Agreement* includes approximately 1500 objects owned by both Parks Canada and the Province of Prince Edward Island. Those objects that have been assessed for their association with the reasons for the national significance of Province House are deemed to be “Level I”; those with other historic values are deemed to be “Level II”. (See Appendix B for a description of Level I and Level II objects constituting the collection.)

Level I artifacts are those objects valued for their direct association with Province House as the site of the Charlottetown Conference and that have been located in Province House since that time. Approximately fifty items, based on visual appearance, documentary sources and tradition, are thought to have been in the building at the time of the Charlottetown Conference and have remained there since that time (e.g., chairs and tables in the Confederation Chamber). Level I artifacts are owned by the Province.

Level II artifacts are those objects not associated with national historic significance but which have local or regional associations, historic significance or whose aesthetic or environmental qualities are valued. Approximately 1200 items are evaluated as Level II in the artifact collection, including

artifacts that are part of the *Lease Agreement* between the federal and provincial governments that are unlikely to date to 1864 and antiques purchased by Parks Canada as part of the restoration efforts. Level II cultural resources include a wide variety of objects such as:

- antique furniture, valued because it reflects the historical evolution of Province House, reflects the material culture of the Maritimes, or is Island-made and rare, reflecting the material culture of Prince Edward Island
- eight Historic Sites and Monuments Board of Canada plaques commemorating Province House and the seven Island Fathers of Confederation and a large bronze plaque donated to the Island government by the government of Canada to commemorate the fiftieth anniversary of the Charlottetown Conference<sup>3</sup>
- a painting by Dusan Kadlec of the conference ball commissioned by the Themadel Foundation

A catalogue of Level I and II historic objects is maintained by a Parks Canada collections manager. An inventory of catalogued objects located on-site is conducted every year by site staff. The provincial Heritage Foundation has a record of the inventory as well.

Other objects located on-site have historic significance, although they are not related to the reasons for national designation of Province House and do not form part of the collection under the *Lease Agreement*. These objects are owned by the Province but to date have not been catalogued or evaluated. These objects notably include the desks and chairs located in the Legislative Chamber that are still in use as the furnishings of the modern Legislative Assembly.

#### *Discussion:*

The majority of the artifact collection is located at Province House. After some of the restored rooms on the main floor were returned to use as offices in 1991, the artifacts located in those rooms that belong to the

<sup>3</sup> See Appendix C for descriptions and locations of plaques

Province and/or have Level I values were incorporated into other rooms or elsewhere in the building. The other objects that were in these rooms are owned by Parks Canada and are in storage at a secure facility.

Conservation of on-site and stored objects is undertaken as required. The on-site artifact collection is well-monitored and maintained. In the *State of the Parks 1997 Report* the collection was described as 83% being in “good” condition and 17% in “fair” condition. Since that time, the artifacts in “fair” condition have received conservation treatment to stabilize their condition. The security of the objects is ensured by barriers at the doorways of the refurbished rooms and by motion detectors; the public is not permitted to handle the objects.

The historic objects that belong to the Province of Prince Edward Island that do not form part of the artifact collection under the *Lease Agreement* merit a higher level of care than received at present. Parks Canada may assist the Province to identify, catalogue and monitor the non-collection artifacts, and to incorporate the monitoring of these artifacts into the established processes for the monitoring of the on-site artifact collection.

Historic Sites and Monuments Board of Canada plaques and other monuments are grouped with other historic objects. They are located on the grounds of Queen Square, contributing to the setting of the building.

**Values:**

The historic objects of national significance are valued because:

- they are directly linked to the role of Province House as the site of the Charlottetown Conference, and research suggests that all of the artifacts evaluated as Level I cultural resources have been located within the Confederation Chamber since the Conference in 1864

Other historic objects are valued because:

- they reflect the historical evolution of the Site, the material culture of the Maritimes or the material culture of Prince Edward Island in particular

- they reflect the continued use of Province House as the seat of the Legislative Assembly of Prince Edward Island
- the Dusan Kadlec painting of the conference ball reflects the interest of private philanthropic organizations in commemorating Canada’s history
- the Historic Sites and Monuments Board of Canada plaques and the bronze fiftieth anniversary plaque reflect the federal government’s efforts to recognize Canada’s history.

Historic objects are not impaired or under threat when they are managed in a way that ensures their protection and survival and when Level I cultural resources that have been traditionally located in the Confederation Chamber remain in that room.

**Goal:**

To manage the artifacts associated with the historic values of Province House in accordance with accepted standards of Parks Canada and the Province of Prince Edward Island, so as to ensure their protection and their sustainable and appropriate use

**Management Direction:**

- Parks Canada and the Province will ensure that historic objects remain in Province House, and that Level I resources specifically remain in their historically appropriate locations
- Parks Canada will continue to conduct an annual assessment of the historic objects in the artifact collection, and seek appropriate intervention as required
- Parks Canada and the Province will ensure the safety and security of historic objects on-site through use of restricted access and continued monitoring of objects
- Parks Canada and the Province will make efforts to catalogue, assess and monitor historic objects that do not form part of the artifact collection under the *Lease Agreement*

### C. Setting

Province House is located in Queen Square, the space reserved for public buildings in the original plan for Charlottetown. Within Queen Square, Province House is flanked to the west by the Confederation Centre of the Arts NHSC. The Confederation Centre, a complex built as a memorial to honour the Fathers of Confederation, is a distinguished example of “Brutalist” architecture in Canada, faced in the same Wallace sandstone as Province House. The neo-classical Coles Building is situated within Queen Square to the east of Province House. Queen Square is owned by the Fathers of Confederation Trust and the Province, while the City of Charlottetown owns the land on which the War Memorial monument stands.

The design of Queen Square has changed several times since Province House was first constructed. Originally a bare market square with little or no vegetation when Province House was built in 1847, the Square blossomed in the 1880s under the direction of master gardener Arthur Newbery. In 1907, the curvilinear paths established by Newbery were straightened and covered with concrete. In 1964, construction of the Confederation Centre of the Arts complex overshadowed Province House as the focal point of Queen Square. During the restoration of Province House in the 1980s, a largely concrete landscape was created around Province House to link it with the Confederation Centre complex. Since that time, redesign efforts have tended toward reincorporating organic shapes. The 1995 redevelopment of the north quadrant of Queen Square sought to create a greener, more visitor-friendly space, with curved aggregate walks and a small circular fountain.

Province House in Queen Square is part of the City of Charlottetown’s heritage preservation district<sup>4</sup>, a demonstration of the City’s commitment to the preservation of the downtown. Province House has a tree-framed view down historic Great George Street to Charlottetown Harbour, a view that includes St. Dunstan’s Roman Catholic Cathedral/



Confederation Centre of the Arts occupies Queen Square next to Province House. *Parks Canada, 2001*

Basilica NHSC. Great George Street has been restored and beautified in keeping with its national recognition as an historic district. During the summer, Victoria Row (the west end of Richmond Street) becomes a pedestrian mall, a lively area with shops and cafés.

#### *Discussion:*

Queen Square is not as effective or aesthetically pleasing a setting for Province House as might be desired. Problems with accessibility of some parts of the grounds, deterioration of the walkways and the general austerity of the Square have been identified as barriers to public access, use and enjoyment. Parks Canada and the Province have been involved in ongoing efforts to discuss the further redevelopment of Queen Square with other stakeholders. Further decisions still need to be made on the appropriate future redesign of three remaining quadrants of Queen Square to improve its function as a public space and as an appropriate setting for Province House. Restoration to the appearance during the Charlottetown Conference is not intended. Considerations such as aesthetic appeal, functionality, accessibility and ease of maintenance should be considered in the ongoing redesign of Queen Square. Environmental assessment that includes consideration of an impact on the commemorative integrity of Province House should be conducted as part of a redesign or prior to redevelopment of Queen Square.

<sup>4</sup> The heritage preservation district encompasses an area south of Grafton Street to the harbour, including those buildings facing Queen and Prince streets. This area is governed by the City’s heritage by-laws, and properties within this area are eligible for financial support under the municipal *Heritage Incentive Program*.

An area well beyond Queen Square is integral to ensuring the commemorative integrity of Province House. The commemorative integrity of Province House depends in part on developments in adjacent areas remaining sympathetic in location, scale and architectural style to Province House, and on maintaining viewplanes the length of Great George Street from Province House to the waterfront and viewplanes between Province House and surrounding streetscapes. The City of Charlottetown's efforts to preserve the heritage character of the downtown contribute to an appropriate extended setting for Province House. It is important for managers of Province House to encourage these efforts and to stay informed about proposed nearby development and changing land use through maintaining good communication with the responsible municipal and provincial officials.



Ceremonial Drive and view of Great George Street. J. Butterill, 1995

**Values:**

The context and setting of Province House is considered important to ensuring the integrity of the designated place of Province House. Development in adjacent areas should remain sympathetic to Province House in location, scale and architectural style. Viewplanes up and down Great George Street

from Province House to the waterfront and viewplanes between Province House and surrounding streetscapes should be maintained.

**Goal:**

To work to ensure a setting for Province House that is appropriate for the building as a national historic site and as the seat of the Legislative Assembly of Prince Edward Island

**Management Direction:**

- Parks Canada and the Province will work together and with landowners of Queen Square to protect and maintain an appropriate setting for Province House in keeping with its commemorative integrity
- In the event that Queen Square redesign is initiated by landowners, Parks Canada and the Province will encourage the redesign to address heritage presentation and visitor orientation, ceremonial purposes and appropriate access for motorcoaches, visitors with disabilities and emergency vehicles
- Parks Canada and the Province will continue to support efforts of the City of Charlottetown to preserve the heritage character of the area forming the broader context of Province House, including Great George Street Historic District
- Parks Canada and the Province will remain informed about upcoming development with a possible effect on Province House and/or its viewplanes, and will work with adjacent property owners and other interested parties to maintain viewplanes of and from Province House

## 4.2 ENGAGING CANADIANS

### A. On-site Heritage Presentation

There is a tradition of interpreting Province House to visitors. Prior to its designation as a national historic site and its restoration, visitors were provided information about the Legislative Assembly of Prince Edward Island. The building restoration undertaken in the early 1980s aimed in part to provide visitors with the historical ambiance of Province House. Since the restoration, Parks

Canada has been the primary provider of interpretive services at Province House for its function as a national historic site, as was envisaged under the original *Lease Agreement*. The *Cost-shared Maintenance Agreement* provides the opportunity for the Province to become involved in heritage presentation and interpretive activities, particularly to interpret the provincial and local values of the Site.

Parks Canada and the Province each seek to communicate to visitors those messages of importance to their function. The messages are not incompatible; Province House was selected as the site of the Charlottetown Conference because of its function as the seat of the Legislative Assembly of the day. Nonetheless, Parks Canada places priority on communicating Parks Canada national messages, and the three reasons for designation of Province House:

*Province House was the site of the Charlottetown Conference of 1864, the first meeting that led to Canadian Confederation in 1867.*

*Province House is a fine example of the neo-classical architectural style.*

*Province House is representative of the judicial institution of Prince Edward Island.*

Other historic values of Province House have been identified and should be communicated as well<sup>5</sup>. Among these is the message that the Province considers of prime importance:

*Province House has been and continues to be the seat of the Legislative Assembly of Prince Edward Island and serves as the centre of political and ceremonial life on the Island.*

From the Parks Canada perspective, communication of these messages is considered successful if:

- as many Canadians as possible understand the reasons for the national significance, provincial values and other values of Province House
- the messages about the national significance of the building are clearly distinguished from other messages
- cultural resources of national significance are incorporated within the presentation of the messages
- the effectiveness of communicating these messages is measured and monitored

From the Province's perspective, communication is successful if:

- visitors gain an understanding of the historic and modern function of the building as the seat of the Legislative Assembly of Prince Edward Island and of the democratic process
- visitors, particularly Islanders, feel that the building is their own

At present, a number of means are used to communicate these messages, including guide services, a video presentation, restored rooms, exhibits and printed matter.



Guided tour in Confederation Chamber. Parks Canada

#### **Personal Programming**

Year-round, Parks Canada guides are on-site and fill most of the personal interpretation function. A small complement of winter

<sup>5</sup> See Appendix D: Summary of the Commemorative Integrity Statement, section on messages not related to the reasons for national historic significance



Confederation Players enliven the grounds of Province House in the summer. *J. Butterill, 1995*

staff increases during the summer season. Staff duties include greeting, orienting and informing visitors. During the orientation, staff communicate the Confederation and judicial function messages, as well as the fact that the building is a working provincial legislature. Guided tours of the building are offered in English and French to groups (e.g., motorcoach, cruise, school groups). For this enhanced service, commercial groups are charged a small per-person fee. In recent years, the Province has hired additional staff to convey messages specifically about Province House as the seat of the Legislative Assembly of Prince Edward Island.

Animated programming helps bring the stories of Province House to life. The Confederation Players, a group of costumed animators sponsored by the Capital Commission of Prince Edward Island, enact historical vignettes throughout Charlottetown during the summer, including in Queen Square on the front steps of Province House. Parks Canada has developed a costumed animation program to explain the neo-classical architecture of the building.

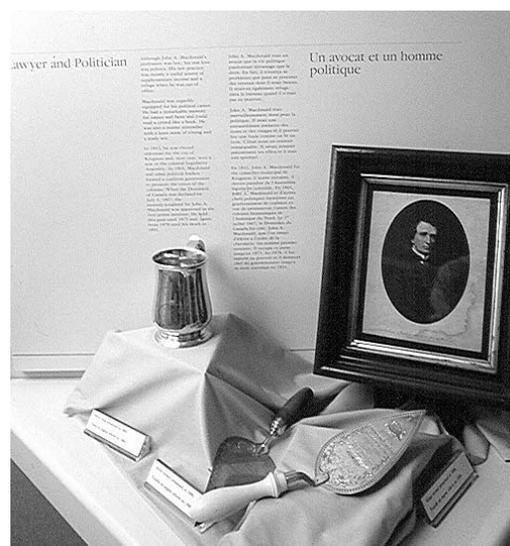
#### **Non-personal Programming**

**Video** – A short video, “A Great Dream,” is presented year-round in English and French. Narrated by renowned historian Laurier LaPierre, the video uses dramatization to tell

the story of the Charlottetown Conference of 1864 and how this led to the Confederation of Canada. As well, the video interprets the neo-classical architecture of the building and mentions the ongoing use of Province House as the seat of the Legislative Assembly. During the staff introduction of the video, it is mentioned that the theatre space once served as the provincial Supreme Court.

**Restored Rooms** – The Confederation Chamber, the former President of Council room, the former Clerk’s room and the library are restored and on view on the second floor of Province House. Visitors may not circulate through these rooms but may view them from the doorways. The Legislative Chamber on the second floor is open for viewing at that level year round; the public gallery on the third floor is open only when the legislature is in session. Although there are no panels or didactic displays at the doorways, during the summer guides are stationed at some of the rooms to provide interpretation.

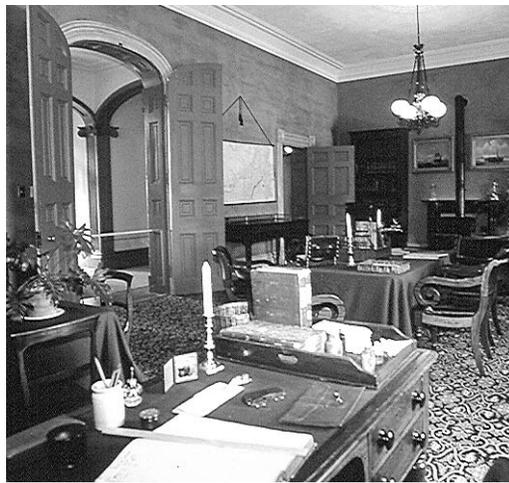
**Exhibits** – Two small rooms on the second floor house exhibits on the restoration of the building, with reference to the neo-classical architecture of the building, and on social aspects of the Charlottetown Conference. A commissioned painting by Dusan Kadlec of the grand ball that occurred during the Conference is on display. Visitors may enter these exhibit rooms when the legislature is



Detail of exhibit on social aspects of Charlottetown Conference. *Parks Canada*

not in session; at other times, the rooms are used as the Opposition Caucus Room and as a small kitchen.

Printed matter – A self-guiding brochure provides modest information to visitors about the second floor of Province House, allowing visitors to explore on their own. The brochure refers to the judicial function of the building and its neo-classical architecture, as well as the Confederation theme. Children may make use of a scavenger hunt/question sheet designed to help them explore and learn about Province House.



One of the restored rooms on display, the Library. J. Butterill, 1995

**Discussion:**

The often large number of visitors during the summer can present communication challenges at Province House. Crowding may prevent visitors from experiencing the “sense of place” or ambiance of the building. Guide staff may have difficulty providing orientation, information and communicating the key messages when many visitors arrive at the same time.

Because Parks Canada has been largely responsible for interpretive services, the messages of priority to Parks Canada (i.e., the national historic significance of Province House) have shaped much of the past interpretation at the Site. This was reflected in a Parks Canada-administered *Visitor Satisfaction Survey* (1999), which revealed the Site has success in communicating messages about the national significance of Province House but less success in communicating the fact

that Province House is the second-oldest active legislative building in Canada. Even so, while the reasons for the national historic significance of Province House are present in some of the interpretive media and programming at the Site, some of the themes may not be presented as thoroughly as they could be. Visitors, particularly those who visit Province House when the Legislature is in session in the fall and spring, expect to learn about the building as the seat of the Legislative Assembly of Prince Edward Island and about the democratic process as they would at other Legislative Assemblies across Canada. Visitors expect guides to be equally knowledgeable about both functions of Province House and to be able to answer a variety of questions.

Six rooms in the west end of the main floor were restored with the rest of the building in the early 1980s. A need for more office space in 1991 led to the reversion of these rooms back to use as offices for both the Province and Parks Canada. Objects that furnished these rooms have been incorporated into other restored rooms or are in storage. Because of the current need for office space at Province House, there is no intention to reincorporate the restored rooms at the west end of the main floor in the heritage presentation program during the life of this management plan.

The *Visitor Satisfaction Survey* indicated that Province House meets visitors’ expectations of facilities and services offered, although the grounds were rated less highly than guide talks and personal and non-personal services. Of those who viewed the video, 80% considered it very enjoyable, with an even higher percentage viewing it as a “very good” explanation of the national historic significance of the Site and of why the Charlottetown Conference was important. Response was favourable to the suggestion of other interpretive programs, such as a grounds tour and interactive exhibits and events for children.

Parks Canada commissioned a review of all its heritage presentation efforts at all national historic sites and the national park on Prince Edward Island. The resulting study, *Heritage Presentation Plan, Parks Canada, PEI*

*Field Unit* (2001) (or *Heritage Presentation Plan*), offered a succinct analysis of the current heritage presentation offer at Province House. Briefly, the video, the restoration and the historical vignettes by the Confederation Players were considered successful in orienting and engaging visitors. However, the *Heritage Presentation Plan* observed that orientation on arrival can be confusing to visitors, that there was a need for some material renewal (e.g., exhibits are out of date, the brochure needs to be improved), and that the Legislative Chamber was not adequately interpreted. As well, the *Heritage Presentation Plan* observed a possible shortcoming with guided tours being available only to organized groups and reliance on the video as the main form of interpretation for other visitors.

In general, the *Heritage Presentation Plan* recommended use of better methods for interpretation in the building, use of the grounds for orientation and interpretive functions, exploration of means to improve national outreach efforts and efforts to promote the authenticity of the Site. The heritage presentation offer at Province House needs to be reviewed in light of what is offered at other sites and attractions communicating similar stories, as well as the observations of the *Heritage Presentation Plan*. Any use of the grounds for heritage presentation should be preceded by environmental assessment.

Target audiences for heritage presentation programming include:

**Educational groups:**

Educational groups are primarily from Prince Edward Island schools who visit Province House during the fall and spring. Educational groups attend sessions of the Legislative Assembly to learn about the role of Province House as the seat of the Legislative Assembly of Prince Edward Island and more generally to learn about the democratic process. Educational groups also come to learn about the national historic significance of Province House and the Confederation story, often in association with a visit to Founders' Hall or other thematically related attractions. These groups are typically intermediate- and secondary-school-aged children accompanied by a teacher, who expect an enjoyable, hands-on,

relevant, guided experience, and may seek pre- and post-visit information. There is a significant opportunity to reach educational groups across Canada with educational outreach materials and programs about Province House.

**Island and local residents:**

Residents of Charlottetown and from other parts of Prince Edward Island visit Province House when the legislature is in session, primarily to see their elected representatives in action and the workings of government. Some Islanders also visit to learn more about the historic importance of Province House, its role as the enduring seat of the Legislative Assembly of Prince Edward Island and its role in Confederation. This group seeks access to the Legislative Chamber gallery, personal interpretation and information about special events. This group should be encouraged to visit Province House more, especially during the non-summer months and particularly during sessions of the Legislative Assembly.

**Independent adult travellers:**

Canadians visit Province House primarily for its national historic significance as the Birthplace of Confederation, coming as pilgrims discovering their country's roots. They may also visit Province House as the seat of Prince Edward Island's Legislative Assembly, having a keen interest in each province or territory's Legislative Assembly and being attuned to the subtle differences of each. Typically adult travellers, these visitors are knowledgeable and expect well-informed staff who can answer a variety of questions. They appreciate an authentic, informal, open-ended experience and may visit throughout the year. Special effort should be made to encourage visitation by Francophones.

**Family groups:**

In the summer, family groups, composed of adults and school-aged children, often choose to visit Province House during inclement weather, seeking entertaining and educational activities indoors. Children may inspire family visits, having learned about Province House in school. Families seek stimulating

experiences, information geared to all ages in the family and enjoyable activities for children.

**Motor coach, cruise and other organized groups:**

Touring groups constitute a significant proportion of visitors to Province House during the summer months, and organized tour groups constitute the large majority of visitors during the fall season. Typically escorted and often composed of older visitors, such groups expect a guided experience tailored to their group interests and to the time they have available. Convention and business travellers may also be included in this audience, visiting Province House while exploring downtown Charlottetown, either with their colleagues as part of an organized tour or independently. Groups expect familiarity and comfort and accessible services. Groups typically pre-arrange guided service, for which a fee is charged. It has been noted that orienting and dealing with these groups could be improved.

**Visiting dignitaries:**

Province House is often included on the itineraries of dignitaries visiting Charlottetown. Dignitaries include national and international politicians, royalty, celebrities and persons who have been otherwise recognized for special achievements. During a short tour of the building and grounds, special efforts are made to inform visiting dignitaries about the functions of Province House and its national, provincial and other values.

**Other audiences:**

Other audiences include those who seek information about Province House through traditional (e.g., printed matter) or alternative (e.g., Internet) media. This audience includes students and educators seeking national-level information about Province House (i.e., role in the story of Confederation and as the seat of one of the provincial or territorial Legislative Assemblies) or provincial- and local-level information (i.e., specific information about the workings of the Prince Edward Island government or about the seat of the Legislative Assembly of Prince Edward Island). As well, other audiences may include

people seeking pre-trip information. These groups seek information that is clear, well-organized, aimed at their level of understanding. Often these groups make use of the Internet, and expect accessible, updated and timely information with links to associated Web sites of interest.

**Goal:**

To ensure that the messages about the national significance and the provincial and other values of Province House are effectively communicated to on-site audiences in a collaborative manner

**Management Direction:**

- Parks Canada and the Province will strengthen on-site experiences that evoke a sense of the authenticity of Province House
- Parks Canada and the Province will review the recommendations of the *Heritage Presentation Plan* (2001) and together set priorities for implementation of its recommendations to renew heritage presentation at Province House
- Parks Canada and the Province will cooperate to ensure that messages of provincial and national importance are communicated at an appropriate level to the visiting public, by:
  - ensuring that an adequate level of personal service will be available to visitors year-round
  - developing new programs and media on currently underrepresented themes, such as the democratic process and the judicial function
  - cooperatively developing printed support materials
  - updating and enhancing the non-personal heritage presentation media, considering new technologies
  - considering and testing mechanisms for use of the grounds for orientation and heritage presentation purposes
  - considering possibilities for innovative children's programming
  - collaborating with other groups and agencies in the offering of personal programming and special events

### B. Off-site Heritage Presentation and Outreach

Each year, there are numerous requests especially from students for printed matter and information about Province House as a national historic site and as the seat of the Legislative Assembly of Prince Edward Island. These requests are filled as well as possible by sending out material and directing people to the relevant Parks Canada, provincial and Legislative Assembly Web sites<sup>6</sup>. The Internet is a vital resource for the non-visiting public to learn more about the functions and history of Province House. The Web sites are interlinked and are continually improving. The video “A Great Dream” is an important outreach tool on the national significance of Province House. The video is widely distributed along with a teachers’ guide, and has been recommended as part of others’ teaching resources. The Speaker of the Legislative Assembly has given presentations in schools; Parks Canada is developing and testing a program on Province House and Confederation for the grade eight level.

#### *Discussion:*

Outreach and off-site heritage presentation efforts provide Canadians who cannot visit Province House with a ready means to “see” and “explore” the Site through virtual and other means. Although not everyone may be able to travel to Province House, all Canadians should be provided with opportunities to learn about the national significance, provincial values and other values of the Site. New media offer innovative opportunities to communicate key messages, and the Web sites maintained by the Legislative Assembly of Prince Edward Island, by the Province of Prince Edward Island and by Parks Canada will provide the best opportunity to reach all Canadians.

Educational programming, designed in cooperation with educators at the provincial, regional and national levels, will provide another means to ensure that the key messages about Province House and its various functions are understood. This will be

particularly effective to reach more school-aged Islanders, for whom Province House has both a national significance and significance in relation to Island history and modern government.

#### *Goal:*

To ensure that the national significance and provincial and other values of Province House are communicated effectively to off-site audiences

#### *Management Direction:*

- Parks Canada and the Province will improve the educational content of and continue to maintain up-to-date and accurate Web sites for Province House in its various functions, ensuring links with other related sites
- Parks Canada and the Province will ensure that relevant support materials are available on demand, especially for educational purposes and for pre- and post-visit information
- Parks Canada and the Province will work with educators at the provincial, regional and national levels on the preparation of appropriate curriculum materials and programming to improve school-aged children’s understanding of Province House

### C. External Relations

Each year, Province House receives about 135 000 visitors, who come for both the Site’s national historic significance and its function as the seat of the Legislative Assembly of Prince Edward Island. This is a higher level of visitation than is received at other legislative assemblies and many other national historic sites in Atlantic Canada. A Parks Canada-administered *Visitor Satisfaction Survey* (1999) indicated that for most respondents their visit was a first, and for one-third of visitors an unplanned stop on their trip. Most visitors relied on traditional tourism information sources to learn about Province House, most

<sup>6</sup> Legislative Assembly of Prince Edward Island, URL: [www.assembly.pe.ca](http://www.assembly.pe.ca)  
Province of Prince Edward Island, URL: [www.gov.pe.ca](http://www.gov.pe.ca)  
Parks Canada, URL: [www.pc.gc.ca](http://www.pc.gc.ca), follow the links to Province House NHSC

often citing travel guides or brochures, tourist information centres and friends and relatives.

Promotion and marketing can play a role in developing expectations and managing visitation at Province House. Promotion and marketing of Province House to visitors has been undertaken primarily by Parks Canada. Parks Canada has a limited budget to independently promote or advertise the heritage attractions it administers in Prince Edward Island, including Province House. Bilingual print and electronic media (e.g., Parks Canada Web site, Parks Canada *Vacation Planners*) are used to promote awareness of the Province's culture and heritage.

Others' promotional efforts have indirectly benefited Province House. Although Tourism PEI (the provincial department of tourism) does not specifically market and promote Province House, the image of Province House is widely used by the department and by other agencies, sites and attractions in efforts to promote Prince Edward Island and Charlottetown as the "Birthplace of Confederation." Publications include the provincial visitor guide, the weekly tourism publications for the Province and the City of Charlottetown, the Capital Commission of Prince Edward Island and Festival of the Fathers, the *National Travel Trade Directory* and *Media Marketplace*. The Province and others promoting the Confederation theme have invited Parks Canada to review promotional materials, to ensure accuracy of information and messages.

**Discussion:**

Province House is well positioned to take advantage of the widely adopted promotional theme of "Birthplace of Confederation" by being the actual location of meetings of the Fathers of Confederation. However, while there are benefits to other agencies' and sites' use of the image of Province House to promote the "Birthplace of Confederation" theme, Parks Canada and the Offices of the Clerk and of the Speaker of the Legislative Assembly have little control over the final messages or information conveyed about the Site. The unique offer of Province House may be overlooked or people may be confused by and saturated with information and stories

about Confederation by the time they arrive at Province House. Parks Canada and the Province need to work with other heritage and tourism organizations to ensure that the unique and authentic role that Province House plays in the Confederation story is understood, in order that these organizations can in turn assist visitors to better understand the role of Province House in the story.

Parks Canada and the Province need to position Province House as a "must see" destination for those interested in the Confederation of Canada and for those interested in the democratic process in Canada. Visitors should be encouraged during the non-summer season, particularly when the Legislature is in session. External relations efforts should particularly be targeted to increase visitation by currently underrepresented groups such as Islanders, educational groups and convention and business travelers.

Parks Canada also needs to better position Province House among the cluster of national historic sites found in close proximity to one another in historic downtown Charlottetown (i.e., St. Dunstan's Roman Catholic Cathedral/Basilica NHSC, Great George Street Historic District NHSC and Confederation Centre of the Arts NHSC). Visitors with an interest in the national historic significance of Province House may have an interest in other nationally significant sites, and consider them collectively as an appealing destination. Parks Canada should work with other site owners, administrators and interested parties to ensure consistent and collaborative promotion of these national historic sites for mutual benefit.

**Goal:**

To promote Province House to prospective visitors to develop appropriate expectations of their visit and to accurately convey the role of Province House in the story of the "Birthplace of Confederation" and in the broader system of national historic sites, and its enduring function as the seat of the Legislative Assembly of Prince Edward Island

**Management Direction:**

- Parks Canada and the Province will continue to work with other agencies

that promote and market Prince Edward Island, Charlottetown and Province House to ensure that the uniqueness of Province House is understood by those agencies and that the appropriate messages are conveyed about Province House

- Parks Canada and the Province will improve the educational content of and continue to maintain up-to-date and accurate Web sites for Province House in its various functions, ensuring links with other related Web sites
- Parks Canada and the Province will convey, where possible, information about the positive and effective federal-provincial working relationship demonstrated at Province House
- Parks Canada and the Province will encourage visitation at Province House, targeting currently underrepresented groups such as Islanders, educational groups and convention and business travelers
- Parks Canada will work with owners and administrators of other national historic sites in downtown Charlottetown to promote Province House as part of a cluster of national historic sites with collective appeal as a destination

#### D. Collaboration and Partnerships

The protection and presentation of Province House is possible through the well-developed cooperative efforts of the Province and Parks Canada. The Province owns Province House, which continues to serve as the active seat of the Legislative Assembly of Prince Edward Island. Parks Canada has a formalized long-term arrangement to protect and present the national significance of Province House on behalf of the Province<sup>7</sup>, and to this end has an on-site presence. The Province and Parks Canada share a vision for the Site. This relationship can be considered the collaboration of primary importance at Province House.

The heritage presentation and service offer at Province House has benefited from further collaboration with other organizations and groups. For Parks Canada, one of

the most notable relationships has been with Parks & People Association Inc., a registered, non-profit cooperating organization that assists Parks Canada in the protection, presentation and promotion of the national park and national historic sites in Prince Edward Island. At Province House, Parks & People Association Inc. operates a gift shop during the summer months within the space allotted on-site to Parks Canada. Another relationship is with the Capital Commission of Prince Edward Island, which sponsors the Confederation Players, a troupe of costumed animators that provides additional and colourful personal programming on the grounds of Province House.

Relationships have been formed with other organizations involved in urban planning, heritage conservation and heritage attraction development in downtown



Parks & People Association Inc. runs a gift shop at Province House.  
*Parks Canada, 2001*

Charlottetown. Province House serves as the focal point of community celebration and other events, and is a visible landmark within the historic downtown. As such, Province House has been implicated in efforts to renew and plan for the downtown area. Province House staff have maintained an awareness of initiatives in historic downtown Charlottetown

<sup>7</sup> See section 1.4 for details about the *Lense Agreement* and the *Cost-shared Maintenance Agreement*

with the potential to affect Province House. In turn, Parks Canada staff have been consulted on questions of historical accuracy in the development of other Confederation-themed attractions, such as advising in the development of Founders' Hall.

Province House as the seat of the Legislative Assembly of Prince Edward Island has strong links with the family of Canadian legislative buildings. Staff from the Offices of the Clerk and of the Speaker of the Legislative Assembly have functional connections with staff at the other provincial and territorial legislatures. Parks Canada staff have attended national meetings of service providers and interpreters of the legislative assemblies.

*Discussion:*

The positive federal-provincial working relationship between the Province and Parks Canada needs to be better presented to those who may not understand the agreed-upon relationship. The nature of and reasons for the long-term arrangement at Province House need to be communicated when appropriate opportunities arise.

New or renewed heritage presentation efforts would be complemented by further collaboration with other organizations or agencies. Opportunities for special events in the building or on the grounds, and alternative modes of conveying messages through programming, particularly on the grounds of Province House need to be explored. Models are offered by other legislative assemblies (e.g., Victoria Tea and Tour and specialized tours and evening events at the Legislative Assembly of Ontario) and other national historic sites (e.g., Tea ceremony at Artillery Park Heritage Site, Quebec City). Any new or enhanced use of the building or grounds for special events or interpretive purposes should be assessed for potential environmental impact.

Parks Canada and the Province need to continue to work with other heritage and tourism organizations promoting the theme of the "Birthplace of Confederation" to ensure that all parties understand the unique role played by Province House as the actual site of the Confederation meetings and to ensure

that accurate information is conveyed and that efforts to inform visitors are consistent and mutually beneficial.

Other relationships could be enhanced. Because Province House is a destination for many school groups, educators in Charlottetown and throughout the Island and the provincial Department of Education may be considered prospective partners in the development of programming that meets educational curriculum needs. There may be opportunities to strengthen ties to Province House with the other legislative assemblies in Atlantic Canada, particularly in the development of coordinated interpretive or promotional material for collective use.

*Goal:*

To continue to work in collaboration with groups and individuals and to develop new relationships that benefit the protection, presentation and promotion of Province House, both in its function as a national historic site and as the seat of the Legislative Assembly of Prince Edward Island

*Management Direction:*

- Parks Canada and the Province will continue to demonstrate a positive and effective federal-provincial working relationship, serving as the primary collaborators in the protection, presentation and promotion of Province House
- Parks Canada and the Province will continue to work with other organizations with an interest in preserving the heritage and other values of Province House and in communicating key messages
- Parks Canada and the Province will collaborate with other groups and agencies in offering heritage presentation initiatives and special events
- Parks Canada and the Province will continue to work with agencies that promote and market Prince Edward Island and Charlottetown to ensure that the uniqueness of Province House is understood by those agencies and that the appropriate messages are conveyed about Province House
- Parks Canada and the Province will work with educators at the provincial, regional

and national levels on the preparation of appropriate curriculum materials and programming to improve school-aged children's understanding of Province House in its various functions

- Parks Canada and the Province will explore opportunities to work with other legislative assemblies to develop material and/or undertake collaborative promotion for mutual benefit

### 4.3 VISITATION, VISITOR SERVICES

#### *Visitation*

Visitation throughout Prince Edward Island has increased following the opening of the Confederation Bridge in 1997. Over the past ten years, annual visitation at Province House has averaged about 135,000 people, with a high of 170,000 visitors in 1999. Approximately 88 309 people visited Province House in 2003. As might be expected, visitation is highest during the summer months, with some 39 000 visitors each month during July and August. The motorcoach industry and cruise ships bring in most of the visitors during the fall and spring. Winter visitors are predominantly school groups, people in town for conventions and those attending the Legislative Assembly. Independent travelers and non-commercial groups are not charged an entry fee. This is in keeping with the fact that no other Legislative Assembly buildings in Canada charge visitors to enter, although visitors at other national historic sites administered by Parks Canada are typically charged a fee. Commercial groups are charged a per-person fee for the enhanced service offer received.

Detailed information about all visitors is not collected, but the demographics of respondents to the *Visitor Satisfaction Survey* (1999) may be considered somewhat representative. About three-quarters of the respondents were from Canada, while the majority of other visitors were from the United States. More than half the respondents were in adult-only parties, while one-third were in parties with children under sixteen.

Province House attracts many visitors who come as part of a touring group. A visit-

ing group often seeks particular services, such as a tour tailored to its members' specific interests. For the past ten years, Province House has received an annual average of 630 groups of visitors, mostly during July and August and numerous even in September. Of the total 497 groups in 2003, 123 were school groups totaling 3285 students, and 350 were motorcoaches with 15 150 passengers.

#### *Visitor Services*

Aside from heritage presentation and information, visitors find a gift shop and washrooms among the services offered at Province House. From May to October, Parks & People Association Inc. manages a small gift shop on the main floor within the space provision for Parks Canada. The revenues generated from the gift shop fund programs in support of Parks Canada throughout the Island, under direction of the Parks & People Association Inc. Board of Directors. Refreshments are not sold at the gift shop or elsewhere on site, but visitors can find drinking water in the washrooms and refreshments in nearby stores and restaurants. Public washrooms are located on each floor. Indoor seating is limited to the theatre and benches on the main level.

Seating, access and orientation are service considerations for the grounds of Province House. Outdoor benches are located throughout Queen Square. Visitors cannot park on-site, although on-street and commercial parking is located nearby. Buses may park on Richmond Street near the south entrance to the building. Visitors with disabilities may call ahead to request use of the ceremonial drive approach. Permanent exterior signs at Grafton Street and at Richmond Street identify Province House and briefly explain the building's significance. Newer signs placed on the steps of both entrances offer more information on the hours of operation and the services offered. During the summer, a sandwich board is placed on the grounds on the Grafton Street side to encourage visitors to enter the building.

Most areas of the building are accessible to visitors and staff with disabilities, although the design of the building poses some challenges. An elevator provides access to the first, second and third floors, but the lift

hydraulics do not permit extension of elevator service to the basement. A ramp was integrated into the design of the stone steps on the north side of the building. Adjustments have been made where possible to accommodate wheelchairs, and a manual wheelchair is kept on-site.

**Discussion:**

In general, the services offered to visitors are appropriate to provide the intended visitor experience for the level of visitation that Province House receives. The strengths and shortcomings of Province House visitor services were previously identified through service reviews and visitor surveys. Most recently, in the *Visitor Satisfaction Survey (1999)*, visitors rated the on-site services of directional signage and the gift shop lower than other services (such as interpretive or information services). In general, visitors rated their visit as educational, but weak as an experience for children. In addition to these points, staff has identified the location of dedicated bus parking on one-way Richmond Street as problematic, requiring visitors to disembark into the street rather than on the sidewalk.

Visitors need to be better oriented to the building and grounds of Province House early in their visit. The permanent signs on site are colourless, outdated, and in disrepair; visitors are not well directed to the entrances



Foyer of Province House during the visitor season. *Parks Canada, 2001*



HSMBC plaques for Fathers of Confederation on grounds of Queen Square. *Parks Canada, 2001*

of the building. During the Site orientation, visitors should be prepared for what to expect during their visit and informed of the messages of importance to each function. During their visit, visitors should have adequate time, space and information to be inspired by the Site, and should form strong impressions that will remain as memories. Visitors should have the opportunity to leave with tangible souvenirs of Province House, if desired.

Visitation is concentrated during the summer months at Province House. During the summer, the level of visitation at Province House can overwhelm staff and may keep visitors from experiencing the sense of place of the Site. The rest of the year, particularly during winter and spring, visitation is low. These periods, especially when the Legislative Assembly is in session, have been identified as times when the Site could accommodate more visitors. Visitor use patterns should be monitored to minimize impairment of the cultural resources of Province House, and use of the grounds for extended orientation should be assessed for possible environmental impact. Under-represented groups, such as Islanders, educational groups and convention and business travelers, could be encouraged to visit during these periods.

**Goal:**

To offer an appropriate level of visitor service and to manage visitor numbers to ensure an educational, enjoyable and inspirational experience for all visitors year-round at Province House

**Management Direction:**

- Parks Canada and the Province will continue to offer a level of visitor services at Province House balancing expectations while ensuring commemorative integrity and meeting safety and security requirements
- In the event that Queen Square redesign is initiated by landowners, Parks Canada and the Province will encourage the redesign to address heritage presentation and visitor orientation, ceremonial purposes and appropriate access for motorcoaches, visitors with disabilities and emergency vehicles.
- Parks Canada and the Province will encourage visitation at Province House, targeting currently underrepresented groups such as Islanders, educational groups and convention and business travelers
- Parks Canada and the Province will continue to strive to meet the accessibility needs of all visitors, while making a best effort to minimize impairment of the original fabric of the building
- Parks Canada and the Province will work to improve the visitor experience by managing visitor use patterns and considering extended orientation
- Parks Canada and the Province will consider possibilities for innovative children's programming

**4.4 Operations and Administration**

The relationship between Parks Canada and the Province in the operation and administration of Province House is described in the *Cost-shared Maintenance Agreement*. This *Agreement* identifies the areas occupied by each party or in common use, describes the responsibilities of the respective parties and the costs for which each party is responsible, which are proportionate to the area occupied by each party. Modifications to the use and occupancy of space at Province House or changes in division of responsibilities are captured during the periodic review of the *Cost-shared Maintenance Agreement*.

Space utilization – The area of Province House is divided between areas exclusively used for the legislative assembly function

(e.g., Legislative Chamber, offices), areas exclusively used for the national historic site function (e.g., theatre, Confederation Chamber) and those areas shared by both (e.g., hallways, washrooms, meeting rooms). The division of space is specified in floor plans appended to the *Cost-shared Maintenance Agreement*.

Most areas of Province House are in active use by one or both functions. Offices are fully occupied and there is no flexibility in reconsidering the use of these spaces during the life of this management plan. However, the use of some non-office space areas may merit reexamination as part of the review of the *Cost-shared Maintenance Agreement*, to ensure the best possible arrangement for use of the limited space at Province House. Areas that may merit attention are the basement, the theatre and guide station on the main level, the exhibit rooms/Opposition Caucus space on the second level, and the media room on the third level.

Grounds – The *Cost-shared Maintenance Agreement* indicates that, among "other services," grounds maintenance (e.g., planting, lawn cutting) is the responsibility of Parks Canada. Maintenance of Queen Square is currently shared between Parks Canada and the Confederation Centre of the Arts. No formal agreement between the parties describes in detail the responsibilities for maintenance of Queen Square. Open communication and cooperation between the parties has resulted in a well-maintained property.

Security – Security measures at Province House meet the high level of security required for a legislative assembly (particularly after the bombing of Province House in 1995), and are more stringent than those required for other national historic sites. Security measures at Province House include security cameras around the exterior of the building, security cameras and motion detectors inside the building, and visitor registration and bag inspections when the legislature is in session. The scope of security includes:

- ensuring the personal safety and security of Members of the Legislative Assembly, staff and visitors

- maintaining updated emergency response and evacuation plans and procedures
- ensuring the protection of the building's interior and exterior, and of the historic objects within it

**Discussion:**

In general, operations and administration at Province House are well organized and well managed. Safety and security at Province House are considered and provided for. However, some areas of operations and administration could benefit from a more formal arrangement.

The *Cost-shared Maintenance Agreement* will continue to be the mechanism through which Parks Canada and the Province articulate the arrangement for co-occupation of the building and division of responsibilities and costs. The *Cost-shared Maintenance Agreement* could more clearly describe appropriate mechanisms for shared decision-making processes at Province House and the means to implement the recommendations of this management plan. Providing for long-term mechanisms for collaborative action would appropriately be included in future revisions of this *Agreement*.

Responsibility for recapitalization and redesign of Queen Square, and for maintenance and subsequently for any liability, has not been clearly defined. This is due to the various landowners and overlapping use by and proximity of occupants in Queen Square. Landowners and occupants of Queen Square would benefit from a more formal arrangement of the division of responsibilities and costs for maintenance and recapitalization including redesign of the Square. Parks Canada should participate in developing such an arrangement at the invitation of landowners. Any involvement of Parks Canada and the Province in grounds and other maintenance and recapitalization should be described in a Queen Square-wide management mechanism that involves all landowners. Environmental impact assessment should precede efforts to redesign or redevelop Queen Square, or maintenance arrangements.

**Goal:**

To ensure the continued cooperative, effective and efficient operation and administration of Province House and its grounds

**Management Direction:**

- Parks Canada and the Province will continue to identify the division of responsibilities and costs at Province House through the mechanism of the *Cost-shared Maintenance Agreement*. The *Cost-shared Maintenance Agreement* will be revised to the satisfaction of both parties in a timely fashion to reflect the changes identified in this management plan, including but not limited to:
  - mechanisms or methods for timely decision making
  - mechanisms for jointly ensuring timely and appropriate responses to identified maintenance and repair requirements of the building
  - roles, responsibilities and division of cost responsibilities for recapitalization projects
  - use of space
  - roles, responsibilities and division of cost responsibilities for heritage presentation and visitor services
- Parks Canada and the Province will work with landowners of Queen Square to define and formalize responsibilities and roles at Queen Square for such things as repair and maintenance, liability, and recapitalization and redesign. In the event that Queen Square redesign is initiated by landowners, Parks Canada and the Province will encourage the redesign to address heritage presentation and visitor orientation, ceremonial purposes and appropriate access for motorcoaches, visitors with disabilities and emergency vehicles.
- Parks Canada and the Province will continue to update the safety and security plan and safety and security measures as required



## 5.0 Impact Evaluation and Environmental Assessment

This management plan for Province House has been evaluated considering the impact of the proposed strategies and actions on the commemorative integrity of the Site and on the natural environment of its associated context. (For the full text, see “Environmental Assessment of Province House National Historic Site of Canada and Seat of the Legislative Assembly of Prince Edward Island Management Plan - Final Report” 2003). The environmental assessment was conducted according to direction in the *Parks Canada Management Directive 2.4.2–Impact Assessment* (1998), *Draft Guidelines for Assessing Parks Canada Management Plans* (1998), *Environmental Assessment Process for Policy and Programs* (Federal Environmental Assessment Review Office, 1993), and *Procedures of the Department of Canadian Heritage for Complying with the CEAA* (Parks Canada, 1996). Field Unit staff conducted an environmental screening of the proposed management guidelines prior to their presentation to the public. A final environmental assessment of the management guidelines was conducted in the final stage of drafting the management plan, to allow for incorporation of necessary changes into the final document.

The environmental assessment found that none of the proposed actions in this management plan will result in a negative impact on the natural environment of grounds surrounding Province House, or detract from the commemorative integrity of the Site.

The section of the environmental assessment that assesses the potential “stress” and negative or positive impact caused by the proposed actions found that none of the proposed initiatives will impose a stress on the Site, and that in fact many initiatives will contribute to ensuring the commemorative integrity of Province House and benefit its physical setting, Queen Square.

While the actions proposed in this management plan do not necessitate any specific mitigative measures, the assessment emphasizes that:

- any activities that involve Parks Canada staff participation or that receive funding from the Parks Canada Agency will have to undergo project-specific environmental assessment. This may include cost-shared services, redesign of the grounds of Queen Square and any new use of the grounds for orientation and interpretation (both putting new services in place and increased use of the grounds by visitors as a result)
- particular attention needs to be paid to how redesign or increased reliance for orientation or other service provision may impact the grounds of Queen Square, particularly in the absence of good knowledge of visitor numbers or use patterns.

In future, should any physical work proceed, a project-specific environmental assessment will be undertaken, as required by the *Canadian Environmental Assessment Act*.



## 6.0 Implementation

Envisioned as a strategic guide for managers, this management plan for Province House has a lifespan of ten to fifteen years (to be reviewed every five years). The proposed management direction will be implemented through annual work plans and annual budgeting. The implementation of the management plan will be the responsibility of the Superintendent of the Prince Edward Island Field Unit of Parks Canada with appropriate participation of the Province of Prince Edward Island.

Implementation of the actions proposed for Province House in this management plan, once approved, depends on the availability of financial resources. In the case of Province House, no radical change is proposed to current heritage protection and presentation practices, visitor facilities and the service offer nor to the overall operation and management of the Site. Proposed management direction includes formalizing decision making on priority maintenance and recapitalization of the building itself, and improved decision making on the maintenance and recapitalization of the grounds. Orientation and use of the grounds for heritage presentation, collaboration with educators to develop educational curriculum materials, improved

Web sites and other improvements to the heritage presentation offer will be explored. As well, cooperative initiatives with partners will be sought to identify, evaluate and pursue appropriate special events and heritage presentation programming activities.

Priority actions are identified in the chart below. Emphasis has been placed on those activities expected to occur during the first three years following management plan approval but other activities to be pursued during the life of this management plan have been identified as well. No priority has been assigned to activities beyond identifying broadly the period in which they will occur. The need for further prioritizing will be determined during more detailed action planning.

Progress on the management plan implementation will be communicated to the public through Parks Canada's annual reporting on business plan performance and through the Parks Canada *State of the Protected Heritage Areas* report, and other mechanisms adopted by the Province. The management plan will also be subject to periodic review, and can be amended to reflect changing circumstances. The public will be consulted about major changes.

Management Direction	Priorities during the first 3-year period	Future-year priorities
Prepare conservation guidelines and a maintenance plan	■	
Examine ways to jointly provide for ongoing and timely recapitalization	■	
Catalogue, assess and monitor historic objects that do not form part of the artifact collection under the <i>Lease Agreement</i>		■
Encourage the redesign of Queen Square to address heritage presentation and visitor orientation, ceremonial purposes and appropriate access for motorcoaches, visitors with disabilities and emergency vehicles	■	
Review the recommendations of the <i>Heritage Presentation Plan (2001)</i> and together with the province set priorities for implementation of its recommendations to renew heritage presentation at Province House	■	
Strengthen on-site experiences that evoke a sense of the authenticity of Province House	■	
Develop new programs and media on currently underrepresented themes, such as the democratic process and the judicial function		■
Cooperatively with the province develop printed support materials	■	
Update and enhance the non-personal heritage presentation media, considering new technologies		■
Consider and test mechanisms for use of the grounds for orientation and for heritage presentation purposes	■	
Consider possibilities for innovative children's programming	■	
Collaborate with other groups and agencies in the offering of personal programming and special events	■	
Improve the educational content of and continue to maintain up-to-date and accurate Web sites for Province House in its various functions, ensuring links with other related sites	■	
Work with educators at the provincial, regional and national levels on the preparation of appropriate curriculum materials and programming to improve school-aged children's understanding of Province House	■	
Work with other agencies that promote and market Prince Edward Island, Charlottetown and Province House to ensure that the uniqueness of Province House is understood by those agencies and that the appropriate messages are conveyed about Province House	■	
Encourage visitation at Province House, targeting currently underrepresented groups such as Islanders, educational groups and convention and business travelers	■	
Work with owners and administrators of other national historic sites in downtown Charlottetown to promote Province House as part of a cluster of national historic sites with collective appeal as a destination	■	
Work with others with an interest in preserving the heritage and other values of Province House and in communicating key messages, collaborating with other groups and agencies in offering heritage presentation initiatives and special events	■	
Explore opportunities to work with other legislative assemblies to develop material and/or undertake collaborative promotion for mutual benefit		■
Improve the visitor experience by managing visitor use patterns and considering extended orientation	■	
Revise the <i>Cost-shared Maintenance Agreement</i> ; consider opportunities to include in this revision formalized methods for timely decision making, and responsibilities and roles in recapitalization projects, heritage presentation and visitor services	■	

## List of Participants

The development of this management plan for Province House benefited from the participation of a number of individuals:

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## APPENDIX A

## Legislative and Policy Context for Management Planning of National Historic Sites

A management plan must be prepared for all national historic sites owned or administered by Parks Canada, in accordance with federal legislation and Parks Canada policy. The legislation that pertains to Province House is the *Historic Sites and Monuments Act* and the *Parks Canada Agency Act*.

### *Historic Sites and Monuments Act*

The *Historic Sites and Monuments Act* provides the minister responsible with the legislated mandate to designate “historic places,” or to bring them into being. Such designations are usually made on the recommendation of the Historic Sites and Monuments Board of Canada, a statutory advisory body composed of members representing all provinces and territories.

### *Parks Canada Agency Act*

Under the *Parks Canada Agency Act* (1998), Parks Canada has a mandated responsibility for ensuring the commemorative integrity of national historic sites. In accordance with this Act, every national historic site administered by the Agency prepares a management plan to be tabled in Parliament once every five years, which is reviewed every five years.

The management plan is prepared with guidance from the *Parks Canada Guide to Management Planning* (2000), and in accordance with Parks Canada’s current policy, described in *Parks Canada Guiding Principles and Operational Policies* (1994). Two sets of federal policy must be considered in the development of a management plan for Province House: the National Historic Sites Policy and the Cultural Resource Management Policy.

### *National Historic Sites Policy*

Canada’s system of national historic sites preserves and presents tangible and symbolic aspects of our nation’s cultural heritage. The National Historic Sites Policy outlines the objectives of a national program of historical commemoration, provides guidelines for the evaluation of the program including the concept of commemorative integrity, and outlines the roles and responsibilities for the recognition, designation and commemoration of sites, persons and events of national significance.

The Government of Canada’s objectives for national historic sites are:

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

### *Cultural Resource Management Policy*

To ensure that national historic sites and their associated resources and values are protected and presented appropriately, Parks Canada has developed a Cultural Resource Management Policy. Cultural resource management is an integrated and holistic approach to the management of cultural resources<sup>8</sup>. The policy applies to all activities

<sup>8</sup> A cultural resource is a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value (Parks Canada Guiding Principles and Operational Policies 1994)

that may have an impact on cultural resources whether they relate to protection, maintenance, appreciation or use of the resources. The five principles of cultural resource management (value, public benefit, understanding, respect and integrity) are not mutually exclusive; rather they work most effectively when considered together. The practices of

cultural resource management are integral to the successful management of a national historic site by Parks Canada and partners in co-operative or shared-management activities. The Cultural Resource Management Policy also provides guidance on activities such as corporate direction, planning, research, conservation and presentation.

**APPENDIX B**

**Inventory and Evaluation of Cultural Resources  
 with National Historic Significance**

<b><i>In situ</i> Resources</b>	
Province House	Level I
<b>Historic Objects</b> 1500 artifacts generally falling into the following four categories:	
<ul style="list-style-type: none"> <li>artifacts leased from the Province of Prince Edward Island and assumed, on the basis of style and tradition, to date to 1864 or before (approx. 50)</li> </ul>	Level I
<ul style="list-style-type: none"> <li>artifacts leased from the Province of Prince Edward Island and assumed, on the basis of style and tradition, to date from after 1864 (approx. 150)</li> </ul>	Level II
<ul style="list-style-type: none"> <li>antiques bought by Parks Canada as part of the restoration process (approx. 1050)</li> </ul>	Level II
<ul style="list-style-type: none"> <li>reproductions acquired for restoration (approx. 250)</li> </ul>	Other
<b>Plaques and Monuments</b>	
Eight Historic Sites and Monuments Board of Canada plaques commemorating Province House NHSC and the seven Island Fathers of Confederation	Level II
Bronze plaque given to the Province of Prince Edward Island by the Government of Canada on the occasion of the fiftieth anniversary of the Charlottetown Conference	Level II



**APPENDIX C**

**Locations of Plaques and Monuments**

<b>Plaques</b>	
Province House	HSMBC, southwest of Province House, mounted on concrete cairn
Fathers of Confederation (seven)	HSMBC, northeast of Province House, mounted on concrete cairn
Twenty-fifth Premiers' Conference in 1984	southwest of Province House, mounted on concrete cairn
Francis Bain, naturalist	southeast corner of Coles Building lawn, mounted on granite rock
Arthur Newbery	northwest Province House lawn, mounted on PEI sandstone
Women who served in the Armed Forces	northeast Province House lawn, mounted on concrete cairn
<b>Monuments</b>	
War Monument (three soldiers)	centre, north side of Province House
Boer War Monument	southeast of Province House



## APPENDIX D

## Summary of the Commemorative Integrity Statement

The values associated with Province House as a site of national historic significance, and the objectives for the assurance of these values, collectively comprise the “commemorative integrity” of Province House, articulated in a Commemorative Integrity Statement for the Site. A concept employed by Parks Canada, commemorative integrity refers to the condition or state of a national historic site when the site is healthy and whole. A national historic site possesses commemorative integrity when the resources directly related to the reasons for the site’s designation as a national historic site are not impaired or under threat; the reasons for the site’s national historic significance are effectively communicated to the public; and the site’s heritage values (including those not related to national significance) are respected by all whose decisions or actions affect the site.

A site’s national historic significance is concisely described in a Statement of Commemorative Intent. The rationale for the statement is contained in recommendations by the Historic Sites and Monuments Board of Canada to the minister responsible or is gleaned from minutes of Board meetings. In the case of Province House, the Historic Sites and Monuments Board of Canada discussed the possibility of commemorating Province House as a national historic site on a number of occasions from 1960 to 1966, the latter date being when the Historic Sites and Monuments Board of Canada passed the following resolution:

“The Board is satisfied that the Province Building is of national historic significance but it cannot recommend that the Federal Government aid in its preservation and maintenance under the terms of the letter of April 21, 1966 which the Premier of Prince Edward Island has sent to the Chairman of the Board.”

Further discussions by the Historic Sites and Monuments Board of Canada led to the development of plaque text, and the addition in 1980 of the judicial function message to the other messages of national significance to be interpreted at the Site. The Statement of Commemorative Intent, derived primarily from the Board minutes of October 1966 and June 1980, is as follows:

Province House National Historic Site of Canada was designated a national historic site in 1966. The reasons for national significance are:

- it is the site of the Charlottetown Conference of 1864, which led to Confederation in 1867;
- it is a fine example of the neo-classical architectural style;
- it is representative of the judicial institution of Prince Edward Island.

#### **Key Values of Province House as a National Historic Site**

The following describes the Site’s key cultural resources, including the designated place, *in situ* resources and historic objects, as well as the key messages conveying the national historic significance of the Site and other messages describing other Site values.

#### **Cultural Resources**

Ensuring the commemorative integrity of Province House requires the protection of those cultural resources that were instrumental in or integral to the designation of Province House as a site of national historic significance; these are “Level I” resources. Cultural resources may be considered collectively in context (designated place, *in situ* resources), as well as individually or taken out of context (historic objects).

The designated place of a national historic site refers to the place designated as being of

national historic significance by the responsible minister on the recommendation of the Historic Sites and Monuments Board of Canada. It is a geographically definable location circumscribed by boundaries. At Province House, the designated place consists of Province House delineated by its footprint. As the designated place, Province House as a whole is valued because: it is the site of the Charlottetown Conference of 1864; it is a fine example of the neo-classical architectural style; it is representative of the judicial institution of Prince Edward Island; it forms one end of the Great George Street Historic District and remains an important component of Queen Square. The *in situ* resources consist of Province House, the building itself. As the *in situ* resource, Province House is valued because: it contains the Confederation Chamber where the delegates to the Charlottetown Conference held their meetings in September 1864; it is a fine example of the neo-classical architectural style demonstrating many interdependent characteristics of the style, including symmetrical design both on the exterior and interior, balanced elevations with central porticos with pediments, and decorative use of pilasters and columns employing antique (Ionic) orders; and from 1847 to 1872, it housed the supreme court and judicial offices for the Province of Prince Edward Island.

The artifact collection at Province House consists of approximately 1500 items. Approximately 50 of these items, based on visual appearance, documentary sources and tradition, are thought to have been in the building at the time of the Charlottetown Conference and have remained there since that time; accordingly, these 50 items are considered "Level 1" resources. These objects have value because they can be directly linked to the role of Province House as the site of the Charlottetown Conference, and have been located within Province House since that time.

#### **Messages**

The commemorative integrity of Province House is ensured in part by facilitating public understanding of the reasons for the national historic significance of Province House

through heritage presentation activities. The reasons for a site's national historic significance must be effectively communicated to both on-site visitors and the broader public. There are three reasons why Province House is considered of national historic significance:

*Province House was the site of the Charlottetown Conference of 1864, the first meeting that led to Canadian Confederation in 1867.* In September 1864, a group of influential politicians from the colonies of Prince Edward Island, Nova Scotia, New Brunswick and Canada met at Province House to begin discussions on a union of the British colonies in North America. By the end of the conference, they had reached general agreement on the principles of Confederation. Detailed terms were later hammered out at conferences in Quebec City and London and became law as the *British North America Act*, which created the Dominion of Canada in 1867.

*Province House is a fine example of the neo-classical architectural style.* Based on study of the architectural forms and motifs of ancient Greece and Rome, the neo-classical style was commonly employed for public buildings in the British North American colonies between 1820 and 1860. Designed by the premier Island architect/builder of his day, Isaac Smith, Province House exhibits many of the characteristics of the style, including symmetrical design both on the exterior and interior, balanced elevations with central porticos with pediments, and decorative use of pilasters and columns employing antique (Ionic) orders.

*Province House is representative of the judicial institution of Prince Edward Island.* The architectural design for Province House included space on the ground floor for the supreme court room and offices for court officials. The Supreme Court continued to make its home in Province House until 1872 when the supreme and insolvency courts, prothonotary office and land registry moved to the newly constructed court house and post office, located on Queen Square west of Province House. Following the transfer of this building to the Government of Canada after Prince

Edward Island entered Confederation in 1873, the province built a new court house east of Province House.

#### ***Other Heritage Values***

Province House contains other cultural resources that have historic significance while not relating to the reasons for the national significance of Province House; nonetheless, their local or regional associations, historical significance and aesthetic or environmental qualities are valued.

#### ***Curatorial Collection***

Approximately 1200 items of the collection are evaluated as Level II resources. This category includes artifacts that are part of the *Lease Agreement* between the federal and provincial governments that are, for reasons of design or tradition, unlikely to date to 1864, and antiques purchased by Parks Canada as part of the restoration process. Within this latter group are some items that are known to have been made in Prince Edward Island: these are of particular importance (e.g., Trenamen tall-case clock). The painting of the ball held at the Charlottetown Conference by Dusan Kadlec, donated to Province House by the Themadel Foundation of St. Andrews, New Brunswick, hangs in an exhibit room outside the Confederation Chamber.

The artifacts that have traditionally been located within Province House reflect the historical evolution of the Site. Antiques that are not site-specific reflect the material culture of the Maritimes, and antiques that are Island-made are rare and reflect the material culture of Prince Edward Island. The Dusan Kadlec painting of the conference ball is valued because it reflects the interest of private philanthropic organizations in commemorating Canada's history.

#### ***Related Commemorations***

Eight Historic Sites and Monuments Board of Canada plaques commemorating Province House and the seven Island Fathers of Confederation are located on the grounds adjacent to Province House. Although the grounds do not form part of the designated place, Parks Canada is responsible for maintenance of the Historic Sites and Monuments

Board of Canada plaques and, as a major stakeholder in the administration of the area, undertakes financial commitments to its overall maintenance. A large bronze plaque, donated to the Island government by the Government of Canada to commemorate the fiftieth anniversary of the Charlottetown Conference, is set on the walls of the second main hall, immediately outside the Confederation Chamber. Ardgowan National Historic Site of Canada (located approximately two kilometres from Province House) commemorates the home of William Henry Pope, a prominent Island politician and Father of Confederation. The Historic Sites and Monuments Board of Canada plaque commemorating the Great George Street Historic District is located at the waterfront end of Great George Street. Province House forms the northern end of the view of Great George Street from the plaque location.

The Historic Sites and Monuments Board of Canada plaques and the bronze fiftieth anniversary plaque reflect the federal government's efforts to recognize Canada's history.

#### ***Messages not related to the reasons for national historic significance***

There are a number of messages about the historic importance of Province House aside from those reasons for which it has been designated of national significance:

- Province House was designed and built by Isaac Smith, a prominent Island architect and builder.
- Province House played, and continues to play, an important role in Island public life as the Island legislature and as the centre of administration.
- Province House was designed and built by Islanders with Island material, except for the exterior stone.
- The restoration and refurbishing of Province House illustrate the federal-provincial partnership forged to preserve Province House as the "Cradle of Confederation."
- Province House forms one end of the Great George Street Historic District.

- Province House was, and continues to be, an important component of Queen Square, which was the centre of the town for religious, political and social purposes.
- Province House NHSC is part of Canada's family of national historic sites.
- Ardgowan National Historic Site of Canada commemorates the home of William Henry Pope, a prominent Island Father of Confederation. During the Charlottetown Conference, Pope entertained the conference delegates at an afternoon luncheon at Ardgowan.

These messages are effectively communicated when they are conveyed effectively to Canadians without overwhelming communication of the reasons for the national significance of Province House and when this is measured and monitored.



