



Fort Battleford, Frenchman Butte and Frog Lake

national historic sites of canada

Management Plan



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Fort Battleford, Frenchman Butte and Frog Lake

NATIONAL HISTORIC SITES OF CANADA

Management Plan

October 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 Battleford, Frenchman Butte and Frog Lake National Historic Sites 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 Battleford, Frenchman Butte and Frog Lake National Historic Sites of Canada Management Plan.

A handwritten signature in black ink that reads "John Baird".

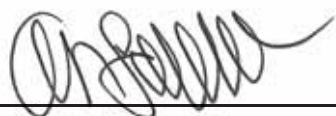
John Baird
Minister of the Environment

Recommendation Statement

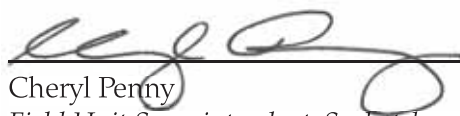
fort battleford, frenchman butte and frog lake
national historic sites of canada

Management Plan

Recommended for approval by:



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Chief Executive Officer, Parks Canada



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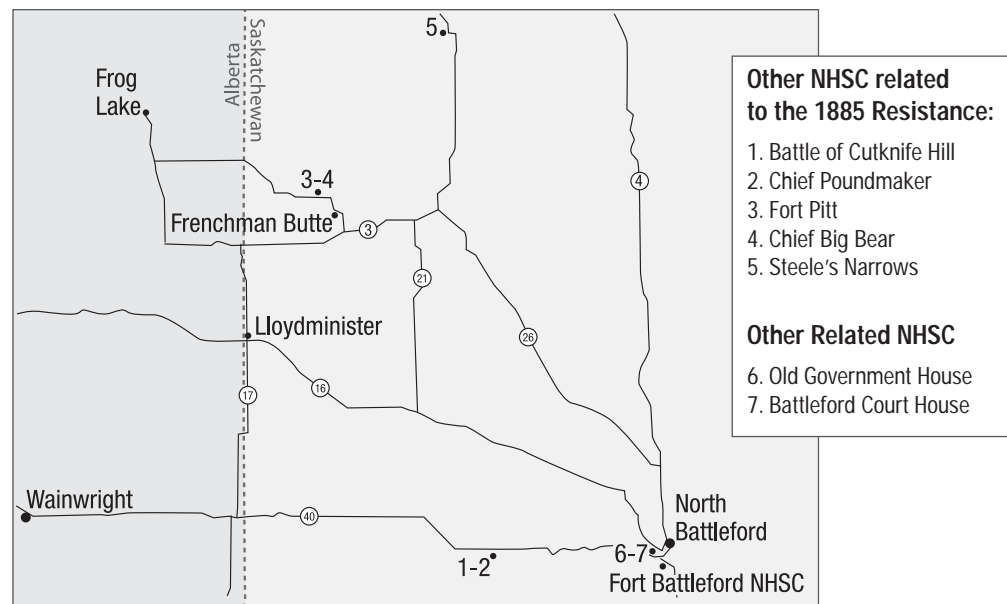
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1 Introduction

Fort Battleford, Frenchman Butte and Frog Lake are three National Historic Sites owned by Parks Canada and linked by common threads of history. Together they represent a pivotal and difficult period of transition from a landscape defined by First Nations and Métis cultures within a traditional and fur trade economy to a territory of Dominion of Canada ruled by its institutions, laws and vision of an agricultural economy. Along with a number of other National Historic Sites such as Fort Walsh, Batoche, Battle of Fish Creek, Battle of Cutknife Hill, Fort Pitt and others, these sites have the power to connect Canadians with real places that tell this complex and multi-faceted story. This period of transition reached a crisis point in 1885 when the Métis, under Louis Riel, took up armed resistance against the Canadian government in and around Batoche. At the same time violence erupted amongst some of the First Nations bands in frustration with the government's perceived failure to live up to its treaty promises. It is a story that continues to be relevant today as First Nations and Métis continue to define their place within Canadian society.

Fort Battleford National Historic Site of Canada is situated in the Town of Battleford, Saskatchewan on a height of land overlooking the Battle River just south of the confluence of the North Saskatchewan River. Established in 1876 Fort Battleford was one of several Northwest Mounted Police Posts built across the old North-West Territories to bring Canadian law and order to the prairies. In 1923 the Historic Sites and Monuments Board of Canada recommended that the site be designated a National Site for its association with the North West Mounted Police and for the important role it played during the Rebellion/Resistance of 1885 when it served as a refuge for settlers and as a base of military operations by the Canadian militia sent to quell the unrest in the Territories. In 1924 the post was closed and in 1951 the site was turned over to Parks Canada to be administered as a National Historic Site.



Regional Map

Frog Lake and Frenchman Butte National Historic Sites of Canada are two non-operational sites owned by Parks Canada. Located near the City of Lloydminster, Frog Lake is in Alberta and Frenchman Butte is in Saskatchewan. Both are sites of conflict associated with an outbreak of violence and resistance on the part of Plains Cree led by Chief Big Bear. On 2 April 1885 members of the band, now led by their War Chief, Wandering Spirit, seized the small agricultural settlement of Frog Lake. Despite calls for restraint by Big Bear and the resident Woods Cree, nine people were killed and the rest were taken hostage. The band and the hostages first moved east to Fort Pitt, which was subsequently burned to the ground, and on 28 May 1885 the Cree encountered the Canadian militia under the leadership of General George Strange at a place near Frenchman Butte. Defensive pits were dug by the warriors and after a brief exchange of fire both sides retreated. Both Frenchman Butte and Frog Lake were designated in the 1920s as places of conflict and military engagement, but in 1999 the HSMBC recommended “broadening the 1885 story to include the context for the Rebellion/Resistance defined as the post-treaty era that led up to the conflicts, the events of 1885 and their meaning for the various parties involved, and the implications and aftermath of these events.”¹

1.1 Legislative and Policy Framework

A management plan is a legislated requirement under section 32.1 and 32.2 of the *Parks Canada Agency Act* for all National Historic Sites owned by Parks Canada. The purpose of the management plan is to define a clear set of goals, objectives and actions that will provide long-range strategic direction for the site. The plan is tabled in Parliament and it is the principal means by which Parks Canada and its managers are held accountable to the Canadian public for the care and management of these places of national historic significance.

The plan guides the annual business planning process and after five years it is subject to a review that will measure what progress has been made, whether the plan is still relevant and whether amendments or a new plan should be prepared to reflect changing circumstances and priorities. Fort Battleford is also included on the Historic Sites Order under the *National Parks Act* and therefore subject to the National Historic Parks General Regulations and the Wildlife and Domestic Animals Regulations.

The management plan is shaped on a general level by Parks Canada’s mandate, operating policies and strategic priorities that can be summarized in the following objectives:

- to ensure the commemorative integrity of National Historic Sites administered by Parks Canada by protecting and presenting them for the benefit, education, and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources;
- to manage the sites according to Parks Canada National Historic Site Policy, the Cultural Resources Management Policy, and the Federal Heritage Building Policy;
- to meet the needs of visitors to Canada’s national historic sites, and leaving them with quality, meaningful experiences that connect them with Canada’s rich cultural history; and
- to fully engage Canadians in shaping the vision for managing these sites through engagement and dialogue through the management planning process and through ongoing partnerships and public involvement.

¹ Historic Sites and Monuments Board of Canada, Minutes, December 1998 and June 1999.



1.2 Framework for the Management Plan

The last management plan for Fort Battleford was completed in 2000 and, although many of the objectives and actions identified in that plan are still relevant, revisions to the plan are required to address the implications of the significant improvements in interpretation and visitor facilities that have taken place in the past five years. A new plan will also incorporate management direction for Frenchman Butte and Frog Lake National Historic Sites that are managed out of Fort Battleford. No management plan has ever been prepared for these sites, but because of their proximity to Battleford and their strong thematic links to the 1885 Rebellion/Resistance, it was felt that a single management plan for all three sites was called for. This integrated approach will allow for the development of a coordinated interpretation strategy in which the program and exhibits at Fort Battleford will reinforce and support the interpretation of the smaller, more remote sites. It will also invite a fresh examination of ways to work cooperatively with other owners of National Historic Sites in the region that are linked to the 1885 Rebellion/Resistance story.

The management plan has been prepared by a multi-disciplinary team consisting of Parks Canada staff and representatives of the Fort Battleford Advisory Group. The Advisory Group, which was formed during the last management planning exercise, is made up of representatives of local stakeholder organizations.¹ The plan has also been shaped and guided by a number of key documents and evaluation processes that are site specific. The Commemorative Integrity Statement which has been prepared for each site identifies nationally significant resources, their values (both associative and physical), the messages to be communicated and all other heritage values that are relevant to the management of the site. A Commemorative Integrity Evaluation, which assesses the

performance of each site against the values and objectives described in the Commemorative Integrity Statement, was carried out formally or informally on each site and has helped identify issues and areas needing improvement. Further direction has been provided by valuable input from stakeholders groups, other levels of government, aboriginal communities and members of the public that was gathered through public consultation prior to developing the management plan.

1.3 Role of National Historic Sites

Fort Battleford, Frenchman Butte and Frog Lake belong to a network of over 890 National Historic Sites across Canada, which have been designated by the Government of Canada as places of significance to all Canadians. The objectives of this program of commemoration are:

- to foster knowledge and appreciation of Canada's past through a national program of historic commemoration;
- to ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting for the benefit, education and enjoyment of this and future generations in a manner that respects the significant and irreplaceable legacy represented by these places 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.

Although different in their scale of operations, all three sites represent important chapters in the history of western Canada that relate to the theme of "Governing Canada – Security and

¹ The Fort Battleford Advisory Group includes representatives of the Towns of Battleford and North Battleford, the Battlefords Chamber of Commerce, Battlefords Tourism, Battlefords Tribal Council, Battlefords Regional Council for the Metis Nation of Saskatchewan, the Battlefords North West Historical Society, and the Battle River Settlement Foundation.

Law”. Fort Battleford is one of three North-West Mounted Police forts that are owned and interpreted by Parks Canada. The other two are Fort Walsh in the Cypress Hills, Saskatchewan and Fort Livingstone near Pelly, Saskatchewan. Other North West Mounted Police forts including Fort Pitt, Fort MacLeod, Fort Calgary and Fort Steele, have been designated as National Historic Sites but are managed by other levels of government.

Fort Battleford, Frenchman Butte and Frog Lake are commemorated for their associations with the 1885 Rebellion/Resistance. All three sites are primarily associated with the involvement of First Nations in the conflict. Other sites, persons and events associated with this theme are Battle of Cut Knife Hill, Fort Pitt, Steele’s Narrows, Chief Poundmaker and Chief Big Bear. Relevant links can also be made to the sites related to 1885 resistance from the Metis perspective including Batoche, Battle of Fish Creek and the Battle of Duck Lake.

1.4 Commemorative Integrity

“Commemorative Integrity” is the principal goal for national historic sites under Parks Canada’s care. It is used to describe the health or wholeness of a national historic site. A national historic site has commemorative integrity when:

- the resources directly related to the reasons for designation as a national historic site are not impaired or under threat;
- the reasons for designation as a national historic site are effectively communicated to the public; and
- the site’s heritage values (including those not related to reasons for designation as a national historic site) are respected in all decisions and actions affecting the site.

A Commemorative Integrity Statement is prepared for each national historic site. It is an enduring document that defines what is meant

by Commemorative Integrity for the particular site. It describes the nationally significant resources, their values (both associative and physical), the messages to be communicated and all other heritage values that are relevant to the management of the site. The commemorative integrity statement provides a guiding document for planning, managing, operating and implementing change for all National Historic Sites. The Commemorative Integrity Statement for Fort Battleford was completed in 1997, Frenchman Butte in 1999, and for Frog Lake in 2006.

1.5 Commemorative Intent and Designated Place

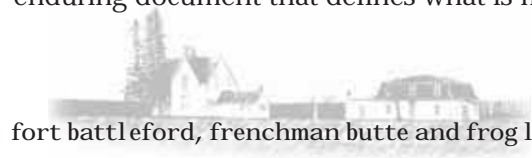
“*Commemorative intent*” is the reason for a national historic site’s designation. It is also the basis for defining what commemorative integrity means for a site. Commemorative intent comes from the recommendations of the Historic Sites and Monuments Board of Canada (HSMBC), which are then approved by the Minister of the Environment who is responsible for designating Canada’s National Historic Sites.

“*Designated Place*” defines the physical boundaries of places designated by the responsible minister on the recommendations of the Historic Sites and Monuments Board of Canada. Information on what constitutes the Designated Place for a particular historic site is drawn from the Minutes of the HSMBC.

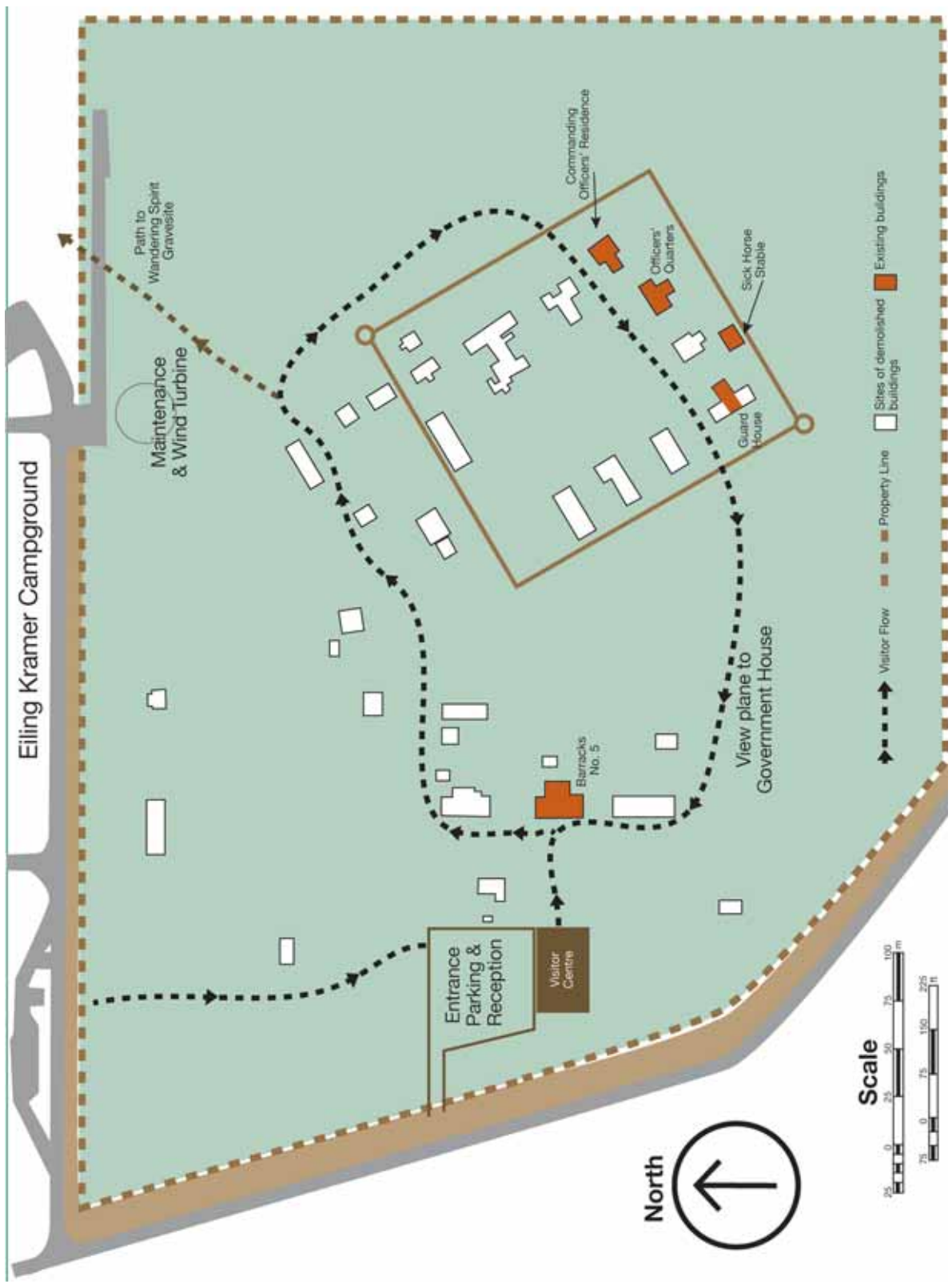
1.5.1 Fort Battleford

Based on the recommendations of the HSMBC, Fort Battleford is of national historic significance because:

- the role the North West Mounted Police played at the fort from 1876 to 1885 in extending the Canadian government’s interests in the west, and;
- the role of the fort during the North West Rebellion/Resistance including its role in



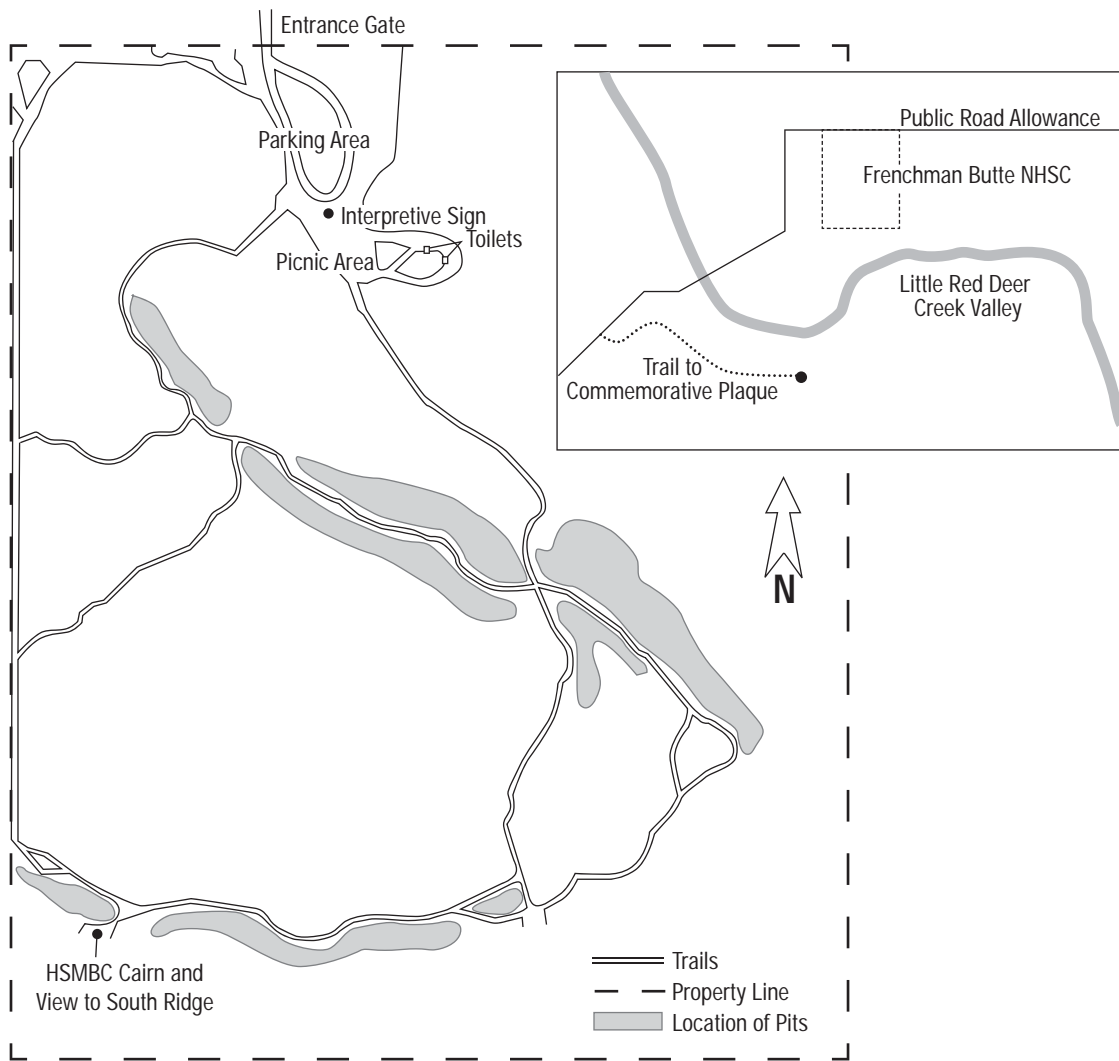
Fort Battleford NHSC site plan



the “siege”¹ of Battleford; as a base for the military operations at Cut Knife Hill, Fort Pitt and the search for Mistahimaskwa (Big Bear); and as the site of the surrender of Pitikwahanapiwiyn (Poundmaker) to General Middleton on 26 May 1885.

According to the current Commemorative Integrity Statement, this encompasses a diamond-shaped area from the junction of the Battle and North Saskatchewan Rivers, along the edges of both rivers toward the North West Mounted Police Cemetery, including the gravesite of the eight aboriginal men who were executed for their involvement in the 1885 Rebellion/Resistance. This site is now often referred to by the First Nations community as

The designated place for Fort Battleford comprises the historic area of development and usage by the NWMP between 1876 and 1885.



Site Plan for Frenchman Butte

¹The term “siege” in quotation marks acknowledges that, while an actual siege of the town did not take place, this was the perception of many townspeople who took shelter at the fort in May 1885.



the “Wandering Spirit Gravesite” in reference to the Cree War Chief, Wandering Spirit, who was one of the men buried here.

1.5.2 Frenchman Butte

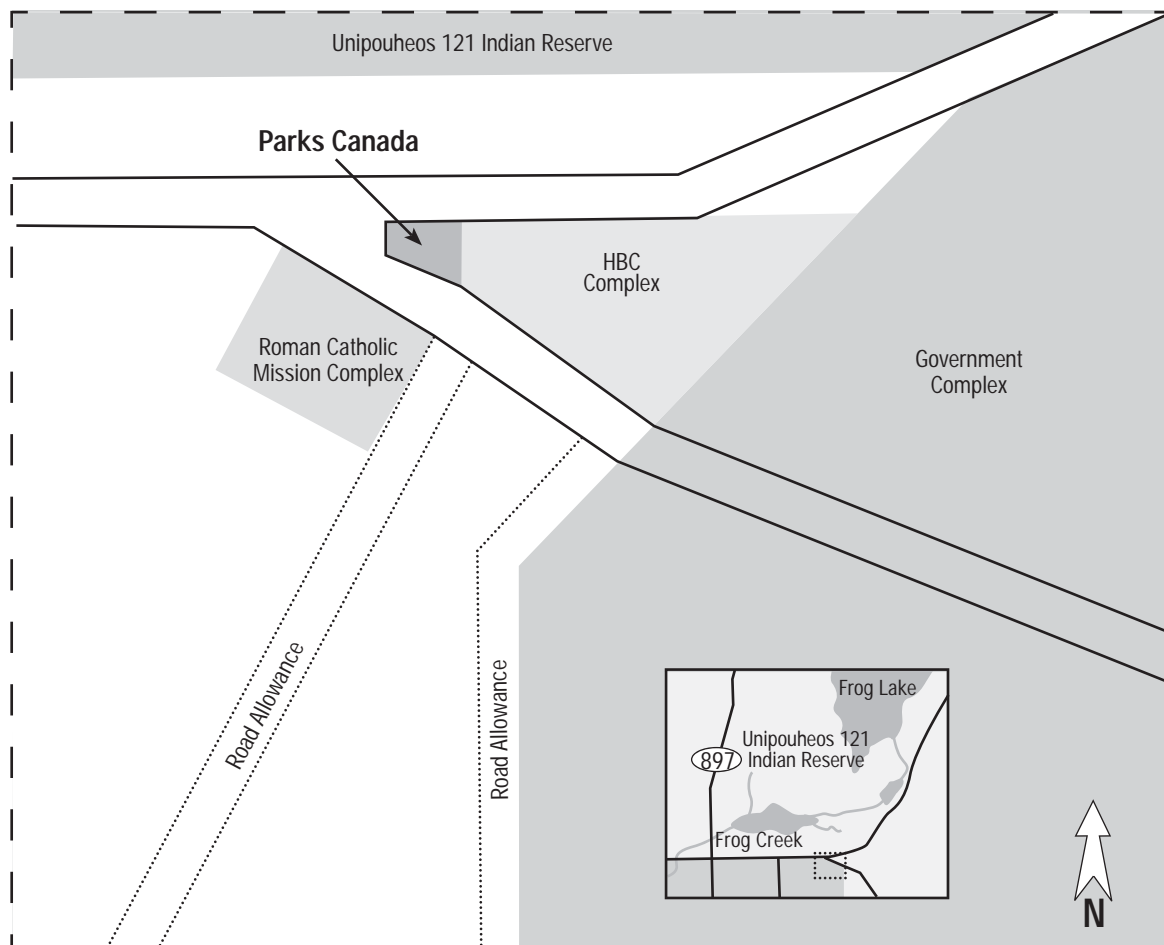
Based on the recommendations of the HSMBC Frenchman Butte is of national historic significance because:

- of its associations with the May 1885 engagement of strongly entrenched First Nations people lead by Wandering Spirit and Canadian troops led by General T. B. Strange, the operation of General Strange’s column during the North-West Rebellion/Resistance and its connection to the North-West Rebellion/Resistance of 1885.

The designated place for Frenchman Butte includes the 7.3 hectares owned by Parks Canada which encompasses the site occupied by the Cree warriors and marked by a network of defensive pits. It also includes the opposite ridge of land to the south where Canadian militia set up their guns, the Little Red Deer Creek valley that separates the two positions and the nearby pits that were said to have been dug for Cree civilians and the hostages during the engagement.

1.5.3 Frog Lake

Based on the recommendations of the HSMBC, Frog Lake is of national historic significance because:



Designated Place Frog Lake

- of its associations with the tragic events of 2 April 1885;
- its meanings for the various parties involved; and
- its association with the events and tensions which led to, and arose out of that event of 1885.

The designated place for Frog Lake encompasses the entire area associated with the events of 2 April 1885. It includes the archaeological remains of the historic Frog Lake Settlement, the mill site, the camp of the Woods Cree under Chief Unipouheos, the camp of the Plains Cree under Chief Big Bear and the cemetery which marks the burial site of the nine men killed. Parks Canada owns the 0.2-acre plot that comprises the cemetery site. The Province of Alberta and the Frog Lake First Nation own the remainder of the designated place.

2 Vision

Fort Battleford, Frenchman Butte and Frog Lake will provide a point of entry into the world of the Canadian northwest during the pivotal and difficult period of transition from a landscape occupied by First Nations and Métis peoples to a territory of the Dominion of Canada ruled by its institutions, laws and policy of an agricultural settlement. Fort Battleford's beautiful and historic setting at the junction of the North Saskatchewan and Battle River, the five historic buildings and the extensive archaeological features, will provide an authentic stage for a varied and dynamic visitor program that will bring the North-West Mounted Police fort to life for visitors of all ages. Fort Battleford will be renowned for its innovative, sensitive and thought-provoking interpretation and programming that will challenge the visitor to understand, both intellectually and emotionally, the importance of this site in establishing the presence of the Canadian government on the prairies and the role it played in the 1885 Rebellion/Resistance from the differing viewpoints of the Canadian government, aboriginal peoples and the early settlers.

Frenchman Butte and Frog Lake National Historic Sites will be integral parts of the operations and programs of Fort Battleford National Historic Site. Together they will tell of the tragic chain of events that was ignited in 1885 with the murders of the settlers at Frog Lake at the hands of Cree warriors led by Wandering Spirit, the military encounter that took place two months later between the Cree and the Canadian militia at Frenchman Butte, and finally the trials, convictions, executions and burials of the accused at Fort Battleford. Frog Lake and Frenchman Butte will remain non-operational sites. A variety of readily available pre-trip information products will ensure that visitors arrive with an understanding of, not only what happened at these sites, but why it happened and what impacts these events have had on all those involved. Additional interpretation will be provided by local organizations that have a shared interest in the history of these sites. They will be well maintained and provide basic visitor services to encourage people to explore the sites. Interpretive signs will remain subtle and unobtrusive. The visitor experience lies in that immediate and powerful connection between history and place that is triggered by the visitor's knowledge and the natural landscape that has changed little since 1885.

Fort Battleford will be a major attraction in a cluster of historic places that will establish the Battleford area as a popular tourist destination that is rich in history and culture. Fort Battleford, in conjunction with Frog Lake and Frenchman Butte, will form the nucleus of a network of historic events, people and places related to the 1885 Rebellion/Resistance. Through a cooperative network of government, non-government and aboriginal organizations, visitors to the region will be invited to retrace and reconnect with the dramatic, complex and compelling events that unfolded across the expanse of the Canadian prairies during the spring and summer of 1885.



3 Current Situation

This section looks at the current condition of each of the sites in terms of the protection of resources, communication of messages and visitor services. The assessment of the current situation at Fort Battleford is based in part on a systematic review of the 2000 Management Plan to determine what progress has been made over the past five years, what objectives are yet to be realized, which are no longer relevant, and what new priorities or opportunities have emerged since the plan was written. In the case of Frenchman Butte the assessment is based on the Commemorative Integrity Evaluation of the site that was carried out in Fall 2005. No formal commemorative integrity exercise has been done for Frog Lake but the Commemorative Integrity Statement, which was approved in 2006, was used as the basis for carrying out an informal evaluation.

Public consultation with local stakeholders, other levels of government and the general public has provided further insight into how effectively these sites are working.

3.1 Fort Battleford

Description

Fort Battleford NHSC is a 22.8-hectare site encompassing the five extant historic structures dating from 1876 to 1924, a reconstructed palisade that surrounds four of the structures, and many archaeological features and historic trails that provide evidence of the full extent of the original post. The burial site of the eight First Nations men who were executed for their involvement in the 1885 Rebellion/Resistance is located near the site owned by Parks Canada but within the Designated Place. The fort was occupied by the Northwest Mounted Police and later by the Royal Canadian Mounted Police until 1924. It remained vacant for many years, but in 1948, it reopened as a local museum. In 1951 the property was transferred to the Government of Canada to be administered as a National Historic Site by Parks Canada.

The site has recently undergone a major renovation with the construction of the new Visitor Centre that was built in partnership with the Town of Battleford. It houses a visitor reception area, a gift shop, a small food concession, and Parks Canada's administrative offices. It also includes a large open exhibit space that is to be developed by the Town of Battleford to interpret the history of the community and the site of Government Ridge that is located across the valley. The new visitor centre was built as a model of environmental sustainability featuring a windmill generator and solar panels for electricity and heat.

Cultural resources

The five extant buildings have been stabilized but major conservation work is required on the Commanding Officer's Residence and the Officer's Quarters. Minor repairs are also required on the remaining three historic structures. The archaeological features are secure but require ongoing monitoring to ensure that

use and encroaching vegetation do not have a negative impact on the resources.

Heritage Presentation

Fort Battleford is a fully operational site open to the public from the May long weekend to Thanksgiving. The site offers a range of visitor programs geared to different audiences. The typical visitor has the option of taking a two-and-a-half hour guided tour or exploring the site on his or her own with the help of a printed brochure. The visitor is greeted and oriented to the site at the new visitor centre and invited to visit the new exhibits located in the Barracks No. 5 building, explore the other four historic buildings featuring exhibits and period furnishings and to participate in the visitor programming which offers cannon demonstrations and many other activities. The fact that some of the buildings are not located on their original sites is considered to detract from the historical authenticity of the site and interfere with the interpretation of how the site was originally laid out. Over the next five years the site will give consideration to the benefits of moving the buildings back to their historical locations or keeping them in their current location.

A range of elementary school programs have been developed for curriculum-based subjects such as military drill, the impact of the arrival of Europeans on First Nations, and “Many Voices Workshop” which is an interactive learning experience that explores how different people can see and understand events in very different ways. In the past interpretation of sensitive issues such as the hanging of the eight First Nation’s men and their gravesite has not been a major part of the interpretive program but both Parks Canada and our aboriginal partners feel that the time has come to include these issues in a sensitive and balanced manner.

The site also maintains an active web page on the Parks Canada network providing historical background and information on its operations and educational programs.



Commanding Officer's Residence and Officers' Quarters
(Parks Canada)

Visitor Services

The construction of the new visitor centre has created the potential to attract new audiences and to expand on site programs. The higher level of services will encourage people to stay longer and to take more time to explore the entire site. The availability of indoor program space has made it easier to deal with larger groups and has opened up the possibility of using the site as a venue for a range of community activities that will increase the site’s public profile.

3.2 Frenchman Butte

Description

Frenchman Butte National Historic Site is situated on a gently rising knoll about five kilometers west of the hamlet of Frenchman Butte on the North Saskatchewan River. Parks Canada owns a 7.3-hectare plot of land which is marked by 98 defensive pits that were dug by the Cree warriors in 1885. The site is fairly heavily covered in aspen forest with views over the surrounding fields. There are almost no modern intrusions, thereby preserving a landscape that has changed little from 1885. The “designated place” also includes resources located outside the property owned by Parks Canada, but the larger boundaries of the designated place have never been accurately plotted on a map.

Heritage Resource Protection

The natural landscape and the network of

defensive pits are the principal cultural resources of the site. The pits, which are little more than hastily dug holes in the ground, are in remarkably good condition but an accumulation of leaves, deadfall and new vegetation has begun to obscure the features. If these natural processes are allowed to continue unchecked there is a risk that, over time, the pits will disappear completely.

Heritage Presentation

As a non-operational site, the heritage presentation at Frenchman Butte is limited to static interpretation. In the early 1990s, the Frenchman Butte Museum erected some interpretive signs with financial support from Parks Canada. A large map located near the parking lot orients the visitor to the site and identifies the location of the pits and the network of trails throughout the site. The supporting text identifies the main players involved in the event and provides a brief

summary to the military engagement of 28 May 1885. It does not, however, fully address the messages of national significance nor does it place the event into a larger historical perspective. The trails lead the visitor around the site and past a number of simple wooden signs that draw attention to some of the pits that might otherwise be overlooked. All the signs have deteriorated and should be replaced. The Historic Sites and Monuments cairn is located at the top of the ridge overlooking the Little Red Deer Creek Valley and opposite ridge where General Strange's troops were located. Although this ridge is part of the designated place, no information is provided on its significance to the event.

The Frenchman Butte Museum, which is located about five kilometres away, provides supplementary interpretation of the site and offers tours of the site. The effectiveness of this program is hindered by the absence of information about this offer either at the site or in any promotional material. Although the site is mentioned on the Parks Canada website as part of the Fort Battleford history, it is not identified as a National Historic Site owned and managed by Parks Canada. Nor does Parks Canada provide any outreach or pre-trip information on the site that would increase awareness of the site and help visitors to gain a deeper understanding of its significance.

Visitor Facilities and Management

Frenchman Butte is managed out of Fort Battleford National Historic Site. A parking area, picnic table and two pit toilets are provided. Basic maintenance is provided under a local contract but there is no formal monitoring process to document changes or threats to the cultural or natural resources. As a non-operational site, no information is available on the number of visitors to the site or the effectiveness of the site presentation to communicate the messages of national significance.



Orientation sign at Frenchman Butte (Parks Canada)

3.3 Frog Lake

Description

The Frog Lake National Historic Site is situated along the south boundary of the Unipouheos 121 Indian Reserve, which is part of the Frog Lake First Nation. The Designated Place is a large area encompassing the cemetery, the archaeological remains of the historic Frog Lake Settlement, and the sites of the Woods Cree and Plains Cree camps in 1885. Most of the land within the Designated Place is owned either by the Province of Alberta or the Frog Lake First Nation. Parks Canada is responsible for a 0.2-acre plot of land that encompasses the cemetery of the nine men who were killed in 1885. The small site is surrounded by a wire mesh fence and contains eight markers and the Historic Sites and Monuments Board of Canada cairn which still displays the plaque that was erected in 1923.

Heritage Resource Protection

The cultural resources, which are limited to the graves, markers and the cairn, are secure but require ongoing monitoring and maintenance. The full extent of the designated place has been described in general terms in the Commemorative Integrity Statement but the precise boundaries have not been defined due to the fact that full the extent of the archaeological resources have not been fully surveyed and researched.

Heritage Presentation

The level and quality of the interpretation is inadequate. The 1923 plaque does not reflect current understandings of the significance of the site, and the Historic Sites and Monuments Board of Canada has recommended that it be removed. A new text has been prepared but has not yet been installed. Parks Canada has no other interpretation on the site, although the Province of Alberta has erected a series of interpretive panels on provincial land just outside the cemetery fence. Although

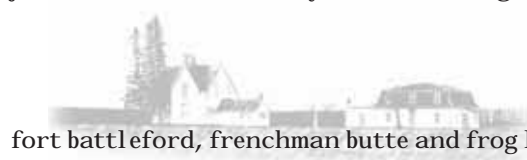


Cairn and grave markers at Frog Lake NHSC (Parks Canada)

these panels offer a fuller, more balanced interpretation of the site, the signs have weathered considerably and are no longer legible. The province is, however, in the process of renewing that exhibit and is requesting Parks Canada's participation in that initiative. The interpretation of the 1885 Rebellion/Resistance at Fort Battleford includes information on Frog Lake but there is no active promotion of the site nor does the Parks Canada website include any information about the site, why it is important and where it is located.

Visitor Facilities and Management

Frog Lake National Historic Site is managed out of Fort Battleford National Historic Site and it is monitored on an annual basis. There are no visitor services at the site, no pre-trip planning material, and the highway signs directing visitors to the site are both outdated and inadequate. The site is inspected once a year, but because of the absence of any on site services, it has not been considered necessary to provide ongoing maintenance through a local contract.



4 Management Objectives and Actions

This section identifies the goals, objectives and actions that will direct the management of this site in the areas of heritage protection; visitor experience and education; site services, administration and operations; and partnerships and community involvement. The goals and objectives are long term and the actions, which flow out the goals and objectives, are measurable and achievable over the next five years.

4.1 Heritage Resource Protection

Protecting a site's heritage resources for this and future generations is one of the primary components of the Parks Canada mandate. Without adequate protection, the value and significance of the site cannot endure over time. The goal for the protection of the heritage resources at Fort Battleford, Frenchman Butte and Frog Lake is to ensure the commemorative integrity of the site and to protect their historic values in accordance with Parks Canada's Cultural Resource Management Policy. All five buildings at Fort Battleford are designated as federal heritage properties under the Treasury Board Heritage Buildings Policy that is administered by the Federal Heritage Building Review Office within Parks Canada. The Commanding Officer's Residence is a "classified" heritage property and the other four are "recognized" properties and all interventions to these buildings must follow prescribed review procedures and adhere to the Standards and Guidelines for Conservation of Historic Places in Canada.

4.1.1 Objectives

Fort Battleford

- To ensure that the five historic structures are conserved.
- To ensure a high level of historic authenticity in the buildings, archaeological features and landscape elements at the site.
- To protect the relationship between historic structures, the natural setting and the viewscales over the river valley.

Frenchman Butte and Frog Lake

- To ensure that the archaeological features at Frenchman Butte are preserved and remain legible to the general public.
- To protect the natural environment that defines the site's unique sense of place.
- To ensure that the viewscales from Frenchman Butte to the south ridge where the Canadian militia set up their guns is preserved.



Barracks No. 5 with the Visitor Centre behind. (Parks Canada)

- To ensure the long term protection of the cultural resources at Frog Lake, such as the cemetery markers.
- To manage the Frog Lake cemetery in accordance to the Parks Canada Management Directive 2.3.1, “Human Remains, Cemeteries and Burial Grounds.”

4.1.2 Actions

Fort Battleford

1. Research, design and carry out major conservation work on the Commanding Officer’s residence and the Officers’ Quarters.
2. Carry out minor conservation work on the Sick Horse Barn, Barracks No. 5 and the Guard House.
3. As part of an overall landscape plan, establish a network of trails through the site that follow the historic trail system and identifies a strategy for vegetation management around the archaeological features.
4. Prior to developing the landscape plan, complete a site survey of all archaeological resources using non-intrusive recording methods.

5. Develop and implement an annual monitoring process that will evaluate the health and impact of use on the archaeological and natural resources at the site.
6. Carry out historical research and archaeological assessment of bastions and palisades prior to undertaking any further work on the palisade.
7. Continue replacing those sections of the existing palisade that have deteriorated with a more historically accurate version.
8. Determine precise boundaries for the designated place and submit them to the Historic Sites and Monuments Board of Canada for approval.
9. Continue to monitor the visual impact of the wind turbine on the historic character of the site.

Frenchman Butte and Frog Lake

10. Develop and implement an annual monitoring process to evaluate the health and impact of use on the archaeological and natural resources at the site
11. Develop maintenance and landscape management guidelines that will ensure that the archaeological features do not deteriorate or become obscured through the build up of vegetation.
12. Plot more precise boundaries for the designated place and submit the plan to the Historic Sites and Monuments Board of Canada for approval.

4.2 Heritage Presentation

Heritage presentation at a National Historic Site has two primary goals. Through its exhibits, interpretive and educational programs, outreach

and marketing, it promotes public appreciation and understanding of why these sites are of national historic significance. Parks Canada recognizes that the most effective way to achieve the first goal is to provide the visitor with a quality experience that is both memorable and meaningful. A quality visitor experience is dependent on a positive interaction with staff, an ability to meet the individual needs and expectations of the visitor, and an ability to bring these places to life in a manner that engages all the senses. A positive visitor experience is also dependent on providing a safe environment supported by an appropriate level of visitor facilities and services.

4.2.1 Messages

The messages of national historical significance are defined by the recommendations of the Historic Sites and Monuments Board of Canada and they provide the basis for the development of heritage presentation program. Communicating the messages of national historic significance is an essential component of ensuring a site's commemorative integrity. (See Section 1.5 "Commemorative Intent and Designated Place" for a summary of the messages of National Historic Significance.)

4.2.2 Audiences

The audience segments identified below can be divided into two key groups: those who visit the sites and those who do not have the opportunity to visit but are interested in learning about these nationally significant places. The description of the audience segments is most applicable to Fort Battleford whose full range of facilities and visitor services have the potential to draw significantly from all these groups. As non-operational sites, Frog Lake and Frenchman Butte will focus primarily on the surrounding community, local educational groups and independent travellers which could include adults, families or specialized tours with an interest in the 1885 story. Frog Lake and

Frenchman Butte will also have access to the other audience segments through Fort Battleford which will include these sites in its interpretive programs and encourage people to visit them. Further research into the various audience segments is required to define more precisely their importance, characteristics and needs. This will be carried out as part of the current five-year planning cycle.

Surrounding Community Residents

This audience is aware of the site, have visited once or twice, but see no reason to come again. This audience needs to be encouraged to come back by offering something new and different in the form of special events, new programs and opportunities to visit the site for community events that may not be directly related to the site's heritage programs.

Empty Nesters

These are adults travelling independently without children. Now increasingly drawn from the baby boom generation, they are well educated, well travelled and looking for unique learning experiences that will entertain and challenge them intellectually. This group, which can include seniors who may have specific access requirements, are more likely to be travelling in the shoulder seasons.



Cannon Drill at Fort Battleford (Parks Canada)



Children's programming at Fort Battleford (Parks Canada)

Families

Families are looking for sites that provide entertainment mixed with learning. They require a range of programs that will engage all members of the group and they are particularly interested in children's programs that will provide opportunities for active learning.

Educational Groups

This group, which includes all levels of schooling, require curriculum support materials and on site programming geared to the different age groups or subject areas. They require a comprehensive package of information to be used in the classroom prior to the trip and afterwards. A site visit is often part of the program but not essential for the learning experience.

Travel Trade

This audience can include fully independent travellers, motor coaches, conventions and commercial groups. Although a diverse group, their travels are determined by travel itineraries prepared by tourism operators. This audience is accessed through these operators and therefore must meet the standards of the travel trade in terms of visitor facilities, washrooms, food, adequate parking and a worthwhile visitor experience.

Virtual Audiences

This audience does not generate revenue for the site but they represent the largest potential audience for building public awareness and appreciation of these sites. They require easily accessible information available through websites, publications and marketing media that is presented in an engaging and informative manner. As this group also represents the largest potential new audience, providing greater awareness of the site is the most effective method of encouraging them to visit when the opportunity arises.

4.2.3 Outcomes/Objectives

Outcomes are the learning and experiential objectives for a presentation program and the visitor experience. They articulate what the different audiences should gain in terms of knowledge, experience and enjoyment. The objectives are organized into two groups: those that relate to all three sites and those that are specific to the individual sites.

Common Objectives

- Visitors to the sites will understand the significance of Fort Battleford to the early history of the Northwest Territories and the role that Fort Battleford, Frenchman Butte and Frog Lake played in the 1885 Rebellion/Resistance and its aftermath.
- Through a "Many Voices" approach to interpretation, visitors will understand how these places and events were viewed by the different groups involved.
- Canadians will be provided with the means to learn about these sites through outreach programs.
- Program design and development will be informed by solid research on existing and potential audiences to determine their needs and expectations.



- To keep the presentation a real, authentic and accurate depiction of history and to manage each of the sites in a manner that will preserve their authentic “sense of place.”

Fort Battleford

- Visitors to Fort Battleford will experience the full extent of the original site.
- Visitors to Fort Battleford will have a unique, safe and compelling visitor experience that will engage them both intellectually and emotionally.
- The site of the mass hanging and Wandering Spirit Gravesite will be interpreted in a way that is respectful, real and authentic so that visitors will understand why this happened, who was buried there and what it has meant to First Nations (also refer to Partnerships and Public Involvement).
- Visitation to the site will be increased by ten percent with a specific focus on schools and regional audiences.
- Visitors to the site will leave with an interest in exploring Frenchman Butte, Frog Lake and other related sites in the region.

Frenchman Butte and Frog Lake¹

- The visitor experience of these sites will be enriched and informed by pre-trip information.
- The visitors will be encouraged to explore the natural environment on their own.
- Interpretive media will trigger the imagination as to what happened at these sites but will not intrude upon the historic sense of place.



Wandering Spirit Gravesite (Parks Canada)

- The visitor will understand that these are fragile archaeological resources of value to all Canadians.

4.2.4 Actions/Methods

The actions describe heritage presentation products or initiatives that are measurable and achievable within the next five years. Actions for heritage presentation are divided into two categories; one for on-site products and the other for Outreach or Marketing initiatives.

Actions: On site presentation

Fort Battleford

1. Complete and implement an overall interpretive strategy that will exploit the potential of the expanded visitor facilities, develop new programs and activities geared to a range of audiences and integrate a “Many Voices” approach to the site interpretation.
2. Develop a site landscape plan that will address the following needs:
 - To redefine the visitor flow through the site in a manner that will encourage visitors to

¹ Because Parks Canada only owns a small portion of what has been designated as the Frog Lake National Historic Site, the effective presentation of the site must be done in partnership with the Province of Alberta and the Frog Lake First Nation. For a fuller description of the actions proposed for this site, refer to Section 5.0: “Partnerships and Public Involvement.”

explore the entire site rather than just those buildings located within the reconstructed palisade.

- To establish pathways that will link up with the adjacent campground and the trail that will be developed by the Town of Battleford to the Wandering Spirit Gravesite.
 - To mark and interpret the archaeological features on the site using innovative interpretive methods that will have a strong visual impact but will not overwhelm the archaeological features or the landscape.
 - To establish interpretive viewpoints that will orient the visitor to the surrounding landscape.
3. Implement the landscape plan including on site signage and trail markers that will highlight the archaeological resources and viewpoints from the site over the valley.
 4. Develop at least one of the archaeological features as described above and measure its effectiveness in interpreting the feature and in helping the visitor to create a picture of what the site once looked like.
 5. Seek the guidance of the Elders in developing an approach to interpreting sensitive issues such as the arrest of Chief Poundmaker, the mass hangings, and the Wandering Spirit Gravesite in a manner that is true, respectful and will challenge the visitor to think about what happened and why from the viewpoints of all those involved.
 6. Prepare an audit and comprehensive inventory of the oral histories related to the 1885 Rebellion/Resistance that have already been collected by Parks Canada and other organizations.



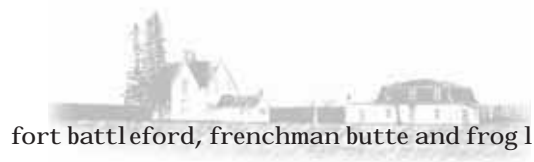
HSMBC Cairn at Frenchman Butte with a view to south ridge where General Strange's guns were set up (Parks Canada.)

Frenchman Butte and Frog Lake

7. Develop an interpretive concept for Frenchman Butte and install new interpretive signs that will orient the visitor to the site and draw attention to those parts of the designated place that are not located on Parks Canada property.
8. Develop a site-specific brochure for Frenchman Butte that will provide a deeper understanding of the significance of the resources than is possible with the on-site signs.
9. Collaborate with the province on the design installation and translation of new signage at Frog Lake. (See Partnerships and Public Involvement.)
10. Remove the 1923 plaque from Frog Lake and install the new Historic Sites and Monuments Board plaque.

Actions: Outreach and Marketing

11. Draw on existing market research to define audiences and visitor needs and conduct our own site-specific visitor surveys to evaluate the visitor experience and identify what improvements should be made to attract new audiences.



12. Complete and implement a marketing plan based on sound research for Fort Battleford and including Frenchman Butte and Frog Lake.
13. In consultation with stakeholders, develop appropriate media that will promote the network of 1885 as an integrated tourist experience. This could include trip itineraries, printed brochures or audio tours available on CD Rom or downloaded from the internet as an audio file.
14. Expand the Parks Canada website to include web pages for Frenchman Butte and Frog Lake, and to establish links with other sites connected with the 1885 story.
15. Develop and market events and special programs at Fort Battleford that are geared to the local audience as a means to build local awareness and appreciation of the site (e.g. heritage dinners, candlelight programs, cannon displays.)
16. Expand school curriculum materials including lesson plans and other support materials that can be used alone or in conjunction with a visit to Fort Battleford site and include material on Frenchman Butte and Frog Lake.
17. Develop new specialized workshops for schools targeted to a range of grade levels.
18. Develop outreach programs that will be delivered at local venues or events, such as the Battlefords Provincial Park in order to improve public awareness and to encourage others to visit the Fort Battleford.
19. Update and increase the level of highway signage to Frog Lake and Frenchman Butte.

20. Monitor the effectiveness of highway signage in directing people to the sites.

4.3 Visitor Services and Facilities

4.3.1 Objectives

- To provide a safe enjoyable environment.
- To exploit fully the potential of the new visitor centre to enhance and diversify the visitor experience at Fort Battleford.
- To make Fort Battleford an important centre of community life in the Battlefords.
- To make Fort Battleford accessible to all visitors.
- To provide a basic level of services and regular maintenance at Frenchman Butte and Frog Lake as is appropriate for a National Historic Site of Canada.
- To provide a range of services and facilities that will support the visitor experience through all aspects of the trip cycle from pre-trip information through to reception and departure.



New Administration Building and Visitor Centre (Parks Canada)

4.3.2 Actions

Fort Battleford

1. As part of the site landscape plan provide expanded visitor facilities including benches, picnic area and a parking lot designed to accommodate buses.
2. Explore alternative methods of transporting visitors around the site.
3. Experiment with an expanded season and longer operating hours and assess the impact on the number of visitors.
4. Make the site available for a range of community events and uses that are compatible with the site.

Frenchman Butte and Frog Lake

5. Maintain visitor services such as the public washrooms, fire pits and picnic area at Frenchman Butte.
6. Upgrade the trails at Frenchman Butte with wooden walkways over wet areas.
7. Work with the Province of Alberta and the Frog Lake First Nation to improve visitor access to the entire designated place.



Viewpoint over the Battle River Valley (Parks Canada.)

4.4 Site Management and Operations

4.4.1 Objectives

- To ensure that the operations and management of Fort Battleford are efficient, effective and financially sustainable.
- To involve the community in implementing the management plan.
- To ensure that staff at Fort Battleford have the skills and training to ensure the commemorative integrity of the site and to provide a quality visitor experience.

4.4.2 Actions

1. Maintain the Fort Battleford Advisory Committee as an integral part of the site's decision-making process and meet on an annual basis to review and seek feedback on the progress at the site.
2. Remove contemporary buildings from the historic grounds including the old visitor centre, administration building and maintenance shop and rehabilitate the landscape.
3. Complete an agreement between Parks Canada and the Town of Battleford defining the terms and conditions for the ongoing operation and use of the Visitor Centre.
4. Draw up site maintenance guidelines to be included in the annual contract for site maintenance of Frenchman Butte.
5. Hold annual meetings with stakeholders groups associated with Frenchman Butte and Frog Lake to measure progress of the management plan.

4.5 Environmental Stewardship

4.5.1 Objectives

- To establish Fort Battleford as a model of an environmentally sustainable site.
- To protect the natural environment at Fort Battleford and Frenchman Butte as a character defining element of the historic place.

4.5.2 Actions

1. Promote Fort Battleford as a model of environmental sustainability, develop information packages on the design and effectiveness of the windmill generator and the energy efficient visitor centre, and include these features in the overall interpretation of the site.
2. Monitor the condition of the natural environment including species at risk at Fort Battleford and Frenchman Butte as part of the annual site review.
3. Review the need to obtain oil and gas rights to ensure the protection of the heritage resources.



5 Public Involvement and Partnerships

Over the years Fort Battleford has established long-standing and mutually beneficial relationships with other levels of government, community interest groups and businesses. The public consultation process has also helped to strengthen relationships with key stakeholders and to identify new ones. Parks Canada will continue to cultivate these relationships that can contribute substantially to the protection and presentation of these sites and enhance their value as community heritage assets.

5.1 Objectives

- To build a sense of shared ownership and involvement in the management of these sites through ongoing and open communication between Parks Canada and its partners and stakeholders.
- To work cooperatively with other heritage sites and tourism organizations in the Battleford area to promote the rich diversity of cultural and heritage attractions that the community has to offer.
- To work with other levels of government and other organizations to achieve common goals for heritage preservation and interpretation.

5.2 Actions

Fort Battleford

1. Work with the Town of Battleford on the development of the new exhibit in the Visitor Centre to ensure that it will complement the Parks Canada exhibits and together present a well-integrated introduction to the history of the region.
2. Encourage and support the Battleford Tribal Council and the Town of Battleford to protect and present the Wandering Spirit Gravesite.
3. Support and encourage local initiatives to interpret the natural and historical resources of the broader landscape around Fort Battleford including Government Ridge and the North Saskatchewan and Battle River valleys.
4. Support the role of Battleford Tourism and other appropriate organizations in coordinating Parks Canada's involvement in joint marketing initiatives including promotional material, trade shows and links with other venues.
5. Collaborate with other heritage sites and attractions to cross promote the network of sites in the region and provide annual opportunities for tourism operators and organizations to learn what each site has to offer.

6. Work with other organizations to promote and market the 1885 network as an integrated tourist product.
7. Encourage and support the Friends of Fort Battleford and the Town of Battleford to use the site as a venue for local activities and events as means of building public awareness of the site.

Frenchman Butte

8. Establish regular lines of communication between the Frenchman Butte Museum and Fort Battleford and investigate ways of assisting the Museum in developing specific interpretive products and programs.
9. Provide a Parks Canada presence at special events organized by the Museum.

10. Provide information about the Frenchman Butte Museum on the Parks Canada website and in the 1885 promotional brochure.

Frog Lake

11. Work with the Province of Alberta to develop new interpretive signs for Frog Lake to ensure that the messages of national significance are being communicated and in the appropriate languages.
12. Support the efforts of the Frog Lake First Nation to develop a heritage and cultural facility at Frog Lake by writing letters of support for the initiative and providing advice and professional expertise in the development of interpretive elements.



Walking trails with markers at Frenchman Butte. (Parks Canada.)



6 Summary of Environmental Assessment

The Management Plan for Fort Battleford, Frenchman Butte and Frog Lake National Historic Sites of Canada has undergone an environmental assessment as required by the 2004 “Cabinet Directive on the Environmental Assessment Policy, Plan and Program Proposals.” The purpose of the assessment is to identify potential environmental impacts of the plan and to suggest actions to mitigate any negative effects. (See Appendix)

The environment assessment identified potential environmental impacts in a few key areas and recommended appropriate actions and mitigation. The conservation work on the five historic structures, the removal of the old administration building and visitor centre at Fort Battleford, and any new intervention related to the implementation of the landscape plan at Fort Battleford and Frenchman Butte will require specific environmental assessments under the Canadian Environmental Assessment Act prior to the work being undertaken. The development of landscape management guidelines for Fort Battleford and Frenchman Butte should take into consideration factors such as impact on cultural resources, the use of pesticides and wildlife habitat. The assessment also identified increased visitation as a potential impact on the site through soil compaction, damage to cultural resources and vandalism. The proposed annual monitoring of the health and impact of use on the sites was considered an appropriate mitigation.



Entrance to Fort Battleford (Parks Canada)



7 Implementation Table

The list below is a summary of the actions to be taken over the next five years. Some of the actions listed below are an abbreviated version of the action as described in the main body of the plan.

4.1 Heritage Resource Protection

Fort Battleford

Action	07-08	08-09	09-10	10-11	11-12
1 Research, design and carry out major conservation work on the Commanding Officer's residence and the Officers' Quarters.		•	•	•	•
2 Carry out minor conservation work on the Sick Horse Barn, Barracks No. 5 and the Guard House.			•	•	•
3 As part of an overall landscape plan, establish a network of trails through the site that follow the historic trail system.	See Action 2: Heritage Presentation				
4 Prior to developing the landscape plan, complete a site survey of all archaeological resources using non-intrusive recording methods.	•				
5 Develop and implement an annual monitoring process of the archaeological and natural resources at the site.		•	•	•	•
6 Carry out historical research and archaeological assessment on the bastions and palisades.	•	•	•	•	•
7 Continue replacing those sections of the existing palisade with a more historically accurate version.	•	•	•	•	•
8 Determine more precise boundaries for the designated place and submit the plan to the Historic Sites and Monuments Board of Canada for approval.		•	•		
9 Continue to monitor the visual impact of the wind turbine on the historic character of the site.	•	•	•	•	•

Frenchman Butte and Frog Lake

10 Develop and implement an annual monitoring process for the archaeological and natural resources at the site	•	•	•	•	•
11 Develop maintenance and landscape management guidelines for Frenchman Butte	•				
12 See action 8 above.		•	•		

4.2 Heritage Presentation

Fort Battleford: On Site

1 Complete an overall interpretive strategy and implement.	•	•	•	•	•
2 Develop a site landscape and visitor service plan.	•	•			
3 Implement the landscape and visitor service plan.		•	•	•	•

4	Develop at least one of the archaeological features as laid out in the landscape plan.		•		•	
5	Seek the guidance of the Elders in developing an approach to interpreting sensitive issues related to the First Nations' story.	•	•	•	•	•
6	Prepare an audit and inventory of the oral history related to the 1885 Rebellion/Resistance.		•			

Frenchman Butte and Frog Lake: On site

7	Develop an interpretive concept for Frenchman Butte and install new interpretive signs.	•	•	•	•	•
8	Develop a site-specific brochure for Frenchman Butte.		•	•	•	
9	Collaborate with the province on the design, installation and translation of new signage at Frog Lake.	•	•			
10	Remove the 1923 plaque from Frog Lake and install the new Historic Sites and Monuments Board plaque.		•			

Outreach and Marketing

11	Draw on existing market research to define audiences and visitors needs and conduct our own site-specific visitor surveys.	•				
12	Complete and implement a marketing plan.	•	•	•	•	•
13	In consultation with stakeholders, develop appropriate media that will promote the network of 1885 as an integrated tourist experience.		•	•		
14	Expand the Parks Canada website to include web pages for Frenchman Butte and Frog Lake.		•			
15	Develop and market events and special programs at Fort Battleford geared to the local audience.	•	•	•	•	•
16	Expand school curriculum materials.	•	•			
17	Develop new specialized workshops for schools targeted to a range of grade levels.	•		•		•
18	Develop outreach programs that will be delivered at local venues.	•	•	•	•	•
19	Update and increase the level of highway signage to Frog Lake and Frenchman Butte.	•	•	•		
20	Monitor the effectiveness of highway signage in directing people to the sites.	•	•	•	•	•

4.3 Visitor Services and Facilities

Fort Battleford

1	As part of the site landscape plan provide expanded visitor facilities including benches, picnic area and a parking lot designed to accommodate buses.	•	See Action 2: Heritage Presentation			
2	Explore alternative methods of transporting visitors around the site.	•	•	•	•	•



3	Experiment with an expanded season and longer operating hours and assess the impact of these changes on the number of visitors.		•	•	•	•
4	Make the site available for a range of community events and uses that are compatible with the site.	•	•	•	•	•

Frenchman Butte and Frog Lake

5	Maintain visitor services such as the public washrooms, fire pits and picnic area at Frenchman Butte.	•	•	•	•	•
6	Upgrade the trails at Frenchman Butte with wooden walkways over wet areas.		•	•		
7	Work with the Province of Alberta and the Frog Lake First Nation to improve visitor access to the entire Designated Place.	•				

4.4 Operations And Management

1	Maintain the Fort Battleford Advisory Committee as an integral part of the site's decision-making process.	•	•	•	•	•
2	Remove surplus contemporary buildings and rehabilitate the landscape.		•	•		
3	Complete an agreement between Parks Canada and the Town of Battleford defining the terms and conditions for the ongoing operation and use of the Visitor Centre.	•				
4	Draw up site maintenance guidelines to be included in the annual contract for site maintenance of Frenchman Butte.	•				
5	Hold annual meetings with stakeholders groups associated with Frenchman Butte and Frog Lake.	•	•	•	•	•

4.5 Environmental Stewardship

1	Promote Fort Battleford as a model of environmental sustainability and develop information packages on the project.	•				
2	Monitor the condition of the natural environment at Frenchman Butte as part of the annual site review.	•	•	•	•	•
3	Review the need to obtain oil and gas rights to ensure the protection of the heritage resources.	•				

5.0 Partnerships and Public Involvement

Fort Battleford

1	Work with the Town of Battleford on the development of the new exhibit in the Visitor Centre.	•	•	•	•	
2	Encourage and support the Battleford Tribal Council and the Town of Battleford to protect and present the Wandering Spirit Gravesite.	•	•			
3	Support and encourage local initiatives to interpret the natural and historical resources of the broader landscape around Fort Battleford.	•	•	•	•	•



4	Support the role of Battleford Tourism and other appropriate organizations in coordinating joint marketing initiatives.	•	•	•	•	•
5	Collaborate with other heritage sites and attractions to cross promote the network of sites in the region and provide opportunities for tourism operators and organizations to learn what each site has to offer.	•	•	•	•	•
6	Work with other organizations to promote and market the 1885 network as an integrated tourist product.	•	•	•	•	•
7	Encourage and support the Friends of Fort Battleford and the Town of Battleford to use the site as a venue for local activities and events as means of building public awareness of the site.	•	•	•	•	•

Frenchman Butte

8	Establish regular lines of communication between the Frenchman Butte Museum and Fort Battleford and investigate ways of assisting the museum in developing specific interpretive products and programs.	•	•	•	•	•
9	Provide a Parks Canada presence at special events organized by the Museum.	•	•	•	•	•
10	Provide information about the Frenchman Butte on the Parks Canada website and in the 1885 promotional brochure.	•	•	•	•	•

Frog Lake

11	Work with the Province of Alberta to develop new interpretive signs for Frog Lake.	•	•			
12	Support the efforts of the Frog Lake First Nation to develop a heritage and cultural facility at Frog Lake.	•	•	•		



Appendix:

Environmental Assessment of Fort Battleford, Frenchman Butte and Frog Lake National Historic Sites of Canada Management Plan

1.1 Environmental Assessment

This management plan underwent an environmental assessment, as required by The Cabinet Directive on The Environmental Assessment of Policy, Plan and Program Proposals, 2004. The purpose of the assessment was to identify potential negative environmental effects of the plan directions, and to suggest actions to mitigate these effects.

Since the commemorative integrity of a national historic site sets the accountability framework for its management, the initiatives within the Fort Battleford, Frenchman Butte and Frog Lake National Historic Sites of Canada Management Plan will be evaluated for their possible impacts to commemorative integrity. Actions will be assessed to determine whether or not they impair or threaten both natural and cultural resources. In addition, the environmental assessment will evaluate the socioeconomic effects of initiatives, and the possible impacts to the community. The assessment also looked at cumulative effects of the individual actions. Cumulative effects occur when the effects of individual projects and activities combine with each other over time and distance.

Any proposals that are conceptual or staged could potentially be subject to a project specific environmental assessment under the *Canadian Environmental Assessment Act* (CEAA) or the “Parks Canada Management Directive 2.4.2 Impact Assessment” where details and effects can be assessed more accurately.

1.2 Geographic and Temporal Scope

The assessment covers the designated place boundaries of Fort Battleford National Historic Site of Canada (Fort Battleford) and Frog Lake National Historic Site of Canada (Frog Lake), including the grounds at Frog Lake owned by the Province of Alberta and the Frog Lake First Nation. In addition, the 7.3 hectare plot of land that is the Frenchman Butte National Historic Site of Canada (Frenchman Butte) will also be covered by this assessment. The time frame considered in the assessment was from the previous Fort Battleford management plan (2000) until five years from the date of this draft (2006), at which time the plan will be reviewed.

1.3 Valued Components

Valued components are those features and resources that are focused on during the assessment because they significantly contribute the stated values of the sites. There are no known threatened plant species or habitat located at Fort Battleford, Frenchman Butte or Frog Lake that would require a heightened level of assessment.

At Frog Lake the designated place encompasses a cemetery, the archaeological

remains of the Frog Lake settlement and the sites of the Woods Cree and Plains Cree camps in 1885. Parks Canada is responsible for a 0.2 acre plot of land encompassing the cemetery which is surrounded by a wire mesh fence that contains eight markers and the Historic Sites and Monuments Board of Canada's cairn. At Frenchman Butte, the natural landscape and the network of defensive pits are the principal cultural resources of the site. As a cultural site Fort Battleford has thousands of historic objects and archaeological artifacts, four buildings rated Recognized under the Federal Heritage Buildings Policy (the Officers' Quarters, Barracks Number 5, the Guard House, and the Sick Horse Stable) and one rated Classified under the Federal Heritage Buildings Policy (the Commanding Officers' Residence).

1.4 Actions to be Assessed

The management plan identifies actions to accomplish and enhance the following:

- Heritage Resource Protection (section 4.1)
- Heritage Presentation (section 4.2)
- Visitor Services and Facilities (Section 4.3)
- Site Management and Operations (section 4.4)
- Environmental Stewardship (section 4.5)
- Public Involvement and Partnerships (section 5.0)

For each objective, actions that will result in either positive or negative environmental effects have been identified, potential impacts assessed and mitigations recommended.

Heritage Resource Protection Actions (from section 4.1)

- Major conservation work on the Commanding Officer's residence and the Officers' Quarters

- Minor conservation work on the Sick Horse Barn, Barracks No. 5 and the Guard House
- Replacement of sections of the palisade that have deteriorated with a more historically accurate version

Any modifications made to heritage buildings or structures could affect their historic character and heritage value. To protect the heritage value, modifications to heritage buildings at Fort Battleford will require a project specific environmental assessment under CEAA. Such modifications will have positive effects on commemorative integrity by preserving these structures for future visitors. Other factors to consider include impacts to archaeological resources and to visitors during conservation work. Typical mitigation would include timing of actions so as to cause the least disturbance to visitors as possible. Environmental impacts would be minimal with the application of mitigation.

- Develop maintenance and landscape management guidelines that will ensure that the archaeological features do not deteriorate or become obscured through the build up of vegetation at Frenchman Butte

The potential environmental effects should be taken into consideration when developing the maintenance and landscape guidelines. Factors to consider could include impacts on cultural resources, use of pesticides and wildlife habitat. Typical mitigation would consist of consultation with archaeological persons, and that any nesting or wildlife habitat areas remain undisturbed.

Heritage Presentation Actions (from section 4.2)

- Develop and implement a landscape plan that will redefine visitor flow, establish new pathways/trails that follow the historic trail system, mark and interpret the archaeological features, establish interpretive viewpoints and provide expanded visitor facilities including benches, picnic area and a parking lot designed to accommodate buses



(also covered under the Heritage Resource Protection and Visitor Services and Facilities objectives)

The development of a landscape plan would not constitute a project under CEAA, however, if there is expected to be large environmental effects then it should be assessed for negative effects under the “Parks Canada Management Directive 2.4.2 Impact Assessment” (Parks Canada, 1998). Projects covered under this landscape plan such as new pathways and trails, viewpoints, installation of benches, a picnic area, and a parking lot capable of accommodating buses would each require a project specific environmental assessment under CEAA. Factors to consider might include modifications to vegetation, maintenance measures, excavation, wildlife disturbance, effects on visitor experience and possible impacts to cultural resources. Typical mitigations would include using weed free soil or aggregate material, planting native or historic vegetation, timing of activities and conducting an archaeological reconnaissance prior to final selection of locations or any excavation or re-contouring work. The location selected for these projects should also be assessed for impact to the commemorative integrity of Fort Battleford. Environmental impacts would be minimal with the application of mitigation.

- Seeking guidance of elders on sensitive issues, and preparation of an audit and inventory of the oral history related to the 1885 Rebellion/Resistance
- Expanding materials for school programs, improving linkage between sites, and implementation of a marketing plan
- Improved interpretive concept and signs at Frenchman Butte, and improved highway signage to Frog Lake and Frenchman Butte

These actions will result in increased visitation to the site which will generally result in positive effects as increased visitation will contribute to

the goals of commemorative integrity and the Battleford communities will benefit through consequent increases in the regional economy.

There is the potential for negative effects associated with increased visitation including soil compaction, damage to cultural resources, and vandalism. Mitigation for these will include the proposed development and implementation of an annual monitoring process to evaluate the health and impact of use on the archaeological and natural resources at each of the sites. This can be used in conjunction with an assessment of numbers of visitors to determine if increased visitation is having an effect on resources at the site. Environmental impacts would be minimal with the application of mitigation.

Visitor Services and Facilities Actions (from section 4.3)

- Experiment with an expanded season and longer operating hours and assess the impact on the number of visitors
- Make the site available for a range of community events and uses that are compatible with the site
- Upgrade the trails at Frenchman Butte with wooden walkways over wet areas
- Work with the Province of Alberta and the Frog Lake First Nation to improve visitor access to the entire Frog Lake designated place

If the proposed actions are implemented, visitation will increase. These changes in visitation are expected to have positive impacts on the socio-economic conditions of the surrounding community. See “Heritage Protection Actions” for factors to consider and typical mitigation measures. Environmental impacts would be minimal with the application of mitigation.

Site Management and Operations Actions (from section 4.4)

- Remove contemporary buildings from the Fort Battleford historic grounds including the old visitor centre trailer, administration building and maintenance shop and rehabilitate the landscape.

Removing the contemporary buildings from the site will have positive impacts on the commemorative integrity of the site and on visitor experience by creating a more historically accurate viewscape. The removal of buildings from the site will require an environmental assessment under CEAA. Factors to consider will be disposal of waste, re-vegetation of site, visitor disturbance and potential health effects from hazardous materials. The age of the buildings (built in 1954) and the old visitor centre trailer (built sometime before 1976) suggest they could contain PCB ballasts, asbestos, or lead paint. Typical mitigation for environmental effects would be to ensure that any soil or aggregate used is weed-free, native or historic vegetation should be selected, archaeological reconnaissance should be conducted for any excavation or re-contouring work, and that a hazardous materials survey is conducted prior to any work on the buildings. Environmental impacts would be minimal with the application of mitigation.

Environmental Stewardship Actions (from section 4.5)

- Promote Fort Battleford as a model of environmental sustainability.
- Monitor the condition of the natural environment at Frenchman Butte.

All actions under this objective will result in positive effects on both cultural and natural resources, as well as visitor experience and commemorative integrity. Cultural resources and commemorative integrity will be maintained as the natural environment at Frenchman Butte will

be monitored to ensure it remains unchanged. Natural resources will be protected and visitors and other partners will be inspired to achieve greater environmental sustainability.

Public Involvement and Partnerships Actions (from section 5.0)

These actions consist mainly of working with, supporting, and encouraging a variety of groups involved with the three sites. This will improve the sites and promote their history thus having a positive effect on commemorative integrity. The involvement of partners in site management, programming and marketing of the site will also ensure the sustainability of the site as a tourist destination that contributes to the local and regional economy.

2.0 Residual Effects

Residual impacts are those impacts that will remain after the mitigation measures have been followed. Many positive residual effects will remain as a result of the implementation of the plan, for example: improved visitor experience, improved protection of cultural resources, and increased public involvement and partnerships.

Although there are several initiatives identified in the management plan that will result in environmental effects these effects can be mitigated through project level environmental assessments and there would be no important negative cumulative effects resulting from them.

The Fort Battleford, Frenchman Butte and Frog Lake National Historic Sites of Canada Management Plan will protect and present the site while enhancing its commemorative integrity. Taking into account the mitigation measures that are proposed in the environmental assessment, including project specific environmental assessments, these actions will not result in important negative environmental effects.

