



# Fort Langley

National Historic Site of Canada

## Management Plan

2013





# FORT LANGLEY

NATIONAL HISTORIC SITE  
OF CANADA

## MANAGEMENT PLAN

2013

Library and Archives Canada Cataloguing in  
Publication

Parks Canada  
Fort Langley National Historic Site of Canada  
management plan.

Issued also in French under title: Lieu historique  
national du Canada du  
Fort-Langley, plan directeur.  
Includes bibliographical references.  
Available also on the Internet.  
Issued also on CD-ROM.  
ISBN 978-1-100-19768-5  
Cat. no.: R61-71/2011E

1. Fort Langley National Historic Site (Fort  
Langley, B.C.)--Management. 2. Hudson's Bay Company--Museums--British  
Columbia--Fort Langley. 3. Fur  
trade--Museums--British Columbia--Fort Langley. 4.  
Historic sites--British  
Columbia--Management. 5. National parks and  
reserves--British Columbia--  
Management. I. Title.

FC3814 F67 P37 2012            971.1'33  
C2011-980161-2

**Front Cover Image Credits**

Main photo: Parks Canada  
From left to right: Parks Canada

SERVING CANADIANS

## THE **PARKS CANADA** CHARTER

### Our Mandate

On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations.

#### OUR ROLE

We are guardians of the national parks, the national historic sites and the national marine conservation areas of Canada.

We are guides to visitors from around the world, opening doors to places of discovery and learning, reflection and recreation.

We are partners, building on the rich traditions of our Aboriginal peoples, the strength of our diverse cultures and our commitments to the international community.

We are storytellers, recounting the history of our land and our people – the stories of Canada.

#### OUR COMMITMENTS

To protect, as a first priority, the natural and cultural heritage of our special places and ensure that they remain healthy and whole.

To present the beauty and significance of our natural world and to chronicle the human determination and ingenuity which have shaped our nation.

To celebrate the legacy of visionary Canadians whose passion and knowledge have inspired the character and values of our country.

To serve Canadians, working together to achieve excellence guided by values of competence, respect and fairness.



## FOREWORD



Canada's national historic sites, national parks and national marine conservation areas are part of a century-strong Parks Canada network which provides Canadians and visitors from around the world with unique opportunities to experience and embrace our wonderful country.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of Canada's treasured places offers many opportunities to enjoy Canada's historic and natural heritage. These places serve as sources of inspiration, relaxation, learning and discovery. They represent the very best that Canada has to offer, and it is through these special places that we are all deeply connected to what it means to be Canadian.

Having been entrusted with this important legacy for over a hundred years, we reflect upon the steady growth of the Parks Canada network of protected areas as we continue to expand it. As we plan for the years to come, we can encourage lasting connections to our heritage and promote our protected places to be enjoyed in ways that leave them unimpaired for present and future generations.

We see a future in which these special places will further Canadians' appreciation, understanding and enjoyment of Canada, the economic well-being of communities, and the vitality of our society.

Our Government's vision is to build a culture of heritage conservation in Canada by offering Canadians exceptional opportunities to build personal connections with our natural and cultural heritage.

These values form the foundation of the new management plan for Fort Langley National Historic Site Canada. I offer my appreciation to the many thoughtful Canadians who helped to develop this plan, particularly to our dedicated team from Parks Canada, and to all those local organizations and individuals who have demonstrated their good will, hard work, spirit of co-operation and extraordinary sense of stewardship.

In this same spirit of partnership and responsibility, I am pleased to approve the Fort Langley National Historic Site of Canada Management Plan.

A handwritten signature in black ink that reads "Peter Kent". The signature is stylized and cursive.

Peter Kent  
Minister of the Environment and Minister responsible for Parks Canada





## Recommendations



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Alan Latourelle  
Chief Executive Officer  
Parks Canada



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Helen Davies  
Superintendent  
Coastal British Columbia Field Unit  
Parks Canada





Visitors outside the visitor centre Parks Canada/N. Hildebrand 2011

## EXECUTIVE SUMMARY

National historic sites are places of profound importance to Canada. They bear witness to our nation's defining moments and illustrate our human creativity and cultural traditions. Fort Langley National Historic Site of Canada (NHSC) is one of more than 2,000 places, people, and events commemorated by the Government of Canada. Together, these commemorations make up what is known as the system of national historic sites of Canada.

Guarded by an impressive palisade, Fort Langley NHSC stands on a small knoll on the south bank of the Fraser River, with McMillan Island in view. Fort Langley NHSC tells the story of the development of the fur trade on Canada's Pacific Coast, a significant chapter in Canada's history. The Hudson's Bay Company (HBC) began its operation at Fort Langley in 1827. The fur trade post was relocated to its present site in 1839. In 1858, Fort Langley was chosen as the very place where the new colony of British Columbia was proclaimed, a significant milestone in Canada's growth as a nation. HBC closed down their operations at Fort Langley in 1886, but continued to

operate a sales outlet on Glover Road until 1896. The Fort Langley property was sold in July 1888.

Fort Langley NHSC was officially commemorated by the Historic Sites and Monuments Board of Canada in 1923. Parks Canada assumed the management of Fort Langley NHSC on behalf of Canadians in 1957.

This is the third management plan for Fort Langley NHSC. The last one was completed in 2005. In the last five years, the site has implemented the 2005 plan with success. In order to continue to grow and meet the expectations of the partners, stakeholders, and Canadians in general, Fort Langley NHSC needs to respond to three key challenges: renew and expand existing interpretive programs to attract new and repeat visitors to Fort Langley NHSC; expand relationships with local communities, including Aboriginal communities; and, manage the site's property outside the designated place.

Shaped with input from partners and stakeholders, this management plan replaces the management plan tabled in 2005. Integrating the three elements of Parks Canada’s mandate (the protection of heritage resources, the facilitation of visitor experience, and the facilitation of public appreciation and understanding), this plan also introduces a reinvigorated vision for the site. The plan includes three key strategies and two area management approaches.

The three key strategies provide concrete and broad directions on how Fort Langley NHSC will be managed as a whole. In addition, these strategies guide Parks Canada to achieve the vision of the site and address key challenges.

**Key Strateg 1: Fort Langley - A “Must-See” Real Place!** Examining and building on the existing strengths, this strategy improves visitors’ experiences by providing exceptional presentation and careful maintenance of the site. British Columbians specifically and Canadians visiting from other provinces will feel a need to visit this iconic location, will enjoy their visit to Fort Langley NHSC, and will want to return time and time again.

**Key Strategy 2: A Community Place** This strategy builds relationships with the local and regional population, including Aboriginal communities. The goal is to foster greater regional appreciation and support for the site.

**Key Strategy 3: Beyond the Palisade** This strategy extends the reach of Fort Langley NHSC to new audiences, and seeks opportunities for local, regional and national partnerships to increase Canadians’ feelings of connection to the site.

In addition, Fort Langley NHSC has identified two specific areas of the site,

where certain features or opportunities require special management measures.

**Area Management Approach 1: Bringing Back the Riverfront**

Its location on the Fraser River is an important raison d’être of the fort. This area approach recognizes that Fort Langley NHSC could better utilize the property along the river to relate the site’s significance.

**Area Management Approach 2: Growing the Orchard**

This approach makes the orchard area outside the palisade a focus of community connection to Fort Langley NHSC. Developing this area will also add to the activities and services available to visitors.

In addition, this plan contains a five-year implementation strategy with targets and actions for each key strategy and area management approach. In all, this management plan is the primary reference document for decision-making and accountability for the site. A review of this plan will be conducted in ten years to ensure that it remains relevant and effective for the management of Fort Langley NHSC.



Kwantlen drummer leading the procession on Canada Day Parks Canada/T.Vipond 2010

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School field trip to Fort Langley NHSC Parks Canada/N. Hildebrand 2011

## 1.0 INTRODUCTION

As the world's first national park service, Parks Canada administers a diverse system of protected heritage places, including national parks, national historic sites, and national marine conservation areas: special places that help define Canada and Canadians. Each national historic site is relevant to all Canadians, and communicates its own story, contributing to our understanding of Canada as a whole. Fort Langley National Historic Site of Canada (NHSC) is one of those special places, a living legacy of our heritage. Parks Canada is responsible for protecting these areas and facilitating experiences, enabling Canadians to discover and build personal connections to these places. Parks Canada assumed the management of Fort Langley NHSC on behalf of Canadians in 1957.

*The Historic Sites and Monuments Act, Canada National Parks Act, Parks Canada Agency Act, and the Parks Canada Guiding Principles and*

### **Parks Canada Vision:**

*Canada's treasured natural and historic places will be a living legacy, connecting hearts and minds to a stronger, deeper understanding of the very essence of Canada.*

### **Parks Canada Strategic Outcome:**

*Canadians have a strong sense of connection through meaningful experiences to their national parks, national historic sites and national marine conservation areas, and these protected places are enjoyed in ways that leave them unimpaired for present and future generations.*

*Operational Policies* provide the context for Parks Canada's responsibilities. An important part of Parks Canada's work involves ensuring the health and wholeness, or commemorative integrity, of a national historic site: this means preserving the site's cultural resources, communicating its heritage values and

national significance, and ensuring the site's heritage values are respected in all decisions and actions that affect the site.

Guided by the aforementioned legislation and policies, the management plan is the key document that provides clear direction for the management and operation of a national historic site. Management plans are a legal requirement for all national historic sites administered by Parks Canada. They are developed with the input from partners and stakeholders, and are formally reviewed on a 10 year cycle.

The 2012 management plan is the third plan for Fort Langley NHSC. It replaces the 2005 management plan and updates management direction. This plan facilitates the achievement of Parks Canada's vision and strategic outcomes by integrating the three elements of Parks Canada's mandate – protecting heritage resources, facilitating visitor experiences and providing education – into the site's vision. The plan also includes three key strategies, and two innovative area management approaches.

Through a site tour, emails, newsletters, Parks Canada's website and in person communication at various community events, Parks Canada invited partners, stakeholders, the local communities, and the public to provide input to the plan review. In addition to staying in touch with partners and stakeholders at events that Parks Canada hosts and attends, Parks Canada provided monthly updates to partners and stakeholders.

Fort Langley NHSC is committed to reporting annually on implementation of its management plan. These annual updates will be shared with partners, stakeholders, and the public.



*Parks Canada/C. Hildebrand 2011*





The Storehouse Parks Canada/N. Hildebrand 2010

## 2.0 IMPORTANCE OF FORT LANGLEY

### 2.1 Description

Fort Langley NHSC sits on the south bank of the Fraser River in the Metro Vancouver region of British Columbia, approximately 48km east of downtown Vancouver (Figure 1).

McMillan Island is located north of Fort Langley NHSC, directly across the Bedford Channel of the Fraser River. The island's shores were once bordered by the longhouses and canoes of the Kwantlen First Nation, major trading partners at Fort Langley and intermediaries in the fort's trade with other Aboriginal groups.

Figure 1: Regional Map

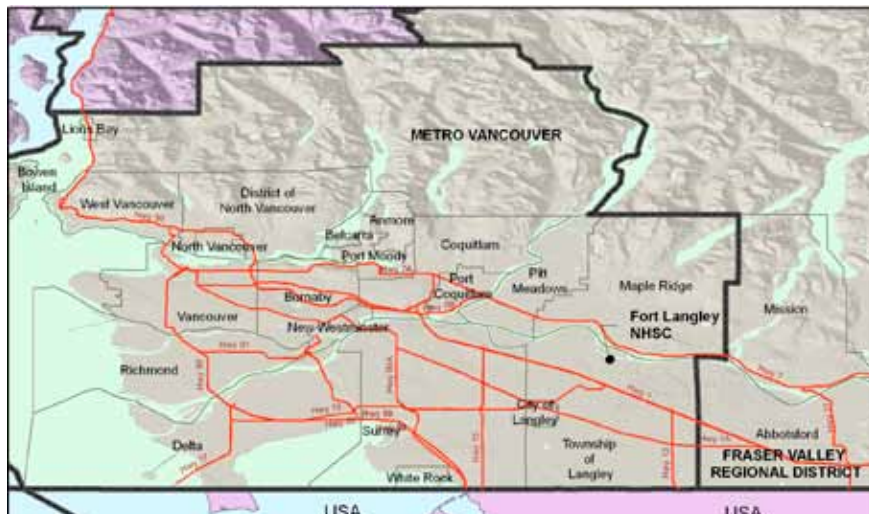


Figure 2: Fort Langley National Historic Site of Canada



McMillan Island remains the home of the Kwantlen First Nation today.

When Fort Langley was recognized as a site of national historic importance in 1923, the site consisted of the Storehouse and one acre of land. Over the ensuing years, the federal and provincial governments collaborated to acquire land and carry out reconstructions until the number of structures and the historic site's current size of 8.4 hectares were reached.

Except for the Storehouse, all other original structures of the Hudson's Bay Company (HBC) era were dismantled or lost to decay following the closure of the fort in 1886. Eleven additional structures were built between 1956 and 2008. Presently the site has twelve structures inside the palisade walls. Four contemporary structures are located outside the fort's walls, including a visitor centre, a maintenance building, picnic shelter and an artefact storage facility (see Figure 2).

## 2.2 Designated Place

"Designated Place" refers to the place designated by the Minister responsible for Parks Canada on the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC). At Fort Langley NHSC, this area (see Figure 2) is bounded by the

reconstructed palisade walls in addition to a 2 metre wide by 45 metre long strip beyond, and parallel to, the southwest palisade. This area was formerly within the boundaries of the historic palisade during the fort's tenure as a fur trade post. In addition, the designated place includes all in situ cultural resources located within the palisade as well as any surviving traces of the former palisade in the era of the fur trade.

The Federal Heritage Building Review Office (FHBRO) recognizes the Storehouse as a Classified federal heritage building; the three reconstructed buildings - the Big House, the Servants' Quarters, and the Northeast Bastion - are Recognized federal heritage buildings. The FHBRO designations provide another layer of protection to these buildings.

## 2.3. National Historic Significance

Commemorative intent refers specifically to the reasons for a site's national commemoration as determined by the Ministerially-approved recommendations of the Historic Sites and Monuments Board of Canada.

**Fort Langley’s Commemorative Intent:**

- Fort Langley was founded in 1827 to drive off the fur-traders from Boston who had monopolized the Maritime trade;
- It was from Fort Langley, rebuilt in 1840 (sic 1839) further up the river, that the Hudson’s Bay Company began the export of salmon, supplying the forts of the Company and the Sandwich Islands (Hawaii);
- After the abandonment of the Columbia River as a trade route in 1848, the Company forwarded their goods to [Fort] Langley for transshipment to their forts in British Columbia;
- The act of creating the colony of British Columbia was proclaimed at [Fort] Langley in 1858.

Fort Langley NHSC is integral to a larger story in Canadian history as it established the British presence on the Pacific Coast, leading to the building of Canada as a nation.

To fend off the increasing American presence and competition in the fur trade along the Columbia River, the HBC, representing the interests of the British Government, built a new fort in 1827 on the Lower Fraser. In 1839, the original HBC fort was abandoned and a new one built on the current site; however, the fort was re-built at the same location in 1840 after a disastrous fire. The early Fort Langley prospered as an HBC fur trade post. Alliances with local Aboriginal peoples enabled the fort to diversify into farming and salting salmon for export to new markets.

In the wake of settling an international boundary between British interests in North America and the United States in 1846, Fort Langley became the central

transshipment depot. Furs and other resources from interior HBC posts flowed outward from Fort Langley, while European trade goods flowed inward through Fort Langley to interior destinations. Fort Langley provided the important link to the ocean and international markets.

By 1848, profits from the trade in salmon surpassed that of furs at Fort Langley. In the 1850s, Fort Langley was in its most active phase: a hub for boat building, blacksmithing and farming, cranberry packing, and fish curing.

In 1858, spurred by the influx of gold prospectors to the Fraser Valley from the United States, the British government chose Fort Langley as the venue to declare the establishment of a new British colony - British Columbia. This was a major milestone in Canada’s path to nationhood.

As the gold rush moved upstream, Fort Langley continued its mercantile and agricultural activities. In 1886, the HBC sold its farmland holdings, built a sales shop in the village that formed around the fort, and finally sold the fort proper in 1888. The HBC left the village in 1896 in favour of its larger operation in the new city of Vancouver.

In 1923, with strong support from the local community, Fort Langley was deemed of national historic significance by the Historic Site and Monuments Board of Canada (HSMBC).

Though not explicitly stated in the 1923 meeting minutes of the HSMBC, the historical role of Aboriginal peoples is integral to the site’s commemoration. The alliances forged between the HBC and local Aboriginal peoples, especially through marriages, built a thriving trade on the shores of the Fraser River, forever changing Canada’s history. Today, the partnerships between Fort Langley NHSC and Stò:lō communities continue to flourish.





May Day at Fort Langley NHSC Parks Canada/N. Hildebrand 2008

## 3.0 PLANNING CONTEXT

### 3.1 The Region

Fort Langley NHSC is within the Metro Vancouver Regional District, abutting the Fraser Valley Regional District; both are large and growing urban centres comprised of a high percentage of new Canadians. (see Figure 1). Thanks to its location, Fort Langley NHS is well positioned to reach urban, youth and new Canadians, thus increasing both new and repeat visitation.

The Village of Fort Langley is one of Metro Vancouver's most noteworthy tourist attractions – a historic village which captures a delightful 19th century flavour with its historic buildings, museums, antique stores, artists' shops, boutiques, and restaurants. Fort Langley NHSC is located in the Village of Fort Langley and is only a short walk from the village centre.

The Township of Langley, where the Village of Fort Langley is located, is projected to

be one of the fastest growing areas within Metro Vancouver in the next 30 years<sup>1</sup>.

Metro Vancouver is the third largest metropolitan region of Canada, and one of the largest settlement regions for new Canadians. The population of the Fraser Valley Regional District is growing at a faster rate than the provincial and national average.

### 3.2. State of the Site

Over the past several years, management actions have improved the state of the site. Highlights include:

- The condition of the Storehouse, the sole original structure from the HBC period, has been greatly improved: cracks repaired, whitewash applied, rotting material replaced, reroofing completed; the structure was stabilized, and lead-based paint removed.

<sup>1</sup>Metro Vancouver, 2011. Regional Growth Strategy: Metro Vancouver 2040. p. 68

- Between 2005/06 and 2009/2010, the number of visitors to Fort Langley NHSC grew 38% to 84,566, a trend unprecedented in Parks Canada during this period.
- Relationships and partnerships with the local population, including Aboriginal communities have been nurtured. The site benefitted from approximately 5,200 volunteer hours contributed by over 200 volunteers every year for the last five years.
- Following the dissolution of the Friends of Fort Langley after 25 years of operation, a Kwantlen Nation organization began to operate the gift shop at Fort Langley NHSC in February 2011. This reflects the historic relationship between the fort and the Kwantlen First Nation.

The State of the Site Report (SoSR) examines the fort's cultural resources, visitor experience, public outreach education, stakeholder and partner engagement, and key issues. The 2011 SoSR for Fort Langley NHSC declared the overall condition of the site as good, with exceptional performance in some areas. In 2008, heritage resources conservation was rated 8/10, indicating only minor impairment to the site's commemorative integrity. The Commemorative Integrity Evaluation (CIE) update in 2011 rated it 9/10 due to improvements made over the past four years.

Visitation to the historic site is increasing due to increased efforts in interpretive programs and special events offered at the site, with visitors expressing high satisfaction with their visits. Visitors consider Fort Langley NHSC to be a place that affords them an enjoyable experience. In addition to 'standard' experiences, Fort Langley NHSC hosts 20 special events annually such as National Aboriginal Day, Canada Day, Brigade Days, Halloween at the Fort, Old-fashioned Musical Christmas and a French-Canadian Winter Festival.

*Stakeholder and partner engagement is a key to integrating the site into the broader community and tourism region. Over the*

past five years, Fort Langley NHSC has made great progress in building constructive relationships with local communities, especially with other organizations that have interests in tourism, heritage and education. Outreach initiatives endeavour to connect with off-site audiences, with special emphasis being invested in social media.

The major challenges identified in the SoSR include the need to:

- renew and expand existing interpretive programs to attract new and repeat visitors to the site. Visitor surveys indicated that 60% of visitors to Fort Langley NHSC were first-time visitors, while 40% were repeat visitors. Parks Canada strives to maintain and improve the growth in both types of visitation.
- expand relationships with local communities, including Aboriginal communities. The relationships are in various development stages, and all provide opportunities for growth. Strong relationships create stewards and supporters for Parks Canada. These communities also help diversify the interpretive programs and special events offered at the site, thus increasing the overall appeal of the fort as an attraction to visit in the lower mainland.
- manage the site's property along the Fraser River: Its location on the Fraser River is an important *raison d'être* of the fort. However, the access to this area is impaired by a roadway and a railway, and the area is currently perceived by the community as having no owner, which results in undesired uses occurring on the property

These issues are addressed through the key strategies and area management approaches presented in Chapter 5 of this management plan.



Parks Canada/N. Hildebrand 2010

#### 4. VISION

The vision statement gives a forward-looking picture of Fort Langley NHSC into 2026. This updated vision captures an interest that is shared among Parks Canada and our partners and stakeholders: to make Fort Langley NHSC a “must-see” place that

inspires Canadians as a real place telling real stories about real people.

*Guarded by an impressive palisade, Fort Langley stands on a small knoll on the south bank of the Fraser River, with McMillan Island across the water. Walking towards the fort, you are intrigued by the high walls and what could lie behind. The gate is ajar; a medley of sounds floats to your ears-- sharp clanging from the blacksmith shop, the melody of a fiddle, and the laughter of children. Step inside; be captivated by a world of enjoyment and enlightenment.*

‘Real place’ means the actual location of Fort Langley’s eventful past: a 19th century Hudson’s Bay Company fur trading post which also flourished as a supplier and exporter of fish and agricultural products and rose to be the birthplace of the Province of British Columbia. Visitors are invited to enjoy and explore the site, its people and its stories.

*Discover the well-maintained structure, a typical 19th century HBC trading post built of heavy Red River frame construction. Wander inside and pull open drawers and crates to reveal intriguing insights into the life at the fort. Gaze at the Fraser River and McMillan Island and understand the strategic location of this HBC trading post and the close ties between the fort and the Aboriginal peoples. Explore the waterfront; imagine the frenetic rush of salmon harvested by Aboriginal peoples and HBC workers, the departure of boats loaded with barrels of cured salmon for export, and the thunderous roar of guns saluting the birth of British Columbia.*

Real people and stories, ordinary and extraordinary, tightly woven into the fabric of the site, are the soul of Fort Langley. They connect past, present, and future. Proudly rooted in its glorious past, Fort Langley continually refreshes and reinvents its role in serving its community and Canadians today.

Fort Langley NHSC is a place of meeting, sharing, and connecting. Multiple cultures met here in the past: English, Scottish, French-Canadian, Métis, Iroquois, Hawaiian and Coast Salish. Today Fort Langley welcomes visitors from near and far. Its passionate interpreters touch the hearts of Canadians by relating the captivating tales of these encounters.

Everyone is invited to become part of this fascinating legacy as a visitor, volunteer, and steward of the site.

*Relive historic moments and life in the past with all five senses. Learn the secrets of trading and how to barter with the best. Listen to the Aboriginal elders who share with you the stories and arts of their peoples.*

*Appreciate the strong sense of community nurtured at Fort Langley. Admire the sparkle in the eyes of staff and volunteers when they talk about Fort Langley. Join with the community in celebrating special moments at Fort Langley, and take home your own memories and stories of Fort Langley National Historic Site.*



Parks Canada/C. Hildebrand 2011





Wedding ceremony at Fort Langley NHSC ©FRESHphoto.ca 2009

## 5.0 KEY STRATEGIES

This 2011 management plan contains key strategies to address the issues and challenges facing the site in an integrated manner, making progress towards realizing the site's vision. Those strategies follow.

### 5.1. Key Strategy 1: Fort Langley – a 'Must-See' Real Place!

*Without Fort Langley, British Columbia would not have remained a British territory and Canada today would not have included the west coast. Examining and building on the existing strengths, this strategy improves visitors' experiences by providing outstanding conservation and maintenance of the site and excellent visitor presentation. British Columbians specifically and Canadians visiting British Columbia will feel a strong desire to visit this iconic location, will enjoy their visit to Fort Langley NHSC, and will want to return time and time again.*

Well-maintained and steeped in intriguing tales of people, place and trade, Fort

Langley NHSC will offer visitors diverse opportunities to explore and rediscover the charm of the site. The cultural resources (including the buildings, historical objects, and views as well as landscapes) are the foundation for visitor experiences of the site. The current health of the cultural resources at Fort Langley is of minimal concern as stated in the 2011 SoSR. To effectively sustain their well-being, Fort Langley will focus its efforts in defining and maintaining those resources that speak directly to its heritage values and character, thus lending strength to its array of visitor opportunities. This also applies to Fort Langley's large curatorial and archaeological collection. In addition, the CIE 2007/2008 pointed out that the current CIS missed some elements to guide the management of cultural resources, such as the important role of Aboriginal peoples and certain landscape elements.

Recognizing its own strengths, Fort Langley NHSC will continue to shine as a "brand

leader” for Parks Canada by expanding its offer to ensure a memorable visit for repeat and new visitors. To this end, the site will make certain that current visitors continue to enjoy their visits as well as explore avenues to tap into new target visitor markets through market research. By renewing the visitor products and services, Fort Langley will broaden the perspectives of its heritage values and stories, especially Aboriginal culture and history that is of interest to visitors and new target markets. This was communicated by visitors in the 2007 Visitor Information Program (VIP) survey. The site will also enhance communication of the site’s significant location along the Fraser River, a feature which was considered insufficient in the 2007/2008 CIE. School programs are a key component of the visitor offer at Fort Langley; the site will strive to meet and exceed the needs and expectations of teachers and students.

### **Objectives**

- Cultural resources that speak to the significance of Fort Langley NHSC and convey its rich stories are well-conserved.
- New and repeat visitors come to the site for its diverse visitor experience opportunities that meet needs and expectations and share Fort Langley’s history in a compelling way.

### **5.2. Key Strategy 2: A community place**

*Fort Langley NHSC becomes a community place, to which the local population, including Aboriginal communities, feel passionately connected. The focus of this strategy is relationship building with all local communities. The goal is to foster greater appreciation and support for the site as well as to enhance the overall quality of visitor experience.*

Fort Langley NHSC recognizes its long-standing ties with the local communities. This strategy will renew and deepen these

relationships, so that these communities will take pride in Fort Langley NHSC and will consider the possible long-term impacts on the heritage values of Fort Langley when developing the lands adjacent to the site.

With the cooperating association, the Friends of the Fort, ceasing operation at the end of 2010, Fort Langley will encourage and value the increasing participation of volunteers in various aspects of the site’s operation. To this end, Fort Langley must further refine its volunteer program to facilitate volunteer and community participation in visitor experience offers, including special events and on-site school programs. This strategy also ensures that volunteers at Fort Langley are fulfilled and rewarded.

Furthermore, this strategy ensures that Fort Langley NHSC will continue to communicate and demonstrate a willingness and desire to work with local Aboriginal communities to forge mutual arrangements that benefit both parties, including broadening perspectives of Aboriginal history and culture associated with the site’s visitor offers.

### **Objectives**

- The ties with the local communities, including Aboriginal communities, are renewed and deepened, so that community actions and decisions are supportive of the management of Fort Langley NHSC.
- The sense of stewardship is strengthened among volunteers to Fort Langley NHSC, and volunteers play a strong and active role in delivering visitor offers at the site.
- The engagement of local Aboriginal communities in the site’s management is enhanced.

### 5.3. Key Strategy 3: Beyond the Palisade

*Reach out to all Canadians in their communities. The focus of this strategy is to extend the reach of Fort Langley NHSC to new audiences and to seek opportunities for local, regional and national partnerships in order to increase Canadians' awareness and connections to the site. Fort Langley NHSC is well-appreciated by all Canadians beyond the site's physical boundaries.*

Fort Langley will develop outreach education resources and programs to serve, engage and build support from all Canadians, as well as encourage personal visits. One method of doing so is to refocus efforts on partnering with third party organizations that already work directly with educational institutions as well as hosting classes at Canada's treasured places. Another method is to expand public outreach offers via mass media to break geographic and distance barriers to visiting the site. This will also improve pre-trip planning for visitors.

Fort Langley will also take advantage of its location in Metro Vancouver and close to the Fraser Valley Regional District to tap into new markets. One method of achieving this is to increase the media coverage of Fort Langley NHSC locally and regionally. In addition, in order to raise the profile of the site, Fort Langley NHSC will seek cross-promotional partnering opportunities with local, regional, and national organizations. Through collaboration with other organizations, Fort Langley will benefit by expanding its markets and supporting networks. In particular, Fort Langley will work closely with other national historic sites on the lower mainland of British Columbia, other HBC forts and historic sites across the country and in the USA, as well as other heritage attractions and private sector partners to pursue common interests.

#### Objectives

- The awareness of Fort Langley NHSC among Canadians is raised through enhanced outreach offers.
- Fort Langley NHSC becomes a sought-after partner for community events and other partnering opportunities.

To assist in implementing the management plan, each key strategy contains objectives. Measurable targets and actions for each objective are presented in Section 7: Five Year Implementation Strategy.



Parks Canada/N. Hildebrand 2010





Outside the palisade Parks Canada/N.Hildebrand 2009

## 6.0 AREA MANAGEMENT APPROACH

Where groupings of resources, visitor opportunities and operational considerations lend themselves to a common management approach, an area management approach is identified. This approach enables direction to be provided on issues that are directly associated with one area of the site. Two area management approaches are identified for Fort Langley NHSC.

### 6.1. Area Management Approach 1: Bringing Back the Riverfront

*Its strategic location on the Fraser River is an important raison d'être for the fort. This area approach recognizes that Fort Langley NHSC could better utilize the property along the river.*

Fort Langley NHSC borders the Fraser River to the north (Figure 3). The strategic location of Fort Langley on the Fraser River and the physical and visual access to the river are two significant historic values of

Fort Langley. This is an integral context to convey to visitors in stories and heritage messages.

A roadway and a railway parallel the northern perimeter of the fort and physically set the riverfront apart from the fort. Thus, access to the riverfront from the fort is impaired. The riverfront area is undeveloped. Currently, this property is perceived by the community as having no owner, which results in undesirable activities occurring on the property. Parks Canada must enhance its presence in the area. The site understands that better interpretation of the stories of Fort Langley in relation to the Fraser River will be accomplished by reconnecting the riverfront.

This approach recognizes current gaps regarding the riverfront and seeks to initiate dialogue with interested groups to collaborate on a plan for the area. During

the review, some local community groups and individuals have expressed interests in further discussion on this initiative. Parks Canada believes that enhancing the presence of the fort on the riverfront property will strengthen the connections among the fort, its history, and community's interests in the riverfront area.

### **Objectives**

- The visual and emotional connection of the riverfront with the fort is maintained and enhanced.
- The riverfront area is revived with active support of interested community groups.

### **6.2. Area Management Approach 2: Growing the Orchard**

*This approach will make the orchard area outside the palisade a focus of community connection to Fort Langley NHSC. Developing this area will also add to activities and services available to site visitors.*

The orchard is the open area and the overflow parking lot outside the palisade, east of Royal Street (see Figure 3). Currently most of this area is open green space with some heritage fruit trees. Any use of this area should respect the heritage value of these trees. This area is currently used as a venue for special events and for additional parking space when special events are held inside the palisade. Picnic opportunities exist: along the parking lot, and beside the maintenance compound.

Parks Canada has proposed a concept and design of a historically-themed, universally-accessible children's playground in this area. This proposal has been well-received by the local communities, who have also expressed interest in raising funds to turn the concept into reality.

The 2006/2007 visitor survey indicated a low satisfaction with the condition and availability of picnic and day-use areas; as

well, site staff indicated the need for more visitor amenities such as washrooms at the site. The site will explore ways to improve visitor amenities in the orchard area to support the overall services and raise visitor satisfaction with their visits.

The site welcomes ideas from the communities and will work with interested groups to enhance use of this area. Recent examples of community collaboration include a pathway in the Orchard area, metal art sculptures, gazebo art structure, and James Douglas Statue. During the review, some local community groups and individuals have expressed interests in further discussion on this initiative.

### **Objectives**

- Local communities feel ownership and connection to Fort Langley NHSC.
- The visitor experience is enhanced with improved facilities and opportunities.

To assist in implementing the management plan, each area management approach contains objectives. Measurable targets and actions for each objective are presented in Section 7: Five-year Implementation Strategy.

Figure 3: Map of Area Management Approaches



Gold panning Parks Canada/N. Hildebrand 2011







Vives les Voyageurs Parks Canada/N. Hildebrand 2011

## 7.0 Five-year Implementation Strategy

This section expands on the objectives outlined in the preceding sections with a five-year implementation strategy. Outlined below are the objectives and accountability for targets and actions for each of the key strategies and area management approaches.



Parka at Fort Langley NHSC Parks Canada/N.Hildebrand 2011

## 7.1. Key Strategy 1: Fort Langley - A 'Must-See' Real Place!

**Objective 1.1.**

***Cultural resources that speak to the significance of Fort Langley NHSC and convey its rich stories are well-conserved.***

**Target:**

- The Commemorative Integrity (CI) rating of 9/10 is maintained in the next Commemorative Integrity Evaluation (CIE).

<b>Actions and Implementation Year(s)</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
1. Complete a maintenance plan for the designated place.		✓			
2. Implement the vegetation plan for the site to maintain the viewscapes essential to the significance of the site.		✓			
3. Identify long-term direction for the on-site curatorial and archaeological collection, such as review and update the Scope of Collections Statement.		✓			
4. Initiate a request for a review of the CIS (2003) to consider incorporating elements of Aboriginal history and historic landscape into the reasons for designation.	✓				

**Objective 1.2.**

***New and repeat visitors come to the site for its diverse visitor experience opportunities that meet needs and expectations and share Fort Langley's history in a compelling way.***

**Targets:**

- Visitation exceeds 100,000 by 2014/2015 from 82,500 in 2010.
- The sale of annual passes is increased by 10 % annually from a baseline of 158, an average between 2007 and 2010.

<b>ACTIONS AND IMPLEMENTATION YEAR(S)</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
1. Implement the new Visitor Experience & Interpretive Renewal Master Plan by 2016.	✓	✓	✓	✓	✓
2. Renew the on-site school programs to align with the current curriculum needs.	✓				
3. Develop interpretation and presentation materials collaboratively with the Stó:lō people, especially the Kwantlen and Katzie Nations, to enhance the perspectives of local Aboriginal peoples.			✓		

7.2. Key Strategy 2: A community place

**Objective 2.1.**

*The ties with the local communities, including Aboriginal communities, are renewed and deepened, so that community actions and decisions are supportive of the management of Fort Langley NHSC.*

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. Hold an annual check-in event where the site communicates its achievements, challenges, and interests, and gathers feedbacks from its communities.	✓	✓	✓	✓	✓
2. Enhance the site's capacity to co-host and participate in community special events in financially sustainable ways, including increased venue space, and improved visitor amenities, such as washroom facilities.					✓
3. Participate in land-use and community planning on an on-going basis.	✓	✓	✓	✓	✓
4. Contribute a monthly communications piece for local communities, such as a newsletter.	✓	✓	✓	✓	✓

**Objective 2.2.**

*The sense of stewardship is strengthened among volunteers at Fort Langley NHSC, and volunteers play a strong and active role in delivering visitor experiences at the site.*

**Targets:**

- In the next five years, the annual average volunteer numbers increase from 200 to 300.
- In 2016, the annual average hours of volunteer service increase from 4800 to 7500.
- The majority of volunteers rate satisfaction with their volunteering experience at Fort Langley as "high" by 2016.

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. With input from volunteers, refine and implement the site's volunteer program and package, including training.		✓	✓		✓
2. Engage volunteers at helping with community special events and on-site school programs.	✓	✓	✓	✓	✓
3. Conduct ongoing feedback and evaluation (formal and informal) for the site's volunteer program, which will also set a baseline to measure volunteers' satisfaction.		✓		✓	

**Objective 2.3.**

***The engagement of local Aboriginal communities in site's management is enhanced.***

**Target:**

- The number of active Aboriginal partners increases from 5 in 2010 to 15 by 2016.

<b>ACTIONS AND IMPLEMENTATION YEAR(S)</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
1. Establish regular communications with various local Aboriginal groups associated with Fort Langley, such as a periodic newsletter.	✓	✓	✓	✓	✓
2. Invite Aboriginal communities to work with the site in developing interpretive and presentation materials.		✓	✓		
3. Explore the possibility of creating an advisory committee comprised of interested local First Nations to advise the site on ways of engaging other First Nations.			✓	✓	✓
4. Work with the Kwantlen Nation to build their presence at Fort Langley, such as operating the gift shop and participating in interpretive and demonstration programs at the site.					



7.3. Key Strategy 3: Beyond the Palisade

**Objective 3.1.**  
*The awareness of Fort Langley NHSC among Canadians is raised through enhanced outreach offers.*

<b>Actions and Implementation Year(s)</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
1. Enhance the use of mass media technologies, such as social media, to reach a wider range of audiences.	✓		✓		✓
2. Update and enhance the online resources for teachers.		✓			
3. Enhance public accessibility to historical and research information of Fort Langley, such as initiating a digital archive.			✓		
4. Proactively work with various media outlets to increase coverage of Fort Langley NHSC with focus on the following three aspects: <ul style="list-style-type: none"> <li>• Reaching local and regional audiences;</li> <li>• Seeking diverse and in-depth feature media stories, in addition to promotional materials;</li> <li>• Engaging to multicultural media, especially those for the target audiences</li> </ul>	✓	✓	✓	✓	✓
5. Increase presence at non-traditional venues and events through partnerships, such as Night Markets in Vancouver and Richmond.			✓	✓	✓
6. Align Fort Langley’s outreach initiative with Parks Canada’s urban outreach strategies.				✓	

**Objective 3.2.**  
*Fort Langley is a sought-after partner for community events and other partnering opportunities.*

**Target:**

- Maintain partner involvement by annually co-hosting 12 events, two of which are with new partners.

<b>ACTIONS AND IMPLEMENTATION YEAR(S)</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
1. Renew and strengthen Fort Langley’s commitment to existing partnerships.	✓	✓	✓	✓	✓
2. Pursue partnerships within Metro Vancouver and the Fraser Valley Regional District, including promotional and tourism packages.		✓		✓	
3. Explore compatible partners from non-government organizations, the corporate sector and others.	✓		✓		✓

## 7.4. Area Management Approach 1: Bringing Back the Riverfront

**Objective 1.1**

***The visual and emotional connection of the riverfront with the fort is maintained and enhanced.***

**Target:**

- The overall rating of the visitors' understanding of the historic value of the riverfront along the Fraser River is improved in the next CIE.

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. Explore ways to enhance the presentation and interpretation of the significant location of Fort Langley along the Fraser River.		✓			
• Enhance the interpretation of the Fraser River inside the palisade to better relate the significance of the riverfront.			✓		
• Explore ways to relate stories of the site on the riverfront property.				✓	
2. Implement a vegetation plan for the riverfront area		✓			

**Objective 1.2.**

***The riverfront area is revived with active support of interested groups.***

**Target:**

- A feasible plan for the riverfront property, which reflects the interests and needs of all parties, is jointly developed with interested groups by 2016.

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. Explore ways to connect the riverfront property with the delivery of the site's overall visitor experience.		✓			
2. Invite communities to express their vision for the site's riverfront property, and work with interested groups in developing a feasible future plan for this area.		✓			

7.5. Area Management Approach 2: Growing the Orchard

**Objective 2.1.**  
*Local communities feel ownership and connection to Fort Langley NHSC.*

**Targets:**

- 100% of the cost of the children’s playground project is raised through community partnerships by 2016.
- A survey of community members’ support of the management direction of the orchard area is done by 2016.

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. Conduct a detailed inventory and study of heritage trees in the orchard area.		✓		✓	
2. Work with the communities to raise funds for the historically-themed, universally-accessible children’s playground.	✓	✓	✓	✓	✓
3. Invite communities to express their visions for the orchard area and work with interested groups in developing a future plan for the area.		✓			

**Objective 2.2.**  
*The visitor experience is enhanced with improved facilities and opportunities.*

**Target:**

- By 2016, the satisfaction rating for the site’s amenities and facilities in the VIP is improved from the 2006/2007 VIP.

ACTIONS AND IMPLEMENTATION YEAR(S)	2012	2013	2014	2015	2016
1. Explore options for additional visitor amenities for the site, ranging from portable toilets to a new washroom.			✓		
2. Explore ways to increase the satisfaction rate of picnic facilities.				✓	



*Parks Canada/N. Hildebrand 2010*

## 8.0 MONITORING

Parks Canada uses a variety of tools to monitor the state of Fort Langley NHSC. Cultural resources are monitored through a cyclical maintenance program that includes both in situ and moveable resources (artefacts, reproductions). Asset management and cultural resource management staff from the field unit conduct regular assessments of the site's cultural resources. The condition of cultural resources is also assessed every five years through CIE.

Visitor experience opportunities and achievements are evaluated through a regular visitor survey, called the VIP. Information from this survey also assists in reporting on the effectiveness of communications, contained in the CIE. In addition, an internal assessment of visitor experience is conducted every five years, through the Visitor Experience Assessment workshop, which includes staff and experts.

Information from these evaluations and assessments is presented in a State of the

Site Report (SoSR) which is produced every five years. It reports on the site's condition and trends in terms of its commemorative integrity and heritage resources protection, visitor experience opportunities, public outreach education, stakeholder and partner engagement, and the public's connection to the site. The SoSR also documents the implementation and effectiveness of the site's management plan and identifies issues and challenges to be considered in the next management plan. A revised SoSR will be produced in advance of the next management plan review.





Demonstration at the Smith Shop Parks Canada 2011

## 9.0 STRATEGIC ENVIRONMENTAL ASSESSMENT

### 9.1. Introduction

A strategic environmental assessment (SEA) was conducted for the Fort Langley NHSC Management Plan pursuant to the 2010 “Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals” (CEA Agency/ Privy Council Office 2010). Its purpose was to identify and evaluate how proposed management strategies and actions might impact the cultural, ecological and visitor experience environments at Fort Langley NHSC.

### 9.2. Assessment Approach

SEA methods have continued to evolve over the years. The emerging approach employed by Parks Canada involves identifying critical factors representative of the key environmental and human values of the plan, program or policy proposal under review; determining which elements of the plan or program have the greatest potential

to interact positively and adversely with these factors; and then assessing the scale, magnitude, and importance of these interactions.

### 9.3. Assessment Results

A comparison of the 2011 Fort Langley NHSC management plan, and the 2005 Fort Langley NHSC Management Plan (<http://www.pc.gc.ca/eng/lhn-nhs/bc/langley/plan/plan1.aspx>), showed that strategic direction and key actions are very closely aligned in the 2 plans. A larger stand alone SEA assessment was prepared for the 2005 plan in keeping with SEA approaches in use at the time. The following critical factors were considered most relevant for the SEA review of draft 2011 Fort Langley NHSC Management Plan:

- Cultural resources: The original HBC Storehouse, reconstructed period buildings within the palisade, the orchard trees outside

the palisade, designated cultural landscape, buried and in-situ cultural resources.

- Visitor experience resources: The cultural and historic sense of place as described in the Vision statement. This is facilitated by the sensory experiences visitors undergo while traversing Fort Langley NHSC landscapes; and by the facilities, events, and people they encounter while on site.
- Ecological resources: The riparian vegetation complex adjacent to the Fraser River foreshore in the northern land parcel.

The vast majority of key actions outlined in the 2011 Fort Langley NHSC management plan were not assessed, (e.g. Update and enhance the online resources for teachers), as they were not expected to generate environmental impacts of sufficient scale to warrant further assessment. Because of these considerations, an appropriate, but minimal, level of effort was directed at assessing the impacts of the actions and in documenting the results in this summary. Key elements of the draft plan identified with potential to interact both positively and adversely with critical factors include:

- Implementation of a vegetation plan
- Enhanced capacity to co-host special events
- Area planning for Riverfront property.

Each of these topics is briefly discussed below.

#### • **Vegetation Plan**

Several places in the plan describe the need to implement a vegetation plan for the site to maintain viewscape essential to the site's commemorative integrity. A comprehensive vegetation management plan should be prepared that addresses all vegetation management issues at Fort Langley NHSC. These include management of exotic invasive species, orchard trees of historical interest to the site, riparian vegetation in the northern land parcel,

and viewscape maintenance to ensure continued connection between the Fraser River and the upland fort facilities.

Vegetation management initiatives should be based on a prioritization and rationalization of needs of both the cultural and natural landscapes. Assistance from a professional biologist and cultural resource management specialist should be sought to ensure a balanced approach.

#### • **Special Events**

The plan sets out means to enhance the connections between Fort Langley NHSC and the local community via increased participation and co-hosting of special events. Some of these activities have the potential to trigger the CEAA if they take place on Fort Langley NHSC lands. The impacts of these types of activities tend to be very predictable and easily mitigated. Guidance should be sought from environmental assessment specialists regarding application of the CEAA to these events. Good guidance material for assessing, managing, and mitigating the impacts of special events is available in Parks Canada class screening documents (e.g. Special Events in the Southwest Nova Scotia National Historic Sites of Canada Replacement Class Screening Report). This and similar documents are available online at <http://www.ceaa.gc.ca/010/type2index-eng.cfm/>

#### • **Area Management Approach**

The management plan outlines area management approaches for the portion of the southern property outside of the palisade walls, and for the northern land parcel on the banks of the Fraser River. Concepts for both areas are in very early stages of development. Both are focussed on enhancing the use of these properties to reach new audiences and strengthen existing relationships. The riverfront area approach is meant to increase public understanding of linkages between the riverfront portion of the fort and the upland fort facilities with which most are already familiar. Both management

approaches are expected to promote Parks Canada's value in the local and regional community by increasing visitor enjoyment, knowledge and understanding of the site as a whole. This will be accomplished through actions such as enhanced use of mass media technology; vegetation management; enhanced partnering with locals and others; and visioning exercises to develop a plan for the riverfront land parcel. The intent is to develop an integrated approach to managing Parks Canada's assets outside the palisade walls, as well as its role in the community.

#### 9.4. Cumulative Effects

A number of stressors act upon the resources at Fort Langley NHSC and challenge Parks Canada's ability to maintain commemorative integrity and high quality visitor experiences. The strategies presented in the plan are intended to address these stressors and to result in positive effects for commemorative integrity, visitor experience, and public education and outreach. The approach outlined in the plan focuses heavily on the things Parks Canada has direct control over, but also includes actions directed at working with partners to manage external stressors outside of Parks Canada's direct control. These initiatives include proposals to develop enhanced levels of collaboration with neighbouring jurisdictions, and to increase Parks Canada's presence in the Township of Langley.

#### 9.5. Conclusion

Implementation of the key strategies and actions outlined in the draft management plan is expected to result in important positive environmental effects benefiting critical factors associated with the cultural, ecological and visitor experience environments at Fort Langley NHSC. No critical factors are expected to be adversely impacted. All management plan objectives, actions, and expected outcomes are aligned with Parks Canada policy and legislation, and are clearly aimed at resolving key issues from the state of sites report, or identified

during the management planning process. Appropriate strategies are identified to avoid or reduce potential negative effects of management that could arise through individual initiatives or as a result of cumulative effects. The direction outlined in the plan strategies, combined with project-level environmental assessments prior to project commencement, will ensure that management plan implementation will not likely result in any significant adverse cumulative effects. For those initiatives that trigger the CEAA, the impacts of proposed projects will be assessed prior to Parks Canada deciding on a course of action to approve or not approve the project. In conclusion, implementation of the strategies and actions in the management plan is expected to achieve the desired results for commemorative integrity, visitor experience, and public education at Fort Langley NHSC.



Fort Langley NHSC at night Parks Canada/B.Matheson 2011



Volunteer of Fort Langley NHSC Parks Canada/N. Hildebrand 2011

## 10.0 ACKNOWLEDGEMENTS AND REFERENCES

### 10.1 Acknowledgements

Parks Canada gratefully acknowledges the contributions of the following people leading up to this management plan, including staff from Fort Langley NHSC, Coastal British Columbia Field Unit, Western and Northern Service Centre, and Strategy and Plans advisors, and special thanks to those who have submitted their comments during the public consultation period.

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Parks Canada 2011