

STEWARDSHIP OF HERITAGE BUILDINGS

ARE WE COMMITTED?



PROCEEDINGS

Heritage Canada Foundation Conference
September 9-11, 2004
Saint John, New Brunswick

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The City of Saint John



The City of Saint John



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OPENING REMARKS



BRIAN ANTHONY,
Executive Director,
Heritage Canada Foundation

It gives me great pleasure to welcome you to the 2004 annual conference of the Heritage Canada Foundation.

I would like to recognize a colleague who has come particularly far to be with us. I know we have people here from all across this great land, as well as visitors from the United States, but I would like to give a warm welcome to Marie Wood, our colleague from the Australian Council of National Trusts.

One of the great things about these conferences is not just what goes on in the plenary sessions, but also what goes on in the corridors when all the networking happens. I'm sure that Marie would welcome the opportunity to exchange ideas with you and discover that we are probably fighting the same battles and are desperately trying to come up with new strategies to do so.



TREVOR HOLDER,
Deputy Speaker,
New Brunswick Legislative Assembly,
MLA Saint John Portland

I'd like to welcome everybody to the Heritage Canada Foundation's 2004 annual conference. On behalf of Percy Mockler, Minister of the Culture and Sport Secretariat, I extend greetings and welcome everybody to Saint John and to New Brunswick.

I would like to congratulate the conference organizers and volunteers who have worked hard to make this event successful. I wish to congratulate the city of Saint John, Canada's oldest incorporated city, for hosting the conference.

This year's theme on stewardship is certainly appropriate for the province and the historic city of Saint John. New Brunswick has rich heritage resources. Our province is continuing to work towards preservation and stewardship in the heritage sector. New Brunswick is actively participating in the national Historic Places Initiative (HPI). This initiative provides our communities with the opportunity to identify and commemorate their many historic places. As well, the program can bring about increased heritage and preservation awareness. Already seven New Brunswick communities are in the process of creating their first registers of local historic places, and a number of other municipalities have committed to the process.

Participation in HPI has meant an opportunity for the province and municipalities to work

Participation in Historic Places Initiative has meant an opportunity for the province and municipalities to work together for the stewardship of our historic places.

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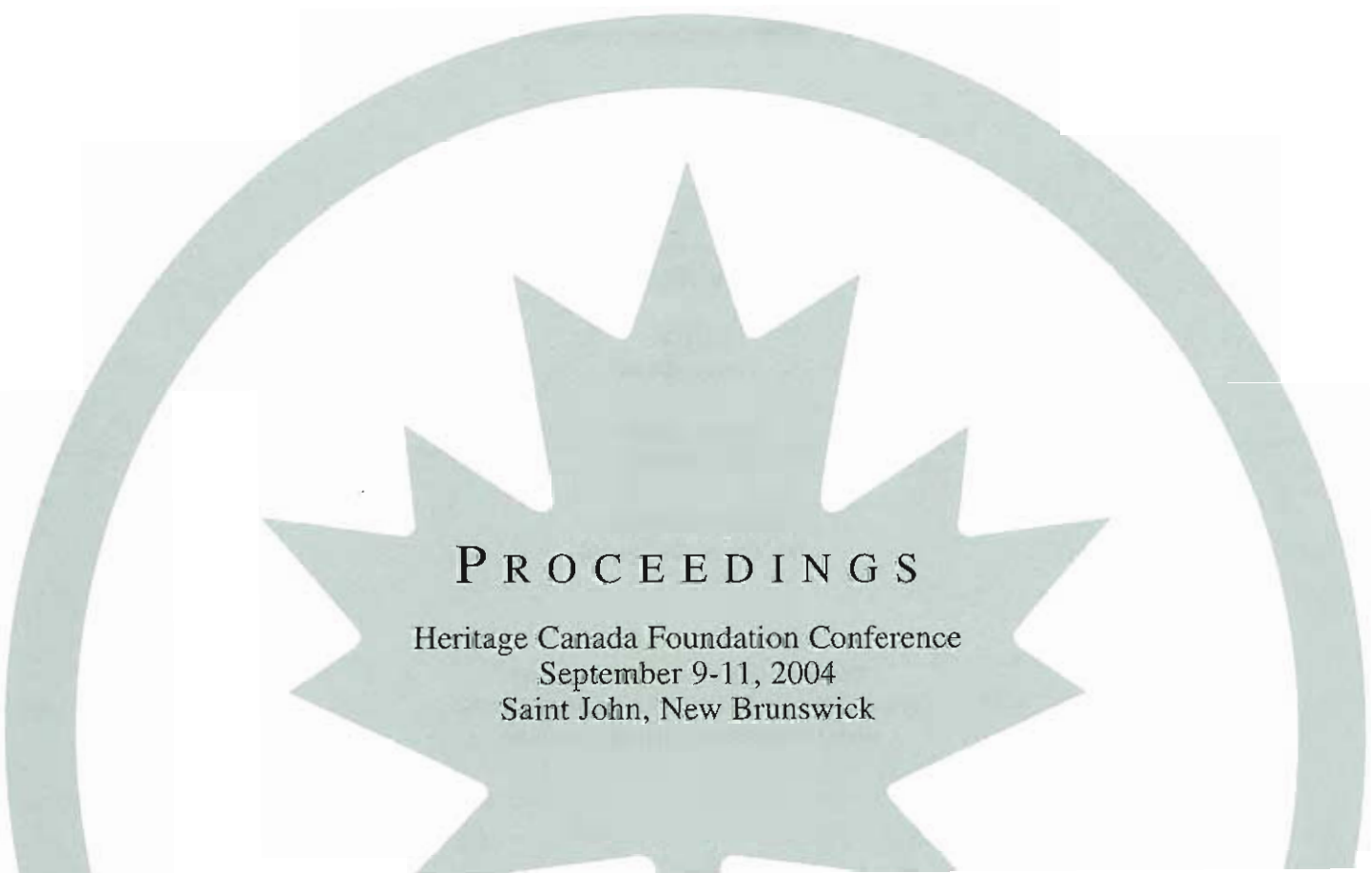
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of the conference papers herein are not necessarily
those of the Heritage Canada Foundation.

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JIM BEZANSON,

Chair of the Board of Governors and Governor
for New Brunswick
Heritage Canada Foundation

As Chair of the Board of Governors, Heritage Canada Foundation, and board member for New Brunswick, it is a double honour for me to welcome you to our 2004 annual Heritage Canada conference. Your host city, Saint John, is also my home town – that makes it a triple honour. I hope those of you who have already participated in the walking tours and the technical session on storefronts yesterday have enjoyed your experience.

This conference is about stewardship. One of my expectations is that we will learn more about stewardship and related issues, both from the broad international perspectives – Tony Tung, Herb Stovel are here to speak – and from those often thorny policy issues that can make us impatient at times. The Heritage Canada Foundation is committed to helping solve those policy issues while helping us to understand the actual fabric of heritage buildings. This conference blends a number of stewardship topics, from the broad to policy to hands-on technical discussions.

The events over the next three days have been designed to help you make the most of your time here — not just learning, but also enjoying your experience together. It has been my experience at conferences that the networking opportunities that are provided are really valuable. You get to meet other folks from across the country and find out how they are solving problems in

together for the stewardship of our historic places. It has also provided New Brunswick with the opportunity to work with other provinces and territories involved in this national initiative. A provincial leader in all aspects of heritage preservation, the City of Saint John is to be commended for its commitment to preserving our heritage. Over many years, by taking advantage of provincial legislative tools and implementing an incentive program, the City and community and the private sector have worked hard to establish and administer a number of municipal preservation areas. A strong heritage profile has had impressive results. Through such important recognition as the prestigious Prince of Wales Prize, Saint Johners have come to value preservation and to celebrate their historic buildings and places.

I would like to commend Heritage Canada and the hard work you continue to do. Volunteer groups such as yours recognize the many challenges and can speak to the issues of heritage preservation and stewardship. By valuing our local, provincial and national heritage, New Brunswickers and Canadians can begin to put in place the means to protect it. I trust that your deliberations will be very beneficial to you, to our community, to our province.

their particular area. Enjoy the hospitality you will find here, like the Maritime Kitchen Party organized by local Steering Committee Chair, Diane Alexander, and the dinners in historic homes organized by Peter Smith.

On behalf of the Board of Governors of the Heritage Canada Foundation, welcome to our conference in the City of Saint John as we discuss stewardship and whether or not we are committed to it.

KEYNOTE ADDRESS

TOPIC: The Global Conservation Crisis.



PRESENTER: ANTHONY M. TUNG,

Urbanist and author of *Preserving the World's Great Cities*

Anthony Tung, the former New York City Landmarks Preservation Commissioner, presented a slide talk on the connection of people to their cities. The address was an uplifting commentary on how individuals have made a difference – good and bad – to the heritage of great cities around the world.

The Global Conservation Crisis

Mr. Tung referred to the conference theme question of “are we committed?” by asking “how can we afford not to be?” He said that across the globe, human-made settlement is changing at astronomical speed, often without thought of the future, and is frequently “assuming non-life-enhancing attributes.”

In his view, despite all the benefits of modernization, the extent and degree of current global environmental pollution, ugliness and poverty is unprecedented in human history. Even among the most developed nations, “much of the human-made cloak that covers the planet surface is abysmal in quality.” Given the widespread failure to enact effective urban growth strategies, historic preservation has emerged in many places as the most proactive planning tool of contemporary governments. Despite its established positive effect, the saving of heritage is

frequently a politically combative process. He stated emphatically that “the sustained vigorous commitment of preservation-minded individuals is essential to achieving its life-enhancing benefits. Are we committed? What kind of world shall we pass on to future generations if we fail in our commitment?”

Mr. Tung’s presentation painted a broad picture of urban architectural preservation as it has unfolded across the 20th century. He first examined the “pervasive culture of destruction” that has eradicated massive amounts of the world’s architectural heritage. Then he outlined global development trends and provided three universal conservation concepts of the emerging “culture of conservation.” Finally, he told the story of Warsaw – “the most important preservation event in the past hundred years.”

While researching his book *Preserving the World's Great Cities*, Mr. Tung travelled to 20 of the most architecturally beautiful cities in the world. From Amsterdam to Istanbul, Paris, Vienna and beyond, he interviewed historians, preservationists, architects, planners, and government officials in each place. During this 18-month period of research, he was confronted with two realities he has tried to account for: the widespread demolition of numerous irreplaceable structures and the fracturing of the traditional milieu by out-of-scale, unsympathetic modern development. In each city, he questioned how much significant historic fabric had been destroyed between 1900 and 2000, and whether binding preservation laws were enacted in time to avoid the rupture of its character.

Mr. Tung stressed that only binding statutes, i.e. stringent regulations without any loopholes, would stop the attrition of historic assets. He noted that hardly any city in Canada has a truly binding law. But, he said, in those places around the world that do have them, it has meant that a community can save its historic area or buildings in perpetuity.

Mr. Tung spoke of the great architectural losses resulting from a culture of destruction, such as in Amsterdam, where 25 percent of its heritage inventory has been lost. He also detailed the

enormous damage that occurred in Rome as it was modernized, explaining that the widening of roadways caused some of the worst destruction. For instance, the creation of the Via de Fiori Imperiali resulted in several blocks of mediaeval structures being levelled. Although the forums of the Caesars were unearthed after 1,000 years, one-third of this precious archaeological zone, “one of the most important sites in western civilization,” was repaved with asphalt in the name of efficient automotive transportation,” he lamented.

Another Roman example given was the Theatre de Marcello, completed by Augustus in 44 BC, converted into a fortified mansion during the Middle Ages, and then adapted into palatial apartments during the Renaissance. Now, the landmark is isolated with a major thoroughfare running up against it. The acid rain resulting from the massive amount of exhaust generated by rush-hour traffic is destroying the Imperial monument’s stone. Historian Spiro Caustof estimated that between 1870 and 1950, one-third of historic Rome was levelled, including most of its mediaeval fabric.

Mr. Tung explained that during the Renaissance in Rome, intermittent conservation edicts were enacted by various popes, and then subsequently annulled by later ones. Over the course of several centuries this practice resulted in about 1,000 public buildings of the ancient Imperial city being erased. Although Roman buildings were made to last for millennia, their stone blocks were “cannibalized” for use in new construction, or sold and shipped to other European cities, or shattered for the creation of rubble walls, or burned to make lime, or pulverized to make stucco, he said.

The mediaeval Islamic centre of Cairo, long a treasure box of beautiful architecture, is another example of irreplaceable loss. In 1900, “the penultimate surviving city of Islamic urban civilization, comparable in its extent and depth to urban Venice,” was filled with many hundreds of landmarks, such as the Mosque of al-Hakim, said Mr. Tung. Today, according to UNESCO, pollution, in combination with a widespread lack of building maintenance, has

caused more than 50 percent of the district's landmarks and vernacular mediaeval fabric to vanish into dust. Mr. Tung explained that in Cairo, as in other cities in underdeveloped nations, lack of economic resources is a major cause of destruction, as is explosive population growth, widespread illegal settlement, government corruption and a catastrophic degree of environmental pollution.

The culture of destruction also hit Moscow. According to Mr. Tung, after the fire of 1812 erased three-quarters of the city, Napoleon Bonaparte remarked in a letter to the Empress Josephine, "Moscow, one of the most beautiful cities in the world, exists no more."

Mr. Tung described the character of the cityscape as singularly Russian, crowned with a mélange of eclectic church steeples and domes. By 1836, 175 of these churches had been reinstated. In the industrial era, a Russian nationalist style of architecture emerged, further embellishing the cityscape with myriad fanciful building tops, such as those found in Red Square. He explained that St. Basil's Cathedral, rebuilt in 1583 with its onion domes, is the archetype. The square also contains the trading rows, which were constructed in 1885 with tent roofs and thickly articulated masonry façades, and the decoratively capped ancient towers of the Kremlin. Taken as a whole, Mr. Tung said, the "cityscape revealed the origins, the cultural milieu, and the step-by-step evolution of a remarkably beautiful architectural sensibility."

In the communist era, although Vladimir Lenin had instituted an admirable conservation bureaucracy, the development programs of Stalin and Khrushchev were blatantly hostile to heritage conservation, said Mr. Tung. The resulting poorly fabricated, massive government housing estates caused widespread demolition and "extreme disjuncture of scale and character throughout the cityscape." The Russian Academy of Architecture found that from 1924-1940 about 50 percent of the significant buildings of Moscow were bulldozed, including more than 200 noteworthy churches. Mr. Tung remarked that few cities in the 20th century "had their beauty so harshly depleted."

To find out how much important urban fabric has been lost globally in the past 100 years, Mr. Tung talked to experts at UNESCO's division of cultural heritage in Paris. The answer was invariably the same – around 50 percent. He said that the speed of this transformation is alarming because the destruction continues in many places and is even escalating in others.

"If 40 to 60 percent of the fabric of old cities has been destroyed in the 20th century," he wondered, "how much will remain after another 100 years of modernization. By 2100, will we have destroyed 75 percent of the global architectural legacy?" he asked.

The global developmental model

Mr. Tung pointed out that since the Industrial Revolution there has been an unprecedented explosion of the global population from 1.6 billion in 1900 to 6 billion in 2000. The percentage of people living in cities has also increased from 14 percent in 1900 to 51 percent in 2000. This trend has resulted in 10- and 20-fold expansion of the physical size of numerous historic cities.

He explained that a model of the global urban environment shows that the historic core averages only about 7.35 percent of the modern city with half of its beautiful buildings destroyed. Meanwhile, on average, 92.6 percent of the fabric of the contemporary city has been constructed in the past 100 years.

Recognizing that "billions of human beings make their homes from scraps and leavings of the black market interstices of the city," Mr. Tung indicated that even in developed nations, the quality of modern urban settlement is often bleak, environmentally insensitive and architecturally impoverished. A study by the American Institute of Architects in the 1980s revealed that architects designed only 10 to 15 percent of the buildings erected in the United States. He said it was probably even less on a global scale.

Mr. Tung noted that during this same period "in reaction to these forces, urban societies on

all continents began to enact ever more rigorous heritage conservation statutes." First, the singular monuments were protected, then the singular ensembles. Eventually, after the Second World War, whole beautiful historic townscapes, including large sections of the great cities, were designated. In response to "the creeping homogeneity of international modern architectural culture and contemporary development," the focus of urban preservation became "saving the evidence of distinct urban cultures; saving the character of places that once were different," he said.

The emerging culture of conservation

Mr. Tung described what he called his "first universal conservation concept" as the need for hindering legislation in order to stop the destruction of historic assets. In New York, it was the demolition of Pennsylvania Station that finally spurred the City to adopt its landmarks preservation law in 1965. Mr. Tung, former New York City Landmarks Preservation Commissioner, said "the landmarks law is perhaps the single most comprehensive urban conservation statute in the United States." This law empowers a single municipal commission to regulate monuments, scenic landmarks and whole historic districts.

His second universal conservation concept deals with communities acknowledging "the thoughtlessness of their cultural self-negation." It is only then that effective preservation policy can be established, he stressed. New York has designated more than 1,000 individual landmarks such as the Brooklyn Bridge, the Municipal Building, the New York Central Railroad Building, the Chrysler Building, the Metropolitan Museum of Art, and Central Park. As well, individual monuments, numerous historic residential, industrial and commercial areas, comprising about 24,000 properties or 2.4 percent of the metropolis, have been protected. Mr. Tung said this 2.4 percent also reflects the global developmental model.

"Only 2.4 percent of New York is restricted in regard to preservation, meaning 97.6 percent is not subject to these constraints," he added.

Contrary to the prevailing conventional wisdom of numerous developers, preservation does not freeze the cityscape in time. He also refuted the idea that heritage conservation is economically debilitating, saying that after several decades of landmarks regulations, the list of the most economically and socially vibrant neighbourhoods in New York is largely the list of the city's historic districts.

The existence of binding legislation puts an end to the general debate about whether conservation should occur or not, "allowing urban societies to focus their creative potential on how best to save their heritage," he said. This third universal conservation concept will "engender a culture of conservation," explained Mr. Tung. Citing Singapore as an example, he noted that by the early 1980s it was an emerging centre of the new global economy. However, the single-minded push for economic betterment included a package of incentives to redevelop the old historic core with tall modern buildings. Three studies, a 1958 master plan by the Singapore Improvement Trust, and two reports by United Nations consultants concluded "the old mercantile emporium that once attracted ships from across the world was a distinctive and irreplaceable legacy," he said. This warning, however, fell on deaf ears.

By 1986, an integrated program to expand tourism had resulted in the construction of a modern airport, the launch of a top-rate national airline, and the building of numerous modern hotels. Yet, the hotels were only half-filled, since foreign tourists were looking to experience historic Singapore. The tourism task force finally admitted that in its effort to build a modern metropolis, it had "removed aspects of our Oriental mystique and charm best symbolized in old buildings."

Although Singapore had created a monuments board in 1971, after 15 years, barely 20 landmarks and no historic districts had been designated. The government then established one of the most thorough urban preservation programs in the world. "It decided to protect the surviving old commercial-residential area that embodied the cross-fertilization where western

architectural culture had fused with forms from China, India and Malaysia," he said. Here at last, said Mr. Tung, was the co-operative creative explosion that underlined the ascension of the modern cityscape. All the remaining areas in Singapore, some 5,200 buildings, were then designated; 18 percent of these were promptly restored within three or four years via government grants. A \$20-million tourism product development program energized this restoration. By 1994, about 6.9 million tourists spent \$10.9 billion in Singapore, representing 10.3 percent of the country's gross national product.

Mr. Tung noted that cultural tourism supported by heritage conservation is a highly productive sector in foreign exchange earnings. It is a cost-effective investment which, in many of the world's great cities, constitutes one of the top four urban income sectors.

The story of Warsaw

Mr. Tung ended his presentation by telling the story of the destruction of Warsaw at the hands of the Germans during the Second World War. He explained that Polish historians, believing the German occupation would be destructive, organized resistance throughout the city. To quash the spirit of rebellion, Hitler decided to "steal what amounted to their cultural identity." A plan was put in place to demolish every landmark building and every beautiful part of the city and to burn the artwork and the contents of the city's archives. The Polish architects and historians began to notice that tags were appearing on all the landmark buildings. "They quickly understood that it was not to save them," explained Mr. Tung.

In was then, he said, that the Polish planners throughout the city began to gather in secret groups or cabals to plan the rebuilding of the city. The occupational authorities declared that any city planning for the future would be considered a punishable illegal act.

A remarkable feature of this Polish resistance to the destruction of their culture developed in the architectural school, continued Mr. Tung.

It had been made into a drafting university where the teaching of architecture and planning was forbidden. Believing that Warsaw could one day be rebuilt, and recognizing the eventual need for trained architects, the professors offered the full curriculum against the rules of the occupational authority. Graduating class documents were deliberately pre-dated to before the war. In planning the rebuilding of the city, Mr. Tung explained, documents were gathered that illuminated the style and all of the features of every building. They were hidden in a stone sarcophagus at a monastery outside the city.

On coming to Warsaw at the end of the war, General Eisenhower commented, "I have seen many towns destroyed during the war, but nowhere have I been faced with such an extent of destruction executed with such bestiality." Ninety-seven percent of all the landmarks were destroyed.

Mr. Tung learned that despite the need for clean water, food and emergency health care, conservation authorities were given one day to collect and identify the old bricks and shattered pieces of the buildings before the roads were cleared of rubble. Thanks to a radio broadcast, thousands of people came out to help sift through the ruins, he reported.

A state bureaucracy was created under the communist government that eventually employed 8,000 specialists to re-create all of the lost building technologies of historic Polish architecture. It became the largest state bureaucracy for conservation in the world.

Mr. Tung noted that they re-created as many aspects of the landmarks of the entire old town as they could. Although the city today is not the true historic city that had evolved in this location, "it is a testament to the fact that the Poles refused to have their culture destroyed." He concluded that "the beautiful city is built by human volition. It is destroyed by human volition. It is preserved by human volition. It is all a matter of choice."

DISCUSSION/QUESTIONS

Marie Wood (Australian Council of National Trusts) commented that the major adverse impact on Australian heritage sites in its key cities is from sustainability planning. She said people are so concerned with the growth of cities that they are actually forcing inappropriate infill development. She remarked that this could destroy the subtle, distinct fabric of the cities.

Anthony Tung responded that in many cities in the world, enlightened governments have come to understand that to continue to build horizontally and subsume vast areas of land is not a productive approach for human civilization to take into the next century. There is a pressure to make a more compact city that can be served better by its infrastructure and mass transit. However, that then puts pressure on the centre of the city when high-density infill structures are built in low-scale historic areas. In short, he said, enlightened planning on an environmental level seems to be in conflict with enlightened planning in regard to conservation.

Statistically, he added, the historic zone of the contemporary global city came to represent 7.3 percent by the end of the century, but half of that had been destroyed. The historic zone on average now represents 0.85 percent. He said that in New York, when its designation process is completed in another decade or two, 3 percent of the metropolis will have been designated. The historic zone currently stands at 2.4 percent. He said that the future of the city and its density does not rely on making that small 3 percent as dense as possible. There is still 97 percent of New York that is not protected by those conservation laws, and those areas can and are being built to a higher density. He thought Australia could try the same strategy.

SESSION 1 :

Stewardship Issues in Canada Today: Where Are We?

TOPIC:

A rapid review of main issues: accountability, tax treatment, incentives and partnerships.



PRESENTER:

DR. HERB STOVEL,

Heritage Conservation Co-ordinator,
School of Canadian Studies,
Carleton University, Ottawa

Dr. Herb Stovel, who has been working for 25 years in the heritage conservation field, said that despite best efforts by heritage activists around the world, the global picture shows the rate of loss of heritage structures is greater than the rate of retention. Given this dire picture and the conference theme on stewardship, delegates should be asking not if they are committed, but if they believe in commitment, he said, for without a belief that individual efforts can make a difference, then commitment is very elusive.

The focus of his presentation was primarily on what the individual, not government, can do. He talked about several proven ideas – a stewardship checklist – that delegates could apply in the conservation field that could make a difference.

Dr. Stovel, who spent the last six years with the International Centre for the Study of Preservation and Restoration of Cultural Property (ICCROM) in Rome, took time to define the term stewardship. First, he saw it as being the general ethic embraced when people take on a conservation point of view. Implicitly imbedded within this stewardship ethic, he explained, are “quality objectives” such as sustainability and

conservation. “Stewardship is driven by the belief that we are trying to attain something, change the quality of the communities that we inhabit. Part of the process of making stewardship effective is trying to define those quality objectives in the community,” he said.

Dr. Stovel emphasized that stewardship is about individuals and groups voluntarily taking the initiative to look after those things for which there is a strong interest within the community — rather than government-driven initiatives. “In Canada, over the last 30 years, stewardship has come to mean all those things that we do for ourselves in the name of heritage conservation while trying to look after what is deemed to be of value in our communities,” he said. Although delegates are interested in built heritage, Dr. Stovel noticed a connection between the kinds of stewardship approaches developed for natural heritage and for built heritage.

The third element implied in the definition of stewardship, he said, is the act of complementing other kinds of initiatives, such as using acquisition, and the legislative and regulatory planning systems as tools. Governments’ action of acquiring properties, for example, is only a solution for a fraction of a percentage of the heritage structures in Canada. He considered it, in some cases, to be a useful last-resort option, but not an answer across the board. As well, he had found that “regulatory approaches are fraught with difficulties because they seem to pit private property owners against planners who believe they are acting in the public interest for the community. Somehow the heritage dialogue becomes a contentious one.”

Dr. Stovel stated that, in the long term, it is not laws that save structures, but rather it is the deep-rooted understanding of what a building means in a community that leads to its long-term conservation. Not having binding heritage laws in Canada might, he said, have its benefits, citing as an example the 30-year-old *Ontario Heritage Act*, which does not prohibit the demolition of a building but merely delays it. He explained that because it is weak, non-binding legislation, it has led to the development of a grassroots heritage movement: the

legislation put in place the possibility for municipalities to appoint Local Architectural Conservation Advisory Committees (LACACs).

“These municipally appointed volunteers, over the last 20 years of interaction within and across communities, have become the core of a movement which has defended the built heritage in many Ontario communities,” said Dr. Stovel, adding that “LACACs have made a substantial long-term difference, while those provinces that in the 1970s and 1980s adopted the strongest legislation, often had governments who were unwilling to use it.” Since then, he said, both Ontario and British Columbia have seen some good heritage protection policies removed.

He also acknowledged that the federal government has often provided exemplary leadership in trying to set standards and policy frameworks, and provide models that could be adapted and adopted by other levels of government. The very recent Historic Places Initiative brings together the federal government, provinces and municipalities around a shared notion of what constitutes heritage property, he said, including the idea of a national register of heritage places — which could eventually encompass 15,000 to 20,000 sites — and a common approach to their conservation.

Dr. Stovel then provided a “stewardship checklist” of actions that could improve heritage preservation. In the natural heritage world, stewardship has a good track record of activity, and he suggested that perhaps conference delegates could use some of its ideas.

The first idea, described as “the landowner contact scheme,” involves individuals who talk to property owners who are hostile to the idea that their property has heritage value. These owners often see any heritage concessions as an unnecessary constraint on their ability to use their property in the way they want. When environmentalists used this scheme, continued Dr. Stovel, hundreds of private properties, over time, were brought into a form of conservation by negotiating voluntary agreements with property owners. Through discussion and debate, owners were able to see that there were

many tangible personal benefits to their preserving the natural heritage values of their properties. Dr. Stovel proposed this could be done with hostile heritage property owners. Instead of pushing for stronger legislation and planning controls, heritage advocates could talk to owners about voluntarily using easements or covenants for the long-term benefit of their property.

In the last decade, the term “cultural landscape” has linked both heritage and nature. Dr. Stovel said that cultural landscapes are those whose attributes have been shaped or modified through interaction with humans. He believes that many of the buildings placed on the World Heritage List should have been listed as cultural landscapes.

As an example, he discussed the Urnes Stave Church in Norway, which dates back to 1100 and “expresses a unique building technology in wood.” This church only has about five feet of property around it. In a review of the effectiveness of the management strategies for the property, Norwegian experts concluded it would have been better if the government had originally proposed the cultural landscape in which the church sat as a unit to the World Heritage List. Dr. Stovel said this would have included the church, the village and the fields around the village, whose productivity created the wealth which allowed the church to be built. He emphasized that all these things are part of the same heritage story.

Now, the World Heritage Convention is re-examining sites which were initially thought of only as buildings for possible re-submission to the List as cultural landscapes. This would allow owners to treat or manage all of the related processes and elements in a holistic and dynamic fashion, he said.

Dr. Stovel noted that one of the eleven potential sites proposed by Parks Canada for the new tentative list for World Heritage is the Rideau Canal between Kingston and Ottawa. Much of the management effort in the past 15 years has been to recognize the Rideau Canal as the spine of a corridor whose farming character

was defined by the creation of the canal, and whose management today depends on building co-operative relationships between the owner, Parks Canada, and the 6,000 private property owners and 28 municipalities whose holdings are part of the land framework along it.

The second item on the “stewardship checklist” was identifying quality objectives for heritage stewardship. Dr. Stovel gave the example of the United Kingdom National Trust, which he described as “institutionalized stewardship on a broad scale.” The Trust owns more than 400 properties with the country house as the typical example. Many have begun to question whether the emphasis on the country house is truly representative of English history. Others view it as a positive example of historic interpretation. The houses are open to the public and provide enjoyment and education. Some see the country house as a means through which the social history of the related landscape and villages can be understood. Others are critical of what the National Trust is doing with the country house. It is accused of approaching heritage as “an elitist aestheticism and a commercial vehicle for exploitation that is reactionary and nostalgic.” Dr. Stovel said this debate is vital, both in the UK and in Canada.

“It is not enough to say we have saved these buildings. We must know how we are going to treat them. What is the essential value of a place; what is the message that we, as stewards, are trying to convey to future generations? When we are clear about that, then we can develop restoration or management strategies,” he said.

Dr. Stovel added that the federal Historic Places Initiative would help the heritage community answer these questions. With its forthcoming national register of 15,000 to 20,000 properties, there will be formally worked-out statements of significance for each entry that will ensure that their essential value is understood, and this understanding will be used to guide all of the conservation decision-making.

Dr. Stovel also discussed money and market economies, and the kind of impact that a stewardship framework could have. Too often the

cost-benefit framework of market economies is defined entirely by the private owner’s interest rather than a range of other interests, opportunities and possibilities within the community. He advised that a balance was needed so that the heritage interest could be factored in. The economics of conservation is changing on a global scale, observed Dr. Stovel.

He cited the World Bank as an example, saying it had recently developed a cultural heritage policy based on the idea of “do no harm,” which means that no World Bank project will in any way endanger or impact negatively on the cultural heritage of a place. It is now also evaluating heritage projects for their positive economic benefits, such as poverty alleviation and social inclusiveness. The World Bank, said Dr. Stovel, sees heritage and its ability to generate employment as a key contributor to healthy, vital economies. This is new and appears to indicate that, within a few years, there will be much better arguments that could be used for retaining heritage structures.

Dr. Stovel gave another example of change within the Food and Agriculture Organization (FAO), a global body trying to guarantee food security on the planet. He said its definition of food security had been big agriculture, lots of fertilizers and the destruction of old farms to make way for large sweeping industrial operations. Now, it is rethinking that approach. It is considering that the best way to achieve food security is to ensure the survival of traditional agricultural heritage systems. So far, 200 of these systems have been identified around the world. FAO has begun to invest significantly in pilot projects which will enable those farming in traditional ways to work towards retention of the cultural agricultural landscape, while increasing food productivity in the long term.

In northern Thailand, Dr. Stovel noted, it is the World Health Organization (WHO) that is working with different communities to promote heritage conservation as a means to stabilize those communities. It has discovered the link between community health and investment by the community in looking after its own heritage.

Another stewardship idea that needs refining, he added, is the contribution at the community level. To be more effective there needs to be some clarity about the meaning of public consultation, public participation, and public involvement. He stated that individuals within a community have a hierarchy of rights:

- to be informed about projects and plans for heritage
- to be consulted – voice an opinion
- to shape the questions and answers – participation
- to take the initiative within that community stewardship framework – to act

Dr. Stovel asked whether delegates are giving enough attention to these ideas for generating and strengthening what is done in the name of stewardship. He then asked what the role of government could be in this stewardship framework.

The key, he said, is for government to play a kind of broker or facilitation role. He did not suggest abandoning binding legislation, but said that more effort was needed to connect governments to communities, owners to funds, and investors to markets in ways that are sensitive to heritage values. He gave Edinburgh, Scotland, as an example. "Edinburgh is the best-managed historic city in the world. It has all the conventional planning mechanisms, but it also has agencies, in place since 1971, that play this broker role." Those agencies include the Edinburgh New Town Conservation Committee and the Old Town Renewal Trust.

Dr. Stovel said that in 1971, Edinburgh was confronting its imminent demise, and the decision was made to invest in this "middle ground" or brokerage role. Now, "except by fire, nothing is lost without a lot of thought, and there are many gains all the time, and many efforts to integrate all community interests within the planning process."

Another example of this brokerage concept, he said, was the former Main Street program of the Heritage Canada Foundation. It put co-ordinators in the middle of the business community

whose role was to try to make linkages between the flow of investment and the assets of the business community, i.e. their heritage buildings.

Dr. Stovel ended his talk by saying that heritage advocates need to be much clearer about the quality objectives associated with heritage, so that they can be good stewards of those structures, and that those values and benefits need to be clearly communicated to the community, and then heritage will become politically supported. "Stewardship begins with the recognition that people count. If our heritage is going to survive, it is what we are going to do for it, by ourselves, perhaps within a government framework, that is going to make the difference," he concluded.

SESSION 2 :

Legislation and Policy

TOPIC:

An assessment of the heritage legislation environment in Canada today.



PRESENTER: KAREN PEARCE,

Counsel, Legal Services, Department of Canadian Heritage

Karen Pearce began by reminding delegates that the Parks Canada Agency had moved from the Department of Canadian Heritage to Environment. She then provided a general overview of what exists in terms of a legal and policy framework at the federal level. The presentation was divided into three sections: what we have now; what is being called for by the experts; and how to get there.

What do we have?

Ms. Pearce stated that Canada does not have one comprehensive federal statute for the protection and conservation of historic places or archaeological resources within the federal jurisdiction. It does, however, have several acts and policies relating to various aspects:

- Treasury Board Federal Heritage Buildings Policy, also called the Federal Buildings Policy
- *Historic Sites and Monuments Board Act*
- *Canada National Parks Act*
- *Parks Canada Agency Act*
- *Heritage Railway Stations Protection Act*
- *Canadian Environmental Assessment Act*
- *Canada Shipping Act 2001*

The Treasury Board Federal Heritage Buildings Policy applies to federal departments and is designed to protect the heritage character of federal buildings. It provides the basis for the evaluation and designation of federal heritage buildings by Parks Canada and the Minister of the Environment.

On the positive side, Ms. Pearce said that this policy provides a basic framework for the administration of federal heritage buildings throughout their lifecycles. It also requires some departmental consultation with Parks Canada before the Agency makes decisions that could affect the heritage character of a building. "There is a thrust in the policy for making best efforts to reuse or find alternative uses for a building that has been designated, and some steps are required to protect heritage character upon sale or lease," she added.

The drawbacks of this policy relate to the federal heritage buildings it does *not* cover. For example, it does not apply to federal property of certain Crown corporations, or any submarine or port entities. As a policy, she continued, it does not have the force of law, and it has been criticized for not going far enough in its requirements.

Ms. Pearce said the *Historic Sites and Monuments Board Act* finally established the Board in law in 1953, although it had been operating since the early 1900s. The statute also provides the Minister with the power to recognize and commemorate historic places, acquire historic places, establish historic museums and provide for their administration, preservation and maintenance.

The positive aspect of this legislation, stressed Ms. Pearce, is that it provides the genesis for the long-standing, very successful Parks Canada national historic sites program, in conjunction with the Board. However, she acknowledged that the outdated Act is "primarily commemorative, lacks weight and does not have any obligations or requirements that are directed at any federal property, including those of Parks Canada. There are no protection mechanisms per se." The powers to preserve and maintain are powers of the Minister and they only apply to

Parks Canada properties, she explained. "The Act also has non-existent regulatory powers, so there is not much to supplement the Minister's powers with respect to preservation and maintenance." Other requirements that speak to national historic sites on a broad federal basis do not exist.

The *Canada National Parks Act* contains a section that allows the Governor-in-Council to set aside Crown-owned lands as national historic sites for commemoration or preservation purposes. These were previously known as national historic parks but the terminology was changed when the Act was revised in 2000. The Act provides for the governance of these national historic sites through the use of regulatory powers, enforcement and administration provisions. The drawback is that these sites only represent about one-third of all national historic sites; the others are not protected under any kind of regime other than the over-arching framework of the *Parks Canada Agency Act*. The *Canada National Parks Act* is not tailored to national historic sites; it is a parks act. "It is really not a very good fit because the primary concern in the *Parks Act* is ecological integrity, not commemorative integrity," explained Ms. Pearce.

The *Parks Canada Agency Act* of early 2000 created the Parks Canada Agency, which is responsible for national sites and programs pertaining to federal heritage buildings, heritage railway stations, heritage rivers, federal archaeology, the Historic Places Initiative, historic canals and historic museums. It is also responsible for the administration and enforcement of certain acts associated with these matters.

On the positive side, she said that it clearly provides Parks Canada with a mandate in these areas. The Act also has requirements to establish and review management plans for the sites and properties it administers, to report on the state of national historic sites and other programs. On the down side, the statute's main purpose is to establish the Agency and set out its mandate, roles and responsibilities: it is not meant to provide any particular regulatory regime for the subject areas it is responsible for. Ms. Pearce explained that when people talk about national

historic sites being protected under Parks Canada, the protection is only from a management and reporting requirement point of view; it does not establish conservation standards or other mechanisms for protection.

Ms. Pearce told delegates that one of the major complaints about national historic sites being part of the federal built heritage is that provisions for them are scattered, and protection for them is uneven within the federal inventory. There are approximately 900 national historic sites across Canada. This includes sites outside of the federal inventory. Within the federal purview there are 205, of which 150 belong to Parks Canada, so there are still quite a few national historic sites administered by other federal departments and agencies.

The *Heritage Railway Stations Protection Act* provides the framework for the designation of heritage railway stations. It applies to railway companies, which are prohibited from removing, destroying, altering, selling or otherwise disposing of a heritage railway station. Fines range from between \$50,000 to \$1 million. To date, she said, "it has been a very successful piece of legislation. There are no cons with this Act as it is filling the gap quite well."

The *Canadian Environmental Assessment Act* prescribes that the federal government must assess the impact of its development projects on the environment when it is carrying out a project, funding a project, or permitting one to occur. Ms. Pearce added, "this is probably the only legislative duty of the federal government to assess impacts of its projects on structures or sites of historical or archaeological or architectural significance. It's progressive to have included this specific definition in the statute."

However, on the negative side, the Act requires a two-step process. First, there must be a change to the environment in order to trigger the assessment process. She admitted that this is unsatisfactory from a built or cultural heritage perspective, although it does give some form of protection. When the *Environmental Act* was drafted more than 10 years ago, heritage was not the primary objective.

The *Canada Shipping Act 2001* is not yet in force. Once completed, it will provide the Governor-in-Council with regulation-making authority pertaining to heritage shipwrecks. These regulations are to be made on the joint recommendation of the Ministers of transport and of the environment. The regulations will be administered under this Act.

What are the experts calling for?

Ms. Pearce stressed that what is generally wanted is a comprehensive and strengthened but meaningful legal foundation for the conservation and protection of federal built heritage and archaeological resources. This legal framework would be primarily directed at the inventory of the federal government, which comprises federal heritage buildings, national historic sites, some archaeological sites and much land where archaeological resources or sites can be found.

The legal framework should include the following types of obligations:

- maintenance with respect to physical interventions and to the application of recognized conservation standards
- protection against harmful or destructive action, including demolition
- provisions strengthening the push for reuse and alternative use of for sale and for lease properties that go beyond "best effort"
- consolidation of the scattered national historic site provisions under one roof

How do we get there?

The Historic Places Initiative (HPI), Ms. Pearce said, proposes to address many of the points just raised. It has been referred to as "the most important federal conservation proposal in Canada's history." A discussion paper released a couple years ago that involved public consultations provides a good overview of what HPI is all about. However, there have been many changes since then, including a new federal minister. While the HPI has focused on the core tools, such as the certification and conservation guidelines standards and the national

register (www.historicplaces.ca), it has become involved in other areas.

Indeed, if the Historic Places Initiative is put into context in the world view, she continued, then it is already effectively carrying out some, if not most, of the responsibilities of the UNESCO's World Heritage Convention, particularly Article 3, which requires state parties (Canada signed on in 1972) to be responsible for identifying and delineating properties that would have outstanding universal value; Article 5, which requires state parties to protect, conserve and present these sites to future generations; and Article 6, which requires that state parties not take any deliberate measures that might damage, directly or indirectly, cultural property of outstanding universal value.

For example, said Ms. Pearce, the HPI national register is a way for a "state party" to not only identify cultural heritage sites deemed significant within its own borders, but to also identify places considered significant enough for a World Heritage Site status. Overall, she thought the HPI fit very nicely into what is required by the UNESCO World Heritage Convention.

With the work of the past few years, Ms. Pearce concluded, "we can now talk about where we are at in Canada in creating or mobilizing a heritage culture of conservation as opposed to still being in need of one."

DISCUSSION/QUESTIONS:

Chris Rolton (Baccalieu Trail Heritage Society & Carbonear Heritage Society, Nfld.) said there are two sites in Carbonear that were thought to be national historic sites. However, she recently learned they were national historic events, and wondered what this meant.

Karen Pearce explained that the Historic Sites and Monuments Board fields applications for national historic sites, as well as for people and events of national historic significance. The Board and the Minister commemorate people and events, usually with plaques on the home of a historic person or near a historic event.

Alan Parrish (President, Heritage Trust of Nova Scotia) asked how the Department of National Defence fit in with the Federal Heritage Buildings Policy. He said he thought DND had a separate grading system for its heritage buildings.

Karen Pearce explained that DND came under the Treasury Board Federal Heritage Buildings Policy, but that it also had its own internal policy. She stated that the Federal Heritage Buildings Review Office (FHBRO) assigns a designated property as either *classified* (the highest) or as *recognized*. Many classified federal heritage buildings also are national historic sites. DND-owned designated sites are subject to a FHBRO review like any other.

Keith Knox (City of Regina) asked whether the *Heritage Railway Station Protection Act* only applied to stations and not to other related buildings such as roundhouses or outbuildings.

Karen Pearce replied that roundhouses and other outbuildings were not covered under the Act.

SESSION 3 :

Stewardship of Public Heritage Places

TOPIC:

Restoration of the Parliament Buildings in Victoria, British Columbia, and new strategies for the stewardship of important federal heritage buildings were presented.



PRESENTERS: ALAN HODGSON,

Preservation Architect,
Victoria, British Columbia



BRUCE LORIMER,

Executive Director,
Real Property, Major Crown Projects,
Public Works and Government Services
Canada

Alan Hodgson used a slide presentation to discuss the restoration of British Columbia's Parliament Buildings in Victoria in the 1970s. (To view photos of the restored buildings, visit <http://www.legis.gov.bc.ca/#> under Discover your Legislature.)

In 1972, Mr. Hodgson directed the extensive restoration and rehabilitation project, which took a decade to complete. The restoration work extended from the foundations to the top of the central dome of the Legislative Buildings. Stained glass windows were repaired; replicas of the original mouldings, light fixtures and doorknobs were made; and mosaic tiles and ornate plasterwork were restored.

Situated right on the harbour in Victoria, the original Legislative Building was designed by architect Francis Rattenbury in 1892. When it opened in 1898, construction had cost \$923,000, about one-third more than originally planned. Between 1911-1915, Mr. Rattenbury also designed the east and west annexes. Currently, there are six buildings, all in one complex.

The central portion of the original main Legislative Building contained the legislative hall and a foyer, which was later turned into the Portrait Gallery. The building consisted of the central T-section, with a land registry in the east annex, and a factory for the Queen's Printers in the west annex.

Mr. Hodgson explained that over the years the building became overcrowded: in the 1960s, there were about 2,500 people in 27,870 m² of space. The east and west members' corridors leading to the Legislative Chamber had begun to deteriorate. The beautiful ceramic tile had been replaced with linoleum. Other problems included an apparent physical decline of the building fabric: the main dome leaked, causing rot in the wooden trusses, and the Library, built in 1913 on the south end, also had moisture problems due to the construction materials and methods used.

The first room to be restored, said Mr. Hodgson, was the Legislative Chamber. The gold leaf was restored, the light fixtures were replaced with replicas, and the down lights recessed to accommodate television lighting requirements. The gold leaf in the Portrait Gallery was also brought back, and additional lighting for televising the procession was introduced. Then work began on the Domical Hall, also known as the Marble Palace, which was the distribution centre in

Rattenbury's design. The original colour scheme was reapplied, but the semi-circular windows that Rattenbury had placed in a circular pattern had failed and been covered over. Rambush of New York refurbished them because the City of Victoria, at that time, lacked qualified tradespeople, he explained.

The third floor of the main building was originally all office space with no connection to the wings. The restoration project created suites for the 19 ministers, a corridor connecting the spaces between the wings and the central area, and two new committee rooms. Mr. Hodgson followed a pattern during the rehabilitation of each building according to its age: 1898, 1913, 1915 and 1918. For example, he said, the 1898 pattern included black hardware, oak doors, three-arm and four-arm light fixtures, replicas of which were used to replace the fluorescents. The pattern for the Library and two wings (annexes) was mahogany with bronze hardware. After viewing the original purchase orders, Mr. Hodgson was able to order matching carpets after the floors were refurbished. In all, there was a crew of about 70 tradespeople working on the site.

Fortunately, Mr. Hodgson found in the attic many of the decorative elements that had been removed from the original trusses, and he was able to re-introduce them. Other improvements included the installation of an acoustic glass wall so that the beautiful spaced ceiling in the original building would be visible. The Executive Council Chamber was relocated from the east wing to the bindery, with all of its original features — from fixtures to furniture — being reproduced. The premier's office in the west annex was done in cherry wood. Since this was part of the 1898 building, oak doors and black hardware were used. Corning Glassware (New York) made the glassware, and the ironwork was produced locally from original designs. All the furnishings of the ministers' suites were restored or replaced, although Mr. Hodgson was delighted to find the original premier's desk. He recounted the surprise of finding the Hemlock Room, one of the original committee rooms, hidden behind some drywall. It too was restored, using hemlock trim and

cedar panels decorated by leading Native artists, and refurbished with some of the original carpeting, which is still made by the English carpet trades. The Maple Committee Room was also refurbished according to the 1898 pattern.

Mr. Hodgson also found the main stained-glass window, designed to commemorate Queen Victoria's Diamond Jubilee, under the Library. Originally, the window was installed in the south entrance, but it had been removed and misplaced. With help from Rambush, the window was reinstalled in the reception area in full public view. Queen Elizabeth viewed it in 2002 when she also dedicated a new commemorative window for her reign.

The Legislative Library — a white marble palace — has a distinct Italian influence. Its walls are panelled in marble, and the rotunda has eight columns made from scagliola, an Italian neo-classical revival of stone and plaster intended to imitate marble. The Library's original light fixtures were very fragile, and the team only had archival photos to work from, but they too were restored. The main problem was the building's exterior. After considerable research, a major repointing of the stonework was undertaken. Damaged slate in the roof was replaced, and the copper work reinstalled.

The final restoration work, said Mr. Hodgson, involved raising smaller domes on the west annex to allow the damaged woodwork underneath to be replaced. The whole restoration project was completed by 1983.

Bruce Lorimer explained that in 2003 Public Works and Government Services Canada (PWGSC), Major Crown Projects, took a new look at its responsibilities towards the legacy of heritage buildings it owns and manages, and explored how it should respond to the changing landscape of heritage conservation in Canada.

He provided some historical context of the role Public Works has played in relation to Canada's built heritage. While its prime mandate is the provision of office space for the federal government and not heritage conservation, he said, it does have a long legacy of design and

construction, and is the custodian of 166 designated heritage buildings.

Mr. Lorimer quoted architectural historian Janet Wright: "No other part of government, institution or corporation has such a powerful impact on the character of the built environment of Canada," from *Crown Asset: The Architecture of Public Works*.

Even before Confederation in 1867, he continued, the Department of Public Works and its predecessor, the Board of Works, created the built legacy now enjoyed across the country. At a time when the young country was establishing itself, Public Works, through its Chief Architect's Office, was mandated to design the buildings which would house the institutions central to the functioning of the government across the country, from the post office to internal revenue and customs. It also supported other necessary government functions such as the military, the North West Mounted Police, and the Department of Agriculture. The growing presence of the federal government in smaller communities not only spoke of civility, order and good government, but also demonstrated a faith in local enterprise. Construction on such a large scale had an economic benefit for local communities: new landmark buildings anchored key sites in downtowns across the land.

Most of the best monumental architecture in the first 50 years of Confederation was designed and built by Public Works. However, not all the construction was on such a monumental scale. It also built the immigration buildings at Grosse Île, which includes hospitals, churches and residential complexes; and model farming buildings for the Central Experimental Farm System across the country.

Mr. Lorimer said that for decades, the Chief Architect's Branch maintained a highly skilled team of architects. While they were "perhaps stylistically conservative, the legacy of buildings they designed created a consistent and dignified face of government." Public Works' role in creating a federal presence in cities and towns across the country continued well into the

20th century, especially in the years following the Second World War, when increasing social programs and services to Canadians meant a growth in the number of public servants. In the 1950s and 1960s, the most visible face of this growth was the Government of Canada buildings, nearly 1,000 of which were built in smaller communities to house postal services, and other government offices.

By this time, he explained, with the large number of buildings involved, Public Works could no longer exclusively design its buildings internally and began to rely more on private sector architects. This, he remarked, is reflected in the nature of the buildings: stylistic and technological innovations lent these buildings a modern, clean and efficient appearance.

"The adoption of the modern design idiom by the architectural profession and its acceptance by the general population meant that the face of the federal government was changing dramatically. The legacy of this post-war era is also very rich, and Public Works is just now beginning to understand and appreciate it, and to take steps to protect the best examples," said Mr. Lorimer.

Into the 1970s, there was another shift in the Public Works approach to accommodate civil servants. Reluctant to invest in large-scale developments, the federal government entered into lease arrangements rather than constructing or purchasing its own buildings. This permitted greater flexibility to respond to changes in the size and location of the federal workforce, but it all but eliminated any influence on the style and appearance on these particular buildings. So while architectural styles and accommodation strategies changed over time, Public Works maintained an important role in the face of the federal government across the country.

Unfortunately, said Mr. Lorimer, its record of the conservation of these buildings has not been spotless. Changing government priorities, mandates and new approaches in delivering services to Canadians resulted in the divestiture — and even in the demolition — of many buildings deemed no longer necessary. He noted that

changing public taste in architecture, particularly in the post-war period, as well as extreme reactions to new concerns such as energy conservation also resulted in unsympathetic alteration to and demolition of some buildings over the years.

Today, Public Works owns 166 buildings that have been designated heritage under the Treasury Board Federal Heritage Buildings Policy. Several of these designated buildings are part of a national historic site such as the Parliament Hill complex in Ottawa or the Esquimalt Graving Dock in Victoria. Geographically, he said, Public Works' heritage buildings are distributed across the country, with the highest numbers being in the Atlantic region and in the National Capital area. The age range of its designated buildings shows the dramatic changes in construction technology and building materials over the past one hundred years. The inventory includes mass masonry military buildings such as the Governor General's official residence in Québec City, modern office buildings with curtain wall assemblies, special purpose buildings such as the National Film Board in Montréal, and "the jewels in its inventory" on Parliament Hill in Ottawa.

"This diversity adds to the complexity of the stewardship challenges it faces. Public Works must balance competing functional requirements and tenant demands, obtain adequate funding, and establish and maintain national standards — not to mention the technical challenges posed by that broad range of building materials and assemblies," added Mr. Lorimer.

To protect this legacy within its core mandate, Mr. Lorimer used the Parliament Hill complex in Ottawa as an example of Public Works' approach to stewardship.

The Public Works Parliamentary Precinct Directorate was established in 1991 to manage the Hill complex. The portfolio of real property represents approximately 143,000 m² of space and includes the West Block, Centre Block, East Block, Library of Parliament, Confederation Building, Justice Building, Wellington Building and Victoria Building, as well as

Les Promenades Building, leased buildings and other blocks of space. This Directorate is also responsible for all the buildings located on the north side of Sparks Street in Ottawa. The entire precinct includes 28 federal heritage buildings.

Stewardship in the precinct began in 1992 with a long-term Capital plan, developed in recognition of the importance of these buildings and the work that goes on there. Although ongoing repair was completed, fiscal restraint in recent decades left the buildings in urgent need of more comprehensive restoration. The long-term plan addressed three areas of immediate priority: to safeguard the health and safety of the public and building occupants; to maintain essential operations of government; and to meet the functional requirements of its parliamentary clients.

Mr. Lorimer said that a number of health and safety projects that were successfully completed also resulted in the conservation of these buildings. The first major project was the masonry conservation of the Peace Tower. This two-year project was to slow the deterioration and conserve the masonry of this unique stone and concrete composite structure. The work was implemented from a scaffold that was built as a temporary structure around the tower, and included repointing, stone repair, grouting and improved water-shedding details. Many lessons were learned from this project, including the state of masonry conservation expertise in Canada for a project of this size and scope.

Several projects followed, including the envelope conservation of the south façade of the Centre Block, rehabilitation of the Justice Building, and conservation of the stained glass windows of the Memorial Chamber. These projects, he told delegates, illustrated the need for a more comprehensive plan to rehabilitate the national monuments of the Hill.

"It became evident that deteriorating physical structures, outdated internal systems, insufficient infrastructure to support new technology, and serious space shortfalls were compromising the ability of Parliamentarians to adequately serve the nation," he said.

In response, Public Works developed a comprehensive plan to preserve the historic Parliament Buildings that included bringing them up to modern health, safety and efficiency standards, and building in flexibility for future needs. Public Works, after conducting a series of studies, published *A Legacy for Future Generations: the Long-term Vision and Plan for the Parliamentary Precinct*. It describes accommodation requirements for the Senate, House of Commons and Library for the next 25 years. It also identifies the current condition of the Parliament Buildings and presents options for the rehabilitation and new construction necessary to meet those needs.

Mr. Lorimer noted that this plan is key to the Department's stewardship approach for these buildings. It identified the boundaries of the precinct, reviewed options relating to accommodation and outlined possible scenarios for the sequencing and timing of 15 major projects over five phases. The plan provides an overall framework for rehabilitation work in the precinct.

They also consulted existing tools and practices to safeguard the heritage character of the buildings, such as the *Conservation Guidelines for the Centre Block*. This 1998 document guides the actions of architects, designers, project and property managers, and maintenance workers by clearly presenting the building's history and architectural values, and providing parameters for new work.

Documentation and heritage recording are also important elements of stewardship, he stated. Within the past 10 years, Public Works has dramatically increased its attention to collecting and organizing original drawings, confirming and expanding that information through heritage recording of existing conditions, and ensuring that as-built drawings are completed after each project. In addition, state-of-the-art monitoring programs are under way in the Centre Block, Peace Tower, East and West blocks, and the Justice Building. These programs measure structural movement and cracking, and building envelope behaviour (such as moisture movement and pressure differential across wall assemblies). The resulting data is being used to make

design decisions for future projects and to evaluate the effectiveness of completed work.

Another tool used when major projects are being planned and tender documents being prepared is *The Guide to Preparing and Designing Construction Documents for Historic Projects*. Produced by the Production Specification Institute in collaboration with the Association for Preservation Technology International, this document recognizes that specifying work on historic structures is significantly different from specifying for new construction, and provides a project framework that identifies the importance of the existing building. Parliamentary Precinct project managers have used this guide in the preparation of design and construction documents for the Library of Parliament and the West Block rehabilitation project.

Mr. Lorimer admitted that one of the greatest threats to heritage buildings is deferred maintenance. Without regular inspection and repair, mortar joints can fail, roofs can leak, small problems become big expensive ones, and heritage detail can be lost, he said. It is Public Works' intention to implement and increase a solid program of annual masonry repair and preventative maintenance to better protect these important heritage assets, and to ultimately decrease the need for large-capital projects over the long term.

Mr. Lorimer also discussed a stewardship initiative applied to a very recent heritage building in its inventory: the former Ottawa City Hall on Sussex Drive in Ottawa. The building dates from 1957-58, and in its day was recognized as an important work of architecture. In 1991-93, two new pavilions were constructed — the Bytown and Rideau pavilions — and the original building renamed the Sussex Pavilion after being renovated.

Delegates were told that when Public Works took ownership in 2001, it realized the original Sussex Pavilion - associated with the architecture of John Bland and displaying a high degree of integrity and authenticity — was potentially a heritage building, but there was uncertainty about what heritage status would mean in such a modern building. There were

questions about how much change would be permitted to accommodate new uses, and how much flexibility Public Works would have to address building envelope issues and other performance challenges. While the 1990s pavilions, designed by Moshe Safdie, would not qualify as heritage, "Public Works did recognize that these pavilions are heritage buildings of the future, and also require informed and responsible stewardship," he said.

A systematic approach was undertaken in guiding all the architects, planners, maintenance workers, and project and property managers who would have a physical impact on the building. This resulted in a conservation guideline similar to the one produced for all of the Department's heritage buildings, but tailored to the particular character, material and conservation challenges posed by a Modernist building. Mr. Lorimer emphasized that the guidelines reflect extensive research and analysis completed by a multi-disciplinary team that included Public Works conservation architects, as well as Parks Canada historians and material scientists from the Canadian Conservation Institute. The guidelines reflect the latest thinking in conservation of modern built heritage and establish parameters for sympathetic changes to the building. Overall, the recommendations are grounded in the principle of minimal intervention, with the goal of preserving as much of the original fabric and heritage character as possible. Ultimately, Ottawa City Hall was evaluated by the Federal Heritage Buildings Review Office and designated "classified" — the same level of designation as the Parliament Buildings.

Mr. Lorimer said that these two examples are high profile cases and represent Public Works "best practices." But, he admitted, even in these cases it was a struggle to ensure that sufficient funding and expertise were applied. It is even more of a challenge for Public Works when the building is less prominent in the minds of Canadians, or when Public Works no longer has need for a particular space. Adequate funding is inextricably linked to government priorities; there are significant pressures on government to increase its focus on health care, education, the environment and other priorities. As a department,

Public Works responds to those priorities. In conclusion, Mr. Lorimer challenged delegates to seize their role as individuals and organizations. "The buildings held by Public Works and other federal departments belong to the people of this country; they belong to you. Your voice and your expectations can help set the priorities for the Department and the government." He urged delegates to exercise that privilege and responsibility. He also encouraged them to continue efforts in advocacy, public education and the establishment of standards and legislation, and to support industry associations — essential building blocks for a national strategy.

SESSION 4 :

Stewardship of Private Heritage Property

TOPIC: Stewarding heritage property.



PRESENTER: MICHAEL TIPPIN,

Principal, Tippin Corporation, Toronto, Ont.

Michael Tippin shared some of his experiences of how and why he rehabilitates private heritage properties – and how he makes money doing so. His real estate business, he said, is about collecting architectural landmarks. He also talked about other heritage property investors who are helping preserve landmarks.

Architecture is art – this belief forms the foundation of Michael Tippin's business. He declared that well-preserved architectural landmarks do deliver extraordinary economic and cultural returns on investment, and then gave specific examples to conference delegates.

Mr. Tippin pointed out that since 1998, investors in his 13 projects have received a return of 21% on their money per year. "We're interested in profitably preserving architectural landmarks," he said. His goal is to assemble a world-class collection of self-sustaining architectural landmarks.

He identified several features that define landmark buildings. First is their architecture, for "architects are artists at heart, and it's incredible to live or work inside a piece of art." Second is their history: "Heritage buildings are like historical vaults – they keep information inside and safe; people come and go, but buildings don't if we take care of them." Third is their beauty. "The buildings don't change, just

our perceptions." Fourth is the ability of true landmarks, such as the Flatiron Building in New York City, to stand the test of time, "They never become obsolete — they adapt."

Mr. Tippin had also discovered that, even with the changes in technology and the state-of-the-art buildings being created, heritage structures remain the most adaptable. For example, it is easy to hide Internet lines behind walls of wood-frame construction or to run cable through old chimneys.

The final feature he identified is the often great location of landmark buildings. Heritage landmarks define their neighbourhoods. In Toronto, he said, the neighbourhood around the old Maple Leaf Gardens never had a name. It was simply known as the Maple Leaf Gardens area.

One of Mr. Tippin's most notable landmarks was the restoration of the Flatiron Building in the St. Lawrence Market in downtown Toronto. He described it as the biggest risk he had ever taken in landmark real estate. The building had always been a famous landmark with tourists, but it didn't have "the disposition and respect" that he thought it should and could. He bought the building in 1999 and spent \$1.5 million restoring it. When no bank would lend him the money for this project, he financed it almost entirely with private equity. There was no precedence for what he planned to do – namely to transform this historic landmark into a Class A office building, and charge the same rents as the two glass towers directly behind it. He believed that if he did a good restoration job and marketed it well, he could lure enough tenants from the office towers into his building to make it work. Fortunately he was right. His completed cost on the project was \$5.5 million, and today the Flatiron is worth about \$10 million.

Mr. Tippin quoted his 1999 marketing materials for the Flatiron Building: "This building demonstrates quite profoundly the old and the new can co-exist peacefully and beautifully. Moreover it is a constant reminder that the old and new ought to exist together in continuity." This continues to be his philosophy.

He also bought the 1898 Flatiron Building in Atlanta, Georgia, in 2002 for \$4.4 million U.S., and it is now being restored. Another building he purchased and restored is the Leadley Building in Toronto. It was constructed in 1865, and he bought it for \$1.7 million in 1998. He restored it quickly for \$2.3 million. The building was almost derelict in condition and vacant, except for the Liquor Board, before the project began. He said the key to profitability was the way he marketed the building afterwards as office space. Today it is worth \$5 million.

Mr. Tippin also briefly discussed the Cathedral Square project at King and Church streets, which has just been completed. The two buildings, also in the old town of Toronto, opposite St. James Cathedral, were built in 1841, making them older than the city and the country. Despite a massive fire in 1849 that even destroyed the cathedral, these two structures remained standing. Mr. Tippin said that while restoring them, he even discovered charred wood beams. In 2000 he paid \$1.5 million and carried the derelict buildings empty for three years before restoring them in 2003 at a cost of another \$1.5 million. He had faith that someone would want to rent them — and someone did — Adecco Canada, a branch of the world's largest human resources company. It is now the Canadian headquarters for the company.

Profit Principles

Mr. Tippin stated that his profit principles rest on the premise that "architecture is art." He said art is not about price, but about value — a subjective emotional value — and architecture should be approached the same way.

His second principle is to "de-commoditize" property. He explained that real estate is a commodity that is in fairly large supply. To avoid your product being categorized and commoditized, where one must compete on price, it is necessary to de-commoditize your product. As an architectural heritage landmark, it is unique. It is better, he said, to highlight the features of a property that make it rare and special and in short supply. Being in short supply makes it increasingly valuable, so the price matters less.

“Eschew price, embrace value,” Mr. Tippin emphasized. He markets his properties with a high level of pride because “the buildings are entitled to it,” and he discusses their value, not their price.

The way he measures the value of a piece of architecture is by his heart rate. The faster his heart goes, the more he knows he will pay. Even though rule number one in real estate is not to fall in love with your property, he said he breaks it every time. If he did not, he said, he would not be able to negotiate the premium and do the kind of restoration he wants. He would rather not own it.

His third principle is to brand it heritage. “Brand it. Brand it. Don’t be embarrassed by the fact that it is old. Promote it,” he advised.

Preservation Principles

Mr. Tippin also talked about his ideas on preservation. His first preservation principle deals with sustainability. He believes that his landmark buildings have to be self-sustaining. They have an obligation to society to be productive and economically independent. “This principle is universal; it applies to buildings and countries; it is what we teach our children. Landmark buildings are no different – they must make a contribution, otherwise they will not be preserved.”

Commenting on Anthony Tung’s book, he acknowledged that laws are needed to protect buildings from destruction. However, he considered that laws only stop the loss in the short term and do not ensure the profitable preservation of a building or landmark in the long term. “The building must be in the hands of a committed owner,” he said.

Another principle he gave for the long-term security of a landmark is that it must have stakeholders — owners, financiers, governments, local citizens, tourists, and tenants — to help spread the risk. One of the important stakeholders is the money patron, whom he described as being the “style-conscious capitalists, the fashion-conscious financiers, the

tower-refugees, and the Bay Street runaways.” As a self-described “heritage missionary,” Mr. Tippin said he brings in clients “ready for conversion.” He cited Gilbert’s, a “boutique law firm” in Toronto, where lawyer John Gilbert, based in nearby office towers, leased 1,500 sq. ft. in the Flatiron Building in 2001. Now Gilbert’s occupies 9,000 sq. ft. and is one of Mr. Tippin’s largest promoters and money patrons. He calculated that Gilbert’s pays him \$52,000 in rent every month in support of preserving a landmark.

In addition to the money patrons, stewards were also vital. He gave Donald Trump as an example, saying he was one of the leading heritage landmark stewards in New York City. Although known for building glass towers, Mr. Trump also bought and restored the Bank of New York Building on Wall Street when the financial district was in decline. Mr. Tippin said that Mr. Trump’s quality restoration brought all kinds of his Class A tenants back down to the financial district and started a revitalization of the area. Mr. Trump also bought, restored, renovated and repositioned the Empire State Building and made \$800 million when he sold it. But Mr. Trump’s most important restoration and preservation, according to Mr. Tippin, was of Wollman Skating Rink, built in Central Park in 1943. At that time it was considered an “urban landscaping masterpiece,” but 50 years later was set to be covered over and destroyed. Mr. Trump stepped in, restored and promoted it. It is now one of New York’s most popular recreation facilities. Mr. Tippin also praised Mr. Trump for using his luxury-brand company as a vehicle to restore historic hotels around the world. He recently opened Four Seasons Hotels in a palace in Budapest, in a 17th-century building in Istanbul, and in a former convent in Milan.

Mr. Tippin then flagged Aby Rosen as an emerging star steward. He recently bought the Seagram Building (designed in 1958 by Mies Van der Rohe) and Lever House, a Modernist skyscraper designed by Gordon Bunschaft, both in New York City. Mr. Tippin inquired that whether it was a trend or a fashion or something else, it seems celebrities are buying and preserving heritage landmarks, giving the

buildings a new lease on life. For example, Martha Stewart, who owns a Gordon Bunschaft home in the Hamptons, has restored and preserved it. It is now for sale for \$9.2 million U.S.

Contrary to popular opinion, after 12 years Mr. Tippin has learned that there is a high corporate demand for landmarks. He has also found that there is almost always financial support, strong community commitment, and support from government at all levels.

“Canada has a group of heritage people who are immensely committed to preserving their cultural heritage. The problem is they don’t have enough resources available to them. They are at a huge disadvantage in this country. But it will change, it just takes time,” said Mr. Tippin. “Whether you are restoring a house in Saint John or an office building in Toronto, the exercise and result is the same – and so is the benefit. Location isn’t the issue, rather the issue is getting the principles right and applying the formula to wherever you are.” He concluded by answering the conference question: Are we committed? “Why wouldn’t we be?”

SESSION 5 :

Insuring Heritage Property

TOPIC:

An exploration of the problem and possible solutions for securing insurance on heritage properties.

MODERATOR:

PAMELA MADOFF,

B.C. Governor, Heritage Canada, and Victoria City Councillor

PANELLISTS:

ANN WALKER,

Industry Group, Insurance Bureau of Canada

CHERYL FITZSIMMONS,

Risk Analysis Consultant, Frank Cowan Company, Princeton, Ont.



Left to right: Ann Walker, Cheryl Fitzsimmons, Pamela Madoff and Paul Huestis.

Guest Paul Huestis, a broker with Huestis Insurance of New Brunswick, was invited to open the session. Mr. Huestis said he hoped the session would provide some education on how the insurance industry works and what challenges delegates are facing.

He defined a local agent or broker as the representative who works to find an insurance company who will insure a client's property. The broker approaches various insurers, who must decide whether they are prepared to insure a heritage property and at what cost. Each of the insurance companies also purchases re-insurance, and companies are often restricted by what is in their re-insurance agreement. He added that commercial insurance, which is more often done on a customized case-by-case basis, is separate from homeowners and residential insurance. The latter is normally a packaged product.

"If you fit within the mould, no problem — it's very easy to obtain insurance. The difficulty with a lot of the heritage properties is that they don't fit the existing mould," explained Mr. Huestis.

Cheryl Fitzsimmons said the Frank Cowan Company, where she works, only insures non-profit and not-for-profit organizations. It specializes in insuring municipalities, which have heritage buildings, and this is not a problem.

She then acknowledged that it is often difficult to understand what is in an insurance policy as the fine print is written in legalese. "Still, it is very important to read your entire insurance policy — many times!" she advised.

Ms. Fitzsimmons provided some general definitions and advice on policy terms. For example, a typical insurance coverage for property will have *named perils*, which refers to coverage of those potential causes of damage to property that are named. The other type of policy is *all risk*, which means if something is not on the exclusions then it is covered. These policies are famous for "here we giveth, here we taketh away," she said. "You may have X coverage in Clause 1, but Clause 10 may put some kind of limit on that coverage."

Another term is *valued coverage*, meaning actual cash value (ACV), in which the insurer will repair or replace the property with materials of like kind and quality of the last depreciation. The insurer puts the property back to the way it was just before the loss. She said that the *replacement cost* is the difference between the ACV and replacement cost "without deduction for depreciation." That insurance is typically available for a price.

Ms. Fitzsimmons said that the *insuring agreement* states that the "insurer will indemnify the

insured against direct loss so caused." This clause shows exactly what the insuring company has promised. She noted no insurer will pay above the limit of liability on the policy. She also said that sometimes other items, such as defence costs and valuations, might also be included in this amount, rather than being in addition to that limit. Each policy is different, she emphasized. "Every insurer has a multitude of policies, with variations on this point. Make sure you know what you have bought with your insurance," she warned.

Ms. Fitzsimmons itemized what a basic policy will typically not cover: some perils such as earthquakes, floods, wear and tear depreciation, motor vehicles, property of employees, money, stamps, expected or intended events (hurricane forecast or arson). However, coverage for these things can be found in other types of policies, such as automobile or environmental.

She described *negligence* as "doing or not doing something that a prudent person would have done or not done in a similar situation." It is broken down into duties of the property owner, one of which is the duty of care. If a third party has suffered damages (fell on your sidewalk) because of something you did or did not do (i.e., ice removal) and therefore your conduct was negligent (most people would clean their sidewalks) and foreseeable (you had slipped

on the way into the house), then you are liable. She explained that as the standard of care increases, so does the risk (brain surgeon versus gardener). "What you do with your building can have a huge impact on how others are potentially affected," she said.

An *occupant*, said Ms. Fitzsimmons, includes the owner, but also anyone who has control of the property, for example, tenants and workmen, if they are in a position to include or exclude people from the building. She cited the example of someone who is renting a room or hall for a wedding. The courts do consider the type of building involved, how foreseeable the negligence was, whether the owner could have prevented the incident or whether other cases were involved. Be aware, she advised, of who is occupying your building at any given time.

Ms. Fitzsimmons explained that there are four ways occupiers are recognized in Canada, depending on where you live. New Brunswick, Newfoundland and Labrador, and the Yukon have positive legislation dealing with negligence. Saskatchewan and the Northwest Territories defines the type of person who enters a building based on the categories of negligence. This difference can be useful for owners of museums located in historic buildings. For example, a person who enters the vestibule of a museum is considered an invitee, but after deciding to pay the fee and go into the museum further, that person becomes a contractual entrant and is treated differently under the law.

All the other provinces deal with property owners at one level. The owner promises to take care of all the circumstances that are reasonable. This means that people who enter are *reasonably safe* on the premises. Courts will consider factors including whether it is a historic building. However, Ms. Fitzsimmons explained that if the historic property has new washrooms, then the owner will be held to the same standards as the new modern art gallery down the street.

Ann Walker (Industry Group, Insurance Bureau of Canada) outlined what the industry is doing as a whole and expressed a willingness to hear new, creative ideas on how the insurance

industry could improve. She said IBC has recognized that the availability of insurance for certain market segments is difficult, and has been made so by a number of economic factors.

"Heritage homes comprise an important market segment for the industry," she stated. "So much so, that a CEO task force (only CEOs of insurance companies can sit on the task force) has been created to moderate discussions between associations and other organizations and their insurers to see what can be done on a case-by-case basis." The goal is to ascertain why the difficulty with insuring heritage buildings now exists and what solutions can be found.

The task force has met with more than 40 organizations and has had initial discussions with the Heritage Canada Foundation. Once the task force is able to introduce some solutions to the industry, heritage owners will see an improvement, but, she warned, it would take time. Ms. Walker reassured delegates, however, that improvements would take effect.

ROUNDHOUSE DISCUSSION

Pamela Madoff (B.C. Governor, Heritage Canada, Victoria City Councillor) said that many delegates have a very specific interest in the availability of insurance coverage and need to know what actions are being taken to assist heritage property owners. She began the discussion by reviewing a case study in Victoria and asking for advice.

She described a situation involving two identical side-by-side houses where only one has a municipal heritage plaque. The owners of the designated side have not found insurance despite trying a number of underwriters. They need to renew soon. Ms. Madoff said that the municipality does not put any specific restraints on the houses it designates, yet the insurers seem to expect that the municipality would have a legal requirement to replace the house exactly as it had been, and therefore were reluctant to offer coverage.

Paul Huestis, broker, responded that although he has not experienced a situation where a

designation has caused an insurance problem, he was aware of the distinctions that the industry is concerned about when looking at heritage homes. He suggested that educating the insurance industry about heritage designation could solve part of problem. One insurance concern he identified is the additional cost to replace a heritage building as it was, if the policy is a replacement cost type. Mr. Huestis said that if his hand-hewn, timber-frame home burned down, it would cost more to replace it than to build his neighbour's house, of 2 by 4 stud-framed wall construction. He said the other concern is that there are by-laws that impact on the reconstruction, such as time delays caused by waiting for approval by a historic board (which would result in increased living expenses being paid out by the insurer).

Pamela Madoff followed up, saying that except for the issue around the by-laws, the reconstruction of any house destroyed by fire will be dependent on the existing zoning by-law, which may have changed considerably from when the house was built. She asked how insurance companies value custom-built houses.

"Why couldn't heritage houses also be valued as a custom-built house, and you could send in a person who can make that assessment accordingly?" she asked. "And if the skill does not exist within the industry to provide that assessment, could a heritage home owner bring in a professional to provide it? How can we come up with some agreement in terms of the valuation?"

Paul Huestis agreed that this was a fair question. However, he said, there are a number of custom homes and high-value homes that have difficulty obtaining insurance as well. He explained that a lot of the homeowner's policies are basic policies designed to cover the majority of homes, and these custom or heritage homes do not fit. He has found very few cases where insurance was not available; it just becomes a question of what the cost of obtaining it is. In many cases, the cost to insure quickly outweighs the benefits of having the coverage. He advised that having an accurate appraisal of the home is the first step needed.

Pamela Madoff did not think the insurance industry “needed to re-invent the wheel.” The United States, she noted, has insurance that provides specifically for heritage houses. She referred to the case of a 1908 Arts and Crafts house destroyed by fire that had been adequately appraised by the staff of the underwriting insurance company. The staff knew the difference between heritage artefacts and architecture and had no difficulty in assessing the property. The insurance company replaced it. It even went to a mill that could produce the 18-inch-wide planks. She said there were a few U.S. firms that specialize in this kind of insurance, for example, Chubb and The Fireman’s Fund. According to articles that appeared in *Old House Journal*, the maximum premium on this kind of insurance over a basic homeowner’s policy of non-heritage value was approximately 5% to 10%. She said the heritage home owners she has talked to in Victoria were willing to pay for that as long as that basis is established. Then the issue of guaranteed replacement cost could be dealt with if it goes beyond inflation as well.

She also commented that some people are having difficulty obtaining even basic insurance for their designated houses and have been told by an insurance representative in British Columbia that insurance is a privilege, not a right. “Most of us cannot afford to have our most valued asset not insured,” explained Ms. Madoff, noting that two major underwriters, ING and AXA, specifically say that they will not insure heritage buildings. She added that AXA cancelled insurance of a house because it had been designated. She said homeowners are coming to the municipality and asking to have their houses de-designated.

“Perhaps the Insurance Bureau of Canada (IBC) could help us identify underwriters who will provide this kind of coverage,” she suggested. “We only have specific information about who won’t.”

Ann Walker (Industry Group, Insurance Bureau of Canada) agreed the issue of designation was important and promised to take the issue back to the task force to see what could be done in terms of flexibility. She added that each

company is different and has its own set of policies and procedures and underwriting rules.

“Even insurance brokers only represent four or five insurance companies, so there still may be others out there willing to insure you – look around, try another broker,” said Ms. Walker, who acknowledged that in some regional markets it is more difficult to find insurance.

Leslie Gilbert (Heritage Planner, City of New Westminster, B.C.) asked if there were differences in the way insurance is handled across the country. She said that Atlantic Canada didn’t seem to be having the same problem as in the West.

Richard Arbo (Insurance broker, Saint John) said that finding insurance for heritage homes is also an issue in New Brunswick, and so is the heritage designation. He explained that he and Paul Huestis are part of a very large insurance group that owns 46 agencies in Atlantic Canada.

“It may seem like an isolated problem in different cities, but it is not. As an individual, it is hard to make an impact on the insurance industry, but if the Insurance Bureau of Canada looked not just at Saint John, but all across Canada, then maybe it would see it is worth developing a program for heritage houses. Ann (Walker) taking our input to the CEO task force is a once-in-a-lifetime opportunity,” he said. Mr. Arbo also mentioned a pilot project in Ontario where a company is developing a vintage insurance program.

Ann Walker confirmed that she would take back delegates’ suggestions to the IBC task force.

Cheryl Fitzsimmons indicated that insurance companies prefer large numbers and suggested delegates should tell Ann how many people they know of who are having problems finding insurance coverage. If IBC thinks there are only 10 in question then they will be dealt with on a one-off basis, but if there are thousands, then perhaps it can do something, she said.

Ann Walker said the task force has “got the message” that insurance for heritage homes is

a problem. However, she added it was not looking just at the heritage home sector, but at other sectors that are having difficulty finding insurance as well, such as the Boy Scouts and the Victorian Order of Nurses.

Richard Arbo suggested that perhaps the Heritage Canada Foundation could provide the IBC with a list of craftspeople across the country that are qualified to do the appraisals, repairs and replacement on heritage homes. He said that “insurance companies are scared to death of insuring heritage homes because they don’t know where to find the craftspeople to fulfill the conditions in the policy.” He added that the municipal by-laws were another obstacle. Insurance companies are “paranoid over by-laws.” They understand building codes because they deal with them daily, but heritage buildings take it to another level of government, and when dealing with government it is a very slow process,” he explained.

Leslie Gilbert knew of some owners of very old but not necessarily designated homes, who are also unable to obtain insurance coverage. For example, she said, one owner was told to replace the old knob-and-tube wiring before she would be considered for insurance.

Richard Arbo affirmed that this was a common requirement in the insurance industry. Professional upgrading of electrical wiring and removal of asbestos (many old pipes are wrapped in it) are safety issues that need to be resolved before insurers would consider coverage.

Kevin Barrett (Heritage Property Program, Nova Scotia Tourism, Culture and Heritage) agreed that finding insurance for heritage properties is definitely an issue in Nova Scotia as well. He said it has been difficult to make sure everyone in the insurance industry understands the scope of designation. In Nova Scotia, only the exterior appearance of a building is considered, not the interior, not the construction materials. “If a designated building was damaged, a modern material could be used in the replacement — it’s not encouraged, but there are no restrictions,” he explained.

Mr. Barrett felt it was key for the insurance industry to understand that what is involved in a heritage designated house differs from province to province to territory. In his experience, he said, brokers tend not to be educated in terms of what the actual coverage involves with a heritage property, and what the scope of a designation is. "Sometimes, when they don't have answers, they use the word heritage as a way to avoid coverage. It's not because it's heritage, there could be other issues, but it's easier to say the word heritage and make it go away," he complained.

Mr. Barrett explained that the Nova Scotia Ministry has put together a team with representation from the province, municipalities, the insurance industry, insurance agents and companies, and associations such as the Provincial Property Association of Nova Scotia. Initially, he said, it was difficult to gather any input from the Insurance Bureau, but it has now changed its attitude and is working with them. He said the group is creating brochures for property owners, brokers, the insurance industry and municipal governments. "This way," he said, "they will all be speaking the same language and the word heritage won't be a scapegoat any longer."

Ann Walker agreed that education on the part of all stakeholders was a critical element and is an area that the task force has identified. She suggested that having heritage speakers at insurance industry events could be an educational opportunity.

Chris Rolton (Baccalieu Trail Heritage Corporation & Carbonear Heritage Society) reported that in Carbonear there is a lot of old row housing built after the fire of 1898. If one unit in the row has insurance the rest of the houses cannot get any coverage. She said the insurers feel that if there is a fire, the whole block will burn down, resulting in multiple claims.

Ann Walker stated she knew that row houses were an issue, but that the rules apply to any contiguous group of housing, not just heritage ones.

Richard Arbo added that this is an issue on any type of property if there is a "concentration of

risk" in one area. The insurers prefer not to underwrite any more risk in a particular area, he said.

Pamela Madoff again suggested that the Insurance Bureau could play a role by providing a list of insurance companies who specialize in this kind of non-standard housing.

Ann Walker recommended that delegates contact the IBC's consumer centres, which are represented in every province to help consumers with their individual needs. The centres provide a wealth of knowledge, she said.

Jens Jensen (President, Provincial Heritage Property Owners Association of Nova Scotia) told delegates that during the last 18 months the Association has had a consultant carry out a systematic survey of its members regarding insurance issues. It found that the brokers or agents on the front line "in too many cases were ill informed about what heritage designation of a property means, not familiar with the legislation, nor the building practices, etc.," he said. The group is now beginning a process, with the help of the IBC's Halifax office, to ensure that the frontline workers are informed through directives or educational programs. "It's become an urban myth that if you have a plaque on your house in Nova Scotia, then you can't get insurance. That's not the truth and we need to get the facts out there," he emphasized.

Mr. Jensen said the survey also showed that consumers were not well informed either. Most members indicated that they had not fully read their policies. He suggested there needs to be a parallel effort to educate property owners on insurance, saying that part of the problem is the arcane language that causes confusion with the consumer. He also indicated that the association has gathered together almost 2,000 potential insurance policy buyers in the hope of seeking out a broker interested in providing bulk purchasing to them.

Pamela Madoff reiterated that this session was an ideal time for delegates to bring forward ideas or problems so that Ann Walker could take them to IBC. "This is such an important opportunity to get information to the

Insurance Bureau, because that's the relationship that has to work for us."

Ken O'Brien (Planner, City of St. John's, Newfoundland and Labrador) said that the insurance problems confronting other cities didn't seem to be a problem in St. John's. However, he remarked that in the last few years a number of people in downtown neighbourhoods have been unable to find insurance. He thought it was important that the IBC is looking at the larger issues and urged it to create an opportunity for consultation, particularly with local or provincial heritage foundations as well as municipal planning departments.

"It seems there is a lot of misinformation at both ends," he said. For example, St. John's recently expanded its own municipal heritage area by about 65%, or almost 6,000 properties within heritage areas. A few people who are in the expanded area have found their insurance companies may not renew their policies now that the properties are in the heritage area. However, he said, most of the people who are unable to get insurance are in the core area, which has been designated since 1977. "Perhaps we could provide input through Heritage Canada or a municipal venue to get information out, and in," he suggested.

Pamela Madoff said that Heritage Canada does have a lot of information already that it could pass on to him and his colleagues.

Ann Walker suggested Mr. O'Brien talk to IBC's Halifax office. "Insurance is a national industry, and while you are concerned with a city or even a province, IBC has to look at the national picture," she explained. Ms. Walker suggested that a cap on the amount of liability insurers pay in court (similar to auto insurance) might benefit all homeowners. She added that one message she has received from the session was the need for more education for both the insurers and property owners.

Alice Folkins (President, Keillor House Museum, Dorechester, N.B.) said she had contacted the Halifax IBC office 18 months ago and is still waiting for a response to meet with

them. Her situation involves finding insurance for seven heritage buildings that she manages in Dorchester. She explained that in order to obtain the coverage, she needed public liability because three of the buildings are museums. Only \$1 million liability insurance was possible, along with a cap of \$50,000 on all seven buildings so that if there was a disaster, demolition costs would be covered. This insurance costs 15 percent of the museum's budget and it does not cover content. She contacted all the brokers in her area and was only offered insurance by one. Ms. Folkins expressed frustration at the lack of assistance from the insurance industry and said "the Heritage Canada Foundation needs to be our national body to get them (insurance) moving. By the time the insurers get off their duffs, our buildings and artefacts will be gone. I want to see something done and done quickly."

Pamela Madoff said the insurance situation is a crisis for many in the heritage community.

Ann Walker assured delegates that the CEOs see it as a crisis too, or "they wouldn't have set up the task force."

Brian Anthony (Executive Director, Heritage Canada) explained that throughout last year, Heritage Canada received "warning signs" from across the country about the insurability of heritage properties, so it began meeting with the IBC and is now exploring ways to work together at the national level.

"Education is certainly one big initiative, and an education package will be put together to demystify all of this for the insurance industry and owners of heritage properties," he said, adding that other ways and means are also being explored. Mr. Anthony noted that there are 1.7 million pre-1920 structures in Canada; not all of them are designated, but all of them, if looked after, will continue into the next century. He hoped the heritage community and the insurance industry could come to some meeting of the minds on this, and went on to say that real estate brokers also need to be educated, as they often encourage potential buyers to shy away from heritage properties or older buildings

because of potential insurance problems. Bankers need to be in the loop too, as many banks won't give out mortgages unless the property has insurance.

Mr. Anthony explained that Heritage Canada is trying to find a way to highlight those insurance companies that are heritage friendly, "to identify the Chubbs of the world," those companies that are actually seeking out a market in the heritage field. He said it is looking very promising, and while he appreciated that there are problems, he hoped to resolve them in the near future. He asked delegates who are encountering insurance problems to let Heritage Canada know, as all information strengthens its case.

Ann Walker suggested Heritage Canada could offer speakers to the brokers' association for each province, or provide education sessions tailored to the different provinces' licensing requirements that would give brokers credit. She said anyone could call her for details on how to proceed.

Pamela Madoff said Brian Anthony's observation was astute. "If one looks at it from a business point of view, then this is an opportunity for insurance companies to service an under-served value-added component of the real estate market that is looking for insurance. Rather than looking at heritage as a handicap, it should be considered a premium. Clients should be sought because, for the most part, owners of heritage homes take better care of them than their neighbours do," she said.

Ann Walker explained that the insurance industry is very competitive, with 260 property and casualty insurance companies in Canada. Some are more accepting of business and risk than others. "Now you have their ear," she said. "As things get better, you will find more heritage friendly insurance companies because they will want the business and will be competing for your business. It happened with auto insurance."

Cheryl Fitzsimmons stressed insurance companies need to understand the risk and that requires time. "We have to understand what we are getting into, but then certain companies

will say they like that risk and are going to go farther into it. That's why we all specialize. My company (Frank Corvan Insurance) handles solely non-profit and not-for-profit organizations, nothing else. Some companies only specialize in airplanes, in lake freighters, boilers and machinery. Once insurers recognize the niche market heritage offers, companies will pick up on it," she commented. However, she admitted that currently, the municipal by-laws, provincial by-laws and federal regulation issues relating to heritage properties have scared the insurance industry. Once there is one consistent message, it will make a difference. "We're slow but we will pick it up," she assured delegates.

Pamela Madoff said she thought that across the country, most jurisdictions were "on the same page" about what the responsibility or legal requirement of a heritage home owner would be. "It is next to nothing," she said.

Kevin Barrett agreed, saying that each province and territory has an act that gives the authority not only to the province, but also to the municipalities. In Nova Scotia, the *Heritage Property Act* deals with provincial registrations, which are different from municipal registrations, but it is very clear in terms of the scope. In both of those aspects, he said, the province only looks at exterior appearance, and if a property is damaged or destroyed by any cause, it can give consideration for deregistration. However, he said that if the plan is to rebuild the damaged portion back to the original look, there is little red tape and it can be approved the same day. He said delays happen when a property has been damaged and its owner feels now is the time for an addition or upgrade.

Pamela Madoff said the situation is of national proportions and is an issue that Heritage Canada can take a major leadership role in. She mentioned that some people think the insurance industry is a business that needs to be regulated.

Ann Walker commented on her experience with auto insurance; she said she understands what regulation does to an industry, and thought the heritage community would not

want to push for more regulations because it adds to the time and cost. The Insurance Bureau of Canada is the trade association for insurance companies, but they all have different policies and ways of approaching their business. She noted Ms. Fitzsimmons' comment that some companies would only deal with a specific section of the market, and said this approach could work to the heritage community's advantage.

"As the insurance industry evolves and learns more about heritage properties, and as the post-9/11 financial situation improves for the insurance industry, things will get better," said Ms. Walker. She added that she was excited by the opportunity to work with Heritage Canada on education and on some more fundamental industry changes that will help the evolution along.

SESSION 6 :

The Culture of Conservation

TOPIC:

Three case studies on preservation from around the globe.



PRESENTER:

ANTHONY M. TUNG,

Urbanist and author of *Preserving the World's Great Cities*

Mr. Tung's presentation focused on how the culture of conservation works in three cities: Beijing, Amsterdam and Charleston, South Carolina. He said that every great city faced similar situations: they were built up over time, became beautiful, had extraordinary historical associations — then modernization occurred, and landmarks were torn down. However, he said, an emerging culture of conservation is changing that approach.

"The conservation issues of today are largely new ideas of the 20th century, resulting from the industrialization of societies and cities," he noted. Preservationists are "pioneers" who believe that cities should manage the built environment in such a way that it is more life-enhancing rather than less.

Mr. Tung explained that preservation is a movement not just to save old things, but to consider the built environment in a rational way so that as people move into the future, they retain its positive, life-enhancing attributes and use them as the anchor upon which to change the city. He suggested that "preservation statutes should be looked at as a fundamental creative act by these societies, an invention of a new rule by which we will govern ourselves in the modern age so that the physical world we build up will be life-enhancing."

Beijing

Although the city originally built by Kublai Khan was destroyed when the Ming Dynasty began in

the 1400s, Beijing was rebuilt in the same general form. Mr. Tung explained that building protocols for Chinese capital cities had been evolving since 500 BC and continued all the way up to the building of Beijing. These protocols ensured that Chinese capital cities would look alike, although each successive dynasty refined the protocols.

He said the area around the original Beijing was encircled by mammoth walls, the height and width of which (along with the frequency of barbicans, gates, towers and carved marble bridges spanning the encircling moat) were determined by the building protocols.

He described Beijing as a city organized on a north-south axis so that it is set in harmony with the way the Chinese conceive the poles of the Earth. Every structure in the city is generally set in a harmonic position. Important structures are entered from the south, as is the whole city along the processional route to the Forbidden City located at its centre. The Forbidden City (or Emperor's City) has 999 buildings and is the size of Jerusalem.

Over millennia, the Chinese had a foreign policy in which they always protected themselves to their northern border with walls. As the size of the empire changed, the location of the walls shifted. No one knew the length of the great walls until recently, when scholars realized there is not one Great Wall, but many. It was only when the NASA space shuttle took a photograph from space that the true extent of the Great Walls of China was shown — an extra 5,000 miles of great walls!

"We can't know our history if we destroy the material evidence of it. The great walls are evidence of a political stance of a civilization; it then becomes part of the fabric of this great artefact of the Forbidden City. The artefact is the cityscape itself," said Mr. Tung.

He then described how Beijing's mediaeval cityscape was largely intact until 1949, when the Communist party assumed control, and hundreds of technical advisors arrived from the Soviet Union. Mr. Tung explained that at that time there were only a handful of Chinese architects trained in Western architectural disciplines.

One of them, Liang Sicheng, who was the son of a Mandarin scholar who foresaw that China would have to catch up with scientific advances, was sent to study in the U.S. His father wanted his son to serve as the filter by which Western culture would come into China.

"Just like in Saint John, there are beautiful parts of the city that just wouldn't exist except for the efforts of certain individuals, Liang did something similar," said Mr. Tung. When he returned to China he realized people did not know their architectural history because it was studied through the ancient Confucian methodology. (Mr. Tung described it as poetic, but impractical, since it doesn't measure the size of a beam or detail the kind of wood used in a certain dynasty.) There was not the kind of architectural history that is dated and precise, and Liang believed it was needed. Prior to the Second World War, Liang started documenting existing buildings from certain periods, dating back 300 or 500 years. He began a scientific architectural record. When the Soviet advisors decided to tear down the walls, Liang spoke up. As a revered scholar, his opinion mattered to the Chinese. Liang said the modern city should be built outside the historic city, as it was the great artefact of Chinese civilization. He suggested making the great walls into a walking park that would serve as a break between the historic city and the modern one outside.

Mr. Tung said that today Liang's ideas seem far-sighted and wise, but he was not listened to. The walls of Beijing — "renowned artefacts of world history" — were torn down, and modern non-descript buildings were constructed.

Mr. Tung praised Liang as an urbanist, saying his concept of the relationship of the modern city outside the walls to the beautiful wooden artefacts inside the walls was a profoundly significant aesthetic cultural revelation.

In 1995, a statute was created to save the monuments of Beijing and to establish four small historic districts, which represent only about one hundredth of one percent of the historic city. Apparently, other laws were also planned to create development control zones that would

protect 50 to 60 percent of the old city. These buildings, explained Mr. Tung, would be rated according to their excellence and significance, and protected appropriately. In 2003, the Chinese finally created these control zones, with maps showing every building in Beijing coloured according to their different values.

“However, there was a loophole,” explained Mr. Tung. “The rules said that the local mayors would have some degree of advice and consent capacity on all the buildings in the classifications other than those of national significance.” As a result, in one of the historic zones created, every building that was not in the top category was levelled. Because this became a negotiable matter, the local mayor gave in every time a developer claimed it would be more cost efficient to demolish rather than to save an old building. In two more historic districts the same thing is happening even today.

Ultimately, this means that only 11 percent of historic Beijing will be preserved, not 50 percent, and Mr. Tung lamented that all of this new legislation for saving historic areas is only adding 1 or 2 percent more. “Here was one of the most significant losses of urban architectural culture of the 20th century. The destruction continues in Beijing, in Asia and across the world.”

Amsterdam

There is an initiative in Amsterdam that is pointing to a different way of thinking about historic conservation, said Mr. Tung. Instead of thinking about conservation as an independent activity in the city, Amsterdam is thinking about it as a central idea so that the management of the metropolis is integrated with other concerns about the quality of life. Thus, “the nature of planning becomes preservation-conscious, as well as socially conscious and conscious of urban infrastructure.”

Mr. Tung recounted how Amsterdam actually built a social safety net for its people back in the 1600s, when it constructed almshouses and orphanages. But by the beginning of the 20th century, like most of the industrialized cities of Europe, Amsterdam faced an influx of people, many of whom ended up in poverty, living in the

run-down historic core. In 1901, Amsterdam created a housing act which empowered any group in the city that wanted to build housing to use government money and work in partnership to create housing for different city sectors.

The city created a commission of architects, bureaucrats and engineers to oversee any construction in the historic core. Mr. Tung said that while this was obviously historic district regulation, it was also an opportunity for the city to look at all of the architecture that was being developed and to discuss what its value should be.

“Amsterdam realized that if the marketplace built whatever it wanted, there would be chaos, so they chose something else. As a result, one style emerged called Amsterdam School Housing, which is one of the most revered early forms of Modernism in Europe and the United States. It comes out of the social boiling pot of a city talking with itself about its future and the form of its physical environment,” he explained.

However, at the end of the Second World War, the central historic area was decayed and few people wanted to live there. The historic buildings sit on uneven — and what were then fracturing — 300-year-old pilings driven into the compacted peat beneath the city. The buildings were breaking apart, and the cost of rehabilitation was enormous. None had electricity or proper plumbing and all needed to be modernized. Then, in 1957, architects, bankers, businessmen, planners and historians came together in Amsterdam to form a private company called Stadsherstel to restore the historic buildings.

Mr. Tung described how the group restored four or five select buildings within a neighbourhood, usually the corner buildings because they faced two avenues or canals. It also fixed the decayed building within a row so the flow would not be interrupted, and pairs of buildings because the foundation work on one affects the other. This way, there was a strategic restoration plan for each block. The Stadsherstel was creating gentrification with some subsidized housing. Property values have gone up, providing the city with income so that the restorations can continue. Saving the historic core

now makes sense economically. Sixty housing societies have been created to assist with the restoration projects, he added.

“Stadsherstel has restored some of the most decrepit buildings in Amsterdam as housing to show that buildings can be made beautiful again,” stated Mr. Tung. These are non-monumental, non-designated structures. “They represent the vernacular buildings that create the continuity of the milieu — they are significant in the flow.”

Stadsberstel started with \$500,000 US and, by 1995, the group had restored 350 properties in Amsterdam, all of which included subsidized housing. The total of its holdings was half a billion dollars. Apparently, he noted, this was accomplished while providing the investors with an annual 5 percent tax-free return. Stadsherstel still continues its work. Mr. Tung called it the “new form of conservation: neighbourhood renewal, housing, policy and historic preservation all integrated as one activity within the modern metropolis. Amsterdam is now a city that thinks about its urban future holistically while saving its past.”

Charleston

Charleston, South Carolina, has approached conservation in yet another way. Rather than focusing on the preservation of monuments, it created a zoning regulation law in 1931. This law stated that whole areas in Charleston, whether home to structures of monumental value or not, had to be preserved for the continuity of the milieu and its culture.

The first designated area covered the bottom part of the peninsula, where the oldest houses were located. As a result of certain loopholes in the law, several buildings were lost to demolition, while buildings incompatible with the area were constructed. Mr. Tung explained that the law was not made truly binding until 1969, but eventually all of Charleston was designated, including its centre where “out-of-scale, inappropriate intrusive modern structures were next door to low-scale beautiful structures.” The city had also seen the development of public housing

units whose designs were completely unrelated to their surroundings.

It took a new mayor, who had grown up in Charleston, to see that the formula-built federal public housing was stigmatizing the people who lived there, said Mr. Tung. The mayor suggested building public housing that integrated into historic streetscapes.

Charleston already had a distinctive housing type, the Charleston Single House, where the side of the house faces the street, while the front faces a piazza or garden. It was this design that was used for the new public housing. The Single House was first built by plantation owners and then by merchants, and then by freed slaves.

"This scattered-site, Single House, public housing now has won United Nations awards and a dozen awards in the United States. This integrated concept can now be found all over the American south. It represents intelligent thinking while respecting the continuance of the historic milieu," commented Mr. Tung.

Apparently, the mayor also tackled the centre of the city – King Street – to make it once again a viable commercial strip. This street had one-quarter of its buildings boarded up, another quarter that were decaying but where some businesses still operated, another quarter where they were in decent condition and had viable business operations, and the last quarter where they were fully functional. Mr. Tung said that because all of Charleston is regulated under a *binding* statute, every change to the physical environment must be studied and moderated until it is deemed harmonious with its surroundings.

"This is the culture of conservation. Sometimes, the rights of the property owner are abridged, but it is for a larger social good, it empowers the economic growth of the city. Tourists flock to beautiful old Charleston," he said. "The only way to manage the cacophony of a modern society so that all of the changes that happen in the historic environment are for the good is through a hindering law."

As King Street's preservation and revitalization evolved, it began to emerge as a tourism

destination. The surrounding area improved as well, and the big box store chains agreed to change their appearance to more successfully fit in to the milieu. Mr. Tung reported that the area's economy was soon thriving.

"This is a different approach to architecture. It reveals a city healing the wounds that were inflicted upon many of our cityscapes in the 1970s that we thought were irreversible. The planning of the future of the metropolis is now being informed in its spirit by the culture of conservation," he remarked.

Mr. Tung restated that between 1900 and 2000, 50 percent of all the beautiful and significant historic structures that existed on this planet were torn down. The cultural attitudes that caused that destruction are still prevalent in many places. His projection is that by 2100, 75 percent of the world's historic structures will be gone. However, he said, there are some places in the world where people have recognized that this does not make sense.

"Some cities have put binding laws in place and by virtue of those laws they will, over the next one hundred years, become more beautiful than they are today because a culture of conservation has emerged in those places," Mr. Tung predicted. "In 2100, these cities will represent precious jewels in the human settlement that covers this planet: Paris, London, New York, Amsterdam, Prague, and Charleston. They will be the places everyone will want to see."

Mr. Tung estimates that by 2100, these places will represent only 1.8 percent of the built human environment. "When cities decide to preserve their heritage, they are putting in place a resource for their economic and social vitality which will be enormous one hundred years from now. What you are doing when you save a building down the block is saving the continuity of human civilization. Keep on fighting," he urged.

DISCUSSION/QUESTIONS

Delegates asked about his views of the host city, Saint John, New Brunswick.

Anthony Tung emphasized that vernacular architecture is hard to replace. Saint John has buildings with beautiful wood carvings that were not executed to follow any strict protocols of style, but were expressions of the craftsmen who were so exuberant in the rebuilding of the city after the great fire (1877). These elements cannot be replaced, he said, because they do not generally include related documentation and they never followed a design formula. "They were done in a moment in history when certain people were here enriching the cityscape, and that moment is gone. This means, in some ways, Saint John needs to be fighting even harder to save these structures that are more modest and eccentric, because they are much harder to replace than the monuments that are carefully documented."

Mr. Tung also suggested that Saint John has the potential to be one of the "future precious jewels." He recalled seeing vacant lots and buildings in poor condition that, if not properly cared for or sensitively filled, would contribute to the city's loss of its heritage potential. If revitalization is not done right, the cityscape would "become somewhat incoherent, with lyrical bits of beauty that have been saved."

He suggested Saint John needed a terrific group of people – some sort of citizens' advocacy group – to save the city's heritage. It could start small, but needed to be holistic in its approach to understanding the city. He recalled a holistic planning group in Charleston who went to the mayor to suggest integrating tourism planning with conservation planning. This group was able to influence even garbage removal practices. It argued that sanitation pickup affects historic preservation because in certain historic areas the garbage bags were leaking and stains were showing on the stone pavement. Garbage collection is now picked up on the curb instead. Mr. Tung said this advocacy group now has a powerful influence on preservation issues in Charleston. It also publishes books and a monthly 8-page newsletter within the newspaper.

"This is top-flight urban advocacy. This group is changing the city on innumerable levels and it started out with three people. Saint John can do the same," encouraged Mr. Tung.

TECHNICAL SESSIONS

Technical Conservation Sessions



Jim Bezanson demonstrating masonry construction techniques to conference delegates.

PRESENTER: JIM BEZANSON

Heritage Development Officer, City of Saint John, led the four sessions.

1. STOREFRONTS: How to preserve and enhance a commercial building's character. Along with Bob Boyce, a Saint John architect, Mr. Bezanson presented a classroom session focusing on storefront cornices, doorways, windows and signage. Then, a walking tour took in more than 20 rehabilitated storefronts. Information panels on display in each of the storefronts provided a history of the building, historic photos, condition prior to, during construction and following rehabilitation.

2. HOW TO PREPARE CONSERVATION PLANS FOR BUILDINGS

Each of the participants received a copy of the new *National Standards and Guidelines for the Conservation of Historic Places in Canada*, as well as the *Practical Preservation Guidelines* produced by the City of Saint John.

Mr. Bezanson discussed at length the new *National Standards and Guidelines*. He reviewed each of the 14 standards and explained their relationship to the *Venice Charter*. He then reviewed the guidelines for the buildings section and discussed the recommended and not-

recommended formats. Using PowerPoint, he showed participants how to inspect a building envelope and recognize character-defining elements and architectural styles.

3. HANDS-ON DEMONSTRATION SESSION – MASONRY

Mr. Bezanson led a group on a field trip to a 1870s Second Empire brick building on Wentworth Street. Using bricks to mock-up a three-wythe wall, he discussed the differences between multi-wythe, load-bearing walls versus cavity wall construction. He stressed the importance of appropriate mortar and circulated the specification outlining the procedure for mixing traditional mortars. Using a paddle mixer, he then produced a batch of mortar. Discussion then turned to appropriate mortar removal techniques. He demonstrated the use of rotary grinders with appropriate blades and discussed repointing techniques. Discussion of appropriate wash-down and site clean-up followed.

4. HOW TO PRESERVE ORIGINAL WINDOWS

Using a traditional window, Mr. Jim Bezanson reviewed terminology for components of windows and discussed construction techniques. He reviewed a process for inspecting windows based on typical areas of failure, particularly at mortise and tenon joints and sills.

He noted typical areas of air infiltration and outlined procedures for thermal upgrading of existing windows using interlocking metal weather-stripping, caulking, maintenance, and more. He noted that the primary area for air infiltration is around brick moulds and window frames, rather than through the individual layer of glass.

Mr. Bezanson reviewed the role that windows play as character-defining elements of older buildings and noted the impact glass production technologies and modes of transportation had on the configuration of window sashes.

He indicated the factors to be considered when contemplating window replacement and stressed the need to make decisions based on value for money on an operating, as well as an initial capital purchase cost basis. Amortizing the replacement time for new windows should also be considered.

Following the presentation, the group went on a walking tour to review different window types and discuss common problems and solutions.

N O T E S
