

HERITAGE POLICY





The Heritage Policy responds
to a commitment made at
the Montréal Summit.

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HERITAGE POLICY



Ville de Montréal
May 2005



MESSAGE FROM THE MAYOR

Fellow Montrealers,

The Montréal community has long expressed the desire for Montréal to adopt a heritage policy. It is thus with a very special pride that I am presenting the results of the deliberations that we have pursued over the past few months with the general public and with our partner organizations. This important moment in Montréal's history represents a major contribution to heritage recognition for Québec, for Canada and for the world as a whole.

We are breaking ground with this first *Heritage Policy* as we did earlier when we established the first Conseil du patrimoine de Montréal, and when we created a portfolio to deal with heritage issues on the city's executive committee. Montréal is now one of the world's first great cities with a tool for planning and for carrying out activities that confirms its commitment to preserve and to promote key features in the identity of Montréal, a metropolis that is dedicated to building an inspiring future by putting its past to good use.

Our heritage is a key to our future and puts Montréal in the lead in this area among North American cities. Making the most of our collective heritage is a big task. It means that we must take into account heritage issues whenever matters of urban, social, cultural or economic development emerge. This means that a balance must be struck between an all-encompassing vision of urban planning and the promotion of each borough's distinctive features.

Our *Policy* places heritage at the heart of the municipal efforts. The city is committed, in its implementation of this *Policy*, to act as an exemplary leader in organizing its heritage-related efforts. Such a process requires the participation of all, including our residents, our property developers and the higher levels of government. Together, we can carry out mutually supporting and well-coordinated activities aimed at preserving the distinctive character of our city and attesting to who we are. We are thus pleased to outline to the heritage network in particular and to the Montréal community in general a vision for working together to meet our common goals.

The adoption of this *Policy* represents a watershed in pursuing our major goal of providing this great city with all the tools it needs to carve out a place for itself among the leading metropolises of the 21st century.


Le maire de Montréal,
Gérald Tremblay



MESSAGE FROM FRANCINE SENÉCAL

Fellow residents,

Heritage is a key factor in Montréal's urban and cultural development. Our *Heritage Policy* attests to the fact that we recognize its importance.

This *Policy* has resulted from a long, coordinated and sustained effort involving the city administration and the general public. Today's interest in heritage and the recognition of the fact that heritage protection is a collective responsibility are largely due to the initiatives taken and to the determination shown by residents, influential figures, associations and civil and religious institutions that have kept this issue alive throughout Montréal's history, as well as to the development of municipal expertise on this topic.

In view of the efforts that have been made to date, we must now recognize the contributions of all those persons who have applied themselves to the cause of protecting our heritage. It is quite encouraging to see how far we have come over the past few years in formulating a collective vision of the community values that are conveyed through our heritage.

The 2002 Montréal Summit, at which the city committed itself to adopting a heritage policy, the Déclaration de Montréal that was ratified during the 8th World Conference of Historic Cities which was held in Montréal in 2003 and at which Montréal reiterated its commitment to working along with society at large and the *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement) that was formulated by the Groupe-conseil chaired by Gretta Chambers represent key steps in formulating the draft *Heritage Policy* that was submitted to public hearings over the past few months.

The commitment of Montrealers to their heritage and the energy they are ready to invest in protecting it have been clearly demonstrated through the quantity, quality and diversity of briefs presented by Montrealers, associations and our partners from the public and private sectors. These parties have clearly and broadly expressed their desires and their enthusiasm to work with the city in implementing this *Policy*. It is no surprise that our *Heritage Policy* serves as a unifying force. It seeks to enhance specific efforts made with respect to heritage, to improve our operating procedures and to develop a sense of openness and of partnership.

A handwritten signature in black ink, appearing to read 'Francine Senécal', located below the main text.

Madame Francine Senécal

Vice-présidente du comité exécutif

Responsable de la culture et du patrimoine à la Ville de Montréal



CONTENTS

Heritage Policy Montréal

1. Preamble	7
2. Background	11
2.1 The Montréal Summit	13
2.2 Montréal's unique heritage	15
2.3 Contributions of Montréal society	21
2.4 Building and developing municipal expertise	23
3. Concept and value	29
3.1 Concept of heritage	31
3.2 Heritage value	35
4. Scope of the Policy	37
4.1 Legislative framework	39
4.2 Key areas for action	41
5. Issues and Proposed Actions	43
5.1 A system for organizing heritage-related actions	45
5.1.1 System implementation	45
5.1.2 Those active in the system	46
5.1.3 Raising awareness	53
5.1.4 Commemoration	55
5.1.5 Toponymy	56
5.2 The city—an exemplary owner	57
5.2.1 Natural heritage	58
5.2.2 Built, archaeological and landscaped heritage	58
5.2.3 Public art	61
5.2.4 Movable heritage	61
5.2.5 Archival heritage	63
5.3 The city—an exemplary administrator	65
5.3.1 Natural heritage	69
5.3.2 Built, archaeological and landscaped heritage	69
5.3.3 Public art	74
5.3.4 Archival heritage	74
5.3.5 Intangible cultural heritage	75
5.4 Some strategic territories	79
6. Implementation	85
6.1 The challenge of implementation	87
6.2 Planning of the implementation	89
6.3 Monitoring of the implementation	93
Aknowledgements	95
Sources of the illustrations	97

Preamble



1



Preamble

Montréal enjoys an ever-growing reputation as a distinctive North American metropolis, as a showcase for the French-speaking world and as a major continental and international centre of culture, finance, science and intellectual endeavour. In large measure, the city owes its excellent standing to an identity that is as resolutely turned toward the future as it is solidly anchored in the past.

Montréal is rare among North American cities in having drawn its culture and development from the First Nations, from French and British society and from the contributions of numerous immigrant groups. This rich history not only serves to enhance the quality and significance of its heritage, but to confer a special character upon the city.

Although the past may hold a powerful influence, Montréal has forged an identity as a thoroughly modern city that offers an exceptional quality of life as it provides a window on the world. Efforts to preserve and to promote the city's heritage should, accordingly, contribute to Montréal's vitality and to its evolution as a metropolis. This heritage serves the particularly valuable function of providing enduring guideposts from the past that serve to orient the destiny of this quickly evolving contemporary society.

In a world marked by ongoing competition among metropolitan hubs, Montréal owes part of its distinctive urban character to the fact that its heritage, which reflects the history of a constantly evolving society, has served as an inspiration in the city's modern systems of production and has become a tool in the community's cultural, economic and social development.

In Montréal, as in other parts of the world, the concept of heritage has come to signify far more than just historical monuments and to encompass not only many aspects of the city's lifestyle but its different living environments. It takes a broad perspective to understand this new, vast and diversified concept of heritage and the role it plays in an evolving city. Such a perspective is particularly important in view of the fact that so many different facets of this fragile community resource affect all Montrealers.

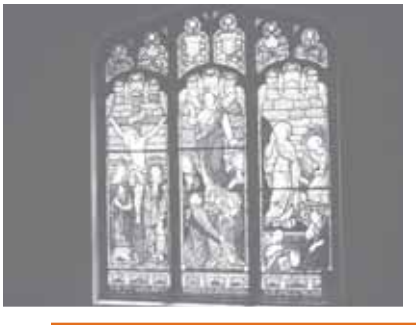
The process of preserving, promoting and disseminating heritage results from a collective vision and a common responsibility. By adopting a heritage policy, Montréal seeks to become an exemplary leader in promoting the development of a vision that is then transformed into a collective project requiring the active involvement of all Montréal residents.

Background



2

- 2.1 The Montréal Summit
- 2.2 Montréal's unique heritage
- 2.3 Contributions of Montréal society
- 2.4 Building and developing municipal expertise



2.1 THE MONTRÉAL SUMMIT

Background

The Montréal Summit, which was held on June 5 and 6, 2002, gave the city an opportunity to listen to the concerns of its residents and to develop a shared vision of Montréal's future that will serve to enhance and to reinforce its role as a great metropolis.

The commitments that were made during the Montréal Summit are resulting in numerous sectoral policy plans, strategies and master plans, many of which pertain to the subject of heritage (see box).

A specific recommendation was made at the Summit that the city adopt a heritage policy "to build the Montréal of today and tomorrow." This policy would serve as a frame of reference for municipal activities in such different areas as planning and integrated management.

In the fall of 2003, the city followed through on this proposal by establishing a heritage policy consulting group, headed by Gretta Chambers. The group's *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement) was released by the municipal authorities in April 2004.

This *Policy* is largely based on that statement, on areas in which consensus was achieved at the Summit, on a vast series of talks held with representatives of different municipal bodies and with the general public, as well as on the set of policies, plans and strategies prepared by the city.

In particular, the *Heritage Policy* draws on principles of sustainable development to which the city subscribes. By bringing ecology and culture on board, the concept of sustainable development incorporates an ever-increasing number of cultural factors. Similarly, the democratic principles on which the city's efforts are based presuppose that the public will have access to and will be actively involved in its heritage. Finally, the manner in which Montréal chooses to bolster an identity that serves to define it as a major metropolis also depends on the manner in which the city preserves and presents its heritage.

The draft *Heritage Policy* was submitted for public consultations in December 2004. Sixty-nine written briefs were presented and the Office de consultation publique de Montréal released a report on the matter on May 6, 2005.

The city is now pleased to present Montrealers with its *Heritage Policy*. This collective effort reflects concerns and hopes expressed by different stakeholders, along with a shared vision of the future of Montréal's heritage.

PENDING OR RECENTLY ADOPTED MUNICIPAL DOCUMENTS THAT HAVE LINKS WITH HERITAGE

One key objective of the **Master Plan** is to preserve and to promote the city's built, archaeological and natural heritage. The plan includes a **complementary document** that sets out regulatory guidelines aimed at ensuring that the plan's goals are met.

The **Politique du développement culturel (cultural development policy)** is primarily concerned with access to culture and the ways in which information on heritage can be disseminated.

The **Politique de protection et de mise en valeur des milieux naturels (policy on protecting and promoting natural environments)** is designed to preserve Montréal's outstanding natural landscapes and ecosystems.

The **Plan stratégique de développement durable de la collectivité montréalaise (strategic plan for sustainable development of the Montréal community)** fosters development that responds to current needs without compromising the ability of future generations to meet their own.

The **Politique de l'arbre de Montréal (Montréal tree policy)** recognizes that trees bear witness to the past and have an important role to play in a human and historically significant landscape.

The city's **Planification stratégique du développement et de la mise en valeur du réseau vert et bleu (planning for the strategic development and promotion of the city's green and blue networks)** is geared to better protection of, access to and integration of large parks, shorelines and bodies of water.

Key principles of the **Montréal Charter of Rights and Responsibilities** pertain to the recognition, preservation and promotion of our heritage.

The **Stratégie et plan d'action en développement économique de la Ville de Montréal (Montréal's economic development action plan and strategy)** explicitly mentions the importance of enhancing the quality of life and protecting the built and natural heritage.



2.2 MONTRÉAL'S UNIQUE HERITAGE

Background

As with the *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement), the city recognizes that Montréal's heritage makes the metropolis one of a kind in North America. This heritage comprises a multitude of components dating from the modern era back to prehistoric times and including isolated artefacts, urban complexes, archives and manifestations of intangible heritage that are important to the community not only in terms of their intrinsic value, but in terms of their overall contribution to the city's distinctive heritage.

The administration of Montréal's **natural** and tangible **cultural heritage**, with its variety of built, archaeological and landscaped properties, is a complex process which in turns provides an appreciation and an understanding of how Montréal has evolved as a city and a community.

The city's heritage includes natural systems, ecoterritories, riparian and aquatic environments, archaeological sites, landscapes, traces of the first French establishments, different artefacts from Montréal's industrial and commercial activities, a wide variety of residential neighbourhoods, a prolific civic heritage and a dense downtown core.

The fact that Montréal is an island situated at the confluence of great rivers has, along with its physical makeup, proved critical in forging the city's identity. The presence of the Lachine Rapids, of different bodies of water and their respective shorelines, of Mount Royal with its three peaks and of a wealth of wildlife are some of the key elements in an outstanding natural environment that has given shelter to human beings for thousands of years and has shaped and inspired the city's development.

The site of Montréal's establishment in 1642 and the remains of the fortified walls of the 18th century city serve as priceless landmarks. The past is also present in former farmhouses and clusters of villages dating from the first settlements in the 17th and 18th centuries that attest to the region's original farming activities. While virtually all such activities have now disappeared, they still affect the urban structure. For example, Montréal's land layout dates back in some cases to the hillsides or *côtes* system used to subdivide lands during seigniorial times. A widely diversified built heritage—which includes convents, schools, hospitals, mills and gardens that dot the island's periphery—still reflects that period.

Since its birth, Montréal has been a city of intense trade. Old Montréal eloquently attests to the commercial expansion of the 19th century, with many stores, warehouses and banking institutions along Saint-Jacques St. The large shops and commercial structures of Sainte-Catherine St. and Saint-Laurent Blvd. attest to a subsequent shift of certain commercial activities.

Montréal's industrial activities took shape around its major arteries of communication. In the 19th century, these consisted of the river, the Lachine Canal and the railways. Working class districts emerged and

expanded along these axes of development and adjacent to some of Canada's oldest industrial hubs. These neighbourhoods include Pointe-Saint-Charles, Lachine, Rosemont, Plateau Mont-Royal, Villeray and Maisonneuve, with their two- and three-family homes in stone or brick, featuring outside staircases that still largely dominate Montréal's urban landscape.

The residential heritage of Montréal's middle- and upper-class neighbourhoods consists of Victorian row houses in Montréal's "Latin Quarter" and the neoclassical, Victorian and beaux-arts mansions along the slopes of Mount Royal. The development of holiday resorts throughout the 19th and the early 20th centuries served to fashion the built landscape of the city's shorelines. Montréal's structural diversity is also a result of a variety of ethnic and cultural communities that have left their respective marks on the city's traditions and on its architecture.

Montréal's heritage is apparent in many civic structures, such as its markets, public baths, firehouses and libraries. Many of the city's public spaces, plazas and squares, some of which are adorned with works of art, not only fit into the urban fabric but structure it. Large parks add to the quality of life with their vast green spaces and the views they afford of the city and its surrounding area. Montréal is, in short, an important owner of natural, landscaped, archaeological and built heritage properties (*see box*).

Montréal also stands out for the abundance and the quality of its religious heritage. Its urban landscape is punctuated with many hundreds of places of worship that have become the centrepieces of small neighbourhoods or villages. These structures not only stand as sacred monuments to the traditions they represent, but also possess great historical and artistic value.

Montréal's multiple generations of skyscrapers and its subway system also serve as striking tributes to the city's modernity. Some structures, such as Place Ville-Marie, Place Bonaventure and Westmount Square, represent prime architectural specimens of the modernist movement in Canada. Modernism has also resulted in new styles of building and of living that have helped promote suburban development along with innovative urban structures.

Recent surveys conducted under the *Master Plan* recognized that more than 30% of the city's territory is of interest for heritage reasons, based on Montréal's historical and architectural sites and the contexts in which they occur.

As for **movable heritage**, the city maintains municipal collections in such wide-ranging fields as archives, libraries, natural science, archaeology, art and history (*see box*).

The city maintains a wealth of archives pertaining to Montréal's municipal administration, as well as to the history of Québec and Canada from their respective origins through to the present time.

The Montréal Botanical Gardens, the Insectarium, the Biodôme and the Montréal Planetarium maintain natural science collections and make them accessible to the public.

Montréal's archaeological collections comprise artefacts taken from archaeological sites. Such collections attest to the influence of Amerindian, European and Québec cultures from prehistoric and historic times through to the present. They are treated along with the archaeological archives, which also contain written documents and computer media, as well as graphic, iconographic and photographic displays produced in the course of archaeological digs.

Montréal has four main categories of artistic collections. Collections of artwork include paintings, paper-based works, artistic objects, sculptures, installations and photos. Public art collections include ancient and contemporary works, allegories, monumental groups of sculptures, fountains bearing artistic elements, land art and landscape productions, landmark sculptures that help define the cityscape, photos and banners. The collection of works of art integrated into architecture includes stained-glass windows, bas-relief murals, painted murals, photos and sculptures created particularly for the buildings in which they are incorporated. Plaques and commemorative objects form an additional category of the artistic collection.

The city's museums house other special collections. The Lachine Museum, for example, displays archaeological, historical and artistic collections as well as archives. The Centre d'histoire de Montréal holds a collection of Montréal's ethnic and cultural history.

The city's corporate furniture (such as chairs, tables and lamps), medals, collection of protocol objects, items associated with various municipal activities (such as fire fighting, water treatment, pumping, etc.) are properties that represent an ethno-historical collection that has not been catalogued, because it is randomly housed in different administrative units.

Montréal's **intangible cultural heritage** is the ever-expanding product of a legacy that often finds its roots in local and in foreign rural environments, but has been shaped by Montréal's particular history, social and economic situation, events and industrialization. This intangible cultural heritage is a record of Montréal's founding peoples and of the groups and communities that built, lived in and most importantly, left their marks on the city. Such heritage is in constant evolution and draws on the historical, religious, social and cultural forces that help define our urban culture. This form of heritage is passed on by those who convey, practice and build on it, as well as by Montréal's residents as a whole. More than 300 groups, some 100 schools of traditional music and dance, six economuseums that feature traditional crafts and hundreds of festivals attest to the wealth and vitality of Montréal's intangible heritage.

SOME MUNICIPAL HERITAGE PROPERTIES

The city's rich and diversified municipal heritage contains a variety of local and metropolitan landmarks that play key roles in defining the city's identity. Many such properties are located on Montréal heritage sites or in districts designated under the *Cultural Property Act* (R.S.Q., c. B-4). Some cultural properties have been classified by Québec while others are Canadian national historic sites. A few examples follow.

Some municipal heritage properties in the Old Montréal historic district:

- Pointe-à-Callière, site of Montréal's founding, historic and archaeological site (Québec); national historic site (Canada) — (1642)-1992
- Lucien-Saulnier building (old courthouse) — 1851-1856
- Champ de Mars — about 1815
- Marché Bonsecours — 1844-1847
- Place d'Armes — 1845
- Place Jacques-Cartier — 1848
- Jacques-Viger building (old Viger station) — 1896-1898
- Centre d'Histoire de Montréal (old Central Fire Station on Place d'Youville) — 1903-1904
- Municipal court (old Recorder's court) — 1912-1913
- Hôtel de ville de Montréal (city hall) — 1922-1926

Some municipal heritage properties located in the Mount Royal natural and historic district:

- Mount Royal Park — 1876
- Monument to Sir George-Étienne Cartier — 1919
- Cross atop Mount Royal — 1924
- McTavish reservoir and pumping plant — 1928
- Fire headquarters — 1930-1931
- Chalet on Mount Royal — 1931-1932

- Lac aux Castors (Beaver Lake) - 1938
- Pavillon du Lac aux Castors (Beaver Lake Pavilion) — 1955-1958

Some properties located in existing or planned heritage sites:

- Parc Jean-Drapeau (Sainte-Hélène and Notre-Dame islands)
- Dorchester Square and Place du Canada (old Dominion Square) — 1872–1875
- Saint-Louis Square — 1880
- Lafontaine Park — 1890
- Maisonneuve Market — 1912-1914
- Bain Maisonneuve (Morgan Baths) — 1914-1916
- Botanical Gardens — 1931-1937
- Atwater Market — 1932-1933

Classified archaeological or historic sites:

- Site of the Lachine Museum and of the LeBer-LeMoyne House — 1669
- Saints-Anges-de-Lachine church archaeological site — 1703
- Pointe-aux-Trembles windmill — about 1721
- Fleming windmill — 1816

Some public service structures:

- Aqueduct Canal — 1856
- Craig pumping plant — 1887
- Filtration plant (Desbaillets building) — 1923-1924

BRIEF PORTRAIT OF THE MUNICIPAL COLLECTIONS (JULY 2004)

Archives

- 200 institutional archives (decision-making bodies and municipal departments of the city and of the Montréal Urban Community)
- 100 private collections (annexed municipalities, private organizations and individuals closely associated with the municipality)
- 100 collections from the Bibliothèque centrale (individuals and corporate entities that have contributed to the history of Montréal, of Québec and of Canada)

Natural science collections

- 230,000 specimens covering 21,000 varieties of plants (Botanical Gardens)
- 175,000 insect specimens (Insectarium)
- 6,540 animal specimens (Biodôme)
- 6,191 plant specimens (Biodôme)
- 191 meteorite specimens (Planetarium)

Archaeological collections

- 130 collections from sites listed in the Inventaire des sites archéologiques du Québec
- 20 municipal collections from sites awaiting classification
- 7,000 objects identified in detail that are included in the reference collection

Artistic collections

- 300 movable works of art
- 220 works of art permanently installed on public property
- Some 50 works of art integrated into architecture
- Over 150 plaques and commemorative objects

Collections from the municipal museums

Lachine Museum

- 300 archaeological remains and artefacts
- 32,000 archaeological remains associated with former occupants of the LeBer-LeMoyné House
- 6,400 artefacts pertaining to Lachine's historical heritage
- 2,000 works of art
- 50 contemporary monumental sculptures
- Photographic and documentary archives containing some 10,000 items

Centre d'histoire de Montréal

- 3,000 objects pertaining to Montréal's history
- Archive of 5,000 photographs pertaining to Montréal's architectural heritage

Pointe-à-Callière, musée d'archéologie et d'histoire de Montréal

- Remains of the site where Montréal was founded
- 10,000 fragments and objects from the archaeological collection
- 250 ethno-historical objects



2.3 CONTRIBUTIONS OF MONTRÉAL SOCIETY

Background

Contemporary interest in heritage and recognition of the fact that its protection is a collective responsibility have, throughout the city's history, been largely due to the work, initiative and determination of residents, of influential figures, of associations and of civil and religious organizations.

Today we are in a position to appreciate our heritage because of the **rich body** of archival, iconographic, literary, ethno-historical and other works that have been created or maintained by residents, patrons of the arts, humanists, philanthropists, foundations, institutions and researchers in all fields. Such persons and organizations have kept a close watch on a process of social, cultural and economic evolution that has shaped Montréal's lifestyles, the development of its lands and the image of a metropolis that stands out for its artefacts and sites evoking its history.

We must also acknowledge the **contributions that have been made by individuals and associations** to disputes and struggles over recognizing heritage character and over protecting different properties, sites and districts. The various opinions offered and the positions taken for and against the public authorities have continued to fuel debates that have created an awareness of an expanded concept of heritage, which now encompasses virtually all aspects of our lives. Such debates have also resulted in the modification of legislative and regulatory frameworks that are often put through difficult tests as part of the process of urban development and the preservation of individual and collective interests, as well as the development of strategies aimed at supporting an evolution in the ways in which developers and public administrations have come to think and to do business.

Society at large became more actively involved in **defending the city's heritage** starting in the 1950-1960 period, particularly with respect to Old Montréal. Furthermore, urban modernization projects—whether they involve major transformations of downtown areas or public housing in the heart of residential neighbourhoods—have given rise to a reassessment of our living environment and the values associated with it. A number of conservation groups specifically devoted to heritage, such as Sauvons Montréal and Héritage Montréal, emerged and began to mobilize their efforts during the 1970s. Beginning in the 1980s, such urban renewal projects as Cité Concordia in the Milton-Parc district served to mobilize residents and volunteer organizations concerned with the issue of heritage. These groups joined forces with community organizations in difficult struggles to preserve not only architectural features but the social qualities essential to good community life.

On another front, **the public's growing concern with environmental protection** resulted in the Government of Québec's designation of Bois-de-Saraguay as a natural district in 1981 and the city's creation of the Mount Royal heritage site in 1987. The organization Les Amis de la montagne was established and focused its efforts on this broad swatch of territory that holds so much symbolic

importance to Montréal. The Government of Québec designated Mount Royal as Québec's first historic and natural district in 2005.

Like the Montreal Historical Society, which was established in 1858, **local historical societies** have also played major roles in affirming the identities of the city's inhabitants. Province-wide **associations** dedicated to the knowledge and conservation of poorly understood and often endangered forms of heritage are also active in Montréal. They include the Association québécoise pour le patrimoine industriel (AQPI) and DOCOMOMO Québec (Documentation et Conservation du Mouvement Moderne, established with the goal of increasing knowledge and appreciation of modern heritage), and the Conseil québécois du patrimoine vivant (CQPV). Support from Montréal-based organizations has similarly served to develop knowledge pertaining to cultural, social, economic and other aspects of heritage. The innovative approach taken by the L'autre Montréal group merits particular mention in this regard.

Recognition must also be given to contributions made by the city's **religious communities**. These communities own such major heritage properties as convents, hospitals, colleges and chapels around which neighbourhood life was organized. Some have also established museums that feature their collections or that are based on their collective memories.

Montréal's museums, which in some instances were established through donations or foundations, serve as guardians of Montréal's past from the prehistoric era through to the present day. Museums not only work in areas of preservation, education and the transmission of knowledge, but are devoted to the city's cultural life. Their efforts often represent points of departure for the creation and the adoption of a particular territory or urban identity. Other cultural organizations play key roles through their own particular approaches to disseminating a knowledge of culture among the public at large. Many such organizations have, with support from the city, taken on the task of enhancing municipal or private heritage buildings by using them as bases for their operations and thereby ensuring public access.¹

Montreal's archivists, including some 20 or so who belong to the Groupe d'archivistes de la région de Montréal (GARM), acquire, process, preserve and disseminate documents that attest to the full range of activities of Montréal society from its very origins.

The work performed by the many researchers and scientists present in Montréal's **universities** represents a major contribution to knowledge, to discussions and to deliberations pertaining to the framework for decisions on preserving, promoting and disseminating knowledge on the topic of heritage.

The **private sector** has contributed to the preservation and to the promotion of Montréal's heritage through the efforts of art patrons, foundations, property developers, members of the business community, professionals and tradespersons. Many exemplary projects stand as landmarks throughout the city, particularly in Old Montréal, the old city's outskirts and in the area adjacent to the Lachine Canal.

¹ For example, the Écomusée du Fier Monde, an interpretative centre located in the Centre-Sud district occupies the former Généreux Baths. The Théâtre Sans Fil is situated in the old Létourneux fire station in the Hochelaga-Maisonneuve district. Quartiers Éphémères is set up in the former Darling foundry in

Faubourg des Récollets. Carbone 14 has invested the former Raymond jam plant in the Centre-Sud district. The Fondation Jean-Pierre Perreault has taken on the challenge of putting the Saint-Robert-Bellarmin church, located on Sherbrooke St. East, to new use.



2.4 BUILDING AND DEVELOPING MUNICIPAL EXPERTISE

Background

Montreal's deep concern with its heritage is clearly illustrated by active contributions from a wide variety of sources to the preservation and recognition of our heritage and to the dissemination of information about it. This concern also highlights the fact that the city has been the depositary since the 19th century of a vast legacy of material resources, knowledge and skills. Along with society at large, the city has also maintained a long tradition of preserving and of promoting its heritage.

This situation is illustrated by the **prestigious collections** that were ceded to or acquired by the city, such as a portion of the archives of Montréal's first mayor, Jacques Viger, the Gagnon collection and certain **projects of enduring scope and significance**. Such projects include the establishment, beginning in the 1870s, of Mount Royal, Lafontaine and Sainte-Hélène Island parks, that were developed by such world-renowned experts in the field as Frederick Law Olmsted and Frederick Todd, the establishment of the Botanical Gardens (1931) on the initiative of Frère Marie-Victorin and the establishment in Westmount of the first municipal public library (1899). Furthermore, the development of large urban parks, large public squares and districts in the late 19th and early 20th centuries contributed to the preservation of symbolic sites, thereby enriching quality of life not only in the city centre but in its outskirts as well.

The city's **municipal museums** enjoy not only national, but international, reputations. Some of these museums are themselves listed as heritage sites. Examples include the Lachine Museum (1948), which comprises the LeBer-LeMoyné House and an outbuilding building dating back to the French regime, the Centre d'histoire de Montréal (1983), located in the old fire station on Place d'Youville and Pointe-à-Callière, a historical and archaeological museum (1992) built on the site of Montréal's founding on the initiative of public authorities and considered to be an outstanding example of a municipal project.

In 1913, the city established an **archives department** responsible for bringing together all texts covering the city's activities since the time it was founded in 1833. The city's archives thus represent a collection covering more than 200 years of history and documenting actions taken by the city over the course of time. Since 1997, the city's archivists have provided Web access to their search tools, to their virtual exhibitions and to an ever-increasing number of scanned documents.

The city has developed a strong expertise in the fields of museography, science and technology. Over time, Montréal has added to its crown jewel, the Botanical Gardens, other such prestigious **scientific institutions** as the Planetarium (1966), the Insectarium (1990) and the Biodôme (1992). As part of this process, the city formulates policies and procedures on topics of research, acquisition, preservation, computerization, promotion and dissemination.

The city first took active measures with respect to its **intangible cultural heritage** in the early 20th century, primarily in the field of recreation. These efforts have expanded since the 1950s and 1960s through

A FEW MONTRÉAL MILESTONES

- 1858 Creation of the Montreal Historical Society on the initiative of Jacques Viger
- 1862 Establishment of the Société d'archéologie et de numismatique de Montréal
- 1876 Opening of Mount Royal Park, as designed by Frederick Law Olmsted
- 1899 Opening of the Westmount Municipal Library
- 1913 Creation of the city's archives department
- 1915 Enactment by Outremont of a policy to improve public lands through the ongoing planting of trees along public streets
- 1917 Opening of the building housing Montréal's central library, which was established in 1903
- 1941 Creation of the city's urban planning department
- 1942 Commemoration of Montréal's third centennial with guided tours of its historic sites
- 1962 Creation of the Jacques-Viger Commission, which was assigned the task of considering all issues pertaining to the preservation of Old Montréal
- 1965 *Master Plan for Old Montréal* put forth by the city's urban planning department
- 1979 First memorandum of agreement between the city and the Ministère des Affaires culturelles on promoting Old Montréal
- Launch by the Montréal Urban Community (MUC) of a process for acquiring and developing natural spaces that are now known as the Réseau des parcs-nature
- 1980-1990 Preparation by the Montréal Urban Community (MUC) of the *Répertoire d'architecture traditionnelle* and its publication in instalments
- 1981 Creation of the Société immobilière du patrimoine architectural (SIMPA), the duties of which would be assumed in 1996 by the Société de développement de Montréal (SDM)
- Creation of Montréal's first maison de la culture
- 1982 Establishment of the Groupe d'archivistes de la région de Montréal (GARM), the first coordinated effort to acquire private archives in Montréal
- 1985 Establishment of the Musée plein-air de Lachine
- 1987 Establishment of the Comité consultatif de Montréal sur la protection des biens culturels (CCMPBC).
- Issuance of a report entitled *Éléments d'une politique de valorisation du patrimoine immobilier montréalais*, which resulted in the creation of an administrative unit responsible for built heritage, as well as the adoption of a by-law regulating demolition
- 1989 *Plan d'action en art public* (action plan on public art) and start of work to restore the municipal collection
- 1990-1992 Montréal's *Plan d'urbanisme* (urban plan) and publication of a regulatory framework, with sectors and buildings of heritage interest identified and protected through prescriptive measures, accompanied by qualitative project assessments
- 1991 Creation of Opération patrimoine populaire de Montréal (Montréal Popular Heritage Campaign, later called the Montréal Architectural Heritage Campaign)
- 1992 *Plan de mise en valeur du mont Royal* (plan for the enhancement of Mount Royal)
- 1996 Inclusion of a contemporary art component in the municipal collection enriched with works created the same year by winners of the Pierre-Ayot and Louis-Comtois Awards in visual arts and of the François-Houdé Award in arts and crafts
- 1999 Opening of the Centre des collections muséales, which brought together municipal collections with those from Montréal organizations and museums
- 2002 Creation of the Conseil du patrimoine de Montréal
- The Montréal Summit, one result of which was a proposal for adopting and for implementing a heritage policy
- 2003 *Déclaration de Montréal*, adopted during the 8th World Conference of Historic Cities
- 2004 *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement) submitted by the city's Groupe-conseil pour une politique du patrimoine

community educational and cultural activities that have now resulted in the practice of amateur arts and crafts and cultural activities in parks and recreational centres. The city also plays different roles in citywide or local activities and festivals, many of which place great emphasis on intangible cultural heritage.

Municipal expertise in the fields of **natural, built, archaeological and landscaped heritage** has been acquired over the years through projects and debates, mostly under the city's **regulatory framework** for heritage and cultural properties and through the gradual inclusion of heritage within the urban planning and regulatory system. The issue of heritage has indeed come to play an increasingly important role in Montréal's urban planning. For example, the first urban plan for the former city of Montréal was instituted in 1941. Then in 1962, the Jacques-Viger Commission was created, in 1965 the *Master Plan for Old Montréal* was adopted and from 1987 to 1992 a series of historic monuments were cited and heritage sites were created. The year 1992 saw adoption of both the *Plan de mise en valeur du mont Royal* and the *Plan d'urbanisme*. The 1992 urban plan stood out for an innovative regulatory framework that identified sectors and buildings of heritage interest and that ordered their protection through the establishment of standards and through the qualitative assessment of projects.

Montréal's former municipalities for their part included the issue of heritage within their various by-laws by adopting Site Planning and Architectural Integration Programmes and through other special measures. Under the *Cultural Property Act* (R.S.Q., c. B-4), Baie-d'Urfé, Beaconsfield, LaSalle, Outremont, Saint-Laurent, Sainte-Geneviève and Île-Bizard exercised their powers to designate historic monuments and to create heritage sites.

The signing in 1979 of the first **memorandum of understanding between Montréal and the Ministère des Affaires culturelles** concerning the Old Montréal historic district gave rise to a number of projects involving the restoration or reuse of buildings, the redevelopment of public squares, archaeological studies and displays of the remains of former structures, implementation of the *Old Montréal Lighting Plan* and comprehensive promotion and documentation of the history and the built fabric of this historic district, primarily over the Web. The city has also released publications aimed at enhancing the knowledge and recognition of heritage, skills pertaining to restoration and renovation,¹ and an awareness of such events as the Montréal Architectural Heritage Campaign that has been underway since 1991 in conjunction with Héritage Montréal.

Implementation of this agreement has produced an environment fostering the development of multiple skills that are becoming ever more finely honed through their application to different projects throughout the city. Through this process, Montréal has acted as a driving force in the redevelopment and enhancement of certain sectors adjacent to Old Montréal, through such partners as the **Société immobilière du patrimoine architectural (SIMPA)**, which was later reorganized into the **Société de développement de Montréal (SDM)**. The restoration and reopening of the Lachine Canal was made possible by contributions from the former cities of LaSalle, Lachine and Montréal to their respective portions of this site.

Eleven major regional parks were created by the Montréal Urban Community in the late 1970s and early 1980s. These major parks, for which Montréal is now responsible, represent ecological and natural reserves within Montréal archipelago and include a large share of its shorelines and wetlands. These parks also contain many archaeological and historic sites.

Four of these parks are situated in the western portion of the island, three in its centre and four in its east end.² The parc des Rapides is the only one of the group located on property that does not belong to the MUC, following agreements between Hydro-Québec, the municipality of LaSalle and the Ministère du Tourisme, de la Chasse et de la Pêche du Québec (1978).

BRIEF PORTRAIT OF THE CITY'S SCIENTIFIC MUSEUMS AND INSTITUTIONS

The **Lachine Museum**, which was established in 1948, preserves, studies and presents Lachine's archaeological, photographic and ethno-historical heritage, including the site of the LeBer-LeMoyné House, which was designated by the Government of Québec as a historic and archaeological site in 2000 and was designated as a national historic site by the Government of Canada in 2002. Research and dissemination are central to the mission of the Lachine Museum, which contributes to knowledge of the material culture and social history associated with the development of the Island of Montréal, and to that of the fine arts for the nation as a whole.

The **Centre d'histoire de Montréal** was established in 1983 in the Old Montréal historic district with the mission of interpreting Montréal's history and heritage, of portraying the contemporary city and of increasing awareness on these topics among residents, students, families, new arrivals and tourists. The Centre contributes to a better understanding of the city, serves as a guide in exploring it and helps build a greater appreciation of Montréal. The Centre also helps newcomers acquire a sense of affinity with their adoptive home. The Centre, which engages in different partnerships, not only houses collections and produces exhibitions, but is responsible for both in-house and outreach instructional and interpretive activities, guided tours, publications, Web sites and oral history workshops.

Pointe-à-Callière, Montréal's museum of archaeology and history, is a non-profit organization established in 1992 as part of the events marking Montréal's 350th anniversary and seeks to exhibit archaeological excavations located on the site of Montréal's founding. The Government of Canada designated this location in 1924 as a national historic site known as "Montréal's Birthplace." Pointe-à-Callière was also designated in 1999 by the Government of Québec as a historic and archaeological site. The museum, which the city has made responsible for disseminating information on and for promoting Montréal's archaeological heritage, organizes a variety of research activities, exhibits, excavations, presentations and educational activities pertaining to historical and archaeological topics. Some of these events reach out to an international audience.

The Montréal **Botanical Gardens** was officially established in 1931 on the initiative of Frère Marie-Victorin. The Gardens' vast collection of plants, six ceremonial greenhouses, arboretum, approximately 30 topical gardens laid out over some 75 hectares, research team and programs of activities not only make this institution a major tourist attraction but an internationally esteemed scientific centre.

The Montréal **Insectarium**, which was established in 1990 by entomologist Georges Brossard, presents groups of insects from the planet's six bio-geographic zones. Through its educational functions, the Insectarium teaches thousands of young people about entomology, thereby contributing to a better understanding of and a greater respect for nature.

The **Biodôme de Montréal**, which opened in 1992, was created within the old velodrome that had been used for the 1976 Summer Olympics. A true living laboratory, the Biodôme conducts research and preservation projects and carries out its educational mission through activities for school groups and the general public.

The Montréal **Planetarium**, which was established in 1966, produces multimedia shows and organizes a range of astronomical observations. Its mission is to popularize scientific research through a range of activities designed by a team of professional astronomers.

SOME MILESTONES OF HERITAGE RECOGNITION IN MONTRÉAL

These milestones, which are the first heritage elements to receive formal recognition in Montréal, attest to the manner in which the concept of heritage has developed throughout the 20th century.

- 1929 The Government of Québec's designation of the Château Ramezay as a historic site (the first Montréal structure to be listed)
Designation by the Government of Canada of the Lachine Canal as a national historic site
- 1964 Listing by the Government of Québec of Old Montréal as a historic district
- 1981 Listing by the Government of Québec of Bois-de-Saraguay as a natural district
- 1986 Citation of Saint-Laurent church, in the borough of the same name
- 1987 Creation by the city of the Mount Royal heritage site
- 1996 Designation by the Government of Canada of Saint-Laurent Blvd. as a national historic site
- 1999 Classification by the Government of Québec of the site where Montréal was founded
- 2005 Recognition by the Ministère de la Culture et des Communications du Québec of Mount Royal as a historic and natural district

The city has demonstrated great skill in restoring its **corporate buildings** in such model projects as those pertaining to the Maisonneuve market, the Botanical Gardens and the Hôtel de ville (city hall). In the field of **archaeology**, the city has not only established a management framework for its properties and those of its agencies, but has also conducted research. Through this effort, the city is thus involved in expanding knowledge pertaining to various cultural and time horizons and to the different types of development that have occurred within the city. In 1989, Montréal also became the first Canadian city to adopt an action plan on **public art** that incorporated all activities involved in managing a rich artistic heritage within a single administrative unit. The city has as a result of these undertakings acquired a broad expertise with respect to the conservation of public works of art.

Through their various projects and activities, the former municipalities that now make up Montréal have carried out and supported a number of **inventories** and **studies** that enable them to better understand, interpret, administer and promote components of their respective urban heritages and the manners in which their territories are organized. The evolution of municipal heritage activities has also increasingly come to demonstrate the value of **pooling the skills involved in various aspects of spatial organization**, such as public art, the commemorative process, landscape architecture, urban planning, architecture and archaeology. The rehabilitation of Victoria Square in Montréal's Quartier international took place, for example, from the perspective of incorporating the city's various heritage interests.

The city has acquired more than 150 years of commitment, knowledge, know-how and projects, representing a "civic" expertise that merits recognition, promotion and dissemination.

¹ Such as: *À la découverte de Lachine* (1986), *Pignons sur rue* (1991), *Le patrimoine de Montréal* (1998), *Montréal, la ville aux cent clochers* (2002). These publications were jointly produced by city and the Ministère de la Culture et des Communications du Québec (MCCQ). More recently the Société de développement de Montréal and the MCCQ joined forces to produce *Le Vieux Montréal à travers son patrimoine* (2004).

² Namely, the Cap-Saint-Jacques Nature Park, the Bois-de-la-Roche Agricultural Park, the Anse-à-l'Orme Nature Park, the Bois-de-l'Île-Bizard Nature Park, and Bois-de-Liesse and Bois-de-Saraguay nature parks (including Île aux Chats), the parc des Rapides, the Île-de-la-Visitation Nature Park, which lies adjacent to the Sault-au-Récollet village heritage site, the Pointe-aux-Prairies Nature Park, the De Montigny Stream Basin and the Bois-D'Anjou Nature Park.

Concept and Value



3

3.1 Concept of heritage

3.2 Heritage value



3.1 CONCEPT OF HERITAGE

Concept and Value

The manner in which the concept of heritage has not only evolved but has been constantly enriched is apparent when we consider the broad lines of Montréal's heritage, the contributions made by society at large and the city's experience in this area.

The preservation of sites, monuments, documents, traces and traditions is not only a matter of worldwide concern but a topic of research that has resulted in the formulation of principles and charters by UNESCO advisory organizations (ICOMOS, ICCROM and UICN). International accords have on the other hand been ratified in the form of agreements by participating states or nations, under the aegis of UNESCO or the Council of Europe.

A series of charters, agreements and international statements, starting with the Carta del Restauero of Athens in 1931 and continuing through to the present, serve as eloquent testimony to an expanded concept of heritage.

In Québec, the *Déclaration de Deschambault*,¹ which was produced in 1982 by the Conseil des monuments et sites du Québec, laid the foundations for future work on this topic. This text is significant in that it identifies the important role of citizens in the process of preserving and promoting heritage. The *Déclaration québécoise* that was put forth by the Forum québécois du patrimoine in 2000 and deposited at the Montréal Summit further expands the definition of heritage.² The *Déclaration de Montréal*, which was ratified on October 8, 2003 during the 8th World Conference of Historic Cities, confirms recognition of many different aspects of heritage and reaffirms a commitment to preserve them and promote them by enlisting the civil society in this process.

The city endorsed the general definition of heritage that was produced by the Conseil du patrimoine de Montréal and that appears in the *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement).

[TRANSLATION]

*Heritage means any asset or group of assets, natural or cultural, tangible or intangible, that a community recognizes for its value as a witness to history and memory, while emphasizing the need to safeguard, to protect, to adopt, to promote and to disseminate such heritage.*³

Montréal's *Heritage Policy* takes into account natural, tangible and intangible cultural heritage, or in other words, all aspects of heritage as defined by UNESCO. The *Policy* thus subscribes to the major international principles employed in classifying heritage. These principles have been tailored to Montréal's particular situation, as well as to the context of the municipality's jurisdiction in order to ensure a practical implementation of the *Policy*, which covers the following kinds of heritage:

NATURAL HERITAGE

► **Natural heritage**

Primarily consists of natural systems and sites, ecoterritories, and riparian and aquatic environments. It includes Montréal's major physical, biological and hydrographical formations, as well as natural environments, thereby ensuring a balance for the plants and animals living in an urban setting.

TANGIBLE CULTURAL HERITAGE

► **Built heritage**

Includes different urban structures and components of these structures that are typical of Montréal, such as the network of roads, infrastructure and other components that contribute to structure the public domain, buildings and building complexes, and the distinguishing features of these sites and the various ways in which they fit into the landscape. Built heritage also includes different kinds of properties which relate to lifestyles or to specific uses within a given socio-historical context.

► **Archaeological heritage**

Includes layers of soil, remnants, unearthed artefacts and all other traces of human existence from sites in which human activities have been conducted. Such sites include structures, constructions, groups of buildings and developed areas, along with their surroundings and any artefacts associated with them.

► **Landscaped heritage⁴**

Includes developed sites and complexes such as parks, squares and public or private gardens, prominent trees and shorelines. Such features, along with those contained in Montréal's natural, built and archaeological heritages, define the city's landscapes. These productions are the result of the combined works of nature, human beings and the achievements of certain renowned designers, and are based on a concept of landscape that comprises notions of nature and of culture, as well as the manner in which a community perceives, characterizes and identifies itself with its living space.

► **Public art**

Includes all works of art work located in urban settings, such as public squares and parks, as well as work integrated into street furniture, buildings and landscaping. Such works consist primarily of sculptures, monuments, murals and landscape features.

► **Movable heritage**

Includes municipal collections that are artistic, archaeological, documentary, ethno-historical and scientific in nature. The category includes creative works, along with archaeological artefacts, plant and animal specimens and corporate, industrial and street furniture.

► **Archival heritage**

Includes plans, photographs, films, sound and computer recordings and written documents attesting to creations by a large number of people and institutions that have been active in Montréal. It comprises the documents produced or received by individuals or organizations for meeting their needs and for carrying out their activities, that were preserved for the general information such documents provide.

INTANGIBLE CULTURAL HERITAGE

► Intangible cultural heritage

Includes a body of creations, knowledge, know-how, practices, arts and extant popular traditions that pertain to any aspect of our social lives, as well as to the tools, objects or artefacts associated with them. Intangible heritage is borne in the collective memory and is handed down primarily from generation to generation through the processes of learning, observation and imitation. This form of heritage serves as a source of cultural endeavours, marks the city's identity, is preserved and is shared by a range of communities and socio-economic groups and is often referred to as "living heritage."

Ever more specialized methods are used to explore different aspects of heritage not only in the field of history, but in the social, physical and applied sciences and in biology. That is why an integrated and multidisciplinary approach is so important in implementing the *Heritage Policy*.

1 [TRANSLATION] "All creative endeavours and products resulting from the combined effects of nature and of human activity that represent the framework of our existence in time and in space. A reality, a collective property and a transmissible wealth that promote a sense of recognition and belonging."

2 In particular that: "Our heritage is a legacy . . . a testimonial . . . a material wealth . . . a foundation of our culture and of our identity."

3 Groupe-conseil pour une politique du patrimoine, 2004, *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement), p. 4.

4 Natural heritage (as defined by UNESCO in 1972) is generally associated with large virgin territories or those that have been subjected to little alteration. The concept of "cultural landscape," which comprises the concepts of nature and culture is now

sufficiently advanced to illustrate the impact of human beings on the natural environment (UNESCO, 1992). Such a concept does, however, hold the potential for confusion, as it is virtually all-encompassing and difficult to apply in practice to the city's planning and management. The term "landscaped heritage," which refers primarily to **landscape**, or to "a portion of the territory as it is perceived by its inhabitants, the character of which results from the activities or natural and/or human factors and their interrelationships" (European Landscape Convention, 2000) has also been included in the *Heritage Policy*. The term "landscaped heritage" appears, incidentally, to represent a concept that is popularly accepted in Québec, or at least within the Conseil du paysage québécois (*La gestion par les valeurs, exploration d'un modèle*, Commission des biens culturels du Québec, June 2004, p. 33).



3.2 HERITAGE VALUE

Concept and Value

Heritage takes form over time and space and frames the vision that a society assumes or seeks for itself. The concept and the recognition of heritage as a dynamic socio-historic process is maintained through a set of values to which a community or a social group adheres over a given time span.

The factors used in assessing heritage appear in charters and agreements, as well as in national and international declarations. These documents attest to our evolving knowledge and awareness of heritage. Such knowledge and awareness becomes more accurate and refined over time, but also evolves, particularly when new issues suddenly emerge in this field.¹

Under the *Policy*, heritage is considered to be all that is of significant or exceptional value to the Montréal community with respect to:

- ▶ **History** of territories in which events occurred and figures who participated in them that generated specific forms of social and urban organization over a given time period and as part of a broader geopolitical situation.
- ▶ **Sciences**, such as ecology, anthropology, archaeology and geography, that encompass disciplines concerned with the topics of biodiversity, ecological balance, technology, human relations and the relationships maintained by individuals and communities with their living environments.
- ▶ **Art**, pertaining to creative endeavours and popular culture, including architecture, landscape architecture and urban planning and focusing on the designer, the work's context and the intrinsic qualities of both large and small works of art.
- ▶ **Aesthetics**, which call viewer emotions and perceptions into play with respect to kinds of heritage, whether or not such heritage results from human input.

These values are not mutually exclusive. They are tempered by objective and subjective criteria of assessment such as:

- The scarcity (or uniqueness) that is also associated with fragility and precariousness, as for example, with endangered traditions, sites, plants or animals (and their environments) that contribute to the wealth of biodiversity in an urban setting.
- Authenticity.
- The representative qualities of systems, physical witnesses and social or cultural practices that transmit a sense of identity.
- The relative integrity of the physical condition and the degree of preservation of an object, a site or a system (including various heritage components from different periods), accompanied by maintenance of the object's, site's or system's original function or similar purpose.

- The age of an object, a site or a system in terms of Montréal's history.
- The innovation and progress expressed by heritage pertaining to any period in Montréal's history, including that resulting in the so-called "modern" period of cultural production from 1930 to 1975.
- The process of commemoration, through recognition of the potential for bearing witness to history or to social, cultural and spiritual practices.
- The cognitive scope of an entity's didactic potential.
- Utility of an entity.
- Renown.

These criteria are based on cultural meanings ascribed to symbols or identities that do not reside merely in the intrinsic attributes of an artefact, a site or a tradition, but in the fact that their preservation will help to keep our collective memory alive.

1 Commission des biens culturels du Québec, 2004, *La gestion par les valeurs: exploration d'un modèle*. Groupe-conseil pour une politique du patrimoine, 2004, *Énoncé d'orientation pour une politique du patrimoine* (heritage policy directional statement),

p. 4. Ville de Montréal et ministère de la Culture et des Communications du Québec, 1998, *Le patrimoine de Montréal*.

Scope of the Policy



4

4.1 Legislative framework

4.2 Key areas for action



4.1 LEGISLATIVE FRAMEWORK

Scope of the Policy

Municipal efforts in the field of heritage take a wide variety of forms and call not only upon the city's corporate departments, borough services, paramunicipal agencies but upon the active involvement of various outside parties. Municipal action is in many cases defined or circumscribed by Quebec legislation, which delineates its powers and areas of jurisdiction, as well as laws pertaining to cultural properties, development and urban planning, construction, quality of the environment, preservation of natural heritage, burials and exhumations and archives. Certain federal laws also pertain to heritage activities. The *Heritage Policy* thus falls within this framework (see box).

KEY LEGISLATION PERTAINING TO MUNICIPAL HERITAGE ACTIVITIES

Montréal is subject to all laws of Québec and Canada in carrying out its responsibilities. The following laws largely define the city's powers and duties in the field of heritage:

LEGAL FRAMEWORK FOR MUNICIPAL ACTION

***Cities and Towns Act* (R.S.Q., Ch. C-19)**

Establishes the powers and areas of jurisdiction of Québec's cities.

***Charter of Ville de Montréal* (R.S.Q., Ch. C-11.4)**

Sets the city's powers and the manner in which its areas of jurisdiction are shared.

***An Act to reform the municipal territorial organization of the metropolitan regions of Montréal, Québec and Outaouais* (S.Q., 2000, Ch. 56)**

Also known as *Bill 170*, this was the first in a series of laws to alter municipal structures and the Charter of Ville de Montréal. The process of sharing responsibility between corporate departments and borough services and the creation of the Conseil du patrimoine are examples of measures introduced through laws and decrees resulting from the municipal reform process.

LEGAL FRAMEWORK FOR HERITAGE ACTION

***Cultural Property Act* (R.S.Q., Ch. B-4)**

Allows the Government of Québec and the municipalities to confer protective status on heritage areas and objects that subject their owners to control measures.

(next page)

MAIN LAWS PERTAINING TO MUNICIPAL HERITAGE ACTIVITIES (CONT.)

Act Respecting Land Use Planning and Development (R.S.Q., Ch. A-19)

Requires cities to formulate urban plans and accompanying regulations and prescribes mandatory and optional factors that could be used in areas such as the administration of heritage-related activities. This law also defines the broad outlines of the public hearing process and the workings of planning advisory committees.

Building Act (R.S.Q., Ch. B-1.1), Construction Code (R.S.Q., Ch. B-1.1, r.0.01.01) and other codes and related regulations

Seeks to ensure public safety by regulating the quality of construction and renovation work. Construction standards also play a role in preserving and promoting heritage.

An Act respecting labour relations, vocational training and manpower management in the construction industry (R.S.Q., Ch. R-20)

Provides a framework for activities within the construction trade and, since the enactment of *Bill 181* (S.Q., 2001, Ch. 79), has made it possible for work to be performed by professional artists who belong to an accredited association in the fields of visual arts or of crafts and by professional restorers who are members of a restorers association recognized for that purpose by the *Ministre de la Culture et des Communications*.

Environmental Quality Act (R.S.Q., Ch. Q-2) and related regulations

Provides for impact studies and environmental protective measures, particularly with respect to the built and archaeological heritage and to such natural environments as shorelines.

Natural Heritage Conservation Act (R.S.Q., Ch. C-61.01)

Contributes to the goal of safeguarding the character, diversity and integrity of Québec's natural heritage through initiatives aimed at protecting its biological diversity and those components of the natural environment on which life depends.

Burial Act (R.S.Q., Ch. I-11)

Establishes specific procedures particularly for burials and exhumations with an impact on such issues as respect for ancient burial grounds and the practice of archaeological research.

Archives Act (R.S.Q., Ch. A-21.1)

Requires the city to adopt a policy for managing its active and semi-active documents, for establishing and maintaining a records scheduling and disposal plan that sets periods of use and media for safeguarding its documents and for assuming the management of inactive documents.

FEDERAL LEGISLATION

Historic Sites and Monuments Act (R.S. 1985, c. H-4)

Established the Historic Sites and Monuments Board of Canada.

Parks Canada Agency Act (1998, c. 31)

Established the Parks Canada Agency and made corresponding amendments to other legislation.

Heritage Railway Station Protection Act (R.S. 1985, c. 52 (4th Supp.))

Seeks to protect heritage railway stations.

Cultural Property Export and Import Act (R.S. 1985, c. C-51)

Pertains to the export of cultural properties and to the import of illegally exported cultural properties.



4.2 KEY AREAS FOR ACTION

Scope of the Policy

The city intends through this *Policy* to assert its leadership in promoting the development of a collective vision and a shared responsibility of Montréal's heritage. The *Policy* accordingly envisions municipal activities in the following areas:

- ▶ Establishment of a **system of organization for heritage-related actions**.
- ▶ Implementation of this organization by ensuring that the City serves as a **model owner and administrator**.

The establishment of a system of organization for heritage-related actions is aimed at structuring municipal activities and at encouraging all Montrealers to share responsibility for their heritage. The efforts needed to preserve and present heritage go well beyond the city's authority. In addition to administering its own properties, the city supports its partners (residents, the other levels of government, institutions, associations, etc.) the initiatives of which it supports, oversees and stimulates. The city demonstrates leadership in expanding awareness, in commemorative activities and in assigning place names.

To ensure that the city and its partners support and complement each other in their activities, the *Policy* specifically recommends:

- That the city adopt a proactive attitude and invite its partners to assume their respective responsibilities and stimulate the emergence of creative solutions in the face of complex and sometimes divergent issues.
- Support to the heritage groups and to the networking of heritage players.

The city's activities as an **owner** result in a variety of functions that represent the diversity of the heritage properties that it owns. These functions pertain to the ecoterritories, natural spaces, parks and buildings, public works of art, archaeological heritage, collections and archives. These are properties that the city acquires, transfers, loans or leases, that it maintains, develops and restores and that it administers, makes accessible and publicizes. As an exemplary owner, the city seeks first and foremost to provide an overall perspective and a coordination of effort, as well as to increase its own knowledge of its heritage and to enlist the support of its partners. To encourage direct efforts to promote and present municipal heritage that are administered by the corporate departments and borough services, the *Policy* also and more specifically recommends that the city:

- Create a fund within the municipal budget dedicated to the preservation and promotion of municipal properties that are of heritage interest.

The city's **administrative** efforts primarily pertain to natural, landscaped, archaeological and built heritage properties, as well as to public art, archival heritage and intangible heritage. As an administrator, the city

is responsible for formulating a fair and equitable management framework that allows it to reconcile existing needs without squandering the legacy of the past or compromising the future. The city is also responsible for supporting various initiatives in different heritage sectors.

The city's activities include urban planning and providing a general framework for its territorial development, formulating by-laws and means of regulating private property, participating in consensus building among different partners and establishing development agreements, citing buildings and creating heritage sites under the *Cultural Property Act*, while overseeing the administration of those areas of activity subject to the municipal and provincial components of this act.

As an exemplary administrator, the city seeks to begin by creating an overall perspective and by coordinating its activities, while consolidating its know-how and refining its knowledge and its mechanisms for certifying and for administering heritage properties and for ensuring the optimal use of resources assigned to supporting the preservation and promotion of heritage. To promote the development of a responsible attitude by Montrealers toward their heritage and their sense of involvement in it, the *Policy* also specifically recommends:

- Simplification of the process for obtaining authorizations.
- Better information and support for residents.
- Development of new kinds of incentive measures to supplement traditional grant programs.

Issues and Proposed Actions



5

5.1 A system for organizing heritage-related actions

5.2 The city as an exemplary owner

5.3 The city as an exemplary administrator

5.4 Some strategic territories

The *Policy* considers four major categories of issues with respect to a collective vision of and a shared responsibility for Montréal's heritage. Three of these categories cover the major thrusts of the city's efforts. The first pertains to the city's leadership in organizing heritage activities. Two others pertain to the example set by the city in its roles of owner and administrator. A final category concerns the application of the city's exemplary leadership to certain strategic territories.

The system for organizing heritage-related actions defines the means of action available to the city and to its partners. These means take shape through the city's actions as an owner and an administrator. An understanding of this part of the *Policy* pertaining to organization of heritage-related actions is essential to comprehend the issues discussed in *Policy* sections pertaining to the city's exemplary role as an owner and an administrator and with respect to the strategic territories.



5.1 A SYSTEM FOR ORGANIZING HERITAGE-RELATED ACTIONS

Issues and Proposed Actions

5.1.1 SYSTEM IMPLEMENTATION

CONSISTENCY IN HERITAGE ACTIVITIES

The system for organizing heritage-related actions brings together all parties that are actively involved in Montréal's heritage. These include Montréal residents, the city and its various bodies, advisory bodies and governmental partners, as well as all partners from the society at large with ongoing or occasional activities that could effect the preservation and promotion of Montréal's heritage or the development of knowledge on this topic.

To be capable of assessing the complementary relationship between and the convergence of the many different heritage-related efforts, the city must establish clear principles and foundations for erecting a coordinated organization.

As well, the city must establish a "heritage watch" that will enable it to structure a means of collecting and administering heritage-related information both to assist in quick decision-making in critical situations and to provide information and guidance for its mid- and long-term efforts.

► **Lay the foundations for coordinated efforts by the city and its partners**

- Clearly define respective responsibilities.
- Increase Montrealers' knowledge of their heritage and establish mechanisms to share and disseminate this knowledge.
- Pursue research, development and the pooling of know-how by working with academic institutions, professional associations and national and international organizations devoted to the preservation and the promotion of heritage.
- Set strategies for preserving and for promoting heritage that fit into an overall perspective, as well as suitable activities based on such wide-ranging topics as recognition, regulation and maintenance.
- Identify means of action that promote multidisciplinary endeavours and the inclusion of multiple aspects of heritage.
- Increase and coordinate outreach and dissemination activities that could increase access to, publicize knowledge of, publicize the preservation and the promotion of, support the public's sense of involvement in and support the local, national and international renown of Montréal's heritage.

► **Establish a "heritage watch"**

- Identify the issues and the fields of information that should be the focus of the watch, such as the preservation of works of art incorporated in former places of worship that have been assigned to other functions, the removal of important artefacts that were originally created or found in Montréal and so forth.
- Define the relationships between the city's different bodies and the watch.
- Create a network of permanent associates from all disciplines that can serve as "antennae" in the field (institutions, the Montréal Heritage Network, etc.).
- Provide a method for residents to participate in the watch, such as in the case of urgent situations.
- Assign resources for the management of information.
- Publish key information produced by the watch on the Web.

5.1.2 THOSE ACTIVE IN THE SYSTEM

RESIDENTS

Of all those active in the system, residents are the most deeply involved in this process. Their daily activities have the greatest impact on the preservation and promotion of Montréal's heritage.

► **Place residents at the heart of heritage-related efforts**

- Offer advice and support to owners of heritage properties by developing systems of information and resources as well as straightforward procedures for dealing with applications for approvals and grants.
- Draw on the knowledge and vigilance of residents who are concerned with heritage preservation by reaching out effectively to these individuals and by ensuring that they can express themselves and be heard by the city.
- Highlight exemplary efforts in this field.

THE CITY

The city acts in different areas and with respect to all aspects of Montréal's heritage in its roles of both owner and administrator. The city can draw on a wide range of options for participating in the preservation and promotion of heritage, and the range of its efforts gives it the power and legitimacy to orchestrate the efforts of its many partners involved in implementing the system for organizing heritage-related actions.

Municipal expertise is distributed among the boroughs and their services, as well as the corporate municipal departments. The boroughs are responsible for the local and immediate management of resident needs in such areas as urban planning, culture, recreation, social and community development, parks, trees, roads and housing. The fact that the boroughs interact on a daily basis with residents, the various communities and the local institutions is clearly a factor that should serve in meeting the Policy's goals. The corporate departments, for their part, are responsible for planning, for overall coordination and for citywide issues.

The formulation of the Heritage Policy represents a major milestone in the process of coordination between and cooperation among the borough services and the corporate departments. Such cooperation should continue and serve as a model in implementing this Policy.

It would accordingly seem essential to consolidate and to enhance municipal know-how, to place greater emphasis on the enhancement of awareness at all levels of the city, to facilitate the pooling of knowledge and information between the different municipal departments and other bodies, such as the paramunicipal agencies, the Conseil des arts and the Société de transport de Montréal and to benefit from the complementary aspects of their respective roles so as to increase opportunities for and to accelerate efforts aimed at promoting our heritage.

► **Consolidate and promote municipal expertise**

- Maintain and reinforce a critical mass of expertise within the corporate departments that could serve in planning, coordination, advice and support activities.
- Ensure that specialists within the corporate departments and the boroughs are working together in a complementary manner.
- Pursue the development of municipal know-how and make internal and external users aware of it.
- Apply municipal know-how by promoting participation in major nationwide and international forums on heritage.
- Promote transmission of the collective memories of city employees involved in different aspects of Montréal's heritage.

► **Emphasize outreach efforts at all municipal levels**

- Train city employees who are responsible for advising and informing the public.
- Increase the heritage awareness of municipal decision makers.
- Create continuing education mechanisms for all personnel who are directly involved in the field of heritage, including those, such as maintenance employees, who are responsible for dealing with the upkeep of city properties.

► **Facilitate the pooling of knowledge and of information**

- Develop and systematize mechanisms for communicating and sharing information among the different municipal departments, thereby providing them, on the one hand, with easy access to all plans, policies, programs, by-laws, studies and directories pertaining to Montréal's heritage, and on the other, coordinating their activities out of a concern for consistency and complementary action.
- Increase opportunities for exchanging knowledge and promote cooperation and synergy by organizing activities such as general assemblies on heritage.

► **Emphasize the manner in which the efforts of the paramunicipal agencies, the Conseil des arts, the Société de transport de Montréal (STM) complement the city's heritage-related efforts**

- Ensure that the activities of the paramunicipal agencies correspond with those of the city departments in implementing the *Heritage Policy*.
- Set heritage-related goals and include them in appraisals of the paramunicipal agencies.
- Continue to have the Conseil des arts support Montréal museums.
- Support the STM in preserving and promoting its heritage by providing it with special access to municipal expertise, particularly in areas of architecture, public art and archaeology, to assist this organization in creating an inventory of its heritage properties and in organizing the management of such heritage.
- Work with the STM to raise the profile of Montréal's heritage through public transportation.

THE ADVISORY BODIES

The city's various advisory bodies are essential to the city's operation and issue opinions that serve to guide the decision-making process.

The Conseil du patrimoine de Montréal (CPM) is a vital participant in making heritage policies and decisions. The roles and responsibilities of this council have been set forth in a by-law.

Some overlap exists in the activities of different advisory bodies operating in the field of heritage (such as the CPM, the Comité ad hoc d'architecture et d'urbanisme, borough planning advisory committees and the Commission des biens culturels du Québec). This serves to complicate the city's decision-making process.

The city has also created advisory committees to counsel it on such issues as the status of women, intercultural relations and so forth. These committees are made up of members of the general public and provide access to important networks.

▶ **The Conseil du patrimoine de Montréal (CPM)**

- Assign to the CPM the task of setting up the *Policy's* proposed "heritage watch" by ensuring adequate support from the corporate departments and borough services
- Support the efforts of the CPM's toponymy committee.

▶ **Heritage advisory bodies**

- Review the roles, areas of jurisdiction and make-up of the various advisory bodies involved in making heritage decisions, particularly with respect to cultural properties and territories listed under the *Cultural Property Act* (R.S.Q., c. B-4), in view of simplifying procedures and ensuring that their respective roles complement each other.
- Develop mechanisms for sharing and exchanging knowledge and best practices among the planning advisory committees (CCUs).

▶ **Other advisory committees**

- Make use of the existing advisory committees whose know-how can serve to enrich and inform municipal efforts on heritage issues.

HERITAGE ADVISORY BODIES

The Conseil du patrimoine de Montréal (CPM)

Established in September 2002 by a by-law under section 83.12 of the *Charter of Ville de Montréal* (R.S.Q., c. C-11.4), the nine-member Conseil du patrimoine is the city's advisory body on matters of heritage. In this role, it provides advice and information to the city council, to the executive committee and to the borough councils on issues relating to the protection and promotion of heritage, particularly through the citation of historic monuments, the creation of heritage sites and requests for the demolition of heritage buildings. The council provides input on proposed amendments to the *Master Plan* and on the adoption of major projects pertaining to sites of known heritage value. The council contributes to the formulation and to the implementation of the city's *Heritage Policy*, while playing an active role in making residents more aware of their heritage through its support for the organization of activities and through the development of teaching tools.

The Comité ad hoc d'architecture et d'urbanisme (CAU)

Created on April 17, 2002 by a resolution of the executive committee, this committee consists of 12 members, one of whom is an elected official and all of whom are selected for their recognized professional skills in the fields of architecture, urban planning and landscape architecture. The committee is responsible for advising the city administration on issues of architectural and urban quality that fall under the city's authority. To achieve this goal, it issues opinions on real estate development projects that are submitted to it under section 89 of the *Charter of Ville de Montréal*, on the *Master Plan* and on all other proposals or policies pertaining to city development that fall under the authority of the city council.

The boroughs' planning advisory committees (CCUs)

Created under section 146 of the *Act Respecting Land Use Planning and Development* (R.S.Q., c. 19.1) and adapted to the needs of the new city, CCU membership varies, but always includes at least one elected council member. Boroughs with CCUs are entitled to enact by-laws requiring that the issuance of occupancy, construction and subdivision permits be subject to having either Site Planning and Architectural Integration Programmes (SPAIPs) or Specific construction, alterations and occupancy proposals approved. The approval of minor exemptions (variances), Comprehensive Development Programmes and Conditional uses are also subject to CCU approval if the borough has enacted such by-laws. The CCUs also are responsible for assessing demolition plans under the *Charter of Ville de Montréal* (R.S.Q., c. C-11.4).

The Commission des biens culturels du Québec (CBCQ)

Established in 1972 under the *Québec's Cultural Property Act* (R.S.Q., c. B-4), the CBCQ is an advisory organization to the Ministre de la Culture et des Communications du Québec. It is responsible for considering requests for opinions on the restoration of property, the attribution of legal statuses, archaeological research and so forth. The CBCQ is also responsible for listening to various groups at hearings, consultation sessions and presentations and for then submitting its recommendations to the Minister. This organization also serves as a consultant to the Minister under the *Archives Act* (R.S.Q., c. A-21.1).

GOVERNMENT PARTNERS

The different levels of government are key partners in the preservation and promotion of heritage.

The Government of Canada designates national historic sites, underwrites work on buildings falling into this category and applies a commemorative policy pertaining to plaques and monuments. The Government of Canada is not required to take municipal by-laws or requests into account in areas that fall under its jurisdiction or on its properties.

The Government of Québec plays a major role with respect to Montréal's heritage, particularly regarding cultural properties listed under the Cultural Property Act (R.S.Q., c. B-4) and over which it exercises control, as well as public records listed under the Archives Act (R.S.Q., c. A-21-1).

The Montréal Metropolitan Community (MMC) sets major development goals on a regional level.

Government partners are, as well, major property owners and their activities can provide leverage in promoting Montréal's heritage. The Government of Canada administers areas of high heritage interest, such as the Port de Montréal and the Lachine Canal and its locks and owns a number of interpretative centres and historical sites. The Government of Québec is also a major owner of heritage sites and properties. Real estate operations conducted by its departments and representatives on such sites and properties must be subject to the heritage policies that it adopts.

Jurisdictions set out in various laws form the basis of relations between the city and other levels of government. However, the proliferation of interactions and joint efforts among government partners and the city, accompanied by the implementation of tripartite approach to federal, provincial and municipal efforts in heritage areas could serve to enhance the consistency and the complementary quality of their respective efforts.

► The Government of Canada

It is proposed that the Government of Canada:

- Act in conjunction with the city in carrying out studies prior to designating national historic sites or Canadian historical sites within the city.
- Further harmonize its planning and real estate management activities, as well as its dissemination activities and grant programs, with city programs, activities and policies.
- Incorporate municipal heritage policies into the actions conducted within the city by such Government of Canada departments and representatives as the Canada Lands Company (CLC), the Old Port of Montreal Corporation, the Port of Montreal and the Parks Canada Agency.

► The Government of Québec

It is proposed that the Government of Québec:

- Act in conjunction with the city when studying the attribution of statuses under the *Cultural Property Act*.
- Maintain and develop joint programs and agreements with the city.
- Integrate the city's heritage policies regarding actions to be taken by Québec departments and representatives within the city, such as developing hospitals and universities, as well as in actions taken by the Agence métropolitaine de transport (AMT) and the Société immobilière du Québec (SIQ).

- With respect to Hydro-Québec, participate in the preservation and promotion of natural environments, sites and engineering structures of heritage character, in its roles as a major stakeholder within the city and as a major property owner.
- Help advance Québec legislation, such as the *Cultural Property Act* and the various construction codes that affect heritage.

► **The Montréal Metropolitan Community (MMC)**

It is proposed that the MMC:

- Continue the discussions necessary for achieving a consistent and complementary approach to heritage issues under CMM guidelines and those set forth by the city in the *Master Plan* and in its sectoral policies.
- Work in conjunction with the city on the development of tools pertaining to heritage preservation and promotion.

PARTNERS WITHIN THE SOCIETY AT LARGE

The preservation and promotion of heritage requires the involvement of multiple partners throughout the society at large. The city seeks, through its Heritage Policy, to provide support to the many groups and individuals already involved in the field of heritage and to seek new participants who will work toward forging partnerships that will serve to supplement or enhance the city's efforts, particularly in areas pertaining to knowledge, outreach, dissemination and recognition of outstanding exemplary efforts performed in support of Montréal's heritage. Certain partners from the society at large are also major owners of heritage properties and are accordingly called upon to act in an exemplary manner in this area.

► **Major property owners**

- Invite major property owners (religious authorities, universities, educational institutions and schools) and the business community to join forces with the city in planning their development efforts, particularly through agreements and arrangements that take into account such heritage issues as vacant industrial sites and institutional properties.

► **Associations**

- Pursue and expand partnerships with individuals and with non-governmental and non-profit organizations devoted to the knowledge, preservation, presentation, promotion and dissemination of Montréal's heritage in all its forms, as well as those supporting creative endeavours in the arts, architecture, urban planning and any other issues pertaining to quality of life. The Montreal Architectural Heritage Campaign that has been carried out in conjunction with Héritage Montréal represents an outstanding example in this area.
- Create and enhance new partnerships with associations with a view to building complementary domains of expertise. For example, promote the emergence of and efforts by heritage organizations in currently disadvantaged sectors and districts of the city, while supporting initiatives by associations undertaking preservation, management, dissemination and exhibition activities.
- Strengthen support to associations, through such means as maintaining and increasing budget allowances and grant programs, as well as through the development of financial partnerships with the other levels of government.
- Provide support to the Montréal Heritage Network in carrying out its projects.

▶ **Religious authorities**

- Join forces with the religious authorities in planning the future of religious heritage.

▶ **Universities, educational institutions and school boards**

- Define partnerships for research, development and transmission of knowledge and expertise on the subject of heritage.
- Define links with the school system to develop heritage awareness operations reaching out to particular groups, such as young children.

▶ **Craftspeople, professional orders and associations**

- Establish partnerships with craftspeople and professional orders and associations geared to the maintenance, development and promotion of responsible heritage practices.

▶ **Archival community**

- Join forces with the Groupe d'archivistes de la région de Montréal (GARM) and the archival community to promote the acquisition, processing, preservation and dissemination of Montréal's public and private archives.
- Join forces with the GARM and the archival community to produce a Web portal affording public access to all of Montréal's archives.

▶ **Museums and exhibition sites**

- Join forces in drawing up, for supporting the Montréal museum community, a strategic plan that promotes complementary roles among Montréal's museums, particularly those operating in the field of history.
- Encourage government and private partners to maintain their support for the development and the continuing improvement of the Centre des collections muséales de Montréal and for the conservation of its collections.
- Use outreach activities involving Montréal's heritage sites to make them better known to the public.

▶ **Business community**

- Make the business community more aware of Montréal's heritage.
- Encourage the business community to promote its own heritage.
- Solicit investments by the business community in heritage-related activities through corporate patronage, sponsorship and partnership activities, particularly for collections and the promotion of heritage sites.

THE MONTRÉAL HERITAGE NETWORK

The **Montréal Heritage Network** seeks to promote the interaction of parties active in the field of heritage, to facilitate the pooling of know-how and of resources and to offer its member associations and institutions greater visibility as a means of raising awareness about all forms of heritage.

► **Construction industry**

- Support activities aimed at increasing the development of the traditional construction trades.
- Encourage the industry to develop economical and sustainable techniques and materials for use in restoration and maintenance activities.

► **Tourism industry**

- Encourage the tourism industry to develop a marketing approach based on the excellence of Montréal's heritage.

► **Cultural industry**

- Encourage promoters and organizers of public events that are supported by the city and by other members of the cultural industry to build the concept of heritage into their activities.

► **Media**

- Invite the media to pursue and to intensify their efforts to promote and to disseminate knowledge and encourage the media to provide food for thought on the topic of Montréal's heritage.

5.1.3 RAISING AWARENESS

THE PUBLIC'S INVOLVEMENT IN ITS HERITAGE THROUGH THE SUPPORT TO ORGANIZATIONS THAT ARE DEVOTED TO OUTREACH AND DISSEMINATION ACTIVITIES AND THE OPTIMIZATION OF MANAGEMENT EFFORTS

The preservation and promotion of heritage requires a substantial effort to boost the awareness of key players. This also assumes increased support to citizens. The city thus intends to make heritage awareness efforts central to its administrative role and to provide exemplary leadership in this field, both by supporting cultural development and through activities aimed at promoting the quality of the living environment.

The knowledge of borough services about their respective territories and heritage stakeholders is particularly useful for achieving the active involvement of local players. The boroughs are thus very well situated to serve as operational centres out of which the city can conduct the networking efforts needed to raise awareness and to disseminate information about heritage.

The city also supports associations in their educational, awareness enhancement and outreach efforts on the topic of Montréal's heritage through grant programs and partnerships, particularly among non-profit organizations with original roles that complement city's functions thus serving to optimize the management of properties and lands of great heritage interest. Such organizations include the Centre de la montagne, which organizes and promotes the heritage of Mount Royal, the Société du Château Dufresne, in the borough of Mercier-Hochelaga-Maisonneuve, which presents and exhibits sites to the public and Pointe-à-Callière, Montréal's archaeology and history museum, which maintains and oversees the site of Montréal's founding in the heart of Old Montréal. Similarly, such events as Montreal Architectural Heritage Campaign, which highlights exemplary efforts of residents pertaining to the city's built heritage, rely on the contributions of private enterprise, the corporate departments and borough services and associations in meeting their goals.

The city also recognizes the importance of Montréal's museums. The museums serve as key points for the dissemination of knowledge on heritage, they constitute a port of entry for visitors and they play major

roles in asserting Montréal's local, national and international identity. The city is fully committed to supporting efforts by Montréal's museums and intends to further pursue and develop this essential partnership.

Efforts that the city has made, as part of the activities surrounding the Montréal Summit, to promote the creation of the Montréal Heritage Network, will finally serve to bolster the efforts of associations to disseminate information, to provide leadership in the area of heritage and to facilitate a coordinated effort by the boroughs, the museums, exhibition centres, archives, historical workshops and societies and all others involved in the field of heritage throughout the city. The increased number of interactions between the exhibitors and promoters of heritage properties will thus provide an overview of efforts by Montrealers in the field of heritage, to provide a better knowledge and appreciation of the many aspects of heritage and to give rise to a sense of commitment with respect to its preservation and promotion.

► **Support and publicize local initiatives**

- Support awareness raising efforts and the dissemination of heritage through local partnerships and by instituting information exchanges with all the boroughs.
- Enable such municipal institutions as museums, interpretation centres, recreation centres, libraries, cultural centres and other exhibition sites to join forces in the activities of local partners with respect to heritage outreach and dissemination activities.

► **Provide support to associations**

- Work more closely with associations to acquire knowledge about and to promote the heritage character of Montréal's built environment and properties, while developing innovative management models to complement municipal efforts in this field.
- Stimulate partnerships, expand cooperative efforts and strengthen support to associations to increase their knowledge about and appreciation of Montréal's heritage.
- Provide close cooperation from the city's departments to associations in promoting the dissemination of information on heritage in all boroughs.

► **Support and work in conjunction with Montréal's museums**

- Intensify efforts with museums to increase knowledge about and to promote the heritage character of Montréal's built environment and properties and to develop original management models that complement municipal efforts.
- Boost support for coordinated efforts aimed at promoting and developing Montréal's network of museums, under agreements with the higher levels of government.

► **Support development of the Montréal Heritage Network**

- Benefit from Network opportunities to coordinate municipal efforts and thus to work more closely with key heritage stakeholders in disseminating knowledge, in promotional activities and in innovative management models serving to complement such municipal efforts.

► **Support the educational community**

- Make special efforts to support the educational community by ensuring contributions from participants in heritage-related actions in the development of pedagogic activities that can be included in school programs.

5.1.4 COMMEMORATION

THE CONSISTENCY AND EFFECTIVENESS OF COMMEMORATIVE ACTIVITIES

“Commemoration” refers to the set of activities aimed at highlighting facts, figures, significant cultural practices and key sites from Montréal’s history. Such activities include not only the installation of monuments, war memorials, plaques and public works of art, but also urban layouts, ceremonies, statements and place name designations. The multiplicity of commemorative requests that are submitted to the city and the many possible alternatives for responding to them require an overall perspective of the city’s commemorative activities and a management strategy aimed at ensuring a sense of involvement by Montréal residents in such activities.

▶ **Formulate a commemorative strategy**

- Develop a strategy based on an overall commemorative perspective that aims for consistency in different activities falling under this heading, the identification of mechanisms for encouraging resident participation and the promotion of Montréal’s commemorative heritage.

▶ **Ensure the inclusion of commemorative activities within the city’s different kinds of activities**

- Include commemoration within the city’s other activities, such as those pertaining to the layout of public spaces, to public art and to cultural activities, and consider that these kinds of activities serve to transmit the collective memory.
- Study the possibility of presenting traces of the past and intangible aspects of heritage, such as natural features (former shorelines, canalized rivers), archaeological remains, large structures and buildings that have disappeared (cemeteries and forgotten burial grounds, the old parliament building in Place D’Youville, etc.) in their existing locations.

▶ **Develop mechanisms for promoting involvement by residents in their commemorative heritage**

- Set up an active commemorative program associated with recurring community, educational cultural and representational activities (events, tourist circuits, etc.), publications and signs that will serve to keep alive commemorative signs and objects and publicize this commemorative effort among the public.
- Promote the emergence of original active commemorative efforts by conducting seminars, workshops and interdisciplinary projects.

5.1.5 TOPONYMY

THE CONSISTENCY OF TOPONYMY THROUGHOUT THE CITY

Toponymy is the process of assigning place names. Each such name contains a generic component (e.g.: street), which describes the type of entity in question and another component (e.g.: Notre-Dame) that identifies the place. Toponymy is an ongoing city activity that provides an excellent means of perpetuating the memory of events, historic figures, practices and places. At the same time it is important to ensure that such names endure and are adopted by Montrealers.

▶ **Set up a consistent framework for assigning place names**

- Adopt rules and criteria for naming public places that are based on history, culture and geography, and which involve the public in the process. Such rules should favour geographic names that make reference to the contributions of the First Nations, to the histories of the city's different neighbourhoods, to ethnic and cultural diversity and to such aspects of intangible heritage as legends and former geographic names.
- Ensure the endurance of Montréal's place name heritage by establishing clear rules stipulating that such names may be changed only under exceptional circumstances.
- Consider the possibility of naming certain locations and public spaces situated in the vicinity of municipal buildings, halls and gathering places.

▶ **Promote the adoption by Montrealers of their place name heritage**

- Develop practices and tools to promote the adoption by Montrealers of their place name heritage, through such means as including name origin information on street signs and by publishing place name directories.



5.2 THE CITY—AN EXEMPLARY OWNER

Issues and Proposed Actions

THE CITY MUST TAKE THE NECESSARY STEPS TO BECOME AN EXEMPLARY OWNER

To serve as an exemplary leader in the heritage field, the city must increase its knowledge of its own heritage, explore the possibilities of obtaining outside support in its efforts to preserve and promote its heritage and also earmark the funds needed to implement such efforts. This municipal contribution, which is essential to improving the city's quality of life and to sustainable development, bring about an additional sense of responsibility in terms of individual and collective heritage efforts..

▶ **Increase knowledge of municipal heritage**

- Update and improve the inventory of municipal properties of heritage interest, including objects and other elements such as modern heritage buildings and known or potential archaeological sites.
- Prepare an inventory of Montréal's landscaped heritage, including such features as prominent trees and stands of trees.
- Prepare an inventory of and document municipal engineering structures of heritage interest.
- Further develop inventories of and documentation on public art.
- Publicize the city's municipal heritage and provide access to it through such means as open house events and other promotional activities.
- Set up methods of communication that serve to publicize model municipal initiatives in renovating, preserving and maintaining heritage properties owned by the city.

▶ **Seek involvement by the city's partners in promoting the city's heritage**

- Develop mechanisms that support the creation of partnerships serving to preserve and to promote municipal properties.
- Seek sponsorships and partnerships for presenting municipal properties, particularly in the field of natural heritage.

▶ **Give a high priority to heritage in the city budget**

- Establish a city fund in the three-year program of capital expenditures that will allow the corporate departments and borough services to restore municipal properties of heritage interest.

5.2.1 NATURAL HERITAGE

THE PRESERVATION AND PROMOTION OF MONTRÉAL'S NATURAL HERITAGE

Natural and little altered environments represent a collective wealth to be preserved and promoted. Most such natural reserves are found in large nature parks owned by the city and located within the historic and natural district of Mount Royal. Such sites give the public increased contact with native woodlands, wetlands, islands and bodies of water.

▶ **Ensure the sustainability of our natural environments**

- Formulate strategies of preservation, development, promotion and integrated management aimed at minimizing the adverse impact of increased use, evolving needs and urban development.
- Formulate preventive maintenance and ecological management strategies for the city's natural heritage to ensure its preservation, particularly in such delicate environments as shores and islets.
- Proceed with the acquisition of additional natural sites.

5.2.2 BUILT, ARCHAEOLOGICAL AND LANDSCAPED HERITAGE

THE PRESERVATION AND PROMOTION OF MUNICIPAL BUILDINGS

The city owns many properties of heritage interest on which it performs maintenance, renovation and restoration work. In addition to forging potential partnerships and allocating adequate budgets for preserving municipal heritage structures, the city must contend with the fact that some such buildings lie vacant. Municipal real estate transactions must also be considered in light of their potential impact on Montréal's heritage.

▶ **Promote the emergence of projects that will permit the occupation, preservation and promotion of vacant heritage buildings**

- Explore new means of developing projects that will permit the occupation, preservation and promotion of vacant heritage buildings.
- Pursue municipal efforts to support cultural and socio-community organizations aimed at providing them with space and facilities through the use of surplus municipal buildings, where appropriate.

▶ **Incorporate the issue of heritage in the real-estate transaction projects of the city and of its paramunicipal agencies**

- Consult with the public on plans to transfer buildings, particularly with respect to planned changes of use.
- Make sure that plans to transfer buildings take their heritage qualities into account.

▶ **Preserve and promote public works**

- Develop specific methods for promoting municipal engineering structures of heritage interest (bridges, viaducts, the water supply system, etc.).

PRESERVING AND PROMOTING ARCHAEOLOGICAL RESOURCES LOCATED ON MUNICIPAL PROPERTIES

The city has undertaken efforts to locate and to assess prospective archaeological sites situated on its properties and on those of its corporations (vacant city land, public rights of way, parks, basements of heritage buildings and adjoining lands). All such heritage properties must be identified before city projects get under way. Such an effort requires short- and long-term planning. The relevant information must be directly available to those concerned to ensure that it is taken into account and to avoid delays during project implementation. An effort must be made to speed up the process involved in compiling an inventory of these resources and in optimizing the scope and effectiveness of existing management tools.

► Improve the management framework for archaeological resources located on municipal properties

- Continue to produce the inventory of potential archaeological sites.
- Determine the scientific, educational and symbolic values of different archaeological sites and identify those that might qualify for protection under the *Cultural Property Act* (R.S.Q., c. B-4).
- Formulate means of protecting municipal archaeological sites.
- Georeference sites and link up with existing computer databases.

PRESERVING AND PROMOTING MONTRÉAL'S LANDSCAPED HERITAGE

Major parks and developed green spaces are also part of Montreal's heritage. They comprise both natural (ecological) and cultural (landscaped) components. Some parks are particularly significant because of their recognized heritage character, the exceptional beauty of their landscapes, their ties with historical events, the fact that they were produced by a renowned designer or the natural features they include. Through the maintenance, development, expansion and acquisition of new green spaces, the city keeps nature a part of the cityscape and makes it accessible to the public.

► Ensure the permanence of landscaped sites and settings of heritage character

- Define the concept of landscaped heritage in terms of its natural and cultural features and identify landscapes of heritage interest based on both natural and cultural (geomorphologic, hydrographic, horticultural, artistic, identity-based, historical, etc.) criteria.
- Formulate strategies of preservation, development, promotion and integrated management aimed at minimizing the adverse impact of increased traffic resulting from use or due to evolving needs and urban development.
- Formulate preventive maintenance and ecological management strategies for landscaped heritage.
- Design monitoring mechanisms to ensure preservation of the municipal landscaped heritage consistent with requirements imposed on residents, such as those pertaining to tree removal.
- Examine opportunities for creating new sites.

HERITAGE AND THE PUBLIC DOMAIN

The public domain consists of squares, passages, streets, alleys and so forth. This structure is part of Montréal's heritage and provides a distinct perspective on the city's development and the organization of its urban space.

▶ **Preserving the street layout**

- Confirm the long-term survival of the street layout through clear rules establishing that streets, alleyways and pathways inherent to or contributing to the urban fabric's heritage interest may be eliminated only under exceptional circumstances.

▶ **Develop expertise and innovation in terms of the respectful treatment of heritage on the public domain**

- Design a means of coordinating work and establish a mechanism for carrying out operations on the public domain and, where appropriate, conduct a study assessing the impact of such work and operations on all aspects of heritage, including urban furniture.
- Identify certain outstanding sites situated on the public domain that contribute to Montréal's identity and use them to produce exemplary projects in the areas of planning, development and maintenance.

▶ **Take natural and landscape features into account**

- From the start of the planning phase, define clear rules concerning landscape that will permit an integrated process of enhancement and of recognition.
- Take into account such natural and landscape components as topography, hydrography, plant life and so forth when designing plans and infrastructure networks.
- Include means of preserving landscaped heritage, particularly with respect to trees that are prominent and that border publicly accessible shorelines, when drawing up management and maintenance plans.
- Preserve tree alignments by taking appropriate measures such as care in the planting and in the selection, protection and replacement of different species.
- Continue to seek alternatives aimed at optimizing the chances for survival of trees in urban settings.

5.2.3 PUBLIC ART

MAINTAINING THE QUALITY OF THE CITY'S COLLECTION OF ARTWORK

The city acquires, preserves and displays artwork in the course of projects involving the design of public spaces and the construction or renovation of corporate buildings. The Plan d'action en art public (action plan on public art) that was adopted in 1989 should be updated in the view of past experience so as to harmonize municipal activities in this area throughout the city.

- ▶ **Provide exemplary leadership in managing the body of public art**
 - Update the *Plan d'action en art public* to ensure consistency within the municipal collection.
 - Include public art in project planning and in financing packages for municipal activities.
 - Provide special training to the maintenance team responsible for public art.
 - Detail and formalize with the artists maintenance protocols and mechanisms aimed at ensuring the long-term survival of contemporary works of art.

5.2.4 MOVABLE HERITAGE

AN OVERVIEW OF MUNICIPAL EFFORTS WITH RESPECT TO ITS MOVABLE HERITAGE

Montréal's heritage collections make a significant contribution to knowledge of the history of Montréal, as well as to that of Québec as a whole. However, the city's collections result more from a process of historical evolution than from that of consistent planning by the various administrative entities concerned. Portions of the city's movable heritage can thus be found in collections of the city's museums, scientific institutions and libraries, as well as in archival, archaeological, artistic and ethno-historical collections that were put together as the result of activities by different city departments. This heritage also includes miscellaneous objects not grouped in collections, such as corporate, industrial and urban equipment and furniture, as well as significant, protocol-related and other artefacts. Municipal activities concerning movable heritage include acquisition, preservation and promotion of articles and dissemination of knowledge about them.

- ▶ **Develop municipal efforts in the area of museology to encourage the creation, preservation and promotion of collections**
 - Define a diagnostic portrait of municipal efforts with respect to museology (museums, archives, libraries and other municipal institutions).
 - Define policies with respect to municipal museology, including identification and clarification of the roles of all departments and players involved in undertakings, as well as their operational and developmental requirements.

- ▶ **Ensure an overview of the city's movable heritage**
 - Draw up a comprehensive portrait of municipal efforts regarding its collections, by documenting:
 - The types of activities, players and municipal resources and existing tools (by-laws, activities, facilities, expertise, programs, etc.).
 - The contents of each collection.
 - Prepare an inventory the city's movable heritage which is not included in the collections.
 - Recognize and develop the mandates of units responsible for municipal archival, archaeological, artistic, documentary, natural science and ethno-historical collections.
 - Instil into the municipal practices of all city departments a sense of concern for preserving objects that are significant in terms of the city's history.
- ▶ **Ensure consistent management of the city's movable heritage and its collections, by establishing a comprehensive municipal strategy and specific policies pertaining to each collection and to all movable heritage properties not included in a collection**
 - With respect to the building of collections:
 - Develop terms and conditions for acquisitions, including specific committees, where appropriate.
 - With respect to preservation:
 - Assess the status of municipal collections, as well as the relative needs for preserving, storing and identifying the available resources.
 - Assess the status of the movable heritage and identify which facilities, equipment and materials are required to preserve it, placing special short-term emphasis on objects of Expo '67 and industrial furniture.
 - Ensure that preservation efforts be incorporated into the day-to-day management process.
 - Consolidate the work of the Centre des collections muséales de Montréal, which includes a portion of the municipal collections.
 - With respect to outreach, dissemination and promotion efforts:
 - Build on municipal collections to disseminate knowledge of Montréal's heritage.
 - Carry out dissemination and educational projects in conjunction with the departments responsible for collections and for municipal outreach facilities (museums, cultural centres and scientific institutions), as well as with other private and public partners.
 - Retrieve data from existing information systems on all municipal collections and make it available over the city's Web site.

5.2.5 ARCHIVAL HERITAGE

BETTER ACCESS TO MUNICIPAL ARCHIVAL HERITAGE

Stacked end to end, the documents that make up Montréal's vast archival heritage would run more than four kilometres in length. This heritage, which covers more than 200 years of history, is a rich and diversified source offering deep insights into the city's past. Montréal's archives also constitute a mass of information that is essential to documenting its built, archaeological, artistic and other forms of heritage. Information technologies have at the same time made it easier to provide an ever larger body of archives to different audiences concerned with history, as well as to experts on heritage.

► **Create a single body of Montréal's public and private archives**

- Encourage individuals and businesses with significant holdings of private archives to entrust them to Montréal's archival services.

► **Ensure consistent management of corporate and borough archival heritage**

- In terms of acquiring archives:
 - Develop and implement plans for the conservation and disposal of archives.
 - Articulate and promote a policy of acquiring private archives.
- In terms of treatment:
 - Finish the preparation of inventories of archival heritage.
 - Select and definitively process archival collections of great value.
- In terms of preservation:
 - Conduct an analysis of the situation.
 - Formulate an action plan and take the necessary measures to implement it.
- In terms of dissemination and promotion:
 - Provide virtual archival exhibits on the city's Web site.
 - Develop the city's *Guide des archives*.
 - Participate in conjunction with municipal departments and other institutions in exhibitions that present the city's archives.



5.3 THE CITY— AN EXEMPLARY ADMINISTRATOR

Issues and Proposed Actions

THE CITY SHOULD TAKE THE NECESSARY MEASURES TO BECOME AN EXEMPLARY ADMINISTRATOR OF ITS HERITAGE POLICY

In assuming its role of administrator, the city should rely on a sound knowledge of its history and of its heritage, on partnerships and on a legislative framework that reflects the expanded concept of heritage that has developed over the past few decades.

The city should acquire an overview of the situation so that it can act consistently not only in attributing recognition statuses, but in administering the properties and sites covered by such statuses.

The city should elaborate rules to guarantee the quality and the objectivity of studies that will serve as foundations of its decisions, refine and reinforce its regulatory framework and ensure that its building regulations are consistent with goals pertaining to the preservation and promotion of heritage.

The city should make wise use of its grant programs. When possible, it may also replace them or combine them with other new types of incentive measures.

While refining and developing its management tools, the city should also continue efforts aimed at publicizing certain aspects of its identity that have garnered international renown.

► **Increase knowledge of Montréal's heritage**

- Continue to develop knowledge of Montréal's heritage and most particularly:
 - Complete existing inventories of natural heritage.
 - Continue and enhance inventories on sectors and buildings of heritage interest named identified in the *Master Plan*, particularly with respect to modern and to industrial heritage.
 - Complete the inventory of major institutional properties that was begun under the *Master Plan*.
 - Complete the inventory of places of worship produced by the Fondation du patrimoine religieux du Québec and the Ministère de la Culture et des Communications du Québec (by including an assessment of the urban and landscape components and by extending this inventory to buildings that were constructed between 1945 and 1975, as well as to vacant buildings).
 - Prepare inventories of cemeteries, wayside crosses and votive chapels that are of heritage interest.
 - Complete the inventory of educational heritage compiled by the Commission scolaire de Montréal by promoting and by supporting similar initiatives in other school boards and educational institutions.

- Complete inventories of lands identified as being of archaeological interest in the *Master Plan* to assess the quality of preservation of the physical environment, to locate preserved archaeological sites and to take steps to protect archaeological heritage as a precautionary measure.
 - Prepare an inventory of prominent trees and stands of trees and add to inventories on landscaped heritage.
 - Produce an analytical portrait of intangible heritage, particularly with respect to festivals, events, parades, collections, documents, archives and other means that serve to maintain and to convey recollections of intangible heritage.
 - Develop document management techniques that facilitate access to and the use of acquired knowledge.
 - Design mechanisms that serve to promote Montréal's heritage and existing sources of information.
- ▶ **Develop partnerships that support the city in its role as administrator**
- Establish partnerships with public (the different levels of government, educational institutions, public archives, etc.) and private (specialized research centres, residents, etc.) stakeholders to pool information and expertise and to discuss common issues related to inventory practice, documentary research, preservation, funding, etc.
 - Develop a coordinated strategy with the Centre de sécurité civile and other Montréal-based partners to ensure that heritage is safeguarded in the event of a disaster.
- ▶ **In conjunction with the Ministère de la Culture et des Communications du Québec and the Commission des biens culturels du Québec, update the municipal component of the *Cultural Property Act (CPA)* to protect a wider range of cultural properties**
- Assess existing tools and consider special problems posed by certain types of heritage properties.
 - Review the possibility of attributing heritage statuses under the municipal component of the CPA to such new types of cultural properties as interiors, archaeological sites, prominent trees and stands of trees, as well as street layouts.
 - Review the possibility of making amendments to the CPA to govern protection of archaeological heritage properties that are situated on private property, along with the development of appropriate funding mechanisms.
 - Examine the possibility of including a "notice of intention" process in the municipal component of the CPA, and the possibility of defining protected areas for historic monuments cited by the city.
 - Consider the possibility of obtaining amendments to the CPA that would permit the city to grant a reduction in property taxes for properties protected under the municipal component of that act.
- ▶ **Develop an overview of heritage recognition and management**
- Seek consistency in the selection and treatment of properties and sites protected under the municipal component of the *Cultural Property Act*
 - Pursue development of selection criteria for buildings and sectors of potential citywide value considering particularly modern and industrial heritage.
 - Elaborate a strategic plan for assigning heritage recognition statuses including sites identified in the *Master Plan*.

- Support the municipal status assignment plan with a communications strategy aimed at making residents aware of the reasons for municipal action on the subject, of the status assignment process and of the implications for owners of properties covered by the *Cultural Property Act*.
 - Hold information sessions in the boroughs aimed at making property owners aware of city intentions prior to initiating the status assignment process.
 - Seek a more consistent management of protected properties under the *Cultural Property Act*
 - Harmonize objectives and parameters for the management of properties and sites protected under the municipal component of the *Cultural Property Act*, with the aim of acquiring an overview of the manner in which they are developed and promoted.
 - Produce a master plan for promoting each heritage site.
 - Streamline the management of properties and sites protected under the provincial component of the *Cultural Property Act* and define common management parameters.
 - Finalize the development of tools needed to manage Old Montréal, Mount Royal and other heritage status properties and sites that are currently being administered by the Ministère de la Culture et des Communications du Québec.
- **Adopt appropriate regulations and exert strict control over heritage-related actions**
- Institute a general framework for the heritage studies required as part of the project assessment process that includes clear guidelines on the expected result as well as a rate structure enabling the city to commission and to supervise these studies.
 - Strengthen mechanisms aimed at ensuring compliance with regulations (inspections, fines, etc.).
 - Review current management practices for demolitions, including documentation procedures.
 - Continue to study the city’s territory and the pressures exerted on it in view of making a proposal at an opportune time of appropriate regulatory measures, particularly with respect to little known aspects of the built heritage.
- **Seek integration of construction regulations as a positive factor in preserving the architectural heritage**
- Draw up a list of typically unfortunate situations.
 - Adopt amendments to ease regulations that specifically pertain to situations involving the preservation of architectural heritage for buildings not covered by provincial regulations.
 - Make representations to the Régie du bâtiment du Québec to ensure that the same kind of action be taken with respect to buildings covered by provincial by-laws.
 - Make representations to the Régie du bâtiment du Québec to introduce the idea of preserving the built heritage as one goal of a goal-oriented code.
- **Ensure optimal use of resources in programs aimed at the preservation, promotion and dissemination of heritage**
- Consider setting priorities that will take different kinds of situations (disadvantaged sectors, serious problems pertaining to reuse or restoration, etc.) into account in awarding grants.
 - Ensure that grant programs, such as those aimed at the Mount Royal historic and natural district, include protection for archaeological and landscape features.

- Negotiate the updating of standards for programs that provide financial assistance to educational activities contained in the agreement between the city and the Ministère de la Culture et des Communications du Québec pertaining to cultural development.
 - Negotiate with the Ministère de la Culture et des Communications the creation of a financial assistance program for properties and sites that have an archaeological component and for archaeological sites located on private property that are protected under the *Cultural Property Act*.
- ▶ **Include a heritage component in grant programs that do not specifically cover the preservation and promotion of heritage**
- Assess how grant programs effect landscaped, archaeological and built heritage.
 - Assess the opportunity of incorporating a heritage component to certain existing programs and of extending good practices to all programs.
- ▶ **Set up effective incentive measures aimed at preserving and promoting heritage**
- Create tax incentives designed to supplement or to replace “traditional” grant programs.
 - Introduce measures within existing programs that will serve to foster respect for heritage (through such means as restoration rather than replacement).
 - Evaluate the possibility of reducing taxation to foster maintenance of built heritage in certain cases.
 - Evaluate the possibility of taxing unoccupied properties.
 - Develop methods of assessing the positive benefits of efforts to preserve heritage.
- ▶ **Ensure the international influence of Montréal’s heritage**
- Continue efforts that have been made to include Montréal on UNESCO’S list of world heritage sites under the theme Montréal, plaque tournante océanique et continentale (Montréal, A Continental and Trans-Oceanic Turntable) taking into account the importance of the Lachine Rapids.
 - Take advantage of opportunities to publicize Montréal’s heritage by participating in and by hosting international events such as seminars and exhibitions, as well as municipal, provincial and federal missions.

5.3.1 NATURAL HERITAGE

THE PRESERVATION OF MONTRÉAL'S NATURAL HERITAGE

*In view of the fact that Montréal is almost fully urbanized, the city, as part of its efforts to plan and to monitor development, must seek to preserve natural geomorphic, topographic, hydrographic and other features of sites that have not yet been subdivided, along with its shorelines and islets. One key issue in this process is to ensure the sustainability of ecoterritories covered by the *Politique de protection et de mise en valeur des milieux naturels* (policy on protecting and promoting natural environments) and for which detailed planning is called for in the Master Plan. A large part of these ecoterritories are located in the vicinity of existing nature parks.*

► **Ensure the sustainability of natural environments of heritage interest**

- Institute innovative and coordinated land management strategies, as a complement to the *Politique de protection et de mise en valeur des milieux naturels*, particularly for natural environments and ecoterritories.
- Define criteria for maintaining the topographic, hydrographic and plant characteristics used in determining new subdivision and development plans, as well as new street layouts.
- Include natural heritage in land development and management strategies, master plans and policies, such as the *Plan stratégique de développement durable de la collectivité montréalaise* (strategic plan for sustainable development of the Montréal community).

5.3.2 BUILT, ARCHAEOLOGICAL AND LANDSCAPED HERITAGE

CONTINUING TO PROMOTE AND RECOGNIZE LOCAL HERITAGE IN CONFORMITY WITH LOCAL CHARACTERISTICS

Local heritage determines the character of our neighbourhoods and influences the quality of our living environments. Most of Montréal's heritage falls into this local category and consists of institutional, commercial and residential buildings, as well as neighbourhood parks. The preservation of neighbourhood identities depends on protecting local heritage. Urban planning by-laws have protected local heritage for more than a decade by defining sectors based on their heritage characteristics and by ensuring that qualitative criteria apply to the evaluation or analysis of operations planned for such sectors. Such management mechanisms have generally been applied to residential and commercial heritage, but less attention has been paid to other forms of heritage, such as those pertaining to the educational sector. The boroughs are now responsible for administering local heritage properties, pursuant to the measures set out in the complementary document of the Master Plan.

► **Refine tools for improving management and awareness of local heritage**

- Continue to develop the Grand répertoire du patrimoine bâti de Montréal and publish it on the Web.
- Enhance the role played by the complementary document of the *Master Plan* to ensure the consistency of efforts made to preserve and to promote heritage.
- Support efforts by the school boards to acquire a better knowledge of their built heritage and to disseminate this information among the public.
- Consider means of ensuring the preservation and the promotion of educational institutions in recognizing the structural role they play in the layout of Montréal's neighbourhoods.

MAKING THE PRESERVATION AND PROMOTION OF THE CITY'S RELIGIOUS HERITAGE A PRIORITY ISSUE

The wealth, diversity and quantity of religious heritage help to structure and to forge the identities of Montréal's neighbourhoods. In the absence of a comprehensive perspective on this issue, decisions as to the preservation, transformation and demolition of these prime examples of our past are currently made on a case-by-case basis, which could result in the loss of key components of this heritage.

An overview of the controls pertaining to projects involving places of worship would help in establishing priorities and preservation measures tailored to different situations. Until such a perspective has been adopted, however, interim management tools are needed to oversee the process of reviewing the transformation and demolition plans that continue to be submitted to the city.

Convent properties are often surrounded by vast landscaped sites that are subject to strong development pressures. Their reuse for other purposes should also be based on a comprehensive framework of assessment that ensures the maintenance of their essential heritage qualities with respect to both landscape and buildings.

The issues related to cemeteries pose special challenges for Montréal. Any operations conducted on such sites should pay tribute to the memories they preserve and their sacred nature. This means that an evaluation must be made of the long-term impact on the landscape of new forms of burial. Furthermore, a special approach is required whenever old cemeteries and burial sites are discovered.

Finally, the rare wayside crosses and votive chapels represent traces of a former way of life and pose a heavy maintenance burden on their owners.

► **Establish an overview of the criteria used in assessing projects involving structures that were originally designed as places of worship**

- Refine the system of classification of places of worship used in the inventory of the Fondation du patrimoine religieux and the Ministère de la Culture et des Communications so as to include a prioritised set of mechanisms appropriate to their maintenance. For example, under this project assessment framework, a place of worship that is considered to be of major heritage interest could be assigned legal protection status and be authorized for use that is highly consistent with its character. A different place of worship that is of lesser importance could be transformed and reused with the only requirement being to preserve its external appearance.
- When finding new uses for places of worship, put special emphasis on public and community functions.

- Gather knowledge on reusing places of worship and seek interesting examples and innovative solutions.
 - Encourage occupancy plans for places of worship, particularly by considering potential tax incentives and techniques for matching the availability of structures that are no longer in use with real-estate market needs.
 - Participate in discussions on the creation of a trust that would take charge of certain places of worship.
 - Until a framework has been established for assessment projects pertaining to places of worship, establish tight controls over demolition projects and institute interim regulatory measures.
- **Maintain the characteristics of convent properties that are of heritage interest**
- Acquire management and planning tools that will make it possible to maintain the essential qualities of convent properties of heritage interest. Such tools should in particular be applied to the inventory that was produced in 2002 by the Fondation du patrimoine religieux, the Ministère de la Culture et des Communications du Québec and the Mission Patrimoine Religieux.
- **Maintain the landscape features of cemeteries of heritage interest**
- Acquire knowledge about and appropriate management tools for maintaining the heritage and the landscape features of cemeteries, while maintaining their operations.
 - Explore methods for ensuring the preservation and presentation of heritage in cemeteries.
- **Ensure the preservation of Montréal's wayside crosses and votive chapels**
- List the wayside crosses and votive chapels that are of heritage interest to make them better known, to protect them and to provide help to their owners to preserve them.

PRESERVATION AND PROMOTION OF INSTITUTIONAL PROPERTIES THAT ARE OF HERITAGE INTEREST

Institutional properties have their own wide and complex variety of different features. Such properties include Montréal's hospitals and university campuses. The expansion, the reuse for other or similar purposes, the parcelling of the vast lands that often surround them and the maintenance of a balance between landscape and structural components are some of the factors that must be considered in their preservation and promotion.

- **Favour approaches to the preservation and promotion of institutional heritage that take its complexity into account**
- Develop suitable regulatory mechanisms for preserving significant architectural and landscape features, as well as for maintaining consistent institutional or community uses, accompanied by innovative approaches for preserving and promoting this heritage.
 - While awaiting the introduction of custom-tailored regulatory mechanisms, design interim measures that will ensure the enlightened and prudent short-term management of permit requests in order to protect the city's institutional heritage.

PRESERVING THE MEMORY OF MONTRÉAL'S INDUSTRIAL PAST

Montréal contains both industrial structures built into the urban fabric of its neighbourhoods and major industrial complexes that are of heritage interest. The Master Plan lists such sectors and buildings as the Havre de Montréal, the sector located along Notre-Dame Street East, the Lachine Canal, the CN shops, the Dominion Bridge complex, the archaeological sites of Pointe-des-Seigneurs and the locks at Côte-Saint-Paul. Certain complex sectors that are rich in history have been scheduled for redevelopment in the short term.

► **Make enlightened choices in developing industrial sites and in acquiring suitable management tools**

- Document and study the components of industrial complexes that are of heritage interest.
- Define operational priorities and methods based on criteria tailored to the specific features of industrial heritage, placing special emphasis on the reuse of buildings as artists' studios or for other suitable purposes.
- Develop management tools that will ensure the enlightened and prudent short-term management of permit requests.
- Favour approaches to project planning and development and project assessment criteria that comply with the industrial nature of the sites (in terms of their subdivision, the structure's layout, the presentation of building remains at their original sites, infrastructure, equipment and other relics).

PRESERVATION AND PROMOTION OF ARCHAEOLOGICAL HERITAGE

Archaeological heritage is present in public spaces, vacant lots, public rights of way, cellars of old buildings, gardens, and so forth. Whether above or below ground, such heritage is particularly vulnerable in view of current urban development demands at a time of unprecedented growth in the real-estate sector and increasing opportunities to use underground space (transportation, parking, utility conduits, development projects, etc.). An effort must also be made to harmonize measures for protecting government, municipal and private properties. The federal, provincial and municipal governments own archaeological sites that are of importance to Montrealers and each answers to different legal and administrative requirements, while generating grant-aided projects that have an impact on this archaeological resource. Qualitative objectives in terms of preserving and promoting the archaeological heritage must be defined and shared. The city must also continue the process of interpreting and disseminating information about Montréal's archaeological heritage. Archaeological information that is retrieved should ultimately make a substantial contribution to knowledge of the territory and to its development.

► **Introduce new measures for protecting archaeological heritage based on shared objectives**

- Adopt a set of principles and guidelines that are shared by the three levels of government.
- Negotiate with the Government of Québec to ensure that archaeological heritage is duly considered in such joint programs as that of the Société d'habitation du Québec.
- Require in certain municipal programs that private owners conduct archaeological assessments.
- Finance and carry out studies of archaeological potential and on site inventories so as to precisely locate resources in the different sectors identified in the *Master Plan* and make sure that these resources are protected and promoted in conjunction with government bodies and private owners.

- ▶ **Develop operations aimed at raising awareness and at disseminating information on archaeological heritage**
 - Accelerate the process of review and interpretation that takes place following excavations and make such results public.
 - Make the sites of archaeological digs accessible to the public.
 - With the support of municipal and private cultural institutions, promote archaeological heritage on its original sites through the use of teaching tools, and through the preservation of remnants and reminders of events.
 - Promote the development of a thematic interpretative network.
- ▶ **Develop and share knowledge and expertise on the topic of archaeological heritage**
 - Formalize a shared information network on archaeological research throughout the city.
 - Pursue joint ventures with the academic community, professional associations and national and international organizations devoted to the protection of archaeological heritage, with a view to promoting events that will permit transfers of expertise and the dissemination of information on Montreal's achievements.

PRESERVATION OF MONTRÉAL'S LANDSCAPED HERITAGE

The landscape contains both natural (ecological) and cultural (man-made) components. Landscaping of certain privately owned properties serves to enhance the heritage qualities of architectural complexes or neighbourhoods, while providing an oasis of greenery within an urban setting. It is also of prime importance to preserve features of the landscape that represent successive uses for the land (rural complexes, summer cottages, large estates, etc.), in terms of trees, gardens, shorelines and access to water.

- ▶ **Ensure the permanence of landscaped and natural sites and settings that are of heritage interest**
 - Define the concept of landscaped heritage based on natural and cultural features and identify landscapes that are of heritage interest based on criteria pertaining to both natural and cultural features.
 - Integrate the concept of landscaped heritage into urban management practices, particularly with respect to natural environments and ecoterritories, to complement the *Politique de protection et de mise en valeur des milieux naturels*.
 - Set criteria for the maintenance of landscape characteristics that apply to subdivision and development plans, as well as to new street layouts.
 - Integrate landscaped heritage into urban management and development policies, master plans, and strategies, such as the *Plan stratégique de développement durable de la collectivité montréalaise*.
- ▶ **Establish mechanisms for preserving and promoting prominent trees and stands of trees**
 - In conjunction with the *Politique de l'arbre de Montréal* (Montréal tree policy), define common criteria for identifying prominent trees and stands of trees throughout the whole city.
 - Formulate maintenance guidelines aimed at extending the lives of trees and disseminate this information among residents.
 - Formulate and enact regulatory measures aimed at preserving trees.

PROMOTION OF HERITAGE THROUGH PROJECTS WITH STRATEGIC IMPACT

Various complex urban projects require multidisciplinary approaches and may serve as opportunities to promote heritage.

- ▶ **Include heritage in the development of urban projects, while recognizing its ties to the urban fabric**
 - Study Montréal's urban development and the diversity of its urban structures and landscapes to guide decisions on development and to influence contemporary production.
 - Together with all concerned parties, produce a progress report on how well heritage interests are considered in the procedures for and in the results of competitions on architecture and development.

5.3.3 PUBLIC ART

PRESERVATION OF THE BODY OF ARTWORK LOCATED ON PRIVATE PROPERTY

Certain artwork that contributes, through its scale or visibility, to the quality of the urban landscape, is situated on private land and is not specifically subject to municipal regulation.

- ▶ **Protecting the body of artwork located on private land**
 - With the assistance of the city's partners and based on existing inventories, define the scope of the body of artwork to be protected, identify issues and establish an action plan.

5.3.4 ARCHIVAL HERITAGE

CONTINUE ACTIVITIES INVOLVED IN THE CREATION, TREATMENT, PRESERVATION AND PROMOTION OF ARCHIVAL HERITAGE

The Groupe-conseil sur la Politique du patrimoine culturel du Québec,¹ states that archival documents [TRANSLATION] "serve to provide valuable information on buildings and public spaces, while it is economic and social events that give them meaning. The more ordinary documents provide such information as street widths and selections of materials, the manner in which lands were shared, the numbers of beds in hospitals, the selection of schoolbooks . . . and of students. Of no apparent value on their own, such documents make it possible, when situated in their proper context, to write history." To let this kind of "discreet" heritage play its proper role within Montréal's overall heritage, we must recognize the functions and responsibilities of the many parties who may possess, conserve and safeguard such documents. Such expert organizations as the Groupe d'archivistes de la région de Montréal (GARM), which has been active for the past two decades in the area of private archives, is a model in this field. Like other Montréal-based partners, this organization should receive support and use should be made of its expertise.

- ▶ **Creating a body of Montréal's public and private archives**
 - Encourage individuals and businesses with significant holdings of private archives to entrust them to Montréal's archival services.
- ▶ **Promote the processing of Montréal's public and private collections**
 - In conjunction with the Library and Archives Canada and the Bibliothèque et Archives nationales du Québec, support Montréal's archival services in their sorting, classification and description of archives.
- ▶ **Foster conditions conducive to the preservation of Montréal's public and private archives**
 - Opt for generally recognized standards in terms of permanent preservation of archives.
 - Promote the application of these standards to all of Montréal's public and private archives.
- ▶ **Promote the archives**
 - In conjunction with Library and Archives Canada and the Bibliothèque et Archives nationales du Québec, support Montréal's archival services in their efforts to promote Montréal's archives.
 - In conjunction with the GARM and the Montréal archival community, produce a Web portal providing public access to all of Montréal's archives.

5.3.5 INTANGIBLE CULTURAL HERITAGE

INTANGIBLE CULTURAL HERITAGE: A KEY TO THE IDENTITY OF MONTREALERS

Intangible cultural heritage not only serves to confirm traditional popular culture and reflect cultural diversity, but it is also essential to community life. Intangible heritage is a relatively new concept and its contents are dispersed, poorly documented and little known to Montrealers. Its definitions are broad and often difficult to apply in an urban setting and to the specific culture that embodies Montréal's intangible heritage. Because of the role of intangible heritage in building Montréal's identity and renown, it must be viewed in terms of the city's history, its urban culture and its territory. To achieve this goal, intangible cultural heritage must be considered as a whole. Mechanisms must be established to promote it and to win it recognition. Criteria and other tools must be established to define the city's priorities in providing support to the community that preserves, defends, publicizes and enlivens such heritage.

- ▶ **Extend knowledge and define criteria aimed at delineating the city's sphere of action with respect to intangible cultural heritage**
 - Locate, document and analyze the intangible cultural heritage present in Montreal, along with the creative achievements, knowledge and know-how, practices, popular traditions and arts arising from such heritage, by seeking the knowledge and expertise of organizations devoted to intangible heritage, researchers, museums, archivists, borough services and other specialists and practitioners dealing in this field, so as to identify:
 - Bearers, actors and practitioners of such heritage (individuals, families, groups, associations and communities operating according to social, identity-related, educational, cultural, religious, communal and other missions).
 - Creative enterprises, knowledge and know-how, practices, popular traditions and their cultural manifestations.

- Creative achievements and actual examples of such knowledge and know-how, practices and popular arts and traditions (artefacts, archives, products, etc.).
- Sites related to this heritage.
- In conjunction with partners from associations, the academic community, researchers and members of the tourism industry, define the city's sphere of action by developing and by applying criteria that serve to target:
 - Components of intangible heritage, such as creation, knowledge and know-how, practices, popular traditions and arts and their material examples, that are rooted in the city, and that have historically influenced Montréal's urban culture or have been influenced by it and that serve as common reference markers or that contribute to Montréal's cultural diversity.
 - Creations, knowledge and know-how, practices, popular traditions and arts and their material examples and their significant cultural manifestations for the preservation, transmission, promotion, influence and enrichment of intangible heritage, as well as public adoption of such heritage.
 - Features of Montréal's intangible heritage that would benefit from being included in the city's tourism image.
- Define mechanisms for referring to other public or private bodies certain features of intangible heritage that are of local, national or international significance.

► **Recognize and promote intangible cultural heritage**

- Promote the bearers of tradition and of know-how, organizations, cultural and religious manifestations, events, associations, enterprises and individuals that bear or transmit intangible heritage.
- Create reference sections in libraries pertaining to Montréal's intangible heritage.
- Promote interactions among members of the professional community, master craftspeople or bearers of intangible heritage and residents who are learning or acquiring similar arts and trades.
- Encourage residents to take up various practices pertaining to Montréal's intangible heritage.
- Recognize and promote through the awarding of prizes or by other means the quality of work of bearers, players, practitioners and citizens working in the field of intangible heritage.

► **Ensure the preservation and promotion of intangible cultural heritage**

- For components of intangible cultural heritage that fall within the city's sphere of action:
 - Define priorities based on their contributions to Montréal's identity and cultural diversity.
 - Identify key bearers of tangible components of memory and aspects of intangible heritage (such as church and parish archives, community and association newsletters, etc.).
- Produce an inventory and assessment of all programs, discretionary resource envelopes and budgets that are directly or indirectly allocated to intangible heritage.

- Organize and structure support to intangible heritage, particularly through such means as:
 - The development of coherent support measures that take the specific context and nature of intangible heritage into account.
 - A coordinated review of different grant programs pertaining to the city's intangible heritage by the city's corporate departments and borough services.
 - The establishment, if required, of a one-stop service for requests for support from various programs associated with intangible heritage, in conjunction with the boroughs.
 - The setting of priorities, selection criteria, consultation mechanisms and means for assessing direct municipal funding (evaluations of applications under municipal and joint grant programs) and for allocating municipal resources (equipment, materials, etc.).
 - The establishment of a distinction, for grant purposes, between those public cultural demonstrations of intangible heritage and those activities that have an impact on preserving and transmitting intangible heritage, the inclusion of such heritage in other aspects of heritage and a sense of involvement by Montrealers in their intangible heritage.
- Support and provide assistance to intangible heritage organizations in seeking places for meetings and intercultural activities devoted to the practice, transmission, teaching and promotion of Montréal's heritage.
- Support the creation of a reference centre for the preservation of intangible heritage that contains documents pertaining to Montréal's heritage, with a view to making such information available for different research, training and event production activities.

1 Groupe-conseil sur la Politique du patrimoine culturel du Québec, 2000, *Notre patrimoine, un présent du passé*. Proposition presented to madame Agnès Maltais, Ministre de la Culture et

des Communications by the Groupe-conseil chaired by monsieur Roland Arpin, p. 66.



5.4 SOME STRATEGIC TERRITORIES

Issues and Proposed Actions

Some of the sectors which significantly contribute to Montréal's identity are undergoing a wide range of activities pertaining to their development, transformation, preservation and enhancement. In view of the significant heritage character of these sectors, they merit special attention under the *Policy*. The city plays a key role in this process by reconciling interests, by acting as the custodian of the collective good and by orchestrating the activities of its partners. Among the most significant of these sectors in Montréal is the waterside roadway, which highlights Montréal's status as an island, as well as Old Montréal, Mount Royal, the Lachine Canal, the Havre de Montréal, and Sainte-Hélène and Notre-Dame islands. These are not the only sectors of attraction. Other areas are also of great heritage value and some will continue to sustain equal interest in the future. The various strategic territories identified in the *Policy* do, nonetheless, stand out because of the complex issues they face, the many different forums concerned and the need to develop a common vision of their futures that demonstrates respect for their heritage interests.

IMPLEMENTATION OF THE WATERSIDE ROADWAY CONCEPT

The waterside roadway concept defined in the 2004 Master Plan recommends the promotion of heritage properties that highlight the history of Montréal's settlement along the banks of the St. Lawrence River, the lakes Saint-Louis and Deux Montagnes, the Rivière des Prairies and the Lachine Canal. Former centres of villages are scattered along this route and attest to Montréal's history. They include the villages of Sault-au-Récollet, Vieux-Rivière-des-Prairies, Vieux-Pointe-aux-Trembles, Old Lachine, Pointe-Claire and The Grove in Beaconsfield, as well as the former villages of Sainte-Anne-de-Bellevue, Senneville, Sainte-Genève and l'Île-Bizard. The Heritage Policy supports the goals of the Master Plan and seeks to expand their scope. Furthermore, in view of the unique character and historic importance of the Lachine Rapids sector, which extends through the boroughs of Lachine, LaSalle and Verdun, the Policy provides for specific heritage promotion activities.

► **Preserving and promoting the waterside roadway**

- Identify those components that contribute to the different features of the waterside roadway.
- Expand on the rules and criteria appearing in the complementary document of the *Master Plan* to provide better protection to identified components.
- Set up awareness activities that emphasize the waterside roadway concept in view of publicizing the riparian heritage of the Island of Montréal and of Île Bizard.

- Conclude agreements with major owners of sites along the river and of the small islands that encircle Montréal to preserve their shorelines and to allow for access to the water, with a view to extending the green and blue networks.
- Preserve views that overlook the water when developing the shoreline.

► **Preserving and promoting the Lachine Rapids sector**

- Support the preservation of natural environments, while maintaining the use of the lands in question.
- Support tourism and recreational activities that are consistent with goals of preserving the site.
- Continue developmental and promotional efforts putting special emphasis on partnerships.

CONTINUING TO ENHANCE OLD MONTRÉAL

Old Montréal is the site of Montréal's founding. This sector, which is classified historic district, has been the subject of considerable investment over the past few decades. It is important to develop a vision of the future around which public and private efforts aimed at this sector and its special set of problems can be organized. It may be noted that development of Montréal's old quarter as a tourist attraction represents both a plus and a minus for heritage, because of intense use of public space and the higher levels of activity that results. The rules regarding the treatment of authorization applications within Old Montréal's historical district must also be the subject of special deliberations that take all aspects of this strategic sector's heritage into account.

► **Ensuring Old Montréal's promotion**

- Continue to promote Old Montréal based on the experience of prior activities and current issues.
- Produce a review of the actions and investments that have been made, to date, in Old Montréal.
- Update the *Plan directeur d'aménagement du Vieux Montréal* (Old Montréal master plan for development) in collaboration with such local organizations as the Table de concertation du Vieux Montréal.
- Continue to produce an archaeological inventory of Old Montréal's lands that favours a preventive approach in protecting this heritage.

► **Continue to build a bridge between the historic district and the surrounding neighbourhood**

- Continue efforts that have been undertaken by the city and its partners to link Old Montréal to its surrounding neighbourhoods (covering over the Ville-Marie Expressway and rerouting traffic, particularly at the Champ de Mars intersection) and that include Old Montréal in current deliberations on the future of the old districts (faubourgs) lying outside the original city.
- Promote consensus building among organizations responsible for development of the port, the Old Port and the Havre de Montréal.

► **Promote the harmonious development of Old Montréal as a living environment and as a tourist attraction**

- Orient tourism development to ensure all-season use, while respecting the capacity and special characteristics of Old Montréal.
- Formulate an integrated management plan for the public domain.

- Promote mixed-use of buildings.
- Establish a coordinated strategy aimed at improving the quality and variety of business activities.

CONSISTENCY AND EFFECTIVENESS OF MEASURES AIMED AT PROTECTING MOUNT ROYAL

Mount Royal represents a key element of Montréal's heritage. Its preservation and promotion have awakened an awareness of heritage for many generations of Montrealers. In 2005, this recognition culminated in the Government of Québec's adoption of a decree that officially established the Mount Royal historic and natural district. Many different urban features, including major institutions, parks and cemeteries, public infrastructure and residential housing, co-exist within this district which lies across five boroughs, each of which apply their own by-laws to it. As a result, different protected heritage statuses overlap in Mount Royal. This administrative and logistical complexity favours a district-wide coordination of preservation and promotional measures. Furthermore, great pressures of real-estate development on Mount Royal's natural, developed and built spaces and its slopes require enhanced measures to preserve the district's heritage. It may be noted that the city is a major owner of heritage properties on Mount Royal. The city's parks contain natural environments, heritage landscapes, buildings, archaeological artefacts, artwork and urban furniture that warrant preservation and promotion..

► Set up coordinated measures to preserve and to promote Mount Royal

- Define in coordination with the Table de concertation de l'arrondissement historique et naturel du mont Royal a clear vision of the development of the mountain and its slopes that will make it possible to preserve the district's essential heritage features.
- Structure the city's actions to ensure consistency among different sectoral initiatives:
 - Revision of the *Plan de mise en valeur du mont Royal* (plan for the enhancement of Mount Royal).
 - Completion of the *Plan directeur de restauration, mise en valeur, gestion et entretien du parc du Mont-Royal* (master plan for restoring, promoting, managing and maintaining Mount Royal Park) based on the principles of Frederick Law Olmsted, who originally designed the park.
 - The detailed planning called for in the *Master Plan*.
 - Borough by-laws.
- Adapt and reinforce criteria for analyzing and enhancing municipal and private projects by the borough services, so as to include all features for which Mount Royal is noted, particularly its green spaces, its natural environments and woodlands falling within the boundaries of institutional properties.
- Consider options for conveying, transferring, buying and exchanging land to promote the preservation of the mountain's natural heritage and landscape.
- Consider options for conveying, transferring and exchanging buildings among the different institutions based on any increase or decrease in their activities.
- Increase access to the mountain's heritage, particularly by negotiating rights of access and of passage with the owners.

PROTECTING THE HERITAGE CHARACTER OF THE LACHINE CANAL

The Lachine Canal is known as Canada's "Cradle of Industrialization" and played a key role in the city's historical development—as it continues to play in its current growth. The city and the Government of Canada launched a revival effort for this sector several years ago. The history of the canal and the industrial complexes that are adjacent to it, as well as its neighbouring districts, is quite well documented as a result of this process. Its banks have become not only functional but attractive and new public spaces link the canal with the city. The gradual withdrawal of industrial operations and the reopening of the canal to boating is exerting pressure for accelerated development of the sector that could result in the reduction or loss of its essential features, since the canal's heritage is not protected by any special legal status. A policy on the development of the sector as a whole, which covers portions of four boroughs, remains to be formulated in such manner as to coordinate the efforts of different public and private stakeholders.

► **Set up coordinated measures to develop the Lachine Canal, while assuring the preservation and promotion of its heritage**

- Develop together with the higher levels of government and the key stakeholders in economic, social, community, recreational, tourist and real estate development, a coordinated policy on developing the entire Lachine Canal sector that will ensure the historic continuity of certain functions and encourage mixed uses and provide a schedule for investments and new projects.
- Determine the limits of the sector that is to be the subject of the detailed planning and study called for in the *Master Plan* and make sure to define links between the Canal and neighbouring districts.
- Determine the boundaries of a heritage site to be established, create it and formulate a master plan for development in view of the needs of such neighbouring districts as Old Lachine.
- Adapt and strengthen the criteria for analyzing municipal and private projects so as to include all aspects of heritage (buildings, engineering structures, landscapes, archaeology, subdivisions, the urban fabric, etc.).
- Develop dissemination activities that reach out to the public and make owners aware of the heritage qualities of their properties.

► **Ensure the enlightened and prudent short-term management of permit requests**

- Until such time that a coordinated policy has been adopted, set up interim regulatory measures aimed at protecting the heritage of this strategic sector.

PRESERVING AND PROMOTING THE HERITAGE OF THE HAVRE DE MONTRÉAL

The Havre de Montréal serves as an outstanding testimonial to the economic, political and social history of Québec and of Canada and of the metropolis's urban development. Lying at the juncture between the city and the river, the Havre de Montréal includes such districts as Old Montréal, the Port of Montréal, Sainte-Hélène and Notre-Dame islands, the mouth of the Lachine Canal, the Quartier international, the Faubourg des Récollets, old Griffintown, the Grand Trunk complex of railway shops, the northern tip of Nun's Island, the Cité du Havre and Faubourg Québec, as well as the St. Lawrence Seaway. The Société du Havre¹ has produced a coordinated plan of action with the prime goal of re-establishing the city's connection with the river in the course of developing this sector. This plan poses the major challenge of reconciling industrial, commercial, recreational, tourist and cultural activities in the sector and supporting the manner in which it is developed and promoted, as these functions are highly dependent on the many facets of its heritage.

- ▶ **Take the necessary measures to ensure that the heritage qualities of the Havre de Montréal are preserved and promoted**
 - Provide support for efforts announced in the coordinated development plan for the Havre de Montréal that are aimed at preserving and promoting this sector's heritage and that include documenting and carrying out impact studies on heritage and ensuring comprehensive and integrated project planning and implementation.

RECOGNIZING THE HERITAGE CHARACTER OF NOTRE-DAME AND SAINTE-HÉLÈNE ISLANDS

Notre-Dame and Sainte-Hélène islands feature significant landscaped, natural, archaeological, built, artistic and commemorative heritages. Because of its strategic location, Sainte-Hélène Island is home to Amerindian and French remnants, as well as to a large military complex from the days of British rule. Between 1936 and 1939, Sainte-Hélène Island, which was the city's first public park, was partly developed by famed landscape architect Frederick G. Todd. In 1967, the colossal undertaking of developing the Expo '67 world's fair site, which spanned both islands, as well as the Cité du Havre, served as an eloquent testimony of Montréal's capabilities and contributed to giving Montréal an international profile and endowing the city with a distinctive modern heritage. The 1992 creation of the Parc des Îles required considerable investments by the city and the Government of Canada to redevelop large portions of the site and to preserve and promote its heritage. Reconciling the dual mission of operating the site and of preserving and enhancing its heritage still remains a real challenge.

- ▶ **Take the necessary measures, in collaboration with the Société du Parc des Îles, to ensure the preservation and promotion of the two islands**
 - Continue the study of the heritage character of Notre-Dame and Sainte-Hélène islands, as well as of Cité du Havre.
 - Finish the work needed to create a heritage site based on the foregoing studies.
 - Update the *Plan directeur de mise en valeur et de développement du Parc des Îles* (master plan for the development and enhancement of the Parc des Îles) and specify the vocation of Parc Jean-Drapeau in view of preserving and promoting its heritage.
 - Define a set of priorities for action and preservation efforts.
 - Establish a maintenance and an integrated management plan for the site that takes into account the restoration and promotion of its heritage.

¹ The Société du Havre de Montréal is a non-profit organization born out of the Summit of Montréal. It receives financial assistance from all three levels of government. Incorporated in 2002, the organization reports to a board of directors that represents communities concerned with the development and organization of Montréal's waterfront including the governments

of Québec and of Canada, the city, numerous private sector association and industry experts. Please refer to: Société du Havre de Montréal, 2004, *Le Havre de Montréal, Vision 2025, La ville et son fleuve – Une proposition pour l'avenir*, 30 pages.

Implementation



6

- 6.1 The challenge of implementation**
- 6.2 Planning of the implementation**
- 6.3 Monitoring of the implementation**



6.1 THE CHALLENGE OF IMPLEMENTATION

Implementation

The preservation and promotion of Montréal's heritage involves responsibilities shared amongst different stakeholders. Such responsibility must be based on a collective vision of the situation and exercised through mobilization around shared goals. The challenge of implementing the *Heritage Policy* should be considered in this light.

To meet this challenge together with the Montréal community, the city intends to exert leadership in organizing heritage-related efforts. Through its role as an owner of heritage properties and administrator of heritage policy, the city intends to:

- ▶ **Develop a municipal " culture of heritage "** that provides a framework for its efforts. The city must begin by ensuring consistency in all its heritage-related activities if it is to exercise its leadership fully in the Montréal community.
- ▶ **Articulate its efforts as a city that owns heritage properties and administers heritage policy in conjunction with the partners named in the *Policy*.** This approach will gradually result in enabling all heritage stakeholders to complement each other's efforts in a coordinated manner, to draw on each other's respective skills and experience and to increase the number of opportunities for joint action to maximize human and financial investments.

The elaboration of a collective vision, the sharing of responsibilities and mobilization around joint objectives require:

An implementation planning process that establishes:

- An overall vision to guide long-term activities.
- A three-year start-up phase from 2006-2009.

A follow-up of the implementation involving:

- Coordination and consensus building among the stakeholders.
- Evaluation of how well goals have been met.
- An annual review.
- Dissemination of information on the implementation process.



6.2 PLANNING OF THE IMPLEMENTATION

Implementation

PAN OVERALL VISION TO GUIDE LONG-TERM ACTION

The *Policy*, which has been formulated in conjunction with the city's departments and borough services, identifies the city's partners and incorporates their main concerns as expressed in public hearings. It is a process of consensus which leads to the directions, goals and activities associated with the *Policy*'s implementation.

The *Policy* makes note of the quantity and diversity of issues relating to the preservation and promotion of Montréal's heritage. The scope, complexity and level of priority to be assigned to these issues vary. These issues are also a function of economic, political, social and cultural circumstances and of the convergence of sectoral initiatives within a given sector or around a common project. Priorities for action must thus be defined on the basis of long-term, clear and sufficiently flexible planning to ensure the joint pursuit of recurring activities, the ongoing background efforts pertaining to complex issues, case-by-case responses to urgent problems and the seizing upon opportunities that make it possible to accelerate certain actions.

An overall vision results from a planning process that serves to guide and to structure long-term activities. Such a process does not dictate the order of priority for directions and objectives. Rather, it is aimed at laying them out as an ongoing reminder of the many concerns pertaining to the topic of heritage. This approach makes it possible to assess the gradual achievement of goals and to update priorities of the short-, mid- and long-term implementation phases.

Establishing an overall long-term vision is the first step in the implementation process. Such a vision will be formulated in the months following the *Policy*'s adoption. It will then be made public, to facilitate an understanding of the *Policy* by all stakeholders.

THE 2006-2009 START-UP PHASE

To elicit their support from the outset, the start-up phase is being designed in conjunction with the key stakeholders.

The start-up phase begins with the production of **a complete portrait of municipal efforts in the field of heritage, including cooperation with its partners:**

- Identify the respective responsibilities of the borough services, the corporate departments, the advisory bodies, the paramunicipal agencies and key partners.

- Integrate projects with heritage components that are already included in the city's three-year program of capital expenditures, along with any initiatives, assignments, programs and special projects pertaining to heritage that are being carried out by the city departments and other efforts resulting from implementation of the *Master Plan* and other city policies.
- Identify and include existing partnerships between the city and principal heritage stakeholders and determine other partnerships that should be encouraged.

This portrait will be made public and will thus be accessible to all parties involved in the issue of heritage. The portrait will serve to spotlight efforts of the city and its partners, provide a better understanding of the many ways in which heritage issues can be built into city activities, identify common problems and provide a forum for discussing them, promote consensus building, maximize the financial and professional resources devoted to that task, stimulate the development of special efforts (emulation) and learn about different forms of cooperation with partners.

Priorities of the start-up phase will then be established.

One of the first priorities is to include a heritage component in projects and activities that are underway or that have already been planned for 2006-2009. The main goal of the start-up phase is to gradually get all the municipal, governmental and private stakeholders to complement each other's efforts in working on the same goals. During this start-up phase, great emphasis will thus be placed on improving working methods and on developing new forms of cooperation in pursuing existing activities.

The start-up phase also includes other priorities. Some have been clearly identified in the course of formulating the *Policy* and during the public hearings.

In the implementation of the system:

- Set up mechanisms to foster exchanges of information and expertise between municipal stakeholders (corporate departments, borough services, paramunicipal agencies and advisory bodies).
- Establish a mean to manage documents that makes it possible to classify the available information and documentation and to make it accessible by all.
- Organize the "heritage watch".
- Launch a Web site that provides information on the implementation of the *Policy*.
- Develop know-how and methods for preserving natural and landscaped heritage and taking this heritage into account in urban planning and management efforts.
- Implement mechanisms to promote exchanges of information and expertise between the city and partners identified in the *Policy*.
- Develop measures to support citizens action.
- Support initiatives of the Montréal Heritage Network.
- Develop outreach activities as outlined in the *Policy*.
- Develop a structure for the annual review of the *Policy*.

In the actions of the city in its role as owner of heritage properties:

- Prepare an inventory of municipal properties, including collections, furniture, natural and landscape elements, public art, etc.
- Create a fund devoted to the preservation and to the promotion of the heritage of city properties and the establishment of its management mechanisms.
- Develop a management policy for municipal collections (including procedures for acquiring and developing an ethno-historical collection).

In efforts of the city in its role as an administrator of heritage policy:

- Propose the updating of the *Cultural Property Act*.
- Define parameters that serve as a framework for heritage studies.
- Incorporate the heritage component into municipal programs.
- Identify tax incentives.
- Adopt an action plan on religious heritage.
- Acquire knowledge quickly on industrial heritage.
- Identify Montréal's intangible heritage and define the city's sphere of action in this field.
- Produce an inventory and a review of all programs, discretionary resource envelopes and budgets assigned to intangible heritage.
- Organize and restructure programs and municipal efforts aimed at supporting intangible heritage.

For each strategic territory:

- In collaboration with all concerned parties, develop an action plan providing for an overall vision of heritage issues and sectoral initiatives that are coexisting on these territories. Set priorities and form multidisciplinary teams.
- When appropriate, formulate pilot projects that will make it possible to develop new working procedures and that will serve as sources of inspiration for subsequent phases of implementation.

A third step in the start-up phase will involve **detailed planning for 2006-2009:**

- Set directions, goals and specific activities for each priority.
- Define stakeholder responsibilities and roles.
- Identify the necessary budgets and their sources.
- Formulate measures to evaluate the achievement of objectives in collaboration with all parties concerned.

Start-up will begin upon the *Policy's* adoption. Detailed programming for the 2006-2009 period will be released in early 2006.



6.3 MONITORING OF THE IMPLEMENTATION

Implementation

Coordination and cooperation

Implementation of the *Policy* requires the establishment of a simple coordination and consensus-building structure that fosters interaction, interdisciplinary work, participation of the boroughs and, in certain activities, involvement of partners.

Coordination and monitoring of the *Policy* are being entrusted to a municipal department that will work closely with the other corporate departments, the borough services, the paramunicipal agencies and the city's advisory bodies.

Evaluating and achieving objectives

Quantitative and qualitative performance indicators that are to be identified during the start-up phase will be used in evaluating how well objectives have been met. Evaluation is an ongoing process and may give rise to various recommendations.

The annual review

The city intends to produce an annual review about how its *Policy* is being implemented. This review will be produced in collaboration with the borough services, the corporate departments and the various bodies concerned. It will highlight the state of progress of the actions planned for each implementation phase.

The review will be submitted to the Commission sur la mise en valeur du territoire et du patrimoine, which will issue its report no later than the month of June so that there will be time to influence the following year's budget choices. The review of this *Policy* will thus follow the same schedule as that of the *Master Plan*. This practice is designed to ensure that the contents of each policy complements the other.

Dissemination of information on the implementation

The city intends to develop a Web site that will permit all parties to monitor the different phases of implementation, to obtain an overall perspective on actions that have been undertaken and to observe gradual progress toward the goals. This regularly updated Web site will also make it possible to make public certain documents pertaining to Montréal's heritage, tools for promoting heritage and disseminating information about it and any other suitable measures developed in the course of implementing the *Policy*, to ensure the sharing of information, to facilitate the tasks of all stakeholders and to stimulate an ongoing interest in the implementation of the *Heritage Policy*.



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- Service des services administratifs: Direction des immeubles
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Sources of the illustrations

Chapter 1

Montréal depuis l'île Sainte-Hélène
George Heriot, around 1801
Source: Musée McCord

Monument to Edward VII
Louis-Philippe Hébert, 1914
Phillips Square, Ville-Marie borough
Photo: Ville de Montréal

Chapter 2

Parc des Rapides
LaSalle borough
Photo: Ville de Montréal

Section 2.1

Detail from a stained-glass window
Plateau-Mont-Royal borough
Photo: Ville de Montréal

Section 2.2

Avenue de l'Hôtel-de-Ville
Plateau-Mont-Royal borough
Photo: Ville de Montréal

Section 2.3

Cégep de Saint-Laurent
Saint-Laurent borough
Photo: Ville de Montréal

Section 2.4

Artefacts, city collection
Photo: Ville de Montréal

Chapter 3

Saint-Léonard-de-Port-Maurice church and cemetery
Saint-Léonard borough
Photo: Ville de Montréal

Section 3.1

Table-chair, Lachine Museum collection
Photo: Lachine Museum

Section 3.2

Home in working class neighbourhood
Sud-Ouest borough
Photo: Ville de Montréal

Chapter 4

Industrial structure
Ville-Marie borough
Photo: Ville de Montréal

Section 4.1

Map of the City of Montréal in 1830
City archives
Photo: Ville de Montréal

Section 4.2

Old Lachine Canal
Lachine borough
Photo: Ville de Montréal

Chapter 5

Regard sur le fleuve, Lisette Lemieux, 1992
Lachine Museum collection
Lachine borough
Photo: Ville de Montréal

Section 5.1

Algonquins, city archives
Photo: Ville de Montréal

Section 5.2

Man, Alexander Calder, 1967
Parc Jean-Drapeau, Ville-Marie borough
Photo: Ville de Montréal

Section 5.3

View from Mount Royal
Plateau-Mont-Royal borough
Photo: Ville de Montréal

Section 5.4

Redpath building and Lachine Canal
Sud-Ouest borough
Photo: Ville de Montréal

Chapter 6

Les grandes formes qui dansent, Marcelle Ferron, 1968
Champ-de-Mars subway station
Ville-Marie borough
Photo: Ville de Montréal

Section 6.1

Monument to Sir George-Étienne Cartier
George William Hill, 1919
Parc du Mont-Royal, Plateau-Mont-Royal borough
Photo: Ville de Montréal

Section 6.2

Butterflies, Montréal Insectarium collection
Photo: Ville de Montréal

Section 6.3

Parc Jeanne-Mance
Plateau-Mont-Royal borough
Photo: Ville de Montréal

Acknowledgements section

LeBer-LeMoyné House
Lachine Museum, Lachine Borough
Photo: Lachine Museum

