



Cultural Heritage Value & Ecological Restoration

Considerations and Tools for Successful Integration

Stephen Sauvage (et al.)

Archaeological Services Branch, Parks Canada; for Ecological Restoration Workshop, Waterton Lakes NPC, Oct. 2007



I'm Stephen Sauvage, an archaeologist and policy analyst at Parks Canada's National Office in Ottawa-Gatineau [Canada.] This presentation has been cobbled together in rather short order, and I'm representing several cultural heritage specialists ... merging a few presentations and concepts into one.

> Karen Keenleyside asked me to speak on cultural heritage value and ecological restoration due to the current paucity of case studies [in this workshop] that emphasizes cultural heritage elements.

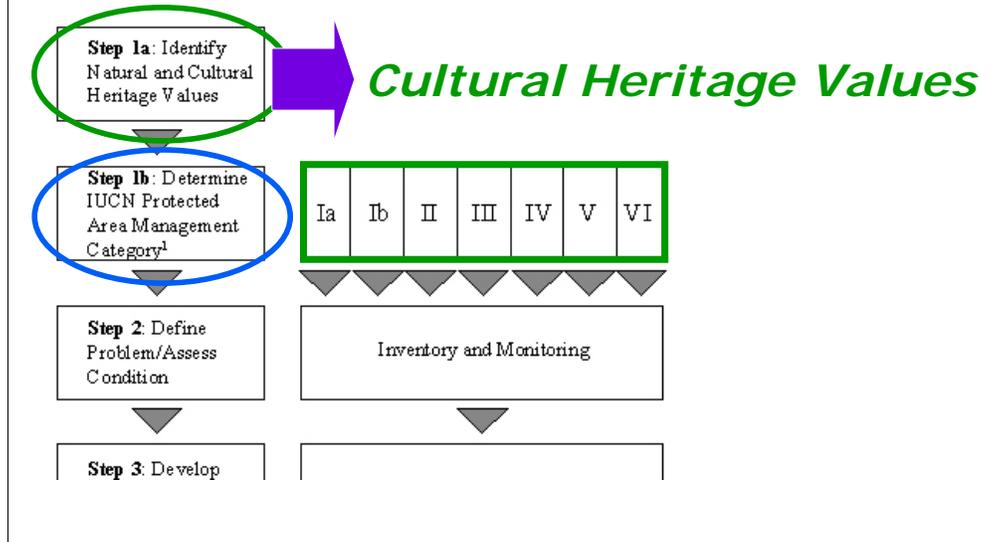
> The presentation title is admittedly a bit presumptuous...should perhaps be "*towards* the successful integration of Cultural Heritage Values and ER", as we are presently on the path *toward* integration.

> Respecting the sometimes competing views [between ecological restoration and cultural heritage conservation] can occasionally be a challenge, but with the suite of available tools and specialists to guide practitioners, successful results for all parties can be achieved.

> As the presentation title suggests, I will be highlighting the need and benefit, and sometimes requirement, for considering cultural heritage - and for assessing cultural heritage value - in ecological restoration projects.

> This presentation does not exclusively concern cultural heritage **value**. It will also generically include the consideration of all cultural heritage resources in the planning and implementation of any Ecological Restoration project, employing the holistic, precautionary principles or approaches used in most environmental assessment processes across the country and abroad.

Focus: Step 1 of ER Guidelines



>I'll be focusing on the recommendations provided in sections 3 and 4 of the P & Gs for Ecological Restoration, and specifically "Step 1" of the ER Guidelines (section 3)

> As stated in the ER principles and guidelines (Parks Canada 2007:16) "While all protected areas are established to conserve biodiversity and associated cultural heritage resources, each protected area conserves its own unique series of natural and cultural heritage values. These values are reflected in the broadest sense by its IUCN protected area management category. The different management categories reflect the variety of specific objectives for which protected areas are established and managed..."

> A gradation of human intervention or environmental modification is implied by the six IUCN categories (see Phillips 2002:8). This also suggests that in each category cultural heritage resources may need to be considered.

Pivotal Points

- 1. No environment is immune to human influence**
- 2. Respect cultural heritage resources & values**
- 3. Engage key cultural heritage specialist(s)**
- 4. Where impact, ensure recording standards**

> Before I continue to the core of the matter, thought I would first summarize my main points today. If I had to condense the purpose of this presentation into one slide, this would be it:

1. Virtually all places in Canada and in the world have been influenced by humans in some way. [Quoting Phillips 2002:6...] In fact "...no part of the earth is immune to human influence of some kind." Humans are inextricably woven into the environmental fabric [varying by degrees from place to place.]
2. Consider the potential or actual impact to physical cultural heritage resources when undertaking any Ecological Restoration project, in a holistic, precautionary manner.
3. Ensure key cultural heritage specialists are an integral part of the interdisciplinary project team from the onset, and that they are available through all phases of the project.
4. If after interdisciplinary evaluation [and mitigation] of all project elements it is determined that cultural heritage resources are to be modified or removed, ensure that the intervention/event is documented to acceptable jurisdictional standards (e.g., features, structures)

CONSIDERATIONS

A Few Words on Terms

Value

Significance

Value = Significance

Value = subset of significance

Significance = subset of value

Significance (*in EA*)

[This is to] note the wide gamut of commonly used terms to describe relative importance of "cultural heritage."



A Few Words on Terms

Relatives / Oldtimers

Historic Places

Cultural Heritage Places

Character-defining elements

Cultural / Natural Heritage Resources

Cultural / Natural Heritage Values

- > All are words to describe that which is important to [an] individual(s) or groups.
- > Important point (and 'the bottom line') is that within the cultural heritage field, all have similar goals. There is also much common ground in meaning and intent between stewards of cultural and natural heritage. We simply need to continue carving the Rosetta Stone to communicate more effectively with one another.
- > "Underline" this point: Common goals ... need common language
- > For the purpose of the ER Principles and Guidelines, we've settled on the generally/widely accepted (nationally/internationally) terms Cultural / Natural Heritage Resources / Values [blue text, bottom of slide.]



Environmental Impact Assessment

Identifies possible environmental effects

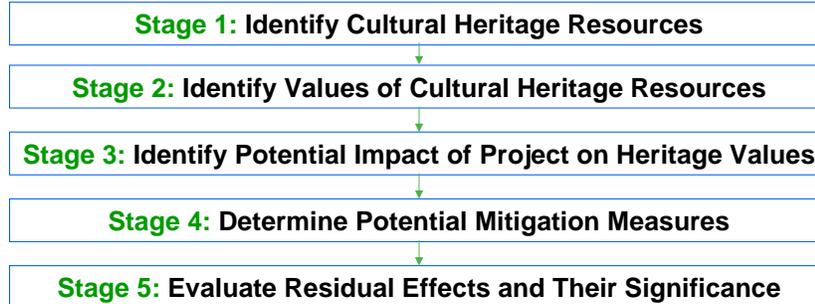
Proposes measures to mitigate adverse effects

Predicts whether there will be significant adverse environmental effects, even after the mitigation is implemented

CEAA (2003)

- > We've now seen a variety of ER projects that have successfully respected cultural heritage values and concerns, normally captured at the early planning stages of the Environmental Assessment [mention the EIA examples, CEAA (2007)] ... Bison reintroduction in Grasslands, shoreline stabilization, and prescribed burning are a few...
- > As we have seen from the presentations these last two days, while implementing an Ecological Restoration project, impacts almost invariably occur. We understand, for example, that there would have been impact due to the installation of bison fences and animal corridors; during prescribed burns; through pit and mound excavation; hardening of paths; and the use of heavy equipment, to name a few.
- > These projects and those to come will often [but not always] be the subject of an Environmental Impact Assessment. Even if an EA is not required [e.g., under legislation], the precautionary principles and holistic approach of most EA regimes will normally take into account the broad spectrum of natural and cultural concerns [The EA principles and approach are, as a result, highly recommended at the earliest practicable time in the planning stages of a given ER project.]
- > As noted in Parks Canada (2007): "The planning of an ecological restoration project must also include consideration of the potential for adverse environmental effects. This is an element of good planning, regardless of whether or not it is required by legislation or policy applicable to the jurisdiction within which the restoration project is to take place... Environmental impact assessment will aim to identify all the consequences of the project, unintended as well as intended, in order to maximize the benefits and minimize any adverse effects. This will include possible adverse effects on both ecological and cultural (e.g., archaeological) resources..." To this I would add socioeconomic impacts, aesthetic considerations, etc.
- > Advice should be sought from an environmental impact assessment specialist early in concept development on how and when to conduct an efficient and useful impact assessment and who should be involved. This step will normally take into consideration the key Cultural heritage concerns.

Generic IA Process Model for CHRs



EAs consider a wide spectrum of potential and actual impacts to resources. To specifically address potential adverse impacts to cultural heritage resources, Parks Canada is presently developing a guide to assessing impacts to cultural heritage resources under the *Canadian Environmental Assessment Act* (see Parks Canada 2006b), based on existing regimes across Canada [describe the stages in the slide.] This draft document is intended for use by Parks Canada employees, and the generic approach grafted from the above document is here advocated.

What is Cultural Heritage Value?

A value or values assigned to a resource through a process of formal evaluation





Tuktut Nogait NPC

Values are:

- assigned
- subjective

different individuals/groups will value cultural heritage places or resources in different ways

"Values are assigned; they are constructed and situational. They are not inherent...attributing value to a place, person or object is partly a subjective act. The "production" of heritage is closely related to the way people remember, organise their memories, think about them and wish to use them. In fact, there are as many values as there are individuals to name them." (pers. comm., Claude Charbonneau.)

Values may be:

Aesthetic (style, materials, functional design)

Historical (theme, associations)

Scientific (data/information)

Social (place attachment, tradition)

Cultural (symbol, group identity)

Spiritual (religion, belief system, myth, ceremony)

(Source: Claude Charbonneau, and Parks Canada (2003).) [N.B. – I added “belief system” to the “Spiritual” category, in an attempt to be more inclusive. This addition has not been subjected to scrutiny.]

Value Indicators / Criteria (Examples)

Context

Public Value

Physical qualities

Evolution over time

Associative or symbolic

Scientific or research value

Continued or traditional uses



Grasslands NPC

Determining whether a resource has value in a given context can be difficult, as it is largely a subjective exercise. However, tools and variety of criteria for evaluating cultural resources exist in most municipal, provincial, territorial, and federal jurisdictions. Here are some commonly used criteria. More examples will be discussed later.

[Note: The last two are from the PC Guidelines for the Management of Archaeological Resources (2005); the others from MLD's presentation]

Cultural Heritage Resources (General)

- **Buildings and structures**
- **Landscapes and landscape features**
- **Archaeological resources** (e.g., sites and/or objects)



Now we'll turn quickly to a considering the types of cultural heritage resources you may encounter in the course of your project, roughly classified.

Cultural Heritage / Resource Examples

- **culturally modified trees**
- **fish weirs, dams**
- **culturally modified bone**
- **structural remains**
- **traditional portage route**
- **garbage dumps**
- **rock alignments**
- **shell middens**
- **graves**



SGang Gwaay Innagaay (Nan Sdins)

There are countless examples of highly conspicuous cultural heritage resources, but what of those less obvious or conspicuous that could be physically impacted by an ER project? Here are a few examples that can often be readily identified with the aid of a cultural heritage specialist:

culturally modified trees (e.g., west coast; subarctic)

Structural/remains (e.g., trapper's cabin; DEW Line station)

Shell middens (living area; burial place – West Coast; New Brunswick)

Rock alignment (caribou or bison drive lane)

Graves (human remains; associated funerary objects)

Cultural Heritage / Resource Examples

- **anthropogenic plantings**
- **cultural landscapes**
- **stone tool flakes**
- **depressions**
- **petroforms**
- **komatik**
- **rock art**



Fort Beauséjour NHSC



La Mauricie NPC

- Depressions (e.g., privies; foundations)
- culturally modified bone (e.g., cut; polished)
- stone tool flakes (e.g., lithic scatters/debitage)
- petroforms (e.g., turtle effigies)
- Komatik (i.e., Sled of Inuit et al., used even now)

[Each of the these could have intangible associated values]

Cultural Heritage / Resource Examples

- **campsite**
- **buried, submerged archaeological resources**



Tuktut Nogait NPC



Banff NPC

- traditional campsite or gathering place

[And as Jim Harris noted yesterday (though in a different context), "let's not forget what's going on underground...">>>]

- buried archaeological resources [which can include any of the above]

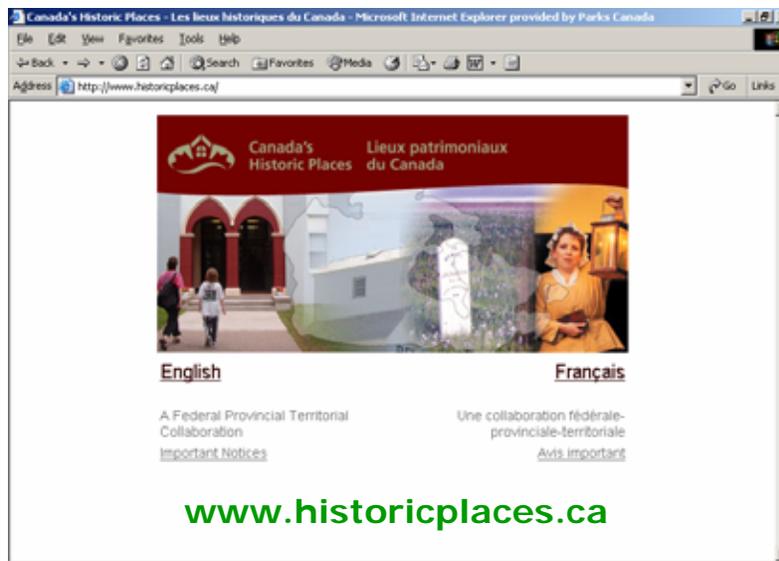
NOTE: Mention how indigenous knowledge, and the archaeological record can bolster ER projects (e.g., demonstrating long presence of bison in Banff and Waterton Lakes NPs; e.g., Cliff White's presentation, and especially the zooarchaeological evidence for Bison reintroduction (see, for example, Langemann (2004).)

TOOLS

Will highlight a few of the key tools noted in the ER Ps & Gs, then note a few others worthy of consideration. Consult your local cultural heritage specialists (go to historicplaces.ca) for the ones most relevant to your jurisdiction.



Historic Places website



When seeking advice on how to proceed with your restoration plan, this should be one of your first stops. It contains the bulk of the tools and contact info you would need to effectively identify and assess the cultural heritage value in the context of your project, and in your jurisdiction.



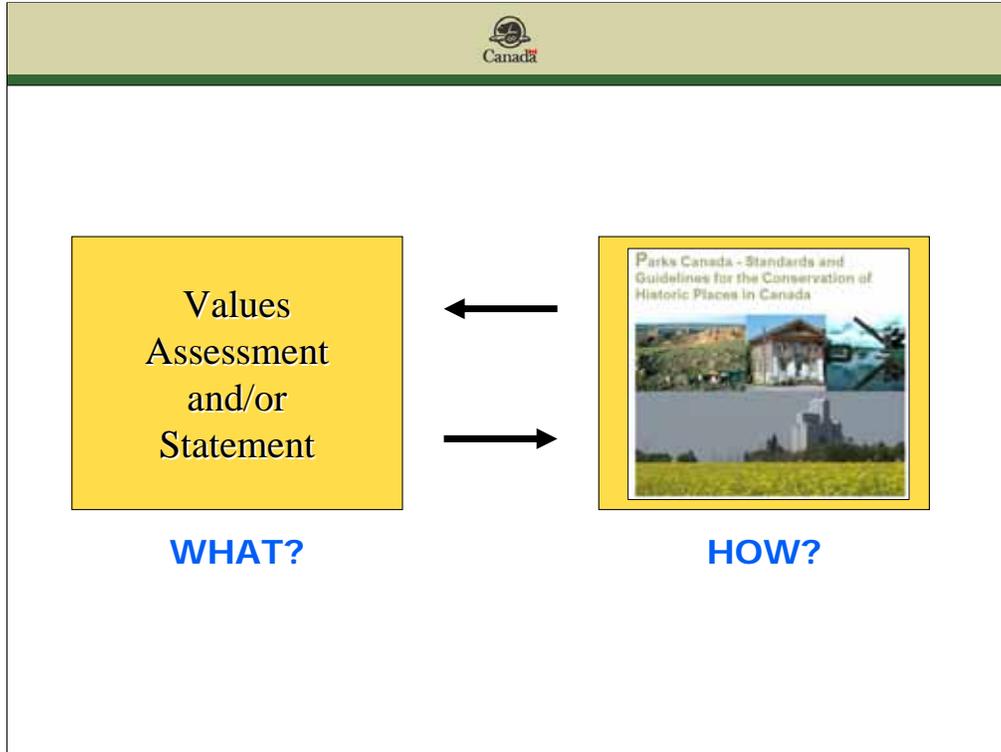
Excerpt from ER Ps&Gs, Section 4.1.1 (Parks Canada 2007) "... Statements of value for cultural heritage resources may be identified by consulting the Canadian Register of Historic Places, which includes statements of significance for all federal, provincial or territorial places included in the Canadian Register. Individual jurisdictions may have other planning documents that can provide guidance to practitioners."

[Other tools to assess significance can be found within the website, as well as provincial and territorial contacts for further info and guidance.]

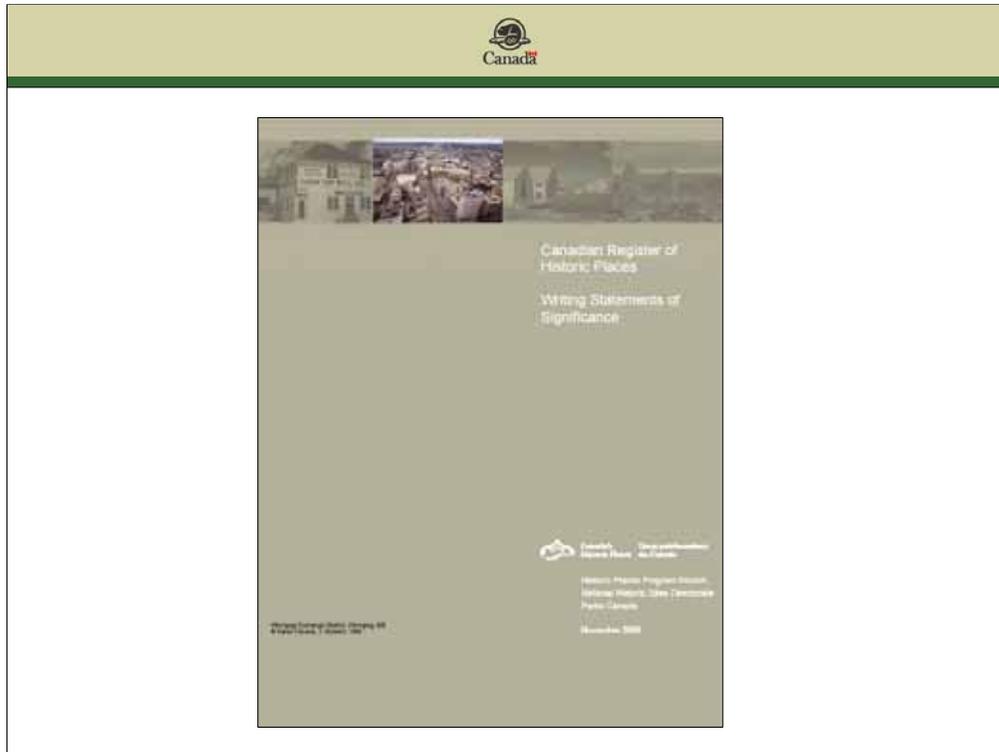
Parks Canada - Standards and Guidelines for the Conservation of Historic Places in Canada



- > The *Standards and Guidelines for the Conservation of Historic Places in Canada* [shown here] are a pan-Canadian reference document that anyone can use and that have been endorsed or adopted by all the federal, provincial and territorial jurisdictions in Canada. Parks Canada has adopted the S&Gs since 2003.
- > The S&Gs are a significant document for the management of cultural resources that will strengthen cultural heritage conservation across Canada.
- > Value-based management approach
- > [From S&Gs: The *Standards and Guidelines for the Conservation of Historic Places in Canada* provide sound, practical guidance to achieve good conservation, restoration or rehabilitation practice. It also offers results-oriented guidance for sound decision making when planning for, intervening and using a historic place... A second purpose... is to develop a pan-Canadian set of Standards and Guidelines. The Standards and Guidelines may be adopted by federal, provincial, territorial or other authorities as a benchmark for assessing proposed conservation interventions..."]
- > A greatly expanded archaeology chapter is soon to be made available publicly, and piloted (for two years.) There is a section specifically devoted to "Sites in Protected Natural Areas", and most of the other chapters can aid in evaluation as well. Consult historicplaces.ca to obtain a copy, or speak to a Provincial/Territorial Cultural Heritage Specialist [contact info of the latter is also available on historicplaces.ca]



A Values Assessment or Statement can indicate *what* you must protect. The Standards and Guidelines tell you *how*. They are both CRM tools, and they are interdependent [Paraphrased from Claude Charbonneau's presentation.]



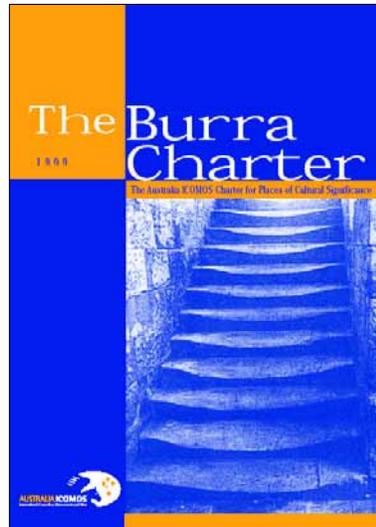
- > "The Canadian Register of Historic Places: Writing Statements of Significance" (Parks Canada 2006a) is a very useful document (and is available on the historicplaces.ca website) Many provinces have drafted their own renditions.
- > Though intended for designated areas/sites, can be applied generically, and at different scales.



Provincial / Territorial Cultural Heritage Contacts

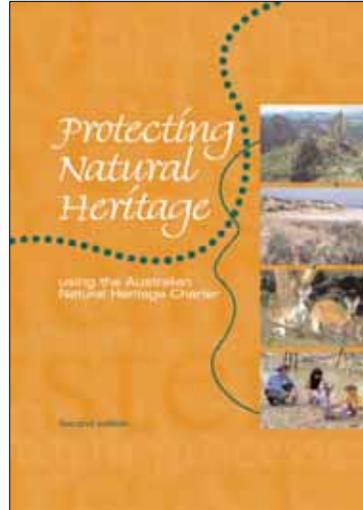
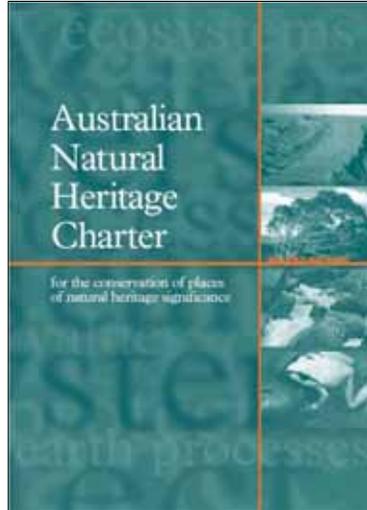
These Provincial and Territorial Cultural Heritage Contacts can be found on the historicplaces.ca website.

Selected International Tools

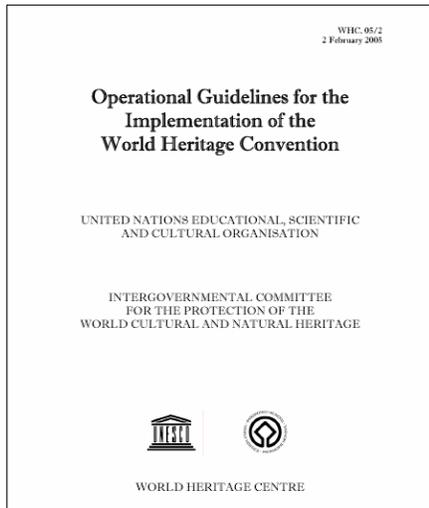


The Burra Charter (1999) "... provides guidance for the conservation and management of places of cultural significance (cultural heritage places)..." As Australia faces many parallel cultural and natural heritage issues with Canada (e.g., vast bioregional variation, indigenous populations, colonial occupation), this document may provide some useful approaches when considering cultural heritage value in a Canadian context (though there is a distinctive built heritage bent to the document.) It also advocates a cautious / precautionary approach to conservation, provides guidance on assessing heritage value/significance, and is designed to complement the Australian Natural Heritage Charter (Commonwealth of Australia (2002)) [and by extension, the latter's companion volume "Using the Australian Natural Heritage Charter" Commonwealth of Australia (2003) see next slide.]

Selected International Tools



Selected International Tools



> The *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO 2005) - shown above - contains definitions for "Universal Heritage Value". Basic criteria is provided for natural and cultural heritage therein.

> Excerpt: "Outstanding universal value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List." (UNESCO 2005: 49)



Selected International Tools

IUCN Management Guidelines (Vols. I to VI)

Go to the IUCN website to view or obtain the best practice guidelines :
<http://www.iucn.org/themes/wcpa/pubs/guidelines.htm>



Parks Canada Tools

Parks Canada CRM Policy

Commemorative Integrity Statement (CIS)

Heritage Character Statement (HCS)

Cultural Resource Values Statement (Draft)

The Cultural Resource Management (CRM) Policy (in Parks Canada (1994)) remains the overall management policy for all activities affecting cultural resources administered by Parks Canada. It is:

- Based on international heritage charters and principles
- An ethical framework for decision making – less emphasis on practical application
- Principles based (including Value)
- Integrated and holistic

The latter three documents in the above list provide internal guidance for Parks Canada staff and others for assessing heritage value and appropriately managing cultural heritage resources. Manuals for writing CISs and HCSs are internally available. The last item is in its embryonic stages ('under development.') When completed, the "CRVS" will guide Parks Canada practitioners in the writing of (a) cultural resource values statement(s) for natural protected areas under Parks Canada's administration.



Parks Canada Tools

Guidelines for the Management of Archaeological Resources

Archaeological Resource Description and Analysis (ARDA)

Archaeology Databases ["Evaluation"]/ GIS

In addition to providing general guidance for managing cultural heritage resources on lands administered by Parks Canada, the *Parks Canada Guidelines for the Management of Archaeological Resources* (Parks Canada 2005) contains an appendix (Appendix 3) which offers a selection of value indicators for Level II archaeological resources (Level II, in the Parks Canada context, often includes archaeological resources in national parks of Canada.) A variety of "ARDAs" have been produced for heritage areas administered by Parks Canada. Equivalents exist in other jurisdictions. Numerous archaeology databases across Parks Canada currently house extensive information/data pertaining to archaeological heritage under PC's administration, and will often (but not always) have an associated "evaluation" component or module. Depending on the region of Canada these data may appear in GIS layers for a given heritage area. (Note that a Cultural Resource Information System (CRIS) is currently in the requirements stage, and planned for development in the coming years. The CRIS combines portal concepts with system-wide database integration, and will be the single point of access to integrated information and tools for all aspects of cultural resource management across Parks Canada.)



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- [Note: More useful Parks Canada documents are available online at the Parks Canada library, at www.pc.gc.ca/docs/index_e.asp.]