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Cultural Resource Management Policy

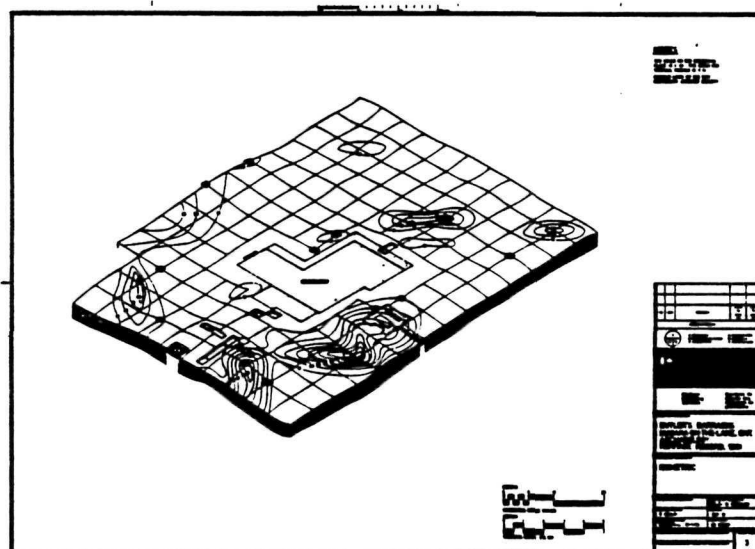
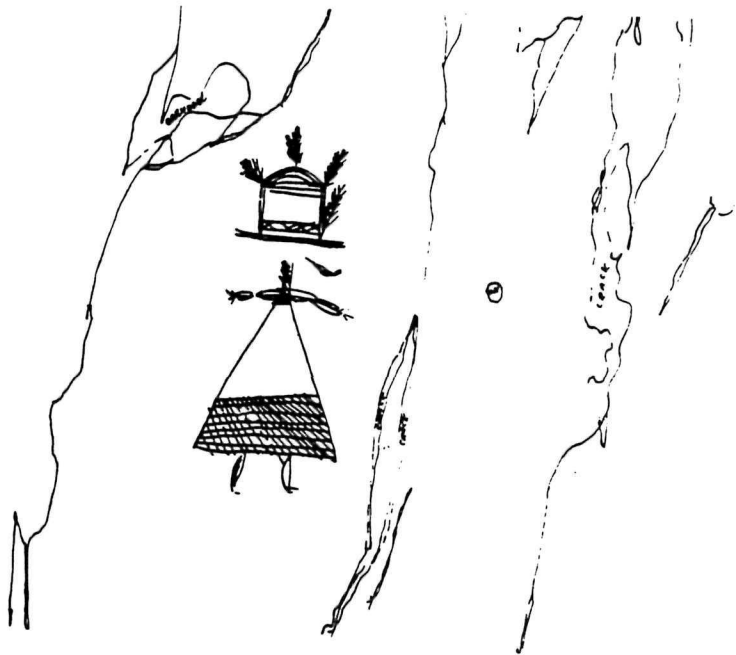
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PART III

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CULTURAL RESOURCE MANAGEMENT POLICY

BACKGROUND

Parks Canada is one of the principal cultural resource management organizations in Canada. It is responsible for a vast array of cultural resources in public settings at national parks (including national marine conservation areas), national historic sites and historic canals, as well as in collections and at other properties that it administers.

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources administered by Parks Canada, whether those activities pertain primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them.

For purposes of this policy a cultural resource is a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value. Cultural resources are distinguished from other resources by virtue of their assigned historic value. This value derives from an association with an aspect or aspects of human history. Parks Canada may apply the term cultural resource to a wide range of resources in its custody, including, but not limited to, cultural landscapes and landscape features, archaeological sites, structures, engineering works, artifacts and associated records.

Frequently, cultural resources occur in complexes or assemblages. Such assemblages might include movable and immovable resources, resources that are above ground and below, on land and in water, and whose features are both natural and fabricated.

The term cultural resource embraces the whole as well as the parts that make up the whole. Because the whole is almost always greater than

the sum of its parts, effective cultural resource management does not focus on the components — the discrete resources — at the expense of the overall place. Cultural resource management thus operates on two levels. *It applies to the overall management of a national historic site or a historic canal (which can be considered as cultural resources), as well as to the individual cultural resources that are contained in a national historic site, national park, or historic canal.*

The challenges of managing cultural resources for public benefit are considerable. By their very nature, the most significant cultural resources are those whose protection and public presentation are most desirable, although in the case of certain sacred sites located on lands administered by Parks Canada, broad public presentation may not be appropriate. In carrying out its commitment to responsible stewardship, Parks Canada must determine how best to promote visitation and public understanding of cultural resources, without diminishing the qualities and attributes that give those resources their value. It must respond to the desire for access while safeguarding the irreplaceable resources being visited, and the values that those resources represent. It must encourage appropriate contact with cultural resources while not consuming those resources. It must integrate the management of the cultural and the natural realms. Finally, it must determine the most effective means of protection and presentation within available financial and human resources. These challenges require a policy framework which is holistic, which deals with cultural resources as symbolic as well as physical entities, and which is motivated by a sense of responsibility to pass on the legacy entrusted to us.

Cultural resource management depends on a strong corporate or organizational ethic embodied in a set of principles. In its practice, cultural

resource management integrates professional, technical and administrative activities to ensure that cultural resources are identified and evaluated, and that their historic value is duly considered in all actions that might affect them. In the case of cultural heritage sites, cultural resource management provides the means for ensuring their commemorative integrity.

Canadian efforts to protect and present cultural resources for public benefit are part of a worldwide endeavour to protect, understand and appreciate our human heritage. In its stewardship of treasures of national historic significance as well as of other valued cultural resources, Parks Canada acts within a national and international community of agencies that share the responsibility of managing our human heritage for public benefit. In so doing, Parks Canada both contributes to and benefits from the development of a national and international body of principles and practices of cultural resource management.

To promote awareness of cultural resource management, Parks Canada encourages all stewards of cultural resources to apply cultural resource management principles and practice. In addition to managing the cultural resources entrusted to it in accordance with the policy, Parks Canada will make this policy available to other trustees of cultural heritage, including the owners of national historic sites.

OBJECTIVE

To manage cultural resources administered by Parks Canada in accordance with the principles of value, public benefit, understanding, respect and integrity.

1.0

Principles of Cultural Resource Management

In managing cultural resources Parks Canada will adhere to principles of value, public benefit, understanding, respect, and integrity, and will proceed on a case-by-case basis. These principles

are not mutually exclusive; they share common elements and work most effectively when considered as a whole rather than individually. Applying the principles is the key to sound cultural resource management, because the principles provide the means for determining the appropriateness of actions affecting cultural resources. Given the complexity of cultural resources, it is apparent that they cannot be managed on the basis of a general list of approved or prohibited activities. Consequently, all activities that might affect cultural resources, including activities relating to conservation and presentation, will be evaluated, and when approved, implemented in accordance with these principles.

An activity that compromises the commemorative integrity of a national historic site will not be permitted.

The principles provide requisite guidance for treating both the material and non-material aspects of heritage conservation and presentation.

The principles of this policy apply to all agreements that Parks Canada makes with others respecting the management of cultural resources.

The guidance provided by these principles is made more explicit in directives, manuals, standards and guidelines developed by Parks Canada.

1.1

Principles of Value

1.1.1

For purposes of this policy, resources that have historic value are called cultural resources. It is for this value that cultural resources will be safeguarded and presented for public benefit.

1.1.2

While all cultural resources are valued, some cultural resources are deemed to be of the highest possible value and will be protected and presented accordingly.

- Parks Canada will value most highly those cultural resources of national historic significance.

1.1.3

Cultural resources rarely occur in isolation. They often derive their value from being part of a place or a site.

- Parks Canada will value cultural resources in their context and will consider resources as a whole as well as discrete parts.

1.1.4

Cultural resources will be valued not only for their physical or material properties, but also for the associative and symbolic attributes with which they are imbued, and which frequently form the basis of their historic value.

1.1.5

A cultural resource whose historic value derives from its witness to many periods in history will be respected for that evolution, not just for its existence at a single moment in time.

- Parks Canada will reveal an underlying or previous physical state of an object, structure or site at the expense of later forms and material only with great caution; when historic value is clearly related to an earlier form, and when knowledge and existing material of that earlier form allow.

1.1.6

A cultural resource that derives its historic value from the interaction of nature and human activities will be valued for both its cultural and natural qualities.

1.1.7

Natural ecosystem features and paleontological resources frequently form an integral part of the history and landscape of national historic sites and historic canals. These features and resources in national historic sites and historic canals will be valued in a manner that reflects the role of

Parks Canada as an important environmental steward.

- Parks Canada will conduct a natural ecosystem feature inventory on lands and waters within national historic sites and historic canals to determine the state of such features and to identify natural features of special significance that should be protected.
- Wildlife habitat of species that have been designated as rare, threatened or endangered by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC), or by the province or territory in which the area is located, will be protected.
- Natural ecosystem features, which by virtue of their strategic location and physical or biological characteristics are of value to government agencies involved in environmental monitoring and programs to maintain biodiversity and genetic resources in Canada, will be protected.
- Natural ecosystem features of special significance will be managed in accordance with the principles and relevant policies regarding the protection and management of natural ecosystems set out in section 3.0 of the National Parks Policy, and by the applicable directives and procedures used to guide the management of natural ecosystem features in the national parks.
- National historic sites and canals with extensive areas may be zoned in order to indicate the types of activities that are appropriate in different parts of the site or canal.

1.2

Principles of Public Benefit

1.2.1

Cultural resources are dedicated and held in trust so that present and future generations may enjoy and benefit from them.

- Public benefit of cultural resources will be most appropriately achieved by the protection

and presentation of that which is of national historic significance.

- The continuing public benefit of a resource will be assured through ongoing maintenance and care.

1.2.2

To understand and appreciate cultural resources and the sometimes complex themes they illustrate, the public will be provided with information and services that effectively communicate the importance and value of those resources and their themes.

- Parks Canada will select the means for presenting the history and cultural heritage of its national parks, national historic sites and historic canals in ways that recognize the nature and interests of the public it serves.

1.2.3

Parks Canada will encourage public involvement in the protection and presentation of cultural resources at national parks, national historic sites and historic canals.

- Appropriate uses of cultural resources will be those uses and activities that respect the historic value and physical integrity of the resource, and that promote public understanding and appreciation.
- Information about cultural resources will be made available. In cases where revealing the location of a cultural resource could constitute a threat to the resource (certain fragile archaeological remains, for example), information about location may be withheld.
- In the interest of long-term public benefit, new uses that threaten cultural resources of national historic significance will not be considered, and existing uses which threaten them will be discontinued or modified to remove the threat.

1.3

Principles of Understanding

1.3.1

The care and presentation of cultural resources require knowledge and understanding of those resources, of the history they represent, and of the most effective means to communicate that history to the public for whom the resources are held in trust.

- Cultural resource management activities will be based on knowledge, and professional and technical skills and expertise.
- Parks Canada will integrate the contributions of relevant disciplines in planning and implementing cultural resource management, and will place a particular importance on interdisciplinary teamwork.
- Adequate research, recording and investigation will precede any action that might affect cultural resources and their presentation.

1.3.2

The importance of genuine public understanding, appreciation and enjoyment of cultural resources will be recognized. The understanding of cultural resources requires knowledge that goes beyond a simple knowledge of the physical properties of the resources.

- Genuine public understanding may require the recording and use of traditional and other knowledge that previously did not exist in written form.
- Parks Canada will proceed on the basis that the meaning of cultural resources may exist in a continuum ranging from national significance to local or special significance for particular people, and that the two orders of significance can be communicated.
- Parks Canada will identify the nature and various interests of the public to develop effective means of communication.

1.3.3

Information about cultural resources will be recorded and those records will be maintained for the future.

- Parks Canada will maintain up-to-date inventories and records on its cultural resources. Dossiers will contain basic data and related documentation, including the results of research and evaluation, records of decision and actions taken. Heritage recording will be carried out on cultural resources of national historic significance.
- When faced with loss due to human or natural forces and when long-term stabilization or salvage is not possible, cultural resources will be recorded and documented to preserve a public record.

1.3.4

Parks Canada will avoid actions that reduce the potential for long-term conservation and for future understanding and appreciation of a cultural resource and the legacy that it represents.

1.4

Principles of Respect

1.4.1

Those who hold our heritage in trust are responsible for passing on that heritage in ways that maintain its potential for future understanding, appreciation and study. As an irreplaceable part of this heritage, cultural resources will be managed with continuous care and with respect for their historic character; that is, for the qualities for which they are valued.

- Parks Canada will respect the distinguishing features that constitute the historic character of a cultural resource.
- Uses of cultural resources will be respectful of, and compatible with, their historic character. This applies equally to the use of landscapes and structures, the display or use of artifacts and to public activities affecting cultural resources.

- Appropriate visitor activities and public uses of cultural resources at national parks, national historic sites and historic canals will respect the resources and be consistent with the purpose, themes and objectives of the park, historic site or canal.

1.4.2

Trustees are obliged to act in ways that best ensure the continued survival of the resource, with minimum deterioration.

- Parks Canada will respect cultural resources by using the least destructive and most reversible means to accomplish objectives. Variance from the path of least intrusive action must be justified.
- Respectful, preventive and continuing maintenance will form an indispensable part of cultural resource management.

1.5

Principles of Integrity

1.5.1

Parks Canada will present the past in a manner that accurately reflects the range and complexity of the human history commemorated at or represented in a national historic site, historic canal or national park.

- Evidence that is specific to a resource or site will always be preferred to general evidence of a type or period.
- There are times when one may have to rely on evidence that is indirect, but which is consistent with what is highly probable in the light of known facts and patterns. Conservation and interpretation based on such evidence will be permitted only when the activities founded thereon are based on extensive knowledge, when they are carefully documented and recorded, and when, with respect to the physical features that constitute the historic character of a cultural resource, they are reversible.

- The use of indirect or comparative evidence will be acknowledged.
- History will be presented with integrity. This will include the presentation of differing contemporary views, perspectives informed by traditional knowledge, and later interpretations. Parks Canada will not play the role of arbiter of Canada's human history.
- Depictions of the past without basis in knowledge will not be considered.

1.5.2

Cultural resources should be distinguishable from, and not overwhelmed by, efforts to conserve, enhance and present them.

- New work of all kinds will be distinguishable from the work of the past.
- New work will be sensitive to the historic character of the resource or resources of which it forms a part and will not overwhelm those resources.
- Reconstructions and reproductions of past forms should not be confused with what is genuinely the work of the past. Reproductions and reconstructions will be suitably marked so as to distinguish them from the original and, in the case of national historic sites, will not be used when they impair the commemorative integrity of those sites.

2.0

The Practice of Cultural Resource Management

Parks Canada will apply the principles of this policy within a practical framework of cultural resource management. The practice of cultural resource management is not itself a formal process distinct from the activities and processes already in place; rather, it integrates those activities and processes within an overall policy structure.

The practice of cultural resource management requires that four elements be in place in all decision-making that affects cultural resources:

- i) the inventory of resources;
- ii) the evaluation of resources to determine which are to be considered as cultural resources and what it is that constitutes their historic value;
- iii) the consideration of historic value in actions affecting conservation and presentation; and
- iv) monitoring and review to ensure that conservation and presentation objectives continue to be met effectively.

The practice of cultural resource management provides a framework for decision-making rather than a set of predetermined answers. Its aim is to ensure that the historic character for which resources are valued is identified, recognized, considered and communicated.

The practice of cultural resource management in Parks Canada recognizes those international conventions and federal policies that encourage the consideration of heritage value in management; for example, the World Heritage Convention, the Environmental Assessment and Review Process, the Federal Heritage Buildings Policy and the Federal Policy on Land Use.

2.1

Inventory of Resources

All resources administered by Parks Canada will be given initial consideration as cultural resources within the meaning of this policy.

2.1.1

Parks Canada will develop and maintain inventories of all the resources it administers for the purpose of determining which resources should be identified as cultural resources.

2.1.2

All buildings administered by Parks Canada that are 40 years old or older will be identified for the purposes of applying the Federal Heritage Buildings Policy.

2.2

Evaluation of Resources to Determine Cultural Resources and Their Historic Value

Evaluation enables Parks Canada to determine which resources are cultural resources and what constitutes their value; that is to say, what particular qualities and features make up the historic character of a cultural resource. An understanding of the historic character of a resource focuses the program's efforts at protection, presentation and appropriate use.

Ministerial plaques and monuments will be managed in accordance with this policy. Resources will be evaluated for their historical associations, their aesthetic and functional qualities and their relationships to social and physical environments, for purposes of determining which of the following three levels should be ascribed to a resource:

2.2.1

Level I:

National historic significance is the highest level assigned to a cultural resource in the custody of Parks Canada. National historic significance will be determined in accordance with the National Historic Sites Policy. It should be noted that there are national historic sites within the boundaries of national parks and that a number of the historic canals are also national historic sites.

2.2.1.1

Evaluation to determine national historic significance is undertaken by the Historic Sites and Monuments Board of Canada. Its recommendation to the Minister, and any subsequent Ministerial designation, may specify which resources within a designated national historic site are themselves of national historic significance.

2.2.1.2

Where a Ministerial designation is not specific with respect to the national historic significance

of resources at a national historic site, the program will apply the commemorative intent of the designation to determine which resources are to be specifically considered of national historic significance.

2.2.2

Level II:

A resource that is not of national historic significance may have historic value and thus be considered a cultural resource.

2.2.2.1

Parks Canada will establish and apply criteria to determine which resources under its jurisdiction are Level II. A resource may be included in this category by virtue of its historical, aesthetic or environmental qualities. Criteria will also give consideration to such factors as regional or local association; or provincial, territorial or municipal designations.

2.2.2.2

Buildings that are designated "classified" or "recognized" in accordance with the Federal Heritage Buildings Policy will automatically be considered as Level II cultural resources, unless they meet the requirements that have been described for Level I cultural resources. Buildings may also be considered Level II cultural resources in accordance with criteria described in 2.2.2.1, above.

2.2.3

Other:

While all resources under the administration of Parks Canada deserve initial consideration as cultural resources, resources that are determined, upon evaluation, not to meet criteria established for Levels I and II are exempted from this policy, and will be managed under other appropriate processes and policies.

2.2.3.1

Resources evaluated and deemed not to be cultural resources for purposes of this policy may

be re-evaluated at a later date.

2.3

Consideration of Historic Value in Actions Affecting Cultural Resources

Cultural resource management requires that the concept of historic value of cultural resources be fully integrated into the planning and delivery of conservation, presentation and operational programs.

2.3.1

Planning processes will recognize that resources of national historic significance are of highest value, and that resources of historic value are at the second level of importance.

2.3.2

In all actions that affect cultural resources, Parks Canada will consider the potential consequences of proposed actions and the cumulative impacts of those actions on the historic character of those resources, and will plan and implement measures that respect that historic character.

2.3.3

When a proposed action on lands or waters administered by Parks Canada requires an environmental assessment, that assessment will include consideration and mitigation of the impacts of the proposed action on cultural resources.

2.3.4

Interventions proposed to buildings designated "classified" under the Federal Heritage Buildings Policy will be submitted for review to the Federal Heritage Buildings Review Office.

2.3.5

In the case of buildings designated "recognized" under the Federal Heritage Buildings Policy, proposed interventions will be reviewed by the department, except for disposals and demolitions which will be submitted for review to the Federal Heritage Buildings Review Office.

2.4

Monitoring and Review of Ongoing Activities

Management processes will include the review and monitoring of activities that affect cultural resources and their presentation.

3.0

Activities of Cultural Resource Management

3.1

Corporate Direction

Parks Canada will ensure the application of the principles and practice of cultural resource management in all activities that may affect cultural resources and the historic character of those resources.

3.1.1

The principles and practice of cultural resource management will apply to those contracts, leases, licences, concessions or agreements that affect cultural resources administered by Parks Canada.

3.2

Planning

Effective planning sets out the ways and means by which cultural resources will be cared for and presented. Planning activities flow from policy objectives and adhere to policy principles. Through these activities Parks Canada ensures that the elements of good cultural resource management practice are in place in all systems and processes.

Long-range direction for the management of the cultural resources at each national park, national historic site and historic canal is established through the processes of management and service planning.

3.2.1

Given the multi-disciplinary nature of cultural resource management, planning practices will integrate in a timely fashion the contributions of responsible disciplines.

3.2.2

Management planning for a national historic site will be based on the commemorative objectives that led to the designation and acquisition of the site. Primary themes developed in the course of management planning will be consistent with that designation. When, as a result of further research, it is considered that a primary theme should be changed, the matter will be referred to the Historic Sites and Monuments Board of Canada. The goal of management planning for national historic sites is to ensure the commemorative integrity of national historic sites and the application of cultural resource management principles and practice.

3.2.3

Management plans for national historic sites that have been designated World Heritage Sites will contain strategies for protecting and promoting the values that resulted in this international designation.

3.2.4

Management planning that affects cultural resources in national parks will deal with cultural resources on the basis of this policy and will be consistent with human history themes established for a park.

3.2.5

Because cultural resources are managed for public benefit, public consultation is essential in planning. The principles of this policy will form part of the terms of reference for all public consultation regarding the management of cultural resources.

3.2.6

Parks Canada will cooperate actively with other appropriate agencies with respect to shared cultural resource management concerns in land use planning, tourism and marketing.

3.2.7

If, following the acquisition or establishment of a national park, national historic site or historic canal, additional lands or objects are required to

meet program objectives, these will be identified and acquired in accordance with established authorities and planning processes.

3.2.8

When regulations are considered necessary for the effective management of public activities at a national historic site administered by Parks Canada, regulations made under an appropriate statutory authority will be applied.

3.3

Research

Ongoing research and investigation will be carried out as they are essential to the success of cultural resource management. Research is fundamental to the achievement of conservation objectives, high-quality interpretation and public programs, and the advancement of knowledge.

3.3.1

Research and the results of research will be the basis for activities that have an impact on cultural resources and their presentation.

3.3.2

Results of research will be made available to the public in the form of publications and other media.

3.3.3

Parks Canada will cooperate with other professionals, research agencies and individuals to achieve mutual objectives.

3.4

Conservation

Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its physical life. There are conservation disciplines that address different kinds of cultural resources. All share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from

maintenance to modification of the cultural resource.

3.4.1 General

3.4.1.1

In planning conservation activities Parks Canada will ensure first and foremost the basic protection of its cultural resources. With regard to cultural resources, the highest obligation is to the protection and presentation of resources of national historic significance.

3.4.1.2

In undertaking conservation activities Parks Canada is especially cognizant of the principles of respect for the existing form and material that constitute the historic character of a cultural resource. Conservation activities will therefore involve the least possible intervention to achieve objectives.

3.4.1.3

In dealing with issues relating to the protection of existing fabric and enhancement through modification for presentation, Parks Canada will apply the five principles of cultural resource management to determine the most appropriate treatment. Respect for historic value will be the central consideration.

3.4.1.4

In determining the most appropriate conservation treatment, consideration will be given to the following factors:

- i) the historic character of the cultural resource as determined through evaluation;
- ii) the physical condition, integrity and context of the resource;
- iii) the impact of the treatment on the integrity of historic fabric and character;
- iv) available documentation and information;
- v) the opportunities for presentation and potential appropriate uses of the

- resource; and
- vi) available financial and human resources.

3.4.1.5

Activities involving some replacement are the most interventionist of conservation activities and will be the last to be considered.

3.4.1.6

The reproduction, reconstruction or replication of a cultural resource will be considered as an interpretative option, not as a conservation activity. These activities are addressed in section 3.5.2 on Interpretation.

3.4.2

Maintenance

Conservation involves not just a once-in-a-lifetime intervention to a cultural resource but equally its routine and cyclical maintenance. Parks Canada will employ conservation maintenance to mitigate wear and deterioration without altering the performance, integrity or appearance of a resource.

3.4.3

Preservation

Preservation encompasses conservation activities that consolidate and maintain the existing form, material and integrity of a resource. Preservation includes short-term protective measures as well as long-term actions to retard deterioration or prevent damage. Preservation extends the life of the resource by providing it with a secure and stable environment.

Preservation activities will involve the least possible physical intervention and, in the case of interim measures, be as reversible as possible, so as not to jeopardize long-term conservation options. In the case of long-term measures, preservation activities ensure the stability and security of a resource so that it can be kept serviceable through routine maintenance.

3.4.4

Modification

Modification encompasses conservation activities that may change the existing form or materials through treatments, repair, replacement of missing or deteriorated parts, or recovery of earlier known forms and materials. It involves a higher level of intervention than preservation. Modification may be undertaken in order to satisfy new uses or requirements, compatible with the historic character of a resource, as in the case of appropriate adaptive re-use of a structure; or to reveal, recover or represent a known earlier state of a resource, which is called restoration. Modification may involve some replacement of fabric.

3.4.4.1

Parks Canada will base modification on a sound knowledge of, and respect for, the historic character of the resource; particularly as that character is expressed by the existing form and material of the resource.

3.4.4.2

Parks Canada will assess and consider the impact of proposed modification activities on the historic character of cultural resources and will identify and consider the consequences of modification using the cultural resource management principles of value, public benefit, understanding, respect and integrity.

3.4.4.3

Restoration is a modification activity that will require clear evidence and detailed knowledge of the earlier forms and materials being recovered.

3.4.4.4

In the case of sites and structures, modification may include the activities of period restoration, and of rehabilitation for purposes of safety, property protection and access.

- i) Period restoration is the accurate recovery of an earlier form, fabric and detailing of a site or structure based on

evidence from recording, research and analysis, through the removal of later additions and the replacement of missing or deteriorated elements of the earlier period. Depending on the intent and degree of intervention, period restoration may be a presentation rather than a conservation activity.

- ii) Rehabilitation is the modification, including adaptive re-use, of a resource to meet various functional requirements while preserving the historic character of the structure.

3.4.4.5

In the case of artifacts, modification includes removal of the products of deterioration such as corrosion, repair, and the infilling of missing parts. Modification also includes restoration, which returns the object or specimen to a known earlier visual state, using compatible construction methods and materials.

3.5

Presentation

Presentation encompasses activities, facilities, programs and services, including those related to interpretation and visitor activities, that bring the public into contact, either directly or indirectly, with national historic sites, national parks and historic canals. Parks Canada presents these places by promoting awareness of them, by encouraging visitation, by disseminating information about them and about opportunities to enjoy them, by interpreting them and their wider significance to visitors and non-visitors, by providing opportunities for appropriate visitor use and public involvement, and by providing essential services and facilities.

3.5.1

General

The presentation of cultural resources offers the public a wide range of opportunities to understand, appreciate and enjoy those resources.

3.5.1.1

Parks Canada will integrate its activities so that efforts at presentation will respect and enhance the historic value of the whole in order to contribute to a positive experience for the public. A knowledge of the nature and interests of the public will enable Parks Canada to enhance that experience by appropriate means of presentation.

3.5.1.2

In planning and implementing the presentation of cultural resources at national historic sites, national parks and historic canals, Parks Canada will cooperate with individuals, organizations and agencies.

3.5.1.3

New structures and buildings at national historic sites will respect and be compatible with the historic character of the site. Such new work will not be detailed in such a way as to be mistaken for a historic structure.

3.5.1.4

Signs at national historic sites and for cultural resources will respect the historic character of those resources. Such signs may be distinctive.

3.5.1.5

Parks Canada will encourage visitors to become familiar with the risks associated with access to cultural resources, and to exercise appropriate responsibility for their own safety. The qualities (historic value) that make access to a cultural resource desirable will not be diminished or destroyed in order to provide access, especially when public safety can be achieved by means other than modification.

3.5.1.6

Information about cultural resources will be accessible to all visitors. Where the location of a resource, service or facility illustrating the historic value of cultural resources prevents access by persons with disabilities, special programs or services will be offered.

3.5.1.7

Information about the richness and diversity of the family of national historic sites and how these sites express various aspects of our national identity will be made available to those who visit national historic sites administered by Parks Canada.

3.5.2

Interpretation

Interpretation seeks to reveal meanings and relationships so that the public will gain an enhanced awareness of what cultural resources signify. It includes the specialized activities by which Parks Canada communicates an understanding and appreciation of the historic value of particular places, things, events and activities to visitors and the public. This communication may be accomplished through firsthand experience of historic places, appropriate use of cultural resources and the use of media. An understanding of public needs and interests is indispensable for effective interpretation, because such understanding makes it possible to identify effective means to communicate the significance of cultural resources.

3.5.2.1

In its interpretive activities Parks Canada will communicate the historic character of the cultural resources being presented, the historical significance of the specific national historic site, national park or historic canal, the relevant links between historical activities and the natural environment and the value of cultural resource management.

3.5.2.2

Where there is a Ministerial designation of national historic significance, the primary interpretive obligation will be to communicate what has been designated as being of national historic significance.

3.5.2.3

In selecting the most appropriate means and media for interpreting cultural resources and themes related to human history, Parks Canada will be guided by Ministerial decisions regarding the purpose and form of commemoration, and will consider the following factors:

- i) the commemorative intent, themes, purpose and objectives of the national historic site, national park or historic canal;
- ii) the historic value of the resource;
- iii) the interpretive potential of the resource and its themes;
- iv) visitor needs and expectations;
- v) the impact of interpretation activities on the resource;
- vi) the availability of knowledge on which to proceed;
- vii) opportunities for appropriate visitor use;
- viii) the relationship of specific interpretive options to the overall presentation of a site; and
- ix) available human and financial resources.

3.5.2.4

Outreach programs will be developed to enhance knowledge and appreciation of national historic sites (including historic canals) as well as cultural resources in national parks and to promote heritage awareness and conservation.

3.5.2.5

Interpretation is an ongoing activity. It will include the maintenance, monitoring and review of interpretation programs.

3.5.2.6

Interpretation need not be complex to be effective. The kinds and levels of interpretation may range from letting the spirit of the place speak for itself to creating a sense of the past, although these forms are not mutually exclusive. No hierarchy of resources or interpretation activities is implied by the following examples, and all may be used at a specific location.

3.5.2.6.1

Spirit of Place

Some cultural resources evoke an aura or spirit that speaks directly to visitors with minimal interpretive support material.

This interpretive approach will be considered for resources and complexes that have retained their historic uses or function or whose integrity is intact; whose meaning is readily comprehensible; whose condition will not support more intensive use and development or whose integrity would be compromised by more elaborate development.

3.5.2.6.2

Interpretive Media

Parks Canada will use a variety of personal, print, exhibit and electronic media when there is a need to offer background, detail and perspective on the history of cultural resources.

3.5.2.6.3

Creating a Sense of the Past

Creating a sense of the past for the visitor is an interactive interpretive approach that may use a combination of the following activities: accurate restoration, reconstruction or replication of cultural resources; volumetric representation(s) of cultural resources; reproduction of period costumes and objects; role playing and representations of past activities. Creating a sense of the past is a comprehensive interpretive option that requires the integration of all aspects of the scene or environment being interpreted (for example, landscape treatments should be consistent with period restorations/reconstructions).

Parks Canada will consider creating a sense of the past as an interpretive option when:

- i) there is a specific commemorative objective to provide the visitor with an understanding of a defined period in the history of a site; and

- ii) the action is consistent with the principles of value, public benefit, understanding, respect and integrity of the site and its resources; and
- iii) resources and their setting possess sufficient historical integrity to support a complete scene or environment; and
- iv) there is sufficient understanding of the resource to ensure accuracy of detail; and
- v) cost can be justified in relation to historic significance and interpretive potential; and
- vi) in the case of established sites, demonstrated visitor demand or expectations warrant this type of development.

3.5.2.6.3.1

Reproductions may be manufactured and used in interpretation when:

- i) sufficient knowledge exists for an accurate reproduction; and
- ii) the original object is too fragile or cannot be provided with a stable display environment; or
- iii) more than one of an object is required; or
- iv) an object is to be handled or consumed.

3.5.2.6.3.2

The use of reproductions will be acknowledged.

3.5.2.6.3.3

In exceptional circumstances, the period reconstruction or replication of whole structures or complexes may be considered as the best possible means of achieving public understanding of a significant aspect of the past. Period reconstruction may not be undertaken unless:

- i) reconstruction of the vanished resource would make a significant contribution to historical, scientific or technical knowledge; and
- ii) the cost of reconstruction, including its maintenance and operation, can be

justified in relation to the historic significance and interpretive potential of the work.

If these considerations are met, reconstruction may only be considered if:

- a) there are no significant preservable remains that would be threatened by reconstruction; and
- b) the action will not compromise the commemorative integrity of the site; and
- c) there is sufficient research information to support an accurate reconstruction.

3.5.2.6.3.4

The use of period reconstructions will respect existing cultural resources and will be acknowledged.

3.5.2.6.3.5

Period reconstruction and reproductions are by definition contemporary work and have no *a priori* historic value. Because of their special character, however, they may be managed in accordance with this policy.

3.5.3

Special Programs and Events

Special programs and events offer important opportunities to integrate the presentation of cultural resources at national historic sites, national parks and historic canals with related activities in their surrounding communities and to develop partnerships with others.

In planning for these activities and uses Parks Canada will be sensitive to the size, nature and interests of existing and potential visitor groups, while acknowledging that not all visitor expectations are compatible with the mandate for national historic sites and national parks.

3.5.3.1

Activities that are consistent with the principles of cultural resource management, that are appropriate to the specific national park,

national historic site or historic canal and that are acceptable will be encouraged.

3.5.3.2

Where warranted, special programs for targeted groups of visitors will be developed.

3.5.3.3

Special events and uses will be encouraged where they contribute directly to public appreciation of the historic themes, resources and opportunities of a national park, national historic site or historic canal.

3.5.3.4

Special events and uses will respect cultural resources and their historic character and will not impair the safety, experience and enjoyment of visitors.

3.5.3.5

Some special events and uses that are otherwise appropriate may depict the past in ways that are not specifically accurate to the site. In cases where such events or special uses are permitted, these discrepancies will be acknowledged.

3.5.3.6

Research and study by others of cultural resources at national historic sites, national parks and historic canals will be encouraged as an appropriate activity when such work respects the principles of this policy and is compatible with visitor activities.

3.5.4

Services and Facilities

3.5.4.1

Facilities and services necessary to achieve public understanding, appreciation and enjoyment of cultural resources will be provided.

3.5.4.2

Services and facilities may be provided through contract, lease, licence, concession or agreement.

