



Parks Canada's National Historic Sites
Cost-Sharing Program

Guidelines

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Cost-Sharing Program

2012-2013



Parks Canada
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1. Introduction

Parks Canada's National Historic Sites Cost-Sharing Program ("the Program") helps ensure the commemorative integrity of non-federally owned or administered national historic sites. The Program supports the Parks Canada Agency's mandate of protecting and presenting places of national historic significance, and fostering the public's understanding, appreciation and enjoyment of these places in ways that ensure their commemorative integrity for present and future generations. A national historic site possesses commemorative integrity when it is healthy and whole, and when the site's heritage values are protected, communicated and respected.¹

Through financial contributions, the Cost-Sharing Program shares the cost of work needed to maintain the physical health or integrity of a national historic site.

For 2012-2013, please note that:

- **Contribution funding will be provided solely to projects that demonstrate a real and immediate threat to the commemorative integrity of a national historic site, for which an intervention is required in the short term to maintain the physical integrity of the threatened cultural resource(s);**
- **Total funding available under the Cost-Sharing Program will be approximately \$700,000; applicants are encouraged to take this into consideration while preparing their proposal;**
- **Selected projects must take place between April 1, 2012, and March 31, 2013; and**
- **Applications must be submitted by no later than November 1, 2011.**

Please contact the Program Office to discuss your project prior to preparing an application.

¹ For the complete definitions of 'Commemorative Integrity' and 'Heritage Value', see Annex A: Definitions.





2. Who Is Eligible? What Is Eligible?

A **national historic site** is any historic place designated by the Minister responsible for Parks Canada on the advice of the Historic Sites and Monuments Board of Canada pursuant to the provisions of the Historic Sites and Monuments Act. To determine if your site is a national historic site, please consult the Canadian Register of Historic Places (www.historicplaces.ca)².

2.1 Eligible Applicants

Applicants must be either:

- An owner or lessee³ (as defined below) of a national historic site, or a part of a national historic site, or a contributing property⁴ within a national historic site, which is:
 - a not-for-profit organization⁵; or,
 - a provincial, territorial, regional or municipal government;
- An incorporated not-for-profit organization acting on the authority and behalf of an eligible owner or lessee;
- A not-for-profit Aboriginal organization with a formalized stewardship responsibility directly related to all or part of a national historic site; or
- A not-for-profit Aboriginal organization acting on the authority and on behalf of an eligible not-for-profit Aboriginal organization.

An applicant representing properties located within a historic district which is a national historic site can only submit one funding application.

Ineligible applicants include:

- Applicants representing or applying on behalf of individuals, the federal government (i.e. federal departments and/or agencies), federally owned national historic sites, or for-profit organizations (including condominium corporations, private residences, etc.); and

² The words "National Historic Site of Canada" should follow the name of your historic place.

³ A lessee must have at least 10 years remaining on the lease as of the date of the application to the Program to be eligible.

⁴ Owners or lessees of properties within a historic district must meet specific requirements. For more information, see section 2.5 Documentation Requirements and Annex A: Definitions.

⁵ For a complete definition of "not-for-profit organization", see Annex A: Definitions.





- Applicants representing historic places that are not designated as national historic sites.

2.2 Project Categories

Applicants can only submit a single proposal for funding per fiscal year, under one of the following categories:

1. **Preparatory Assistance Projects:** Projects to develop technical and planning documents necessary to ensure the site's commemorative integrity. Eligible costs will be reimbursed up to the **lesser of \$10,000 or 50% of total eligible costs.**
2. **Conservation Projects:** Projects to conserve threatened components of a national historic site, in order to ensure its commemorative integrity. Eligible costs will be reimbursed up to the **lesser of \$100,000 or 50% of total eligible costs.**

2.3 Eligible Expenses and Activities

Eligible project expenses include only *the minimum necessary costs* to fulfill the project objectives, as agreed to by the Parks Canada Agency. Please ensure to include, where appropriate, contingency fees for construction materials and planned services. Specific costs will be limited by the application of various standards and techniques, including the Treasury Board travel directive (http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/tbm_113/menu-travel-voyage-eng.asp) where appropriate, limitations on consultant costs charged, negotiated costs where warranted, etc.

Eligible expenses can include:

- Cost of construction materials, goods and related shipping or transportation;
- Actual cost of services for time spent on the project, specific labour rates or per diem fees for subcontractors not exceeding market rates, or actual project disbursements;
- Cost of equipment and related installation or maintenance;
- Other actual or reasonable expenses or budgeted amounts of expenditures directly related to the project;
- Applicable taxes (federal, provincial, territorial, including HST) on materials, labour and other services that qualify as eligible costs that the recipient shall pay, less any credits or reimbursements to which the recipient may be entitled.





More specifically, eligible expenses by category can include:

Category 1 - Preparatory Assistance Projects

- Professional and technical services needed to prepare documents required by a national historic site to aid in its planning for conservation and presentation work, as well as site management. These may include such documents as a conservation plan, a management plan, a commemorative integrity statement or a building/site condition assessment, and may require associated architectural and engineering services, technical drawings or photography, historical research, archaeological research/investigation, environmental assessment, fire safety plan, maintenance and inspection plans and manuals, and interpretive plans.

Category 2 - Conservation Projects

- Materials and labour directly related to the conservation of a national historic site. The conservation work must lead directly to the protection of cultural resources or character-defining elements, in particular the reduction of threat and/or level of impairment. This work may involve preservation measures to protect shelter, reinforce and stabilize cultural resources, or more invasive conservation measures involving limited restoration of deteriorated parts, or replacement of missing or deteriorated parts, including fittings, machinery, landscape elements, or other components that Parks Canada agrees are integral to the commemorative integrity of the national historic site.
- Environmental assessment required under the *Canadian Environmental Assessment Act*. Eligible costs are limited to the specific assessment activities needed to support the implementation of an approved conservation project.
- Fire detection and suppression systems where Parks Canada agrees that these are the most appropriate means of safeguarding the national historic site or its cultural resources from catastrophic fire loss.



2.4 Ineligible Expenses

Ineligible expenses include costs for any work incurred that is inconsistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada (second edition)*⁶, or with Parks Canada's *Cultural Resource Management Policy* (see Annex B), and that is not identified as necessary by Parks Canada to ensure the site's commemorative integrity.

The following costs are not eligible project expenses:

- Acquisition of property;
- Acquisition of movable resources;
- New construction, including modern additions to historic structures;
- Demolition not related to the preservation of commemorative integrity;
- Services and facilities related to visitor use, such as roads, parking lots, interpretive centres, washrooms, etc.;
- Period reconstruction or replication of whole structures or complexes;
- On-going expenditures for maintenance or operation of the historic site, including salaries of staff and/or administrators; and
- Acquisition of materials to be used after March 31, 2013.

2.5 Statements of Significance

The Statement of Significance (see Annex A) prepared for the national historic site designation is required when applying for funding. Please verify that your national historic site is listed on the Canadian Register of Historic Places (www.historicplaces.ca) before applying. In addition, please ensure that you are consulting the Statement of Significance of your national historic site. Sites with other levels of recognition (e.g. provincial, territorial, municipal, etc.) will have multiple Statements of Significance listed on the register. If your national historic site is not listed, please contact the Program Office before preparing your application.

For properties within larger national historic sites such as a historic district, Parks Canada will need to prepare a *Confirmation of Contributing Property* and a *Statement of Values* (see Annex A: Definitions). Please contact the Program Office for more information and/or to discuss your project prior to preparing an application (see Section 8 Contact Information).

⁶ Parks Canada recently released a second edition of the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The document is available online in the Parks Canada library at: <http://www.pc.gc.ca/eng/docs/bib-lib/index.aspx> under Policies and Guidelines.





3. Contribution Limits

The Program will reimburse up to 50% of eligible costs that are identified and approved in a cost-sharing contribution agreement, subject to maximum amounts specified in each project category listed in Section 2.2.

4. How the Application Process Works

4.1 Application Requirements

To submit a complete application, please fill out the following forms:

- Funding Application Form
- Project Budget Form
- Project Timeline Form

Attach supporting documentation, as requested in the application forms. Please re-submit all the required documentation even if you have applied for funding assistance from the Program in previous years. The Program will not access any previously submitted documents in the assessment of your current application.

It should be noted that the Program will not review any material that is not included with your application.

Submit two original paper copies of your signed funding application proposal to the Program Office. In addition, you are encouraged to submit an electronic copy of your application (i.e. CD-ROM, USB/memory stick, or other data storage device).

Please ensure that you retain a complete third copy of your application for your records. The application material submitted will not be returned to you. Parks Canada reserves the right to request additional information in support of your application.

Please contact the Program Office to discuss your project prior to preparing an application.





Parks Canada's National Historic Sites Cost-Sharing Program

Phone: 1-866-377-1947
Email: partagedesfrais.costsharing@pc.gc.ca

Mailing Address: National Historic Sites Cost-Sharing Program
Heritage Programs Branch
National Historic Sites Directorate
Parks Canada
25 Eddy Street (25-5-Q)
Gatineau, Québec K1A 0M5

4.2 Application Deadline

All applications must be signed and postmarked on or before November 1, 2011.

5. Application Basics

5.1 Project Description and Objectives

- Clearly state the project objectives and expected outcomes.
- Identify the contribution of the project to the commemorative integrity of the national historic site, including the extent of mitigation of impairments or threats to the site.
- Ensure the project is consistent with the principles and practice described in Parks Canada's *Cultural Resource Management (CRM) Policy* and with the values identified in the site's Statement of Significance or, where applicable, a site's Commemorative Integrity Statement. Please refer to Annex B for more information.
- Ensure the conservation project is consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada (second edition)*.

5.2 Funding Sources

Disclose all sources of funding for the proposed project. This includes federal, provincial, municipal or other funding received, or applied for, in relation to the proposed project.





All of your matching funding must be secured by April 1, 2012. Please identify sources of secured funding already approved and, if applicable, a credible plan to secure the remaining funding by April 1, 2012.

The total government assistance (federal, provincial, territorial and municipal for the same eligible expenditures) for the project must not exceed 100% of eligible costs. The total federal government assistance for the project must not exceed 50% of eligible costs.

5.3 Calculating In-kind Contributions

In-kind contributions are materials or services that are donated to a project either by a third party or by the applicant. An in-kind contribution is considered a real contribution to the total cost of the proposed activities of the project but it is not reimbursable, as no money has changed hands. In-kind contributions, of up to a maximum of 25% of all eligible project costs, will be considered when establishing the cost-share funding level. All other in-kind contributions will be ineligible.

Include in the project budget the reasonable costs directly attributable to in-kind contributions. Eligible in-kind costs may include volunteer labour or donated materials that are required to complete the project, and that, were it not for this donation, would represent a cash outlay for the applicant.

To establish the cost of in-kind donations of professional and technical services (e.g., those of an architect, engineer, carpenter, etc.), use the prevailing industry standard rates for the services in the province or territory where the project is to take place. Use the prevailing minimum wage rate of the province or territory to establish the cost of in-kind donation of general labour. Estimate the cost of donated material by using prevailing industry standards. The applicant must demonstrate that the rates used are the prevailing industry standard.⁷

5.4 Environmental Assessment (For Category 2 Projects Only)

Before Parks Canada can enter into a contribution agreement, the applicant must ensure that an environmental assessment to the extent required by the *Canadian Environmental Assessment Act* is complete. The environmental assessment must identify any potential adverse environmental and/or cultural resource impacts that may result from the proposed project. It must also include measures for addressing any adverse impacts, such as mitigation and monitoring strategies. For more information, please consult the Canadian Environmental Assessment Agency (CEAA) Web site (see Annex B).

⁷ The organization must specify and explain the method of calculation used (e.g., volunteer hours at the market rate). Applicants may be asked to provide documentation justifying the rates used.





Environmental assessments are an eligible cost and should be accounted for in the budget submitted with the application.

A project not on federal land is also subject to provincial or territorial environmental assessment requirements⁸, in addition to other applicable laws and regulations. In working within a national historic site, there is a chance that project activities will touch upon or impact archaeological resources, which also include those not related to the site's reason for designation. It is therefore essential that proponents demonstrate that impacts to all archaeological resources have been considered and, if necessary, a suitable mitigation strategy developed. On lands under provincial or territorial jurisdiction, it is generally a legal obligation to ensure the protection of archaeological resources so that disturbances to them are appropriately mitigated. The provincial or territorial government in question should be consulted as to its requirements. The onus is on the applicant to ensure compliance with all other municipal, provincial, territorial, or federal regulations or legislation.

5.5 Conflict of Interest, Lobbying, Ethics

Applicants are required to declare that no conflict of interest exists and that no current or former public office holder or public servant who is not in compliance with the *Conflict of Interest Act* or the *Values and Ethics Code for the Public Service* will derive a direct benefit from the agreement. The applicant will be required to disclose whether any prospective recipients are subject to the *Lobbying Act* and to attest in writing, as part of the application, that prospective recipients or anyone contracted by them, who conducted any of the lobbyist activities outlined in the *Lobbying Act*, are not entitled to benefit from contingency fees relating to the possible transfer payment.

5.6 Disclosure

Provide information on the involvement of any former public servants, or current or past Members of Parliament, and/or the involvement of lobbyists, and provide assurance that the lobbyists are registered in accordance with the *Lobbying Act*, as well as that no actual or potential conflict(s) of interest exists nor any contingency fee arrangement(s).

⁸ In cases where both federal and provincial or territorial environmental assessment processes apply, the *CEA Act* allows the Minister of the Environment to enter into agreements with the provincial/territorial government to avoid overlapping environmental assessments. Many provinces/territories have established Federal-Provincial/Territorial Environmental Assessment Cooperation Agreements that provide guidelines for the roles and responsibilities of each government in the assessment.





5.7 Access to Information

All applications are subject to information requests under the *Access to Information Act*.

6. How Parks Canada Assesses the Applications

Each new application will be assessed on individual merit and, therefore, successful receipt of funding under the Cost-Sharing Program in previous years does not guarantee funding.

6.1 Assessed Applications

Parks Canada will only assess applications submitted:

- by eligible applicants;
- on or before the application deadline;
- for eligible projects; and
- that contain complete information as per the application forms.

Applications will not be processed until all required information and documents are received. Processing a complete application, including assessment by the Program Office and an evaluation committee, may take up to six months. While applications may be assessed as meeting the Program objectives, funding is highly competitive and there is no guarantee of support. Parks Canada reserves the right to close the application and assessment process at anytime. Please note that documents submitted to Parks Canada must remain with the Agency and will not be returned.

6.2 Assessment Criteria

Parks Canada assesses applications according to the following established criteria:

1. Demonstrated level of threat to the commemorative integrity of the national historic site and proposed mitigation strategy or measures;
2. Demonstrated adherence to the *Standards and Guidelines for the Conservation of Historic Places in Canada* (second edition) and Parks Canada's *Cultural Resource Management Policy*;
3. Demonstrated need for program funds, including evidence that the project could not proceed effectively without funding from the program;





4. Level of financial risk associated with the project, including the financial stability/viability of the applicant, the financial management capacity of the organization, and the amount of secured matching funding in place; and
5. Demonstrated capacity to carry out and complete the proposed activities, in terms of technical expertise, skill sets and prior experience, by March 31, 2013.

Parks Canada assesses proposals relative to other proposals received. In addition, Parks Canada reserves the right to consider geographic balance, project diversity and other Agency priorities in funding decisions.

7. Application Approval

7.1 Process

Parks Canada will advise applicants as to whether or not their application has been accepted for financial assistance. Parks Canada will then enter into a contribution agreement with successful applicants. The contribution agreement describes the obligations of the parties with respect to the implementation of the project. The applicant may be required to submit additional documentation prior to finalizing a contribution agreement.

Selected projects will be monitored to ensure that funds are spent in accordance with the contribution agreement. They will also be assessed to ensure that they effectively achieve their objectives.

7.2 Certification

All projects will be subject to certification by a Parks Canada Certification Service Provider prior to a project being approved for funding. This is to ensure that projects will be carried out in accordance with Parks Canada's *Cultural Resource Management Policy* and with the *Standards and Guidelines for the Conservation of Historic Places in Canada (second edition)*. For approved projects, the pre-certification report is included as an annex to the contribution agreement.

Holdbacks on payments will only be released upon demonstrated fulfillment of the contribution agreement, including receipt by the Program Office of a final certification report, prepared by a Certification Service Provider, who will certify that the work completed meets the requirements of the pre-certification report(s).





The Program Office is responsible for assigning a Certification Service Provider to a project, once it has been pre-approved for funding.

7.3 Acknowledging the Federal Government's Support

Funding recipients must recognize the financial support provided by the federal government through the Program in all its public announcements, press releases, and publicity related to the approved project. In addition, recipients must provide assistance in the preparation of related public announcements by the federal government.

8. Contact Information

Parks Canada's National Historic Sites Cost-Sharing Program

Phone: 1-866-377-1947
Email: partagedesfrais.costsharing@pc.gc.ca

Mailing Address: National Historic Sites Cost-Sharing Program
Heritage Programs Branch
National Historic Sites Directorate
Parks Canada
25 Eddy Street (25-5-Q)
Gatineau, Québec K1A 0M5





Annex A

Definitions

Certification Service Provider is a Parks Canada employee, or any other individual identified by the Agency, who is qualified to provide certification services for Parks Canada's National Historic Sites Cost-Sharing Program. This service includes the pre-certification and final certification of approved projects.

Character-Defining Elements includes materials, forms, spatial configurations, uses, and cultural associations or meanings that together comprise the heritage value of a national historic site, and which must be retained in order to preserve its heritage value. Character-defining elements are listed in the Statement of Significance.

Commemorative Integrity refers to the health or wholeness of a national historic site and is ensured when:

- The resources directly related to the reasons for designation as a national historic site are not impaired or under threat;
- The reasons for designation as a national historic site are effectively communicated to the public; and
- The site's heritage values (including those not related to the reasons for designation as a national historic site) are respected in all decisions and actions affecting the site.

Commemorative Integrity Statement is a document prepared and approved in accordance with Parks Canada's *Guidelines for the Preparation of Commemorative Integrity Statements*. A Commemorative Integrity Statement defines what is meant by commemorative integrity for a particular national historic site. It provides a baseline for planning, managing, operating, reporting and taking remedial action at a national historic site.

Confirmation of Contributing Property is a statement confirming that a property contributes to the heritage value (reasons for designation) of a historic district that has been designated a national historic site.

Conservation means 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. For greater certainty, refer to the descriptions in the *Standards and Guidelines for the Conservation of Historic Places in Canada (second edition)*.





Contributing Property means an immovable asset such as a building, structure or a landscape, which is part of a historic district that has been designated a national historic site and contributes to the heritage value (reasons for designation) of the district. Contributing property status is determined through an evaluation by a Certification Service Provider and is documented in a *Confirmation of Contributing Property*.

Estimates should provide a rough cost projection used for budget planning purposes in the early stages of concept development of the project. Only estimates prepared by contractors, architectural firms/experts or conservation firms/experts will be accepted for the proposed work. It is generally accepted to have a plus or minus 70 percent level of accuracy. Indicative estimates or Class C estimates are required for all projects.

Financial Statements: Applicant must submit financial statements that are either audited (with a notice to reader, review engagement or auditor's report) or un-audited. Typically, financial statements include at least the following three statements: balance sheet or statement of financial position, income statement or statement of activities as well as statement of cash flows. For the purposes of the Program, financial statements should consist at minimum of a balance sheet and an income statement for the most recent fiscal period.

Heritage Value refers to the reasons a historic place is significant to a community of people. The Canadian Register of Historic Places 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.

Historic Districts are geographically defined areas, which create a special sense of time and place through buildings, structures and open spaces modified by human use and, which are united by past events and use, and/or aesthetically by architecture and plan.

Incorporated Not-for-Profit Organizations: You will need to provide letters patent, articles or documents of incorporation or governance document, which clearly substantiate the organization's not-for-profit incorporation status under the *Canada Corporations Act* or under corresponding provincial or territorial legislation. You can provide a copy of your not-for-profit corporation's profile printed directly from the issuing government corporation database Website (federal or provincial). Alternately, non-profit status can be provided in the auditor's note from the organization's audited financial statements that states the purpose/status of the organization (notes from unaudited financial statements will not be accepted).





A **National Historic Site of Canada** is any historic place designated by the Minister responsible for Parks Canada on the advice of the Historic Sites and Monuments Board of Canada pursuant to the provisions of the *Historic Sites and Monuments Act*.

Not-for-Profit Organization (as defined by the Canada Revenue Agency) is a club, society, or association that is organized and operated solely for: social welfare, civic improvement, pleasure or recreation, or any other purpose except profit. Examples include churches and universities.

Proof of Ownership is a document to determine the ownership of the national historic site by the organization. Acceptable documents may include a copy of deed, tax records, mortgage agreement, insurance policy for the address showing the owner, property tax bill and land title or survey. Documents must clearly indicate the name of the national historic site with the civic address along with the organization legal name.

Stacking Limit is the total of all government assistance as a percentage of eligible costs. For the Program, federal government funding cannot exceed 50% of eligible costs. It is the responsibility of the applicant to disclose all the sources of government funding in the proposal and during the life of the project.

Statement of Significance for a national historic site is a document prepared by Parks Canada. It is a succinct way of expressing heritage value. It ensures that heritage values are communicated in an effective and consistent manner. The three-part Statement of Significance contains:

- a brief description of the historic place;
- an identification of the key heritage value(s) assigned to the historic place; and
- a list of its principal character-defining elements.

For the purpose of the Program, only the Statement of Significance prepared for a national historic site designation can be used to prepare an application to the program.

Statement of Values is a statement that describes a Contributing Property, defines the heritage value of that Contributing Property in relation to that of a larger historic district that has been designated a national historic site, and defines the Contributing Property's character-defining elements.





Annex B

Resource Links

Access to Information Act

www.laws.justice.gc.ca/eng/A-1/page-1.html

Canadian Environmental Assessment Agency

www.ceaa-acee.gc.ca

Canadian Register of Historic Places

(Listing of National Historic Sites and their Statements of Significance)

www.historicplaces.ca

Conflict of Interest Act

www.ciec-ccie.gc.ca/

Cultural Resource Management Policy

www.pc.gc.ca/docs/pc/poli/princip/sec3/index_e.asp

Historic Sites and Monuments Act

www.laws.justice.gc.ca/eng/acts/H-4/index.html

Lobbying Act

www.laws.justice.gc.ca/en/L-12.4/

Policy on Transfer Payments (Treasury Board Secretariat)

www.tbs-sct.gc.ca/fm-gf/ktopics-dossiersc/fmp-pgf/tp-pt-eng.asp

Standards and Guidelines for the Conservation of Historic Places in Canada (second edition)

<http://www.pc.gc.ca/eng/docs/bib-lib/docs3.aspx>

Values and Ethics Code for the Public Service (Treasury Board Secretariat)

www.tbs-sct.gc.ca/chro-dprh/pol/vec-cve-eng.asp

