



FORT HENRY

NATIONAL HISTORIC SITE
OF CANADA

Management Plan



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FORT HENRY

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February, 2007

Foreword



Canada's national historic sites, national parks and national marine conservation areas offer Canadians from coast-to-coast-to-coast unique opportunities to experience and understand our wonderful country. They are places of learning, recreation and fun where Canadians can connect with our past and appreciate the natural, cultural and social forces that shaped Canada.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of these places offers Canadians and visitors unique opportunities to experience Canada. These places of beauty, wonder and learning are valued by Canadians - they are part of our past, our present and our future.

Our Government's goal is to ensure that each of these special places is conserved.

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 experience our natural and cultural heritage.

These values form the foundation of the new management plan for Fort Henry National Historic Site of 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 Henry National Historic Site of Canada Management Plan.

A handwritten signature in black ink that reads "John Baird". The signature is written in a cursive, flowing style.

John Baird
Minister of the Environment

This Plan has been recommended for approval by:



Alan Latourelle
Chief Executive Officer
Parks Canada Agency



Gavin Liddy
Field Unit Superintendent
Eastern Ontario, Parks Canada Agency

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1.0 INTRODUCTION

This management plan provides long-term strategic direction for the administration and operation of Fort Henry National Historic Site of Canada in Kingston, Ontario. Fort Henry is operated by the St. Lawrence Parks Commission as a museum and heritage attraction, in accordance with a 1965 *Memorandum of Agreement* with the Department of National Defence. In April 1999, National Defence transferred administrative responsibility for Fort Henry to Parks Canada.

1.1 Purpose of the Management Plan

Canada's national historic sites preserve and present tangible and symbolic aspects of our nation's cultural heritage. They are special places recognized in accordance with the *Historic Sites and Monuments Act* (1952-53) as being of national historic significance.

The *Parks Canada Agency Act* (1998) requires that a management plan be prepared for every national historic site administered by Parks Canada. A management plan is a strategic guide for future management of a national historic site. It provides direction for the long-term conservation, development and operation of a site and is the framework within which subsequent management, work planning, and implementation take place. Management plans are approved by the Minister of the Environment and tabled in Parliament once every five years.

The goal of a management plan is to ensure the commemorative integrity of a national historic site, including the application of cultural resource management principles and practice which are detailed in Parks Canada's *Guiding Principles and Operational Policies* (1994). A management plan also guides the provision of appropriate opportunities for appreciation and enjoyment of a national historic site.

A management plan is a strategic document with a ten to fifteen year life span. It is reviewed every five years to reflect new conditions, policy direction and

legislation. This plan for Fort Henry will be used by Parks Canada to plan and implement actions for the protection, presentation, and management of the fort. It is the first management plan for this site.

1.2 Preparation of this Management Plan

This plan is the result of a management planning process that began with the establishment of the Parks Canada planning team. As the primary stakeholder and current operator of the site, the St. Lawrence Parks Commission was consulted extensively during the development of the plan, while other contributors played an important part, including the Department of National Defence, the administrative body of Canadian Forces Base Kingston, whose property abuts the site and which had administrative responsibility for Fort Henry until 1999.

Public consultation provides a means by which members of the public can contribute to the management planning program and the decision-making process. Because of the complexity of the issues concerning Fort Henry, a two-phase approach was taken to gain public input into the planning program. Phase 1 took place between May and July of 2003 and Phase 2 during March and April of 2004. During both phases, comments from the public were solicited through a variety of means: presentations to interested organisations, meetings of the Fort Henry Forum, to which representatives of local heritage groups were invited, a public consultation newsletter, and an open house.

A great many comments were received during public consultation. Comments received during Phase 1 provided useful input to the development of draft management proposals. Feedback on these proposals was sought during Phase 2 and was of great value to the development of the draft management plan. Of particular value was the strong public support for the draft vision statement on the future of Fort Henry, a clear indication that, from the perspective of the

public, management planning for the site was moving in the right direction.

1.3 Legislative and Policy Context for Management Planning

Management plans for national historic sites administered by Parks Canada must be prepared in accordance with federal legislation and Parks Canada policy.

Parks Canada Agency Act (1998)

Under the *Parks Canada Agency Act*, Parks Canada has a mandated responsibility for ensuring the commemorative integrity of the national historic sites for which it is responsible. In accordance with the *Act*, the agency must prepare a management plan for these sites, to be tabled in Parliament every five years.

Parks Canada Guiding Principles and Operational Policies (1994)

This document includes both the “National Historic Sites Policy” and the “Cultural Resource Management Policy”.

“The National Historic Sites Policy” outlines the objectives of a national program of historical commemoration, provides guidelines for the evaluation of the program, including the concept of commemorative integrity, and outlines the roles and responsibilities for the recognition, designation and commemoration of places, persons and events of national significance.

The “Cultural Resource Management Policy” outlines the five principles that should guide the management of cultural resources: value, public benefit, understanding, respect, and integrity. As well, this policy describes the elements of the practice of cultural resource management, including inventory, evaluation, consideration of historic values in actions affecting cultural resources, and monitoring and review.

Parks Canada Guide to Management Planning (2000)

The guide identifies the certification requirements for a national historic site management plan, roles and responsibilities during the management planning process, as well as requirements for public consultation.

The Policy on Management of Real Property (2006)

A new federal *Policy on Management of Real Property (2006)* replaced the former *Federal Heritage Buildings Policy* on November 1, 2006. The new policy continues to provide for the evaluation of the heritage character of all federal buildings 40 years or older, including those proposed for purchase by a federal department or agency. A building evaluated as a federal heritage building is either *classified* - the highest designation - or *recognized*.

The evaluation of buildings for which it is responsible provides guidance to Parks Canada in determining how classified or recognized buildings should be protected and used. Any intervention proposed in management plans to a classified building must be reviewed by the Federal Heritage Buildings Review Office which determines the potential effects on its heritage character. For recognized buildings, assessments of management plan proposals for modifications are carried out by Parks Canada itself in accordance with criteria determined by the Federal Heritage Buildings Review Office.

Standards and Guidelines for the Conservation of Historic Places in Canada (2003)

The *Standards and Guidelines* is a comprehensive benchmark of conservation principles and practices. The document sets out a disciplined approach to the assessment of conservation projects and the identification of appropriate interventions. Designed as a common reference point for conservation practice in Canada, it is used by the federal government to guide conservation work and by provincial and

territorial authorities, heritage conservation professionals and individual Canadians.

1.4 Brief History of the Site

Fort Henry's significance arises from the geographic importance of the Kingston harbour area. It is situated at the confluence of the eastern end of Lake Ontario, the mouth of the Cataraqui River and the head of the St. Lawrence River, all of which were vital historic transportation routes.

For the First Nations, the Kingston region was part of an extensive homeland that sustained their way of life. Their relationship with this place is best thought of as overlapping use by several peoples.

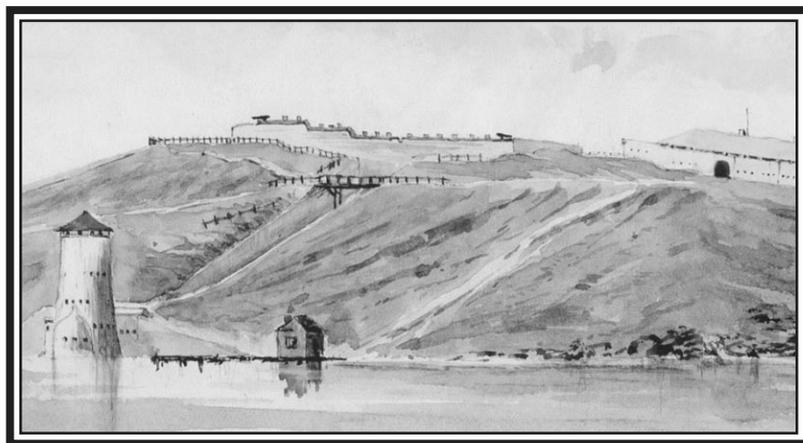
During the late prehistoric period, most of southern Ontario was largely unpopulated as endemic warfare had led to the region's serving as a large buffer zone between powerful nations - most particularly the Iroquois Five Nations, the Huron, the Neutral, the Petun, the Algonquin and the Nipissing.

By the 1650s, the Iroquois had become the dominant native presence in the Kingston region. It was the Iroquois with whom the French parlayed and treated in 1673 when they wanted to construct a military and trading post, to be called Fort Frontenac, along the west shore of the Kingston harbour. Around 1700, the Iroquois dominance was challenged by the Mississauga who became firmly entrenched in the region. Fort Frontenac survived until 1758 when it was captured and destroyed by the British. Subsequently, the area was unpopulated until the American Revolution and the arrival of the Loyalists in 1784. The British military came along with the settlers and established a permanent garrison at Kingston.

Point Henry is a promontory some 30 metres above lake level with a commanding view of the north channel of the St. Lawrence River, the mouth of the

Cataraqui River, and Kingston Harbour. With the outbreak of war in 1812, the British erected a blockhouse and battery on the point as part of a defensive system to protect the military stores depot and the naval dockyard on Point Frederick. Through the war years the fortifications and other military facilities on Point Henry were rebuilt and expanded.

Kingston evolved into a major commercial, political, naval and military centre during the early 19th century. With the completion of the Rideau Canal in 1832, linking Kingston to Montreal via the Ottawa River, the town's importance as a key transportation hub increased.



Fort Henry, mid-1860s, John Elgee
Courtesy of the National Army Museum, London

To protect the southern terminus of the canal, in 1832 the British began to build a new redoubt on Point Henry, unprecedented, in scale, design and cost, anywhere in British North America west of Quebec City. By 1848, the fort had taken its present form with the addition of the Commissariat stores and the branch ditch towers.

The fortifications at Point Henry were intended to be the linchpin in a new, extensive system of defensive works encircling Kingston but, because of the high cost of the Rideau Canal and diminishing tension between the United States and Great Britain, only Fort Henry was completed. In the 1840s, the British

enhanced the defensive system of the town with the construction of four Martello towers and a battery on Kingston's waterfront.

When British forces withdrew from Canada in 1870-71, the Canadian government assumed control of Fort Henry and used it as a base for the first elements of Canada's permanent military forces. However, advances in military technology made the fort obsolete and it was allowed to fall into disrepair. By the 1890s, the main portion of the fort was in ruin. During the First World War, the Canadian military made minimal repairs so that the fort could be used as an internment camp for "enemy aliens." Fort Henry served as a prisoner of war camp again in the Second World War.

The Historic Sites and Monuments Board of Canada designated Fort Henry as a national historic site in 1923. The board noted that the fort was a "site of great national importance, and... in fact inferior only as a defence of this country in the past to the fortresses of Halifax and Quebec." The board also stressed the importance of the fort as a military and naval station.

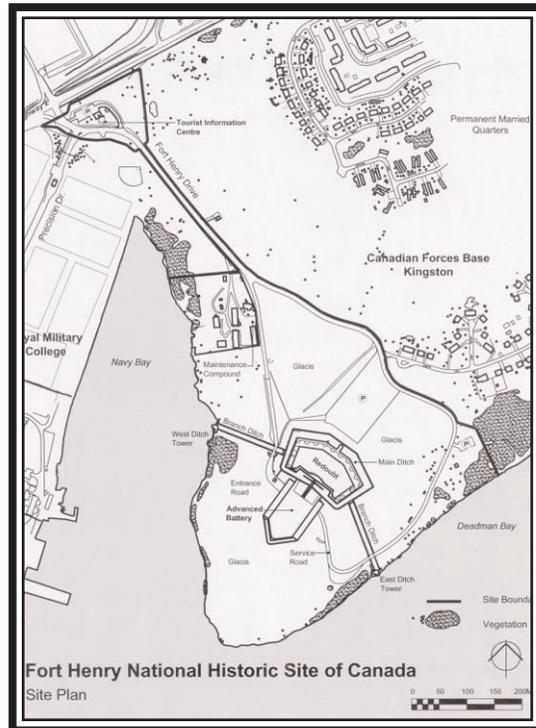
Between 1936 and 1938, a project to restore Fort Henry was funded by the federal government and the Province of Ontario. Since then, with the exception of the years of the Second World War, the fort has been operated by the province as a heritage attraction.



Restoring Fort Henry, 1936-1938
St. Lawrence Parks Commission

1.5 Administered Place

The scope of this management plan is the current boundaries of Fort Henry, comprising 26.2 hectares.



Boundries of Fort Henry, Parks Canada

1.6 Local and Regional Context

Fort Henry is located in Kingston, Ontario, a city with a population of around 120,000. Kingston is a commercial, administrative and educational centre, the largest municipality between Toronto and Montreal and Ottawa. It is serviced by Highway 401, Ontario's principal east-west transportation corridor.

The city is the home of Queen's University, St Lawrence College, the Royal Military College of Canada, the Kingston Penitentiary and a Canadian Forces Base. It also functions as a regional administration centre for several provincial ministries and federal departments.

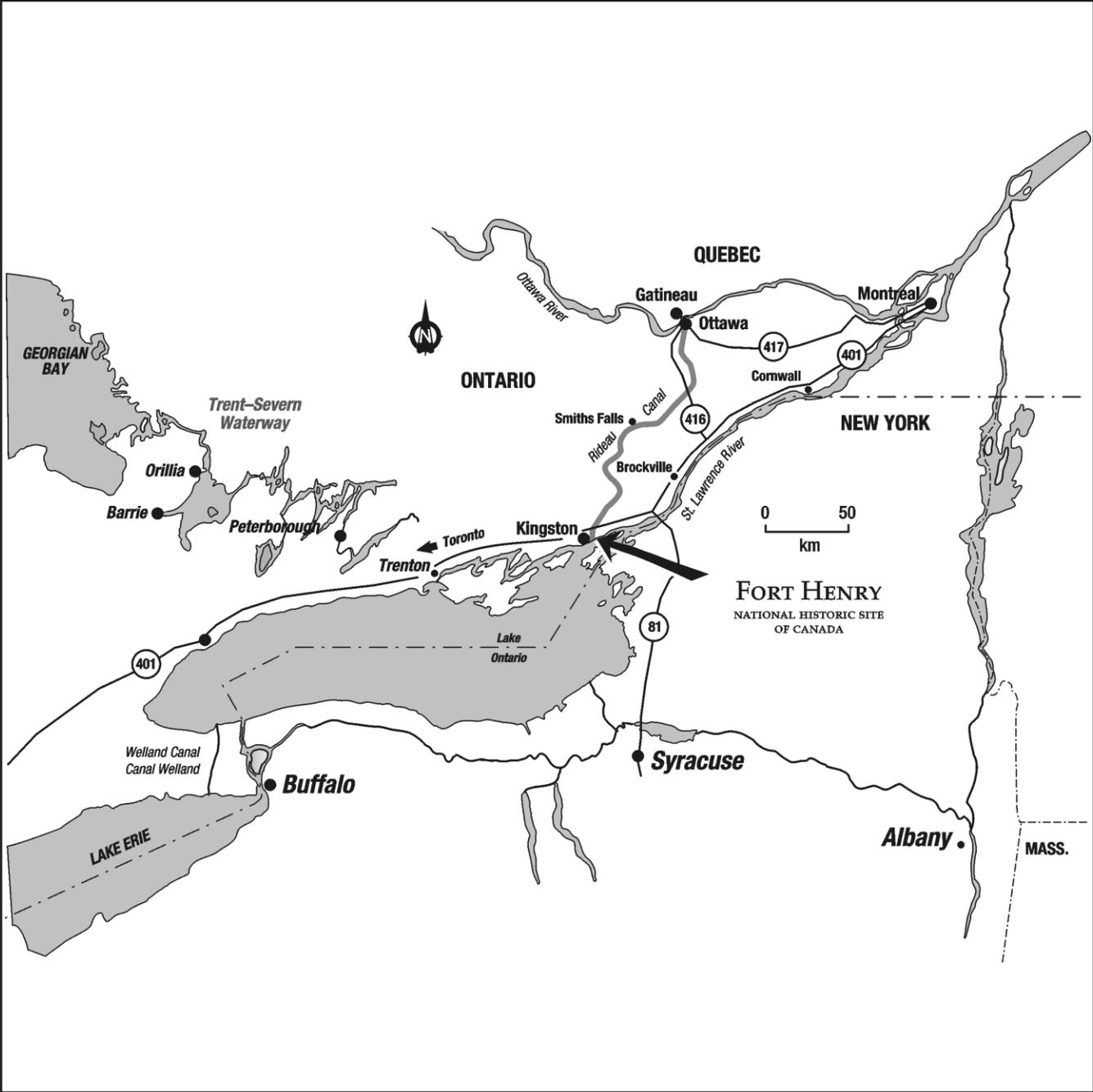
Kingston is a major heritage tourism attraction, based on its superb collection of historic structures. The following is a list of the national historic sites in

Figure 1

FORT HENRY

NATIONAL HISTORIC SITE OF CANADA

Regional Setting



Kingston commemorated by the Historic Sites and Monuments Board of Canada.

Kingston National Historic Sites

- Ann Ballie Building
- Bellevue House
- Elizabeth Cottage
- Fort Frontenac
- Fort Henry
- Frontenac County Court House
- Kingston City Hall
- Kingston Fortifications (including Fort Henry, Fort Frederick, Cathcart Tower, Murney Tower and Shoal Tower)
- Kingston Customs House
- Kingston Dry Dock
- Kingston General Hospital
- Kingston Navy Yard (Royal Military College)
- Kingston Penitentiary
- Murney Tower
- Old Kingston Post Office
- Point Frederick Buildings (Royal Military College)
- Rideau Canal
- Roselawn
- Sir John A. Macdonald Gravesite

Heritage tourism is an important economic generator for Kingston and is rated as a leading priority in the municipality's strategic plan. With its accessible location, excellent restaurants, and accommodation facilities, the city is well-positioned to achieve its expanded tourism objective. Fort Henry, as the principal heritage attraction in the area, already attracts well over 120,000 visitors annually.

2.0 THE ROLE OF FORT HENRY IN THE FAMILY OF NATIONAL HISTORIC SITES

Fort Henry is part of a nation-wide family of over 900 national historic sites. National historic sites commemorate thousands of years of Canada’s human history and a rich variety of themes, including political, economic, intellectual, cultural and social life. They are powerful symbols of Canadian identity and make the nation’s history a part of the living present. They are owned by federal, provincial and municipal governments, by businesses and by private citizens, who all share in the stewardship of these important places. In addition to over 900 national historic sites of Canada, over 590 persons and 360 historic events have been commemorated by the

Historic Sites and Monuments Board as being of national significance.

Parks Canada now administers more than 150 national historic sites across Canada. These national historic sites are a significant, irreplaceable legacy. By protecting them, Parks Canada ensures their preservation for the benefit and enjoyment of future generations.

2.1 Role of Fort Henry in the National Historic Sites System

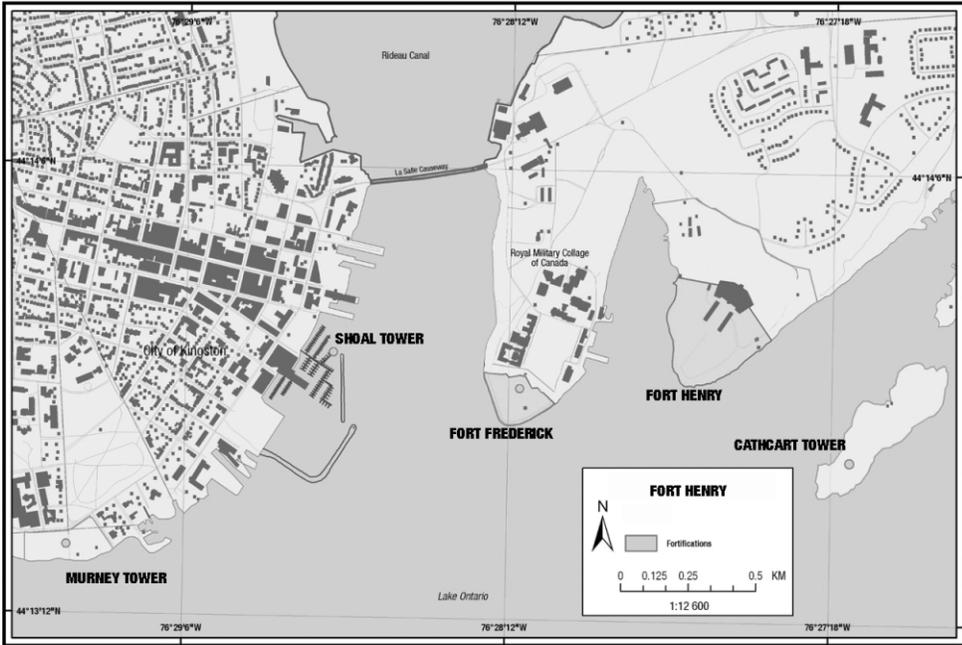
The *National Historic Sites of Canada Systems Plan* identifies historic themes and site representation through the current system of national historic sites. Fort Henry is an important representation of the “Military and Defence” sub-theme, which is part of the “Governing Canada” theme.

Figure 2

FORT HENRY

NATIONAL HISTORIC SITE OF CANADA

Local Context



3.0 COMMEMORATIVE INTEGRITY

3.1 Concept of Commemorative Integrity

The primary purpose of a management plan is to ensure the commemorative integrity of a national historic site. A national historic site possesses commemorative integrity when:

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

3.2 The Commemorative Integrity Statement for Fort Henry

A commemorative integrity statement (CIS) is an elaboration of what is meant by commemorative integrity at a particular national historic site. Providing information about where value lies, it is fundamental to the decision-making process for any national historic site, and is the framework to assess the impact of proposed action.

The *Commemorative Integrity Statement for Fort Henry* identifies what is commemorated at the site and why. It determines which resources of the site are directly related to the reasons for designation, (known as Level 1 resources); articulates their value and the objectives for their protection; and identifies the messages of national significance and objectives for their effective communication. As well, the CIS identifies other heritage values, cultural resources, (known as Level 2 resources), and messages associated with the site.

3.3 Statement of Commemorative Intent

Commemorative intent refers to the reasons for a site's designation as a national historic site by the Historic Sites and Monuments Board of Canada. Fort Henry

was designated in 1923, and was also commemorated, in 1989, as part of the Kingston Fortifications National Historic Site of Canada. This historic site also includes Fort Frederick, Cathcart Tower, Murney Tower and Shoal Tower.

Fort Henry Statement of Commemorative Intent

Based on the deliberations of the Historic Sites and Monuments Board of Canada, Fort Henry is a site of national historic significance because:

- *of the fortification built on Point Henry beginning in 1832 for the defence of the Rideau Canal and the Naval Dockyard and;*
- *this site was the key fortification among a series of military works designed to defend Kingston and its harbour.*

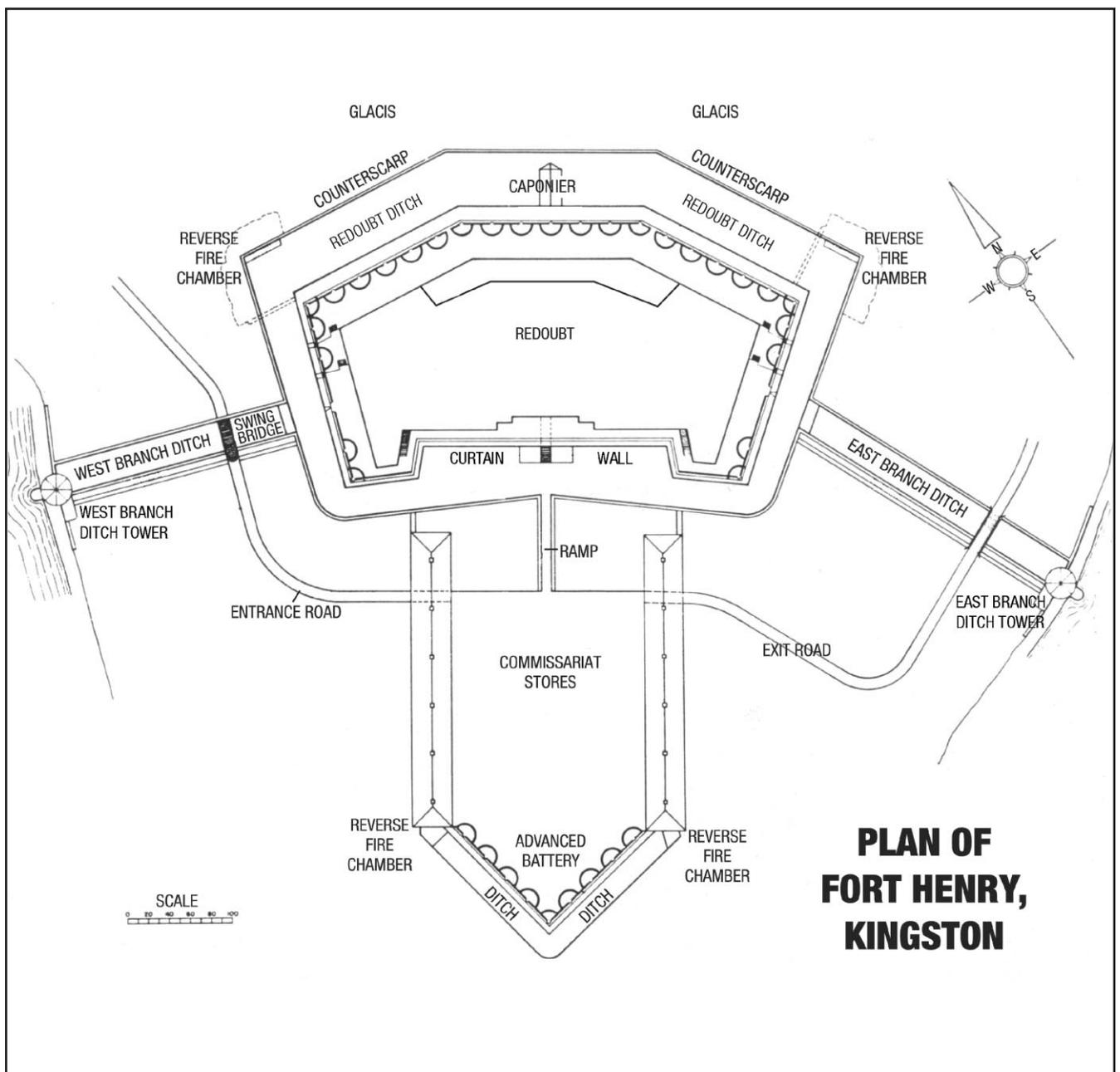
In addition, those resources directly associated with Fort Henry dating from the 1832-1870 period are of national historic significance.

Figure 3

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NATIONAL HISTORIC SITE OF CANADA

Plan of Fort Henry



4.0 CURRENT SITUATION ANALYSIS

This section is a discussion of the current conditions at Fort Henry to determine how well commemorative integrity is being achieved. In the following pages, the analysis of shortfalls or threats to commemorative integrity is based largely on the 2002 *Commemorative Integrity Evaluation Report for Fort Henry* which examined the condition of the site's cultural resources, and the effectiveness of the communication of messages and management practices.

4.1 Cultural Resources

4.1.1 Built Heritage

The CIS identified the Level 1 resources at Fort Henry, (resources directly related to the reasons for designation), as those that were constructed during the period 1832-1870 and whose integrity was not affected during the reconstruction of 1936-38. Level 1 resources are the fortifications themselves, consisting of the redoubt, the redoubt ditch with stone-faced scarp and counterscarp, the counterscarp reverse-fire chambers, the caponier, the two branch ditches, the branch ditch towers, the advanced battery, the commissariat stores, the gateway entrances and the glacis. In addition to these defence works, Level 1 resources include several outbuildings: buildings nos. 1 and 2 (the gun sheds) and 7 (barrack stores), located in the stockade on the west side of the site; and the hospital guardhouse on the east side.

The site contains little built heritage that is not Level 1. Two features of the fortification, the curtain wall and the east, west and north faces of the counterscarp wall, are products of the 1930s reconstruction period and are regarded as Level 2 resources.

In accordance with the *Policy on Management of Real Property*, the built heritage of Fort Henry has been evaluated. The following is a list of structures designated as either classified or recognised:

- Redoubt, Classified;
- Counterscarp Reverse Fire Chambers, Classified;
- Caponier, Recognised;
- Branch Ditch Towers, Classified;
- Commissariat Stores, Classified;
- Advanced Battery, Classified;
- Advanced Battery Reverse Fire Chambers, Classified; and
- Curtain wall and demi-bastions, Classified.

The built heritage of Fort Henry is valued because of the design, scale and construction material of the resources, which places it among the most significant British fortifications constructed in Canada in the 19th century.

Studies to Date

Parks Canada has undertaken considerable historical research on Fort Henry. Studies include:

- Federal Heritage Buildings Review Office, *Heritage Character Statement: Fort Henry*, 1995;
- Dennis Carter-Edwards, *The Advanced Battery*, 2002; and
- Dennis Carter-Edwards, *Gutters, Eaves and Hoppers at the Advanced Battery*, 2002;
- Bob Garcia, *Historical Lightning Protection for the Commissariat Stores*, 2002;
- David McConnell, *Structural History of the Redoubt*, 2002;
- Bob Garcia, *Rain Drainage Features on British Structures at Kingston*, 2003;
- Bob Garcia, *Underground Drainage at Fort Henry*, 2003; and
- Bob Garcia, *British Military Facilities on Point Henry, c. 1815-1870*, 2006.

This research has been supplemented by archaeological studies which shed light on specific structural details of the fort:

- Henry Cary et al, *Archaeology at Fort Henry: The Ramp*, 2003;
- Henry Cary et al, *Archaeology at Fort Henry: The Advanced Battery*, 2004; and
- Henry Cary et al, *Archaeology at Fort Henry: The First Fort and Redoubt*, 2005.

Extant recording (architectural studies and drawings) has been completed for all of the fort's built heritage except:

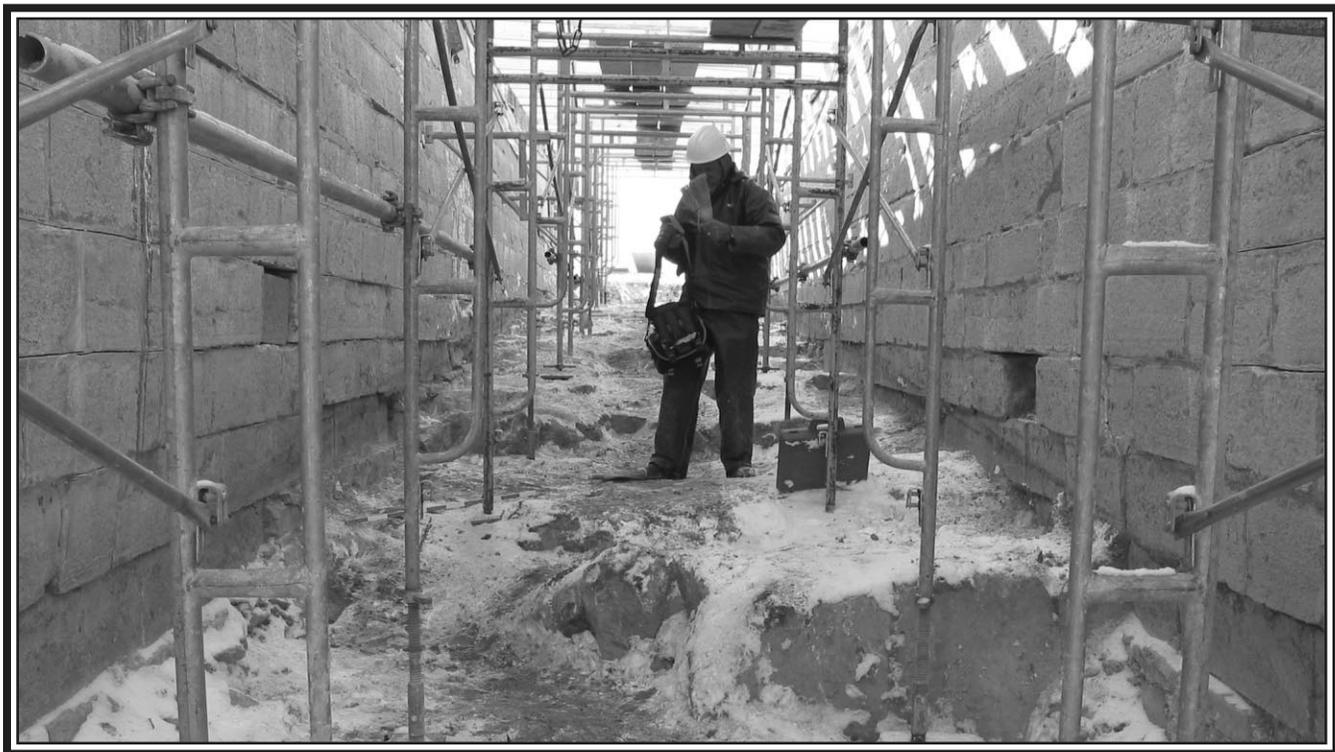
- buildings in the stockade and the stockade palisade;
- the hospital guard house; and
- the retaining walls along the west road and along the east side of the point.

The Condition of the Built Heritage

The *Commemorative Integrity Evaluation Report for Fort Henry* was completed by a multi-disciplinary team in

November 2002. As summarised in the evaluation, overall the Level 1 resources of the fortification were considered to be in poor condition while the Level 2 resources were in good condition. Of the outbuildings, nos. 1 and 2 both required stabilization and new roofs, while building no. 7 was in good condition. The hospital guardhouse needed a new roof and repainting.

Work began to restore the Level 1 built heritage in the fall of 2002 when the limestone entrance ramp leading into the redoubt was stabilized. The project for 2003-2004 was the repair of the roofs of the commissariat buildings of the advanced battery. In 2004, work began on stabilising the redoubt casemates and on addressing the water infiltration issue. This work was completed in June 2006. Both the hospital guardhouse and gun shed no. 2 received new roofs in 2006. Stabilisation of the branch ditch towers began in August 2006 and will be completed in 2007.



Stabilisation of the retaining walls of the entrance ramp - Parks Canada

4.1.2 Archaeological Sites

Since the transfer of Fort Henry to Parks Canada, archaeological research has contributed to the understanding of the site's structural evolution from 1812 to present. Archaeological investigations have identified two primary archaeological sites, each having a host of supporting components. One dates to the War of 1812 while the other is associated with the 1832-1848 re-modeling of the site's defenses.

Level 1 archaeological resources are those associated with the 1832 - 1848 fort. They include: the ordnance storehouse no. 1 and wharf, the west branch ditch tower latrine, the ordnance yard guard house, the clerk of cheque's house, ordnance storehouse no. 2 and wharf, the ordnance storekeeper's house, the hospital and privy, and the east branch ditch tower latrine. Other elements include the entrance ramp retaining walls, ditch and parade drains, landscape features (macadamized pavement and glacia infill), and related occupation layers. Level 2 archaeological resources, associated with the 1812 fort, consist of the 1816 powder magazine, the officers' barracks, and landscape features such as the macadamised paving within the 1812 fort.

Archaeological resources at Fort Henry are valued because they contribute to an understanding of the site. They assist in our appreciation of the 1832 construction and provide insights into aspects of garrison life and help to define the role played by the Commissariat, Ordnance and the Royal Engineer departments.

Studies to Date

Archaeology was first undertaken at Fort Henry in 1994 to monitor sewer line installations to the redoubt and stockade complex. Additional monitoring occurred in 1995 during gas line installation. As part of a public archaeology program, the Cataraqui Archaeological Research Foundation investigated the Fort Henry garrison hospital and privy between 2000 and 2002.



Archaeological excavation, advanced battery - Parks Canada

Parks Canada's archaeology survey and excavation efforts started in 2001 and have continued to the present. The main purpose is to develop an archaeological inventory for the site while assessing impacts of proposed structural repairs on archaeological resources. While the inventory is not complete, it is comprehensive enough to provide informed advice regarding the management, protection and presentation of archaeological resources. Areas studied include: the entranceway ramp retaining walls, the west and east branch ditch towers, portions of the west glacia, the north retaining wall of the east branch ditch, the redoubt terreplein, and the stockade gun shed. The drainage systems of the advanced battery ditch, south ditch, main ditch and redoubt parade have also been the subject of study and mitigation.

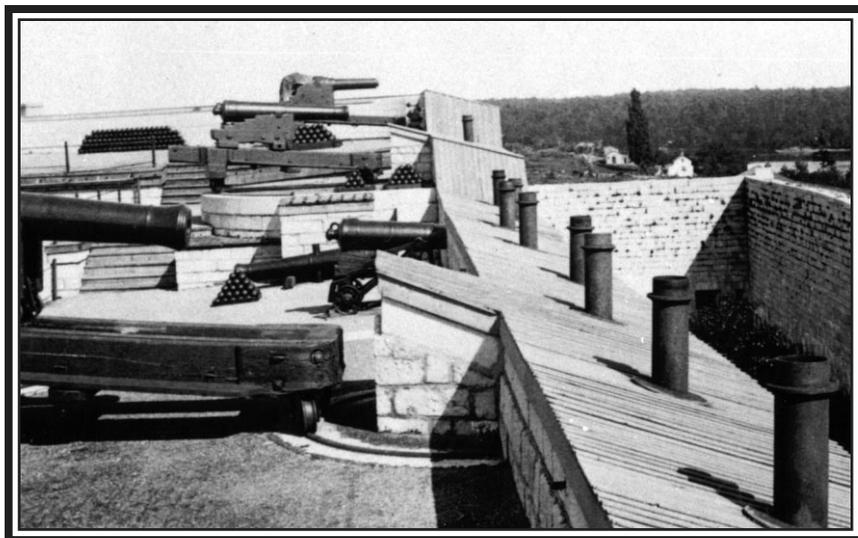
In 2002, 2004 and 2006, Parks Canada's Underwater Archaeology Service undertook inventory surveys in search of submerged archaeological resources in Navy Bay and Deadman Bay. Collectively, these surveys have resulted in the compilation of an inventory that includes several dozen sites, including shipwrecks, wharves, launching slips, and isolated artifacts. Notable among the sites are two War of 1812 era shipwrecks in Deadman Bay, *HMS Prince Regent* and *HMS Princess Charlotte*, and a probable War of 1812 era wreck in Navy Bay. The bays are located on either side of Point Henry and are under the administrative control of the Department of National Defence.

The Condition of Archaeological Sites

According to the commemorative integrity evaluation, most of the excavated archaeological resources, including those in Navy Bay and Deadman Bay, are in stable condition. The underwater resources are, however, subject to both natural and human threats. Natural threats include water movement, ice damage, and biological decay. Human threats include boat anchoring and shoreline development. The underwater resources are under the jurisdiction of the Department of National Defence.

4.1.3 Collections

The site collections are, in large part, owned by the St. Lawrence Parks Commission on behalf of the Province of Ontario. These collections are not included in this management plan. Artifacts for which Parks Canada is responsible are ordnance pieces and associated items that were transferred to the Canadian government by the British in 1870, and archaeological collections excavated since 1999. While the archaeological evaluation is still on-going, the investigations have recovered over 68,000 artifacts to date.



Ordnance at Fort Henry, c. 1885 - Queen's University Archives

The archaeological collection is valued for information the artifacts provide on the occupation of the site. In the case of the ordnance, the collection speaks to the scale and significance of the site.

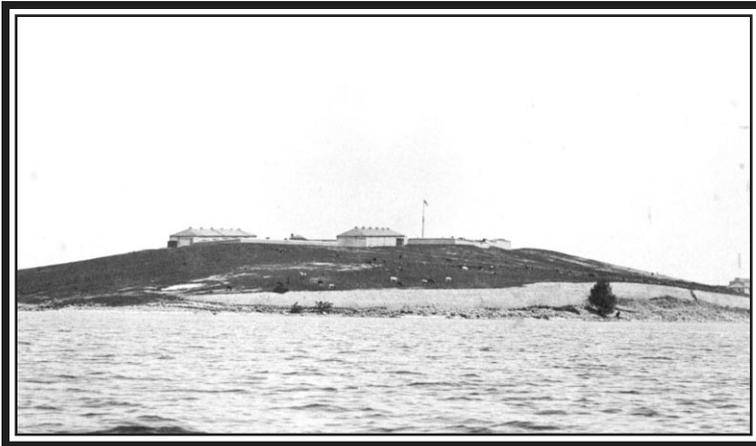
The Condition of Collections

The archaeological collections for which Parks Canada is responsible have been inventoried. In 2004, Parks Canada undertook a study, "Fort Henry Cannon Assessment," to inventory and evaluate the condition of the ordnance at the fort. Overall, the condition of the ordnance was judged as fair to good, while specific problems that required attention were identified.

4.1.4 The Cultural Landscape

The cultural landscape of the site comprises both natural and built features visible on the landscape, as well as the viewsapes that reveal the relationship of Fort Henry to the naval dockyard, the mouth of the Cataraqui River, the Kingston harbour and the other components of the fortifications at Kingston.

While the site's landscape has experienced change and overlay over the past century, it retains much of its 19th century military character and is considered a Level 1 cultural resource. The fortification is



The 19th century landscape of Fort Henry - Queen's University Archives

- the historic access route to the west gate of the fortification; and
- the road/pathway to the swale.

The viewscales that convey the site's 19th century military role and purpose and reinforce the concept of inter-connecting fields of fire are:

- East across Deadman Bay to Cartwright Point and Cedar Island;
- West to Navy Bay, Fort Frederick and the site of the former naval dockyard, then across the mouth of the Cataraqui to Kingston's harbour and the Shoal Tower;

imbedded atop the naturally elevated ground of Point Henry, and the naturally sloping ground around the fort was modified in places to create a glacis. Specific landscape features of the site linked to the commemorated period include:

- the remaining cleared/open ground of the site;
- the profile of the glacis and natural terrain;
- the boundary shorelines of Deadman Bay and Navy Bay;
- the retaining wall of the glacis northwest of the redoubt;
- the remnants of the retaining walls along the shoreline of Deadman Bay;

- South from the advanced battery to the north channel and the entrance to the harbour; and
- North from the redoubt to the heights of land as far as Barriefield.

The cultural landscape of Fort Henry is valued because it reinforces the military character of the site, providing visual evidence of the design and purpose of the fortification. The views from the fort to Navy Bay, the St. Lawrence River and the Kingston harbour enhance the understanding of the network of fortifications and the reasons why Fort Henry was built.



View of Navy Bay from Fort Henry - Public Works & Government Services Canada

Studies to Date

There has been no comprehensive study of the historic landscape of Fort Henry. The report, *British Military Facilities on Point Henry, c. 1815-1870*, includes a brief history of the development of the glacia and the retaining walls along the shoreline. A complete topographic base plan for the site has been prepared, as well as a viewscape study map.

The Condition of the Cultural Landscape

Evaluation of the overall condition of the cultural landscape requires further study. The retaining wall along the shoreline is under threat and has not yet been recorded. The important vista south from the advanced battery to the northern channel and west to the entrance to the Rideau Canal is still unobstructed. The cultural landscape as a whole, including the viewscales, is under threat due to the lack of a comprehensive plan to guide vegetation management in keeping with the commemorative intent.

4.2 The Presentation of Messages at Fort Henry

Heritage presentation is an integral component of commemorative integrity since it contributes to public understanding of the reasons why a site is important to Canada's history. The purpose of heritage presentation is to promote awareness, understanding, appreciation and enjoyment of the historic site in a manner which ensures the site's commemorative integrity. As the operator of Fort Henry under the existing agreement, the St. Lawrence Parks Commission has the primary responsibility for the presentation of messages about the site.

The messages relating to the reasons for the designation of Fort Henry are the following:

- Fort Henry was built to defend the terminus of the Rideau Canal and the naval dockyard in Kingston harbour;
- when completed, the fort was the largest and most costly fortification built in British North America west of Quebec City; and

- Fort Henry was designed as the key site in a network of fortifications for the defence of Kingston and its harbour.

The following contextual messages contribute to the understanding of the site's national significance:

- the significance of Kingston as a transportation centre and political capital in the first half of the 19th century;
- strategic planning for the defence of Kingston, the Rideau Canal and the naval dockyard;
- design and construction of Fort Henry;
- augmenting the Kingston fortifications in the 1840s;
- Fort Henry's place in the evolution of smooth bore fortification design;
- Fort Henry's place among fortifications in British North America;
- the organization of the garrison; and
- the British withdrawal from the site in 1870.

Messages not related to the reasons for designation that communicate an understanding and appreciation of the broader historic values of the site are the following:

- the historic military presence in the Kingston area, in particular the social and economic interaction between the civilian and military communities from the early 19th century continuing to the present;
- the construction and role of the first Fort Henry particularly defending the naval dockyard during the War of 1812;
- Fort Henry and its use by the Canadian military, 1870-1914;
- the internment of "enemy aliens" during the First World War;
- the restoration of Fort Henry in the 1930s;
- the prisoner of war depot in the Second World War;

- the social and economic life of Kingston since the restoration activities in the 1930s - e.g. tourism and the role of the Fort Henry Guard in representing/symbolizing the city; and
- early (1930s) live animation of historical presentation in Canada - the Fort Henry Guard.

Corporate messages that should be communicated at all national historic sites are:

- Parks Canada's mandate;
- National Historic Sites program;
- Family of National Historic Sites; and
- Concept of commemorative integrity.

4.2.1 Heritage Presentation Programming at Fort Henry

The St. Lawrence Parks Commission's heritage presentation program at Fort Henry is based on guided tours and museum displays. The visitor's experience of the site is, however, enriched by presentations of the daily life of the fort in the form of recreations of prisoners' cells, privies, officers' quarters, soldiers' barracks, schoolroom, bakery, married quarters, and the cookhouse. Other programming that brings the fort to life during the summer is military music and marching and firing demonstrations, performed by uniformed interpreters of the Fort Henry Guard. The Sunset Ceremonies are a re-enactment of drill and field manoeuvres from the 1867 era, complete with period music and artillery demonstrations.

The St. Lawrence Parks Commission recognises that museum displays are an important component in the presentation of the site to the public. A plan to update the current displays has recently been completed by the Commission, with the goal of ensuring the delivery of the messages identified in the site's commemorative integrity statement in order to increase public understanding of the reasons for Fort Henry's designation as a national historic site.



View of the married quarters at Fort Henry
St. Lawrence Parks Commission

The Effectiveness of Heritage Presentation Programs

Reporting on the effectiveness of the communication of messages at Fort Henry, the *Commemorative Integrity Evaluation Report for Fort Henry* concluded that the St. Lawrence Parks Commission's presentation program is well developed and effective. It recognised that, given the complexity and multiplicity of messages, there remains a challenge to balance appropriate levels of media to communicate effectively to visitors without overwhelming them, an issue that will be resolved when the new plan for the site's displays is implemented.

An important shortfall concerning heritage presentation that was identified in the evaluation concerned the need to convey Parks Canada messages about its mandate, cultural heritage stewardship and commemorative integrity, and Canada's Family of Protected Heritage Areas.

Another important concern expressed in the evaluation was the lack of data to assess visitor understanding of Level 1 messages.

4.3 Natural Resources at Fort Henry

A vegetation and species inventory for Fort Henry was conducted in 2003 and found a collection of species that was highly reflective of the site's long history of military and recreational use. There is a high incidence of non-native vegetation species at the fort, many of which are agricultural grass species and other plants typically observed in disturbed areas. The inventory noted the presence of the monarch butterfly on the Fort Henry property. The monarch is a species of special concern, according to the Committee on the Status of Endangered Wildlife in Canada.

A large part of the Fort Henry administrated place is built or paved, with extensive areas of mown lawns. Vegetated areas are restricted to the shoreline around Lake Ontario. The overall diversity of animal species identified at the fort is low, reflecting the small size of the area of natural vegetation cover.

4.4 Visitor Use and Operations

An average of more than 120,000 people visit Fort Henry annually. The site is open seven days a week from the Victoria Day weekend to 31 October. All visitor facilities and essential services at the site are maintained and operated by the St. Lawrence Parks Commission. A parking lot is located adjacent to the fort. Washrooms, food services and the "Garrison Stores" are within the fortifications. The store sells site souvenirs such as collectibles, clothing, books and period reproductions. There are picnic tables located at the former military hospital site.

Under the 1965 *Memorandum of Agreement*, the St. Lawrence Parks Commission, as the operator of the site, is responsible for visitor use facilities, garbage collection, and other related activities.

5.0 VISION FOR FORT HENRY

5.1. Context of a Site Vision

A vision for a national historic site is a description of the desired state of the site at the end of fifteen years. The vision for Fort Henry was developed during the planning process and in the course of public consultation. It describes the state in which Parks Canada and Canadians wish to see Fort Henry in 2021.

5.2 Vision for Fort Henry National Historic Site in 2021

- Fort Henry is a major landmark and heritage tourism attraction in Kingston and Ontario, where people learn about Canada's history and participate in enriching heritage experiences. The public understands the reasons for designation of the fort as a national historic site and appreciates its heritage values.
- Fort Henry is administered by Parks Canada and operated by the St. Lawrence Parks Commission, with a strong federal-provincial government relationship. The partners and the public have a common understanding of roles and responsibilities of the federal and provincial governments.
- The protection of Fort Henry is addressed through sound maintenance and conservation programs:
 - the site's historic buildings, fortifications and other cultural resources are stabilized and preserved;
 - an appropriate level of joint funding for conservation and a sustainable structural maintenance program are in place; and
 - the cultural landscape reflects the site's 19th-century military character and retains the valued views to and from the site.
- Fort Henry is known internationally as a stimulating learning place where:
 - Canadians and visitors understand the reasons for the designation of Fort Henry as a national historic site, and appreciate its heritage values;
 - visitors participate in memorable visitor experiences and discover stories about the fort's history and heritage values, in the context of the history of the Kingston Fortifications and the history of Kingston; and
 - the Fort Henry Guard excites visitors with high quality programming.
- Parks Canada and the St. Lawrence Parks Commission mutually benefit from an effective inter-agency relationship:
 - both partners have a clear understanding of their respective roles and responsibilities through an up-to-date agreement; and
 - the St. Lawrence Parks Commission operates the site while Parks Canada fulfills federal government responsibilities.
- Strong community support and a sense of ownership contribute to the long-term conservation of the site for future generations.
- The public supports the site as well as the mandates of the St. Lawrence Parks Commission and Parks Canada. Both partners are recognized for their contributions and as good corporate citizens.
- A strong sense of community interest and support for Fort Henry contribute to its long-term protection and presentation.
- Fort Henry is a major heritage landmark and tourism destination which contributes to the economies of Kingston and Eastern Ontario.

6.0 MANAGEMENT OBJECTIVES AND ACTIONS

The following pages present the actions that Parks Canada will undertake to ensure the commemorative integrity of Fort Henry.

6.1 Heritage Protection

Strategic Goal

Protecting cultural resources is one of the primary components of Parks Canada's mandate and is fundamental to the commemoration of a site. At Fort Henry, the overriding strategic goal for heritage protection is:

To protect the cultural resources and landscape features of Fort Henry in a manner that respects their historic value and ensures their preservation.

Objectives

- Cultural resources are not impaired or under threat.
- An ongoing program of monitoring, maintenance and remedial action ensures the long-term protection of the fort's built heritage resources.
- The principles of cultural resource management are applied to all operational programs that affect cultural resources at Fort Henry: visitor services and site operation agreements, contracts, leases, licences and concessions.
- The military heritage character and cultural landscape of Point Henry is preserved.

Management Actions: Built Heritage

- Complete the current program of stabilization (2002-2007).
- Parks Canada will take complete responsibility for further capital work at Fort Henry and will develop an implementation strategy to address remaining threats to the integrity of built heritage resources.

- Complete heritage recording of all built heritage. This includes buildings in the stockade, the stockade palisade, the hospital guard house, and the retaining walls along the west road and along the east side of the point.
- Develop, in co-operation with the St. Lawrence Parks Commission, a cultural resource conservation plan. Priorities of the conservation plan will include:
 - an inspection program that will assess the condition of the masonry and other components of the built heritage;
 - a monitoring program that will monitor the stability/movement of the redoubt and other structures;
 - a research program that will ensure the appropriate archaeological and historical research is integrated into built heritage conservation;
 - maintenance standards to ensure the long-term conservation of the built cultural resources;
 - measures, routines and procedures designed to protect the heritage resources in perpetuity; and
 - maintenance and conservation priorities for future years.
- Foster an awareness and understanding of the *Cultural Resource Management Policy* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* by the site operator and the Department of National Defence.

Management Actions: Archaeological Sites

- Continue to identify, evaluate and protect archaeological resources.
- Develop an archaeological resource conservation plan.
- Prepare a conservation strategy for the wharf cribs on the shoreline south of the west branch tower;

- Work co-operatively with the Department of National Defence to inventory the underwater resources in Navy Bay and Deadman Bay.
- Develop an approach to mitigate the threats to the wrecks and other objects from human activities and natural processes.

Management Actions: Collections

- Implement recommendations in the “Fort Henry Cannon Assessment” concerning the condition of ordnance.

Management Actions: Cultural Landscape

- Document the evolution of the cultural landscape at Fort Henry.
- Develop a cultural landscape conservation plan in consultation with the site operator.
- Work with the Department of National Defence, the City of Kingston and the site operator to protect viewscapes within the site and looking out from the site.

6.2 Protection of Natural Resources

The conclusion of the 2003 vegetation and species inventory for Fort Henry stated that vegetation species were typical of those found in disturbed areas, and that there is a low diversity of animal life, reflecting the small size of the area of vegetation cover. The monarch butterfly was, however, identified as a species of special concern.

Management Actions: Natural Resources

- Include, as part of the cultural landscape conservation plan, the mitigative measures to protect the habitat of the monarch butterfly suggested in the *Environmental Assessment of the Fort Henry Management Plan*.

6.3 Heritage Presentation

Parks Canada is accountable for ensuring the effective communication of the reasons for Fort Henry’s

national historic significance to the public. The St. Lawrence Parks Commission has, however, under the existing agreement, the primary role and responsibility for the development and delivery of heritage presentation programming at the site. Parks Canada’s interests also include conveying Parks Canada messages concerning the mandate, commemorative integrity and the Family of National Historic Sites.

Strategic Goal

To encourage public understanding and appreciation of Fort Henry’s national historic significance and to foster awareness, understanding and support for Parks Canada’s mandate and Canada’s system of protected heritage areas.

Objectives

- The public understands the reasons for the designation of Fort Henry as a national historic site.
- The public understands and appreciates the site’s cultural resources and their historic values, particularly the cultural resources associated to the reasons for designation.
- Fort Henry’s historic significance as part of the commemoration of the Kingston Fortifications National Historic Site is presented.
- Public understanding of the reasons for the designation is evaluated for planning purposes.
- Parks Canada corporate messages are communicated.

Management Actions: Heritage Presentation

- Explore opportunities to assess visitors’ understanding of messages relating to Fort Henry’s national significance.
- Develop tools to communicate Parks Canada corporate messages.
- Provide Parks Canada historical and archaeological research to enable the site operator to incorporate the research in site programming.

- Work with Fort Henry staff to present Fort Henry as part of the Kingston Fortifications defence complex.
- Explore ways to tell the story of underwater resources.

6.4 Visitor Experience and Operations

Visitors to Fort Henry learn about the most important fortification in British North America west of Quebec City, and understand why it was regarded at the time of its construction as vital to the defence of Upper Canada. During their visit, they are presented with a range of engaging heritage presentation activities that give them the opportunity personally to experience the life of soldiers at the fort in the 19th century and to discover stories about the fort's history and heritage values.

The visitor experience provided by the St. Lawrence Parks Commission at Fort Henry facilitates visitor enjoyment, understanding and appreciation of the site.



The Fort Henry Guard on parade
St. Lawrence Parks Commission

Objectives

- Visitor use, facilities and services are compatible with the commemorative integrity of the site.
- A public safety plan is in place.

Management Actions

- The revised agreement between Parks Canada and the St. Lawrence Parks Commission will ensure that visitor use, facilities and services do not have a negative impact on commemorative integrity.
- Parks Canada will work cooperatively with the St. Lawrence Parks Commission to develop and implement a public safety plan.

6.5 Ongoing Partnerships and Public Involvement

Parks Canada believes that the long-term commemorative integrity of Canada's national historic sites system can only be ensured by fostering strong public support and by seeking the active involvement of Canadians and neighbours of the sites. To successfully accomplish these goals, Parks Canada uses a variety of strategies such as facilitating

mutually beneficial relationships, liaising with the community and providing the public and partners with opportunities to participate in decision-making and delivery of services.

Parks Canada's primary partner in the achievement of commemorative integrity at Fort Henry is the St. Lawrence Parks Commission, under the terms of the 1965 *Memorandum of Agreement*. Relationships have been formed with the Department of National Defence, the City of Kingston, and with other organizations concerned about heritage conservation and heritage attraction development in Kingston.

Strategic Goal

To foster public support of Fort Henry in co-operation with partners and the Kingston community.

Objectives

- To maintain the present close working relationship with the St. Lawrence Parks Commission.
- To encourage community-based initiatives aimed at the protection of the fort.
- To nurture and foster the strong sense of ownership in the community of Kingston for the site.

Management Actions

- Negotiate the renewal and update of the 1965 *Memorandum of Agreement* with the St. Lawrence Parks Commission. The revised agreement will deal with the requirement for an annual maintenance program.
- Support the St. Lawrence Parks Commission's programs for public involvement in the commemorative integrity of Fort Henry and for enhancing public understanding of Fort Henry as part of the Family of National Historic Sites.

7.0 IMPLEMENTING THIS MANAGEMENT PLAN

Over the next five to ten years, the Fort Henry Management Plan will serve as a guide for Parks Canada's administration of the site. The plan will be reviewed five years after it is tabled in Parliament, to evaluate progress, to address new issues, and to ensure its continued relevance to legislation and policy.

The National Historic Sites Program Manager for the Eastern Ontario Field Unit is accountable for implementing the management plan. The plan's implementation strategy, with its short-, mid- and long-term priorities, is outlined below and is dependent on the availability of financial resources. It is anticipated that Parks Canada will take complete responsibility for further capital works at Fort Henry.

The implementation strategy is a reference for business planning activities and will, therefore, become part of the field unit business plan and of work plans. Progress towards implementation of this management plan will be assessed on an annual basis through the business planning process.

8.0 SUGGESTED IMPLEMENTATION PHASING FOR THIS MANAGEMENT PLAN

Phase 1: 2007-2009

- Negotiate the renewal and update of the 1965 *Memorandum of Agreement* with the St. Lawrence Parks Commission.
- Complete the current program of stabilization (2002-2007).
- Parks Canada will take complete responsibility for further capital work at Fort Henry and will develop an implementation strategy to address remaining threats to the integrity of built heritage resources.
- Complete heritage recording of all built heritage.
- Develop a cultural resource conservation plan for built heritage.
- Continue to identify, evaluate and protect archaeological resources.
- Work co-operatively with the Department of National Defence to protect underwater resources in Navy Bay and Deadman Bay and prepare a conservation strategy for the wharf cribs on the shoreline south of the west branch tower.
- Document the evolution of the cultural landscape at Fort Henry.
- Develop tools to communicate Parks Canada corporate messages.
- Foster an awareness and understanding of the *CRM Policy* and the *Standards and Guidelines* by the site operator and the Department of National Defence.
- Provide Parks Canada historical and archaeological research to enable the site operator to incorporate the research in site programming.

- Work with Fort Henry staff to present Fort Henry as part of the Kingston Fortifications defence complex; and
- Support the St. Lawrence Parks Commission's programs for public involvement in the commemorative integrity of Fort Henry and for enhancing public understanding of Fort Henry as part of the Family of National Historic Sites.

Phase 2: 2009-2011

- Develop an archaeological resource conservation plan;
- Implement recommendations in the "Fort Henry Cannon Assessment" concerning the condition of ordnance;
- Develop a cultural landscape conservation plan that includes mitigative measures to protect the habitat of the monarch butterfly;
- Work with the Department of National Defence, the City of Kingston and the site operator to protect viewscales within the site and looking out from the site;
- Explore opportunities to assess visitors' understanding of messages relating to Fort Henry's national significance;
- Explore ways to tell the story of underwater resources; and
- Parks Canada will work cooperatively with the St. Lawrence Parks Commission to develop and implement a public safety plan.

9.0 SUMMARY OF ENVIRONMENTAL ASSESSMENT

This management plan for Fort Henry National Historic Site of Canada has been assessed to identify any adverse environmental effects of proposed strategies and actions. In addition, the plan has been assessed to consider environmental effects on the site that should be taken into account when setting management direction. The environmental assessment was conducted according to direction in the *Parks Canada Management Directive 2.4.2-Impact Assessment* (1998), *Parks Canada Guide to the Environmental Assessment of Management Plans* (2000) and the *Environmental Assessment Process for Policy and Programs* (Federal Environmental Assessment Review Office, 1993). The environmental assessment ensures the plan adheres to Parks Canada's environmental policies and those of the Government of Canada in general. The environmental assessment of the management actions was conducted in the final stage of the drafting the management plan to allow for incorporation of necessary changes into the final document.

The environmental assessment found that very few of the proposed actions in the *Fort Henry Management Plan* have the potential to result in a negative impact on the natural environment surrounding Fort Henry (grounds, shoreline and vegetation), or detract from the commemorative integrity of the site. Actions that were identified in the assessment as having a possible negative impact on the natural, cultural or socio-economic factors were given recommendations to mitigate the effects. If the proposed mitigation measures are taken into consideration and followed, then the actions in the plan can be considered beneficial to both the commemorative and ecological integrity at the site.

In the future, when maintenance and conservation work is necessary, a project-specific environmental assessment will be undertaken as required by the

Canadian Environmental Assessment Act. Many of the proposals will result in positive environmental impacts. Benefits include improved protection of cultural resources, enhanced public understanding of the site's national significance, direct community involvement and, consequently, greater public support for Fort Henry National Historic Site of Canada.

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St. Lawrence Parks Commission