



KINGSTON FORTIFICATIONS

NATIONAL HISTORIC SITE
OF CANADA

Management Plan



Parks Canada
Parcs Canada

Canada 

Cover photo: Shoal Tower, Fort Frederick and Cathcart Tower, Royal
Canadian Horse Artillery Brigade Association

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February, 2007

Foreword



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

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

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

We see a future in which these special places will further Canadians' appreciation, understanding and enjoyment of Canada, the economic well-being of communities, and the vitality of our society.

Our Government's vision is to build a culture of heritage conservation in Canada by offering Canadians exceptional opportunities to experience our natural and cultural heritage.

These values form the foundation of the new management plan for Kingston Fortifications National Historic Site of Canada. I offer my appreciation to the many thoughtful Canadians who helped to develop this plan, particularly to our dedicated team from Parks Canada, and to all those local organizations and individuals who have demonstrated their good will, hard work, spirit of co-operation and extraordinary sense of stewardship.

In this same spirit of partnership and responsibility, I am pleased to approve the Kingston Fortifications National Historic Site of Canada Management Plan.

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

John Baird
Minister of the Environment

This Plan has been recommended for approval by:



Alan Latourelle
Chief Executive Officer
Parks Canada Agency



Gavin Liddy
Field Unit Superintendent
Eastern Ontario, Parks Canada Agency

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1.0 INTRODUCTION

The Kingston Fortifications National Historic Site of Canada was commemorated as a national historic site in 1989 because of its role in the defence of Kingston harbour, the southern terminus of the Rideau Canal, the Naval Dockyard and Kingston as a military station.

This is a management plan for the Martello towers - Cathcart, Murney and Shoal towers and Fort Frederick - that comprise four of the five elements of the Kingston Fortifications National Historic Site. Cathcart, Shoal and Murney towers are administered by the Parks Canada Agency, while Fort Frederick is administered by the Department of National Defence. The Department of National Defence has agreed to include Fort Frederick in this management plan to address issues and challenges common to all four towers. The remaining element of the complex consists of Fort Henry, for which a separate management plan has been prepared.

1.1 PURPOSE OF THE MANAGEMENT PLAN

A management plan is a strategic guide for future management of a national historic site. It is required by the *Parks Canada Agency Act (1998)*, guided by public consultation and approved by the Minister of the Environment. The Act requires that a management plan be prepared for every national historic site administered by the Agency, to be tabled in Parliament every five years. The management plan directs the long-term conservation, presentation and operation of a national historic site. It constitutes the framework within which subsequent management, work planning, and implementation will take place. The plan identifies the various issues that need to be resolved and presents objectives and actions to resolve them. The Eastern Ontario Field Unit is responsible for the implementation of the management plan.

Although the plan has a 10-15 years life span, it is reviewed every five years to reflect new conditions, policy direction and legislation. Amendments

resulting from a review will be tabled in Parliament. This is the first management plan for this site

The management plan for the Kingston Fortifications is a document that constitutes local expression of the general policies of Parks Canada. The goal of this management plan is to ensure the commemorative integrity of the four towers, including the application of cultural resource management principles and practice. While respecting this primary goal, the management plan also guides the provision of appropriate opportunities for public appreciation and enjoyment, and the administration of the site.

1.2 PREPARATION OF THIS MANAGEMENT PLAN

The basis of this management plan is the Commemorative Integrity Statement (CIS) for the Kingston Fortifications. The CIS was developed by a multi-disciplinary team, including specialists in cultural resource management from Parks Canada's Ontario Service Centre, the Department of National Defence, the Royal Military College Museum, and the Kingston Historical Society. An evaluation of the state of commemorative integrity of the towers, carried out in 2002, provided valuable insights into issues that needed to be addressed in the planning program. These two documents along with consultations with key stakeholders formed the basis for the management plan.

In 2005, draft management proposals were prepared by the Parks Canada planning team. Consultations took place with the City of Kingston, the Kingston Historical Society, the Department of National Defence, the Royal Military College of Canada Museum, the St. Lawrence Parks Commission, St. Lawrence Islands National Park of Canada and the Mohawks of the Bay of Quinte. The general public was consulted through a newsletter summarizing the planning proposals and a public open house in May 2006. Public comments were recorded, analyzed and used to produce the final version of the management plan. Following this consultation, the

management plan was drafted and submitted for environmental assessment to ensure that proposed management actions would not cause adverse environmental impacts at the site. The plan was subsequently submitted to the Minister of the Environment for approval.

1.3 LEGISLATIVE AND POLICY CONTEXT FOR THE MANAGEMENT PLAN

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

Parks Canada Agency Act (1998)

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

Parks Canada Guiding Principles and Operational Policies (1994)

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

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

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

values in actions affecting cultural resources, and monitoring and review.

Parks Canada Guide to Management Planning (2000)

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

The Policy on Management of Real Property

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

This new and comprehensive policy requires that, among their other asset management responsibilities, managers of federal heritage buildings, must ensure that:

- conservation advice is sought from Parks Canada’s Federal Heritage Buildings Review Office (FHBRO) for *recognized* heritage buildings; and
- consultations with the FHBRO are undertaken before taking any action that could affect the heritage character of a *classified* building.

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

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

2.0 KINGSTON FORTIFICATIONS NATIONAL HISTORIC SITE OF CANADA

2.1 ROLE OF THE KINGSTON FORTIFICATIONS IN THE FAMILY OF NATIONAL HISTORIC SITES

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

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

Role of Kingston Fortifications in the National Historic Sites System

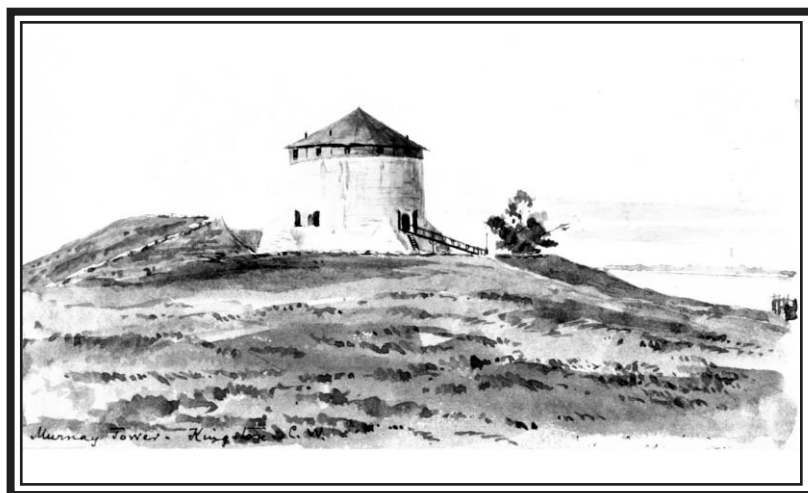
The *National Historic Sites of Canada Systems Plan* identifies historic themes and site representation through the current system of national historic sites. The Kingston Fortifications is an important representation of the "Military and Defence" sub-theme, which is part of the "Governing Canada" theme.

2.2 SITE CONTEXT

The Kingston Fortifications National Historic Site consists of a complex of non-contiguous elements located in and around Kingston harbour. The five elements include Fort Henry and Fort Frederick in addition to Cathcart, Murney and Shoal towers. It is important to note that the historic value of the fortifications resides more in the inter-relationship of the elements rather than in any intrinsic value of any individual part. Figure 1 illustrates the regional context of the Kingston Fortifications and Figure 2 illustrates their location within the City of Kingston.

2.3 HISTORICAL CONTEXT

During the first half of the 19th century, the British Army employed Martello towers as an effective means of coastal defence throughout the British Empire. In effect, Martello towers were circular, elevated gun platforms capable of mounting one to three guns and housing a gun crew to deploy them. Made of solid masonry construction, they contained stores and powder magazines, bomb-proof vaulted barracks, and a parapeted terreplein from which the guns were fired.



Murney Tower, by Lt. Col. John Elgee, c. 1865
National Army Museum, London

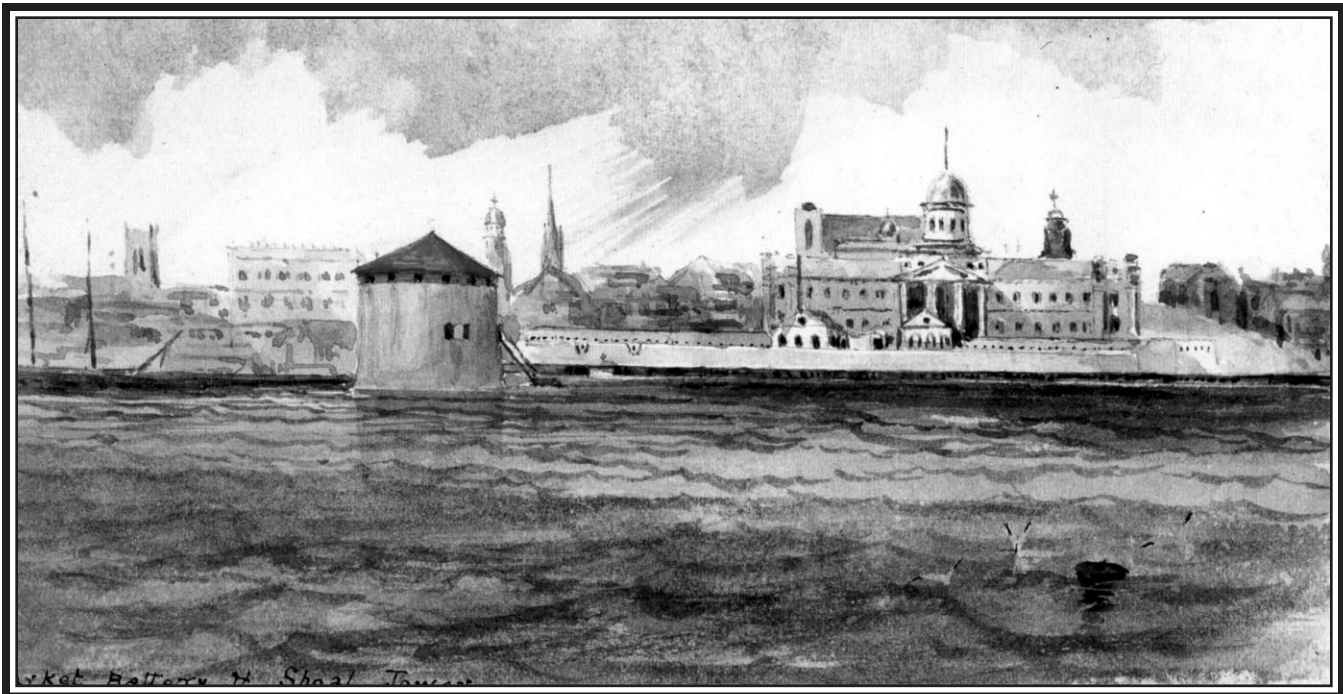
The four towers in Kingston are the most sophisticated Martello towers built in British North America. Their location in a semi-circle around the harbour conveys their essential purpose as defensible platforms for guns. Working in concert they provided a defensive system of interlocking fields of fire. The presence of Fort Henry along with the four towers illustrates the strategic importance of Kingston as the citadel of Upper Canada.

The Kingston Fortifications cannot be understood without reference to the geographic significance - in both military and commercial terms - of what is now the Kingston harbour area. A natural harbour, it is situated at the mouth of the Cataraqui River and at the eastern end of Lake Ontario where the St. Lawrence River begins. Before the coming of the railways, water transportation was virtually the only means to move goods and people in or out of the Great Lakes region, and this place was the gateway to the Great Lakes.

With the outbreak of war in 1812, the British built a number of defensive works around the harbour, including batteries, and blockhouses at Point Henry, Point Frederick and Murney Point, to protect the vitally important Royal Navy and Provincial Marine depot and dockyard on Navy Bay.

In the years following the war, the town of Kingston evolved into a significant commercial, political, naval and military centre in the colony of Upper Canada. With the completion of the Rideau Canal in 1832, the town's importance as a key transportation hub increased. To protect the southern terminus of this military canal, the British undertook construction of a new fortification atop Point Henry that was unprecedented in terms of its scale, design and cost, anywhere in British North America west of Quebec City.

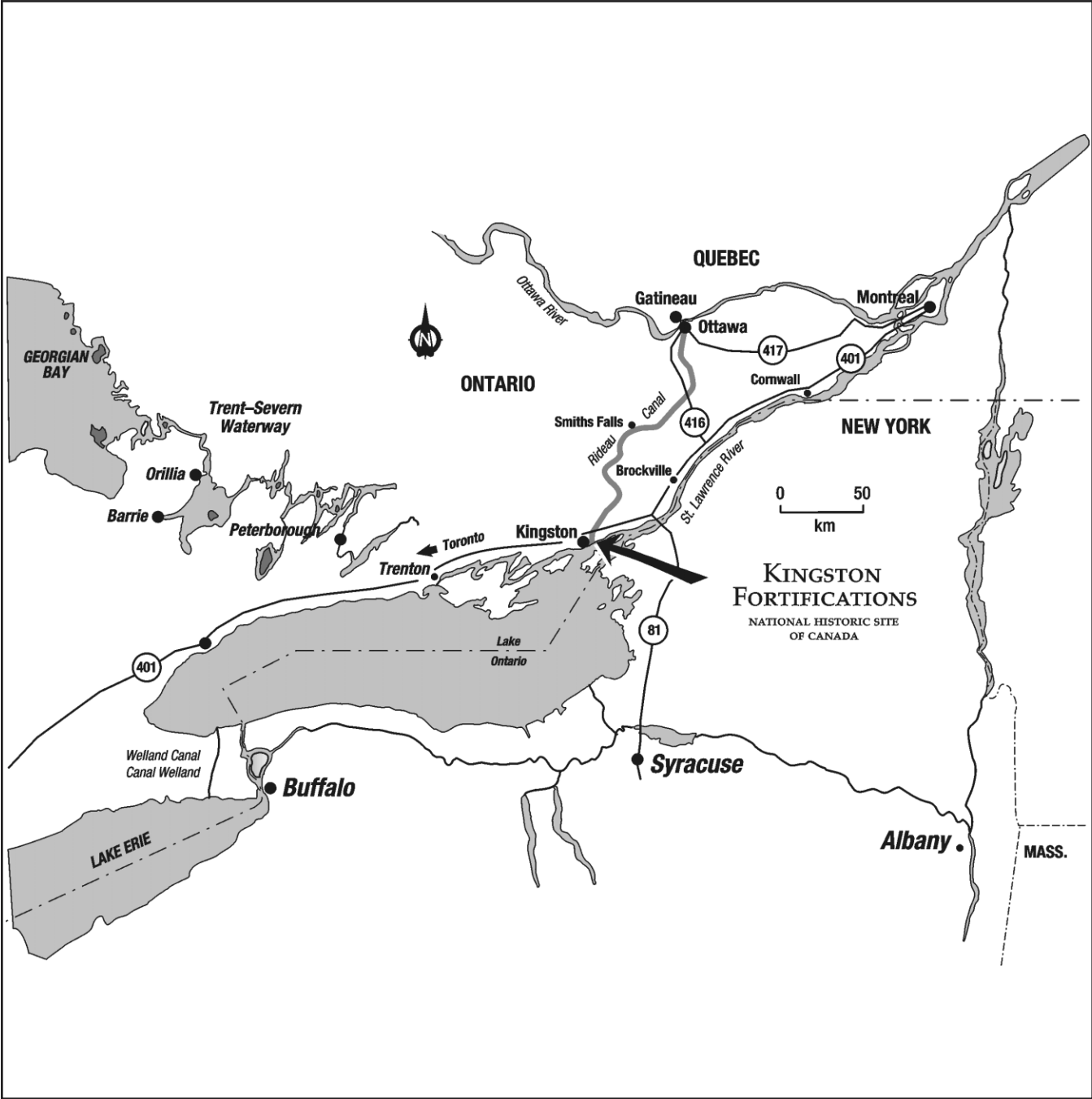
By the mid-1840s, Anglo-American tensions were at a critical point over the Oregon boundary, and the threat of war with the United States prompted



*Shoal Tower, Market Battery and Kingston City Hall, Lt. Col. John Elgee, c. 1865
National Army Museum, London*

Figure 1

KINGSTON FORTIFICATIONS
NATIONAL HISTORIC SITE OF CANADA
Regional Context



colonial authorities to further strengthen Fort Henry. At the same time, to provide the town, the canal and the dockyards with a more comprehensive defensive system, the British rebuilt Fort Frederick and constructed the Market Battery (the present site of Confederation Park in front of Kingston City Hall) along with Shoal, Murney and Cathcart towers.

Upon completion in 1848, the Kingston defences, anchored by Fort Henry, provided the town, the navy yard and the Rideau Canal with substantial fortifications with ample firepower to repel attack. They could act in an integrated manner offering overlapping fields of fire to systematically protect the vital British facilities in Kingston.

Kingston's fortifications were never tested in war, and within a few years of their construction, the defensive qualities of these imposing structures had been rendered obsolete with the advent of improved artillery. By 1870, the British garrison was gone and the fortifications themselves were reduced to serve as training and storage facilities for the fledgling Canadian army.

Five of the six major defensive works survive, the Market Battery having been destroyed in the 1870s, and the historic role of the Kingston Fortifications is still clearly evident. Despite some modern development on the waterfront, the four Martello towers remain dominant features that cast dramatic profiles from nearly every perspective in and around the harbour. The collective presence of the towers speaks to the idea of an imposing, defensive system and to the historic importance of this place that called for such defences.

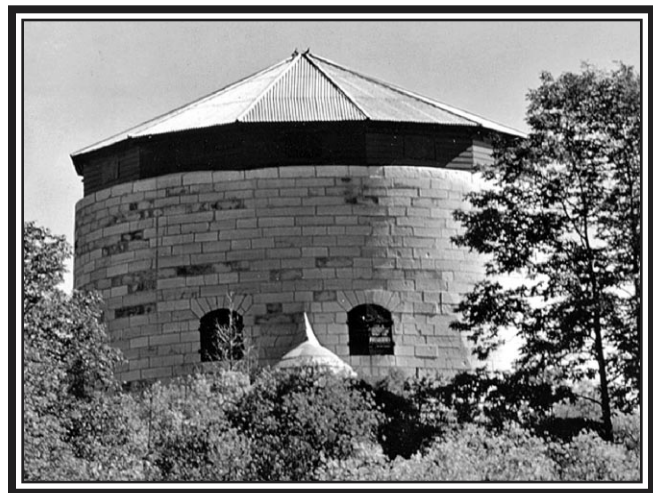
Today the historic role of the Kingston defences is enhanced by the continued tangible relationship between Fort Henry, the four Martello towers and the former site of the Market Battery.

2.4 DESCRIPTION OF THE SITE

The Fortifications

Cathcart Tower

Located on the western tip of Cedar Island, which forms part of St. Lawrence Islands National Park of Canada, this fortification consists of a Martello tower, surrounded by a shallow ditch and, in turn, encompassed by a glacis extending to the shoreline on three sides. The guns of Cathcart Tower covered the eastern approaches to Kingston harbour via the North Channel of the St. Lawrence River. It is clearly visible from the advanced battery at Fort Henry. The tower is not open to the public.

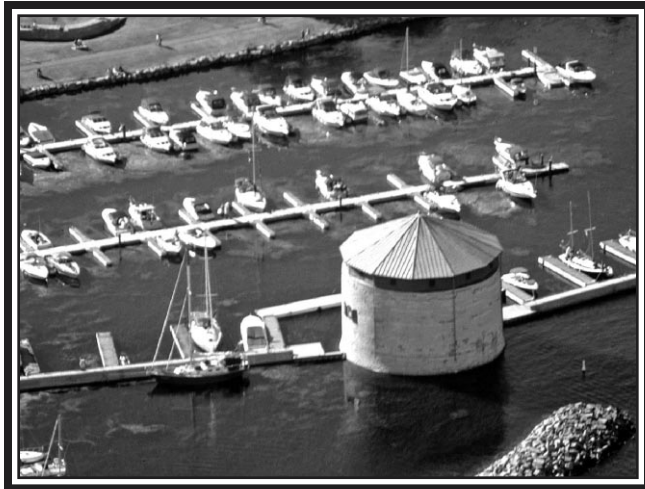


Cathcart Tower, Parks Canada

Shoal Tower

Built on a shoal in the harbour 100 metres from the shore, this structure consists of the tower plus the bed of the Kingston harbour extending six metres from the base of the tower, where submerged rubble and cribbing associated with the tower's construction in 1846-1847 are located. Shoal Tower had a commanding field of fire of Kingston's commercial harbor and the entrance to the Rideau Canal. It is the most prominent of all the towers owing to its location adjacent to Confederation

Park, the Confederation Basin marina and Kingston City Hall. Shoal Tower is not open to the public except on special occasions.



Aerial view of Shoal Tower, Parks Canada

Murney Tower

Built on a triangular point of raised ground known as Murney Point, this part of the system consists of the tower and the encircling ditch and glacis. The property owned by Parks Canada consists of a square block of land surrounding the site delineated by the counterscarp and parapet wall. Located on the shore west of the harbour, the guns on Murney Tower were intended to cover the western approaches to the town. Today the tower is located in Macdonald Park, an attractive waterfront park



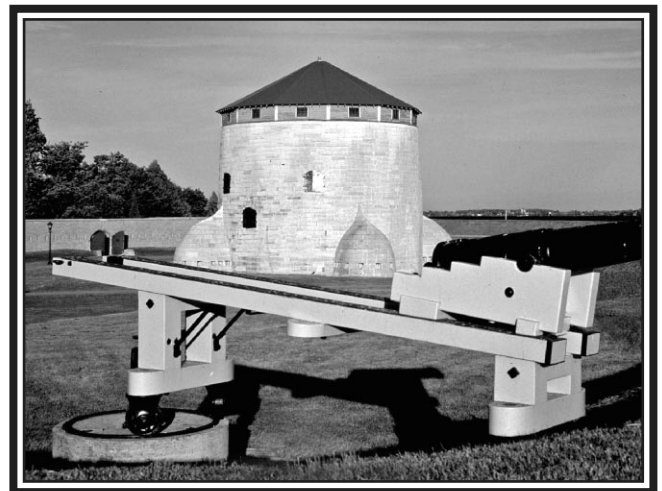
Murney Tower, c. 1905, Parks Canada Collection

located along King Street. It has been leased to the Kingston Historical Society for use as a museum since 1925.

Murney Tower was commemorated as a national historic site in 1930, distinct from the Kingston Fortifications designation.

Fort Frederick

Fort Frederick is the most elaborate of the Martello towers. It is located on Point Frederick, the site of the Royal Military College of Canada. The fort is strategically placed at the southern tip of the point and consists of a tower and ditch enclosed within an earthwork and masonry curtain wall. The tower is used as the Royal Military College of Canada Museum. Its field of fire covered Navy Bay to the east, the north channel of the St. Lawrence River on the south and the entrance to the Rideau Canal on the west. Fort Frederick forms part of Point Frederick Buildings National Historic Site of Canada



Fort Frederick, Parks Canada

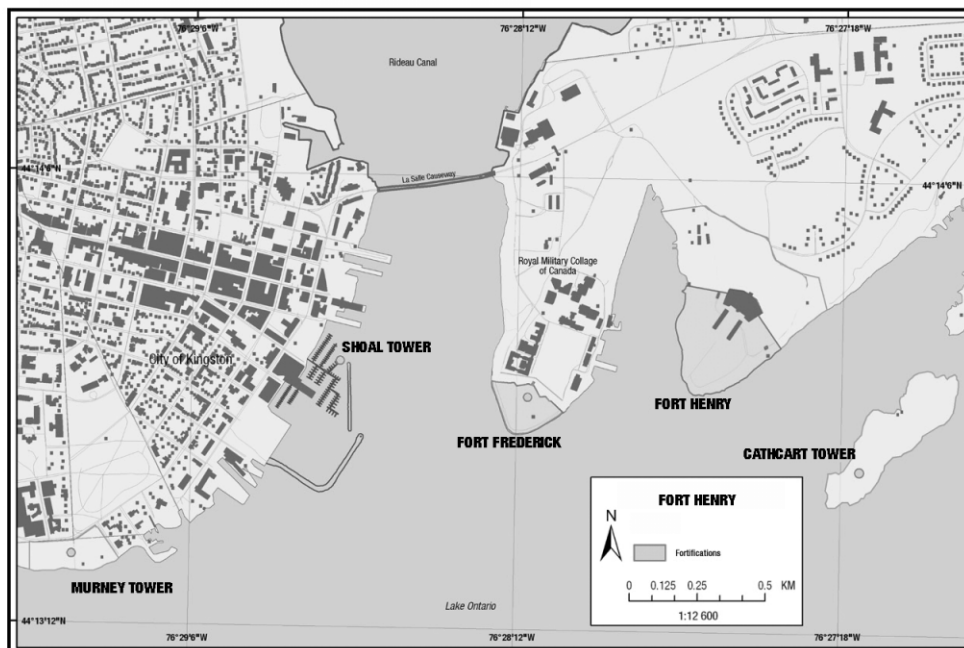
Archaeological Sites

Although archaeological investigations have been limited, significant archaeological resources exist at each of the tower locations. Known archaeological resources include the remains of the 1846 cofferdam

Figure 2

KINGSTON FORTIFICATIONS
NATIONAL HISTORIC SITE OF CANADA

Local Context



and crib-work surrounding Shoal Tower, extensive drainage systems at Murney Tower, and privy and structure foundations at Cathcart Tower and Fort Frederick. In addition, in situ remains of occupation layers, features and middens provide data necessary to the understanding and appreciation of the construction, operation, and habitation of the towers.

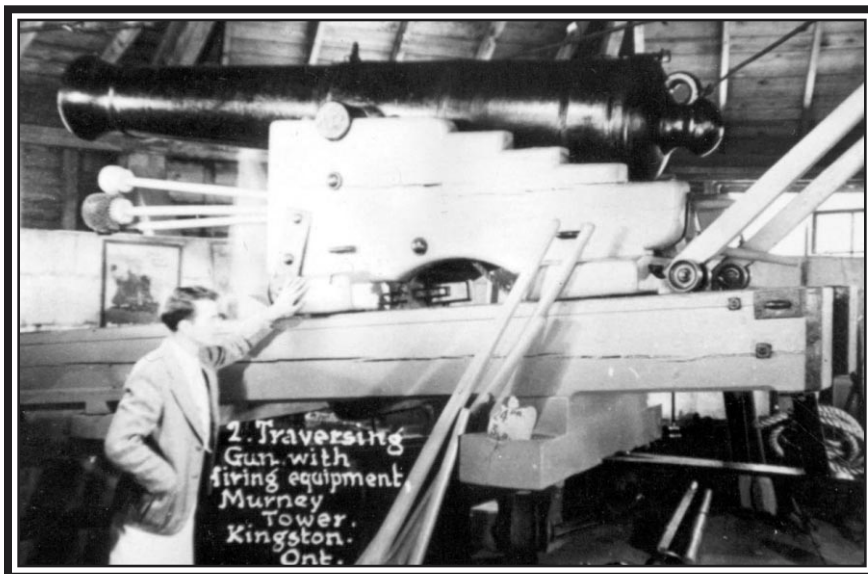
There is considerable potential for the existence of additional archaeological features adjacent to Murney, Cathcart towers and Fort Frederick.

Historic Objects

The historic objects that symbolize or represent the national significance of the site include in situ ordnance, gun carriages, traversing platforms, hot shot furnaces, plus cannon balls and gun equipment. The archaeological collection consist of artifacts associated with the occupation and operation of the towers during their military occupation, and for Murney Tower up to the time of its present function as a museum.

Cultural Landscapes

A cultural landscape is a geographical area that has been modified for a specific purpose or given special meaning. Cultural landscapes associated with the towers include the glacis surrounding Cathcart and Murney towers and the earthwork and masonry curtain wall around Fort Frederick. The views and visual linkages between the towers and Fort Henry, and over Kingston harbour, are also important elements of the historic value of the fortifications.



Interior of Murney Tower, 1938, Parks Canada Collection

3.0 COMMEMORATIVE INTEGRITY

3.1 CONCEPT OF COMMEMORATIVE INTEGRITY

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

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

3.2 THE COMMEMORATIVE INTEGRITY STATEMENT FOR THE KINGSTON FORTIFICATIONS

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

The commemorative integrity statement for the Kingston Fortifications identifies what is commemorated at the site and why. It determines which resources of the site are directly related to the reasons for designation, articulates their value and the objectives for their protection; and identifies the messages of national significance and objectives for their effective communication. As well, the CIS identifies other heritage values, cultural resources, and messages associated with the site.

3.3 STATEMENT OF COMMEMORATIVE INTENT

Commemorative intent refers to the reasons for a site's designation as a national historic site by the Historic Sites and Monuments Board of Canada. The Kingston Fortifications was declared a national historic site of Canada in 1989. The reason for its national significance is that:

It is a fortification system consisting of five extant elements - Fort Henry and Fort Frederick along with the Murney, Shoal, and Cathcart Martello towers - built for the defence of the Kingston Harbour, the southern terminus of the Rideau Canal, the Naval Dockyard and Kingston as a military station.

Those structures directly associated with the Kingston Fortifications dating from the 1832-1870 period are of national historic significance.

4.0 CURRENT SITUATION ANALYSIS

The current situation analysis identifies cultural resource management and operational issues that need to be addressed to ensure the commemorative integrity of the Kingston Fortifications. The statements below are informed by the commemorative integrity evaluation for the site, consultations with stakeholders, the public and Parks Canada policies for the operation of national historic sites.

4.1 THE FORTIFICATIONS

Shoal Tower is in good condition having undergone considerable conservation work in the 1990s. The barracks floor and lower wooden floor collapsed long ago and have virtually disintegrated. The brick walls of the lower level storerooms and the upper level gun platform remain extant.

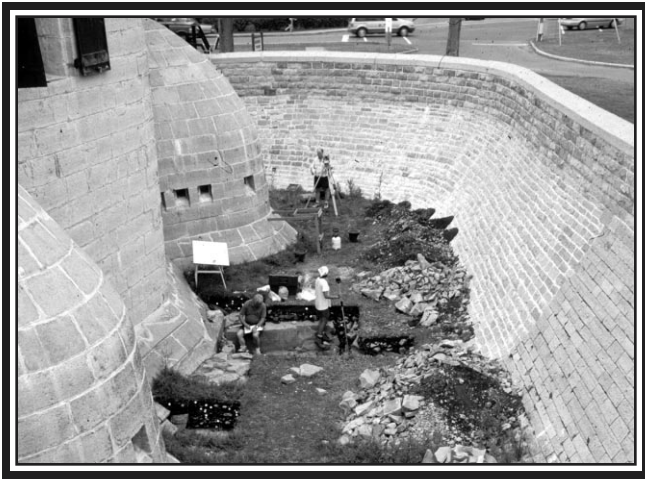
Murney Tower has undergone extensive stabilization in the past 5-6 years so that its condition is rated as good. The original pattern of floors is intact, the bottom floor partitions are intact as are many interior fittings. A maintenance program is in place at Murney and Shoal towers and their condition is monitored on a regular basis.

Cathcart Tower is in poor condition and needs extensive and urgent stabilization. The interior flooring elements have disappeared and the roof was blown off in a windstorm in 1998. In order to secure the building a modern roof was quickly constructed with the intention of replacing it with an historic roof when the building is stabilized. The condition of the tower is monitored on a regular basis.

Fort Frederick is in good condition. Major conservation work including roof repairs was undertaken in 2000.



Roof restoration in 2003, Murney Tower, Parks Canada



Excavation of east ditch, Murney Tower, 1998 - Parks Canada

4.2 ARCHAEOLOGICAL SITES

While there is no comprehensive inventory of archaeological sites associated with the Kingston Fortifications, a partial inventory does exist. The *in situ* archaeological sites on Parks Canada land at Murney Tower have been inventoried and are in stable condition. Archaeological sites related to the tower on city-owned property have not been inventoried or evaluated. Since there is no information on their location, historic value and condition, their integrity could be compromised by construction activities.

There has not been a full inventory of *in situ* archaeological sites adjacent to Cathcart Tower. Consequently, these resources are under threat owing to their vulnerable nature and lack of security at the site.

The remains of the cofferdam surrounding Shoal Tower are stable and legible. The site extends beyond the boundary of Parks Canada property onto the water lot now owned by the Department of Fisheries and Oceans but soon to be transferred to the City of

Kingston. These resources will then not be under federal jurisdiction and their long-term conservation needs to be assured as part of the transfer.

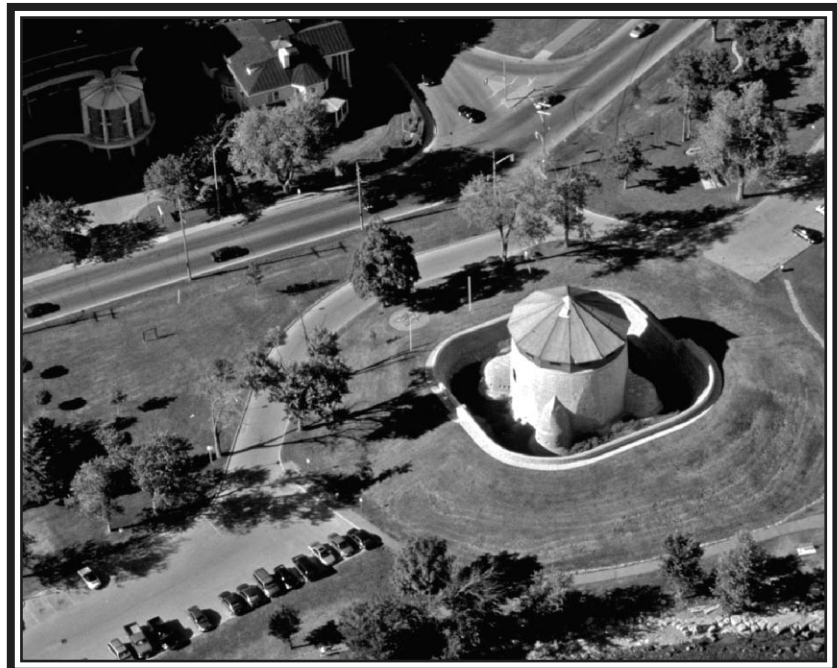
4.3 HISTORIC OBJECTS

There is no inventory of the surviving military equipment in the towers and few condition assessments of these objects have been prepared. As noted in the evaluation of commemorative integrity, these objects are in stable condition. However, there is a need to inventory, evaluate and monitor the condition of the moveable objects in the Parks Canada collection to ensure their proper conservation.

All retrieved archaeological artifacts are in stable condition and have been inventoried and need to be evaluated. The analysis of artifacts has been site specific and they have not been analyzed in the context of the defence complex.

4.4 CULTURAL LANDSCAPES

Since the towers were built, their settings have evolved with the growth and development of Kingston. Shoal Tower was once isolated but is now at



Aerial View of Murney Tower, Parks Canada



Aerial view of Cathcart Tower on Cedar Island, Parks Canada

the western edge of the Confederation Basin marina and partially enclosed by a breakwater. Murney Tower was originally at the edge of the city but is now in the middle of Macdonald Park and adjacent to a main arterial street. Only Cathcart Tower on Cedar Island has retained its original undeveloped natural setting, although vegetation has taken hold and partially obscured the site.

The visual relationship between the elements of the fortifications system is largely intact. However, vegetation growth is beginning to compromise the legibility of the inter-relationship between the elements of the fortifications. This is especially evident in the view of the towers from Fort Henry. In addition, the heritage character of the towers, including the viewscales, could be compromised if inappropriate development and land uses occur in the vicinity

4.5 HERITAGE PRESENTATION

Public access to Murney Tower and Fort Frederick provides visitors with an opportunity to experience these rare and unusual fortifications first hand. Visitors are thus able to fully appreciate their role and significance as part of the fortifications system thereby

resulting in a meaningful and memorable visitor experience.

The Historic Sites and Monuments Board of Canada plaque, located at the site of the former Market Battery in front of Shoal Tower, provides an explanation of the national historic significance of the fortifications. However, there is no systematic delivery of the nationally significant messages of the towers as a defensive system and the reasons for designation.

The current presentation program at Murney Tower and Fort Frederick is good at communicating the values of each tower individually. The presentation by the Kingston Historical Society at Murney Tower is focused on the design of the structure and its occupation in the 19th century. The museum collection consists of ordnance, carronades and domestic artifacts that depict the life of the soldiers and families who lived inside. The Royal Military College of Canada Museum in Fort Frederick presents the military function of the tower along with a collection of artifacts related to the history of the Royal Military College of Canada. At both Fort Frederick and Murney Tower, visitors receive a message about the inter-relationship between the fortifications. General national historic site values are not adequately conveyed. The level of public understanding of these messages is not known.



*Royal Military College of Canada Museum in Fort Frederick
Photo courtesy of Department of National Defence*

The evaluation of the current heritage presentation program concluded that both the reasons for designation and other heritage messages were not adequately presented to the public.

4.6 VISITOR USE AND OPERATIONS

Murney Tower is the only one of the three towers administered by Parks Canada that is open to the public. The tower has been operated as a museum by the Kingston Historical Society since 1925 under a lease agreement with Parks Canada. It is open to the public from mid-May until Labour Day. Visitors park in the nearby public parking area in Macdonald Park.

The difficulty of access and lack of services are serious limitations to any adaptive use of Shoal and Cathcart towers. Parks Canada has opened Shoal Tower for special events but has no plans to open the site on a continuing basis.

The anticipated transfer of the water lot encompassing the Confederation Basin marina and Shoal Tower from the Department of Fisheries and Oceans to the City of Kingston will vest ownership of the bed surrounding Shoal Tower with the city. There is a need to ensure unimpeded access across the water lot for access to and maintenance of the tower.

4.7 PARTNERSHIP AND COMMUNITY INVOLVEMENT

There is a long history of community involvement in the preservation of the Kingston Fortifications. Especially noteworthy is the occupation of Murney Tower by the Kingston Historical Society. The use of Murney Tower and Fort Frederick as museums has provided opportunities for the public to visit these sites for many years. The City of Kingston has identified the towers as their symbol and has recognized their historic value in their planning documents. Strong links have been developed between Parks Canada and the Royal Military College Museum with regard to the conservation and presentation of Fort Frederick.

5.0 A SHARED VISION FOR THE KINGSTON FORTIFICATIONS IN 2021

A vision for a national historic site is a description of the desired state of the site at the end of 15 years. The long-term vision for the Kingston Fortifications in 2021 was developed with input from stakeholders and has guided the development of the management direction presented in this plan.

- The long-term protection of the fortifications is assured by Parks Canada and, in the case of Fort Frederick, by the Department of National Defence, through sound conservation programs.
- The historic setting of the towers is protected by municipal and federal land use planning and management policies that recognize the need to protect the open space surrounding the towers and the views to and from them.
- Canadians and visitors are provided with a memorable and meaningful visitor experience that enables them to understand the reasons for the designation of the Kingston Fortifications as a national historic site and to appreciate its heritage values.
- Fort Frederick and Murney Tower continue their function as museums providing public access to two of the four towers. This allows visitors to see how the towers were constructed, their internal layout and how they functioned as part of the system of fortifications. Visitors will have a unique opportunity to experience first hand these rare and unusual fortifications thereby providing for a memorable visitor experience.
- A strong sense of awareness and support within the Kingston community contributes to the site's long-term protection and presentation.

6.0 MANAGEMENT OBJECTIVES AND ACTIONS

6.1 OVERALL MANAGEMENT OBJECTIVES

The objectives of the management plan are:

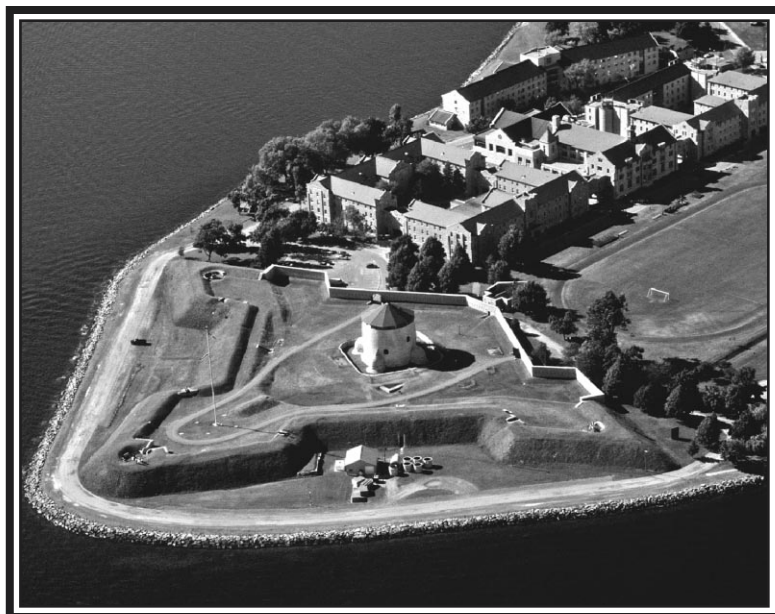
- to ensure the protection of the cultural resources of the site;
- to provide opportunities for a memorable visitor experience and convey messages of national significance to visitors;
- to promote the use and development of adjacent lands that respect the military character of the towers; and
- to ensure the application of cultural resource management principles and practices in any actions affecting cultural resources.

The management objectives for the Kingston Fortifications are broad in scope. This next section specifies the actions necessary to meet these objectives.

6.2. MANAGEMENT ACTIONS: HERITAGE PROTECTION

Objectives:

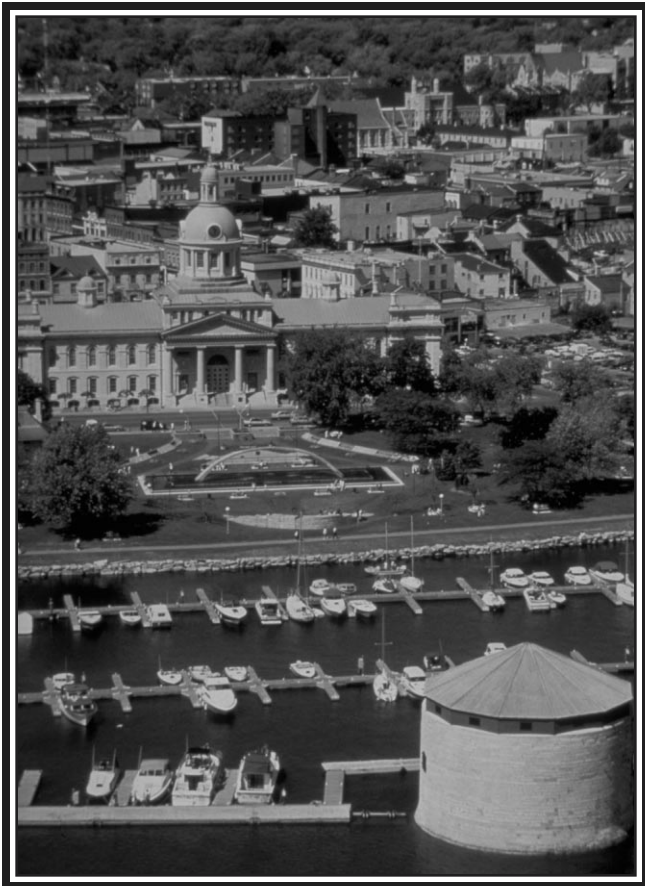
- Cultural resources are not impaired or under threat.
- An ongoing program of monitoring, maintenance and remedial action ensures the long-term protection of the built heritage resources.
- The principles of cultural resource management are applied to all operational programs that affect cultural resources such as visitor services and site operation agreements.
- The military heritage character of the towers and their setting is preserved.



Aerial view of Fort Frederick, Parks Canada

Management Actions: The Fortifications

- Parks Canada and the Department of National Defence will continue their current program of monitoring, maintenance and conservation to protect the historic fabric of their respective towers (Shoal, Murney, Cathcart and Fort Frederick).
- Cathcart Tower will be stabilized to prevent further deterioration.
- Parks Canada will continue to provide information on cultural resources management practices and training opportunities to the Department of National Defence, to promote the conservation of Fort Frederick.
- Parks Canada will manage the built heritage resources of Shoal, Cathcart and Murney towers in a manner that will ensure their integrity and promote respect for and understanding of their historic values.



Aerial view of Shoal Tower and Kingston City Hall, Parks Canada

Management Actions: Cultural Landscapes and Viewscapes

The preservation of the historic setting and viewscapes associated with the towers depends upon the actions of other bodies with jurisdiction over adjacent lands. To ensure that these values are recognized and preserved, Parks Canada will develop a historic landscape conservation study in partnership with the St. Lawrence Parks Commission, the City of Kingston, the Department of National Defence, the Kingston Historical Society and St. Lawrence Islands National Park. The study will consist of the following elements:

- An identification of the desirable state of the adjacent lands to reflect the 19th century military

function of the towers as components of the Kingston Fortifications.

- A viewscape assessment that will identify the views to and from the towers and Fort Henry that are essential to the public's understanding of their function.
- Direction for the protection of the heritage character of the associated landscape of Cathcart Tower, which is located on Cedar Island within the boundaries of St. Lawrence Islands National Park.
- Assessment of protection options, including municipal designations under the *Ontario Heritage Act*, to protect the settings of Shoal and Murney towers.
- Recommendations for the management of the property surrounding Murney and Shoal towers to guide management decisions concerning the conservation of the cultural landscapes that reflect the 19th century military function of the towers.

Management Actions: Archaeological Sites

To ensure that *in situ* archaeological sites associated with the Kingston Fortifications are protected, Parks Canada will:

- in partnership with the City of Kingston, undertake an inventory of archaeological sites adjacent to Murney Tower and encourage the appropriate designation of lands in Macdonald Park to protect these archaeological resources;
- undertake an inventory of archaeological sites associated with Cathcart Tower;
- continue the exchange of information with the Department of National Defence on archaeological matters for the protection of archaeological sites at Fort Frederick;
- determine the historic value of archaeological sites and establish a monitoring program; and

- secure a heritage easement with the City of Kingston when the water lot surrounding Shoal Tower is transferred from the federal government to the City of Kingston to ensure the protection of underwater archaeological sites associated with Shoal Tower.

Management Actions: Historic Objects

To ensure that historic objects associated with the towers are properly conserved Parks Canada will:

- undertake an inventory and evaluation of all objects under the stewardship of Parks Canada associated with Shoal, Murney and Cathcart towers;
- monitor *in situ* objects and carry out conservation where needed;
- provide advice to the Kingston Historical Society on the protection of historic objects associated with Murney Tower; and
- evaluate archaeological artifacts to determine their historic value.

6.3 MANAGEMENT ACTIONS: HERITAGE PRESENTATION

Ensuring the commemorative integrity of the Kingston Fortifications requires a heritage presentation program to foster public understanding, appreciation and enjoyment of the site. The program is enhanced by public access to two of the four towers and will communicate the national historic significance of the site and related stories in an interesting, informative and engaging manner while meeting the needs and expectations of the visitors. The overall goal is a visitor experience that engages visitors to create their own, unique connections to these national treasures.

The primary message is:

It is a fortification system consisting of five elements - Fort Henry and Fort Frederick along with the Murney, Shoal and Cathcart Martello towers - built for the defence of Kingston Harbour, the southern terminus of

the Rideau Canal, the Naval Dockyard and Kingston as a military station.

The heritage presentation program for the Kingston Fortifications will have the following objectives:

- To communicate the reasons for designation and messages not related to the reasons for designation to both on-site and off-site audiences.
- To communicate Parks Canada messages about national historic sites and program messages to both on-site and off-site audiences.
- To communicate the historic values of the cultural resources of the site.
- To create opportunities for a memorable and meaningful visitor experience that responds to the needs and expectations of the visitor.

Heritage Presentation Audiences**Audiences: On-and Off-Site**

The key audiences for heritage presentation are:

On-site Audiences:

Vacation Travellers: These visitors are on vacation and looking for interesting and informative attractions to visit. These are mainly adults and family groups who make up a large proportion of visitors to Murney Tower and Fort Frederick.

Educational Groups: The main education groups consist of school groups from the local area.

Commercial Tour Groups: Arriving mostly by bus, these groups tend to have minimal advance knowledge of the site, come from diverse backgrounds and have limited time to spend on site.

Residents of Kingston and area: This segment consists of residents who are aware of the site but may not understand its historic value.

Special Interest Groups: These are organizations and individuals interested in military history and architecture.

Off-site audiences:

The Canadian Public: The broader Canadian public is an audience for messages related to the site's significance to Canada's history and its role in a system of protected heritage areas.

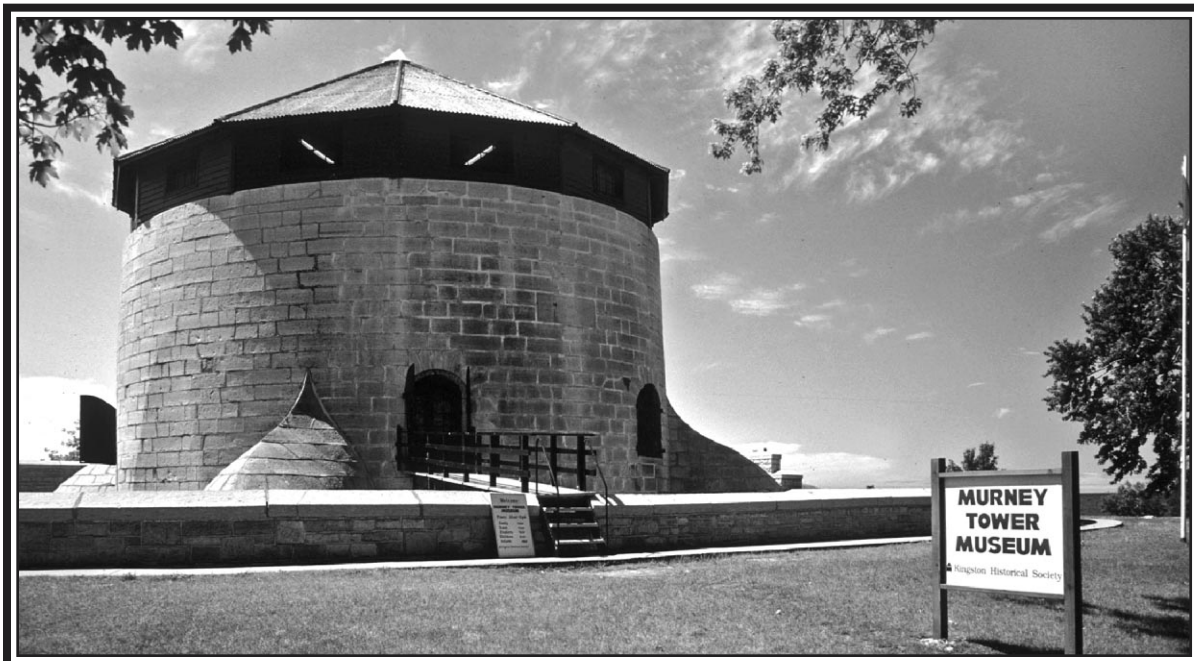
Educational Groups: This consists mainly of school groups, who would access the site via the Web.

Virtual Travellers: This is a potential audience receptive to pre-trip information.

Management Actions: Heritage Presentation

To ensure that visitors understand the national historic significance of the Kingston Fortifications, and have a memorable and meaningful experience, Parks Canada will:

- produce and implement a heritage presentation plan to identify the programming required for a memorable and meaningful visitor experience taking into account the needs, expectations and interests of the audiences;
- identify the most effective methods to convey site messages communicate messages to off-site audiences through the Parks Canada Web site;
- continue working with the St. Lawrence Parks Commission to convey the national historic significance of the Kingston Fortifications at Fort Henry;
- work with the City of Kingston, the Royal Military College of Canada Museum and the Kingston Historical Society to convey the national historic significance of the Kingston Fortifications at Murney Tower, Fort Frederick, and Shoal Tower;
- work with the tourism industry in Kingston to present site messages to visitors to the city; and
- evaluate the effectiveness of heritage presentation programming and visitor satisfaction, and make adjustments to programming as required.



Murney Tower, Parks Canada

**6.4 MANAGEMENT ACTIONS:
ADMINISTRATION OF CATHCART, MURNEY
AND SHOAL TOWERS**

Three of the Martello towers are administered by Parks Canada, whose local office is located in Bellevue House National Historic Site.

- Parks Canada will maintain the close working relationship with the Kingston Historical Society for the operation of a museum in Murney Tower.
- As part of the transfer of the water lot for Confederation Basin from the Department of Fisheries and Oceans to the City of Kingston, Parks Canada will obtain an easement to provide for access to Shoal Tower and the protection of the cultural resources surrounding the tower.
- Parks Canada will prepare a public safety plan to identify and address risks and threats to public safety at Murney, Cathcart and Shoal towers.
- Parks Canada will ensure the protection of Shoal, Murney and Cathcart towers. However the Agency does not have the funds to open Shoal and Cathcart towers to the public but would be receptive to proposals from others for their future use. Any proposals for the use of the towers must ensure that the heritage values of the towers are not impaired and that the public is made aware of the reasons for designation.

**6.5 MANAGEMENT ACTIONS: PARTNERSHIP
AND COMMUNITY INVOLVEMENT**

Parks Canada is committed to building on successful past relationships and establishing new relationships and cooperative opportunities.

To maintain and foster community involvement Parks Canada will:

- explore opportunities for potential cooperative ventures to improve community awareness; enhance public understanding of the site; improve

heritage presentation; and capitalize on joint marketing and tourism initiatives;

- encourage and support special events and activities that foster public understanding of and support for the site;
- work collaboratively with the municipality, and tourism and heritage organizations to increase the profile of the site in the community and province, and develop mutually beneficial marketing and promotion opportunities; and
- communicate the importance of commemorative integrity and cultural resource management to stakeholders and potential partners.

7.0 MANAGEMENT PLAN IMPLEMENTATION

Over the next five years, this management plan will serve as a guide to Parks Canada for the management of the Kingston Fortifications National Historic Site. The implementation strategy highlights priorities of management actions over the life of the management plan. Parks Canada uses its annual business planning process to identify how it will meet its objectives. The management plan provides the strategic direction upon which a site's business plan is based. The business plan will identify when and how the management plan actions will be implemented.

Progress towards implementation of this management plan will be assessed on an annual basis through the business planning process. The management plan will be subject to a thorough review in five years time to evaluate progress and to address new issues.

Implementation of actions recommended in this management plan is the responsibility of the National Historic Sites Program Manager of the Eastern Ontario Field Unit.

The following list outlines the various activities required to achieve commemorative integrity of the site and provide quality service to visitors.

Phase I: 2007-2009

- 1) Stabilize Cathcart Tower.
- 2) Prepare public safety plan.
- 3) Prepare and implement a heritage presentation plan.

Phase II: 2009-2012

- 1) Undertake a historic landscape conservation study.
- 2) Secure a heritage easement around Shoal Tower and right of access to the tower (when the water lot is transferred from the Government of Canada to the City of Kingston).

- 3) Inventory and evaluation of archaeological sites adjacent to Murney Tower in partnership with the City of Kingston.
- 4) Inventory and evaluation of archaeological sites adjacent to Cathcart Tower.
- 5) Inventory, evaluation and monitoring of historic objects.

Ongoing Activities

- 1) Monitoring, maintenance and conservation of Shoal, Murney and Cathcart towers.
- 2) Liaison with DND pertaining to the conservation of Fort Frederick.
- 3) Co-operate with partners for the presentation of heritage messages.
- 4) Inventory, evaluation and monitoring of *in situ* historic objects.

8.0 ENVIRONMENTAL ASSESSMENT OF THE MANAGEMENT PLAN

The management actions in this management plan have been subject to an environmental assessment to identify any potential environmental effects. The environmental assessment was conducted according to direction in the *Parks Canada Management Directive 2.4.2 - Impact Assessment* (1998), *Parks Canada Guide to the Environmental Assessment of Management Plans* (2000) and the *Environmental Assessment Process for Policy and Programs* (Federal Environmental Assessment Review Office, 1993). The environmental assessment ensures the plan adheres to Parks Canada's environmental policies and those of the Government of Canada in general. The environmental assessment of the management proposal was conducted in the final stage of the drafting of the management plan to allow for the incorporation of necessary changes into the final document.

The environmental assessment concluded that none of the existing and proposed actions will have a detrimental impact on the key components of the natural, cultural or socio-economic environments. The activities can only be looked upon as positive and supportive of the overall objectives of the site. The plan initiatives contribute to the commemorative integrity of the site and clearly demonstrate adherence to Parks Canada's cultural resource management goals and objectives. The management, protection and heritage presentation actions are forward-moving initiatives to enhance the management and protection strategies already in place.

In the future, should any maintenance and conservation work be undertaken at the site such as the stabilization of Cathcart Tower, a project specific environmental assessment to identify any potential environmental impact may be required under the *Canadian Environmental Assessment Act*.

ACKNOWLEDGEMENTS

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