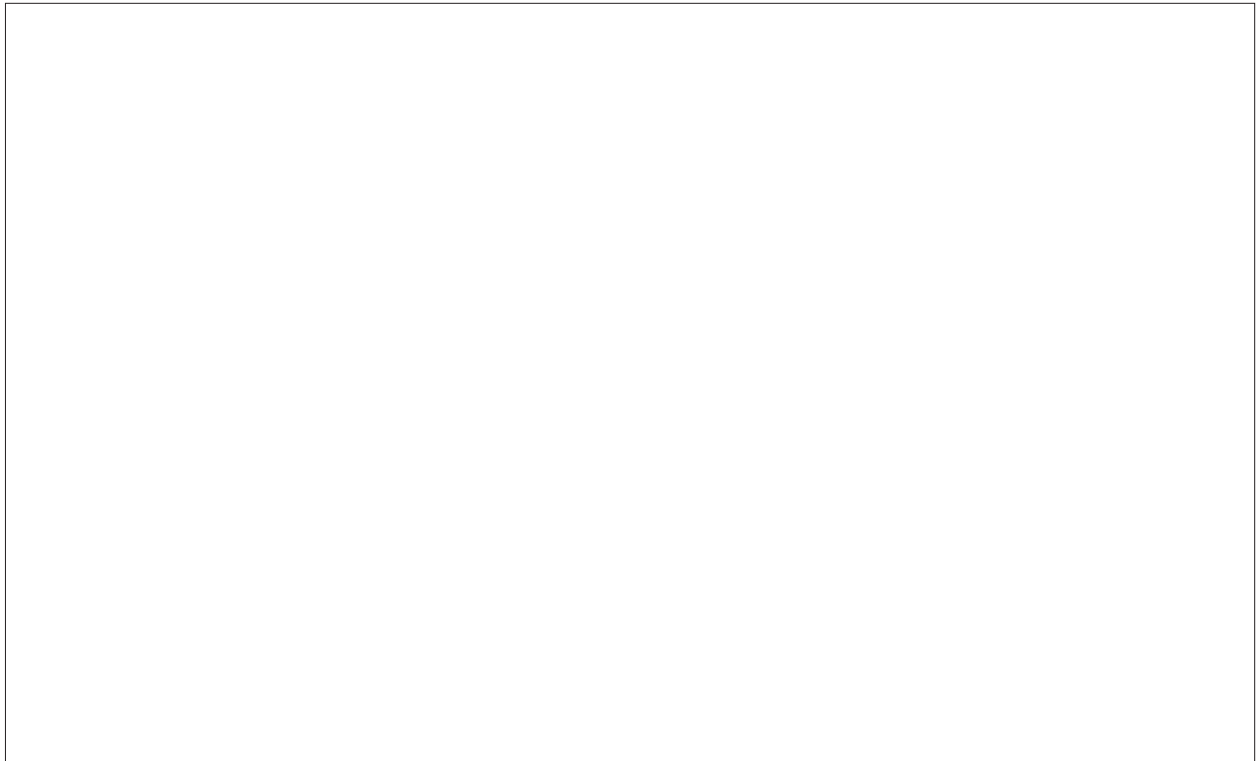




# S.S. KENO

NATIONAL HISTORIC SITE  
OF CANADA

## *Management Plan*





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NATIONAL HISTORIC SITE  
OF CANADA

## *Management Plan*

2004

S.S. *Keno* National Historic Site of Canada Management Plan.

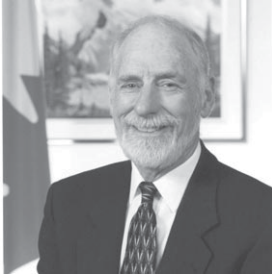
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## Foreword



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

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

These principles form the foundation of the new management plan for S.S. *Keno* 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 all those local organizations and individuals who have demonstrated such good will, hard work, spirit of cooperation and extraordinary sense of stewardship.

In that same spirit of partnership and responsibility, I am pleased to approve the S.S. *Keno* National Historic Site of Canada Management Plan.

A handwritten signature in black ink that reads "David Anderson". The signature is fluid and cursive, with a long horizontal flourish at the end.

David Anderson  
*Minister of the Environment*



# ■ Management Plan Recommendations

S.S. Keno National Historic Site of Canada

RECOMMENDED BY:



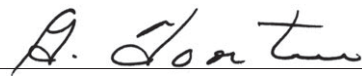
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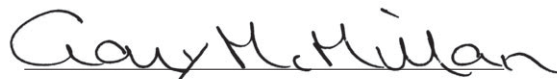
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# ■ S.S. Keno NHSC

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# ■ Executive Summary

## Background

The S.S. *Keno* was one of a fleet of riverboats that played a major part in the history of the Yukon Territory and the Klondike Gold Rush. Without the riverboats, the gold of the Klondike would have remained in the hills for at least another half century, and the development of the Canadian West and North would have suffered in consequence.

The S.S. *Keno* was built for the 180-mile (290 km) Stewart City-Mayo Landing run to transport silver and lead-zinc ore from mines in the Mayo district. In 1938 it carried over 9,000 tons (8,165 t) of ore, every sack of it loaded by hand.

The vessel was moved to her present berth on Dawson's waterfront in 1960. On her final trip to Dawson, the S.S. *Keno* carried 21 passengers, mostly newspaper correspondents and photographers.

In November 1958 the Historic Sites and Monuments Board of Canada (HSMBC) made the following recommendation: *"The Board would like to record its interest in the general subject of transportation in Canada as a matter of national historic importance, and its concern that examples of different types of transport should be preserved. The board believes that it is of national historic importance to preserve a typical representative or representatives of lake and river sternwheel steamship transport"*.

In May of 1959 the Board recommended that one of the sternwheel riverboats in Whitehorse be purchased and that steps be taken to preserve it. As part of its contribution to the 1962 Dawson Festival, Parks Canada refurbished the S.S. *Keno* as a tourist attraction and at its July 1 opening the Minister declared the vessel a National Historic Site.

## Current Situation

Preparation of a Management Plan for what was known as the "Klondike National Historic Sites" began in 1992, and included public consultation to encourage public participation in determining the management direction for the entire Dawson Historical Complex (DHCNHSC).

Projects for restoration and furnishing of the Commissioner's Residence and grounds, stabilization of the S.S. *Keno* and rehabilitation of Dredge No. 4 are now completed or well underway. S.S. *Keno* stabilization is essentially complete and includes asbestos removal, new foundation, fire protection, recanvassed decks, and replacement of rotted structural elements of the super-structure.

## Commemorative Intent

Commemorative intent is a statement of that which is nationally significant about the Site. It refers specifically to the ministerially-approved recommendations of the HSMBC; the S.S. *Keno* is of national significance because it is representative of the sternwheel steamers that travelled Yukon lakes and rivers. The S.S. *Keno* is specifically valued for the following elements.

- the completeness of the vessel in its hull, superstructure, propulsion and auxiliary systems;
- the surviving unity of the original vessel and equipment as acquired by Parks Canada;
- the quality of the construction of the vessel and its components, including the well-executed carvel planking;

- its being representative of the fast-water, shallow-draft sternwheel steamers that plied the upper Yukon River; and
- the broad defining characteristics of systems associated with the vessel's structure for carrying freight and systems associated with the vessel as water-borne accommodation.

### *Proposed Site Management*

In managing the S.S. *Keno* National Historic Site of Canada, Parks Canada will:

- maintain the appearance and physical integrity of the vessel, as defined by its massing, surface material, colour, hull construction and design, and exterior elements, as acquired by Parks Canada, in accordance with the Cultural Resource Management Policy;
- maintain the integrity of structural framing, mechanical systems, interior and exterior functional organization of space;
- evaluate, preserve and maintain removable historic resources related to commemorative intent;
- actively encourage cooperation with other authorities to foster integrity of designated place;
- maintain and acknowledge the visual contribution of the S.S. *Keno* to the commemorative integrity of Dawson Historical Complex National Historic Site of Canada, including proximity and visual access to the river, and viewsapes of the vessel and river;
- ensure that Canadians are aware of the S.S. *Keno's* importance and contribution to the Dawson Historical Complex and to the system of National Historic Sites in Canada;
- provide visitors with safe access, services and facilities on a seasonal basis;
- ensure that Parks Canada works cooperatively with other stakeholders to present the full history and heritage of the inland waterways of the Yukon, and promotes the S.S. *Keno* as a destination within the Klondike;
- manage the Site and related resources according to policies and guidelines outlined in the Cultural Resource Management and National Historic Sites Policy and within the broad Parks Canada program.

# ■ 1: Introduction

So widely did word of the Klondike's wealth affect the outside world that 57 registered steamboats, carrying more than 12,000 tons (10,886 t) of supplies, docked at Dawson City between June and September of 1898. A year later, 60 steamboats, eight tugs and 20 barges were in service on the Yukon River.

The sternwheeler, with its wood-fired boilers, resulted in an important new industry along the river, as wood camps to fuel the vessels were established along the waterway. A steamer, depending upon its size, consumed approximately 120 cords of wood every trip. The wood contracts ran into thousands of dollars annually, and employed large numbers of people.

To handle the tonnage, barges were pushed ahead of the steamer. Freight was as varied as only a gold rich country could demand. Mining equipment and horse and dog feed was packed beside cut crystal and fine linens. Bacon, beans, flour, and dynamite shared cargo space with vintage wines, canned oysters, and evening gowns.

The officers who commanded these ships were a special breed. They were resourceful, self-reliant, and in constant combat with a river which held many dangers. Many had been Mississippi River men; others were deep-sea captains.

When acquired by Parks Canada, the S.S. *Keno* was 130 feet (40 m) long, with a 29-foot (10 m) beam. It was originally built for the 180-mile (290 km) Stewart City-Mayo Landing run to transport silver and lead-zinc ore from the mines in the Mayo district. The wood-burning boiler supplied steam to two one-cylinder engines. The ore was stockpiled on the bank of the river at Mayo Landing all winter, awaiting the vessel's arrival in mid-May. In 1938 the S.S. *Keno* NHSC carried over 9,000 tons (8,165 t) of ore, every sack of it hand loaded.

With the completion of the White Pass and Yukon Route railway in 1900, the hazardous navigation from Bennett Lake to Whitehorse was eliminated. For half a century the steamboats plied the 1,700 miles (2,736 km) of waterway between Whitehorse and St. Michael, Alaska.

The S.S. *Keno* was part of the fleet which played a major part in the history of the Yukon Territory. Without the riverboats, the gold of the Klondike and the silver, lead and zinc of the Mayo district would have remained in the hills for at least another half century, and the development of the Canadian west and north would have suffered in consequence.

In 1960 the S.S. *Keno* was moved to its present berth on Dawson's waterfront, beside the Canadian Bank of Commerce. On the vessel's last trip to Dawson, it carried 21 passengers, mostly newspaper correspondents and photographers.

## *Objectives for National Historic Sites*

These objectives are summarized in Parks Canada's Guiding Principles and Operational Policies:

- 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 (Figure 1) by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these and their associated resources; and

- to encourage and support the protection and presentation by others of places of national historic significance that are not administered by Parks Canada.

Commemoration focuses on what is nationally significant about a site, and includes protection as well as presentation. The National Historic Sites Policy states that: "protection and presentation are fundamental to commemoration since without protection there can be no 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".

### *Commemorative Integrity*

Commemorative integrity is a term used by Parks Canada to describe the health or wholeness of a National Historic Site of Canada. A National Historic Site possesses commemorative integrity when the following occur:

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

For every National Historic Site administered by Parks Canada, a statement of commemorative integrity is developed to focus the management of a site on what is most important; and to ensure that the whole (the "Site") is addressed, not just the parts (the "individual resources").

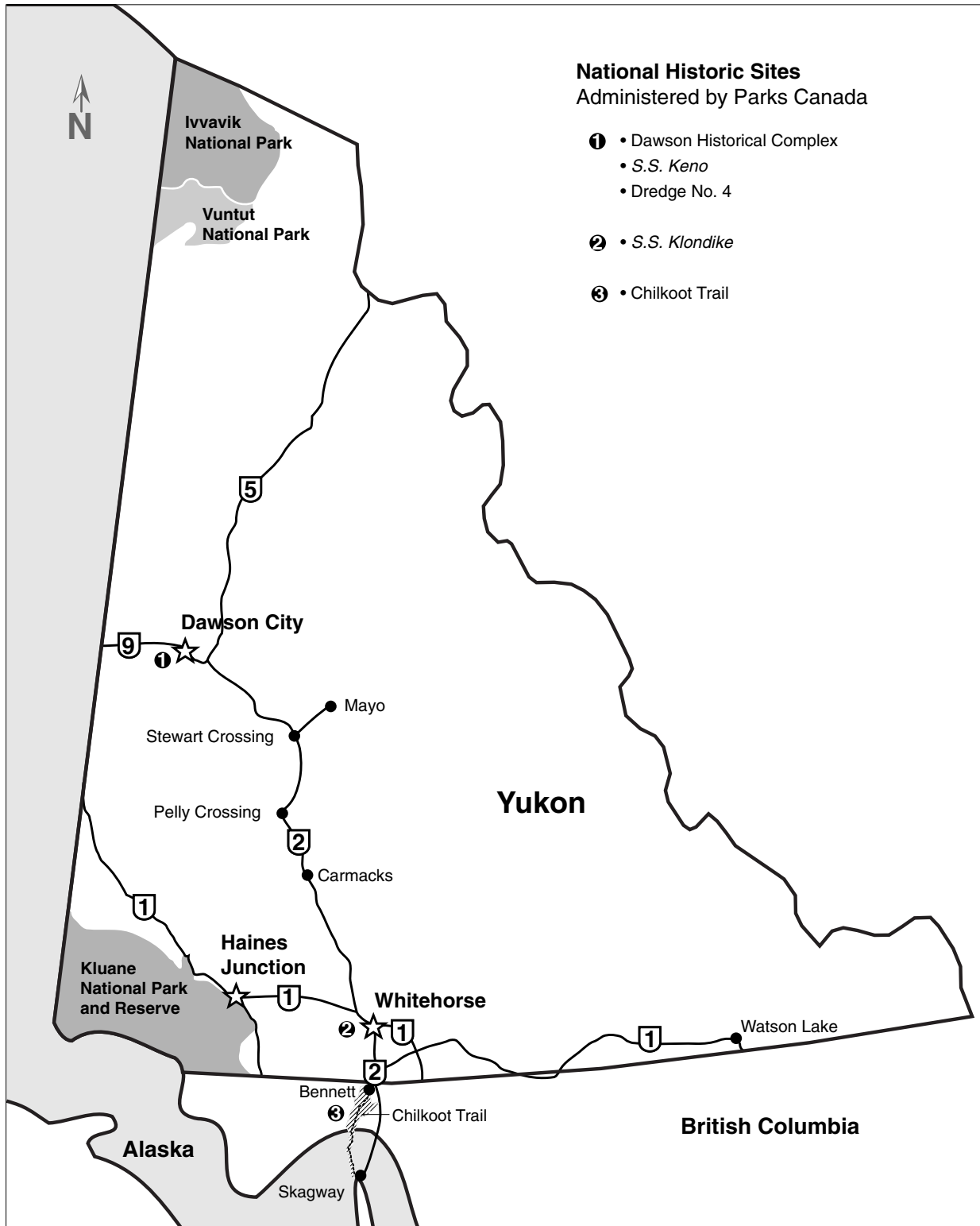
To effectively focus on commemorative integrity it is necessary to identify and evaluate those characteristics of a site that led to its recommendation by the Historic Sites and Monuments Board of Canada (HSMBC) and designation by the minister. Level I cultural

resources make a site important to all Canadians. A site is determined to have a historic value of regional or local importance if it has Level II cultural resources. All Level I and Level II cultural resources will be managed by Parks Canada under the principles of the Cultural Resource Management Policy.

A sound grasp of historic value is essential to ensuring commemorative integrity. This includes a definition of what constitutes the nationally-designated place. The Parks Canada Cultural Resource Management Policy requires that resources be evaluated not only for their importance, but as to "what it is that constitutes their value"; that is to say, what particular qualities and features make up their historic character. Historic value can reflect both physical (tangible) as well as symbolic (intangible or associative) attributes. It can be derived from an association with many periods in history, a single episode, or from the interaction of nature and humans.

The final drafting of this document included the development and approval of a commemorative integrity statement (CIS) for the Site. This statement addresses the three elements of commemorative integrity as described above, establishes the management priorities for the Site, and is fully integrated in the respective sections of the plan as the goals and objectives for the commemorative integrity of the Site. Commemorative integrity is also the basis for reporting to Canadians on the state of their National Historic Sites.

**Figure 1: National Historic Sites of Canada in the Yukon Field Unit administered by Parks Canada**



## 1.1 Site Management Planning

The goal of management planning is to ensure the commemorative integrity of national historic sites, and to apply the principles and practises of cultural resource management.

Management goals, objectives and actions prescribed within this document reflect the formal commitment of Parks Canada to ensure the protection and presentation of the National Historic Sites under the direct stewardship of the agency's Yukon field unit. This document also establishes a framework for subsequent management decisions, program implementation and detailed program planning for the Site.

Developing this plan required contributions from many different disciplines, legislation, public interest groups and government policy and programs. The actual planning process is summarized later in this document. The plans will be reviewed in five years from the date of its approval, as prescribed for management planning of National Parks, Historic Sites and Marine Conservation Areas in the 1998 legislation establishing Parks Canada as an agency.

Implementation focuses on maintaining commemorative integrity and providing appropriate and cost-effective services to the public. The plans establish an accountability framework which includes:

- **goals** that focus on what is most important in the management of a site, prescribed for key elements of each site as a Place of Historical Significance, a Place for People, and a Place for Stewardship ;
- a set of **objectives** or measurable targets for each of the stated goals; and
- a set of **key actions** to be carried out for each set of objectives.

Parks Canada will continue to focus on maintaining the Site's Commemorative and natural resource integrity, and on providing appropriate and cost-effective visitor services.

This Management Plan provides direction for the site's business and work plans for the next five to ten years. Parks Canada will use its business and work planning process to consider the delivery and improvement of Site operations, describe management strategies for plan implementation, and prepare reports on the state of the Site. The business planning process will provide the mechanism to address the goals, objectives and management prescribed in the plans.

In November 1958, the Historic Sites and Monuments Board of Canada (HSMBC) considered the Yukon riverboats then extant within the larger context of the history of transportation in Canada. The following recommendations resulted: *"The Board would like to record its interest in the general subject of transportation in Canada as a matter of national historic importance, and its concern that examples of different types of transport should be preserved. The board believes that it is of national historic importance to preserve a typical representative or representatives of lake and river sternwheel steamship transport"*.

At the May 1959 meeting, six months later, the HSMBC went further, stating: *"The Board recommends that the purchase of one of the sternwheel riverboats in Whitehorse be arranged and that steps be taken for preservation"*.

Parks Canada's contribution to the 1962 Dawson Festival included the refurbishment of the S.S. *Keno* as a tourist attraction and accommodation. At the vessel's July 1 opening, the Minister declared it a National Historic Site of Canada.

In November 1987, the HSMBC reaffirmed the national significance of both the S.S. *Keno* and the S.S. *Klondike*. The Board also recommended that the S.S. *Keno* be maintained in a stabilized condition because of the extra visual dimension it added to the Dawson experience.

Preparation of a Management Plan for what was known as the "Klondike National Historic Sites", which included the S.S. *Keno*, began in 1992. Between 1992 and 1994, three

newsletters were prepared to solicit public input into the future management direction of the “Klondike National Historic Sites”. These newsletters were part of a larger consultation forum to encourage public participation in determining the management direction for the Dawson Historical Complex, which then included the S.S. *Keno*.

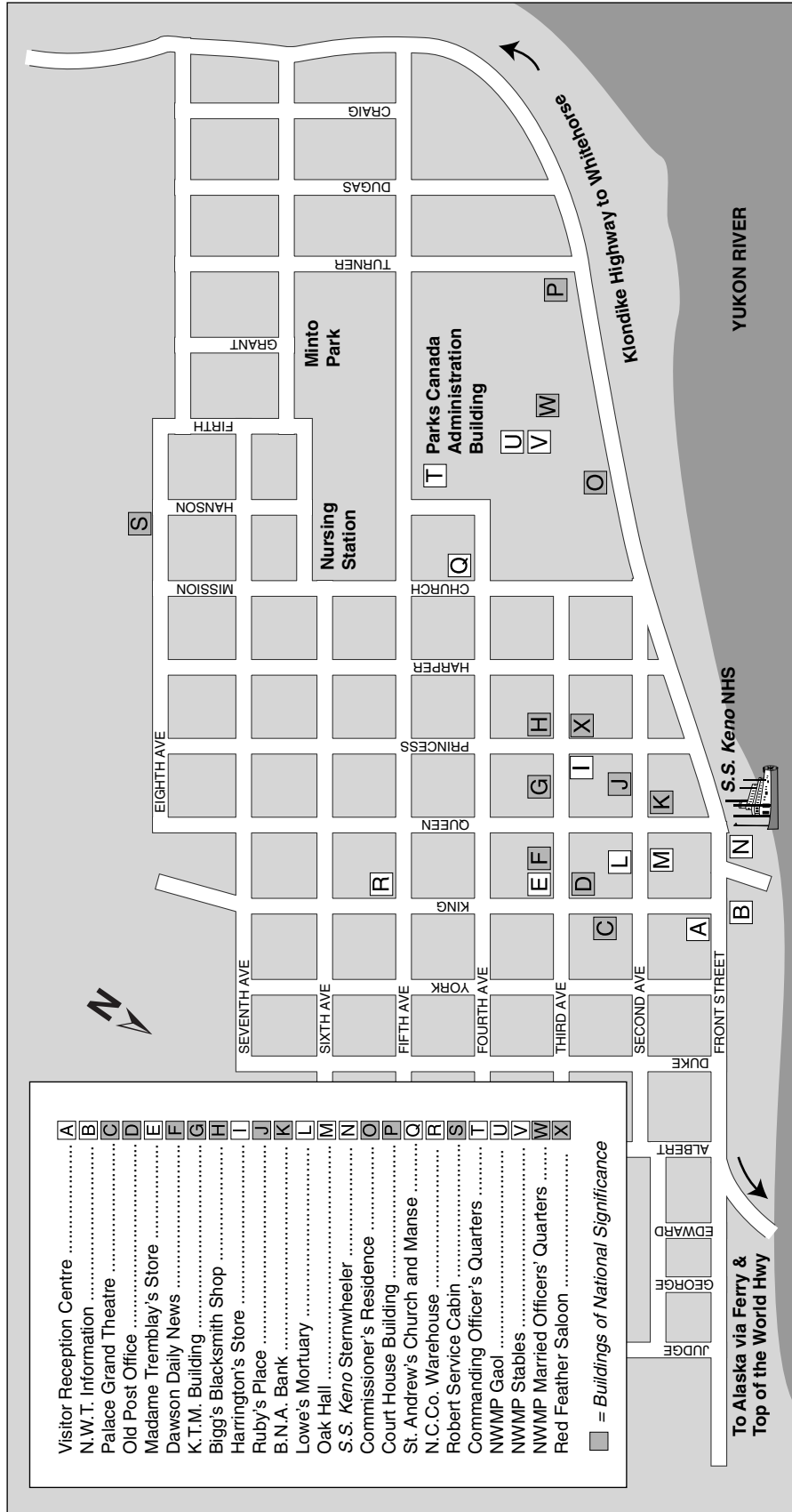
In the newsletter of March 1994, Parks Canada identified three major development projects on the immediate horizon. These projects were completing the restoration of the Commissioner’s Residence and grounds, stabilizing the S.S. *Keno* and rehabilitating Dredge No. 4. All three projects are now completed or well underway. The S.S. *Keno* stabilization work, now essentially complete, included asbestos removal, new foundation, fire protection, recanvassing of the decks, and replacement of rotted structural elements of the superstructure. This Management Plan has been prepared specifically to provide direction for managing the S.S. *Keno* National Historic Site of Canada.

A final draft of this plan was delayed to address new national guiding principles and operational policies for National Historic Sites, approved by the federal government in 1994. This resulted in the development of statements of commemorative integrity for the National Historic Sites managed by Parks Canada, including one prepared for the S.S. *Keno* in 1997. The statement has been integrated into this Management Plan and identifies commemorative integrity of the Site as the priority for its management.

## 1.2 Regional Context

The S.S. *Keno* National Historic Site of Canada is located on the waterfront in Dawson City, between Front Street and the Yukon River (Figure 2). On the opposite side of the river the shoreline has been maintained in a natural state and provides an appropriate backdrop to the Site.

Figure 2.  
S.S. Keno,  
Dawson City Setting



## ■ 2: A place of national historic significance

### Commemorative Integrity

**ACCOUNTABILITY:** *As a first priority ensure the commemorative integrity of the National Historic Site of Canada.*

The *Historic Sites and Monuments Act* (1953) allows for the creation of National Historic Sites such as the S.S. *Keno*. Parks Canada is mandated to ensure the commemorative integrity of all the National Historic Sites it administers.

#### *Commemorative Intent*

Commemorative intent is a statement of that which is nationally significant about the Site. It refers specifically to the approved recommendations of the HSMBC. The principal HSMBC direction for the S.S. *Keno* recognizes that the Site is of national significance because it is representative of Yukon lake and river sternwheel steamers.

#### *Commemorative Intent*

*The S.S. Keno is of national historic significance because it is representative of Yukon lake and river sternwheel steamers (1997).*

The primary responsibilities of Parks Canada in managing a National Historic Site of Canada are protecting resources that symbolize the Site's importance, effectively communicating messages that describe the reasons for the Site's national significance, and respecting the Site's heritage values. The following sections of this plan address these responsibilities for the S.S. *Keno* National Historic Site of Canada.

### 2.1 Resources

#### **Strategic Goal:**

*Resources that symbolize or represent the national historic importance of the S.S. Keno National Historic Site of Canada are not impaired or under threat.*

The first element of commemorative intent is resources. Two resources symbolize, or represent, the S.S. *Keno*'s national significance. These resources have been integral to the designation of the Site as nationally significant:

- **Designated Place:** includes the integrity of the structural framing, mechanical systems, original materials, historic fabric, and interior and exterior functional organization of space. Also significant to designated place is the proximity and visual access of the S.S. *Keno* to the urban landscape of Dawson City.
- **Moveable Resources:** relates to the integrity of location, function, fabric and mechanics of portable objects which enhances the commemorative intent of the S.S. *Keno*.

#### **Designated Place**

For almost a century after the first vessel reached Fort Selkirk in 1871, steam-powered river transportation was the main link to the outside world. The character of the system that developed was shaped by the geography of the Yukon and the technology of the riverboats. Alternative transportation options developed slowly. Overland winter travel supplemented the summer

river transport, and in the late 1920s a more direct competition appeared as aircraft began regular service to Yukon communities. It was only after World War II that roads finally ended the importance of water transportation in the Yukon. The S.S. *Keno* is representative of the vessels that serviced the Yukon for so long.

The S.S. *Keno* was designated a National Historic Site of Canada in 1962. It has become an important part of the historic urban landscape of Dawson City. Other stakeholders have a vested interest in its continuing presence at its present location in Dawson City.

The designated place is the S.S. *Keno* itself and not the land upon which it rests. The value of the physical resource resides in its documentation and as a representative of a type of vessel constructed for the water transportation network established in the Yukon. This includes the following elements:

- the completeness of the vessel in its hull, superstructure, propulsion and auxiliary systems;
- the surviving unity of the original vessel and equipment;
- the quality of the construction of the vessel and its components;
- the well-executed carvel planking;
- its being an example of the fast-water, shallow-draft sternwheel steamers that plied the upper Yukon River; and



*The S.S. Keno NHSC, from bow, open for tours prior to hull stabilization*

- the broad defining characteristics of importance including systems associated with the vessel's structure; those associated with the vessel as a freight system; and systems associated with the vessel as water-borne accommodation.

The S.S. *Keno's* symbolic importance derives from its role in the water transportation system of the Yukon and its association with other shallow-draft sternwheel steamers. Its meaning is enhanced by the current setting, defined by its proximity to the Yukon River, the major river artery, and to Dawson City, one of the urban anchors of this transportation network.

#### OBJECTIVES

- maintain the appearance and physical integrity of the vessel, as defined by its massing, surface material, colour, hull construction and design, and exterior elements as acquired by Parks Canada;
- maintain the integrity of structural framing and mechanical systems;
- maintain the interior and exterior functional organization of space;
- conserve original materials and mechanical systems in accordance with the Cultural Resource Management Policy;
- preserve and maintain for reference purposes representative samples of removed historic fabric;
- actively encourage cooperation with other authorities to foster integrity of the designated place;
- maintain and acknowledge the visual contribution of the S.S. *Keno* to the commemorative integrity of DHCNHSC;
- maintain the proximity and visual access to the river; and
- maintain the viewsapes of the vessel and river.

### Current Situation

The S.S. *Keno* now has a new foundation, and fire suppression system. All rotted areas of the superstructure have been replaced with sound materials. This has put the vessel in a condition which better protects its fabric and facilitates maintenance. Representative samples of removed historic fabric are being preserved and extensive material has been documented and removed to collection storage for care and safekeeping. To maintain the integrity of this designated place, development plans, disaster preparation strategies, and environmental assessments for Site activities are still required.

The S.S. *Keno* is set within the Dawson City community and is subject to a variety of threats to the integrity of designated place, including commercial and waterfront development. Stories about changes to the designated place, including restoration of the S.S. *Keno* and replacement of deteriorated original fabric with new components, are currently being conveyed to the public. On-site interpretation does not currently include on-board tours.

### KEY ACTIONS

- *collaborate with the town planning board and other community planning agencies to promote public support and compliance with legislative/regulatory authority and design guidelines that support and enhance the integrity of designated place;*
- *monitor, assess and take appropriate actions to mitigate impacts on the integrity of designated place;*
- *assess the Site's current presentation program to develop and implement a presentation strategy to:*
  - *present the commemorative values of designated place, establish broad public and client learning objectives for these values, and to monitor understanding of them; and*

- *offer a variety of on-site and outreach programs, developed to gain a broad public and client understanding of the values of designated place;*
- *identify, document and conserve in a systematic fashion all cultural resources which contribute to designated place;*
- *develop and implement a conservation strategy for the mechanical systems of the vessel following the principles of Cultural Resource Management;*
- *complete, inventory and maintain photo records, as-found plans, as-built plans, and other related documents;*
- *complete the general rehabilitation of the structure's historic fabric;*
- *collect, inventory, record and maintain representative samples of removed historic fabric; and*
- *distinguish new materials or reproductions from original fabric in both Level I and Level II resources.*

### Moveable Resources

The primary moveable resources are important contributors to the values and messages of the S.S. *Keno* National Historic Site of Canada. These resources gain their value in being authentic artifacts directly related to the vessel, the provenance of which has been established through research and documentation.



Freight deck pullies

#### OBJECTIVES

- evaluate, identify, protect and maintain the moveable resources related to the commemorative intent of the S.S. *Keno*;
- develop and implement strategies for effective presentation and monitoring; and
- ensure access for research and presentation.

#### Current Situation

Parks Canada maintains and curates a small artifact collection of historical objects related to the S.S. *Keno*. The collection is maintained under controlled inventory in several storage facilities and on display. Routine maintenance and inspection is ongoing and leads to intervention, conservation and replacement where appropriate. Long-term conservation requirements need to be assessed and quantified, and the collection is currently being evaluated to determine its relationship to commemorative intent. Parks Canada shares artifact information with other institutions for research, protection and presentation. There is no emergency preparedness plan for the collection.

Parks Canada has also acquired a substantial collection of historical photographs depicting historic river transportation, Dawson City and the gold fields. It is maintained in a manual system which is being upgraded to an electronic database.

#### KEY ACTIONS

- *identify, record, and protect moveable resources and their records according to Cultural Resource Management Policy;*
- *develop and implement a strategy for the long-term protection, maintenance and use (presentation and research purposes) of moveable resources;*

- *develop and implement a strategy to define the scope of the collections required to support the commemorative integrity of the Site;*
- *collaborate with other authorities/owners to exchange information and protect records related to Level I resources of the Site;*
- *conduct material culture research to ensure authenticity and accuracy in the presentation of Level I messages utilizing artifacts, and make this data available to others;*
- *maintain a photographic reference collection to support the preservation and presentation activities at the Site, and make the collection accessible to others; and*
- *develop a Site contingency plan to preserve moveable resources in case of emergency.*

## 2.2 Messages

#### Strategic Goal:

*Reasons for the Site's national significance and its role in Canadian history are effectively communicated to the public.*

A second element of commemorative integrity focuses on effectively communicating the reasons for the Site's national historic significance. Each element of commemorative intent forms an important component of the learning objectives which must be met if the Site is to have commemorative integrity. This means that visitors to the Site must understand the S.S. *Keno* as being representative of the Yukon lake and river sternwheel steamers.

Effective delivery of these learning objectives also implies that the messages are based on research, knowledge, awareness and sensitivity to current historiography regarding the elements of commemoration. It also suggests that presentation is balanced, ensuring that various perspectives on the events associated

with the Site are communicated. Moreover, the individual components of the story should not be treated in isolation, but be integrated into the presentation of the messages of national historic significance related to inland water transportation. The Historic Sites and Monuments Board of Canada has also highlighted the S.S. *Keno's* important role in contributing to the historic values of Dawson Historic Complex National Historic Site of Canada; therefore, the S.S. *Keno's* presence in the urban landscape is its main presentation value.

In part, to achieve commemorative integrity, the principal learning objective for visitors to the S.S. *Keno* National Historic Site of Canada is to understand: “The S.S. *Keno* is a representative example of the riverboats used on the lakes and rivers of the Yukon and exhibits the design and application of steam-powered sternwheeler technology”.

Messages supporting this understanding include:

- sternwheel steamers were the main form of water transportation in the Yukon and played a major role in the development of the Yukon until the 1950s;
- riverboat technology was an engineering response to regional transport requirements and local economic and environmental conditions in the Yukon; and
- riverboat transport as exemplified by the S.S. *Keno* played an important role in the existence of Dawson.



The S.S. *Keno* NHSC on the Yukon River at the mouth of the Stewart River

#### OBJECTIVES

- ensure Canadians understand the Site’s national significance and its role in Canadian history;
- ensure Canadians are aware of the S.S. *Keno's* importance and contribution to the learning objectives of Dawson Historical Complex National Historic Site of Canada;
- ensure Canadians understand the connections between Level I messages and the Site’s Level I resources and other related resources; and
- ensure that measures and measurement processes are in place to determine the effectiveness of message delivery.

#### Current Situation

In recent years the program shift from themes and objectives to messages of commemorative intent may have resulted in gaps in presentation programming. These gaps should be identified and addressed through an assessment of current interpretation.

Stabilization of the S.S. *Keno* is complete. For many years, there has been no interpretation on board the vessel; however, it is included in other Site programming, such as walking tours, an outdoor kiosk, audio-visual presentations and an exhibit at the Visitor Reception Centre. There have been no evaluations of public understanding and visitor satisfaction at this Site in recent years.

#### KEY ACTIONS

- *assess the Site’s current presentation program to develop and implement a presentation strategy to:*
  - *give priority to presenting the Site’s Level I messages, establish broad public and client learning objectives for these messages, and monitor public understanding of them;*

- use visitor audience information to develop appropriate programs to meet market needs;
- offer a variety of on-site and outreach programs designed to gain a broad public and client understanding of Level I messages;
- identify and present key commemorative connections to other National Historic Sites;
- where appropriate, fully integrate Parks Canada presentation programs for Dawson Historical Complex and the S.S. Keno National Historic Sites.

## 2.3 Other Heritage Values

### **Strategic Goal:**

*The heritage values of the place are respected by all those whose decisions or actions affect the Site.*

A third element of commemorative intent is demonstrating respect for the Site's other heritage values. Beyond the values of national historic significance, the heritage values associated with the S.S. Keno include the role played by Dawson City as an important part of the Yukon inland water transportation system. This includes understanding the role and history of Dawson as an administrative and supply centre, a trans-shipment point for river, rail and road transport into the Klondike gold fields, and as the site of shipyards and ways.

The role of S.S. Keno National Historic Site of Canada as an introduction to the related cultural and natural heritage of the Yukon waterways is another heritage value. For many visitors, the vessel is their first exposure to this rich heritage. These additional heritage values comprise the related histories and inter-relationships of the S.S. Keno with

other northern sites, such as the *MV Tarahne* in Atlin, the Thirty Mile Heritage River, S.S. Klondike National Historic Site of Canada, Canyon City and Fort Selkirk.

Other heritage values include Level II resources managed by Parks Canada, and messages relating to the history of this place beyond the themes and period of commemoration.

These resources and messages do not relate to national designation, but are important to the documentation and communication of the history of water transportation in the Yukon. This includes the waterfront site of the S.S. Keno.

The association of the Site with other Yukon National Historic Sites (i.e. Dawson Historical Complex, Dredge No. 4, and the S.S. Klondike) is acknowledged. A more general heritage value is the relationship of the S.S. Keno to the larger family of National Historic Sites across Canada.

### **OBJECTIVES**

- ensure Parks Canada is working cooperatively with other stakeholders to protect and present the full history and heritage of the inland waterways of the Yukon;
- ensure Level II resources are managed according to the Cultural Resource Management Policy;
- ensure Level II messages pertaining to Dawson and the S.S. Keno are communicated to the public;
- ensure that the waterfront location of the S.S. Keno is maintained;
- ensure that the S.S. Keno's relationship with other National Historic Sites in the Yukon is effectively communicated; and
- ensure that the S.S. Keno's membership in the larger family of National Historic Sites is communicated.

### *Current Situation*

Parks Canada works with the Yukon Transportation Museum to celebrate transportation week each June. There is a small collection of Level II resources linked to the S.S. *Keno* currently cared for by Parks Canada.

In the public eye, there is considerable similarity in the commemoration of the S.S. *Keno* and the S.S. *Klondike*. These two vessels are the only surviving sternwheelers from a large fleet that once travelled the rivers of the Yukon.

The S.S. *Keno* is set within the Dawson City community, which puts it at risk from a variety of threats from commercial and waterfront development. The City of Dawson is responsible for development for the community waterfront.

### **KEY ACTIONS**

- *assess the Site's current presentation program to develop and implement a presentation strategy to:*
  - *present the Site's Level II messages, establish broad public and client learning objectives for these values, and to monitor public understanding of them;*
  - *offer a variety of on-site and outreach programs designed to gain a broad public and client understanding of the Site's Level II messages;*
  - *identify and present thematic connections with other National Historic Sites;*
- *collaborate with community organizations to identify, protect and present other heritage values of Dawson City;*
- *develop and implement a strategy which ensures that Level II resources associated with the site are managed in accordance with Parks Canada's Cultural Resource Management Policy;*
- *collaborate with local authorities to protect the heritage character of the waterfront; and*
- *collaborate with Parks Canada staff responsible for the stewardship of S.S. Klondike National Historic Site of Canada to avoid duplication when presenting Level II messages at both Sites.*



*S.S. Keno and barge, loading firewood on the Stewart River*

## 3: A place for people

**ACCOUNTABILITY:** *Parks Canada will ensure opportunities are provided to visitors that enhance public understanding, appreciation, enjoyment and protection of the cultural heritage, appropriate to the S.S. Keno as a National Historic Site of Canada.*

To fulfil the mandate of National Historic Sites, it is important that people continue to experience the S.S. *Keno* National Historic Site of Canada in ways that respect its national significance. Parks Canada will support and encourage opportunities to enhance public understanding, appreciation, enjoyment and protection of the national heritage that are appropriate to the S.S. *Keno* NHSC as a National Historic Site.

Parks Canada is committed to ensuring that the S.S. *Keno* remains a place for people. Specific management objectives and actions for visitor use have been defined to this end. These will be carried out within the context of the commemorative integrity management objectives and actions and of Parks Canada's stewardship of the Site.

### 3.1 Heritage Tourism Strategic Goal:

*To provide opportunities for the public to enjoy high-quality, authentic leisure and travel experiences that are appropriate to the purpose of the National Historic Site.*

#### OBJECTIVES

- in conjunction with other stake-holders and operators, promote the S.S. *Keno* as part of a destination area within the Klondike; and
- use current marketing information to create opportunities for visitors to relive the experience of the Yukon lake and river sternwheel steamers.

#### Current Situation

Tourism continues to be a significant sector of the Yukon economy, and the community of Dawson plays a significant role in the regional tourism industry. Tourism opportunities provided for in the stewardship of the S.S. *Keno* National Historic Site of Canada will focus on the cultural resources of the Site.

The Dawson area currently hosts about 60,000 non-Yukon visitors during the summer season from June to mid-September. The vast majority of these visitors are in the "highway" traveller market segments (recreation vehicles and motorcoaches). These visitors stay an average of about three days in the Dawson region, and seven to eight days in the Yukon. While relatively few visitors arrive outside the summer season, they generate significant economic benefit.



*The S.S. Keno on its last journey to Dawson City, 1960; note that the wheelhouse has been removed for the trip*

While the volume of Yukon visitors has increased only slightly since 1987, their make-up seems to be changing. Available data from Planning for Tourism Development in the Dawson Region indicates that:

- motorcoach (bus tour) traffic has steadily decreased since 1987, following a trend experienced throughout North America; and
- preliminary 1994 figures indicate that motorcoach traffic entering on the Top of the World Highway was down about 20% from 1993.

No scheduled tours of the S.S. *Keno* have been available for several years due to its poor condition and subsequent stabilization work. Special-event tours during that time were well-attended when compared with other Parks Canada presentations during the summer season.

## KEY ACTIONS

- *collaborate with local, regional and territorial authorities to collect and analyse visitor research that identifies and takes appropriate actions to encourage essential Site presentation and services to meet visitor needs;*
- *collaborate with various tourism businesses and authorities to encourage the development and promotion of tourism products and services associated with the Site that enhance visitor understanding of its Level I messages;*
- *collaborate with local government, the tourism industry/associations and the government in marketing tourism opportunities and services in the region and local community;*
- *collaborate with community businesses and organizations to support, where economically feasible, shoulder-season tourism opportunities;*
- *collaborate with other protected heritage sites/organizations/agencies to promote heritage tourism opportunities at the regional and national level;*
- *collaborate with accredited education programs to develop and implement heritage interpretation accreditation and certification; and*
- *provide the tourism industry with timely information about fees, tourism opportunities and visitor safety as well as impacts to the Site's commemorative integrity.*

## 3.2 Visitor Services

### **Strategic Goal:**

*To provide a range of recreational and tourism opportunities, facilities and services that enable visitors with varying interests and abilities to have a high-quality experience at the Site.*

#### **OBJECTIVES**

- ensure that all visitors have access to visitor information on a seasonal basis;
- work with partners to enhance and better coordinate visitor programs and services and avoid duplication with the main tourism operators in the community;
- ensure that visitors with special needs have access to the Site and can participate in programs offered at the Site; and
- provide and manage visitor programs, services and facilities that meet the needs of the public in a safe and healthy manner, while promoting public enjoyment, appreciation and understanding of the Site.



*The S.S. Keno NHSC tied to shore, location unknown*

### **Current Situation**

Tours are no longer given on board the S.S. Keno, but messages are communicated in other forms of personal and non-personal interpretation. Information available at the Visitor Reception Centre on Front Street includes orientation, publications, exhibits and audio-visual presentations. Walking tours of the Dawson town core include the S.S. Keno.

#### **KEY ACTIONS**

- *provide visitor access to and interpretation services to the exterior of the S.S. Keno pending completion of the structure's stabilization and the development of a presentation strategy for the Site;*
- *collaborate with other tourism operators/ authorities and local businesses to provide visitors with an orientation to events, programs and services available in the community and surrounding region;*
- *collaborate with local authorities, and disability support organizations to develop and provide alternate methods of presentation access, both physical and intellectual;*
- *design and deliver Site programs which are appropriate to the Site's various client groups and which will provide basic comfort and safety to them;*
- *collaborate with other operators in the Site to schedule programs and to review situations where visitor crowding is an issue and develop viable alternatives to minimize this;*
- *monitor visitor statistics on a regular basis and use market trends to guide investment, operational and marketing decisions;*
- *as conditions warrant, replace signs and information to conform to the Parks Canada corporate identification strategy; and*
- *give priority to protecting and presenting the Site's Level I resources and messages when providing visitor services and facilities.*

## 4: A place for stewardship

**ACCOUNTABILITY:** *In achieving results of protection and presentation for the S.S. Keno, leadership is established by example, by demonstrating and advocating environmental and heritage ethics and practices, and by assisting and cooperating with others.*

Stewardship involves both leadership and participation. Varying degrees of cooperative action are inherent in all of Parks Canada's heritage activities. Parks Canada promotes the concept of an integrated family or network of heritage areas, and cooperates with provinces and territories in their protected area and heritage strategies.

### 4.1 Working With Others

#### **Strategic Goal:**

*To ensure key policy, land-use, and planning decisions are made in a timely and fair manner, are consistent in their approach, and are arrived at in an open and participatory manner.*

#### **Current Situation**

In addition to public consultations undertaken prior to the development of this Management Plan, Parks Canada meets with key



*Crew working on hull*

stakeholders in the community, such as the Klondike Visitors Association and the Chamber of Commerce, to advise them of the direction being taken in implementing business plans.

Although Site staff are being provided tourism industry training through programs offered at Yukon College, Parks Canada is not currently involved with volunteers, community groups or local associations to enhance the development and operation of the Site.

#### **OBJECTIVES**

- develop and welcome partnerships and relationships with other levels of government and organizations, and nurture existing alliances and relationships;
- demonstrate respect for all interested parties through ensuring public involvement at key points and decisions in the Parks Canada program; and
- provide opportunities for the public to contribute their knowledge, expertise and suggestions concerning any aspect of the Parks Canada program.

#### **KEY ACTIONS**

- *collaborate with the local community, appropriate agencies and other interests in the preparation of any major developments and in the ongoing management of the Site;*
- *collaborate with the Yukon government, post-secondary educational institutions and other agencies to develop and implement education, outreach, interpretation and marketing opportunities associated with the Site; and*

- *encourage volunteers, community groups, local associations and the general public to contribute to the development and operation of the Site.*

## 4.2 Operations and Administration

### **Strategic Goal:**

*To apply fundamental accountabilities, as outlined in Parks Canada's Business Plan, to Site administration and operation.*

### **Plan Implementation**

Parks Canada will continue to focus on the maintenance of the Site's commemorative integrity and the provision of appropriate and cost-effective visitor services. Parks Canada will use its business and work planning processes to consider the delivery and improvement of Site operations, describe the management strategies for the implementation of the plan, and prepare reports on the state of the Site. The business planning process will provide the mechanism to address the goals, objectives and management actions prescribed in this plan.



*Stabilization of the hull*

### **OBJECTIVES**

- adhere to policies and guidelines specific to Historic Sites as outlined in Cultural Resource Management and National Historic Sites Policy as well as the broader Parks Canada program;
- establish leadership by example, demonstrate and advocate environmental heritage ethics and practices, and cooperate with others;
- ensure commemorative integrity and service to clients, and use public funds in a wise and efficient manner;
- retain staff well versed in managing and maintaining cultural resources in a northern environment, as well as an adequate inventory of resources to allow successful operations and administration.

### **Current Situation**

Parks Canada develops business plans to deliver and improve Site operations, and to address the goals, objectives and management actions prescribed in this Management Plan. In addition, a long-term strategy is being developed which identifies priorities for the protection and presentation of heritage resources, and the operations support infrastructure.

In the administration of the Site, Parks Canada considers commemorative integrity on a regular basis through the application of guidelines such as the Cultural Resource Management Policy and the National Historic Sites Policy, and monitors this work through the State of the Parks Report. Facilities, services and use proposals are reviewed for appropriateness by Site staff. A variety of local, service centre and national office staff are retained. Site staff oversee a range of duties, including heritage building recording and restoration, cultural integrity monitoring, curatorial/collections management,

conservation, heritage communications, asset and safety management and other program services. Local staff also provide services on a Field Unit basis to the S.S. Klondike and Chilkoot Trail National Historic Sites of Canada, and Kluane National Park/Reserve.

Existing safety and security guidelines are incomplete, and while the S.S. Keno is included in an ad hoc flood preparation plan for Dawson Historical Complex, the Site does not yet have an emergency preparedness plan.

Parks Canada achieves cost-effective service to clients, integrating S.S. Keno programming and user fees into the Dawson Historical Complex programs. Winter staffing is insufficient to provide a modest outreach program in the off-season.

## KEY ACTIONS

- *develop and implement a strategy for a phased approach to the appropriate stabilization of Level I and Level II resources, providing a series of costed projects for the Site;*
  - *consult with affected interests about proposals to change Site user fees;*
  - *develop and implement safety and security guidelines for the Site to meet local occupational health and safety standards;*
  - *develop and implement an emergency preparedness strategy for the Site;*
  - *commit appropriate resources to full operation of the Site from June to mid-September, with a modest outreach program in the off-season;*
  - *utilize State of the Parks reporting to Parliament to monitor the state of the Site's commemorative integrity;*
  - *review the structural and functional condition of the Site operations support infrastructure and develop and implement a strategy to meet operational and administrative needs;*
- *conduct strategic environmental assessments of Site management subject to the Environmental Assessment Process for Policy and Program Proposals; and*
  - *utilize the Canadian Environmental Assessment Act, to assess the environmental impacts of projects before they are undertaken.*

## 4.3 Management Plan Environmental Assessment

An environmental assessment review of this Management Plan was conducted in accordance with the Environmental Assessment Process for Policy and Program Proposals Cabinet directive. The screening was carried out early in the Management Plan review to ensure that the environmental effects of plan initiatives were considered before irrevocable decisions were made. A companion document, Environmental Assessment of the S.S. Keno National Historic Site of Canada Management Plan, provides a detailed account of the results summarised here.

A workshop was conducted to identify Management Plan proposals capable of producing adverse environmental effects. The plan proposes restoration and maintenance of the vessel. Plan implementation is therefore unlikely to generate significant environmental effects. Standard restoration and maintenance techniques will be employed. The impacts of these activities are insignificant or can be successfully mitigated with known technology. The vessel is no longer operational and will be utilised solely as an educational and heritage facility featuring static exhibits and guided walking tours.

Several initiatives in the draft Management Plan may result in increased visitation. A strategy should be developed to monitor and manage visitor impacts to cultural resources at the Site.

Portions of the Management Plan are conceptual and lack the detail necessary to assess environmental impacts. Further information is required before these initiatives and the projects they will generate, can be adequately assessed. As specific projects are developed they will undergo environmental screening pursuant to the provisions

of the *Canadian Environmental Assessment Act* (CEAA). Appropriate mitigative measures will be included in the assessments. Projects will not be implemented prior to environmental assessment review and approval from a responsible authority under the CEAA.

## ■ 5: Implementation Strategy

The management plan provides long term strategic direction for Site managers. It is a framework for more detailed planning and decision-making, and a strategic reference for capital expenditure forecasts and future management and operations. Implementation of the plan is the responsibility of the Superintendent and Field unit Staff.

While the management plan establishes a long range vision for the site, it focusses on actions within a five year time frame. This implementation strategy sets out a series of priority actions for the next five years, all of them affordable within the current resources of the Yukon Field Unit.

The priorities will be linked directly to the Site's business plan and to the three year business planning cycle. The focus will be on the first three year cycle, although some priorities will be identified for the second. They will be grouped according to some of Parks Canada's service lines as part of the new planning, reporting and accountability structure. The priorities will lead to results in the the main areas of accountability:

- 1) Ensuring commemorative integrity
- 2) Improving service to clients
- 3) Making wise and efficient use of public funds.

Progress will be determined through annual reporting on business plan performance and through the State of the Parks reports which are issued regularly.

The priority actions to be achieved over the next five years are identified below that are linked to the management plan are:

- Implement a program of monitoring and maintenance for the vessel

- Develop a conservation strategy for the mechanical systems on the vessel
- Develop and maintain a photographic reference collection to support the presentation and preservation activities at the site and make the collection accessible to others.
- Develop a site contingency plan to preserve moveable resources in case of emergency.
- Develop and implement an interpretive plan for SS *Keno* which addresses both Level 1 and Level II messages and accessibility
- Offer programming to school groups to increase park/site awareness, understanding and support
- Monitor Heritage presentation effectiveness through the completion of annual surveys (including continuation of the national client survey).
- Maintain or enhance current level of personal programming by ensuring that park/site heritage presentation positions are staffed by qualified individuals in a timely manner.
- Annual review of training needs of heritage presentation managers and staff to ensure professional delivery of program
- Develop a marketing strategy for the Site with emphasis on social marketing and understanding changing visitor behaviour

## ■ Glossary

Commemorative Integrity	A historic place may be said to possess commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for its significance are effectively communicated to the public, and when the heritage value of the place is respected.
Cultural Resource	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	Generally accepted practices for the conservation and presentation of cultural resources, founded on principles and carried out in a 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. In Parks Canada, Cultural Resource Management encompasses the presentation and use, as well as the conservation of cultural resources.
Federal Heritage Building Review Office	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.
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.
Historic Sites and Monuments Board of Canada (HSMBC)	A board of appointed members representing all provinces and territories of Canada, which reports to the Minister (of the Environment). The Board receives and considers recommendations regarding the commemoration of historic places, the establishment of historic museums and the administration, preservation and maintenance of historic places and historic museums, and advises the Minister in the carrying out of his or her powers under the <i>Historic Sites and Monuments Act</i> .
Historic Value	Historic value is a value or values assigned to a resource, whereby it is recognized as a cultural resource. These values can be physical and/or associative.
Level I Cultural Resource	A cultural resource that is of national historic significance. It directly relates to the reasons for a site's national significance.

Level II Cultural Resource	A resource that is not of national historic significance may have historic value and thus be considered a cultural resource.
Management Plan	A management is a strategic guide to future management of a national park, national historic site or national marine conservation area. It is required by legislation, guided by public consultation, approved by the minister responsible for Parks Canada, and tabled in parliament. It is the primary public accountability document for a national park, national historic site or national marine conservation area.
National Historic Site	Any place declared to be of national historic interest or significance by the Minister responsible for Parks Canada.
State of the Parks Report	Biennial report which assesses the ecological and commemorative integrity of Canada's national parks and national historic sites, services offered to visitors, and progress in establishing new heritage places. It is approved by the Minister and tabled in Parliament.
World Heritage Site	A cultural or natural site that is designated as having outstanding universal value by the World Heritage Committee, according to its criteria. The committee was established to oversee implementation of UNESCO's 1972 World Heritage Convention.
Yukon Field Unit	An administrative unit of Parks Canada, based in the Yukon, responsible for the management of the following heritage places: Chilkoot Trail NHSC; S.S. <i>Klondike</i> NHSC; S.S. <i>Keno</i> NHSC; Dawson Historical Complex NHSC; Dredge No. 4 NHSC; Kluane National Park/Reserve and Vuntut National Park.