

Working with Cultural Landscapes:

A Guide for the National Capital Region

January 2023



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

Canada



National Capital Commission
202–40 Elgin Street, Ottawa, Canada K1P 1C7

Working with Cultural Landscapes:
A Guide for the National Capital Region
Catalogue number: W93-77/2023E-PDF 978-0-660-47285-0

Email: info@ncc-ccn.ca | **Fax:** 613-239-5063
Telephone: 613-239-5000 | **Toll-free:** 1-800-465-1867
TTY: 613-239-5090 | **Toll-free TTY:** 1-866-661-3530

Unless otherwise noted, all imagery is the property of the National Capital Commission.

Unless otherwise noted, the photographs in this document illustrate existing conditions.

To reduce environmental impacts, a limited number of printed reports have been produced. In lieu of additional printed copies, a PDF version of this plan can be downloaded at www.ncc-ccn.gc.ca

Contents

Contents	1
1.0 - Introduction	3
1.1 Overview	3
1.2 Defining Cultural Landscapes	5
1.3 Intent & Purpose of the Guide	5
1.4 Indigenous Perspectives	7
1.5 Archaeology	9
2.0 - Cultural Landscapes in the National Capital Region	11
2.1 History and Mandate of the NCC	11
2.2 NCC Planning Framework	12
2.3 Heritage Policy, Legislation and Tools	14
3.0 - Working with Cultural Landscapes	17
3.1 Heritage Value	17
3.2 Scale, Spatial Patterns and Relationships	18
3.3 UNESCO Categories	19
3.4 Conservation Objectives	21
3.5 Level of Significance	22
4.0 – Conserving Cultural Landscapes	24
4.1 Conservation Decision-Making Process	24
4.2 Understanding the Cultural Landscape	25
4.3 Planning for Conservation	33
4.4 Intervening in a Cultural Landscape	37
5.0 – Conclusion	39
Appendix A - Evaluation Form	40
Appendix B - Glossary	43
Appendix C - Cultural Landscape Reference Materials	45
Acknowledgements	49



As part of celebrating and respecting the importance of the land, members of Kitigan Zibi Anishinabeg helped the NCC welcome hundreds of newly planted trees at Hog’s Back Park in the summer of 2022

The National Capital Commission acknowledges that the National Capital Region, in which it carries out its mandate, is situated on the unceded territory of the Algonquin Nation. The NCC is committed to working closely with the Nation and to respect and honour Algonquin culture.

1.0 - Introduction

“Prominent natural features, as well as its historical and cultural signature, characterize the Capital Region. It is situated on ancestral lands of the Algonquin Anishinabeg Nation. It also hosts many of Canada’s most important national symbols, including buildings and ceremonial spaces in the Parliamentary Precinct, as well as renowned cultural institutions.”

- *The Plan for Canada’s Capital, 2017-2067*

1.1 Overview

The National Capital Commission (NCC) has an important role to play in the conservation of cultural landscapes. As long-term planner, approval authority, steward, and creative partner, the NCC touches a remarkable diversity of landscapes. These include Parliament Hill and its symbolic setting, river shorelines, urban parks, parkways and streetscapes, official residences, farmsteads and agricultural lands, and many other sites where nature and culture are intertwined.

The *Plan for Canada’s Capital 2017-2067* identifies the conservation of cultural landscapes as critical to the Capital’s identity and a key part of the NCC’s mandate. The NCC is committed to being a leader in the conservation of cultural landscapes in the NCR and developed this guide as the primary reference document outlining its approach to their conservation.

This guide builds on the NCC’s *Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands (2004)* and reflects new policies and approaches in Canada and internationally. Of particular importance are the *Standards and Guidelines for the Conservation of Historic Places in Canada (2nd Edition, 2010)* developed by Parks Canada in collaboration with federal, provincial and territorial partners. The NCC has adopted the *Standards and Guidelines* to inform the conservation of heritage sites in the National Capital Region (NCR), including cultural landscapes.

The *Plan for Canada’s Capital 2017-2067* identifies the conservation of cultural landscapes as critical to the Capital’s identity and a key part of the NCC’s mandate.



A cultural landscape approach is premised on the relationship between human interactions and a place's physical features. (Sketch: Roger Patry, NCC)

1.2 Defining Cultural Landscapes

A cultural landscape is a set of ideas and practices embedded in a place. The ‘ideas and practices’ are what make it cultural; the ‘place’ is what makes it a landscape.

A cultural landscape approach is premised on the relationship between human interactions and a place’s physical features. This brings the ideas and practices that ultimately sustain a place and give it value into the conservation process.

Cultural landscapes are dynamic. Rather than static objects with inherent material value, cultural landscapes are best understood as systems, where tangible and intangible elements exist in relationship to one another. This lends cultural landscapes some tolerance to change, since the objective of conservation is to sustain the evolving relationship between idea and place.

Cultural landscapes have a historic frame of reference, but are future-focused. While the important ideas that underlie cultural landscapes are rooted in the past, management seeks to understand those values in their current context, and to sustain or enhance them moving forward.

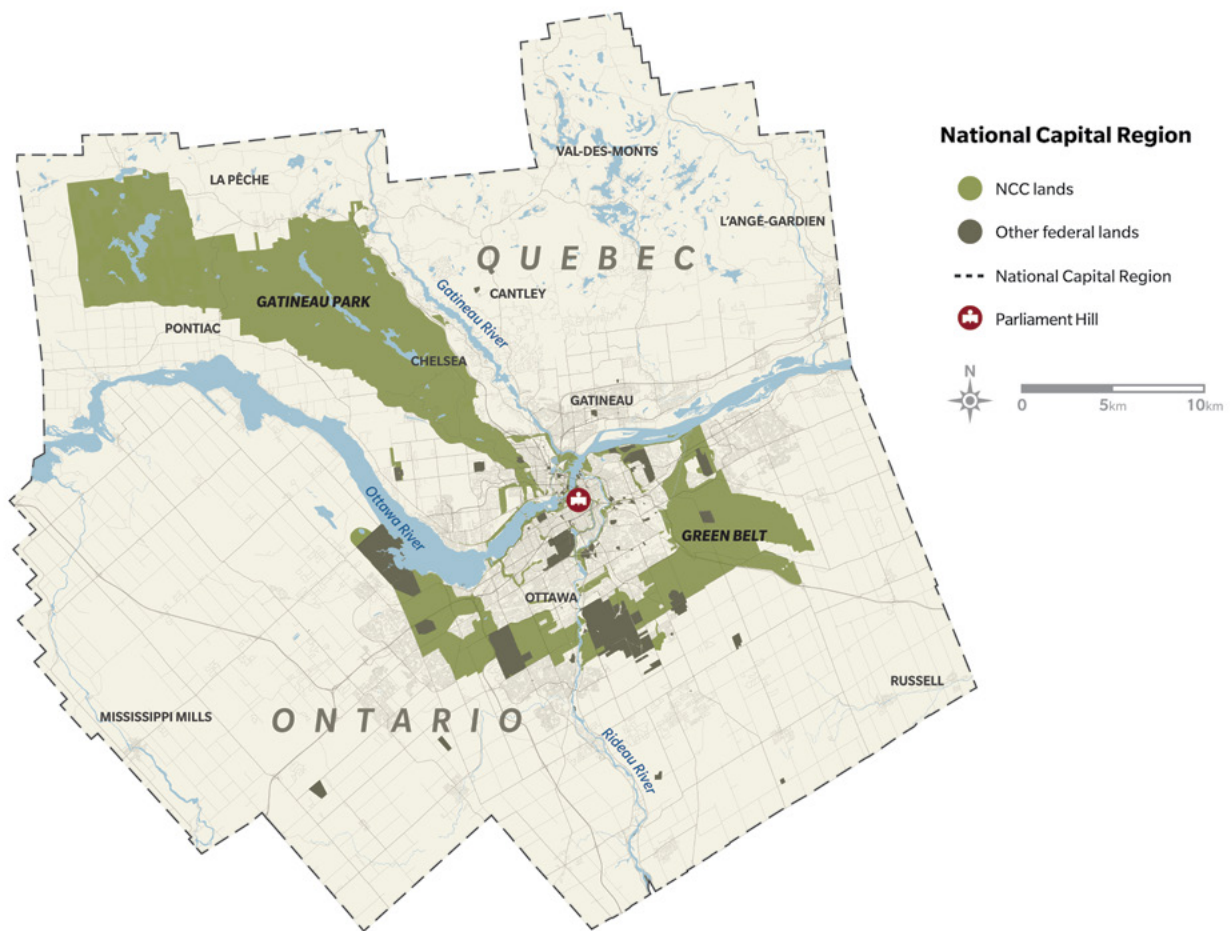
Cultural landscapes are subjective. They derive their important meanings from groups of people with shared interests or identity, rather than individuals. The subjective nature of cultural landscapes requires that communities help define their values, and permits meanings to evolve with time. It also allows multiple meanings to exist over the same physical place, creating the potential for layered landscapes to emerge.

1.3 Intent & Purpose of the Guide

This guide outlines an approach for assessing cultural landscapes, articulating their value and making recommendations for their conservation.

The conservation approach is based on the decision-making process of understanding, planning and intervening, as described in the *Standards and Guidelines*.

This guide outlines an approach for assessing cultural landscapes, articulating their value and making recommendations for their conservation.



Map showing the extent of the National Capital Region in Quebec and Ontario as well as NCC lands and other federal lands.

As a steward of a large portfolio of lands and assets in the National Capital Region, the NCC has an important role to play in conserving cultural landscapes. This guide is intended to be used across NCC branches to inform decision-making on these lands.

In its role as planner and approval authority, the NCC reviews and approves land-use and design for projects on federal lands in the NCR. Many federal departments manage lands that include cultural landscapes of national significance such as Parliament Hill, the Rideau Canal and the Central Experimental Farm. Municipal and provincial governments are responsible for land-use planning as well as the identification and conservation of heritage properties and cultural landscapes on lands in their jurisdictions.

The NCC intends for this guide to be a reference document for its federal, provincial and municipal partners, as well as those in the private sector who may be initiating projects on, or adjacent to cultural landscapes in the NCR.

1.4 Indigenous Perspectives

As far back as 9,000 years ago, Indigenous people inhabited what is known today as Canada's Capital Region. Archaeological evidence shows that this region was a lively trade hub some 6,000 years ago. People travelled the Gatineau, Rideau and Ottawa rivers to meet, trade and exchange information.

The NCC has a long-standing relationship with the Algonquin Nation, including a protocol for the co-management of archaeological resources. The NCC will continue its dialogue with the Nation, and will provide opportunities for further engagement on specific projects or initiatives stemming from this guide. In this ongoing dialogue, the NCC is committed to the principles of good faith, transparency, openness, consensus building and mutual respect.

Indigenous perspectives have enriched the understanding of cultural landscapes in Canada and at the international level. Many Indigenous understandings of landscape focus on interactions between humans and their environment and the importance of intangible meanings and practices in sustaining these relationships. These meanings are often reflected in words and language. Indigenous languages and traditional Indigenous place names carry stories, history, cultural references and offer the possibility for connection between generations. In many cases, Indigenous and settler ideas are found layered over the same places.

In Canada, we are committed to reconciliation with Indigenous people. In its final report, the Truth and Reconciliation Commission of Canada indicated that reconciliation includes an awareness of the past, acknowledgement of harm and undertaking concrete actions to change attitudes and behaviour. Cultural landscapes can have different meanings for different communities or groups of people. Awareness of multiple meanings allows the understanding and conservation of cultural landscapes to play a role in addressing the past, and changing our relationship with Indigenous people going forward.

As the NCC continues to develop its understanding and management of cultural landscapes, engaging with the Algonquin Nation will be essential.

“Heritage to us as Anishinabe, is inclusive to the land, its territorial borders and places of special significance.

Heritage to us as Anishinabe, is our relation to nature and how it has provided its natural resources for our survival.

Heritage to us, is upholding what makes us complete even though we have to walk and live in two worlds.”

Brenda Odjick, Cultural Advisor, Kitigan Zibi Anishinabeg

NCC Capital Urbanism Lab,
February 2017.



Iqaluit

Labrador Sea

Hudson Bay

Labrador

Quebec

St. Lawrence River

Prince Edward Island

Ontario

New Brunswick

Lake Superior

Nova Scotia

Lake Michigan

Lake Huron

Lake Ontario

Lake Erie

ATLANTIC OCEAN

0 200 400 km

1.5 Archaeology

Archaeological sites are places of knowledge. They provide important information about past lifeways, including cultural traditions, skills and technology and the way people used and occupied land. Archaeology, therefore, contributes to an understanding of cultural landscapes.

The field of archaeology, however, is governed by different policies, legal frameworks and approaches than other forms of cultural heritage. Archaeological resources and areas of archaeological potential need to be carefully documented, recorded and managed with appropriate expertise and engagement.

The NCC's Archaeology Program is responsible for the protection and management of archaeological resources on NCC land and provides recommendations for these purposes for projects on other federal lands and undertakings by the Government of Canada in the National Capital Region. One of its major tools for fulfilling these responsibilities is the *Protocol for the Co-Management of Archaeological Resources*. This collaborative agreement between the NCC, the Algonquins of Pikwakanagan First Nation and Kitigan Zibi Anishinabeg ensures the direct participation of these two Anishinabe Algonquin communities in the stewardship of archaeological resources on lands managed by the NCC or other federal departments in the NCR.

The protocol recognizes pre-contact archaeological resources as the concrete physical manifestation of past Indigenous occupancy and land use which, functioning in terms of traditional knowledge systems, are embedded within cultural adaptations that evolved and changed through time. Definitions on which the protocol is based include the following:

- **“Intangible cultural heritage”** means the traditional knowledge, skills and practices that the Algonquin Anishinabe recognize as defining a part of their cultural heritage. It includes language, oral history, art techniques, social practices and rituals, stories, place names, knowledge, traditional skills and values. The safeguarding and transmission from one generation to another of this heritage is of vital importance to the conservation and sustainability of the culture.
- **“Places of Special Significance”** means landforms and landscapes, landscape features or elements and specific and general locations in the National Capital Region and its immediate vicinity that are of special importance to the Algonquin Anishinabe. These locations include places of cosmological significance, places related to origin myths and legends and places where special events occurred. Such places often lack cultural artifacts and built features indicating their previous use. In these cases, the land itself becomes the artifact. The identification of places of special significance is critical to an understanding of past Anishinabe Algonquin occupancy and land use in the region.

Protocol on the Co-Management of Archaeological Resources (2017), p. 2-3

For more information on archaeological resource management, please contact the NCC Archaeology Program at archaeology-archeologie@ncc-ccn.ca

(Previous Page)

For thousands of years, Indigenous peoples have travelled through the region sharing ideas and practices, tools and technologies. The archaeological record offers evidence that this region was at the heart of a vast communications and trade network.



MUNICIPALITY
OF
TEMPLETON
WEST

MUNICIPALITY
OF
BULL SOUTH

NEW PARK
TOWN HILL

CARLETON



2.0 - Cultural Landscapes in the National Capital Region

2.1 History and Mandate of the NCC

Under the National Capital Act, the mandate of the NCC is “to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance.” The Act gives the NCC broad powers, notably those to acquire and dispose of lands and to construct, maintain and operate parks, squares, highways, parkways, bridges and buildings.

The NCC’s roots, however, date to 1899 when the Ottawa Improvement Commission (OIC) was established to beautify a capital characterized by the lumber industry. In 1903, landscape architect Frederick Todd prepared his Preliminary Report to the OIC in which he identified the picturesque as the defining characteristic of the capital. He recommended establishing a network of parkways, nature reserves, and parks that are evident today. As a result, early OIC park and parkway projects included the Rideau Canal Driveway (now Queen Elizabeth Driveway), Lady Grey Drive, Island Park Drive, King Edward Avenue and Park, Rockcliffe Park, Strathcona Park, Major’s Hill Park, Macdonald Gardens and many others.

The 1915 Holt-Bennett report for the OIC was a comprehensive urban plan that considered housing, transportation and open space.

In 1927, the OIC was reorganized into the Federal District Commission and the boundary of the capital area expanded across the Ottawa River. Acquisition of land for Gatineau Park commenced and Confederation Square was developed. In 1945, the National Capital District was formally established. In 1950, Jacques Gréber issued the *General Report on the Plan for the National Capital*. It proposed new federal facilities, campuses and an expansive greenbelt.

When the NCC was established in its current form in 1958, the boundary of the NCR was expanded to encompass 4,660 sq. km. on both sides of the Ottawa River.

Frederick Todd identified Ottawa’s picturesque setting as “the foundation and key-note of any proposed plans for the future.”

The NCC manages over 1400 buildings including 300 residential and 150 commercial buildings, six official residences and 150 bridges.

2.2 NCC Planning Framework

The Plan for Canada's Capital 2017-2067

The NCC carries out its role in identifying and conserving cultural landscapes through an overarching planning framework headed by *The Plan for Canada's Capital 2017-2067* as well as master plans for Gatineau Park, the Greenbelt, the Capital Core Area and the Capital Urban Lands. The PFCC sets out the long-term vision for the NCR through a Strategic Framework that envisions a capital which is:

Inclusive and Meaningful

Picturesque and Natural

Thriving and Connected

Through its milestones and key policy directions for each of these goals, the PFCC provides a base for a cultural landscape approach. Specifically, it acknowledges that heritage has many forms both tangible and intangible and that conserving heritage including cultural landscapes is a key part of the NCC's mandate and critical to the Capital's identity.

NCC Plans and Guidelines

The NCC is in a continual process of updating its master plans. These updates, along with the creation of new parks, also provide an opportunity to further our understanding of cultural landscapes in the NCR.

In addition, the NCC has created heritage-specific plans and guidelines with a focus on cultural landscapes. These include the Gatineau Park Cultural Heritage Plan, Guidelines to the Management and Maintenance of Mackenzie King Estate as a Cultural Landscape and the Rideau Hall Landscape and Site Management Guidelines. Other heritage-focused plans are in development for specific cultural landscapes in the NCC's portfolio.

NCC Heritage Inventory

The NCC has direct responsibility under the *National Capital Act* for federal lands and federal projects in the NCR. The NCC is steward of about 474 sq. km. of land in the NCR. It manages more, including Gatineau Park, the Greenbelt, urban and green space lands comprising 13 parks, and over 300 km of parkways. The NCC also manages over 1400 buildings including 300 residential and 150 commercial buildings, six official residences and 150 bridges. Many of these properties contribute to cultural landscapes which define the unique character of the Capital.



The NCC Heritage Inventory identifies places across the NCC’s portfolio that have heritage value. As of 2022, the Inventory is integrated with the NCC’s asset management system with interactive mapping displaying the different landscapes and places as well as inventory sheets that describe the heritage values associated with each place.

The Inventory includes places formally recognized at the international, national, provincial and municipal levels. Some of these designations may be building-focused as the places may not have been evaluated as cultural landscapes. For places formally recognized by the Federal Heritage Buildings Review Office (FHBRO) or the Historic Sites and Monuments Board of Canada (HSMBC), the existing research reports and statements of significance provide a good starting point for understanding the place.

The Inventory also includes landscapes deemed of ‘Capital Value’ previously identified by the NCC through studies such as the *Definition and Assessment of Cultural Landscapes* report. These Capital Value Landscapes range from the picturesque and intimate Patterson Creek to the agricultural lands in the Meech Creek Valley, and the former industrial district of Ruisseau de la Brasserie. The NCC is committed to maintaining and growing the Heritage Inventory. As a long-term initiative, the Inventory will be updated as further research about individual cultural landscapes is completed.

The Rideau Canal has been formally recognized as a UNESCO World Heritage Site and a National Historic Site of Canada. The cultural landscape along the canal in the National Capital Region is considered a Capital Value Landscape.



2.3 Heritage Policy, Legislation and Tools

The NCC and its federal, provincial and municipal partners share an interest in identifying and conserving cultural landscapes. Since the publication of the NCC's *Definition and Assessment of Cultural Landscapes in 2004*, provincial policy and legislation have specifically addressed the topic of cultural landscapes and the importance of their conservation.

Quebec's *Loi sur le Patrimoine* (2020) promotes, "the knowledge, protection, enhancement and transmission of cultural heritage, which is a reflection of a society's identity." The definition of cultural heritage includes cultural heritage landscapes and intangible heritage. The *Loi sur le Patrimoine* also makes provisions for the designation of cultural heritage landscapes.

In Ontario, heritage conservation is identified as a provincial interest under the *Planning Act*. Cultural heritage resources including cultural landscapes are considered assets that should be wisely protected and managed as part of planning for future growth as identified in the Provincial Policy Statement (PPS, 2020). It states that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." This can be achieved through designation of cultural landscapes under Parts IV or V of the *Ontario Heritage Act* (OHA) and other planning tools.

Provincial and municipal governments in Quebec and Ontario have created publicly-accessible tools such as heritage inventories to identify and articulate the values of historic places, thus furthering our understanding of historic places and cultural landscapes in the NCR. These tools offer opportunities for the NCC to collaborate with its partners in order to strengthen the protection of cultural landscapes in the NCR. Links to these online tools are provided in Appendix C - Cultural Landscape Reference Materials.

Provincial Tools

REGISTER OF CULTURAL HERITAGE OF QUEBEC

The Ministry of Culture and Communications maintains a register of all elements of cultural heritage which have been given legal status (designated, classified, declared, identified or recognized) under the *Cultural Heritage Act* by the Government of Quebec, the Minister, local municipalities, regional county municipalities and Indigenous communities.

DIRECTORY OF CULTURAL HERITAGE OF QUEBEC

The Directory is a publicly-accessible, online tool which includes the thousands of heritage elements in the Register of Cultural Heritage of Quebec. Heritage elements include movable, immovable and intangible elements (activities, persons, groups) and commemorative markers.

Instances of intangible elements include Indigenous ceremonies, traditional activities such as fishing and folk singing and recreational activities like alpine skiing. The Directory also offers an opportunity to connect intangible elements with tangible elements thus establishing a relationship between the two. For instance, the Ottawa River was designated as a historic place by the Ministry of Culture and Communications in 2017 and its entry in the Directory includes associations with historic individuals and groups.

Municipal Tools

INVENTORY OF THE REGIONAL COUNTY MUNICIPALITIES OF VALLÉE-DE-LA-GATINEAU, LES COLLINES-DE-L'OUTAOUAIS AND OF THE CITY OF GATINEAU

Started in 2009, the Inventory is intended to provide better knowledge and increased promotion of the built heritage of the Outaouais region. It pertains primarily to domestic buildings of heritage interest constructed before 1950 but does include other elements of interest such as statues, cemeteries, bridges and former spiritual buildings. Buildings constructed between 1950 and 1975 were inventoried, if they presented a significant architectural value or were representative of their period of construction.

CITY OF OTTAWA, HERITAGE REGISTER

The City of Ottawa maintains a Heritage Register identifying individual properties that have been: designated under Section 29(1) of the OHA (Part IV); are in a heritage conservation district designated under Section 41(1) of the OHA (Part V); and are properties that City Council believes to be of cultural heritage value or interest under Subsection 27(1.2) of the OHA (Part IV). The Heritage Register includes federally-owned properties such as Major's Hill Park and the National Defence Headquarters.

CITY OF OTTAWA OFFICIAL PLAN, 2021

The City of Ottawa's Official Plan identifies Special Districts which are "parts of the city that are important internationally, nationally and to the metropolitan area. They define the image of the city through their cultural heritage value, architecture, public realm, their roles as tourism attractions and/or as major economic generators." Special Districts of note to the NCC are:

Parliament and Confederation Boulevard

The Rideau Canal

The Byward Market

Landsdowne Park

Ottawa River Islands

Each Special District has specific objectives which provide guidance for their evolution. Many of these objectives, such as those for parkways, align with key policy directions set out in the *Plan for Canada's Capital*.

The NCC and its federal, provincial and municipal partners share an interest in identifying and conserving cultural landscapes.



3.0 - Working with Cultural Landscapes

3.1 Heritage Value

In order to be able to properly plan for, protect and manage cultural landscapes, it is important to be able to articulate their heritage value. The *Standards and Guidelines* defines heritage value as:

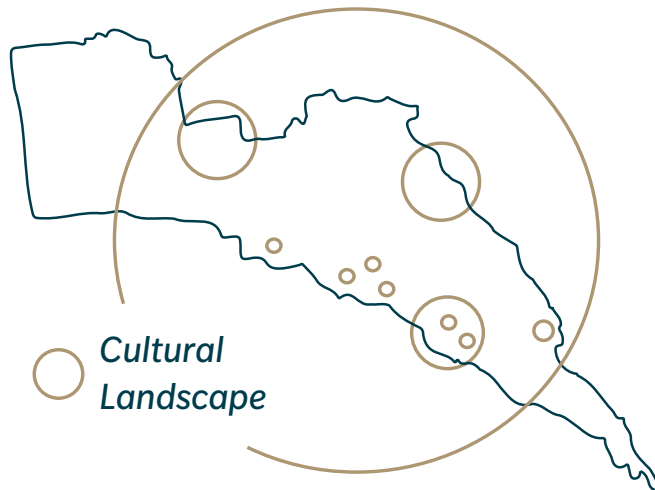
The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Heritage values are understood in terms of the relationships between the intangible elements of a place (ideas and practices) and its tangible features (the place itself). A place's intangible elements are identified and understood through research of its cultural history. Sometimes they have helped shape the environment, but they always retain strong relationships with its physical features and are critical to articulating the heritage value.

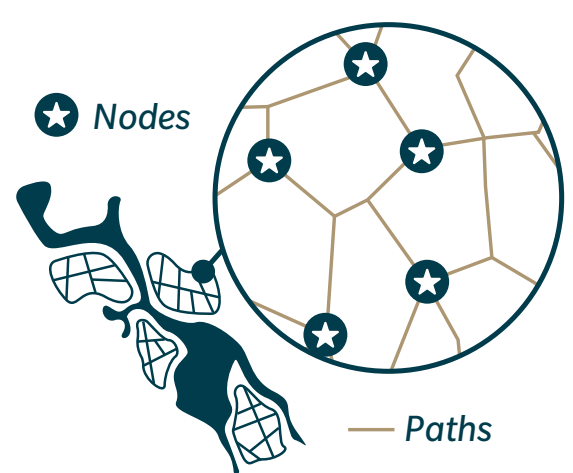
Tangible features are the place's built and natural elements. They can range from individual structures or natural features, to the entirety of the landscape's environment. These physical attributes serve to express related ideas, support cultural practices, or convey design values. They are understood through research of the place's physical history. The relationship between the tangible features of a landscape and the corresponding intangible elements is established through analysis and evaluation.

Heritage value is primarily related to the connection between people and landscape. This connection includes associative landscapes which may not contain physical traces of human intervention or settlement, but which may be considered to hold cultural significance.

The Mackenzie King Estate's grounds, built features and natural setting support ideas about the picturesque, capital place-making, conservation, and Canada's 10th Prime Minister. These relationships and others comprise the cultural landscape. (previous page)



SCALE



SPATIAL PATTERN

Considering scale, spatial patterns and relationships between different cultural landscapes can help to understand and articulate heritage values and character-defining elements.

3.2 Scale, Spatial Patterns and Relationships

Cultural landscapes can be understood by considering scale and spatial patterns, as well as by identifying the relationship of one cultural landscape to another. One cultural landscape can exist within another or one may exist adjacent to or overlapping with another. Understanding common characteristics can assist in grouping or selecting individual potential cultural landscapes for identification.

Scale can organize cultural landscapes according to their size. In some cases, small-scale cultural landscapes may have relationships to medium- or large-scale cultural landscapes. Examples include the relationship of Meech Creek Valley to the Gatineau Park, or the Chaudières Falls to the Ottawa River Corridor.

Spatial patterns can help determine cultural landscapes by considering the forms of paths, districts, or nodes. These forms help clarify a landscape’s functional characteristics, as well as relationships between landscapes whether adjacent, nearby or overlapping. The Capital network of parkways and pathways, for instance, are examples of where understanding the relationships and continuity between landscapes can enhance understanding of heritage value.

A thematic approach can also be taken to inform the way we think about cultural landscapes, such as agricultural landscapes, industrial landscapes or recreational landscapes. This approach was used in the case of the Gatineau Park Cultural Heritage Plan, which identified and organized cultural landscapes in the Park according to the five key themes: Canada’s Capital conservation park; Outstanding recreation; Retreat to nature; Indigenous communities; and Harvesting of natural resources.



3.3 UNESCO Categories

The United Nations Educational, Scientific and Cultural Organization (UNESCO) has established three different cultural landscape categories: clearly defined and designed, organically evolved and associative. The grouping of cultural landscapes into these categories can help understand heritage values and inform conservation approaches. Designed and organically evolved landscapes are normally considered to be mutually exclusive, though each can be combined with associative landscapes where applicable.

CLEARLY DEFINED AND DESIGNED

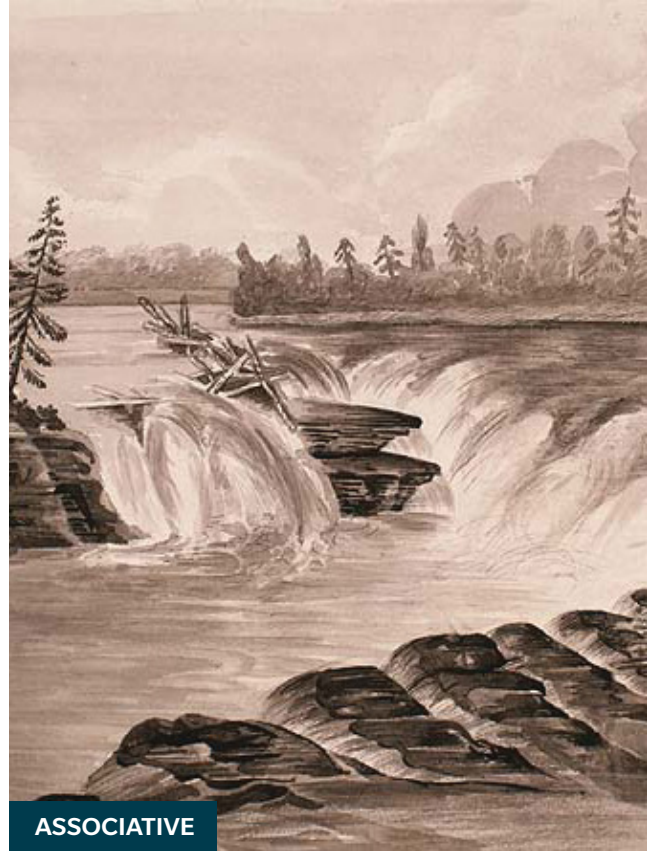
Clearly defined landscapes are designed and intentionally created by humans. The physical features of designed landscapes, such as estates, parkways and gardens, are inherently linked to human ideas and practices. Preserving the legibility, integrity and completeness of those features is critical to sustaining the underlying ideas. Examples of designed landscapes in the NCR include the Rideau Hall Estate, the Garden of the Provinces and Territories, and the Gatineau Parkway.

Rideau Hall is a designed landscape in the picturesque “natural” style of 18th century English estates.

As a designed landscape, the physical integrity of Rideau Hall’s built and landscape features are critical to understanding the site.



ORGANICALLY EVOLVED



ASSOCIATIVE

Greenbelt farms, many established in the 19th century, have evolved with the changing agricultural economy and building technologies. Historic houses, barns, fences, windbreaks and other features illustrate this evolution of ideas and practices.

(Sketch: Roger Patry, NCC)

The Chaudiere Falls was a place of ceremony and part of an ancient Indigenous portage route and is an example of an associative cultural landscape.

ORGANICALLY EVOLVED

Organically evolved landscapes result from an initial cultural imperative (social, economic, administrative and/or spiritual) undertaken in response to a natural environment. There are two types of organically evolved landscapes: Continuing, where the underlying cultural imperative continues to shape the landscape; and Relict, where the associated cultural processes have ceased.

The values of an organically evolved landscape are fundamentally related to an ongoing cultural activity persisting within the physical environment. This creates tolerance for dynamism and change in the physical environment when it supports the continuation of the activity. The Greenbelt with its farmsteads is an example of a continuing organically evolved landscape, while the Carbide Willson Ruins in the Gatineau Park represent an organically evolved landscape of the relict type.

ASSOCIATIVE

Associative landscapes hold powerful spiritual, artistic, and/or cultural associations with the natural elements of the landscape rather than material cultural evidence, which may be insignificant or even absent. The value of associative landscapes rests in the integrity of the associations, and the environment's ongoing ability to retain and sustain them. Associative landscapes can include unbuilt landscapes that are important to Indigenous communities. The river shoreline landscapes, which contain ancient archaeological resources that reflect traditional occupation and use, are examples of this.



3.4 Conservation Objectives

Cultural landscapes are based on the interactions between people and their environment, and the objective of conservation is to sustain or enhance those relationships. UNESCO Categories contextualize the relationships, and so are helpful in framing conservation objectives.

For designed landscapes, cultural meaning is derived from the physical forms and design intent of specific designers at a point in time. The objective of conservation is then to ensure those forms remain legible and complete based on their original design, with regular maintenance and repair efforts focused on using the same materials and designs as those of the original, or as close to them as possible.

Evolved landscapes differ in that their value is related to an ongoing cultural activity persisting within the physical environment. The built forms and configuration of the landscape are more flexible, since dynamism and change are considered key elements of the ongoing evolution. Conservation, in this case, is less concerned with the present physical form of the landscape and more focussed on supporting the capacity of that landscape to sustain significant cultural practices.

The Champlain Lookout in Gattineau Park is an important node within the Gattineau Parkway landscape, designed with natural materials to integrate into its setting and showcase the views.



The Sussex Heritage Courtyards, managed by the NCC, are a cultural landscape in and of themselves, but are also part of the broader ByWard Market which is a cultural landscape and municipal heritage conservation district.

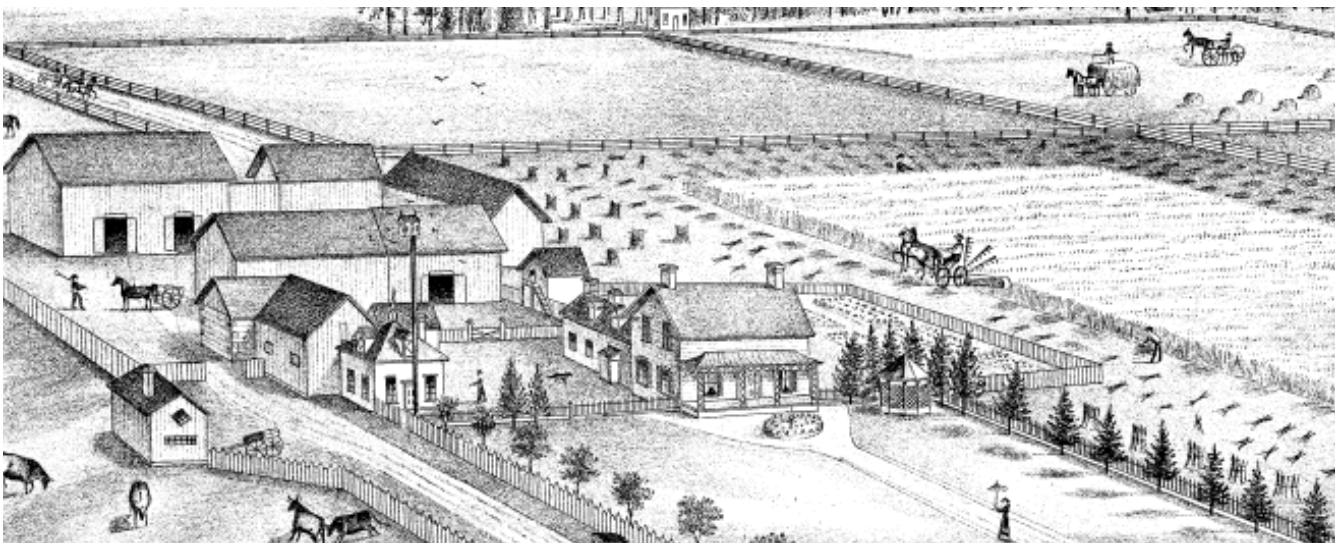
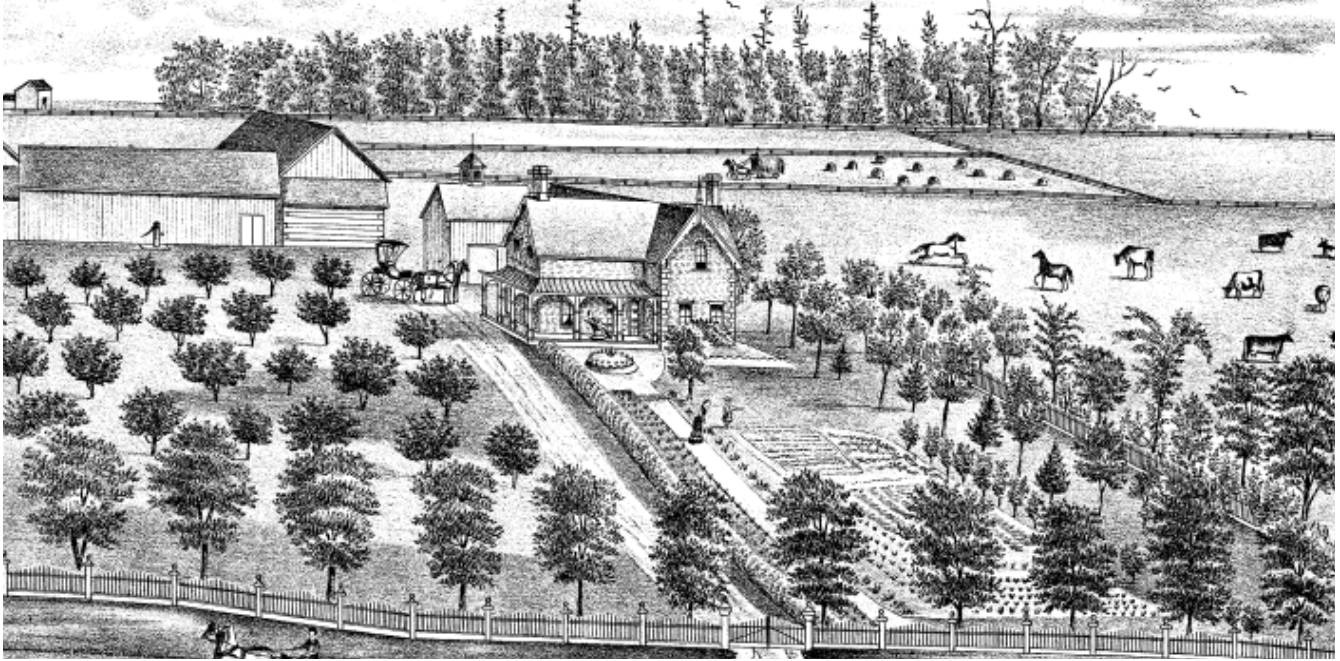
3.5 Level of Significance

Level of significance identifies whether the values of a cultural landscape are related to local or regional history, national history, or the unique history of Canada's capital. Level of significance is determined at the evaluation stage.

In the NCR, the idea of a capital is simultaneously associated with the local and the national. Landscapes expressing capital value, or "Capital Value Landscapes" are those related to conscious efforts to provide an appropriate physical setting for Canada's Capital.

The NCR contains numerous landscapes and features reflecting over a century of different notions about building Canada's Capital. Furthermore current thinking about capital-making remains an active force, continuing to shape the NCR through plans expressing contemporary ideas about what the capital should be in the near and long term. The concept of capital value thus ties together historical and current ideas about capital-making.

A cultural landscape approach is well-suited to guiding change for Capital Value Landscapes, where a diversity of forms and meanings all relate back to a single foundational idea of striving to create an appropriate physical setting for Canada's Capital. Capital Value Landscapes should integrate current ideas about capital value, while conserving and enhancing historic elements and features.



Finally, associative landscapes are valued for the significant cultural associations embedded in the place. The conservation of these landscapes should focus on their abilities to retain and sustain these associations.

The Historical Atlas of Carleton County (H. Beldon and Co., 1879) illustrates the farms in National Capital Region in the 19th century. Some historic elements of these landscapes are still visible in active farms today.

Cultural landscapes are often dynamic, living entities that continually change because of natural and human-influenced social, economic and cultural processes.

4.0 – Conserving Cultural Landscapes

4.1 Conservation Decision-Making Process

This section is based on the conservation decision-making process outlined in the *Standards and Guidelines*:

Understanding involves identifying the tangible and intangible aspects of the place and their relationships, in order to describe and analyze the underlying ideas and practices that are fundamental to it. This begins with research, community engagement, site documentation, and a description of the place’s historic evolution. This research and analysis informs the evaluation, which determines whether the place has heritage value. If so, the heritage values, character-defining elements and proposed boundary are developed for the cultural landscape. If it is determined that a cultural landscape has heritage value, it may be added to the NCC Heritage Inventory.

Planning involves establishing a conservation approach for cultural landscapes based on the findings and analysis for understanding a place. This includes the preparation of a conservation brief, recommendations for conservation tools and related mapping.

Intervening involves applying the tools recommended when planning for conservation, to help manage interventions and changes to cultural landscapes. This can include implementing conservation tools, application of the *Standards and Guidelines* or the policy direction of an NCC plan if more detailed direction is provided by such a plan with respect to interventions, and undertaking impact assessments to ensure that interventions respect heritage values.

This decision-making process recognizes that conservation is an ongoing and cyclical process, and that cultural landscapes are often ‘dynamic, living entities that continually change because of natural and human-influenced social, economic and cultural processes.’¹ As such, activities such as community engagement and identification of boundaries may need to take place on more than one occasion during the process.

1 Parks Canada, *Standards and Guidelines for the Conservation of Historic Places in Canada*, p. 49.

4.2 Understanding the Cultural Landscape

To better understand a cultural landscape, historic and current information is gathered to identify and document the cultural aspects and physical features that together comprise the cultural landscape. The results feed into the historic evolution and analysis, which inform the evaluation to determine if a cultural landscape has heritage value.

Depending on the extent and composition of the cultural landscape, a multi-disciplinary approach may require involving individuals having special knowledge of the landscape itself, as well as those with expertise in history, architecture, landscape architecture, ecology, engineering, agriculture, land use planning, urban design and community engagement. It is recommended that a cultural landscape specialist take the lead on this, particularly preparation of the statement of significance.

RESEARCH

Primary and secondary research is undertaken to understand the cultural landscape's cultural and physical histories.

The cultural history focuses on the place's important cultural dimensions and identifies intangible elements. These are the ideas, practices and associations that created or sustain the cultural landscape and are critical to its value. This includes Indigenous histories and traditional practices. Sources for cultural history include oral histories, demographic information, community histories, local newspapers, as well as cultural products such as artwork, literature, documentaries, and other subjective representations of a place.

The physical history addresses the tangible environment, including a place's natural and built features. These elements and their relationships are subsequently related to the findings of the cultural history. Sources for physical history include historic maps, plans, legal documents, aerial photographs, archival photographs, and archaeological reports.

Depending on the extent and composition of the cultural landscape, a multi-disciplinary approach may require involving individuals having special knowledge of the landscape itself, as well as those with expertise in history, architecture, landscape architecture, ecology, engineering, agriculture, land use planning, urban design and community engagement.

LANDSCAPE ANALYSIS

Together with primary and secondary research, an in-person field visit is also important for understanding a place. An analysis of the physical environment should take into consideration the potential of the following categories in the “Guidelines for Cultural Landscapes” section of the *Standards and Guidelines*:

- **Evidence of land use** – features that express or support a past or continuing land use
- **Evidence of traditional practices** – features that express or support a past or continuing practice
- **Land patterns** – the overall arrangement of the place, at a large scale
- **Spatial organization** – the arrangement of its spaces
- **Visual relationships** – views and vistas as determined by the relationship between the observer and the overall landscape and/or individual landscape features
- **Circulation** – the elements that facilitate movement within it, both human and animal, noting approaches to universal accessibility
- **Ecological features** – the natural elements, such as a marsh, a pond or a stand of trees, which can be part of a larger ecosystem
- **Vegetation** – trees, shrubs, herbaceous plants, grasses, vines, aquatic and wetland plants, and other living plant material
- **Landforms** – both natural and human-made forms, such as mountains, hills, canyons, valleys and plains, or terraces, embankments, berms, ditches and swales
- **Water features** – constructions such as canals, ponds, fountains or natural elements such as rivers, lakes and streams
- **Built features** – such as buildings, structures, fences, walls, site furnishings, interpretive and commemorative markers, public art, etc.

LEGEND >>>

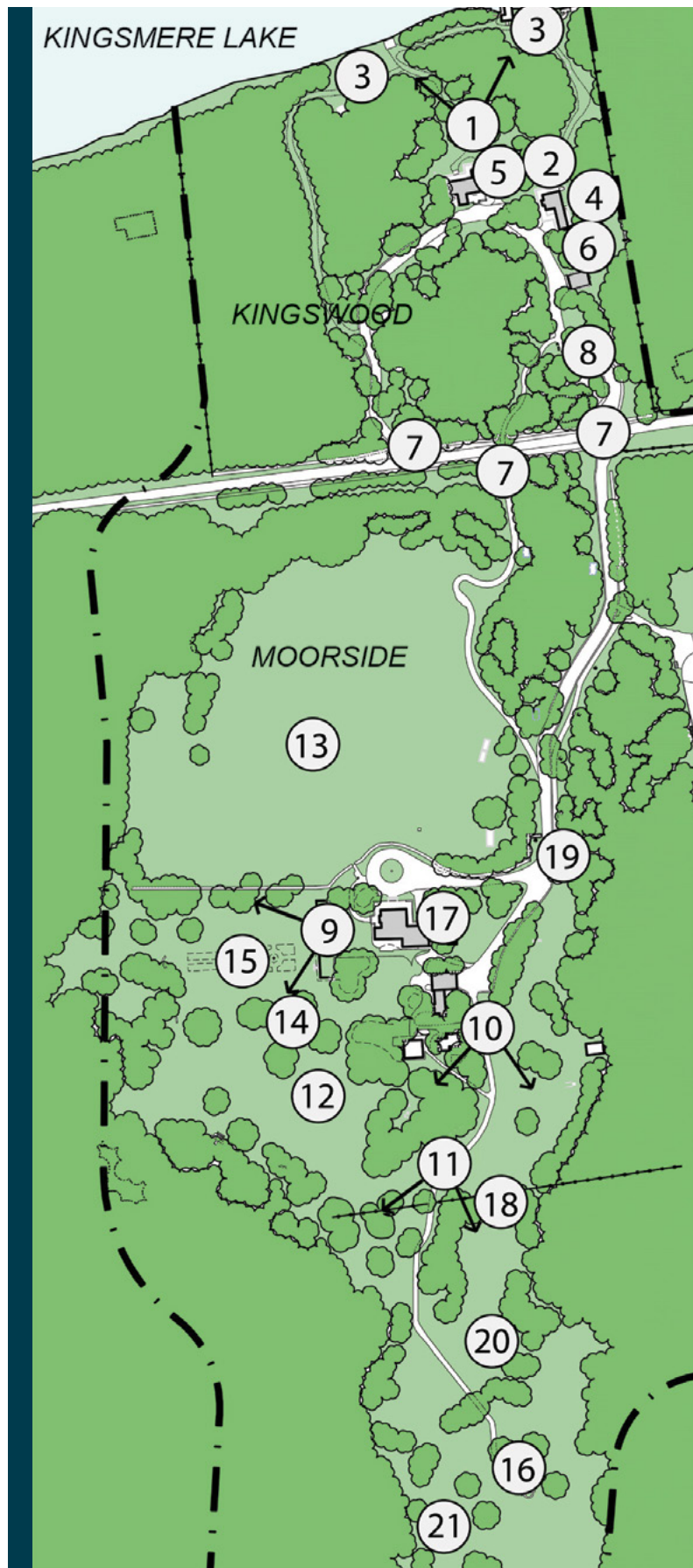
Kingswood

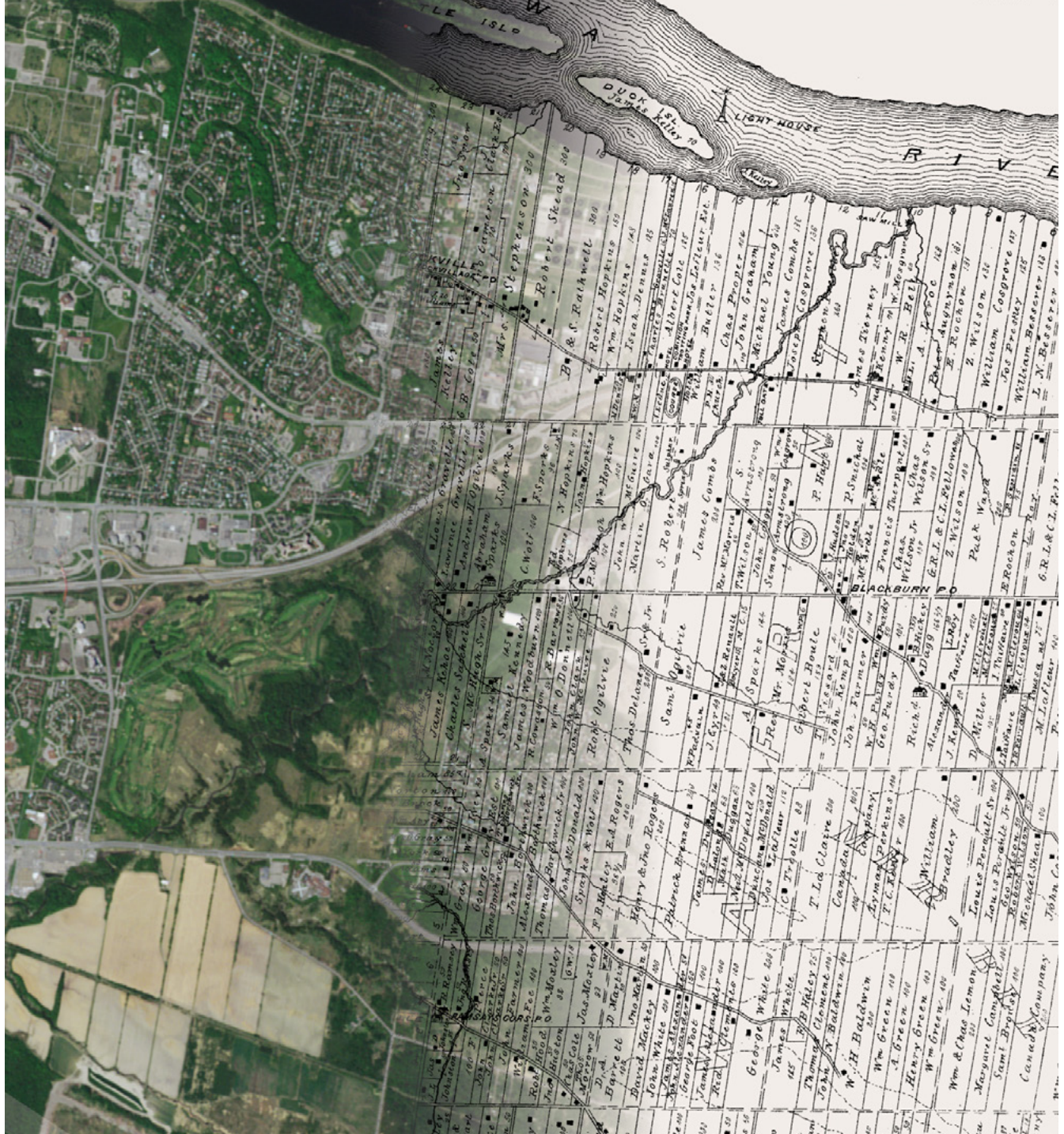
1. Views to the lake
2. The Collage Lawn
3. Shoreline and Grass Beaches
4. Gardens and window boxes
5. Flag pole, bird bath and sundial
6. Pergola
7. Entry gates
8. Stone Walls

Moorside

9. View to arch and lintels
10. View to Abbey Ruins
11. Views along the pathway to the ruins
12. The Great Lawn
13. The Front Meadow
14. Iconic trees
15. Gardens and flower beds
16. Ruins
17. Flag pole, bird bath, and sundial
18. White wood fences
19. Stone walls
20. The Hilltop Lawn
21. The Hillside Meadow

In addition to identifying boundaries, additional mapping may be required to identify a cultural landscape's heritage values as well as views and vistas.





Historical research can reveal important information about past land uses, some of which may not be immediately visible in the contemporary landscape.

HISTORICAL EVOLUTION

The cultural landscape and its component parts can be documented through text, historic and current photography, maps and oral interviews.

The evolution of the cultural landscape can be addressed through themes and associations as well as dates associated with constructed elements including built and water features. The history can be presented chronologically or thematically, and supported by relevant archival materials and illustrations. The historical evolution should identify and trace the underlying ideas that are fundamental to the place.



INDIGENOUS, COMMUNITY AND STAKEHOLDER ENGAGEMENT

Meaningful engagement with Indigenous Peoples, the Algonquin Nation in particular, is essential to understanding the ideas and meanings related to lands in the National Capital Region. Being aware of traditional uses extending back millennia, language that describes the landscape and the meanings of place in contemporary Indigenous cultures can reshape past and current understandings of place.

Engagement should also involve discussions with communities of interest and stakeholders. Communities of interest are groups whose identities, traditions or ways of life are related to the place's values. They contribute to identifying the place's meanings and practices. Consultation is critical to understanding a place when the underlying ideas and associations are not part of dominant cultural narratives.

Stakeholders may have more specific interests than communities of interest, and can provide insights that range from informational to operational. Examples include NCC operations and maintenance staff, tenants, federal partners, municipalities, provinces, private sector organizations, volunteer groups, clubs, local residents and visitors.

An engagement strategy that identifies communities of interest and stakeholders, the timing of engagement, its objectives and methods of engagement should be created. Engagement can take many forms including in-person and online interviews, individual, focus group and public meetings. Engagement tools can include surveys, mental mapping and polls.

Summaries of engagement activities should be shared with the communities of interest and stakeholders to ensure their views have been appropriately captured. A summary of the overall consultation and engagement process should be created and kept on file at the NCC.

Young people from the Kitigan Zibi Anishinabeg First Nation chose the name of a new bridge at Leamy Lake Park in 2017. The name, "Mawandoseg," means "land where once we gathered for celebration."

The evaluation should consider the integrity of the intangible elements in terms of the enduring strength of the ideas or practices, and how well they are supported by the place's physical features and environment.

ANALYSIS AND EVALUATION

Cultural landscapes are identified through analysis and evaluation. An Evaluation Form is included as Appendix A to support the evaluation process. The first table identifies whether the cultural landscape possesses heritage value. The second table summarizes the connections between the place's physical and cultural elements.

The evaluation should consider the integrity of the intangible elements in terms of the enduring strength of the ideas or practices, and how well they are supported by the place's physical features and environment. This is informed by research, ongoing cultural expressions, as well as input from community groups and stakeholders.

PROPOSED BOUNDARY AND MAPPING

The extent of the cultural landscape is illustrated with a boundary, and additional mapping is used to identify features related to its heritage value.

The proposed boundary should be based on research, site documentation, community engagement and analysis. The boundary of a cultural landscape may be larger or smaller than the original study area. In some cases, the boundary may align with one or more property boundaries. In other cases, the proposed boundary may align with streets, water courses, natural heritage features, or a combination of these.

Information gathered to understand a cultural landscape is essential to identifying the proposed boundary. Community engagement may also be required to define the physical extents of the principal ideas. Mental mapping is an effective tool for documenting the physical extents of specific ideas and subjective places. Since cultural landscapes are dynamic in nature, boundaries can change over time and should be reconfirmed regularly as part of planning and interventions.



Alongside boundaries, additional mapping can be developed to help illustrate the locations of critical features or areas of heritage value. Such features include character-defining elements, views and vistas, as well as any notable physical, functional or symbolic relationships. Mapping can also be used to articulate the different extents of coincidental but distinct layers, or to identify how a place's physical features relate to its different ideas or layers. The additional mapping may be included in the statement of significance if it relates directly to understanding heritage value, or added to the conservation brief if it plays a more general descriptive role.

STATEMENT OF SIGNIFICANCE

The heritage values, character-defining elements and proposed boundary of a cultural landscape are described and illustrated in a brief but comprehensive document: the statement of significance.

The statement of significance stems directly from the results of the evaluation and is informed by all research, analysis and engagement conducted to understand a cultural landscape.

The statement of significance serves as the starting point for informing conservation treatments and plans identified when planning for conservation, and is a key point of reference when assessing impacts during interventions. The statement of significance can also inform educational, interpretative and/or commemorative initiatives related to the cultural landscape.

A statement of significance helps to articulate and document the intangible values and tangible elements of the cultural landscape that should be protected. (Sketch: Roger Patry, NCC)

A typical statement of significance contains three components:

- An overall description of the place
- A description of its heritage value
- A description of its character-defining elements

For cultural landscapes in particular, a fourth component is recommended:

- Mapping

The overall description of the cultural landscape should include:

- its location, size and physical extent;
- its prominent physical features and component parts;
- its UNESCO category;
- its landscape scale, spatial pattern, and type;
- information about existing heritage protections within the cultural landscape (municipal, provincial and/or federal) and relevant dates;
- information about other cultural landscapes within or adjacent to the cultural landscape.

The description of its heritage values should:

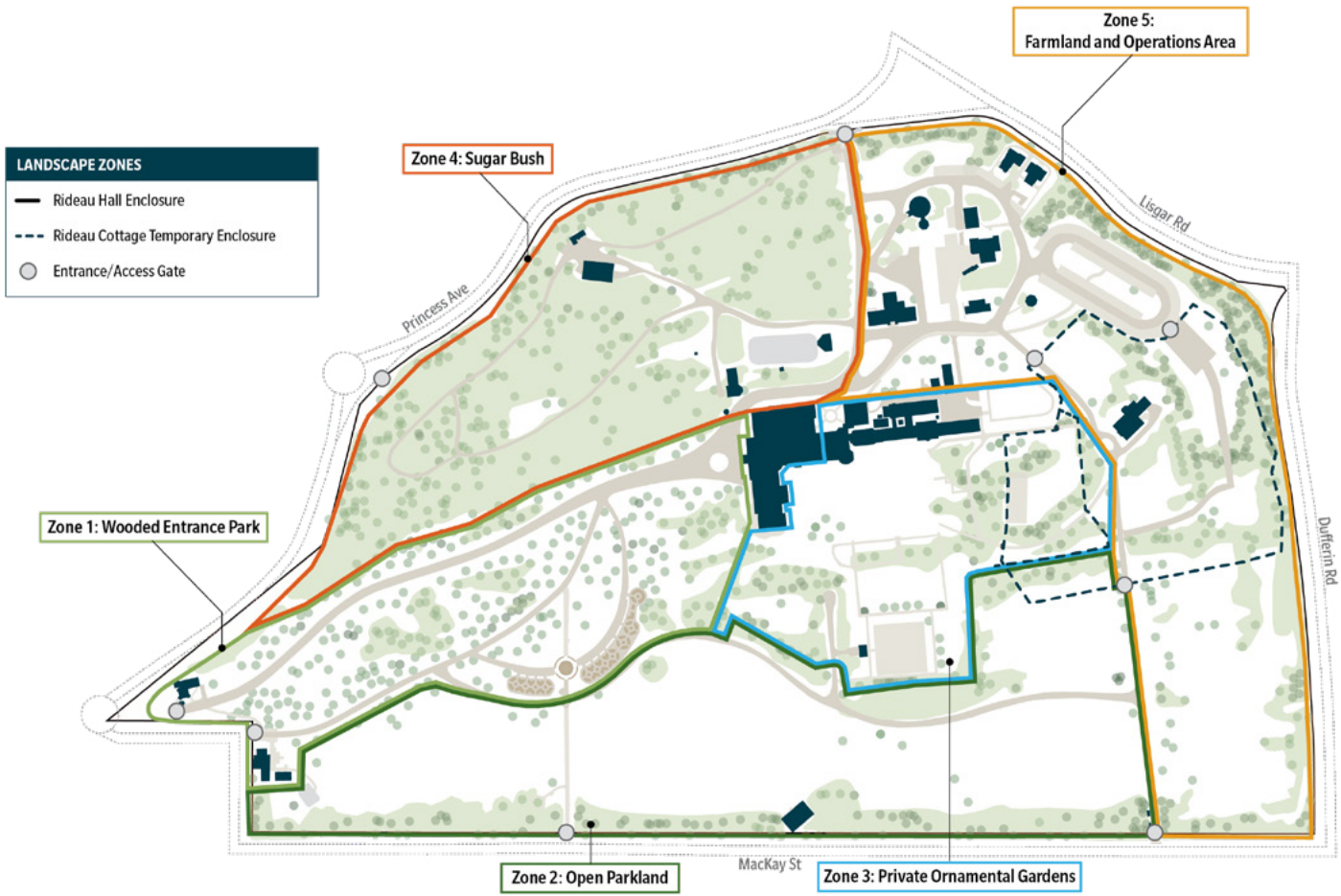
- articulate the aesthetic, historic, scientific, cultural, social or spiritual importance or significance of the landscape.

The description of its character-defining elements should:

- be organized in relation to its heritage values including physical features based on categories in the *Standards and Guidelines* such as evidence of land use, traditional practice, spatial organization, as well as current activities and practices.

The mapping should:

- illustrate the proposed boundary of the cultural landscape; and identify character-defining elements, views and vistas, and physical, functional or symbolic relationships as appropriate.



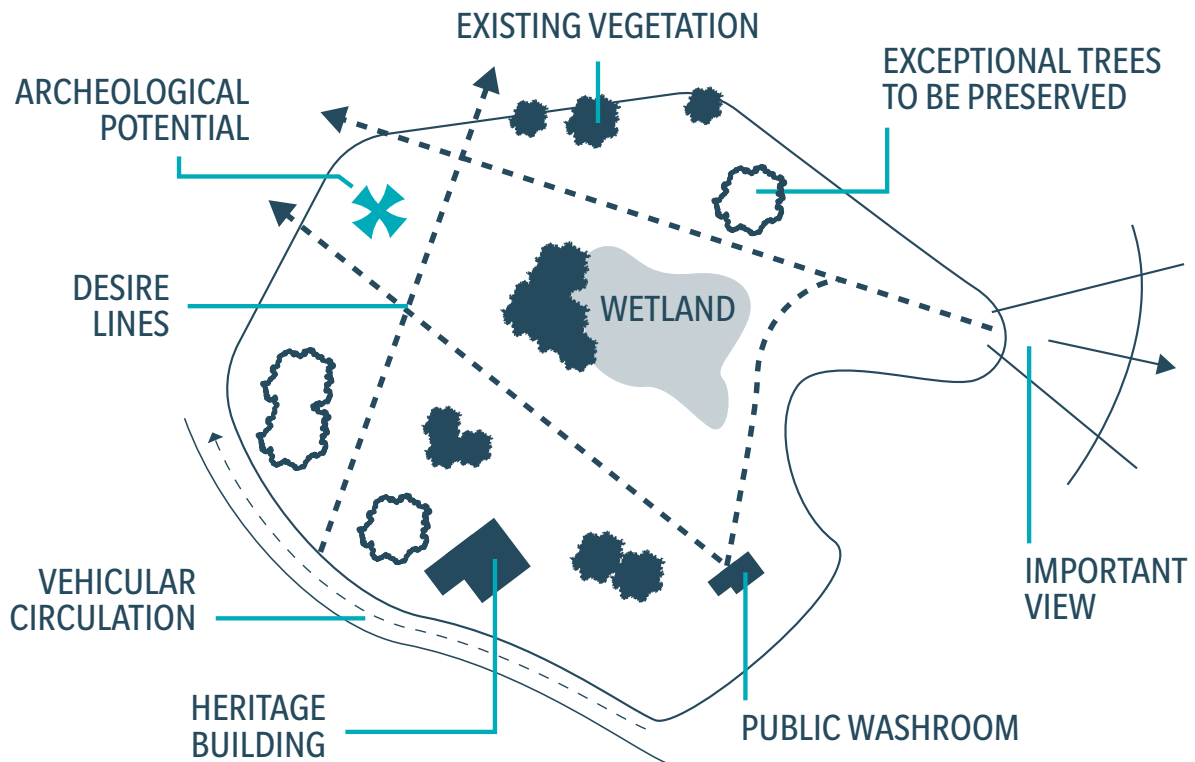
4.3 Planning for Conservation

Sound planning principles include linking the understanding of a cultural landscape with its future interventions. An effective planning approach is an integrated one, combining heritage conservation goals with planning, programming and project goals for the cultural landscape.

A key tool to planning is the development of a heritage inventory sheet which identifies relevant heritage, conservation, and management documents pertaining to the cultural landscape. This also involves recommending conservation tools and mapping conservation management zones.

A conservation brief is a document providing critical information about the cultural landscape’s heritage values and summarizing a conservation strategy.

For planning purposes, the landscape of Rideau Hall is divided into distinct zones. Each zone has its own character that contributes to the designed landscape as a whole.



Conservation tools comprise the range of plans, reports and guidelines that can be used to proactively manage a cultural landscape.

Mapping can illustrate specific conservation management zones.

HERITAGE SHEET

The Heritage Inventory sheet provides descriptive information about the cultural landscape and its heritage value, and should include:

- **Statement of significance.** By including the statement of significance, the user has quick access to key information related to the cultural landscape’s cultural heritage value and proposed boundary.
- **Mapping.** Whereas the NCC Heritage Inventory boundary is limited to a single GIS polygon, the conservation brief is free to include more complex boundary information. This may include detailed mapping of character-defining elements, physical features, cultural features or assets. Mapping can also illustrate specific conservation management zones, including core or buffer zones.
- **List of conservation tools currently in-force.** This includes plans and reports created by the NCC such as conservation guidelines and cultural heritage master plans as well as designations and statements of significance prepared by FHBRO and HSMBC. Ready access to these documents will allow NCC staff to proactively understand what tools or plans need to be consulted.

- **List of management tools currently in-force.** This includes plans and reports created by the NCC such as asset management plans, life cycle management and inspection reports, conditions assessments, and maintenance contracts.

The Heritage Inventory sheet can also include recommendations related to the cultural landscape's conservation and maintenance. The specific content of the conservation strategy section will vary depending on the nature of the cultural landscape. It should include recommendations for conservation tools on the nature:

Recommendations for conservation tools on the nature of the cultural landscape. It should include recommendations for conservation tools, such as conservation plans, maintenance plans, cultural heritage master plans, design guidelines as well as interpretative and commemorative strategies. Where conservation tools have been recommended by consultants but have yet to be developed, they can be included in the heritage inventory sheet to inform to inform project planning and procurement.

It is not realistic to develop detailed conservation plans for all cultural landscapes, nor would it be appropriate for all landscapes. In the absence of formal conservation tools, as the case may be, the heritage inventory sheet may be sufficient as a decision-making tool allowing NCC staff to provide informed guidance and direction.

CONSERVATION TOOLS

Conservation tools comprise the range of plans, reports and guidelines that can be used to proactively manage a cultural landscape. The diversity of cultural landscapes and heritage values means different landscapes are suited to different tools.

Conservation tools can employ mapping to outline specific conservation management zones or highlight areas critical to support the conservation of the overall cultural landscape. Mapping prepared for conservation tools can include information gathered to understand a cultural landscape, but can go further to highlight different zones related to a conservation strategy. For instance a cultural landscape could have 'core' and 'buffer' zones that reflect property ownership and approval requirements for interventions.

Conservation tools can employ mapping to outline specific conservation management zones or highlight areas critical to support the conservation of the overall cultural landscape.

Interventions are undertakings ranging from the physical (alterations, additions and maintenance), to the intangible (changes in use, or name).

Examples of conservation tools for cultural landscapes include:

- **Conservation Plans.** These are comprehensive documents outlining an approach and sequencing for the conservation of a place’s cultural heritage values and character-defining elements. They can prescribe conservation treatments, provide direction for architectural expression as well as specific direction or general guidelines for intervention and life cycle management, and are often related to a place’s short, medium and long-term planning.
- **Maintenance Plans.** These provide detailed guidance on a place’s routine or anticipated maintenance activities to ensure heritage values and character-defining elements are not adversely impacted. Maintenance plans can be useful when defining the terms of maintenance contracts.
- **Design Guidelines.** These are technical documents establishing aesthetic and functional performance standards to guide future interventions. Design guidelines may be appropriate for a place where heritage values relate to physical or aesthetic references, and where periodical alterations are anticipated over time.
- **Cultural Heritage Master Plans.** These establish a conservation framework for a place containing numerous, or complex arrangements of cultural heritage resources. Cultural heritage master plans may be appropriate where landscapes are layered, or contain a number of smaller landscapes.
- **Interpretation Strategies.** These present significant thematic messages related to a place and its cultural heritage value within a framework that can inform a corresponding interpretation programme.
- **Commemoration Strategies.** These outline a framework for commemorating significant ideas, along with related events or people associated with a place’s cultural heritage value.

4.4 Intervening in a Cultural Landscape

When intervening in cultural landscapes, conservation tools and plans are implemented and the guidance in the *Standards and Guidelines* applied. The goal is to ensure that interventions affecting character-defining elements conserve the heritage values of the cultural landscape. This may require review by the NCC's Heritage Program, and in some cases federal approval and an environmental impact assessment by the NCC.

Interventions are undertakings ranging from the physical (alterations, additions and maintenance), to the intangible (changes in use, or name). Interventions directly affecting a cultural landscape can be those which occur on the landscape itself, as well as those on adjacent sites.

NCC REVIEW

Interventions on cultural landscapes may be subject to review and approval by the NCC. This includes cultural landscapes located on NCC lands, as well as federal (non-NCC) lands in the NCR. It also applies to lands adjacent to NCC cultural landscapes.

Staff review should begin with the conservation brief, which outlines the place's cultural heritage value, provides reference to all in-force conservation tools, and summarizes the conservation strategy. If the intervention is addressed by the tools indicated, staff could confirm that the proposed undertaking conforms to the relevant guidelines or instructions provided. If in-force conservation tools do not adequately address the proposed undertaking, or if no tools have been developed, planning approval should be informed by impact assessments.

APPLICATION OF THE STANDARDS AND GUIDELINES

Interventions on cultural landscapes should be informed by the *Standards and Guidelines*, and specifically the section on Guidelines for Cultural Landscapes. That section identifies eleven cultural landscape elements that can be used as a framework for identifying and conserving a place's physical (tangible) features. It provides specific guidelines for each element, related to the conservation treatments of preservation, rehabilitation and restoration. The guidelines should be referred to and applied as appropriate throughout the intervention.

Where an NCC plan provides more detailed or focused direction beyond those contained in the *Standards and Guidelines*, those directions must be followed and take precedence.

Indigenous perspectives are especially important as the approach to cultural landscapes in Canada and the NCR continues to evolve in the coming decades.





5.0 – Conclusion

As the NCC updates its master plans and strategies, and carries out its stewardship responsibilities, the approach to cultural landscapes presented in this guide should be incorporated. Indigenous perspectives are especially important as the approach to cultural landscapes in Canada and the NCR continues to evolve in the coming decades.

“Canada’s Capital is a national symbol that embodies the traditions and values that unite Canadians. It rightfully honours those who have contributed to the building of our nation and celebrates our greatest achievements. As the Capital evolves, it must continue to reflect our growth and diversity as a nation.”

- *The Plan for Canada’s Capital, 2017-2067*

Appendix A - Evaluation Form

Part 1 – Heritage Value

A cultural landscape must be evaluated to demonstrate heritage value. As per *the Standards and Guidelines for the Conservation of Historic Places in Canada*, heritage value refers to the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present, or future generations. Use this table to describe heritage value.

The cultural landscape has heritage value because it:

- reflects defined, or otherwise notable architectural styles or landscape concepts (aesthetic value)
- is associated with important events, activities, people or has meaningfully contributed to the development of a community, region, province or nation (historical value)
- is an important source of knowledge for research and study (scientific value)
- sustains cultural traditions or ways of life (cultural value)
- contributes to a community's identity or sense of belonging (social value)
- reflects the sacred traditions, ceremonial practices or rituals of a community (spiritual value)

UNESCO Category

- Designed
- Organically Evolved
 - Continuing
 - Relic
- Associative

If yes, describe:

>> _____

>> _____

>> _____

>> _____

>> _____

Part 2 – Character-Defining Elements

This step summarizes critical information for a cultural landscape, clarifying its key relationships. Using the *Standards and Guidelines* framework of cultural landscape elements, list the cultural landscape’s important physical (tangible) features. These features should be connected individually or in groups to their related cultural (intangible) elements. This table can help inform character-defining elements, and how they relate to heritage values.

Physical (Tangible) Elements, including:

- Evidence of Land Use; _____
- Evidence of Traditional Practices; _____
- Land Patterns; _____
- Spatial Organizations; _____
- Visual Relationships; _____
- Circulation; _____
- Ecological Features; _____
- Vegetation; _____
- Landforms; _____
- Water Features; or _____
- Built Features. _____

Cultural (Intangible) Elements, including:

- important events that have _____
shaped the physical environment; _____
- important practices that have _____
shaped or continue to shape the _____
physical environment; _____
- ideas embedded in or symbolized _____
by the physical environment. _____

Appendix B - Glossary

Unless otherwise indicated, the terms and definitions in this glossary are based on [Parks Canada's Glossary of Terms](#).

ARCHAEOLOGICAL RESOURCE (RESSOURCE ARCHÉOLOGIQUE)

All tangible evidence of human activity that is of historical, cultural or scientific interest. Examples include features, structures, archaeological objects or remains at or from an archaeological site, or an object recorded as an isolated archaeological find.

ARCHAEOLOGICAL SITE (SITE ARCHÉOLOGIQUE)

A place or area where tangible evidence of human activity of historical, cultural or scientific interest is or was located on, above or below the ground, whether submerged or not. The identification, recovery and interpretation of this evidence can be carried out using archaeological research methods.

ARCHAEOLOGICAL SITE/REMAINS (VESTIGES/SITES ARCHÉOLOGIQUE)

Refers to physical evidence of past human activity of historical, cultural or scientific interest located below, on or above the ground or underwater.

ARCHAEOLOGICAL POTENTIAL (POTENTIEL ARCHÉOLOGIQUE)

The likelihood that a property contains archaeological resources. (Ontario S&G for Consulting Archaeologists)

CHARACTER-DEFINING ELEMENTS (ÉLÉMENTS CARACTÉRISTIQUES)

The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of a historic place, and which must be retained in order to preserve its heritage value.

CONSERVATION (CONSERVATION)

All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve "Preservation," "Rehabilitation," "Restoration," or a combination of these actions or processes.

DESCRIPTION OF BOUNDARIES (DESCRIPTION DES LIMITES)

Description of the physical limits of the historic place, as defined by the formal recognition.

FEDERAL HERITAGE BUILDING (ÉDIFICE FÉDÉRAL DU PATRIMOINE)

Any federally owned building that has been designated by the Minister responsible for Parks Canada the Federal Heritage Buildings Policy.

FORMAL RECOGNITION (RECONNAISSANCE OFFICIELLE)

The designation or other recognition by or under federal, provincial or territorial law or a municipal by-law or ordinance.

HERITAGE VALUE (VALEUR PATRIMONIALE)

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

INTERPRETATION (INTERPRÉTATION)

An educational activity whose objective is to reveal meanings and relationships through the use of artifacts, illustrative media and first-hand experiences rather than by simply communicating factual information.

INTERVENTION (INTERVENTION)

Any action, other than demolition or destruction, that results in a physical change to an element of a historic place.

MAINTENANCE (ENTRETIEN)

Routine, cyclical, non-destructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.

NATIONAL HISTORIC SITE (LIEU HISTORIQUE NATIONAL)

Any place declared to be of national historic interest or significance by the Minister responsible for Parks Canada.

PRESERVATION (PRÉSERVATION)

The action or process of protecting, maintaining and/or stabilizing the existing materials, form and integrity of a historic place, or of an individual component, while protecting its heritage value.

REHABILITATION (RÉHABILITATION)

The action or process of making possible a continuing or compatible contemporary use for a historic place, or of an individual component, through repair, alterations and/or additions, while protecting its heritage value.

RESTORATION (RESTAURATION)

The action or process of accurately revealing, recovering or representing the state of a historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

STANDARDS AND GUIDELINES FOR THE CONSERVATION OF HISTORIC PLACES IN CANADA (NORMES ET LIGNES DIRECTRICES POUR LA CONSERVATION DES LIEUX PATRIMONIAUX DU CANADA)

The *Standards and Guidelines for the Conservation of Historic Places in Canada* is the first-ever pan-Canadian benchmark for heritage conservation practice in this country. It offers results-oriented guidance for sound decision-making when a planning for, intervening in and using historic places.

STATEMENT OF SIGNIFICANCE (ÉNONCÉ D'IMPORTANCE)

A statement that identifies the description, heritage value, and character-defining elements of an historic place.

WORLD HERITAGE SITE (SITE DU PATRIMOINE MONDIAL)

A cultural or natural site that is designated as having outstanding universal value by the World Heritage Committee, according to its criteria. The committee was established to oversee implementation of UNESCO's 1972 World Heritage Convention.

Appendix C - Cultural Landscape Reference Materials

Legislation, Policies and Plans

FEDERAL

Statutes

National Capital Act, R.S.C. 1985, c. N-4.

Policies

Parks Canada. *Framework for History and Commemoration: National Historic Sites System Plan*. 2019.

Parks Canada. *Cultural Resource Management Policy*. 2013.

Parks Canada, Canada's Historic Places. *Standards and Guidelines for the Conservation of Historic Places in Canada*, 2nd edition. Ottawa, 2010.

Parks Canada, *Federal Heritage Buildings Review Office (FHBRO)*. *Code of Practice*. Ottawa, 1996.

Treasury Board of Canada. *Policy on the Management of Real Property*. Ottawa, 2006.

Plans and Reports

Commonwealth Historic Resource Management. *A Cultural Landscape Conservation Management Strategy for the Mackenzie King Estate*, 3 vols. 2003.

Contentworks. *Ottawa River Parkway Corridor Cultural Landscape Study*. 2006.

Federal Plan Commission. *Report of the Federal Plan Commission on a General Plan for the Cities of Ottawa and Hull*. 1915.

Gréber, Jacques. *Plan for the National Capital: General Report*. 1950.

National Capital Commission.

Forest Strategy 2021-2026. 2021.

Gatineau Park Master Plan. 2021.

Capital Pathway Strategic Plan. 2020.

Sustainable Development Strategy 2018-2023. 2018.

Ottawa River North Shore Parklands Plan. 2018.

Ottawa River South Shore Riverfront Park Plan. 2018.

Greenbelt Agricultural Heritage Management Analysis, 47 reports. 2018.

Plan for Canada's Capital 2017-2067. 2017.

Capital Illumination Plan 2017-2027. 2017.

Capital Urban Lands Plan. 2016.

Gatineau Park Cultural Heritage Plan. 2016.

Guidelines to the Management and Maintenance of Mackenzie King Estate as a Cultural Landscape, 2014.

Canada's Capital Greenbelt Master Plan. 2013.

Canada's Capital Core Area Sector Plan. 2005.

Rideau Hall Landscape Design and Site Management Guidelines. 2005.

Julian Smith & Associates and Contentworks Inc., *Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands*. Ottawa, 2004.

Todd, Frederick G. *Preliminary Report to the Ottawa Improvement Commission*. 1903.

Parks Canada

Rideau Corridor Landscape Strategy: Landscape Character Assessment & Planning and Management Recommendations. 2012.

Rideau Canal National Historic Site Management Plan. 2005.

The Cultural Landscape of the Rideau Canal Corridor Phase II Study. 1998

Public Services and Procurement Canada, Heritage Conservation Directorate. *O'Brien House Heritage Assessment 2016-17*.

HERITAGE INVENTORIES

[Directory of Federal Heritage Designations](#)

[Remarkable Trees of Canada's Capital - Interactive Map and Book](#)

PROVINCIAL

Statutes

Loi sur le patrimoine culturel, P-9.002, 2012.

Ontario Heritage Act, R.S.O 1990, Chapter O.18.

Planning Act, R.S.O. 1990, C. P.13.

Policies

Provincial Policy Statement, 2020.

MUNICIPAL

Plans

City of Ottawa. *Official Plan*, November 2021 (By-law 2021-386).

Ville de Gatineau, *Schéma d'aménagement et de développement*. 2015.

Heritage Inventories

[City of Ottawa, Heritage Properties](#)

[Répertoire du patrimoine culturel du Québec](#)

[Inventaire du patrimoine bâti de la région de l'Outaouais \(2009 - 2011\)](#)

Cultural Landscape Theory & Practice

Buggey, Susan. "Cultural Landscapes and World Heritage: Learning from La Petite Pierre," *Proceedings of University of Montreal Round Table on Exploring the Cultural Value of Nature; A World Heritage Context*, March 12-14, 2014, eds. Christina Cameron and Judith Herrmann: 53-66.

Cameron, Christina and Susan Buggey. "Remembering Susan Buggey: A Pioneer in Heritage Conservation." *APT Bulletin: The Journal of Preservation Technology* 47, no. 2/3 (2016): 6-9.

Goetcheus, Cari, and Nora Mitchell. "The Venice Charter and Cultural Landscapes: Evolution of Heritage Concepts and Conservation Over Time." *Change Over Time* 4, no. 2 (2014): 338-357.

Lynch, Kevin. *The Image of the City*. Cambridge: MIT Press, 1960.

Mitchell, Nora, Mechtild Rössler, Pierre-Marie Tricaud. *World Heritage Papers 26 World Heritage Cultural Landscapes: A Handbook for Conservation and Management*. UNESCO, 2009.

NSW Department of Environment, Climate Change and Water. *Cultural Landscapes: A Practical Guide for Park Management*. Sydney South: Department of Environment, Climate Change and Water, 2010.

Pilon, Jean-Luc and Randy Boswell. "Below the Falls; An Ancient Cultural Landscape in the Centre of (Canada's National Capital Region) Gatineau." *Canadian Journal of Archaeology* 39, (2015): 256-293.

Prosper, Lisa. "Wherein Lies the Heritage Value? Rethinking the Heritage Value of Cultural Landscapes from an Aboriginal Perspective." *The George Wright Forum* 24, no. 2 (2007): 117-24.

Rössler, Mechtild. "World Heritage Cultural Landscapes," *The George Wright Forum*, 17(1), 1 (2000): 27-34.

Shiple, Robert and Robert Feick. "A Practical Approach for Evaluating Cultural Heritage Landscapes: Lessons From Rural Ontario." in *Planning Practice and Research*, November 2009 (24): 4, 455-469.

Shiple, R., Kovacs, J. F. & Fitzpatrick, A. "A New Kind of National Park for Canada: Waterloo's Mennonite Country Could be a Model for Managing Change in Valuable Landscapes." in *Material Culture Review*, 72 (2010): 25-37.

Smith, Julian. "Marrying the Old with the New in Historic Urban Landscapes." In *World Heritage Papers 27 Managing Historic Cities* (2010): edited by Ron van Oers and Haraguchi Sachiko, 45-52.

Taylor, Ken. "Connecting Concepts of Cultural Landscape and Historic Urban Landscape: The Politics of Similarity." *Built Heritage* 2 (2018): 53-67.

Mitchell, Nora J. "Contributions of Pioneers on the Shared Terrain of Culture and Nature." *APT Bulletin: The Journal of Preservation Technology* 47, no. 2/3 (2016): 11-16.

Zvonar, John. "From Historic to Cultural Landscapes under the Watch of Susan Bugey." *APT Bulletin: The Journal of Preservation Technology* 47, no. 2/3 (2016): 18-22.

Federal Plans

Parks Canada. *Saoyú-?ehdacho National Historic Site of Canada Management Plan*. 2016.

Municipal Plans and Policies

City of Mississauga

Cultural Heritage Landscape Project, Final Draft Report, September 2021.

Heritage Management Strategy, Final Report. May 2016.

Recommendation 6: Review the Cultural Heritage Landscape Inventory and applicable policies, p.38-39.

Appendix G. Considerations in the Review of Cultural Heritage Landscapes, p.132-143.

Technical Memo #1 Conserving Heritage Landscapes: Cultural Heritage Landscape Project. April 2019.

Cultural Landscape Inventory. January 2005.

Town of Caledon

Town of Caledon. Criteria for the Identification of Cultural Heritage Landscapes. September 17, 2003.

Town of Caledon. Cultural Heritage Landscape Inventory. March 2009.

Region of Waterloo

Cultural Heritage Landscape Resource Document. December 2004.

Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development. A background document prepared for the Region of Waterloo. 2006.

Region of Waterloo Regional Official Plan - Chapter 3.G: Liveability in Waterloo Region, Cultural Heritage. 2009.

Regional Implementation Guideline for Cultural Heritage Landscape Conservation. Endorsed by Regional Council October 2013.

Identification of Candidate Cultural Heritage Landscapes in the Townships of Wellesley and Woolwich. 2018.

See also [Woolwich Official Plan](#) Chapter 12.7 - West Montrose Cultural Heritage Landscape Policy Area in Woolwich Official.

City of Kitchener

City of Kitchener Cultural Heritage Landscapes. December 2014.

City of Kitchener Cultural Heritage Landscape Data Sheets. December 2014.

City of Kitchener Cultural Heritage Landscapes Study Appendices 1-5. December 2014.

Town of Oakville

Cultural Heritage Landscape Strategy. January 2014.

City of Calgary

Cultural Landscape Strategic Plan: Managing the Collection of Calgary's Cultural Heritage Landscapes. 2013.

City of Halifax

Halifax Green Network's Cultural Heritage Landscape Framework Study. 2016.

City of Waterloo

Cultural Heritage Landscape Inventory. 2019.

Township of Centre Wellington

Cultural Heritage Landscape Study of the Township of Centre Wellington - Volume 1. November 2020.

Cultural Heritage Landscape Study of the Township of Centre Wellington - Volume 2. Appendices A - J. November 2020.

Cultural Heritage Landscape Study of the Township of Centre Wellington - Volume 3. Appendix K: Inventory of Significant Cultural Heritage Landscapes. November 2020.

Acknowledgements

This guide was made possible through the engagement of many people. Thank you to everyone who gave their time to participate in its creation. The information, direction and comments provided played a critical role in developing this document.

Special thanks to the members of the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) who provided valuable feedback and guidance throughout the guide's development.

Thank you also to Julian Smith and Julie Harris who developed the NCC's *Definition and Assessment of Cultural Landscapes on NCC Lands* in 2004, which provided the foundation for this guide.

Project Leader

Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs

Project Team

Heather Thomson, Heritage Program Manager

Madeleine Demers, Senior Architect, Design & Land Use

Jasmine Guest, Heritage Program Officer

Pascale Guindon, Heritage Program Officer

Amanda Lapointe, Architect, Design & Land Use

Noah Sunga, Student Heritage Officer

Jessie Maisonneuve, Senior Graphic Designer

Kim Leung, Graphic Designer

Working Group

Annie Barnoski

Patrick Bunting

Hugues Charron

Amanda Conforti

Allison Eagen

Luc Fournier

Marion Gale

Ian Badgley

Gaëlle Grangien

Kim Geoffrion

Jennifer Halsall

Michael Hanifi

Isabelle Hughes

Eva Katic

Arto Keklikian

Nina Maher

Corrine Meadows

Michael Muir

Valérie Rouette

Andrew Sacret

Christie Spence

Rene Tenasco

Camille Tremblay

Ryan Waddell

Nicholas Westwood

Roger Patry (Sketches)

A special thank you to Brenda Odjick for her contribution to the NCC Capital Urbanism Lab and her permission to use a quotation from her presentation.

Thank you also to the following staff at Parks Canada, the Department of Canadian Heritage, Public Services and Procurement Canada, the City of Ottawa and the Ville de Gatineau:

Melissa Adams

Sonia Blouin

Mathieu Boissinot

Carolyn Bouffard-Lima

Valérie Camden

Lesley Collins

Catherine Cournoyer

Jennifer Cousineau

Judith Dufrene

Ashley Kotarba

David Maloney

Susan Miller

Stephanie Milligan

Yadollah Parmoun

Patryk Polec

Marie-Claude Quessy

Sandra Richards

Sacha Richard

Stephen Sauvage

Cathy Shepertycki

Jessica Tivy

Lynda Villeneuve

Natali Zuniga

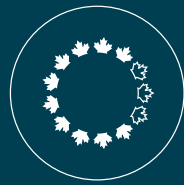
John Zvonar

Consultant Team

Common Bond Collective

David Deo

Ellen Kowalchuk



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

Canada