

SERVICE CENTRE VISION IMPLEMENTATION

CURATORIAL, CONSERVATION, COLLECTIONS  
MANAGEMENT  
AND MATERIAL CULTURE RESEARCH

*CURRENT STATUS AND FUTURE DIRECTION*



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## INTRODUCTION

**Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources administered by Parks Canada, whether those activities pertain primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them [Cultural Resource Management Policy, Background].**

Curatorial, conservation and collections management as well as material culture research [CCC/MCR] constitute an essential cluster of cultural resources management [CRM] services required to meet Parks Canada's mandated responsibilities in regards to moveable cultural resources. This group is linked to both components of commemorative integrity [resource protection and presentation of messages], and to the appropriate application of the Agency's guiding principles as expressed in its *Cultural Resource Management Policy*.

## PURPOSE OF STUDY

The purpose of this study is to provide the Agency with an understanding of CCC/MCR issues, and recommendations on how best to deliver mission critical services in an efficient and cost effective way. The results should be of use in the preparation of the first service centres' sustainable business plans.

## SCOPE OF STUDY

All services provided at service centres [SC] and field units [FU] that relate directly to the Agency's ability to respond in CCC/MCR area of responsibility are included in this study. The significant collections permanently housed at Louisbourg [Cape Breton Island FU] and in Dawson [Yukon FU], and the related staff and facilities have thus been taken into account.

Archaeology, history and heritage presentation are closely linked with the collections cluster of functions, particularly as service recipients. Even though these linkages are significant, it has been deemed beyond the scope of this study to examine these functions whose service offer extends well beyond collection related issues.

## STUDY REVIEW AREAS

- Mission
- Client base
- Service offer
- Organizational structure
- Extent and state of collections
- Facilities
- Financial resources and work force
- Linkage mechanisms
- Reporting and accountability

## **LINKS WITH OTHER INITIATIVES**

This study has been carried out as a part of the Service Centre Review. Agency initiatives presently under way relate directly to specific aspects of this study. Among these, the national functional succession planning exercise is of direct interest for it may both benefit from our findings and influence our own conclusions and future action plan. Maintenance of appropriate communication is thus essential to ensure congruence and avoid duplication of effort. The definition of sustainable business plans by field units including service line resource templates will also have a direct bearing on the current practice and future direction of collections related functions.

## **REPORT CONTENTS**

The first part of this study presents the mission statement that was defined by the CCC/MCR working group for collections related functions, based on Parks Canada's mandate and CRM policy. An overview of the environment in which those functions have developed and operate follows in Chapter two. Chapter three provides a wealth of data that outline the cluster's current picture. Challenges and options that present themselves in that broad context and in regards with the new program orientations [Corporate direction] are discussed in Chapter four. Finally, in the last chapter, solutions recommended by the working group are put forward as well as an action plan and time line for their implementation.

## 1. MISSION STATEMENT

The Service Centres' Mission, as stated in the document "Role Statement: Parks Canada - Service Centres", fully applies to the CCC/MCR functions:

*A network of professional, technical and corporate expertise working together with our partners/clients to protect and present Parks Canada's natural and cultural resources by providing leadership, advice and quality service delivery in a timely and cost-effective manner.*

In addition, the working group felt necessary to define the cluster's specific mission. This statement reflects a common understanding of the CCC/MCR purpose and constitutes a foundation of this study:

*To provide the specialized knowledge and skills required for the care and use of moveable cultural resources in support of the protection and presentation of Parks Canada's protected heritage areas.*

## 2. ENVIRONMENTAL SCAN

### 2.1 PARKS CANADA POLICY FRAMEWORK

**On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations. [Our Mandate, The Parks Canada Charter and Corporate Plan 2002-2007]**

Curatorial, conservation, collections management, and material culture research activities contribute to Parks Canada's mandate in several ways: Collections in some cases contribute to the designation of national historic sites. In other cases, while not related to the reasons for designation, they may have significant historic value or may contribute to the effective communication of historic and heritage values of national historic sites and national parks.

Within Parks Canada, collections management is largely governed by the *Cultural Resource Management Policy* [1994], which defines a cultural resource as a human work [...] that has been determined to be of historic value. In practice, Parks Canada's collections, and the work of the curatorial and conservation professionals, often also include reproductions and other objects which are not considered cultural resources under the *CRM Policy*.

The *CRM Policy* requires that in managing cultural resources Parks Canada adhere to the principles of value, public benefit, understanding, respect, and integrity. The principles provide the means of determining the appropriateness of actions affecting cultural resources. The *CRM Policy* further sets out the practice of cultural resource management which includes four aspects: inventory of resources, evaluation of resources to determine cultural resources and their historic value, consideration of historic value in actions affecting cultural resources, and monitoring and review of ongoing activities. Collections managers, curators, conservators and material culture researchers play key roles in all four aspects of the practice of CRM. The *CRM Policy* lays out further direction on research, conservation and presentation activities [Sections 3.3, 3.4 and 3.5] and on the requirements to keep adequate records of all elements of collections care. For objects which are associated with national historic sites, the site's commemorative integrity statement provides specific guidance about the historic value of cultural resources and reiterates the need to manage these in conformity with the *CRM Policy*.

In concert with the *CRM Policy*, collections-related functions are governed by a series of management directives and guidelines. As well as other CRM staff, collections-related professionals and technicians must also comply with Parks Canada's planning documents. Like other public servants, CCC/MCR functions are as well required to adhere to relevant legislation and government-wide policies. Finally, in addition to these internal policies and directives, curatorial, material culture research, conservation and collections management activities in Parks Canada take place against a backdrop of international conventions, declarations and recommendations.

### 2.2 ETHICAL CONSIDERATIONS

Several functional groups within Parks Canada refer to widely shared ethical standards in the practice of their respective disciplines. For the most part, these ethical considerations are reflected in the Agency's policy framework.

More specific ethical standards and practices have, for their part, been developed at the regional, national and international levels by governments, museums, associations and organizations representing specific professional disciplines. This is the case for practitioners in the curatorial, conservation, collections management and archaeology [cf. MRC] fields. National and provincial ethical policies, heritage conventions, agreements, charters, codes of ethics, statements of professional standards and principles abound. Work on culturally sensitive collections such as sacred objects, and the treatment of human remains has, in this context, been the object of particular attention to ensure that professional interventions are conducted in a respectful manner in keeping with the concerned communities' interests.

### **2.3 HISTORIC OVERVIEW OF PARKS CANADA COLLECTIONS AND RELATED SERVICES**

Parks Canada has been responsible for the preservation, presentation and management of its collections of archaeological and historic objects since the establishment of the system of national parks and national historic sites. Core to the mandate of heritage preservation and presentation of nationally significant examples of Canada's cultural heritage is the management of collections and archaeological sites. Although these objects are not capitalized similar to other cultural assets such as buildings and fortifications, these collections of cultural objects have inestimable value.

Until 1972, management of collections was the primary responsibility of Parks Canada Headquarters in Ottawa. As the result of decentralization and regionalisation, in 1972, the management of Parks Canada's collections became, at various levels, a shared responsibility of both national and regional offices. During this early period of stewardship, resident expertise in collections, curatorial, conservation and material culture research at both the national and regional levels was developed and nurtured.

#### **Curatorial Collections -historic objects and reproductions - and Related Services**

The curatorial collection, originally under the stewardship of National Headquarters in Ottawa and referred to as the National Reserve Collection, was principally used to develop a significant number of national historic sites, such as Woodside NHS, Bethune House NHS, Lower Fort Garry NHS, the S.S. Klondike NHS, Fort Langley NHS, Fort Lennox NHS, Fort George NHS and the St. Roch NHS. This curatorial collection was primarily acquired for interpretative purposes and consisted of original objects that also served as a reference collection. During that time period, large scale acquisition of historic objects took place. Often various objects were acquired for heritage presentation projects that never quite materialized or were part of larger collections that were acquired from private individuals. The majority of reproduction objects fabricated for Parks Canada's early heritage presentation projects tended to be based upon prototypical objects from the Parks Canada collection. From the onset of decentralization and regionalisation in 1972 to present day, the National Reserve Collection has remained accessible to all Parks Canada Service Centres and Field Units across the country.

In 1997, with the formation of Service Centres within the Parks Canada Agency, the National Reserve Collection was amalgamated with the former Ontario Region collection. Other Service Centres in Winnipeg, Quebec and Halifax also have collections storage facilities that encapsulate former regional collections. Larger national historic sites, such as the Fortress of Louisbourg NHS and the Dawson Historical Complex NHS also have collections storage facilities due to their unique status and geographic location. A number of national historic sites also had significant extant collections, [such as Fort Malden NHS, Fort Wellington NHS, Lower Fort Garry NHS] that were absorbed into the Parks Canada regional [now Service centre] collections.

National historic sites, located in field units across Canada, also are the responsible and accountable stewards of the Parks Canada collections that are utilized in heritage presentation programming at their sites. Support and assistance is provided to these collections by Collections, Curatorial, Conservation and Material Culture Research from Parks Canada's Service Centres.

Currently, Parks Canada's historic object collection receives limited growth due to the fact there are no existing acquisition funds available, unless they are associated with a specific capitalization project. All acquisitions of historic objects are derived from donations or bequests and are only obtained if there is a direct association with the commemorative intent of a given national historic site or if the object is a rare or unique example of representative material culture. The current acquisitions of reproduction objects used in heritage presentation programming is also quite limited as there are no funds available to acquire these objects. Funding for the acquisition of reproduction objects is directly tied to capital projects at the field unit level. Support and assistance is provided by Service Centre staff to facilitate the acquisition of these objects. Field units and site staff are accountable for ensuring that good stewardship practices are followed in managing these objects.

There is some limited growth in Parks Canada's historic object collection as new systems planning initiatives are undertaken and new national historic sites are being developed, such as HMCS Haida NHS.

### **Archaeological Collections and Related Services**

Parks Canada's National Archaeological Collections comprise archaeological specimens and all associative field and research documents that are related to each site investigation. Collectively, the archaeological specimens and records for an archaeological site investigation is referred to as a site archive. These are associated with terrestrial and underwater sites [National Historic Sites, National Parks, Marine Parks and Heritage Canals] representing the full temporal range of human history in Canada. Material from Parks Canada's archaeological collection range in time frames from the Archaic period to the 20<sup>th</sup> century. Artefacts are collected through research, monitoring, and mitigation and managed for their intrinsic historic and documentary value in accordance with Parks Canada's Collections Management Directive and the Cultural Resource Management Policy.

Over the last thirty years, the Parks Canada archaeological collection has grown largely through major NHS research and development projects such as the Dawson City Historical Complex NHS, Lower Fort Garry NHS, Fort Malden NHS, Fort Wellington NHS, Fort St. Joseph NHS, Forges-du-Saint-Maurice NHS, Fortifications-of-Quebec NHS, and the Fortress of Louisbourg NHS. A large number of smaller National Historic Sites have also provided smaller yet significant archaeological collections that are directly related to their nationally historic significance as dictated by the Historic Sites and Monuments Board of Canada. In addition, culturally significant collections resulting from Marine Archaeological investigations at Red Bay and with vessels such as Le Machault and the Sapphire have increased our holdings.

Similar to Parks Canada's Historic [Curatorial] Object Collection, the Archaeological Collection was managed by National Headquarters until 1972, when the process of decentralization and regionalisation occurred. After that date, only a small portion of specific regional collections as well as Marine Archaeology, the entire National Reference Collections and several Aboriginal and site/study collections were not relocated to Parks Canada regional offices. Those collections were left to the custody of the former Archaeological Research Branch laboratory facility at 1600 Liverpool Court and the adjacent Newmarket warehouse. In 1997, the extant archaeological collections stored at National Headquarters

evolved into the collection under the stewardship of the Ontario Service Centre. During the following years, the remaining portion of regional site collections were transferred to the proper service centres. At present, archaeological site archives collections are also stored at Service Centre locations across Canada. Other significant archaeological collections were facilitated at National Historic Sites with large unique site specific collections such as the Fortress of Louisbourg NHS.

Currently, Parks Canada's Archaeological Collection has a higher growth rate [approximately 2% per year, excluding larger scale excavations, such as Fort Henry NHS] than the Historic Object Collection, due to the fact that mitigation is still taking place as a result of capital projects at National Historic Sites, National Parks and Heritage Canals. In addition, there continues to be an active demand for accessibility to the collection for various purposes including aboriginal repatriation of human remains as well as various heritage presentation initiatives.

### **Photographic Collections**

Since the beginnings of Parks Canada's operations, photography has been a major tool for recording sites and objects as well as research, development and heritage presentation activities. In addition, numbers of historical photographs have been collected, mainly from public archives, but also from private funds. Before regionalisation, photographs were kept at the National Headquarters and sometimes, like at Louisbourg, on the sites they were related to. In the 1970's, the number of photographers on staff multiplied, each region becoming responsible for documenting its sites/activities and managing its photographic collections. In the 1980's, on staff photographers started to be replaced by local contract professionals and today, there are very few left among Parks Canada's employees. Collections are partially or entirely taken care of by CRM services. In Quebec, the photographic collection, excluding historical photographs, was regrouped under the same management as the curatorial and archaeological collections in 1996.

Efforts have been made in Service Centres in the recent years to improve in-shop and public access to selected photographic documents. A large quantity of images have been or will soon be digitized for parks staff use across the country. When Parks Canada owns the rights, fees can be charged for publication by third parties.

### **Conservation / Restoration Services**

The first "conservator" working for Parks Canada was hired in the late 1960's to work on site at Restigouche, Québec on material coming from the shipwreck "Le Machault". It was as a result of the thousands of objects coming from this wreck that the first archaeological conservation laboratory was set up at the Keyes Building in downtown Ottawa in 1971. At this time, archaeological conservation was part of the archaeology function. In 1973, Conservation became a separate division. Furniture restorers were already housed on Sheffield Road at Interpretation Division. They, together with fine arts conservation sections, were added to Conservation Division in 1974.

In 1974, Conservation moved to a new laboratory on Liverpool Court, just up the road from Archaeology. In 1975, the three scientists specializing in archaeological conservation already in Conservation Division were augmented by two scientists specializing in historic building conservation. They came from the laboratory of Restorations Services Division.

In 1975, conservation services were decentralized and labs were set up across the country: in Ontario, Québec, Winnipeg and Halifax. However, functional leadership and some conservation specializations remained centred in Ottawa, e.g., paintings conservation and large, industrial projects. In 1995, a large, modern conservation laboratory was opened at 1800 Walkley Road. Furniture Conservation joined the rest of Conservation in the new facility. In 1997, Conservation Branch and the other CRM functions in Ottawa were combined with the Ontario Regional Office in Cornwall to form the Ontario Service Centre. The functional leadership role disappeared and policy guidance resides with national office. OSC conservation staff and scientists serve field unit, service centre, national office and external clients.

Staff numbers in Conservation fluctuated over the years with the needs of Parks Canada. Conservation in Ottawa began as a small unit but increased to approximately 80 staff prior to decentralization in the late 1970's. After positions were assigned to the regions with decentralization, the staff in Ottawa stabilized at approximately 34. In the mid 1980's, down-sizing began, and was followed by Programs Review I and II in the 1990's. The current staff numbers 19 conservators and 5 conservation scientists.

### **Archaeology Material Culture Research Services**

National Historic Sites Service staffed the first two Material Culture Research [MCR] positions in 1966 to complement the fledgling underwater and terrestrial archaeological program. At that time, cultural research revolved around ongoing restoration, reconstruction and stabilization projects at sites across the country; Louisbourg, Fort Beauséjour, Coteau du Lac, Mallorytown Wreck, Lower Fort Garry, and Yuquot to name a few. At that time, MCR focussed on artefact identification and dating to answer archaeology requests often related to structural issues. No training in Euro-American material was available externally and research expertise developed on-the-job. Section structure was based on specialization by 'material group'. Research based on material was common in archaeological and museum research and followed published reference source logic. MCR disseminated knowledge through reports, catalogue guidelines, publications and through a National Training Program in which mentors trained Regional staff in artefact identification and research technique. Aboriginal material culture expertise was only minimally provided within the National MCR section.

As staff and MCR expertise expanded, a broader client base for the service developed. Curators and Heritage Presentation staff needed information on furnishings and period lifestyle. As a primary source, archaeological collection research, supplemented by museum and period research, refined and enriched presentation authenticity. These cultural research questions fostered movement away from specialized 'material group' divisions [glass, ceramics, metals] where researchers focussed on technological or stylistic change in a specific medium. New streams emerged to encompass functional groupings or themes [military, industrial, domestic, ships' fittings, fur trade] within specific historical eras. Research expertise grew to embrace broad topic areas and MCR team projects now explore multi component collections with the synergy to interpret social meaning in artefact assemblages. Material and functional group research still sets parameters for specific research requests. They are also useful means of structuring basic artefact identification training.

In the early 1980's when the MCR program peaked, the headquarters section boasted 14 HR research staff [including the section head] plus 3-4 SI terms to assist with specific projects and National Reference Collection cataloguing. Nationwide, service provision was widespread with 13 more 'generalists' trained in all artefact groups to provide expertise in Regional offices. Many staff trained in this program remain in Parks Canada although time and career development has led them to broader roles. Currently Service

Centres each retain only 1 or 1.5 material culture devoted staff. The National MCR component has dwindled to 6 [including the vacant Head position] with no term assistants. The drop from a strength of 30 nationwide to 10, is critical given the long learning curve and retirement profiles of remaining staff. Although a few universities now offer some Euro-American material culture training, expertise is still largely developed on-the-job.

In OSC MCR National Component, previous venues to broadly disseminate information through the publications program and active participation in international associations are curtailed by the economic downturn and reduced staff numbers. At present, use of intranet, database development and unpublished project reports prepared for specific clients serve to communicate research results on a minimal level. Staff need upgrade training in current technology for desktop publishing. Increasing demand for report translation is not fully supported within OSC and, the 1.5 p/y absence during language training will impact heavily on the section in 2003/04.

## **2.4 RECENT TRENDS AND DEVELOPMENTS**

Recent internal and external trends and developments have affected the type and delivery of curatorial, conservation, collections management and material culture research services within the Parks Canada Agency.

For example, comparatively few new National Historic Sites are now being acquired by PC. Furthermore, preservation and heritage presentation programs within extant NPs and NHSs have been restricted for several years due to a lack of funds. On the other hand, the Minister announced the creation of 10 new National Parks and 5 National Marine Conservation Areas within the next five years and funding for the upgrade of Heritage Presentation assets might become available. Moreover, there is an increase in requests for advice and support from other government departments and it is expected that the implementation of the Historic Places Initiative, the Revised Cost Share Program and new commemorations for women, Aboriginal people and ethno-cultural communities will multiply enquiries. Other internal factors such as increased self reliance by certain field units; the loss of curatorial staff in the former PHQ; changes in historic site development as well as in archaeology and heritage presentation practices; continuing pressures on human and financial resources; increased use of electronic technology, including the trend toward web-based virtual museums and putting collections on-line, already have a significant impact on services included in this study.

External factors may also have an effect on activities relating to collections. Expansion of National Historic Sites alliances, involvement of First Nations in research and heritage presentation[cf. repatriation, renewed interest in stored material], university / college related programs, changes in artefact related training programs and increases in requests from the general public are some of the developments that could influence the practice of this cluster of functions.

## **2.5 CORPORATE DIRECTION**

As stated in section 2.4, recent trends and developments are closely related to Agency priorities and new initiatives such as:

### **National Parks and National Marine Conservation Areas**

Further to the Prime Minister's public announcements on the subject, it is anticipated that the National Parks program will receive a considerable amount of money in the 2003 federal budget. The funds will be for the establishment of new parks and may also support the ecological integrity of existing national parks. New protected areas bring with them a requirement to inventory cultural resources and these may generate modest additions to the object collection. In the case of national marine conservation areas, the required expertise may come from the underwater archaeology unit. There may be demands for conservation services related to cultural resources.

### **Other Federal Departments**

The Historic Places Initiative is expected to have a major impact on the management of historic places administered by the federal government and on those owned by others. In the case of federal NHSs, anticipated impacts include review of proposed interventions through a review unit housed in the national office, and agreement or advice on stewardship and management of archaeological and historic collections in SCs.

### **The Family of National Historic Sites**

The HPI may also affect NHSs which are not owned by the federal government by encouraging them to develop commemorative integrity statements and submitting proposed interventions for certification and eligibility for financial support. In addition, should the National Historic Sites of Canada Cost-Sharing Program be funded, this would create a further incentive to sites to complete CISs, and undertake conservation and presentation activities. While these activities might not have any direct impact on the CCC/MCR functions, rapprochement between Parks Canada and the family of national historic sites will almost certainly translate into demands for expert services and advice. The response may be delivered through existing field unit or national mechanisms for allocating service centre work. Increasing demand underscores the need for a consistent and transparent approach to the allocation of resources.

### **Aboriginal Claims**

In the past decade, one of the most visible demands on collections management has been the repatriation of objects of Aboriginal affiliation. The requests are sometimes made as part of a larger land claims process, though this is not always the case. These claims pressure the system by requiring expertise in Aboriginal material culture which often does not already exist within Parks Canada. It also demands legal rigour and exposes Parks Canada to ethical scrutiny. Settling any of these demands has proved labour-intensive in the past, as well as sometimes requiring expenditures for shipping, travel of members of the Aboriginal group in question, and ceremonies.

### **Sustainable Business Practice**

In 2002, Parks Canada undertook to create sustainable business plans for all of the field units and other business units. The objective is to understand the implications of Parks Canada's existing fiscal resources and plan accordingly. The CCC/MCR group maintains large storage buildings and is responsible for vast collections, uses expensive equipment, and contains highly specialized [and expensive] personnel, all of which might reasonably be scrutinized in the broader framework of program sustainability.

### **3. THE CURRENT PICTURE**

#### **3.1 CLIENT BASE**

##### **Internal**

- Principal: Field Units, protected heritage areas [NP, NHS and NMA].
- Other SC functions [heritage presentation, planning...], other SCs and NO.

##### **External**

- Principal: Other federal departments and agencies, and the Family of NHS.
- Other levels of governments, institutions, organizations, and the public [First Nations, provinces, municipalities, museums, interpretation centres, universities...].

#### **3.2 CURRENT SERVICE OFFER**

##### **Mission Critical Services**

SC and FU provided lists of the CCC/MCR services that they currently offer. The examination of this wealth of information against the specific CCC/MCR mission statement lead to the identification of services that are critical to the achievement of CCC/MCR mission:

- Manage and maintain curatorial and archaeological collections.
- Conduct, and advise on, inventory and evaluation of cultural resources [initial and periodic].
- Assess and monitor condition of cultural resources.
- Provide preventive and remedial conservation services.
- Provide, and advise on, environmentally suitable storage conditions and facilities.
- Develop, and advise on, policies, directives and guidelines.
- Create and maintain related records.
- Conduct research to provide increased understanding and use of material culture for heritage presentation.
- Acquire, manufacture, interpret and install historic objects and reproductions for presentation purposes.
- Provide training to staff on conservation, collections management and material culture.

#### **3.3 ORGANIZATIONAL STRUCTURE**

There is no CCC/MCR unit at the National Office. Also, there is no representative of these functions at the NHS management table except for Material culture research and Archaeological collection management whose leadership resides with the Archaeological Services Branch.

Ontario SC has the most complex structure regarding CCC/MCR. The Conservation area reports to three different CRM managers, one of which being also responsible for Curatorial services, another for Archaeology, and the last for Historical services and Material culture research. A fourth manager heads the Collection management services. In Atlantic and Quebec SCs, all CCC/MCR staffs report to a unique CRM manager. In Winnipeg, Conservation, MCR and most of WCSC's Collections management services

are under one CRM managers. The other WCSC CRM manager, in Calgary, supervises one Collections management services employee. As for Curatorial services, they are part of Heritage Presentation in Winnipeg.

In Dawson and Louisbourg, CCC services [there is no MCR] are not managed directly by the FU superintendents. In Dawson, the Curatorial/Collections Officer and the head Conservator report to Dawson HC, Dredge No. 4 and S.S. Keno National Historic Sites' superintendent. In Louisbourg, it is the CRM manager who is responsible for Curatorial, Collections management and Conservation Services.

### **3.4 EXTENT OF COLLECTIONS**

Assets that are examined here comprise historical, archaeological, photographic and natural specimens collections, including associated site archives and related documentation that are under the care of Parks Canada no matter whether they are in storage, in conservation, in site-exhibits or on loan.

The so-called “national” collections, based in Ottawa, are managed by the Ontario SC as well as the Ontario regional collections, grounded in Cornwall. Atlantic, Québec and Western Canada SCs as well as Dawson NHS take care of the collections associated with the protected heritage areas of their respective regions. Louisbourg, on the other hand, looks exclusively after its own site collection.

#### **Size of collections [on site and in storage]**

- 500,000 historic objects + several thousand reproductions, documents and records.
- 33 million archaeological artefacts, specimens and associated records.

#### **Curatorial Collections [historic objects and reproductions]**

Historical collections include historic objects and reproductions, associated site archives and related documentation.

There are approximately over 500,000 historic objects nationally within the Parks Canada collection and they range in time from the 10<sup>th</sup> century to present day and in scope from ethnographic objects to civilian, military, and fur trade items, including furniture and furnishings, costumes and textiles, kitchen and table wares, trade tools and equipment, firearms and armament, transportation objects, toys, industrial equipment, historic documents, trade catalogues and technical manuals, works of art and architectural components.

The historical collection also comprises reproductions. These are items copied from original objects or made based on historical data, such as period costumes, military accoutrements and firearms, furniture, household accessories and period product packaging. In several instances, the masterfully crafted reproduction copies are “unique”. Contemporary creative artwork [documenting land settlement, fur trade routes, wars or military human history, gold mining, scientific discoveries] is also present in the collections. Specialized stock purchased reproductions acquired for animation purposes and expended or consumed, within a short period of time, fall under “Consumables” [such as artillery priming iron, gun flint, tallow candles, flax tow, sealing wax] and are considered non-registered reproductions or “*supports d’animation*”.

### **Archaeological Collections**

Nationally, the collection of archaeological objects contains over 33 million items, specimens and associative records that represent a cross-section of human habitation and activities spanning 11,000 years.

### **Photographic Collections**

Hundreds of thousands of images are included in Parks Canada photographic collections, original, archival and copies of historical documents, in negative, positive, printed, video and digital formats: views of natural parks, historic sites and marine conservation areas, terrestrial and marine mammals, birds, fish, terrestrial and aquatic plants; photos of archaeological and historic objects, animation and interpretation activities on sites, buildings before and after restoration work; not to mention research photographic records. In some cases, a large part of this material is under the responsibility of CCC/MCR staff, especially the Collections management services.

### **Conservation Records**

Conservation records are important as they allow us to monitor the condition of the cultural resources [artefacts] over time and to record any changes made to the artefacts necessary for their continued maintenance and survival. The recording and dissemination of this information is part of a conservator's professional obligation. For the conservators, the records give the next conservator an idea of how the artefact has responded to treatment in the past. The information is also of value as a work planning tool, as it gives us averages for estimating how long a treatment may take, and the ability to inform the sites on the type and amount of work that has been done for them.

## **3.5 STATE OF COLLECTIONS**

Generally, collections, or at least portions of those whose condition has been assessed, are in good state. There are some major issues though, such as a significant backlog in the evaluation of archaeological artefacts in OSC and of moveable cultural resources in Dawson. Also in Dawson, a large collection of non-catalogued/large objects is maintained in fair to poor condition in permanent outside storage. Historic objects stored in Newmarket Street facility in Ottawa have badly suffered from adverse environmental conditions: some are dirty, metals vary from good to fair and much of the furniture is in extremely poor condition. Continuous maintenance and ongoing replacement of furnishings and costumes are quite a challenge in Louisbourg. As for records, there are no duplicate copies of several original documents specially among archaeology paper and photo records. Documents such as field notes and drawings, often written in lead pencil, are fading. A large portion of these documents as well as photographs are also deteriorating for being used on a daily basis.

### 3.6 FACILITIES

#### **Main facilities and service delivery points**

- Service centre locations: Halifax, Quebec City, Cornwall, Ottawa and Winnipeg
- Field Unit locations: Louisbourg and Dawson

In Halifax, CCC/MCR services occupy space in three locations: the main Service Centre offices, a warehouse in Burnside Industrial Park, approximately 10 km. from the latter [curatorial collection and conservation laboratories] and a storage room in the Trade Mart building, ca. 0.5 km. from the main offices [archaeological collection].

In Quebec, CCC/MCR staff work at the Gare maritime Champlain where the offices, laboratories and collections storage rooms are located. A portion of the collections are stored in Beauport, 28 km. from the Gare maritime.

OSC presently occupies space in four locations in the National Capital Area and two locations in Cornwall, Ontario. With the exception of most of 1800 Walkley Road, Ottawa, OSC's present accommodation is poorly located, inadequate, inefficient, unsuitable and costly.

The Western Canada Service Centre archaeological and curatorial historic collections are housed in a modern government-owned facility in Winnipeg known as the Customs Examining Warehouse. As the Western Canada Service Centre has archaeologists located in Calgary and Victoria, both these locations have basic lab facilities. The Calgary Archaeology lab is the location for reference collections for Alberta and BC national historic sites.

In the Dawson area, collections are stored in 3 warehouses, all historic structures that have been adapted to take advantage of local conditions; 2 have full or partial environmental controls. The conservation function is housed in a building in the administrative area. Conservator has a newly equipped lab for bench conservation treatments, that is attached to work space for collections and curatorial staff in a renovated historic building. Library, research and exhibit preparation areas are shared with Interpretation staff. In the Whitehorse area, there is also a new warehouse [leased] being developed for general collections [and reproductions] related to the S.S.Klondike and Chilkoot Trail. In Kluane, one artefact storage cage has recently been vacated due to a move, and the historic object collection is awaiting re-location to a facility that has yet to be determined.

At Louisbourg, curatorial furnishings are maintained in reconstructed buildings on site, and in storage in basements or attic spaces of the same buildings. Costumes are produced and stored on site in a reconstructed building. There is open area in the "Armco" Building in the administration area where archaeological artefacts are stored. Areas of dormant storage include barracks of the King's bastion attic and, in the administration area, stores basement and stone storage building.

### 3.7 WORKFORCE AND FINANCIAL RESOURCES

#### Work force

- " 103.9 indeterminate PYs; " 4 term PYs [includes FU staff; as of September 2002]

<u>WF by service unit</u>	<u>WF by function</u>
<ul style="list-style-type: none"> <li>▪ Atlantic SC: 11.9 PY [1 vacant]</li> <li>▪ Quebec SC: 18.0 PY + 1.73 term</li> <li>▪ Ontario SC: 46.0 +8.0 PY + 1.0 term</li> <li>▪ Western Canada SC: 17.0 PY</li> <li>▪ Cape Breton FU: 7.75 PY + 2.0 term</li> <li>▪ Yukon [Dawson]: 3.25 PY +0.18 term</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conservation and analytical services 48.2 %</li> <li>▪ Collections management 30.4 %</li> <li>▪ Curatorial 12.9 %</li> <li>▪ MCR 8.5 %</li> </ul>

#### Financial resources [salaries + G&S]

- ± 6.2 M \$ + 0.7 M \$ [management costs]
  - SC: Atlantic 668.1 \$, Quebec 986.3 \$, Ontario 2,855.9 \$, Western 987.9 \$
  - FU: Cape Breton Island 450.0 \$, Yukon 213.3 \$

### 3.8 LINKAGE MECHANISMS

In order to accomplish the CCC/MCR mission, linkage mechanisms have developed within SCs, particularly in the context of CRM, and with field units/sites through interdisciplinary work and a service provider/client relationship. There are formal client boards for the attribution of services in the ASC and OSC. The latter also allocate specialized services to other SCs through the National CRM client board. There are no formal linkage mechanisms between CCC and the National Office since the former CCC national components were transferred to the OSC. However, MCR and Archaeological Collection management still maintain functional links with Archaeological Services at the National Office. Dawson and Louisbourg receive functional direction respectively from WCSC and ASC. The information management tool common to the curatorial community, AIS, contributes to reinforce functional networking. Finally, CCC/MCR services, in SCs and FUs, maintain links with partners such as universities and museums, with colleagues and professional from various horizons, with consultants and contractors, with professional organizations, etc.

### 3.9 REPORTING AND ACCOUNTABILITY

Several key planning, reporting and accountability tools are available to CCC/MCR services, such as SC and FU *Roles and Responsibilities*, the *CRM Policy*, Commemorative Integrity Statements, Management Plans, SC and FU business plans, CRM Annual Working Plans, Client Service Delivery Agreements, Client Boards, midyear and annual reports and the *State of Protected Areas Report*.

#### 4. CHALLENGES AND RECOMMENDATIONS

As there will be no additional resources available in the near future, it is necessary to analyze and adjust the CCC/MCR current service offer and delivery to the current level of personnel and funding. Certain support services may no longer be required while others are not available. How can we develop new expertise [e.g. aboriginal ethnology] and answer, in a professional manner, current and expected new demands [c.f. agency priorities and new initiatives] in this difficult context? What can we do to maintain a critical mass of competent professionals? What is our solution to our incapacity to provide all services from all delivery points?

The following recommendations will help adjust the service offer and delivery to meet the organization's need for the future.

1. Service offer – focus on mission critical services, capacity [catch-up / keep-up].
2. Organizational structure – national leadership, efficiency in specific SCs.
3. Pertinence of collections – relevance, right sizing.
4. Information management – Agency wide CRM database consistency; record conservation and accessibility.
5. Facilities – Consolidation, where and when appropriate, in specific SCs.
6. Communications – Effective communication of mission, service offer, and outputs to management, staff and Canadians.
7. People issues – Succession planning.
8. Reporting and accountability – Increased and consistent accountability for national and local services provided.

*Challenges and recommendations were established on the basis of data collected on the current picture and the CCC / MCR Study Working Team meeting held in Toronto [George Brown House NHS, March 24-26], and subsequent inputs*

##### 4.1 SERVICE OFFER CHALLENGES

*Several events have occurred during the last 10-15 years that have contributed to the increase of Parks Canada's responsibilities and strain of its human and financial resources, making it more difficult for the CCC/MRC functions to provide a service offer respectful of minimal professional and corporate standards. Some of them are:*

- *the development and implementation of new and more comprehensive sets of management tools such as the CRM Policy;*
- *Parks Canada becoming an Agency within the Heritage Department;*
- *Program Reviews, leaving personnel gaps in several areas;*

- *changing former regional offices into centres which provide professional and technical services to Field Units that are accountable for sound protected heritage areas and responsible for financing projects.*
- *the end of the Green Plan initiative.*
- *the development of Marine Conservation Areas.*
- *the development of the family of NHS concept*
- *increasing demands from other federal departments.*
- *Aboriginal claims*

**Challenge 1:**

Provide CCC/MCR services at the level [type, quantity, quality and accessibility] required to fulfil Parks Canada's mandate and comply with federal laws and policies, and professional standards.

**Recommendation:**

Develop and implement a long term [5 year] action plan for the delivery of the mission critical services, focussing on conservation, heritage presentation and other programme priorities.

**Means of implementation**

- Conduct a service gap analysis, within the current fiscal year, to determine precisely the degree of disruption between current state/capacity and requirements.
- Develop a highly focussed CCC/MCR national service offer [core, specialized and policy services] and identify who will be responsible for providing what, where, how and when.
- When appropriate, apply the National CRM Client Board in regards to other CCC/MCR services provided nationally from other SC locations
- Realign the current resource base accordingly and seek out capital increases [rust out, capital projects...] as opportunities arise.

**Benefits**

- CCC/MCR mission critical services are available/accessible in a prioritized, efficient and flexible way.
- Clarifies responsibilities and therefore facilitates and promotes co-operation between service providers.
- Increases capacity to demonstrate accountability and to provide clients with quality, timely and cost efficient service.
- Could contribute to balance workloads.
- Increases productivity and morale.
- Complies with Parks Canada SC Vision.
- Allows PC to respond to its mandate and commemorative integrity obligations.

**Risks**

- Resulting changes may impact some personnel.

**Challenge 2:**

Maximize the contribution of material culture research to fulfil PCA's mandate in regards to heritage presentation and other CI requirements.

**Recommendations:**

- Redirect MCR expertise and resources to meet mission critical service requirements and short falls, based on results of the service gap analysis.
- Increase material culture research in thematic priority areas such as aboriginal and ethno cultural history.

Benefits

- Increased flexibility and capacity for provision of MCR mission critical services [identification, evaluation, interpretation and presentation of archaeological artefacts].
- Increased capacity to provide clients with quality, timely and cost-efficient services.
- More congruent with the current Agency's structure and financial restrictions, considering that much MCR information and several excellent research tools are readily available.
- Better defined responsibilities facilitates co-operation between service providers.
- Closer client relationship with the SC archaeological communities.
- Transfer of corporate culture, memory and expertise encouraged.

Risks

- On the short term, if positions were identified to be transferred from one location to another, this recommendation would not necessarily be easy to implement because of the impact on staff.

**4.2 ORGANIZATIONAL STRUCTURE CHALLENGES**

*The organizational structure should contribute to the following:*

- *Efficiency and effectiveness*
- *Integrated Cultural Resource Management services*
- *An interdisciplinary approach*
- *Close client relationships*
- *Responsiveness to a variety of client needs including strategic and operational advice and services in several geographically dispersed areas*
- *Cooperation in response to Agency wide challenges*

**Challenge 1:**

Lack of national CCC functional cluster leadership.

**Recommendations:**

- Support and strengthen the existing CCC networks to provide leadership and coordination within their specific activity areas.
- Within the current fiscal year, identify a champion to serve as the cluster's functional representative on the NHSD management board.

**Benefits**

- Favours a national service offer built on the respective strengths [skills and facilities] of the multiple service delivery points.
- Increases cohesion within the functional groups - increases capacity to work effectively together according to common standards and shared best practices and tools - increases capacity to achieve common purpose and vision in the service of PCA's mandate.
- CCC service cluster provided with policy and functional leadership at a level similar to other cultural heritage sector areas.
- Provides for a national vision regarding issues and opportunities.
- Voice at NHSD management table to account for and champion service area.
- Synergy with other related functions [e.g. Archaeology and HP].
- Reinforcement of current informal professional networks.

**Risks**

- Possible failure if strong commitment and will for coordination from functional communities in dispersed geographic areas cannot be sustained.

**Challenge 2:**

The OSC has a complex organizational structure with four CRM managers responsible for individual portions of the same CCC/MCR service areas. This results from the merger of a number of NO service units, in Ottawa, with the regional services located in Cornwall. Currently there is a lack of cohesive vision and action, some duplication of effort, competitiveness and challenges to effective communication within the CRM community, the OSC and with clients. Clients are not satisfied with the current structure and find it confusing.

**Recommendation:**

Design and implement an efficient and integrated Ontario CRM services organizational structure.

### Means of implementation

- Determine ASAP which of a single or a two CRM manager structure would serve best to provide efficient integrated National and Ontario CRM services in OSC. Either option would likely require the support of a team of knowledgeable functional managers responsible for Collections Management, Archaeology [including underwater, terrestrial and material culture research], Conservation, History and Curatorial services.

### Benefits

- CRM services are more integrated and organized into clearer functional groupings.
- Communication with clients are improved by assuring clearer point[s] of contact.
- Strengthens traditional working relationships and reduces internal barriers.
- Helps to establish a career path for individuals working within a specific functional area.
- Builds on the OSC Succession Plan approved in May 2001.

### Risks

- Organizational change will cause disruption and stress.

### **Challenge 3:**

Curatorial services within the Western Canada Service Centre currently reports to a different manager than other CCC cluster services.

### **Recommendation:**

Integrate Curatorial services with other CRM functions under the overall responsibility of a single CRM manager at the Winnipeg office.
---

### Benefits

- Favours further development of an interdisciplinary approach to common or related service delivery.
- More cohesion and efficiency in CRM within the WCSC.

### Risks

- Relationship of curatorial services with Heritage Presentation [currently under the same manager] may be somewhat weakened by such a move.
- Span of responsibility may require development of some form of functional leadership within the SC.

### 4.3 PERTINENCE OF COLLECTIONS

#### Challenge 1:

The collections of curatorial objects held in service centres include items that are not relevant to current or foreseen operational or presentation needs.

#### Recommendation:

Determine and implement, where appropriate, the most beneficial and cost effective strategy for de-accessioning.

#### Means of implementation

- Update the de-accessioning program developed for the Ontario held curatorial collections in the 1990s [over 300 000 objects currently stored in Ottawa already identified for disposition] and initiate its implementation accordingly.
- Where not already conducted, undertake within the current fiscal year, a sample assessment of each curatorial collection to establish credible cost estimates and likely outcomes of applying a de-accessioning /consolidation process.
- Initiate a de-accessioning program based on the direction provided by the sampling exercise.

#### Sampling benefits

- Provides credible and measurable information on the cost versus benefit [outcome] of carrying out the evaluation and disposal of non relevant curatorial collections or objects.
- Serves to measure to which extent policy and legal considerations will impose constraints in any de-accessioning / disposal process.
- Will serve to establish a realistic work plan and time line for moving forward in right sizing PC's curatorial collections.

#### Sampling risks

- Sample may not serve to correctly assess cost / benefit of specific discreet collections.

#### De-accessioning benefits

- By divesting itself of curatorial objects not required for the delivery of its mandate, the Agency could possibly reduce its related space requirements.
- Staff time and resources allocated to the management and maintenance of said objects could be directed to other mission critical service requirements.
- If a significant reduction in the size of these collections, or a significant consolidation of their storage areas could be achieved, some indirect savings to PCA could accrue.

#### De-accessioning risks

- Objects whose relevance has not been properly assessed may not be available when future needs arise.
- A time consuming de-accessioning process may reduce the capacity to respond to other curatorial and collections management priorities and requirements.

#### 4.4 INFORMATION MANAGEMENT CHALLENGES

##### Challenge 1:

Several incompatible CRM data management systems are in use, many of which require significant investment.

##### Recommendations:

- In cooperation with the national IM/IT unit, undertake a process for identifying user requirements and estimating the cost of selecting or developing an appropriate agency-wide CRM management software system.
  - Using local/regional vocabularies.
  - Including a minimum of high level common fields to respond to NO info. needs.
  - Sufficiently flexible to respect GPS based and conventional data.
- If feasible and cost-efficient, initiate the process of developing and implementing the proposed, user friendly, standardized package.

##### Benefits

- Common/shared or compatible software systems are consistent with data management practice in other PCA functions.
- Economies of scale in software development, licensing/acquisition, upgrading might be achieved.
- In-house IT support could be available.
- Avoids lengthy, disruptive, low value-added process of harmonizing incompatible terminologies, classification structures, etc.
- Would provide NO with strategic information swiftly when needed.

##### Risks

- The effective development of a single agency-wide software system could be expensive and time-consuming.
- Maintenance, problem solving and upgrading could become unwieldy due to data size, complexity and incompatible user requirements.
- Communication links and local servers, even within SC may not be adequate to support a national system.
- The agency-wide software system might end up being non-compatible with user-friendly programs available on the market that are used by consultants.

##### Consideration

The Artefact Inventory System [AIS], a national database for curatorial objects, will be taken into account.

**Challenge 2:**

Manage CRM documents [field notes, photographs, film, drawings, maps, digital etc.] in accordance with Parks Canada's mandate, CRM Policy and professional standards.

**Recommendations:**

- SC CRM units should remain the authority responsible for determining the significance of CRM documents, their conservation condition, appropriate safekeeping and accessibility.
- Establish a close relationship with IM/IT personnel in SC and NO to increase efficiencies and standards.
- Provide appropriate preventive and remedial conservation measures to currently threatened records.

Benefits

- Provides the best combination of professional expertise regarding value, conservation, and archiving.

Risks

- A lack of financial resources may compromise the application of sound archival practices.

## 4.5 FACILITIES CHALLENGES

### Challenge 1:

Six buildings in two cities make the running of the OSC a daily challenge, both in terms of operations and costs. The Ottawa situation is particularly problematic with objects and staff spread among four buildings. The Cornwall storage facility is at maximum capacity while the Walkley building is underused. The current scenario results in lost time, work disruptions, and poor communication.

### Recommendations:

Integration of the OSC facilities under one roof, or at least within the same city [Ottawa], would be the solution of choice for efficient multi-disciplinary delivery of services. However, in light of the extensive studies that have already been conducted on how to correct the OSC facility inefficiencies; of the current financial constraints of the Agency; of the uncertainties regarding a significant portion of the curatorial collections held in storage and of wider OSC considerations it is recommended to:

- Proceed with an assessment of potential short term health and safety issues and threats to commemorative integrity; take required remedial actions, if necessary.
- Define the magnitude of space which could be disposed of as a result of de-accessioning and consolidation.
- Explore opportunities for partnering with other departments and agencies whose interest may converge with our own, particularly in regards to the Walkley road facilities.
- Secure the resources required to improve the situation significantly once an action plan has been approved for facility consolidation.

### Benefits

- Pressing Health & Safety and CI related issues are addressed.
- The Agency is provided with significant additional information for decision making and optimal utilization of space.
- Allows for major financial investment planning.
- Allows for the orderly disposal of non relevant collections.
- Favours the development of cost sharing partnerships
- On the long term, more efficient service delivery.

### Risk

- Maintains inefficient working conditions for an indeterminate number of years.
- Long delays in implementation may impact productivity and morale of employees working in fragmented and inadequate facilities.

**Challenge 2:**

The Atlantic SC collections are located in multiple Halifax area locations. This separation of facilities causes some inefficiencies and increased costs in day-to-day operations and makes effective inter-disciplinary work somewhat difficult and time-consuming.

**Recommendations:**

- Facilities should remain as is. [The current situation, while sub-optimal in terms of operational efficiency and effectiveness, is more of an inconvenience than a fundamental threat to the operation of the affected functions.]
- Consolidation should be looked at, however, if the whole SC were to relocate to a new complex outside the downtown area. [In such a scenario the economics of consolidation would change significantly.]

Benefits

- Both facilities are considered to be physically and environmentally adequate to the functions they perform.
- No disruption or distractions would be caused by any move of operations or collections.
- There would be no monetary cost to Parks Canada for fit-up of new facility.

Risks

- Inter-disciplinary work is less effective when daily contact between disciplines is not possible.
- Time [15-20 minutes each way] and fare [average \$40 taxi return] for travel by conservators and the registrar constitute a significant cost over the course of a year.
- Packing and shipping of archaeological artefacts to and from the conservation laboratory is time-consuming.

**Challenge 3:**

Although the majority of archaeological and historical collections of the Quebec SC are concentrated at Champlain Harbour Station, some of the material is stored in another building about 20 km from there. Time is wasted travelling, and the remote location puts it at risk for theft and vandalism. The two storage areas are full to capacity.

**Recommendations:**

- With regard to the upcoming negotiation with PWGSC of an agreement to occupy space, recommend that the collections [and staff] be consolidated at a single location.
- Ascertain the relevance of the warehoused collections with respect to PC's mandate and needs.
- Acquire the compressible storage units required for optimum space use.

### Benefits

- Savings for the Government of Canada: PWGSC will no longer have to continue paying rent for additional space in Beauport [savings of about \$90,000/year in 2000 \$]; Parks Canada will only have to make a one-time investment to purchase and install the required storage units.
- Increased access to collections, space saving, possibility of improving how work and storage space is organized, improved collection control and increased security for personnel.
- Efficiency gains and reduction in time lost.
- Would allow for more ergonomically sound organization of the various services currently at the Champlain Harbour Station [collection management, conservation, archaeological services and ethnological services].

### Risks

- The collections warehoused in Beauport will remain vulnerable to theft and vandalism for some time to come and will not be very accessible for the staff managing them.
- PWGSC may not wish to make the short-term investment required to move and set up the new spaces.
- PC may not have the funds to purchase the required compressible storage units.

### **Challenge 4:**

Two conservation laboratories are currently located in Atlantic Canada [Halifax and Louisbourg]. To provide efficient and cost effective conservation services for Atlantic FUs and SC, should these be maintained or combined in a single location?

### **Recommendations:**

- |   |
|---|
| <ul style="list-style-type: none"><li>▪ Maintain the two existing conservation laboratories, in a close working relationship, to meet accumulated and ongoing service requirements.</li><li>▪ Maintain a strong Agency conservation lab network approach particularly in regard to highly specialized services.</li></ul> |
|---|

### Benefits

- Maintains two well equipped facilities to meet current and future requirements in proximity to large and complex collections. Combining of facilities would require significant new capital investment for additional building space and services such as ventilation. There are no cost reductions or efficiencies to be gained by combining the two facilities.
- Maintains current interdisciplinary work with archaeology, curatorial, collection management and heritage presentation, where major cultural heritage collections are held.
- Saves on travel and shipping costs.
- Ensures minimum stress on artefacts due to packing and shipping.
- Facilitates ongoing monitoring of objects on display and in storage both FOL and ASC.
- Avoids having to set up first step processing and treatment for archaeological artefacts at FOL.
- Current capacity includes staff with local ties willing to make a long term commitment to Cape Breton. No staffing difficulties in the recent past. Same with ASC in Halifax.

### Other considerations

- Highly specialized services such as paper and paintings conservation, and analytical science are currently provided through the national CRM Ontario service offer. This national service offer should remain available for the benefit of the programme as a whole.

## **4.6 COMMUNICATION CHALLENGE**

*A communication strategy should:*

- *Project a strong and consistent image of the CCC/MCR functional group as a major contributor to the fulfilment of PC'S mandate*
- *Focus on target audiences and clients*
- *Promote shared responsibility, coordination and cooperation*

### **Challenge 1:**

Communicate effectively to management, staff and Canadians, how CCC/MCR contribute significantly to the fulfilment of the PCA's mandate.

### **Recommendation:**

Within the current fiscal year, develop a pro-active communication and marketing strategy based on existing means and networks which promotes the CCC/MCR mission and service offer, and presents outputs and outcomes as essential contributions to the improvement of commemorative integrity and sound cultural resource management.

### Means of implementation

Within the current fiscal year, develop and implement at each service offer location a best practices approach for communicating effectively through existing channels and improving relationships with management and clients. Share communication best practices through the CCC/MCR network

### Benefits

- A better informed client group whose service demands are based on:
  - awareness of the CCC/MCR role and value in helping FU managers meet their core responsibilities.
  - knowledge of essential and available services.
- Increased understanding and support from PC management and clients regarding protection and presentation of PC's moveable cultural resources.
- Increased capacity to share CCC/MCR best practices, to meet PCA mandate and to improve CI and CRM.

Risks: N/A

#### 4.7 PEOPLE ISSUE CHALLENGE

##### Challenge 1:

Succession planning. Managers and staff are concerned that in the present context of financial constraints and other Agency priorities, upcoming retirements may disrupt the quality and quantity of services provided and a loss of significant know how and corporate memory may entail. This could lead to client dissatisfaction and further pressure and strain for remaining managers and staff.

##### Recommendation:

In keeping with a national service offer perspective, strategic staffing of positions which become vacant and/or redeployment of existing staff and resources. [Actions would be based on the combined insight provided by demographic indicators, service gap analysis, client needs survey and national functional HR strategy.]

##### Benefits

- Provides for the retention of required expertise, corporate memory and management skills in mission critical service areas.
- Avoids maintaining staff in areas where service requirements are either reduced or no longer called for.
- Provides employees with opportunities for career development and new challenges.
- Indicates management's commitment to the maintenance of the core service capacity required to meet Agency mandated obligations in an efficient and cost effective way.
- Congruent with the development of a national succession plan for these and related functions referred to in the SC vision statement and national HR functional strategy.

Risk: N/A

#### 4.8 REPORTING AND ACCOUNTABILITY CHALLENGES

*Reporting and accountability issues are currently being examined at a service centre wide level. However a specific issue has been raised in regards to the national service offer provided by the OSC. Also, study team members have identified a need to determine how best to account for the various mission critical services provided by this functional cluster.*

**Challenge 1:**

That services agreed on, at the national CRM client board, be delivered in an effective and timely fashion.

**Recommendation:**

Within the framework of the existing national CRM client Board, increase service provider accountability for product quality and timely delivery for agreed upon commitments.

Benefits

- Builds on an existing functional structure.
- Reinforces the effectiveness of an orderly consultative and priority setting process for FU / NO service requirements through the brokering of SC CRM managers and staff.
- Increases client satisfaction.

Risks

- Maintains a degree of separation between service provider and recipients.
- With the current OSC organizational structure accountability for product quality and timely delivery is diluted and difficult to determine.

**Challenge 2:**

To provide management and clients with consistent and meaningful [measurable] data regarding services provided [output] and to whom [reach].

**Recommendation:**

Building on current best practices and specialist advice, determine and apply common, clear and simple performance indicators for each functional area which can serve to report on output, reach and relevance to mandate.

Benefits

- Contributes to meeting the reporting and accountability responsibilities of SCs and Agency.
- Builds awareness of value and contribution of service cluster to Agency mandate.
- Highlights gaps between service demand and delivery capacity.
- May serve to convince management of the need to investment in order to maintain or promote commemorative integrity and sound cultural resource management practices.

Risks

- Clients and management might not agree on common, clear and simple benchmarks.

## **CONCLUSION**

When asked to examine the CCC/MCR functions in the context of the Service Centre study, the working group took this as an opportunity to develop an holistic understanding of the current state of CRM functions essential to fulfil the Agency's mandate in regards to moveable cultural resources. A clear mission statement and service offer were defined and all relevant aspects of the working environment, carefully examined, on the basis of solid quantitative and qualitative data. Several significant issues were then identified. These relate to client base, service offer and organizational structure, extent and state of collections, facilities, workforce, financial resources, linkage mechanisms, reporting and accountability. Those that appeared most critical were translated into challenges and discussed at lengths in order to identify possible solutions. Benefits and risks of options were analysed and recommendations put forward.

We do not pretend to have covered every issue nor to have found the best solutions to all problems. In some cases, the Agency's current financial constraints and human resource concerns prevented the working group from proposing more drastic solutions. We do believe however that this document can serve as a solid basis on which to built the road to the future.

## **WORKING GROUP MEMBERS / ACKNOWLEDGEMENTS**

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We would like to thank Mart Johanson and Brian Evans who gave us the opportunity to examine CCC/MCR functions and give our point of view on the orientations the Agency should take to improve this cluster's efficiency in relation to Parks Canada's mandate. Thanks also to our CS and FU colleagues who provided us with a wealth of interesting information, issues and hints of solutions.