



FORT RODD HILL AND FISGARD LIGHTHOUSE

NATIONAL HISTORIC SITES
OF CANADA

Management Plan



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OF CANADA

Management Plan

OCTOBER 2003

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FOREWORD



Canada's national parks, national historic sites and national marine conservation areas represent the soul of Canada. They are a central part of who we are and what we are. They are places of magic and wonder and heritage. Each tells its own story. Together, they connect Canadians to our roots, to our future and to each other.

What we cherish as part of our national identity, we also recognize as part of our national responsibility. All Canadians share the obligation to preserve and protect Canada's unique cultural and natural heritage. Together, we hold our national parks, national historic sites and national marine conservation areas in trust for the benefit of this and future generations. To achieve this, practical action grounded in long-term thinking is needed.

These principles form the foundation of this new management plan for Fort Rodd Hill and Fisgard Lighthouse national historic sites of Canada. May I offer my deep appreciation to the vast range of thoughtful Canadians who helped forge this plan. I am especially grateful to our very dedicated team from Parks Canada, and to all those local organizations and individuals who have demonstrated such good will, hard work, spirit of cooperation and extraordinary sense of stewardship.

In that same spirit of partnership and responsibility, I am pleased to approve the Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada Management Plan.

A handwritten signature in blue ink that reads "Sheila Copps". The signature is written in a cursive style and is positioned above a horizontal line.

Sheila Copps
Minister of Canadian Heritage

RECOMMENDATIONS

This plan has been recommended for approval by:



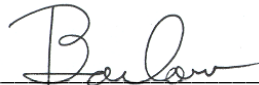
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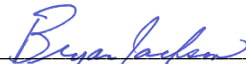
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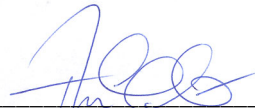
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EXECUTIVE SUMMARY

Fort Rodd Hill National Historic Site of Canada (NHSC) preserves three artillery batteries and other related structures which formed part of the strategic coast defences of Victoria and Esquimalt at the southern end of Vancouver Island. The Historic Sites and Monuments Board of Canada (HSMBC) recommended that the Victoria-Esquimalt fortifications be designated of national significance in 1958. Fisgard Lighthouse National Historic Site of Canada was also commemorated that year, as the first permanent lighthouse on the Pacific coast of Canada.

Current Situation

Fort Rodd Hill and Fisgard Lighthouse have been operating national historic sites since the early 1960s. In the period from the 1970s to the 1990s various historic structures were stabilized and refurbished and the site was outfitted with some basic orientation facilities, exhibits and displays. While the current annual visitation of 50,000 is respectable, improvements are needed to bring the sites up to current standards. This management plan afforded Parks Canada and the reviewing public an opportunity to take a fresh view on the measures required for the protection and presentation of the numerous heritage resources on site, and of the investigation of heritage tourism strategies that would attract a wider spectrum and volume of visitors. Above all, visitors must leave Fort Rodd Hill and Fisgard Lighthouse with a clear sense of the vital role these sites played in the defence of the west coast and in marine navigation respectively.

Commemorative Intent

Commemorative intent speaks to what is nationally significant about a national historic site. Fort Rodd Hill's national significance is based on its role as a component of the network of coast batteries, observation posts and searchlight emplacements that comprised the Victoria-Esquimalt coast defence system between 1878 and 1956. Within this network, Fort Rodd Hill's coast defences protected the naval harbour of Esquimalt. Fisgard Lighthouse is associated with the theme of safe shipping in the Juan de Fuca Strait during the early developmental stages of Vancouver Island and British Columbia.

The sites are specifically valued for the following:

- The connection of Fort Rodd Hill to the system of Victoria-Esquimalt coast defences;
- Fisgard Lighthouse's role as the first permanent lighthouse on the west coast of Canada;
- The assemblage of nationally significant buildings, structures and landscape features at Fort Rodd Hill and Fisgard Lighthouse;
- The sites' collections, archaeological and natural resources and pastoral, seaside setting;
- The adjacent land uses which both protect the sites and are thematically relevant to them.

Proposed Site Management

In the management of these sites, Parks Canada is responsible for protecting and presenting Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada, while also encouraging the protection and ensuring the presentation of the larger context of the Victoria-Esquamalt defence system. In managing Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada, Parks Canada intends to achieve the following:

- Collaborate with other agencies to foster the protection of, and to encourage the presentation of, those elements of the Victoria-Esquamalt fortifications owned by others;
- Protect and present the nationally significant built heritage of Fort Rodd Hill and Fisgard Lighthouse through the conservation, restoration and on-site presentation of its many resources;
- Protect and present the landscape features of the sites, including both the designated place and the historical setting;
- Collaborate with other agencies to inventory, evaluate and manage lands adjacent to the designated sites of Fort Rodd Hill and Fisgard Lighthouse;
- Protect and present the sites' collection of Level I and Level II moveable resources in a manner that meets cultural resource management standards;
- Protect the sites' archaeological resources;
- Protect the natural setting and resources of the sites and key viewing vistas and corridors;
- Upgrade visitor orientation facilities, and house displays and exhibits essential for the presentation of the history of the Victoria-Esquamalt fortifications and the sites themselves;
- Position the sites to take advantage of Victoria's vibrant heritage tourism market by upgrading site facilities, such as re-installing a wharf, constructing a small orientation facility and upgrading the parking facilities and entranceway;
- Improve the sites' infrastructure by constructing a small collections storage facility that will protect Level I and Level II moveable resources to Cultural Resource Management Policy standards, and by expanding water and electrical services;
- Develop a new school program that links curricular requirements with each site's commemorative intent; expand outreach use of the sites;
- Assume a higher local profile through collaboration with other national historic sites and heritage agencies, First Nations, all three levels of government, the National War Museum, and the local community.

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1.0 INTRODUCTION

1.1 Background

Canada's national historic sites represent thousands of years of human history and hundreds of years of nation building, and are part of the inheritance of all Canadians. They are special places, recognized under the law as being of national importance to the history of our country.

National historic sites exist under the authority of the *Historic Sites and Monuments Act*. The act gives the Minister of Canadian Heritage the legislated responsibility to designate "historic places." The Historic Sites and Monuments Board of Canada (HSMBC) advises the minister on commemoration of these national historic sites.

National historic parks are created under Part II of the *National Parks Act*, which makes provision for the setting aside of federal lands to commemorate an event of national importance, or to preserve a historic landmark or any object of historic, pre-contact, or scientific interest that is of national importance. Through the *Historic Sites and Monuments Act*, the Government of Canada is dedicated to ensuring that a range of Canada's human history is represented within a system of national historic sites.

The Government of Canada's objectives for national historic sites are:

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.
- To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner which respects the significant and irreplaceable legacy represented by these places and their associated resources.
- To encourage and support the protection and presentation by others of places of national historic significance that are not administered by Parks Canada.



Grounds of Fort Rodd Hill NHSC A. Gavin, Western Canada Service Centre 2003

1.2 Management of Cultural Heritage Resources

To ensure that the resources at national historic sites are protected and presented appropriately, Parks Canada has developed a Cultural Resource Management Policy (CRM). CRM policy is based on five guiding principles: value, public benefit, understanding, respect and integrity. In practice, this requires that cultural resources be identified and evaluated, and that their historic value be duly considered in all actions which might affect them. Such actions include the preservation and protection, public understanding, enjoyment and appropriate use of the cultural resources.

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that have an impact on cultural resources, whether they relate to protection, maintenance, appreciation or use. These principles are not exclusive; rather, they work most effectively when considered together. The practices of cultural resource management are integral to the successful management of the site, and for Parks Canada staff and partners in all cooperative or shared management activities.

The principles of cultural resource management have been used to prepare this plan and will continue to guide management decisions which affect the development and operation of these national historic sites of Canada. Any activity which compromises the commemorative integrity of these historic sites will not be permitted.

1.3 Role of National Historic Sites of Canada

Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada are part of a family of more than 880 sites nationwide. Every site has either had a nationally significant impact on Canadian history or illustrates a nationally important aspect of that history. They commemorate thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life.

Our national historic sites are powerful symbols of our identity and make the nation's history a part of the living present. National historic sites are owned by federal, provincial and municipal governments, by businesses and by private citizens. We all share in the stewardship of these important places.

The national program of commemoration comprises several distinct but interlocking parts. In addition to more than 880 national historic sites, there are more than 550 persons and some 300 other aspects of our history, including historic events, that have been commemorated as being of national significance. Designations are made by the Minister of Canadian Heritage, usually on the advice of the HSMBC.

Most commonly, the method of commemoration is by a bronze plaque or simple marker. Places that have been designated as national historic sites may be acquired by the federal government for preservation and presentation to the people of Canada, as is the case with these two national historic sites.

Parks Canada now administers 145 national historic sites across Canada and has contributed to many more through cost-sharing agreements. Our national historic sites are a significant, irreplaceable legacy. By protecting them, we ensure their preservation for the benefit and enjoyment of future generations.

1.4 Management Plans

Under the *Parks Canada Agency Act* (1998), Parks Canada has the mandated responsibility for ensuring the commemorative integrity of national historic sites under its administration. The act also requires that all national historic sites administered by Parks Canada prepare man-

agement plans. Once prepared, management plans are tabled in Parliament by the Minister of Canadian Heritage and are subject to review every subsequent five years.

A management plan is a document which constitutes the local expression of the general policies of Parks Canada and is approved by the Minister following extensive public participation. This plan directs the long-term development and operations of a national historic site. It constitutes the framework within which subsequent management, implementation and detailed planning will take place.

The goal of the management plan is to ensure the commemorative integrity of national historic sites, including the application of cultural resource management principles and practices. While respecting this primary goal, the management plan also guides the provision of appropriate opportunities for appreciation and enjoyment of the national historic site. Protection and presentation are fundamental to commemoration, since without protection there can be no national historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians.

1.5 Management Plans and Designated Place

Management plans for national historic sites of Canada inevitably focus on the designated place, which includes the area and resources specifically recommended for commemoration by the HSMBC, and for which Parks Canada is directly accountable. Frequently, however, management plans also deal with adjacent land uses, either because these properties or viewing vistas form part of the site's historical setting or because their very proximity to the site would influence the success of the plan's various heritage conservation, presentation or operations proposals. In some cases, as is the case with this management plan, a national historic site may commemorate events that occurred in a larger geographic region. In this case the HSMBC recommended the commemoration of the historic significance of the Victoria-Equimalt coast defenses and in turn, recommended that Fort Rodd Hill be acquired to tell that story. This is an important issue which will be discussed in greater detail below.

2.0 CONTEXT OF FORT RODD HILL AND FISGARD LIGHTHOUSE NATIONAL HISTORIC SITES OF CANADA

2.1 Regional Setting

Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada are located in the City of Colwood, 14 km west of Victoria, British Columbia (Figure 1). Fort Rodd Hill is strategically located at the entrance to Esquimalt Harbour, a prime location for coast artillery defences for the protection of the port of Victoria and the naval harbour of Esquimalt. Fisgard Lighthouse is connected to Fort Rodd Hill by a man-made causeway. Both sites were designated under the *Historic Sites and Monuments Act*; Fort Rodd Hill has also been gazetted under Section II of the *National Parks Act*

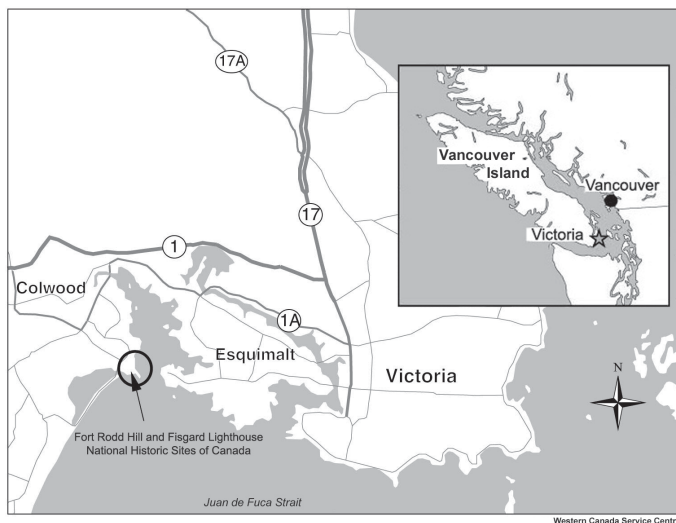


Figure 1: Regional Context

2.2 Boundaries of the Designated Place

The designated place of Fort Rodd Hill and Fisgard Lighthouse is a 18.7 hectare area consisting of Fort Rodd, its built resources, Fisgard Island, and a connecting man-made causeway (Figure 2). Three batteries, two built in 1895 and one built in 1899, and support structures for the fortifications remain on the Fort Rodd site. The site maintains unobstructed viewpoints from the batteries to the shoreline and adjacent battery sites of the coastal defence

system. Figure 2 also illustrates Journey's End and other notable properties in direct vicinity of the designated place, including Canadian Forces Base (CFB) Esquimalt to the east and Royal Roads University (previously Royal Roads Military College) to the west. The Royal Roads site is now a designated National Historic Site itself which commemorates the Edwardian estate of James Dunsmuir (also known as Hatley Park).

All lands legally held by Parks Canada are part of the administered property. These include the 18.7 hectares of land that comprise the designated place, the Journey's End property, Lot 5, Lot 6 and the Cavendish property. Though Parks Canada holds legal title to all of these lands only the designated place and the Journey's End property are actively used and administered. The Journey's End structure itself is used to house the administration facilities for the two historic sites. These lands are all well-buffered, surrounded by green space and water.

Some of the lands surrounding the designated place (Cavendish property and Lot 5) may have potential for passive recreational use or low-key development, while still protecting the heritage context of the designated place. If these lands were ever considered for such uses, extensive planning and public consultation programs would be initiated well in advance.

Fort Rodd Hill is accessible by road and Fisgard Lighthouse can be reached by land via a causeway from Fort Rodd Hill. By virtue of their waterfront setting overlooking Esquimalt Harbour, the sites are also accessible by water. Although Fort Rodd Hill, a military site, and Fisgard Lighthouse, a marine navigation facility, are not directly related thematically, they have traditionally been regarded as inseparable heritage landmarks. They are also physically joined to one another. Therefore, since any planning actions for one site would directly affect the other, these sites will be treated as a unit in the management plan.

Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada are strategically positioned to play a key role in heritage tourism on a local, provincial and national



Figure 2: Designated Place and Administered Property

Outlined in black in this image are all of the lands administered by Parks Canada at this site. The portion of land labeled "Fort Rodd Hill National Historic Site" and "Fisgard Lighthouse National Historic Site" constitute the designated place.

basis and to attract the full spectrum of cultural heritage visitation. The sites are located less than 20 minutes drive from Victoria. They are readily accessible by car along excellent road networks. The challenge, however, will be to attract clientele from the downtown harbour area, which is currently the central focus of tourist interest.

2.3 Key Management Planning Issues

- To review and update the 1986 Management Plan. Fort Rodd Hill and Fisgard Lighthouse's approved Commemorative Integrity Statements, the Parks Canada Guide to Management Planning and the Parks Canada Cultural Resource Management Policy will guide the management plan review;
- Following the recommendations of the HSMBC, to provide an interpretive context for the system of Victoria-Esquimalt fortifications that stretched along the south coast of Vancouver Island;

- To assess current visitor service programs, in order to identify shortfalls, particularly with respect to orientation, access and food services;
- To increase the heritage tourism profile of Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada within the national system of heritage places, in cooperation with the local family of national historic sites, local educational institutions, local residents and the network of tourism attractions in the Greater Victoria area;
- To assess the potential of re-establishing marine access to the sites (via a wharf);
- To establish direction for research and operations planning;
- To establish direction for the management of the natural resources of the sites and of their adjacent lands;
- To evaluate public lands directly adjacent to the designated places and identify possible opportunities for their use that are compatible with the overall commemoration objectives of the sites;
- To identify measures for the general administration, management, operation and maintenance of the sites, including improved infrastructure;
- To identify and build relationships with key agencies and stakeholders in the Greater Victoria area;
- To market the sites, in order to regain former visitation, and to pursue other strategies to increase revenue.
- To identify measures for the general administration, management, operation and maintenance of the sites, including improved infrastructure;
- To identify and build relationships with key agencies and stakeholders in the Greater Victoria area;
- To market the sites, in order to regain former visitation, and to pursue other strategies to increase revenue.

2.4 Summary of the Management Planning Public Consultation Processes

A first public newsletter highlighting the major planning issues for the national historic sites was tabled in October 1998. Opportunities were offered in the newsletter for the public to comment on the identified management planning issues, suggest other areas of concern, participate actively in the process and attend any public meetings convened for a plenary discussion of the plan. Open Houses were held at the sites and a public forum was held at Colwood City Hall in October 1998. Public response during this round of consultations was positive, and reflected the strong association the sites have with the community. A number of additional meetings were also held with various stakeholders and individuals.

In September 1999, a second public newsletter presented a summary of public input and a series of draft proposals for the sites. The proposals were the result of ideas generated since the previous management plan. The draft proposals also reflected comments received from stakeholders and individual suggestions from the public. The public was invited to provide feedback on the draft proposals through a comment sheet, the website and in a public forum held in September 1999. A third newsletter was mailed in June 2000, followed by an Open House held at Fort Rodd Hill. This newsletter summarized the feedback received on the draft proposals and indicated that the majority of the draft proposals would become the basis for the management plan.

A number of individuals, citizens' groups, non-governmental agencies, First Nations and representatives from all levels of government were invited to participate in the preparation of the management plan. Many of these individuals and representatives played an integral role in helping to define the long range vision for the sites.

The planning team for this management plan included Parks Canada staff from the sites, the Coastal BC Field Unit and the Western Canada Service Centre. Staff from the National Historic Sites Directorate also played a valuable role in the preparation of the management plan.

3.0 THE ROLE OF FORT RODD HILL AND FISGARD LIGHTHOUSE IN THE SYSTEM OF NATIONAL HISTORIC SITES

3.1 Role of Fort Rodd Hill

The role of an individual national historic site, such as Fort Rodd Hill, is based on an analysis of the various recommendations of the HSMBC. The Fort Rodd Hill fortifications and the coastal defenses of the Victoria-Esquamalt harbor were detailed by the HSMBC in 1958. This HSMBC review, led by Dr. Sage, concluded that the Fort Rodd Hill defense fortifications were “the most elaborate of the principal fortifications on the west coast of Canada”. In summary, the HSMBC concluded that the Fort Rodd Hill fortifications were decidedly of national historic importance to Canada and recommended that a national historic park be established to commemorate the Fort Rodd Hill fortifications and Victoria-Esquamalt Coastal Defence System. Following the site’s designation in 1958, Parks Canada assumed responsibility for site operations in 1962.

Fort Rodd Hill commemorates a significant element of Canadian history while contributing to our broader identity, sense of country, awareness of history and as a component of our shared past.

Fort Rodd Hill has ties with a number of other military sites. These include several sites which reflect Victoria’s role as the provincial capital, a centre of military and naval activity and one of the oldest cities in western Canada. Some of these national historic sites are related thematically to the history of the Victoria-Esquamalt fortifications. These include the Bay Street Armory, which from 1915 was the home of the militia artillery unit which manned the coast artillery batteries of the Victoria-Esquamalt fortifications, and the Esquamalt Naval Base (now CFB Esquamalt), which was what these fortifications were designed and constructed to defend.

CFB Esquamalt is also the location of the national commemoration of the role of women in the Canadian Army during World War II (the Canadian Women’s Army Corps), which included service at many locations within the Victoria-Esquamalt fortifications. Hatley Park, situated just 1 km west of Fort Rodd Hill, is related geographically to the sites, as these two properties adjoined each other and the water supply for Fort Rodd Hill was originally provided from the Hatley Park property.



Casemate Barracks. A. Gavin, WCSC 2003

The history of Fort Rodd Hill and the Victoria-Esquamalt fortifications also has close thematic links with other national historic sites, especially on the east coast. The Halifax Defence Complex, in particular, protected Canada’s major east coast naval base in the same way that the Victoria-Esquamalt fortifications defended Canada’s west coast naval station. Also of relevance to Fort Rodd Hill is the cooperative Canadian and American defence system in the Strait of Juan de Fuca during World War II and the early stages of the Cold War.

3.2 Role of Fisgard Lighthouse

Fisgard Lighthouse was commemorated as a national historic site in 1958 for its role as the first permanent lighthouse erected on the Pacific coast. Fisgard has several national historic site counterparts, on the east coast, the Great Lakes and the St. Lawrence River—testimony to the vital role of lighthouses in 19th- and 20th-century marine navigation. Fisgard Lighthouse shares a particularly close thematic tie with Cape Spear in Newfoundland, which was built in the 1840s and used much the same technology in guiding ships to St. John’s Harbour. It is also notable that Cape Spear, too, was the site of a World War II coast artillery battery.



Fisgard Lighthouse NHSC. A. Gavin, WCSC 2003

only national historic sites on Vancouver Island administered by Parks Canada, there are more than thirty plaques in Greater Victoria that commemorate the national historic significance of persons, places and events, as recommended by the HSMBC. Members of the larger family of national historic sites in and around the Victoria area include such high profile resources as the Empress Hotel NHSC, the Chinatown Historic District NHSC, Victoria City Hall NHSC, the Congregation Emanu-El NHSC, the Rogers' Chocolates Building NHSC.

3.3 Commemorative Integrity of Fort Rodd Hill and Fisgard Lighthouse

The role of national historic sites, such as Fort Rodd Hill and the Fisgard Lighthouse is defined by the site's Statements of Commemorative Intent. Fort Rodd Hill's heritage significance is captured by the Statement of Commemorative Intent found within the approved Commemorative Integrity Statement CIS (1996). The site commemorates:

The role of the Victoria-Esquamalt fortifications (1878 to 1956) in the defence of Victoria and the naval base at Esquamalt, and by extension the defence of Canada and the British Empire.

Fisgard Lighthouse was declared a site of national significance for:

Its role as the first permanent lighthouse erected on the Pacific coast of Canada.

Directly associated to the concept of commemorative intent is that of commemorative integrity. Commemorative integrity is a term used to describe the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when:

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

A CIS is an elaboration of what is meant by commemorative integrity at a particular national historic site. The CIS identifies what was commemorated and why, which resources are nationally significant, their value and objectives for their protection, the messages of national significance and objectives for their effective communication, and other heritage values, resources and messages associated with the site.

The approved CIS provides the basis for decision-making by managers, but does not prescribe or proscribe particular management actions. The CIS provides information about where value lies and it is used as a framework to assess the impact of proposed actions. In essence the CIS ensures that commemorative integrity is fundamental to all aspects of site management, planning and decision-making.

4.0 VISION FOR FORT RODD HILL AND FISGARD LIGHTHOUSE

This plan presents the following Vision for Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada 15 years into the future:

By 2015, Fort Rodd Hill National Historic Site of Canada dynamically commemorates the national historic significance of the Victoria-Esquimalt coast defences and their role in the defence of the Pacific coast of Canada from 1878 to 1956. Fisgard Lighthouse National Historic Site of Canada celebrates the establishment of the first permanent lighthouse on the Pacific coast and commemorates its role as a navigational aid on Juan de Fuca Strait. Both sites are widely recognized as places of national historic significance and symbols of Canada's evolution from colony to sovereign nation.

The sites' highest priority remains the protection and presentation of cultural resources. All structures and collections of national significance stand as models of historic resource conservation. Any maintenance or intervention to the sites' structures and historic fabric is guided by Parks Canada's principles of cultural resource management. The sites' archaeological and natural heritage values are also respected, and are presented in an appropriate manner.

The sites' national historic significance is conveyed to visitors by means of evocative interpretive programs and interactive exhibits, both of which create an engaging environment for learning and discovery. By virtue of these services and facilities, visitors will leave with a greater understanding of the value of the sites' cultural and natural resources, the history of Canada, and the role of national historic sites of Canada in fostering a sense of national identity.

As a major Victoria attraction, Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada maintain strong ties to neighbouring communities through outreach programs and the hosting of special events. The sites are considered a "must-see" heritage attraction on southern Vancouver Island and are a source of pride for the region's residents, tourism industry, visitors, and for all Canadian citizens.

5.0 PROTECTION OF HERITAGE RESOURCES

5.1 Representative or Symbolic Cultural Resources of National Significance

Level I Cultural Resources

Cultural resources that are directly connected to the commemorative intent (i.e. the reasons for the designation of Fort Rodd Hill and Fisgard Lighthouse as national historic sites) are referred to as Level I cultural resources. Level I resources include the designated place; *in situ* cultural resources which have a direct relationship to the reasons for designation; cultural resources that have been identified by the HSMBC as contributing to the national historic significance of the designated place; and objects which have a direct relationship to the commemorative intent and to the site. The resources are valued for both their physical and associative attributes; together these qualities form the basis of their historic value.

Level II Cultural Resources

Level II cultural resources are those that are not directly related to the reasons for the sites commemoration, but which are still deemed to have historic value. Level II cultural resources at the Fort Rodd Hill and Fisgard Lighthouse include those associated with military history or the history of marine navigation.

5.2 Designated Place

5.2.1 Context

The 18.7 hectares parcel of land which contains the key heritage resources of Fort Rodd Hill and Fisgard Lighthouse is recognized as the designated place. Figure 3 provides a visual presentation of the landscape and cultural resources of the designated place.

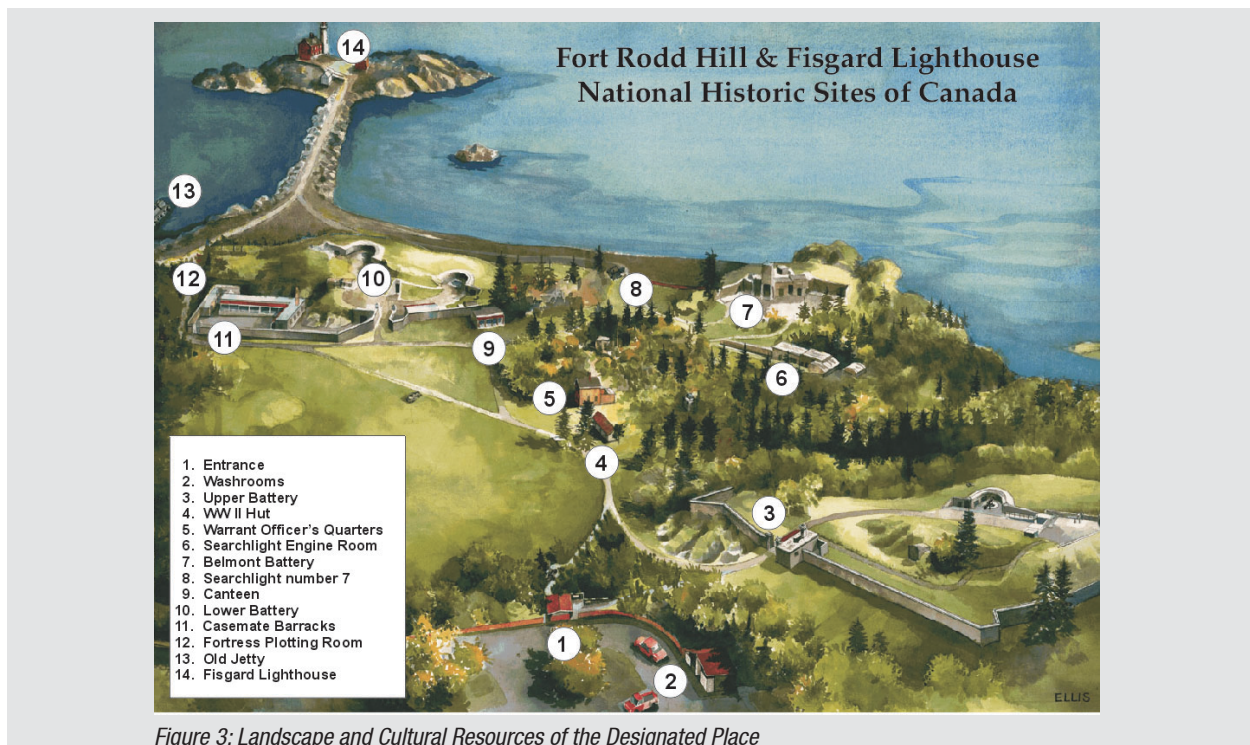


Figure 3: Landscape and Cultural Resources of the Designated Place

5.2.2 Current Situation

The 18.7 hectares of the designated place were selected to commemorate Fort Rodd Hill and the Victoria-Esquamalt Coastal Defence System. The resources of the designated place are protected and presented by Parks Canada staff. This management plan includes proposals which would assist Parks Canada staff in the protection and presentation of the resources and physical property of the designated place. Landscape elements (vegetation, terrain features) that once helped to provide camouflage and cover for defenders surround the Fort. These surrounding features and adjacent lands (Journey's End, Lot 5, Lot 6 and the Cavendish Property) form the administered property and should not be confused as being part of the designated place.

Other remaining features of the Victoria-Esquamalt Coastal Defence System (located outside the designated place) are situated on properties managed by other federal, provincial and regional agencies, particularly the Department of National Defence. In some case resources are situated on private land. Though not responsible for these resources, Parks Canada encourages all efforts directed at their identification, assessment, preservation and presentation.

5.2.3 Strategic Goal, Objectives and Actions

Strategic Goal

To take measures and suggest actions that will protect the other places associated with the Victoria-Esquamalt coastal defences beyond the boundaries of Fort Rodd Hill and Fisgard Lighthouse .

Objectives

- Demonstrate leadership regarding the protection and presentation of the Victoria-Esquamalt defence system by cooperating with other owner agencies, jurisdictions and persons;
- To provide a comprehensive interpretation of the other properties of the Victoria - Esquamalt defence system in the sites' presentation programs.

Actions

- Collaborate with the Department of National Defence, the National War Museum, Corrections Canada, the municipalities of Colwood, Esquamalt, Metchosin, Oak Bay, Saanich, Victoria and private property owners to enhance the protection and presentation of components of the Victoria-Esquamalt defence system under their jurisdiction;



Grounds of Fort Rodd Hill and Fisgard Lighthouse NHSC A. Gavin, Western Canada Service 2003

- Demonstrate leadership and collaborate with the owners of the cultural resources located at the other sites of the Victoria-Esquamalt fortifications to define, present, and, where possible, protect the heritage defining features of these resources and enhance the integrity of these components of the larger designated place;
- Work with other agencies and individuals to protect representations of the other sites of the Victoria-Esquamalt fortifications through various types of conservation options such as land use controls, zoning, easements and covenants, agreements with individual landowners, land exchanges, etc.
- Assess the site's current presentation program to include in its strategy the commemoration values of the larger designated place, establish broad learning objectives and monitor visitor understanding.

5.3 Historical Setting

5.3.1 Context and Current Situation

The boundaries of the administered property of Fort Rodd Hill and Fisgard Lighthouse are shown in Figure 3. The landscape immediately surrounding the designated place provided important cover for the Fort. The administered property requires further documentation and incorporation in its conservation and presentation programs. This plan has helped stimulate consciousness of the values and vulnerability of this aspect of Cultural Resource Management.

5.3.2 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that the landscape features, vestiges and viewing vistas associated with the sites' administered property will be protected, respected in all decisions affecting the sites' development and effectively communicated to the public.

Objectives

- To ensure key features of the administered property are recognized, protected and presented;
- To raise consciousness of the vulnerability of resources and viewing vistas of the administered property through presentation messages;
- To require that contemporary developments at the sites take account of their impact on the property;
- To encourage the maintenance of unobstructed viewing vistas of the sites from various vantage points outside the site's boundaries.

Actions

- Identify, record, protect and present all known Level I resources related to the administered property;
- Assess the sites' current presentation program to include in its strategy the commemorative values of the administered property, establish broad learning objectives and monitor understanding;
- Examine key viewing vistas, landscape features and vestiges associated with the administered property and ensure these values are considered in any contemporary developments proposed for the sites;
- Encourage the maintenance of unobstructed views of the Fisgard Lighthouse and Fort Rodd Hill from Esquimalt Harbour, the Naval Base, Royal Roads and the Strait of Juan de Fuca.

5.4 Built Heritage

5.4.1 Fort Rodd Hill: Context and Current Situation

The CIS for Fort Rodd Hill notes that the site boasts one of the largest collections of original masonry historic structures of any Parks Canada site in western Canada. Combined with the other built heritage resources found on site, Fort Rodd Hill represents a complete and relatively intact set of cultural resources that are in their original context and are relatively unchanged from their years in military service.

The condition of built heritage resources at the site needs to be reviewed as the last assessment corresponded with the 1997 State of the Parks Report. Parks Canada's conservation activities, which have slowed the natural deterioration of structures as

built heritage resources, are reported to be in "Fair" condition. Individual building elements are in "Poor" or "Under Threat" condition. This situation could deteriorate further unless a sustained conservation strategy is undertaken.

5.4.2 Description and Analysis

A description and analysis of Fort Rodd Hill's buildings and related structures were prepared after the CIS for the site was approved and following a study of the Fort's structures by the Federal Heritage Buildings Review Office (FHBRO). This information has now been attached to the approved CIS. The physical characteristics of each of the buildings and structures are described in some detail due to their importance as Level I resources. Data germane to landscape features and grounds maintenance at the sites are also provided, along with highlights of the FHBRO evaluations. An historical report on the Evolution of the Designated Place of the Fort is available in Appendix "A".



Belmont Battery - Director's Tower A. Gavin, WCSC 2003

5.4.3 Heritage Character Overview

All buildings, walls, and other structures that comprise Fort Rodd Hill National Historic Site of Canada were constructed as part of the Victoria-Esquimalt Coastal Defence System during the period of commemoration, 1895-1956. All of these structures are recognized as Level I cultural resources. Due to their direct association to the reasons for the commemoration of the site, Level I resources must be protected accordingly. The Level I buildings and structures at Fort Rodd Hill National Historic Site of Canada include the following:

- (a) Upper Battery - Gun Emplacement and Magazine
- (b) Upper Battery - Guardhouse
- (c) Lower Battery - Gun Emplacement and Magazine
- (d) Lower Battery - Guardhouse
- (e) Lower Battery - Casement Barracks
- (f) Belmont Battery - Gun Emplacement, Magazine and Director's Tower
- (g) Fortress Plotting Room
- (h) Canteen
- (i) Searchlight Engine Room
- (j) Defence Electric Light No. 1
- (k) Searchlight No. 7
- (l) Warrant Officer's Quarters
- (m) Battery Commander's Post
- (n) Telephone Exchange
- (o) Fitter's Shop
- (p) Lower Battery - Small Arms Ammunition Store
- (q) Lower Battery - Artillery Store
- (r) Searchlight Director's Building
- (s) Searchlight No. 6
- (t) Second World War Hut Room
- (u) Upper Battery- Fire Commander's Post

5.4.4 Fisgard Lighthouse: Context and Current Situation

Fisgard Lighthouse continues to be a guide for mariners, now for more than 140 years. Both the lighthouse tower and attached keeper's dwelling are original structures. Most of the dwelling interior, including the roof, was destroyed by fire in 1957. Parks Canada has restored the exterior of the buildings to their 1873 appearance and adapted the interior of the dwelling for exhibits. The Coast Guard maintains the light as a functioning aid to navigation.

5.4.5 Heritage Character and Associative and Physical Values

Fisgard Lighthouse and dwelling, constructed in 1860, was Canada's first permanent lighthouse on the Pacific coast. The tower and dwelling are defining features of the entrance to Esquimalt Harbour, and comprise the most

prominent navigational landmark for vessels passing in the Juan de Fuca Strait.

The tower and dwelling are associated with the theme of providing aids to coastal navigation. The tower is the oldest and first pre-Confederation lighthouse on the west coast. It is associated with the theme of safe shipping in Juan de Fuca Strait during the early developmental stages of Vancouver Island and British Columbia. The heritage character of Fisgard Lighthouse and keeper's dwelling resides in the overall massing, profile, proportions, construction materials and details, and site relationships.



Fisgard Lighthouse NHSC Alice Gavin 2003

The light tower and attached light keeper's dwelling are Level I cultural resources. This means that these structures are directly related to the reasons for the commemoration of this site and its nationally-significant values and must be protected accordingly. The key associative and physical values of Fisgard Lighthouse are:

Associative Values

- Tower, lantern and house represent the site's historic core purpose;
- Location on a small island and physical connection of the tower to the house represent the function and living conditions of lighthouse keepers and their families at the site;
- Lantern and cast iron staircase in the tower are valued as original fabric specifically imported for the construction of the lighthouse;
- Storehouse cistern and foundations, mooring rings, walkway and meteorological structures illustrate various aspects of the social and functional history of the lighthouse; and
- Cable anchors for boom defence and the causeway illustrate the eventual strategic location and service of the site to the Victoria-Esquimalt defence.

Physical Values

- Historic features of the site are defined by location, orientation, design, scale, original fabric, colours and the ongoing function as a lighthouse.

For further information on Fisgard Lighthouse, please consult Appendix “B”.

5.4.6 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that the built heritage resources that represent the national historic significance of Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada will not be impaired or placed under threat.

Objectives

- To identify, record, protect and present the heritage-defining features of the *in situ* resources appropriate to their national significance;
 - To document the value of historic structures through full heritage recording and monitoring;
 - To present the associative values of the historic structures of the sites;
 - To maintain the location, orientation, design, style and scale of the historic resources;
 - To protect the physical evidence documenting the evolution of each building;
 - To document and maintain the original fabric, form, construction technology and elements providing evidence of function in accordance with accepted conservation practices.
- Expand and upgrade security, power, and communication services for several structures at the sites to ensure adequate protection of built heritage resources, and provide an adequate level of safety to the public;
 - Develop and implement a Conservation and Maintenance Strategy for the long term preservation and maintenance of built resources, including appropriate methods to mitigate visitor impacts on historic fabric;
 - Evaluate the capacity for water service to the sites and expand the fire suppression capabilities to specific structures, including the Warrant Officers’ Quarters and Fisgard Lighthouse;
 - Expand and up-grade existing services to structures to ensure their long term survival;
 - Upgrade electrical service to Upper Battery Magazine and the Searchlight Engine Room;
 - Upgrade security service for the Searchlight Engine Room and Belmont Battery Magazine;
 - Assess and improve the presentation of built heritage resources in the presentation strategy for heritage values of the structures, including explanation of their care and maintenance, establish learning objectives for these values and monitor understanding of these values;
 - Establish the best means to provide access for mobility impaired visitors to areas such as Belmont Battery and Fisgard Lighthouse or establish adequate presentation alternatives;
 - Identify and protect heritage defining features in the design and implementation of any changes to Level I resources;
 - Develop a data base to inventory, record and maintain records, drawings, photo records, as found plans and as built plans for each Level I resource;
 - Distinguish new materials or reproductions from original fabric and identify intrusions in Level I resources.

Actions

- Assess current condition of Fort Rodd Hill’s buildings and structures and complete the conservation of structures as listed in the 1994 Conservation Assessment, including:
 - re-roof remaining flat roofs
 - restore Fortress Plotting Room exterior facade
 - restore Fortress Plotting Room wall
 - restore Casemate Barracks (Ablution Room, Provision Store, Latrines)
 - replace Fisgard wooden walkway/stairs (not historic fabric)
 - caulk cracks in masonry for identified areas
 - assess Searchlight Engine Room for water leakage



Lower Battery - Artillery Store A. Gavin, WCSC 2003

5.5 Level II Built Heritage Resource: Journey's End

5.5.1 Context and Current Situation

The Journey's End structure is the lone Level II built resource associated with Fort Rodd Hill and Fisgard Lighthouse National Historic Sites. Though this structure does not share a direct tie to the Fort Rodd Hill fortifications nor the operations of Fisgard Lighthouse, it served as a residence for senior military personnel for the last 20 years of operations of the Fort Rodd Hill coastal defence site. The Journey's End structure is now used by Parks Canada as the site's administration facilities. Except for a brief historical overview presented below, the Journey's End structure will be addressed in the subsequent section on Operations and Administration.

5.5.2 Heritage Character

The Journey's End structure was built in 1928-32 as a residence for Muriel Wingfield, on the estate of her father, industrialist James Dunsmuir. This structure became the property of Parks Canada in 1988, since which time it has served as the Administration Building for Fort Rodd Hill. The Administration Building was designated a Federal Heritage Building by FHBRO in the late 1990s for its association to suburban residential development on Vancouver Island in the 1920s and 1930s, for its Arts and Crafts design, and for the overall integrity of the site.

5.6. Landscape Vestiges and Features

5.6.1 Context and Current Situation

Whether it's the flat rectangular area in front of the Lower Battery, or pieces of chain attached to the rocks at Fisgard Lighthouse, it is not always obvious from surviving evidence exactly what activities took place at the sites. When brought together, the smaller pieces of the information often tell us much about the past. The flat grassy area was formerly a volleyball pitch, used by soldiers for physical training and recreation. The chains once anchored portions of the Boom Defence that protected the harbour from torpedo attack.

The ocean-side setting and landscape terrain of the designated place have other implications as well. The grounds surrounding the historic structures constitute an important environment for the buildings and one that must be respected and maintained. Preserving viewing corridors are also key cultural features that need to be included in protecting historical context.

5.6.2 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that landscape vestiges and features that symbolize the national significance of the sites or complement the context of their built heritage resources are not impaired or placed under threat.

Objectives

- To document aspects of the heritage landscape within the confines of the designated place;
- To maintain the existing environment and sight lines of the historic structures.



Journey's End. A. Gavin WCSC 2003

Actions

- Identify, evaluate, record and protect Level I and Level II landscape vestiges and features;
- Assess and improve as required the presentation of landscape vestiges and features in the site's presentation strategy;
- Preserve heritage landscape through treatments around selected built heritage structures on site;
- Ensure contemporary developments at the sites respect key heritage landscape features and vestiges;
- As an aid to navigation, maintain an unobstructed mariner's perspective north from the open waters of Juan de Fuca Strait.

5.7 Protection of Moveable Cultural Resources

5.7.1 Context and Current Situation

The current Fort Rodd Hill collection includes Level I and Level II period military equipment, ordnance, deactivated ammunition, personal equipment, effects of servicemen and furnishings. Level II collections also include a variety of traditional artifacts of First Nation origin. The Fisgard collection is not as large. Artifacts include the original 1860-61 light keeper's log and different types of light sources, lenses and tools. Most of the sites' collections are stored and/or presented on site, though some are stored at a Parks Canada storage facility in Winnipeg. Some of the sites' archaeological collection is stored by the Royal British Columbia Museum.

While artifact collections for both sites represent different themes they share an important characteristic: many are very large and quite heavy. It does not matter if the artifact is a huge lighthouse lens or coast artillery piece, they all require maintenance and proper documentation. At present, artifact storage for the sites' collection is inadequate. The collection is located in several areas on site that have improper environmental controls, putting the collection at risk to temperature and humidity fluctuations. There is no preparatory area to conduct basic repair and preventative conservation. The public, in addition, has no access to collection information for research purposes. There is also limited flexible exhibit space to display pieces of the collection.

The sites require a management strategy for the collection of artifacts, including preventative conservation, maintenance, use (for presentation and research) and storage. Collection management information must be brought up to date to reflect current policies.

5.7.2 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure moveable resources that symbolize or represent the sites' importance are not impaired or placed under threat.

Objectives

- To evaluate, manage, protect, maintain and present artifacts, collections, and records according to currently accepted conservation practices and in accordance with Parks Canada's Cultural Resource Management Policy and other relevant policies;

- To present historic collections appropriate to their values and ensure access for research and interpretation.

Actions

- Assess current collections storage and display areas to improve and establish appropriate areas for long-term protection;
- Review the sites' collection storage for a long-term solution for artifact storage; including the establishment of an on-site facility with adequate fire suppression, security, environmental controls and an area for preventative conservation;
- Assess displays in historic structures, examine alternatives, upgrade environmental controls and security;
- Develop and implement a conservation maintenance strategy for both short and long term requirements, emphasizing preventative conservation measures;
- Develop and maintain a contingency strategy for the sites to protect and conserve artifacts in case of an emergency;
- Complete an evaluation and assessment of the collections and determine which parts of the collection may be suitably stored off-site;
- Collaborate with First Nations to identify and protect items relating to their cultural heritage as it relates to the sites;
- Maintain records, including a photographic reference, to support the preservation and presentation activities at the sites and make the information available to others;
- Provide physical and intellectual access for the public and academics to view and research the collections and related records utilizing new technologies and techniques;
- Assess, and improve as required, the presentation of artifacts in the presentation strategy, including an explanation of their care and conservation;
- Develop and update exhibits with appropriate use of Level I and II artifacts for an on-site presentation and outreach programs;
- Conduct material research to ensure authenticity and accuracy in the presentation of nationally significant messages utilizing artifacts and make this information available to others;
- Provide a secure and suitable area for rotating site exhibits or borrowed travelling exhibits;
- Initiate cooperation and collaborate with other authorities to enhance and develop exhibits;
- Input collections data into Parks Canada's Artifact Information System (AIS).

5.8 Archaeological Resources

5.8.1 Context and Current Situation

Archaeological resources at national historic sites are important, sensitive and often require protection. To date a number of archaeological resources have been recorded around Fort Rodd Hill and Fisgard Island, including several of First Nations origin.

Archaeological investigations at the two sites have included inventories, impact assessment studies, and data recovery through controlled collections and through systematic excavations. Any new development proposals or other proposed activities that could have potential to impact on cultural heritage resources will require detailed archaeological assessment. It is important that the sites manage their heritage resources using current archaeological information. The four practices outlined in Parks Canada's Cultural Resource Management Policy are particularly important to guiding the use and management of these sites. These include inventories of resources, evaluation of resources to determine historic value, consideration of historic value in actions affecting these resources and monitoring and reviewing these actions.

Meeting this policy mandate will be accomplished by working with outside interest groups and others to protect, manage, and present the sites' archaeological resources. Collaboration with, and involvement of, the local Esquimalt and Songhees First Nations communities and with other outside interest groups in archaeological programs will continue. First Nations' input and participation will occur for those developments which could have potential to threaten Aboriginal peoples' cultural heritage.

Collaboration with First Nations will continue for archaeological field and post-field programmes, and for presentation of their cultural heritage as it relates to the sites. Consultation and participation of First Nation communities and other groups in the protection, management, and presentation of archaeological resources will be encouraged.

There is a need to fill in several gaps in information for archaeological and ethnographic data. To resolve these and other issues, it is anticipated that archaeological research will be an ongoing requirement at the sites. Development of a furnishing plan for the Casemate Barracks may require archaeological investigation on nearby Euro-Canadian middens.

5.8.2 Strategic Goal, Objectives and Actions

Strategic Goal

To protect and present archaeological resources at the sites so that they are not impaired or placed under threat.

Objectives

- To coordinate the identification, assessment, protection, management and presentation of archaeological resources symbolic of the sites' national historic significance, including aspects of its built heritage and landscape vestiges and features;
- To consult with the Songhees and Esquimalt First Nations in the identification, evaluation, management and presentation of archaeological resources representing the heritage of First Nations;
- To protect sensitive information regarding the sites' archaeological record, while at the same time providing opportunities for appropriate access to this data.

Actions

- Integrate archaeological information and digitize all cultural heritage maps into a comprehensive Geographic Information System database/resource management tool and ensure that sensitive information is protected;
- Complete an inventory, evaluation and assessment of the archaeological collection and determine the most suitable storage location;
- Assess the sites' presentation program to deliver an appropriate dynamic, whole cultural/ecological land use story to the public;
- Contribute archaeological expertise to conservation and presentation initiatives for the restoration of the sites' built heritage and historic landscape;
- Seek local First Nations input in preliminary stages of developments having a potential to threaten their heritage, allowing sufficient time to review proposals and return responses;
- Collaborate with First Nations in archaeological field and post-field programs;
- Develop protocols with First Nations for the presentation of their cultural heritage at the sites;
- Ensure other authorities have an understanding of Parks Canada's Cultural Resource Management Policy and the site's Commemorative Integrity Values;

- Respect the interests and values of other authorities and outside groups for archaeological resources relating to their sites;
- Collaborate with other authorities for the presentation of other messages and in future archaeological messages;
- Collaborate with the University of Victoria Geophysics Department for further exploratory ground truthing studies to locate buried architectural and cultural features at Fort Rodd Hill;
- Cooperate with other institutions on matters relating to the sites' archaeological resources, as appropriate.

5.9 Natural Resources

5.9.1 Context and Current Situation

While the Victoria Natural History Society has completed a partial inventory of Lot 5 and the Cavendish properties, no current inventory exists for natural resources at Fort Rodd Hill and Fisgard Lighthouse. There is potential for under-represented, rare, or endangered species to be present at both sites. Significant stands of Garry Oak forest can be found at Fort Rodd Hill and on adjacent properties. The State of the Parks Report (1997) referred to the sites' Garry Oak and Arbutus forests, one of Canada's most endangered forest types.

In addition, the public has expressed concerns that the area is at risk to non-native species that threaten the indigenous flora. Invasive species do exist adjacent to the site and have begun to encroach upon the battery areas. These species could be a threat to built heritage resources over time.

5.9.2 Strategic Goal, Objective and Actions

Strategic Goal

To ensure that heritage values of the sites' resources (including those not related to national significance) are respected in all decisions and actions that affect them.

Objective

- To inventory and protect natural ecosystem features of the sites in accordance with Parks Canada's principles and relevant policies regarding the protection and management of ecosystem values.

Actions

- Conduct a natural resource inventory to assist in the management of significant natural ecosystem features at the sites;
- Prepare conservation plans for species at risk, if appropriate;
- Maintain important historic sight lines (e.g. unobstructed viewpoints from the batteries and the shoreline toward Juan de Fuca Strait) through control or removal of vegetation while respecting culturally modified trees and historic camouflage;
- Develop a landscape plan to ensure that historic sight lines are safeguarded and maintained, and that current landscape and topographical features important to understanding the evolution and function of the sites are protected. A landscape plan will be part of the sites' area development plan and will also address fire management and the management of noxious weeds. The landscape plan will emphasize practices that do not harm the environment;
- Maintain natural forested areas to the west and north of the sites. Those areas will continue to serve as a visual and physical buffer to adjacent non Parks Canada properties;
- Collaborate with other authorities to achieve goals;
- Continue to support a volunteer effort to inventory natural resources on the adjacent Parks Canada properties;
- Develop and maintain a digital mapping database for the sites and adjacent properties;
- Develop natural resource interpretive programs and media and appropriately integrate them in the sites' presentation program;
- Collaborate with other authorities to present the natural resource values of the sites and adjacent Parks Canada properties.



Garry Oak on grounds of Fort Rodd Hill A. Gavin 2003

6.0 HERITAGE PRESENTATION

6.1 Context and Current Situation

Protecting the cultural resources is only part of the work at the sites; equally important are telling the stories and presenting the messages.

From its beginnings in the late 1960s until the late 1980s the sites' Heritage Presentation (HP) section varied between four and six full-time equivalents, reaching its apogee in 1981, when 13 summer interpreters were hired. Since then, staffing levels have been cut significantly, and three full-time equivalents are now devoted to this function.

The fort's existing interpretive signage dates mainly from 1986. Various rooms and spaces in the fort were period-furnished gradually throughout the 1980s and 1990s. The displays at the lighthouse were installed in 1981, with a minor upgrade in 1991. A rudimentary open-air orientation centre built in the early 1970s was demolished in the mid-1980s, as its rotted floorboards had become a hazard to public safety. In 1994, a small entryway kiosk was built, housing a cashier's window and an open-air space where a very limited number of visitors could view a short orientation video.

The sites host 50,000 visitors annually and are open every day of the year with the exception of Christmas. Regularly scheduled personal service interpretive programs and demonstrations are offered during the summer and shoulder seasons, on winter weekends and during the Christmas school break.

Admission fees are charged daily from March 1 to October 31. On weekdays from November to February (with the exception of the Christmas school break) no admission fee is charged, but not all of the sites' buildings are opened. Visitors are encouraged during the winter (by recorded message, signage at the entrance, and on the Web site) to visit on the weekends, when a higher level of service is offered. Guided tours are available all year, at an extra charge, for sufficiently large groups (e.g. school classes, cadet corps, scout troops, seniors' bus tours etc.). The HP section also plays a major role in organizing and



Costumed Interpreters M. Watson, 2003

conducting the sites' series of annual events, including, among others, an Historic Military Encampment weekend, Canada Day, Parks Day, Family Picnic Day and military band concerts every Sunday in August.

The sites present their commemorative messages by means of on-site interpretation and various forms of on-site non-personal media. Personal interpretation, provided by Parks Canada staff, consists of a combination of scheduled programs at various locations within the sites, scheduled postings of interpreters (for longer periods) at various locations, and roving interpretation. The mix of personal interpretation methods varies with the time of year and number of visitors. In July and August, Young Canada Works (YCW) students, supervised by a Federal Student Work Experience Program (FSWEP) student, present children's programs that have been developed by HP staff.

On-site non-personal media include porcelain enamel interpretive signs (approximately 50), a dozen period-furnished rooms or spaces, four rooms of contemporary exhibits at the lighthouse, four audio stations, four video stations, rotating temporary exhibits (in the Warrant Officer's Quarters), a printed site guide and the sites' original buildings, structures and large artifacts, which in themselves convey important messages. Off-site interpretation includes the sites' Web site and such community outreach as sending costumed interpreters to history group gatherings and presenting talks and slide shows to other community groups.

6.2 Identifying the Audience

Based on the analysis in the *Fort Rodd Hill and Fisgard Lighthouse National Historic Sites Strategic Marketing Plan (1999)*, visitors to the sites comprise the following market groups:

- a) Canadian Visitors to Greater Victoria (Fully Independent Travellers)
- b) American Visitors to Greater Victoria (Fully Independent Travellers)
- c) Overseas Visitors to Greater Victoria (i.e. other than Canadian and American)
- d) Local Residents
- e) School and Youth Groups
- f) Commercial Bus and Boat Tour Operators
- g) Non visitors (external clients, internet visitors)

These audience segments are distinguished because the expectations of each group differ. As a result, different services are offered, and different approaches are required to meet the needs of each group. It is significant to note that, in 1998, 45 percent of visitors to the sites were non-Canadians (34 percent American and 11 percent overseas).

a) Canadian Visitors to Greater Victoria (Fully Independent Travellers)

This segment is the sites' largest market group, representing 39 percent of overall visitation. About one third of this group consists of British Columbia residents from outside the Greater Victoria area; Alberta and Ontario residents also represent a significant portion. Canadian visitors to Victoria are more likely than American visitors to stay with family or friends, and are also more likely to be influenced by their past experiences or recommendations from friends and relations in deciding what to do and see in Victoria.

Methods of informing Canadian visitors to Greater Victoria include tourism advertising and promotional initiatives through the British Columbia marketing network and Parks Canada's marketing efforts. The majority of Canadian visitors arrive on Vancouver Island via B.C. Ferries. Brochures advertising the sites are available on the ferries, providing an introduction to the sites and travel directions to them.

(b) American Visitors to Greater Victoria (Fully Independent Travellers)

Most American visitors travel from the western states, with Washington State and California residents being the largest market. American travellers make up 34 percent of the overall visitation to the sites. These visitors are most likely to stay in commercial accommodations, and are more reliant on tourism publications and travel books for information about what to do and see in Victoria. The majority of these visitors arrive in Victoria via the Port Angeles, Anacortes or Seattle ferry or fast catamaran connections. Leading motivators for this travel market are the natural beauty of the Victoria area and the diversity of cultural heritage attractions. These visitors generally arrive at the sites with a high level of interest, but little knowledge of Canadian history.

Methods of informing potential American visitors include the Internet, advertising through Parks Canada marketing networks, and promotion of the sites through cooperative efforts with Tourism Victoria, Tourism Vancouver Island and other local tourism industry agencies.

(c) Overseas Visitors to Greater Victoria

Overseas visitors currently make up 11 to 12 percent of visitation to the sites and this is slightly higher than the norm in the Victoria tourism market. Visitors from the United Kingdom and Germany (each country represents about 4 percent of total visitors) are the most important markets. The sites currently have no German language brochures or other materials available, and this has been identified as a need for serving this growing market. Overseas visitors have a high level of interest in the sites, but arrive with little knowledge of Canadian history and require more background information to understand the sites' historic significance.

(d) Local Residents

Local residents of Greater Victoria comprise approximately 16 percent of visitation to the sites. Local visitors have a lower average family income than visitors from outside the area, so site visit pricing is more of an issue to them. As local residents are more likely to be repeat visitors, a reasonably priced annual pass is an attractive option to them. Many of these visitors are families, who are often looking for activities targeted at children. This group is more likely to include outdoor-based recreational activities, such as attending special events or having picnics, as part of their visit.

Local residents appreciate the sites' open spaces and picnic benches, as well as the natural and cultural resources. To provide extra incentives for locals to visit, the sites present a series of monthly special events from May to September. These events are promoted in the local media, in cooperation with other local heritage organizations.

(e) School Groups

School and youth groups make up approximately 5 percent of the site's visitation. While primary and secondary school groups (grades K-12) make up the largest part of this group, the sites are also regularly visited by youth groups such as the Scouts, the Girl Guides, cadet corps and a growing number of summer day camps. Organizers of school groups require a higher level of pre-trip information about the sites in order to make links to the school curriculum. Promotion of the sites to this market segment occurs through mail-out information sent to schools in Greater Victoria. The sites also host many out-of-town school groups.

(f) Commercial Bus and Boat Tour Operators

Commercial bus and boat tour operators currently account for very few visitors to the sites (about 2 percent). However, this market segment has been identified as having a very high potential for growth. Unfortunately, the sites' parking lot currently lacks a turning area wide enough for large tour buses. Moreover, the sites are little known to bus tour operators and their clientele. While the sites cannot currently accommodate boat tours (a decommissioned wharf is unusable in its present state), the number of boat tour operators in the Victoria area has increased dramatically over the last decade. There is potential for increased visitation from such operators, and from combined bus and boat tour packages.

(g) Non visitors (external clients, internet visitors)

Site staff also recognize the need to provide services and information for those who do not visit the site physically, but who learn about the site in school or over the internet. Site staff feel that the needs and services required by this visitor group are already met through the outreach services developed for the above market segment groups, through school and outreach education programs and through the maintenance of a user friendly, informative and frequently updated website. Site staff will work closely with communications staff from the Coastal BC Field Unit to ensure that Fort Rodd Hill and Fisgard Lighthouse are prominently featured in any external communications, advertising and/or special events.

6.3 Messages of National Significance

The nationally significant messages for Fort Rodd Hill National Historic Site of Canada flow directly from the 1958 recommendations of the Historic Sites and Monuments Board of Canada and the Statement of Commemorative Intent:

- The role of the Victoria-Esquimalt fortifications (1878-1956) in the defence of Victoria and the naval base at Esquimalt, and by extension the defence of Canada and the British Empire;
- The evolution of British Imperial to Canadian jurisdiction for the constitutional responsibility of the maritime defence of Canada; and,
- The evolution of the Victoria-Esquimalt defences in response to changing threats to Canada's sovereignty.

Within this broad thematic context, Fort Rodd Hill is further mandated to interweave site-specific interpretations of its numerous Level I historic buildings and structures, landscape features and a vast array of moveable cultural resources.

Fisgard Lighthouse National Historic Site of Canada's messages of national significance are the following :

- The role as the first permanent lighthouse erected on the Pacific coast of Canada;
- The symbol of sovereignty first representing the British and Colonial Governments and today the Government of Canada;
- The guide to Esquimalt Harbour and the base for the Royal Navy, Royal Roads and Victoria;
- The role served in the establishment of the Victoria-Esquimalt Coastal Defence System;
- The location of the lighthouse, selected in part to work with the location of Race Rocks lighthouse as a mariner's guide to Esquimalt Harbour.

The reasons for the sites national historic significance are effectively communicated when:

- the overall heritage presentation experience conveys the reasons for the sites' national significance;
- visitors and non-visitors, who experience the heritage presentation program and the site stewards understand the reasons for the national historic significance of the site;
- management decisions are based on adequate and sound information and are made in accordance with the principles and practices of the CRM policy.

6.4 Effectiveness of Conveying National Messages

Major shortfalls in heritage presentation at the sites occur largely because not all visitors currently experience both the non-personal media (exhibits) and the personal service programs. Currently, visitors need both elements in order to understand the story and significance of Fort Rodd Hill and Fisgard Lighthouse. According to the 1998 visitor survey, 46 percent of visitors attended “staff talks or demonstrations,” indicating that a minority of the visitors are receiving the sites’ intended messages of national significance. This is perhaps not surprising, given reduced staffing and the extent of the sites’ resources. The sites need to be presented as a whole, along with their cultural landscape, in order to facilitate communication of their messages.

Most of the current displays on site are old, reflect outdated approaches to interpretation and predate the preparation of the sites’ Commemorative Integrity Statements. The on-site displays assume a level of familiarity with military history that is no longer common to most visitors. Also, by virtue of their age, these displays do not incorporate new research findings. While interpretation programs have proven successful in the presentation of on-site resources, this service, as noted above, has suffered from reduced staffing. The sites also need permanent facilities in which to display the large collection effectively, to accommodate travelling exhibits and to take advantage of new technologies. With the proper facilities, there would also be opportunities to offer expanded school and outreach programs and special events.

In feedback received during the management plan’s consultation program and in visitor survey work completed on site, it has become increasingly clear that nationally significant messages are not being communicated effectively at the sites to the majority of visitors.



Restored jeep M. Watson

A critical deficiency in this regard is the inadequate orientation provided to visitors. First, they may have difficulty finding the sites, owing to insufficient highway signage. This problem is compounded at the entryway kiosk, which functions as a Visitor Orientation Facility, where an attendant collects the admission fee and provides visitors with a site brochure including a map. The very dimensions of the kiosk make comprehensive orientation highly problematic even for small groups; it is an impossible task for the large bus groups that arrive at the sites. The kiosk is open to the elements and traffic noise and does not provide a comfortable environment conducive to learning, least of all in cold or wet weather.

Provision of orientation is always important in historic site interpretation, but it is particularly vital for the presentation of the nationally significant messages of Fort Rodd Hill and Fisgard Lighthouse, in light of the following:

- 1) The story of the Victoria-Esquimalt fortifications, for the most part, can only be told vicariously, through personal services interpretation and exhibits and displays, as the *in situ* resources representing this system are located off site and are not available to the public;
- 2) While the siting and camouflaging of Fort Rodd Hill and the design subtleties of its many buildings and structures may be apparent to the educated eye, the average visitor cannot be expected to be as knowledgeable. Even granting that these military installations would be more evident to visitors arriving at the fort by sea, late 19th- and 20th-century military history is already becoming unfamiliar territory for many Canadians, Americans and overseas visitors. This situation will likely only worsen with time;
- 3) It must be stressed to visitors that Fort Rodd Hill and Fisgard Lighthouse are two separate National Historic Sites of Canada. If this does not occur, the significance of Fisgard Lighthouse will inevitably be overwhelmed by the more numerous heritage resources of Fort Rodd Hill.

6.4.1 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that the reasons for the national significance of the Victoria-Esquimalt fortifications, and of Fort Rodd Hill and Fisgard Lighthouse, will be effectively communicated to the public.

Objectives

- To communicate to Canadians and visitors to Canada the key components of the sites' national significance and their commemorative integrity;
- To provide for the public understanding of the reasons for the construction of the Victoria-Esquamalt fortifications;
- To communicate the history of the sites in such a way that visitors have an understanding of why these places are nationally significant to Canada;
- To inform the public regarding the context and the significance of the sites, as well as their geographic and historic relationships to the larger environment;
- To present the sites' resources and messages with integrity;
- To encourage and stimulate community support for events and activities related to the site.

Actions

- Upgrade visitor orientation facilities that will improve visitor orientation services to the two separate national historic sites, to their historical and geographical context, and to the significance of the Victoria-Esquamalt fortifications and Fisgard Lighthouse over time;
- Site and design the Visitor Orientation Facility in such a way that it will respect the objectives of the designated place, the principles of cultural resource management and natural heritage values;
- Use the Visitor Orientation Facility to accommodate large groups such as schools and charter buses, on a year-round basis;
- Construct a separate, smaller facility to provide preliminary sites orientation and visitor services to sea-borne passengers disembarking at the new wharf, to support after-hours programs and to complement the more comprehensive and extensive Visitor Orientation Facility (See below, Heritage Tourism, 7.2);
- Enhance and expand personal interpretation programs and integrate with non-personal approaches in a comprehensive plan that ensures messages of national significance are incorporated into all types of programming;
- Develop a new school program that links curricular requirements with each site's commemorative intent;
- Develop an outreach strategy aimed at potential visitors and non-visiting sectors of the public to convey understanding of the sites' national messages through various means, including the Internet;
- Undertake new historical research of primary and secondary sources, in order to provide a sound basis for the messages to be conveyed by the Visitor



Interior, Belmont Battery A. Gavin 2003

Orientation Facility, interpretive programs and non-personal media;

- Establish a resource centre to provide intellectual access to the sites' library, historic collections and research material;
- Develop new interpretive media to replace aging and dated on-site exhibits and to be installed in the new Visitor Orientation Facility;
- Develop an exhibit area for rotating exhibits or borrowed travelling exhibits;
- Develop clear, measurable objectives for each of the sites' presentation programs, such as improving orientation to the sites and nationally significant messages; ensure they are incorporated in program design and implementation; and systematically monitor and evaluate adherence to original objectives.

6.4.2 Methods and Location

A revamped presentation program will introduce visitors to the sites by ensuring that nationally significant messages are provided upon entering the Visitor Orientation Facility and at a separate, smaller facility at the wharf. Exhibits and displays will concentrate on providing the historical perspective necessary for an informed visit to the sites, but without overwhelming the visitor with detail. The approach will be to provide visitors with essential background information through innovative media, let them digest this information at their own pace and subsequently allow them to explore the sites for themselves.

A possible media solution to the challenge of providing an overview of the Victoria-Esquamalt fortifications would be an interactive video screen of perhaps 2m by 4m, with the capability of showing in sequence the locations of various generations of forts, searchlights, observation posts and command posts, along with the range circles of the guns, a plotting grid chart overlay, and any number of potential attack scenarios. It is this level of non-per-

sonal media that visitors, particularly young people, have come to expect. Through such media we will be able to effectively communicate the commemorative intent and heritage values associated with the sites, doing so in a manner that meets visitor expectations and fosters interest in the sites.

A 1998 visitor satisfaction survey concluded that personal services offered at the sites were effectively meeting visitors' needs. The sites scheduled presentations, staff postings at various locations and roving interpretation, as well as guided tours for groups, will continue. As more reproduction period uniforms are completed, staff will wear these costumes (for demonstration, not animation) in some of the above situations.

6.4.3 Measuring Effectiveness

The proposed actions listed above imply a considerable amount of capital development and recapitalization for heritage presentation, premised upon the need to reposition the sites to meet the needs of visitors. It will take time before all the elements of the revised presentation program are in place and Parks Canada is in a position to evaluate visitor feedback.

Methods have been developed, or will be developed, to ensure the communication of messages of national significance. The 1998 visitor survey helped focus attention on such deficiencies as insufficient visitor orientation. In 2002/03 an interpretive plan will be prepared to establish the context for the presentation of the sites' messages. Based on this plan, design briefs for each new component of the presentation program will be developed. These design documents will explicitly define the national messages to be communicated and the criteria for evaluating effective program delivery.

As new media for the sites are developed they will be formatively evaluated, ideally by focus groups. After fabrication and installation, the new media will undergo internal and external summative evaluations, including the triennial visitor survey. Evaluators will then be able to compare the original design objectives of each element with visitor reaction and response. Analysis of these data, combined with the essential ingredient of operational experience, should permit the swift identification of message delivery shortfalls and the rectification of problems.

In this way, the sites can ensure that the nationally significant messages are both understood and appreciated by the full spectrum of visitors to Fort Rodd Hill and Fisgard Lighthouse.

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Upper Battery A. Gavin 2003

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In this way, the sites can ensure that the nationally significant messages are both understood and appreciated by the full spectrum of visitors to Fort Rodd Hill and Fisgard Lighthouse.

6.5 Presenting Messages Not Directly Related to National Significance

6.5.1 Context and Current Situation

An important element of commemorative integrity at the sites is the other messages, such as the role of the sites within the system of national historic sites of Canada and the broader Parks Canada family of protected areas. Media will stress, in part, that the sites belong to the system of heritage sites and national parks administered by Parks Canada. Visitors will therefore know that the cultural and natural heritage represented at the sites is our legacy as Canadians, and is a significant element of Canadian identity.

The archaeological resources of the sites are important for the Songhees and Esquimalt First Nations; they also help document historical land use over many centuries of human occupation at the sites. The sites' collection also includes Level II resources, some of which relate to the history of First Nations.

6.5.2 Goal, Objectives and Actions

Strategic Goal

To respect other messages in any decisions affecting the sites, in order to ensure the sites' overall commemorative integrity.

Objectives

- To identify, evaluate, maintain and monitor other messages;
- To consult with First Nations regarding the presentation of aspects of their heritage;
- To ensure no programs will endanger the sites' archaeological resources;
- To present other messages with integrity, while ensuring that they do not overwhelm messages of national significance;
- To acknowledge conjectural information;
- To present to visitors, and ensure their understanding of, the role of Fort Rodd Hill and Fisgard Lighthouse within the system of national historic sites and national parks of Canada, as well as the sites' relationship to the heritage and identity of Canada;
- To reveal the value of research materials through the presentation of the sites;
- To distinguish between authentic and recreated resources;
- To document and protect the sites' research materials;
- To collaborate with other agencies and groups in the presentation of other messages.

Actions

- Assess the sites' current presentation program, in order to develop and implement a presentation strategy that will present the sites' other messages, establish broad public and client learning objectives for them and monitor public understanding of them; offer a variety of on-site programs designed to ensure a broad public and client understanding of the sites' other messages;
- Consult and cooperate with the Songhees and Esquimalt First Nations in the presentation of other messages relating to their use of the sites' land base over time;
- Identify and present thematic linkages with other national historic sites and national parks of Canada and other protected areas;

- Develop and implement a strategy for the preservation and maintenance of Level II resources associated with other messages and of the sites' research materials, in order to:

protect Level II resources to the same standard as Level I resources and to provide; appropriate physical and intellectual access to the sites' research materials;

- Collaborate with the local community, appropriate agencies and other interests in the preparation of any major developments and the on-going management of the site;
- Encourage volunteers, community groups and the general public to support and contribute to the operation of the sites.

6.5.3 Methods, Location and Measuring Effectiveness

For the most part, other messages will be presented in the Visitor Orientation Facility. The effectiveness of message delivery will be measured in the same manner as for the messages of national significance.



Site Interpretive Staff M. Watson

7.0 VISITOR USE AND SERVICES

7.1 Context

Fort Rodd Hill and Fisgard Lighthouse are situated in an enviable sea-side and bucolic setting, providing an ideal environment for heritage appreciation, recreation and reflection. In other words, the sites can be marketed for what they are: special places attuned to the needs of all kinds of visitors. Below we discuss first the strategic positioning of Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada in the Victoria tourism market in general and specifically their role in heritage tourism, always mindful of the overriding requirement of the sites' commemorative integrity. Then, we describe the types of visitor services that will be needed to support these heritage tourism objectives.

7.2. Heritage Tourism

7.2.1 Context and Current Situation

The various target markets for Fort Rodd Hill and Fisgard Lighthouse were identified above (Section 6.4). The Capital Regional District represents a huge tourism market—one of the largest in Canada. It is also a highly competitive one as visitors to the City and Region are treated to a wide array of tourist and heritage attractions. At virtually any time of the year the city is busy with tourist activity; buses and tour groups abound, photographing the area, touring the Provincial Legislature, the Empress Hotel or any number of heritage buildings in the downtown area. Due to the number of visitors, one would expect high visitation levels at Fort Rodd Hill and Fisgard Lighthouse National Historic Sites.

For some time though, Fort Rodd Hill and Fisgard Lighthouse were not nearly as prominent in this visitor market as might have been expected, given the sites' many attractions. This can be explained in part by the following:

- 1) Until recently, the sites were not well publicized. This is highly problematic in Victoria, which features first class tourism opportunities, that are aggressively marketed throughout Canada, the United States, Europe and Asia.



Visitor Centre S. Oates

- 2) Many visitors to Greater Victoria do not arrive in their own vehicle and the closest public transit link to the sites is nearly 2km from the entrance to Fort Rodd Hill.
- 3) Water-based transportation, on the other hand, is widely available in the Capital Regional District, but the sites have no operational wharf at which to moor boats.
- 4) The sites did not fully capitalize on the potential to link primary and secondary school curricula to the sites' messages of national significance and, to attract greater visitation from academic institutions in Victoria and surrounding regions.
- 5) The local community needs to play an important role in supporting the heritage programs and objectives of the national historic sites. Special events afford an excellent opportunity for staff to meet and work with local residents. Through this, community members develop a more substantive understanding of the sites and, may in turn serve as some of the sites' best promoters.
- 6) The sites needed to build enduring alliances with the local heritage community, with kindred agencies in parks and recreation, the regional and local municipalities and the tourism sector.

A Strategic Marketing Plan was prepared for Fort Rodd Hill and Fisgard Lighthouse in 1999. Among other things, the Marketing Plan recognized the need to publicize the sites and to accommodate increased local, educational and outreach use. More broadly, public feedback during the sites' management plan preparation indicated support for investments in new facilities that would generate heritage tourism opportunities, such as a visitor centre, exhibits and displays. With these amenities, it was felt, the sites would compete successfully in the highly competitive tourism market of Greater Victoria.

The proposed re-establishment of the wharf at the sites likely represents the most significant heritage tourism issue. Based on observations from participants at the various public consultation sessions and on commentary from the tourism industry it is clear that, "if you build it (the wharf) they will come". Such a development, particularly when combined with a second, smaller orientation facility near the wharf, would create a significant heritage tourism opportunity for the sites. It would permit visitors to be conveyed to the sites in the same way as the soldiers and light keepers once arrived there. It would also allow the sites to tap directly into the mainstream tourism market around the Victoria harbour area.

7.2.2 Strategic Goal, Objectives and Actions

Strategic Goal

To provide opportunities for the public to enjoy high quality, authentic leisure and travel experiences that are commensurate with the purpose of the sites.

Objectives

- To define the types of services and facilities that will meet the needs of heritage tourism and respect the sites' commemorative integrity;
- To define opportunities for high quality heritage tourism experiences, including partnerships with the community and tourism industry;
- To define appropriate services and facilities that permit all visitors to comfortably explore the sites year round.

Actions

- Implement the recommendations of the marketing plan and ensure it is linked to this Management Plan for the sites;
- Significantly increase annual marketing and advertising efforts;

- Install a wharf at the sites and generate consequent heritage tourism opportunities, in cooperation with local boat and bus operators;
- Collaborate with local citizens to increase the number of special events and establish several high profile summer evening events or attractions;
- Provide the tourism industry with timely information about fees, tourism opportunities, visitor safety and impacts to the commemorative integrity of the sites;
- Link the sites with more festivals and local events;
- Expand the personal service offer to meet the demands of key target markets;
- Use the Visitor Orientation Centre as an indoor multipurpose facility capable of accommodating large groups;
- Ensure that improvements to the sites are promoted to market segments;
- Enhance communication with local teachers, school boards and others responsible for curriculum development to develop teacher familiarization resources;
- Develop specialized interpretive media and edukits for use in classrooms and pre-visit material;
- Collaborate with other heritage and educational organizations to improve and promote school programs.

7.3 Visitor Services

7.3.1 Context and Current Situation

For certain services, the sites are currently prepared for an expanded presentation and heritage tourism role. There is a fully serviced, open air picnic area with 12 tables, adjacent to the parking lot. In the summer, an additional 20 picnic tables are positioned throughout the grounds, including eight installed under a marquee tent at one side of the main field. The parking lot has 112 parking spaces (including three for disabled visitors) and three bus or RV parking spaces. A gravel overflow parking lot can accommodate an additional 15 to 20 cars. There are two sets of washrooms on site and one set of portable washroom units located near the beach.

A number of visitor services plans are currently in place, including a Public Safety Plan (November 1999), a Visitor Risk Assessment Plan (November 1999) and a Disaster Plan (October 2000). A Law Enforcement Plan was approved in January 2001, which provides that law enforcement at the sites will be carried out by local police forces. The sites have consulted extensively with stakeholders in the tourism industry, particularly bus and tour boat operators, who have expressed strong interest in including the sites on their tours. With the co-operation of other agencies, public transit might be re-routed to the site's entrance using Belmont Road.



Panoramic view of Fort Rodd Hill and Fisgard Lighthouse NHSC. A. Gavin 2003

Some basic services, however, are not up to standard. We have already discussed the critical lack of orientation and comprehensive presentation facilities. The entrance needs to be reworked, as it does not provide an adequate orientation to the sites. As well, there are no heated, covered facilities for student use in inclement weather in the off-season. The parking lot will need to be expanded to accommodate large tour buses. The Fort Rodd Hill and Fisgard Lighthouse Preservation Society, the sites' local non-profit cooperating association, provides basic food services and operates a gift shop in July and August only. Site surveys demonstrate a need for basic food services year round. The gift service should be relocated from the Canteen to the sites' entrance and exit.

Providing improved services for the disabled must be addressed as a priority. Currently, there is only one set of washrooms that can accommodate visitors with physical disabilities. Improvements need to be made to the other washroom facility to provide disabled access. The Level I historic buildings are not suitable for use by the differently-abled and unacceptable levels of intervention to historic fabric would be required to render the buildings accessible. Staff are working on strategies to deal with this situation, pursuant to a disabled access study, and almost certainly part of the solution will lie in providing off-site presentation services.

7.3.2 Strategic Goal, Objectives and Actions

Strategic Goal

To provide a range of recreational and tourism opportunities, facilities and services that enable visitors with varying interests and abilities to have a high quality experience at the sites, while ensuring the sites' values are respected in all decisions and actions respecting the sites.

Objectives

- To define visitor services and facilities that respect the sites' commemorative integrity;
- To outline market opportunities for high quality heritage tourism experiences, including collaboration with the community and the tourism industry;
- To describe services and facilities that provide an orientation to the sites, its messages of national significance, its other heritage values and an introduction to Parks Canada that can accommodate a wide spectrum of visitor use, including both individuals and large groups;
- To highlight options and opportunities that encourage and support different modes of transportation to the sites;
- To ensure all visitors are provided with services and messages that ensure appropriate access and understanding of the site's messages of national significance;
- To ensure that services and facilities are provided that permit all visitors to comfortably explore the sites on a year round basis.

Actions

- Improve the quantity and quality of pre-trip and on-route information about the sites to tourists in the Greater Victoria area;
- Utilize the upgraded visitor orientation facilities to assist with providing a sense of arrival and comprehensive orientation to the two sites and to their messages of national significance and other messages;
- Provide bus tour and boat tour operators with on-route information and encourage accuracy in the information provided to visitors;

- Replace existing highway signs with new signs reflecting Parks Canada's new corporate identity graphics, as required, and make improvements to the entrance;
- Determine if the existing washrooms in the WWII Hut can become fully accessible without compromising the structure's historic values;
- Collaborate with bus tour operators to implement improvements to the existing parking lot to add additional parking for buses;
- Collaborate with local cycling groups and regional authorities to promote bicycle transportation to the sites;
- Collaborate with the Department of National Defence, Capital Regional District Parks and the City of Colwood to provide improved bicycle and pedestrian access along or near Ocean Boulevard;
- Collaborate with the Department of National Defence, City of Colwood and regional transit authorities to explore the opening of the connection from Ocean Boulevard to Belmont Road for emergency vehicle and bus use only and for the establishment of a public transit bus route to access the sites;
- Utilize the wharf for tour boat access to the sites and consider moorage buoys for use by private boat owners;
- Construct a new set of full service accessible washrooms for visitors to Fisgard Lighthouse and the lower Fort area;
- Incorporate access requirements in the design of new facilities, exhibits and interpretive media and the up-grading of existing services;
- Develop a disabled access route map of the sites to provide directional information and identify accessible areas and services;
- Collaborate with the Fort Rodd Hill and Fisgard Lighthouse Preservation Society to develop a long-term strategy for producing high quality site-specific souvenirs and publications and, utilize mail order and Internet services to expand the market;
- Construct a facility on-site to provide improved food services and install vending machines to provide year round basic food services;
- Establish a new gift sales area; with consideration given to housing this function in the Visitor Orientation Centre;
- Conduct a risk assessment for any new facilities and continue annual reviews of overall risk assessment for the sites.

8.0 SITE ADMINISTRATION AND OPERATIONS

8.1 Introduction

This section deals not only with traditional topics such as operations and administration strategies, but also with policies for visitation and revenue, building relationships with First Nations, with other agencies, levels of government, the tourism sector and local community. The section concludes with the management of lands adjacent to the designated place.

8.2 Improving Sites Services

8.2.1 Context and Current Situation

Behind the scenes, keeping the sites going is an administration and support system that coordinates and maintains the daily operations. To fulfill the objectives and actions outlined above for the protection of heritage resources, improved presentation, heritage tourism experiences and visitor services, the sites will require an expanded infrastructure.

8.2.2 Strategic Goal, Objectives and Actions

Strategic Goal

To apply fundamental Parks Canada accountabilities to the administration and operations of the sites.

Objectives

- Adhere to all Parks Canada, National Historic Sites and National Parks policies and legislation, and applicable federal and provincial statutes and regulations, in the management and operation of the sites;
- Assume a leadership role in promoting and maintaining commemorative integrity; cooperate with other stakeholders in working towards these objectives and; demonstrate and advocate cultural and environmental heritage ethics, principles, and practices;



Fisgard Lighthouse A. Gavin 2003

- Ensure provision of services to clients, and the wise and efficient use of public funds.

Actions

- Evaluate and upgrade water, sewer, and electrical systems to administrative offices and to the sites;
- Maintain Journey's End as the administrative building for site operations and respect its heritage character as a FHBRO recognized structure;
- Develop and implement a strategy to upgrade the Maintenance Compound to meet the needs of the sites and to accommodate work on equipment and large historic artifacts;
- Determine a suitable location for interpretation offices to meet access and security needs;
- Continue to participate in the Environmental Management System for the Coastal BC Field Unit in order to identify and mitigate potential environmental impacts;
- Ensure that management decisions take into account the potential for impacts to natural and cultural resources. Formal environmental assessment is required in many cases according to the Parks Canada directive, the 1999 Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals and under the Canadian Environmental Assessment Act.

8.3 Visitation and Revenue

8.3.1 Context and Current Situation

Visitation to the sites is increasing. The sites can accommodate further substantive visitation as long as this increase is balanced with the protection of cultural resources. It is anticipated that implementation of the planning actions (outlined above) will further expand use of the sites. The principle goal for site visitation is to enhance appeal to the large tourism market coming to Greater Victoria (over 3,000,000) and to its residents (over 300,000).

Currently almost 90% of revenue is generated through visitor use fees, which accounts for approximately 20% of the total operational budget. Offering innovative presentation facilities, new transportation access opportunities, a much expanded educational and outreach program, as well as special programs for the local community, such as annual passes and special events, should translate into increased revenue for the sites. Meeting the target of generating 25% of the site's operating budget through fees and other sources of revenue would therefore appear realistic. Concepts for other sources of revenue, as yet unexplored in detail, include the renting out of sites' facilities such as the Visitor Orientation Centre in the off-season.

As new facilities and services are constructed and opened to the public, visitor fees will be raised accordingly. To remain both competitive and attractive to local and out of town visitors, personal use fees will be kept comparable to those charged by similar heritage attractions. The local user is particularly influenced by user fees. The management goal is to arrive at an equilibrium between the user pay principle and a reasonable pricing policy for visitor use.

8.3.2 Strategic Goal, Objectives and Actions

Strategic Goal

To provide opportunities for the public to enjoy high quality, authentic leisure and travel experiences that are appropriate to the purpose of the sites and have the potential to increase revenues.

Objectives

- To manage the sites' anticipated increase in visitation so as to leave the heritage resources unimpaired for future generations;

- To encourage creative and innovative marketing and increased revenues for the sites;
- To encourage creative and innovative service offers and facilities, that respect the sites' commemorative integrity and create heritage tourism opportunities.

Actions

- Increase efforts towards local promotion and advertising;
- Establish annual passes at 1.5 times the personal use fee;
- Develop a new school program to encourage local school visitation;
- Collaborate with local catering companies and tour operators to promote the opportunities for after hours events and facility rentals;
- Collaborate with local organizations to promote the use of the sites for large scale special events that support the site's heritage values;
- Expand the collection of personal use fees to include the month of February and eventually year-round if facilities and services adequately expand;
- Balance the site's revenue target with the need to appeal to local residents.



Searchlight Engine Room A. Gavin 2003

8.4 First Nations

8.4.1 Context and Current Situation

Cultural resources relating to First Nations history are present on the lands of the designated place and adjacent properties. These resources document the heritage of Aboriginal inhabitants of various eras. While not connected to the nationally significant aspects of the sites, Parks Canada values these cultural resources and will consult with the Esquimalt and Songhees First Nations regarding their management.

8.4.2 Strategic Goal, Objective and Actions

Strategic Goal

To ensure that heritage values of the sites' resources, including those not related to national significance, are respected in all decisions and actions that affect First Nations.

Objective

- To involve First Nations in any decisions that affect their traditional lands and heritage.

Actions

- Develop protocols regarding input into the proposed sites' archaeology development review process, presentation programs, appropriate site protection and training opportunities;
- Collaborate with First Nations on site condition review and management programs and solicit First Nations input on protection strategies;
- With participation from local First Nation communities, coordinate a complete inventory, evaluation, and assessment of artifacts of First Nation origin held in the sites' collection;
- Inform the City of Colwood Engineering and Planning staff of First Nations concerns about their cultural heritage on adjacent city properties, so as to mitigate the potential for future disturbances.

8.5 Local Community

8.5.1 Context and Current Situation

Both sites are intrinsically linked to the local community. Local people served as light keepers or staffed the Fort's defences. In the 1950's, a strong local lobby helped preserve the sites. Until recently, however, segments of the community were not aware of the sites. Parks Canada will work to enhance community awareness, understanding and appreciation of the sites' national significance.

Annual special events held at the sites will continue to involve local and regional community groups. The sites will forge more formal links to the planning activities of the City of Colwood, the Township of Esquimalt, and the nearby Capital Regional District Parks, in order to coordinate future projects. Efforts to partner with local and regional tourism associations will continue. In addition, mutually beneficial projects with local museums, the British Columbia Museums Association, the University of Victoria, and local heritage organizations will continue. Relationships with Canadian Forces Base Esquimalt will be strengthened. The sites also enjoy an ongoing relationship with the 5th (BC) Field Regiment, Royal Canadian Artillery, which traces its roots to the early days of the Victoria-Esquimalt defenses.

Of special importance to Fort Rodd Hill are the many veterans who served in the Victoria-Esquimalt fortress as late as 1956. A tremendous source of first-hand knowledge and colourful anecdotes, they form a living testimony to the reasons for the Fort's commemoration, sharing strong personal connections and interest in its protection and presentation. Most of the veterans are now in their eighties but remain enthusiastic supporters of the sites. Many continue to attend public meetings or drop by the site office to visit. They are always welcome.

Additional individuals participate in the Parks Canada Volunteer Program, providing visitor reception at the Lighthouse. Special events are supported by a variety of groups ranging from military re-enactors to antique car enthusiasts. The site plays host to Canada Day in concert with local municipalities, service clubs, community groups, the Royal Canadian Legion, Cadet Corps and the general public.

The Fort Rodd Hill and Fisgard Lighthouse Preservation Society, the site cooperating association, undertakes enhancements to public presentation and visitor services including a gift shop, canteen and, most recently, the production of child-sized historic military uniforms for the children's dress-up program and a new activity book for young readers based on Fisgard Lighthouse themes. The Society membership is involved with the sites on a year-round basis.

Department of National Defence (DND) properties border the sites on three sides, necessitating ongoing communication and cooperation with CFB Esquimalt personnel on a variety of shared concerns. Good relations have been established with other key federal departments such as Fisheries and Oceans Canada and the Canadian Coast Guard. These ties will become increasingly important with the implementation of this plan's proposal for the installation of a wharf.

The relationship with kindred national historic sites in the Victoria area, such as CFB Esquimalt NHSC and Royal Roads NHSC will continue to be nurtured and expanded to embrace other public attractions, such as the Empress Hotel NHSC, Victoria's China Town NHSC and City Hall NHSC and former cost-sharing sites, such as Emily Carr House NHSC. By virtue of its expertise in cultural resource management, Parks Canada (resources permitting) is in a unique position to assist its heritage relatives and partners in developing statements of commemorative integrity and reviewing development schemes for impact on heritage character etc. Parks Canada also regularly cooperates with the B.C. Heritage Branch, the City of Victoria and other municipalities in the Capital Regional District.

8.5.2 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that local communities share an understanding of the National Historic Sites' commemorative values and that they respect these values in all decisions affecting the sites.

Objectives:

- To collaborate with other agencies, levels of government, tourism and heritage groups in the greater Victoria area which have an interest in the sites' nationally significant messages;
- To ensure the sites' programming is accessible to, and relevant for, the local community;
- To provide leadership in working with other national historic sites in the Victoria area and with other colleagues in the heritage and tourism community.

Actions

- Enhance the volunteer program to increase participation and awareness of the sites and Parks Canada;
- Enhance and facilitate the efforts of the Fort Rodd

Hill and Fisgard Lighthouse Preservation Society to support the needs of the sites;

- Incorporate the historic links with the local community and acknowledge the efforts of the "Save the Fort Committee" in presentation programs;
- Become pro-active in municipal and regional planning as it relates to the protection and presentation of the sites' values;
- Provide technical and other assistance, as resources permit, to other national historic sites and other heritage agencies in the Victoria area.

8.6. Management of Adjacent Properties

8.6.1 Context and Current Situation

Please refer to Figure 2 for a visual perspective of the adjacent properties in question, namely the Journey's End Property, the Ocean Boulevard Easement, Lot # 5 and the Cavendish property.

(a) General Overview

The lands bordering Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada act as an important visual and sound barrier for the sites. As well, these lands form an important sight-line for the Fort. However, these parcels of land are not gazetted under the National Parks Act, hence, there is no formal protection other than the easement established along Ocean Boulevard.

The management plan helped stimulate public debate on possible future land use regimes for these properties. While there was agreement that Ocean Boulevard remains a buffer and Journey's End continues its present use for administration facilities, there was no consensus on possible uses for the Cavendish and Lot # 5 properties. Parks Canada informed participants that further consultation is needed to gather information about these properties before any further proposals are made regarding use of these lands. A study of the natural and cultural resources of these properties was initiated in the summer of 2000, and will not be concluded during the development of this management plan. Until these studies are complete, Parks Canada will not propose any changes to these properties.

The highest priority in determining use of these properties will be the protection of the cultural and natural values of Fort Rodd Hill and Fisgard Lighthouse. This means maintaining the integrity of the existing natural forest area within ground level sight of the Fort and the Lighthouse. Parks Canada will collaborate with others in the protection and presentation of the properties adjacent to the sites. Further to this, a pedestrian trail may be considered for some of these lands. Subsequent discussion would be needed before any such projects would proceed.

(b) Journey's End

As this property has an important relationship with the sites, the historic view scape of the Journey's End property from the Fort will be maintained. As well several of the heritage defining features of the Journey's End Building, which is a Level II resource, and designated as a recognized building by FHBRO, will need to be considered in any developments proposed for the property.

- Integrate the defining heritage features of the Journey's End structure in any restoration or development schemes, outlined in Appendix "A", and protect the traditional view scape from Journey's End to Fort Rodd Hill.

8.6.2 Strategic Goal, Objectives and Actions

Strategic Goal

To ensure the heritage values of the resources (including those not related to national significance) are respected in all decisions and actions that affect them.

Objectives

- To ensure protection of the sites' commemorative and heritage values and to protect the heritage values of the Journey's End Administration building;
- To develop a working relationship of mutual benefit with First Nations and with other federal, provincial, and municipal government agencies and the community to ensure these groups share an understanding of the sites' values and that they are respected in all decisions affecting the sites.

Actions

- Collaborate with First Nations to protect their cultural resources on the properties adjacent to the designated place;
- Work with other government agencies to maintain Ocean Boulevard as a parkway and the adjacent natural vegetation as a buffer;
- Maintain natural forest area for Lot #5 and Cavendish properties within ground sight level of the Fort, the Lighthouse, and the historic view scape of the Journey's End property;
- Undertake an inventory of the natural and cultural resources on the Cavendish Property and Lot #5;
- Assess natural and cultural inventories on these properties; analyse information to determine what, if any, alternate use of these properties are permissible;
- Consult with the local community when the above studies are complete to determine appropriate land uses for Lot #5 and The Cavendish properties;

9.0 ON-GOING PARTNERSHIPS AND PUBLIC INVOLVEMENT

9.1 Context and Current Situation

The management and staff have been actively engaged with area tourism operators, historical societies, veterans' groups, DND, municipal authorities and other government departments for nearly forty years. Current memberships include the Board of Directors for Tourism Victoria and the West Shore Chamber of Commerce. As well, the sites work with Tourism Vancouver Island and the Victoria Heritage Group, an organization comprised of smaller and mid-sized community museums and historic sites in the region. The site manager also meets with local groups concerning the preservation of the Esquimalt Lagoon, and liaises with the Songhees and Esquimalt First Nations on matters dealing with archaeology, plan proposals and employment opportunities.

Public consultations emanating from the current management planning process have resulted in several new community contacts while renewing a variety of previous relationships with both individuals and groups. Two meetings held at Colwood City Hall generated significant and overwhelmingly positive public input and support for Parks Canada's proposals for Fort Rodd Hill and Fisgard Lighthouse. Parks Canada has responded to questions regarding the process and to issues raised.

In particular, public concerns regarding the future use of Lot 5 and the Cavendish Property led to the commitment to hold further consultations before any final decisions are taken on these properties.

9.2 Strategic Goal, Objectives and Actions

Strategic Goal

To review the management plan for Fort Rodd Hill and Fisgard Lighthouse at regular intervals with key stakeholders to ensure it remains timely and relevant.

Objectives

- To review the management plan, at least on an informal basis, as necessary;
- To conduct a formal management plan review in 2006.

Actions

- Distribute and review the management plan with the Department of National Defense, Esquimalt and Songhees First Nations, City of Colwood and the Fort Rodd Hill and Fisgard
- Lighthouse Preservation Society to ensure continuing understanding and cooperation in areas of mutual interest during plan implementation;
- Distribute the management plan to individuals on the mailing list developed over the course of public consultations, along with the offer to provide further information or clarifications as required.
- Make copies of the plan available to the general public and post it on the Internet;
- Initiate further public consultations on future proposals for the Lot 5 and Cavendish Properties if or when these may arise;
- Highlight approval of this Management Plan in the next State of Parks Report;
- Conduct a formal review of the Management Plan in 2006 with the public and all key stakeholders.

10.0 PLAN IMPLEMENTATION

10.1 Introduction to the Implementation Strategy

In this final section of the plan we address plan implementation. This plan contains numerous proposals to enhance resource protection, heritage presentation and visitor services at the sites. The proposals made through this planning exercise are ones that are intended for completion within the five year projected life span of this management plan. Following this period the plan will be subject to a subsequent review. The Coastal BC Field Unit agrees with and is committed to undertaking the proposals outlined in this plan. Financial support for site upgrades and/or new projects will be committed through existing site and Field Unit budgets.

10.2 Phasing of the Sites' Management Plan

Implementation of actions recommended in this management plan will be the responsibility of the Parks Canada Field Unit Superintendent for Coastal British Columbia, which includes Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada. The mechanism that Parks Canada will use to implement the recommendations in this plan is through the annual field unit business plan. This business plan sets parameters for projects, project content and required resources. Projects which are identified in the business plan are completed on a priority basis to ensure the site's integrity, service to clients and efficient use of resources. To achieve this plan, the following projects will be required, organized around sequential stages in plan development, recognizing that this project list is not exhaustive:

Primary Projects

(a) Heritage Conservation Projects

- Research and design studies on the Fort's historic buildings, structures and surrounding landscape features at the sites in both designated place and historical setting;
- Conservation and restoration of said buildings, structures and features;



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- Implementation of management plan recommendations regarding the Level I and II collections;
- Initiation of archaeological and natural resource studies and plans;
- Dissemination of this resource management/conservation material to interested parties.

(b) Preparation for Site Development/Re-development

- Preparation of an Area Development and Services Plan to direct site development, encompassing both the designated place and adjoining properties under Parks Canada's administration and control;
- In concert with the Area Plan, preparation of companion presentation, landscape, visitor services and operational action plans and facility designs for the sites to guide the design of individual components of the site programs;
- Research and design studies on the exhibits and displays, along with other services to be provided in the Visitor Orientation Centre and those exhibits on site which need to be up-dated;
- Research and design studies on the Visitor Orientation Centre;
- Research and design of the required support infrastructure, including services to the administration building and up-graded maintenance facility;
- Completion of the business case analysis, environmental and risk assessment of the proposed wharf.

(c) Initiation of Primary Stage of Sites Development

- Construction of Visitor Orientation Centre
- Production of exhibits and displays;
- Installation of the exhibits, displays and other services and amenities in the Visitor Orientation Centre and on-site;
- Research, design and installation of the wharf;
- Construction/installation of up-graded maintenance facility, administration building and improved services.

(d) Attendant Activities

- Implementation of cooperative off-site conservation efforts related to the surviving resources representing the Victoria-Esquimalt defence system;
- Completion of natural resource, historical and archaeological studies on the Journey's End, Lot #5, Cavendish properties and Ocean Boulevard easement;
- Consultation with First Nations, the local community and other agencies regarding these properties;
- Announcement of decisions regarding the Cavendish and Lot #5 properties;
- Implementation of the Marketing Plan;
- Implementation of management plan recommendations to improve the accessibility of the sites for the disabled;
- Implementation of the sites' presentation and heritage tourism initiatives for use by educational, local and outreach clientele;
- Implementation of technical assistance and advice for other national historic sites and other heritage institutions in Victoria.

Secondary Projects

- Research and design of the exhibits and displays intended for the smaller orientation centre;
- Research, design and construction of the second orientation facility near the wharf and installation of exhibits, displays and visitor service amenities in this structure;
- Expansion of parking lot to accommodate additional buses;
- Revamping of the entrance and highway signage up-grading;
- Conduct visitor survey to evaluate Phase I developments, particularly the visitor orientation centre, its exhibits, displays and other services;
- Initiate management plan review.

11.0 SUMMARY OF ENVIRONMENTAL ASSESSMENT

The *Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada Management Plan* underwent an environmental assessment review in accordance with the *Environmental Assessment Process for Policy and Program Proposals* Cabinet directive. Screening was conducted early in the review to ensure the environmental effects of plan initiatives were considered before irrevocable decisions were made. This also provided an opportunity to adjust the draft plan if required. The potential for management plan proposals generating adverse environmental effects was assessed. Results indicate overall direction in the management plan is to stabilize, conserve and interpret historic buildings, west coast colonial defence and marine navigation history, cultural landscapes and archaeological resources. Development of new facilities is proposed to improve site operational infrastructure and the level of service to the visiting public. Implementation of management plan initiatives will increase the level of cultural resource protection and commemorative integrity at Fort Rodd Hill and Fisgard Lighthouse National Historic Sites. Proposed key actions are consistent with the Commemorative Integrity Statements for these sites.

Key development projects proposed in the plan include upgrading the:

- Visitor orientation facilities;
- Water access (through provision of a wharf and small orientation kiosk);
- Washrooms to service the lower Fort area and Fisgard Lighthouse;
- Maintenance compound;
- Electrical, communications, water and sewer utilities;
- Artifact storage facilities;
- Interpretative media.

Key operational activities proposed in the plan include:

- Conservation and stabilization of historic structures;
- Preservation of unobstructed view scapes;
- Natural resource inventory;
- Comprehensive landscape plan integrating fire management, weed management, sight lines and cultural landscape needs;
- Significantly increased marketing.

Individual development projects will undergo environmental assessment screening pursuant to the *Canadian Environmental Assessment Act (CEAA)* once project planning and design are sufficiently well advanced. All necessary project reviews, permits and approvals will be secured. For example, the wharf project proposal will be forwarded to Fisheries and Oceans Canada (DFO) for review to determine impacts of the project upon navigable waters and to fish or fish habitat. The wharf project will proceed only upon receipt of authorization from DFO and preparation of an environmental assessment screening report. Several of the operational activities proposed in the plan will trigger the CEAA and therefore require preparation of an environmental assessment screening. Types of activities which trigger the CEAA include: view scape maintenance; and conservation or stabilization of historic structures. Parks Canada will consider the findings of CEAA environmental assessments prior to deciding on a course of action to approve, modify or abandon projects.

The natural ecosystem was highly modified from original conditions during the development and operation of Fort Rodd Hill and Fisgard Lighthouse. Heavily altered landscapes remain in place throughout the developed portions of the sites to the present day. These cultural landscapes and view scapes are important elements that define the historic place of the sites. Despite more than 100 years of continuous human occupation, the Fort Rodd Hill property and adjacent Parks Canada lands, contain significant natural features and ecosystems. Garry Oak forest and other sensitive ecosystems have been identified. The management plan proposes key actions to gain a better understanding of the value of these resources prior to assigning key actions for their direct management. It is expected management of these features will be a key issue in the 2006 review of the Fort Rodd Hill and Fisgard Lighthouse National Historic Sites of Canada Management Plan. To limit the impacts to natural resources and the cultural landscape, the management plan proposes redevelopment of existing facilities where possible, and use of existing disturbed sites for new facilities. This will minimise development impacts to natural and cultural resources at the sites.

All maintenance, renovation, conservation or stabilization activities at Fort Rodd Hill and Fisgard Lighthouse will be done in a manner that respects cultural resource man-

agement principles for heritage structures. These activities are not expected to produce significant environmental effects. Impacts that do arise can be adequately mitigated with known technology. All renovations and new construction will incorporate energy and resource efficient technology. This will result in operational cost savings and assist Parks Canada to meet environmental management system targets.

The potential for cumulative environmental effects is low. Implementation of proposed key actions will not result in alienation of lands currently undeveloped. Levels of visitation are expected to increase in response to marketing and outreach initiatives. Site infrastructure upgrading is needed to safely and comfortably accommodate increased numbers of visitors. Provision of a new Visitor Orientation Facility, and washrooms in the lower Fort area, respond to this need. Key actions proposed in the revised management plan are expected to result in a positive cumulative benefit for commemorative integrity, a neutral cumulative benefit for ecological integrity, and a positive net cumulative socio-economic benefit. All actions proposed in the management plan are consistent with Parks Canada Policy and federal legislation.

Many proposals described in the management plan are strategic. It is not possible to fully evaluate the environmental effect of these initiatives at this point in time. As more detailed information becomes available, projects will be assessed pursuant to the provisions of the Canadian Environmental Assessment Act (CEAA). Parks Canada is a responsible authority under the CEAA. No new projects will be undertaken prior to conducting an environmental assessment pursuant to the CEAA.

APPENDIX “A”

Evolution of the Designated Place of Fort Rodd Hill National Historic Site of Canada

Appendix “A” provided by Lyle Dick, Western Canada Service Centre, Parks Canada

The designated place of Fort Rodd Hill National Historic Site has a high degree of cohesion in itself, and is a component of a network of coastal defence installations which include Macaulay Point, Albert Head, Duntze Head, Finlayson Point, Mary Hill, and others, which together comprised the Victoria-Esquamalt system. Over time, the site’s structural components represented different chapters in the evolution of Canada’s west coast defence system, its changing technologies, and strategic/military requirements. The evolved historic place also reflects the fort’s relationship to Esquamalt Harbour, as well as the particular topography of its site and its adaptation to military purposes.

Between 1862-65, the British Navy’s selection of Esquamalt Harbour as the site for the main base of the Pacific Squadron in the North Pacific Ocean generally determined the siting of coastal defence infrastructure to protect it. The area now encompassed by the fort juts out into the Strait of Juan de Fuca on the west side of the harbour, making it a strategic location for the coastal artillery defence of the harbour.

Prior to fort establishment, the site consisted of a series of coastal bluffs, behind which extended a roughly level bench, from which rougher terrain rose to higher hills to the north and northwest. Historical photographs of the site prior to construction under the direction of the Royal Engineers in the 1890s indicate that it was then largely wooded. Possible exceptions were the main field behind the Lower Battery, which may have been cleared before the military occupation of the site, and the area of Journey’s End, where some logging reportedly had occurred prior to the acquisition of the site.

As a result of relatively recent glaciation, the substrate is composed of either glacially-scoured, volcanic bedrock or glacio-fluvial deposits between the rock outcrops. Not only are the soils of the site very young, geologically speaking, but the impact of human use has disrupted the natural pattern of soil development. Situated within the Coastal Douglas Fir Biogeoclimatic Zone, the site would have supported Douglas fir (*Pseudotsuga menziesii*), grand fir (*Abies grandis*), Pacific yew (*Taxus brevifolia*), arbutus (*Arbutus menziesii*) and Garry oak (*Quercus garryana*) among other species.

The siting of a coast artillery fortification was apparently first recommended in a military report by Colonel Lovell in 1879. Lovell described Rodd Hill as a ridge of bare rocks wide enough to accommodate two guns. He noted that

450 yards to the north another large mass of bare rock rose to a height of 140 feet, and was itself commanded by a higher hill to the northwest. Lovell recommended that a second battery be constructed here. The sturdy volcanic bedrock which provides so much of the substrate of the site may have made for some expensive blasting in situating the fort, but it is that very sturdiness which also provided the fort with natural battlements and a platform capable of anchoring artillery and man-made fortifications.

In 1887 Lt. Colonel O’Brien outlined plans for the prospective building program for Rodd Hill and other batteries commanding approaches to the naval base at Esquamalt. Among the natural advantages noted at this time were the site’s proximity to a water stream, as well as gravel, suitable for concrete, obtainable from the beach. O’Brien confirmed the plan to place two large artillery guns at the summit of the hill, and to protect the gun emplacements by scarping accessible parts at the front and sides of the hill, and building a defensible wall to protect the battery from land-based assault from the rear.

Reflecting the changing theory of coastal defence, the fort’s designers took advantage of the natural topography, partly for the protection afforded by the bluffs to bombardment from the enemy vessels, and partly for the potential of this site to camouflage the military purposes to which it was now being devoted. Major topographic features were partly retained and partly altered in the course of developing the fort’s landscape. While many trees were removed as part of the fort’s construction, a significant number were left in situ along the eastern, western and northern periphery of the site, as well as the area between the Upper and Lower Battery, apparently for the purpose of camouflage. At the same time, the military undertook major manipulations of the natural terrain, particularly in the building of the batteries. The resulting combination of manipulated and natural topography, and of cleared and treed areas, remains one of the most distinctive features of the site.

Overall, the design of features at Fort Rodd Hill appears to conform to the British Army’s *Textbook of Fortification and Military Engineering* of 1893, which prescribed preferred treatments for the construction of military batteries. This document specified that the colour and surfaces of batteries “should harmonize with the surrounding country, and there should be no well-defined skyline.” Further, this document specified that intersections of slopes should be well rounded, and all projections should have “sides at a flat slope.” Leaving the finishing touches of the battery to the engineer in charge, the textbook recommended an inspection of the view of the battery from the water, and the planting of bushes or the rounding out of slopes. Further, exterior slopes of a battery were to be left rough and unmowed.

In the actual execution, these general design objectives for the fortifications appear to have been well realized. The smooth, gentle slopes of the battery, the neutral colour of the concrete structures, and the absence of any discernible projecting features appear to have achieved the important goal of effective camouflage. In this regard, Fort Rodd Hill appears to be representative of the more general approach of the Royal Engineers to the landscaping of other batteries in the Victoria-Esquamalt Coastal Defence System.

The designated place of the Fort essentially is organized around four major structural elements: Upper, Lower, and Belmont Batteries, and the searchlight system. The siting of these components was determined largely by their strategic roles, but also by the fort's pre-existing topography, which limited the choices available for the installation of such major facilities. Fort Rodd Hill's role in coastal defence revolved around these four components, supported by a number of associated buildings, walls, pathways, and other resources.

The site also exhibits evidence of both the theory and practice of coast artillery defences current at the time of construction in the 1890s, as well as changes in response to shifting military alliances, perceived military threats, and changing military technologies during the 20th century. Unlike the early 19th century practice of integrating upper and lower batteries, the batteries at Fort Rodd Hill were separated. The reason was that the area of suitable land on which the Lower Battery was constructed was not large enough to accommodate a third gun pit. In this regard, the batteries at Fort Rodd Hill were not representative of British coast artillery design of the period, and somewhat anomalous in terms of the approach followed with the batteries at other sites of the Victoria-Esquamalt coastal defence system.

Lower Battery (1895-1903) was built into Rodd Hill, a coastal bluff near the mouth of Esquamalt Harbour. Its two major gun emplacements were sited toward the front of the complex, and oriented to the southeast, so that the guns could be swivelled in an arc from the mouth of the harbour to engage potential marine attacks from the south and west. Lower Battery consists of two components, the battery complex proper, and the adjacent Casemate Barracks, which were separated but built within the perimeter of the defensible wall built to protect the battery from possible land-based assault from the rear. The Casemate Barracks were built to house and support the artillerymen who would staff the battery guns. This complex consists of the Barracks Building, the Coal Store, the Provision Store, the General Store, Latrines, and the Oil Store. Considerable amounts of rock and earth were removed from the rear to provide a protected site for the construction of these ancillary structures behind the protection of the bluff

The changes to Rodd Hill to build the Lower Battery represented a major manipulation of the natural landscape. To create a level parapet for the battery, considerable amounts of rock were shaved from the summit of the hill. Rock and earth were also removed from the front of the hill facing the water, while an earth breastwork was constructed on the east flank of the hill, improving the defence of the battery from landing attackers.

Integral to the landscape of the Lower Battery, but not related in terms of function was the Fortress Plotting Room, built in 1940-41 into the east side of the bluff surrounding the battery. In the course of its construction the original earth breastwork of the 1890s was removed. The Fortress Plotting Room, a six-room facility, was built to respond to up-to-date military threats by providing a sophisticated system of long-range tracking of enemy ships and directing fire, based on data gathered from two of the V-E Fortress Observation Posts designated by the Fortress Fire Commander and relayed through the site's telephone exchange system.

The Fortress Plotting Room received data from the Fortress Observation Posts in the Victoria-Esquamalt Defences (Mt. Tolmie, Gonzales Hill, Mary Hill, Church Hill), coordinated by the Fortress Fire Commander, from his post on Triangle Mountain. The data was designed to provide aiming coordinates for the guns at Mary Hill and/or Albert Head designated to engage the target. The only guns controlled by the Fortress Plotting Room itself were the 9.2 inch guns at Albert Head and the 6-inch guns at Mary Hill. The four components of the Fortress System of Range Finding (V-E), and their associated artillery locations were:

- | | |
|-------------------------------------|-------------------|
| 1. Fire Commander's Post | Triangle Mountain |
| 2. Fortress Plotting Room | Fort Rodd Hill |
| 3. Fortress Observation Posts | Gonzales Hill |
| | Mount Tolmie |
| | Mary Hill |
| | Church Hill |
| 4. Counter-bombardment
batteries | |
| | Albert Head |
| | Mary Hill |

The Fortress System of Range Finding was replaced in the V-E defences in August of 1945 by CDX radar. In its relationship with components at other locations, the Fortress Plotting Room is an excellent illustration of the linkages of the cultural landscape of Fort Rodd Hill to the larger landscape of the Victoria-Esquamalt defence system. The importance of this facility to the Victoria-Esquamalt coast artillery defences was reflected in a major effort to camouflage its presence, by building it to integrate with the coastal bluff, covering its roof with soil and turf, and building a rough masonry wall on the east flank to blend in with the natural topography.

The Upper Battery (1895-98) was built into the side of the high hill to the northwest of Lower Battery. From here, a commanding view was afforded for the battery's gun. A large amount of earth and rock was excavated here to build the complex and to provide covert access to the components of the battery. The Upper Battery was built as an integrated defensive position, with a disappearing gun emplacement and adjacent subterranean magazine built in close proximity. Additional features, such as a concrete defensible wall to the rear, and a rough masonry wall on the eastern flank of the battery, performed a secondary function of providing barriers to enemy infantry in the event of a landing. The Guard House and steel entrance gates of 1898 relate to this function of defending the gun position from land-based attack. Other related features, such as the remains of a barbed wire barrier at the front of the battery are still in evidence today, and form an integral part of the military landscape. The Upper Battery belongs principally to the earlier phases of the fort's history, as it had at best an ancillary role to the coastal defence system by the Second World War, when it was used as a position for a light anti-aircraft gun.

On the other hand, the Belmont Battery (1898-1900; 1943-45) was central to coastal defence strategies in both the early period and in the era of the Second World War. It was the battery built nearest the water so that it could carry out its distinctive function of protecting the Royal Navy harbour of Esquimalt from torpedo attacks. Built into a bluff on the southernmost point of the site, its location was not directly related to the disappearing guns of the Upper and Lower Batteries. By 1893 the threat of torpedo boats was recognized by the British War Office and the Admiralty as the most likely form of attack against naval ships at anchor. To counter torpedo boats, the two gun emplacements built in 1898-1900 housed Quick-Firing Guns, an innovation of the late-19th century.

Major changes to the battery were made during the Second World War to upgrade its capacity to respond to changing military technology. Following the replacement of the 12 pounder Quick-Firing Guns in the twin gun emplacements by a 6 pounder duplex gun in 1944, the left gun emplacement was changed when the new crew shelter was started in 1945. It went further into this gun emplacement than the artillery store did, but also left the ready-access ammunition storage recesses visible. Changes to the original magazine at Belmont were undertaken in 1943 in connection with the installation of the twin 6-pounder Duplex emplacement. The former 12-pounders fired ammunition made up of a cartridge and a shell. These two parts were stored and handled separately, loaded together to make one round. The magazine originally had a separate shell and cartridge store. The twin 6-pounder fired fixed ammunition, shell and cartridge were crimped together. With no requirement for separate rooms, the shell store entrance was walled up and the interior wall removed.

Other changes included the conversion of the original artillery store into an electrical equipment room, and installation of the new artillery store, a new crew shelter built over the original artillery store, and a reconfiguration of the original traverse of 1903, a route between the two gun emplacements. In 1943 the traverse was roofed over with a concrete slab extending from the parapet to a new wall on the landward side, and access to the 6 pounder gun emplacement was achieved through the building of a doorway into the parapet. However, with the intrusion of the new Artillery Store and Crew Shelter into parts of the original traverse, the connection between the left and right gun emplacements was re-established through the further construction of short flights of stairs through new openings in the parapet wall.

The most striking change to the Belmont Battery involved the construction of the Director Tower, named after the instrument No. 13 Director used to direct fire for the twin 6-pounder, which functioned as both an observation post and the nerve centre for firing of the duplex guns and the operation of the searchlights by 1945. Projecting well above the other features of the battery, the tower is a highly-visible feature on the site and a focal point of the site's cultural landscape.

The Electric Light System was integral to the coast artillery function of the fort, within the larger Victoria-Esquimalt defence system. It was developed to deliver power to the searchlights ranged along the shore, and their operation was coordinated by an electric light directing station on the upper terreplein of the Upper Battery, and coordinated with the Quick Firing guns at Fort Rodd. The function of the searchlights was to identify enemy ships in periods of darkness, and to illuminate targets in the event artillery needed to be fired. The siting of Defence Electric Lights 1 and 2, and later, Nos. 6 and 7 along the shore related directly to their function. On the other hand, the Search Light Engine Room which sheltered the power source for these lights was deliberately sited to the rear in a semi-subterranean location to protect its essential equipment from bombardment, and also to camouflage this facility from enemy surveillance. Here, again, the fort's designers made effective use of the natural topography, as they built the structure into a rise in the terrain behind the frontal batteries.

In 1951-52, a further change to the site during the Second World War was the building of the causeway from Rodd Point on the shore to Fisgard Island. This change was prompted by the outbreak of the Korean War and the onset of the Cold War. Constructed to prevent access to Esquimalt Harbour by high speed torpedo boats, the causeway also functioned as a breakwater and was subsequently adapted by Parks Canada as an access road to Fisgard Lighthouse National Historic Site.

Other buildings on site, such as the Warrant Officers' Quarters, the Second World War Hut, the Fitter's Shop, and the Canteen, were integral to the operation of the fort. Their siting was determined by the siting of the batteries in the few locations affording the necessary protection of the gun emplacements. These auxiliary buildings were built in the lee of a rocky outcrop between Upper and Lower Batteries, where they would not be visible from the sea, and protected from enemy fire. In addition, vestiges or traces of a number of buildings or landscape features pertaining to various phases of the fort's evolution are still in evidence. They include former structures erected by the Royal Engineers during the first phase of construction at the fort, a series of frame buildings erected during the Second World War in the field behind Lower Battery and in the lee of Belmont Battery, and traces of features such as the former water reservoir behind Lower Battery. Further research into the historical functions of some of these features is required.

Additional adjacent cultural resources that are associated with the Victoria-Esquamalt Defences include extant traces of the former log boom, which extended across the channel between the beach of Fort Rodd Hill and Fisgard Island, and between the island and Duntze Head, at the eastern mouth of Esquamalt Harbour. The resources include anti-submarine netting and steel buoys from which the netting was suspended in the same locations. These resources illustrate the development of U-Boat and torpedo technology, and the development of appropriate means to meet the threat they posed to Canadian defences during the Second World War.

Further cultural resources include a series of features along the western periphery of the site. These included a well, a horseshoe excavation and low stone wall; and nearer the beach, a board-lined excavation and the remains of a barbed wire entanglement. These features apparently were constructed as part of the fort's defences to land-based assaults, but require investigation.

Circulation patterns on the site focused on the movement of men and materiel to and from the major areas of activity. It appears that all of the major pathways from the early period of the fort's construction are still extant and used as pathways for the site. Several of these were paved in the 1980s, well after initial development of Fort Rodd Hill as a national historic site in the 1960s. One addition to the early circulation pattern was an access road, built ca.1940 to provide vehicular access to the search light emplacements, and now used as a nature trail. As well, the original Belmont Road historically provided a different route of access to the site and the wharf, but this route is now cut off. Communications systems revolved around linkages between the command centres and the personnel operating the guns and searchlights. Formerly, there was an ability for personnel to communicate between the batteries of the site with flags and signals, as well as with the former naval base at Esquamalt.

One area of the site which is sometimes overlooked is the roughly level field behind the Lower Battery. Historical photographs indicate its use for a multitude of functions over the years, especially as a site for the erection of a series of frame buildings during the Second World War, only one of which remains on site (and several others off-site) and tents for military exercises.

Some traces of former use, such as the outline of a former reservoir, and the site of several former structures, are still visible on this field.

An important unifying element for the diverse cultural resources at Fort Rodd Hill was the consistent use of high quality concrete craftsmanship in the original construction, ca.1895-1905, of the major buildings and defensible walls behind the batteries. They reflect the long-term building traditions of the British Royal Engineers, and reflect long-term traditions of building practice at other sites. They may be the best-preserved examples of this phase of coastal defence construction by the Royal Engineers in the British Empire.

This quality of craftsmanship was not maintained in the major renovations to the Belmont Battery during the Second World War. However, the more utilitarian treatment of the Director Tower constructed in 1943-45 tells an interesting story, i.e. the haste with which it was built to counter the perceived threat from Japanese forces, with whom Canada was at war. The structures of the first phase and their effective integration into the landscape comprised a well-realized example of the textbook approach to battery construction of 1893. These early buildings, combined with assorted evolutionary changes and additions to the buildings and other structures up to 1956, defines much of the heritage character of the designated place of the fort.

APPENDIX “B”

FIGGARD LIGHTHOUSE NATIONAL HISTORIC SITE OF CANADA

LIGHTHOUSE AND KEEPER’S DWELLING HERITAGE CHARACTER STATEMENT

Appendix “B” provided by Lyle Dick, Western Canada Service Centre, Parks Canada

The Fisgard Lighthouse and Dwelling, constructed in 1860, was Canada’s first permanent lighthouse on the Pacific coast. The tower and dwelling are defining features of the entrance to Esquimalt Harbour, and comprise the most prominent navigational landmark for vessels passing in the adjacent Strait of Juan de Fuca. The light station is also very well known in the region and is widely promoted in tourist literature.

The tower and dwelling are associated with the theme of providing aids to coastal navigation. The tower is the oldest and first pre-Confederation lighthouse on the west coast. It is associated with the theme of safe shipping in the Strait of Juan de Fuca during the early developmental stages of Vancouver Island and British Columbia. The heritage character of the Fisgard Lighthouse and Keeper’s Dwelling resides in the overall massing, profile, proportions, construction materials and details, and site relationships.

The round, smoothly tapered brick tower has an elegant profile with fine proportions, and it retains its original lantern and weathervane. It is integrated with a dwelling which complements the tower and creates a well-scaled design. Gothic Revival influences are seen in the pointed-arch windows and brick corbeling below the lantern platform. The high quality craftsmanship is reflected in these details and in the custom design of the cast iron stairs. The

tower profile with the projecting platform and striking brick corbeling below are also integral to the character of the structure, as are the proportions and scale of the lantern. The dwelling’s chimney with its distinctive rounded cap is a unique feature to be maintained.

Both the tower and dwelling are of simply detailed brick construction, painted at the dwelling, while the tower was painted and stucco clad at an early date for ease of maintenance and operational reasons. Granite is used for the light tower base and the upper cap supporting the lantern, reflecting the high quality construction. The use of brick and granite reflects the initial concern for fireproofing and durability. Visual interest is created by the shapes of the windows and doors, the shutters and projecting sills, the metal and glass lantern and the metal weathervane. These features are character-defining and should be maintained.

The 1960s restoration included windows, doors, roofing and shutters, with all designs and materials based on the evidence of early photographs. The renovations simplified the interior layouts to meet interpretation requirements. The original entry and stairwell were maintained but a new stair adjacent to the entrance was added to meet interpretation and functional access requirements. The tower layout includes a noteworthy cast iron staircase which should be maintained.

The prominence of the light tower derives from its setting on a rock outcrop. The simple, direct relationship of the light tower and dwelling to the site should be maintained. Any addition to the setting should respect the timber vocabulary of the existing network of boardwalks and railings.

It should be noted that the boathouse and storehouse, which are also located on the island, are reconstructions but fit the era to which Fisgard Lighthouse has been restored.

APPENDIX “C”

GLOSSARY OF TERMS

CEAA

CEAA stands for the Canadian Environmental Assessment Act (1995), which sets out responsibilities and procedures for the environmental assessment of projects involving the federal government. The Act ensures environmental effects of projects receive careful consideration before the responsible authority takes action.

Commemoration

Ministerial recognition of the national significance of specific events and places by acquisition or by agreement, or by another means deemed appropriate within the Minister’s authority for purposes of protecting and presenting heritage places and resources, erection of a plaque or monument.

Commemorative Integrity

Commemorative Integrity describes the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when: the resources directly related to the reasons for designation as a national historic site are not impaired or under threat; the reasons for designation as a national historic site are effectively communicated to the public; and the site’s heritage values (including those not related to designation as a national historic site) are respected in all decisions and actions affecting the site.

Commemorative Integrity Statement

The Commemorative Integrity Statement (CIS) is a document which describes the reasons for a site’s national historic significance. In essence, the CIS provides a benchmark for planning, managing, reporting and initiating remedial projects in national historic sites. The CIS is approved by the Director General of the National Historic Sites Directorate.

Conservation

Conservation represents a process that encompasses activities that are aimed at safeguarding a cultural resource to retain its historic value and extend its physical life. Conservation principles and treatments can be placed on a continuum that runs from low to high intervention; that is, from maintenance activities to modification of a cultural resource.

Cultural Landscape

A cultural landscape is any geographic area that has been modified, influenced, or given special cultural meaning by people.

Cultural Resource

A cultural resource is a human work or a place which gives evidence of human activity or has spiritual or cultural meaning, and which as been determined to have historic value.

Cultural Resource Management

Cultural Resource Management encompasses practices for the conservation and presentation of cultural resources, founded on principles and carried out in practice that integrates professional, technical, and administrative activities so that the historic value of cultural resources is taken into account in actions that might affect them. For Parks Canada, cultural resource management encompasses the presentation and use, as well as the conservation of cultural resources.

Federal Heritage Buildings Review Office (FHBRO)

An interdepartmental advisory body responsible for identifying which federal buildings merit designation as federal heritage buildings, and for monitoring the conservation and continued use of these buildings.

Guiding Principles and Operating Policies

Parks Canada’s Guiding Principles and Operational Policies is a document that gives direction to both present programs and future initiatives of Parks Canada. The document explains how the federal government, within the context of Parliamentary approvals, carries out its national programs of natural and cultural heritage recognition and protection as assigned to the Minister responsible for Parks Canada.

Heritage Tourism

An immersion in the natural history, human heritage, the arts and philosophy, and the institutions of another region or country that creates understanding, awareness and support for the nation’s heritage.

Level I Cultural Resource

A Level I cultural resource is a designation given to a cultural resource which conveys national historic significance.

Level II Cultural Resource

A Level II cultural resource is a designation given to a cultural resource that is not of national historic significance, but still has historic value.

National Historic Site of Canada

Any place declared to be of national historic significance by the Minister responsible for Parks Canada.