



BC Parks

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# BC Parks Cultural Heritage Conservation Handbook

A guide for conserving cultural heritage in British Columbia's Protected Areas System

March 2018

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# TABLE OF CONTENTS

## INTRODUCTION

### USING THE HANDBOOK

#### 1: WHAT IS HERITAGE CONSERVATION?

- 1.1 Why heritage conservation in BC Parks?
- 1.2 The concept of heritage conservation
- 1.3 An integrated approach

#### 2: THE HERITAGE CONSERVATION FRAMEWORK

- 2.1 Parks and the provincial heritage framework
- 2.2 Policy context and legislative guidance
- 2.3 Indigenous cultural values
- 2.4 Historical themes in B.C. parks
- 2.5 A typology of cultural heritage features in B.C. Parks

#### 3: CONSERVING HERITAGE

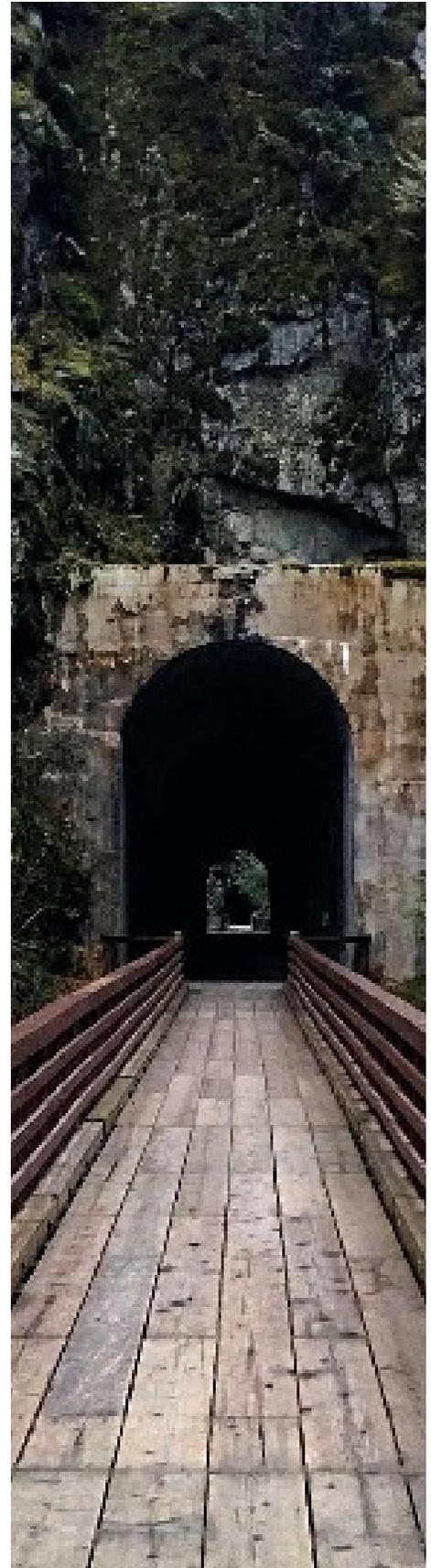
- 3.1 Heritage conservation planning in parks and protected areas
- 3.2 The heritage conservation planning process
  - 3.2.1 Planning process overview
  - 3.2.2 Understand the historic place
  - 3.2.3 Evaluate significance
  - 3.2.4 Assess potential impacts
  - 3.2.5 Develop conservation policies
    - The heritage planning document
    - Heritage conservation approaches
    - Three case studies
  - 3.2.6 Use the plan
- 3.3 Interpretation and marketing
- 3.4 Getting help

#### 5: OPPORTUNITIES FOR HERITAGE CONSERVATION

- 5.1 Partnerships and funding sources
- 5.2 Training and volunteers
- 5.3 Land administration and acquisition

#### 6: APPENDICES

- A References and further reading
- B Glossary of heritage terms
- C Example of a BC Parks statement of significance



## INTRODUCTION



Remains of gymnasium, part of the World War II military cultural landscape at Yorke Island.

***The BC Parks Cultural Heritage Conservation Handbook was developed with the assistance of a BC/Canada 150 Grant, and with the key involvement of the Vancouver Artillery Association. Heritage conservation work at Yorke Island Conservancy was used in part to develop the content, approach and practical examples for the handbook.***

The Cultural Heritage Conservation Handbook introduces information to assist in filling a current policy gap in BC Parks related to cultural heritage resources. It is intended as a complementary policy and process document to BC Parks existing policy framework that includes the Park Act, Heritage Conservation Act, government-to-government agreements that outline collaborative efforts in the management of cultural values, the Conservation Action Plan, Indigenous Relations policies and other legislation and guidance.

Cultural heritage resources are found throughout B.C.'s parks and protected areas. These resources both influence and are influenced by all areas of BC Parks programming. The handbook is intended for use by all BC Parks staff and management, but with its "how to" emphasis, is aimed largely at regional operations staff, including area supervisors and rangers, conservation specialists, planners, recreation officers and community liaison officers.

### **Its key objectives are:**

- To provide clear theoretical and practical guidance for *identifying, assessing, managing and interpreting* cultural heritage values and resources in BC Parks
- To identify the role BC Parks staff can play in improving heritage site conservation
- To provide information on managing potential impacts on heritage resources thereby reducing the potential for conflict and damage to a park's heritage values
- To create a document with ease of use by park operations staff, planners, managers and others who may be operating within the constraints of limited resources

In BC Parks, cultural heritage refers to the full range of cultural heritage resources that includes archaeological, non-archaeological Indigenous, historical and natural heritage with cultural meanings. Information in the handbook is based on the relationships between all of a particular park's heritage resources by using a cultural landscape approach. This approach seeks a balance between the ecological, historical and cultural values of protected areas within the context of BC Parks and BC Heritage Branch objectives. The handbook is a result of a collaboration between these two branches of the provincial government, through the joint Cultural Heritage Management Program established by the BC Parks / Heritage Branch Charter.

The term "protected areas" is used throughout this guide as an inclusive term for all designations within BC Parks, including ecological reserves, parks, conservancies, protected areas, recreation areas and others.



## USING THE HANDBOOK

The emphasis of this handbook is on integrating cultural heritage conservation and management into all park management activities. It includes a process that can be applied to proposed parks, newly established parks or well-established parks that have been part of the protected areas system for many years. It is general in nature and is meant to apply to all potential scenarios and types of heritage features, as well as providing a framework for solid heritage conservation decision-making.

The collection of information about cultural heritage features and taking steps towards their conservation and management is a cumulative process that can be undertaken and added to by successive park staff as time and resources become available.

**Part 1** identifies the over-arching theoretical background for cultural heritage conservation in parks, including the definition of an integrated cultural landscape and values-based approach to heritage conservation that embodies the ecosystem-based methodologies of the B.C. parks system.

**Part 2** of the document outlines the nature of the provincial parks and protected areas system, and the organization of jurisdictions related to the management of cultural heritage at the provincial level. It includes the importance of First Nations heritage values in B.C.'s parks, and the value and necessity of ongoing community engagement. This part also identifies the many common and rare types of cultural heritage features in provincial parks – it is a typology, organized by cultural landscape category.

**Part 3** puts context and theory into practice, presenting information on planning and decision-making about cultural heritage at a landscape scale in parks and protected areas. It is a how-to section that describes the steps and tools through which information about cultural heritage values and features can be collected and organized, along with the process for making decisions about the conservation and management and cultural heritage resources.

**B.C. parks examples** are provided as a means of grounding the information in park management.

**Appendices** include references and further reading, a cultural heritage site documentation form, glossary of heritage terms and a description of the range of possible heritage conservation approaches.

# 1

## WHAT IS HERITAGE CONSERVATION?

### Three guiding principles

#### 1. Respect for multiple values

B.C.'s provincial parks are complex cultural landscapes with a wide range of heritage values. Consider and respect the full range of heritage values present in any park. Balance cultural heritage values with other park values such as ecological, indigenous, recreational, economic and other values.

#### 2. Protecting sense of place

B.C.'s parks have unique attributes that give each one a particular sense of place. Manage change to ensure that the values and significant physical features that create the sense of place are protected in perpetuity.

#### 3. A cautious approach

Heritage conservation is based on respect for existing fabric, uses, associations and meanings. It requires a cautious approach based on changing as much as necessary but as little as possible, respecting history and the cultural values for which a park is significant.

### 1.1 Why heritage conservation in BC Parks?

Every level of B.C.'s protected areas system contains a diverse range of cultural heritage resources that include some of the best representative elements of British Columbia's natural and cultural heritage. Some protected areas are established explicitly to protect cultural heritage resources. Others, established for different reasons, often have heritage resources included within them. There is a profound responsibility bestowed upon BC Parks to protect and manage these special, historically important places.

Within BC Parks, conservation management broadly includes the conservation of biological diversity, ecosystem processes, and cultural heritage.

Heritage conservation in B.C. is a land-use decision-making process. It is built on the understanding that heritage values are intrinsic to the responsible management of public assets on Crown land, including in parks and protected areas. The process integrates the conservation of cultural heritage resources with management, change and development, understanding that heritage is just one facet or layer among many in a park or protected area. Heritage conservation always includes input from the public in understanding, appreciating and managing heritage values.

### 1.2 The concept of heritage conservation

There are some key concepts in heritage conservation practice that are fundamental for understanding the context of conservation activities and that outline what BC Parks personnel will embrace in their work as they move forward with cultural resource conservation.

Heritage conservation is about the care and continuing development of a place in such a way that its significance is retained or revealed and its future is made secure. The objective of the conservation planning process is to set out how that aim may best be achieved. In doing so it seeks to relate the proposed conservation action to available resources - generally time and budget.

The process of heritage conservation can be applied in a protected area at any scale or level of complexity, from an individual structure or vegetation feature, to a trail or trails system, to a large homestead or



Lighthouse at Pilot Bay Provincial Park.



Viewscape at Mount Robson Provincial Park.



The Peace Arch in 1950. (BCAR i-27892)

industrial site with many cultural heritage components.

From a parks operational perspective, a values-based, integrated approach to heritage conservation involves asking three questions:

1. **What is the historical significance or value associated with this park or protected area and how is that expressed in its physical and intangible cultural heritage resources?**
2. **Who has social attachment, knowledge or historical connections to this landscape and how can they assist in the conservation process?**
3. **What are the impacts, such as a particular planning or management activity, facing the identified cultural heritage values of the park or protected area and its resources, and how can they be mitigated through heritage conservation planning?**

### **Cultural heritage resources**

A cultural heritage resource within any provincial protected area is a physical component of the landscape that is considered to have heritage significance to a community, region, or the province, and which contributes to the well-being and integrity of the protected area, enriching the visitor experience.

Cultural heritage resources can be structures, buildings, groups of buildings, districts, landscape, archaeological sites or any other places that have been recognized for having heritage value.

Historic places in B.C. parks are comprised of a rich collection of cultural landscape features, including homesteads, agricultural fields, orchards, significant ecosystems, natural water features, and many other types of resources.

### **Heritage values**

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

Heritage values are socially constructed, in other words, they are placed by people onto historic places. This means that new values may be identified in a heritage place in the future, and existing values may change over time. Identifying a wide range of heritage values that incorporate local, regional and community values ensures better and informed decision-making about the treatment and future of a cultural heritage resource.

Details on heritage values with BC Parks examples can be found in section 3.2.3.

### **Values-based management**

Values-based heritage conservation and management takes into account the many different ways that cultural heritage places and resources are viewed and valued by people. It develops plans that outline heritage conservation policies and actions that address



Cemetery at Steelhead Provincial Park.

complex issues arising from an understanding of heritage value, helps resolve and accommodate conflicting values.

Most lands have indigenous values. **Non-archaeological indigenous resources include** tangible and intangible Indigenous cultural heritage with cultural or spiritual significance to Indigenous people created or acknowledged after 1846 and which may continue until the present day. **Indigenous archaeological sites** are the physical evidence of Indigenous use or activity predating 1846, such as burial places and aboriginal rock carvings or paintings.

**Intangible heritage** includes cultural values related to memory, beliefs, traditional knowledge and attachment to place. This can be expressed in rituals, craftsmanship, art, stories, songs and other intangible things.

All of these aspects of cultural heritage are taken into account when making decisions about cultural heritage places and resources.

### **Heritage conservation approaches**

BC Parks oversees an extensive collection of cultural heritage sites and features of many different types. Most heritage sites or cultural heritage features in B.C.'s parks will have varying levels of complexity, different stages of physical repair, and different proposed uses. They will also have a range of identified heritage values.

Effective heritage conservation takes into account all of these aspects. Decision-making about heritage conservation activities and actions can be based on a range of heritage conservation approaches, depending on the nature and significance of the cultural heritage resource. There is a spectrum of appropriate conservation approaches that can be selected to reflect available resources and various situations. Most sites will require a mix of conservation actions. The important thing is to retain heritage value.

Some cultural heritage resources will require nothing more than simple repairs or stabilization measures to prevent deterioration. For others, it may be decided that restoration to its original appearance is appropriate and feasible. Still others may need to be adapted to accommodate a new use, requiring changes to meet that use while retaining its heritage value. A full spectrum of approaches and their definitions can be found in section 3.2.5

## **1.3 An integrated approach**

An integrated approach to heritage conservation in B.C.'s parks and protected areas offers an opportunity to merge natural and cultural heritage conservation processes. By seeing culture and nature as interconnected, management processes for parks and protected areas become streamlined and ensure that a diversity of natural and cultural values are complimentary to, rather than in conflict with, each other.



Boardwalk at Cape Scott Provincial Park.

## B.C.'s parks are cultural landscapes

This integrated approach is guided by the concept of parks and protected areas as cultural landscapes. Cultural landscapes are living entities, and are the product of change, dynamic patterns and evolving interrelationships between ecosystems, history and cultures. The results of these interactions between people and nature are complex, multi-layered and distinctive to each protected area. The cultural landscape concept emphasizes the landscape scale of parks, their history, and the connectivity between people, nature, places and heritage features.

Cultural landscapes in B.C.'s parks are the result of long-term and complex relationships between people and the environment. Cultural heritage is one lens or one aspect to consider in B.C.'s parks, along with importance to community, recreation, ecology, tourism and others. The idea of cultural landscapes allows the management of cultural heritage resources in parks to be integrated with the natural landscape of which they are a part.

**A cultural landscape perspective explicitly recognizes the history of a place and its cultural traditions in combination with its ecological value.**

**... A landscape perspective also recognizes the continuity between the past and with people living and working on the land today.<sup>1</sup>**

**Cultural landscape:** any geographical area that has been modified, influenced, or given special cultural meaning by people.

- *Designed cultural landscapes* are intentionally created by human beings.
- *Organically evolved cultural landscapes* developed in response to social, economic, administrative, or religious forces interacting with the natural environment. They fall into two sub-categories:
  - *Relict landscapes* in which the evolution of the landscape stopped at some point in time. Its significant distinguishing features are, however, still visible in material form.
  - *Continuing landscapes* in which the evolutionary process is still in progress. They exhibit significant material evidence of their evolution over time.
- *Associative cultural landscapes* are distinguished by their spiritual, artistic, social or cultural associations, rather than their surviving material evidence.

On any given area of land, some historical activity will have taken place. Evidence of that activity can be evident in many ways, such as vegetation, built structures, subtle landscape modifications, archaeological evidence, historical documents or people's memories and stories.

Sometimes it is the everyday use of a place for day-to-day activities that can contribute to its strong sense of heritage value in a community. The ability to use a place for a picnic or social gathering site because generations have done so creates memories of this type of social use, experience or ritual that make the place important to the community.

## Integration with park planning and management

There is a clear relationship between park management activities and the conservation of cultural heritage. The steps involved in the

<sup>1</sup> Mitchell and Buggey 2001, p. 19

conservation of heritage resources in parks can easily be integrated into existing park management processes within current budgets and time allowances. Park management activities and guidelines can be used alongside heritage conservation tools to undertake everyday park management activities such as re-establishing historic trails, developing park infrastructure, providing recreational experiences and balancing the protection of natural and cultural resources.

Cultural heritage conservation can be integrated into all areas of park management, including:

- Ecological conservation
- Fire management
- Managing invasive animals and plants
- Partnerships with Indigenous communities, non-indigenous communities, individuals and organizations
- Visitor management
- Park programming, education and interpretation
- Development of park infrastructure

Community engagement and dialogue, where all people's values are noted and respected, are characteristic of cultural landscape and values-based heritage thinking. All landscapes and their characteristic features in B.C.'s parks and protective areas have community connections and associated values and meanings.

Managing cultural heritage resources strengthens the ability of BC Parks personnel to meet the organization's mandate of conserving both natural and cultural resources and the provincial government's mandate of caring for Crown land through:

- Support for park managers and other personnel in achieving a balance between attaining cultural heritage conservation along with other park management objectives
- Manage human activities and the conservation and restoration of ecosystems occurs in balance with the conservation of cultural heritage resources
- Integrate BC Parks' activity of ecosystem-based management with values-based conservation of cultural heritage resources
- Support the conservation of cultural heritage values along with other park values, such as ecological, indigenous, recreational, economic and other values
- Streamlining and simplifying park management processes
- Using evidence-based decision making about heritage conservation that is grounded in research, experience from the field and within the particular context of a park or protected area
- Understanding the cumulative effects of decisions and impacts on the environmental, social, economic and heritage values inherent in a protected area

# 2

## THE HERITAGE CONSERVATION FRAMEWORK

### 2.1 Parks and the provincial heritage framework

There are several areas of the provincial government that have an interest in or jurisdiction over heritage in B.C. The following government agencies may have resources useful for the conservation of heritage features in parks and protected areas.

#### **BC Heritage Branch**

The B.C. Heritage Branch is the Province's primary body responsible for the conservation of historic places in British Columbia. It manages the BC Register of Historic Places and develops policy for heritage conservation. The Branch is particularly valuable for providing insight into current practices for indigenous heritage conservation and values-based decision making.

Legislation used by BC Heritage Branch includes the *Heritage Conservation Act* for the protection of provincial heritage sites and the *Local Government Act* which contains legislation and tools for heritage conservation at the local level. Among other things, Branch is also responsible for the BC Register of Historic Places, for toponymy, or provincial place names and for fossils. It produces many useful guidance and planning documents, such as Writing Statements of Significance and Guidelines for Heritage Impact Assessments.

#### **BC Archaeology Branch**

Archaeology Branch is the focal point for pre-contact archaeology sites. As part of its Archaeological Impact Assessment Guidelines, the B.C. Archaeology Branch presents a list of criteria for evaluating post-contact archaeological sites with respect to their scientific, historic, public, ethnic, and economic significance, as well as their integrity and condition. Associated with each criterion is a series of questions to guide resource managers in determining whether a particular site has significance with respect to that category.<sup>1</sup> The Branch is also responsible for shipwrecks and plane crash sites.

Archaeology Branch operates under the *Heritage Conservation Act*.  
[www.for.gov.bc.ca/archaeology/archaeology\\_in\\_BC.htm](http://www.for.gov.bc.ca/archaeology/archaeology_in_BC.htm)

#### **BC Parks**

BC Parks operates under the BC Park Act. The agency has a policy through which a management plan is prepared for each park and

<sup>1</sup> [www.for.gov.bc.ca/archaeology/docs/impact\\_assessment\\_guidelines/appendix\\_e.htm](http://www.for.gov.bc.ca/archaeology/docs/impact_assessment_guidelines/appendix_e.htm)

protected area. Management plans contain statements on the care and protection of the cultural and heritage aspects of a particular park. An Indigenous Relations Program and Conservation Program are part of BC Parks' mandate.

BC Parks is responsible for heritage resources in its protected areas, and cultural heritage is generally a part of most management plans. BC Parks and B.C. Heritage Branch have prepared a joint charter around heritage conservation through which both organizations can cooperate in addressing heritage conservation in parks and protected areas.

BC Parks operates under the *Park Act*, *Ecological Reserve Act*, and the *Protected Areas of British Columbia Act*.

[www.env.gov.bc.ca/bcparks/](http://www.env.gov.bc.ca/bcparks/)

### **Forest and Range Evaluation Program**

The Forest Planning and Practices Regulation states the following objective set by government, to conserve, or, if necessary, protect cultural heritage resources that are:

- The focus of a traditional use, by an aboriginal people, and that are of continuing importance to that people.
- Not regulated under the *Heritage Conservation Act*.<sup>2</sup>

The *Forest Act* defines a cultural heritage resource as an object, a site or the location of a traditional societal practice that is of historical, cultural or archaeological significance to British Columbia, a community or an aboriginal people.

[www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/integrated-resource-monitoring/forest-range-evaluation-program](http://www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/integrated-resource-monitoring/forest-range-evaluation-program)

### **Recreation Sites and Trails**

Recreation Sites and Trails BC exists to provide safe, quality recreation opportunities for the public by developing, maintaining and managing a network of sites and trails.

Authority for managing British Columbia's recreation sites and trails is set out in the *Forest and Range Practices Act* and the Forest Recreation Regulation.

Recreation sites in B.C. may have cultural heritage resources and there are numerous historical trails across the province.

<http://www.sitesandtrailsbc.ca/>

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<sup>2</sup> [www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/integrated-resource-monitoring/forest-range-evaluation-program/frep-monitoring-protocols/cultural-heritage](http://www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/integrated-resource-monitoring/forest-range-evaluation-program/frep-monitoring-protocols/cultural-heritage)

## 2.2 Policy context and legislative guidance

The following is a hierarchy of legislative and policy documents currently used by BC Parks and other provincial jurisdictions that have relevancy to cultural heritage conservation in parks.

### **Provincial legislation**

Wildlife Act  
Park Act  
Ecological Reserve Act  
Protected Areas of British Columbia Act  
Heritage Conservation Act  
Local Government Act

### **Strategies and plans**

BC Parks Futures Strategy

### **Policies**

*BC Parks Conservation Policy* Section 5.13: Cultural Heritage

- Cultural heritage in British Columbia's protected areas system will be inventoried and assessed to define relative values and significance.
- A protected area, or a specified Cultural Zone within a protected area, may be established and managed to protect a cultural heritage feature with historical or cultural significance.

### **Guidelines and charters**

BC Parks and B.C. Heritage Branch Charter  
*The Standards and Guidelines for the Conservation of Heritage Places in Canada*  
Heritage Impact Assessments in British Columbia – Terms of Reference  
BC Archaeological Handbook  
FREP Protocol for Cultural Heritage Resource Stewardship Monitoring  
BC Parks Park Design Guidelines and Data  
BC Parks Volunteer Strategy 2012 - 2015  
BC Parks Facility Standard Manual  
BC Parks Impact Assessment Policy  
Australia ICOMOS Charter for Places of Cultural Significance, The Burra Charter, 2013  
ICOMOS Ename Charter for the Interpretation and Presentation of Cultural Heritage Sites

## 2.3 Indigenous cultural values



Ktunaxa/Kinbasket and Shuswap historical hunting areas at White River and Cadorna Creek in Height of the Rockies and Elk Lakes provincial parks, which are located within their asserted traditional territory.



Geological formation in Pillar Provincial Park with significance for First Nations. (BCAR c-03051)

Respect for Indigenous traditions, culture and communities will be an important part of BC Parks' future, with the potential for showcasing heritage and cultural practices at BC Parks' venues, providing education and values about indigenous perspectives on the importance of protecting and celebrating the natural world. First Nations need to be able to tell their stories at these places. For example, First Nations worked as cowboys at Hat Creek Ranch for generations, contributing to the continuum of history at that site. BC Parks can provide the opportunity for these stories to be told.

The Truth and Reconciliation Commission and the United Nations Declaration on the Rights of Indigenous Peoples have brought this history, tradition and culture to the forefront. First Nations cultural heritage is different than post-contact cultural heritage, and efforts to support First Nations cultural heritage conservation must be based on Indigenous values and knowledge.

Traditional uses or values that are associated with cultural heritage resources can vary considerably among First Nations across the province. Determining what indigenous cultural heritage resources and values on the landscape are, and how they should be respected, requires an ongoing engagement and learning process, involving face-to-face interaction with First Nations.

Traditional use sites are identified by Indigenous people as important areas of traditional practice. There may be a correspondence between archaeological and traditional use sites as some areas of traditional practice contain physical remains of past activity. However, traditional use often does not leave any detectable, physical evidence.<sup>1</sup>

The government's guidance on Traditional Use Studies defines traditional use sites as any geographically-defined site (on land or water) used traditionally by one or more groups of people for some type of activity. These sites may lack the physical evidence of human-made artifacts or structures, yet maintain cultural significance to a living community of people and may or may not contain archaeological evidence.

Currently, parks and conservancies are both used to protect First Nations cultural heritage features, including natural and cultural landscapes, village sites, buildings, trails and people. Provincial parks are the most common designations making up 76% of sites and Conservancies 15% of sites.

Indigenous cultural heritage resources are both tangible and intangible and may include specific traditional use areas, sites or features on the landscape either historical/traditional or ongoing.

<sup>1</sup> *Protocol for Cultural Heritage Resource Stewardship Monitoring*. Forest and Range Evaluation Program, B.C. Ministry of Forest, Lands and Natural Resource Operations and B.C. Ministry of Environment, Victoria, BC. 2011.

Some examples:

- Resource gathering areas, fishing, hunting and trapping
- Sites of spiritual and sacred significance
- Culturally modified trees
- Totem poles or welcome figures
- Ceremonial sites
- Burial sites, village sites and old churches
- Natural resources, such as plants, animals or habitat types to which cultural values may be attached
- Plants with culturally significant medicinal, food or material uses
- Traditional techniques
- Natural landforms with associated cultural values
- Language, intellectual knowledge, stories and place names

### **Responsibilities of B.C. Archaeology Branch and B.C. Heritage Branch**

Archaeology Branch is responsible for the protection of material culture pre-1846 and First nations cultural sites where no physical evidence exists, as well as for burials, heritage objects and shipwrecks.

Heritage Branch is responsible for post-1846 heritage and historic places, fossils and geographical names. The Branch is responsible for policy identifying, recognizing, and protecting heritage values of a broad spectrum of historic places, ranging from cultural landscapes, to structures, to places associated with memory, post 1846.

There are several policy documents to be consulted in coordination with this handbook that address both archaeological and post-1846, non-archaeological Indigenous heritage. They include:

- BC Parks Archaeological Handbook that introduces archaeological resource management and identifies the role BC Parks staff can play to improve archaeological site impact management. The gap between the Archaeological Handbook and this document is that the former does not provide advice or action on the protection of non-archaeological Indigenous heritage features.
- Union of B.C. Indian Chiefs with a guiding principle that their Aboriginal Title and Rights are inherent, a gift and responsibility given by the Creator to our Peoples, together with the laws to carry out these responsibilities. Their mandate is to work towards the implementation, exercise and recognition of their inherent Title, Rights and Treaty Rights and to protect their Lands and Waters through the exercise, and implementation of our own laws and jurisdiction.
- Indigenous Heritage Circle, an Indigenous-designed and Indigenous-led organization dedicated to the advancement of cultural heritage matters of importance to Métis, Inuit and First Nations. Through multiple channels for dialogue and learning, the IHC will provide a trusted and inclusive space for sharing information, ideas and issues related to Indigenous cultural places, landscapes, narratives, languages, practices, legal traditions,

protocols and collections.

- *FREP Protocol for Cultural Heritage Resource Stewardship Monitoring* which emphasizes a meaningful and collaborative role for First Nations in natural resource monitoring and evaluation, and the *Cultural Heritage Resource Identification and Management in Forestry Developments* which supplements the protocol.

Actions include:

- Coordination with Archaeological Handbook and other policy documents as a companion piece.
- Identify further opportunities for the BC Parks to work with Indigenous communities to initiate an increase in the number of formally recognized sites.
- Establish a framework for ongoing consultation with First Nations according to BC Parks conservation policy and other protocols.
- Undertake Heritage Values Assessment Processes to better understand indigenous heritage values, stories and significant features in all parks and protected areas.
- Develop specific Parks conservation policies based on the process in this document that specifically addresses non-archaeological Indigenous heritage features in a supplementary companion document based on this knowledge and information.
- Work with First Nations to develop interpretation opportunities that emphasize the importance of the area to First Nations but respect the sensitivity of cultural values.
- Establish signs and naming protocols in parks in indigenous traditional languages.

## 2.4 Historical themes in B.C.'s parks



Yorke Island Conservancy's rare and significant contribution to the theme *Military and Defence* is in part of the reason for the consideration of its value at the national level.

Thematic frameworks have a number of largely interconnected uses in the management of cultural heritage. All of these uses are based around the idea of how a particular park, sites or groups of sites fit into broader stories of regional, provincial and national history.

Thematic frameworks can also examine the idea of representativeness, to identify and manage a range of sites that represent multiple aspects of local, regional or national history. Gaps in the historic stories of particular regions can be identified, facilitating the management and interpretation of additional cultural heritage sites.

The Parks Canada model thematic framework below can assist with understanding the context and range of cultural heritage features in B.C.'s parks, as well as helping to identify their diverse heritage values by identifying how they fit into the broader themes.

FIGURE TWO — NATIONAL HISTORIC SITES OF CANADA THEMATIC FRAMEWORK



## 2.5 A typology of heritage features found in B.C.'s Parks

A typology helps to assist in identifying and heritage features and succinctly understanding complex sites and their significance by grouping them into categories and types. While every heritage site or feature cannot be listed in this document, the typology is designed to include broad categories that encompass the complete range of cultural heritage resources found in BC Parks.

Category	Definition	BC Parks examples	Other examples
Evidence of traditional practices, uses or spiritual sites (including Non-archaeological and post 1846 indigenous site)	Places and features associated with Indigenous land uses, meanings, activities or spiritual sites, places of stories and legends.	Cemetery in Cape Scott Provincial Park Shell midden at Gowlland Tod Provincial Park	Welcome figures, totem poles, middens, sacred sites, cemeteries churches, historical use, current use.
Evidence of historical land uses	Features in the landscape that occur as a result of a particular land use, or changes to the landscape's surface created through human use of the land.	Evidence of historic logging in Estero Conservancy	Agricultural fields, pastures, fish camp, industrial park, playing fields, quarries, mine tailings or debris, earthworks, drainage ditches, knolls, terraces, resource artifacts, parks, beaches.
Circulation and transportation	Spaces, features and materials that create systems of movement or transportation.	Corduroy road in Cape Scott Provincial Park Telegraph line in Cape Scott Provincial Park Trail Cowichan Valley Footpath in Cowichan River Park	Trails, sidewalks, roads, highways, canals, airport runway, railway line, rolling stock, sternwheeler, vessel, telegraph line.
Buildings	Features constructed primarily for sheltering any form of human activity in a landscape.	Trapper cabin in Raft Cove Provincial Park Floating post office in Allison Harbour Marine Park	Houses, barns, stables, schools, factories, mills, canneries, churches, cabins.
Groups of buildings	A related collection of buildings that together function as a unit.	Townsite in Cape Scott Provincial Park Remains of WW2 coastal defence battery at Yorke Island Conservancy	Townsite, homestead, building complex, working farm.

<b>Category</b>	<b>Definition</b>	<b>BC Parks examples</b>	<b>Other examples</b>
Structures	Features and systems constructed generally for functional purposes.	Lighthouse in Pilot Bay Provincial Park Abandoned light station in Anne Vallee Ecological Reserve	Sheds, power lines, hydrants, culverts, retaining walls, dykes, foundations, bridges, lighthouses, windmills, gazebos, grandstands, silos, dams, docks, tunnels, fire lookouts, telegraph cabins.
Constructed water features	Built features using water for aesthetic or utilitarian functions in a landscape.	System of ditches and canals in Cape Scott Provincial Park	Fountains, ponds, canals, ditches, cascades, pools, reservoirs, irrigation structures.
Small-scale features	Elements providing detail and diversity in the landscape, and which can be aesthetic or functional.	Newcastle Island horseshoe pitch Monument 43 in EC Manning Park Many of these are found in most parks	Fences, benches, picnic tables, gates, monuments, signs, road markers, horseshoe pitch.
Natural history systems or features	Natural aspects of the place that include geomorphology, geology, hydrology, ecology, climate, native vegetation, often with cultural heritage associations or uses.	Pillar Park conglomerate stone pillar Hoodoo in Lac Du Bois Protected Area Fossil beds Yorke Island Conservancy kelp beds	Ravines, watersheds, creeks, wetlands, beaches, dunes, rock formations, wildlife, nesting birds, fossils.
Views	Expansive and panoramic or close and narrowly controlled visual prospect, either natural occurring or deliberately contrived.	View to Mount Assiniboine peak, Mount Assiniboine Provincial Park	View from a porch, view to a mountain peak, broad vista of a natural landscape, view from a lookout, narrow view along a trail or within a formal garden.
Vegetation	Indigenous, introduced or naturalized, formal or informal, deciduous and evergreen trees, shrubs, vines, groundcovers, ferns, mosses, lichens, herbaceous plants, plant communities or as part of an ecosystem.	Orchard at Ruckle Farm Provincial Park Old growth trees at John Dean Provincial Park	Boreal forest, grassland, specimen trees, planted row of trees, woodlots, orchards, perennial gardens.
Intangible heritage	Cultural values related to memory, beliefs, traditional knowledge, and attachment to place.	Military regiments staying in the crew shelter at Yorke Island	Rituals, plant gathering, celebrations, events, craftsmanship, stories, songs

# 3

## CONSERVING HERITAGE



### 3.1 Heritage conservation planning in parks and protected areas

The heritage conservation process itself is straightforward and can be applied to heritage sites at every scale, from a simple structure or tree to a larger cultural landscape with many historical components. There are a wide range of approaches to conservation, used along or in combination, that are suitable to any level of effort or available time and budget resources. Not every heritage site will require a high level of effort or expenditure. The important thing is to understand and conserve heritage values.

In complex situations, there will be more need for support from and collaboration with B.C. Heritage Branch, and/or with the assistance of outside heritage experts and conservation planners. For simpler sites, heritage planning and field work can be done by Parks staff, with oversight from Heritage Branch as needed.

Overall, three over-arching principles can be used to guide heritage conservation in B.C. parks.

#### 1. Respect for multiple values

B.C.'s provincial parks are complex cultural landscapes with a wide range of heritage values. Consider and respect the full range of heritage values present in any park. Balance cultural heritage values with other park values such as ecological, indigenous, recreational, economic and other values.

#### 2. Protecting the sense of place

B.C.'s parks have unique attributes that give each one a particular sense of place. Manage change to ensure that the values and significant physical features that create the sense of place are protected in perpetuity.

#### 3. A cautious approach

Heritage conservation is based on respect for existing fabric, uses, associations and meanings. It requires a cautious approach based on changing as much as necessary but as little as possible, respecting history and the cultural values for which a park is significant.

#### Fabric

In heritage conservation, fabric means all the physical material of a heritage resource of place that is the product of human activity.

### **Prioritizing level of effort for heritage conservation in individual parks**

Prioritizing heritage sites, landscapes or resources within a particular park or protected area is important because action will not be taken on all identified heritage resources and for determining the level of effort that will go into heritage conservation. As well, the prioritizing of sites should be integrated with the objectives of the management plan.

It can be useful to consider the following criteria when determining the priority for action for heritage features in a particular park or protected area. Evaluating a cultural heritage resource against each of the criteria at a scale of high, medium or low and comparing the relative weight of each criteria score can provide direction for decision-making about heritage conservation actions.

<b>Criteria</b>	<b>High</b>	<b>Medium</b>	<b>Low</b>
<b>Level of threat or risk to the heritage resource</b>			
<b>Physical condition</b>			
<b>Heritage value</b>			
<b>Community interest</b>			
<b>Public safety</b>			
<b>Contribution to significance of park</b>			
<b>Complexity of site</b>			
<b>Relationship to other heritage features</b>			
<b>Community benefit</b>			
<b>Economic or tourism benefit</b>			
<b>Resources available for conservation</b>			

## Three basic questions

From an operational perspective, a values-based, integrated approach to heritage conservation involves asking three basic questions:

1. **What is the historical significance or value associated with this park or protected area and how is that expressed in its physical and intangible cultural heritage resources?**
1. **Who has social attachment, knowledge or historical connections to this landscape and how can they assist in the conservation process?**
1. **What are the impacts, such as a particular planning or management activity, facing the identified cultural heritage values of the park or protected area and its resources, and how can they be mitigated by conservation measures?**

## 3.2 The heritage conservation planning process

### 3.2.1 Planning process overview

The following is a step-by-step process to assist in evaluating, prioritizing, allocating funds and applying heritage conservation tools to cultural and built heritage resources within BC Parks. The purpose of conservation planning is to ensure that heritage features are monitored and treated according to current standards before they are beyond repair.

A key guidance document that should always be consulted when undertaking heritage conservation activity is the *Standards and Guidelines for the Conservation of Historic Places in Canada*. This document is a pan-Canadian guide for heritage conservation practice in this country offering results-oriented guidance for sound decision-making when planning for, intervening on and using historic places. The document establishes a consistent and flexible set of conservation principles and guidelines so it is an essential reference for BC Parks staff working towards the conservation of cultural heritage resources in their parks.

#### A Understand the historic place

- Identify the potential heritage features in a park or protected area.
- Conduct research to establish the chronological history of the landscape, site or feature as a means of understanding its heritage values.
- Understand the planning context. How does the conservation of cultural heritage resources fit within the protected area's management plan?

#### B Evaluate significance: discovering heritage values

- Engage with the public about heritage values within a particular park or protected area, or about an individual heritage resource.
- Discover the values and determine the significance of the heritage landscape, site or feature using a statement of significance.
- Identify the character-defining elements that illustrate those values

#### C Assess potential impacts

- Consider what needs to be done to retain the significance of the place.
- What are BC Parks' previously identified required issues, objectives and priorities for a particular park?
- Assess the physical condition of the cultural heritage resource.
- Document the heritage resource selecting the appropriate level of documentation.

#### D Develop conservation policies

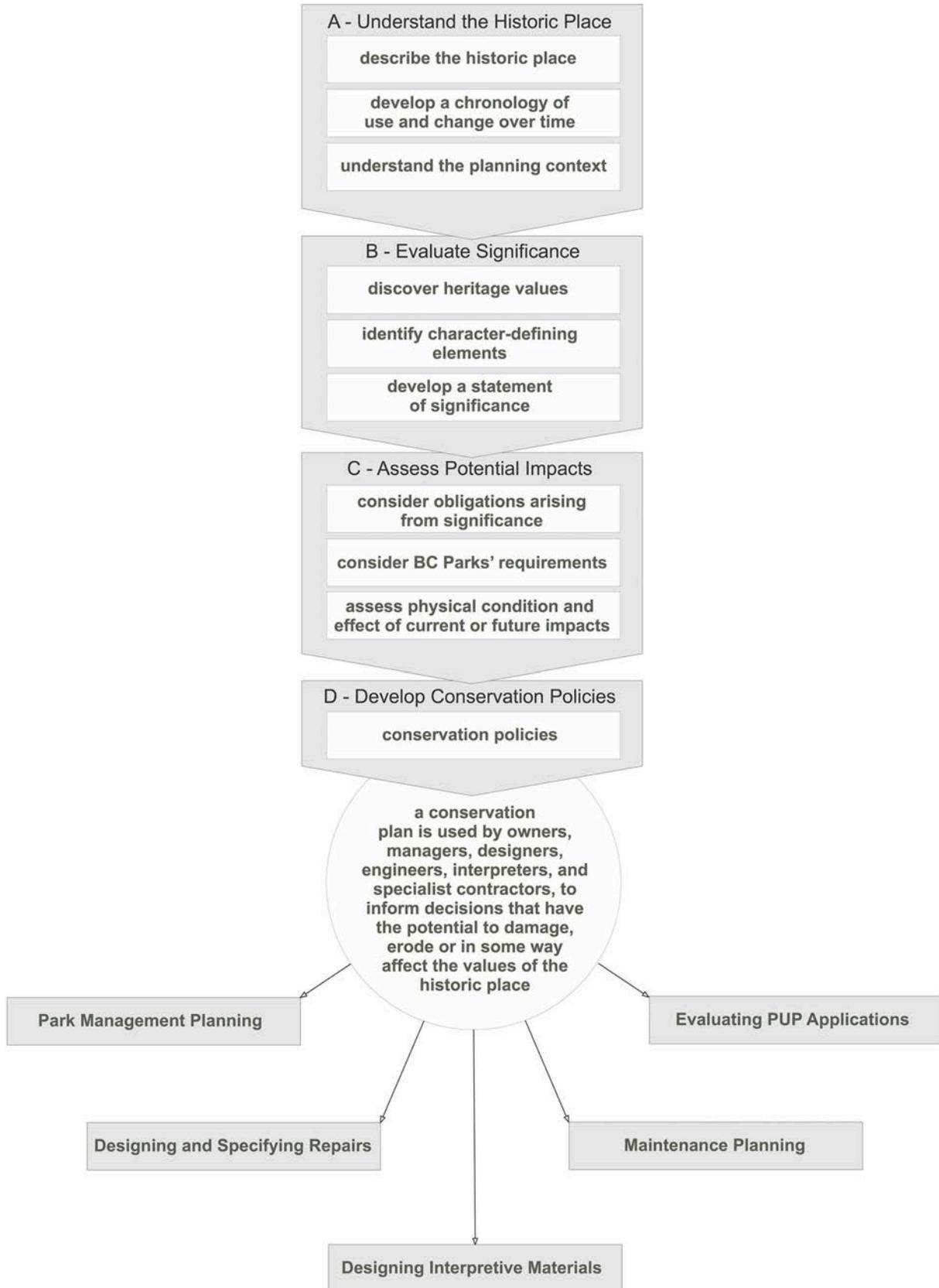
- Determine the proposed use for the heritage resource, if any.

- Write policies that together protect the heritage values of the park or protected area.
- Prepare a heritage conservation planning document to guide conservation work.

**E      Use the plan**

- Plan for and implement heritage conservation activities according to the planning document.
- Conduct regular monitoring and maintenance for the cultural landscape or cultural heritage resource using a monitoring form.

# Heritage conservation planning process for parks with heritage resources



**A park's historical and current use may be a significant part of its heritage value.**

Ruckle Park is a working farm where the production of sheep and lambs for quality wool and food is part of its value. Halting this process and introducing sheep seasonally for visual purposes may lessen the heritage value of the park, but keeping them must be balanced with other values including economic and maintenance.



Sheep in Ruckle Provincial Park on Salt Spring Island.

### 3.2.2 Understand the historic place

Identification of places is a first and crucial step in the management process and underpins all subsequent assessment, management and interpretation of cultural heritage values in B.C. parks. Identification of cultural values is essential in the plan-of-management process but is rarely undertaken before preparing such plans. Inventory and identify potential heritage features in a park or protected area using the categories found in the typology. These categories correspond to those in the *Standards and Guidelines*.

Conduct research or use the understanding BC Parks staff of to establish the history of the landscape, site or feature as a means of understanding its heritage values. Prepare a brief chronology, year by year, to understand changes to the place over time.

Identify the relationships between heritage features and their cultural and ecological setting to better understand the wider cultural landscape.

#### **The planning context: BC Parks protected area management plans**

In BC Parks, park planning provides the high level, strategic direction for a park or protected area in a management plan. Site level planning and design is undertaken or overseen by Area Supervisors or BC Parks' Recreation Section.

It is important to understand the relationship between planning for heritage conservation and the BC Parks Management Plan. The two planning processes are intended to work together.

In Yorke Island Conservancy a separate heritage conservation plan is being developed prior to the completion of the BC Parks management plan. The goal for this site is to have the conservation plan be a stand-alone document. It will provide guidance to the management Plan, and at the same time, be bound by the ultimate direction provided by the BC Parks management plan.

Management plans generally have sections on cultural heritage management. If warranted, in more complex sites, the information in the management plan could be the starting point for a heritage conservation plan or a simpler heritage statement.

In simpler cases, it is likely the BC Parks management plan can provide sufficient direction and the results of a heritage planning exercise incorporated directly into the management plan.

### 3.2.3 Evaluate significance

#### **Engage the community**

The primary purpose of community engagement during heritage conservation planning is to identify the local, regional and community values that contribute to a site or feature's significance. Local knowledge can also supplement facts and evidence based on research. It is important to talk to a range of people familiar with a park so as to assemble a wide range of heritage values.



Yorke Island Conservancy is a complex cultural landscape with a continuum and layering of values related to its many past uses.

Yorke Island represents the values of:

- Geographical communities whose economy and social history was affected by the wartime occupation
- Cultural community such as the Japanese-Canadian inhabitants and fishermen affected by distrust
- The natural resource community that shaped the island
- Military community for whom this is a significant built legacy
- Indigenous communities that claim this place as having been part of their history forever
- Past values that have accumulated but that may not be represented by current voices

### Discover the heritage values

Cultural heritage value or significance is a simple concept. Its purpose is to help identify and assess the attributes which make a place of value to us and to our society. An understanding of it is therefore basic to any planning process.

Heritage values are generally defined as the aesthetic, historic, scientific, cultural, social, or spiritual importance, or significance, for past, present, or future generations.

As a starting point, heritage values can be identified by asking three questions:

- **Why is this place important? (what are its heritage values)**
- **To whom is it important? (which communities value this place?)**
- **What is it about the place that illustrates this significance? (its character-defining elements)**

Once the significance of a place is understood, informed policy decisions can be made which will enable that significance to be retained, revealed or, at least, impaired as little as possible. A clear understanding of the significance of a cultural heritage resource will not only suggest constraints on future action, it will also introduce flexibility by identifying areas which can be adapted or developed with greater freedom.

The heritage value of a historic place is illustrated by its character-defining elements, which include materials, forms, location, spatial configurations, uses, and cultural associations or meanings.

Every park has a continuum or layers of values. A park will have contrasting meanings and values to different individuals and groups. It is important to understand the full range of heritage values associated with a place.

Context is very important in understanding the heritage values in a park, how all of its parts relate and fit together, and how it operates as a system. In complex parks, it may be useful to initially prepare a context study or statement of significance for the park as a whole.

The table that follows provides examples of heritage values.

## Examples of Heritage Values

Most of B.C.'s protected areas and the individual cultural heritage resources within them will have multiple layers of heritage values.

<b>Value</b>	<b>Definition</b>	<b>BC Parks examples</b>
Historical values	Encompass all aspects of the history of a place, relating to events which happened in the past and which have significance to people in the present, related to the country as a whole, to regions or districts, or to specific groups with their own histories.	Homestead of the former Fintry Estate at Fintry Provincial Park and Protected Area
Recreational values	Illustrate the diversity of opportunities and activities related to nature, leisure, outdoor experiences and enjoyment a historic place can provide visitors.	History of alpine recreation at Mount Assiniboine Provincial Park
Ecological values	Relate to the inter-relationship between historic places and their ecological contexts, as well as to ecological features themselves, such as ecosystems, habitats, natural areas and others, that occur within a historic place.	Botanical Beach at Juan de Fuca Provincial Park
Spiritual values	Relate to supernatural phenomena with a belief in something greater than what is seen in the natural world.	Unique conglomerate stone pillar with an association to First Nations at Pillar Provincial Park
Aesthetic values	Relate to the visual qualities, appearances or relationships of historic places and what they signify to the community today.	Character of the Classical Revival design of the Peace Arch monument at Peace Arch Provincial Park
Scientific values	Refer to qualities, processes, technology or other aspects of places which can reveal or demonstrate knowledge or information about the past.	Fossil beds with plant, animal and insect species shale formations at Driftwood Canyon Provincial Park
Educational values	The ability of a place to gain, express, teach, present, interpret or disseminate knowledge about the past.	Othello Tunnels, Coquihalla Provincial Park
Cultural values	Relate to the cultural identity of ethnic groups, members of a nationality or First Nation, religious denomination, community, occupation or any other cohesive group that has its own traditions, customs, conventions, rituals and mythologies.	Ktunaxa/Kinbasket and Shuswap historical hunting areas in Height of the Rockies and Elk Lakes provincial parks
Social values	Values that relate to the collective memories of people who have lived, worked or interacted at a certain place and / or have shared or common experiences.	Represents the link of peace between the USA and Canada at Peace Arch Provincial Park



### Identify the character-defining elements that illustrate those values

Character-defining elements are those physical (tangible) and intangible features of a park that illustrate or embody the identified heritage values. Each character-defining element should be associated with a heritage value.

Examples of character-defining elements that represent heritage values may include such things as:

- Ecological characteristics
- Patterns of ownership
- Land use and clearing
- Small-scale elements such as fences, other structures
- Agriculture
- Views
- Vegetation
- Trails
- Buildings and structures: concept, design, form and style
- Character
- Historic context
- Materials
- Planning
- Quality
- Technology
- Use and historic evidence of use
- Site and setting - views, trees, surrounding context
- Location - within the park, near important features, relative to the lot or context, relative to nearby land uses
- Scale: large/landmark, small scale
- Style or type of building, related to function or use



## **Develop a statement of significance**

A statement of significance is a succinct document that clearly outlines all of the heritage values of a park or protected area, or a heritage feature with a park, along with the physical elements that represent those values is essential for making good decisions about its conservation.

The purpose of the statement of significance is to identify what part of history a historic place represents, and how and why that is of value and importance today. The statement reflects modern values concerning history and historic places, illustrating how today's society recognizes the significance of the places which embody its heritage character. The statement of significance records the heritage values that are already associated with the place.

A statement of significance consists of three connected parts:

### **Description of the historic place - the “what”**

- The description paints a picture of the cultural heritage resource in two or three sentences. It can include the resource itself, its context and its setting.
- It is meant to be general, effectively describing the heritage resource in as few words as possible. Refer to contemporary photographs, taken during site visits, to write a description of the historic place as it exists now.

### **Summary of heritage values - the “why”**

- Heritage value may be defined as: the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations.
- Focus on the question “Why is this place significant?” Keep the value statement as clear and concise as possible, ensuring that the values are identified in language that can be understood by a wide range of people.

### **Character-defining elements, or physical aspects, that embody the values of the historic place - the “how”**

- The CDEs should be a point form list.
- The CDEs are not meant to be an exhaustive list of every detail of a historic place. Phrase CDEs in such a way that will cover all existing significant elements of the place. Often, broader statements are more effective than highly specific ones.

### **When do I need a statement of significance?**

Because identifying heritage values is critical to making informed decisions about cultural heritage resources, no planning or actions should take place without a document that outlines heritage values and physical features, such as a statement of significance. A statement of significance is a planning tool that guides heritage conservation decision-making.

A statement of significance can be written by BC Parks staff with training offered by B.C Heritage Branch. Refer also to Heritage Branch, *Guidelines for Writing Statements of Significance*. See Appendix B for an example of a statement of significance written for BC Parks.

**Condition as a tool for decision-making**

Courtenay Post and Sunderland Post, Yorke Island Conservancy, are each in varying states of disrepair. Sunderland Post is in good enough condition for stabilization and repair, while the condition of Courtenay Post led to a decision of managed decline, with clearing of vegetation to slow the process.



Courtenay Post.



Sunderland Post.

**3.2.4 Assess potential impacts**

When specific park activities, addition of park amenities, proposed changes to a heritage resource or any current or future planned park development activity are anticipated, it is necessary to understand the impact of the activity on the identified significance or heritage value of the cultural heritage resource. Identify what needs to be done to retain the significance of the place, and use the suite of heritage conservation approaches to develop a course of action. Such mitigation actions could be as simple as avoiding the heritage resource, re-routing a trail or using planting to keep visitors away (see the case study on page 36).

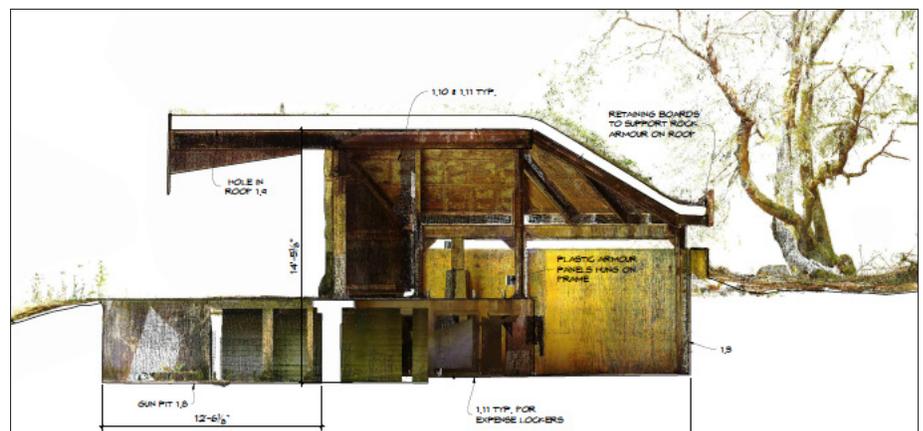
Looking at the identified issues, objectives and priorities for a particular park and using BC Parks guidance and management can help develop strategies for visitor use and activities around heritage resources, such as appropriate park uses, access, numbers of visitors, visitor management and other factors that can impact a cultural heritage resource.

**Site survey and documentation**

Documentation of heritage features in parks and protected areas is necessary for understanding the nature of the feature, its materials, dimensions and other attributes, so heritage conservation may be undertaken. It provides a record and archive if the feature is lost, and can assist in understanding of changes to the site or feature over time. It also creates information accessible to decision-makers, researchers, volunteers and the interested public to add to the overall understanding of the site, leading to its care and sustainability.

Since documentation will likely be mostly undertaken by Parks staff and due to unknown level of resources, a hierarchy of documentation is suggested. This could include:

- Level 1: Simple mapping and photography
- Level 2: Mapping, measuring and photography
- Level 3: Detailed measuring, photography and as-found drawings or sketches
- Level 4: Accurate survey and laser scanning



Example of a scanned image of a gun emplacement on Yorke Island.

### Assessing physical condition

Condition assessment is undertaken to understand the physical state of a heritage feature so that decisions can be made about its conservation.

The following is an example of the condition and risk assessment for the War Shelter at Yorke Island Conservancy.

Like other buildings within the fort, the relationships that exist between the War Shelter, its adjacent buildings and the surrounding landscape are essential parts of the overall heritage character of Yorke Island.

### Condition

The core structure of the War Shelter is in excellent condition.

The roof is in poor condition, and visitor impacts include damage to the vegetation cover revealing the underlying bitumen, and thus increasing UV damage. In some places the roofing membrane is missing entirely. In hot summer conditions the roofs warm up and the bitumen become pliable; making it easily damaged by people walking on it. In winter conditions the membrane is brittle.

There is extensive modern graffiti along both interior walls of the Ammunition Passage.

The exterior of the building was camouflage painted, but it is no longer legible.

The stone retaining wall that borders the path to the Stopping Gun is in poor condition and the stones are loose. Similarly, the rock armor/camouflage forward of the Stopping Gun platform is separating from the concrete.

### Risks Assessment

Building	Hazard	Likelihood	Severity	Priority
<b>War Shelter, Stopping Gun &amp; Ammunition Passage</b>	Damage to roof membrane from visitors/volunteers walking on it	High	Low	Med
	Damage to the building by visitors/volunteers occupying it (fire, mechanical damage, etc.)	High	Low	Low
	Damage to painted surfaces caused by visitors, including new graffiti	High	Med	Med
	Damage resulting from impact from deadfall	Med	High	High
	Loss or damage to building features such as the door that has become unhinged	High	High	High

### **Ecological values and conservation**

Botanical Beach in Juan de Fuca Provincial park has high scientific values and has been used by universities since the early 1900s.

Natural values are integrated with the cultural heritage, but the level of use is having an impact. Interpretation can help to explain why restricted access is required to protect the park's resources into the future.



Tide pool at Botanical Beach.

### **3.2.5 Develop conservation policies**

Conservation policies are the guidance statements that put into words the heritage actions that will be taken on a particular site. The focus of approaches to the conservation of heritage resources is to provide policy direction as a way of effectively managing the currently understood heritage values and character-defining elements of resources that can be adapted to a wide variety of circumstances.

For simple sites, one conservation approach may be sufficient. But sometimes BC Park sites have a unique character and diverse types of heritage features, which means that heritage conservation will need to be multi-faceted, using a combination of conservation approaches at different levels and scales.

#### **The heritage planning document**

The heritage planning document, also known as a conservation plan or conservation statement, is a document that lays out the proposed conservation activities for a park, site, landscape or other heritage place, or a heritage feature. It is based on the condition assessment and identified heritage values, and is integrated with the BC Parks management plan.

Determine the proposed use for the heritage resource, if any, and prepare a heritage conservation planning document. This could be a full conservation plan, shorter conservation statement or brief notation depending on complexity, significance and priority of the cultural heritage resource. The BC Parks general equivalent is a management plan vs a management direction statement.

If the heritage feature is not to be re-used for a new purpose, undertake stabilization, repairs, protection from water, mothballing or other protective conservation measure as appropriate. For re-use or for a particularly significant site or features, a more detailed heritage measure can be applied.

The heritage planning document generally includes the following parts:

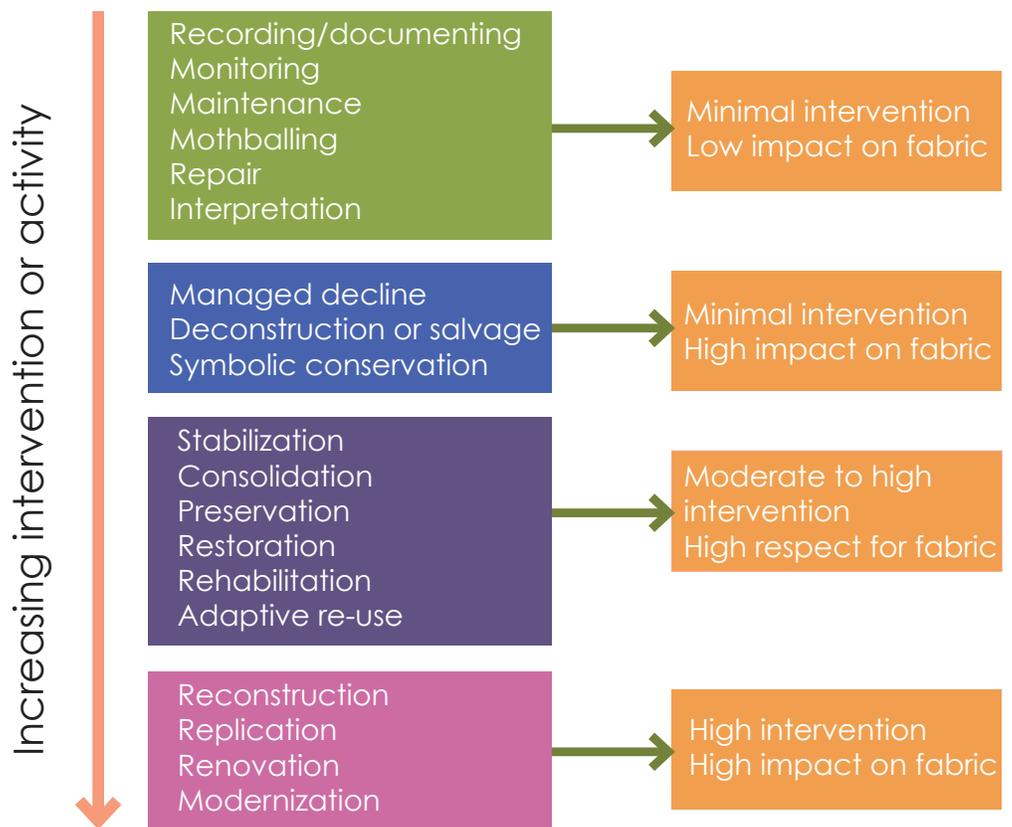
- Historical chronology
- Assessment of heritage value
- Understanding of appropriate levels of activity
- General understanding of condition
- Identification of impacts
- Selection of the appropriate conservation action or treatment
- Consideration of the needs of BC Parks and its management objectives
- Conservation policies to protect heritage value
- Strategies for implementing conservation and repair
- Regime for monitoring, maintenance and mitigation of risk

Conservation plans are generally quite detailed in nature. If a conservation plan is not warranted, due to the simplicity of the project, budget, or other reasons, a shorter, simpler document called a heritage statement may be prepared.

### Mix of heritage conservation approaches

The conservation of heritage resources included in conservation planning document can include a wide continuum of possible approaches, and combinations of approaches, for each heritage place. Most heritage conservation projects, by necessity, involve a combination of approaches. An understanding of the various approaches is included to facilitate informed current and future conservation projects.

The diagram below illustrates a continuum of heritage conservation measures, arranged generally from minimal intervention to maximum activity. Detailed descriptions of each of the approaches can be found in the table that follows.



## Spectrum of conservation approaches

The following table defines a range of possible heritage conservation approaches. For any heritage resource, one or a combination of approaches can be taken.

Conservation approach	Definition
Recording / Documenting	Objectively describing - through oral, written, graphic, photographic or other means - the present configuration and condition of an historic resource. This provides necessary basic data for the preparation of conservation research, analysis, design, and maintenance activities, as well as ensuring the historical or technical information contained in a site is not lost.
Monitoring	The systematic and regular inspection or measurement of the condition of the materials and elements of an historic place to determine their behavior, performance, and rate of deterioration over time. Monitoring is undertaken to ensure that adverse impacts on archaeological sites, buildings and structures, landscapes, and biological life-forms that could be evaluated prior to site alteration or construction activities are addressed. For archaeological sites, monitoring requires a licensed archaeologist; for other heritage resources, it should be carried out by appropriate heritage professionals.
Maintenance	The most primary form of conservation is a site and building maintenance program. It is the routine, cyclical, nondestructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.
Mothballing	The temporary closure of a building or other structure to protect it from the weather and secure it from vandalism. It is intended to safeguard a character-defining element over an extended period until such time as it is decided to proceed with conservation.
Stabilization	A minimum amount of work done to safeguard a resource from the elements and/or destruction and to protect the public from danger. This work may involve emergency structural reinforcing, cabling (with trees), protective coverings, or hoardings. Stabilization is often undertaken to preserve the character-defining element for future heritage conservation work.
Repair	The process of returning a character-defining element to its prior condition when it has undergone changes attributed to failure, decline, wear, normal use, or abuse. A repair action does not alter or enhance the integrity, character, performance, or design intent of the heritage feature. Repair may include patching of existing components using technologically compatible materials and methods, limited replacement in-kind of components, complete replacement in kind of a component when the degree of change it has undergone precludes any other type of action.

<b>Conservation approach</b>	<b>Definition</b>
Preservation	The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value.
Restoration	<p>The process of accurately revealing, recovering, or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, as accurately as possible, while protecting its heritage value.</p> <p>Restoration is considered the primary treatment when the significance of a particular place during a particular time period significantly outweighs the loss of existing character-defining elements from other periods, and if there is substantial evidence of its appearance at an earlier time.</p>
Rehabilitation	<p>The action or process of making possible a continuing or compatible contemporary use of a historic place or landscape, or of an individual component, while protecting its heritage value. Rehabilitation makes possible an efficient contemporary use while retaining those portions and features which are significant to the resource's heritage values. New work is designed to be physically and visually compatible with and distinguishable from, the original historic place. For landscapes, rehabilitation is the most common intervention, as it allows changes necessary to satisfy present-day demands upon the site.</p> <p>In continued use rehabilitation, changes are made to a historic place that continues to be used for its original purpose. In adaptive re-use, the historic place is converted to a new use.</p>
Consolidation	The physical addition or application of adhesive or supportive materials to ensure continued durability or to protect the structural integrity of the heritage resource. Consolidation is most frequently undertaken when structural elements have deteriorated to a point where the future of the resource is jeopardized.
Reconstruction	A building, site feature, or artifact that no longer exists is reproduced with new construction that exhibits the shape, material, and detailing (and often construction methods) of the resource as it once appeared. Good documentary information without conjecture is essential in order to justify a reconstruction. With landscapes, planning should consider the age and arrangement of vegetation, allowing for growth and maintenance to continue an appearance that replicates the historical period.
Replication	Making an exact copy of portions of an existing structure, feature, or artifact, usually to replace a missing or decayed component in order to maintain aesthetic unity and harmony. Replication is often used for cosmetic reasons in restoration work. If valuable cultural property is being threatened or damaged irretrievably by its environment, it may have to be moved to a more protected environment. A replica may be substituted in order to maintain heritage integrity and the unity of a site or building.

<b>Conservation approach</b>	<b>Definition</b>
Interpretation	A process of communicating messages about cultural and natural heritage, or telling stories about a place, that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource. The presentation can relate to the way the place is now, has been, used, seen, touched, smelled and tasted, giving impact to evocative stories and meanings. The range of interpretive techniques is vast, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, audio, video and others.
Renovation	Occurs when extensive changes and/or additions are made to an existing building internally and externally in order to 'renew' the structure. Cultural landscapes can also be renovated. These changes are often made in response to the need for more space, repair, general improvements, or lifestyle considerations.
Re-use or symbolic conservation	Re-using or reinstalling components of deteriorated buildings, structures or landscapes in-situ, elsewhere on the site or in another location. Symbolic conservation refers to the recovery of unique heritage resources and incorporating those components into new development, or using a symbolic design method to depict a theme or remembrance of the past.
Managed decline or ruinification	<p>Allows a character-defining element, when it cannot be reused and the cost of repair cannot be justified, to remain on site and slowly degrade or deteriorate rather than be moved or demolished. Over the long-term the natural forces of nature are used to allow the site to become a historic ruin after historic significance of the asset has been carefully recorded. The first phase of managed decline typically involves carefully documenting the character-defining elements and then removing but storing in situ salvageable or unsafe parts of the building or structure.</p> <p>Documenting the process of decline is an important component of site interpretation. It is managed through measures such as temporary scaffolding or supports using appropriate historical elements, and maintenance such as removal of leaves and debris, to prolong the life of the resource and celebrate its disappearance.</p>
Deconstruction or salvage	<p>The process of retaining and protecting from deterioration historic fabric or elements that have been removed from their original context. Selected parts of a building or landscape are protected for renovation or reuse, consisting of actions to carefully dismantle and reassemble building, structure, or artifact; in situ if possible, but often ex situ on another site.</p> <p>This process is often undertaken out of structural necessity, for the protection of significant individual features from permanent loss, to repair deteriorated material, to observe historic construction techniques or protect materials for future re-use. The term also applies to natural heritage and landscape values such as plants.</p>



## Case Study: Okanagan Mountain Provincial Park

The following case study was used as an example at a BC Parks Area Supervisors' meeting in March 2018. It shows the results of an exercise in understanding heritage values, issues and conservation solutions for Okanagan Mountain Provincial Park.

This wilderness park is located on the east side of Okanagan Lake between Kelowna and Penticton. There are six marine campgrounds with secluded bays and sheltered sandy beaches along 33 kilometres of undeveloped shoreline.



## HERITAGE QUESTIONS TO CONSIDER

Why does Okanagan Mountain Provincial Park matter? (what are the heritage values?)

- Important as a military training site
- Natural heritage conservation values
- Recreation
- Social / cultural through the history of Chinese Canadian immigrants
- Ceremonial values for First Nations
- Community values - the cabin here is important to the community

To whom does it matter? (which communities value this place?)

- Chinese Canadian community
- First Nations
- Military community - Canadian, international, regimental, SOE

What are some of the significant features of the park that express its heritage values? (its character-defining elements)

- Pictographs and artifacts
- Water and boating
- Location and beach
- Gravesites
- Wildlife such as rattlesnakes
- Commemorative plaque
- Wilderness, non-developed setting
- Legacy of events
- Meanings and stories associated with events and pictographs
- Spirituality



What are some of the key issues or impacts that need to be addressed or mitigated to conserve cultural heritage in the park?

Commando Bay was used to secretly train Chinese Canadians for guerrilla warfare in 1944, during World War II. As a result of this history becoming more well-known, there is increasing interest in visiting Commando Bay for its heritage significance as well as for its scenic attributes. Concern has been raised by local First Nations that increased visitation to Commando Bay would damage the pictographs.

As two relatively simple conservation measures, a trail that lead from the beach to the pictographs was decommissioned and wild roses were transplanted to the base of the bluff where the pictographs are located.

### 3.2.6 Use the plan

#### Undertaking conservation and repair

Day-to-day conservation and repair is necessary to prevent the deterioration of heritage features and protect their heritage value. Many repairs may likely be the responsibility of operations staff. Repairs can range from the replacement of a roof, repairing a fence, pruning an orchard tree or other day-to-day activities.

Conservation and repairs are guided by the heritage planning document.

Recommended Repairs			
Building	Scope Ref.	Action Required	Priority
War Shelter (and Ammunition Passage)	5.1	<ul style="list-style-type: none"><li>Reinstate the door on hardware to match original configuration;</li><li>Consider making a new door panel to match existing.</li></ul>	High
	5.2	<ul style="list-style-type: none"><li>Make and install a new cap flashing for the flue.</li></ul>	High
	5.3	<ul style="list-style-type: none"><li>Repair the modern damage to interior walls of Ammunition Shelter with multiple coats of lime wash to match historic colors.</li></ul>	Medium
	5.4	<ul style="list-style-type: none"><li>Repair the stone retaining wall that borders the path to the Stopping Gun platform.</li></ul>	Medium
	5.5	<ul style="list-style-type: none"><li>Strip existing roof and install new bitumen roofing to make all parts of the War Shelter watertight.</li></ul>	Low
	5.6	<ul style="list-style-type: none"><li>Windsafe surrounding forest including removal of over-mature alder.</li></ul>	Low

Example of a repair schedule for the War Shelter on Yorke Island.

#### Ongoing review of heritage resources

The value and physical evidence of landscapes and buildings can be quickly obscured or lost if long-standing management, maintenance and risk assessment regimes are not undertaken. Regular maintenance is required to retain built and landscape features and should be undertaken on a regular cycle.

A regime of regular monitoring, maintenance and repair should be undertaken in a park or protected area to ensure that values, any building fabric and cultural landscape features, such as clearing a trail or mowing a field, are retained into the future.

- Have regular monitoring inform the continual improvement of planned maintenance and identify the need for periodic repair or renewal as an early step in the implementation of the conservation plan.
- Establish a written and accessible program for monitoring, maintenance and documentation.
- Create a monitoring and maintenance manual to record work being done by Parks staff and volunteers.
- Use the manual to determine what work is required and to allocate specific tasks on a yearly basis.
- Undertake planned periodic repairs or renewal of buildings



or landscape feature, such as recovering a roof or removing vegetation, to prevent loss of fabric, and while retaining heritage values.

Heritage features in parks and protected areas are sometimes found in a state of disrepair creating unsafe situations and making the buildings vulnerable to physical deterioration and loss of heritage value.

Emergencies in parks may require the need for rescue operations and there is always the chance of fire. Proactive measures can ensure site safety without damage to the heritage resources. Public safety and emergency preparedness can be undertaken while at the same time, reducing impacts on heritage value and sense of place.

- Develop an emergency planning and preparedness program that takes into account the vulnerability of the heritage resource.
- Identify such aspects as muster points, emergency notification and provide clearings or areas for landing.
- Undertake ongoing inspection and monitoring of all site buildings and implement repairs and other safety measures that respect the heritage values of the heritage feature.
- Implement Firesmart BC recommendations to reduce the risk of fire.

### **New park elements**

#### **Signs**

BC Parks has an iconic sign program that is instantly recognizable to the public and as a system has an ease of replication. At the same time, individual parks have a particular character and sense of place, and standard signs may detract from the experience of the place. New designs for signs can be developed for certain parks in keeping with their heritage character while still being based on BC parks standards.

Always consider the placement of signs and their impact on the experience of the cultural landscape and heritage resources. Do not place on historic buildings or structures, and cautious about detracting from the site's sense of place.

#### **New construction**

BC Parks often needs to provide new construction for visitor amenities. New construction may have a negative impact on the heritage values and sense of place in a particular park. New design and construction should be in keeping with the character and history of the place, ensuring that it is compatible with the heritage values and physical appearance of the park.

- Design and materials should be compatible but distinguishable from historic structures.
- Consider a design aesthetic inspired by the history and character of a particular park through form, materials and details while adhering the BC Parks standards for design and construction.
- Consider cultural landscape features such as sitelines, views, topography and existing circulation patterns when siting or installing any new construction.

## 3.3 Interpretation and marketing

### Interpretation



Interpretation is defined as the mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource, communicating messages and stories about cultural and natural heritage, and providing a wider understanding of our environment.

Interpretation has been part of B.C.'s parks since 1957. Interpretation provides many benefits, including engaging young learners, promoting an environmental stewardship ethic, and promoting healthy lifestyle outdoor recreation. Interpretive programs help attract visitors to parks and contribute to longer and repeat visits.

Visitors should not perceive interpretation as an educational activity but as an interesting and enjoyable service that enhances their park experience. Nevertheless, cultural and natural heritage interpretation is considered a structured approach to facilitate learning processes, which qualifies as an educational activity.

Interpretation works from the specificities of a site or collection towards more universal ideas. It focuses on site-specific phenomena and facts and reveals the wider and deeper meanings by embedding the details within meaningful contexts.

Interpretation actively involves audiences by relating the content to their personal knowledge, interests, feelings and values and by encouraging discovery, engaging senses and reflection.

Education and interpretation at heritage sites are educational tools that can celebrate the place, the work that has been done to conserve it, and serves a purpose in protecting the heritage values.



### Telling the story: the interpretive planning process

Historical knowledge can be communicated to the public for its enjoyment, understanding and education. Words and pictures can convey much, but real things convey the deepest impression.

An approach to park interpretation of the site that is non-invasive and creative can assist visitors in using their imaginations to understand the past uses, significant events and the sense of adventure in finding, understanding and interpreting clues in the landscape.

For remote and difficult to access sites can use these resources to tell stories, celebrate heritage resources.

### Develop themes and messages

A theme is the central or key idea of any presentation. When communicating to visitors, the audience should be able to summarize the main point of the program in one sentence. This sentence would be the theme. Development of a theme provides organizational structure and clarity of purpose of the program.



### **Write interpretive objectives**

Objectives are outcome driven and measurable. For example, for the interpretive theme: "Wetlands benefit us in amazing ways" develop interpretive objectives that would help illustrate that theme, such as: Explore methods by which all participants can identify three ways that wetlands benefit us.

### **Determine appropriate interpretive methods**

The range of interpretive techniques is vast, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, audio, video and others.

### **Prepare interpretive prescriptions**

Working with each theme, the next step is to identify specific sub-themes, decide what the visitor should learn or experience, develop the key messages to convey the learning and experience and the particular action (site development), activity (hands-on or participatory) or media (sign, brochure, installation, application or other) that is to take place.

The location of interpretive activities, or installation etc. should be identified on a map, and if it includes a trail, the proposed actions along the length of that trail should be identified. Details about design and implementation for the interpretive program can then be developed.



## Interpretive prescription example for a park with a history and remains of mining activity

### Theme 1: Mining

Sub-theme	Visitor experience objectives	Actions / media prescription	Site location(s)
<p>Glacial history was a factor in forming the geology and geography of the region around the park</p>	<ul style="list-style-type: none"> <li>• Reveal the power of glaciers in shaping the landscape</li> <li>• Identify local mountain ranges, their composition, and how they were formed by glaciation</li> <li>• Explore First Nations' intimate knowledge of terrain and geography</li> <li>• Relationship between the region's geology and mining/ recreation</li> </ul>	<ul style="list-style-type: none"> <li>• Tours by First Nations, BC Parks interpreters and volunteers</li> <li>• Brochure / audio</li> <li>• Signs</li> <li>• Storytelling circles and fireside chats</li> </ul>	<ul style="list-style-type: none"> <li>• Throughout the site</li> <li>• Viewpoint to mountains and the remains of mining activity</li> </ul>
<p>Mining for gold and silver was the driving force behind the development of the area</p>	<ul style="list-style-type: none"> <li>• Understand locations of early mining claims and methods of exploration and identification</li> <li>• Relationship between geological forces and the mining industry</li> <li>• Role of mine owners and others involved in the industry</li> <li>• Determination of the early miners</li> <li>• Impact of mining activity on First Nations</li> </ul>	<ul style="list-style-type: none"> <li>• Tours by First Nations, BC Parks interpreters and volunteers</li> <li>• Brochure / audio</li> <li>• Signs</li> </ul>	<ul style="list-style-type: none"> <li>• Cabin 1</li> <li>• Technology through time trail</li> <li>• Viewpoint to Montana Mountain</li> </ul>
<p>The area was part of B.C.'s boom and bust mining economy</p>	<ul style="list-style-type: none"> <li>• Connection to the various mining booms throughout B.C.</li> <li>• Monetary and social value of silver and gold at that time</li> <li>• Reasons for the eventual failure of the mine and in wider B.C. context</li> <li>• The area after mining ceased</li> </ul>	<ul style="list-style-type: none"> <li>• Brochure / audio</li> <li>• Signs</li> </ul>	<ul style="list-style-type: none"> <li>• Technology through time trail</li> <li>• Mineral and mining artifact displays in Cabin 1</li> </ul>

Sub-theme	Visitor experience objectives	Actions / media prescription	Site location(s)
Various techniques and technologies were used in the extraction and the Kettle Valley Railway was used for the transportation of ore	<ul style="list-style-type: none"> <li>• Reveal the methods and processes of extraction and processing of the silver ore</li> <li>• Explore the transportation of the ore by water or rail</li> <li>• How and where it was distributed</li> </ul>	<ul style="list-style-type: none"> <li>• Tours by First Nations, BC Parks interpreters and volunteers</li> <li>• Brochure / audio</li> <li>• Signs</li> </ul>	<ul style="list-style-type: none"> <li>• Technology through time trail</li> <li>• Mineral and mining artifact displays in Cabin 1</li> </ul>
Specific infrastructure was developed or imported to assist in early mining ventures	<ul style="list-style-type: none"> <li>• Understand the technology and construction of the tramline, towers and the movement of ore</li> <li>• How the tramline terminal was used for transporting ore to the railway for transport</li> </ul>	<ul style="list-style-type: none"> <li>• Brochure / audio</li> <li>• Signs</li> </ul>	<ul style="list-style-type: none"> <li>• Along technology through time trail, especially beneath the tram towers</li> <li>• View from the trail to the tram towers up to the mountains</li> <li>• Cabin 1</li> </ul>
On the east bank of the river is evidence of the once flourishing gold and silver mines and the route of the railway is now a recreational trail	<ul style="list-style-type: none"> <li>• Reveal how the mining remains tell the story of mining processes</li> <li>• Importance of the railway to the mining enterprise, its specific route and construction</li> </ul>	<ul style="list-style-type: none"> <li>• Tours by First Nations, BC Parks interpreters and volunteers</li> <li>• Investigation of landscape traces left by the mining activity</li> <li>• Brochure / audio</li> <li>• Signs or trailblazer markers</li> </ul>	<ul style="list-style-type: none"> <li>• At the site of the mining remains and disturbance</li> <li>• Along the Kettle Valley Railway</li> </ul>

## Marketing

B.C.'s parks and protected areas are a source of pride of place for the public and visitors. The journey to a provincial park or protected area can begin well before a visitor arrives at the site using current digital technology.

BC Parks today not only has a role to play in delivering a range of quality services to park users, but also have a mandate to carry out a broader community-building role as well. Today, more than ever, the objectives of national parks agencies reflect their many and diverse constituencies, each with conflicting needs and agendas.

Both interpretation and marketing can provide BC Parks with the ability to manage park users, whether on site or off site, as well as to establish and build relationships with non-park users and the wider community, and can therefore offer a proactive and valuable approach to meeting core objectives.

BC Parks has an important role to play in building broader community awareness and facilitating a sense of community value, ownership and affinity with its parks and protected areas.

Marketing can build on the collection of outreach tools developed within the BC Parks strategy that are designed to engage the public in a modern and relevant fashion. Cultural heritage can be embedded in the Discover BC Parks program through its interactive mobile learning spaces, mobile apps, online activities and projects for children, and volunteer-led outreach programs.

Interpretive information and programming for any park can be channeled into a marketing tool that presents and promotes overall awareness of the park's natural and cultural assets and engages the public with ongoing heritage conservation efforts. Often, the process of understanding, planning and conserving cultural heritage features and landscapes in parks can become a key part of the experience. Park planning and management personnel who know the park well can participate in marketing initiatives such as websites or other public channels.

Marketing in BC Parks focuses on:

- Promoting parks and protected areas authentically, respectfully and sustainably
- Managing visitor services
- Enhancing outreach
- Engaging community partners

## 3.4 Getting help

Several branches within the provincial government are available to provide advice on cultural heritage conservation in B.C. parks.

### **BC Heritage Branch**

- Guidance on cultural heritage planning process and related documents
- Providing cultural heritage technical services, support and advice
- Information about the B.C. Register of Historic Places
- Information about place names and toponymy
- Information and support for fossil bed management

Contact: Ursula Pfahler [ursula.pfahler@gov.bc.ca](mailto:ursula.pfahler@gov.bc.ca)

### **BC Archaeology Branch**

- Information on pre-1846 indigenous archaeological sites
- Assistance with evaluating post-contact archaeological sites
- Information about shipwreck and plane crash sites

Contact: Paula Thorogood [paula.thorogood@gov.bc.ca](mailto:paula.thorogood@gov.bc.ca)

### **BC Parks**

- Assistance with Indigenous relations
- Development of programs and support for cultural heritage management
- Guidance on park and cultural planning
- Integration of ecological conservation with heritage planning
- Park visitor services and programs
- Marketing and partnerships
- Community engagement

Contact: Sharilynn Wardrop [sharilynn.wardrop@gov.bc.ca](mailto:sharilynn.wardrop@gov.bc.ca)

# 4

## OPPORTUNITIES FOR HERITAGE CONSERVATION

### 4.1 Partnerships and funding sources



Members of the 15th Field Artillery Regiment, Yorke Island Conservancy, October 2017.

#### Partnerships

Partnerships are of considerable importance to the management of parks in B.C. The document will recommend guidelines and methods for the engagement and cooperation with community groups, volunteers and other partners, including other government agencies.

The current *Partnership and Donation Program* provides opportunities for corporations, non-governmental organizations, community groups and individuals to partner with BC Parks on mutually beneficial projects, or simply donate to a specific cause or park.

In many ways, the degree of effort or extent spent on heritage conservation within a particular protected areas will depend on the degree of public interest and available partnerships.

It is important that some partnerships be formed with a registered society or charity to be able to access grants and other funding.

Others can be based on the needs of a particular park, cultural heritage resource, or project. For example, for their infrastructure development, Barkerville Historic Town and Park has partnered with the Northern Development Initiatives Trust's Economic Diversification Infrastructure program which provides grant funding for infrastructure projects to strengthen the local economy. They also have the support of a timber supplier, West Fraser Mills.

Another example is the opportunity for BC Parks to collaborate with military staff from 191 and 192 Construction Engineer Flight for work in the Yorke Island Conservancy. These engineers are contributing a high degree of technical and practical expertise to the project. This new, long-term partnership will enable BC Parks to achieve a number of high-priority repairs at low cost, including improvements to life-safety and the longevity of the military structures on the island.

#### Funding sources:

Heritage BC's Heritage Legacy Fund has three streams for potential parks funding:

*Heritage Conservation Program* for the preservation, rehabilitation, and restoration of heritage resources

*Heritage Awareness Program* for the research, documentation, presentation, and publication of information about specific community heritage resources

*Heritage Planning Projects* fund including:

- Statements of Significance
- Conservation Plans including condition assessment



Volunteers at Yorke Island Conservancy, October 2017.

- Condition Assessments
- Heritage Assessments
- Interpretation Plans
- Accessibility Plans
- Maintenance Plans

## 4.2 Training and volunteers

The BC Parks Future Strategy is developing methods to empower B.C.'s citizens to become part of the activities that will keep parks and protected areas thriving for generations. BC Parks currently offers guidance on working with volunteers through their 2012-2015 Volunteer Strategy. BC Parks is also resurrecting its Junior Ranger program targeted at recruiting youth for volunteer positions in its protected areas.

For heritage conservation in parks and protected areas, volunteers can be involved in heritage resource management and planning, trail planning, construction and maintenance of heritage features, interpretation, heritage inventories and other activities.

Parks staff can work to understand and document training needs and outline regular training sessions for new and existing staff with input from BC Heritage Branch.

Experience at Yorke Island has shown that heritage volunteers arrive with different expectations, multiple perspectives and varying points of view related to the heritage resource. Due to the specific nature of heritage conservation, there are different requirements for heritage volunteers. There is a requirement for:

- An understanding of the importance of protecting, preserving and promoting cultural and natural heritage
- Training in the ways in which actions can impact the heritage resources within a park
- Capacity-building actions that transmit hands-on skills and knowledge
- Partnerships and synergies created at the local level
- Non-formal educational tools developed and applied and best heritage practice promoted
- General guidance for retaining the heritage value of a resource, such as clearing vegetation, ensuring protection from water and an understanding of how historic fabric can be protected

### Strategies for working with volunteers:

- Share the vision for heritage conservation within the park or protected area
- Ensure an understanding of heritage conservation and repair techniques
- Provide instruction and technical details on a case-by-case basis as required

- Ensure proper coordination and communication about what is being done
- Continue to build public awareness, enthusiasm and commitment for volunteering
- Recognize and emphasize the importance of the volunteer community in understanding, appreciating and sharing heritage values in BC Parks

### Guidance references

[www.volunteeryukon.ca/uploads/general/Best\\_Practices\\_Volunteer\\_Management.pdf](http://www.volunteeryukon.ca/uploads/general/Best_Practices_Volunteer_Management.pdf)

[www.volunteermaine.org/shared\\_media/publications/old/E245B0A4d01.pdf](http://www.volunteermaine.org/shared_media/publications/old/E245B0A4d01.pdf)

## 4.3 Land administration and acquisition

BC Parks works collaboratively and in consultation with First Nations, land owners, conservation agencies, local governments and other interested parties to include land in new or existing parks, protected areas, ecological reserves, conservancy or wildlife management areas. Activities during land acquisition include valuation and assessment to negotiating a settlement and ensuring technical requirements are met.

Once the boundaries of the property have been legally mapped and designated, a management plan for the area is developed or amended to protect and enhance its recreational and/or habitat conservation values.

Heritage conservation could be interjected during both of these activities. Cultural heritage objectives and gaps in a geographical area or theme related to heritage conservation in parks could be considered when considering or negotiating land acquisition, and heritage conservation measures included in the management planning process to include heritage values along with recreation and habitat values. At this time, a decision could be made as to the level of conservation documentation that is required.

During and immediately following the process of park acquisition and are the ideal times to collect cultural heritage information necessary to help identify and assess the cultural values for a park. In particular, people who have associations with a new park landscape can provide considerable knowledge of its history and heritage values.

Thematic frameworks have a number of largely interconnected uses in the management of cultural heritage. All of these uses are based around the idea of how a particular park, sites or groups of sites fit into broader stories of regional, provincial and national history. Thematic frameworks can also examine the idea of representativeness, to identify and manage a range of sites that represent multiple aspects

of local, regional or national history. Gaps in the historic stories of particular regions can be identified, facilitating the management and interpretation of additional cultural heritage sites.

Parks may be identified for acquisition for their geographical representation or protection of a significant, rare or threatened ecosystem.

## PART 4: APPENDICES

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Volunteer Canada.

## Appendix C: Glossary of heritage terms

**Accessibility** The degree to which a historic place is easy to access by as many people as possible, including people with disabilities.

**Adaptive re-use** Conversion of a building into a use other than that for which it was designed, such as changing a power plant or warehouse into a gallery space or housing.

**Artifact** An object made by a human being, typically an item of cultural or historical interest.

**Biogeoclimatic Zone** A classification system used by the British Columbia Ministry of Forests for the Canadian province's many different ecosystems.

**Character-defining element (CDE)** The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of an historic place, which must be retained in order to preserve its heritage value.

**Conservation** All actions, interventions, or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these and other actions or processes.

**Consolidation** A treatment used to strengthen deteriorated materials to ensure their structural integrity or stabilizing degraded or weakened areas by introducing or attaching materials capable of holding them together.

**Cultural landscape** Any geographical area that has been modified, influenced, or given special cultural meaning by people.

- *Designed cultural landscapes* were intentionally created by human beings.
- *Organically evolved cultural landscapes* developed in response to social, economic, administrative, or religious forces interacting with the natural environment. They fall into two sub-categories:
  - *Relict landscapes* in which an evolutionary process came to an end. Its significant distinguishing features are, however, still visible in material form.
  - *Continuing landscapes* in which the evolutionary process is still in progress. They exhibit significant material evidence of their evolution over time.
- *Associative cultural landscapes* are distinguished by the power of their spiritual, artistic, or cultural associations, rather than their surviving material evidence.

**Demolition** is the systematic and deliberate destruction of a building (or fixture, chattel, and or equipment) or portion thereof. This includes not only removal of sections of buildings such as additions, wings and attached sheds but also integral design and structural components (both interior and exterior), surface finishes such as plaster or panelling,

and design treatments such as store fronts, windows, and doors.

**Ecosystem** A biological community of interacting organisms and their physical environment.

**Endangered species** Wildlife species facing imminent extirpation or extinction.

**Fabric** In conservation, fabric means all the physical material of a place that is the product of human activity.

**Habitat** (a) In respect of aquatic species, spawning grounds and nursery, rearing, food supply, migration and any other areas on which aquatic species depend directly or indirectly in order to carry out their life processes, or areas where aquatic species formerly occurred and have the potential to be reintroduced.

(b) In respect of other wildlife species, the area or type of site where an individual or wildlife species naturally occurs or depends on directly or indirectly in order to carry out its life processes or formerly occurred and has the potential to be reintroduced. (Canada Species at Risk Act)

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

**Indigenous** Native to a particular place.

**Inspection** A survey or review of the condition of an historic place and its elements to determine if they are functioning properly; to identify signs of weakness, deterioration or hazardous conditions; and to identify necessary repairs. Inspections should be carried out on a regular basis as part of a maintenance plan.

**Intangible Heritage** The practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.

**Integrity** Generally refers to material wholeness, completeness, and unimpaired condition of heritage values. In the case of natural heritage, ecosystem integrity relates to the completeness of an ecosystem in terms of its indigenous species, functions, and processes. An unfragmented and relatively undisturbed ecosystem has the most integrity.

**Interpretation, Interpretive Plan** A mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource, communicating messages and stories about cultural and natural heritage, and providing a wider understanding of our environment. (National Association for Interpretation)

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

**Invasive Plant** A plant that is both non-native and able to establish on many sites, grow quickly, and spread to the point of disrupting plant communities or ecosystems.

**Landscape** An expanse of natural or human-made scenery, comprising landforms, land cover, habitats, and natural and human-made features that, taken together, form a composite.

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

**Mitigation** Conservation measures that can be implemented to eliminate or reduce a threat and its effects on a CDE, or to minimize the potential impact of a threat to a CDE. Site mitigation can involve avoiding the CDE through redesigning a proposed development or excavating only a percentage of the site.

**Monitoring** The systematic and regular inspection or measurement of the condition of the materials and elements of a CDE to document behaviour, performance, and rate of deterioration over time.

**Native** Wildlife species endemic (indigenous) or naturalized to a given area.

**Naturalized** A non-native species that does not need human help to reproduce and maintain itself over time in an area where it is not native. Naturalized plants often form the matrix for a novel ecosystem.

**Non-native** A species introduced with human help (intentionally or accidentally) to a new place where it was not previously found.

**Object** A discrete item that has heritage value and can be collected or conserved. See also Artifact.

**Scale** The sense of proportion or apparent size of a building or building element as created by the placement and size of the building in its setting.

**Sense of place** The feeling associated with a place, based on a unique identity and other memorable or intangible qualities. It is made up of the tangible (e.g., sites, buildings, landscapes, routes, objects) and intangible elements (e.g., memories, narratives, written documents, festivals, commemorations, rituals, traditional knowledge, values, textures, colours, odors etc) that contribute to making place and give meaning, value, emotion and mystery to a place.

**Site circulation** Movement patterns of pedestrian and vehicular traffic.

**Species at risk** An extirpated, endangered, or threatened species or a species of special concern in Canada. (Canada Species at Risk Act) Guidelines for the Conservation of Historic Places in Canada (2nd edition, 2010 and any successors), Ottawa: Parks Canada.

**Statement of significance (SOS)** A statement that identifies the description, heritage value, and character-defining elements of an

historic place. A Statement of Significance is required in order for a historic place to be listed on the BC Register of Historic Places.

**Stewardship** Linked to the concept of sustainability, stewardship is an ethic that embodies responsible planning and management of cultural and natural resources.

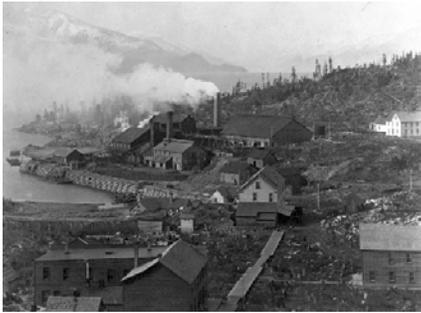
**Streetscape** The visual elements of a street, including the pavement (dimensions, materials), sidewalks, adjoining buildings and open space frontages, street furniture, lighting, trees and plantings that combine to form the street's character.

**Sustainability** A group of objectives (economic, social, and environmental - the 'triple-bottom line') that must be coordinated and addressed to ensure the long term viability of communities and the planet.

**Thematic framework** A list of key themes as a framework for understanding the heritage of a place or region.

**View or viewscape** What can be seen from an observation point to an object(s), particularly a landscape or building.

## 9 Pilot Bay Provincial Park Established 1964



*Kootenay Mining and Smelting works at Pilot Bay c.1880 (BCAR a-03720)*



*SS Alberta entering Pilot Bay 1890 (BCAR d-02397)*

### Natural, Historical and Cultural Context

Pilot Bay Park offers an unprecedented opportunity to enjoy and understand the Kootenay Lake area's rich cultural heritage and natural features.

Kootenay Lake is the traditional territory of two indigenous tribes, the Sinixt (Arrow Lakes Indians) and the Ya-qan nu-kiy (Lower Kootenay Indian Band, part of the Ktunaxa First Nation). While not yet assessed by BC Parks, there is a high probability of First Nations traditional use within the park.

Pilot Bay Park protects a variety of endangered flora situated amongst distinctive karst formations formed when soluble limestone is dissolved by the weak solution of carbonic acid found in underground water, including underground channels and uneven ground surface. Karst formations are recognized as a highly valuable, non-renewable resource that can be especially vulnerable to disturbance. The intricate relationship between karst's unique surface characteristics and hydrology create a delicately balanced ecosystem (Hoy 1980; BC Parks 2003).

Carbonate rock often supports a variety of rare plant species, including three listed species at risk in Pilot Bay Park. These include the giant helleborine orchid, prairie wedgegrass and marsh muhly. There is also a great blue heron rookery located within the park.

Increased access to Kootenay Lake by non-native settlers occurred as miners arrived from the declining mining activities in the East Kootenay and continued their search for gold, silver and other minerals. In 1897, the Canadian Pacific Railway took over the Kootenay Lake steamship fleet from the Columbian and Kootenay Steam Navigation Company. The CPR Kootenay Lake east shore steamship route was essential in connecting Riondel, Pilot Bay, Crawford Bay and Gray Creek on the east shore with Procter on the west (Touchstones Nelson 2009).

The development of the hard rock mining industry resulted in the construction of the large smelter at Pilot Bay, where ore was processed to remove a high concentration of waste rock and the concentrates shipped by sternwheeler to refineries elsewhere. Industries such as the Bluebell (1882) and Silver King (1888) mines, the Pilot Bay sawmill (1891), the Pilot Bay smelter (1895) and new settlements all along Kootenay Lake continued the need for sternwheeler transportation for many years (Turner & Hulland 2002, Hulland 1997).

High tariffs and transportation costs caused the owner of the Bluebell Mine, the Kootenay Mining and Smelting Company, to consider the construction of a centrally located smelter. Completed in 1895, it caused the creation of the adjacent town of Pilot Bay, including hotel, family residences, bunkhouses, hospital and school, stores,

Pilot Bay Provincial Park



*Pilot Bay Lighthouse 2009*



*Pilot Bay smelter and townsite from Kootenay Lake (BC Archives b-04894)*

vegetable gardens and laundry (Turner & Hulland 2002).

Built in 1904, the Pilot Bay lighthouse was the fourth navigational aid on Kootenay Lake, and was critical in the navigation the very active and often rough transportation corridor. The lighthouse remained a key part of Kootenay Lake steamship navigation until the Canadian Pacific Railway developed a rail linkage between Proctor and Kootenay Landing in 1930. The light continued to guide water traffic including tugboats pulling log booms and ore barges and recreational marine traffic (Hulland 1997).

The lighthouse was constructed at the highest point of the Pilot Bay peninsula, where it was visible from the point at which the south, north and west arms of Kootenay Lake met (Hulland 1997). It was also located near the community of Pilot Bay and its smelter, and could be accessed by trail from the community. At the time of its construction, the land was owned by the Davies-Sayward Mill and Land Company, and a right-of-way was purchased to facilitate the construction of the federally operated lighthouse (GR-1991; Turner & Hulland 2002).

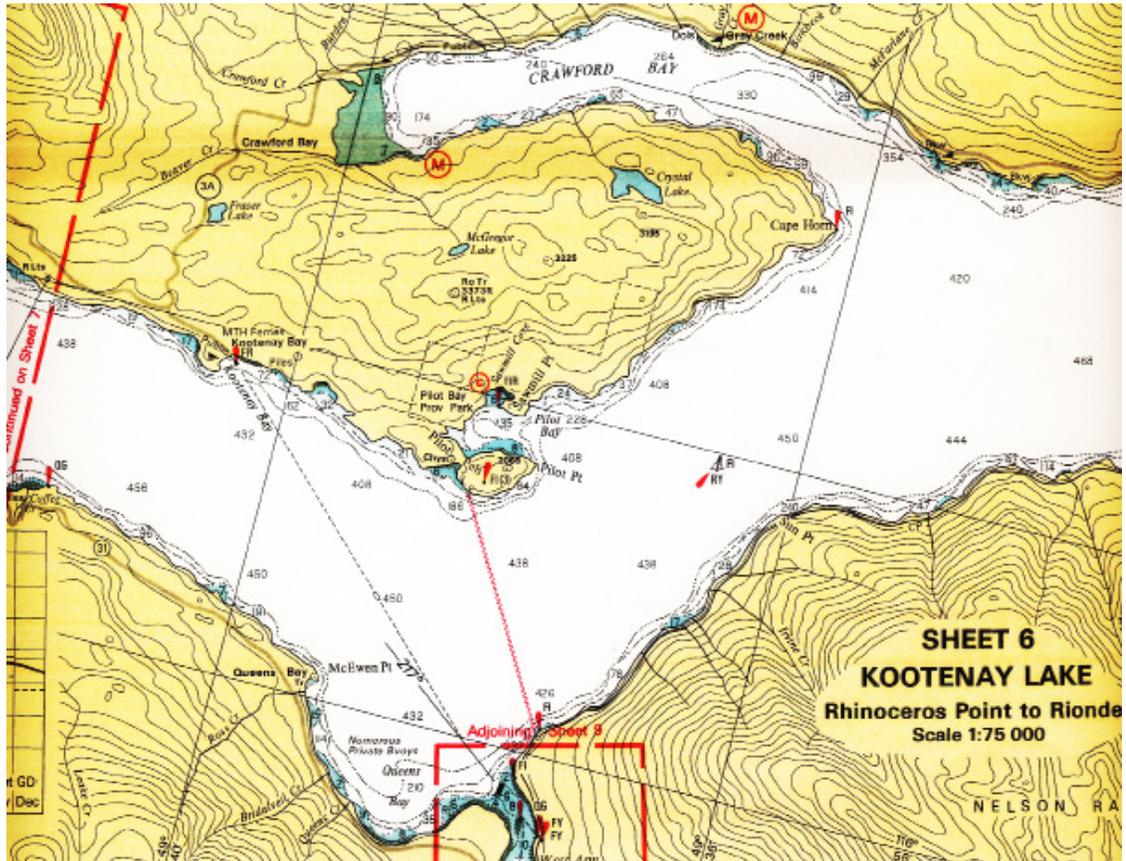
Between 1947 and 1960, complex negotiations were undertaken to acquire and consolidate lands at Pilot Bay for a provincial park which was finally created in 1964 (GR-1991). In 1971, part of the peninsula of land on which the lighthouse was situated was added to the park. The two parts of the park are separated by private lands, including the previous site of the townsite and smelter, which became a draw for the back to the land movement prominent in the Kootenays.

Pilot Bay Park provides visitors and the local community with marine destination recreational opportunities, upland day use areas and camping. In addition to boating activities, a variety of short hiking trails along the upland and beach area create additional opportunities to experience the park's pristine lakefront setting (BC Parks 2003).

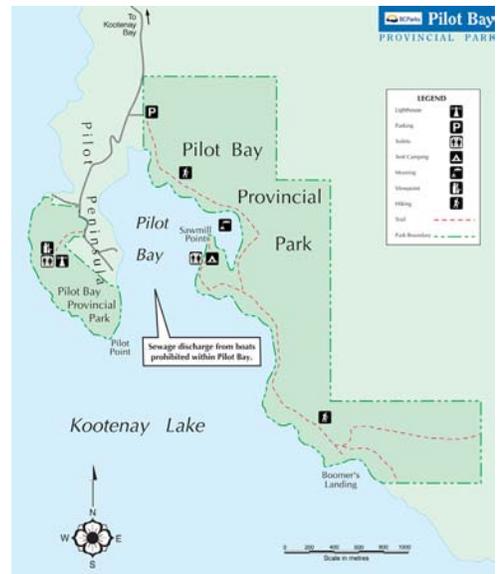
The park also affords anglers an opportunity to pursue the elusive Gerrard rainbow trout, a unique piscivorous and very large (average 9 kg) rainbow trout. Several secluded beaches can be accessed within the park by recreational boaters and hikers. Removed from active service in 1993, the Pilot Bay Lighthouse remains in excellent condition through the efforts of committed volunteers. The lighthouse was restored in preparation for Centennial celebrations held in 2005. Two original windows were replaced in the south side of the building and some large trees have been removed to facilitate the expansive view of Kootenay Lake. The ongoing conservation of the lighthouse is administered by The Friends of West Kootenay Parks who maintain the Lighthouse and access trail.

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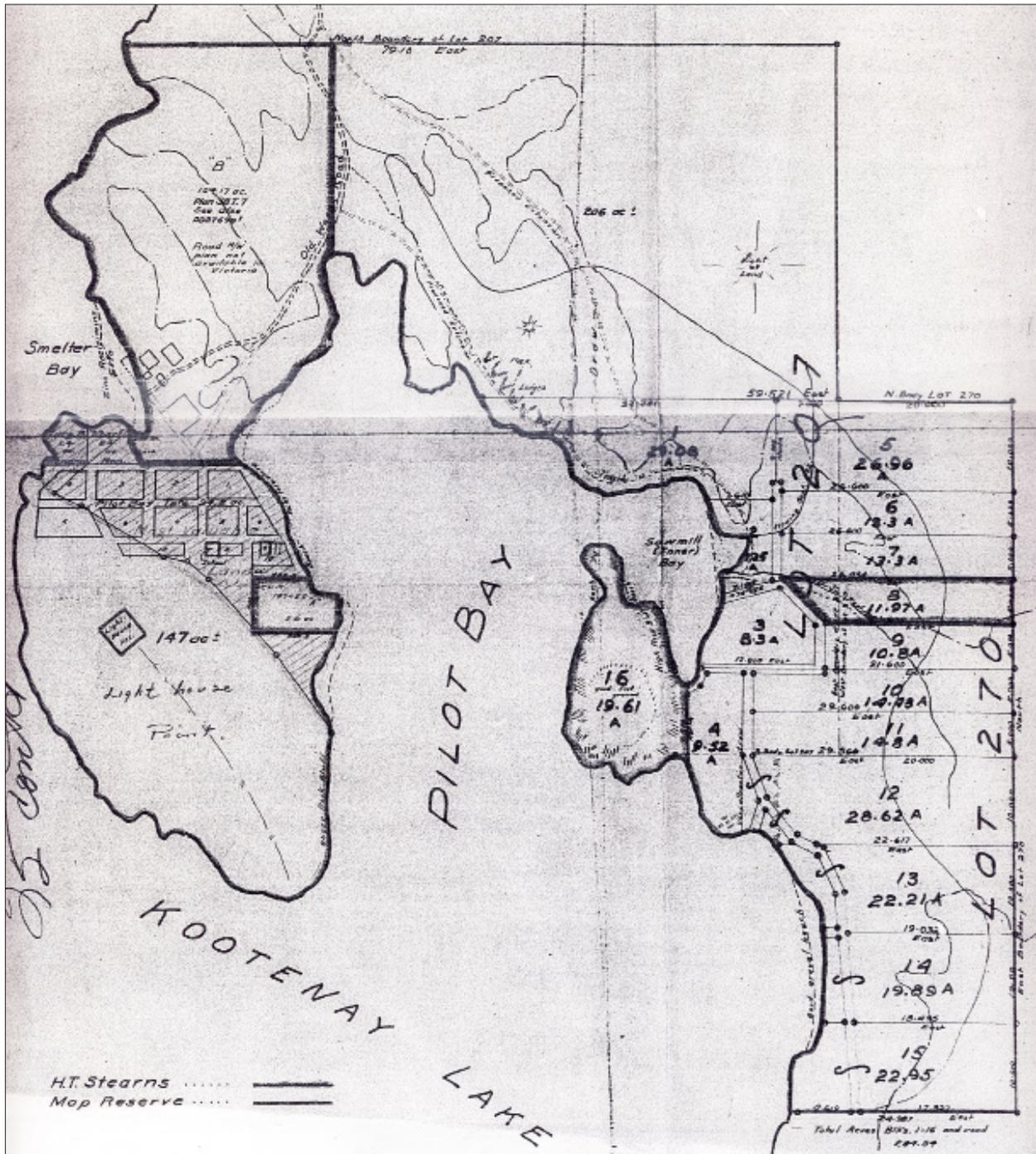


1986 hydrographic chart showing the context of the Pilot Bay lighthouse. Riondel to Rhinoceros Point is the reach of the Pilot Bay lighthouse. (Canadian Hydrographic Service)



Final Pilot Bay Park boundaries (BC Parks)

Ministry of the Environment, B.C. Parks  
 Parks Heritage Register Records 2009-2010



Survey of District Lots 207 and 270, 1947 showing proposed subdivisions and the Lighthouse Reserve. Lighthouse Point would be partially acquired through a land exchange to include the Pilot Bay lighthouse as part of the provincial park. (Parks Division, BC Forest Service, BC Archives GR-1991)

Pilot Bay Provincial Park **Cultural Landscape Features**



*View of the lighthouse from Kootenay Lake  
2009*

Natural systems and features

- Pilot Bay and Kootenay Lake
- The peninsula of land called Pilot Peninsula (earlier known as Lighthouse Point)
- The smaller peninsula and Sawmill Bay
- Sandy beaches

Spatial organization

- The two sections of Pilot Bay Park, one on the east shore of Pilot Bay, the other at the southern end of Pilot Peninsula (formerly Lighthouse Point)

Land use

- Local recreation including fishing, hiking, biking, swimming picnicking, camping and boat moorage
- Earlier lighthouse reserve still under federal jurisdiction

Cultural traditions

- Potential historical use of the area by the Sinixt and Ktunaxa First Nations

Cluster arrangement

- The campsite in its location at the tip of Sawmill Point
- Continued settlement in the historic location of Pilot Bay village and the old smelter site

Circulation

- Hiking trails along the upland, the beach area and along the west foreshore of the eastern part of the park
- The trail leading into the lighthouse
- The road that follows the land's contours along the edge of the park boundary
- Access to the site by vessel

Topography

- The rise of land on the peninsula surrounding the lighthouse

Vegetation

- Alder, maple, birch and cedar forest
- Important and rare plant species associated with karst formations

Buildings and structures

- Pilot Bay lighthouse
- Buildings associated with park services and campsite development

Views and vistas

- Views of the lighthouse and the peninsula from the water
- Views across Pilot Bay to and from both sections of the park
- Views in three directions from the high point at the lighthouse

Small-scale elements

- Landing wharves and docks

Siting of a building within its context

- The isolated setting of the lighthouse in a clearing surrounded by forest

Ministry of the Environment, B.C. Parks  
Parks Heritage Register Records 2009-2010

Pilot Bay Provincial Park

Landscape and small-scale elements

- Features associated with provincial park development

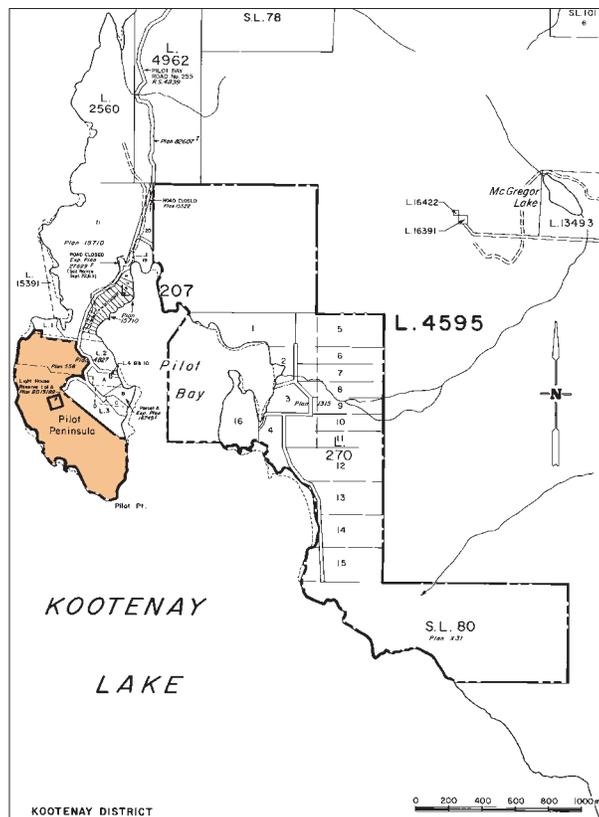
Architectural style and features

- The three-storey high, white tapered structure of the lighthouse

Current aerial photograph showing the location of the lighthouse.



Map of Pilot Bay Provincial Park showing the proposed extent of the historic place (BC Parks)



# 9a Pilot Bay Lighthouse

## Pilot Bay Provincial Park, B.C.

### 1904

Pilot Bay Provincial Park



#### Historic Place

The Pilot Bay lighthouse is a wood frame, white, three-storey tower with a tapered form located on the northern part of the Pilot Peninsula that extends into Kootenay Lake near the community of Crawford Bay in the West Kootenay region of British Columbia. The historic place consists of the southern part of the Pilot Peninsula held within the provincial park, including the lighthouse, surrounding clearing and forest, and associated hiking trail.

#### Values

The Pilot Bay lighthouse is significant for its historical, aesthetic and community values, in particular for its recognizable lighthouse form and prominent location on a rise of land in Pilot Bay Provincial Park.



*Pilot Bay Lighthouse 2009.*

Constructed in 1904 and activated in 1905, the Pilot Bay lighthouse is valued as a rare and well preserved heritage site on the east shore of Kootenay Lake. The lighthouse is significant for its historical association with the sternwheeler era on the lake which began in the late 1880s and lasted until the 1950s, and is a symbol of early navigation when silver ore, supplies and people were transported between mining communities by water. Now the last remaining inland lighthouse in British Columbia, the lighthouse was built when new settlement and mining and smelting activity were increasing the sternwheeler traffic on Kootenay Lake, connecting with the railways to create a regional transportation network. Increased marine traffic meant new requirements for navigational aids, particularly one which would service the area at the junction of the south, north and west arms of Kootenay Lake. The lighthouse is valued for its longevity and the adaptations to new technology that allowed it to continue to function until 1993.

The lighthouse is also important for its location on the Pilot Bay peninsula, a location related to the particular geography and topography of the area. As a lighthouse used as a landmark when fixing a course along Kootenay Lake (in conjunction with the Proctor lighthouse), the siting at the north end of the peninsula and at its highest point allowed the light to be viewed and navigated by from three directions. Its location is also significant with regard to the creation of the provincial park because the southern end of the peninsula was acquired specifically to include the lighthouse within the park. Reached by a short walking trail, the lighthouse, in its isolated location in a clearing surrounded by forest, is valued as a destination point within the park's recreational trail system.

**Pilot Bay Provincial Park** Long a comforting beacon for workers in remote logging and mining camps around Kootenay Lake, the lighthouse remains an important community landmark, evoking the memories and stories of early lighthouse keepers such as O. McElroy and Eugene Montreuil, and representing the efforts of community volunteers who have for years maintained and preserved this invaluable treasure.

Painted the traditional red and white of federal lighthouses, the tapered form and architectural details of the lighthouse are a contrast to other, simpler navigational aids in the vicinity of Kootenay Lake, giving it high aesthetic value. A draw for both tourists and residents alike, the lighthouse is valued for its landmark status, nostalgia as a connection to an earlier era, and as a reminder of the local history of the area.

### **Character-defining Elements**

#### Site:

- Siting on the high point of land on the Pilot Bay peninsula
- Location in a clearing set within the thick forest of the park

#### Building:

- Square, three storey tapered tower form
- Traditional red and white colour scheme
- Shed dormer wooden windows, six over six and eight over eight
- Red roof and cupola
- Horizontal wood cladding
- Glass lantern with surrounding red-railed viewing balcony