



SAULT STE. MARIE CANAL

NATIONAL HISTORIC SITE OF CANADA

Management Plan



Parks
Canada

Parcs
Canada

Canada

Cover Photo: First boat through the new lock, July 1998
Parks Canada/Joe Pedalino

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February, 2007

Foreword



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

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

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

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

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

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

In this same spirit of partnership and responsibility, I am pleased to approve the Sault Ste. Marie Canal National Historic Site of Canada Management Plan.

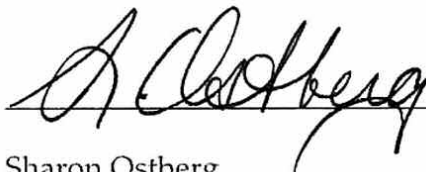
A handwritten signature in dark ink, appearing to read "John Baird".

John Baird
Minister of the Environment

Recommended by:



Alan Latourelle
Chief Executive Officer
Parks Canada



Sharon Ostberg
Superintendent, Northern
Ontario Field Unit
Parks Canada

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1.0 INTRODUCTION

The Sault Ste. Marie Ship Canal officially opened for traffic in September 1895. It completed the last link in an all Canadian waterway along the Great Lakes-St. Lawrence River system. As part of an important commercial highway the canal facilitated the movement of raw materials from the west to markets in the east and beyond, as well as the movement of people and products westward. The Canal was operated as a commercial facility for over 80 years until 1979 when it was transferred to Parks Canada in recognition of its value as a heritage canal. It was designated a national historic site in 1987.

1.1 PURPOSE OF A MANAGEMENT PLAN

This management plan establishes long term strategic direction for the management of the Sault Ste. Marie Canal National Historic Site of Canada.

The purpose of the management plan is to ensure the commemorative integrity of a national historic site and the application of cultural resource management principles and practices in decision making. It is a commitment by the Minister responsible for Parks Canada that the site will be protected and presented to the public.

The direction established in a management plan for a national historic site, responds to Parks Canada's fundamental responsibilities to ensure the protection and presentation of cultural resources and messages of national significance, to provide quality service to visitors, and to use funds in a wise and efficient manner. As well, the plan provides direction for greater community involvement, marketing, revenue generation, the resolution

of operational issues, and as a framework to assess the merits of any future use or development proposals.

1.2 THE FISCAL CONTEXT FOR THE MANAGEMENT PLAN

In applying the policies of Parks Canada, and incorporating public knowledge, expertise, and suggestions, the management plan sets out a long term vision for the site and actions to achieve that vision. This is in recognition that much still needs to be done to transform the Sault Ste. Marie Canal from a commercial transportation facility to a national historic site with a recreational lock. The reconstruction of the lock was the first step. Conserving the site's cultural resources and providing a high quality visitor experience is the next priority.

During the next 5 years there is no expectation of resources beyond the existing field unit budget being received to implement the management plan. Progress will be made towards ensuring commemorative integrity and providing quality service through existing resources and partnerships with others. The implementation table in section 11 of the plan

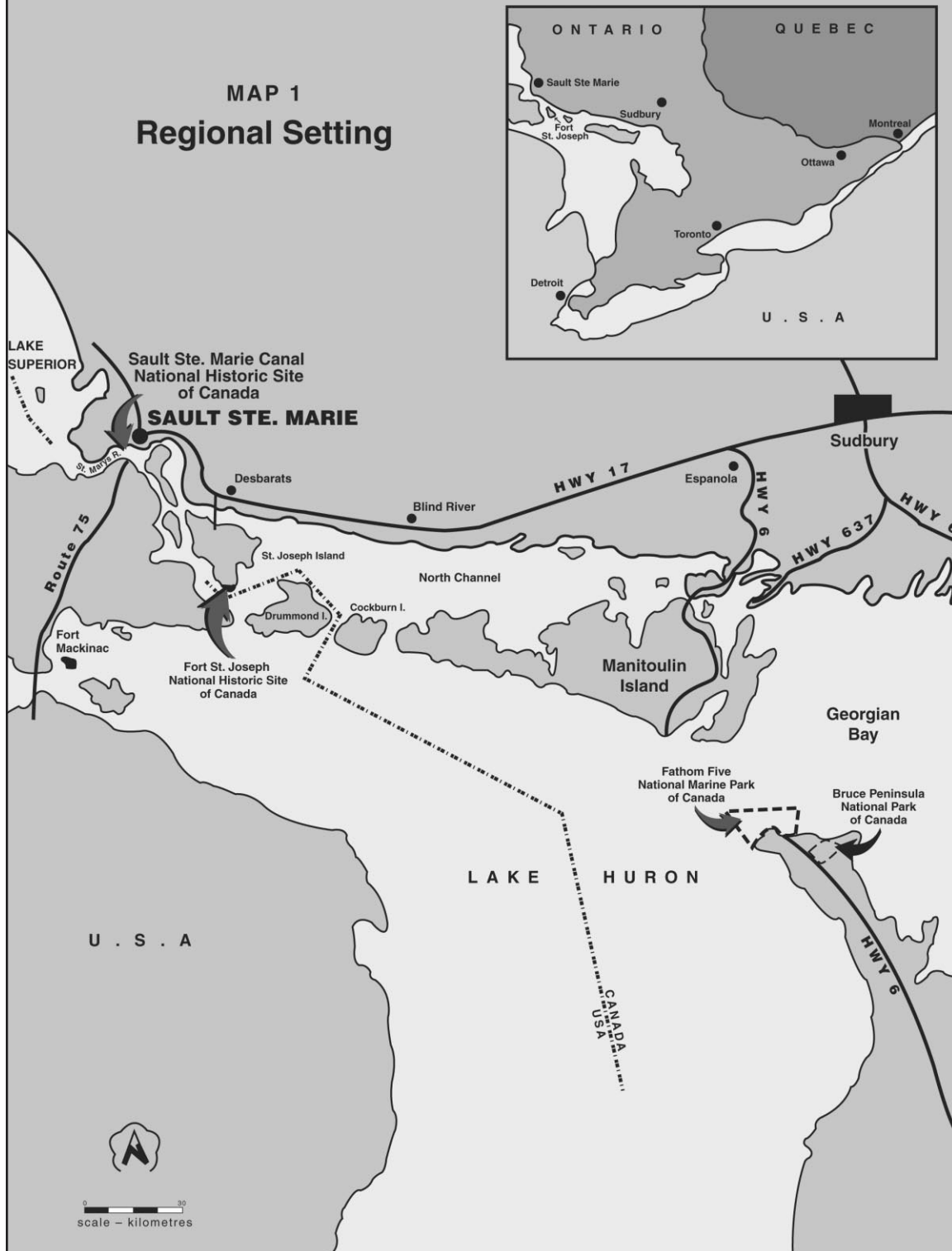


Lock nearing completion, 1894.

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

SAULT STE. MARIE CANAL NATIONAL HISTORIC SITE OF CANADA

MAP 1
Regional Setting





Excavations for lock, 1893.

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

shows that most of the actions of the plan will be implemented within 5 years using the existing financial and staff resources. Any other projects will only be undertaken if additional funds become available.

1.3 PARKS CANADA'S ROLE

Parks Canada, has the responsibility of providing leadership and stewardship in protecting and presenting heritage areas of national significance. This means managing heritage areas under its jurisdiction to the highest standards and assisting and co-operating with others to protect and present heritage areas of national significance.

1.4 LEGISLATIVE AND POLICY BASIS FOR THE PLAN

The *Parks Canada Agency Act (1998)* extends the legislative requirement for preparing management plans to national historic sites and requires the Minister responsible for Parks Canada to review the then current plan every five years and table in Parliament any required amendments. Parks Canada's programme is directed by the *Guiding Principles and Operational Policies*. This document explains

how the federal government carries out its national programme of natural and cultural heritage recognition and protection.

1.5 LOCATION AND REGIONAL CONTEXT

The Sault Ste. Marie Canal National Historic Site of Canada is located in the heart of the City of Sault Ste. Marie, an industrial and administrative centre with a population of 80,000. Located on the international border and between Lakes Superior and Huron, the city is strategically located as the major entry point to Ontario for much of the American midwest (Map 1). The much smaller city of Sault Ste. Marie Michigan (population of 14,000), is located on the south side of the St. Marys River and is dominated by the massive four-lock canal complex which now handles all Great Lakes shipping.

The Sault Ste. Marie Canal is located directly west of the centre of the city on the North and South St. Marys Islands, which were created as a result of canal construction (Map 2). The setting of the Canal is quite dramatic, affording visitors an opportunity to view and understand features, which played a major role in the history of the Sault, and indeed of the nation. North of the canal is the heavy industrial complex consisting of the St. Marys Paper plant and Algoma Steel. The Great Lakes Power Company hydro-electric generating station is located at the end of the power canal and adjacent to the Canal access road. A second power plant, Lake Superior Power, is located northwest of the site.

South of the Canal lies Whitefish Island, a national historic site commemorating over 2000 years of Aboriginal occupation of the

Sault Ste. Marie Canal National Historic Site of Canada

Map 2: Local Setting

SAULT STE. MARIE - ONTARIO

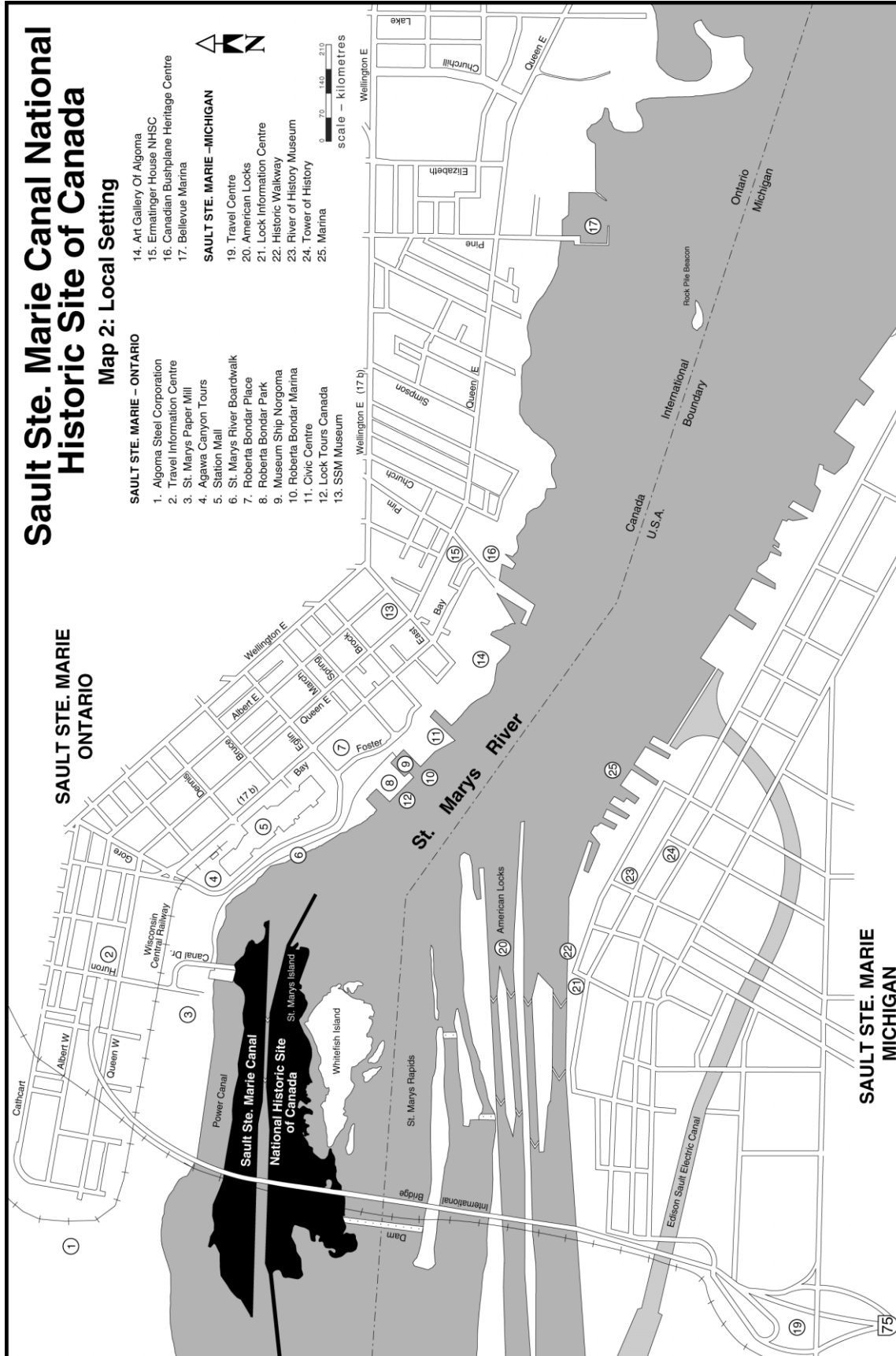
1. Algoma Steel Corporation
2. Travel Information Centre
3. St. Marys Paper Mill
4. Agawa Canyon Tours
5. Station Mall
6. St. Marys River Boardwalk
7. Roberta Bondar Place
8. Roberta Bondar Park
9. Museum Ship Norgoma
10. Roberta Bondar Marina
11. Civic Centre
12. Lock Tours Canada
13. SSM Museum

SAULT STE. MARIE - MICHIGAN

14. Art Gallery Of Algoma
15. Ermalinger House NHSC
16. Canadian Bushplane Heritage Centre
17. Bellevue Marina
19. Travel Centre
20. American Locks
21. Lock Information Centre
22. Historic Walkway
23. River of History Museum
24. Tower of History
25. Marina



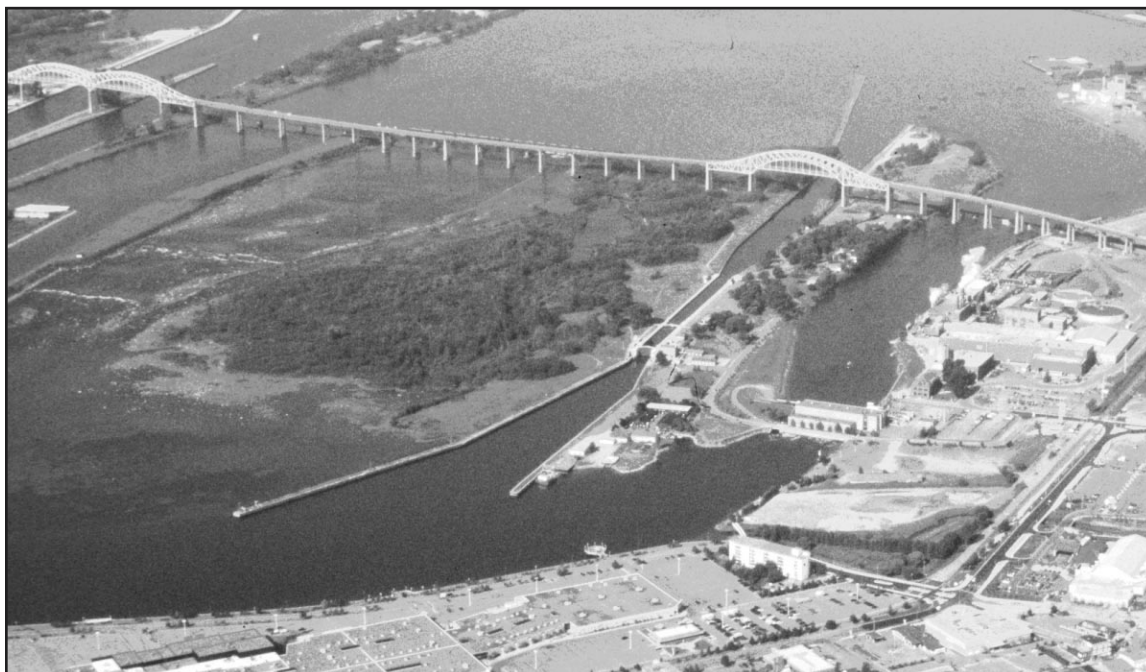
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area. This rich archaeological site is owned by the Batchewana First Nation.

South of Whitefish Island lie the St. Marys Rapids, a wide, shallow rapids which mark the international boundary. These scenic rapids have great cultural and historical value, and have long been internationally renowned as one of the best salmon and trout fishing spots on the Great Lakes. Also visible from the site are the massive compensating works which control the amount of water through the St. Marys River, the international railway and highway bridges, the American locks and the revitalized waterfront of the City of Sault Ste. Marie. These features, along with the resources of the national historic site in their totality present a unique combination of historic, natural, geological, scenic and industrial resources, with considerable interpretive and tourism appeal.

The region offers a variety of complementary tourism, recreational and heritage appreciation opportunities. Fort St. Joseph National Historic Site, and Lake Superior Provincial Park, are within 2 hour drives. The Algoma District provides outstanding wilderness outdoor recreation opportunities. Within the city, the Sault Ste. Marie Museum, the Canadian Bushplane Heritage Centre, the Ermatinger House National Historic Site, a Historic Sites and Monuments Board plaque commemorating the first fur trade lock and Norgoma Museum Ship, are other significant heritage attractions. The Soo Locks in Sault Ste. Marie Michigan, one of the largest lock complexes in the world, draws over a million visitors a year. The Agawa Canyon Tour Train commences in close proximity to the site, and the new casino and proposed Gateway Centre are also located near the canal.



Aerial view of American and Canadian locks

Parks Canada / George Vandervlugt

1.6 NATIONAL CONTEXT

The Sault Ste. Marie Canal National Historic Site of Canada, is part of a family of over 900 national historic sites nation wide and one of the nine historic canals. These places contribute to an understanding and collective sense of Canada's national identity, as well as a shared sense of pride. These national symbols are tangible links to our past, depict our diversity, achievements, shared values and are examples of Canada's contribution to the preservation of global heritage.

In addition to the over 900 national historic sites, over 585 persons and 355 other aspects, including such categories as events in Canadian history, have been commemorated as being of national significance. All such designations are made by the Minister of the Environment, on the advice of the Historic Sites and Monuments Board of Canada. Parks Canada now administers 153 national historic sites across Canada, and has contributed to an additional 60, through cost-sharing agreements.

In the National Historic Sites of Canada Systems Plan, the Sault Ste. Marie Canal National Historic Site of Canada is a commemoration of the Developing Economies Theme, within the sub-themes of:

- technology and engineering;
- communications and transportation.

1.7 CURRENT FACILITIES, OPERATIONS AND PROGRAMMING

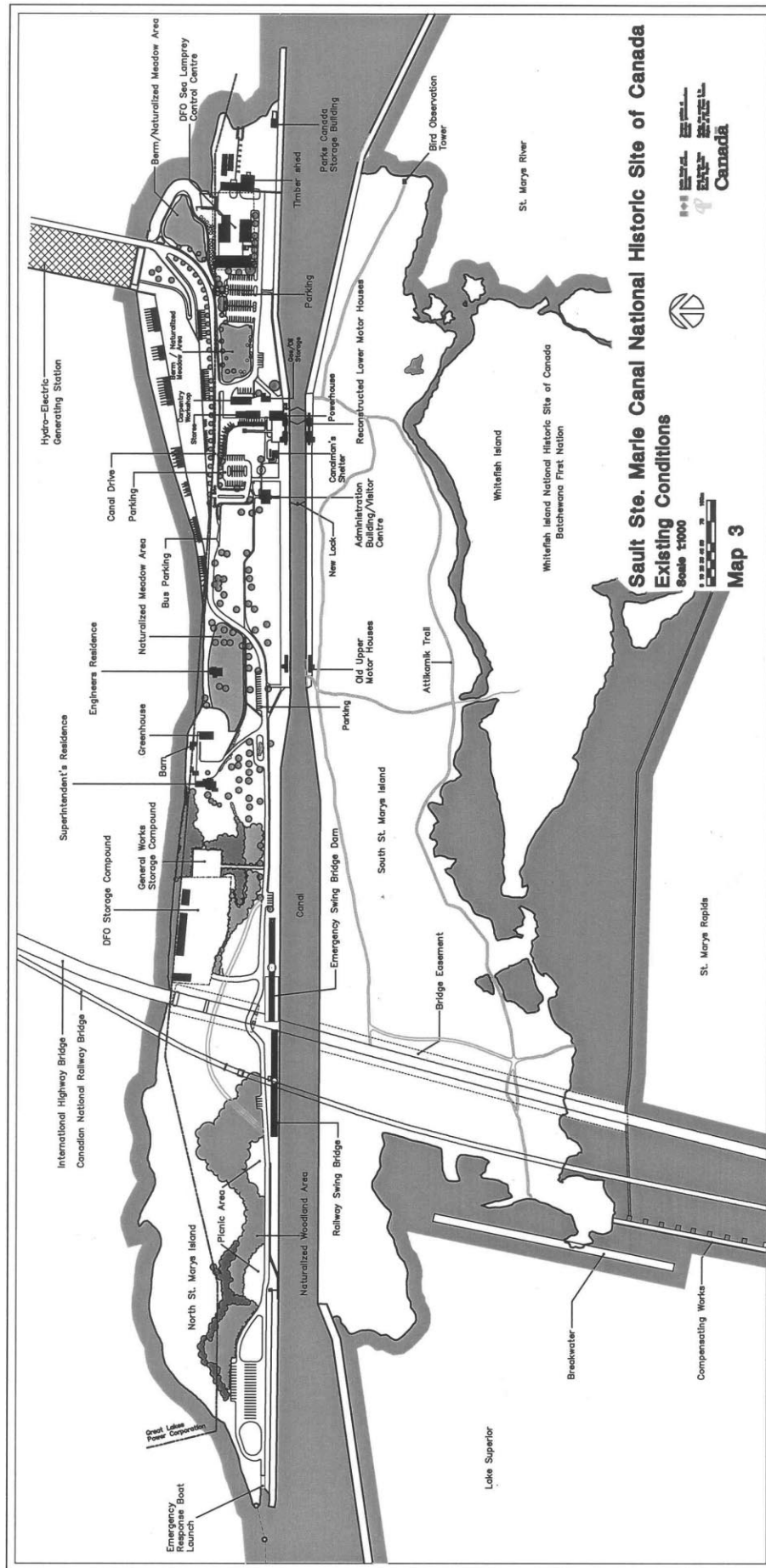
The national historic site consists of the following heritage buildings and structures. The main Administration Building is a recognized heritage building, where the majority of the administrative functions are

performed. It also houses the site's visitor center facilities. The General Works functions (site maintenance,) occupy another recognized heritage building, the Stores/Blacksmith Shop. There are other non-heritage buildings in the core area used for maintenance functions and lock staff. The Powerhouse is a classified heritage building containing two administrative offices, staff change rooms, showers, exhibits and public washrooms. The top floor of the Stores Building and much of the Timbershed are used for artifact storage. The Superintendent's Residence is another recognized heritage building, which is currently used for meetings, education programs and special events. Located on site is the classified Emergency Swing Bridge, one of the national historic site's oldest, fully operational engineering structures. The Engineer's Residence, a non-heritage building has been moved to its present location as a temporary measure. The former Coast Guard headquarters, at the north east pier, is now used for storage and maintenance activities.

The national historic site shares its land base with the Department of Fisheries and Oceans that operates the Sea Lamprey Control Centre and the Great Lakes Laboratory for Fisheries and Aquatic Sciences. The Centre has been at the Canal since 1951.

Also on the national historic site is the Canadian National Railway that owns a railway right of way across the canal consisting of the rail bed and the historic railway swing bridge. The International Bridge Authority leases a right of way over the Canal, for the highway bridge.

The entire length of North St. Marys Island is accessible by road with a series of parking areas accommodating visitors and site staff. The Attikamek Trail (2.2 km) provides a bird



observation platform and access along Whitefish Channel to a viewpoint, over the St. Marys Rapids. Picnic facilities are located on North St. Marys Island. Map 3 shows the existing cultural and natural features and facilities on the site.

The national historic site operates a year round heritage presentation program consisting of guided tours education program, outdoor and indoor interpretive exhibits. An education program has been developed for delivery to area schools. The delivery of the educational programming is heavily dependent on partnerships particularly with the local school board teachers.

Cultural resource management activities are directed towards maintaining buildings, structures, landscapes and artifacts. The only major exceptions have been the restoration of the greenhouse and the verandah at the Superintendent's Residence, and reconstruction of the motorhouses.

1.8 CULTURAL RESOURCES

The Sault Ste. Marie Canal was designated a national historic site in 1987 owing to its role as part of Canada's national canal system and the national historic significance of the Powerhouse and the Emergency Swing Bridge Dam. The national historic site consists of all of North St. Marys Island excluding those properties owned by Great Lakes Power Corporation and the Canadian National Railway, and all of South St. Marys Island.

The nationally significant cultural resources consist of the Powerhouse, the Emergency Swing Bridge Dam, archaeological resources associated

with the construction and operation of the Powerhouse and Emergency Swing Bridge Dam, and all original machinery, templates, and drawings associated with these structures under the stewardship of Parks Canada.

The national historic site contains a large number of other cultural resources associated with the history of the site which are not deemed to be of national significance, but which contribute to the historic character of the site. These include the following:

- Administration Building, Superintendent's Residence, Stores Building, Engineer's Residence, Timbershed, Greenhouse, and Crewman's Shelter.
- The remaining historic fabric of the original lock and associated engineering resources and the canal consisting of the walls and piers.
- The Canadian National Railway Swing Bridge.



Steamers leaving lock, 1907

Sault Ste. Marie Canal National Historic Site of Canada Photo Collection

- Archaeological Resources associated with the above buildings, structures and landscape features.
- Artifacts, machinery, equipment, plans, photographs and other archival material pertaining to the construction and operation of the Canal. Most notable are the gatelifter and gate planer, and guard gate winches, patterns and dies, and the extensive collection of original engineering drawings.
- Landscape features dating from the original designed landscape.

1.9 NATURAL RESOURCES

The construction of the canal, resulted in the destruction of the original landscape and the creation of the site as it exists today. Since these interventions, a vegetative community has evolved naturally on South St. Marys Island particularly adjacent to the Whitefish Channel, a narrow shallow stream which separates South St. Marys from Whitefish Island. In this area, vegetation typical of disturbed wetland areas predominates.

Vegetation management at the national historic site consists of traditional lawn and meadow maintenance, and naturalization, by allowing natural processes to evolve. The only active intervention is the control of the beaver population, in order to protect the balsam poplar, and to avoid flooding of the Whitefish Channel, and Attikamek walking trail.

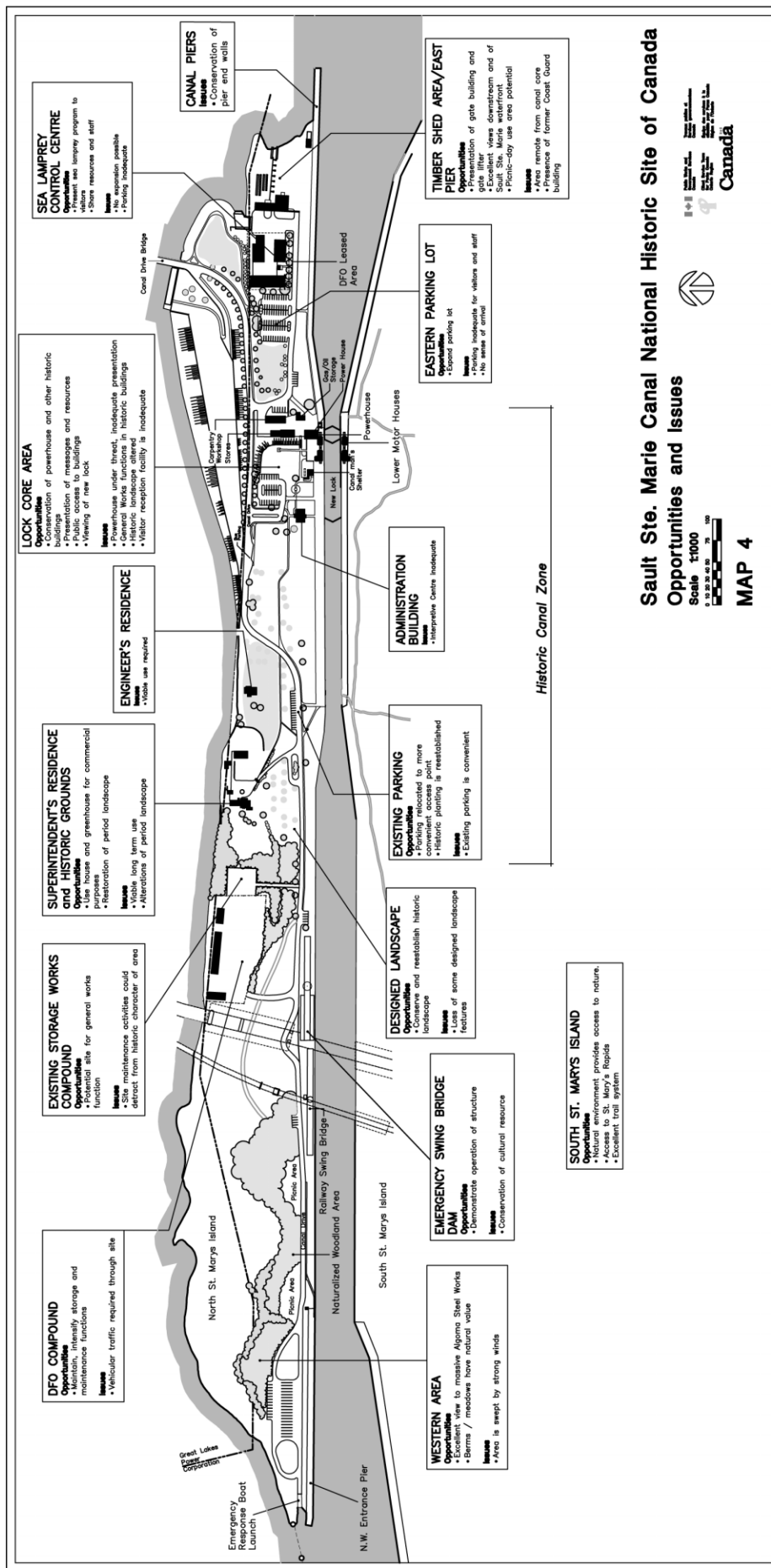
The largest natural area is located along the Whitefish Channel and consists mainly of mixed shrubs and poplar. It provides a natural setting for the Attikamek trail and boardwalk and habitat for a variety of bird life. An active beaver colony is located in the area and uses the poplars as a food source. Their activities have a considerable impact on the forest cover

adjacent to the channel. The beaver activities and flow regimes have created conditions conducive to marsh and wetland vegetation along the channel. In recognition of its importance as a fish spawning habitat, Whitefish Channel has been designated as a fish sanctuary by the Ministry of Natural Resources.



Fishing in the St. Marys Rapids

Parks Canada / George Vandervlugt



2.0 POLICY DIRECTION

2.1 NATIONAL HISTORIC SITES POLICY

Canada's national historic sites preserve and present tangible and symbolic aspects of our nation's cultural heritage. As provided for in the Historic Sites and Monuments Act, the Government of Canada is dedicated to ensuring that a full range of Canada's human history, is represented within a system of national historic sites. The Government of Canada's objectives for National Historic Sites are:

- to foster knowledge and appreciation of Canada's past through a national programme of historical commemoration;
- to ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented at these places and their associated resources;
- to encourage and support the protection and presentation by others of places of national historic significance, that are not administered by Parks Canada.



First vessels in new lock, July 1998

Parks Canada / Joe Pedalino

2.2 COMMEMORATIVE INTEGRITY

The cornerstones of the National Historic Sites Policy are historical commemoration and commemorative integrity.

Commemoration focuses on what is nationally significant about a site, and includes protection, as well as presentation. The National Historic Sites Policy states that "...protection and presentation are fundamental to commemoration since without protection there can be no historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians."

The concept of commemorative integrity is used to describe the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when:

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

A commemorative integrity statement (CIS) is a management tool and is intended to:

- articulate what is of national historic significance about the site, including both resources and messages, in one comprehensive statement and thus provide direction for all decision-making regarding the site;
- identify the other historic values of the site, the whole and the parts that make up the

whole, and so provide a means to ensure commemorative integrity.

A commemorative integrity statement provides input into decision-making by managers but does not, in itself, make decisions. The statement provides information on where value lies and can be used as a framework to assess the impact of proposed action or lack of action. As such, the Commemorative Integrity Statement is a fundamental consideration, in the decision-making process. Nonetheless, the statement needs to be considered along with other factors such as financial resources, in arriving at the most appropriate decision for management of cultural resources at the national historic site.

The Commemorative Integrity Statement identifies all cultural resources and messages at the historic site. It provides objectives against which to measure the health or wholeness of the site and learning objectives to help determine the effectiveness of the heritage presentation programme. Level 1 resources are those which are of national historic significance. They may include the historic site and associated buildings, cultural landscape, built heritage, archaeological resources and collections of moveable objects. Level 2 cultural resources are those which have historic value but are not of national historical significance.

The Commemorative Integrity Statement for the Sault Ste. Marie Canal National Historic Site is located in Appendix A.

2.3 CULTURAL RESOURCE MANAGEMENT

To ensure that the cultural resources of a national historic site are protected and presented appropriately, Parks Canada has developed a Cultural Resource Management

Policy. Cultural Resource Management is based on five guiding principles: value, public benefit, understanding, respect and integrity. In practice, this requires that cultural resources are identified and evaluated, and that their historic value is duly considered in all actions which might affect them. Such actions include preservation and protection, public understanding, enjoyment and appropriate use of them. The principles of cultural resource management have been used to prepare the plan and will continue to guide management decisions which affect the development and operation of the national historic site. Any activity that compromises the integrity of a National Historic Site, will not be permitted.

2.4 FEDERAL HERITAGE BUILDINGS POLICY

The Federal Heritage Building Policy provides for the evaluation of the heritage value of all federal buildings 40 years or older. A building evaluated as a heritage building is either “classified” — the highest designation, or “recognized”, which is a secondary level. The evaluation of a building assists Parks Canada in determining how these cultural resources should be protected and used.

The Powerhouse is the site’s only classified federal heritage building. All other buildings built at the time of construction of the Canal (Stores Building, Administration Building and Superintendent’s Residence) are “recognized” heritage buildings. Any interventions into classified and recognized buildings will be subject to the FHBRO review process.

2.5 AGREEMENT TO RECONSTRUCT AND OPERATE A RECREATIONAL LOCK

The lock at the Sault Ste. Marie Canal was closed from 1987 to 1998 owing to structural failure. Reconstruction of the original lock was

determined to be beyond the financial capability of Parks Canada alone. As an alternative, it was agreed that the Governments of Ontario and Canada together would pay for the cost of constructing a smaller recreational lock, within the existing historical lock chamber. This structure is able to accommodate all recreational boat traffic including the tour boats based in the United States and Canada. The City of Sault Ste. Marie agreed to operate the lock for a period of 10 years. A tri-lateral agreement was ratified by all parties at a ceremony marking the 100th anniversary of the opening of the lock in September of 1995. The new lock was opened in July 1998.



Plaque Commemorating Étienne Brûlé in 1923

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

2.6 AGREEMENT WITH THE BACHEWANA FIRST NATION

In December of 1993, the federal government and the Batchewana First Nation established an agreement to transfer Whitefish Island National Historic Site to the First Nation. This national historic site has not yet been commemorated by a plaque. The transfer agreement guarantees the right of reasonable access over canal lands to Whitefish Island for members of the Batchewana First Nation.

2.7 AGREEMENT WITH THE DEPARTMENT OF FISHERIES AND OCEANS

A Memorandum of Arrangement dated October 1982, between the Department of the Environment and the Department of Fisheries and Oceans, provides for the use of 15678 square metres of land at two locations on North St. Marys Island for the Sea Lamprey Control Centre and the Great Lakes Laboratory for Fisheries and Aquatic Sciences.

The memorandum identifies the terms and conditions for the use of the site by the Department of Fisheries and Oceans.



*Opening Ceremony for the new recreational
lock, July 14, 1998.*

Parks Canada / Joe Pedalino

3.0 CURRENT SITUATION ANALYSIS

This section of the management plan, identifies the threats to cultural resources and issues which need to be addressed, to provide quality service to the public, and ensure efficient operation of the site. Map 4 illustrates the opportunities and issues at the site.

3.1 CULTURAL RESOURCE MANAGEMENT

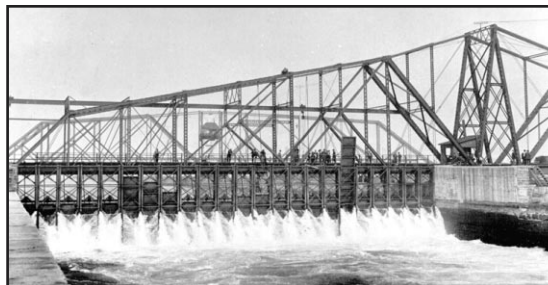
3.1.1 THE NATIONAL HISTORIC SITE

- Contemporary land uses, landscape elements, and modifications to buildings, have impaired the historic character of the national historic site.
- While significant views from the site southward to Whitefish Island are protected, redevelopment of the city lands north of the Canal could detract from the quality of the views, if not undertaken in a sensitive manner.

3.1.2 LEVEL 1 CULTURAL RESOURCES

- The Powerhouse is not in a condition commensurate with its national historic significance. Modifications to the building for contemporary uses undertaken by the St. Lawrence Seaway Authority, particularly public washrooms, all represent a significant threat to the integrity of the building, while severely impairing the public's understanding of the building's function.
- The original electrical generating equipment has been removed from the Powerhouse and is located at the Canada Museum of Science and Technology. Relocation of the equipment to the national historic site would provide an environment more suitable for the long term protection and communication of the heritage values of this nationally significant cultural resource.

- The Emergency Swing Bridge Dam is in good condition, however there is no comprehensive conservation, monitoring and maintenance strategy in place to ensure its long term survival.



Emergency Swing Bridge Dam in operation during the 1909 accident.

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

- Information on the location, value and condition of archaeological resources associated with the Powerhouse and Emergency Swing Bridge Dam are incomplete.
- The conservation and long term storage of Level 1 moveable objects do not fully meet accepted curatorial standards. There is no inventory of Level 1 resources and the storage facility on site is inadequate.

3.1.3 PRESENTATION OF LEVEL 1 MESSAGES

- The national historic significance of the Powerhouse and the Emergency Swing Bridge Dam and the importance of the Sault Ste. Marie Canal NHS, as part of Canada's national transportation system, are beginning to be conveyed to the public.

3.1.4 LEVEL 2 CULTURAL RESOURCES

- The buildings on the site have not been managed in a manner commensurate with their value as Level 2 cultural resources. Repairs, modifications and other interventions

have not respected the heritage character of these buildings.

- The Engineer's Residence is used for storage.
- The Superintendent's Residence is currently used for education program delivery, office space and supportive functions.
- There is no long term use identified for the greenhouse.
- Archaeological resources are not adequately inventoried, to ensure their protection.
- Level 2 moveable objects have not been adequately conserved, catalogued, or stored in an appropriate environment. A number of the larger engineering objects require conservation to ensure their long term integrity. The historic machinery used to operate the lower gates located in the reconstructed motor houses, requires particular attention as this machinery is in active use.
- There has not been a structural history or heritage recording undertaken, for most of the Level 2 buildings.
- The canal piers and walls require repairs to ensure their long term survival.
- The designed cultural landscape located between the Administration Building and the Superintendent's Residence has been altered by the addition of contemporary landscape features and the loss of historic elements. The existing parking area behind the Administration Building, is located within the historic core area.
- The oil and gas storage facility adjacent to the Powerhouse is an inappropriate modern intrusion, within the historic core area.

3.2 VISITOR USE ISSUES

- Most visitors are local residents who use the national historic site for recreational purposes and it is difficult to convey the national historic values to this audience.
- The existing parking area located between the Sea Lamprey Control Centre and the lock is inadequate to accommodate site visitors, anglers and DFO staff.
- The existing interpretive centre in the Administrative Building is not large enough to present site messages adequately, accommodate the bus tour market, and is poorly located to serve for visitor reception and orientation functions.
- Visitors do not have a sense of arrival at the site, nor is there a logical progression from the site entrance to parking, washrooms, the visitor reception area and finally, to the site's features.

3.3 OPERATIONAL ISSUES

- The site maintenance function area (General Works,) is scattered among a number of buildings within the historic core area and at the north east pier. This situation precludes the use of the Stores Building and the Carpenter's Shop for communicating heritage values or for development of visitor facilities and services.

4.0 VISION AND STRATEGIC DIRECTION

4.1 A VISION FOR THE SAULT STE. MARIE CANAL NATIONAL HISTORIC SITE OF CANADA

The builders of the canal had a vision of a Canadian lock to provide unimpeded passage for the shipment of Canadian raw materials and finished goods. It was a vision built on a mood of economic nationalism and prosperity. With the re-opening of the canal as a recreational lock, we again look to the future with plans to achieve visions of Commemorative Integrity, public use and enjoyment, community involvement and a

consistent with their national historic value. The natural features of the site are protected and managed for nature appreciation and education, while contributing to the beauty of the City's waterfront.

The story of the design, construction and operation of the Canal in the context of the completion of the Great Lakes - St. Lawrence Transportation route is presented through an innovative interpretive program encouraging discovery, understanding and appreciation of the site's heritage features and stories. Visitors leave the Canal with a greater level of understanding and appreciation of the national value of the Site's cultural resources and the role of national historic sites in nurturing a sense of Canadian identity.



Passenger vessel around World War I.

Sault Ste. Marie Canal National Historic Site of Canada Photo Collection

partnership with the Department of Fisheries and Oceans. The following is the vision for the site.

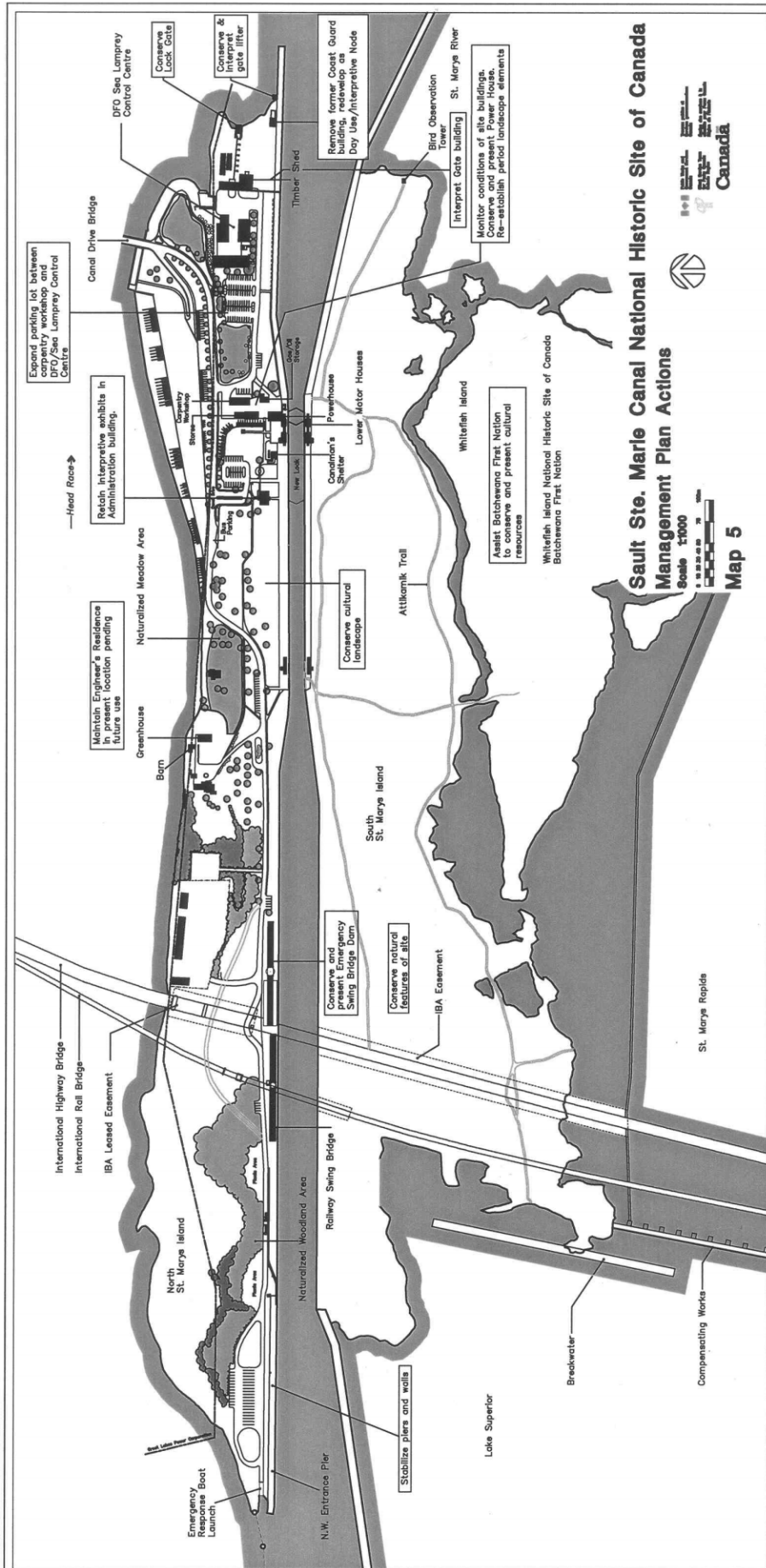
The Sault Ste. Marie Canal National Historic Site of Canada is widely recognized as a national historic site, which commemorates an outstanding example of Canadian engineering achievement.

The buildings, landscape, engineering structures, archaeological resources, and historic objects are protected, maintained and presented in a manner

The Site is a popular heritage tourism attraction, complementing other attractions in and around Sault Ste. Marie. It offers unique historical, natural and recreational experiences in a dramatic open space and cultural setting.

A partnership with the Department of Fisheries and Oceans, reduces operating costs of both Departments and recognizes the long history of fisheries management at the Canal.

Third Party partnerships along with other volunteer groups work in co-operation with Parks Canada to provide support for enhanced activities, services, and the presentation of Site messages.



4.2 STRATEGIC DIRECTIONS FOR ACHIEVING THE VISION

The following strategic directions have been used to develop the management plan and will continue to guide the management and future use of the site.

Ensuring Commemorative Integrity

- Ensuring the commemorative integrity of the site as described in the Commemorative Integrity Statement is the paramount goal of the site.

Public Stewardship and Partnership

- The Sault Ste. Marie Canal National Historic Site, will continue to be managed by Parks Canada for the benefit of all Canadians, with the City of Sault Ste. Marie operating the lock under a contractual agreement.
- The Department of Fisheries and Oceans and Parks Canada will co-operate on matters of mutual interest.
- Community stakeholders will play a vital role in the development and protection of the National Historic Site in co-operation with Site managers.
- Development and management of the NHS will enhance and re-enforce its status as a national historic site, and will appeal to residents and visitors alike.



Pleasure craft leaving the lock

Parks Canada / George Vandervlugt

Regional Integration

- Development and operation of the National Historic Site will continue to contribute to tourism opportunities in the city and surrounding region.
- A diversity of recreational experiences, which do not negatively affect the historic values of the national historic site, will continue in order to contribute to tourism opportunities in the city and surrounding region
- As part of the Northern Ontario Field Unit, the National Historic Site will integrate its marketing, planning and management activities with Fort St. Joseph National Historic Site of Canada and Pukaskwa National Park of Canada, wherever practical.

Financing

- A solid financial base for the operation and maintenance will be developed through innovative and financially sound business decisions and practices.
- Any commercial development in cooperation with Parks Canada is considered a means of raising revenue, and will be in harmony with the commemorative integrity and appropriate public use of the site.
- Users deriving a personal benefit by using canal land, facilities and services will be required to pay a fee as a means of generating revenues to support the cost of operating the national historic site.
- Tenants of canal lands will pay fair market value for the occupation and use of canal lands.

5.0 ACTIONS IN SUPPORT OF COMMEMORATIVE INTEGRITY

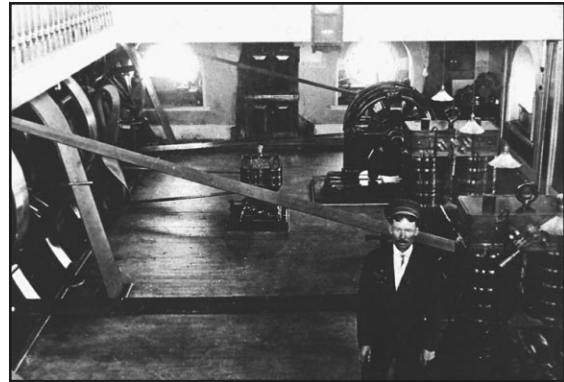
These actions are fundamental to ensuring commemorative integrity.

5.1 PROTECTION OF THE DESIGNATED PLACE

- Parks Canada will maintain ongoing relationships with the Department of Fisheries and Oceans, Batchewana First Nation, Canadian National Railway Corporation, St. Marys Paper Corporation, Great Lakes Power Corporation, the International Bridge Authority, and the City of Sault Ste. Marie regarding any development or other activities which may affect the views from the Site, and the commemorative integrity of the Site.
- Any new development and use of the Site will respect its historic character, traditional views and vistas through sensitive design and siting of contemporary facilities and services.

5.2 CONSERVATION OF LEVEL 1 CULTURAL RESOURCES

- The Emergency Swing Bridge Dam will be conserved through a program of regular monitoring and maintenance.
- Conservation of the Powerhouse will secure the building and its machinery from threats. A long term plan will be developed to remove the washrooms, re-establish the gallery over the generating room and remove any contemporary facilities and services not required for presentation, public safety and building security.
- Parks Canada will examine options to relocate the original generating equipment



Electric Generating Equipment in Powerhouse

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

and switchboard back to the site, as this would contribute to the commemorative integrity of the artifacts and the site as a whole.

- Archaeological investigations will be undertaken adjacent to the Powerhouse and Emergency Swing Bridge Dam, to determine the potential for Level 1 archaeological resources, if construction or maintenance activities will require below ground disturbance.
- In instances where disturbance of Level 1 archaeological resources cannot be avoided, mitigation could range from monitoring, to complete archaeological excavation.
- Archaeological artifacts will be properly conserved, stored, analyzed and identified in accordance with accepted archaeological resource management practices, where possible on-site or at the Ontario Service Centre office in Cornwall, Ontario.
- Within existing resources, work will begin to properly conserve and store all Level 1 moveable objects to accepted curatorial standards and in appropriate facilities.

5.3 PRESENTATION OF LEVEL 1 MESSAGES

- The national historic significance of the Powerhouse, Emergency Swing Bridge Dam and the Canal will be conveyed through a combination of interpretive media and personal services interpretation, so that the learning objectives in the Commemorative Integrity Statement will be achieved. Section 6 of the plan identifies a presentation concept for the site and strategies for implementation.

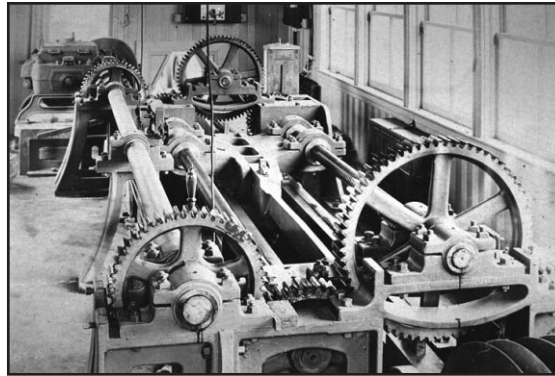
5.4 CONSERVATION OF OTHER HERITAGE FEATURES

- A structural history and heritage recording program of the buildings will be carried out before any major interventions take place.
- The condition of the buildings will be monitored and they will be maintained according to the *Cultural Resource Management Policy*.
- The piers and canal walls will be monitored, assessed and stabilized within existing resources in order to protect and maintain their historic value.



*Penstocks supplying water to turbines in
Powerhouse*

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection



Motorhouse machinery

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

- Level 2 cultural resources associated with the historic canal and lock will be conserved.
- Existing cultural landscape features will be conserved according to the values, including evolution of the site, identified in the Commemorative Integrity Statement.
- The landscape conservation plan will be implemented to direct conservation and maintenance activities. Contemporary features which detract from the historic character of the designed landscape will be removed.
- Level 2 archaeological resources will be managed according to accepted archaeological resource management practices.
- Level 2 moveable artifacts and archives will be researched, inventoried, conserved and stored in a manner appropriate for their long term conservation.
- The Engineer's Residence will be maintained in its temporary location pending a decision on its future use.

5.5 PRESENTATION OF OTHER HERITAGE VALUES

- Level 2 messages will be communicated to the public to enhance and support the delivery and understanding of Level 1 messages.

6.0 HERITAGE PRESENTATION

The heritage presentation programme provides visitors with opportunities to understand why the Canal was designated as a national historic site, learn about the history of the site and its cultural and natural features. Presentation of the reasons why the Sault Ste. Marie Canal was designated as a national historic site, is fundamental to ensuring commemorative integrity. The Commemorative Integrity Statement identifies the messages of national significance and other heritage messages. The heritage presentation programme is based on these messages of national significance and other heritage messages for the site.



Steam Powered Gatelifter

Sault Ste. Marie Canal National Historic Site of Canada
Photo Collection

6.1 HERITAGE PRESENTATION AUDIENCES AND THEIR NEEDS

Historic Site Visitor/Tourist:

These visitors have an interest in the heritage values of the site and seek opportunities to learn about the national historic significance of the site, and its cultural and natural features. These visitors need a heritage presentation programme that will convey site messages and provide opportunities to explore the site on

their own. Presentation of the national historic significance of the Powerhouse and the Emergency Swing Dam Bridge, and the role of the Canal in Canada's national canal system, is essential for an understanding of the national significance of the site.

Tour Boat Passenger:

The Canadian and American tour boats pass through the lock, as part of the tour of the Canadian and American locks and waterfronts. In excess of 90,000 tour boat passengers pass through the site, 80% of which are American. These visitors have little knowledge about the Canal, but are a receptive audience for messages about the historic values of the Canal. They need to know that the Canadian lock is a national historic site and that it offers a variety of experiences, in order to encourage them to return on their own.

Focused Interest Users:

This group consists of visitors, who are drawn by the site's recreational facilities, unique character, and open space values rather than its historical significance. They consist of anglers, joggers and walkers, cyclists, birders, picnickers, recreational boaters and sight-seers. A large number are city residents who visit the site often. There is an opportunity to build on their interest in the site through strategically located heritage presentation media, to deliver messages of national significance.

Formal Education Market:

The Formal Education Market consists of schools in the Algoma Region. The site presents opportunities to learn about significant themes in Canadian history and the Parks Canada programme. This audience seeks heritage presentation programming such as site tours, outreach programmes and publications that meet the following requirements:

- programming linked to the Ontario curriculum;
- low-cost;
- convenience in locating information about the site, when preparing for a site visit;
- information for post visit and independent study;
- outreach programming for schools located in communities too far to travel to the site (Wawa, Chapleau, etc).

Group Tour Market:

Existing infrastructure and resources cannot accommodate the needs of this audience. In the long term a feasibility study needs to be completed to address this issue.

Local Community

Residents of the city are the most frequent visitors to the site. These visitors and stakeholders need to know that the canal is a part of the community, and that they have a stake in the future of the site. An ongoing programme of communicating Parks Canada's messages is required to encourage residents and partners support for, and involvement in, the preservation and presentation of the site.

6.2 HERITAGE PRESENTATION CONCEPT

The heritage presentation programme will focus on the following messages:

The Sault Ste. Marie Canal is a national historic site for the following reasons:

- It is one of eight main line canals along the Great Lakes-St. Lawrence waterway, that completed an all-Canadian route when opened in 1895.
- It is the first lock in the world to be operated by electricity.

- The Powerhouse which contained the electrical equipment, is largely intact.
- The Emergency Swing Bridge Dam used to protect the lock in the event of an accident, retains much of its original built form.
- The Sault Ste. Marie Canal is part of a system of national historic sites and national parks to preserve cultural and natural areas of national significance.

Heritage presentation Outcomes:

- All participants of formal education programming, will understand mandated site messages.
- All Tour Boat passengers will receive mandated messages as part of their on-board narrated tour.
- Other targeted market groups will receive mandated site messages via personal programming, and/or program delivery by third parties.

6.3 HERITAGE PRESENTATION STRATEGY

The heritage presentation program will have the following components:

- Interpretive guides will be available during the day in the peak visitor season at the lock and Powerhouse. They will welcome visitors, explain the operation of the lock and conduct tours of the Powerhouse. Visitors will also be able to visit the displays in the visitor centre, read the outdoor exhibits and make use of site brochures to learn about the messages of national significance.
- A school programme linked to the grades 4, 5 and 6 Ontario curriculum, through site visits and the Canal's Web site. Education programming will be delivered through a

partnership with the three district school boards-teachers deliver a three week in-class program developed by the site, followed by a 1½ day program delivered on-site by heritage interpreters, and completed by post-visit programming delivered in class by the teachers.

- Outreach programming to the community is reflective of the Engaging Canadians Strategy.
- Parks Canada will assist the Batchewana First Nation, in the presentation of Whitefish Island National Historic Site of Canada, at the Canal.
- The history of canal operations and canal technology will be presented through interpretive media.
- The publication Plan will direct the completion of brochures and printed material.
- The Canal web-site will present the site messages.
- The Administration Building will continue to house indoor interpretive exhibits.
- The national historic significance of the Powerhouse will be presented through development of interpretive media, and public access to the building so that visitors can understand the technological achievement of the building, and its role in the operation of the lock.
- The national historic significance of the Emergency Swing Bridge Dam will be presented through interpretive media at the structure, so that visitors can understand how it operates and its role in the 1909 accident. The twice yearly swing of the structure for conservation purposes, will demonstrate its function.
- The effectiveness of heritage presentation programming will be monitored and measured. The success of the site's heritage programming will be measured on an ongoing basis for formal education programs (after each program) and according to national guidelines.



School Program - Parks Canada



Canal Visitors - Parks Canada



School Program - Parks Canada

7.0 VISITOR USE, SERVICES AND FACILITIES

The Sault Ste. Marie Canal has been used by residents of the city for active and passive outdoor activities, for 100 years. Parks Canada encourages a range of public uses which enhance understanding and appreciation of the cultural and natural values of the site and enjoyment of its open space character. In support of visitor use, a range of facilities and services are provided, so that visitors will gain access to the site, engage in appropriate activities, be protected from safety hazards, and have their basic needs met:

- Navigation through the Canal will be maintained.
- Sightseeing, picnicking, and walking/jogging will be encouraged as a means of public enjoyment of the cultural, natural and open space values of the site.
- Fishing will continue to be an accepted activity at the Sault Ste. Marie Canal National Historic Site. Although unrelated to the mandate, sport fishing is an important activity for many local residents, visitors, and the local tourism economy. In order to enable the site to meet its mandated heritage presentation objectives, it will be necessary to find a long term solution to parking conflicts between sport fishermen and historic site visitors. The site will not be providing enhanced services for this user group (e.g. boat launch facilities).
- A historic site development plan, which will include the present East End Development Plan, will be completed to address issues including protection and presentation of cultural resources, parking, pedestrian and vehicular circulation, tenant occupation, etc.

- Public washrooms presently located in the Level 1 historic resource (Powerhouse), will be in use until the results of the site development plan are completed.
- Orientation publications and other media will provide information on visitor facilities and services and fees.
- Access for the mobility impaired will be provided at public facilities.
- The road through the site will be maintained for public access, to the west end of the site.



Superintendent's Residence, Heritage Tea, July 1998

Parks Canada / Joe Pedalino

8.0 MARKETING DIRECTION

Marketing is an activity that will help the Sault Ste. Marie Canal NHSC achieve its vision, improve its image in the community and among key audiences, encourage public involvement in the site and communicate consistent messages to its various audiences. The key to successful marketing is to establish and maintain relationships with key audiences, by creating genuine value. This will require an understanding of the needs, interests and concerns of audiences and to deliver programs and services that they will value.

8.1 MARKET POSITIONING STATEMENT

The Sault Ste. Marie Canal National Historic Site of Canada is a place to experience and learn about late 19th century canal technology and architecture. Completed in 1895, the Sault Ste. Marie Canal had the largest lock, and the first electrically operated lock in the world, when it opened. These unique engineering achievements are represented by the Powerhouse and Emergency Swing Bridge Dam and other engineering works.

The completion of the Sault Ste. Marie Canal marked the completion of an all-Canadian waterway from the Atlantic Ocean to Lake Superior. Long enjoyed as a park by the people of Sault Ste. Marie, today the Sault Ste. Marie Canal provides a 47.3 ha. green space in the heart of the city. Since its opening in 1998, the recreational Canadian lock has provided a safe and welcoming environment for boaters passing between the two upper Great Lakes. This unique national historic site provides a first class heritage experience for young and old.

8.2 RELATIONSHIP BUILDING

The existing Marketing Plan and Engaging Canadians Strategy will provide direction to meet the site's marketing objectives through partnerships thereby ensuring that the needs of our target groups are reflected.

9.0 ADMINISTRATION AND OPERATIONS

Section 11 of the plan identifies which of these actions will occur over the next 5 years and the priority for implementation.

9.1 GENERAL WORKS FUNCTION

- The location of the General Works functions presently situated in the historic core area will be addressed in the historic site development plan.

9.2 DEPARTMENT OF FISHERIES AND OCEANS

Opportunities to share accommodations and space within the General Works function will be explored:

- The Sea Lamprey Control Centre, and the Great Lakes Laboratory for Fisheries and Aquatic Sciences, will remain on the site subject to the terms, conditions and time frame set out in a revised agreement between the Department of Fisheries and Oceans and the Parks Canada Agency.
- The current Memorandum of Agreement will be reviewed and revised, to reflect any new space and facility sharing arrangements, that may be agreed to. As well, it will provide a process to address common needs, efficiencies, and disputes.
- Both federal departments will examine their maintenance and administration functions together, to identify areas of duplication with the objective of achieving greater efficiencies and cost reductions by sharing staff, space and equipment.

9.3 NATURAL RESOURCE MANAGEMENT

- The natural features of the site will be protected for their educational and scenic value.
- Natural processes will be allowed to continue where they are compatible with the historic character of the site.

9.4 REVENUE

As operating costs increase, Parks Canada must seek ways to achieve savings, and increase income from services, facilities and other sources, in order to keep the historic site and Canal in operation.

Cost recovery and user fees will be guided by the following principles:

- The cost of services will be borne by those who directly derive personal benefit from them.
- Fees for services must be clearly and easily understood by the public.
- User fees must reflect the value of the service for which they are paid.

Fees are implemented to cover the cost of services delivered and to maintain the level of services being provided. Fees include, but are not limited to, parking, locking, guided tours, special programs, etc.

A revenue strategy for the national historic site will be developed. The public will be consulted during the preparation of this strategy. Parks Canada will carefully examine other potential sources of revenue which may include licences, leases, in-kind services and compatible commercial activities.

9.5 COMMERCIAL ACTIVITIES

The following principles will guide commercial development and activities at the Sault Ste. Marie Canal:

- Commercial activities must be complementary to the historic site and in accordance to Parks Canada's policies.
- Commercial activities must provide sufficient revenues to meet the guidelines of the Parks Canada Revenue Strategy.



Restoration of Superintendent's residence

Parks Canada, Brenda Conway

10.0 PARTNERSHIPS AND PUBLIC INVOLVEMENT

The Sault Ste. Marie Canal has been part of the community for over 100 years. The Canal's long association with the city and its residents has resulted in a large constituency with a keen interest in the management and use of the site.

- The partnership with the City of Sault Ste. Marie for the operation and maintenance of the lock will continue.
- Other avenues of partnership involvement will be explored as opportunities arise within existing resources.
- Establish a communication strategy to ensure ongoing public involvement.
- Prepare an annual review of progress of Management Plan Implementation and review it with the public.
- Undertake a formal review of management plan every five years.

11.0 PLAN IMPLEMENTATION

Parks Canada uses its annual business planning process, to identify delivery of services and improvements to its site operations. The management plan provides the strategic direction, upon which a site's business plan is based. The business plan will identify the specifics of when and how the management plan strategies, will be implemented. The business plan will also ensure that priorities are based on commemorative integrity, client service, and the wise and efficient use of resources. The Superintendent will report on the implementation of the plan through an annual implementation review and five-year formal review under the Parks Canada Agency Act.

The implementation of many provisions in this management plan, is dependent on the availability of financial resources and an adequate base of research. Government appropriations make up the vast majority of resources required to implement this plan, but other funding mechanisms including revenue generation and partnerships will be explored.

Implementation of this management plan is the responsibility of the Superintendent of the Sault Ste. Marie Canal National Historic Site of Canada. The following tables outline the various projects required to achieve commemorative integrity at the site and to complete its transition from an operational part of the St. Lawrence Seaway, to a fully functional national historic site.

Implementation priority categories are:

1. The project or activity must proceed as a high priority action and funding is in place or earmarked in future years. The project or activity is necessary to achieve commemorative integrity or quality service

to clients, or has a significant bearing on future projects aimed at ensuring commemorative integrity.

2. The project has an impact on commemorative integrity or on quality service to clients, and should proceed subject to results of the above, should funding become available due to savings extracted from priority 1 items.
3. Implementation is preferable, but not essential to ensuring commemorative integrity or quality service to clients. Projects should be considered as opportunities when funding availability permits.

SAULT STE. MARIE CANAL NATIONAL HISTORIC SITE OF CANADA**Plan Implementation***Management Plan*

| Activity | Implementation Priority | Reference to sections in the plan | Funding in place for implementation within 5 years |
|--|--------------------------------|--|---|
| Conservation of the Powerhouse. | 2 | 5.2 | No |
| Mitigation to threats to ESBD | 1 | 5.2 | Yes |
| Conservation of the Emergency Swing Bridge Dam. | 1 | 5.2 | Yes |
| Archaeological investigations as required. | 3 | 5.2 | No |
| Conservation and storage of Level 1 archaeological artifacts. | 2 | 5.2 | No |
| Conservation and storage of Level 1 moveable artifacts. | 2 | 5.2 | No |
| Convey national historic significance of Powerhouse, Emergency Swing Bridge Dam and the Canal. | 1 | 5.3 | Yes |
| Structural history and heritage recording program. | 1 | 5.4 | Yes |
| Monitoring of condition of site buildings. | 1 | 5.4 | Yes |
| Piers and canal walls will be stabilized and monitored. | 2 | 5.4 | No |
| Level 2 cultural resources associated with the new lock conserved. | 2 | 5.4 | No |
| Conservation of existing cultural landscape features. | 1 | 5.4 | Yes |
| Removal of contemporary features which detract from the historic character of the site. | 3 | 5.4 | No |
| Area development plan for designed landscape. | 1 | 5.4 | Yes |
| Conservation and storage of Level 2 archaeological artifacts. | 3 | 5.4 | No |
| Conservation and storage of Level 2 moveable artifacts. | 2 | 5.4 | No |
| Conservation and presentation of the Gate Lifter, Planer and Lock operating machinery | 2 | 5.4 | No |
| Level 2 messages communicated. | 2 | 5.5 | No |

SAULT STE. MARIE CANAL NATIONAL HISTORIC SITE OF CANADA**Plan Implementation***Management Plan*

| Activity | Implementation Priority | Reference to sections in the plan | Funding in place for implementation within 5 years |
|---|--------------------------------|--|---|
| Assist Batchewana First Nation in presentation of Whitefish Island NHSC at the Canal. | 2 | 6.3 | No |
| Interpretive exhibit in the Administration building. | 1 | 6.3 | Yes |
| Interpretive media and public access to Powerhouse. | 1 | 6.3 | Yes |
| Interpretive media at Emergency Swing Bridge Dam. | 1 | 6.3 | Yes |
| Interpretive media throughout the site. | 1 | 6.3 | Yes |
| Interpretive media at the new lock. | 1 | 6.3 | Yes |
| Interpretation publications and other media. | 1 | 6.3 | Yes |
| Area development plan for site. | 1 | 7.0 | Yes |
| Remove Coast Guard building. | 2 | 7.0 | No |
| Expand parking lot between Carpenters Building and DFO. | 1 | 7.0 | Yes |
| Relocate public washrooms. | 2 | 7.0 | No |
| Carry out visitor risk assessment and install signs warning of safety hazards. | 1 | 7.0 | Yes |
| Revenue management strategy will be developed. | 2 | 9.4 | Yes |
| Parks Canada will seek out sponsors. | 3 | 9.4 | No |
| Establish communications strategy. | 1 | 10.0 | Yes |
| Prepare annual review of progress of plan and review with public. | 1 | 10.0 | Yes |
| Undertake formal review of management plan every five years. | 1 | 10.0 | Yes |

12.0 SUMMARY OF THE ENVIRONMENTAL ASSESSMENT OF THE MANAGEMENT PLAN

An Environmental Assessment (EA) has been prepared at both the draft and final stages of the Sault St. Marie Canal Management Plan, to identify any adverse environmental impacts of existing and proposed facilities, or the impacts of the plan, on the environment. The EA's purpose is to assess the plan's adherence to Parks Canada's environmental policies and those of the government in general. The issues evaluated in the EA screening included, protection and management of cultural resources; protection and management of natural resources; heritage presentation and public use; programming for visitor use; operations and management; cost recovery; commercial activities; relationships with Batchewana First Nation; and adjacent land uses.

The plan proposes a number of activities and concepts meant to bring the site closer to its objectives of commemorative integrity and sound natural resource management. These objectives will be met within the context of conserving and protecting the heritage, natural and cultural resources, which make the SSMC a historic site. They will also encourage public understanding, appreciation and enjoyment of this heritage through the management of resources and the establishment of appropriate operational strategies, tourist and recreational activities, facilities and resources. An analysis of the existing environment (i.e. terrestrial, cultural, aquatic, and socio-economic environment) was conducted for the EA of the SSMC, to determine the Valued Ecosystem

Components (VECs). Existing activities/operations/uses on site were found to have no significant negative impact on the key components of the natural, cultural or socio-economic environments, as the integrity of the environment is forefront in any decision-making. In addition, there are no non-mitigating effects emanating from the proposed activities/concepts in the plan. The activities and concepts, both existing and proposed, can only be looked upon as positive and supportive, of the overall goals of the site.

The Plan has addressed the need to promote the commemorative integrity of the site and has indicated ways in which this can be achieved, including; maintenance and restoration of certain Level 1 Cultural Resources, such as the Powerhouse and the emergency swing bridge. Level 1 Cultural Resources are considered to be of national historic significance because of their direct association with the commemorative intent of the site. These resources will be monitored and maintained in accordance with sound conservation practices. A review of the best approach to restore the cultural landscape and the buildings thereon, which are recognized as Level 2 Cultural Resources has also been conducted. Level 2 Cultural Resources are of secondary importance but are considered to have historical or other heritage value. For example, machinery that was removed from the powerhouse will be sought for return to the Site and reintegrated into the building, and artifacts and archaeological resources that were discovered on-site, will be available for public viewing, due to their historical significance. The Plan's recognition of the necessity to address visitor needs and increase visitor awareness of the historical significance of the site, is in line with its assessment of

commemorative integrity as well. Finally, the Plan has adopted a series of guiding principles which aid in the decision-making process of accepting or rejecting proposed uses and activities on the site based on their respect for the heritage values of the Canal and for Parks Canada's Cultural Resource Management Policies. These include: public stewardship and partnership; heritage resource management; heritage presentation; regional integration; and business planning.

The development of the Plan has been proactive and has been built on considerable input from Parks Canada staff, and stakeholders, and GEOMATICS/BEAK/Kelli E. Saunders Environmental Consultants, through discussions, meetings and a series of workshops. Heritage issues and the economic feasibility of the Plan, are of primary importance. However, VEC's, natural resources on site, Level 1 and Level 2 Cultural Resources and anticipated economic impacts are assessed as well. A number of criteria to establish whether a particular activity or component of the Plan would be included in the EA screening, were developed.

Although the activities and concepts will positively impact the historical integrity of the site, there is the potential to negatively impact the natural environment. In regards to the buildings, engineering works and cultural landscapes, it is recommended that standard mitigation techniques to control air emissions (e.g. wetting down), restricting access of machinery and vehicles to existing roadways and paved laneways, and consideration of sensitive nesting periods be implemented. The Plan does recognize the need to support naturalization projects to promote ongoing enjoyment of the site for its aesthetic attributes. As a result, naturalization initiatives at the site

have included the maintenance of the large berm at the west end as open meadow, to provide bird habitat and establishing woodlands where lawns were not serving any particular function. Therefore, development and access will be conducted in such a manner as to avoid impacts on these species. More detailed natural environment and cultural surveys or inventories, however, are required before major construction and relocation efforts take place, in order to ensure the long-term viability of all species. Monitoring of most activities at the site will be made on an ongoing basis, in order to determine the extent of cumulative impacts, if any, and to confirm that mitigation strategies have been implemented sufficiently, to avoid adverse environmental impacts.

The Plan identifies ways in which the public can increase its understanding and enjoyment of the site through its plans for heritage presentation and public use initiatives. To the extent possible, it can be concluded that the Plan's objectives are in accordance with the objectives of the site, and are consistent with Parks Canada's policy on historic canals.

APPENDIX A

SAULT STE. MARIE CANAL NATIONAL HISTORIC SITE OF CANADA

COMMEMORATIVE INTEGRITY STATEMENT

1.0 INTRODUCTION

1.1 NATIONAL HISTORIC SITES OBJECTIVES

Under the national historic sites programme, Parks Canada has the responsibility:

- to foster knowledge and appreciation of Canada's past through a national programme of historical commemoration;
- to ensure the commemorative integrity of national historic sites administered by Parks Canada, by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources;
- to encourage and support the protection and presentation by others, of places of national historic significance that are not administered by Parks Canada.

1.2 DEFINITION AND PURPOSE OF COMMEMORATIVE INTEGRITY

A Commemorative Integrity Statement is a means to describe 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 reasons for the site's national historic significance are effectively communicated to the public; and
- the site's heritage values are respected by all whose decisions or actions affect the site.

The purpose of a commemorative integrity statement is to specify the following:

- What is nationally significant about the site.
- What resources of the site are of national historic significance, what constitutes their value and what their appropriate physical condition should be.
- What messages about the site's national historic significance should be communicated to the public, and how to evaluate the effectiveness of this communication.

2.0 HISTORICAL BACKGROUND

The Sault Ste. Marie Ship Canal officially opened for traffic in September 1895. It completed the last link in an all Canadian waterway along the Great Lakes-St. Lawrence River system. As part of an important commercial highway the canal facilitated the movement of raw materials from the West to markets in the East and beyond, as well as the movement of people and products westward.

The Sault Canal incorporated a number of significant technological advances in its original design. At the time of its construction it was the largest lock in the world, and the very first to generate and employ electricity in the operation of the lock gates, control valves and lighting system. An innovative emergency swing dam to control the flow of water through the canal in the event of an accident, was located at the upper entrance. Electrical power to operate the motors was generated in

the Powerhouse adjacent to the lock. Most of the other buildings necessary to operate the site were built from the local red sandstone, which together with the formal landscaped grounds, created a distinctive government presence in the city. Its open space and setting have been highly valued and appreciated by residents and visitors to the city for 100 years.

From the day of its official opening, the Canal was a success and proved its importance as a vital link in the national transportation system. Gradually the site was enhanced and other buildings added to support the operation of the canal. The 1908 to 1938 period was its heyday and coincided with the Superintendency of J.W. LeBreton Ross, who landscaped the grounds, transforming the site into the park setting of today.

During both World Wars, in recognition of its strategic importance, the site was defended by a garrison of Canadian and American troops. After World War II, the canal declined in importance. It was transferred to the St. Lawrence Seaway Authority in 1959, who operated it for 20 years, until it was transferred to Parks Canada as a heritage canal. In 1987, the Canal was declared to be a National Historic Site.

3.0 COMMEMORATIVE INTENT

Commemorative Intent identifies the reasons why the site was commemorated as being of national historic significance. While the authority to designate a National Historic Site rests with the Minister of Canadian Heritage, it is on the advice of the Historic Sites and Monuments Board of Canada, that this authority is exercised. Commemorative intent, is therefore based on the Ministerial approved recommendations of the Board's deliberations.

In 1987 the Board recommended that:

As a waterway that is part of Canada's national canal system, the Sault Ste. Marie Ship Canal is of national historic significance and should be commemorated by plaque only. The Powerhouse, the machinery therein, and the Emergency Swing Dam associated with the Sault Ste. Marie Ship Canal are of national historic and architectural significance and should be commemorated through preservation and interpretation.

In addition, the Board recommended that Parks Canada investigate the possibility of having the artifacts (the electrical switchboard, the exciter, the generator and complete hard hat diving outfit) from the Powerhouse, now at the Museum of Science and Technology, returned to the site.

Based on the deliberations of the Historic Sites and Monuments Board of Canada, the commemorative intent is as follows:

As one of eight major main line canals of the Great Lakes - St. Lawrence navigation, the Sault Ste. Marie Ship Canal commemorates the role of the waterway as part of Canada's national canal system. Specific resources associated with the canal, have individually been designated as being intrinsically of national historic and architectural significance. These consist of the Powerhouse, the machinery therein, and the Emergency Swing Dam which are commemorated at this national historic site.

4.0 DESIGNATED PLACE

The designated place refers to those lands defined as Sault Ste. Marie Canal National Historic Site.

The site consists of all of North St. Marys Island, excluding those properties owned by

Great Lakes Power and Wisconsin Central Railway, and all of South St. Marys Island up to the middle of the channel separating Whitefish Island, a total area of 64 ha or 160 acres.

The historic value of this place lies in:

- the establishment of an all Canadian transportation system from Lake Superior to the Atlantic Ocean, as the final link in the development of an east-west transportation system;
- the long history of human occupation, use and modification of the St. Marys Rapids on both sides of the international border;
- the survival of most of the original engineering works and buildings.

The designated place will be unimpaired or not under threat when:

- the cultural resources of the place are protected;
- contemporary land uses and activities respect the historic character of the place;
- the view scapes from the Canal to its surroundings are maintained in order to safeguard the historic character of the place and to enhance the understanding and appreciation of the historic relationships among the components of the landscape.

5.0 RESOURCES DIRECTLY RELATED TO THE REASONS FOR DESIGNATION AS A NATIONAL HISTORIC SITE

5.1 LEVEL 1 CULTURAL RESOURCES

The nationally significant (Level 1) resources at the Sault Ste. Marie Canal National Historic Site are those resources which have been specifically

designated or are directly related to the reasons for national significance. They are as follows:

5.1.1 BUILDINGS AND STRUCTURES POWERHOUSE

The Powerhouse is located at the north-east corner of the lock. It was built in 1894 to provide power to operate the gates and valves of the lock. It is a highly eclectic, classically inspired building, in red sandstone, with limestone quoins, window surrounds and sills with a hipped roof. The Powerhouse is built into a slope at the downstream end of the lock, to provide a head of water to drive turbines which turned the electric generators and produced electricity to operate the gates and valves. The interior arrangement takes advantage of the break in slope and was able to accommodate the special equipment required to generate hydro-electric power.

The Powerhouse represents a significant technological achievement, that being the first application of electricity in the operation of a lock. Despite modifications to the exterior, the removal of the original generating equipment, and the installation of public washrooms, the building is still largely intact. The Powerhouse and the hydro-electric power generating equipment now located at the Museum of Science and Technology, are Level 1 cultural resources.

The Powerhouse is valued for its:

- surviving form, fabric, and function most of which is intact;
- surviving equipment and engineering works associated with hydro-electric generation and operation/maintenance of the canal; these include such features as the penstock, discharge tube, de-watering pumps, turbines, belts, etc.

The Powerhouse will be unimpaired and not under threat when:

- the power generating equipment is repatriated;
- the building is managed according to Parks Canada's Cultural Resource Management Policy, and the FHBRO Policy and Code of Practice;
- the historic values of the Powerhouse, are effectively communicated.

The Emergency Swing Dam

The emergency swing dam is located west of the original lock, near the Superintendent's Residence. Designed and built by the Dominion Bridge Company, the structure incorporates innovative design features to substantially reduce the flow of water through the canal, so as to allow for repairs, after an accident. The wicket gates, operating system, support pier and overall bridge framework have been identified as Level I cultural resources.

The Emergency Swing Dam is valued for its:

- surviving original form, fabric and function, most of which is intact;
- innovative technology incorporated in the design and operation of the dam, which proved its effectiveness during the accident in 1909;
- surviving equipment and condition.

The Emergency Swing Dam will be unimpaired and not under threat when:

- a program of regular maintenance and conservation is implemented;
- the historic values of the Emergency Swing Dam are effectively communicated.

5.1.2 ARCHAEOLOGICAL RESOURCES

A comprehensive assessment of archaeological resources has not yet been undertaken.

Until such time, all archaeological resources associated with the construction and operation of the powerhouse and the Emergency Swing Dam, are considered Level 1 cultural resources.

Archaeological resources are valued for their

- surviving physical elements;
- potential contribution to the understanding of the construction and operation of the Powerhouse and Emergency Swing Dam.

The Level 1 archaeological resources will be unimpaired and not under threat when:

- any interventions to the Powerhouse and Emergency Swing Dam are preceded by archaeological investigations and mitigation in accordance with cultural resource management policies.

5.1.3 OBJECTS

All existing objects including the machinery, templates, architectural & engineering drawings, etc. associated with the swing dam and Powerhouse are considered Level 1 cultural resources, because of their direct association with commemorative intent.

The Level 1 objects are valued for their:

- direct association with the Powerhouse and Emergency Swing Dam.

The Level 1 objects will be unimpaired and not under threat when:

- the inventory and condition report is complete and maintained in an up-to-date manner;
- those objects deemed to be under threat are given appropriate conservation treatment and storage facilities.

6.0 REASONS FOR NATIONAL HISTORIC SIGNIFICANCE

Messages of national significance are based on the reasons why the site was commemorated. Effective communication focuses on what knowledge and understanding a visitor should have acquired, about the national significance of the site.

6.1 PRIMARY MESSAGES REGARDING THE NATIONAL SIGNIFICANCE OF THE SAULT STE. MARIE CANAL ARE

- The Canal is one of eight major mainline canals of the Great lakes-St. Lawrence national canal system.
- The Canal completed the all Canadian transportation system from Lake Superior to the Atlantic Ocean.
- The Powerhouse and Emergency Swing Dam are of national historic and architectural significance by virtue of their innovative technological achievement.

6.2 CONTEXTUAL MESSAGES OF NATIONAL SIGNIFICANCE ARE

- The canal engineering works were designed and constructed by Canadians.
- The canal operated as part of the national transportation system from 1895 to 1979.
- The construction of an all Canadian canal system resulted from a unique set of political and economic factors during the 1870's and 1880's.

6.3 LEARNING OBJECTIVES FOR MESSAGES OF NATIONAL SIGNIFICANCE

Learning objectives are statements about what the visitor should understand after their visit to the Sault Ste. Marie Canal. They must be

achievable and capable of evaluation. Criteria for assessing visitor understanding of site messages will be developed, to determine the effectiveness of the program. Visitors to the Canal and other target groups should learn that:

- the Powerhouse and Emergency Swing Dam are of national historic and architectural significance and survive largely intact;
- the Powerhouse and Emergency Swing Dam and the electrically powered lock were innovative engineering achievements of international significance;
- the construction of the Canal represented an important final link in the development of an all-Canadian canal system, and that it realized the expectations of its promoters;
- Canadians were responsible for the design and construction of the entire canal, including the Powerhouse and Emergency Swing Dam.

6.4 PLANNING AND MEASURING COMMUNICATION PROGRAMS AND SERVICES

Planning and design of heritage communication programs will be effective when:

- the diversity of audiences and markets is considered and accounted for;
- quality presentation practices and key messages are incorporated into programs;
- monitoring of program content, quality and delivery occurs.

Measures and measurement methodologies will be put in place to determine the effectiveness of the delivery, and audience's understanding of messages based on the

learning objectives. Effectiveness measures will need to ensure that:

- a combination of off-site and on-site experiences are employed to meet visitor and non-visitor needs;
- the nationally significant messages are delivered to all main target markets, at appropriate places, using relevant methods.

7.0 HERITAGE VALUES

In addition to those resources that symbolize or represent the national significance of the Sault Ste. Marie Canal, the site possesses other (Level 2) physical and associative values that contribute to the site's heritage character and visitor experience.

7.1 BUILDINGS

The site contains a number of buildings which are Level 2 cultural resources. These include the Superintendent's Residence, Administration Building, Stores Building, Timbershed, Assistant Superintendent's (Engineer's) Residence, Greenhouse, and Crewman's Shelter. The carpenters shop, stable, lumber shed, garage and pier shelter are considered to be assets.

These buildings are valued for their:

- association with the construction and operation of the site;
- architectural merit, landmark status, completeness as a complex of buildings, and their contribution to the heritage character of the canal.

The historic value of the buildings will be respected by all whose decisions or actions affect them when:

- a regular monitoring and maintenance program is in place to ensure the proper conservation of the buildings consistent

with the cultural resource management policy;

- any additions, repairs or interventions to the buildings respects the heritage character of the buildings;
- a structural history and heritage recording program is undertaken to provide an information base for future decisions.

7.2 ENGINEERING WORKS

Both the lock and the canal itself which consists of the entire length of canal cut, the east and west entrance piers, and the Wisconsin Central Railway Bridge, are Level 2 cultural resources.

The Level 2 engineering works are valued for their:

- scale, form and function which dominate the site and are tangible representations of the transportation story;
- regional landmark status.

The heritage value of the Level 2 engineering resources will be respected by all whose decisions or actions affect them when:

- heritage recording and salvaging of the lock's significant engineering resources are completed as part of the lock construction program;
- repairs to the canal cut and piers are undertaken in recognition of the heritage character of the canal;
- the heritage value of the railway swing bridge is maintained.

7.3 LANDSCAPE AND LANDSCAPE FEATURES

The cultural landscape is a Level 2 cultural resource. The defining elements of the landscape consist of the complex of buildings, the designed canal landscape, likely influenced

by the 'City Beautiful' movement, the original circulation system, the canal and engineering works and the inter-relationship of these individual components, to the larger setting.

The Level 2 landscape is valued for:

- the cohesive, aesthetic and functional design of the buildings, the engineering works, and grounds of the canal;
- the establishment of the formal designed canal landscape, influenced by the 'City Beautiful' movement;
- the relationship of the complex to the larger setting of the rapids, Whitefish Island and the industrial district;
- the evolution of land use activities and associated resources, in response to the changing nature of the canal.

The Level 2 landscape will be respected when:

- the designed cultural landscape features are conserved, according to cultural resource management principles and practices.

7.4 ARCHAEOLOGICAL RESOURCES

There is no comprehensive inventory of archaeological resources at the canal. Until more research is conducted, all archaeological features other than those directly associated with the Powerhouse and the Emergency Swing Dam, are Level 2 cultural resources.

The Level 2 cultural resources are valued for their:

- potential tangible remains and research value, which contribute to an understanding of the construction, operation, evolution and social life of the canal;
- surviving physical elements.

The Level 2 archaeological resources will be respected when:

- the Guidelines for the Management of Archaeological Resources in the Canadian Parks Service (Parks Canada) are followed.

7.5 OBJECTS

The Level 2 objects consist of the whole range of artifacts, machinery, equipment, plans, drawings, photographs and other archival material pertaining to the entire history of the construction and operation of the site. Most notable are the gate planer, the gatelifter, the guard gate crabs, patterns and dies, and the extensive collection of original engineering drawings.

The Level 2 objects are valued for their:

- direct association with the construction and operation of the site, as a working canal;
- information they provide on the construction and operation of the canal;
- quality and quantity — the large collection of moveable objects in generally good condition attests to the long history of operation;
- uniqueness, especially the planer and the gate lifter;
- association with individuals who served at the site.

The Level 2 objects will be respected when:

- the inventory and record of the moveable objects is maintained;
- those parts of the collection deemed to be under threat, are given appropriate conservation treatment and appropriate storage facilities;
- archaeological artifacts have been appropriately inventoried, evaluated, conserved, secured and maintained in a stable environment;

- collections and data contained in records are complete and managed according to Parks Canada standards.

7.6 MESSAGES NOT RELATED TO THE REASONS FOR DESIGNATION AS A NATIONAL HISTORIC SITE

These are messages which are not directly related to the commemorative intent, but which have significance provincially, regionally or locally and contribute to an understanding of the site as a whole.

- This is a national historic site and part of a system of protected areas.
- The natural and cultural heritage represented by these places is our legacy as Canadians and a very significant element of Canadian history.
- The Sault Ste. Marie Canal is one of a number of nationally significant canals and engineering commemorations.
- The Canal had an important relationship to the industrial development of Sault Ste. Marie and particularly the role of Francis Clergue, who is commemorated as a person of national historic significance.
- J. W. LeBreton Ross was the longest serving Superintendent -1908 to 1938, and was responsible for the designed landscape.
- There was a long history of planning for the construction of the lock and subsequent modifications.
- Sault Ste. Marie was the site of a fur trade lock, commemorated as a national historic site and played an important role in the fur trade.
- The St. Marys Rapids is significant because of its geological history, ecosystem values, historical use and development.
- Whitefish Island is a national historic site, commemorating 2000 years of Ojibwa occupation..
- The Canal was operated by the St. Lawrence Seaway Authority.
- The Canal was defended by the Canadian and American military during World War I and II.
- The site has a historic association with the City of Sault Ste. Marie, functioning as a recreational park for city residents.
- The Canal was a product of Canadian-American relations.
- The Canal has a long association with fisheries management since the 1920's, by the Province, and since 1960 by the Department of Fisheries and Oceans.
- The Canal and thereafter the Canadian Coast Guard, have been responsible for maintaining safe navigation on the St. Marys River.