



Fortress of Louisbourg

National Historic Site of Canada

Management Plan

2011



NOVEMBER 2011

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National Historic Site of Canada

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For more information about the management plan or about Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites of Canada:

Fortress of Louisbourg National Historic Site of Canada
259 Park Service Road, Louisbourg, N.S. B1C 2L2

tel: 902-733-2280, fax: 902-733-3607

e-mail: information@pc.gc.ca

www.parkscanada.gc.ca

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Foreword



Canada's national historic sites, national parks and national marine conservation areas are part of a century-strong Parks Canada network which provides Canadians and visitors from around the world with unique opportunities to experience and embrace our wonderful country.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of Canada's treasured places offers many opportunities to enjoy Canada's historic and natural heritage. These places serve as sources of inspiration, relaxation, learning and discovery. They represent the very best that Canada has to offer, and it is through these special places that we are all deeply connected to what it means to be Canadian.

Having been entrusted with this important legacy for over a hundred years, we reflect upon the steady growth of the Parks Canada network of protected areas as we continue to expand it. As we plan for the years to come, we can encourage lasting connections to our heritage and promote our protected places to be enjoyed in ways that leave them unimpaired for present and future generations.

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 build personal connections with our natural and cultural heritage.

These values form the foundation of the new management plan for Fortress of Louisbourg, Wolfe's Landing and Royal Battery 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 Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites of Canada Management Plan.

A handwritten signature in black ink, reading "Peter Kent". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Peter Kent
*Minister of the Environment and
Minister responsible for Parks Canada*

Recommendations

Recommended by:



Alan Latourelle
*Chief Executive Officer
Parks Canada*



Chip Bird
*Field Unit Superintendent
Cape Breton Field Unit
Parks Canada*

Executive Summary

This management plan for the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites of Canada (or the Sites) provides strategic direction for achieving Parks Canada's mandate, namely: protection of natural and cultural resources; the facilitation of opportunities for meaningful visitor experiences; and fostering public appreciation and understanding of Parks Canada's heritage places. The plan was developed with partner, stakeholder, staff, visitor, and public involvement. It will be the primary public accountability document for the Sites and provides Parks Canada staff with a framework for decision making.

The management plan includes:

- A vision for the future;
- Three key strategies, which will guide the direction of the Sites over the next 15 years;
- An area management approach, which provides strategic direction for the *In-Situ*¹ Townsite, Battlefields, and the Reconstructed Townsite;
- A summary of the Strategic Environmental Assessment (SEA) conducted for this management plan; and,
- An implementation strategy that summarizes the planned actions.

The following is a description of the three key strategies. These strategies provide concrete direction for addressing the major issues and opportunities facing the Sites and focus efforts and resources towards achieving the vision.

Leadership through Innovation, the Past Looking Forward –

In the vision, it states:

“A hike through the ruins of the surrounding town, the fortifications and siege camps teach us about the dramatic history of this place...Many of our experiences at the Fortress of Louisbourg resonate and reflect the challenges and concern of our lives today; it is a place that we visit not only for its past, but for its present.”

This portion of the vision will be achieved through the continued focus on the Fortress of Louisbourg's long-standing and recognised tradition of quality and innovation in archaeological, historical, and material culture research. Through this management plan, Parks Canada will make connections with Canadians today through evolving representations of the diverse history of Louisbourg. The Sites will also continue to develop and maintain strong collaborations with external institutions and organisations to sustain this tradition of innovation.

Louisbourg Throughout the Year: Spirit of Community –

In the vision, it states:

“In the spirit of community between historic Louisbourg and Cape Breton today we experience the past and the present working together to host the world.”

In order to achieve this vision, Parks Canada will work with others to be relevant to and create positive connections with local and cultural communities, and make the Sites and surrounding communities a year-round

¹ *in-situ* refers to archaeological resources situated in their original place or position

destination. This management plan aims to facilitate a shared sense of ownership with Mi'kmaq, local and cultural communities through developing opportunities for increased participation in the management and decision-making for the Sites.

The Harbour is Alive –

In the vision, it states:

“Like the site itself, the harbour is very much alive, with boats shuttling visitors between the modern town and the historic site, and fishermen going about their business as they have for more than two centuries.”

It is the physical features and natural resources of the Louisbourg harbour that has brought and kept people here for centuries. Whether it is the thrill of being on the ocean, or exploring the ship wrecks from historic battles, or approaching the Fortress in the same way as past discoverers, this management plan focuses on the revitalization of the Fortress of Louisbourg waterfront, to reflect an authentic view of the Fortress, as well as to provide opportunities for visitors to experience this magnificent harbour.

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1.0 Introduction

Parks Canada is responsible for protecting Canada's network of national parks, national marine conservation areas, and the national historic sites it administers, for all time. Parks Canada's mandate, which underpins all management planning, consists of three elements: protecting heritage resources, facilitating opportunities for visitor experience, and fostering public appreciation and understanding about Canada's heritage. Canadians have a strong sense of connection to their heritage places, and Parks Canada facilitates opportunities to discover, appreciate and understand these special places in ways that ensure that they are available for future generations.

The *Canada National Parks Act* (2000) and the *Parks Canada Agency Act* (1998) require Parks Canada to produce a management plan for each site it manages. The purpose of a management plan is to develop clear direction for the management and operations of a site for a 10 to 15 year period, and each plan is a key instrument for ensuring that Parks Canada delivers on its commitments to the people of Canada. These plans reflect the legislation and policies of the Agency, and are developed with public consultation. Management plans are approved by the Minister responsible for Parks Canada, and are tabled in Parliament.

Public involvement is essential to the management planning process. The process of management planning allows Aboriginal communities, stakeholders, partners, local residents, and the public to have a voice in shaping the future direction of a heritage place.

Building mutually beneficial relationships with Aboriginal communities is a priority for Parks Canada. Section 35 of *The Constitution Act* (1982) recognizes and affirms the Aboriginal and treaty rights of the Aboriginal peoples of Canada. The Mi'kmaq of Nova Scotia claim unextinguished Aboriginal title, treaty rights, and other Aboriginal rights

throughout Nova Scotia and adjacent areas of the offshore, including on the federal lands of the Fortress of Louisbourg National Historic Site of Canada. The Mi'kmaq are currently involved in treaty negotiations with the Province of Nova Scotia and Canada.

Parks Canada entered into a process of consultation on this management plan with representatives of the thirteen Mi'kmaq First Nations in Nova Scotia through the Assembly of Nova Scotia Mi'kmaq Chiefs and with the Native Council of Nova Scotia. 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. Accommodations appropriate for the management plan process have been included in this plan document, while other identified issues will be addressed at the main Made-in-Nova Scotia Negotiation Table.

1.1 OVERVIEW OF THE MANAGEMENT PLANNING PROCESS

This management plan continues forward from the 2001 Fortress of Louisbourg Management Plan. It is the first management plan for both Wolfe's Landing and the Royal Battery. Led by a multi-disciplinary team of Parks Canada staff, the planning process for this management plan began in 2005, when the scoping document for this management plan was approved. The Planning Team sought input on various topics from key stakeholders and the general public through small focus groups and targeted meetings. Draft proposals were summarized in newsletters that were distributed to the public for information and further input. Open houses and stakeholder meetings held between 2007 and 2009 provided opportunities for a broad spectrum of public comment on the draft management proposals. Further

discussions with the Nova Scotia Mi'kmaq community, provincial government departments, the Acadian communities and various partners and stakeholders helped to refine management direction for the Site. Every effort has been made to consider all input received during the development of this management plan.

This revised management plan provides Parks Canada staff with a framework for decision-making. It guides the development of the Field Unit Business Plan, and management action. It helps to ensure that actions undertaken by managers in the areas of protection, visitor experience and public outreach education are integrated and mutually supportive. The Management Plan also helps to ensure the most effective use of public funds by providing the means to monitor and measure the effectiveness of the actions.

An annual implementation report will monitor progress towards achieving management plan priorities. A state of the site report will be prepared in advance of the next management plan review. Subsequent state of the site reports will be prepared on a five-year cycle.

1.2 LEGISLATIVE AND POLICY BASIS FOR MANAGEMENT PLANNING

A common legislative and policy context influences the management of all protected heritage places owned and/or administered by Parks Canada.

The *Parks Canada Agency Act* (1998) confers on Parks Canada the responsibility to implement the *Canada National Parks Act* (2000) and ensure the commemorative integrity of national historic sites. In accordance with this Act, a management plan is prepared for national parks and historic sites owned and/or administered by Parks Canada. Such plans are to be reviewed and updated every five years.

The *Parks Canada Guiding Principles and Operational Policies* (1994) provides the broad policy basis for management planning. The *Guide to Management Planning* (2008) outlines Parks Canada's principles of management planning and provides direction on how to prepare a management plan according to the Agency's integrated delivery of the mandate.

1.3 PLANNING ACCORDING TO PARKS CANADA'S MANDATE

Parks Canada's Mandate

On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations.
- from *Parks Canada Agency's Charter*

Parks Canada's mandate comprises three mutually supportive areas that are delivered in an integrated way:

- Protection of heritage resources,
- Facilitation of opportunities for meaningful visitor experiences, and
- Fostering public appreciation and understanding about Canada's heritage.

Protection of Heritage Resources

For national historic sites, the protection of heritage resources relates to the principle of commemorative integrity and the application of cultural resource management principles and practices. Commemorative integrity is a way of describing the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when:

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

Natural ecosystem features frequently form an integral part of the history and landscape of a national historic site. These features in a national historic site are valued in a manner that reflects the role of Parks Canada as an important environmental steward.

Meaningful Visitor Experience

Visitor Experience is defined as the sum total of a visitor's personal interaction with protected heritage places and people, an interaction that awakens the senses, affects the emotions, stimulates the mind, and helps the visitor create a sense of connection to these places.

Public Appreciation and Understanding

Parks Canada aims to reach Canadians at home, at leisure, at school and in their communities through communication and education opportunities designed to increase awareness, understanding, appreciation, support and engagement towards the natural and historical heritage of Parks Canada to foster appreciation among Canadians of the significance of the national heritage places protected on their behalf. The Agency also strives to engage the public, stakeholders and partners in the protection and presentation of Parks Canada's administered places.

2.0 Importance of the National Historic Sites



Frederic Gate. Parks Canada – Morrison Powell

There are three associated national historic sites that lie within the land-base of the Fortress of Louisbourg – the Fortress, Wolfe's Landing, and the Royal Battery. The history and the reasons for designation of these sites are intrinsically linked. Each site has been commemorated because of its importance to the building, defence and conquest of the Fortress of Louisbourg, and all three sites are contained within the Designated Place for the Fortress of Louisbourg.

FORTRESS OF LOUISBOURG NATIONAL HISTORIC SITE OF CANADA

A Statement of Commemorative Intent describes the reasons for a site's national significance, as determined by the Historic Sites and Monuments Board of Canada and approved by the Minister responsible for Parks Canada. There is no single recommendation

from the Board that conveys its intent in recommending that the Fortress of Louisbourg be commemorated, however a Statement of Commemorative Intent was prepared based on the overall record of the Board's deliberations.

Fortress of Louisbourg is of national historic significance because, between 1713 and 1768, it was a place of profound significance in the great Franco-British struggle for empire.

During this period (1713-1768), Louisbourg was the capital of the colony of Ile Royale, and was the most significant French fishing centre and commercial entrepot in North America. In both 1745 and 1758, this critical colony and fortification was besieged and captured by the British.

The Fortified Port: From its establishment by the French in 1713, until the withdrawal of the last British troops in 1768,

Louisbourg played an important role in the British-French struggle for control of North America. In 1745, a New England army supported by a British naval squadron, captured Louisbourg after a 46-day siege. France regained the town by treaty in 1749, but lost it to the British again in 1758.

The Capital: As the capital of the colony of Ile Royale, Louisbourg was a cosmopolitan, relatively sophisticated colonial community. Its official class were responsible for administering the fisheries, trade, relations with the Native allies of the French, and the French military establishment. Although Louisbourg was part of New France, Louisbourg society differed from that of the French communities along the St. Lawrence. There was no seigneurial regime, the fur trade was negligible, the institutional power of the church was minimal, and numbers of non-French peoples lived and worked alongside the French majority.

The Fishing Centre and Commercial Entrepot: The cod fishery, which was the foundation of the economy of Louisbourg, was more valuable to France than Canada's fur trade. The cod fishery was an important part of the trade which took place at Louisbourg, which quickly developed into an important trading centre, visited by vessels from France, the West Indies, Canada, New England and Acadia.

The Fortress of Louisbourg contains a wealth of both Level I and Level II cultural resources. Level I resources are those resources considered to be of national historic significance, and include cultural resources and landscapes reflecting the military, commercial, fishing and settlement activity that occurred from 1713 to 1768. The scope, size and scale of the site's archaeological resources and collections are one of the defining attributes of the Fortress of Louisbourg, and represent an unparalleled resource on an international scale. There is also a very small curatorial collection of Level I furnishings and documentary items. Level II resources are those resources that are not of national historic significance, but have historic value. These include the Federal Heritage Building

Review Office (FHBRO) buildings – the lighthouse, the museum and the adjacent Caretaker's Quarters, and the Historic Sites and Monuments Board of Canada (HSMBC) plaques. The Fortress of Louisbourg also has a collection of 18th century furnishings relevant to Louisbourg and archaeological resources (such as the 19th/20th century habitations) not related to the reasons for commemoration.

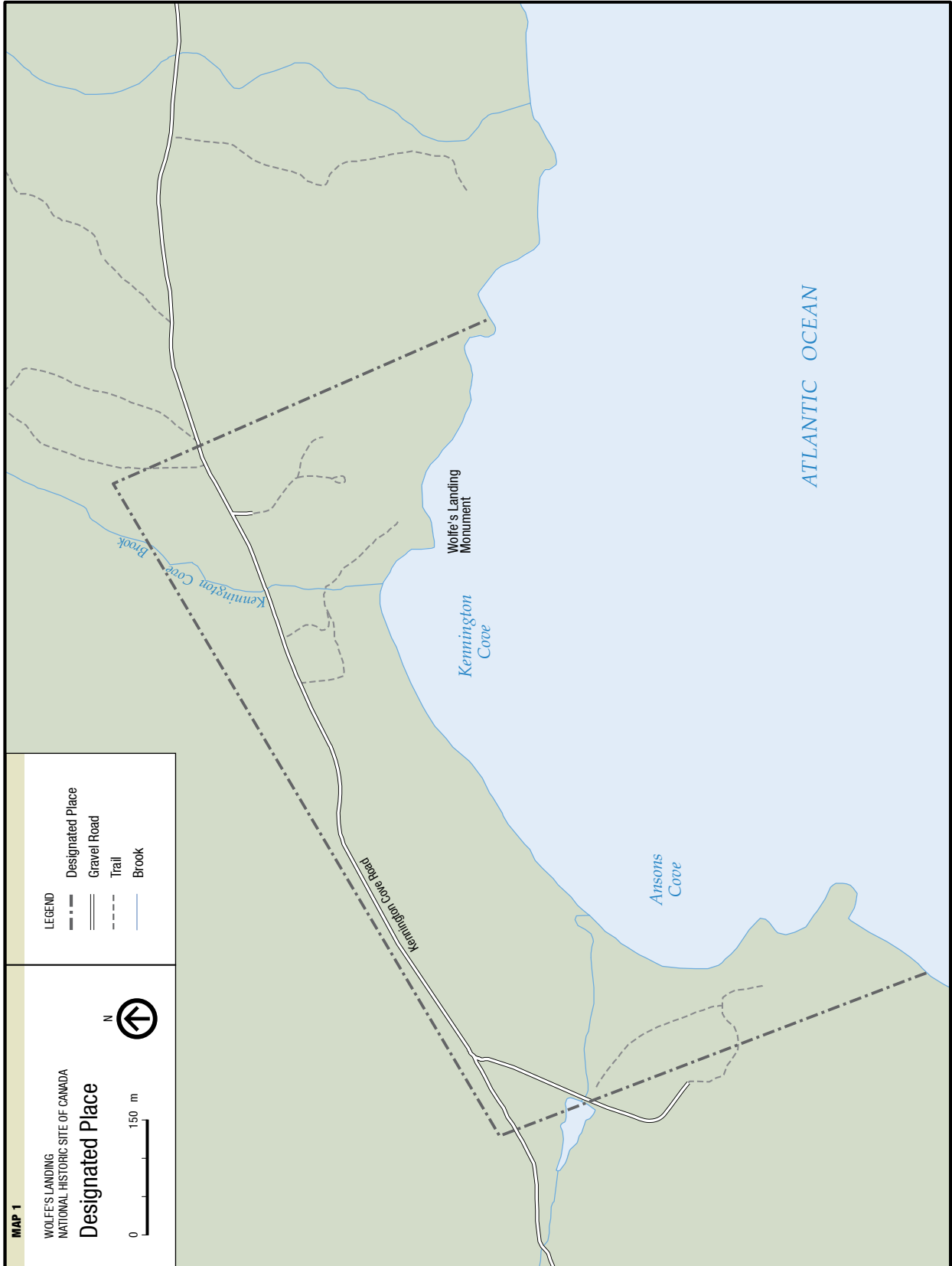
As a reproduction, the partial reconstruction of the 18th century town is not considered a Level II resource. The reconstruction has created a remarkable sense of the past and allowed Parks Canada to offer visitors a variety of valuable learning and enriching experiences. The reconstruction has been assessed by the FHBRO, with a designation pending. The reconstruction therefore, could become a Level II cultural resource during the life of this management plan.

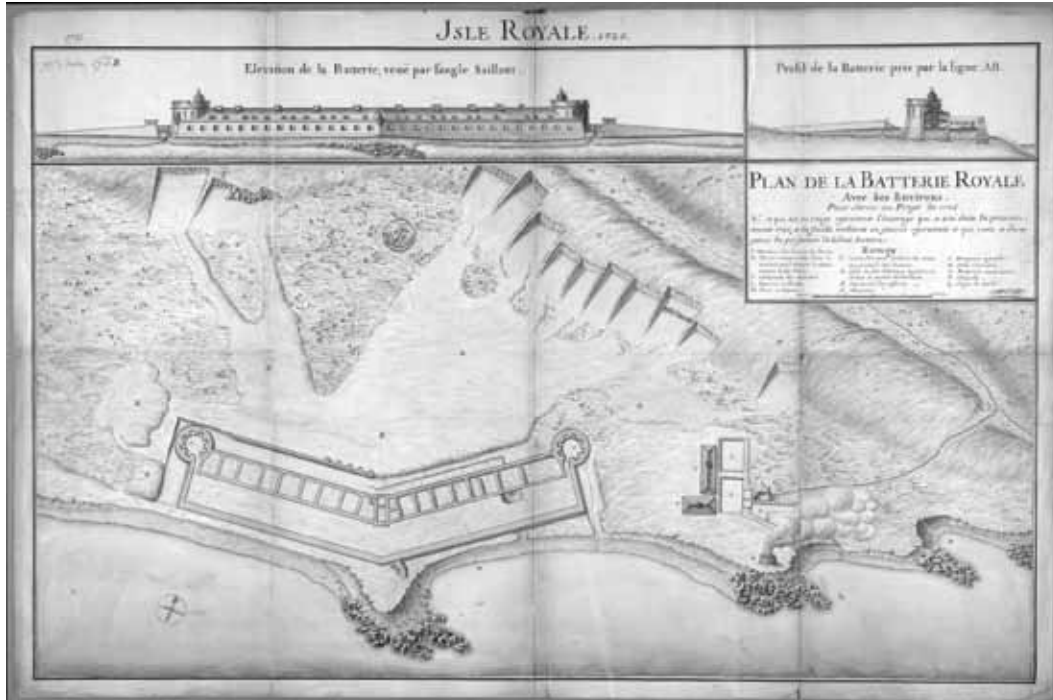
WOLFE'S LANDING NATIONAL HISTORIC SITE OF CANADA

Wolfe's Landing is located in Kennington Cove, and was designated as a national historic site in 1929. Wolfe's monument is located at the east end of the cove, and the site maintains a day use area adjacent to the beach. The reason for designation, as derived from the 1930 plaque text is:

Here, 8th June, 1758, the men of the Brigadier General James Wolfe's brigade, made their successful landing, leading to the capitulation of Louisbourg.

In 1758, Kennington Cove was attacked by thousands of British and New England soldiers, defended by French troops and their Native allies. Close to two hundred ships, brigs and schooners surrounded the cove while scores of longboats, filled with soldiers, pushed towards the shore. The confrontations were violent, smoky and deafening; many soldiers died from the guns, the muskets, and drowning or being dashed upon the rocks.





Plan de la Batterie Royale, avec ses environs pour servir au projet de 1726, Archives nationales d'outre-mer (ANOM), FR CAOM 3DFC152B.

ROYAL BATTERY NATIONAL HISTORIC SITE OF CANADA

The Royal Battery once dominated the north shore of Louisbourg harbour, and appears today as a low grassy ridge. The outline of the ditch and glacis are still evident, as are the mounds that mark the remains of the flanking towers. Some of the ramparts have been washed away by wave action. A reinforced concrete wall built as part of a potential reconstruction of the battery and modern rock barriers now protect the site. The official recognition refers to the archaeological resources and landscape of the designated place in their existing spatial relationships.

Royal Battery was designated a national historic site in 1952. The reason for designation, as derived from the 1985 HSMBC minute, is:

the Battery's role in the 1745 and 1758 sieges of Louisbourg.

The Royal Battery was an integral part of a series of batteries protecting Louisbourg harbour. The French began to build it in 1724 on the north shore of the harbour opposite

the Island Battery in the harbour mouth. It was essentially complete by 1728, but additions were made over the next few years and it achieved its final form by early 1732. The battery was composed of two faces meeting at an obtuse angle. The faces originally mounted 40 large cannons; however this was reduced to 28 in 1745. Behind the ramparts were barracks defended by a ditch, a small covered way, and a glacis. Finally, two towers defended the flanks of the work. In 1745, the battery was abandoned to the attacking New England land forces. In 1758, the French disabled the battery before giving it up. The British finally destroyed it in 1760 during their systematic destruction of the town's fortifications. Since then it has suffered further destruction as a source for stone for use as far away as Halifax. Today it is an archaeological site within the Fortress of Louisbourg National Historic Site of Canada.

The designated place is located on the north shore of Louisbourg Harbour and is defined on the east by the high-water mark of the harbour. The boundaries on the north, south and west are defined by the top of the

glacis surrounding the fortifications with a 30-meter perimeter.

2.1 DESIGNATION HISTORY OF THE FORTRESS OF LOUISBOURG

Throughout the latter part of the 18th century and throughout the next, the former bustling town deteriorated into gentle grass-covered ruins, with only a handful of families settled there. The site's dramatic history still drew visitors however, who frequently recorded in words and images their impressions of the melancholy decline of this former place of grandeur.

At the end of the 19th century, interest grew in Canada and elsewhere in commemorating and preserving remnants of the past. In 1895, the Society of Colonial Wars erected the first modern monument to Louisbourg's past, now located on Rochefort Point. The Royal Society of Canada subsequently purchased the land around Louisbourg containing the most prominent ruins and raised money to have them stabilized. In 1906, provincial legislation passed that declared Louisbourg a Historical Monument of the Dominion of Canada.

When the Historic Sites and Monuments Board of Canada (HSMBC) was created in 1919, Louisbourg was one of the first sites it considered. The HSMB discussed Louisbourg frequently over the next two decades in close collaboration with Parks Branch officials. Initially the HSMB's focus was the protection of the ruins at Louisbourg, then on commemoration. In response to the HSMB's recommendations, the Parks Branch began acquiring land at Louisbourg in 1921, and in the 1930s, started planning for Louisbourg's future. Minutes of the HSMB meeting for May 1930 noting the need for a comprehensive development scheme led to the appointment of a local sub-committee to advise the Board on Louisbourg. By this time the Parks Branch had acquired most of the private properties on the site of the former fortified town of Louisbourg.

The HSMB recommended the excavation of selected building locations, and the reconstruction of the walls of structures to a height of several feet. The HSMB also looked at the issue of cultural resources under the waters

of Louisbourg's harbour, and discussed the commemoration of cemeteries at Louisbourg, in co-operation with other organizations. By 1940 the Parks Branch had acquired additional land, and Louisbourg became officially known as the Fortress of Louisbourg National Historic Park. The Park then included the old town-site, Battery Island, and the Royal Battery. Eventually the Site came to include much of the area covered by the siege works erected in the assaults of 1745 and 1758. This ensured the protection of one of the best-preserved and most extensive 18th century siege landscapes in the Western World - an incomparable archaeological treasure.

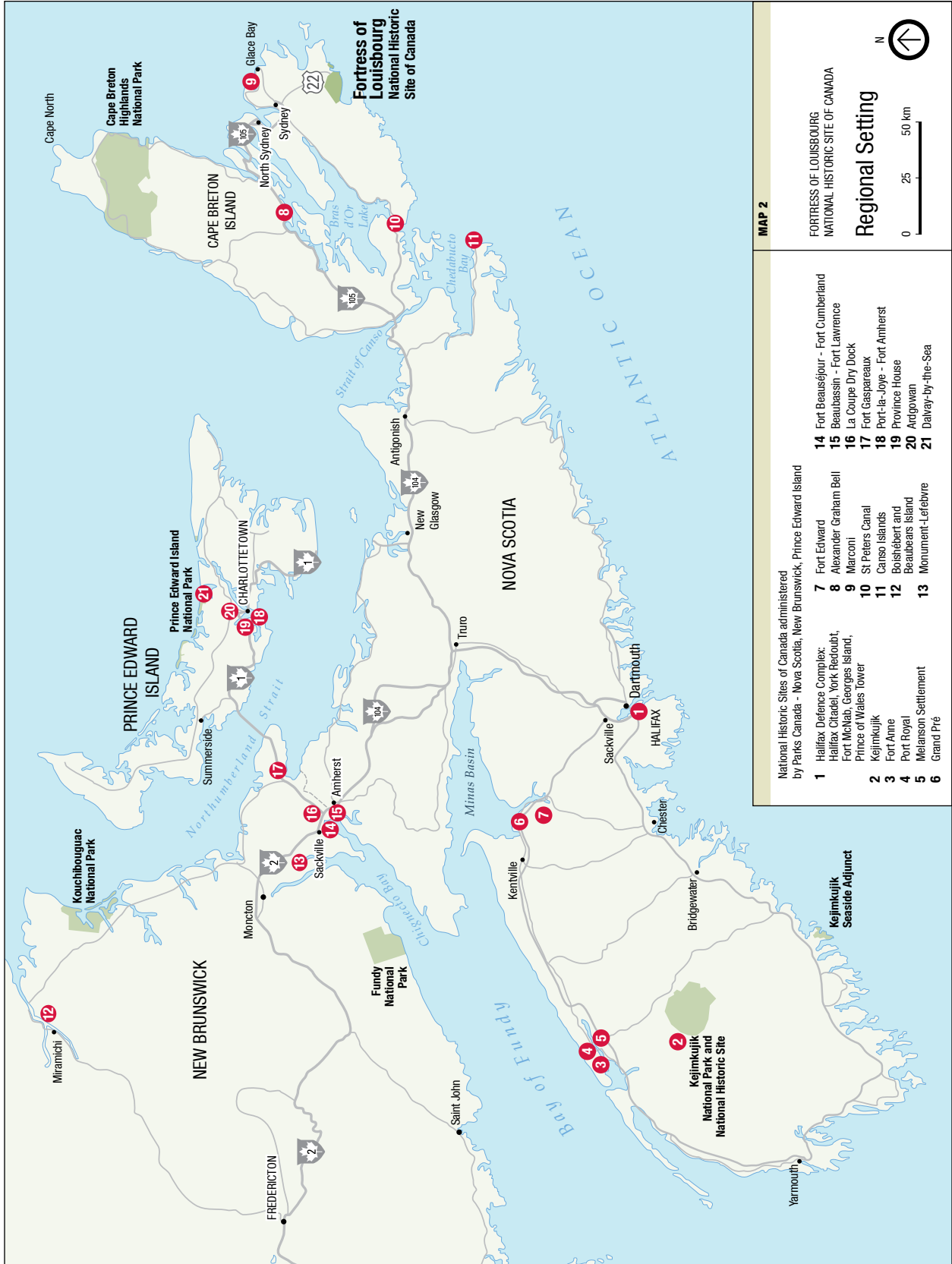
In 1961 the Government of Canada accepted the recommendation of the Royal Commission on Coal, that there be a symbolic reconstruction of the Fortress to provide employment, boost the tourism industry, and inspire the region culturally and intellectually. Two decades later nearly one-quarter of the walled heart of Louisbourg was reconstructed.

2.2 REGIONAL SETTING

The Fortress of Louisbourg and associated sites, are located just beyond the modern town of Louisbourg, south of Sydney on Route 22 on Cape Breton Island, Nova Scotia. The Sites include a landmass of 6,000 hectares with 31 kms of Atlantic coastline, one of the largest historic sites in Canada. With approximately one quarter of the period town reconstructed, it is the largest such historical reconstruction in North America.

The town of Louisbourg is a 5.5 hour drive from the largest city in the province – Halifax and 0.5 hours from Sydney. Sydney is the hub of Cape Breton with easy access to Cape Breton Highlands National Park, Alexander Graham Bell National Historic Site, the Miner's Museum and numerous smaller venues and activities.

As a national icon within Parks Canada, the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery have established the town of Louisbourg as a tourism destination and added to Cape Breton's ranking as the top island in the continental United States and Canada in Travel and Leisure magazine.



MAP 2

FORTRESS OF LOUISBOURG
NATIONAL HISTORIC SITE OF CANADA

Regional Setting

0 25 50 km

N

National Historic Sites of Canada administered by Parks Canada - Nova Scotia, New Brunswick, Prince Edward Island

- | | | | |
|---|--|----|------------------------------------|
| 1 | Halifax Defence Complex:
Halifax Citadel, York Redoubt,
Fort McNab, Georges Island,
Prince of Wales Tower | 7 | Fort Edward |
| 2 | Kejimikujik | 8 | Alexander Graham Bell |
| 3 | Fort Anne | 9 | Marconi |
| 4 | Port Royal | 10 | St Peters Canal |
| 5 | Melanson Settlement | 11 | Carso Islands |
| 6 | Grand Pré | 12 | Boishébert and
Beaubears Island |
| | | 13 | Monument-Lefebvre |
| | | 14 | Fort Beauséjour - Fort Cumberland |
| | | 15 | Beaubassin - Fort Lawrence |
| | | 16 | La Coupe Dry Dock |
| | | 17 | Fort Gasparaux |
| | | 18 | Port-la-Joye - Fort Amherst |
| | | 19 | Province House |
| | | 20 | Airdgowan |
| | | 21 | Dalrymple-by-the-Sea |

In terms of economic benefits, the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery welcome tens of thousands of visitors each summer. An overwhelming majority of these visitors spend a significant amount of time touring the Sites and exploring the town which positively impacts the local economy.

As the gateway community, Louisbourg is greatly affected by the actions of the Fortress of Louisbourg and vice versa. As such, it is vital for success that the two continue to work together toward creating sustainable growth for the area and creating opportunities for exceptional visitor experiences.

Today, Parks Canada staff coordinate efforts with partners to ensure consistent messages are communicated during on-site interpretation. Through a well-developed interpretive and growing public outreach education program and external relation efforts, staff work together to communicate the Sites' key messages stemming from commemoration, as well as stories of interest to visitors and Canadians. Site managers maintain associations and communication with other 18th century historic sites in Atlantic Canada, including Canso Islands, Fort Anne, Halifax Citadel, Castle Hill, Fort Beauséjour, Grand Pré, Boishébert and Fort Amherst/Port-La-Joye.

2.3 OTHER HERITAGE VALUES

As capital of the colony of Ile Royale, Louisbourg was connected to many different peoples and regions of the world. Many French missionaries and officers, as well as private citizens of Louisbourg, had ties with the local Mi'kmaq. Political events also brought the French at Louisbourg in contact with the Abenaki and Malecite of what is today southern New Brunswick.

The Fortress of Louisbourg was founded after the fall of Acadia, and became home to many Acadians. These colonists maintained trade and family ties with Acadians who remained in the British territory of what is now mainland Nova Scotia. After the fall

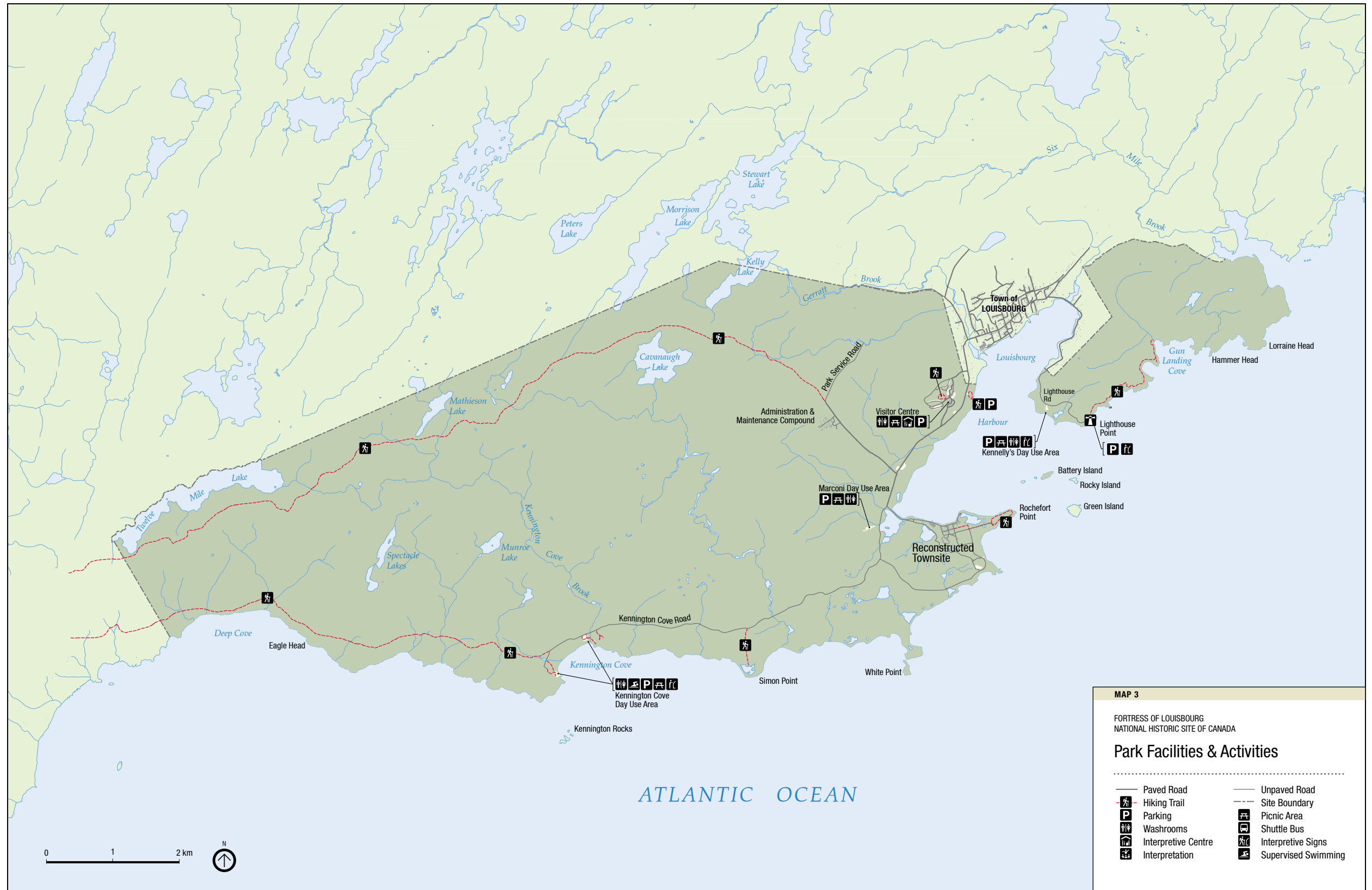


Soldier at the King's Bastion barracks. *Shanna Fiddler*

of Louisbourg in 1758 many Acadians were deported or fled from Isle Royale and Isle Saint Jean; some would later return. Many modern Acadian communities have shared history with the Fortress of Louisbourg, as some were founded as a direct result of events occurring during that period.

As an important centre for the North Atlantic cod fishery and trade, Louisbourg attracted many settlers from different regions of France: the Basque country, the Charente region, Brittany and Normandy. Through both its role as a trade entrepot and its military and family ties, Louisbourg was strongly linked with the other French colonial centres in present day Quebec and New Orleans. Trade also tied Louisbourg to the West Indies, and brought a number of enslaved people of African origin to this community. During the 18th century the French empire included the Far East. Traders who came to Louisbourg had visited ports in China and India, bringing with them prized trade goods, spices, dishes and textiles from these regions.

Military events of the day brought New England, German, British, Irish and Scottish troops to this region. Many of the new settlers to Cape Breton first learned of the area through people who had been there as soldiers. Many Cape Breton families can trace their family's arrival to that siege. Today many descendants of participants on both sides of the siege from across North America and Europe research their family's connections to Louisbourg with pride.



3.0 Current Context

This management plan represents the first step in a new approach to reporting on the management of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites of Canada. A management plan sets out a long-term (15-year) vision for achieving Parks Canada's mandate. In looking forward, it is important to draw inspiration and direction from past experience and the current condition of the site. A "State of the Site Report" for the Sites, which provides a comprehensive snapshot of the current state of commemorative integrity, visitor experience and public outreach education, as well as the results of efforts to maintain or improve the state of the sites, will be completed in the 2010-11 fiscal year, and will use the targets outlined in this plan to highlight progress in achieving management objectives. In advance of the comprehensive "State of the Site Report", this section briefly outlines the current situation at the sites, and the challenges the sites are facing.



Winter storm surge. Parks Canada – Ian Harte

3.1 HERITAGE RESOURCES CONSERVATION

3.1.1. State of Cultural Resource Management – Fortress of Louisbourg

Parks Canada defines Cultural Resource Management as: "Generally accepted practices for the conservation and presentation

of cultural resources founded on principles and carried out in a practice that integrates professional, technical and administrative activities so that the historic value of cultural resources is taken into account in actions that might affect them. In Parks Canada, Cultural Resource Management encompasses the presentation and use, as well as the protection, of cultural resources."

Effective cultural resource management seeks to ensure the site's commemorative integrity, i.e., that the resources related to its designation are not impaired or under threat, that the reasons for designation are effectively communicated and that heritage values are respected in decisions and actions affecting the site. In addition, given the size and scope of the reconstructed townsite and the animation programs, reproductions (buildings, furnishing, and costumes) play an important role at the Fortress of Louisbourg. While these items do not strictly fit the definition of cultural resources, the desire for authenticity often requires that they be managed in a similar manner.

The size of the protected site (60 sq. km.) with its significant reconstructed town-site gives the Fortress of Louisbourg a large and varied cultural resource base. As the location of two major sieges, the Site encompasses one of the world's largest undisturbed 18th-century battlefields. The Site also includes the fortified town itself, exterior fishing properties, and other civilian and military properties. There are a great number of *in-situ* archaeological resources both within and outside the reconstructed town-site. These latter resources include extensive siege works and camps, fishing properties, coastal batteries, roads and the Lighthouse ruins. The Site also assumes responsibility for the associated shipwrecks in Louisbourg's protected harbour. Finally, there are *in-situ* resources not associated with the Site's designation, including cemeteries, a Marconi tower complex, remnants of 19th and

20th century occupation and use, and designated Federal Heritage Building Review Office (FHBRO) buildings – the lighthouse, and the museum and the adjacent Caretaker’s Quarters.



Louisbourg lighthouse. Parks Canada – Josh Adams

While many of the *in-situ* and collection cultural resources are in good condition, others have deteriorated or are under threat. Natural threats include erosion, storms, freeze/thaw cycles, infestations, forest regeneration, drainage problems, dust, exposure to the elements and wear and tear.

Parks Canada staff and partners, including the Fortress of Louisbourg Association and the Louisbourg Institute of Cape Breton University, work together to protect cultural resources, provide educational opportunities and to facilitate visitor experience opportunities. Programming and services are informed by professional cultural resource management staff who actively contribute to the body of knowledge about 18th century Louisbourg.

There have been notable recent successes. These include a broader range of visitor experience opportunities resulting from the development of experiential travel offerings (culinary, chocolate, and public archaeology), publications, slavery tour and interpretation, development of Wolfe’s Redoubt, commemoration of Chabert’s observatory and Lighthouse interpretive trails.

Future Direction

Parks Canada will be focussing on visitor experience products that are supported by social science research and ongoing cultural research, ensuring both visitor interest and historical authenticity. To ensure that opportunities to explore the sites respond to the needs and interests of travellers with various motivations, focus will be placed on the strengthening of Explore Quotient² menus, to broaden the opportunities for exploration of the Sites. Such menus will include experiential opportunities, and offering broader and more programmed access to the siege works, and camps, undisturbed town site and the shipwrecks. To improve the sense of authenticity of the reconstructed site, a “period way”³ will be introduced and the pavé (stone walkway) on the streets will be replaced. Ongoing historical research efforts will focus on increasing the number of related publications and public presentations. As well, efforts will be directed toward enhancing connections with schools, other educational institutions, and the media.

Greater detail on the site’s cultural resources and their management can be found in the Commemorative Integrity evaluation undertaken for the site in 2005 and in the forthcoming State of the Site report scheduled for completion by March 2011.

3.1.2 State of Cultural Resource Management – Wolfe’s Landing and Royal Battery

Parks Canada commits to ensuring each site’s commemorative integrity. During the course of this management plan, Commemorative Integrity Statements will be drafted for both Sites to ensure the maintenance of commemorative integrity.

As with the Fortress of Louisbourg, both Wolfe’s Landing and Royal Battery face natural threats, particularly erosion. For the Royal Battery, some of the ramparts have been washed away by wave action. A reinforced concrete wall built as part of a potential reconstruction of the battery and modern rock barriers now protect the site. The steep coastal till

² Explorer Quotient is a tool that helps understand and segment travellers based on their social values and motivations. Developed by the Canadian Tourism Commission (CTC), in collaboration with Environics (a Canadian market research and social science company), it takes into consideration the fact that two people can stand on the same spot and take part in the same activity and yet have completely different experiences.

³ A “Period Way” is a well defined, authentic, 18th century period walk focused on creating a cultural emersion experience.

cliffs in Kennington Cove, the site of Wolfe's Landing, are compact and cohesive enough to minimize natural slumping, however during storm events, these cliffs are prone to wave erosion.

Management of both of these Sites will remain as part of the holistic management of the Fortress of Louisbourg National Historic Site, and will be considered part of the State of Reporting for the Fortress.

3.1.3 State of Natural Heritage Values

Natural ecosystem features frequently form an integral part of the history and landscapes of a national historic site. The protection of natural heritage resources relates back to the principle of commemorative integrity, which helps to ensure the health or wholeness of the National Historic Sites of Canada. This section reviews the various aspects relating specifically to the natural features of these Sites.

Natural Resource Management

Natural resources are managed in ways that ensure their protection and that support the commemorative integrity, visitor experience and public outreach education objectives for the Sites. This includes actions to detect significant deviation and/or change in forest communities and species habitat with an emphasis on species at risk.

Active Management

Consistent with Parks Canada's role as an environmental steward, there is a need to ensure the protection of natural resources. Cultural resources and natural systems are interconnected and their management requires an integrated approach. For example, the long term protection and presentation of the Siege Sites will require aggressive management of vegetation growth which now threatens many of the structures and prevents visitors from experiencing these significant battlefield features. The Fortress of Louisbourg Fire



Aerial view of controlled burn. *Geordon Harvey*

Management Plan will outline fire management strategies, tactics, and actions with respect to wildfire suppression and includes strategies (i.e. prescribed burn plans) that mitigate impacts to threatened in-situ resources and ultimately supports the Statement of Commemorative Intent.

Protection measures for cultural and natural resources are most often mutually beneficial. The use of native species in conservation projects, for instance, protects *in-situ* cultural resources in a manner that minimizes impacts to natural resources.

Future Direction

Further efforts are required to enhance the understanding of forest communities, preserve unique landscapes and habitat for species at risk. As well, increased monitoring for species at risk will be required as the *Species at Risk Act* lists are amended. In order to meet these objectives, cooperative relationships with other government departments and local institutions need to be maintained and enhanced. Strong partnerships and active networks are required to analyse existing data, identify issues and areas of concerns and set research and monitoring priorities.



Costumed interpretive staff and a young visitor.
Parks Canada – Chris Reardon

3.2 VISITOR EXPERIENCE

Parks Canada facilitates opportunities for meaningful visitor experiences so that visitors can develop a personal sense of connection to the heritage places visited.

“Connection to place” is a concept that expresses the emotional, intellectual and spiritual attachment Canadians and visitors feel towards Parks Canada’s natural and cultural heritage places.

At the Fortress of Louisbourg, Parks Canada facilitates opportunities for meaningful visitor experiences of an 18th century French colony. Because Wolfe’s Landing and the Royal Battery are intrinsically linked to the Fortress of Louisbourg through the building, defence and conquest of the Fortress of Louisbourg, these sites will be reported on as part of the holistic management of the Sites, and visitor data will be managed together.

3.2.1 Special Characteristics of the Fortress of Louisbourg National Historic Site

A visit to the Fortress of Louisbourg offers an experience that stimulates all of the senses. From the sounds of music and carts rolling down the street to the smell of baking bread and the taste of period meals; from the feel of period fabrics to the scent of gunpowder in the air, the senses come alive at the Site, as visitors immerse themselves in another place in time. Each summer, costumed interpreters paint the picture of life as it happened in the 18th century. The sights and sounds of the 18th century are visible in period homes, exhibits, theme centres and along the waterfront. Here, visitors may stroll alongside the citizens of historic

Louisbourg who bring to life the leisurely activities of the rich along with the back-breaking work of the fishermen, soldiers and servants.

Costumed staff in three period restaurants prepare and serve delicious food and beverages based on 18th-century recipes, including steaming hot chocolate flavoured with spices from around the world. Visitors can enjoy a modern snack in the coffee shop or visit the King’s Bakery and buy a soldier’s daily ration of bread.

There are as many different ways to experience this Site as there are different visitors. Visitors can experience a cannon firing, observe other military demonstrations or visit the home of a military officer, fisherman or town administrator. They can learn about the role of religion, crime and punishment, explore history, or choose to learn more about the various cultures central to the Louisbourg story, including that of the Mi’kmaq. Others may prefer to simply enjoy the views or explore the rugged coastline by walking trails such as the Royal Battery Trail or enjoying the beaches and picnic areas nestled along the rugged Louisbourg shoreline, including Kennington Cove, the site of Wolfe’s Landing.



Costumed interpretive staff and visitors.
Parks Canada – Chris Reardon

3.2.2 The Site Audience

Parks Canada and its partners have collected data on visitors to Cape Breton and the Fortress of Louisbourg for many years. Until 2002, the visitation at the Site had remained relatively stable. During the last 5 years (since 2002-03) it has dropped by more than 20%. In 2006-07, the Fortress of Louisbourg had approximately 97,225 visits. The average party size to visit the Fortress of Louisbourg was slightly over three people; with approximately 50% of visitors travelling in individual groups of two, and 75% of groups were adults only.

In 2006, 73% of visitors were from Canada –from Ontario (21%), Nova Scotia (16%) and Québec (15%)–, 17.5% were from the United States, and 9.4% were international visitors. Most were well-educated adults with post-secondary degrees, and were visiting the site for the first time (77%). They were drawn to the site by an interest in history, and to learn and experience the site. They principally fell into the Explorer Quotient categories of Authentic Experiencers, Cultural Explorers and Free Spirit travellers. On average, visitors explored the site for 278 minutes, or just over 4 ½ hours.

3.2.3 The State of Visitor Experience

Data from the most recent visitor survey (2006) indicates that the majority of visitors (85%) felt that their expectations were exceeded or greatly exceeded. The vast majority of visitors (95%) reported being satisfied with the services and facilities of the Site and felt that it provided a satisfying educational experience.

Replacing aging visitor facilities and infrastructure is a major challenge for the site, as only 33% are rated as being in good condition. The closure of a number of period buildings on-site creates gaps in staff's ability to interpret the full range of past activities. It also disrupts the enjoyment and flow of visitors experience as they wander the streets and find themselves barred from entry. In addition, storm surge activity at the Site has damaged the waterfront area, including the destruction of the wharf off Frederic Gate. This has resulted in a large gap in the interpretation of the importance of the Louisbourg harbour.

Information gathered during a recent historic sites marketing initiative and the current renewal of the Fortress of Louisbourg Management Plan indicates that visitors would like to see more buildings open, an increase in animation, greater opportunity for hands-on experiences, more harbour activity and better access to experience the Site beyond the areas of the reconstruction and outside of regular visiting hours throughout the year.

Future Direction

Parks Canada seeks to better understand current and potential visitors through the application of market and social science concepts and

practices. Learning more about who visitors are and what they wish to discover will help staff to further tailor programs and services to meet the visitors' desires and expectations. Social science research will greatly assist the Site in customizing its programs and services, further developing a diverse menu of relevant experiences that will appeal to visitors for years to come. Through this work, Parks Canada will be aiming to increase the number of visits at the Sites by 6% over the next two years.

There is a need to appeal more directly to young adults (20-35 year olds) and teens. It is imperative that the Site make every effort to appeal to these specific audiences through the creative use of technology, which is an everyday part of their lives.

Recapitalization of infrastructure will be strategic in order to focus investments on facilities that directly support and enhance the visitor experience, commemorative integrity, and opportunities to learn. Infrastructure investment is required to diversify the products available to meet present day visitor requirements and expectations. Such development must consider the wide variety of visitors that the Site attracts, and will include a review of disabled access design options.

In 2000, 86% of visitors chose English as their language of choice (14% French), in 2006, fewer than 73% of visitors chose English (27% French). In order to meet the evolving visitor needs, the bilingual offer at the Fortress of Louisbourg will be enhanced through the use of creative digital tools (such as headsets, mp3s, audio/visual stops). The Site will also make details and personal stories available to visitors both onsite and online, connecting the landscape to the human history, and bringing personal connections to the experience of the whole site. Parks Canada will explore the opportunity to create a musical centre of 18th century French song and dance at the Fortress, as well as explore opportunities to connect with artisans, especially those interested or connected to 18th century techniques.

In addition, further opportunities to facilitate meaningful connections to the Fortress, Wolfe's Landing and the Royal Battery will be enhanced by implementing a number of actions linked to the Key Strategies. These actions are more fully explored in sections 5 and 6.



MAP 4

FORTRESS OF LOUISBOURG
 NATIONAL HISTORIC SITE OF CANADA

Reconstructed Townsite

- 1 Dauphin Gate (Visitor Entrance)
- 2 Dauphin Guardhouse
- 3 Dauphin Demi-Bastion
- 4 Guérite
- 5 Powder Magazine
- 6 Barracks
- 7 King's Bastion Ramparts
- 8 King's Bastion Barracks
- 9 Dove Cote
- 10 Stable
- 11 Carriage House
- 12 Guardhouse
- 13 Lime Kiln
- 14 Lartique House
- 15 Artillery Storehouse
- 16 Artillery Forge
- 17 King's Bakery
- 18 Armoury and Armourer's Forge
- 19 Laundry and Stables
- 20 Engineer's Residence
- 21 King's Storehouse
- 22 Woodlot
- 23 Duhaget House
- 24 Icehouse
- 25 De la Perelle House
- 26 De la Perelle Storehouse
- 27 Rodrigue Storehouse
- 28 Rodrigue House
- 29 De Gannes House
- 30 De la Plagne House
- 31 Outbuilding
- 32 De la Vallière House
- 33 De la Vallière Storehouse
- 34 Loppinot House (ruins)
- 35 Fizel House (ruins)
- 36 Carrerot House
- 37 Benoist House
- 38 L'Epée Royale
- 39 Hôtel de la Marine
- 40 Auger dit Grandchamp House
- 41 Pugnant dit Destouches House
- 42 Commissaire Ordonnateur's Residence
- 43 Stable
- 44 Dugas-de la Tour House
- 45 Frédéric Gate
- 46 Museum and Caretaker's House
- 47 LaGrange House and Storehouse
- 48 Beauséjour House "Le Billard"
- 49 Delort House and Storehouse
- 50 Morin Storehouse
- 51 Cassagnolles-Detchevery House
- 52 Santier House and Storehouse
- 53 Baron House
- 54 Cassagnolles-Detchevery Storehouse
- 55 Chevalier House
- 56 Delort Storehouse
- 57 Baron Storehouse
- 58 Pièce de la Grave Guardhouse

3.3 PUBLIC APPRECIATION AND UNDERSTANDING

Site staff and partners carry out activities that will help Parks Canada better understand and serve the interests of Canadians, offer opportunities for Canadians to enjoy relevant and educational experiences, coordinate outreach efforts more effectively and foster personal relationships between Canadians and the Fortress of Louisbourg, as well as Wolfe's Landing and the Royal Battery.

Connecting with Canadians at home, at leisure, at school and in their communities through communication and education opportunities designed to increase awareness, understanding, and appreciation of the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery will encourage support for and engagement with the Sites.

Parks Canada engages its many stakeholders and partners and encourages shared leadership through active participation in the development and implementation of the future direction for the Sites. Partners and stakeholders were essential in sculpting the long-term vision for this management plan.

Parks Canada will continue to work with partners to advance sustainable tourism and heritage conservation while also broadening its base of support through other strategic partnering opportunities.

3.3.1 The State of Outreach Education and External Communications

Parks Canada provides opportunities for Canadians to discover and learn about the Sites through programs delivered in local schools, publications, the Parks Canada website, and other media. Parks Canada also promotes understanding and appreciation of the national significance of the Site and the Agency's system of heritage places.

Reaching out to schools is a very important vehicle for reaching youth, and Parks Canada currently reaches out through an informal relationship with the Cape Breton Victoria Regional School Board. Parks Canada will continue to work with schools using various tools in order to engage more youth both at home and in the classroom.

Local media continuously demonstrate a great interest in the Fortress of Louisbourg and, as one of the most recognized National Historic Sites in Canada, interest in the Fortress of Louisbourg story extends across the country and internationally.

Future Direction

In the future, Parks Canada will seek to more fully engage Canadians through public outreach education, awareness campaigns and proactive media relations, including new ways to inform Canadians of Fortress of Louisbourg events, activities and progress by proactively working with local, national and international media outlets. Parks Canada will also, for example, use digital technology and social media to better meet the needs of off-site audiences, facilitating opportunities for public outreach education for the Fortress, Wolfe's Landing and the Royal Battery. Specific actions linked to the key strategies are more fully explored in sections 5 and 6.

3.3.2 The State of Stakeholder and Partner Engagement

Ongoing collaboration, open communication and opportunities for meaningful involvement are key to building strong relationships with partners. Parks Canada works with a number of stakeholders and partners including local businesses, community groups, the scientific and academic communities, and the tourism industry.

The cooperative agreement with the Fortress of Louisbourg Association is designed to enhance experiential opportunities for visitors. The Fortress of Louisbourg Association provides nearly 80 staff to operate children's programming, gift shops, food services and other activities annually as part of its' contribution to programming at the Fortress. Parks Canada also actively participates in community based events, festivals and regional marketing initiatives.

Parks Canada has a number of formal relationships including the Louisbourg Institute, a collaborative effort with Cape Breton University. Currently, the Louisbourg Institute is organizing a research internship for a senior history student at the Fortress of Louisbourg. The Louisbourg Institute is



The chocolate program at the Fortress.
Parks Canada – Chris Reardon

seeking to incorporate such internships as part of an ongoing university program. In addition, the Louisbourg Institute hosts a web site that makes research databases and reports available to external researchers on-line.

A number of informal partnerships have evolved over the years. This includes a relationship with Mars Incorporated which has led to a substantial investment in the interpretation of chocolate and culinary programming at the Fortress of Louisbourg including a state of the art kitchen on site. As a result, the doors of the Engineer's kitchen at the Fortress of Louisbourg were opened to people eager to practice the art of French cooking using both modern and open-hearth techniques.

Beginning in 1993 an Unama'ki Committee was established between the Fortress of Louisbourg and representatives of the Mi'kmaq of Nova Scotia on Cape Breton to work together on areas of heritage presentation. Over the years, successful joint projects based on discussions with this committee included the Mi'kmaw Trail with interpretive panels, the hiring of uniformed and costumed Mi'kmaq interpreters, and the creation of a Mi'kmaq history and culture exhibit at Louisbourg.

Parks Canada will continue to work with partners on events, programmes and activities that bring diversity into the Fortress of Louisbourg.

Future Direction

Parks Canada will engage with stakeholders and partners to implement a number of actions linked to the key strategies. Parks Canada wishes to create a shared sense of ownership with both the local and cultural communities associated with the Fortress of Louisbourg through increased participation in the Fortress of Louisbourg management and decision-making.

Currently, staff from the Fortress of Louisbourg participate on the Unama'ki Committee, and attend other meetings and consultation as required. This participation is mostly informal. Fortress of Louisbourg staff will seek to develop Terms of Reference, in collaboration with the Mi'kmaq of Nova Scotia to formalize and develop working relationships in areas of mutual interest. Parks Canada will also work with the Mi'kmaq of Nova Scotia to develop a clear approach to Mi'kmaq admission and use of the Sites.

Parks Canada will seek out government departments, universities and cultural community organizations to help research and communicate cultural histories of mutual interest. Parks Canada also wishes to partner with local community organizations to support, co-host and promote events, within the local and cultural communities and at the Fortress of Louisbourg. These and other actions related to stakeholder and partner engagement are more fully explored in sections 5 and 6.

4.0 Vision for the Future

The vision statement is a critical component of the management plan. It is meant to articulate, in an engaging manner, the special character of the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery, and paint a picture of a desired future. The vision statement is the basis for devising key strategies that outline the broad direction for protection, visitor experience and public outreach education for the Sites as a whole. The vision reflects the intent of Wolfe's Landing and the Royal Battery continuing to be managed in a holistic fashion with the Fortress.

Like a fog on the harbour, the mists of time roll back and the Fortress of Louisbourg stands proudly on the far shore. Its scale and beauty make even those who know it well, pause. This is not a mere fort but a fortified town, alive with citizens, soldiers and sailors from the four corners of the world.

From both land and sea, the Fortress seems impenetrable but friendly guides are ready to help us find our way. We can follow in the wake of merchants and fishermen, approaching by sea, to be greeted with a cheerful, "Bonjour!" at the wharf. Or we can advance over land, following in the footsteps of the British, who twice came to seize this valued French jewel for their own, to be challenged, «Êtes-vous Français?», by guards at the looming external walls.

The harbour is very much alive, with boats shuttling visitors between the modern town and the historic site, and fishermen going about their business as they have for almost three centuries. Within the fortress walls, vibrant sights breathe life into the 18th century,

and we slip into another time. Every visit, every experience of Louisbourg is different and personal. We can learn a new story of struggle, survival and triumph as we talk to people in the streets and homes. We can try our hand at a new skill: preparing a good cup of chocolat, tending a garden or singing a traditional French song.

A hike through the ruins of the surrounding town, the fortifications and siege camps teach us about the dramatic history of this place. It also teaches us about our relationship with the earth, as we observe the impact of storms and climate change on the coast of Louisbourg. Many of our experiences at the Fortress of Louisbourg resonate and reflect the challenges and concern of our lives today; it is a place that we visit not only for its past, but for its present. In the autumn, we come to view the symphony of colours, and in the winter, we come to cut our own, fresh ski and snowshoe tracks in the snow. Trails access the remnants of war, but also take us to places of natural splendour – the pristine beaches where Wolfe landed, dark forests and the majestic ocean that shaped, and continues to shape life here.

The Fortress of Louisbourg is a familiar and fascinating chapter in Canada's story, one that offers the opportunity for all Canadians to experience a sense of connection to this place and appreciate its importance in Canada's history. In the spirit of community between historic Louisbourg and Cape Breton today we experience the past and the present working together to host the world.

5.0 Key Strategies



Archaeology program at the Fortress. *Parks Canada – Chris Reardon*

Key strategies provide concrete direction for addressing the major issues facing the site and focus efforts and resources towards achieving the vision. The key strategies also address how the three mandate elements of protection, visitor experience, and public appreciation and understanding will be achieved in a mutually supportive manner.

5.1 Key Strategy #1: Leadership through Innovation, the Past Looking Forward

This strategy focuses on Parks Canada's long-standing and recognised tradition of quality and innovation in archaeological, historical, curatorial and material culture research at the Fortress; and, on strong collaborations with external institutions and organisations while contributing to experiential learning opportunities and innovation in visitor experience programmes.

5.1.1 Objective #1

Site staff and partners have a strong understanding of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites and their relevance to Canadians, as a basis for effective management.

Targets:

- 70% of the condition of cultural resources and management practices elements of commemorative integrity rated as poor at the Fortress of Louisbourg are improved by 2015.
- 90% of historic objects at the Fortress of Louisbourg are maintained in good or fair condition by 2013.

Actions:

- Conduct research to address priorities and opportunities identified through evaluation of the state of cultural resources.

- Working with partners, focus on protecting cultural resources, facilitating opportunities for visitor experience, and fostering public awareness and understanding.
- Jointly identify resources and develop a workplan with the Mi'kmaq of Nova Scotia for surveys and research related to Mi'kmaq cultural resources. Engage regional Mi'kmaq communities in the management and presentation of related cultural resources and stories, increasing the presentation and interpretation of the historical significance of the Mi'kmaq of Nova Scotia.
- Pursue an integrated and multi-disciplinary approach to storytelling and other forms of presentation that help make connections with Canadians today through evolving representations of the diverse history of Louisbourg.
- Partner with government departments, universities and cultural community organizations to research and communicate the Fortress of Louisbourg cultural histories.

5.1.2 Objective #2

Canadians understand and appreciate the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery National Historic Sites.

Targets:

- As part of National level surveys, increase the % of Canadians that consider they learned about the heritage of Parks Canada's administered places by 2014.
- Increase the number of social networking sites that are tied to the Sites by 2014, and the number of 'friends' subscribed to those sites.
- Have a 50% participation rate of 'friends' during next management planning cycle through on-line participation.

Actions:

- Update and improve the Site's webpage on the Park Canada website, and utilize social networking technology to promote current opportunities available at the Sites.
- Use digital technology to better meet the needs of off-site audiences, facilitating opportunities for public outreach education.

5.1.3 Objective #3

Opportunities for authentic and engaging visitor experiences will be facilitated through enhanced, experiential learning.

Targets:

- 85% of visitors at surveyed locations consider the Sites meaningful to them by March 2014.
- 90% of visitors at surveyed locations are satisfied, and 50% are very satisfied with their visit to the Sites.
- 85% of visitors at surveyed locations consider that they have learned about the cultural heritage of the Fortress of Louisbourg.

Actions:

- Enhance the Explorer Quotient menus of visitor opportunities, making them available for pre-trip planning (online, and in traditional print media). Visitors will be able to use these tools to tailor their experience of the Sites based on their interests, physical ability and timelines.
- Provide the opportunity for an 18th century immersion experience or "period way" that will include a range of experiential opportunities at the Fortress.
- Apply technology that better meets visitor requirements, and supplements the capacity of the Fortress staff.



Enjoying a period meal at the Fortress.
Parks Canada – Chris Reardon

**5.2 Key Strategy #2:
 Louisbourg Throughout the Year:
 Spirit of Community**



Costumed interpretive staff and visitors.
 Parks Canada – Morrison Powell

Relationships – especially at the local community level – are key to the long-term sustainability of the Fortress of Louisbourg. This strategy considers how Parks Canada can work with others to 1) be relevant to and create positive connections with local and cultural communities, and 2) make the Sites and surrounding communities a year-round destination. By collaborating with local and cultural communities, the tourism industry and others we can achieve our common goals of protecting, managing and experiencing the Sites and increasing visitation to this area throughout all seasons. There is significant potential to increase visitation as well as increase opportunities for seasonal experiences for local and cultural communities -from outdoor pursuits in the winter to community events during holidays to private functions and conferences. With our partners, there are opportunities to create relevant services and provide suitable facilities, as well as to tailor activities to meet the varying needs and interests of current and future visitors.

**5.2.1 Objective #1
 A shared sense of ownership with communities will be created through an increase in opportunities to be involved.**

Targets:

- Increase % of stakeholders and partners that support the protection and presentation of the Sites, by March 2014.

- Increase % of stakeholders and partners that feel that they have opportunities to influence and contribute to activities at the Sites.

Actions:

- Together with stakeholders and partners, develop a strategy for their consistent and proactive participation. This action, built on principles of relationship building, will lead to the identification of some immediate initiatives to be jointly pursued with the community of Louisbourg and interested cultural communities.
- Strengthen relationships with partners by actively engaging in joint initiatives, sitting on common boards and committees, and consulting each other during planning processes.
- Develop and make available third party operator and community training programs and opportunities for learning to help maintain and enhance the Sites' social relevance.

**5.2.2 Objective #2
 Opportunities for personal connections to the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery through engaging and memorable experiences while visiting the Sites will be facilitated.**



Military parade by costumed interpretive staff.
 Parks Canada – Chris Reardon

Targets:

- 85% of visitors at surveyed locations consider the Sites meaningful to them by March 2014.
- 90% of visitors at surveyed locations are satisfied, and 50% are very satisfied with their visit to the Sites.

- 90% of visitors at surveyed locations enjoyed their visit to the Sites.

Actions:

- Maximize the use of social science research to better understand visitors and to develop a more complete menu of opportunities, and continue to administer Visitor Information Program surveys to measure satisfaction levels and remain current regarding Statement of Visitor Requirements data.
- Develop a range of indicators that will help staff monitor the effectiveness of visitor experience opportunities, the visitor's sense of connection, and investments. Indicators will be measures and thresholds that assist staff to effectively evaluate the capacity of the Sites to meet Quality Service Standards.

5.2.3 Objective #3

Visitors to the Sites and region can avail of a seamless menu of activities related to the Sites to suit different interests and abilities.

Targets:

- Based upon the expressed needs of visitor, increase the variety of activities at the Sites from 2008 levels, by 2015.
- 90% of visitors are satisfied with the diversity of programs and opportunities on the Sites by 2015.
- Increase % of stakeholders and partners that feel that they have opportunities to influence and contribute to activities at the Sites.

Actions:

- Use market research and explore opportunities to partner with third party operators to develop programs and activities that respond to niche markets including culinary tourism, historical tourism, re-enactment tourism, outdoor land and sea enthusiasts.
- Partner with local community organizations to support, co-host and promote events, within the local and cultural communities and at the Fortress of Louisbourg.

- Encourage and work with local communities and the Mi'kmaq to develop tourism offers or other economic development opportunities associated with or complementary to the Sites' offer and meet the needs and expectations of visitors.

5.3 Key Strategy #3:

The Harbour is Alive

The physical features and natural resources of Louisbourg harbour have brought and sustained people here for centuries. The stories of their struggles to settle, to maintain this place and to thrive in this environment link the experiences of 18th century Louisbourg to our lives today. This environment is constantly changing, as are the needs of the people who live here. The presentation of Louisbourg harbour will unify the story of 18th century Louisbourg with today's community, allowing visitors an opportunity to experience and understand the importance of events here and how this place fits in all of our experiences – the Mi'kmaq, colonists, immigrants and their descendants – of the North Atlantic world. Working with others, this strategy focuses on the revitalization of the Louisbourg waterfront and harbour, helping to reflect an authentic view of the Fortress of Louisbourg. It also considers the importance of providing opportunities for business partners, fostering public outreach education, and engaging in community outreach.



Parks Canada – Jamie Steeves

5.3.1 Objective #1

The Louisbourg waterfront is revitalized and promotes sustainable, economic opportunities and memorable visitor experiences in the region.

Targets:

- Increase % of stakeholders and partners that support the protection and presentation of the Sites, by March 2014.
- Increase % of stakeholders and partners that feel that they have opportunities to influence and contribute to activities at the Sites.

Actions:

- Consult with regional and local organizations to build a consensus and direction for harbour revitalization.

5.3.2 Objective #2

Land-based visitors, including off-site audiences have opportunities to understand and appreciate the scale and importance of the harbour in ways that respond to their needs and interests.

Targets:

- 85% of visitors at surveyed locations consider that they have learned about the cultural heritage of the Sites.
- Increase the % of Canadians that consider that they learned something about Parks Canada administered places by March 2014.

Actions:

- Use digital technology to expand the non-personal interpretation of the Site's marine resources.
- Develop interactive exhibits and web-based presentations on the fishery, trade and military presence.
- Develop a concept for off-site marine heritage interpretation and harbour viewscape opportunities, including the use of digital technology.
- Expand the interpretation of the marine resources of the Fortress of Louisbourg, including the shipwrecks, harbour, coastline, Royal Battery, lighthouse and Kennington Cove – Wolfe's Landing.

5.3.3 Objective #3

Communicate the significance of the Fortress of Louisbourg as a French fishing centre and commercial entrepot in North America through experiential opportunities at the Site.

Targets:

- 85% of visitors at surveyed locations consider the Fortress of Louisbourg meaningful to them by March 2014.
- 85% of visitors at surveyed locations consider that they have learned about the cultural heritage of the Fortress of Louisbourg.

Actions:

- Restore waterfront access to the Fortress of Louisbourg.
- Develop partnering opportunities to provide visitors more choice in how they may enter the Sites, including entry by water and by land.
- Develop an "Old Town" coastal walk through partnering with the town trails group.
- Partner with local fishers, kayak guides, boat tours operators and others, who will present the harbour aided by interpretive materials and training from Parks Canada.
- Prepare a Submerged Cultural Resource Management Plan that promotes the protection of marine heritage and identifies interpretation opportunities.

6.0 Area Management Approach

Previous chapters set out an integrated strategy for protection, visitor experience, public outreach education and decision-making for the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites as a whole. While key strategies focus on addressing issues and challenges that affect the park, site or marine conservation area as a whole, there will be certain areas within a protected heritage place that merit a specific management focus. The fundamental purpose of presenting the management plan by area is to facilitate the integration of planning solutions and their subsequent implementation. As with the actions in the key strategies, all actions in area management are rooted in sound social science.

Three area management units are identified for the Sites:

6.1 STRATEGIC DIRECTION: *IN-SITU* TOWNSITE

Context

The historic town site of the Fortress of Louisbourg includes the area enclosed by the Fortress walls and Rochefort Point. It extends into the Fauxbourg outside the Dauphin Gate and along the North Shore, covering approximately 45 acres.



Aerial view of the King's Bastion and the site beyond the reconstruction. *Parks Canada – Ron Garnett*

Approximately 75% of the Fortress, outer works and town-site have not been reconstructed and most of the *in-situ* archaeology has not yet been studied. The remarkable density of structural and artifact materials preserved within the Louisbourg site provides Canadians with an unparalleled "time capsule" of 18th century life.

Challenges and Opportunities

The reconstructed portion of the town and fortifications dominate the current visitors' experience to the degree that the structures are perceived as representing the entirety of the Sites. The representation of Louisbourg during the year 1744 has overshadowed other significant periods and events in Louisbourg's rich and varied history. These lesser explored areas provide the Site with many opportunities to diversify programming and services.

Coastal erosion and storm events are damaging or threatening vulnerable archaeological resources. The potential for understanding the value of cultural resources closer to the reconstructed town area is compromised by the presence of a roadway and seasonally by plant growth, which obscures some features.

The period experience within the reconstruction will serve as a basis for appreciating the full significance of the ruins, the visible cultural landscape, and the value of the resources found there. The *in-situ* portion of the Site contains enormous potential to present untold stories of 18th century community life and culture, such as the hospital, the executioner's house, and small-scale commercial activity (boutiques), and the British and New England occupations.

6.1.1 Objective #1

Underrepresented community life themes are interpreted and presented in the *in-situ* townsite area of the Site.

Actions:

- Develop a research plan to study the *in-situ* townsite area, including archaeological inventory.

6.1.2 Objective #2

The *in-situ* townsite portion of the Fortress of Louisbourg National Historic Site is accessible and explored.



Archaeology program. Parks Canada – Morrison Powell

Actions:

- Develop a Vegetation Management Plan for the in situ townsite.
- Within the context of a site-wide interpretive heritage trails plan, examine and explore options for innovative townsite trails possibilities.
- Examine field schools and public archaeology options for additional educational and visitor experience opportunities.
- Develop a Coastal Conservation Plan.

6.2 STRATEGIC DIRECTION: BATTLEFIELDS



Silhouette of costumed drummer.
Parks Canada – Horst Pauffler

Context

The extent and completeness of the siege sites of the Fortress of Louisbourg constitute a major and unique cultural resource. They include the *in-situ* remains of military positions, camps and communication lines constructed and used by the British and the outer defence positions constructed by the French before and during the sieges of 1745 and 1758, such as the Royal Battery. As the participants of the second siege reused the military positions of the first, almost all remains still in existence pertain to the 1758 conflict. The combination of these features with preserved 18th century topography provides an excellent preservation of a historically-significant 18th century battlefield.

British/New England siege sites include a diverse assortment of stone and earth structures, roads, trenches, ditches, walls, batteries, redoubts, blockhouses, camp facilities etc. The outer defensive positions constructed by the French include redans, entrenchments, earthworks, batteries, and camps to support the outer defensive positions. The distribution of these features relate to 18th century military tactics applied to the particular situation and topography of Louisbourg. They extend from west of Kennington Cove to Big Lorraine Head, and from the height of land round the harbour to water's edge. There are associated shipwrecks in Louisbourg's protected harbour.

Challenges and Opportunities

The vast majority of these siege sites fall within the Fortress of Louisbourg's boundaries with only a modest few falling outside. Within the boundaries, forest succession poses the

greatest resource threat. In the case of coastal siege positions, erosion poses the greatest resource threat. These positions have not been made accessible nor are they interpreted. The recent opening of Wolfe's Redoubt is consistent with the direction identified for the remainder of this area.

As in the undisturbed townsite, a variety of strategies and approaches are used in the resource protection of this area, including research to identify resources, monitoring, and determination and implementation of vegetation management and site access.

6.2.1 Objective #1

Visitors have the opportunity to experience the Sites in a way that meets their needs and expectations.

Action:

- Maximize the use of multi-media techniques and tools to present enhanced recreational opportunities, such as GPS.
- Within the context of a site-wide interpretive heritage trails plan, examine and explore options for innovative battlefields trails possibilities and their link to the Royal Battery Trail.
- Seek advice from Mi'kmaq regarding storytelling and appropriate presentation of their rich and dynamic culture.

6.2.2 Objective #2

Accessibility of the Battlefields area of the Sites is increased.

Action:

- Review use of Kennington Cove beach, visitor access, and site road conditions, and adjust the service offer to match the level of visitor demand, the nature of usage and to address public safety concerns.

6.2.3 Objective #3

Level 1, *in-situ* archaeological resources are protected and presented in ways that respect the principles and practices of the Cultural Resource Management Policy.

Action:

- Complete an inventory of archaeological sites.

- Develop a Commemorative Integrity Statement for Wolfe's Landing National Historic Site.
- Develop a Commemorative Integrity Statement for the Royal Battery National Historic Site.
- Design and implement an active forest management plan for the protection of cultural resources.

6.3 STRATEGIC DIRECTION: RECONSTRUCTED TOWNSITE

Context

The reconstruction and interpretation of approximately one-quarter of the 18th century fortified town of Louisbourg is the dominant feature and focus of the activities of the site. The reconstruction originated in 1960 from one of the recommendations of the Report of the Royal Commission on Coal, which proposed a symbolic reconstruction sufficient to furnish a comprehensive representation of the material and cultural forms. Between 1964 and 1980, Parks Canada reconstructed almost one quarter of the town comprising a cross-section of the town between the fortified walls and the harbour. The extension of the reconstruction east of rue St-Louis has created two almost complete 18th century vistas: the quai from the Dauphin Gate to Ile du Quai and rue Toulouse from the Frederic Gate to the King's Bastion. In all, 65 major buildings, including the massive barracks of the King's Bastion, and approximately 20 associated small buildings and structures, such as dove cotes and sentry boxes have been built. Many of these buildings are furnished to period and animated with costumed staff.



Gardens at the Fortress. Parks Canada – Chris Reardon

Challenges and Opportunities

The reconstructed town-site at the Fortress of Louisbourg is the central stage where the story of the Sites' national significance is told. It is experienced in a variety of ways and levels by our visitors during their 3 – 8 hour time span at the National Historic Site.

The reconstructed townsite offers a wonderful window into another time, powerfully evokes a sense of an ongoing community, and reflects the belief in the desirability of making history accessible and understandable to Canadians. The reputation of the reconstruction project as a whole rests on its careful attention to detail and period practice. It can be looked at as a model of the past and as an excellent example of applied research. Integrity and fact based presentation will continue to be the hallmark of programming at the Fortress of Louisbourg.



Costumed interpretive staff. Shanna Fiddler

More than 30 years of use, harsh coastal winter conditions and rising sea levels have all led to considerable wear and tear on the reconstruction. Factors such as accessibility, public and staff safety and availability of materials have necessitated modern interventions in both the reconstruction and its programs. A challenge to the management of the reconstruction is to address these interventions in a manner that does not compromise the sense of the past, or negatively impact visitor experience.

Currently and in the past, interpretation of society and culture at Louisbourg has had a rather narrow focus on French colonial society in the early 1740s, or the “1744 moment in time” approach. The history of the reconstructed buildings, fortifications, administrative centres and wealthier homes, has also defined the scope of the presentation, and has made some subjects more difficult to include. There is a need to expand the focus to more fully encapsulate the scope of the site's history: the British occupation from 1745 to 1749, the second French occupation, 1749-58, and women's history, ethnic minorities, and the Mi'kmaq, all of which were represented in Louisbourg's cosmopolitan society.

The objective of this approach is to maximize the use of the Sites' assets in meeting visitor needs and expectations and facilitating opportunities for visitor experiences through fine-tuning and enhancing the current offer. This in turn necessitates having the visual effect of a well maintained, vibrant town with access to areas and buildings in which we can offer specific programming and experiential opportunities.

6.3.1 Objective #1

An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.

Actions:

- Conduct a review of buildings and exhibits, and match exhibits with areas that are more relevant and well frequented.
- Replace the pavé, and ensure that street-scapes are maintained.

6.3.2 Objective #2

Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.

Actions:

- Reference to the culturally diversity of Louisbourg will be increased, with emphasis on the interpretation of Mi'kmaq, Acadian and African associations.
- The story of the role of women will be enhanced, and focused through the detailed knowledge of a few individuals with strong ties to the region, such as Marie Marguerite Rose and Jeanne Dugas.

7.0 Administration and Operations



Reconstructed Townsite. *Parks Canada*

The reconstructed townsite is more than thirty years old, and in some cases, buildings have stood longer than their originals did in the 18th century. The ravages of time associated with Louisbourg's typical microclimate of salt air, fog, rain and wind and the flooding associated with rising sea levels have led to considerable wear and tear. Site staff have developed considerable skills in merging 1700's era building techniques with modern technologies, materials and methods in ways that ensure that the site continues to provide opportunities for visitors to enjoy an immersive 18th century experience.

An investment of two million dollars, as part of Canada's Economic Action Plan, has ensured that period buildings on-site can be re-opened or remain accessible. While not all of the considerable maintenance challenges have been resolved, this moderate renewal program will create new opportunities for



Administration Building for the Fortress and Cape Breton Field Unit. *Donna MacNeil*

staff and partners to meet visitor expectations, ensuring that visits are exciting, safe and memorable. As Parks Canada continues to apply best practices in asset management to the period structures and associated infrastructure, the emphasis will be placed on effective maintenance to safeguard cultural resources, buildings and structures.



Visitor Reception Centre. *Peter Chiasson*

As asset improvement progresses at the Fortress of Louisbourg, the following elements will continue to be considered and applied where practicable: low energy consumption, environmentally friendly design and construction, modern technologies, design and landscape details respecting mid- 18th century architecture elements that protect resources, provide educational opportunities and that facilitate opportunities for visitor experiences.

In an effort to improve efficiency, site and support staff will be relocated to period buildings on site. This will ensure that currently unused buildings will be occupied. This will reduce the requirement for offsite administrative and operational buildings.

The current Fortress of Louisbourg Visitor Reception Centre is located both outside the modern town of Louisbourg and outside the reconstructed townsite, in a forested area that offers neither a view of the Fortress, nor a sense of place. The exhibits and the structure are at the end of their design life and no longer service the needs of visitors. Parks Canada will assess the feasibility of locating visitor orientation and administrative facilities within the Town of Louisbourg. This will provide opportunities for visitors and staff to interact with people and business in the modern Town. The relocation of the Visitor Reception Centre would also allow for a reduction and rehabilitation of a built "footprint" on the grounds of the site.

8.0 Monitoring



Winter storm damage at Frederic Gate.
Parks Canada – Ian Harte

Management planning is not a static process. Monitoring of the on-going implementation of the plan provides an evaluation of the planned actions to determine that they are effective in achieving the key strategies. The management planning cycle incorporates monitoring and evaluation to assess progress. Annual implementation reports record performance in putting the management plan into action. State of the Site Reports provide an assessment of the site's condition and trends relative to the Agency's three mandate areas and report on the progress in meeting corporate performance expectations. "State of" reports also give an account of what has been done to maintain or improve the state of the site, by assessing performance in achieving desired results identified in the management plan. A State of the Site Report will form the basis for the Fortress of Louisbourg's five-year management plan review, and for determining major issues

and challenges to be addressed in the next management planning cycle. The initial stages of the State of the Sites Report process for the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites will begin during the summer of 2010, and is expected to be completed in the summer of 2011.

Parks Canada utilizes two types of monitoring: condition and management effectiveness.

8.1 CONDITION MONITORING

Condition monitoring is designed to answer the question "What is the current state of the site?" It is a snapshot of long-term trends that serves to determine if the site's commemorative integrity condition, visitor experience, and educational program is improving, deteriorating or remaining relatively stable.

8.1.1 Commemorative Integrity

In June of 2005, a multi-disciplinary team undertook an evaluation of the state of commemorative integrity at Fortress of Louisbourg National Historic Site. The evaluation provided information to site management about where the site's strengths and weaknesses lie with respect to commemorative integrity. Evaluations of this nature are based on a site's Commemorative Integrity Statement and Parks Canada's *Cultural Resource Management Policy*, and follow the standards set in the *Rating Guide for Commemorative Integrity Evaluations*.

During the last evaluation, a number of key challenges were raised, including the size of the site and the large number of cultural resources, which creates many protection and presentation challenges. These are compounded by erosion and other water-related problems due to the site's location on a dynamic coastal environment. Of particular concern is erosion damage to the major fortification elements at the Princess Bastion, and to resources along the north shore, and the impact of forest succession on the numerous outlying siege works and other cultural resources. The State of the Sites Report scheduled for 2010 will use the 2005 Commemorative Integrity Evaluation as a basis for monitoring the progress of improvements to the commemorative integrity of the Fortress of Louisbourg.

Commemorative Integrity Statements have not yet been approved for Wolfe's Landing and the Royal Battery, but will be completed within the life span of this management plan.

8.1.2 Visitor Experience

During the course of the management plan Parks Canada will implement a structured monitoring program that will measure the state of visitor experience offerings to ensure that Parks Canada is successfully facilitating opportunities for visitors to establish a strong sense of connection to the Fortress of Louisbourg, Wolfe's Landing, and the Royal Battery. The program will use visitor information program surveys and trends in attendance, among other measures, as tools to monitor the effectiveness of management actions.

8.1.3 Public Outreach Education and External Communications

In addition to heritage resource protection and facilitating visitor experience, Parks Canada aims to build support for national protected heritage places, including national historic sites, through increasing Canadians' awareness, appreciation and understanding of them. A successful public outreach education program and external communication will increase Canadians' appreciation of the significance of heritage places administered by Parks Canada and the importance of protecting and presenting nationally significant places like the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites. Parks Canada Agency is in the process of developing a national program that will measure Canadians' level of awareness and understanding of Parks Canada's administered places. The managers of the Sites are developing activities and programs to help achieve the corporate performance expectations.

8.1.4 Stakeholder and Partner Engagement

Parks Canada seeks to broaden its base of support by engaging its stakeholders and partners, and encouraging shared leadership through active participation in the development and implementation of the Agency's future direction. Partners and stakeholders should feel invited to participate in, influence and contribute to site activities.

Parks Canada Agency is in the process of developing a national program that will measure the level of stakeholder and partner engagement in the protection and presentation of Parks Canada's administered places.

8.2 EFFECTIVENESS MONITORING

Effectiveness monitoring evaluates the specific results of direct management action. These are shorter-term performance evaluations used to determine if management decisions leading to actions are achieving the intended results.

8.2.1 Commemorative Integrity

A major performance expectation in the 2009/10 Parks Canada Corporate Plan is that National Historic Sites will improve the

condition of cultural resources and management practices elements of commemorative integrity by 2014. Active management projects that restore a valued cultural component or significantly reduce stressors will be a key method to meet this performance expectation. The results of actions will have to be demonstrated by management effectiveness monitoring. Some key projects currently underway include, a coastal conservation strategy that places emphasis on mitigating coastal erosion, the implementation of an active vegetation management for the protection of cultural resources, and the development of a submerged cultural management plan that promotes the protection of marine heritage.

8.2.2 Visitor Experience

Management decisions related to Visitor Experience will also be monitored for effectiveness. For example, as a result of an action has the quality of the visitor experience been improved? Has the action resulted in greater use of a facility or a particular program, with perhaps an associated increase in revenue? Effectiveness is measured both qualitatively and quantitatively, and the desired results are twofold – an increase in the quality of the visitor experience, which may lead to a sense of personal connection, combined with a prudent expenditure of public funds.

Several indicators are used to monitor the effectiveness of management actions at the Sites:

- The Visitor Information Program (VIP) survey, conducted every five years, assesses visitor satisfaction levels concerning various aspects of site facilities, services and programs. Parks Canada strives to have more than 90% of visitors satisfied with their experience, and more than 50% very satisfied with their experience.
- Visitor statistics and attendance numbers can be used to infer satisfaction through repeat visitation (visitors are satisfied with the experiences and make the decision to return) or new growth areas that suggest park products are meeting user demands and expectations.
- Direct feedback through visitor comments and public consultation exercises.



Visitors and costumed interpretive staff.
Parks Canada – Chris Reardon

8.2.3 Public Outreach Education and External Communication

Managers of the Sites will continue to develop a monitoring framework that will measure the effectiveness of its activities and programs in reaching targeted Canadians, and in engaging stakeholders and partners. To determine the effectiveness of education and outreach actions, the park will focus on whether partners and stakeholders feel they have influenced park management decisions and if target audiences can distinguish between services offered by the Sites and those offered by other agencies in the region.

The effectiveness of public outreach education may be further assessed through:

- Surveys that ensure that audience learning objectives are achieved and Parks Canada's goals are met.
- Custom research may be undertaken to assess the effectiveness of programs when feasible and cost effective.

8.2.4 Stakeholder and Partner Engagement

The level of engagement of partners and stakeholders in the protection and presentation of the Sites will highlight the effectiveness of efforts to involve stakeholders and partners in activities.

Managers of the Sites will continue to develop a monitoring framework that will measure the effectiveness of the sites' activities and programs, especially the extent to which regional residents, cultural communities, and key stakeholders.

9.0 Summary of Strategic Environmental Assessment

The management plan for the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites is a strategic document that guides future decisions and operations for the Sites through the identification of key actions. A Strategic Environmental Assessment (SEA) that included consideration of cumulative environmental effects that might possibly result from those key actions was completed. Such an environmental evaluation is required under the 1999 *Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals*. The objectives of the SEA were as follows:

- To ensure that the general directions and proposals contained in the plan respect and support the ecological integrity goals and objectives for the national park;
- To ensure that the plan adequately addresses the multiple stressors and major concerns relating to the cumulative effects which are acting or may in the future act upon the national park;
- To assess the implications of various alternatives considered in the plan, to enhance positive effects and avoid or mitigate negative effects; and
- To identify any potential trade-offs of valued ecosystem components against proposed human use enhancements and their implications of the overall plan for presentation to decision-makers.

The SEA of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites management plan concludes that:

- The management plan is consistent with Parks Canada legislation and operational policies;
- The proposed actions strongly support improvements in the commemorative integrity of the national historic sites;

- The proposed actions outlined within the management plan will not cause significant environmental impacts;
- The cumulative effects of the actions proposed in the management plan will be to move towards improvement in the protection of both natural values and cultural resources; and
- The management plan recognizes Parks Canada's commitment to identifying, protecting and presenting the cultural resources at the sites and working with various partners and stakeholders, the Acadian community, and Mi'kmaq to protect the cultural heritage of the sites.

No mitigation to this plan is required. However, implementation of the plan will result in some projects and plans that will require environmental assessment to mitigate any potential for negative environmental effects. The following actions proposed in the management plan will be exposed to project environmental assessment or strategic environmental assessment:

Project environmental assessment

- Special events taking place at the Sites;
- Rebuilding wharf access to the Fortress of Louisbourg;
- Vegetation management plan for the undisturbed town site;
- Disabled access design options that involve construction of associated infrastructure;
- Trail modification and/or related work;
- Active forest management;
- Archaeological work involving excavation;
- Undertaking of prescribed burns; and
- Replacing the pavé and work associated with maintaining streetscapes.

Strategic environmental assessment

- Coastal conservation plan; and
- Submerged cultural resource management plan that promotes the protection of marine heritage and interpretation options.

In summary, the strategic direction and key actions in this plan are not likely to have any significant adverse environmental impact. Moreover, if the strategic direction given by the plan is followed and the specific actions outlined in the plan are carried out, the management of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites should contribute to the maintenance and restoration of commemorative integrity into the future.

10.0 References

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APPENDIX A

Summary of Planned Actions

Implementation of a management plan is directly linked to the Field Unit's annual business plan, where resources are specifically allocated for plan implementation. The following summarizes the actions proposed in this management plan that will be implemented within the next 5 years.

Leadership through Innovation, the Past Looking Forward

Key Strategy #1

- Conduct research to address priorities and opportunities identified through evaluation of the state of cultural resources.
 - Working with partners, focus on protecting cultural resources, facilitating opportunities for visitor experience, and fostering public awareness and understanding.
 - Pursue an integrated and multi-disciplinary approach to storytelling and other forms of presentation that help make connections with Canadians today through evolving representations of the diverse history of Louisbourg.
 - Jointly identify resources and develop a workplan with the Mi'kmaq of Nova Scotia for surveys and research related to Mi'kmaq cultural resources. Engage regional Mi'kmaq communities in the management and presentation of related cultural resources and stories, increasing the presentation and interpretation of the historical significance of the Mi'kmaq of Nova Scotia.
 - Enhance the Explorer Quotient menus of visitor experiences, making them available for pre-trip planning (online, and in traditional print media). Visitors will be able to use these tools to tailor their experience of the Site based on their interests, physical ability and timelines.
 - Update and improve the Sites' webpage on the Park Canada website, and utilize social networking technology to promote current opportunities available at the Sites.
-
- Use digital technology to better meet the needs of off-site audiences by facilitating opportunities for public outreach education.
-
- Apply technology to better meet visitor requirements, and supplement the capacity of the Fortress staff.
-
- Provide the opportunity for an 18th century immersion experience or "period way" that may include a range of experiential opportunities.

Louisbourg Throughout the Year: Spirit of Community

Key Strategy #2

- Together with stakeholders and partners, develop a strategy for their consistent, proactive participation. This action, built on principles of relationship building, will lead to the identification of some immediate initiatives to be jointly pursued with the community of Louisbourg and interested cultural communities.
- Strengthen relationships with partners by actively engaging in joint initiatives, sitting on common boards and committees, consulting each other during planning processes.
- Develop and make available third party operator and community training programs and opportunities for learning to help maintain and enhance the Sites' social relevance.
- Maximize the use of social science research to better understand visitors and to develop a more complete menu of opportunities, and continue to administer visitor information program surveys to measure satisfaction levels and remain current regarding statement of visitor requirements data.
- Develop a range of indicators that will help staff monitor the effectiveness of visitor experience opportunities and investments. Indicators will be measures and thresholds that assist staff to effectively evaluate the capacity of the Sites to meet quality service standards.
- Use market research and explore opportunities to partner with third party operators to develop programs and activities that respond to niche markets including culinary tourism, historical tourism, re-enactment tourism, outdoor land and sea enthusiasts.
- Encourage and work with local communities and the Mi'kmaq to develop tourism offers and other economic opportunities associated with or complementary to the Sites' offer and meet the needs and expectations of visitors.
- Partner with local community organizations to support, co-host and promote events, within the local and cultural communities and at the Fortress.

The Harbour is Alive

Key Strategy #3

- Consult with regional and local organizations to build a consensus and direction for harbour revitalization.
- Expand the interpretation of the marine resources of the Fortress of Louisbourg, including the shipwrecks, harbour, coastline, Royal Battery, lighthouse and Kennington Cove – Wolfe's Landing.
- Restore waterfront access to the Fortress of Louisbourg.
- Develop partnering opportunities to provide visitors more choice in how they may enter the Site – including entry by water and by land.
- Develop an "Old Town" coastal walk through partnering with the town trails group.
- Partner with local fishers, kayak guides, boat tours operators and others, who will present the harbour aided by interpretive materials and training from Parks Canada.

***In Situ* Townsite**

Area Management #1

- Examine field schools and public archaeology options for additional educational and visitor experience opportunities.
- Develop a Coastal Conservation Plan.

Battlefields

Area Management #2

- Within the context of a site-wide interpretive heritage trails plan, examine and explore options for innovative battlefields trails possibilities and their link to the Royal Battery Trail.
- Seek advice from the Mi'kmaq regarding storytelling and presentation of their rich and dynamic culture.
- Review use of Kennington Cove beach, visitor access, and site road conditions, and adjust the service offer to match the level of visitor demand, the nature of usage and to address public safety concerns.
- Develop a Commemorative Integrity Statement for Wolfe's Landing National Historic Site.
- Develop a Commemorative Integrity Statement for the Royal Battery National Historic Site.
- Design and implement an active forest management for the protection of cultural resources.

Reconstructed Townsite

Area Management #3

- Conduct a review of buildings and exhibits, and match exhibits with areas that are more relevant and well frequented.
- Replace the pavé, and ensure that streetscapes are maintained.
- Reference to the cultural diversity of Louisbourg will be increased, with emphasis on the interpretation of Mi'kmaq, Acadian and African associations.
- The story of the role of women will be enhanced, and focused through the detailed knowledge of a few individuals with strong ties to the region, such as Marie Marguerite Rose and Jeanne Dugas.

APPENDIX B

How the FOLNHSC Management Plan Supports Parks Canada's Corporate Performance Expectations

Heritage Resources Conservation	
Corporate Performance Expectations	Objectives that support corporate performance expectation
Commemorative Integrity	
<p>70% of the condition of cultural resources and management practices elements of commemorative integrity rated as poor are improved within 5 years.</p>	<p>5.1.1 Site staff and partners have a strong understanding of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites and their relevance to Canadians as a basis for effective site management.</p> <p>6.1.1 Underrepresented community life themes are interpreted and presented in the <i>in-situ</i> townsite area of the Site.</p> <p>6.1.2 The <i>in-situ</i> townsite portion of the Fortress of Louisbourg National Historic Site is accessible and explored.</p> <p>6.2.2 Accessibility of the Battlefields area of the Sites is increased.</p> <p>6.2.3 Level 1, <i>in-situ</i> archaeological resources are protected and presented in ways that respect the principles of the Cultural Resource Management Policy.</p> <p>6.3.1 An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.</p>
<p>Maintain 90% of historic objects in good or fair condition by 2013.</p> <p>Improve by 60% the condition of historic buildings and structures administered by Parks Canada in poor condition by 2013.</p>	<p>5.1.1 Site staff and partners have a strong understanding of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites and their relevance to Canadians as a basis for effective site management.</p> <p>6.1.2 The <i>in-situ</i> townsite portion of the Fortress of Louisbourg National Historic Site is accessible and explored.</p> <p>6.2.2 Accessibility of the Battlefields area of the Sites is increased.</p> <p>6.2.3 Level 1, <i>in-situ</i> archaeological resources are protected and presented in ways that respect the principles of the Cultural Resource Management Policy.</p> <p>6.3.1 An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.</p>

Visitor Experience	
<p>85% of visitors at all surveyed locations that consider the place is meaningful to them by March 2014.</p> <p>90% of visitors at surveyed locations are satisfied, and 50% are very satisfied with their visit.</p>	<p>5.1.3 Opportunities for authentic and engaging visitor experiences will be facilitated through enhanced experiential learning.</p> <p>5.2.2 Opportunities for personal connections to the Fortress of Louisbourg, Wolfe's Landing and Royal Battery through engaging and memorable experiences while visiting the Sites will be facilitated.</p> <p>5.2.3 Visitors to the Sites and region can avail of a seamless menu of activities related to the Sites to suit different interests and abilities.</p> <p>5.3.2 Land-based visitors, including off-site audiences have opportunities to understand and appreciate the scale and importance of the harbour in ways that respond to their needs and interests.</p> <p>5.3.3 Communicate the significance of the Fortress of Louisbourg as a French fishing centre and commercial entrepot in North America through experiential opportunities at the Site.</p> <p>6.3.1 An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.</p> <p>6.3.2 Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.</p>
Marketing and Promotion	
<p>Increase the number of visits at FOL by 6%, by 2012.</p>	<p>5.2.2 Opportunities for personal connections to the Fortress of Louisbourg, Wolfe's Landing and Royal Battery through engaging and memorable experiences while visiting the Sites will be facilitated.</p> <p>5.2.3 Visitors to the Sites and region can avail of a seamless menu of activities related to the Sites to suit different interests and abilities.</p>
National Historic Sites Interpretation	
<p>85% of visitors at surveyed locations consider that they learned about the cultural heritage of the place.</p> <p>75% of the communication element of commemorative integrity rated as poor is improved within 5 years of the original assessment.</p>	<p>5.1.3 Opportunities for authentic and engaging visitor experiences will be facilitated through enhanced experiential learning.</p> <p>5.3.2 Land-based visitors, including off-site audiences have opportunities to understand and appreciate the scale and importance of the harbour in ways that respond to their needs and interests.</p> <p>5.3.3 Communicate the significance of the Fortress of Louisbourg as a French fishing centre and commercial entrepot in North America through experiential opportunities at the Site.</p> <p>6.1.1 Underrepresented community life themes are interpreted and presented in the <i>in-situ</i> townsite area of the Site.</p> <p>6.1.2 The <i>in-situ</i> townsite portion of the Fortress of Louisbourg National Historic Site is accessible and explored.</p> <p>6.2.1 Visitors have the opportunity to experience the Sites in a different way, that meets their needs and expectations.</p> <p>6.3.1 An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.</p> <p>6.3.2 Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.</p>

National Historic Sites Visitor Activities and Services	
<p>90% of visitors at surveyed locations enjoyed their visit.</p>	<p>5.1.2 Canadians understand and appreciate the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery.</p> <p>5.1.3 Opportunities for authentic and engaging visitor experiences will be facilitated through enhanced experiential learning.</p> <p>5.2.2 Opportunities for personal connections to the Fortress of Louisbourg, Wolfe's Landing and Royal Battery through engaging and memorable experiences while visiting the Sites will be facilitated.</p> <p>5.3.3 Communicate the significance of the Fortresses of Louisbourg as a French fishing centre and commercial entrepot in North America through experiential opportunities at the Site.</p> <p>6.2.1 Visitors have the opportunity to experience the Sites in a different way, that meets their needs and expectations.</p> <p>6.2.2 Accessibility of the Battlefields area of the Sites is increased.</p> <p>6.3.1 An atmosphere of a bustling town and vibrant Site is present at the Fortress of Louisbourg.</p> <p>6.3.2 Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.</p>
Public Appreciation and Understanding	
<p>60% of Canadians appreciate the significance of heritage places administered by Parks Canada by March 2014.</p> <p>80% of Canadians support the protection and presentation of places administered by Parks Canada by March 2014.</p>	<p>5.1.2 Canadians understand and appreciate the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery.</p> <p>6.3.2 Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.</p>
Outreach Education and External Communications	
<p>Increase the % of Canadians that consider that they learned something about Parks Canada administered places by March 2014.</p> <p>Increase the % of Canadians that understand that nationally significant places that are administered by PC are protected and presented on their behalf by March 2014.</p>	<p>5.1.2 Canadians understand and appreciate the Fortress of Louisbourg, Wolfe's Landing and the Royal Battery.</p> <p>5.3.2 Land-based visitors, including off-site audiences have opportunities to understand and appreciate the scale and importance of the harbour in ways that respond to their needs and interests.</p>

Stakeholder and Partner Engagement	
<p>Increase % of Stakeholders and Partners that support the protection and presentation of Parks Canada's administered places, by March 2014.</p> <p>Increase % of Stakeholders and Partners that feel that they have opportunities to influence and contribute to Parks Canada's activities.</p>	<p>5.1.1 Site staff and partners have a strong understanding of the Fortress of Louisbourg, Wolfe's Landing and Royal Battery National Historic Sites and their relevance to Canadians as a basis for effective site management.</p> <p>5.2.1 A shared sense of ownership with communities will be created through an increase in the opportunities to be involved.</p> <p>5.2.3 Visitors to the Sites and region can avail of a seamless menu of activities related to the Sites to suit different interests and abilities.</p> <p>5.3.1 The Louisbourg waterfront is revitalized and promotes sustainable, economic opportunities and memorable visitor experiences in the region.</p> <p>6.3.2 Underrepresented community life themes are interpreted and presented in the reconstructed townsite area of the Site.</p>