

COLONIAL BUILDING PROVINCIAL HISTORIC SITE MANAGEMENT PLAN

DEPARTMENT OF TOURISM
CULTURE & RECREATION

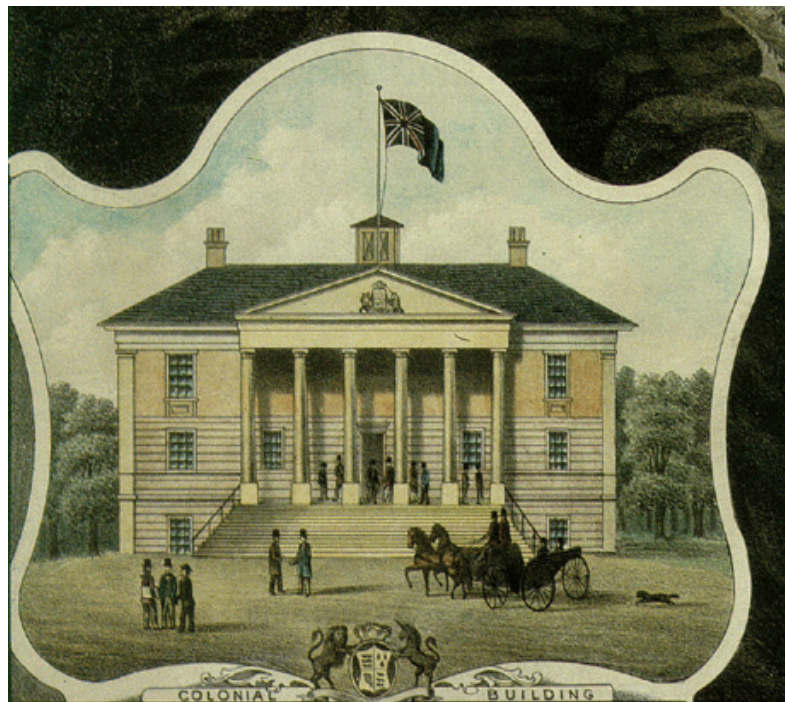


Table of Contents

Message from the Minister of Tourism, Culture and Recreation	2
Introduction.....	4
Vision Statement.....	5
Statement of Intent Concerning Integrity and Respect.....	6
Heritage Character Statement	7
Introduction.....	7
Historical Associations	7
Context.....	8
Architectural Significance	8
Character-Defining Elements	9
Interpretive Importance and Focus	10
Goals and Objectives	11
Appendix A: Cultural Resource Management Principles.....	19
Appendix B: Cost Estimates	20
Appendix C: Evaluation of Heritage Significance of Colonial Building	23
Appendix D: Chronology.....	27
Appendix E: Glossary.....	29
Acknowledgments.....	31



Message from the Minister of Tourism, Culture and Recreation

The Colonial Building is one of the most important buildings in our province's history. It has served as the backdrop to some of the most momentous, dramatic and significant events in the history of Newfoundland and Labrador and today stands as a symbol of this province's proud heritage.

Now that the Provincial Archives have moved to the Rooms, we are presented with an opportunity to showcase this building and to use it to interpret our rich political history. The building is a designated Provincial Historic Site, and the Government of Newfoundland and Labrador is committed to preserving it for future generations. But what specifically should be its role now that it no longer serves as the Provincial Archives? It is on this point that I seek your views.

To assist this process, the Department of Tourism, Culture and Recreation has prepared this draft management plan which has been accepted-in-principle by the Provincial Government. Over the past three years government has worked with the heritage community and industry professionals to explore options and potential reuses for the Colonial Building. The following report summarizes the history of the building and identifies the elements that make it unique from an architectural standpoint and important from a cultural perspective. Finally, it presents a set of six goals which, if attained will breathe new life into this historic structure.

When reading through the succeeding pages we asked that you consider the following questions which have helped guide us in the completion of this document and on which the premise of this report is based:

- Do you see the Colonial Building as a valuable heritage resource which is worth preserving?
- Do you believe there should continue to be public access to the building?
- Do you agree that this site should remain a living structure with a multi-purpose use? The proposed use would include a combination of office space for agencies and groups focussed on the preservation of the province's heritage, as well as the site where the story of the province's political history is told.

I invite you to submit your comments on these goals, as well as on any other issue which you deem important in connection with this building. You may submit your comments in the following ways:

- By providing a written submission to pshelley@gov.nl.ca or to me at:
Department of Tourism, Culture and Recreation
P.O. Box 8700

St. John's, NL, A1B 4J6

- By attending an open house, hosted by officials with the Department of Tourism, Culture and Recreation, at the Colonial Building at a time to be announced.

I look forward to receiving your views as to how we can appropriately preserve and celebrate this provincial treasure. Thank you.

Honourable Paul Shelley, M.H.A.
Minister

Introduction

The Colonial Building Act, 1974, recognizes the provincial historical significance of the Colonial Building for the role it has played in the political and social development of Newfoundland and Labrador. With the decision to relocate of the Provincial Archives to The Rooms, the Government of Newfoundland and Labrador embarked upon a planning process in June 2003 to identify an appropriate reuse option for this property, which will respect its historical importance and provide for its future conservation, public access, presentation and use.

This draft management plan is a strategic planning document. It outlines a long-range plan for the management of the site, based on professional cultural resource management principles. The planning process included research and development by staff of the Department of Tourism, Culture and Recreation and regular consultation with community heritage groups.

The plan's vision statement is a concise expression of the Province's management mission and philosophy about the Colonial Building; it is both idealistic and motivational. An outline of the history of the site and a Statement of Significance will guide future development and determine what is essential to the character of the building. The plan also delineates an appropriate interpretive focus and development strategy. The Goals and Objectives section recommends specific actions based on the departments accepted best practices in conservation and consultations with stakeholders. The discussion includes the suggested reuse of the building and grounds, appropriate alterations or changes to the building, capital and operating cost estimates and recommendations for phased implementation of the plan.

The Appendices provide information on the criteria and results of a formal evaluation process used to assess the heritage values of the Colonial Building and grounds, historical background, estimated capital and operational costs.

A values-based approach will be used to determine future work on the site. In essence, this principle accepts that the value of the building rests not only with the physically important features but also with those values associated with the building from a community and public perspective. As a result, any decisions about the use or alteration of the site will take into consideration the views of citizens. To this end, Government will undertake to gather the opinion of industry professionals, heritage organizations and the people of Newfoundland and Labrador by seeking their views regarding tis management plan.

Vision Statement

The vision of the Province of Newfoundland and Labrador for the Colonial Building Provincial Historic Site is:

The Government of Newfoundland and Labrador recognizes the importance of the Colonial Building as a place which is architecturally, historically and culturally significant to the people of the province. In keeping with the conservation principles of adaptive reuse and architectural evolution the government will maintain the building and grounds as a public place and a government complex and at the same time present its history in a dynamic fashion.

This vision statement is the foundation for all aspects of the Colonial Building Provincial Historic Site Management Plan.

Statement of Intent Concerning Integrity and Respect

The Colonial Building is one of the most significant heritage properties in Newfoundland and Labrador. A landmark in St. John's, the property known as "the Colonial Building and grounds" is legally designated a Provincial Historic Site, pursuant to the *Colonial Building Act* and the *Historic Resources Act*. Furthermore, the Historic Sites and Monuments Board of Canada has recognized, as an event of national historical significance, the act of winning Responsible Government with the meeting of the Newfoundland House of Assembly at this building on May 22, 1855.

Accordingly, in recognition of the property's heritage significance and its value to present and future generations, the Province of Newfoundland and Labrador intends to respect the historic integrity of the Colonial Building and grounds consistent with the following statement:

The physical characteristics of the Colonial Building and the grounds will be conserved in a manner that recognizes the primacy (but not the exclusivity) of heritage character relating to the period from 1855, the achievement of Responsible Government to 1933, during which the edifice became the visible symbol of Newfoundland's identity as a self-governing nation. In determining which elements are retained or altered accepted principles of heritage conservation will be followed and input gained from public consultations will be considered. The political, social, architectural and other significant historical associations of the site from 1850 to 1959 (when the Provincial House of Assembly moved to the Confederation Building) will be appropriately interpreted, and the building will be occupied and accommodate activities consistent with its traditional use as a public building.

This statement concerning integrity and respect will serve as the fundamental underpinning for all stages of the Colonial Building Provincial Historic Site Management Plan.

Heritage Character Statement

Introduction

A heritage character statement provides the essential basis for all planning and management activities related to heritage properties, especially properties that have been legally designated. Essentially, the term “heritage character” means a synthesis of all those heritage characteristics which makes the property unique. This synthesis is derived from a detailed evaluation of a property’s heritage qualities according to clearly defined and consistently applied evaluation criteria. The heritage values of properties derive from many sources, including historical associations, architectural significance, and environmental and social context. The heritage character of a building derives from the physical characteristics of a site as well as the social and historical value the community places on the site and its role in the community over time. A heritage character statement thereby becomes a reliable instrument for measuring the effect of any changes or alterations to a property. It ensures that any proposed action affecting a heritage property respects those elements that define heritage character.

In 1974 the *Colonial Building Act* designated the Colonial Building and grounds as a Provincial Historic Site. No reasons for designation are given, save for a section that indicates the property is considered an historic site for purposes of the *Historic Resources Act*. The *Historic Resources Act* itself does not provide criteria for designation but simply indicates that a property may be designated if it is “considered by the minister to be of historical or architectural significance” (Section 16).

The following reasons for designation of the Colonial Building and grounds are based on an assessment made as part of this Management Plan, with reference to best practices in Canada and abroad, including but not limited to, the Federal Heritage Buildings Review Office (FHBRO) Evaluation Criteria.

The Colonial Building and grounds merit designation as a Provincial Historic Site because of historical associations, environmental and social context and architectural significance.

Historical Associations

The longest continuously-operated seat of government in Newfoundland, the Colonial Building, was the principal focus of political activity from 1850 to 1933 and the visible symbol of Newfoundland's identity as a country with the advent of Responsible Government in 1855. It was also important in the political life of Newfoundland as the meeting place of the National Convention from 1946 to 1948 and as the first home of the House of Assembly of the tenth province of Canada from 1949 to 1959.

Directly associated with the building are many well-known political figures, including Newfoundland's Prime Ministers (originally called "Premiers" until 1909), the province's first Premier after Confederation, and others who made major contributions to public debate and were responsible for government decisions affecting the economy, society and culture of Newfoundland and Labrador.

Furthermore, the structure has functioned continuously since 1850 as a public building providing office space and facilities for government departments, programs and civil servants.

Given its role as the seat of government and its prestige as an attractive and commodious work of public architecture in St. John's, the Colonial Building was important in the social history of Newfoundland and Labrador as a centre of formal celebrations and other events as well as the scene of anti-government protests and a few notorious riots related to political and economic issues of the times.

Context

Clearly visible from several vantage points in St. John's, the Colonial Building stands out among its immediate surroundings. It contributes greatly to the heritage character of Military Road and to the cohesion of the "historic" government district that includes the Colonial Building, Government House, the Mall and the Commissariat House. The building and its grounds together form a pivotal node in the linkages between Bannerman Park and adjacent open spaces around Government House, and in turn these surrounding lands are of critical importance in preserving the Colonial Building's original setting on what was once the northern edge of town. The building and grounds are of singular symbolic importance to the people of Newfoundland and Labrador and it is recognized as both a local and provincial landmark.

Architectural Significance

The Colonial Building is an early example of the neoclassical style in the public architecture of Newfoundland and Labrador, notable for its proportion and scale. The interior features a well-appointed Council Chamber and Assembly Room, with attractive walls and ceilings featuring decorative works in plaster and paint and the original gas chandeliers. A grand central staircase leads to handsome second storey galleries with well-executed ionic columns.

The building's principal designer, James Purcell, was the dominant practitioner for public and ecclesiastical buildings in St. John's in the 1840s and 1850s. The co-designer and superintending inspector of the project, Patrick Keough, served as Newfoundland's superintendent of public buildings from 1834 to 1863. The art work on the ceilings and walls was undertaken in 1880 by Alexander Pindikowsky, a talented artist who lived in Newfoundland for three years.

Pindikowsky's skill was in demand in St. John's and during his residence in Newfoundland he undertook similar work in other prominent public and ecclesiastical edifices in St. John's and nearby communities.

Character-Defining Elements

The heritage value of the Colonial Building and grounds resides in its neoclassical design characteristics, its historical associations and its site relationships. As a former seat of the government of Newfoundland during its period as a self-governing nation, the building is a symbol of singular importance to the people of the province. It has traditionally been used as a public building, accommodating government services and providing a venue for celebrations, social events and entertainments.

The well-proportioned building, human in scale and with clearly differentiated stories, features a principal facade with a portico supporting six ionic columns, surmounted by a pediment containing the Royal Arms of the province. The building features a cut-stone envelope, a hip roof with a lantern in the centre and two chimneys to either side. The stone steps rise from the forecourt up to the main entrance.

An attractive entrance hall and grand central staircase, with wooden stairs and wood and iron railings, leads to handsome galleries and corridors featuring well-executed screens of ionic columns. The building interior retains its original layout, including the well-appointed Council Chamber and Assembly Room, each measuring 30 feet wide by 50 feet long and 28 feet high with prominent public galleries. Original decorative plaster work, embellished by painting in 1880, survives on the ceilings, pilasters, cornices, galleries and other wall surfaces; though repaired in the 1940s, these elements still grace the Council Chamber and Assembly Room. The original gas lamps remain suspended from the ceilings in both rooms. Office spaces on the second, first and basement levels largely retain their original height, volume and architectural details, and in some cases, early fireplaces and other important features. A period supplementary hot air convection heating system for the Assembly Room survives. The cast iron fire box located in the current boiler room has a maker's mark indicating the system was patented in 1854; cast iron heating grates are found high in the ceiling of the Assembly Room. Throughout most of the interior, original wood floors survive under carpeting, linoleum or later repairs in wood.

The grounds of the Colonial Building form a critically important immediate setting for the building and a vital link between the property and its surroundings, especially historic Military Road, Bannerman Park and the open spaces and buildings of Government House. It has acted as a gathering place for protests, celebrations and recreation. Public access to the building's interior and exterior has been a defining feature of the site since it was first constructed.

Interpretive Importance and Focus

In addition to its importance architecturally, the historical importance of the Colonial Building to past, present and future residents of this province is profound. At the root of the identity of Newfoundlanders and Labradorians is the idea that we were once a separate and distinct nation.

The parliamentary traditions adopted from England were manifested in Newfoundland in our construction of a building grand enough to act as a symbol of nationhood. For over 150 years the Colonial Building has served as a backdrop to some of the most pivotal events in our drive toward nationhood, our relinquishing of independence and, ultimately, our entrance into the Canadian federation. Many of the people who shaped and guided our history have a direct link to the building and many of the decisions which affected our future were debated and arrived at inside those stone walls.

Interpretation at the site will tell the story of the role the Colonial Building played in the political history of Newfoundland and Labrador. Key points will address:

- the building's role as a seat of government from colony to nation and, after a hiatus during the period of the Commission of Government, to province.
- the winning of Responsible Government in 1855.
- nationhood and self-government under the Parliament of Newfoundland.
- the loss of nationhood, and the Colonial Building as a symbol of national identity for Newfoundlanders and Labradorians.
- the National Convention and its pivotal role in shaping the future of Newfoundland and Labrador.
- the union agreement with Canada.
- the early Confederation period and key debates and decisions of the House of Assembly.
- the architectural design, functional design and purpose of the Colonial Building.
- important and colourful people in the political life of Newfoundland and Labrador as they played out their roles at the Colonial Building including Sir Robert Bond, Sir Richard Squires, Governor Davidson and Joseph Smallwood.
- memorable events from gala balls to Royal visits to protests and riots.
- the context of the Colonial Building in relation to Government House, Bannerman Park, Military Road and the historic character of the building's precinct.
- the decision by J.R. Smallwood to make the Colonial Building the home of the first provincial government of Newfoundland and Labrador until the construction of the Confederation Building in 1959.

Goals and Objectives

The following goals, objectives and actions will give direction to decisions about conservation, reuse, presentation, plans and activities connected to the Colonial Building Provincial Historic Site.

Six primary goals, each with objectives and key actions, and are expanded upon below:

1. Increase public awareness of and recognition for the heritage values of the Colonial Building and grounds, and encourage residents of the province to care for the property and to share in its benefits as a public asset.
2. Safeguard and maintain the heritage character-defining elements of the property.
3. Expand public access to and enjoyment of the grounds and building.
4. Operate in a sustainable manner, in accordance with accepted principles of cultural resource management.
5. Establish an appropriate use or uses for the building and secure suitable occupants.
6. Encourage the improved integration of the Colonial Building with heritage conservation initiatives, tourism activities and recreation opportunities on contiguous public properties.

Goal 1: Increase public awareness of and recognition for the heritage values of the building and grounds, and encourage residents of the province to care for the property and to share in its benefits as a public asset.

Objectives:

- To highlight and promote the historic importance of the site by promoting themes that have provincial significance and presenting them through the use of a variety of interpretation approaches.
- To educate and present to future generations the values of the site through on-site and off-site programming.

Key Actions:

- 1.1_ Develop an historical summary to outline the changes and alterations to the site as well as significant historical events and activities that have taken place there. This summary will support the development of an interpretation plan and a partial restoration of the interior and exterior of the building.
- 1.2_ Develop an interpretation plan to outline the key audiences and mediums that will be used to communicate the themes of provincial historical significance. The interpretation plan will be produced as part of the first phase of development of the site. It will guide future interpretation, events and exhibits for the site. Priorities for interpretive development will include a pamphlet to guide visitors through the site and exterior panels that will convey the historical and architectural significance of the site.

Other potential interpretation initiatives that could be developed through the life of the plan include:

- interpretation panels;
- an audio tour of the site;
- guided tour;
- internet virtual tours for remote audience;
- re-enactments of historical events;
- screening of historical films featuring the site.
- develop a furnishings plan to enhance the Assembly Room and Council Chambers;
- access to audio from the Confederation debates.

Interpretive themes will be developed based on the Heritage Character Statement provided in this plan (*Appendix A: Evaluation of the Heritage Significance of the Colonial Building*). The interpretive planning will recognize first and foremost a purpose-designed building with a distinctive layout to accommodate a bicameral legislature with government offices. Therefore, what happened inside will be of primary importance to the story of the site. However, themes related to its original setting and its role in the events and community life of the city of St. John's will also be considered and developed.

- 1.3 Explore the feasibility of working with The Rooms Corporation of Newfoundland and Labrador to develop a permanent display or exhibit for the site, which outlines the political history of Newfoundland and Labrador, and explore the feasibility of developing a travelling exhibit that can bring this history to schools around the province.
- 1.4. Develop a furnishing plan to support implementation of interpretation plan, identifying appropriate period furnishings for the site and specific furnishings that may have a connection to the site. Items in the possession of Government and those that may need to

be acquired will be identified through this process. The furnishings will be required primarily for the Assembly Room and Council Chamber and will include:

- moveable and fixed furniture;
- fittings and fixtures of historical importance;
- carpets;
- draperies and other textiles of appropriate design.

Goal 2: Safeguard and maintain the heritage character-defining elements of the property.

Objectives

- To safeguard and protect for present and future generations one of Newfoundland and Labrador's most valuable and significant provincial historic resources through the province's continued custodianship.
- To ensure the professional conservation of the site, seeking advice and expertise as appropriate when undertaking any alterations, repairs or changes to the site.

Key actions:

The Province will develop a restoration plan that prioritizes restoration and conservation activities to complete necessary work . The priorities as identified by the Department of Tourism, Culture and Recreation are:

2.1 Restoration of the Assembly Room and the Council Chamber to their previous grandeur. The specific work that could be undertaken in these spaces may include:

- restoration and repair of windows;
- conservation of decorative plaster and painted ceilings, walls and galleries;
- restoration of floors;
- acquisition and conservation of textiles and furnishings.

2.2 Restoration of the facade to remove inappropriate work done over the past 50 years. The specific work that could be undertaken on the facade may include:

- restoration of the original size and type of the entrance doorway and door;
- restoration of the fenestration by removing inappropriate windows and filling the openings with matching Queenston limestone ashlar facing, rubble masonry core and lath and plaster on the interior. Specific replacements may include windows on main floor on either side of the door, two on the second floor under the portico

inside either end of the colonnade and one on the second floor above the entrance door;

- removal of the stone from the pedestals at either end of the colonnade for use as matching stone for restoration work on other sections of the building. (Accepted conservation principles and practice calls for the acquisition and storage of matching materials to ensure that future repairs and replacement of deteriorated masonry units remains consistent with what is currently in place on the building.)

2.3 Reconstruction of a roof lantern (removed in 1890) and related repairs and restoration of the interior lantern well.

2.4 Return of the good decorative order in the public space around the Grand Hall. The specific work to this area could include:

- repair of the plaster finishes and appropriate repainting;
- conservation of grand staircase and upper floor colonnades and corridors;
- repair of the floors and the installation of appropriate carpet;
- refitting of the lower corridor doors (now in storage).

2.5 Restoration of the entrance and grounds. The specific work on the grounds may include:

- restoration of the original front terrace with its grade level sloping down to Military Road and to either side of the portico;
- restoration of the forecourt's gravel surfaces and removal of existing concrete paths, flower bed and other concrete elements;
- removal of seven extra steps on the entrance stairs and the stone/concrete core pedestals at either end of the colonnade added in the 1960s, and the restoration of the original side steps plus iron railings;
- removal of the two trees on the front elevation which obscure the view of the building;
- re-location of the flag poles in the forecourt to a more appropriate position.

2.6 Restoration of the boundary fences for purposes of site security and authenticity. Specific work on the fences could include:

- repair or restoration of the perimeter wooden fences on the east, west and north sides of the property consistent with types traditionally in use on the grounds;
- restoration of the iron fence and gate on Military Road (in place from 1887 to early 1950s).

2.7 Restoration of the interior. Specific work to be completed on the interior could include:

- restoration of the House of Assembly Speaker's stairwell/spiral staircase, door and other fittings and fixtures;
- rehabilitation of the corridor at the base of the stairwell on the ground floor as well as the adjoining small office on the west side (formerly used as security guard's office).

2.8 Reconstruction of the roof using the same materials used in the original design:

- Explore the feasibility and desirability of replacing current material with slate shingles and lead-covered flat section at the end of the life of the current roof.
- Closer examination of the roof to determine if the timber truss and other elements will have to be repaired or replaced.

Goal 3: Expand public access to and enjoyment of the grounds and building.

Objectives

- To ensure continued and expanded access to the building for the general public, school groups and tourists.
- To improve the entrance to the building.
- To ensure that there is reasonable visitor convenience for residents and others using the property.
- To increase security to discourage vandalism and other unlawful or inappropriate behaviour and promote public safety and a sense of well-being on the property.

Key actions:

- 3.1 Explore methods to operate the site on a year-round basis including development of guide/reception services for visitors, school programming, and volunteer guide programs.
- 3.2 Reinstate the original doorway to allow for a greater number of visitors to the site. Explore the feasibility of adding another entrance/exit to allow for greater numbers of people in the building. In addition, explore the feasibility installing an elevator to allow greater access by those with physical disabilities.
- 3.3 Explore options for enhanced security to combat vandalism including the stationing of security personnel at the building, installation of an exterior video surveillance camera and enhanced lighting around the building and grounds.

Goal 4: Operate in a sustainable manner, in accordance with the principles of cultural resource management. (Appendix A)

Objectives:

- To foster among Newfoundlanders and Labradorians a sense of ownership and pride in the Colonial Building by increasing public access and opportunities to support the building and the site.
- To increase the financial resources available for the maintenance and operation of the property in a way that is consistent with good cultural resource management.
- To increase cost effectiveness in the operation and maintenance of the building by developing and implementing a cyclical maintenance plan.
- To increase opportunities for cost sharing among the federal and provincial governments and local bodies responsible for the management of publicly-owned lands in the Military Road historic precinct.
- To increase opportunities for contributions from the private sector and individuals towards the conservation and interpretation of the property's heritage values.

Key actions:

- 4.1 Establish a Colonial Building Foundation to help raise the necessary funds to implement this management plan. The Foundation will apply to be a registered charity for purposes of the *Income Tax Act*. It will raise funds to support the conservation, restoration and interpretation of the Colonial Building and grounds and prepare a financial strategy that will include support from the provincial and federal governments and the private sector, as well as raise funds through special events, donations, bequests, endowments and other sources. The Foundation will be lead by a prominent, well-recognized person with the ability and knowledge to lobby and access both federal and private sources of funding. The Colonial Building Foundation will have an office in the Colonial Building. The Foundation's Board of Directors will hold its meetings in the Council Chamber or other suitable space in the building. The Foundation will also be given the mandate to use the building and grounds as a backdrop for fundraising events.
- 4.2 In keeping with government's policy on admission fees to the Province's Historic Sites, an admission fee similar to all other sites, may be introduced.
- 4.3 Promote the Assembly Room portion of the site as an option for public meetings and other appropriate activities.

4.4 To set an annual revenue target for the site from admission fees and rentals.

Goal 5: Establish an appropriate use or uses for the building and secure suitable occupants.

Objectives:

- Ensure the activities that take place in the building are in keeping with the historical significance of the site and are consistent with the principles of cultural resource management.
- Maintain the historic link between the building and the government of the province by ensuring that a compatible occupancy is promoted, with a government custodial department as the anchor and with provincial non-profit organizations related to arts, culture and heritage as tenants.
- Ensure that the use of the building is compatible with its heritage character and is also financially feasible for the Government of Newfoundland and Labrador.

Key actions:

5.1 Maintain a government presence in the site through the relocation of those divisions and agencies with a provincial legislated mandate to preserve and protect our built heritage such as the Provincial Historic Sites Program.

The Provincial Historic Sites Unit will operate the Colonial Building as it does the 11 other provincial historic sites throughout the province.

5.2 Delineate appropriate activities for the Colonial Building and grounds that do not require alteration to the interior of the building. Some appropriate options may include:

- tours and other interpretation activities;
- occasional House of Assembly Committee meetings;
- investiture ceremonies for the Order of Newfoundland and Labrador;
- occasional ceremonial and other public events of the Lieutenant Governor;
- sessions of the Newfoundland and Labrador Youth Parliament;
- sessions of “Older Boys Parliament of Newfoundland” (first held in 1961);
- government office and related uses and services;
- meetings;
- awards programs;
- debating events;
- film location;
- small weddings and garden events.

Other activities will be considered based on their acceptability as outlined within the Management Plan and as determined by the Department of Tourism, Culture and Recreation.

- 5.3 Provide the Newfoundland Historical Society and the Association of Newfoundland and Labrador Archives with continued office space, at no cost, given their long and historic association with the building.
- 5.4 Provide the remaining six office spaces to provincial heritage organizations. Criteria for eligibility and rental fee will be determined by the Department of Tourism, Culture and Recreation, in consultation with other provincial government departments.

Goal 6: Encourage the improved integration of the Colonial Building with *heritage conservation initiatives*, tourism activities and recreation opportunities on contiguous public properties.

Objectives:

- To establish physical and interpretational linkages with the heritage, cultural and recreational opportunities of the Military Road historic precinct, especially Bannerman Park, Commissariat House, Government House and grounds, The Rooms and Fort Townshend.
- To increase economic benefits from tourism for the province by marketing the property (and its place within the historic precinct) as one of the province's most important historical landmarks and a primary tourist attraction for the region.

Key actions:

- 6.1 Work with the City of St. John's, the Grand Concourse Authority, the Bannerman Park Restoration Committee, The Rooms Corporation and other interested organizations to integrate the directions outlined in this plan into future development activities for the Military Road historic precinct.
- 6.2 Work with the City of St. John's to promote the tourism appeal of the Colonial Building and prepare a Provincial Historic Site promotional brochure for the site.

APPENDICES

Appendix A - Cultural Resource Management Principles*

There are no hard and fast rules for managing and developing a cultural resource. Instead each will be look at on a case-by case basis. However, there are guiding principles which have been developed through international conventions which should be followed when undertaking any restoration to an historic property. These include the following:

1. Do not remove, replace, or substantially alter the buildings intact or repairable character-defining elements.
2. Any restoration should respect the combined and accumulated history of the site. As a result a building should not be restored to one period at the expense of another and changes to the building which, over time, have become character-defining elements in their own right should be conserved.
3. Find a use for a historic building that requires minimal or no change to its character-defining elements.
4. Protect and, if necessary, stabilize a historic place until any subsequent intervention is undertaken.
5. The restoration of any historic site is not to be based on conjecture. Prior to undertaking any work evaluate the existing condition of all character-defining elements, through the a process know as documentation of as-found recordings, to determine the most appropriate and less intrusive intervention. Use the gentlest means possible for any intervention.
6. Make any intervention needed to preserve character-defining elements physically and visually compatible with what is in place, and make it identifiable from original material upon close inspection. Document any intervention for future reference.
7. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new materials that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the building.

*Standards and Guidelines for the Conservation of Historic Places in Canada. Parks Canada.

Appendix B - Cost Estimates

The cost estimates provided herein are preliminary only and given to indicate a reasonable forecast of the expenses that are likely to be incurred in implementing the management plan's development strategy. (See Appendix B) Estimates for the Capital Expenditures are in 2003 dollars, those for the Interpretation Strategy are in 2005 dollars.

Estimated Cost of Conservation Program:	\$2.28 million
Estimated Cost of Interpretation / Exhibit Development	\$860 thousand
Estimated Annual Cost of Operations and Maintenance:	\$120 thousand

Note: this analysis does not include costs associated with other possible structural improvements to the Colonial Building, such as enhancement of lighting, upgrade of plumbing, installation of a ventilation system and other improvements. These upgrades have been estimated to be an additional \$2 - 3 million dollars.

Note: This does not include salary and benefits costs associated with operations and maintenance , nor department salary and benefits costs.

Estimated Capital Cost Summary

Action	Cost
Conservation of: <ul style="list-style-type: none">- Assembly Room- Council Chamber- Entrance Door, windows and facade- Roof Lantern- Grand Hall- Front Entrance, steps and forecourt- Boundary Fences- Speaker's stairwell and stairs- Slate Roof	\$135,000.00 \$132,000.00 \$165,000.00 \$125,000.00 \$50,000.00 \$94,000.00 \$336,000.00 \$41,000.00 \$908,000.00
Structural Analysis	\$15,000.00
Install video surveillance camera and exterior lighting	\$20,000.00
ESTIMATED TOTAL COST	\$2.28 million

Estimated Operations Cost Summary

Action	Cost
Hire year-round guide/receptionist	\$35,000.00
Increase Operating Budget to \$125,000.00 by 2006	\$70,000.00
Supplies for operations and implementation of admissions	\$15,000.00
ESTIMATED TOTAL COST	\$120,000.00

Estimate of Development of Interpretation Strategy Including Exhibit Development:

In addition to the capital work required for the site an interpretation strategy must also be developed and implemented. This would include all aspects of public presentation for the site, including exterior and interior work. A major component of this would be the addition of a full-time Interpreter at the site to oversee all visitor services, volunteer programs and supervision of summer students.

Action	Estimated Cost
1. Preparation of a Historical Summary and an Interpretation Plan	\$50,000.00
2. Planning and Fabrication of self-guiding pamphlet and promotional brochure.	\$25,000.00
3. Development of exterior exhibit - including interpretation panels and sculpture. - 3 interpretation panels - commissioning of appropriate sculpture	\$45,000.00
4. Development of an audio tour	\$100,000.00
5. Development of a web site and virtual tour	\$50,000.00
6. Preparation of a furnishing plan	\$20,000.00
7. Development of exhibit/interpretation panels inside the building	\$568,080.00
ESTIMATED TOTAL COST	\$858,080.00

Appendix C

EVALUATION OF THE HERITAGE SIGNIFICANCE OF THE COLONIAL BUILDING

Twelve criteria have been used in this evaluation, under the following categories:

ARCHITECTURE

- style/workmanship/visual appeal
- layout/construction/technology
- architect/designer/builder

HISTORY

- thematic association
- person/group
- event
- relative age

CONTEXT

- landmark
- contribution to area character
- site/orientation
- social value

INTEGRITY

- alterations/additions

The following assessment is made with respect to provincial significance.

ARCHITECTURE

- constructed 1846 to 1850
- early example of neoclassical style, with Palladian influences.
- typical example of building construction technique/method (rubble masonry core with ashlar stone facing and timber roof structure bearing in masonry walls).
- well-appointed and spacious Council Chamber and Assembly Room (30' wide x 50' long x 28' high each) with attractive ceiling and wall decorative plaster/painting work, a series of Corinthian pilasters with full entablatures, and a pendant ceiling centre.
- original gas lamps and attractive, decorated public gallery in each chamber.
- spacious entrance hall (30 X 20 feet) and grand staircase, with east and west galleries/corridors featuring a screen of ionic columns.
- quadrangular dome was lighted from above by lantern, now lost
- reasonably intact, original office spaces on second, first and basement levels with many early fittings and fixtures

- original or early fireplaces in Assembly Room and Council Chamber and in many offices on all three floors of the building
- early supplementary hot air convection heating system in Assembly Room; surviving cast iron fire box with maker's mark on door indicating patent date of 1854 (in existing boiler room) and cast iron grates high in east wall of Assembly Room.
- building architect, James Purcell, dominant practitioner for public and ecclesiastical buildings in St. John's in 1840s and 1850's
- co-designer Patrick Kough served as Newfoundland's superintendent of public buildings for nearly thirty years (1834-63) and had been influential in choice of building site
- original decorative ceilings/walls undertaken by Alexander Pindikowsky, a Polish fresco painter, who also executed work in Government House, the Athenaeum Hall and the chapel at the Presentation Sisters Convent on Cathedral Square.
- originally constructed with a rubble masonry core, an ashlar facing and carved stone elements of Cork limestone. Original facing stone replaced beginning in 1950's with two different types of limestone (both from Canada), different in colour, texture and tooled finish. Other substantial alterations on the principle facade, resulted in the loss of much of the building's original architectural character.
- a very good example of a comparatively old extant structure in the context of the city and province, especially considering the devastation of the fire of 1892 in St. John's.

HISTORY

- site of the longest continuously-operated seat of government of Newfoundland (1850 to 1933).
 - 1850-55 - colony (with representative government)
 - 1855-1933 - self-governing nation (with responsible government in 1855 and achievement of "Dominion" status within the British Empire)
 - 1934 to 1948 during the Commission of Government period, office of the Commissioners located in building.
- 1946-1948 - meeting place of the National Convention,
- 1949-1959 - first home of new Province of Newfoundland, the tenth province of Canada
- directly associated with well-known political figures:
 - Prime Ministers William Whiteway (building of the railway, 1881-97)
 - Sir Robert Bond (colonial secretary under Whiteway, Bond-Blaine Convention of 1890, saved Newfoundland from bankruptcy after bank collapse of 1894 and in 1904 secured sovereignty over French Shore;
 - Prime Minister Richard Squires and the 1932 riot at Colonial Building;
 - Premier Joseph R. Smallwood, Father of Confederation;
 - Julia Salter Earle, suffragist who lead protests in 1920s to Colonial Building in support of the vote for women, head of Ladies' Branch of Newfoundland Industrial Workers' Assoc. and clerk in offices of House of Assembly;
 - William Coaker, founding member of Fisherman's Protection Union in 1908,

advocated the forming of a political arm of FPU, appointed Minister of Marine and Fisheries.

- has functioned continuously as a public building, providing accommodation for the offices and facilities of government departments and programs.
- related in important way to government cultural and heritage programs as home of Provincial Archives from 1960 - 2004.
- site of major anti-government protests and riots, including:
 - 1861 riot over the unseating of George Hogsett and Charles Furcy as members for Harbour Main;
 - 1886 storming of House of Assembly Chamber by unemployed men demanding jobs on the railway;
 - 1921 march of unemployed men to Colonial Building;
 - 1932 gathering, turned into riot prompted by demand for inquiry into allegations of misappropriation of funds by Prime Minister Squires.
- site of regular public celebrations, social events and formal entertainments:
 - 1860 ball in honour of the visit of the Prince of Wales;
 - 1866 ball to celebrate laying of the Atlantic cable;
 - 1887 ball to commemorate Queen Victoria's golden jubilee;
 - 1898 First Teachers Conference;
 - 1910 proclamation of King George V

CONTEXT

- The building is excellent as a visually-conspicuous object in the immediate area and is visible from several vantage points in the city (especially its distinctive hipped roof); particularly notable is its relationship to the extensive open space of its grounds, Bannerman Park and the grounds of Government House.
- The structure is even more pronounced in its surroundings and from distant vantage points during winter/early-spring/late-autumn because of the absence of leaves on the many adjacent deciduous trees.
- The south-facing principal facade is brilliantly lighted on sunny days, making it and the forecourt warm and inviting, and thereby an appealing space for people to congregate; conversely, the open exposure of the forecourt makes it uninviting on stormy days, especially in winter; it is similar in these respects to other public places given the nature of seasonal conditions in St. John's and the province.
- The building and grounds are of critical importance to preserving historic linkages within their immediate environment, especially on Military Road. Its location next to Bannerman Park is of critical importance in preserving the building's original setting on what was at the time of construction the edge of town, with undeveloped territory to its north
- The building and grounds are of singular symbolic importance to the people of the province with considerable potential for continuing public usefulness in St. John's and the province as a whole. For visitors the buildings and grounds are of pivotal importance

in contributing to the character of its area, especially along the historic Military Road. The Colonial Building gives cohesion to its immediate locale and is entirely fitting in scale, height, proportion, siting, materials, colour, rhythm and silhouette, as well as in its relations between structures, open spaces and landscaping.

INTEGRITY

- There have been substantial alterations (mainly post-1954) to the building exterior that, while leaving the original stylistic form and the structural envelope and profile intact, have resulted in the loss of important architectural features and compromised much of its original structural integrity.
 - the complete loss of the original Cork limestone ashlar facing; the replacement on east, west and south sides is Queenston limestone quarried in Ontario and fabricated as dimensional stone and supplied by Missisquoi Stone and Marble Ltd., Philipsburg, Quebec; it is different in colour, texture and tooled finish from original; on north side, Cork limestone was completely replaced with a “Canadian limestone” obtained by the BAE Group of St. John’s, the firm responsible for the work, from an unspecified supplier (the quarry for the earlier replacement stone had closed); the North wall replacement stone appears to be different in colour, texture and finish and in far superior condition to the Queenston limestone;
 - the building has been sandblasted at least twice since replacement facing stone installed resulting in the loss of the Queenston limestone’s hard, protective surface;
 - there has been a change to the original design intentions of important facade details (especially the number, size and pattern of windows, the size of the entrance door and the position, slope and number of stairs);
 - the hipped roof has lost its original central lantern, a prominent feature of the architectural composition and profile (it provided natural overhead lighting to the lobby and grand staircase of the interior);
 - the roof has lost its original slate roofing materials and lead-covered top.
- the interior has experienced relatively minor alterations to critical elements of design layout, floor spaces and volumes, particularly of the Council Chamber and Assembly Rooms. The decorative plaster ceilings, walls and galleries, though “restored” in 1940 and 1945-46 following a series of chimney flue fires are still valuable in their own right as part of the building’s accumulated history
- the grounds have been continuously altered from the original in layout, grade, soft and hard surfaces, trees and other plant material, gates and fences, and other landscape design elements (eg. field guns/platforms, flag poles, fountain followed by concrete flower bed and parking lots). Prior to 1950s most changes could be considered accumulated history and valuable in their own right. However, those afterward are questionable and might be considered incompatible with the character of the building and surroundings from a functional and aesthetic point of view

Appendix D - Chronology

- Construction of the Colonial Building took place between 1846 and 1850.
- 1880 Council Chamber's and Assembly Room's original decorative plaster ceilings and walls were embellished by painting work of artistic value.
- 1890 the roof lantern replaced by dormer and window added above front door.
- Circa 1900 a skylight was added on the west front roof
- 1940 and 1945-1946 decorative ceilings/walls restored following smoke and water damage from a fire in 1939.
- Between 1950-1968 the original slate roofing materials were replaced by asphalt shingles.
- 1954-1956 the original stone facing and details replaced on east wall.
- 1957-1959 the original stone facing and details replaced on west wall.
- 1960-1968 the original stone facing and details replaced on south wall, windows added or altered, entrance door narrowed, original stone replaced on columns, stairs extended and returns at either end replaced with large stone blocks meant as a platform for statues that were never executed, roof dormer altered and skylight removed, and flag mast on portico removed
- 1987-1988 the original stone facing and details replaced on north wall, new granite entrance stairs over concrete base installed..

The grounds have undergone considerable changes from the period of building construction.

- 1849 the property was bounded on the south by Military Road, west by a horticultural gardens, north and east by a government field, and on the south-east corner by Hospital Road. Originally, the forecourt was built up with a pronounced rise in grade level to the building from Military Road, sloping off to either side of the raised terrace, and was laid to grass with a gravel path to the west side of the central portico.
- By circa 1870 or perhaps earlier, the forecourt had taken on a shield-like shape and was largely covered in gravel with gravel pathways to either side of the central portico. Wooden fences, lined with trees, formed the boundaries of the property on the east, west and north sides. And, there were a few wooden outbuildings in the yard, including the water closet (outdoor privy).
- From about 1883, the area to west and north of the property was commonly referred to as Bannerman Park (opened officially in 1891).
- In 1887, wrought iron fencing with a cast iron gate was erected along Military Road (decorative cast iron gate was damaged by a truck and repaired in 1945).
- In 1889 electrical lighting installed with poles carrying wires and transformers extended along the west side of the grounds precipitating the removal of some mature trees.
- By circa 1900, the east perimeter was lined by mature trees and wooden picket fencing extended along the east, west and northern edges of the building site.
- By 1925, the perimeter of the property was well-defined by existing roads and platforms with field guns were in place on either side of the front steps.

- 1956 a fountain was erected in the forecourt and young trees planted to either side of the portico.
- Circa 1965 the forecourt was lowered with the extension of the front stairs.
- By 1982, the current forecourt design was established and construction largely completed. A concrete flowerbed replaced the fountain, three flag poles, lawn and concrete drive were put in place, trees were planted along the west side, the iron gate and fencing had been removed, wooden fencing to the east and west was removed, and the parking areas were defined.

Appendix E - Glossary of Terms¹

Adoptive Re-use: refers to the process of finding an alternative, yet complimentary use for a building other than the use for which it was originally constructed.

Architectural Evolution: refers to the physical changes to a building over time. Throughout the life of a building changes and alterations often occur which can be either complementary to the original design or deviate from that design.

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

Conservation:* all actions and processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life.

Fenestration: the arrangement, proportioning, and design of windows and doors in a building

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

Historic Place:* a structure, building, group of buildings, district, landscape, archaeological site or other place that has been formally recognized for its historic value.

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

¹. All terms marked with an *asterisk have been taken from Parks Canada's, "Standards and Guidelines for the Conservation of Historic Places in Canada."

Acknowledgements

The Department of Tourism, Culture and Recreation wishes to acknowledge and thank the following organizations and individuals for their assistance in the process of developing the Colonial Building Provincial Historic Site Management Plan.

Dr. Phil Warren, Chair
David Bradley, Association of Heritage Industries
Ruth Canning, Heritage Foundation of Newfoundland and Labrador
George Chalker, Heritage Foundation of Newfoundland and Labrador
Marilyn Dawe, Parks Canada
Catherine Dempsey, Historic Sites Association of Newfoundland and Labrador
Jerry Dick, Association of Heritage Industries
Shannie Duff, Councillor, City of St. John's
Dr. John Fitzgerald, Historian
Fred Hann, Heritage Foundation of Newfoundland and Labrador
Weldon Moores, Department of Transportation and Works
John O'Dea, Newfoundland Historic Trust
Shane O'Dea, Association of Heritage Industries
Paul O'Neill, Historian
Joan Ritcey, Newfoundland Historical Society
Dave Roberts, Department of Transportation and Works

Heather MacLellan, former Assistant Deputy Minister (Culture), Department of Tourism, Culture and Recreation
Michael Clair, Director of Culture and Heritage, Department of Tourism, Culture and Recreation
Glenn Keough, Historic Sites Officer, Department of Tourism, Culture and Recreation
John Weiler, M.A., Dip.Con.Stud., D.Phil.

The Department also wishes to thank the following, for their gracious assistance towards the preparation of this document:

His Honour the Honourable Ed Roberts
Provincial Archives, Rooms Corporation of Newfoundland and Labrador
The Centre for Newfoundland Studies Archives, Memorial University of Newfoundland
The Legislative Library, House of Assembly, Newfoundland and Labrador