

GULF OF GEORGIA CANNERY

NATIONAL HISTORIC SITE
OF CANADA

Management Plan

GULF OF GEORGIA CANNERY.



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Management Plan

NOVEMBER 2002

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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 recognise 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 Gulf of Georgia Cannery National Historic Site 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 the Gulf of Georgia Cannery Society, who have demonstrated such good will, hard work, spirit of co-operation and extraordinary sense of stewardship. In April 2000, the Government of Canada and the Gulf of Georgia Cannery Society signed an agreement for the operation of the Gulf of Georgia Cannery National Historic Site of Canada. The establishment of an agreement with the local community for the operation of this national historic site administered by Parks Canada is a welcomed development. The Society has been instrumental in the establishment and operation of this national historic site and in the involvement of local people in presenting their heritage.

In that same spirit of partnership and responsibility, I am pleased to approve the Gulf of Georgia Cannery National Historic Site 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

GULF OF GEORGIA CANNERY
NATIONAL HISTORIC SITE OF CANADA
MANAGEMENT PLAN

This plan has been recommended for approval by:



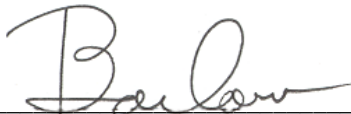
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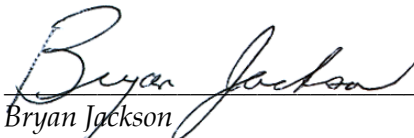
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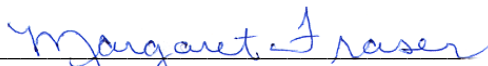
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ACKNOWLEDGEMENTS

This revised management plan for Gulf of Georgia Cannery National Historic Site of Canada establishes the long-range direction for the historic site, and has been prepared in the context of the Parks Canada's current policy and program direction. This plan has been developed to respond to the requirement to ensure commemorative integrity of this national historic site, as well as the responding to operational and business planning needs.

Public involvement is the cornerstone of Parks Canada's policy, planning and management practices to help ensure sound decision making, building public understanding and support, and the provision of opportunities for Canadians to contribute their knowledge, expertise and suggestions. Gulf of Georgia Cannery National Historic Site of Canada is very fortunate to have benefited from a long standing tradition of community and the Gulf of Georgia Cannery Society's involvement and support in its endeavours, including the development of this plan.

This management plan was prepared by an interdisciplinary team composed of staff/ members from the Gulf of Georgia Cannery Society and staff from the Parks Canada Coastal British Columbia Field Unit and Western Canada Service Centre, and included Connie Baxter, Wayne Bourque, Pat Buchik, Alain Comeau, Lyle Dick, Margaret Fraser, Alice Gavin, Nicholas Irving, Bryan Jackson, Robbie Johnson, Steve Malins, Geoff Mattheson, Trish Poworoznik, and Graham Turnbull. The contribution of other Society and Agency staff/ members in supporting the team in this endeavour is greatly appreciated

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EXECUTIVE SUMMARY

The Gulf of Georgia Cannery National Historic Site of Canada commemorates the West Coast Fishing Industry. Recommended for acquisition by the Historic Sites and Monuments Board of Canada in 1976, the Cannery represents a natural resource harvesting industry which has some exciting interpretive program potential in presenting nationally significant messages relevant to all Canadians, and particularly British Columbians.

CURRENT SITUATION

Development of this Site began in the early nineties and capital maintenance is scheduled for completion in 2002. With the stabilization of the structures and the installation of exhibits, the Cannery will be fully restored and operational, presenting visitors with restored or stabilized structures housing period machinery and equipment or exhibits and displays. Through cooperative arrangements with the Cannery's neighbours, the historic setting of the original Cannery complex can be protected.

The Cannery will be operated by the Gulf of Georgia Cannery Society, a non-profit heritage group which was instrumental in the preservation of this Site. The Cannery will make a notable contribution to heritage tourism in the historic fishing Village of Steveston.

COMMEMORATIVE INTENT

Commemorative intent is a statement of what is nationally significant about a National Historic Site. For the Cannery, the following statement has been crafted, based on the direction of the Historic Sites and Monuments Board of Canada:

The Gulf of Georgia Cannery is nationally significant because of its association with the West Coast Fishing Industry, from the 1870s to the modern era; its location in Steveston, historically the most important fishing village on the West Coast; and the Cannery buildings and extant resources which reflect the industry's development.

THE CANNERY IS SPECIFICALLY VALUED FOR THE FOLLOWING:

- the complex of structures, including the Cannery itself, which is owned by Parks Canada;
- structures which are not part of the Site, but which are part of the Cannery's historic setting and adjacent land uses, including the seine loft, the net loft, the driveways and front wharf, adjacent fishing structures and the Cannery's waterfront setting;
- the Site's collections, which includes the herring reduction plant, boilers, fish handling and processing equipment, fixtures, industrial/mechanical parts and fittings and archival materials;
- the Site's archaeological and cultural resources.

PROPOSED SITE MANAGEMENT

Protecting resources that symbolize the Site's importance, communicating messages that describe the reasons for the Site's national significance and respecting the Site's heritage values are the primary responsibilities of the Gulf of Georgia Cannery Society and Parks Canada in the management of this national historic site of Canada.

In managing the Gulf of Georgia Cannery National Historic Site of Canada, in co-operation with the Gulf of Georgia Cannery Society, Parks Canada intends to:

- maintain the commemorative integrity of the national historic site, including the structures of the Cannery.
- cancel the proposed use of the Ice House as a restaurant and of the upper floor of the Mezzanine as an administration area as recommended in the 1994 Management Plan for the Cannery.
- ensure that the Cannery's moveable cultural resources that symbolize or represent the designated place are identified, evaluated, preserved, maintained and presented.
- identify, evaluate, protect and present the Site's archaeological resources.
- encourage the protection of the historic setting and adjacent land uses of the Gulf of Georgia Cannery, beyond the boundaries of the designated national historic site of Canada, through co-operative arrangements with its neighbours, including Fisheries and Oceans Canada, the Steveston Harbour Authority and the City of Richmond.
- encourage the maintenance of unobstructed sightlines to ensure the Cannery is visible from various vantage points along the waterfront.
- ensure Cannery visitors understand the national historic significance of the Site and its role in Canadian history.
- ensure the Cannery communicates its other messages, including its relationship to other Fishing Industry Sites, other national historic sites of Canada and Parks Canada's other protected areas.
- develop and market high quality heritage experiences to encourage tourism.
- provide appropriate visitor services and facilities at the Site, particularly considering the existing service capacity of the Village of Steveston.
- utilize the Operational Agreement for the Cannery, mandating the Gulf of Georgia Cannery Society as responsible for site operations and applying Parks Canada's Cultural Resource Management Policy and operational manuals.
- maintain Parks Canada's overall financial and policy-setting role at the Cannery, including provision for an on-Site presence.

1. INTRODUCTION



1.1. BACKGROUND

Canada's national historic sites exemplify 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 recognised under the law as being of national importance to the history of our country.

Under the Parks Canada Agency Act (1998), Parks Canada has mandated responsibility for ensuring the commemorative integrity of national historic sites. This Act also requires that every national historic site of Canada administered by Parks Canada prepare a management plan to be tabled in Parliament once every five years.

National historic sites exist under the authority of the Historic Sites and Monuments Act. The Act gives the Minister of Canadian Heritage the legislated mandate to designate 'historic places'. The Historic Sites and Monuments Board of Canada (HSMBC) advise the minister on the commemoration of national historic sites.

A management plan is a document that 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 upon 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 practice. 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.

This management plan presents the direction that will guide Parks Canada and its partners in the protection, presentation and management of the resources of this national historic site. The plan is the end product of a planning process initiated in 1998, which has included public input into shaping the future direction for this national historic site.

Canada's national historic sites preserve and present tangible and symbolic aspects of our nation's cultural heritage. As provided for in the Historic Sites and Monuments Act, the Government of Canada is dedicated to ensuring that a full 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.

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

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that 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 that affect the development and operation of this national historic site of Canada. Any activity that compromises the commemorative integrity of a national historic site will not be permitted.

The Federal Heritage Buildings Policy provides for the evaluation of the heritage value of all federal buildings 40 years or older. A building evaluated as a heritage building is either “classified” – the highest designation – or “recognized”. The evaluation of a building assists Parks Canada in determining how these cultural resources should be protected and used. Actions identified in the management plan that affect Federal Heritage Buildings must protect their heritage character.

Parks Canada’s mandate is to protect and present nationally significant examples of Canada’s natural and cultural heritage, and to foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations. In order to achieve this mandate, Parks Canada has adopted a series of strategic objectives that will guide the activities of the Agency in the next five to ten years. The strategic objectives that guide the management of this national historic site are:

- as a first priority, to ensure the commemorative integrity of this national historic site;
- to educate Canadians and international visitors about Canadian heritage, to increase understanding of commemorative integrity, and to increase appreciation of Canada’s systems of national historic sites, national parks and national marine conservation areas;
- to provide visitors with appropriate services to enable them to enjoy and appreciate this national historic site, and to ensure that the associated levels of impact are minimized;

- to improve the management of Parks Canada by particularly focussing on effective decision making and results-based management;
- to manage human resources effectively so that a highly qualified Parks Canada workforce, representative of the Canadian population, works in a positive and enabling environment.

Parks Canada can also contribute in a significant way to the direction given to all Government departments and agencies in the 1999 Speech from the Throne, which articulated the priorities of the present government:

- to develop relationships with Aboriginal peoples;
- to promote Canada's culture at home and abroad;
- to make Canada a preferred tourism destination.

1.2. ROLE OF NATIONAL HISTORIC SITES

The Gulf of Georgia National Historic Site of Canada is part of a family of over 860 sites nation-wide. Each site has had a nationally significant impact on Canadian history or illustrates a nationally important aspect of the history of Canada. 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 and operated by federal, provincial and municipal governments, by private businesses and by local citizens. We all share in the stewardship of these important places.

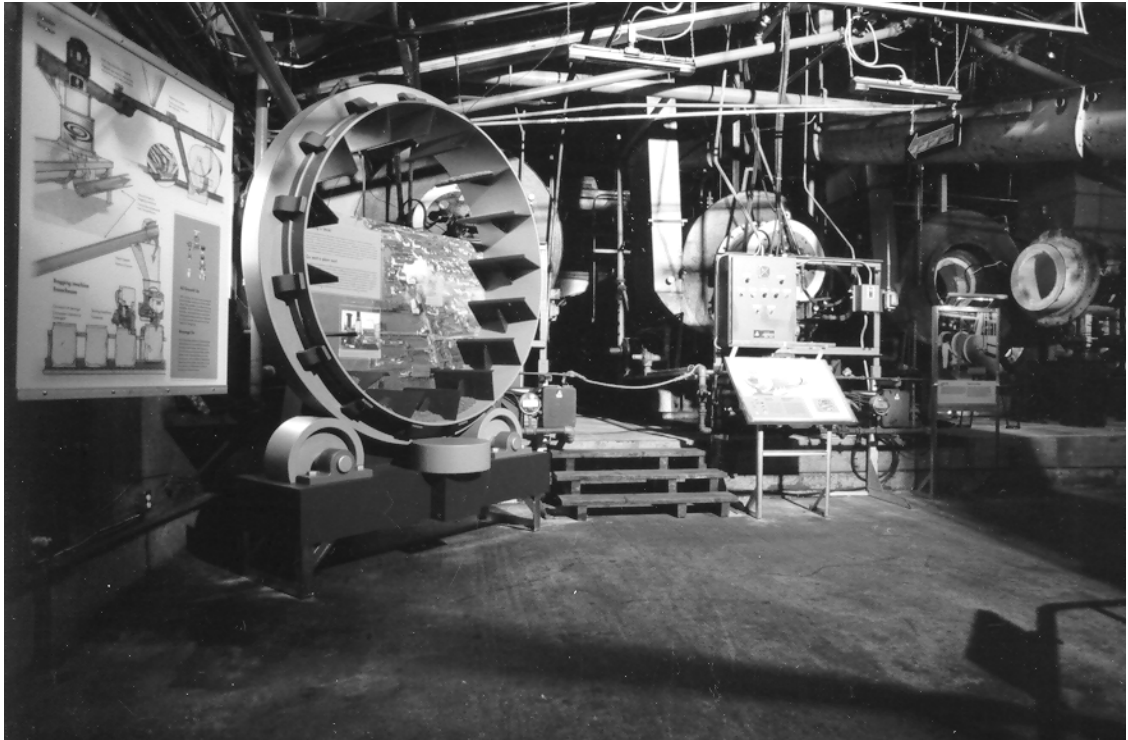
The national program of commemoration is comprised of several distinct but interlocking parts. In addition to more than 860 national historic sites, over 550 persons and 300 other aspects of our history, including historic events, have been commemorated as being of national significance. Historic site designations are made by the Minister of Canadian Heritage, on the advice of the Historic Sites and Monuments Board of Canada.

Most commonly, the method of commemoration is by a bronze plaque or simple marker. Places that have been designated as national historic sites may also be commemorated through acquisition by the federal government for preservation and presentation to the people of Canada, as is the case with this national historic site of Canada. Parks Canada now administers more than 145 national historic sites and has contributed to over 50 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.

1.3. MANAGEMENT PLANS AND DESIGNATED PLACE

Management Plans for National Historic Sites of Canada focus on the designated place, the area and resources designated by the Minister of Canadian Heritage on the recommendation of the HSMBC, and for which Parks Canada is directly accountable. Frequently, however, plans must 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 influences the success of the plan's various heritage conservation, presentation or operations proposals. The designated place and adjacent land uses are addressed in detail in the following section of the management plan.

2. CONTEXT OF THE GULF OF GEORGIA CANNERY NHSC



2.1. REGIONAL SETTING

2.1.1. Site Location

The Gulf of Georgia Cannery National Historic Site of Canada is located in the historic village of Steveston, BC, between Bayview Street and the foot of Moncton Street. Situated in the City of Richmond, not far from the Vancouver International Airport, the Cannery is readily accessible by major road networks such as Highway 99 and the Steveston Highway. By virtue of its river-side setting along the north bank of the south arm of the Fraser River, the Site can also be accessed by water-borne visitors.

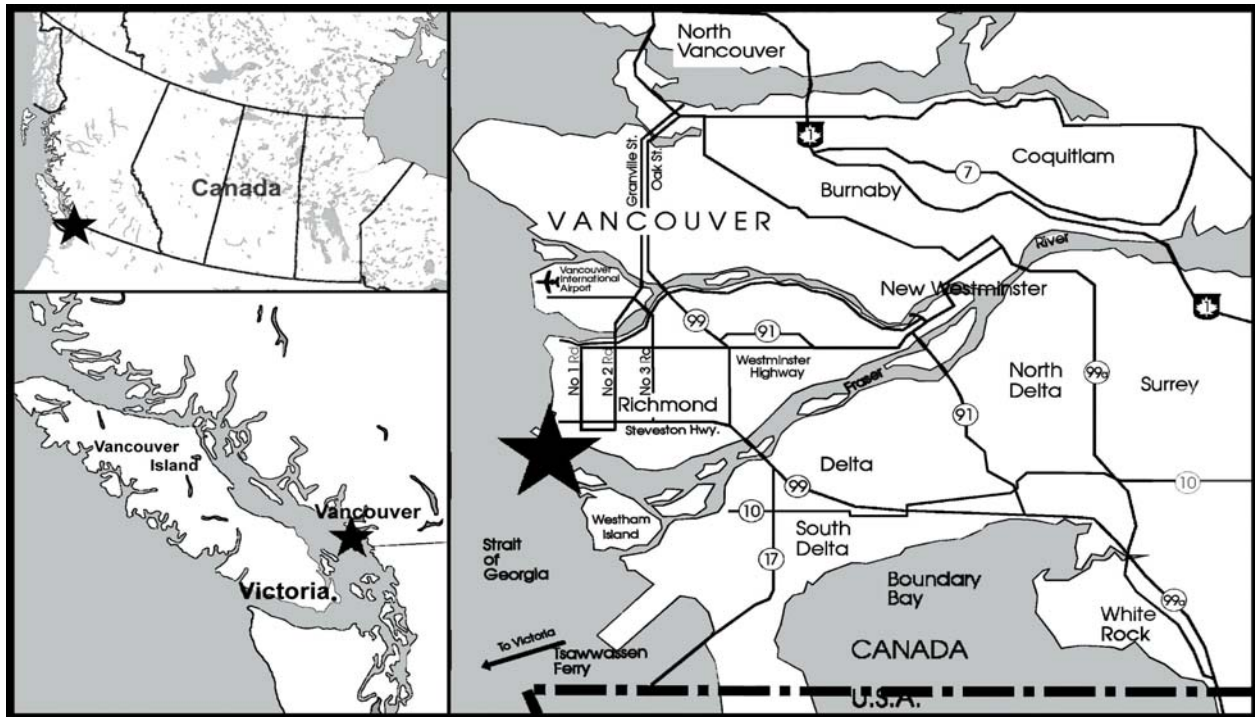


Figure 1: Regional Setting

2.1.2. Urban Context

With its urban setting, the Cannery is strategically positioned to play a key role in heritage tourism on a local, provincial and national basis and to attract the full spectrum of national historic sites visitation. This potential is further re-enforced by the restaurants, bars, hotels and shops that surround the Site. Not only does this relieve the need for Parks Canada to provide such services, it will permit visitors a longer, more varied and enjoyable stay in Steveston, thus contributing to the local economy.

2.1.3. The Cannery: Designated Place

Steveston rose to prominence as a centrally located harbour for the West Coast Fishing Industry in the early 1870s as cannery and port facilities expanded along the confluence of the Fraser River. Canneries were constructed to exploit the enormous salmon runs in the Fraser River, which through canning could be preserved for sale to emerging European markets. The salmon fishery boomed in the 1890s as companies secured capital to established major canning and packinghouse facilities. The Gulf of Georgia Cannery was constructed in 1894 as part of this era of growth. Between 1894 and 1979 the Gulf of Georgia Cannery operated as a salmon cannery, a raw fish depot, a net loft and repair facility for the Canadian Fishing Company, a herring cannery, a herring reduction facility and a roe reduction plant. Each phase of use brought additions and/or adaptations to site facilities and infrastructure.

The designated place is the definable area selected to commemorate the historic significance of the site (area within the grey border on figure 2). The Gulf of Georgia site consists of a complex of buildings constructed between 1894 and 1964. The Cannery structures designated by the Minister of Canadian Heritage includes the Main Cannery Building, Ice House, Vitamin Oil Room, Oil Drum Shed, Watchman's Shed, Lead Foundry, Tank Farm Deck, Oil Drum Cradles, and three metres of the South Dock immediately adjacent to the Cannery. The structures are all wood frame and heavy timber construction supported by wooden pilings. Several other features (Visitor Centre/ Administration facility and surrounding parking lots) are not part of the designated place, though they are part of the Parks Canada administered property (area high-lighted by dashed lines on figure 2). As well, there are numerous other features and structures adjacent to the site that are independently owned, managed and altogether separate from the National Historic Site. These include adjacent fishing industry structures, the Tin Shed site, Steveston Harbour Authority buildings and the dike that separates the Cannery complex from the Visitor Centre/ Administration facility and parking lots.

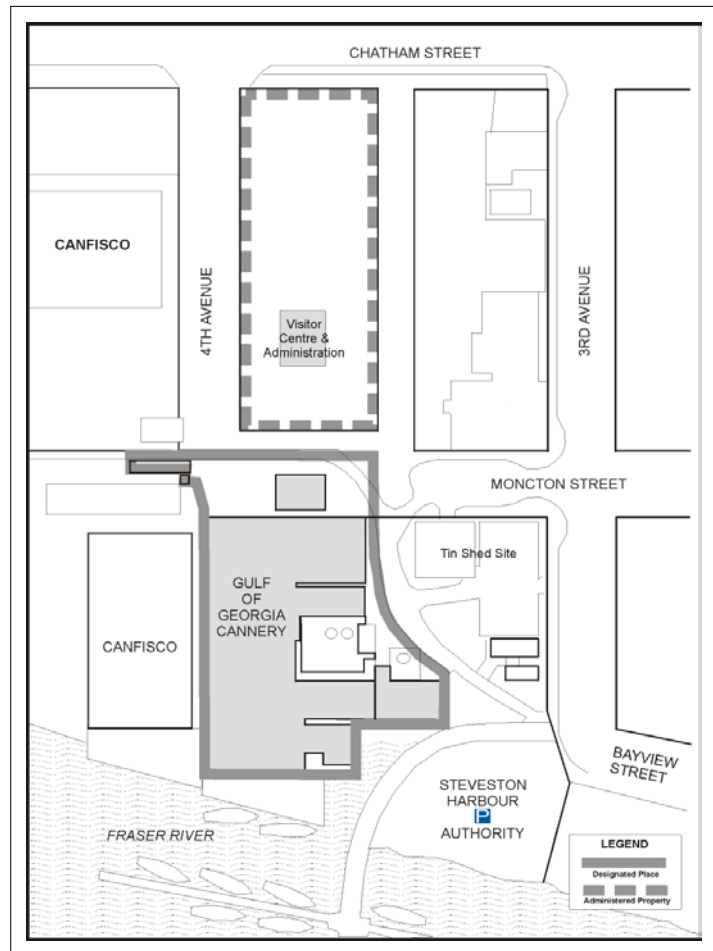


Figure 2: Designated Place

2.2. KEY MANAGEMENT PLANNING ISSUES

This Management Plan for the Gulf of Georgia Cannery is an outgrowth of a prior management plan for the Site, approved in 1994. The 1994 Plan served as an initial directional document for the Site, that prescribed, among other things, a Vision for the Cannery, a site development proposal and an interpretive and research strategy for the site. This plan served to get the Cannery capital development program started and to commence low-key site operations. Some of the themes introduced in this first plan will be re-visited and re-iterated in the current one.

New information has surfaced, however, which needs to be integrated in this Management Plan. As well, commemorative integrity statements have further shaped the management priorities and practices for National Historic Sites. In reviewing the earlier plan, therefore, the planning team was charged with focussing on the Site's Commemorative Integrity Statement and ensuring it was applied to each aspect of the management plan.

Other issues to be resolved in the management plan include the following:

- to re-assess the 1994 Plan with its proposals for the Ice House and upper floor of the East Mezzanine in light of the Site's Commemorative Integrity Statement;
- to identify measures that will encourage the protection of the historical setting and adjacent land uses of the Gulf of Georgia, in co-operation with other agencies;
- to develop a strategy for the acquisition, care and management of the Site's moveable cultural resources;
- to pinpoint key interpretation messages, locations for their presentation and methods of evaluating their effectiveness;
- to analyse the Cannery's heritage tourism potential and visitor services requirements;
- to establish direction for site research and operational planning and to monitor same;
- to describe the scope and implications of the operational agreement with the Gulf of Georgia Cannery Society;
- to evaluate Parks Canada's on-going responsibilities at this National Historic Site of Canada.

2.3. RELATIONSHIP TO THE 1994 MANAGEMENT PLAN

The 1994 Plan painted a broad developmental course for the Gulf of Georgia Cannery, which this Management Plan may refine, but largely accepts. This plan will focus on the implications of the Site's commemorative integrity, its heritage presentation messages, and operational and administrative needs.

2.4. SUMMARY OF THE PLAN REVIEW AND PUBLIC CONSULTATION PROCESSES

A public newsletter highlighting the major planning issues for the Cannery was introduced in January 1999. 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 to attend any public meetings convened for a plenary discussion of the plan. There was, therefore, no pre-ordained formula for the public consultation process but rather one that would be directed by public feedback and response. The June 1999 newsletter summarized the public's response to the Cannery's planning program. It indicated general satisfaction with the current operation at the Cannery. In large measure, Parks Canada was encouraged," to keep up the good work". The bottom line of the public's feedback appeared to be: complete the management plan.

The Gulf of Georgia Cannery Society has participated actively in the preparation of this Management Plan. For over 25 years, this group of concerned, heritage-conscious citizens, who eventually helped form the Society, saw the need to save a piece of their local history and galvanized support for the designation of the Gulf of Georgia Cannery as a National Historic Site of Canada. Throughout the Cannery's evolution from commemorated buildings to public heritage attraction, the Society has had an integral role in the preservation and presentation of this Site. The Society continues to play this role, as co-author with Parks Canada of the January and June 1999 Newsletters, as a valued member of the planning team and as the group responsible for operating the Cannery.

3. A PLACE OF HISTORIC SIGNIFICANCE



3.1. STATEMENT OF COMMEMORATIVE INTENT

The role of an individual national historic site, such as the Gulf of Georgia Cannery, within the national system, is based on an analysis of the various recommendations of the HSMBC. The Gulf of Georgia Cannery has been reviewed by the HSMBC several times since 1976. In 1998, a Commemorative Integrity Statement (CIS) was prepared to provide guidance to the protection and presentation of the site's national significance. The CIS states that:

The Gulf of Georgia Cannery is nationally significant because of its association with the West Coast Fishing Industry, from the 1870s to the modern era; its location in Steveston, historically the most important fishing village on the West Coast; and the Cannery buildings and extant resources which reflect the industry's development.

The National Historic Sites System Plan (2000) helps to clarify the role of national historic sites through a thematic framework. The Cannery is the West Coast counterpart of the Ryan Premises in Newfoundland. The latter commemorates the East Coast Fishery. Other national historic sites associated with, and representative of, fisheries and developing resource economies include: Battle Harbour Historic District, Newfoundland; Blacklead Island Whaling Station, Nunavut; Canso, Nova Scotia; Grassy Island, Nova Scotia; Kekerten Island Whaling Station, Nunavut; North Pacific Cannery, British Columbia; Paspébiac, Quebec; Red Bay, Newfoundland; and Seal Cove Smoked Herring Stands, New Brunswick

A recent companion National Historic Site of Canada devoted to the commemoration of the West Coast Fishing Industry theme is the North Pacific Cannery in Port Edward, British Columbia, near Prince Rupert. The Gulf of Georgia and the North Pacific Canneries interpret different but complementary aspects of the theme. The Gulf of Georgia was selected by the HSMBC as an excellent representation of a south coast cannery, based in Steveston, centre of the Fraser River Fishing Fleet and associated Cannery production. The North Pacific Cannery is a particularly well-preserved plant of the Industry on the north coast and it possesses the best collection of surviving cannery buildings in B.C. It appears that its potential to represent a wider range of activities, by virtue of well-preserved extant resources, was an important factor in its identification by the HSMBC.

3.2. **COMMEMORATIVE INTEGRITY**

The role of a national historic site, such as the Gulf of Georgia Cannery, was addressed through the Statement of Commemorative Intent. Directly related to the concept of commemorative intent is the concept of commemorative integrity.

Parks Canada's primary responsibility at Gulf of Georgia National Historic Site of Canada is to ensure the commemorative integrity of the site. Commemorative integrity describes the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- the resources that symbolize or represent its importance are not impaired or under threat;
- the reasons for the site's national historic significance are effectively communicated to the public;
- the site's heritage values, including those not related to national significance, are respected by all whose decisions or actions affect the site.

A Commemorative Integrity Statement is an elaboration of what is meant by commemorative integrity at a particular national historic site. The commemorative integrity statement 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 Commemorative Integrity Statement provides the basis for decision-making by managers, but does not in itself prescribe or proscribe particular actions. It provides information about where value lies and is used as a framework to assess the impact of proposed actions. Further, it is fundamental to the decision-making process for all national historic sites.

The scope of commemorative integrity includes more than the Cannery and associated structures within the confines of Parks Canada's administrative holdings. It includes the broader historical setting of the Site, which is also of national historic significance. By implication, those structures or features not included in the designated place or the Site's historical setting, are not themselves nationally significant, though they provide a valuable backdrop for historical interpretation.

Commemorative integrity also embraces the Site's archaeological resources and its moveable cultural resources, such as equipment associated with the Cannery or with thematically similar sites.

4. VISION FOR THE GULF OF GEORGIA CANNERY NHSC

This Plan presents the following Vision for what the Cannery will look like in 15 years:

In the year 2017, the Gulf of Georgia Cannery conveys a vivid sense of both historical development and continuing evolution, in interpreting the roots and future of the West Coast Fishing Industry, and is widely recognized as a place of national historic significance.

The preserved Cannery is integral to the heritage character of the Steveston waterfront. It provides visitors with the opportunity to participate in an emotional and sensory experience; capturing the vibrancy, romance, risk and adventure of the fishing industry.

Protection and presentation of the Site's cultural resources are the highest priority at the Gulf of Georgia Cannery. The Cannery's structures and machinery are preserved, and interventions to the historic fabric have been made only after careful consideration of cultural resource management principles.

A dynamic, flexible and innovative interpretative program that stimulates an atmosphere of discovery and learning. The story of the West Coast Fishing Industry is told through the lives of the people who experienced it. Visitors gain an understanding of the diversity of those lives: the vibrant mix of cultures, community loyalties, economics, technologies and natural environments that have combined to shape the industry and the people. Visitors leave the Cannery with a greater level of appreciation of the value of natural and cultural resources and the role of national historic sites in nurturing a sense of national identity.

This National Historic Site of Canada is operated by a non-profit corporation under agreement with Parks Canada. Revenues are generated in order to off-set operating costs. The Cannery engenders pride and community spirit among local businesses, government, unions, individuals and other groups.

The Village of Steveston is an active fishing port and a regional tourism destination and is recognized as such by the City of Richmond. As a major attraction on the Steveston Waterfront, the Cannery is clearly linked to other facilities and attractions in the community. The Cannery's location in a working harbour contributes to creating a sense of living history. Outreach users invariably express satisfaction with the Site's services.

5. PROTECTION OF HERITAGE RESOURCES



5.1. CONTEXT

Given the location of the Gulf of Georgia Cannery in a vibrant growing community it is not surprising that the Site has been threatened in the past and that the protection of its historical setting and adjacent land uses will continue to pose a challenge. In the early 1970's, heritage devotees, who were later to become members of the Gulf of Georgia Cannery Society, frequently had to intervene, or to influence others to intervene, to save the Cannery. Concerned that its 1976 commemoration might be in vain, the HSMBC alerted the Minister of the day to the threatened state of the Cannery. The HSMBC recommended that the Site be saved from imminent collapse and that its acquisition proceed without delay. That the Cannery survived as a historical landmark is testimony to the efforts of the Board, the Society and other heritage advocates.

5.2. CULTURAL RESOURCES OF NATIONAL SIGNIFICANCE

5.2.1. Definition of Level I and II Cultural Resources

Cultural resources, for the purposes of this Management Plan, are known as level I or II resources and are defined as follows:

Level I Cultural Resources are resources directly related to the reasons for the site's designation. The resources are valued for both their physical and associative attributes. Level I resources include the designated place, in situ resources within the administered place which have a direct relationship to the reasons for the site's designation, cultural resources identified in the HSMBC minutes as contributing to the historic significance of the designated place, and objects which have a direct relationship to the commemorative intent and to the site (these may be located within or outside the designated place).

Level II Cultural Resources are resources with historic value that are not directly related to the reasons for the site's national significance. This may include cultural resources associated with the West Coast Fishing Industry, but which are not directly associated with the Gulf of Georgia Cannery.

5.2.2. Built Heritage Resources at the Designated Place

Physical and Associative Attributes of the Structures

As an industrial Site the Cannery contains an important complex of inter-related structures, shown below in Figure 3. For a full discussion of the heritage resources of the Site, consult the Gulf of Georgia Cannery CIS Statement. The key contributions of each structure to the West Coast Fishing Industry, are described below, with a brief summary of the key associative and physical attributes.

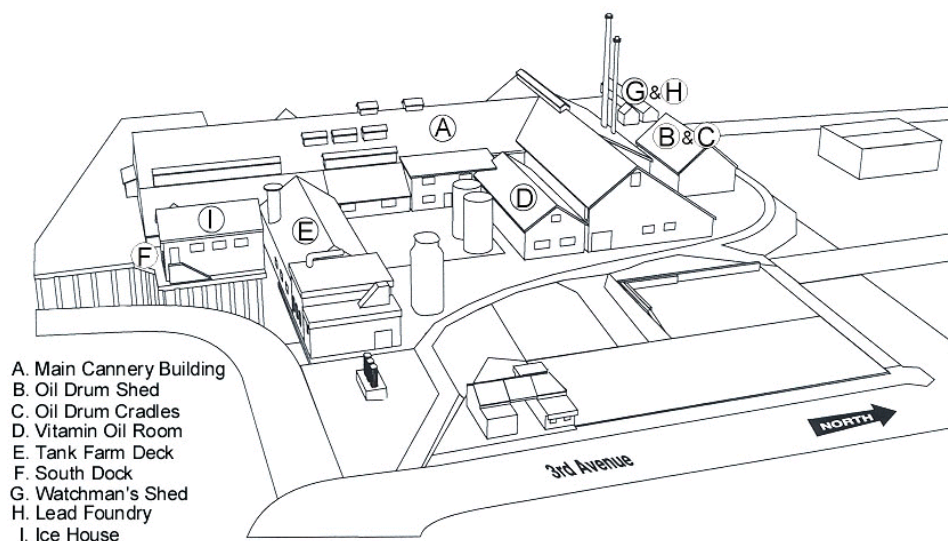


Figure 3: Heritage Resources of the Designated Place

5.2.2.1. Cannery Building (1894)

This structure is the much-modified Gulf of Georgia Cannery of 1894, originally built to contain the industrial processes required to process sockeye salmon into a canned commodity suitable for export. Adaptations were made to the building in accordance with changing industrial requirements over the years. Subsequent additions include the herring reduction addition of 1948, the dryer shed addition, built in 1956, the raising of the roof for the evaporator room equipment, and the second dryer shed extension added in 1964.

Associative Values:

- the Cannery symbolizes the evolution of the West Coast Fishing Industry over 100 years;
- its extensions and alterations reflect changing patterns of industrial production;
- the exterior form, interior volumes, constructional practice, and variety of finishes document its changing functions over time;
- the size and presence of the building reflects the large scale of the industrial fishing era it represents;
- the Cannery building is representative of large-scale fish processing and its role in the development of the industry and the economic development of a major region of Canada;
- the utilitarian structure and materials of the Cannery symbolize the profit-oriented nature of the industry;
- the building's physical prominence within Steveston reflects the importance of the industry within the community.

Physical Values:

- the Cannery is a large wooden-frame building situated on a wharf projecting over the Fraser River;
- the exterior colour scheme provides the main unifying element of the design;
- the exterior structure is characterized by a gable roof, with vents on each side;
- the basic design is characterized by the arrangement of industrially determined spaces;
- the building's structure reflects its internal orientation, as access is achieved from a limited number of points, and with very few window openings;
- the physical relationship of the building to navigable water is central to its historic function;
- the features and materials of the site are functional and utilitarian;
- the spaces (canning line), furnishings (in locker rooms), level 1 artifacts and equipment (ice house and herring reduction plant), graffiti, fasteners, dirt, oil, signs, fish scale deposits and patterns of wear testify to the previous use of the Cannery.

5.2.2.2. Oil Drum Shed (1941)

This building was erected in 1941 to serve as a storage area for fish oil drums. It was installed to hold the fish oil products of the herring reduction plant.

Associative Values:

- this building illustrates changes in the fishing industry and the industrial role of the Gulf of Georgia Cannery building in particular, especially the development of fish oil products during and after the Second World War;
- the exterior form and massing, interior volumes and construction and utilitarian finishes document the further evolution of the building and site.

Physical Values:

- the interior has an industrial character: unfinished; exposed structure; one volume open to the roof;
- the building's structure is supported on round timber posts and heavy timber beams; gable roof with metal cladding;
- organization of the building's spaces is related to its function, including the siting of a ramp on the west side, and a small one-person door on the east side.

5.2.2.3. Oil Drum Cradles (1941)

These structures were built as the supports for large fish oil tanks adjacent to the Oil Drum Shed, and were therefore part of the infrastructure installed to support the herring reduction plant operation.

Associative Values:

- the form and massing, materials and structure of the cradles document the development of fish oil products, as part of the evolution of the structure and site;
- the cradles are associated with the role of the site as a herring reduction plant after 1939.

Physical Values:

- the cradles consist of a timber structure supported by timber beams and posts;
- location of the cradles on the east side of the Oil Drum Shed reflects their function, as they were sited in proximity to the adjacent reduction processing within the Cannery.

5.2.2.4. Vitamin Oil Room (1940)

This building was constructed to house the storage, refining, and blending of fish oils, primarily from herring, as part of the reduction function. It is associated with the changing requirements of fish products; in this case, the demand for cheap protein generated by the Second World War, led to the canning of herring and herring reduction as a secondary process. Following the war, reduction became the primary focus of the Cannery.

Associative Values:

- this later addition to the site reflects changes in the fishing industry associated with the development of fish reduction technologies and plants, and their by-products;
- the exterior form and massing, interior volumes and construction and utilitarian finishes document the evolution of the site and building.

Physical Values:

- the form and fabric is consistent with the main Cannery building, including wood frame structure, gable roof with wood shingles; wood plank floor supported by heavy timbers on timber posts;
- the functional organization of space reflects the historic function, with four tank rooms located adjacent to a central processing area;
- the siting of the building and sliding door in proximity to the exterior Tank Farm Deck illustrates the need for easy access;
- the exterior form reflects that of the main Cannery building.

5.2.2.5. Tank Farm Deck (1940-43)

This structure served as a platform to provide storage for the oil by-products of herring reduction and canning.

Associative Values:

- this later addition to the site reflects the evolution of the fishing industry and the Cannery, i.e. the switch to herring reduction and fish oil by-products;
- the tanks on the deck reflect the historic use of the structure.

Physical Values:

- it is a wood plank deck supported on heavy timber beams and round wood posts;
- an integral feature is the ramp connecting the deck to land;
- two of the oil tanks of the original tank farm deck are still in-situ.

5.2.2.6. South Dock (original - 1906; reconstruction and addition - 1942)

A small 3 metre section of the South Dock is recognised as a Level I cultural resource. The larger dock structure has been modified and replaced over time, hence it is not recognised as a Level I cultural resource. The South Dock structure served as a fresh fish receiving wharf, as a loading and unloading area for Cannery supplies, as a boat storage area, and as a bluestone tank holding area. The bluestone (copper sulphate) was used in treating nets.

Associative Values:

- the dock provides a direct link to the Cannery's historical relationship with the river and its fishery, and the role played by the adjacent wharf in the unloading of fish for processing at the Cannery;
- the structure is associated with the historical functions of unloading fish for processing.

Physical Values:

- the form and fabrics have changed over time, but are consistent with early dock construction;
- the structure consists of wood plank decking supported on heavy timber beams and timber posts.

5.2.2.7. Watchman's Shed (1944)

This building served as the post for a watchman, to ensure security of the complex.

Associative Values:

- a later addition to the site, the watchman's shed reflects changes in the fishing industry; in particular enhanced security requirements during the war;
- the exterior form and massing, interior volumes and construction, and, interior finishes reflect the evolution of the building and site;
- the location of the shed at the entrance to the Cannery complex reflects the watchman's function.

Physical Values:

- the form and fabric is consistent with the main Cannery building, including a wood plank floor, timber joists; timber floor beams, and gable roof with cedar shingles;
- the structure is supported on timber posts and heavy timber beams.

5.2.2.8. Lead Foundry (1940)

Until the 1960s, this building was used as a foundry for the lead weights used in fishnets, which were housed in the adjacent Canfisco seine loft building. It was also used as a storage shed.

Associative Values:

- this later addition to the site reflects changes in the fishing industry;
- the interior, including two storage areas and one workshop area, reflects the function of the building.

Physical Values:

- the structure is supported on heavy timber beams and posts;
- the interior finishes, including wood shelves in the storage area, concrete flooring in the workshop; wood plank floor in the storage area, brick chimney, sliding door from workshop area, and unfinished walls, reflect the building's function;

5.2.2.9. Ice House (1943)

This structure was built to provide ice for the Canadian Fishing Company fleet. Ice made at the Canadian Fishing Company Home Plant, was shipped to the Cannery, where it was crushed and loaded onto boats, as well as used for the fresh salmon receiving and shipping function.

Associative Values:

- the exterior form and massing, interior volumes, structure and finishes document the evolution of the site. In this case, it relates to the development of domestic markets for fresh fish.

Physical Values:

- the location of the building over water and adjacent to the waterfront for easy access to ice by the fishing fleet reflects its historic function.
- the form and fabric of this building are consistent with the main Cannery building, i.e. as a wood frame structure and gable roof with wood shingles, supported on pilings over the water;
- the interior demonstrates prior use, including such features as freezer coils and a heavy insulated door, tall doors on the second level to bring ice into the building from deck level, concrete and wood plank flooring, and walls insulated by wood shavings.

5.2.3. Current Situation

Since the 1994 Management Plan there has been a significant effort made to protect and present the Site's built heritage resources. Despite a setback with the discovery of a serious powder post beetle infestation, considerable work has been completed to stabilize the Cannery complex. Stabilization of the historic structures, structural upgrading, installation of a sprinkler system and firewalls, roof repairs, and pile and wharf repairs highlight much of the completed work.

The replacement of deteriorated material and the application of the pesticide Timbor, approved by a CEAA review, have started to address the damage resulting from the powder post beetle infestation. Continued monitoring of this infestation is necessary.

Heritage recording of all structures in the complex, which began in 1993, will be completed. This Plan offers an opportunity to assess the Site's Conservation and Maintenance Strategy, to expand a contingency plan for flooding to include other potential disasters such as an earthquake or fire and to install and evaluate exhibits and other interpretive messages associated with built heritage. This Plan will also re-evaluate the proposals of the 1994 Plan for the Ice House and the East Mezzanine.

5.2.4. Strategic Goal, Objectives and Actions

Strategic Goal

To ensure built heritage resources that symbolize or represent national historic importance of the Gulf of Georgia Cannery National Historic Site 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 Site;
 - to maintain the location, orientation, design, style and scale of the historic resources;
 - to protect the physical evidence documenting the evolution of the building;
 - to maintain internal and external visual perspectives to the massing and size;
- to document and maintain the original fabric, form, construction technology and elements providing evidence of function in accordance with accepted conservation practices.

Actions:

- continue to give priority to protection, maintenance and public safety in the management of level I resources;
- develop a database to inventory, record and maintain records, drawings, photo records, as found plans and as built plans for level I and level II resources;
- review and update the Site Conservation and Maintenance Plan for long term preservation and maintenance of level I and level II resources; including appropriate methods to mitigate visitor impacts on the historic fabric and monitoring the powder post beetle infestation;
- assess and improve as required, the presentation of built resources in the presentation strategy for heritage values of the level I structures, establish learning objectives for these values and monitor understanding of these values;
- complete heritage recording as new development of areas is completed, including the new gallery and orientation area, the Herring Reduction Plant and remaining parts of the Ice House;
- develop a comprehensive site disaster plan to preserve heritage resources in case of emergency, including preventative measures and post disaster procedures;
- cancel the proposed conversion of the Ice House into a restaurant and Upper Mezzanine into administration offices as candidate capital projects for the Cannery, per the 1994 Management Plan. This action is proposed based on the drastic level of physical intervention to these historic structures which would be required to implement these contemporary use proposals. This would result in a clear and consequent negative impact on the Site's commemorative integrity.

5.3. MOVEABLE CULTURAL RESOURCES

5.3.1. Scope of Collections

The Gulf of Georgia Cannery collections are composed of culturally significant objects and materials (historic objects, archaeological artifacts, historic library materials) and reproductions that are to be used for interpretive purposes. These collections are largely industrial by nature, and/or associated primarily with the harvesting and processing of fish on Canada's West Coast. They fall into three main categories of provenance:

- 1) Extant objects and materials, including archaeological artifacts, acquired by Parks Canada prior to the opening of the Site in 1994, such as in situ machinery associated with the herring reduction plant and historic objects and materials related to the West Coast Fishing Industry.
- 2) Historic objects and materials acquired by the Gulf of Georgia Cannery Society or Parks Canada, which were used at the Gulf of Georgia Cannery and/or in the West Coast Fishing Industry.
- 3) Reproductions, including facsimile materials, and objects and materials of either a contemporary or historic nature, acquired by Parks Canada or the Gulf of Georgia Cannery Society, for use in interpretive displays, demonstrations and educational programs and for reference purposes.

5.3.2. Values

Associative Values:

- the herring reduction plant consists of machinery installed at the Gulf of Georgia Cannery - technologies which responded to changes in the industry;
- the herring reduction plant is typical of reduction plant technology, which uses a system of cookers, presses, conveyors, and dryers to process herring into fish oil and meal products;
- variations in colour and design of equipment reflected the nature of the industrial activity; form followed function;
- the artifact collection consists of objects that relate to fishing equipment, gear, and associated documentation collected by Parks Canada and the Society to honour the community;
- the variety of materials and fabrication techniques shown by the artifact collection exhibits the diversity and complexity that the industry required to function efficiently;
- the large-scale of objects itself communicates the scope and scale of an industrial fishing operation.

Physical Values:

- the majority of the herring reduction plant is composed of ferrous metal;
- smaller moveable objects are composed of ferrous metal, wood, cotton and linen;
- the placement of the herring reduction equipment within the Cannery reflects its utilitarian function when it was in use, as well as the appropriation of technology from other industries;
- many artifacts and equipment show an adaptation of function by showing additions or modifications of existing machines which improved functioning or eased operation (e.g. hand-wheel located 15ft. overhead was modified with a welded extension so that it could be turned on or off without using the overhead catwalk);
- patterns of wear, added improvements to the function of the object, graffiti, use of varied materials and finishes show the industrial nature of the site.

5.3.3. Current Situation

The Site's current collection includes level I and level II artifacts, objects, and archival material. A Scope of Collections Statement has been completed. An inventory of the site's collections is underway and a comprehensive evaluation of this material to identify level I and level II resources has been initiated.

An exhibit maintenance manual has been developed for site exhibits. The manual covers only those artifacts and objects that are on display and does not include those that are in storage. A huge amount of work has been completed conserving and stabilizing the variety of artifacts in the collection. The size, materials and almost structural nature of the artifacts have created many challenges. The Canning Line exhibit has proved popular with visitors. The Herring Reduction Plant has been stabilized and prepared for an exhibit.

Level I and II artifacts and objects are on display in exhibits and are used for interpretive programs. Recently installed exhibits and new interpretive programs present the individual values of artifacts and utilize them to present messages of national significance. Evaluations are planned to assess the effectiveness of the Site's presentation strategy.

Parks Canada and the Society have completed contribution, operating and lease agreements. The operating agreement addresses the responsibility for the protection of collections and makes provisions for the loan of artifacts and for Society access to Parks Canada's collections and information systems.

5.3.4. Strategic Goal, Objectives and Actions

Strategic Goal

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

Objectives:

- to inventory, evaluate, manage, protect, maintain and present artifacts, moveable objects, collections and records owned and managed by Parks Canada and the Society according to currently accepted conservation practices and in accordance with Parks Canada's Cultural Resource Management Policy and other relevant policies or agreements;
- to present historic objects from both collections appropriate to their values and ensure access for research and interpretation.

Actions:

- develop and implement a conservation maintenance strategy for Moveable Cultural Resources for both short and long term requirements, emphasizing preventative conservation measures;
- based on current Cultural Resource Management policies and procedures, maintain an accurate inventory and provide for the care and maintenance of the collection to identify level I and level II resources;
- update collections management information and incorporate this information into Parks Canada's computerized Artifact Information System (AIS) and compatible software;
- review and evaluate all collection strategies to ensure they are compatible with Site operations and with relevant policies and directives;
- assess, through evaluation, the presentation and protection of artifacts in the presentation strategy, to determine how well they support messages of national significance;
- develop a comprehensive site disaster plan to protect and preserve moveable resources in case of emergency, including preventative measures and post-disaster procedures.

5.4. ARCHAEOLOGICAL RESOURCES

5.4.1. Archaeological Record at the Cannery

A number of archaeological studies have been carried out at the Cannery dating from a pre-liminary archaeological assessment in 1987. Study objectives have been tied to assessment of developments such as the parking lot, or to structural interventions at the Cannery as at the Lead Foundry and the Oil Storage facility. Preliminary investigations were also carried out in search of the former homes of Japanese workers and other cultural communities. Archaeological artifact data has also been assembled for the materials recovered.

5.4.2. Current Situation

The 1994 Management Plan identified archaeological resources in the inter-tidal area between the cannery structures and in upland areas north and east of the main Cannery building. It was decided at that time to conduct archaeological work primarily as a mitigating measure in areas where ground disturbance was proposed.

When a gravel parking lot north of the main cannery building was installed, it was determined that archaeological resources would not be disturbed if the parking lot was constructed on top of them. There was a continuing concern over the drainage that would be required if the parking lot was constructed with curbs and storm drains.

The State of Parks Report of 1997 awards the Cannery a poor rating for "Archaeological Sites". The Report notes that, "knowledge of archaeological features [is] limited at best; archaeological excavations established the presence of resources but no detailed investigation [was] undertaken".

While the progress of archaeological studies at the Site has been uneven, the conclusion of the 1997 State of Parks Report appears rather negative, considering the information that has been assembled and its potential application to the Site's protection and presentation programs.

It is true that other cultural resource management issues and operational requirements at the Cannery were priorities for the last few years. This Management Plan, therefore, provides an opportunity to develop a comprehensive research and resource management strategy to address previous deficiencies in identifying, protecting and presenting archaeological sites and resources.

Future Site development in areas such as the parking lot will require an archaeological assessment. It will be incumbent on the Site to provide appropriate assistance and encourage owners of adjacent property to consider the implications to archaeological resources and landscape vestiges in their future development plans.

5.4.3. Strategic Goal, Objectives and Actions

Strategic Goal

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

Objectives:

- to continue to document the archaeological record of the Cannery;
- to identify, protect, maintain and present the archaeological sites and resources that relate to commemorative intent;
- to identify archaeological sites and encourage the owners of adjacent properties to protect and maintain the archaeological resources related to commemorative intent.

Actions:

- develop a strategy to implement a detailed archaeological investigation and assessment of the Site;
- after identifying archaeological sites and resources, demonstrate leadership and collaborate with other authorities and landowners to identify, record and protect archaeological resources and landscape vestiges within the designated place, the Site's historical setting and its adjacent land use;
- assess the Site's current presentation program to develop and implement a presentation strategy to:
 - present the heritage value of the archaeological sites, resources and landscape vestiges;
 - establish broad public and client learning objectives for these values;
 - monitor public understanding of these values;
 - offer a variety of on-site programs, developed to gain a broad public and client understanding of the heritage values of landscape vestiges, archaeological sites and resources.

5.5. HISTORICAL SETTING

5.5.1. Current Situation

Many impairments that threatened the Cannery's historic context have been addressed through the collaborative efforts of Parks Canada, the Gulf of Georgia Cannery Society and the various Cannery neighbours. Fisheries and Oceans Canada and the Steveston Harbour Authority have been very co-operative in ensuring that the heritage value of the properties owned by these agencies are respected. A Memorandum of Understanding has been concluded for the use of, and access to, the dock and wharf. Controlled access for interpretive tours will be permitted.

The Tin Shed site (the vacant property slightly west of the cannery) will remain the jurisdiction of Fisheries and Oceans Canada. This property is currently being considered for lease to the City of Richmond as a small park and/or local tourism project. The Gulf of Georgia Cannery Society is represented on the project committee and Parks Canada will be able to review any proposals for the development of property. All interested parties are aware of the desires of the Society and Parks Canada to protect the Cannery's historical setting and to encourage maintenance of existing land uses around the site. As well, Fisheries and Oceans Canada and the Steveston Harbour Authority understand the importance of maintaining the heritage character of the Netloft. Parks Canada will review any proposed intervention to the structure. Recently installed exhibits and new interpretive programs present messages associated with the Site's historic setting to the public. Formative evaluations are planned to assess the effectiveness of the Site's presentation strategy.

Additional research needs to be carried out to understand more fully the heritage values of the Cannery's historical setting. The sources and locations of relevant research need to be identified for easy access and future retrieval. Parks Canada and the Gulf of Georgia Cannery Society have negotiated contribution, operating and lease agreements. The operating agreement addresses the responsibility for fostering the protection of the Cannery's historical setting and Site context.

Finally, to improve visitor orientation to the overall Cannery complex, a Site Image and Land-scape Strategy is being developed to establish guidelines for contemporary exterior features, such as benches and signage.

5.5.2. Strategic Goal, Objectives and Actions

Strategic Goal

To suggest measures and take actions that will protect the Site's historical setting and compatible adjacent land uses.

Objectives:

- to work in collaboration with the Gulf of Georgia Cannery Society to maintain the heritage character of the structures;
- to work with the owners and operators of the Canfisco Netloft and other fishing buildings in the immediate vicinity of the complex to maintain the heritage character of the structures;
- to work with local residents, the Society, the City of Richmond, the Steveston business community and land owners to maintain the heritage character of the Village of Steveston;
- to co-operate with the Steveston Harbour Authority, Fisheries and Oceans Canada and other land owners to maintain the fishing industry character of the immediate area;
- to encourage the maintenance of the historic siting/orientation of the existing historic structures;

- to reveal through the presentation of the Site, the historic significance of the immediate and larger cultural landscape;
- to encourage the maintenance of unobstructed views from the dock to the buildings, from the Site to the Village of Steveston, from Moncton Street to the Cannery and the Site to the Cannery Channel;
- to encourage landowners responsible for contemporary development around the Site to respect the commemorative values of the Cannery's historical setting and the contextual advantages of a surrounding historic fishing village.

Actions:

- assess and compile existing research, prepare an annotated bibliography and identify knowledge gaps regarding the Cannery's historic setting and adjacent land uses;
- undertake historical research of primary and secondary sources to identify the Site's historic patterns of growth and development over time;
- evaluate the Site's current presentation program to include in the presentation strategy the commemoration values of historic setting, establish broad public learning objectives and monitor understanding;
- demonstrate leadership and collaborate with adjacent property owners to present, and where possible, protect other heritage defining features of the Steveston area;
- encourage the protection and provide for the presentation of all level I structures as integral parts of the Cannery's historical setting;
- monitor, assess and recommend appropriate action to mitigate impacts on the integrity of the Site's historical setting and adjacent land uses, including contemporary development;
- monitor identified sightlines to encourage the preservation of the Cannery's visibility from various vantage points as a former industrial complex on an industrial fishing waterfront;
- participate actively in local community planning, such as the City of Richmond's revised Official Community Plan;
- co-operate with Fisheries and Oceans Canada, the Steveston Harbour Authority and City of Richmond to ensure that Site heritage values are respected in the proposed Tin Shed site development;
- ensure that the heritage values of the Cannery's historical setting and adjacent land uses are respected in the development and implementation of the Site's Image and Landscape Strategy.

6. HERITAGE PRESENTATION



6.1. CURRENT SITUATION

The Cannery's Commemorative Integrity Statement of 1998 post-dates the 1994 Management Plan. The Site has made a concerted effort since 1998 to ensure that messages of national significance have been fully incorporated into the Cannery's presentation program. The Gulf of Georgia Cannery provides a dynamic presentation offer, including personal interpretation tours, demonstrations, exhibits, displays, special events, workshops, lectures, school, ESL and outreach programs.

Flexible exhibit space within the main Cannery building is used for temporary and travelling exhibits, art shows and photographic presentations. Exhibit development will continue with the opening of a Children's Discovery Room and the opening of the Herring Reduction Plant exhibit. A Time Line exhibit focussing on the chronology of the development of the West Coast Fishing Industry, including the role of First Nations and the development of a diverse labour force in the fishing industry, has been proposed for the site. Unfortunately, this initiative must be postponed until funding can be secured through the field unit's operational budget. When this initiative does proceed, it will contribute significantly to the goals outlined in the Cannery's Vision.

6.2. IDENTIFYING THE AUDIENCE

The Gulf of Georgia has three established primary markets, composed of local residents in either Steveston or Richmond, tourists from the Lower Mainland and the rest of British Columbia and visitors from out-of-province and outside of Canada.

There are special groups, which will be very important for this urban Site, such as school groups, ESL, adult organized groups, outreach users and specialists. The Cannery may also appeal to a secondary market of commercial tours, based either in or outside of Vancouver.

6.3. MESSAGES OF NATIONAL SIGNIFICANCE

The nationally significant messages for the Gulf of Georgia Cannery National Historic Site flow directly from its statement of commemorative intent. Integral to the understanding of these messages of national significance are a number of supporting components. Generally, this site commemorates the development of Canada's West Coast Fishing Industry from the 1870s to the modern era. The Cannery complex is the specific site through which the messages pertaining to the industry's development are to be communicated. Key messages which are needed to communicate and convey the spirit of the commemoration include the following:

Canada's West Coast Fishing Industry from the 1870's to the modern era is a theme of national historic significance:

- an industry that exerted a marked impact on Canada's economic development;
- an industry closely identified with the emergence of British Columbia as a major province and region of Canada;
- an industry with a far-reaching impact on the economic and social life of the people of British Columbia, and on the province's cultural landscape.

Steveston was an important centre of the West Coast Fishing Industry:

- the strategic siting of Steveston at the mouth of the Fraser River, the largest of BC's Salmon runs;
- the life cycle of the salmon in the Fraser River and its relationship to the establishment of Steveston and the Cannery;
- the development of Steveston as a major centre of fish processing activity in the late 19th and 20th centuries;
- the physical and historical relationships of Steveston to ocean transportation for overseas markets, and land transport to markets in the Lower Mainland and Canada;
- Steveston, both as a distinctive and as a representative fishing community, illustrative of the experience of other fishing towns up the BC coast.

The physical structure of the Cannery complex illustrates the development of the West Coast Fishing Industry:

- the Cannery's original layout and physical form as the representative of the form of hundreds of canneries up and down the coast;
- the Cannery's role in salmon processing and the relationship of the physical structure to this role, i.e. the original "L" shaped form for salmon canning, and changes to the physical structure to accommodate increased demand for salmon products (i.e. 1897 and 1906 additions);
- further changes in the physical structure in the 1940's to accommodate the herring reduction function;
- the Cannery's establishment was typical of numerous canneries in the context of the West Coast Fishing Industry in the late 19th century;
- the species of fish processed at the Cannery, i.e. salmon and herring, and its industrial processing infrastructure were representative of the canning processes at other canneries on the BC coast.

Contextual Messages

Beyond the key, nationally significant messages, a number of valued complementary or contextual messages are integral to the understanding of why the Gulf of Georgia Cannery is of national historic significance. To this end, the following contextual messages have been developed:

The evolution of fishing methods and processing technologies was integral to the development of the West Coast Fishing Industry:

- changing methods and associated technologies and material of West Coast fishing, 1870's to the present;
- changing technologies of canning and processing, and their specific impacts on the labour force;
- the impact of external developments and markets are reflected in changes to the complex, its technologies, and workforce.

The contributions by men and women of many origins were central to the West Coast Fishing Industry:

- the long-term role of First Nations people in the West Coast fisheries in the pre-industrial era; in fishing for industrial canneries; and in labouring in the canneries;
- the role of the Chinese workers in processing plants;
- the role of the Japanese as boat builders, in fishing and processing;
- the role of persons of European origin in the fishing industry;
- the role of women of various cultural communities in the West Coast Fishing Industry,
- the gender tying of particular tasks;
- the hiring of women to replace male workers during the two World Wars.

6.3.1. Delivery of Messages of National Significance: Method and Location

The typical visitor experience at the Gulf of Georgia Cannery includes a guided tour of the Site, supplemented with exhibits and displays. For an introduction to the Site and its messages of national significance, for ensuring emphasis on subtle aspects of the Cannery's heritage, such as the contributions by men and women of many origins, and for responding to questions stimulated by the displays, structures and collections, there is no substitute for the personal touch. This applies to all segments of the Cannery's projected clientele.

Since personal services will not always be available, visitors can use the self-guided brochure to introduce themselves to the Site and to the variety of media on site. Site interpretive media, including the Canning Line Exhibit and Dock Tour, address the site's messages of national significance. To date, these exhibits have proven to be a hit, as both educational for parents and fun for children. The film *Journey Through Time*, presented in the Boiler House, provides an excellent introduction and overview to the Cannery and the West Coast Fishing Industry. The Herring Reduction exhibit (completed in 2001) further reinforces the site's key messages. As well, self-guided interpretation media draw attention to the roles of women and other cultural communities in the coast fishing industry, and at the site.

Outreach programming is in the process of development, at the time of writing this plan. Like the rest of the presentation program it will focus on delivery of all the defined national messages.

6.3.2. Delivery of Messages of National Significance: Measuring Effectiveness

The Gulf of Georgia Cannery is still a developing Site, with either recently installed exhibits or displays that are just being crafted. There has not been a long period to evaluate visitor feed-back. Nevertheless a number of methods have been developed or will be developed to ensure key messages of national significance are communicated. An initial visitor survey was carried out in 1997 to assess visitor feedback and to direct future staff training. This was followed by both a qualitative and formative evaluation by interpreters during guided tours both with the general public and school visitors. Results obtained from these analyses and from periodic, short-term interviews with visitors, will direct future interpretive training for both staff and volunteers.

Once full development is achieved at the Cannery, a second visitor survey will be undertaken, as well as formative evaluations of school programs, exhibits and the Canneries Internet Web Site. Analysis of these data, combined with the essential ingredients of operational experience, should assist in the identification of any problems in conveying messages, so that corrective action can be taken to ensure nationally significant messages at the Cannery are both understood and appreciated.

6.3.3. Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that the reasons for the national significance of the Gulf of Georgia Cannery and its role in Canadian history will be effectively communicated to the public.

Objectives:

- to ensure Canadians and visitors understand the key components of commemorative intent at the Gulf of Georgia Cannery;
- to ensure the public understands the national significance of the Cannery, its geographic context and the historic relationship of the Site to the West Coast Fishing Industry;
- to ensure messages of national significance are not overwhelmed by other messages on-Site;
- to ensure messages and Site resources are presented with integrity, conjunctural information is acknowledged and authentic and recreated resources are distinguished;
- to ensure Site visitors have a full historical experience, have full access to all key resources and viewing vistas and a full understanding of the Cannery's significance;
- to ensure Parks Canada and the Gulf of Georgia Cannery Society are cooperating with stakeholders to present the full significance of the Site;
- to ensure the Gulf of Georgia Cannery becomes a treasured community and regional tourism and educational resource.

Actions:

- assess the Site's current presentation program to enhance the presentation strategy:
 - give priority to presenting national messages, establish broad public and client learning objectives for these messages and monitor public understanding of these messages;
 - offer a variety of on-Site and outreach programs designed to gain broad public and client understanding of messages of national significance;
 - ensure that reproductions are distinguished from level I and level II resources;
 - provide information to the public to introduce the concept of Cultural Resource Management;
 - identify and present commemoration linkages to other national historic sites that commemorate other aspects of Canada's fishing heritage;
 - collaborate with other local heritage sites to reciprocate in the presentation of each site's respective heritage values.

6.4. MESSAGES NOT DIRECTLY RELATED TO NATIONAL SIGNIFICANCE

6.4.1. Context

An important element of commemorative integrity for the Gulf of Georgia is respect for the Site's level II values. Some examples of these values are the level II cultural resources and messages related to these resources, the role of the Gulf of Georgia Cannery within the system of National Historic Sites, the handling of research materials under the care of the Site and relationships with the heritage and surrounding community. While priority will be attached to presentation messages of national significance, these other messages will be part of the overall interpretation mix.

6.4.2. Level II Cultural Resources

As indicated in 5.3 an inventory and evaluation of collections is planned. This will include level II artifacts and archaeological resources that are not directly related to the designated place or the Site's historical setting. Level II resources form an appropriate part of the Site's presentation program.

6.4.2.1. Secondary Messages

Presentation of these other messages are appropriate to the Site's Commemorative Integrity Statement. The development of new exhibits and programs requires an evaluation of the effectiveness of message delivery.

6.4.2.2. System of National Historic Sites and Protected Areas

The family of National Historic Sites of Canada is presented in Site programming. This includes not only thematically related national historic sites, such as the North Pacific Cannery, but the complete national system of sites, parks and protected areas, including marine conservation areas. Of particular relevance to the Gulf of Georgia Cannery, given the Site's presentation messages related to the West Coast Fishing Industry, is the current National Marine Conservation Area initiative focussing on the Gulf Islands.

6.4.2.3. Site Research Materials

The Gulf of Georgia Cannery has a library that is accessible to the public and researchers. The Society maintains an archive and has received support from the Province of British Columbia. The Society is a member of the Archives Association of British Columbia. Research materials are inventoried and security measures are in place for access to the library/archives.

6.4.2.4. Community

The Site is a vibrant part of the local community. The membership of the Society Board illustrates the close association and interaction between the community and the Site.

6.4.3. Audience, Methods, Location and Measurement

Other messages are primarily directed at the local or regional audience, particularly specialists, although aspects of these messages will appeal to all visitors. These messages will be conveyed almost exclusively through exhibits and displays in the main Cannery building and the delivery will be measured as part of the larger study of presentation effectiveness.

6.4.4. Strategic Goal, Objectives and Actions

Strategic Goal

To ensure that, while providing for the Site's overall integrity, values not directly related to the Site's national significance will be respected.

Objectives:

- to inventory, evaluate, maintain and monitor messages not directly related to national significance;
 - to present these messages with integrity and to ensure they do not overwhelm messages of national significance;
 - to acknowledge conjectural information and to distinguish authentic from recreated resources;
- to present to the public and ensure their understanding of the role of the Gulf of Georgia Cannery within the system of national historic sites, national parks, protected areas and the identity of Canada;
 - to reveal the value of research materials through the presentation of the Site;
 - to distinguish between authentic and recreated resources;
 - to document and protect Site research materials;
 - to ensure the community and the Site share an understanding of the Site's level II values and that these values are respected in all decisions affecting the Site.

Actions:

- assess the Site's current presentation program to develop and implement a presentation strategy to:
 - present the Site's level II heritage values, establish broad public and client learning objectives for these values and to monitor public understanding of these values,
 - offer a variety of on-site outreach programs designed to gain a broad public and client understanding of the Site's other heritage values;
- identify and present thematic linkages with other national historic sites, national parks and protected areas;

- develop and implement a strategy for the preservation and maintenance of level II resources and Site research materials to:
 - protect level II resources to the same standard as level I resources,
 - provide appropriate physical and intellectual access to Site 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, local associations and the general public to support and contribute to the operation of the Site.

7. VISITOR USE AND SERVICES



7.1. CONTEXT

The Gulf of Georgia Cannery is open for public visitors from April 1st to October 1st every year. During its six month operating season approximately 20,000 visitor's tour the Cannery. In most cases, few visitors have much prior knowledge of the site, nor the coastal fishery. Site staff are committed to creating a memorable and informative visitor experience, ensuring that visitors leave with an appreciation for the national significance of this site.

7.2. HERITAGE TOURISM AND MARKETING

7.2.1. Current Situation

The Vision for the Gulf of Georgia Cannery portrays a flagship National Historic Site of Canada, with a significant impact on the local and regional tourism industry. To achieve this vision, Parks Canada and the Gulf of Georgia Cannery Society need to attract appropriate segments of the tourism market to the Site and provide for satisfactory visitor services either on-site or in the surrounding area. This will contribute markedly to a successful Site tour and to a positive economic impact in Steveston and Richmond.

Marketing the Site to ensure it meets its Vision is the responsibility of both Parks Canada and the Gulf of Georgia Society. The Site has a detailed Annual Marketing Strategy that is reviewed and approved by the Site Steering Committee, a joint Parks Canada and Society body that governs the Site. The Market Strategy is used for both planning and evaluation. It is linked with the Parks Canada Coastal British Columbia Field Unit Strategic Marketing Study. Basically, the Society will handle the marketing of the Cannery in the local area and the lower mainland, while Parks Canada directs the provincial and national marketing of the Site.

A number of issues have to be addressed before the Marketing Strategy for the Cannery is finalized, beginning with the need to document visitor trends over the next few years. While candidate target markets have been identified within the Cannery's market area, more needs to be known about these groups. There are also knowledge gaps regarding how to accommodate visitor languages other than English or French, how to market to schools with declining field trip resources and how to make the Cannery more attractive to conventions and workshops.

After considerable effort by the Site to provide directional signage for visitors, there is still the need to increase the visibility of the Site. The City of Richmond has implemented a local point of interest signage project, called "Points of Pride", which includes the Site.

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 at the Gulf of Georgia Cannery commensurate with the commemorative integrity of this National Historic Site of Canada.

Objectives:

- to continue to develop and market opportunities for high quality heritage experiences;
 - to ensure that heritage tourism via the Marketing Strategy is an integral part of Site operations;
 - to work with the regional tourism industry to promote an understanding and an implementation of the Site's Marketing Strategy;
 - to collaborate with the community to ensure an understanding of Site values and that they are respected in all decisions affecting the Site;
- to manage increased visitation so as to leave the Site's nationally significant heritage resources unimpaired for future generations;
 - to encourage creative and innovative marketing;
 - to encourage creative and innovative service offers and facilities that create heritage tourism opportunities and respect the Site's commemorative integrity.

Actions:

- continue to collaborate with local, regional, provincial and tourism authorities to
 - collect and analyse visitor research;
 - encourage the development and promotion of tourism products and services associated with the Site that enhance visitor understanding of messages of national significance;
 - market tourism opportunities and services in the region and local community;
 - develop and implement education, outreach, interpretation and marketing opportunities associated with the Site.
- continue to provide the tourism industry with timely information about fees, tourism opportunities, visitor safety information and data on impacts to the commemorative integrity of the Site;
- co-operate with the City of Richmond and the Ministry of Highways and Transportation to improve directional signage for the Site.

7.3. VISITOR SERVICES

7.3.1. Context

An important consideration in a successful Site is ensuring that the visitor, having been attracted to the Site, has a memorable and enjoyable experience. While part of a quality experience rests with a Site's heritage resources and presentation programs, part of it as well rests with its visitor services, from common services such as adequate parking and washrooms, to special programs and facilities for the disabled. Where restaurants or shops are not provided on-Site, it is important that these services be available locally.

7.3.2. Current Situation

Visitor services have continued to expand and diversify since the previous Management Plan. Fisheries and Oceans Canada recently agreed to transfer the Administration Building and parking lot to the Cannery. The administered property is now a significant complex of heritage structures, providing visitors with a host of basic amenities to ensure that their Site tour is comfortable and conducive to a positive experience, while still respecting the industrial nature of the Site.

The Gulf of Georgia Cannery Society is responsible for visitor services at the Cannery. The Site provides access and services for persons who are differently-abled. FM headsets are available and much of the new exhibit media is designed to ensure people have an opportunity to see, hear or touch. There is room for improved site access. It has been suggested that a wheel chair should be available.

The Cannery is developing an image strategy to address on-site contemporary services or improvements, such as landscaping and signs, to ensure heritage values are respected. Because of the number of restaurants in the local area, there is no need to provide such services on-Site.

7.3.3. 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, while ensuring the Site's values are respected in all decisions and actions affecting the Site.

Objectives:

- to provide services and facilities that respect the Site's commemorative integrity and that are implemented in accordance with current cultural resource management principles and practices;
 - to develop and market opportunities for high quality heritage experiences that includes co-operating with the community and tourism industry;
 - to provide information and awareness of the Site to all market segments;
 - to provide services and facilities accommodating both individuals and large groups, that will orient visitors to the Site, convey its messages of national significance and its level II heritage values and serve as an introduction to Parks Canada;
- to utilize services in the surrounding area to provide for such services as restaurants and shops.

Actions:

- assess the delivery and design of site programs to ensure they are still appropriate to the Site's client groups and provide basic comfort and safety to these visitors;
- up-grade the system for compiling visitor statistics and monitor these data on a regular basis in order to:
 - consider market trends to guide investment, operational and marketing decisions for the operation of the Site;
 - ensure that the decisions are in keeping with cultural resource management guidelines and respect commemorative integrity.
- as conditions warrant, replace directional signs and information to conform with Parks Canada's corporate identification strategy;
- ensure that protection and presentation of the Site's level I resources and messages will be given priority for Site visitor capacities and in the provision of visitor services and facilities for the Site;
- develop and implement an access strategy to appropriately address the requirements of differently-abled visitors;
- ensure that the present and future on-Site signage follows the site image strategy and heritage values;
- continue to support the local private sector by utilizing existing services in the Steveston area to provide for services such as restaurants and shops that are neither essential to on-site programming nor central to the role of the Site.

8. SITE ADMINISTRATION AND OPERATIONS



8.1. PROPERTY AND ADJACENT LAND MANAGEMENT

8.1.1. Current Situation

Section 5.5 discussed several key land and cultural resource management issues from the perspective of protecting the Cannery's historical setting and adjacent land uses. Specifically, Fisheries and Oceans Canada, the Steveston Harbour Authority and Canfisco have come to appreciate the heritage values of the Site. While existing cooperative work arrangements have sufficed to date, the Cannery would benefit from formalizing the agreements between Parks Canada and Fisheries and Oceans Canada associated with property and adjacent land management.

8.1.2. Strategic Goal, Objective and Action

Strategic Goal

To foster the protection of the Cannery's historical setting and adjacent land uses.

Objective:

- to examine options to formalize understandings, agreements and procedures between Parks Canada and Fisheries and Oceans Canada with regard to adjacent lands management.

Action:

- meet with Fisheries and Oceans Canada to formalize and confirm understandings, agreements and procedures related to the protection of the Cannery's historical setting and adjacent land uses.

8.2. ROLE OF THE GULF OF GEORGIA CANNERY SOCIETY

8.2.1. Current Situation

It was noted earlier that some members of the Gulf of Georgia Cannery Society have been involved in the Cannery Site prior to its designation as a National Historic Site. Since April 2000 the Gulf of Georgia Cannery Society has assumed full operational responsibility for the Cannery, including the collection of visitor fees. The Society is responsible for visitor services, interpretation, marketing and minor maintenance of buildings, exhibits and collections. Specific Society and Parks Canada responsibilities are laid out in Appendix "A". Revenue collection procedures are cited in Appendix "B".

Society members and staff have attended Parks Canada's introduction to Cultural Resource Management course and will be offered other training opportunities relevant to Site operations.

8.2.2. Strategic Goal, Objectives and Actions

Strategic Goal

To apply the operating agreement designating the Gulf of Georgia Cannery Society as the group responsible for Site operations.

Objectives:

- to adhere to all Parks Canada policy and legislation and applicable federal and provincial statutes and regulations in the management and operation of the Site;
- to provide service to clients.

Actions:

- operate and administer the Gulf of Georgia Cannery based on appropriate Government and Parks Canada policies and directives, including such documents as a Site operations manual;
- provide opportunities for existing and seasonal staff to participate in Cultural Resource Management and other training;
- utilize the operational agreement with the Society as the basis for Site operations and monitor same to ensure it continues to meet stated objectives;
- permit the Society to collect and retain visitor fees for the Gulf of Georgia Cannery.

8.3. ROLE OF PARKS CANADA

8.3.1. Current Situation

Parks Canada retains responsibility for capital development at the Cannery and for major re-capitalization expenditures. As well Parks Canada is to be charged with financial and policy-setting responsibilities for the Cannery, to ensure federal standards are met for commemorative integrity, environmental stewardship, site budget preparation and federal standards for official languages. Parks Canada's financial resources are allocated based upon a) protection of commemorative integrity; b) as financial resources allow; and c) in order of priority. Finally Parks Canada has an on-site presence to ensure liaison with the Society and to address policy issues that may arise.

8.3.2. Strategic Goal, Objectives and Actions

Strategic Goal

To apply the fundamental accountabilities of the Coastal British Columbia Field Unit Business Plan to the administration and operation of the Gulf of Georgia Cannery.

Objectives:

- to provide capital funding for Site development and re-capitalization funding thereafter as financial resources allow, and according to priorities based upon respect for commemorative integrity;
- to provide operational funding for the Gulf of Georgia Cannery Society and to support Parks Canada's operational presence on-site;
- to ensure the Gulf of Georgia Cannery Society adheres to all Parks Canada policy and legislation and applicable federal and provincial statutes and regulations in the management and operation of the Site;
- to establish leadership by example, demonstrate and advocate cultural and environmental heritage ethics, principles and practices and assist and co-operate with others to ensure and promote the maintenance of commemorative integrity;
- to ensure public funds are used in a wise and efficient manner.

Actions:

- complete capital development for the Cannery and commence Site re-capitalization, as required and as resources allow;
- provide the Society with the required Government and Parks Canada policies, procedures, operational manuals and training opportunities;
- ensure that the Canadian Environmental Assessment Act is incorporated into planning to assess the environmental impacts of projects before they are undertaken;
- develop and implement a site emergency preparedness strategy, that incorporates human, historic resource and contemporary resource safety strategies to identify efficiencies and establish priorities;
- implement the Gulf of Georgia Cannery National Historic Site of Canada Law Enforcement Plan;
- link the Coastal BC Field Unit's business plan with that of the Society to coordinate budget preparation for the Site;
- provide for an on-site operational presence;
- monitor and periodically evaluate the effectiveness and efficiency of the operational agreement for the Site in collaboration with the Society;
- consult on an on-going basis with the Gulf of Georgia Cannery Society.

9. ONGOING PARTNERSHIPS AND PUBLIC INVOLVEMENT



9.1. CURRENT SITUATION

The Gulf of Georgia Cannery Society is a key partner for Parks Canada, not only for operational issues but for advice on broader policy matters, liaison with the local and regional community and the tourism industry. The Society acts as a first point of contact for such important management plan issues as impingement on the Site's commemorative integrity, public response to messages of national significance and the implications of the operational agreement for the Cannery. The Society also serves as an important window on the Village of Steveston.

Other important partners are Fisheries and Oceans Canada, the Steveston Harbour Authority and the City of Richmond. Contacts have been made with these groups, positive working relationships have been established and negotiations on a number of issues with these agencies or jurisdictions are continuing. These relationships will be nurtured and expanded. Mutual co-operation is required to protect the Cannery's historical setting and adjacent land uses and to ensure the Site's commemorative integrity, communication of key messages and provision of off-site services. Parks Canada and the Society should meet regularly with kindred heritage agencies. This would offer an invaluable opportunity for a specialist review of this Management Plan, an occasion to share information regarding an industrial fisheries complex, presenting messages and resources that are by no means the norm for heritage sites in Canada and the United States. The concept of a major national historic site, operated by the Society, is likely to stimulate interest and invaluable commentary.

The general public expressed no major concerns regarding key planning issues during public consultation. The relatively recent appearance of the Gulf of Georgia Cannery on the heritage scene may be the key here. The public may be taking "a wait and see" posture, deferring commentary until the Site is fully developed and operational.

9.2. STRATEGIC GOAL, OBJECTIVES AND ACTIONS

Strategic Goal

To review the Management Plan for Gulf of Georgia National Historic Site of Canada at regular intervals to ensure it remains timely and relevant.

Objectives:

- to review the Management Plan, at least on an informal basis, annually;
- to conduct a formal plan review in 2006.

Actions:

- review the operational agreement and other management planning issues at least annually with the Gulf of Georgia Cannery Society; involve the Society in other plan reviews;
- review the Management Plan with Fisheries and Oceans Canada, Steveston Harbour Authority, the Community of Steveston and the City of Richmond on a periodic basis, particularly from the vantage point of protecting the historical setting of the Cannery, its adjacent land uses and the provision of off-site services;
- review the Management Plan with fellow heritage agencies and with the tourism industry, particularly with regard to messages of national significance, on-site offerings, regional heritage tourism, marketing and documenting visitor trends;
- 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. PLAN IMPLEMENTATION

10.1. CONTEXT AND CURRENT SITUATION

Implementation of actions recommended in this management plan will be the responsibility of the Parks Canada Field Unit Superintendent for Coastal British Columbia. 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. The projected capital development program at the Cannery is coming to an end; after 2002, the shift will be to the re-capitalization of assets restored and constructed in the mid-and late nineties.

Currently planned projects for next five years for which funding is in place include:

10.1.1. On-going, Multi-Year or Site Service-Related Projects:

- (a) Monitoring/Treating Powder Post Beetle Infestation
- (b) Buildings Conservation/Rehabilitation
- (c) Archaeology at the Cannery
- (d) Up-grading Ventilation System in Administration Building

10.1.2. Capital Projects:

- (a) Exhibits, Herring Reduction Plant and Vitamin Oil Shed;
- (b) Timeline Exhibit;
- (c) Landscaping and Signage;
- (d) Parking Lot Paving and Entrance

10.1.3. Recapitalization Projects:

- (a) A/V Theatre
- (b) West Coast Canning Line

11. SUMMARY OF THE ENVIRONMENTAL ASSESSMENT

The Gulf of Georgia Cannery National Historic Site 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 maintain and interpret historic buildings, west coast fishing history, cultural landscapes and archaeological resources. Implementation of management plan initiatives will increase the level of cultural resource protection and commemorative integrity at Gulf of Georgia National Historic Site. Key actions proposed are consistent with the Commemorative Integrity Statement for the site.

Potential impacts to the natural environment are insignificant. Commercial fishing and light industrial activities have taken place at the site for more than a hundred years. Consequently the Gulf of Georgia National Historic Site is highly modified from natural conditions. The riparian zone at the site has been replaced by a developed foreshore comprised of concrete retaining walls, granitic rip-rap boulders, and facilities (marina, cannery, fishery warehouse) constructed on creosote treated piles. No canning activities will occur at the site. The presentation program will be restricted to static and interactive displays, guided and self-guided tours of the site.

Much of the work to stabilize the cannery outlined in the 1994 management plan has already taken place. Significant new construction is not proposed in the revised management plan. Conversion of the Ice House and Upper Mezzanine to contemporary uses as proposed in the 1994 plan have been cancelled. This is a positive outcome for historical building fabric, historical setting, and for commemorative integrity of the Site. A regular preventative maintenance and repair program is in place to ensure site assets are managed to prescribed cultural resource management standards. Adequate funds are not always available to undertake all necessary work. Current condition of assets ranges from fair to good.

All renovation or maintenance activities at Gulf of Georgia Cannery will be done in a manner that respects cultural resource management principles for heritage buildings and associated resources. These activities are not expected to produce significant environmental effects. Impacts from all proposed activities 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 a larger cannery footprint or new buildings. No new activities are proposed for the site. Levels of use are expected to remain stable or slightly increase. The cannery and the community of Steveston have adequate infrastructure capacity to absorb increased numbers of visitors without need for capacity building. 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.

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 Agency is a Responsible Authority under the CEAA. The Agency will not undertake any project prior to preparing an environmental assessment pursuant to the CEAA. Content of the revised Management Plan and the 1994 Management Plan were compared during the environmental assessment review process. With a few minor exceptions, the revised plan reinforces the direction outlined in the 1994 management plan.

APPENDIX "A"

PARKS CANADA AND GULF OF GEORGIA CANNERY SOCIETY AGREEMENT RELATING TO OPERATIONS, ACCESS AND MAINTENANCE

27. Operations

Parks Canada agrees:

- 27.1 to meet regularly (schedule to be determined by both parties) with the Society to discuss issues of common concern
- 27.2 to monitor the contract throughout the year
- 27.3 to prepare an annual year end report by April 30th of each year. Evaluation will be based on: delivery of services; visitor comments; visitor survey; attendance and similar matters
- 27.4 to provide on loan, artifacts and equipment found within the Site and Administration Building, (as listed in Appendix F), to be amended as required
- 27.5 to provide access to use of office equipment as required in the Administration Building (as listed in Appendix C)
- 27.6 to provide access to the Parks Canada site library collection, photo/slide collection, and artifact dossier information as outlined in 29.
- 27.7 to participate on all joint committees
- 27.8 to provide copies of all existing/new Government/Parks Canada Policies that are relevant to the operation of the Gulf of Georgia Cannery National Historic Site (Appendix D)
- 27.9 to provide training on relevant Government/Parks Canada Policies (Appendix D) to the Society Board of Directors and Staff, as needed

28. Facility Access

Parks Canada agrees:

- 28.1 to cooperate with the Society in the identification of hazardous areas, materials, activities, and equipment present on the site, and cooperate with the Society in the prevention of access by members of the public to such hazardous areas, materials, activities and equipment, on regularly scheduled guided tours of the Site, or otherwise
- 28.2 to cooperate with the Society in the identification of areas which shall be open for access to the general public and take all reasonable and necessary steps to ensure that such areas are safe for access by the general public,
- 28.3 to ensure access by the Society to the Cannery, Administration Building and general public access areas of the site. At all times agreed by the Parties, so that the Society can carry out its responsibilities under this Agreement,
- 28.4 to cooperate with the Society to ensure activities of Parks on site do not interfere with the operations of the site by the Society unless otherwise agreed to

29. Maintenance

The Society agrees:

- 29.1 to provide the premises with light, heat and water
- 29.2 to provide for minor repairs as required
- 29.3 to perform regular maintenance at the site, including grounds maintenance, such as defined by the site maintenance manual (such as removal of graffiti, lawn maintenance, janitorial service, etc)
- 29.4 to provide for security services including alarm monitoring and runner service
- 29.5 to keep records of all site maintenance and grounds maintenance activities
- 29.6 to participate in the site steering committee to define operational verses capital maintenance issues as they arise
- 29.7 to notify Parks Canada Liaison of threats or changes in the condition of built cultural resources and/or moveable cultural resources, including any potential losses or threats to the building fabric or original material
- 29.8 to ensure that the grounds around the site are kept clean (includes removal of graffiti) and presentable (includes flags are flying properly) year round

Parks Canada agrees:

- 29.9 to participate in the site steering committee to define operational versus capital maintenance issues and expenditures
- 29.10 to be responsible for major capital expenditures and repairs to the site
- 29.11 to identify the condition of built resources, moveable cultural resources, and ensure those resources are not under threat or at risk of being impaired
- 29.12 to monitor the condition of built cultural and movable cultural resources
- 29.13 to provide copies of all system maintenance manuals, including sprinkler, mechanical, electrical and audio-visual systems
- 29.14 to provide Canadian flags
- 29.15 to pay the property taxes

APPENDIX "B"

REVENUE COLLECTION: CLAUSE 10 IN OPERATIONAL AGREEMENT

- 10.1 The Society agrees:
- 10.1.1 to charge fees approved by the Steering Committee;
 - 10.1.2 to collect and retain 100 per cent of the fees charged at the Site;
 - 10.1.3 to submit any new fees or changes to fees as recommended by the Steering Committee to Parks Canada for approval;
 - 10.1.4 to direct all revenues towards the operation and development of the Site;
 - 10.1.5 to participate in any national revenue promotions such as the National Parks Pass, the National Historic Sites pass, etc.;
 - 10.1.6 to maintain complete and accurate records of revenues and provide reports to the Parks Canada Representative on a monthly basis;
 - 10.1.7 that any collection and retention of the fees at the Site will be done in accordance with this contract.

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 lands or waters 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 Statement - The Commemorative Integrity Statement (CIS) is a document that describes the reasons for a site's national historic significance. In other words, it encapsulates the reasons for the designation of a particular national historic site. The CIS is approved by the Director General of the National Historic Sites Directorate in the National Office.

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 has 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 cultural resources which convey 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 significance by the Minister responsible for Parks Canada.