



HALIFAX CITADEL, GEORGES ISLAND, FORT McNAB, PRINCE OF WALES TOWER AND YORK REDOUBT

NATIONAL HISTORIC SITES OF CANADA

Management Plan



MAY 2009

HALIFAX CITADEL,
GEORGES ISLAND, FORT MCNAB,
PRINCE OF WALES TOWER
AND YORK REDOUBT

NATIONAL HISTORIC SITES OF CANADA

Management Plan

© Her Majesty the Queen in right of Canada, represented by the Chief Executive Officer of Parks Canada, 2009.

Cette publication est aussi disponible en français.

Halifax Citadel National Historic Site
P.O. Box 9080, Station A
Halifax, Nova Scotia
Canada B3K 5M7

Tel: 902-426-5080
Fax: 902-426-4228
Email: halifax.citadel@pc.gc.ca

*Library and Archives Canada
Cataloguing in Publication*

Parks Canada
Halifax Citadel, Georges Island, Fort
McNab, Prince of Wales Tower and
York Redoubt National Historic Sites
of Canada Management Plan / Parks
Canada.

Issued also in French under title: Lieux
historiques nationaux du Canada de la
Citadelle-d'Halifax, de l'Île-Georges,
du Fort-McNab, de la Tour-Prince-
de-Galles et de la Redoute-York, plan
directeur.

Includes bibliographical references.
ISBN 0-662-43918-X
Cat. no.: R64-105/35-2006E

1. Historic sites – Nova Scotia – Management.
2. Historic sites – Canada – Management.
3. National parks and reserves – Nova Scotia – Management.
4. National parks and reserves – Canada – Management. I. Parks Canada II. Title.

FC2314.H34P37 2006
971.6
C2006-980197-5

Front Cover Image Credits:

Background Image: *Ship to Shore Photography / Parks Canada*

Inset Images: Top Left: *Soonya Quon, Parks Canada* **Top Middle:** *Chris Reardon* **Top Right:** *Jacolyn Daniluck, Parks Canada*

Bottom Left: *Parks Canada Archives* **Bottom Right:** *Parks Canada Archives*

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 Halifax Citadel, Georges Island, Fort McNab, Prince of Wales Tower and York Redoubt 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 Halifax Citadel, Georges Island, Fort McNab, Prince of Wales Tower and York Redoubt National Historic Sites of Canada Management Plan.

A handwritten signature in black ink, consisting of a large, stylized 'J' and 'P' followed by a horizontal line extending to the right.

Jim Prentice
Minister of the Environment

Recommendations

Recommended by:



Alan Latourelle
Chief Executive Officer
Parks Canada



Linda Frank
Field Unit Superintendent
Mainland Nova Scotia Field Unit, Parks Canada

Executive Summary

The Halifax Defence Complex consists of five national historic sites with a common reason for designation: Halifax was one of four principal overseas naval stations of the British Empire during the 18th and 19th centuries, and the Halifax Defence System or Complex includes a complete conspectus of shore defences from the 18th century to the Second World War. The Historic Sites and Monuments Board of Canada recommended the commemoration of representative examples of a complete range of shore defences as national historic sites, specifically naming Georges Island, Fort McNab, York Redoubt, Prince of Wales Tower and the Halifax Citadel.

The Halifax Defence Complex is administered by the Parks Canada Agency as part of a system of national historic sites across Canada. Each national historic site within this system protects and presents an important part of Canada's history. Parks Canada raises the awareness and understanding of Canadians about our common heritage by offering opportunities to learn about and experience the national historic sites of the Halifax Defence Complex and other national historic sites across Canada.

A review of the strategic management direction for the sites of the Halifax Defence Complex was undertaken in 2005, and has resulted in this revised management plan. This management plan articulates a fifteen-year vision for the Halifax Defence Complex. The Halifax Defence Complex will continue to be a valued and vital part of the fabric of the Halifax Regional Municipality, telling the stories of historical and international military significance. The heritage resources of the national historic sites will be protected, and in future all of the sites will be open to the public, offering opportunities to learn about and experience these special places.

The management plan provides strategic management direction for the next five years that may be achieved within the sustainable operations of Parks Canada and that is judged to have no significant impacts or cumulative effects on the natural or cultural values of the sites. The proposed management direction aims to ensure the commemorative integrity of each national historic site, to provide for public education and outreach, and to offer opportunities for meaningful visitor experiences at those national historic sites open to the public, and exploring opportunities for learning and appreciation of those national historic sites not open to the public.

Priorities for management of the Halifax Defence Complex over the next five years:

Heritage Protection

Parks Canada will stabilize *in situ* cultural resources at Fort McNab, address outstanding conservation issues at Prince of Wales Tower, address conservation requirements for the slate roof of the South Magazine and address the fire code upgrade at the Town Clock at the Halifax Citadel, and the interior of the Fire Command Post at York Redoubt. Ongoing maintenance at all the sites of the Halifax Defence Complex will occur in accordance with the asset life-cycle assessment. Commemorative integrity evaluations for Georges Island, York Redoubt and Fort McNab will be completed.

Public Education and Outreach

Parks Canada will communicate the national historic significance of each of the national historic sites of the Halifax Defence Complex. The first priority will be to review and update interpretation plans and to prepare interpretation plans for those sites without one currently. At those sites not open to the

public, interpretation will occur through off-site means. Parks Canada will undertake exterior interpretation at the Prince of Wales Tower and will identify opportunities for interpretation of Georges Island at key vantage points using external media. Special events programming will be used to attract local residents to all the sites. Parks Canada will introduce heritage presentation products associated with all five sites that respond to visitors' interests and that communicate the key messages of each site.

Meaningful Visitor Experience

Parks Canada will offer opportunities for meaningful visitor experiences at those of the national historic sites open to the public. At the Halifax Citadel, a high quality range of interpretive experiences will continue to be offered, and product development to meet the interests and needs of visitors will be ongoing. At York Redoubt, visitors will continue to experience the site through self-guided means. Parks Canada will work with the Province of Nova Scotia to offer meaningful experiences and provide services to visitors at McNabs Island. Parks Canada will work toward the future opening of Georges Island by updating studies of market demand, projected visitation and capital costs; by preparing a business case; and by

allowing controlled access to test market demand at Georges Island. Special events programming will continue to be offered at all the sites.

Collaboration and Partnerships

Parks Canada recognizes that partnerships and collaboration play a vital role in the future of all the sites of the Halifax Defence Complex. The role of many organizations and agencies at each of the sites is recognized: the Halifax Citadel Regimental Association and the Army Museum at the Halifax Citadel; the Friends of McNabs Island and the Province of Nova Scotia at Fort McNab; the Halifax Regional Municipality and the Point Pleasant Park Advisory Committee at Prince of Wales Tower. Partnerships will be vital to any future development of Georges Island, and potential partnership arrangements will be explored as part of a reassessment of the feasibility of development of the site. Community interest in York Redoubt is strong, and community partnerships will be explored over the next several years for that site. Parks Canada will work to strengthen existing collaborative relationships with the Mi'kmaq of Nova Scotia, and undertake projects of mutual interest. Parks Canada will seek to strengthen existing and develop other strategic partnerships for each of the national historic sites.

Table of Contents

Foreword	iii
Recommendations	v
Executive Summary	vii
1.0 Introduction	
1.1 Setting Management Direction for the Halifax Defence Complex	1
1.2 Planning Context	3
1.3 History of a Key British Naval Station	5
1.4 The National Historic Sites System	6
1.5 Legislative and Policy Basis for Management Planning	7
2.0 Commemorative Integrity	
2.1 Parks Canada’s Commitment to Commemorative Integrity	9
2.2 Commemorative Integrity Statement: Specifying Values of the Sites	9
2.3 A Foundation for Management Planning	10
3.0 Vision	11
4.0 Managing the Halifax Defence Complex	
4.1 Heritage Protection	13
4.2 Public Education and Support	15
A. Education and Outreach	15
B. External Relations	16
4.3 Meaningful Visitor Experience	17
4.4 Collaboration and Partnerships	19
4.5 Operations, Administration and Environmental Stewardship	20
A. Operations and Administration	20
B. Environmental Stewardship	21
5.0 Managing the Halifax Citadel	23
6.0 Managing York Redoubt	29
7.0 Managing Prince of Wales Tower	33
8.0 Managing Georges Island	37
9.0 Managing Fort McNab	41
10.0 Impact Evaluation and Environmental Assessment	45
11.0 Implementation Strategy	47

Appendices

APPENDIX A - Summary of Public Involvement.....	53
APPENDIX B - Inventory and Evaluation of Cultural Resources	55
APPENDIX C - Summary of Commemorative Integrity Evaluation.....	57
APPENDIX D - Historic Sites and Monuments Board of Canada Minutes	61
APPENDIX E - Summary of Commemorative Integrity Statements	63
APPENDIX F - Selected References.....	67
APPENDIX G - Acknowledgements.....	69

Reference Maps

MAP 1 - Regional Context	2
MAP 2 - Local Context.....	4
MAP 3 - Site Plan, Halifax Citadel National Historic Site of Canada	24
MAP 4 - Site Plan, York Redoubt National Historic Site of Canada	30
MAP 5 - Site Plan, Prince of Wales Tower National Historic Site of Canada	34
MAP 6 - Site Plan, Georges Island National Historic Site of Canada.....	38
MAP 7 - Site Plan, Fort McNab National Historic Site of Canada.....	42

1.0 Introduction



Aerial view of Halifax Harbour, and downtown Halifax including Georges Island and Citadel Hill. *Ship to Shore Photography/Parks Canada 2005*

1.1 SETTING MANAGEMENT DIRECTION FOR THE HALIFAX DEFENCE COMPLEX

In 1965, the Historic Sites and Monuments Board of Canada recognized the importance of Halifax as one of four principal overseas naval stations of the British Empire during the 18th and 19th centuries and that the Halifax Defence System or Complex¹ includes a complete conspectus of shore defences from the 18th century to the Second World War. The Historic Sites and Monuments Board of Canada went on to recommend the commemoration of representative examples of a complete range of shore defences as national historic sites, specifically naming Georges Island, Fort McNab, along with the previously designated York Redoubt (1962), Prince of Wales Tower (1943) and the Halifax Citadel (1935). The Board recognized the sites'

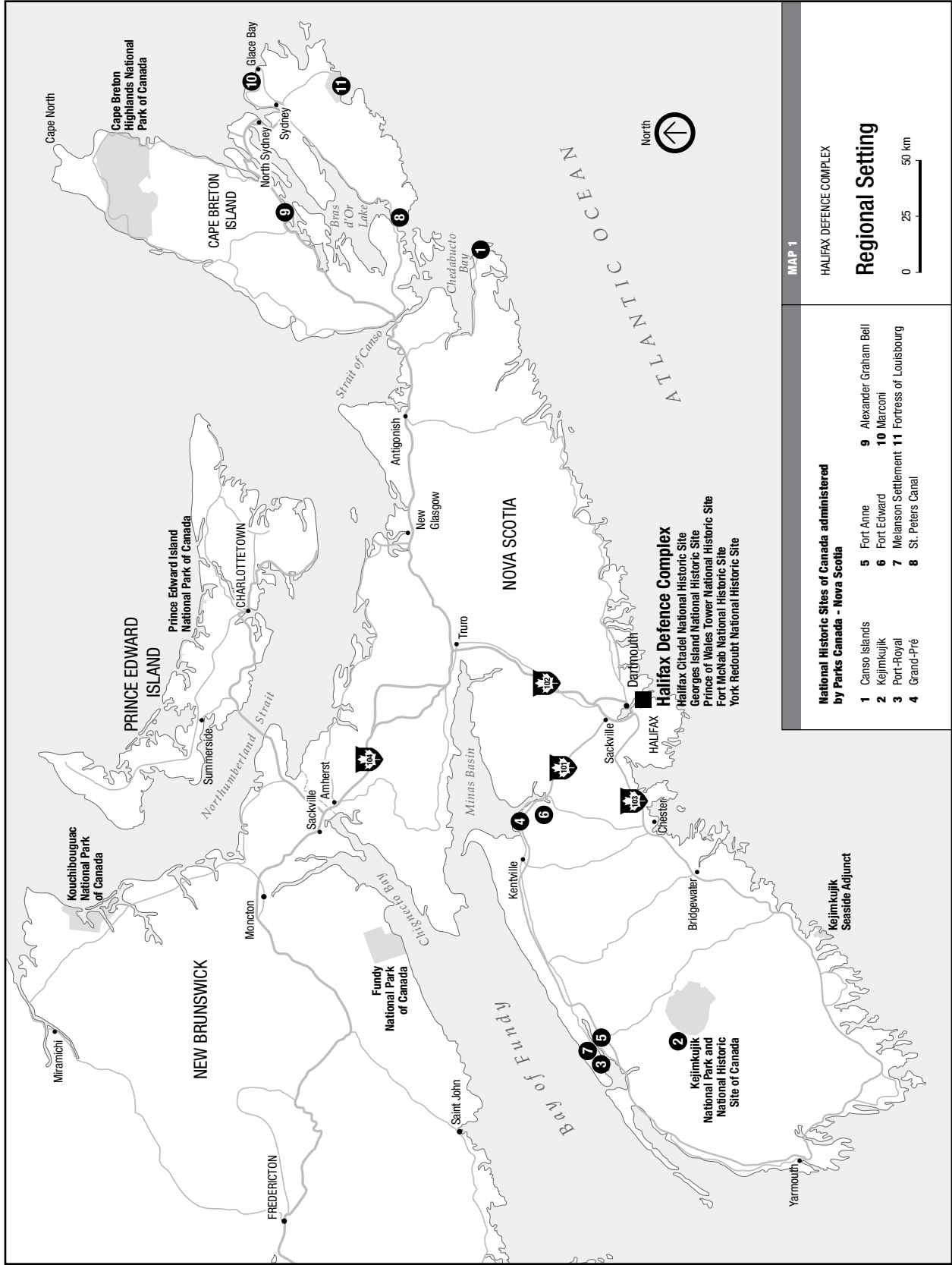
¹ It should be noted that although collectively the five representative sites are known as the "Halifax Defence Complex" or "Halifax Defence System", the Historic Sites and Monuments Board of Canada did not recommend commemoration of the system itself as a national historic site comprising five elements, but rather the commemoration of each individual element as a national historic site. However, the Historic Sites and Monuments Board of Canada minutes do refer to the sites collectively and Halifax Defence Complex is the term used to refer to all five sites throughout this document.

national historic significance for their contribution to the defence of the Halifax naval station and for their *in situ* cultural resources.²

After the Second World War and the end of their military life, the Department of National Defence transferred the sites to the National Parks Branch. The sites have since been conserved, restored and managed as national historic sites for the education, enjoyment and understanding of the Canadian public. The federal government agency, Parks Canada, through the Mainland Nova Scotia Field Unit, is responsible for the administration and operation of the national historic sites of the Halifax Defence Complex as part of a national system of protected heritage areas.

As part of its legislative responsibility to ensure the commemorative integrity of these national historic sites, Parks Canada has prepared this management plan. This document replaces two management plans, one developed and tabled in 1993 for Georges Island,

² An *in situ* cultural resource is a cultural resource in its original location. A cultural resource is "a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value" (Parks Canada's *Guiding Principles and Operational Policies, 1994*).



Fort McNab, York Redoubt and Prince of Wales Tower and one developed and tabled in 1994 for the Halifax Citadel. This revised management plan will provide strategic direction to the managers of these national historic sites, to ensure the long-term protection and presentation of their heritage values, to provide for public education, understanding and enjoyment, and to ensure that the historic sites are representative of and relevant to Canadians. As well, the management plan helps managers respond to operational needs and cooperative opportunities. Subsequent detailed planning, implementation and management will in turn be guided broadly by this management plan.

This management plan has been developed with public involvement and receives broad public support.³ The management plan was developed in keeping with Parks Canada's Cultural Resource Management Policy and National Historic Sites Policy.

1.2 PLANNING CONTEXT

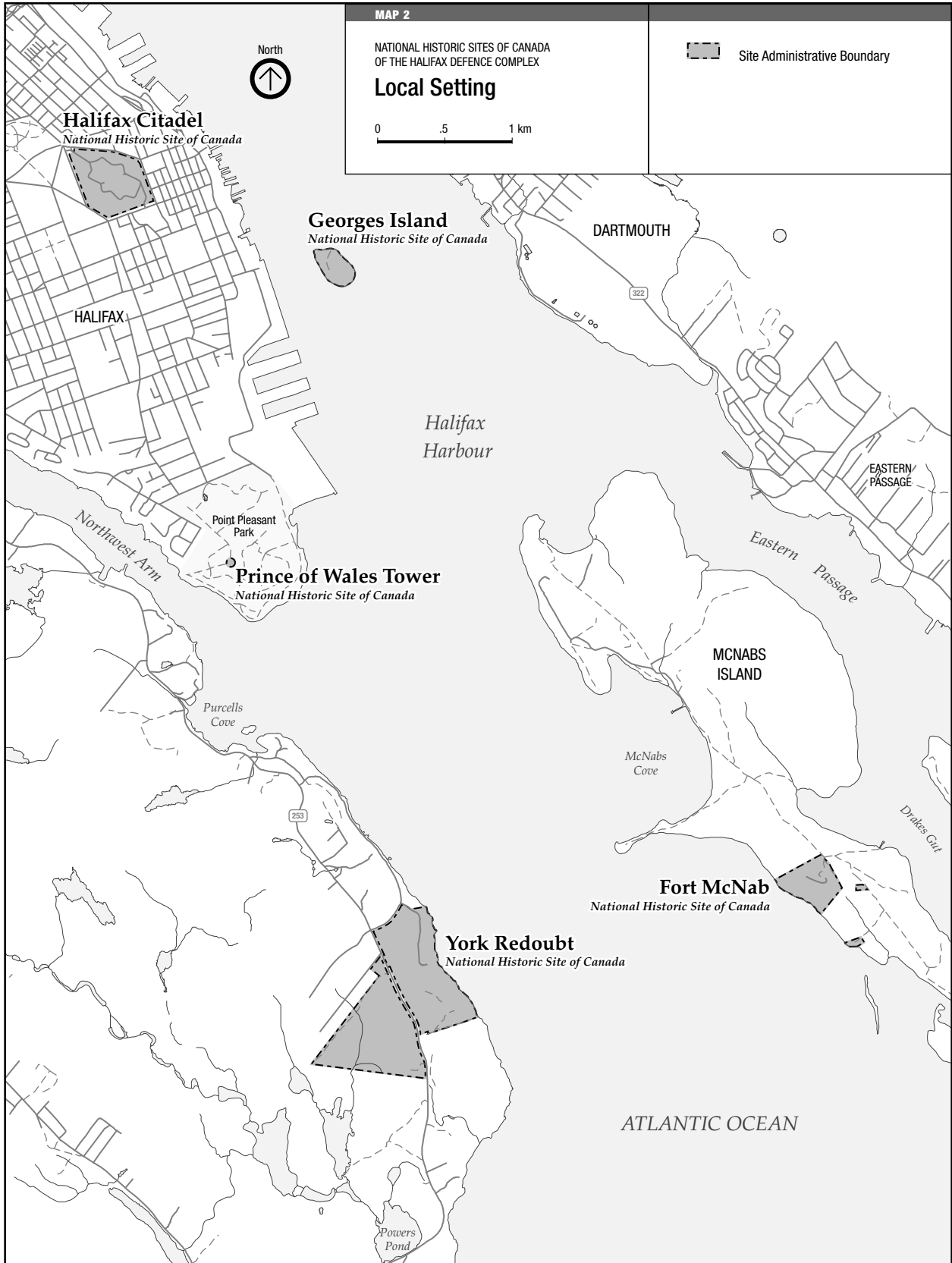
The sites of the Halifax Defence Complex are all located within the Halifax Regional Municipality, in view of or in close proximity to Halifax Harbour (see MAP 2: Local Setting). The Halifax Regional Municipality is the capital of Nova Scotia, the province's major urban centre and the key regional centre of the Maritime Provinces.

- The Halifax Regional Municipality has a population of approximately 359 000 people (2001 census), with approximately 273 000 people living and working in Halifax, Dartmouth, Bedford and Sackville. The urban core of Halifax Regional Municipality is steadily growing, with a projected increase of some 85 000 people over the next 25 years (*Halifax Regional Municipality Regional Plan Draft 2005*). Demand for green spaces and recreation opportunities will likely increase with increased population.
- The urban area of the Halifax Regional Municipality houses a number of heritage

attractions, including government buildings (Province House, City Hall), gardens and green spaces (Public Gardens, Grand Parade, Point Pleasant Park), military and maritime heritage (Maritime Museum of the Atlantic, Maritime Command Museum, Pier 21). Numerous federal heritage designations are found in the municipality, including thirty-two national historic sites, twenty-three persons of national historic significance, twelve events of national historic significance, two gravesites of former Prime Ministers of Canada and one designated heritage railway station. Complementing Parks Canada's national historic site program, the provincial and municipal governments have programs to identify and commemorate heritage structures of provincial and local value, respectively.

- In general, residents and community leaders consider the heritage character of Halifax Regional Municipality to be an asset. The current municipal planning strategy for the urban downtown core seeks to ensure the complementary scale and massing of new developments, restricting development that might intrude on specific protected viewplanes or that might detract from the Halifax Citadel as a valued backdrop to the city centre. Recently, a regional plan for the municipality has been adopted, which may lead to a review and update of area plans including for the urban downtown core (central business district).
- Halifax Harbour continues to play a central role in the economy of the Halifax Regional Municipality. Halifax Harbour supports a number of marine-based industrial and other uses, including military uses, and is managed by the Halifax Port Authority. Residents and visitors to the Halifax Regional Municipality have ready access to and views of Halifax Harbour, with the sites of the Halifax Defence Complex among those favoured by residents. Other vantage points are found at Point Pleasant Park, the Halifax waterfront boardwalk, and Sir Sandford Fleming

³ See Appendix A: Summary of Public Involvement for an overview of the public consultation efforts undertaken during the course of this management plan, and a summary of public comments.



Park. Municipal planning strategies and by-laws developed in the 1970s and 1980s established development restrictions in the downtown and in peninsular Halifax protecting general views and specific viewplanes from the Halifax Citadel to the harbour. Renewed interest in redevelopment in the downtown continues to test these bylaws.

- The harbour is also a focus of tourism interests with waterfront developments allowing for greater access to the waterfront by pedestrian visitors, a growing cruiseship industry and other harbour-focused tourism (boat, marine life watching tours). Tourism is an extremely important industry for the Halifax Regional Municipality and the Province of Nova Scotia. Nova Scotia welcomes approximately two million visitors per year to the province. Tourism generates approximately \$1.2 billion of revenue for the province with more than half of that generated in the Halifax Regional Municipality. While tourism growth has been relatively unchanged over the past couple of years, the Province aims to double tourism revenues by the year 2012 (Province of Nova Scotia 2006 Tourism Plan). Tourism is viewed as a long-term economic generator for Nova Scotia and the sites of the Halifax Defence Complex are key tourism attractions.

1.3 HISTORY OF A BRITISH AND CANADIAN NAVAL STATION

The Mi'kmaq gave the name *Kjipuktuk* to Halifax harbour and vicinity, meaning "great bay or long harbour." Nova Scotia's first people occupied *Kjipuktuk* (Chebucto) seasonally, although no physical evidence of Mi'kmaq activities has been found at the sites in the Halifax Defence Complex.

The British established a major settlement called Halifax along the harbour in 1749. It was to counterbalance the French stronghold at Louisbourg and to provide a protected anchorage for British ships in these waters. Fortifications defended Halifax from its earli-



2nd Scottish Company poses in front of Prince of Wales Tower. Unknown 1883

est days, extending ever farther out toward the harbour entrance as the decades passed.

The most prominent fort in Halifax was, and still is, the one on the drumlin that came to be called Citadel Hill. The British erected four successive fortifications on the hill, with the last one – today's Citadel – constructed between 1828 and 1856.

Over the years the British built many forts and seaward-facing batteries along the Halifax and Dartmouth shores and on Georges Island and McNabs Island. Though most of the focus was on defending the harbour approaches, there were a few landward fortifications, such as the fort on Citadel Hill and the Prince of Wales Tower. They provided a defence against a possible attack from the rear on the town and its seaward-facing fortifications.

The overall complex or system of fortifications the British erected in Halifax, Dartmouth and environs underwent many changes due to the outbreak of wars or near-war crises with first France and later the United States. The key struggles of the long era of British control were the Seven Years War, the American Revolution, the French Revolution and the emergence of Napoleonic France, the War of 1812 and the Civil War in the United States.

Beginning in the 1860s, technological changes in artillery and naval warships ushered in a wholesale renovation of existing defences at Halifax. The increased range and enhanced accuracy of new ordnance systems – first rifled muzzle loaders (RMLs) and then breech-loading artillery (BLS) meant that new forts and batteries had to be built further and further seaward. During this period Georges Island and York Redoubt were extensively modified and Fort McNab was built.

Not long after the Dominion of Canada came into existence in 1867 the British began to withdraw their garrisons from the newly formed country. Halifax, however, was an exception, as was Esquimalt on the Pacific coast. Great Britain would keep soldiers, sailors and warships at both of these naval bases for another four decades, until 1905-06. When Canada at last took control and responsibility for defending Halifax and Esquimalt, the country took yet another step on its path to becoming a mature and independent state.

The Canadian government modified the existing defences at Halifax and constructed a number of new ones during the two major conflicts of the 20th century, the First and Second World War. The best-known role for Halifax in the two wars was as a convoy-assembling point for soldiers and material heading overseas. Increasingly, the key defences were at the harbour entrance, at Fort McNab and York Redoubt and even farther out.

All sites in the Halifax Defence Complex played roles under Canadian control, though for some – the Citadel and the Prince of Wales Tower – the roles were no longer of strategic importance. The Historic Sites and Monuments Board of Canada, an arms-length advisory body to the Government of Canada, recommended the Halifax Citadel become a national historic site in 1935, though the fort remained an active military property throughout the Second World War that began in 1939. As for the Prince of Wales Tower, the Historic Sites and Monuments Board of Canada found it to be of national significance in 1943, which was in the midst of the war.

The rapid evolution during the Second World War and then throughout the 1950s and 1960s of aerial warfare and long-range weapons systems rendered obsolete most of

the British and Canadian-era defensive works at Halifax.

In 1965, the Historic Sites and Monuments Board of Canada recognized the national historic importance of Halifax as a key naval station, first for Great Britain and later for Canada. The Board recommended the protection of a representative sample of the types of fortifications built over time to protect the city and its harbour. The Board specifically singled out the Halifax Citadel, York Redoubt, Georges Island, Fort McNab and Prince of Wales Tower, sites that are now collectively known as the Halifax Defence Complex. Parks Canada is the agency of the federal government that ensures the protection of these historic sites, and provides Canadians and visitors with opportunities to learn about and experience these special places.

Other elements, beyond the five named national historic sites, of the British and Canadian fortifications erected between 1749 and 1945 are still in evidence in the Halifax Regional Municipality. When asked, Parks Canada provides advice and guidance to help the Halifax Regional Municipality and Government of Nova Scotia administer the cultural resources under their care.

1.4 THE NATIONAL HISTORIC SITES SYSTEM

The national historic sites of the Halifax Defence Complex are part of a broad-ranging program of commemoration, including places, persons and events of national historic significance. These heritage commemorations come into being on the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC), an arms length advisory board to the Minister responsible for Parks Canada. Of the more than 900 national historic sites nation-wide that form the National Historic Sites System, Parks Canada administers over 150 and has contributed to many more through cost-sharing agreements. The balance of the sites constitute the Family of National Historic Sites, owned and cared for by federal, provincial and municipal governments, by businesses, and by private citizens.

Each national historic site is recognized as making a significant contribution

to Canadian history. Collectively, national historic sites exemplify thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life. National historic sites capture the spirit and house the physical remains of our shared past, serving as powerful symbols of our identity, an inheritance for all Canadians recognized under an Act of Parliament.

1.5 LEGISLATIVE AND POLICY BASIS FOR MANAGEMENT PLANNING

A common legislative and policy context influences the management of all national historic sites owned and/or administered by Parks Canada, and management plans for national historic sites must accord with this context.

- The *Parks Canada Agency Act* (1998) confers on Parks Canada the responsibility to ensure the commemorative integrity of national historic sites. In accordance with this Act, a management plan is prepared for national historic sites owned and/or administered by Parks Canada, and is reviewed every five years.
- *Parks Canada's Guiding Principles and Operational Policies* (1994) includes both the National Historic Sites Policy and Cultural Resource Management Policy, which are pertinent to national historic sites. Where this management plan is silent on an issue, these policies will provide direction.
- 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 cultural resource management: value, public benefit, understanding, respect and integrity. As well, this policy describes the elements of cultural resource management practice, including inventory, evaluation, reflection of historic values in actions, and monitoring and review.
- The *Parks Canada Guide to Management Planning* (2000) 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 *Parks Canada Corporate Plan 2005/06-2009/10* indicates the Agency's priorities over the next five years: protection of heritage areas, recognizing the risks to natural and cultural heritage; fulfilling the Government's 2002 Action Plan commitment to add to the system of protected heritage areas; protecting ecological integrity as per the recommendations of the Ecological Integrity Panel Report and to respond to stresses identified in the State of the Protected Heritage Area Reports; protecting commemorative integrity, recognizing the stresses to built heritage in Canada; infrastructure recapitalization; building strong relationships with Aboriginal peoples; and increasing public support and changing demographics.

2.0 Commemorative Integrity



Fort McNab gun crew shelter. Soonya Quon 2004

2.1 PARKS CANADA'S COMMITMENT TO COMMEMORATIVE INTEGRITY

Parks Canada has a responsibility to ensure the commemorative integrity of the national historic sites of the Halifax Defence Complex. Commemorative integrity describes the health or wholeness 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 as a national historic site 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 not related to national significance) are respected by all whose decisions or actions affect the site.

2.2 COMMEMORATIVE INTEGRITY STATEMENT: SPECIFYING VALUES OF THE SITES

Parks Canada prepares a Commemorative Integrity Statement for each national historic site the Agency administers. A Commemorative Integrity Statement is an elaboration of what is meant by commemorative integrity for a particular national historic site. A Commemorative Integrity Statement identifies what is commemorated at the national historic site and why, the designated place (or that area that is designated as of national historic significance), which cultural resources are directly related to the reasons for the national historic site's designation (known as Level I resources), their value and objectives for their protection. As well, the Commemorative Integrity Statement identifies the messages of national significance and objectives for their effective communication, and other heritage values, cultural resources (known as Level II resources) and other messages associated with the site.



York Redoubt gun. Gina Patterson 2005

Parks Canada has developed a Commemorative Integrity Statement for each of the national historic sites of the Halifax Defence Complex (approved between 1996 and 1999). The Commemorative Integrity Statement for each national historic site is summarized in APPENDIX E. However, the national historic sites of the Halifax Defence Complex share a common reason for being considered of national historic significance: The sites of the Halifax Defence Complex are of national historic significance because of their role in the development of Halifax as one of four principal overseas naval stations of the British empire during the 18th and 19th centuries and because they are important elements in the uniquely complete conspectus of shore defences that developed in Halifax between the 18th century and the Second World War.

2.3 A FOUNDATION FOR MANAGEMENT PLANNING

The Commemorative Integrity Statement for each of the national historic sites of the Halifax Defence Complex describes its core values, as well as the conditions required to avoid impairment of those values. These elements provide benchmarks for planning, managing, reporting and taking remedial action at the national historic site, and serve as the foundation for strategic management direction. While the Commemorative Integrity Statement for each national historic site outlines objectives to ensure the protection, knowledge and understanding of, and respect for the designated place and cultural resources, the Commemorative Integrity Statement does not prescribe particular management actions.

This management plan outlines management direction that protects and presents the values described in the Commemorative Integrity Statement for each site, ensuring that the cultural resources are not impaired or threatened and that messages about each site's national historic significance are conveyed. The management plan also guides the provision of opportunities for visitor experiences, education and enjoyment of the sites compatible with the commemorative integrity.

3.0 Vision



Halifax Citadel noon gun. James Ingram 2001

During the development of this management plan, Canadians expressed their ideas and desires for the future of the sites of the Halifax Defence Complex. The sites of the Halifax Defence Complex are an integral part of the fabric of the urban Halifax Region, and a vibrant reminder of the city's establishment and evolution. Canadians wish to see this preserved. At the same time, Parks Canada must ensure the financially sustainable management, operation and administration of the sites; the vision for the sites must reflect this enduring responsibility. The long-term vision for the national historic sites of the Halifax Defence Complex was developed with input from the stakeholders of the sites, and it has guided the development of the management direction presented in this management plan.

In 2020:

- Parks Canada **protects and presents** the five national historic sites of the Halifax Defence Complex for Canadians and visitors as examples of a complete range of shore defences from the late 18th century to the Second World War. The cultural resources of the sites, including remaining elements of historic structures, *in situ*

archaeological resources and artifact collections, are managed according to Parks Canada's Cultural Resource Management Policy and are inventoried, conserved and presented to ensure their commemorative integrity.

- At each of the five sites, visitors have **opportunities to learn** about the unique role played by that site in the defence of Halifax. The Halifax Citadel, with its well-developed interpretive programs, is the colourful, vibrant core where the broader story of the Halifax Defence Complex is communicated. Parks Canada ensures that the messages of national significance and reasons for designation of all five sites are conveyed to visitors and other audiences.
- Parks Canada offers visitors **opportunities to experience** each of the five sites of the Halifax Defence Complex in ways that are meaningful and relevant. Services are offered at each site, appropriate to visitor needs and site location. Visitors are oriented and informed, so they can enjoy engaging experiences at each of the five sites.
- Parks Canada **builds relationships** with others in the community to facilitate understanding and gain support for the protection and presentation of the five sites. Stakeholders have opportunities to become actively involved in the management of the sites. Within the dynamic, urban environment of the Halifax Regional Municipality, the sites of the Halifax Defence Complex contribute to the cultural, social and economic well being of the region.

The vision for each national historic site can be found in the chapter pertaining to that site, to follow.

4.0 Managing the Halifax Defence Complex



Repainting Halifax Citadel. Soonya Quon 2005

Management direction common to all five sites of the Halifax Defence Complex is found in this chapter. Additional management direction on issues specific to each of the five sites is found in the chapters to follow.

4.1 HERITAGE PROTECTION

The heritage values of the Halifax Defence Complex include the designated place of each national historic site, cultural resources including built structures (stone, masonry and concrete, including walls, buildings and gun emplacements, and *in situ* archaeological remains), artifact collections (armaments, archaeological objects domestic and military in nature, and a curatorial collection domestic and military in nature) and the relation of the sites to each other and to the Halifax Defence Complex as a whole.

Each of the historic sites of the Halifax Defence Complex encompasses the entirety of its designated place, although in all cases the views of and from the site, while not well

defined in some cases, are valued aspects of the sites' commemorative integrity.

For the most part, built structures at the sites are stable. The Halifax Citadel received extensive restoration during the 1970s-80s. Most of the other sites have been stabilized and are monitored and maintained in stable condition. Conservation needs are tracked via national asset management assessment and tracking programs and staff conducts an annual visual inspection to identify new threats.

Archaeological and curatorial resources associated with each site have been inventoried and conserved and these collections of artifacts are stored either in Parks Canada conservation facilities or are located at the sites. Management of all cultural resources occurs in accordance with Parks Canada's Cultural Resource Management Policy and accepted conservation practices. No outstanding archaeological research remains to be undertaken at any of the sites.

Situation Analysis

Ensuring the commemorative integrity of the sites of the Halifax Defence Complex entails protection of valued cultural resources, as well as providing opportunities for public understanding, appreciation and support for the sites. At those sites open to the public, tangible experience of the authentic cultural resources contributes to meaningful visitor experiences of these sites. At those sites not yet open to the public, Parks Canada has a responsibility to ensure that cultural resources endure in a stable condition for future generations to enjoy and appreciate.

The climate has a constant impact on the sites of the Halifax Defence Complex, located on Nova Scotia's Atlantic coast and exposed to the severest elements. The masonry of the *in situ* structures has been largely stabilized but requires regular repair and maintenance.

Much of the research in support of cultural resource management for these sites has been undertaken. A monitoring program for *in situ* cultural resources and collections is in place. The library archive is available as a resource for researchers.

Located in the urban area of the Halifax Regional Municipality, the sites of the Halifax Defence Complex face the pressures of adjacent land development and changing land uses. In particular, the Halifax Citadel is affected by urban redevelopment in the downtown central business district and York Redoubt may be affected by an increase in residential development on surrounding lands. Visual links between the sites to each other and to the Port of Halifax have historic value. While municipal land use planning strategies and bylaws protect key views and viewplanes and restrict the character and height of new developments in the downtown area, as development occurs around the sites there is an incremental risk that these visual connections may be compromised, particularly those which are not protected by legislation.

Goal

- To ensure the protection of the heritage values of the national historic sites of the Halifax Defence Complex.

Performance Measures

Measures	Targets
Condition of cultural resources	Condition of cultural resources is good ¹
Level of threats from natural processes and human actions	Threats are low ² and mitigated
Systems or protocols to inventory, evaluate resource condition and take remedial action	Systems are in place, are employed and are effective
Rating of commemorative integrity elements	All those elements rated poor are improved

Management Direction

Parks Canada will:

- stabilize, conserve and maintain the cultural resources of the national historic sites of the Halifax Defence Complex, and undertake regular monitoring and evaluation of cultural resources;
- ensure that the archaeological and curatorial collections associated with the national historic sites of the Halifax Defence Complex are maintained in stable condition and managed in accordance with Parks Canada's Cultural Resource Management Policy;
- undertake commemorative integrity evaluations for York Redoubt, Georges Island and Fort McNab and address any issues identified;
- where appropriate, participate in public processes and work with others to ensure development of lands in the vicinity of the national historic sites of the Halifax Defence Complex does not significantly impact their commemorative integrity;
- identify and assess valued views and/or viewplanes at each of the national historic sites of the Halifax Defence Complex, which will be included in updates to Commemorative Integrity Statements; and
- develop in partnership with other land owners where appropriate, vegetation management plans to protect *in situ* cultural resources and to protect historic valued views and/or viewplanes.

¹ Good condition means that the resource is not currently impaired and any deficiencies are not a threat to the commemorative integrity of the site.

² A low threat is one that may affect the site within the next ten years.

4.2 PUBLIC EDUCATION AND SUPPORT

Parks Canada strives to communicate with Canadians about the Agency's activities for three purposes:

- to raise awareness of the system of national historic sites, national parks and national marine conservation areas;
- to foster understanding and enjoyment of individual heritage places; and
- to strengthen emotional connections to and a sense of ownership of heritage places as important symbols of Canada.

Ensuring the commemorative integrity of the national historic sites of the Halifax Defence Complex requires effective communication of the reasons why the sites are considered of national historic significance. The values of the national historic sites of the Halifax Defence Complex and key messages for each site are identified in APPENDIX F. All the sites have in common their primary message, the reasons they are commemorated as national historic sites. These are: the role of the Halifax Defence Complex (and the contribution of the specific site) in defending the imperial naval station of Halifax; the role played by the specific site in the overall defence system; and the specific defence technologies employed at the site.

Effective communication of these messages, crucial to ensuring the commemorative integrity of the national historic site, can be assessed against broad learning objectives for the site's heritage presentation program. Objectives for the national historic sites include opportunities for learning, post-visit testing of understanding, and ensuring that main messages are not obscured by secondary messages.

A. Education and Outreach

For each the national historic sites of the Halifax Defence Complex, Parks Canada has a responsibility to communicate the values of that site, of the Complex as a whole and of the federal system of national historic sites. Heritage programming on-site is available at three of the five national historic sites, and the level varies from well developed to modest at these sites.



Prince of Wales Tower commissionaire. Soonyu Quon 2004

Education and outreach efforts for the Halifax Defence Complex provide the means to convey information even about those sites not yet developed for the public or open to the public. Education and outreach efforts have focused primarily on communicating about the Halifax Citadel. School programming is offered both in classrooms and on-site. The Field Unit's *Urban Outreach Strategy* (2002) identified target audiences for these efforts. The Field Unit's *Engaging Canadians Plan* (2004) provided focused communication priorities, including the following that pertain to the sites of the Halifax Defence Complex:

- meeting market demand for experiential learning opportunities;
- addressing shortcomings in heritage presentation assets; and
- reaching the urban population, with opportunities occurring as part of the management plan review, and through urban marketing.

The Parks Canada Web site is the primary off-site information tool; although each national historic site has a Web page, the Web is generally underused and the relationships among the sites of the Halifax Defence Complex are not well explained.

Situation Analysis

The difference in the level of heritage presentation offered at the five national historic sites of the Halifax Defence Complex can be traced to a management decision in the 1980s

to focus efforts on the Halifax Citadel when that national historic site was being restored. The Halifax Citadel, regarded by the Historic Sites and Monuments Board of Canada and site managers as the most promising draw for tourists, became the focus of restoration and site and program development resources.

A basic level of heritage presentation for the outlying national historic sites, whether on-site or through other means, is integral to ensuring the commemorative integrity of these sites through contributing to visitors understanding, appreciation and support of the sites. Site managers recognize this as a priority. Interpretation plans will be prepared or updated for all the national historic sites to ensure presentation of the key messages for each site and thematic links between the sites. Current education and outreach efforts do not comprehensively present the values of the Halifax Defence Complex as a whole. The Web presents a logical tool for supplementing current outreach and education efforts, offering opportunities to reinforce links among the five national historic sites of the Halifax Defence Complex.

Visitor surveys have been conducted at the Halifax Citadel and York Redoubt³. Visitor surveys show that visitors have a good level of comprehension of the key messages for these national historic sites. Other kinds of social science research to determine levels of visitation, visitor interests and needs may be useful, particularly to evaluate the effectiveness of heritage presentation programming, especially where newly installed.

Goals

- At those sites open to the public, to successfully communicate to visitors the heritage values of the Halifax Defence Complex, complementing the visitor experience, and at those sites not open to the public, to interpret the key values through other means.
- To improve the understanding of the Canadian public at large of the national historic significance of the Halifax Defence Complex and its element sites, as well as of their other heritage values.

Performance Measures

Measures	Targets
Effectiveness of communication about key messages, where mechanisms effectively convey information and audiences understand the messages	Effectively convey and achieve a high level of public understanding of the key messages
Level of visitor understanding about the significance of the national historic sites	Maintain level of 75 percent of visitors understand the key messages

Management Direction

Parks Canada will:

- effectively communicate to the public why the sites of the Halifax Defence Complex are of national historic significance, and to communicate Parks Canada's mandate to protect and inform Canadians about the system of national historic sites in Canada;
- collaborate with others to link themes and messages to the broader history of the region; and
- measure visitor understanding and the effectiveness of communication of key messages for the sites and for the Halifax Defence Complex as a whole.

B. External Relations

Parks Canada has an existing well-developed external relations structure that serves all national historic sites and the national park in the Mainland Nova Scotia Field Unit, directed by a dedicated marketing plan under the guidance of a marketing manager.

The Field Unit's marketing program involves various activities with well-established partners including Tourism Nova Scotia, the Tourism Industry Association of Nova Scotia, Halifax Regional Municipality Tourism, Atlantic Canada Cruise Association, Destination Halifax, Downtown Halifax Business Commission and Signature Attractions of Atlantic Canada. Marketing efforts, in partnership with others, focus primarily on the Halifax Citadel. The Halifax Citadel is a flagship for Halifax and for Nova Scotia, with images of the fortification, the Town Clock and the 78th Highland Regiment used in provincial and municipal promotions.

³ The most recent visitor surveys for these sites were conducted in 2002: *Custom Visitor Survey 2002 Halifax Citadel National Historic Site of Canada: Preliminary Report*; *Custom Visitor Survey 2002 York Redoubt National Historic Site of Canada: Preliminary Report*

Media relations are a strategic aspect of the external relations and marketing plan and travel media visit the Halifax Citadel each year, resulting in publicity for the site, for Halifax and for Nova Scotia.

The other national historic sites are promoted in provincial advertising material and at tourism information centres.

Each national historic site of the Halifax Defence Complex is used as a venue for special events. Special events range from private (e.g., weddings, corporate events) to public functions (e.g., concerts, highland games, re-enactment venues), educational or commercial purposes (e.g., filming).

Situation Analysis

Parks Canada’s promotion of the national historic sites is strategic, focusing on the Halifax Citadel where programming and services are well developed. However, Parks Canada recognizes a need to promote all the sites of the Halifax Defence Complex more vigorously to Halifax region’s urban residents, to encourage local residents to understand, appreciate and visit the sites. The Web site content could be enhanced to greater advantage as a promotional tool.

Special events generate revenue for Parks Canada and introduce the values of the national historic sites to a segment of the public who might not otherwise visit. Parks Canada encourages the use of the sites for special events when specific conditions can be met including respect for commemorative integrity of the site. An environmental assessment was undertaken collectively for all the sites of the Halifax Defence Complex to facilitate the review and approval of requests for special events. In offering a rental facility program, Parks Canada does not aim to compete with the private sector but aims to expand familiarity and community use of the sites.

Goals

- To attract visitors to the sites of the Halifax Defence Complex.
- To effectively communicate to the urban population of the Halifax Regional Municipality and to other Canadians and prospective visitors the reasons why the sites of the Halifax Defence Complex are

designated as national historic sites, the role of Parks Canada as the administering agency, and the visitor experience that is offered at those sites open to the public.

- To increase the awareness of local residents of the sites of the Halifax Defence Complex through their use as venues for special events that are appropriate and that do not impair commemorative integrity.

Performance Measures

Measures	Targets
Number of visitors to each site	Increasing number of visitors every year
Awareness of non-visitors about the sites	High level of awareness
Level of use of the sites for special events	Increased use of sites for special events

Management Direction

Parks Canada will:

- undertake outreach and external relations activities and build partnerships through implementing the Field Unit’s *Engaging Canadians Plan*;
- work with others to promote and market the sites, ensuring accuracy of the information being communicated; and
- continue to promote the national historic sites of the Halifax Defence Complex for use for special events on a sustainable basis, on condition that uses are compatible with commemorative integrity.

4.3 MEANINGFUL VISITOR EXPERIENCE

Parks Canada has a long-term vision that the national historic sites of the Halifax Defence Complex will all be open to the public. However, at present opportunities for visitors to experience the sites are variable. Four of the five national historic sites are accessible by the public, and of these three provide programming and services. The vibrant, rich and diverse programming of the Halifax Citadel provides a multitude of possible experiences for the visitor, both inside the fortifications and on the grounds (see chapter on the Halifax Citadel that follows for full

discussion). The visitor experience at the other sites is largely self-guided. In general, visitors appreciate the accessibility of these sites; they appreciate the ability to visit at least the grounds of the sites without fee for service and to explore the sites in an unstructured manner. The natural environment of the national historic sites as well as the cultural values is a draw for many visitors.

All the sites may be used for special events through the facility rental program. Use of the sites as venues for special occasions or programs provides additional opportunities for visitors to develop positive associations with these places.

Visitors to the national historic sites of the Halifax Defence Complex vary largely by site. The Halifax Citadel has the highest visitation and the most varied group of audiences: primarily adult independent travelers; cruise and motorcoach tourists; special event groups; and local residents use the site for recreational purposes. York Redoubt and Prince of Wales Tower largely receive visitors from the local area.

Visitor satisfaction surveys, a “secret shopper” program (i.e., unannounced service assessment) and visitor research are all done on a regular basis. The information collected is used to improve visitor services as well as develop new programs that respond to visitor needs. Also, as visitation decreases, the development of new target audiences becomes more and more imperative.

Situation Analysis

The Halifax Citadel is and will likely remain the national historic site where the most

diverse programs and guided services are offered. The other sites will continue to be largely self-guided, in keeping with the preferences of the public, although special programs may augment this offer. Parks Canada will continue to explore the feasibility of opening the national historic sites not currently open to the public. Parks Canada should strive to acquaint out-of-town visitors to the national historic sites other than the Halifax Citadel, while making them aware of the experiences and services at these sites.

Visitor surveys will continue to be used to determine satisfaction with the visitor experience, augmented by other research as required to support interpretive service or other service provision. Public safety will continue to be a priority at all sites and the Field Unit public safety plan will be kept up to date.

Goal

- To provide opportunities for visitors to learn, understand and appreciate those sites of the Halifax Defence Complex that are open to the public, through experiencing the *in situ* cultural resources, through enjoyment of valued views and through meaningful and enjoyable experiences at the sites.

Management Direction

Parks Canada will:

- provide opportunities for visitors to discover the cultural resources, experience the designated place and enhance their appreciation of the sites and their national historic significance;

Performance Measures:

Measures	Targets
Level of understanding and knowledge of visitors, their expectations and interests	High level of understanding and knowledge
Level of participation of visitors in learning experiences related to the cultural heritage of the national historic sites	Maintain level of participation in learning experiences to 80 percent of the visitors
Level of visitor understanding about the significance of the national historic sites	Maintain level of 75 percent of visitors understand the key messages
Level of satisfaction of visitors about their experience	85 percent satisfied, 50 percent very satisfied with their experience
Number of public safety incidents reported	Minimum number and severity of public safety incidents

- provide services and facilities in support of meaningful visitor experiences, in keeping with site visitation levels and current and anticipated demand;
- undertake visitor experience research and respond to findings to ensure programs are relevant to visitor needs and requirements;
- continue to promote the national historic sites of the Halifax Defence Complex for use for special events on a cost-recoverable basis, on condition that uses do not impair commemorative integrity; and
- keep up to date the public safety plan.

4.4 COLLABORATION AND PARTNERSHIPS

The level of collaboration and partnership present at the national historic sites of the Halifax Defence Complex varies by site (see chapters that follow for full discussion). Specific partnerships are integral to the operation and administration of some of the sites (especially at the Halifax Citadel, Fort McNab and Prince of Wales Tower). More generally, Parks Canada has good relations with the tourism industry in Nova Scotia and Atlantic Canada, adjacent land managers, the Department of National Defence, educators and universities, the heritage community, and the Family of National Historic Sites⁴ in Nova Scotia.

Parks Canada has worked with the Aboriginal community in Nova Scotia to develop interpretive exhibits and to ensure that the Mi'kmaq themselves develop messages regarding Mi'kmaq heritage at the national historic sites of the Halifax Defence Complex.

Situation Analysis

Collaboration and partnerships play varied but important roles in the management of the sites of the Halifax Defence Complex. In general, Parks Canada recognizes that many of the Agency's aims for the sites are shared by others including tourism interests, educators, and heritage protection advocates. Parks Canada will continue to work with others with overlapping interests for mutual benefit. Establishing a multi-stakeholder advisory



York Redoubt. Soonya Quon 2004

committee for the Halifax Defence Complex would provide Parks Canada with a means to receive regular feedback and input on heritage presentation, heritage protection, visitor experience and operations.

Parks Canada has a duty to consult with Aboriginal Peoples regarding matters that may affect asserted Aboriginal or Treaty rights. Parks Canada also places a high priority on developing mutually beneficial relationships with Aboriginal People. To these ends, Parks Canada entered into a process of consultation on this management plan with representatives of the thirteen Mi'kmaq First Nations in Nova Scotia. Parks Canada also consulted with the Native Council of Nova Scotia.

The main issues raised during these consultations were Mi'kmaq Ecological Knowledge, and the role of Mi'kmaq on advisory committees. These consultations provided a good opportunity to share information and build on the collaborative relationship that exists between Parks Canada and the Mi'kmaq of Nova Scotia.

Parks Canada recognizes the need to continue to involve and incorporate Mi'kmaq perspectives in programming for the national historic sites of the Halifax Defence Complex. Participation in a multi-stakeholder advisory committee, and engagement on specific projects are envisioned as a means to ensure this involvement.

⁴ The Family of National Historic Sites includes those sites that are not owned by Parks Canada; they are owned variously by private citizens, non-profit organizations, corporations and other levels of government.

Goal

- To develop new and strengthen existing collaborative relationships to help ensure the commemorative integrity of, appropriate service provision and programming at, and community support for the sites of the Halifax Defence Complex.

Performance Measures

Measures	Targets
Level of satisfaction of both parties in partnership arrangements	High level of satisfaction of both parties

Management Direction

Parks Canada will:

- work with other levels of government as opportunities arise;
- work with the Aboriginal community in Nova Scotia to ensure Mi'kmaq heritage is presented appropriately at the national historic sites;
- work with representatives of the Mi'kmaq communities to identify and carry out Mi'kmaq Ecological Knowledge studies as considered mutually appropriate;
- share archaeological information with the Mi'kmaq, identify research gaps and carry out additional archaeological surveys, as considered mutually appropriate;
- identify opportunities for Mi'kmaq involvement on advisory committees related to the national historic site;
- continue to work with others seeking to protect and preserve heritage values of Halifax, especially its military history;
- continue to work with others to ensure quality visitor experiences at those sites open to the public, especially the Halifax Citadel Regimental Association and the Army Museum;
- continue to work in partnership with educational organizations to ensure the communication of key values of the sites;
- continue to work with adjacent landowners, land managers and land regulators to seek to ensure a compatible and appropriate context for the national historic sites;
- continue to work with tourism interests, to play a role in the economic development of Halifax Regional Municipality; and
- establish a multi-stakeholder advisory committee to provide input on heritage presentation, heritage protection, visitor experience and operations at the national historic sites of the Halifax Defence Complex.

4.5 OPERATIONS, ADMINISTRATION AND ENVIRONMENTAL STEWARDSHIP**A. Operations and Administration**

The national historic sites of the Halifax Defence Complex are collectively managed and administered from central administrative offices located at the Halifax Citadel. The Halifax Citadel, receiving the highest number of visitors, poses operational challenges including visitor parking, traffic circulation, pedestrian/vehicle conflicts on the perimeter road (see the chapter to follow on Halifax Citadel for an elaboration of this and other issues). At the other sites, operational challenges include site maintenance, site security and emergency response.

At each of the national historic sites of the Halifax Defence Complex, modern systems to meet health and safety standards for employees and visitors are housed within heritage fabric and structures. Funding has been established for the maintenance and recapitalization of non-heritage assets, including roadways, maintenance structures, washrooms, and fire protection systems. Major work is planned for the Town Clock to ensure compliance with codes for fire detection and fire suppression. A legislative preventative maintenance program is in place, to ensure the timely inspection and maintenance of those systems that require a certified technician (e.g., fire protection systems, water and wastewater systems, heating systems, elevators).

In some cases, contract services augment staff operations, particularly for vegetation maintenance, janitorial services, security, and specific trades. This arrangement works well, particularly at the more isolated sites where general maintenance and administration of the island sites and York Redoubt pose challenges due to the distance of these sites from the centre of operations. A boat service is contracted for staff access to Fort McNab and

Georges Island. Parks Canada follows federal requirements for tendering and standard federal government contracting procedures and regulations.

At all the sites, local emergency service providers respond to emergencies. The Corps of Commissionaires has a 24-hour presence at the Halifax Citadel year round, and an Emergency Evacuation Plan has been developed for this site. A Law Plan for the Field Unit has been prepared and applies to the historic sites of the Halifax Defence Complex.

Situation Analysis

At all the national historic sites, Parks Canada seeks to continue to ensure that the sites are well maintained, secure, and that the resources are unimpaired.

Not all of the sites are fully serviced: at the Prince of Wales Tower, facilities and services are provided within the context of Point Pleasant Park, and at Fort McNab, services will be located in the provincial park surrounding the site. Parks Canada recognizes that visitors seek clean and secure facilities as well as some measure of access year-round, at least to the grounds of the national historic sites. Parks Canada will continue to work with the Province and with the Halifax Regional Municipality to that end.

Goal

- To ensure that the national historic sites of the Halifax Defence Complex are well maintained and secure, and that those sites open to the public are maintained to a high level of satisfaction.

Management Direction

Parks Canada will:

- maintain non-heritage assets in good condition;
- manage sites in a fiscally responsible manner;
- comply with federal government standards and codes for health and safety;
- comply with federal government accountability procedures, ensuring due diligence in the use and expenditure of public funds;
- work with others to monitor security of the sites, maintain and administer the



Walking trail to Battery at York Redoubt. Soonya Quon 2004

- sites, and provide an appropriate level of services and emergency response; and
- keep up-to-date the Field Unit Law Plan.

B. Environmental Stewardship

Parks Canada is committed to environmental stewardship of the national historic sites under the Agency’s administration. Environmental stewardship includes care of the national historic sites’ natural values and making efforts to minimize the environmental impacts of administration and operations. Information about the natural resources of the administered property of the sites of the Halifax Defence Complex has been collected for those historic sites with a substantial land base: York Redoubt, Georges Island and Fort McNab⁵. To date, no federally listed species at risk have been identified at these national historic sites. These inventories inform site maintenance and other operational planning. All of the sites fall within a quarantine order for the brown spruce long-horned beetle established by the Canadian Food Inspection Agency (CFIA). Parks Canada conforms with the terms and conditions of the CFIA in vegetation management at the sites.

Environmental assessments are undertaken for any intervention or activity that may have harmful impacts on the site’s natural environment or cultural resources. An environmental assessment was undertaken

⁵ Ecological inventories have been undertaken for Georges Island (Willison 1996), Fort McNab (Willison et al. 1996) and York Redoubt (Filiatrault and Staicer 2004).Staicer 2004).

collectively for all the sites of the Halifax Defence Complex to facilitate the review and approval of requests for special events.

Parks Canada recognizes that aspects of its operations have an actual or potential impact on the environment. For this reason, each business unit of Parks Canada prepares an Environmental Management System Plan to identify opportunities to reduce impacts on particular environmental aspects: greenhouse gas emissions, petroleum storage tanks, halocarbons, polychlorinated biphenyls, contaminated sites, hazardous material management, wastewater management, pesticides, green procurement, solid waste management and water conservation⁶. At the national historic sites of the Halifax Defence Complex, petroleum storage areas have been addressed and utility systems have been converted to more efficient systems. Emergency environmental response plans have been prepared to respond to spills for each site.

Situation Analysis

Environmental inventories of those national historic sites with a substantial land base have been undertaken, and this information informs management decisions for these sites. No further studies of the national historic sites are envisioned as required at this time.

Further efficiencies and environmental impact reductions could be achieved at the national historic sites of the Halifax Defence Complex. Reduced consumption and upgrades in systems may lead to reduced usage of electricity, fuel oil and water. As well, renewal of the vehicle fleet may offer opportunities to reduce greenhouse gases through the purchase of hybrid vehicles.

Performance Measures

Measures	Targets
Number and type of vehicles in the fleet	Reduced number of vehicles and increased number of fuel efficient/alternate fuel vehicles in the fleet
Degree of impacts on natural values through intervention or activities	Impacts on natural values minimized or mitigated
Environmental performance measures and targets for Parks Canada operations	Exceed or meet targets
Reduction of power, water and fuel consumption from 2006 baseline	To be developed

Goal

- To ensure that the natural environment of the national historic sites of the Halifax Defence Complex is considered in all management decisions, and that efforts are made to minimize environmental impacts, where possible.

Management Direction

Parks Canada will:

- undertake an environmental assessment of any new intervention or activity at the site to ensure it is compatible with site environmental sensitivities;
- employ environmentally responsible land management practices, ensuring respect for the natural as well as cultural values of the sites; and
- update and implement the Field Unit Environmental Management System Action Plan, with specific efforts at the Halifax Defence Complex to effect improvements in the areas of green procurement and to reduce consumption of water, fuel and power use by tracking annual usage from an established baseline, and by introducing efficiencies in systems and education.

The chapters that follow present specific management direction for each of the national historic sites that addresses challenges particular to each site's needs/situation.

⁶ Parks Canada Agency (2003) *Parks Canada's Environmental Management System National Environmental Management System Framework* provides direction to business units.

5.0 Managing the Halifax Citadel



Aerial view of Halifax Citadel. *Ship to Shore Photography/Parks Canada 2005*

The Halifax Citadel, constructed between 1828 and 1856, was the fourth fortification the British Army erected atop Citadel Hill to protect the community from a landward attack. The original fortifications were constructed in tandem with the establishment of Halifax in 1749 to protect the community and naval station from a landward attack. Over time, three more fortifications occupied the hill, coinciding with the outbreak of the American Revolution, the French Revolution and Napoleonic Wars¹ and the aftermath of the War of 1812. The Halifax Citadel continued to have military roles, under Canadian control, in both the First and Second World Wars. Citadel Hill has a commanding view of Halifax Harbour and has been a popular subject for artists since 1759.

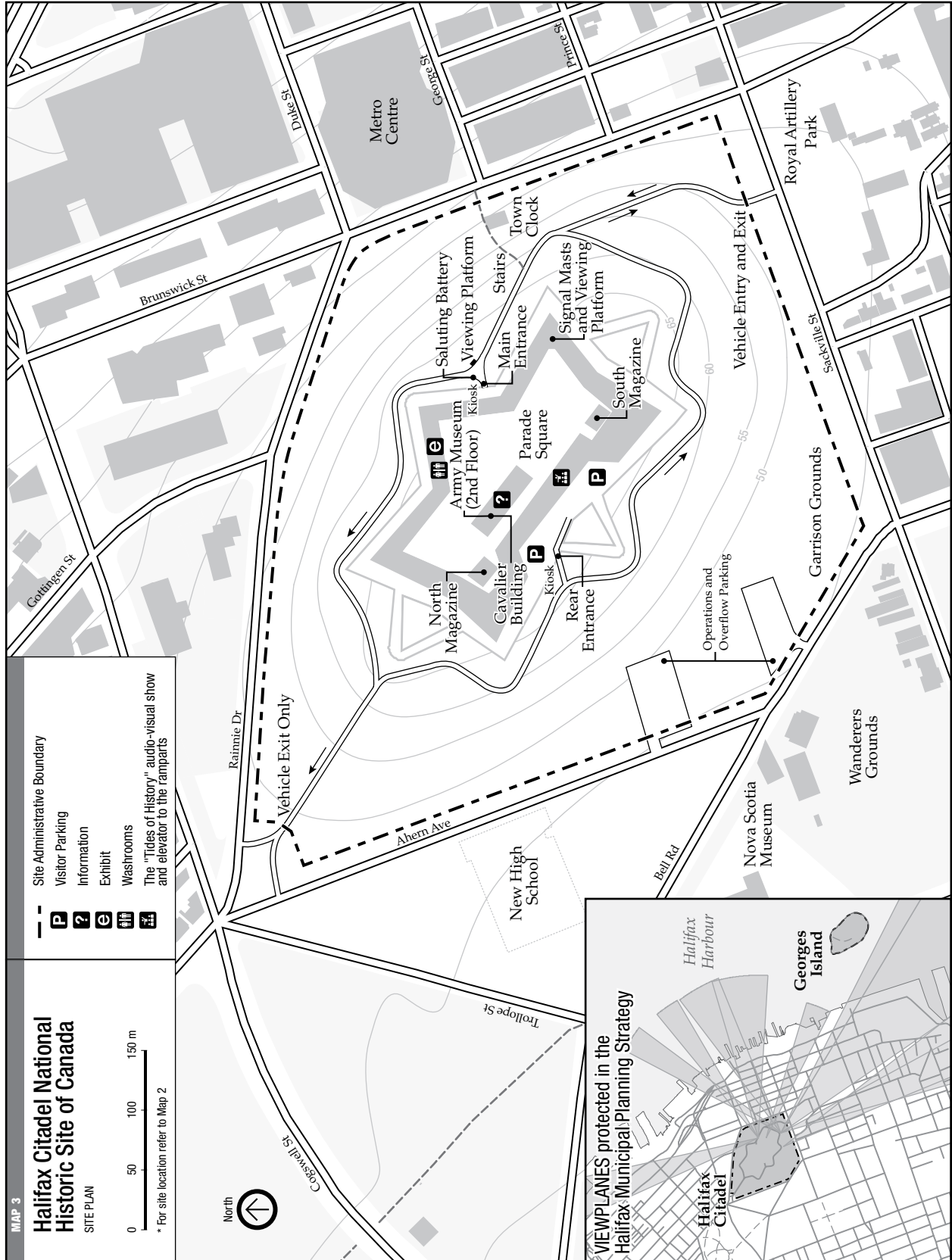
The Halifax Citadel was transferred in 1951 from the Department of National Defence to the National Parks Branch. In 1935, the Historic Sites and Monuments Board of Canada recommended the Halifax

Citadel for designation as a national historic site. This designation was reconfirmed in 1965 when the Board referred, in its Minutes, to the Halifax Citadel and the other sites in the defence system as the Halifax Defence Complex and recognized its potential as a visitor attraction. Today, the Halifax Citadel is the most visited of the sites of the Halifax Defence Complex and one of the most visited national historic sites in Canada, and is regarded as a Nova Scotia cultural icon. The Halifax Citadel presides over the downtown central business district of the Halifax Regional Municipality (see MAP 3: Site Plan, Halifax Citadel NHSC). Adjacent landowners include commercial and government property owners to the east (Brunswick Street), military and residential land uses to the south (Sackville Street), public common lands hosting uses including a museum, sport fields and a school (Ahern Avenue and Rainnie Drive).

Heritage Protection

The *in situ* cultural resources of the Halifax Citadel are stabilized, and archaeological and curatorial collections are well managed. A

¹ The third fort was built in part with the help of Jamaican "Maroons" (summer 1796).



commemorative integrity evaluation of the site was undertaken in August 2005, which confirmed the assessment that the built heritage of the site is in “good” condition and there is prompt response to any problems (see APPENDIX C for the results of the evaluation). Since the last management plan a number of conservation interventions have occurred, notably conservation of the north magazine and south exterior brick wall (1998), replacement of the entrance bridge (2003), stabilization and conservation of the North Ravelin (summer 2004) and conservation of the Cavalier Building verandah (2005). As at the other sites, conservation maintenance and recapitalization is a constant requirement given the climate of coastal Nova Scotia.

The municipal planning strategy and land use bylaws for Halifax acknowledge the influence and importance of the Halifax Citadel. As such, the municipality protects general views and specific viewplanes from the Halifax Citadel of Halifax Harbour and from the interior parade square, as well as imposing building height restrictions. These protective measures will continue to be tested as development pressures in downtown Halifax increase. In future, the municipal planning strategy for the central business district may be reviewed.

Public Education and Outreach

The efforts to communicate to Canadians the national historic importance of the Halifax Citadel and of the Halifax Defence Complex have been deemed to be effective and successful². A number of media are used on-site to communicate the reasons for the national historic significance of the site. Opportunities include personal programming with costumed interpreters and guided tours, and non-personal programming including self-guided exhibits, unstructured explora-

tion, audio-visual programming and printed material.

For non-visitors, the Parks Canada Web site provides information and links, although the Web site could be more comprehensive. Outreach programming and education offer on-site opportunities for learning, as well as a classroom element. Parks Canada strives to develop products for new markets, such as cruise ship visitors and to cooperatively market the site and the region. Throughout the year, the Halifax Citadel participates in many community events off-site. The 78th Highland Regiment of the British Army, the regiment portrayed by costumed interpreters at the Halifax Citadel, are used by Nova Scotia Tourism to promote Nova Scotia at both domestic and international travel shows and in advertising campaigns. The 78th Highlanders have become ambassadors for Nova Scotia and a tourism icon for the province.

A draft interpretation plan for the Halifax Citadel (prepared in 2001) identified gaps in heritage presentation and service provision at the site. Some recommended enhancements have been added, including an orientation video and a theme exhibit. Opportunities may arise, particularly with recapitalization of assets, to incorporate or enhance heritage presentation on the grounds of the Halifax Citadel, particularly at locations with a view of other sites of the Halifax Defence Complex.

Meaningful Visitor Experience

The Halifax Citadel receives more than 450 000 visitors annually (approximately 130 000 paying visitors enter the fortifications). Costumed interpreters portray the 78th Highland Regiment of the British Army, the Royal Artillery and soldiers’ wives found at the Halifax Citadel during the 1860s, creating an authentic ambiance. Visitors may explore most areas inside and outside of the fortifications, and during the summer have the option of guided tours, self-guided exploration of exhibits, and an audio-visual presentation. A gift shop and coffee bar are open seasonally to provide for other visitor needs. During other seasons, the service offer at the site is more limited.

² The 2005 commemorative integrity evaluation for the site concluded that the heritage presentation programming and outreach efforts for the Halifax Citadel are “green”, or good, effective and not currently impaired, considering the effectiveness of the media and the range and complexity of perspectives presented (see APPENDIX C). The *Custom Visitor Survey 2002 Halifax Citadel National Historic Site of Canada: Preliminary Report* indicates that 89 percent of respondents correctly identified four or more of six statements pertaining to key messages conveyed at the site. This indicates that heritage presentation messages are being conveyed in a favourable and understandable manner to audiences.



Gunners of the Royal Canadian Garrison Artillery. c. 1890 William Notman

The Halifax Citadel is promoted as a venue for special events, including large public events (e.g., Canada Day celebrations), non-profit use (organized sport and community events), commercial events (tented events and concerts), and private functions (weddings, meetings). Inside the fortifications, the North Magazine and some casemates have been refurbished and used as interior rental spaces. The facility rental program introduces corporate and local residents to the Halifax Citadel, increasing their appreciation for and use of the site as more than simply an attraction for tourists. Primary visitor groups include: adult independent travellers (70 percent of visitation); motor-coach and cruiseship visitors (23 percent); and educational groups of elementary school-aged children (5 percent). Recreational users, largely local residents, enjoy the grounds of the Halifax Citadel for coasting, kite flying, running, walking and sunbathing. Dignitaries and celebrities periodically request personalized visitor service and privacy. Special event groups hold functions at Halifax Citadel facilities ranging from corporate events to weddings.

Operations and Administration

Citadel Hill is a large open green space with limited vehicular access points and unrestricted pedestrian access. Visitors and local residents enjoy the views of Halifax Harbour and downtown Halifax from the perimeter road, and the grounds for informal recreational activities. Challenges for site managers include traffic congestion, limited parking, the potential for vehicular/pedestrian conflict, and orienting visitors to the fortification's entry points. A new public school, Citadel High School, has recently been constructed at the base of the hill to the west. This new development may lead to increased informal use of the hill, parking pressure and increased local circulation. These challenges need to be resolved in cooperation with staff of the Halifax Regional Municipality.

Partnerships and Collaboration

Partnerships play a key role in the successful operation of the Halifax Citadel. The Halifax Citadel Regimental Association, a non-profit cooperating association established in 1993, delivers visitor services and heritage presentation services, including an animation program, coffee bar and gift shop and a Web site that provides information on program services. The Association also operates the

indoor facility rental program at the Halifax Citadel, which draws many people to the site for meetings or special events. The Army Museum is co-located at the Halifax Citadel, enhancing presentation of military evolution through the 20th century. As well, volunteers play a significant role in heritage presentation and other support functions, contributing approximately 13 000 volunteer hours per year. Parks Canada seeks to engage the diverse urban community of Halifax Regional Municipality, and would like to further explore opportunities for special event programming with the multi-cultural community, youth and local residents of Halifax.

Site Vision

The long-term vision for the Halifax Citadel is:

At the Halifax Citadel, Parks Canada protects cultural resources and presents historical messages for visitors through innovative year round programming; the site thrives as an international tourism destination, and serves as a venue for leisure, education and events that contribute to the cultural, social and economic well being of Nova Scotia. Parks Canada will continue to develop and strengthen partnerships to achieve this vision.

Goal

- The principal aims for the Halifax Citadel over the next five years are to increase use and access to the site for a wide range of visitors and new audiences, and to solidify the site’s role as a core element of the urban fabric of the Halifax Regional Municipality, serving as a key attraction that is central to the heritage tourism destination market.

Management Direction

Parks Canada will:

- undertake heritage protection and asset management measures as required, including conservation of the South Magazine slate roof, fire code upgrade at the Town Clock and ongoing maintenance of masonry walls and structures;
- continue to introduce heritage presentation products that respond to visitor interests and that communicate the reasons for national historic significance of the site and other messages;



North magazine. Soonya Quon 2005

- raise the profile and increase understanding of the Halifax Citadel among youth, multi-cultural communities and local residents by promoting alternate uses of the site, developing and holding special events in collaboration with partners, and through outreach;
- address traffic circulation, parking, vehicle and pedestrian access issues through improved directional signage and further study, in cooperation with the Halifax Regional Municipality;
- work with stakeholders, responsible authorities and owners of properties in the vicinity regarding complementary land uses and legislatively protected views and viewplanes from specific points at the Halifax Citadel;
- in the event that Halifax Regional Municipality reviews the municipal planning strategy for the central business district or other areas in the vicinity of the Citadel, become involved in the review especially to ensure ongoing protection of views and viewplanes; and
- seek to be involved or consulted in development decisions for properties in the vicinity.

6.0 Managing York Redoubt



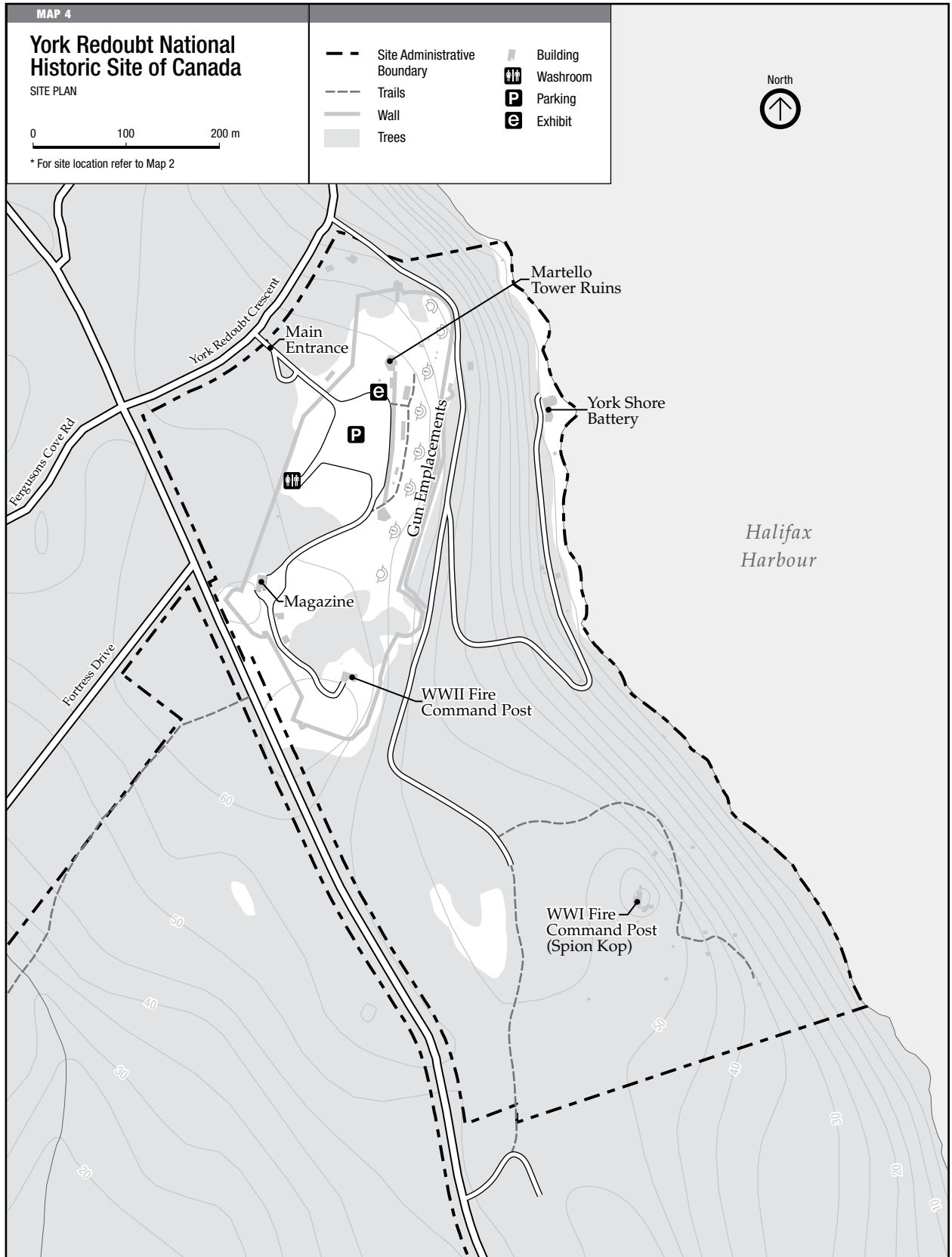
York Redoubt gun. *Parks Canada 1996*

York Redoubt was the heart of the defences protecting the outer harbour approaches to Halifax. Begun in 1793, it was enlarged by the Duke of Kent who constructed a Martello tower here in 1798. The redoubt became an essential link in the communications system protecting the city against surprise attack. Its strategic importance was such that it was rebuilt in the 1860s and 1880s to mount more powerful guns. In the 20th century York Redoubt became the tactical command centre for all harbour defences, and remained active until 1956. In 1964, York Redoubt was transferred from the Department of National Defence to the National Parks Branch, and in 1969 was opened to the public as a national historic site.

The national historic site's administered property of 72.5 hectares is bounded by residential development to the north, Department of National Defence property to the south, and provincial crown land to the west; the property is divided by Purcell's Cove Road (SEE MAP 4: Site Plan, York Redoubt NHSC). The designated place

for the site is the same area as the administered property. The coastal parcel contains the majority of cultural resources associated with the site, although the inland parcel contains original War Department boundary markers and formed part of the land base required for operational and defensive purposes. Viewplanes linked to the range of fire and fields of visibility associated with searchlights and gun batteries that defended the entrance to Halifax Harbour are a valued part of the designated place of the site. Some of these viewplanes are now visible following substantial tree-fall following Hurricane Juan in 2003.

The residents of the Halifax Regional Municipality value York Redoubt as a recreational green space, with its woods and trails located close to the urban centre. Visitation at the site is about 41 000 people per year. Visitation occurs year round. Demand for the use of the space for recreation will likely increase in future as the regional population grows. Principal visitors to this national historic site are recreational users, local residents



and some school groups. In the peak season, a substantial proportion of visitors are tourists from outside the region. The site is also used on occasion for special events such as youth outings, weddings and corporate picnics.

Heritage Protection

The built cultural resources at York Redoubt have been stabilized and conserved, although maintenance and recapitalization is ongoing, as at the other sites. Recent heritage protection measures at the site have included: the long-term stabilization of York Shore Battery (1996), stabilization of the stone masonry escarp wall (2003), shoreline protection reinstatement (2004) and repair of the Fire Command Post roof (2005). Caponiers and ditch walls will require recapitalization in future years. An archaeological collection of approximately 400 artifacts is maintained by Parks Canada; aside from a collection of *in situ* artillery, there are no known curatorial artifacts. In fall 2005, artillery pieces were unearthed during installation of new septic beds. These resources will be inventoried, and options for their interpretation will be assessed as part of an overall site interpretation plan.

Public Education and Outreach

On-site heritage presentation programming is modest, consisting of interpretive panels and exhibits in the Fire Command Post (currently under repair) and limited displays in other buildings. Interpretive panels merit refurbishment and possibly relocation. Viewplanes have been cleared following Hurricane Juan in 2003. Some visitors have expressed an interest in maintaining these views from the site of Halifax Harbour and of McNabs Island. York Redoubt is modestly promoted and outreach about the site is limited to the Parks Canada Web site.

Meaningful Visitor Experience

Visitor services at the site, aside from the interpretive panels and exhibits, include washroom facilities, a large parking lot, picnic tables and walking trails. The site is open year round. Visitation over the past ten years has averaged 51 000 people annually,

although annual visitation has declined in the past few years to approximately 41 000 per year. Use is higher in the summer, with some 5500 visitors per month, compared with some 1200 visitors per month in other seasons. Visitors experience the unstaffed site independently; they are able to walk throughout the site, notably from York Redoubt to York Shore Battery along a wooded trail. Site users have expressed an interest in keeping the site open and accessible without fees, but would be interested in occasional special events programming to learn more about the historic values of the site. Basic improvements in directional signage and engagement of the local community are desired.

Operations, Administration and Environmental Stewardship

General operations and maintenance occur at York Redoubt through a service contract. An ecological inventory conducted for this site¹ identified a number of provincially listed rare plant species. Parks Canada will take measures to protect these species and to educate the public about their presence.

Collaboration and Partnerships

Currently, no formal partnerships are developed for York Redoubt, but Parks Canada recognizes the interest of the local community and regular users in becoming more involved at the site. As opportunities arise, Parks Canada will increase the awareness of the site and its importance to the local community.

Site Vision

The long-term vision for York Redoubt is:

At York Redoubt, Parks Canada protects the site's cultural resources and presents its historical messages through non-personal interpretive media and special programming while offering visitors an open cultural landscape with natural elements for learning and leisure. Parks Canada will cooperate with community partners in order to achieve this vision.

¹ Filiatrault, Michelle and Cynthia Staicer. (2004) *Species at risk and biodiversity survey of York Redoubt National Historic Site*. Halifax: Dalhousie University.



Near York Shore Battery. Soonya Quon 2004

Goal

- The principal aims for the next five years at York Redoubt are to enhance visitors' opportunities to learn about the site through largely self-guided means and occasional special events, and to strengthen relationships with the local community and other interested parties. While the conservation work at the site is largely completed, outstanding conservation needs and maintenance work will continue.

Management Direction

Parks Canada will:

- conserve the interior of the Second World War Fire Command Post and reopen the structure to the public;
- prepare and implement a vegetation management plan, cognizant of the natural values of York Redoubt, to protect views from and of the site, ensure that the vegetation management plan includes measures to protect provincially listed rare plant species and educate the public about their presence;
- improve directional and orientation signage at the site;
- prepare a site interpretation plan, considering occasional interpretive programs and additional interpretation of structures at the site;
- as opportunities arise, increase awareness of this site and its importance to the local community; and
- explore with interested parties the future of the site in light of future development pressures and the potential links with other green spaces in the area, as well as local stewardship of the site.

7.0 Managing Prince of Wales Tower



Prince of Wales Tower. I. Doull 2005

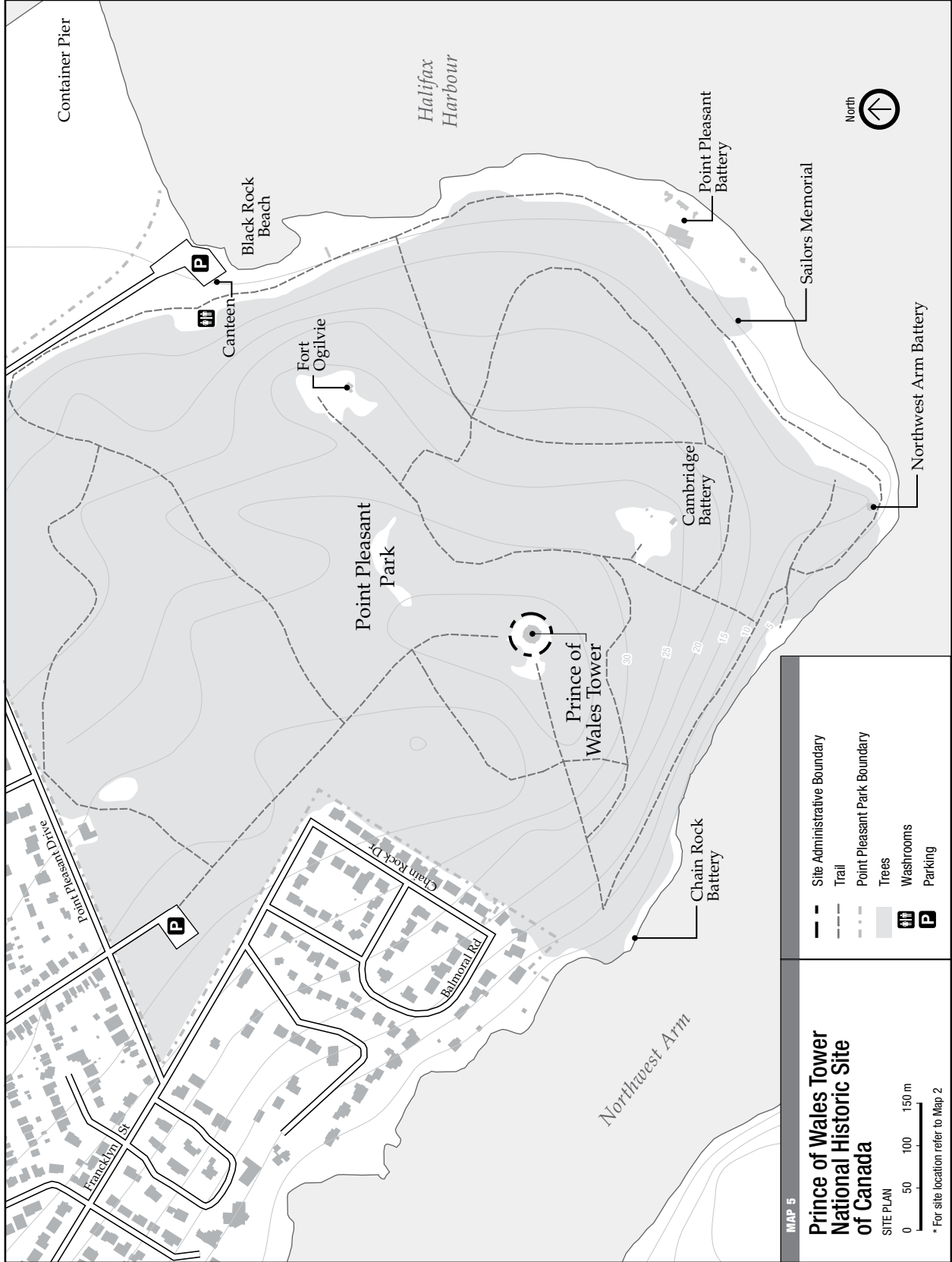
Prince of Wales Tower, built 1796-1797 by the British military, is significant as a prototype for the development of the Martello tower design. It protected seaward batteries on Point Pleasant from a landward attack. The round tower is 22 m in diameter at its base, with 2.4 m thick masonry walls and a height of 8 m. Rifled gun technology rendered the tower obsolete by the 1860s and after the Second World War the structures on the peninsula were no longer militarily significant. The site was transferred from the Department of National Defence to the National Parks Branch in 1936, and was recommended for designation as a national historic site by the Historic Sites and Monuments Board of Canada in 1943.

The Prince of Wales Tower is located in Point Pleasant Park, which occupies the southerly tip of the Halifax Peninsula. Although federally owned, the park is under long-term lease to the Halifax Regional Municipality. Within the park, Prince of Wales Tower and its associated land parcel (24m from the centre point of the building) is owned and administered by Parks Canada. The designated place of the site and Level I resource is the building on its footprint.

Management to curb an infestation of the brown spruce long-horned beetle and Hurricane Juan have radically transformed Point Pleasant Park, resulting in tree-fall and opened views of the harbour and other fortifications in the park from the tower. Visitors to the park have expressed an interest in the visual links between the Prince of Wales Tower, the harbour and other historic shore defences. In 2005, an international design competition was held for a master plan for the park's restoration. The winning design incorporates key sightlines from the Tower of the Halifax Harbour and the Northwest Arm.

Heritage Protection

Resources at the Prince of Wales Tower are in stable condition. Design is complete for the conservation of the Prince of Wales Tower roof and exterior masonry walls. Work will be undertaken during the next five years. Some valued sightlines are now visible from the tower of the harbour and other fortifications in the park. No archaeological artifacts are associated with this site. Reproduction powder barrels constitute the curatorial collection. A commemorative integrity evaluation of the Tower was undertaken in August 2005 (see summary in APPENDIX C), which found that efforts to protect the heritage values of the site are sound and threats are mitigated.





Aerial view of Prince of Wales Tower. *Ship to Shore Photography/Parks Canada 2005*

Public Education and Outreach

Heritage presentation efforts on site are limited to dated interpretive panels inside the Prince of Wales Tower. A site commissioner, posted during the summer when the site is open, answers visitors' questions and provides printed material on request. Due to the limited operating season and interpretive panels restricted to the interior of the tower, visitors to the park during the winter, fall and spring have few opportunities to learn about the site except via the Parks Canada Web site. Special events are occasionally held at the Tower. Although site managers have not evaluated the effectiveness of heritage presentation or visitor satisfaction, a commemorative integrity evaluation in 2005 found that efforts to present the key messages of the Prince of Wales Tower are poor, and that some key messages of the national historic significance of the site are not conveyed through existing mechanisms. The restoration plan for Point Pleasant Park includes opportunities for enhanced interpretation in the park as a whole, including the Prince of Wales Tower. The park restoration presents an opportunity for Parks Canada to collaborate with park managers to ensure a coordinated approach.

Meaningful Visitor Experience

The public has the opportunity to visit the interior of the Prince of Wales Tower during the limited summer operating season. The site's few interpretive panels are dated and a strong odour of creosote permeates the building. Visitor numbers inside the tower and especially on the roof are restricted by fire regulations; this limitation may hamper future use of the site for special events and diminishes visitors' opportunities to enjoy the view from the rooftop. Visitation over the past five years averages 9500 people; visitation to the grounds of the site is not tracked. Principal visitors to the site include local residents and other users of Point Pleasant Park.

Collaboration and Partnership

Parks Canada enjoys good cooperation with the municipal administrators of Point Pleasant Park and with the Point Pleasant Park Advisory Committee. The grounds administration and the annual Shilling Ceremony are examples of this cooperation, and further cooperation in the realization of the Point Pleasant Park Restoration Plan is anticipated.



Second floor panels at Prince of Wales Tower. Soonya Quon 2004

Site Vision

The long-term vision for Prince of Wales Tower is:

At Prince of Wales Tower, Parks Canada protects the site's cultural resources and presents the site's historical messages to visitors, fostering an appreciation and understanding of its role as a fortification in the context of Halifax's Point Pleasant Park, of which it is an integral feature. Parks Canada will continue to strengthen and develop partnerships to achieve this vision.

Goal

- The principal aims for the next five years at the Prince of Wales Tower are to address resource conservation issues at the site, to improve the communication of key messages about the site and to ensure that the tower remains an integral feature in Point Pleasant Park as the park is restored.

Management Direction

Parks Canada will:

- undertake heritage protection efforts, including stabilizing the tower roof, repointing exterior masonry walls and reinstating the south gallery;
- prepare an interpretive plan to address the heritage presentation offer for the interior of the Tower;
- create an interpretive node on the grounds of Prince of Wales Tower;
- participate in future interpretive and management planning processes for Point Pleasant Park to ensure coordinated interpretation of park cultural resources;
- identify valued viewplanes in order to inform future management decisions for Point Pleasant Park;
- explore opportunities for special programming and alternate uses of Prince of Wales Tower; and
- ensure public safety at Prince of Wales Tower, through upgrading the electrical system, introducing a fire detection system and adhering to national fire codes regarding building capacity.

8.0 Managing Georges Island



Georges Island. *Ship to Shore Photography/Parks Canada 2005*

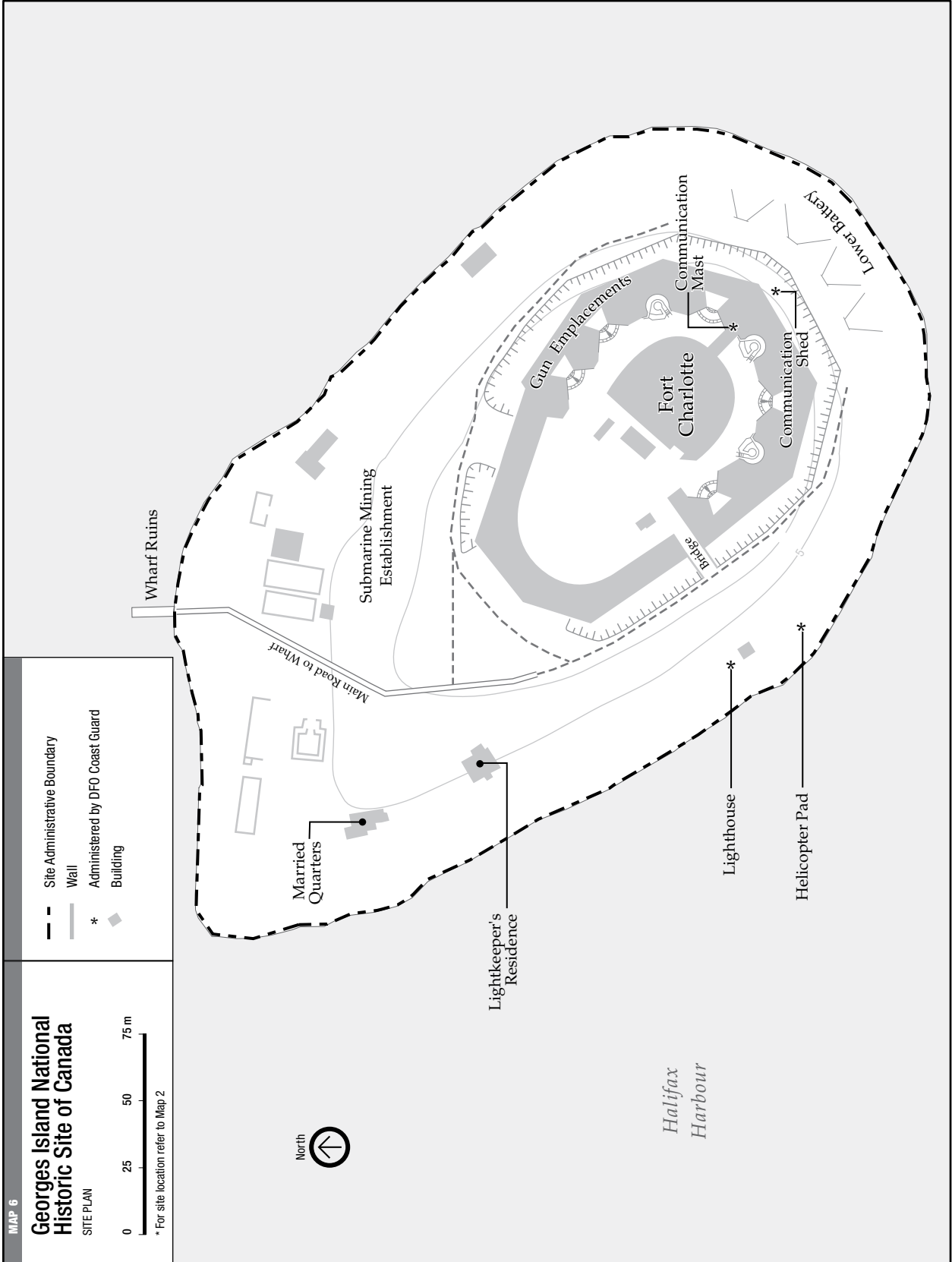
Georges Island is significant as an inner harbour island-based defence from the mid-18th century onward. A small drumlinoid island of 4.85 hectares close to the Halifax waterfront, Georges Island served as a key inner harbour island-based defence. During the 1750s, the island served as a prison of Acadians during the Great Upheaval (Grand Dérangement). The Duke of Kent replaced the original earthworks on the island with the star-shaped Fort Charlotte in 1794. A stone Martello tower was built in 1812 and masonry escarp linked the north and south batteries. The 1870s saw the introduction of rifled muzzle loading (RML) guns, submarine mining headquarters and other improvements. The island played a minor role in the First World War, and during the Second World War housed anti-aircraft guns. Georges Island was transferred in 1960 from the Department of National Defence to the National Parks Branch. Parks Canada owns and administers the island excluding a parcel housing a Canadian Coast Guard helicopter pad, lighthouse and radar station.

Today, Georges Island is a backdrop to the vibrant Halifax waterfront; although the island is of great interest to tourism interests

and other stakeholders on the waterfront, the site is not open to the public. The Historic Sites and Monuments Board of Canada recognized the difficulties of accessibility when Georges Island was designated. The costs of development are prohibitive and the sustainable operation of the site is untested. During the life of this management plan, Parks Canada does not envision developing and opening the site to the general public.

Heritage Protection

The most significant cultural resources on Georges Island were stabilized between 1994 and 2002. Shoreline erosion was addressed during this period, with shoreline stabilization put in place at the southern and north-eastern shores of the island. Non-critical stabilization work remains to be done on the east escarp wall and on some submarine mining-related assets. The site's archaeological collection consists of 3000 artifacts, 95 percent of which are Level I, and a curatorial collection that consists of original armament (barrels of six 9-inch rifled muzzle loading guns (RMLs) and four 10-inch RMLs).





Lighthouse on Georges Island. Soonya Quon 2004

Public Education and Outreach

The national historic significance and importance of Georges Island is communicated through the Parks Canada Web site, briefly at the other sites of the Halifax Defence Complex and periodically on-site to groups by appointment. Since the island is not yet open to the general public, communication must largely occur off-site. Off-site media could be used to augment the Parks Canada Web site, preferably in accessible locations in view of the island. Opportunities to communicate about Georges Island as part of the Halifax Defence Complex need to be explored at the other sites of the Halifax Defence Complex. There is an interest in telling stories other than the military history of the island, including the story of the many Acadians who were imprisoned on the island between 1755 and 1763 during the Great Upheaval (Grand Dérangement).

Meaningful Visitor Experience

While Georges Island is not yet open to the public, the island is used for occasional special events on a fee-for-service basis. The public has a strong interest in seeing the site developed and opened. While it is not feasible for Parks Canada to develop the island for public visitation within the next five years, site managers will explore with partners a range of scenarios for site development, test market interest and reassess the feasibility of site development in future.

Site Vision

The long-term vision for Georges Island is:
At Georges Island, Parks Canada develops a financially sustainable heritage attraction and an integral feature of the Halifax Harbour for exploration and education. The island's cultural resources are protected and its historical messages are presented to local, national and international visitors. Parks Canada will work in partnership with others to achieve this vision.

Goal

- The primary aims for the next five years at Georges Island are to ensure that the key messages and values of Georges Island are effectively conveyed to Canadians through off-site media and to work with interested parties to explore market demand and elaborate revised visitor experience scenarios with the long-term aim of opening Georges Island to the public. While Parks Canada remains committed to opening the island to the public in the future, fiscal realities and current priorities preclude development within the next five years.

Management Direction

Parks Canada will:

- prepare an interpretation plan for outreach efforts, outlining opportunities to communicate key messages of the site through off-site means until the site is open to the public;

- work with the Fédération des Acadiens de la Nouvelle-Écosse (FANE) to add as a secondary message to the Commemorative Integrity Statement for the site the imprisonment of Acadians on the Island during the Great Upheaval (Grand Dérangement) as part of a review of the Commemorative Integrity Statement;
- seek guidance from the Historic Sites and Monuments Board of Canada on whether this event/message might be considered of national historic significance and amend the Commemorative Integrity Statement accordingly;
- revisit with interested parties the desired and possible visitor experiences on Georges Island, and update studies of market demand, projected visitation and capital costs while maintaining commemorative integrity;
- prepare a business case for the development and opening of the site based on this revised information, considering a range of visitor experience scenarios; and
- allow controlled access to Georges Island through special events programming in an effort to test market interest.



Mine store on Georges Island. Soonya Quon 2004

9.0 Managing Fort McNab



Fort McNab No. 1 gun emplacement. Soonya Quon 2004

Fort McNab, constructed between 1888-1892, is significant as the first fort of the Halifax defences built for breech-loading (BL) guns introduced late in the 19th century. However, rapidly changing technology meant that within a short time renovations were required at the fort. By 1906 more powerful guns were introduced, the same year that Britain withdrew, leaving Canada responsible for its own defences. Fort McNab evolved into the gatekeeper for Halifax Harbour due to its strategic position, and saw the addition of an examination station (to control marine traffic) and searchlight emplacements. During the First World War, Fort McNab served as a counter-bombardment battery and garrison for troops, and in the Second World War housed searchlights, an examination station, battery command post, larger guns and a radar post. During the Cold War, the site witnessed its final armament change, and the site was decommissioned in 1959. In 1963, Fort McNab was transferred to National Parks Branch from the Department of National

Defence and was designated a national historic site in 1965.

Fort McNab is located at the southern end of 402 hectare McNabs Island, covering an area of approximately 28 hectares over three parcels. McNabs Island and Lawlors Island together form a provincial park, administered by the Province of Nova Scotia, Department of Natural Resources. A management plan for McNabs and Lawlor Islands Provincial Park, approved in August 2005, describes the intended future development of the provincial park, namely that it will remain a largely wilderness, self-guided experience, providing opportunities for day use (hiking) and modest services.

Heritage Protection

The built cultural resources of Fort McNab have received limited preliminary stabilization undertaken in 1996. Currently, elements of the built heritage are considered to be in “poor” condition. While shoreline erosion led to the loss of a search light emplacement at



MAP 7
Fort McNab National Historic Site of Canada
SITE PLAN

0 50 100 150 200 m
* For site location refer to Map 2

- Site Administrative Boundary
- Trail
- Fence
- Trees
- Building

the site, currently no Level I resources are at risk; shoreline monitoring occurs annually. Stabilization work will occur over the next several years; tender-ready long-term stabilization plans have been prepared already. An inventory of *in situ* archaeological resources should be undertaken before the stabilization work begins. The curatorial collection associated with this site consists of two gun barrels, located at York Redoubt and at Prince of Wales Tower, and a limited number of associated artefacts in storage. No archaeological collection is associated with this site.

Public Education and Outreach

Currently, there is no heritage presentation on-site. Off-site, Fort McNab is mentioned briefly in exhibits at the Halifax Citadel and in the Parks Canada Web site. In future, Parks Canada will work with the Province regarding collaboration on on-site interpretation and opportunities for third party interpretation or off-site interpretive signage. Interpretation at Fort McNab will be guided by the messages of the national historic significance of the site, while broader themes may be conveyed through joint programming with the Province. It is not envisioned that Fort McNab will be staffed, so on-site interpretation will be largely self-guided. An important first step will be to work with the Province of Nova Scotia, the Friends of McNabs Island Society and others to further develop a plan for interpretation of messages of mutual importance.

Meaningful Visitor Experience

Visitation to the site is not tracked; however, visitation to McNabs island is on the order of 15-20 000 people per year. The Province envisions modest visitor services on McNabs Island, and seeks to collaborate with Parks Canada on the provision of these services. Modest services nearest Fort McNab will be located at Wreck (Back) Cove, and in the short term will include pit toilets, change rooms, an information kiosk and orientation signage. Access to the island will remain by privately chartered boat. Fort McNab is regarded as a key cultural heritage attraction within the provincial park, and Parks Canada regards the provincial park as a compatible



Broken window in the Artificiers Shop. Soonya Quon 2004

context for the national historic site. An important next step will be to work with the Province of Nova Scotia and the Friends of McNabs Island Society to further develop a plan for visitor experiences and services.

Partnerships and Collaboration

Given the challenges posed by the island setting, Parks Canada will seek to explore the potential for collaboration with the Province of Nova Scotia and the Friends of McNabs Island Society in the management and operation of Fort McNab.

Site Vision

The long-term vision for Fort McNab is:

At Fort McNab, Parks Canada protects the site's cultural resources and interprets its role in the Halifax Defence Complex for local, national and international visitors in coordination with opportunities offered by McNabs and Lawlor Islands Provincial Park. Parks Canada will continue to strengthen existing and develop new partnerships to achieve this vision.



Casemates, Fort McNab. Soonya Quon 2004

Goal

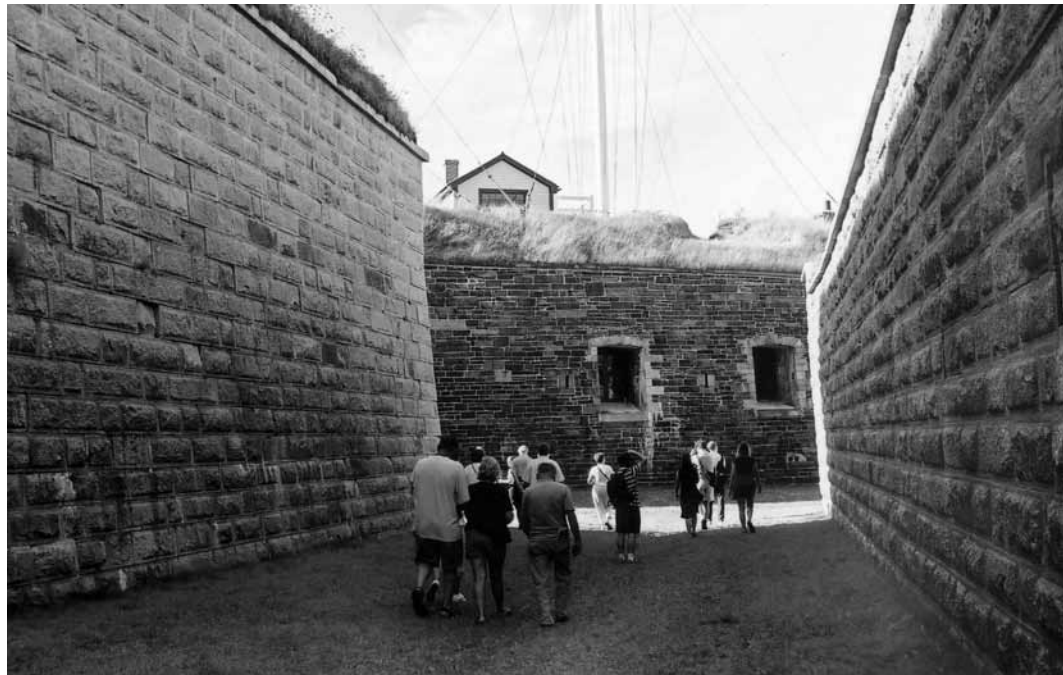
- The principal aims for the next five years at Fort McNab are to conserve the cultural resources at the site and to develop heritage presentation and visitor service plans for public visitation in cooperation with the Province of Nova Scotia's efforts to develop McNabs and Lawlor Islands Provincial Park.
- work with the Province of Nova Scotia and the Friends of McNabs Island Society in planning the phased implementation of services on McNabs Island; and
- continue to work with the Friends of McNabs Island, an integral partner in the development of McNabs Island, and to further identify their role at Fort McNab.

Management Direction

Parks Canada will:

- stabilize the built cultural resources associated with Fort McNab, with a priority placed on conservation of the casemates 10 and 11;
- complete an inventory of *in situ* archaeological resources;
- identify valued viewplanes for the site;
- manage potential impairment of the cultural resources and valued viewplanes according to a vegetation management plan;
- prepare a site interpretation plan;
- work with the Province of Nova Scotia and the Friends of McNabs Island Society to coordinate planning and phased implementation of interpretation on McNabs Island to ensure that messages of common interest regarding historic defensive fortifications on the island are effectively communicated;
- work with the Province of Nova Scotia and the Friends of McNabs Island Society in planning the phased implementation of services on McNabs Island; and
- continue to work with the Friends of McNabs Island, an integral partner in the development of McNabs Island, and to further identify their role at Fort McNab.

10.0 Impact Evaluation and Environmental Assessment



Ditch, Halifax Citadel. Ian Doull 2005

This management plan for the sites of the Halifax Defence Complex has been evaluated for potential impacts of the proposed strategies and actions on the natural environment and the commemorative integrity of the site. (For the full text, see *Environmental Assessment of the Halifax Defence Complex Draft Management Plan*, 2006) The environmental assessment was conducted as required by the *Strategic Environmental Assessment: The 1999 Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals (1999)*, and with additional guidance from *Procedures of the Department of Canadian Heritage for Complying with the CEAA (1996)*, *Parks Canada Management Directive 2.4.2–Impact Assessment (1998)* and *Parks Canada Guide to the Environmental Assessment of Management Plans (2000)*.

The environmental assessment was conducted during the final draft stage of the management plan preparation, to accommodate any necessary changes to the management plan as a result of the assessment and to permit incorporation of such changes into the final text of the management plan. The environmental assessment was conducted on the administered property of the national historic sites of the Halifax Defence Complex, and considered the direct, indirect and cumulative impacts of proposed development and proposed operational practices on the environment of this area.

In general, negative and positive impacts of the management direction have been anticipated by the management planning team and appropriate cautions and direction to minimize negative effects have been incorporated in the plan. The environmen-

tal assessment recognizes that much of the proposed management direction in the plan will serve to increase public awareness and understanding of these national historic sites and will enhance respect for the cultural and natural heritage values of the sites. However, the environmental assessment recommended that the management plan be amended as follows:

Commit to developing and implementing an appropriate protection strategy for the rare plant species at York Redoubt.

Several of the management plan proposals may trigger the need for a specific environmental assessment under the *Canadian Environmental Assessment Act*. The triggering proposals include:

- implementation of vegetation management plans, if new viewplanes are established;
- provision of facilities in support of memorable visitor experiences (if the construction of new facilities or expansion of existing facilities is required);
- special events requiring a license of occupation; and
- any modification, maintenance or repair of a heritage structure.

On the whole, the proposed development and management of the site does not present detrimental impacts to the site in and of themselves. The environmental assessment of the management plan states that:

“Implementation of management plan goals and directions will increase the level of cultural resource protection and thus commemorative integrity at the Halifax Defence Complex National Historic Sites. Proposed management goals and directions provided in the draft plan are consistent with the Commemorative Integrity Statements for the sites. ...

“Based on the management goals and direction identified in the Halifax Citadel, Georges Island, Fort McNab, Prince of Wales Tower and York Redoubt National Historic Sites of Canada Management Plan, any negative cumulative effects that could occur would not be significant. There will be positive cumulative effects on cultural resources, commemorative integrity, and socio-economic values. All actions proposed in the management plan are consistent with Parks Canada policy and federal legislation.”

11.0 Implementation Strategy



Repair of lightkeepers building, Georges Island. *Soonya Quon 2005*

Implementation of this management plan is the responsibility of the Mainland Nova Scotia Field Unit Superintendent. The Field Unit Superintendent's three primary accountabilities for the Halifax Defence Complex are:

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

The actions proposed in this management plan for the Halifax Defence Complex are implemented through the Field Unit's sustainable business plan. While the management plan is envisioned as a strategic guide with a life span of ten to fifteen years (reviewed every five years), the annual sustainable business plan offers a picture of five years at a time. The sustainable business plan identifies those actions of the management plan that will be realized within the next five years, and their timing and cost. Any changes to the five-year forecast are captured by the review and update of the sustainable business plan.

Implementation of the actions proposed for the Halifax Defence Complex in this management plan, once approved, depends on the availability of financial resources.

Priority actions are identified in the chart below. Emphasis has been placed on those activities expected to occur during the first three years following management plan approval but other activities to be pursued during the life of this management plan have been identified as well. No priority has been assigned to activities beyond identifying broadly the period in which they will occur. Further prioritizing will be determined during more detailed action planning.

Progress on the management plan implementation will be communicated to the public through Parks Canada's Park Management Plan Annual Implementation Report. The management plan will also be subject to review on a five-year cycle, and can be amended to reflect changing circumstances. The public will be consulted about major changes.

FIELD UNIT PRIORITIES

	Component/Project	5 Year Sustainable Business Plan Period	
		1st period	2nd period
<i>Heritage Protection</i>	Stabilize, conserve and maintain the cultural resources of the national historic sites of the Halifax Defence Complex, and undertake regular monitoring and evaluation of cultural resources	●	●
	Ensure that the archaeological and curatorial collections associated with the national historic sites of the Halifax Defence Complex are maintained in stable condition and managed in accordance with Parks Canada's Cultural Resource Management Policy	●	●
	Undertake commemorative integrity evaluations for York Redoubt, Georges Island and Fort McNab sites and address any issues identified	●	
	Where appropriate, participate in public processes and work with others to ensure development of lands in the vicinity of the national historic sites of the Halifax Defence Complex does not significantly impact their commemorative integrity	●	●
	Identify and assess valued views and/or viewplanes at each of the national historic sites of the Halifax Defence Complex, which will be included in updates to Commemorative Integrity Statements	●	●
	Develop, in partnership with other landowners where appropriate, vegetation management plans to protect <i>in situ</i> cultural resources and to protect historic valued views and/or viewplanes		●
<i>Education and Outreach</i>	Effectively communicate to the public why the sites of the Halifax Defence Complex are of national historic significance, and to communicate Parks Canada's mandate to protect and inform Canadians about the system of national historic sites in Canada	●	●
	Collaborate with others to link themes and messages to the broader history of the region		●
	Measure visitor understanding and the effectiveness of communication of key messages for the sites and for the Halifax Defence Complex as a whole		●
<i>External Relations</i>	Undertake outreach and external relations activities and build partnerships through implementing the Field Unit's <i>Engaging Canadians Plan</i>	●	●
	Work with others to promote and market the sites, ensuring accuracy of the information being communicated	●	●
	Continue to promote the national historic sites of the Halifax Defence Complex for use for special events on a sustainable basis, on condition that uses are compatible with commemorative integrity	●	●
<i>Meaningful Visitor Experience</i>	Provide opportunities for visitors to discover the cultural resources, experience the designated place and enhance their appreciation of the sites and their national historic significance	●	●
	Provide services and facilities in support of meaningful visitor experiences, in keeping with site visitation levels and current and anticipated demand	●	●
	Undertake visitor experience research and respond to findings to ensure programs are relevant to visitor needs and requirements	●	
	Continue to promote the national historic sites of the Halifax Defence Complex for use for special events on a cost-recoverable basis, on condition that uses do not impair commemorative integrity	●	●
	Keep up to date the <i>Public Safety Plan</i>	●	

	Component/Project	5 Year Sustainable Business Plan Period	
		1st period	2nd period
<i>Collaboration and Partnerships</i>	Work with other levels of government as opportunities arise	●	●
	Work with the Aboriginal community in Nova Scotia to ensure Mi'kmaq heritage is presented appropriately at the national historic sites	●	●
	Work with representatives of the Mi'kmaq communities to identify and carry out Mi'kmaq Ecological Knowledge studies as considered mutually appropriate	●	●
	Share archaeological information with the Mi'kmaq, identify research gaps and carry out additional archaeological surveys, as considered mutually appropriate	●	●
	Identify opportunities for Mi'kmaq involvement on advisory committees related to the national historic site	●	
	Continue to work with others seeking to protect and preserve heritage values of Halifax, especially its military history	●	●
	Continue to work with others to ensure quality visitor experiences at those sites open to the public, especially the Halifax Citadel Regimental Association and the Army Museum	●	●
	Continue to work in partnership with educational organizations to ensure the communication of key values of the sites	●	●
	Continue to work with adjacent landowners, land managers and land regulators to seek to ensure a compatible and appropriate context for the national historic sites	●	●
	Continue to work with tourism interests, to play a role in the economic development of Halifax Regional Municipality	●	●
Establish a multi-stakeholder advisory committee to provide input on heritage presentation, heritage protection, visitor experience and operations at the national historic sites of the Halifax Defence Complex	●	●	
<i>Operations, Administration and Environmental Stewardship</i>	Maintain non-heritage assets in good condition	●	●
	Manage sites in a fiscally responsible manner	●	●
	Comply with federal government standards and codes for health and safety	●	●
	Comply with federal government accountability procedures, ensuring due diligence in the use and expenditure of public funds	●	●
	Work with others to monitor security of the sites, maintain and administer the sites, and provide an appropriate level of services and emergency response	●	●
	Keep up-to-date the Field Unit Law Plan	●	●
	Undertake an environmental assessment of proposed programming or services to ensure they are compatible with site environmental sensitivities	●	●
	Employ environmentally responsible land management practices, ensuring respect for the natural as well as cultural values of the sites	●	●
	Update and implement the Field Unit Environmental Management System Action Plan, with specific efforts at the Halifax Defence Complex to effect improvements in the areas of green procurement, and to reduce consumption of water, fuel and power use by tracking annual usage from an established baseline, and by introducing efficiencies in systems and education	●	●

Component/Project	5 Year Sustainable Business Plan Period		
	1st period	2nd period	
<i>Halifax Citadel</i>	Undertake heritage protection and asset management measures as required, including conservation of the South Magazine slate roof, fire code upgrade at the Town Clock and ongoing maintenance of masonry walls and structures	●	●
	Continue to introduce heritage presentation products that respond to visitor interests and that communicate the reasons for national historic significance of the site and other messages	●	●
	Raise the profile of the Halifax Citadel among youth, multi-cultural communities and local residents by promoting alternate uses of the site, developing and holding special events in collaboration with partners, and through outreach	●	●
	Address traffic circulation, parking, vehicle and pedestrian access issues through improved directional signage and further study, in cooperation with the Halifax Regional Municipality	●	
	Work with stakeholders, responsible authorities and owners of properties in the vicinity regarding complementary land uses and legislatively protected views and viewplanes from points at the Halifax Citadel	●	●
	In the event that Halifax Regional Municipality reviews the municipal planning strategy for the central business district or other areas in the vicinity of the Citadel, become involved in the review especially to ensure ongoing protection of views and viewplanes	●	●
	Seek to be involved or consulted in development decisions for properties in the vicinity	●	●
<i>York Redoubt</i>	Conserve the interior of the Second World War Fire Command Post and reopen the structure to the public	●	
	Prepare and implement a vegetation management plan, cognizant of the natural values of York Redoubt, to protect views from and of the site	●	
	Improve directional and orientation signage at the site	●	
	Prepare a site interpretation plan, considering occasional interpretive programs and additional interpretation of structures at the site		●
	As opportunities arise, increase awareness of this site and its importance to the local community	●	●
	Explore with interested parties the future of the site in light of future development pressures and the potential links with other green spaces in the area, as well as local stewardship of the site	●	
<i>Prince of Wales Tower</i>	Undertake heritage protection efforts, including stabilizing the tower roof, repointing exterior masonry walls and reinstating the south gallery		●
	Prepare an interpretive plan to address the heritage presentation offer for the interior of the Tower	●	
	Create an interpretative node on the grounds of Prince of Wales Tower		●
	Participate in future interpretive and management planning processes for Point Pleasant Park to ensure coordinated interpretation of park cultural resources	●	
	Identify valued viewplanes in order to inform future management decisions for Point Pleasant Park		●
	Explore opportunities for special programming and alternate uses of Prince of Wales Tower	●	●
	Ensure public safety at Prince of Wales Tower, through upgrading the electrical system, introducing a fire detection system and adhering to national fire codes regarding building capacity		●

Component/Project		5 Year Sustainable Business Plan Period	
		1st period	2nd period
<i>Georges Island</i>	Prepare an interpretation plan for outreach efforts, outlining opportunities to communicate key messages of the site through off-site means until the site is open to the public	●	
	Work with the Fédération des Acadiens de la Nouvelle-Écosse (FANE) to add as a secondary message to the Commemorative Integrity Statement for the site the imprisonment of Acadians on the Island during the Great Upheaval (Grand Dérangement) as part of a review of the Commemorative Integrity Statement. Seek guidance from the Historic Sites and Monuments Board of Canada on whether this event/message might be considered of national historic significance and amend the Commemorative Integrity Statement accordingly	●	
	Revisit with interested parties the desired and possible visitor experiences on Georges Island, and update studies of market demand, projected visitation and capital costs while maintaining commemorative integrity	●	
	Prepare a business case for the development and opening of the site based on this revised information, considering a range of visitor experience scenarios	●	
	Allow controlled access to Georges Island through special events programming in an effort to test market interest	●	●
<i>Fort McNab</i>	Stabilize the built cultural resources associated with Fort McNab, with a priority placed on conservation of the casemates 10 and 11		●
	Complete an inventory of <i>in situ</i> archaeological resources		●
	Identify valued viewplanes for the site		●
	Manage potential impairment of the cultural resources and valued viewplanes according to a vegetation management plan		●
	Prepare a site interpretation plan		●
	Work with the Province of Nova Scotia and the Friends of McNabs Island Society to coordinate planning and phased implementation of interpretation on McNabs Island to ensure that messages of common interest regarding historic defensive fortifications on the island are effectively communicated	●	●
	Work with the Province of Nova Scotia and the Friends of McNabs Island Society to coordinate in planning and phased implementation of services on McNabs Island	●	●
	Continue to work with the Friends of McNabs Island, an integral partner in the development of McNabs Island, and to further identify their role at Fort McNab	●	●

APPENDIX A

Summary of Public Involvement

Many interested individuals, groups and organizations participated in the review of the management plan for the historic sites of the Halifax Defence Complex. More than 150 organizations and individuals were identified as stakeholders, including tourism interests, other levels of government, politicians, heritage organizations, educators, users of the sites, boat operators, and cooperating associations. Stakeholders were invited to participate in preliminary multi-stakeholder meetings in April 2005, and in meetings for each of the historic sites in September 2005. Periodically, a summary of public comment was sent to all those on the stakeholder list. Follow-up meetings with specific stakeholders supplemented the multi-stakeholder meetings.

Supplementing this mailing list, a notice was posted on the Parks Canada Web site, under each of the individual sites of the Complex. This notice directed those interested to contact the planning team by email or mail, to join the mailing list. For individual events, notices were posted at the sites. Visitor comments were solicited in summer 2005 through posted notices at the sites.

In late November and early December 2005, public open houses were held. The general public was invited to attend, and were advertised through public service announcements in English and French newspapers in advance of the event. As well, an information bulletin was circulated to media, resulting in some print, radio and television media interest. Copies of a newsletter were distributed to all those on the mailing list, and were left at local universities, public archives, museums, ferry terminals and at Pier 21 NHSC. The notice with dates of public open houses was sent to various organizations for distribution to their broader membership. Approximately 75 people attended three public open house sessions.

Aboriginal Involvement and Consultation

Parks Canada has a duty to consult with Aboriginal Peoples regarding matters that may affect asserted Aboriginal or Treaty rights. Parks Canada also places a high priority on developing mutually beneficial relationships with Aboriginal People. To these ends, Parks Canada entered into a process of consultation on this management plan with representatives of the thirteen Mi'kmaq First Nations in Nova Scotia. Parks Canada also consulted with the Native Council of Nova Scotia.

The main issues raised during these consultations were Mi'kmaq Ecological Knowledge, and the role of Mi'kmaq on advisory committees. These consultations provided a good opportunity to share information and build on the collaborative relationship that exists between Parks Canada and the Mi'kmaq of Nova Scotia.

Key Comments From Stakeholders:

- Many stakeholders requested that Georges Island be made accessible to the public, and observed that only a minimal level of development would be required to do this. However, others envisioned Georges Island as having the potential to be an international tourist attraction, and urged a level of development that would support organized tours and offer a high level of services.
- The sites, especially the Halifax Citadel, are recognized as a significant tourism attraction to the Municipality, and tourism interests encouraged the development of Georges Island and Fort McNab.
- Stakeholders observed that the grounds of the Halifax Citadel and the other sites should remain accessible to visitors without cost. In particular, York Redoubt is enjoyed as an open, accessible green space.

- There was interest in the historic significance of all the sites, and it was observed that at unstaffed sites occasional special programs or events would be welcome to enhance non-personal programming. There was a high level of concern and interest expressed about the conservation of cultural resources at all the sites, even at those sites not open to the public.
- Stakeholders observed that Parks Canada may provide a vehicle for telling other stories of the Halifax Harbour, not just limited to the national historic significance of the sites. The Mi'kmaw community and Acadian community in particular expressed an interest in including their histories at the national historic sites.

APPENDIX B

Inventory and Evaluation of Cultural Resources

	Description	Level	Explanation
<i>Halifax Citadel</i>	Fortification, including magazines and ravelins, ditch, parade, site roads	I	Structures and site roads.
	Cavalier Building	I	Constructed in 1830-32; modified 1840, 1855; dual purpose, defence and accommodation; FHBRO “classified” building.
	Town Clock	II	Building is historic reconstruction from 1960s, enhanced 1990s (Level II); mechanisms are Level I resource.
	Glacis	I	Constructed in 1850s; integral to designated place of the site; 1930s perimeter road.
	Moveable Artifacts	I, II	Archaeological and curatorial collection.
<i>York Redoubt</i>	York Redoubt Fortifications	I	Roughly three historic periods are represented in structural evolution of the fortification: 1798-1860s; 1865-1880s; 1890-1945; located on a high bluff overlooking the harbour channel.
	Spion Kop	I	Constructed 1893-97 south of the Redoubt as the Fire Command Post; location aided role as observing station. Represents a phase in the modernization of the coastal defence system undertaken by the British, although Canadians reinforced and improved until Second World War. Assets include structures and armaments.
	Submarine Net and Minefield Assets	I	Includes a range of resources serving to contribute to harbour defence systems over time, including structures.
	York Shore Battery Assets	I	Construction dates to Second World War (1942-43); directly associated with harbour defence of entrance channel through which all shipping passed. FHBRO “classified” building.
	Moveable Artifacts	I, II	HSMBC Plaque; archaeological collection (approx. 400 items); curatorial collection including furnishings, artillery accessories, ordnance.
<i>Prince of Wales Tower</i>	Tower	I	Original construction, 1796-7; some alterations between 1800-66; stabilization and restoration in early 1960s.
	Armament	I, II	
	Other Moveables	Other	Powder barrels, interpretive wall panels, modern amenities.

	Description	Level	Explanation
<i>Georges Island</i>	Georges Island	I	Location, setting, cultural landscape linked to commemorative intent.
	Fort Charlotte	I	Footprint; structures; unexcavated or trace resources; north, upper and lower batteries.
	Submarine Mining Establishment	I	Married Quarters, single officers' quarters, other structures, Lightkeeper's residence.
	Lighthouse Complex	Other	Owned, operated, maintained by Canadian Coast Guard.
	Records	Other	
<i>Fort McNab</i>	Fort McNab	I	Trace footprint linked to commemorative intent; Battery Command Post, gun emplacements, magazines, casements, artificer's shop, other structures, roads and trails.
	Light Emplacements	I	Three constructed during First World War, two constructed during Second World War.
	Range Finding Cells	I	1893-95 construction; representative example of earliest phase in fire control system.
	McNabs Family Cemetery	II	18th and 19th century island residents, associative value with pre-military history of fort's site.

APPENDIX C

Summary of Commemorative Integrity Evaluation

Commemorative Integrity Evaluations were undertaken for the Halifax Citadel and for Prince of Wales Tower in August 2005. Evaluations are scheduled for the other national historic sites of the Halifax Defence Complex in future years.

Rating code:

- Green:** Good, effective, or not currently impaired. Any deficiencies are not a threat to the commemorative integrity of the site.
- Yellow:** Fair or minor to moderate impairment or threat; requires improvement.
- Red:** Poor, ineffective, seriously impaired or a significant attribute missing (whether related to condition, communications or selected management practices).
- N/A:** Not applicable; the question does not apply to this site.
- N/R** Not rated or not reported on because the information is not available.
- + or -** The actual state is on the high or low borderline side of the colour.
- ↑ or ↓** Indicates a trend, either improving or deteriorating.

COMMEMORATIVE INTEGRITY EVALUATION: HALIFAX CITADEL

Resource Condition

Resource	Rating	Comments
Resources related to reasons for designation	Green	
Resources not related to reasons for designation: buildings and structures	Green	
Resources not related to reasons for designation: objects	Green	
Overall	Green	

Effectiveness of Communication

Level of message	Rating: Conveys	Rating: Understanding	Comments
Reasons for Designation	Green	Green	The messages are effectively communicated through a variety of personal and non-personal media.
Messages not related to reasons for designation	Green	Green	Messages 1 through 6 are depicted in film, exhibits, and/or guided tours of the site. Message 6 received a fair rating on account the town clock building is portrayed as a restoration rather than a reconstruction in the Parks Canada signage.
National Historic Sites Messages	Green	N/R	
Effectiveness of Media	Green		

Effectiveness of Communication (cont'd.)

Level of message	Rating: Conveys	Rating: Understanding	Comments
Audience Understanding	N/R		
Range and Complexity of Perspectives Presented	Green		
National Historic Sites General Values	Green		
Overall	Green		

Selected Management Practices

Practice	Rating	Comments
Inventory and Cultural Resource Evaluation	Green	
Respect for Cultural Resource Management Principles and Practices	Green	
Records	Green	
Maintenance Programs	Green	
Monitoring and Remedial Action	Green	
Overall	Green	

COMMEMORATIVE INTEGRITY EVALUATION: PRINCE OF WALES TOWER**Resource Condition**

Resource	Rating	Comments
Resources related to reasons for designation	Yellow	There continues to be some mortar/masonry failure and deterioration in roof structure, but not to the extent that they will threaten the overall structural integrity of the tower. The south gallery has collapsed and requires rebuilding with the original stones. A long-term stabilization plan is in place and will be implemented when funds are available.
Resources not related to reasons for designation: buildings and structures	N/A	
Resources not related to reasons for designation: objects	Green (-)	
Overall	Yellow (+)	

Effectiveness of Communication

Level of message	Rating: Conveys	Rating: Understanding	Comments
Reasons for Designation	Red	N/R	The interpretive panels at the site pre-date the Commemorative Integrity Statement and limit presentation to evolving artillery technology and the interpretive panels are inside the tower which is accessible for only two months of the year, when visitation to the site is year-round.
Messages not related to reasons for designation	Red	N/R	The annual shilling ceremony and its media coverage (PCA is a lead in its organization and delivery) is key to conveying these messages to the Halifax community at large. Otherwise these messages are communicated through other agencies, including the Point Pleasant Park Commission and various publications. The CI Evaluation team questioned whether the second message is not in fact part of communicating the national significance of Prince of Wales Tower.
National Historic Sites Messages	Red (+)	N/R	The HSMBC plaque and Parks Canada identity sign points to a federal presence at the Prince of Wales Tower NHSC. This presence will be further affirmed through the addition of a Canadian flag and corporate message panel to be located at the site in 2006-07.
Effectiveness of Media	Yellow (+)		Interpretation limited to interior, open only two months per year.
Audience Understanding	N/R		
Range and Complexity of Perspectives Presented	Yellow		The annual shilling ceremony conveys an important and long association between the site, the park and the local community. While the range of meanings the site may hold with various interests is not communicated (e.g., its place in a recreational and aesthetic setting), Parks Canada manages the site in a manner that complements the municipal park setting.
Overall	Red (+)		

Selected Management Practices

Practice	Rating	Comments
Inventory and Cultural Resource Evaluation	Green	
Respect for Cultural Resource Management Principles and Practices	Green (-) ↑	
Records	Green	
Maintenance Programs	Green	
Monitoring and Remedial Action	Green	
Overall	Green	

APPENDIX D

Historic Sites and Monuments Board of Canada Minutes

In 1935 the Historic Sites and Monuments Board of Canada recommended the designation of the Halifax Citadel, as follows:

That this Board, recognizing the historical importance of the Halifax Citadel, would express the opinion that steps should be taken to ensure its continued preservation.

In 1943 the Historic Sites and Monuments Board of Canada recommended the designation of the Prince of Wales Tower:

That the following inscription be confirmed: Prince of Wales Tower, 1796 - 98. The first of five Martello towers erected in and near Halifax between 1796 and 1828. The others were at Fort Clarence, York Redoubt, George's Island, and Mauger's Beach¹.

In 1962, the Historic Sites and Monuments Board of Canada recommended the designation of York Redoubt:

That as an integral part of the Halifax Defence System, already declared to be of national historical importance, the protective measures already taken by the Minister are to be commended, and the Board feels that the work of maintenance should be continued, and that in order to effect this, the York Redoubt should be transferred from the Department of National Defence to the Department of Northern Affairs and National Resources and developed as a national historic site.

In 1965, the Historic Sites and Monuments Board of Canada made the following recommendations:

1. That Halifax, along with Gibraltar, Malta and Bermuda, was one of the four principal naval stations of the British Empire during the 18th and 19th centuries and is of great national historical significance to Canada.

2. That the Halifax Defence System, including as it does a complete conspectus of shore defences from the late 18th century to the Second World War, is probably unique on the North American Continent and ought to be made available for future generations of Canadians.

3. That this does not necessarily mean that all these shore installations ought to be preserved, still less restored, but that representative examples of different styles and different periods should be protected from further deterioration with a view to possible future restoration.

4. That forts and batteries on the mainland are more obviously worthy of preservation and restoration at the present time but that although George Island and McNab are now relatively inaccessible, access may be provided in the not too distant future and they may, therefore, become available to popular inspection and appreciation.

5. That with these general principles in mind, the Board wishes to make the following specific recommendations:

(a) That the Department should proceed with plans to operate Prince of Wales Martello Tower as a national historic site, to fully restore, develop and operate the Halifax Citadel and York Redoubt, and to retain George Island for restoration and development on a phased basis as funds are made available and for operation as a national historic site when it becomes more

¹Of the other towers listed, there remains a portion of the one at York Redoubt.

accessible to the public. York Shore Battery should be stabilized and incorporated in the administration of York Redoubt.

(b) That Northwest Arm Battery should be turned over to the Point Pleasant Park Commissioners as is on the condition that it be protected.

(c) That Fort Ogilvie should be stabilized as ruins by the Department and transferred to the Point Pleasant Park Commissioners on the condition that it be protected. The Board recognizes that in negotiations with the Point Pleasant Park Commissioners for the transfer of Point Pleasant Park, the Minister may find it necessary to deal with Cambridge Battery and Point Pleasant Battery on the same basis as Fort Ogilvie but does not feel that the Minister should make a special effort to preserve them.

(d) That Fort McNab should be stabilized but not developed or operated until development of McNab's Island makes it more accessible. When recreational use of McNab's Island justifies it in the eyes of the Minister, he should operate Fort McNab as a national historic site. The remaining portion of McNab's Island within jurisdiction of the Minister of Northern Affairs and National Resources should be transferred to local authorities to be used for recreational purposes on condition that the permanent features of Fort Ives be not demolished.

(e) That the Minister is not justified in taking any action to preserve or protect Chain Rock Battery in Point Pleasant Park, Connaught Battery, Sandwich Battery, Strawberry Battery or Fort Hugonin.

APPENDIX E

Summary of Commemorative Integrity Statements

HALIFAX CITADEL

Statement of Commemorative Intent:

The Halifax Citadel is of national historic significance because of its role in the development of Halifax as one of four principal naval stations of the British empire during the 18th and 19th centuries and because it is an important element in the uniquely complete conspectus of shore defences (known collectively as the Halifax Defence Complex) that developed at Halifax between the 18th century and World War II.

Heritage Values:

- Strategic location on the peninsula which enabled it to defend the Halifax naval station and contribute to its role in the harbour defence system.
- Natural landscape and the setting which profoundly influenced the design of the fort itself and its relationship with the town's development as a naval station.
- View planes have strategic value to the military by providing visible links with both the elements of defence and the elements being defended.
- The design, function, form, proportion, and construction materials of these structures and their relationship to each other are integral to understanding the evolutionary role of the Halifax Citadel in protecting the naval station over time.
- Individually these resources provide links with the British and Canadian garrisons who manned the Citadel.
- The Halifax Citadel is one of the best surviving examples of a bastioned fortification in Canada.
- The bastion design is an indispensable part of the complete conspectus of defence technology found in the Halifax Defence Complex.

Key Messages:

- The Halifax Citadel is of national historic significance because of its role in the development of Halifax as a principal naval station of the British Empire and its contribution to the city's importance in Canadian History.
- The Halifax Citadel is of national historic significance because of its role in the Halifax Defence System over a two hundred and fifty year period.

YORK REDOUBT

Statement of Commemorative Intent:

York Redoubt and York Shore Battery are of national historic significance because of their evolving roles as part of the Halifax Defence System from the late eighteenth century to World War II in protecting one of the principal naval stations of the British empire and of Canada.

Heritage Values:

- Its unique cultural landscape which includes extant buildings, ruins and emplacements for guns, searchlights and position finding equipment associated with different defence systems over a century and a half period.
- Its strategic location on a high bluff commanding the surrounding terrain and overlooking the harbour entrance and McNabs Island enabling York Redoubt's defences to protect the port of Halifax as part of a defence system.
- Its natural landscape of rocky bluff and treed slope extending to an exposed shoreline provided the opportunity for the military engineers to incorporate the terrain's natural strategic advantages, like incorporating gun batteries into cliffs,

maintaining tree coverage as a screen, and suitable locations for various defence systems to be strategically placed.

- Its viewplanes which are linked to ranges of fire and fields of visibility associated with the searchlights and gun batteries that defended the entrance to Halifax Harbour.
- Tangible remains of an important part of the conspectus of shore defences from the 18th century to World War II.
- Individual elements are outstanding examples of particular types of military structures (e.g., East (RML) Battery, Fire Command Post, York Shore Battery).
- The appearance and fabric of the fortifications, buildings and other structures reflect military design and construction practices of various periods in the history of the site.

Key Messages:

- York Redoubt is nationally significant because of the evolving role it played as part of the Halifax defence system in defending the naval station, 1793-1956.
- York Shore Battery is nationally significant because of its role in the Halifax defence system during World War II.
- York Redoubt is nationally significant because of its extant, unique representative examples of an evolving defence technology spanning 150 year.

PRINCE OF WALES TOWER

Statement of Commemorative Intent:

Prince of Wales Tower is of national historic significance because of its role in the development of Halifax as one of the four principal naval stations of the British empire during the 18th and 19th centuries; because it is an important element in the uniquely complete conspectus of shore defences that developed at Halifax between the 18th century and World War II, and because of its significance as a type of military architecture.

Heritage Values:

- Its strategic location on Point Pleasant bounded by the inner harbour channel and the Northwest Arm enabled it to defend the port of Halifax as part of a defence system.
- It is the first of five Martello Towers in Halifax and an early example of coastal defence towers adopted for use in England and her colonies.
- Its design encompasses an early example of the round defensive tower.
- Its appearance and fabric reflect evolution and use from various periods of the history of the site.
- It has an important role as a unique component within the Halifax Defence Complex.

Key Messages:

- Prince of Wales Tower is nationally significant because of its role in the development of Halifax as one of the four principal naval stations of the British Empire during the 18th and 19th centuries.
- Prince of Wales Tower is nationally significant because it is an important element in the uniquely complete conspectus of shore defences.
- Prince of Wales Tower is nationally significant as a type of military architecture; an early example of coastal defence towers which became a standard element of British coastal defences.

GEORGES ISLAND

Statement of Commemorative Intent:

Georges Island NHS is of national historic significance because of its role as part of the Halifax Defence System which protected one of the principal naval stations of the British empire during the 18th and 19th centuries and for its representative examples of the conspectus of shore defences.

Heritage Values:

- The location and context of the island site, with viewplanes allowing it to dominate the harbour channel and its location was integral to the overall defence system.
- The structures on the island are tangible evidence of the conspectus of defence technology from the 19th and early 20th century, which are valued for their original locations, forms, materials, functions and relationships to one another.
- The evolution of the technology and fortifications on the island, as components of the island's defensive system and vital support structures.

Key Messages:

- The story of the imperial naval station, including its essence, its organization and components, the rationale for choosing Halifax and the strategic importance of the harbour.
- The role of Georges Island as part of the Defence Complex, in defending Halifax.
- The island's exceptional conspectus of defence technology, including the evolution and technology of artillery, the theory of fortification and its change over time, the development of harbour mining.

FORT MCNAB

Statement of Commemorative Intent:

Fort McNab is of national historic significance because of its role as part of the Halifax Defence System in protecting one of the principal naval stations of the British empire and of Canada between the 1880s and 1940s; and for its representative examples of defence technology and ordnance.

Heritage Values:

- Strategic location on an island at the mouth of the harbour, enabling it to defend the port of Halifax as part of a defence system.
- Natural landscape of gently rising, rock free hills enabled military engineers to create a textbook example of the new style of coastal fortification adopted in the 1880s.
- Unique cultural landscape with extant buildings, ruins and emplacements for guns, searchlights, and range finding equipment.
- Integral contribution of resources to the function of Halifax's innovative and initial breech-loading fort.
- Resources represent a conspectus of shore defences from 1888 to 1945.
- Resources are directly linked to the harbour's defence system.
- Resources illustrate the importance and provide an understanding of the naval station.
- Individual elements are particularly outstanding examples.

Key Messages:

- Fort McNab is nationally significant because of its role in the defence of a principal naval station of the British Empire and after 1906 of the Dominion of Canada.
- Fort McNab is nationally significant because of its role as part of the Halifax harbour defence system.
- Fort McNab is nationally significant because of its exceptional representative examples of defence technology and ordnance.

APPENDIX F

Selected References

- Filiatrault, Michelle and Cynthia Staicer. *Species at risk and biodiversity survey of York Redoubt National Historic Site*. Halifax: Dalhousie University (2004)
- Nova Scotia Department of Natural Resources. *Park Management Plan McNabs and Lawlor Islands Provincial Park* (2005)
- Parks Canada. *Halifax Defence Complex National Historic Sites Management Plan* (1993)
- . *The Halifax Citadel National Historic Site Management Plan* (1994)
- . *Parks Canada Guiding Principles and Operational Policies* (1994)
- . *Parks Canada Guide to Management Planning* (2000)
- . *Engaging Canadians: Parks Canada's Strategy for External Communications* (2001)
- . *Custom Visitor Survey 2002 Halifax Citadel National Historic Site of Canada: Preliminary Report* (2002)
- . *Custom Visitor Survey 2002 York Redoubt National Historic Site of Canada: Preliminary Report* (2002)
- . *Mainland Nova Scotia Field Unit Engaging Canadians Strategy 2004-2007* (2004)
- . *Fort McNab National Historic Site Commemorative Integrity Statement* (1996)
- . *Georges Island National Historic Site Commemorative Integrity Statement* (1996)
- . *Halifax Citadel National Historic Site Commemorative Integrity Statement* (1997)
- . *Prince of Wales Tower National Historic Site Commemorative Integrity Statement* (1999)
- . *York Redoubt National Historic Site Commemorative Integrity Statement* (1999)
- Willison, J.H. Martin. *Inventory of ecological values on George's Island*, Halifax County. Halifax: Dalhousie University (1996)
- Willison, J.H. Martin, Bill Freedman, Andrew Horn and Chris Miller. *Inventory of Ecological Values on McNab's Island*, Halifax County (1996)

APPENDIX G

Acknowledgements

This management plan was developed with the input of a number of individuals and organizations. Thanks go to all those who took the time to share their thoughts with the planning team, or to attend a focus group session or open house.

Special thanks are extended to:

**The Halifax Citadel Regimental Association
and the Army Museum**

**Halifax Regional Municipality planning
and real property staff**

**Department of Natural Resources
for use of aerial photography**

Friends of McNabs Island Society

Parks Canada staff, Mainland Nova Scotia Field Unit

Parks Canada Management Planning Team

Charles Burke
Archaeologist, Atlantic Service Centre

Dave Danskin
*Manager of Heritage Presentation and Visitor Services
Mainland Nova Scotia Field Unit*

Linda Frank
*Field Unit Superintendent
Mainland Nova Scotia Field Unit*

John Johnston
*Historian, Atlantic Service Centre
and Mainland Nova Scotia Field Unit*

Ron McDonald
*Manager, Cultural Resource Management Section
Atlantic Service Centre*

Wayne Moug

Military Curator, Atlantic Service Centre

Warren Peck

Asset Manager, Mainland Nova Scotia Field Unit

Alannah Phillips

A/Manager of External Relations, Mainland Nova Scotia Field Unit

Soonya Quon

Management Planner, Atlantic Service Centre

Tanya Taylor White

Manager of External Relations, Mainland Nova Scotia Field Unit

Additional support from:

Heather Barton

Debra Betts

Denise Graham

Jennifer Stevens

Rick Smith