



# Respecting the Past Embracing the Future

Parks Canada's Submission to the Panel on the  
Future of the Trent-Severn Waterway National  
Historic Site of Canada

*September 28, 2007*



Parks Canada    Parcs Canada

Canada

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## Introduction

The Panel on the Future of the Trent-Severn Waterway National Historic Site has created a comprehensive database of information on the current issues and the future potential of the Waterway. The Panel *Discussion Papers, Study of the Past, Present and Future of Water Management on the Trent-Severn Waterway National Historic Site of Canada and the Sustainable Communities Study* provide sound information and a broad look at all aspects of this important waterway that directly and indirectly affects almost seven million people.



Our submission presents Parks Canada's responsibilities and interests at the Trent-Severn Waterway National Historic Site for the Panel's consideration. The management of the Trent-Severn Waterway National Historic Site represents a significant challenge to Parks Canada. The multiplicity of jurisdictions, the nature of the assets, water management and changing user expectations contribute to this challenge. As a national historic site, our core responsibilities for protection, education and memorable visitor experience are sometimes seen by stakeholders as secondary to the water management issue.

It is important to note that the Trent-Severn Waterway National Historic Site protects the cultural and natural heritage resources of the waterway as well as provides opportunities for Canadians and other visitors to experience, enjoy and learn about this special place. In doing so, we contribute to the quality of life and economic well being of Central Ontario and Canada.

It is evident, from public consultations, and stakeholder submissions that the era for which the operating framework and environment were designed has long since passed. Because we are a significant federal presence, and the steward of the assets, many of the activities we become involved in are the result of our presence alone, and are outside of our mandate. We see this submission as an opportunity to present an overview of Parks Canada's mandated responsibilities and interests and how they relate to the management and operation of the Trent-Severn Waterway National Historic Site.

We would also like to acknowledge the excellent support and collaboration provided by Parks Canada employees to the Panel.

## Overview of the Parks Canada Agency

The Parks Canada Agency plays an important role in protecting the natural and cultural heritage resources of our country, and in doing so contributes to the broader Government of Canada priorities and the economic sustainability of adjacent communities. With an annual budget of approximately \$600 million and 5,500 employees, 95% of whom are located outside the National Capital Region, Parks Canada makes a significant contribution to the employment and tourism infrastructure in 460 communities across Canada. Annually, these communities play host to 22 million visits per year, contributing an estimated \$1.2 billion to Canada's GDP and supporting the equivalent of 38,000 direct jobs.



We are directly responsible for 42 national parks, 2 national marine conservation areas and more than 154 national historic sites, including nine historic canals and waterways – the Trent-Severn Waterway, Rideau and Sault Ste. Marie Canals in Ontario; St. Peter's Canal in Nova Scotia; and the Saint-Ours, Chambly, Carillon, Sainte-Anne-de-Bellevue and Lachine Canals in Quebec. We encourage and support the owners of hundreds of historic sites. We are also one of the largest and most visible custodians of assets in the federal government with a portfolio worth more than \$10.3 billion (2007).<sup>1</sup>

### Parks Canada's Mandate

"On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage and foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations."

The Agency's Charter sets out clearly our role and pledge to Canadians in carrying out this mandate:

- We are *guardians* of the national parks, the national historic sites and the national marine conservation areas of Canada;
- We are *guides* to visitors from around the world, opening doors to places of discovery and learning, reflection and recreation;
- We are *partners* building on the rich traditions of our First Nations people, the strength of our diverse culture and our commitments to the international community;
- We are *story tellers*, recounting the history of our land and our people – the stories of Canada.

Our Commitment to Canadians is:

- To *protect*, as a first priority, the natural and cultural heritage of our special places and to ensure that they remain healthy and whole;
- To *present* the beauty and significance of our natural world and to chronicle the human determination and ingenuity which have shaped our nation;

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<sup>1</sup> This number represents the assessed value of the assets, \$7.1 billion (1999) adjusted to 2007 using the construction price index

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- To *celebrate* the legacy of visionary Canadians whose passion and knowledge have inspired the character and values of our country; and,
- To *serve* Canadians, working together to achieve excellence guided by values of competence, respect and fairness.

Parks Canada's authorization to act on behalf of Canadians comes from the following legislation:

- *Historic Sites and Monuments Act (1953)*
- *Parks Canada Agency Act (1988)*
- *Canada National Parks Act (2000)*
- *Canada National Marine Conservation Areas Act (2002)*

Parks Canada administers the Historic Canals Regulations and the *Dominion Waterpower Act* at the heritage canals. The Historic Canals Regulations provide a framework for operation and visitor use of Canada's historic canals, including the Trent-Severn Waterway National Historic Site. The *Dominion Waterpower Act* creates a process for private development of hydroelectric power on lands owned by the federal government. For Parks Canada, these legal tools are used to ensure the integrity of the Waterway's designation as a National Historic Site.

The Agency has the lead role for implementing the Historic Places Initiative, a significant conservation effort related to the nation's built heritage and the *Heritage Railway Stations Protection Act*, as well as programs for federal heritage buildings and the gravesites of Canada's prime ministers. The Agency also represents Canada as a state party for the World Heritage Convention.

As a federal agency, Parks Canada also has specific obligations for endangered species under the *Species at Risk Act* (SAR) and to perform environmental assessments, under the *Canadian Environmental Assessment Act* (CEEA). Approximately fifty percent of Canada's endangered and threatened species can be found in the protected heritage areas administered by Parks Canada. In these areas, including the Trent-Severn Waterway National Historic Site, species at risk are protected, along with their critical habitat, and Parks Canada supports their recovery by implementing recovery strategies, action plans and conducting public education programs.

Taken together, the mandate, the legislation, and Parks Canada's Guiding Principles and Operational Policies, including the Cultural Resource Management Policy (CRM), provide the operating framework for Parks Canada programs and activities. Parks Canada's goal for all National Historic Sites is to ensure their commemorative integrity (see page 12).

For the Agency, a cultural resource is a human work or a place that gives evidence of human activity or has spiritual or cultural meaning and historic value. Under the Cultural Resource Management Policy, all cultural resources are managed according to the principles of value, public benefit, integrity, understanding and respect. The policy requires Parks Canada to inventory, evaluate, monitor and take into consideration the historic values of cultural resources. The policy provides guidance on planning, reporting, conserving and presenting these resources. Parks Canada has also adopted the *Standards and Guidelines for the Conservation of Historic Places in Canada*, which informs all conservation work on cultural resources.

Our employees carry out a wide variety of activities, preserving artifacts, conducting archaeological surveys, developing school programs, and working with communities to establish new parks and sites. We also take pride in being the first National Park organization in the world and in being recognized as an international leader in national parks and cultural resource management.

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The foundation of our work is the integration of **protection, education and memorable visitor experiences**. It is the integration of these activities that is crucial to the long-term success of our programs and to ensuring the future of Canada’s special heritage places for all Canadians.

In a recent poll, over 80% of Canadians support promoting and educating people about national historic sites and national parks, and one quarter of Canadians visit national parks (7.5 million) and 2.5 million visit national historic sites each year. National historic sites and national parks not only provide socio-economic benefits to communities, they provide tangible connections to our past and contribute to the understanding of ourselves as citizens and residents of Canada.

Parks Canada’s activities take place not only in the parks and sites, but also in communities and cities across Canada. We support citizens’ actions to preserve Canada’s built heritage, build relationships with First Nations communities, and deliver outreach programs to new Canadians in urban centres. Parks Canada is at the forefront of natural and cultural heritage protection. We are proud of our corporate culture, which is based on a philosophy of “sharing the passion - sharing the leadership”, and we are proud of our contribution to a vibrant Canadian society.

## Resource Levels

Parks Canada’s core programs of protection, education and memorable visitor experiences are delivered through six strategic outcome areas. The planned spending levels over the next five years are shown below with examples of the types of activities found in each area. Our financial resources are fully committed for the next five years in carrying out corporate plan commitments, maintaining funding to on-going programs, and recapitalizing heritage and contemporary assets.

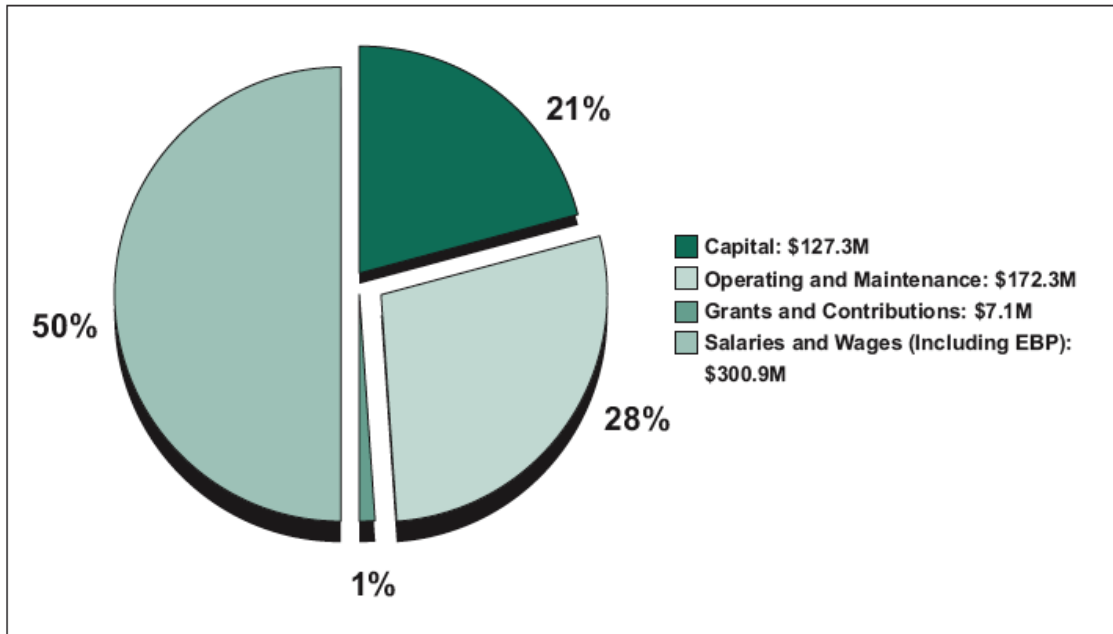
Strategic Outcome Areas	Example of Activities in Each Area	Planned Spending (\$ thousands)				
		2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Establish Heritage Places	Designations of persons, places & events of national significance. Creation of new national parks.	24,984	24,153	23,793	23,793	23,793
Conserve Heritage Resources	Maintaining or improving commemorative integrity at National Historic Sites, including heritage canals. Ecological integrity at national parks.	206,895	209,190	214,885	214,885	214,885
Promote Public Appreciation and Understanding	Outreach programs, Parks and People program, Parks Canada’s webpage.	34,230	27,631	28,817	28,817	28,817
Enhance Visitor Experiences	Lockage, day use areas, visitor reception centres, Interpretative programs, hiking trails, camping.	267,327	272,721	277,742	277,742	277,742
Townsite Management	Management of townsites in national parks.	12,665	12,775	12,983	12,983	12,983
Throughway Management <sup>2</sup>	Waterway management, navigation, and highways.	61,535	62,633	55,873	50,873	50,873
Planned Spending		607,636	609,103	614,093	609,093	609,093

<sup>2</sup> The decrease under Throughway Management is a combination of the decrease in funding of the Trans Canada Highway Twinning and the increase in funding for the recapitalization of assets.

Through strategic decision-making, Parks Canada seeks to maximize the resources devoted directly to program activities, in order to provide value for money and demonstrate clear stewardship.

Over the next five years, Parks Canada's funding profile will remain relatively stable at approximately \$600 million a year, which includes \$104 million in revenues. (Source: Parks Canada Agency Corporate Plan 2007/08-2011/12).

Figure 1- Parks Canada Budget 2007-2008



The budget for 2007-2008 shows the distribution of the planned spending of \$607,636 by capital, operating and maintenance, grants and contributions, and salaries and wages for the Parks Canada Program. More detailed information on the budget can be found by accessing the Parks Canada Corporate Plan 2007/08-2011/12.

(See: [http://www.pc.gc.ca/docs/pc/plans/plan2007-2008/sec1/page05\\_E.asp](http://www.pc.gc.ca/docs/pc/plans/plan2007-2008/sec1/page05_E.asp))

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## The Trent-Severn Waterway National Historic Site

### ***Evolution of Parks Canada's Role in the Trent-Severn Waterway National Historic Site***

*The Study of the Past, Present and Future of Water Management on the Trent-Severn Waterway National Historic Site of Canada* is one of a series of six reports commissioned by Parks Canada to undertake an analysis of water management practices. The evolution of how and why the Trent-Severn Waterway became part of Parks Canada is explained in this study and is presented below.

“Robert Passfield, a former Parks Canada historian, in his report, *The Heritage Canals, Status and Significance* (Passfield 1987) traces the evolution of discussions and decisions that led to the administration and control of the Rideau Canal, TSW, and other heritage canals being vested with Parks Canada. As early as 1960, Parks Canada was involved in seeking protection of the historic structures, then managed by the Department of Transport (DOT), on the Rideau Canal. From 1964-1968, DOT was concerned about heavy pleasure boat usage on the Rideau. When public opposition reversed efforts to mechanize many of the Rideau Locks, DOT announced, in 1966, that the Rideau Canal would remain a historic waterway and the TSW would be modernized. The Rideau and the TSW were viewed as “recreational resources” and in 1968 the Canada Ontario Rideau Trent-Severn (CORTS) study group was formed to examine the future of the two systems. Several management options were suggested, including creating national waterway parks but ultimately in July 1969, a submission to Cabinet recommended the transfer of six canals to the Department of Indian Affairs and Northern Development (DIAND), of which Parks Canada was a part. The Rideau Canal was recognized to be of National Historic Significance but the TSW was noted to be of regional and local historic interest. In September, 1969, an Interdepartmental Task Force on Canal Transfers, chaired by Treasury Board was established. Also in 1969, the Department proposed a new Parks Policy which advanced a new series of park categories intended to move the federal government into the “outdoor recreation” business. Cabinet rejected this incursion into matters of provincial jurisdiction on March 31, 1969 and asked that a canal transfer be developed within the context of existing policy.

The Federal Government objectives for the canals transfer were four fold:

- preserve the canals as essential links in the (non-commercial) water transportation system;
- control water levels on the Rideau, TSW for the greater benefit of all users of the system;
- develop appropriate federal provincial structures for coordinating the optimum use, development, and management of the canals, waterways, and adjacent lands; and
- preserve the historic buildings and works along the Rideau.

In July 1971, Cabinet directed the transfer of the Rideau and TSW to Parks Canada and directed that current policy on recreation be adhered to and that the systems be maintained and operated with special regard to their historic value. A subsequent DOT/DIAND Memorandum to Cabinet recommended a shift of emphasis from transportation to:

- historic restoration;
- preservation;
- interpretation;
- natural environment preservation and interpretation; and
- optimum use of federal lands (“optimum use” was envisioned as public outdoor recreational enjoyment).

On June 1, 1972, the Canals were transferred to Parks Canada. Subsequently, a new canals unit was established within the Parks Service. A number of internal organizational changes were

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carried out from 1973-1979, and ultimately in 1984 the administration of Canals was transferred to the Historic Sites Branch of Parks Canada ...”

Today, the Trent-Severn Waterway National Historic Site is managed and administered by the Central Ontario Field Unit of Parks Canada.

Since becoming part of Parks Canada, the Trent-Severn Waterway National Historic Site has been involved in a number of external and internal reviews including: The Heritage Canals Task Force Report (1987); Operational Reviews of Canals (1993); Corridors of Change Report, (1995); and the Auditor General Report on the Management of Heritage Canals, Chapter 32, (1996). Most of these reports were focused on improving the effectiveness and efficiency of the operations.

## ***Overview of the Trent-Severn Waterway National Historic Site***

For Parks Canada, the Trent-Severn Waterway is managed under the authorities and obligations that apply to all national historic sites. The designation of the Waterway as a national historic site reflects the importance of both geography and history given that many of the natural features have shaped the Waterways heritage values and cannot be separated from its historic elements.

These heritage values are described in the site's commemorative integrity statement. (Appendix A). The commemorative integrity statement (CIS) describes what constitutes a state of health or wholeness of the site. The commemorative integrity statement is the foundation of a sound management plan for a national historic site.

Under the *Parks Canada Agency Act*, Parks Canada must prepare a management plan on a regular basis for each site it administers, and these management plans are tabled in Parliament. The management plan is the key document, which sets out Parks Canada's intentions for protection, education and visitor experiences. The commemorative integrity statement for the Trent-Severn Waterway National Historic Site was completed as part of the 2000 Management Plan. We welcome this review and its recommendations, and the feedback from stakeholders as important points of reference for the next Waterway management plan.

**A national historic site possesses commemorative integrity when:**

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

Commemorative integrity for a particular national historic site is expressed in its commemorative integrity statement (CIS).

Managing the Trent-Severn Waterway National Historic Site is regarded as one of the most challenging within Parks Canada. Unlike most national parks or other national historic sites within the system, in some areas, there is no clear delineation of its boundaries and thus no physical limits to define Parks Canada's jurisdiction and authorities. The Waterway's geographic size, asset base, operational requirements, jurisdictional issues and the variety of stakeholders all contribute to the complexity of the situation.

These stakeholders include:

- more than 120,000 shoreline property owners;
  - more than 400 commercial operators;
  - 6 First Nations;
  - 6 Conservation Authorities;
  - 5 cities;
  - 4 towns;
  - 5 counties;
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- 2 regional municipalities;
- 3 municipalities;
- 1 district municipality;
- 26 townships;
- 18 power generation facilities;
- Numerous associations, Environmental Non-Government Organizations;
- 10 Provincial ridings;
- 11 Federal ridings; and
- The reservoir system, which includes 44 lakes, each with its own population of seasonal and/or full-time residents. The Haliburton sector which includes the Gull River, Burnt River, Mississaugua River, Nogies, Eels, and Jack Creek watersheds have an estimated 35,000 shoreline residents. (Source: *Trent-Severn Water Management Study Obligations and Expectations May 2007*)

## Trent-Severn Waterway/La Voie-Navigable-Trent-Severn



## Resource Profile

The 2007-2008 Trent-Severn Waterway National Historic Site is allocated a budget of \$15 million a year. The site is staffed by 137 indeterminate full-time employees, 76 indeterminate seasonal employees, 21 term employees, 109 student employees and 29 volunteers who donate 516 hours of service.

Type of Expenditure	Planned Spending (\$ thousands)
Operating and Maintenance	2,700
Salaries and Wages (including Employee Benefits)	11,000
Capital	2,300
Total Planned Spending	16,000

*Note: the 2007/08 planned spending includes a \$1 million one-time retroactive hydro payment*

The resource base has remained relatively stable at just over \$15 million over the past several years and is not expected to rise in the future. Due to the importance of navigation, the majority of resources are directed to water management (Throughway Management), lockage and water-based activities (Enhance Visitor Experience). The operational requirements of keeping the waterway open and functioning require that the resources (financial and human), as a priority, must be directed in this area. As a result of our efforts to respond to the demands of the water management issue, the national historic site can only deliver on the basic programs and activities in our core mandate areas of protection, education and memorable visitor experiences.

The site supports the strategic outcomes of Parks Canada as profiled below for 2007-2008:

Strategic Outcome Areas at the Trent-Severn Waterway National Historic Site	Example of Activities at the Trent-Severn Waterway National Historic Site	Planned Spending (\$ Thousands)
Conserve Heritage Resources	Restoration of heritage structures, Species at risk	1,300
Promote Public Appreciation & Understanding	Outreach, school programs, trip planning	200
Enhance Visitor Experience	Lockage, land and water based activities, public safety, overnight moorings, interpretation	9,600
Throughway Management	Water management and navigation activities.	4,900

The contribution to the strategic outcome areas is different for every national park and historic site, depending on the activities, land size, and the type and number of assets. The Trent-Severn Waterway National Historic Site's contribution to the strategic outcomes is driven by several factors:

- requirement for navigation;
- water management;
- number of visitors;
- length of the waterway and the distribution of assets along the waterway,
- age of the assets (marine nature of the assets); and
- operational and health and safety requirements.

Parks Canada's responsibilities and interests in our core mandate areas of protection, education and memorable visitor experiences at the Trent-Severn Waterway National Historic Site are presented in the following sections.

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## ***Parks Canada's Protection Responsibilities and Interests***

### **Cultural Resources**

Parks Canada's responsibilities and interests in the cultural heritage of the Trent-Severn Waterway National Historic Site stem from obligations under the *Historic Sites and Monuments Act*, the *Parks Canada Agency Act*, and the Cultural Resource Management Policy. The prime objective is to ensure the commemorative integrity of this national historic site, which is described in the commemorative integrity statement attached as Appendix A. The Historic Canal Regulations, under the *Department of Transport Act*, also indicate that no person may remove, alter or destroy a cultural resource (except under a permit issued for scientific purposes or for the management of water levels).

#### **Examples of Cultural Heritage**

- Historical monuments, structures, buildings or groups of buildings.
- Archaeological sites
- Cultural landscapes
- Submerged cultural heritage
- Paleontological sites

The Trent-Severn Waterway National Historic Site was designated as a national historic site in 1929. The Historic Sites and Monuments Board of Canada considered the national significance of the Trent-Severn Waterway several times between 1925 and 1988. The Board noted that this canalized waterway connecting Georgian Bay with Lake Ontario was of national historic significance because it was part of Canada's national canal system.

Specific resources designated of national historic significance, Level I, include:

- the engineering achievement of the Peterborough Lift Lock;
- those unmodified engineering structures dating from the original construction period 1900-1907 along the Lake Simcoe-Balsam Lake section of the Waterway;
- the Mnjikaning Fish Weirs National Historic Site; and
- the original surveys, maps, documents, correspondences, engineering drawings and archives related to the design and construction of the Peterborough Lift Lock and the Simcoe-Balsam section of the Waterway.

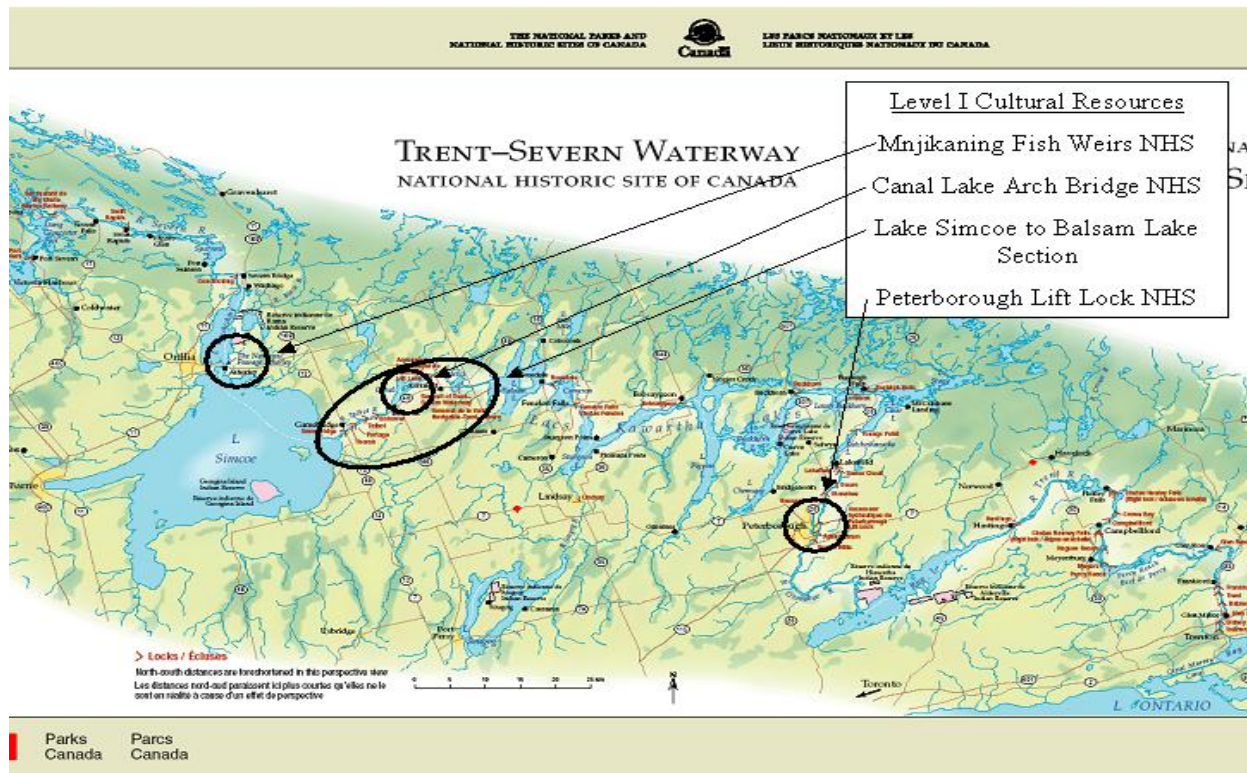
\*Note: The Board identified The Canal Lake Arch Bridge as nationally significant but this structure is not under Parks Canada's jurisdiction. The Board did not consider the Murray Canal as being of national historic significance.

**Level I:** National historic significance is the highest level assigned to a cultural resource in the custody of Parks Canada.

**Level II:** A resource that is not of national historic significance but may have historic value and thus be considered a cultural resource.

In addition to the Level I resources above, the site's commemorative integrity statement identifies a number of Level II resources including: the working assemblage of engineering structures and some specific locks, dams, bridges, and buildings, including submerged cultural heritage; the cultural landscape at some lock stations; and archaeological sites. A cultural resources inventory was completed in 1995.

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In 2004, a multidisciplinary Parks Canada team using a standardized *Rating Guide for Commemorative Integrity Evaluations* evaluated the site's commemorative integrity. The evaluation characterized the site as having major impairment of commemorative integrity. The evaluation goes on to say that;

“the condition of many resources of the site is largely in fair to good, particularly the Waterway section from Lake Simcoe to Balsam Lake that is nationally significant. Most Level I and Level II cultural resources, including locks, canal cuts, dams and bridges and known archaeological sites are in fair to good condition. The characterization of major impairment is mainly attributable to major inadequacies in heritage presentation on- and off-site and needs to develop and implement formal maintenance and monitoring programs for the long-term care of cultural resources along the Waterway.”

Parks Canada's responsibility is to ensure commemorative integrity objectives and cultural resource management principles of the national historic site are not compromised, while at the same time responding to the needs and expectations of a fully operational waterway.

## Natural Resources

Parks Canada's responsibilities in the natural heritage of the Trent-Severn Waterway stem from obligations under the Cultural Resources Management Policy to value “natural ecosystem features and paleontological resources ... in a manner that reflects the role of Parks Canada as an important environmental steward.” (1.1.7). Under the CRM Policy, the objective is to manage these places according to the principles of value, public benefit, respect, understanding and integrity. Unlike a national park, there is no mandate to ensure “ecological integrity” of this National Historic Site.

There are specific areas where we have a legal mandate:

- The obligations for endangered species under the *Species at Risk Act*, and
- The performance of environmental assessments under the *Canadian Environmental Assessment Act*.

Currently, a partner-based, landscape level species at risk program is in place resulting in the definition of priorities and strategies for the protection or recovery of species at risk along the Waterway. For projects requiring an environmental assessment, Parks Canada conducts the assessment when it is the proponent of a project, leases land for a project, provides support for a project, or issues a permit under subsection 14(2) of the Historic Canals Regulations to allow dredging or filling anywhere along the waterway, an environmental assessment will be conducted.

The site's commemorative integrity statement lists a number of specific natural features which are to be valued:

- The natural corridor of the Waterway provides a healthy and vibrant ecosystem for the use and enjoyment of Canadians;
- As part of the ecosystem, the landscape provides important processes and functions that sustain the values (economic resource production, aesthetic appeal, religious significance);
- Fish habitats - economic value and cultural significance to First Nations - there are 23 fish sanctuaries along the waterway;
- Wetlands, comprised of 263 marshes, valued for research and hydrological functions, habitat for wildlife, and aesthetic appeal;
- Seven Areas of Natural and Scientific Interest (ANSI) most associated with wetlands but two with upland areas;
- More than 50 species at risk; and,
- More than 30 scenic vistas identified in Canada Ontario Rideau Trent-Severn Study (CORTS) framework plan no.6.

The Historic Canal Regulations, under the *Department of Transport Act*, also indicate that no person may remove, alter or destroy a natural resource (except under a permit issued for scientific purposes or for the management of water levels).

### ***Parks Canada's Education Responsibilities and Interests***

Parks Canada's interest is to educate Canadians at home, at leisure, at school and in their communities with relevant information and innovative learning opportunities that respond to their needs and interests. By creating opportunities for Canadians to learn about our natural and cultural treasures, Parks Canada strives to inspire long-term support, involvement and a commitment to shared stewardship. Being successful mean enabling visitors and Canadians to move along a continuum of engagements: from awareness, to understanding, to appreciation, to support, and to involvement in these special places.

The staff of the Trent-Severn Waterway National Historic Site promotes awareness, understanding, appreciation and engagement of the Waterway in different ways. For example:

- promoting learning about the Waterway through presentations to communities, schools and other groups;
  - providing a personal and authentic connection to the waterway for visitors by telling the story of the history and operation of the Waterway, the lock and related project work;
  - engaging in active outreach at community events throughout the waterway on the Species at Risk (SAR) project; and,
  - educating and orienting visitors through the use of storyboards.
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The Trent Severn Waterway education and learning messages come from the commemorative integrity statement, and include communicating:

- the reason for the Waterway's national significance, including:
  - the place/vision of the Waterway in the national canal system for both military and commercial use;
  - the nationally and internationally significant engineering achievement of the Peterborough lift lock;
  - the historic character of the Waterway as exemplified in the structural elements and cultural landscapes;
- the story of the evolving relationship of the TSW to developing corridor communities, including associations with lumbering, milling, hydro-generation, settlement, agriculture and recreational activities;
- the First Nation use of the Waterway;
- the relationship between the Waterway and the region's rich natural heritage including wetlands, natural shorelines, natural uplands, and wildlife and their habitats.

By reaching out to all Canadians through these education and outreach activities, they will gain a greater connection to their history and develop a culture of conservation. This appreciation benefits Canadians and empowers them to become supporters in the protection and presentation of our nation's special heritage places.

### ***Parks Canada's Memorable Visitor Experience Responsibilities and Interests***



Visitor experience is the cumulative outcome of all aspects of each visit, including interactions with Parks Canada and its partners. It includes client-focused services, programs and infrastructure that support the provision of pre- and on-site trip planning information, reception and orientation, interpretation, campgrounds, hiking trails and other recreational activities. The personal experiences fostered by these activities lead to an appreciation and support of Canada's system of special heritage places.

Parks Canada is responsible for providing memorable visitor experience opportunities, as outlined in the Site's Management Plan, Cultural Resource Management Policy, and communicating the reason for the Waterway's national historic significance found in the commemorative integrity statement.

On the Trent Severn Waterway, a range of visitor experiences is available. For example:

- boaters experience a unique range of locking experiences, including historic manual locks, mechanized flight locks, lift locks and a marine railway; mooring overnight at locks in either populated or more remote stations along the waterway and enjoying the changing and varied landscapes throughout the Waterway;
  - visitors can talk to lock staff, to receive information about the operation and history of the lock, and local information. They can also read non-personal media (panels and pamphlets) related to the Waterway, as well as Species at Risk, and shoreline restoration projects;
  - road based visitors can use the lock stations as green space for picnics, recreation and group activities;
  - both visitors and residents can fish from the shoreline and have public access to the water; and,
  - everyone can have access to the Visitor, Interpretive or Welcome Centres, (Peterborough Lift Lock Interpretation Centre, Big Chute and Lock 45 Welcome Centre) to tour displays, interact with interpretive staff and develop a broader appreciation of the contribution the Waterway has made to the development of Canada.
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In 2006, over 1.3 million land based visitors (88% from Ontario) accessed the various sites that make up the Trent-Severn Waterway, and over 130,000 boaters travelled the Waterway.

## Opportunities and Challenges

### ***Nationally significant cultural assets under threat***

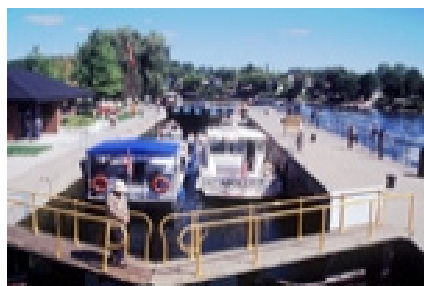
Parks Canada is dedicated to conserving Canada's cherished cultural heritage, and ensuring that the qualities that led to the designation as a National Historic Site are not impaired, now or in the future. Once these wondrous heritage places are gone, they are gone forever.

In 2003, the Auditor General of Canada tabled a report in the House of Commons on the protection of cultural heritage in the federal government that came to the conclusion that built heritage is threatened. It found that in the past 30 years, Canada has lost more than 20% of its pre-1920 heritage buildings to demolition and a further 14% is at risk. A follow-up to this report in 2007 concluded that Parks Canada had taken reasonable steps to address the elements of the 2003 report, but that built heritage is still afforded only uncertain protection. National historic sites administered by Parks Canada are among the few historic places afforded any legal protection by the federal government.

Most Level I and Level II cultural resources on the Trent Severn Waterway National Historic Site are in fair to good condition based on a 2004 assessment by Parks Canada.

### ***Maintaining and Preserving Heritage and Contemporary Assets***

Parks Canada Agency has a diverse portfolio of assets valued at \$10.3 billion (2007) ranging from contemporary assets such as campgrounds, visitor centres, day use areas, dams and locks, to many national cultural and historic treasures such as, the Peterborough Lift Lock and the Fortifications of Quebec. Parks Canada is also the custodian of the largest number of federal heritage buildings, administering 38% (503) of the 1,335 designated buildings. The expense to maintain historic structures that are hundreds of years old is increased by the special treatments and standards that are required to their existence for future Canadians to enjoy and appreciate.



To operate, maintain and recapitalize these assets, Parks Canada Agency receives approximately \$200 million annually in funding. Industry standards for recapitalizing a similar asset base in 2007 dollars would be about \$515 million annually. It has been estimated that historic structures require an additional 20% more in capital and 5% more in operating resources annually.

Parks Canada will spend \$580 million on recapitalization, over the next five years. While these significant additional resources are helping, the aging asset base, normal deterioration and backlogs are placing continued pressure on these resources.

Our immediate efforts will be focused on prioritizing recapitalization requirements, building capacity and developing the necessary asset management tools needed to resolve the urgent and pressing issues at Park Canada's natural and cultural heritage sites. With stable long-term funding in place, we will work with partners and stakeholders to identify asset renewal opportunities. (*Source: Corporate Plan 2007/08-2011/2012 page 68-69*)

The Trent-Severn Waterway National Historic Site has more than 1,500 assets with a replacement value in excess of \$1.4 billion (2007). They are comprised mainly of civil infrastructure built between 1845 and the present day. The civil assets, including locks, dams, bridges, marine railways, lift locks, guard gates, entrance walls, wharves, shore protection and channels, account for 95% of the replacement value. The majority of the assets are located along the route of the Trent-Severn Waterway National Historic Site - with over 75 locations, presenting a logistical challenge for ongoing maintenance.

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Because of the marine environment and operation of these resources, periodic replacement is necessary. The majority of the site's cultural resources are directly in contact with the marine environment. As a result, the detrimental effects to cultural resources from water infiltration occur incrementally rather than catastrophically. Examples of damage and impairments resulting from water infiltration include:

- Freeze/thaw to concrete structures (notably dam faces)
- Deterioration to lock gate timbers
- Metal corrosion (e.g., valves)

Industry standards suggest an appropriate level of funding for the Trent-Severn Waterway National Historic Site at 4% of the replacement value for operations, maintenance and recapitalization. Parks Canada's budget allows an investment of \$10 million (recapitalization and maintenance) annually.

### ***Expanding Education and Memorable Visitor Experience***

As society changes and immigration and urbanization increase, a lesser percentage of Canadians is aware of Canada's cultural and natural heritage. Reaching out to audiences across Canada, with an emphasis on connecting with youth, new Canadians and ethno-cultural communities, is critical to remaining relevant to Canadians.

Canada's 30 million inhabitants reflect a cultural, ethnic and linguistic background found nowhere else on earth. Approximately 200,000 immigrants a year from all parts of the globe continue to choose to live in Canada, drawn by the quality of life and Canada's reputation as an open, peaceful and caring society that welcomes and values newcomers. Just over 100,000 of these international immigrants made their home in Toronto between the years 2001 and 2005. Canada is also aging and the retirement of the baby boom generation will have a dramatic impact on Canada's way of life and government priorities

The growth of the Greater Golden Horseshoe (GGH) into the waterway region over the last 30 years has created considerable change. The natural attributes of the Trent-Severn Waterway National Historic Site, and the fact that 50 million people reside within a one-day drive of the Waterway, make it a highly valued recreational amenity. It has been described as having the biggest concentration of high capability recreational land and water in Ontario.

The Panel Discussion Paper on Recreation cites:

“ the increased recreational demand fueled by expected growth of the GGH from 7.9 million in 2006 to 11.6 million in 2031, combined with a declining amount of available waterfront land will place growing pressure on public recreation lands. Undeveloped public and even private lands are also experiencing the pressure with resulting conflict and law enforcement issues. Diminishing public investment in public recreational lands by both the provincial and federal government is compounding the challenges of accommodating current and future demand.”

What will be the impact of these changing demographics on national parks, national historic sites, including the Trent-Severn Waterway National Historic Site and the recreational communities around them? Most of the infrastructure was designed and built in the 1950's, 60's, and 70's to meet the needs of a generation of Canadian families with young children.

In order to remain relevant to Canadians, we must explore better ways to connect with, engage and respond to the needs and interests of young people, as well as urban dwellers, new immigrants and ethno-cultural communities. The future of these special heritage places may well depend on our ability to reach out and build an appreciation and culture of conservation in the changing Canadian society.

The Trent-Severn Waterway National Historic Sites has a good foundation of research for developing education messages in cultural, natural heritage and First Nations history. We need to find ways to make

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the experience more interactive and offer our visitors learning opportunities about the waterway and the system of national parks, national historic sites and national marine conservation areas.

As the owners of a significant portion of public access land along the waterway, Parks Canada will experience increased pressures from land-based visitors in the coming years. Increased population growth and shoreline development along the waterway, and in the watershed area, places increased pressure on both the cultural and natural resources. As two of the three foundations of the Parks Canada program, expanding education and memorable visitor experiences are primary areas of opportunity.

With changing user expectations, protection may be a challenge - however, it presents opportunities in our core areas of education and memorable visitor experiences. Our goal is to reach new visitors with our messages, building a sense of pride in our country and creating a culture of conservation in the Canadian public.

## ***Sustainable Development***

Parks Canada contributes to sustainable development - the attainment of sustainable economic growth and a clean and healthy environment. Canada's special heritage places are pivotal elements of Canada's tourism infrastructure, generating direct and indirect employment and economic development. In many areas, the national parks and national historic sites are the cornerstones of the tourism offer.

Growth within the Greater Golden Horseshoe means that the land and water is under different pressures from residential and commercial development. As the owner, Parks Canada will experience increased pressures from land-based visitors in the coming years. This challenge is also our opportunity to sustainably expand education and memorable visitor experiences.

How can Parks Canada protect the cultural and natural heritage of the Trent-Severn Waterway National Historic Site while contributing economically, environmentally and socially to the communities along the waterway? Sustainable tourism and the development of green power offer significant areas of opportunity in addition to the substantial socioeconomic impact of Parks Canada's direct expenditures.

Firstly, the waterway is ideally positioned to develop the sustainable tourism market. As a result of the Panel recommendations, new opportunities will be presented to shape the sustainable tourism offer along the waterway.

Secondly, there appears to be growth potential for hydro generation either through new or improved technological applications, which could contribute to the Government of Canada's environment agenda.

Hydroelectric power generation may also provide opportunities to produce "green" energy and Parks Canada will explore the increased interest in power generation by private organizations, while ensuring first and foremost our responsibilities as stewards of the cultural and natural resources. In this regard, the Agency administers the *Dominion Waterpower Act*, which establishes up an orderly process for the development of hydroelectric power on public lands, including canals. Presently, there exist 18 hydroelectric power-generating facilities located along the route of the Trent-Severn Waterway National Historic Site with an additional 3 located on the reservoir lakes. Of the 18 facilities located on the Waterway, 13 are under license, with the other five located on parts of rivers not under the administration of Parks Canada. It is estimated that there is the potential to increase hydroelectric generation capacity by more than 50%.

**The Tourism Industry Association of Canada and Parks Canada Definition of Sustainable Tourism**

Sustainable tourism actively fosters appreciation and stewardship of the natural, cultural and historic resources and special places by local residents, the tourism industry, governments and visitors. It is tourism, which is viable over the long term because it results in a net benefit for the social, economic, natural and cultural environments of the area in which it takes place.

As the operator of the largest heritage product on the Trent-Severn Waterway, we will work with our tourism industry partners in the public and private sectors, and with communities to find ways to promote sustainable development. Because of our size, we have a responsibility to ensure the integrity of the products we offer, including interpretation, education, involvement of our staff and memorable visitor experiences to ensure that they compliment the tourism products in the area.

### ***Creating a Positive Climate to Engage Stakeholders and Partners***

The nature of the operating environment of the waterway, the number of municipal entities, organizations, associations, provincial and other federal departments, requires a significant commitment to building and maintaining relationships.

The ability of all participants to maximize their shared goals can be thrown off course by the complexity of the issues. Through this important process, there is an opportunity to align the values, vision and goals of all parties in order for the waterway to reach its future potential.

Parks Canada is proud of its shared leadership and stakeholder engagement principles, and is looking forward to the recommendations of the Panel in order to create an improved climate for building effective relationships with our stakeholders, and partners.

### ***Water Management***

In terms of water management, Parks Canada's primary responsibility is to maintain navigable depths throughout the waterway. Navigation is key to providing economic benefits to the region and protecting historic fabric. This concept of "primacy of navigation" has been at the forefront of the water management model since the inception of the Waterway. The ability to navigate from Lake Ontario to Georgian Bay is a legal requirement.

There are varying and diverse interests in water levels along the Waterway. While boaters need a certain draught to enable throughway navigation during the boating season, this must be balanced against the needs of property owners, particularly in the reservoir lakes, who have an interest in waters being utilized in the most efficient manner in order to preserve lake levels. In addition, Parks Canada staff must manage water levels for a number of other reasons including, but not limited to, public safety, flood abatement, municipal utilities, domestic water supply (municipal and individual), hydropower generation, and habitat for in water and near water species. Many of these interests compete for definable water levels and flows.

The right to regulate water levels and flows was transferred the federal crown by an exchange of Orders-in-Council with Ontario in the early 1900s. Parks Canada must always refer to this right to regulate water levels and flows, and to its mandate, when dealing with the different needs and expectations of stakeholders.

Parks Canada's base responsibilities can be simply stated as:

- That the water levels between the Friday preceding the Victoria Day weekend until the Wednesday after the Thanksgiving Holiday are maintained at a level that allows marine navigation from Lake Ontario at Trenton through to Georgian Bay at Port Severn with charted depths equal to or greater than the charted depths on the appropriate nautical charts;
  - That levels and flows are regulated to protect the specific cultural and natural features which are valued in the Commemorative Integrity Statement (CIS);
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- Because the Federal Crown owns the bed of the stream, up to the high water mark, and therefore has a legal obligation to protect the species that inhabit that environment, water must be managed to support that element.

The understanding of the community is clearly different from what we understand to be our mandate. Parks Canada is committed to the values under which we operate, which includes respecting the principles of inclusion, communication, coordination, and transparency on water management issues.

## ***Jurisdictional Realities***

Over the years much has been written on the jurisdictional issues. The 1967, the Canada Ontario Rideau Trent-Severn (CORTS), collaborative effort was an unsuccessful attempt to deal with jurisdictional issues. Over the years, the rapid population growth in the area has exacerbated the problem and further stretched limited resources. Management is shared with the Province (multiple departments), over 50 municipalities, businesses, environmental organizations, associations and 11 First Nations.

From Parks Canada's perspective, our actions are based in the authority granted to us by the Government of Canada, primarily through the *Parks Canada Agency Act*, *The Historic Sites Monuments Act*, and the *Department of Transport Act* as they relate to the Trent-Severn Waterway National Historic Site.

Stakeholders are frustrated and confused with the lack of clarity around jurisdictional responsibilities whether they are looking for a development permit, concerned with dead fish in the canal, increasing weed growth, or placement of navigation buoys. Ensuring a clear understanding by all jurisdictions and stakeholders of the relevant legislation and regulations, specific to the canals, with mechanisms for dispute resolution and collaboration would significantly improve service to the end-user as well as working on administrative efficiencies.

The Panel, through this process, was provided with solid background information on the jurisdictional environment and its challenges. This is a critical area of importance to all parties. Following the

### **Canada- Ontario Trent Severn Study (CORTS), *At a glance***

#### **Origins**

- 1967 Federal-provincial study launched
- Culminated in *Yesterday, Today and Tomorrow* report (1971-74) focusing on recreation, broadly defined as including heritage and scenic appreciation
- Resulted in Federal-Provincial Agreements in 1975 and 1982 (with uneven implementation)

#### **Goals and Objectives**

*"To develop a distinctive environmental corridor wherein a wide variety of recreational opportunities are available to users in a safe, pleasant and interesting environment and where optimum recreation use is achieved."*

Including:

- Clean air and water
- Maintenance of open space and public use areas
- Conservation and interpretation of the human and natural environment
- Desirable levels of commercial and private development

#### **Key Recommendations**

- Pollution Abatement
  - Water Quality
  - Aquatic Plants
- Water Management
  - Enforcement of Boating Regulations
  - Boater Education
  - Narrow Channels and Wake
  - Control of Water Levels
- Land Use
  - The Planning Process
  - Open Space
  - Development Opportunities
- Tourism and Recreation
  - Marketing
  - Quality of Accommodation, Facilities and Services
  - Fishing and Hunting
- Recreational Land and Facilities
- Heritage Conservation

deliberations and recommendations of the Panel, we are supportive and committed to work with all parties through interest-based negotiations to move forward in this area.

## **Summary**

The Trent-Severn Waterway has been at the core of central Ontario life for centuries. Ancient fish weirs at Mnjikaning, petroglyphs at Stoney Lake, and burial sites on Rice Lake all provide evidence that Canada's First Peoples traveled and lived along the length of the Waterway for as many as 8,000 years. By the 19th century, settlers from Britain, particularly Ireland, journeyed by ship, steamer and coach to communities along the waterway, clearing the land, planting the crops and building the mills and factories that transformed the landscape. This rich cultural heritage is clearly worth preserving for future generations, and telling the stories about the origins of the Trent-Severn Waterway National Historic Site is one of Parks Canada's goals, as is offering rich learning experiences in cultural and national heritage.

In addition to providing unique examples of the early settler's determination and ingenuity, the waterway's 44 locks, including two lift locks, and one marine railway also offer unique recreational experiences. The managed water levels in the waterway's interconnected lakes and rivers offer boating, fishing and swimming. The natural attributes of the Trent-Severn Waterway National Historic Site and the fact that 50 million people reside within a one-day drive of the waterway make it a highly valued recreational amenity. Parks Canada will work closely with key partners to facilitate memorable experiences that will appeal to a wider range of visitors to the Trent-Severn Waterway National Historic Site and help support the economic development of the region while protecting its cultural and natural resources for future generations.

Practically speaking, there are many federal, provincial and municipal agencies that play significant roles in governing and operating the waterway. Numerous federal, provincial and municipal government agencies and First Nations are involved and interested in the administration of aspects of the waterway corridor. So are hundreds of citizen-driven organizations and industry associations advocating on behalf of the environment, cultural heritage, economic sustainability, cottagers, and residents. This is a significant challenge that will require the efforts and collaboration of all stakeholders. Currently, as many as ten different agencies issue permits for in-water work in the waterway corridor. They all apply different regulatory instruments and policies. The Panel on the Future of the Trent-Severn Waterway National Historic Site is a clear opportunity to demonstrate collaboration and policy coordination for the benefit of all stakeholders.

Parks Canada's vision for the Trent-Severn Waterway National Historic Site is to protect the cultural and natural heritage resources of the waterway as well as providing opportunities for Canadians and other visitors to experience, enjoy and learn about this special place. In doing so, we will contribute to the quality of life and economic well being of Central Ontario and Canada.

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- **Appendix A: Trent-Severn Waterway National Historic Site of Canada Commemorative Integrity Statement (CIS)**