



Prince of Wales Fort

National Historic Site of Canada

Management Plan

2011



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**Prince of Wales Fort
National Historic Site of Canada**

Management Plan

August 2011

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 Prince of Wales Fort 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 Prince of Wales Fort National Historic Site of Canada Management Plan.

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

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

Recommendation Statement

PRINCE OF WALES FORT NATIONAL HISTORIC SITE OF CANADA

Recommended for approval by:



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Executive Summary

The management plan for Prince of Wales Fort National Historic Site of Canada (NHSC) **provides strategic direction for achieving Parks Canada's integrated mandate, namely the protection of commemorative integrity; facilitation of meaningful visitor experiences; and fostering public appreciation and understanding of Parks Canada's heritage places. The plan was developed with partner, stakeholder, staff, visitor, Aboriginal and public involvement. It will be the primary public accountability document and provides Parks Canada staff with a framework for decision making. The management plan includes:**

- **A vision for the future;**
- **Two key strategies, which will guide the direction of Prince of Wales Fort NHSC over the next 15 years;**
- **An area management approach which provides management strategies specific to each of the three distinct locations – Prince of Wales Fort, Cape Merry Battery and Sloop Cove;**
- **A summary of the Strategic Environmental Assessment conducted for this management plan; and**
- **A description of activities and measurable actions to meet the performance expectations and targets set out in the Parks Canada Corporate Plan (2009).**

Following is a description of the two key strategies. These strategies provide concrete direction for addressing the major issues facing Prince of Wales Fort NHSC and focus efforts and resources towards achieving the vision.

The first key strategy, Enriching the Visitor Experience, focuses on using the setting and the stories to develop and offer previously untapped opportunities.

The second key strategy, Engaging Others - Positioning Prince of Wales Fort NHSC in a Broader Context, focuses on expanding the site's role from a local attraction to an important site within the family of national historic sites managed by Canada, within Canada's

history and within the worldwide community **of fortifications.**

Both of these strategies build on work that has been carried out during the implementation of the 2000 Prince of Wales Fort NHSC Management Plan.

Associated with the two key strategies are three area management approaches. Prince of Wales Fort NHSC is comprised of three very distinct locations, with each site providing different opportunities for facilitating the visitor experience and public outreach education. Since different management strategies **are required to make progress at each of the sites,** an area approach based on each of the locations – Prince of Wales Fort, Cape Merry Battery and Sloop Cove - will be most effective. Heritage resource protection, heritage presentation and education activities will differ at each of the locations.

Objectives and measurable actions specific to Prince of Wales Fort NHSC have also been developed that will meet the performance expectations and targets set out in the Parks Canada Corporate Plan in three areas: heritage resources conservation, public appreciation and understanding and visitor experience.

In accordance with the "Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals" (Canadian Environmental Assessment Agency, 2004), a strategic environmental assessment was conducted on the management plan. The strategic environmental assessment process was integrated with the management planning process so that potential positive and negative **effects were identified early in the process and appropriate mitigations and enhancements were incorporated in the plan.** Some of the initiatives described in the plan are conceptual in nature and will require further assessment under the **Canadian Environmental Assessment Act (1992)** when the specific project proposals have been developed.

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1. Introduction

1.1 PURPOSE OF THE MANAGEMENT PLAN

The Parks Canada Agency (Parks Canada) is responsible to the people and Parliament of Canada for administering a world-renowned system of national parks, national historic sites and national marine conservation areas. Canada's national historic sites are established to protect, for all time, and present significant examples of Canada's cultural heritage, and to connect Canadians with the enduring cultural and natural legacy of these places. Our goal is to engage the Canadian public and people around the world through personal moments of inspiring discovery of our treasured historic places in ways that ensure the commemorative integrity of these places. This goal is guided by our vision:

Canada's treasured natural and historic places will be a living legacy, connecting hearts and minds to a stronger, deeper understanding of the very essence of Canada.

(Parks Canada Agency, 2009)

The *Parks Canada Agency Act* (1998), the *Canada National Parks Act* (2000), and Parks Canada Guiding Principles and Operational Policies (1994) set the context for this responsibility. Section 32 of the *Parks Canada Agency Act* (1998) includes a legal obligation to review management plans of a national historic site every five years. These plans are developed with the involvement of the Canadian public and are formally reviewed every five years to ensure that they remain relevant and effective.

A management plan is the key reference document that sets out the long-term vision and objectives for the national historic site. It determines how Parks Canada's mandate will be delivered and engages the Canadian public, Aboriginal peoples, cooperative partners and stakeholders in determining how the site will be managed.

1.2 THE MANAGEMENT PLAN REVIEW PROCESS AND PUBLIC PARTICIPATION

Prince of Wales Fort National Historic Site of Canada (NHSC) near Churchill, Manitoba encompasses three sites: Prince of Wales Fort, a massive fortification, and installations at both Cape Merry and Sloop Cove. The main feature of Prince of Wales Fort NHSC is the bastioned fort with its massive 12-metre thick walls and 40 remaining cannon. Sloop Cove, an 18th and 19th century sloop mooring site, about three kilometres upriver from the fort, is notable for the signatures of Hudson's Bay Company servants carved in the cove's rock. Cape Merry Battery, located across the Churchill River from the fort, was to serve as interlocking fire protection for the fort and entry into the Churchill River.

The current Prince of Wales Fort NHSC Management Plan was drafted by Parks Canada in the late 1990s, approved in 2000 and was reviewed for the preparation of this plan. Parks Canada has implemented new management directions that necessitate development of a new plan rather than proceeding with a plan amendment. This new management plan continues to build on actions for heritage presentation and protection that were successfully implemented over the past few years and provides the opportunity to fulfill the Parks Canada's goal.

The review of the October 2000 management plan started in June 2006. In preparation, Parks Canada completed a Visitor Experience Assessment in 2007, a Commemorative Integrity Evaluation in 2007/2008 and an assessment of the implementation of management actions identified in the Prince of Wales Fort NHSC Management Plan (2000) in 2007. A scoping document completed in 2008 identified facilitating the visitor experience and engaging others as key planning objectives. The public participation process was initiated in March 2009 as a means of focusing the discussion of the key planning objectives and ended in September 2010.

The system of national historic sites and Parks Canada's role of protecting and presenting the sites need to be better communicated in order to engage Canadians and the local community. The first phase in addressing these concerns involved an on-line survey and public participation workshops to receive input from local residents and the broader public. In addition, Aboriginal residents in Churchill were contacted and a version of the on-line survey was completed in a personal interview setting.

In the second phase, Parks Canada hosted two public open houses in Churchill and one in Winnipeg; conducted interviews with local Aboriginal residents; and organized workshops with businesses, destination marketing and tourism organizations, Churchill-based tour operators and heritage organizations. In addition, several individuals met with members of

the planning team. The public was also invited to submit comments to the Parks Canada website or via a feedback form included with a newsletter.



Prince of Wales Fort on the West Peninsula / Parks Canada

2. Importance of the Heritage Place

King Charles II of England granted the "Governor and Company of Adventurers of England Trading into Hudson's Bay", later known as the Hudson's Bay Company, exclusive trading rights within the vast territory draining into Hudson Bay. As part of its fur trading network in northern Canada, the company built a massive stone fortress at the mouth of the Churchill River. Begun in 1731, Prince of Wales Fort was constructed over a 40-year period. A dark silhouette on a treeless tundra, the fort was an imposing structure, with 42 cannons mounted on walls 12 metres thick. The Hudson's Bay Company intended it to be an impregnable English stronghold during the English-French struggle for North America. Ironically, the only attack in 1782 saw the great explorer and fur trader, Samuel Hearne, the governor of the fort, and his handful of men quickly surrender to the French.

Cape Merry's historic value is strongly linked to Prince of Wales Fort. In 1744 construction of the battery included six cannon and a powder magazine flanked by two parapets, one facing Hudson Bay and the other the Churchill River. Upon the realisation that the

orientation of the battery was incorrect and posed a threat to the fort it was designed to protect, should it come under enemy control, a new battery was constructed 100 yards west-southwest of the first battery. The second battery held six cannon, three set facing Hudson Bay and three positioned to guard up-river. Material was re-used from the first battery and the powder magazine was left intact for use with the second battery.

Sloop Cove is also intrinsically linked to Prince of Wales Fort. It served as a wintering cove for the sloops that over-wintered in Hudson Bay and possibly as a place for larger ocean-going ships to be repaired. The remaining resources at the site consist primarily of mooring rings and inscriptions from seamen or shipwrights.

2.1 LOCATION AND DESIGNATION OF PRINCE OF WALES FORT NHSC

Prince of Wales Fort NHSC consists of three locations – Prince of Wales Fort and the surrounding point of land, Cape Merry

Battery, and Sloop Cove. These three properties occupy 43.9 hectares of land at the mouth of the Churchill River. Prince of Wales Fort was declared of national historic significance in 1920 on the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC). In 1933, the HSMBC further recommended that the sites of the “Open Battery” at Cape Merry and Sloop Cove be considered part of Prince of Wales Fort NHSC. In June 1991, the HSMBC affirmed the national historic significance of Prince of Wales Fort, Cape Merry Battery and Sloop Cove, together, as representing an important phase in the 18th century rivalry between the English and the French in Canada for control of the territory around Hudson Bay and its resources. In November 1994, the HSMBC further noted that while 20th century interventions to the fort have somewhat compromised the authenticity of the original workmanship, repairs and reconstruction have not had a major negative impact on its design, materials and setting.

The national historic site is not located on a single parcel of land, but on three separate sites as shown in Figure 1. The landscape has remained virtually unchanged over time. The fort, located on the western shore of the Churchill River, is accessible by boat during the brief Arctic summer, tides and weather permitting, and accessible over the ice during

winter months. Cape Merry Battery is located on the eastern shore of the Churchill River and can be reached by road from the town of Churchill. Sloop Cove is a sheltered nook located on the western shore of the Churchill River, 3.2 km south of Prince of Wales Fort, accessible by boat at high tide.

In addition to these cultural resources at Prince of Wales Fort NHSC, there are other national historic sites located on the Churchill West Peninsula at Fort Churchill and Seahorse Gully, south of Sloop Cove and situated on provincial crown land. There are also other sites of pre-Dorset, Dorset, historic Dene and Inuit, and Royal North-West Mounted Police occupation on the Churchill River West Peninsula. Taken as a whole, a near complete story of 4000 years of human habitation in the Churchill area can be told using the archaeological sites and landscape of the West Peninsula.

The Manitoba Field Unit manages three protected heritage areas in northern Manitoba from the Parks Canada Churchill office: Wapusk National Park of Canada (NPC), York Factory National Historic Site of Canada (NHSC) and Prince of Wales Fort NHSC. While Prince of Wales Fort NHSC is the most accessible, all three heritage areas are situated in settings subject to harsh environmental conditions and frequented by polar bears.

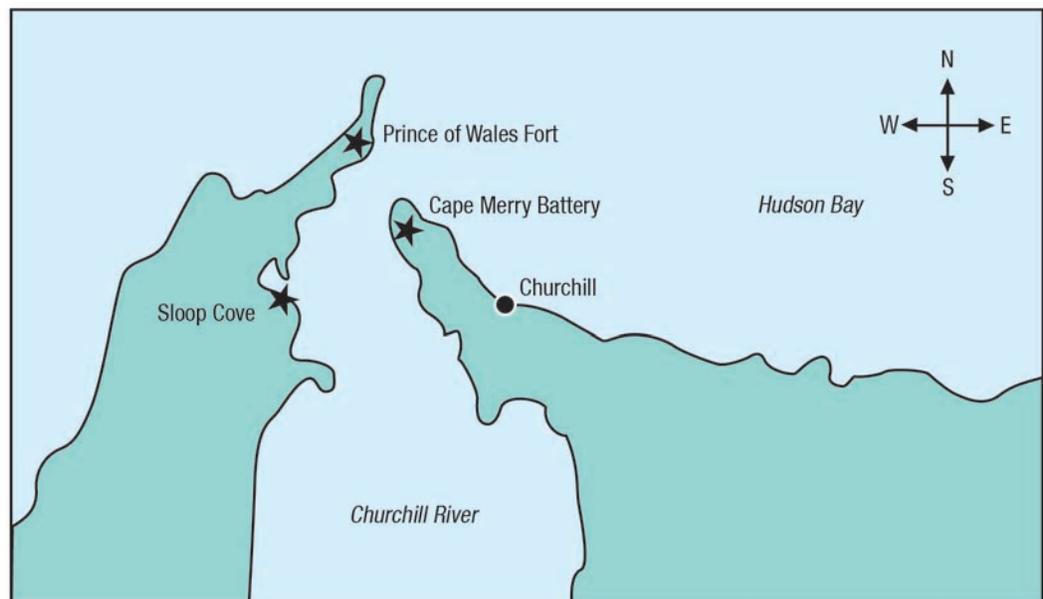


Figure 1. The three sites that comprise Prince of Wales Fort NHSC, Churchill (Manitoba)

3. Current Situation at Prince of Wales Fort NHSC

3.1 WHAT IS VALUABLE AND WHY? PROTECTING A PLACE OF NATIONAL SIGNIFICANCE

Prince of Wales Fort, including Sloop Cove and Cape Merry Battery, is a place of national historic importance. The historic site commemorates Prince of Wales Fort's role in the 18th century French - English rivalry for control of the territory and resources around Hudson Bay. Fundamental to this commemoration is the role of the fur trade and its participants; and the ruin that is Prince of Wales Fort is of both national historic and architectural significance.

(Parks Canada, 1995)

A Commemorative Integrity Statement (CIS) states why a national historic site has been designated as nationally significant – what is valuable and why. The CIS also provides guidance on what conditions are needed to protect these resources and serves to ensure that the heritage values are understood, communicated effectively and respected.

The CIS for Prince of Wales Fort NHSC near Churchill states:

Commemorative integrity is the concept used for national historic sites to describe the site's health and wholeness. A national historic site possesses commemorative integrity when:

1. The resources directly related to the reasons for its designation as a national historic site are not impaired or under threat (resource condition);
2. The reasons for its designation are effectively communicated to the public through education (effectiveness of communication); and
3. The site's heritage values are respected in all decisions affecting the site (management practices).

3.1.1 Resource Condition

The character of the landscape and the strategic site of the fort across the Churchill River from Cape Merry Battery were found to be unaltered. The Sloop Cove inscriptions and the cove itself are also in very good condition. Prince of Wales Fort, Cape Merry Battery and Sloop Cove retain their sense of place and viewscapes in their undisturbed environments.

Prince of Wales Fort

The overall commemorative integrity rating for Prince of Wales Fort NHSC, on a scale of one to ten, was rated as eight during the 2007/2008 Commemorative Integrity (CI) Evaluation (Parks Canada), indicating minor impairment.

The principal challenge to the fort is **the threat to the masonry work associated with water infiltration, permafrost changes, encroaching willow growth, and freeze-thaw cycles.** These concerns are being addressed at the fort through a multi-year conservation **and intervention project financed by Parks Canada. Wall stabilization and a drainage system** have been designed and are being implemented, along with a willow removal program. When this conservation project is completed, in excess of \$4 million will have **been spent in the stabilization and conservation of the massive walls that make up the fort. Restoration impacts, namely vehicular traffic,** which includes the use of all-terrain vehicles for polar bear monitoring and operational purposes, and heavy machinery for remedial **work, were causing damage to in-situ cultural resources** outside the fort walls. Mitigation measures are continually being reviewed, adapted and implemented based on evolving project activities to ensure the protection of cultural resources.



Cape Merry Battery / Parks Canada

Cape Merry Battery

At Cape Merry, the second battery was restored in 1960 based on surviving plans and extant remains and currently contains one of **the original cannon. The powder magazine was partially restored and capped with concrete.** An inventory and evaluation was conducted in 2002 and the resource was found to be in generally good condition. To mitigate site impacts **resulting from visitor traffic, designated pathways using a combination of boardwalks, a protective gravel mantel and roped corridors** were established.

The batteries were also found to display deterioration of the lime mortar due to **water infiltration and willow root action.** The **2007/2008 CI Evaluation (Parks Canada)** indicated that the mitigation measures **implemented to control foot traffic had been largely effective** although deterioration of the lime mortar continued. The evaluation also stated that resources not related to designation such as the quarry sites at Cape Merry were not regularly incorporated into the heritage presentation program.



Samuel Hearne's 1767 inscription at Sloop Cove / Parks Canada

Sloop Cove

In 1999, lichen was removed from around the inscriptions at Sloop Cove to improve legibility followed by an inventory of the inscriptions in concert with archival and historic research. The CI Evaluation found that the resources remained in good condition and further lichen encroachment would be minimal in the near future given its slow rate of growth.

3.1.2 Effectiveness of Communication

Communications play a key role in the management of the Prince of Wales Fort NHSC. In order for visitors, the local community, stakeholders and the broader Canadian public to better connect with the site, they need to understand why the site received designation as a National Historic Site of Canada, **how the site fits into the history of our country, and what Parks Canada's responsibility is to the visitor and Canadians in maintaining the commemorative integrity of the site.**

Communication efforts are focused on four major audiences that may overlap in methods **and products, while requiring specific attention** in each area. Those areas are:

- 1) **Visitors to the site and local area;**
- 2) The local community;
- 3) **Stakeholders and partners; and**
- 4) The broader Canadian public.

The communications program was found to provide a good range and choice of media **for both visitors and non-visitors.** The **Visitor Experience Assessment (Parks Canada, 2007)** results indicate that Prince of Wales Fort NHSC provides a broad menu of activities and services that responds to each priority visitor segment's needs. Special programs and activities are available, memorabilia is incorporated into the experience, and heritage presentation delivery responds to visitor expectations and **interests.** **The Parks Canada Visitor Centre in Churchill and Cape Merry Battery rated highly in these categories, but deficiencies were identified at Prince of Wales Fort.** Due to its **relative inaccessibility, key messages related to the national significance of Sloop Cove are not regularly communicated.**

The difficulty in providing visitor access to both the Prince of Wales Fort and Sloop Cove continues to be a concern in terms of

conveying key messages and communicating the values of the sites. The reasons for designation and the values directly related to the designation of Prince of Wales Fort NHSC need to be reinforced during guided tours of **the site. Various historical perspectives of the site, including the Aboriginal history and the stabilization project, are used to enrich the visitor experience. In addition, the Parks Canada system of national historic sites and Parks Canada's role need to be communicated more fully to the community of Churchill to better engage citizens in developing, protecting and enjoying the site.** The multi-disciplinary and multi-year conservation project of the fort also provides the opportunity to enhance visitors' experiences and communicate with external audiences.

In order to facilitate opportunities for the visitor experience, staff contribute to the planning and development of visitor opportunities. The resources and tools required are available and capital assets currently respond to visitor **needs and expectations. Visitors are professionally and pleasantly greeted by staff, signs or media, and visitor orientation is responsive to individual visitor needs.** Partners are engaged in supporting the facilitation of opportunities for the visitor experience both on and off the site.

Staging the experience was one of the areas **within the Visitor Experience Assessment (Parks Canada, 2007) that rated lower (one or two stars out of five).** More frequent and specific information needs to be collected on the visitor markets, visitor experience opportunities need to be more clearly defined, and visitor needs better understood.

3.1.3 Selected Management Practices

Prince of Wales Fort NHSC benefits from a solid management regime. Staff demonstrate **teamwork and an understanding and commitment to the commemorative integrity of the site, as evidenced by the multi-disciplinary wall stabilization project at the fort. In contrast to the significant conservation effort, limited maintenance is ongoing at Prince of Wales Fort, Cape Merry Battery and Sloop Cove.**

The Cultural Resource Management Policy (Parks Canada, 1994) is applied in decision-making and in interventions to cultural resources at all three locations – Prince of Wales Fort, Cape Merry Battery and Sloop Cove. This policy applies to all cultural resources that **can include human works; places that show evidence of human activity or have spiritual or cultural meaning and have been found to have historic value; resources above ground or below, or under water; and resources either natural or fabricated.** The practice of cultural resource management requires that the following four elements be in place in all decision-making that affects cultural resources:

- i) Inventory of resources;
 - ii) Evaluation to determine historic value;
 - iii) Consideration of the historic value in actions that affect conservation and presentation; and
 - iv) Monitoring and review to ensure conservation and presentation objectives are met.
- These steps are carried out to ensure that any decision made that could affect cultural resources does not compromise these resources.

3.2 THE GROWING PARKS CANADA AGENCY PRESENCE IN THE LOCAL ECONOMY

The 2000 Management Plan (Parks Canada) was developed when the Parks Canada presence and contribution to the Town of Churchill (Churchill) were substantially less than today. **With the establishment of Wapusk NPC and considerable ongoing capital investments in existing historic sites, Parks Canada has increased its presence as a larger and stable employer that makes a significant contribution to the community's economic health. Parks Canada is an important stakeholder within the local and regional tourism industry and should use its place within the broader tourism industry to nurture benefits to the community.** It has also become increasingly important to place the management of Prince of Wales Fort NHSC and Parks Canada's other sites within Parks Canada's national system of protected heritage areas. To involve the public in guiding the development of the management plan, public input was sought from current audiences.



Community trek to the fort as part of the Aurora Winterfest, March 2011 / Parks Canada

3.2.1 Current Audiences

The Local Community

Of the three sites comprising Prince of Wales Fort NHSC, the local community uses the Cape Merry Battery site most frequently. The site is easily accessible from Churchill (a short commute by car and within walking distance) and is integral to the town's identity. The community uses this site at all times of the year. It is viewed as a community park, one that is "extremely important from a mental health perspective" (Resource Management Consulting Group, 2008).

Prince of Wales Fort and Sloop Cove are used much less frequently by the local community, in large part due to access issues as most local people do not own a boat that would facilitate travel over to the Western Peninsula. In the past, the local community used the fort and surrounding area for group visits (Elders, Boy Scouts, Brownies), overnight camping and trapping. These activities no longer occur for the most part. The fort has occasionally been the site of Parks Canada special events, such as Parks Day, and attendance was especially high when transportation to the fort was paid for by Parks Canada with no cost to those who attended.

Some of the messages from the local community included the need for more transportation options to facilitate site access. There is a strong desire among local residents to have increased transportation to the fort and the opportunity to stay at the fort for as much time as allowed by the tide. More special events and varied site use were identified by individuals and community organizations as main themes in the workshops and survey responses.

Aboriginal Peoples

Parks Canada has a strong and ongoing relationship with the Aboriginal people in the area. Occupation and resource use in Churchill's West Peninsula dates back 4,000 years and ranges from the earliest settlement of Pre-Dorset and Dorset peoples to later Aboriginal peoples such as the Dene, Inuit and Cree. Prince of Wales Fort was abandoned in 1782 and there remains no current cultural Aboriginal connection to the site.



Escorted hike along the shoreline / Parks Canada

The Visitors

A visitor survey was conducted at the Churchill train station and airport in 2007. Visitors to Churchill are focused on the northern experience, viewing of wildlife, polar bears and beluga whales. The least important motivators were to learn about Canadian history and Aboriginal culture. The national historic site was an unexpected bonus that added the human dimensions of history and culture to their experiences. In planning their trip, most visitors relied on the town of Churchill website and a variety of travel guides. Only a small percentage of visitors (5%) used the Parks Canada vacation planner, office in Churchill or the Parks Canada 1-800 number, either before or during the trip. When in Churchill, Parks Canada brochures were reported to be the most frequently used source of information.

Summer and fall markets were quite different. Summer visitors were primarily independent Canadian travellers while fall visitors tended to be from the United States or overseas, travelling with tour groups.

The majority of visitors retained the services of a local tour operator. Of these, 88% visited Prince of Wales Fort, 34% visited Cape

Merry Battery and 28% toured the Visitor Centre in Churchill. Without a tour operator or Parks Canada led activity, the numbers dropped drastically – on their own, only 1% of visitors visited Prince of Wales Fort, 6% Cape Merry Battery and 14% the Visitor Centre.

For 2008/2009, visitor numbers to Prince of Wales Fort have increased from the previous year by 17% to 1397 visits, returning to levels of visitors measured in 2004/2005. Visitation to Cape Merry Battery has declined from levels measured in 2004/2005 but has remained relatively constant since 2006/2007 at approximately 5000 visitors annually. Visitor numbers to Sloop Cove have and continue to increase since 2004/2005, when there were no visitors to the site: the number of visitors rose to 95 in 2007/2008. The Visitor Centre has also enjoyed a significant increase in visitor numbers, averaging 9533 visitors per year for 2008/2009 and 2007/2008, an increase of 36% over visitor numbers from 2004/2005.

In surveying visitors about their level of satisfaction, the response of “very satisfied” with respect to Parks Canada activities and services ranged from 37% (chance to learn about Aboriginal culture and history) to 68% (chance to experience a northern environment). Less than one third of visitors were very satisfied with the availability of Parks Canada information prior to the visit, but the availability of staff at the sites rated higher in the range of 52-64%. Overall, 53% of visitors were very satisfied with the Parks Canada facilities overall and 56% with the quality of service.

Comments from visitors suggested that they wanted to spend more time on site and experience consistent historical interpretation from guide to guide. Improved facilities at the landing location (dock, benches, shelter), as well as access to the fort from the river, were also identified as areas needing attention.

Students and Teachers

The proximity of Prince of Wales Fort NHSC to Churchill presents the opportunity for teachers to expose students to the Manitoba social studies and science curricula

in a place-based learning experience. Students from grade school to high school explore and learn about the history of Manitoba and the sub-arctic environment through outdoor studies at the three sites and visits to the Parks Canada Visitor Centre.

Teachers identified the opportunity to incorporate a fort visit for appropriate grades as part of the Canadian history curriculum.

The Virtual Visitor

Virtual visitors are those individuals who discover and learn about Prince of Wales Fort NHSC through the Parks Canada website, theme websites managed by others, publications, television and other media. There is currently no estimate of the number of virtual visitors.

3.3 IMPLEMENTATION OF PRINCE OF WALES FORT NHSC MANAGEMENT PLAN (2000)

Each of the activities identified in the Prince of Wales Fort NHSC Management Plan (Parks Canada, 2000) was assessed for implementation and effectiveness in meeting one of the activity goals of heritage presentation, heritage protection or service to visitors.

3.3.1 Heritage Presentation

Most of the actions identified were completed or are ongoing as follows:

- A communication strategy and an interpretive strategy have been completed;
- Tools were applied to evaluate the effectiveness of messages for heritage presentation;
- Historical research in support of messages has been conducted;
- A new Visitor Centre display has been built and new signage and refurbishments are underway at the Churchill Airport; and
- Data has been collected to facilitate off-site presentation of Sloop Cove and Cape Merry Battery.

3.3.2 Heritage Protection

The Manitoba Field Unit has implemented most of the actions identified with respect to heritage protection including:

- **Monitoring the movement, moisture and freeze/thaw of the fort walls;**
- **Conducting a major multi-year conservation program at the fort;**
- **Conducting an inventory of resources at Cape Merry Battery;**
- **Conducting an inventory and clean-up of Sloop Cove inscriptions;**
- **Upgrading trails, constructing barriers and increasing on-site presence of staff to control foot traffic and resulting erosion at Cape Merry Battery; and**
- **Conservation of the cannon and Sloop Cove mooring rings.**

While intensive work has been undertaken at the fort for conservation purposes, there is no ongoing maintenance program. A minimal amount of re-pointing has been done, but a long-term maintenance strategy and associated resources will be required to protect the restoration investment. Historic trails and other resources outside of the fort have been inventoried opportunistically, but further work

to enhance the inventory is needed to ensure protection of resources and to develop interpretive opportunities for visitors.

3.3.3 Service to Visitors

A number of activities were initiated as part of the marketing strategy (lure cards, area promotion, Travel Manitoba advertising, Parks Canada Vacation Planner, linkages with the community and tour operators, and a Parks Canada/Travel Manitoba partnering arrangement). The Visitor Risk Management Plan is currently being drafted in conjunction with Wapusk NPC. The Polar Bear Safety Plan is reviewed annually. The Access Guidelines have been applied to Cape Merry Battery and Prince of Wales Fort, but access remains basic. There is no infrastructure developed at Sloop Cove to facilitate access. The new Visitor Centre has been completed and is fully accessible. Commercial operators offer tour packages (e.g. marine tours and historical fur trade tours) that include an interpreted tour of Prince of Wales Fort. Interpreted tours of Cape Merry Battery are also offered by commercial operators and may include a Parks Canada guided tour.

4. The Vision



Fort tour / Parks Canada

The vision is meant to convey the special character of Prince of Wales Fort NHSC and to paint an inspiring picture of the future state over the next 15 to 20 years.

The setting for Prince of Wales Fort NHSC is dramatic. In 1717, on the shore of Hudson Bay, at the mouth of the Churchill River, James Knight reported:

"I never see such a misserable place in all my life...I cannot think how I shall be able to manage it here, for all the ground is nothing but rocks and stone and mudd. The musketos and flyes are so intolerable thick that thare is no workeing for them without a fire all around."

The landscape is almost unchanged since James Knight penned his description almost 300 years ago. Experience the harsh realities of the location, either in person or virtually. Be transported back in time and connect emotionally to the hardships and isolation faced by the early European settlers.

This is a story of survival - from the feat of construction in the 18th century, the 1782 attack by the French, 150 years of abandonment, the 20th century reconstruction and 21st century stabilisation.

The dark silhouette of the fort rises to an imposing height above the treeless tundra. Step up onto the massive ramparts armed with 40 cannon and imagine the overwhelming loneliness as ships disappeared over the horizon. Walk in the footsteps of the Company men who lived and worked here. Explore the lichen covered rocks bearing their signatures carved into the stone under your feet.

An Arctic experience at Cape Merry Battery NHSC also awaits you. Easily reached from Churchill, the tranquil beauty of Cape Merry is ideal for bird and whale watching. Learn about the site's connection to the fort across the river, a testimony to the epic struggle between the French and English for the control of Hudson Bay.

The conservation work and regular maintenance have set the stage to tell the dramatic stories that provide rich visitor opportunities. These stories foster enjoyment, learning and a deep connection to our heritage. We have addressed issues of safety at Prince of Wales Fort NHSC for the public, and employees of Parks Canada and other organizations operating on the site. Quality and personally enriching experiences are offered.

Parks Canada has established strong links with the local tour operators and residents and continues to be a supportive and contributing member of the local community. This local community is an active audience and is engaged in visiting and presenting Prince of Wales Fort NHSC. The residents contribute to the stories of the Prince of Wales Fort and Cape Merry Battery from the 1930s to the present. The community's pride and recognition of this national historic site has been enhanced. Prince of Wales Fort NHSC has grown from a local attraction to an important site within the worldwide community of fortifications, within Canada's history, and within the family of national historic sites managed by Parks Canada. We have reached beyond the fort walls!

5. Key Strategies

Key strategies are the backbone of the management plan. They focus efforts and resources on a set of related objectives, needs and opportunities to translate the vision into **action. The key strategies look to the future and integrate the three elements of the Parks Canada mandate** – protection, visitor experience and education.

Two key strategies have been identified for Prince of Wales Fort NHSC:

- **Enriching the Visitor Experience, which** focuses on using the setting and the stories to develop and offer new activities for on-site and virtual visitors, improve visitor facilities, create opportunities for greater appreciation, enjoyment, and enhance the connection of Canadians to Prince of Wales Fort NHSC; and
- **Engaging Others - Positioning Prince of Wales Fort NHSC in a Broader Context,** which focuses on expanding the site's role from a local attraction to an important site within the system of national historic sites managed by Parks Canada, within Canada's history and within the worldwide community of fortifications; maintaining and creating opportunities for partnering with others; and implementing the Parks Canada national policies and guidelines at the site.

Both of these strategies build on work that has been carried out during the implementation of the 2000 Prince of Wales Fort NHSC Management Plan. **Forming management actions around the key strategies requires** they be relevant to the visitor and address **the Parks Canada mandate. The periodic surveys conducted by Parks Canada inform** the management actions on achieving the **goals of the Parks Canada mandate. In 2007, Parks Canada completed a Commemorative Integrity Evaluation and a Visitor Experience Evaluation.** To determine relevance of Prince of Wales Fort NHSC to the visitor in March and April 2009 Parks Canada held public

workshops in Churchill and Winnipeg, mailed out a survey to recent visitors to the national historic site, surveyed Aboriginal residents of Churchill, and received information through an on-line survey. The purpose of these surveys was to determine the elements of a positive visitor experience and what opportunities, **currently existing or lacking, would enable** or enhance a positive experience at Prince of Wales Fort NHSC. The results of these surveys were used to guide strategic actions.

5.1 ENRICHING THE VISITOR EXPERIENCE

Maintaining the sense of place is fundamental to visitors establishing a connection with Prince of Wales Fort NHSC, facilitating a meaningful experience, and creating a lasting memory. The sense of place is captured by the surface evidence of 4,000 years of occupation along the West Peninsula and is symbolised by **the stark setting of the fort, names inscribed on the barren rock, the size and massive construction of the fort and the feeling of isolation.** These are as evident and real today as they were in the 18th century. The connection and experiences and memories of Prince of Wales Fort NHSC can be as strong for today's visitor as they were for the Hudson's Bay Company men who built the site.



Cape Merry tour / Parks Canada

The visitor - either in person or virtually - will develop an emotional connection to the historically significant sites in this harsh but rich northern Canadian landscape.

The cultural remains outside the walls of the fort, at Cape Merry Battery and along the West Peninsula speak of the 4,000 years of continuous human history reliant on this transitional environmental setting. From looking over the parapets at Prince of Wales Fort or Cape Merry Battery and experiencing the sights and sensations of an Arctic environment, modern visitors will better understand and appreciate the hardship and isolation experienced by the officers, tradesmen and labourers of the 18th century. The mooring rings, names and dates inscribed in the rock at Sloop Cove create a personal record that will transport the visitor back through time to the period of the fort's construction.

The visitor will also have the opportunity to be inspired as they glimpse the future and envision the effects of climate change on the Arctic environment and the associated impacts on the heritage resources it contains. This will stir the sense that actions are required to ensure that the heritage resources remain for others to experience.

Cape Merry Battery

Local residents view Cape Merry Battery as a place to escape the daily routine and pressures of work. **Maintaining the sense of place** – a place removed from daily toil and life, a place for quiet reflection, a place where the natural rhythms govern the pace of time – is fundamental to the use of the site. The presence of the masonry structures and the cannon **lock this site into the 18th century in contrast** to the natural landscape which is timeless. Connections to the site and memories are developed through the visitors' experiences.

Maintaining this sense of place achieves **the expectations of Parks Canada's heritage resource conservation objectives** and management action will be directed to this goal.

The results of the visitor surveys and public **consultations identified the need for on-site non-personal media, better website content, and to have promotional information about**

Prince of Wales Fort NHSC available in local hotels as well as in other businesses used by visitors. Overall, visits to Cape Merry Battery are satisfactory but there were activities **identified by the local residents that would enhance** the experience. For the quiet enjoyment of the site, safety from polar bears, clean washrooms and site furniture are at the top of the list. Residents desire more family oriented activities and voiced a need for transportation **services to the site. Organized events at the site** are very popular with residents.

Parks Canada will address these needs and advice from the public in the following ways:

- **Maintain the historic structures;**
- **Identify future recapitalization projects** to prolong the life of the assets and apply for supplementary funding;
- **Prioritize, invest in and improve visitor** experience infrastructure to address identified shortfalls as funding allows;
- **Explore opportunities to expand our visitor** offer, including the associated supporting infrastructure, in a cost-effective manner;
- **Increase special events, group activities** and family activities;
- **Explore options for the private sector** to meet a demand for increased public transportation to and from the site;
- **Develop interpretive information for** visitors through brochures, improved website content and new media; and
- **Maintain visitor safety from polar bears.**

Prince of Wales Fort

The conservation of Prince of Wales Fort **is inextricably linked with the visitor experience.** The nearly completed wall stabilisation project is guided by an interpretive plan. **The fort itself will tell its own history of a Vauban style fortification (Southeast Bastion), its construction (Northeast Bastion), the 1782 attack (Northwest Bastion), and the 20th century interventions and stabilisation (Southwest Bastion).** Ongoing monitoring and maintenance are **key activities to plan and develop in the next five years, while future conservation work on other sections of the walls** will also need to be implemented within the next 15 years. The archaeological component of the wall stabilisation project is providing new insights into the history of the fort. The



Archaeology of Prince of Wales Fort interpretation / Parks Canada

commemorative integrity statement will be examined to determine if it requires updating based on this new information.

Visitor surveys and public consultation have indicated that the short tour offer from private tour companies is satisfactory but there is a demand for other visitor opportunities and activities. The demand ranged from wanting to simply spend more time at the fort to having elaborate interpretive events. The public and **visitors suggested staffing and infrastructure to support personal discovery and exploration of the site, costumed interpretation, using the site as an anchor point for a West Peninsula hiking trail, and developing overnight events at the fort were needed. In response, Parks Canada will investigate and develop new visitor activities and programs based on public desire and the social science research of the market (e.g., Explorer Quotient profile of current visitors). The public and visitors identified the need for more public transportation options to and from the fort.**

At the national level, Prince of Wales Fort NHSC **must reflect the standards of excellence that Parks Canada is noted for nationally and internationally. Parks Canada will implement the policies and standards for national historic sites that govern the management and presentation of this site. As such, fee standards to support the visitor facilities will be applied.**

Ensuring safety from polar bears is a **significant issue at the fort. The presence of bears on the site is unpredictable but a real and continuous risk. In recent years, the presence of polar bears on the site when visitors and staff are also on the site has ranged from 13 to 33 instances in total during the July and August period. Managing the polar bear risk at the fort is more challenging than managing**



Interpreter in period costume at the fort /Parks Canada

the risk at Cape Merry due to the fort's relative remoteness and the more frequent bear presence that occurs at that location.

Parks Canada will address these needs and advice from the public in the following ways:

- **Complete the current wall stabilisation** project which provides the foundation for the visitor experience programming;
- **Identify future recapitalization projects** to prolong the life of the assets and apply for supplementary funding;
- **Prioritize, invest in and improve visitor experience infrastructure** to address identified shortfalls as funding allows and that support longer visits, non-guided personal discovery, overnight events, and new interpretive programs;
- **Explore opportunities to expand our visitor offer**, including the associated supporting infrastructure, in a cost-effective manner;
- **Develop interpretive information for visitors** through brochures, improved website content and new media;
- **Explore options for the private sector** to meet a demand for increased public transportation to and from the site;
- **Develop and deliver interpretive programs** including period costume interpretation;
- **Seek private sector collaboration for West Peninsula activities** that incorporate the fort;
- **Implement an entry fee consistent with a Level 2 national historic site** (basic visitor services that support visits up to 2 hours);
- **Develop a fee structure for new visitor activities;** and
- **Develop and implement a polar bear safety program** that supports new and expanded activities at the fort.

Sloop Cove

The inscriptions on the rocks at Sloop Cove offer the strongest link between the men who lived and worked at Prince of Wales Fort and the present day visitor. This location has been suggested as the starting point for a West Peninsula hiking trail terminating at Prince of Wales Fort.

Parks Canada will address these needs and advice from the public in the following ways:

- **Develop interpretive information** for visitors through brochures, improved web-site content and new media;
- **Develop new media** for presenting the site;
- **Seek private sector collaboration** for West Peninsula activities that incorporate Sloop Cove and the fort;
- **Provide interpretive tours** at Sloop Cove upon request and by appointment to see the inscriptions; and
- **Develop polar bear safety protocols** for the site.

5.2 ENGAGING OTHERS - POSITIONING PRINCE OF WALES FORT NHSC IN A BROADER CONTEXT

Prince of Wales Fort NHSC plays an important role within the community of Churchill, the tourism industry of Manitoba, Parks Canada's system of national parks and national historic sites and on the international stage within a world-wide network of fortifications. This key strategy which applies to all three locations will place Prince of Wales Fort NHSC within this broader context ensuring decisions and actions respect the broader role that this important site plays and builds community pride for the treasure for which they are stewards.

Engaging others, Parks Canada will position Prince of Wales Fort NHSC in its local, provincial, national and international context.

Prince of Wales Fort was part of a network of British forts built around the world to enable the British Empire to control trade and commerce worldwide.

The fort is relevant in telling the stories of the struggle between the French and the English for control of the fur trade in Canada and the construction of a network of forts from northern Canada to the coast of South America and overseas for control of trade worldwide.

Parks Canada will engage others, locally, provincially, nationally and internationally, to promote, protect and present this national historic site in a broad context.

At the local level, Prince of Wales Fort NHSC is a community asset, one of Parks Canada's three northern Manitoba parks and sites. We will ensure it contributes to the tourism network and opportunities for visitor experience and is managed to complement other tourism attractions and opportunities in northern Manitoba. Consistency is a touchstone. Decisions affecting Prince of Wales Fort NHSC must be consistent with those for Wapusk NPC and York Factory NHSC, as well as with other jurisdictions and stakeholders.

At the provincial level, Prince of Wales Fort NHSC is a valued heritage tourism asset. Parks Canada will work with provincial colleagues in the application of provincial tourism education opportunities and tourism industry standards of practice. As well, Parks Canada will work with Travel Manitoba and Destination Churchill to facilitate opportunities for visitor experiences available at Prince of Wales Fort NHSC.

Parks Canada will develop new partnering arrangements and strengthen existing relations to:

- Engage partners in maintenance and preservation of Prince of Wales Fort NHSC;
- **Create expanded or new visitor activities** at Cape Merry Battery and the fort with the private tourism sector;
- Promote the role and relevance of Prince of Wales Fort NHSC as a place of pride with destination marketing organizations; and
- **Develop fees and business licences** for private tourism sector opportunities at the site.



Beluga whales are part of the visit to the fort, seen in the background / Parks Canada



Youth camp inside the fort / Parks Canada

6. Area Management Approach

Associated with the key strategies are three area management approaches. Prince of Wales Fort NHSC is comprised of three very distinct locations, with each site providing different opportunities for facilitating the visitor experience, public outreach education and engaging others. Since different management strategies are required to make progress at each of the sites, an area approach based on each of the sites – Prince of Wales Fort, Cape Merry Battery and Sloop Cove - will be most effective. Heritage resource protection, heritage presentation and education activities will differ at each of the locations.

Cape Merry Battery

Cape Merry Battery is located within close proximity to the town of Churchill and is easily accessible for both visitors and residents. At the workshops and through the questionnaire it was found that Cape Merry Battery is comparable to an urban park for the local residents. Local residents make frequent visits to the site, at all times of the year, and may or may not take advantage of guided tours. The management approach for Cape Merry Battery will be similar to an urban park providing opportunities to learn about the heritage of Prince of Wales Fort NHSC through a variety of activities. Parks Canada will create opportunities for Churchill residents and visitors to use the site in ways that meet their needs such as picnicking or enjoying viewscapes, participating in guided tours at regularly scheduled hours throughout the summer and fall months and through attending special events at the site.



Telling the fort's story at Cape Merry Battery / Parks Canada

Prince of Wales Fort

Visits to Prince of Wales Fort require crossing the Churchill River. Here a fortification that was constructed, attacked and abandoned in the 18th century still sits in its original setting. This fact alone puts Prince of Wales Fort within a small group of historic sites that have not been absorbed into modern landscapes. The context of the stories of the fort are the same for the modern visitor as the Hudson's Bay Company men who built the fort. Management of the fort must take this into account when planning visitor facilities and activities. The visit to Prince of Wales Fort will provide a unique opportunity for the visitor to develop an emotional connection to this historically significant site situated in a harsh climate. Parks Canada will respond to the public's desire to have a variety of experiential opportunities at the fort including the short tours provided by commercial operators, Parks Canada led tours and special events, exploration of the fort and its surroundings for longer periods of time, and participation in experiences that evoke the 18th century sense of place.

Sloop Cove

Sloop Cove is also across the Churchill River, but visitation is infrequent and not regularly scheduled. Sloop Cove preserves the wintering site of Hudson's Bay Company coastal sloops and the signatures of 18th century Hudson's Bay Company men inscribed in the rock. The management focus is preservation of the inscriptions and presenting the human dimension of the fort's history. The site does not lend itself to large groups, which creates the opportunity for more personal and intimate connections to the stories, the signatures and this area of the national historic site.

7. Partnering and Public Engagement

Prince of Wales Fort NHSC, located in Churchill, attracts considerable local and political interest. **There is definite interest in the position taken by Parks Canada with respect to the offer of business licences for commercial operators.** To ensure that the issues and opportunities at Prince of Wales Fort NHSC have been fully considered and to encourage true partnering, the planning team invited **interested Canadians, stakeholders, Aboriginal people and community representatives** to participate within theme-based focus groups with the intent to:

- **Make sound decisions that reflect the interests, values and concerns of all Canadians;**
- **Establish a climate of mutual trust and respect among the participants in the process so that discussions on issues can occur in a positive and effective manner;**
- **Ensure that each participant acquires a more complete understanding of the issues of Prince of Wales Fort NHSC and the perspectives of other parties concerning the issues; and**
- **Build a positive long-term relationship between Parks Canada and those with a stake in Prince of Wales Fort NHSC.**

The management plan, through the key strategy, "Engaging Others - Positioning Prince of Wales NHSC in a Broader Context," commits to developing and enhancing partnering opportunities for the protection, presentation and education of the national historic site.

This is reflected in the site-specific objectives and actions outlined in Chapter 12.

Input was received from commercial operators, destination marketing and tourism organizations, heritage organizations, the public at large, and Aboriginal residents in Churchill through workshops and open house venues in Churchill and Winnipeg, mail and on-line surveys, and an in-person survey of Aboriginal residents of Churchill. Follow-up consultation on the key messages, proposals and management strategies was conducted to ensure that concerns were acknowledged and considered, and feedback was provided in a newsletter on how public input influenced the planning program.



Prince of Wales Fort / Parks Canada

8. Administration and Operations

Parks Canada administers Prince of Wales Fort NHSC under authority of the *Historic Sites and Monuments Act* (1985) and the *Canada National Parks Act* (2000). The Manitoba Field Unit manages the site from its administrative office in Churchill, which also has responsibilities for York Factory NHSC and Wapusk NPC. Prince of Wales Fort NHSC is a seasonal operation, open seven days a week from July to early September, depending on ice and weather conditions.

While Parks Canada's efforts in northern Manitoba have focused on the establishment of Wapusk NPC and the conservation of the walls of the fort, management of the site has seen a modest program of monitoring, maintenance and programming. With this management plan, the program will see a renewed focus on the visitor experience and external relations.

9. Monitoring

Management planning is a continuous **cycle of consultation, decision making, monitoring and reporting**. Once a management plan has been approved and tabled in the **House of Commons, implementation of key actions begins**. Monitoring will assess how **well the key actions have been implemented** and will attempt to answer the following questions:

1. Are planned actions effective and do they achieve the desired results?

2. What is the condition or state of the site?

Monitoring is done through the collection and analysis of data on a suite of indicators for commemorative integrity, visitor experience and public appreciation and understanding. In evaluating commemorative integrity, three indicators are examined: the condition of the resources, how well the reasons for commemoration have been communicated, and whether or not heritage values are respected in

decisions and actions affecting the site. Public appreciation and understanding, including **stakeholder and partner support for the site**, is assessed using measurement tools such as **the Parks Canada Agency National Survey of Canadians and the Stakeholder and Partner Engagement Survey**. Visitor experience is also evaluated using a variety of surveys, including entry and exit surveys, to gather information on the number of visits, and the enjoyment, learning, satisfaction and meaningfulness of a visit to the visitor. The results from this suite of indicators are also compared to management targets. Collectively, this information **is summarized in the “State of Site” report to build a snapshot of the site, report on the site’s performance and identify key issues to be considered in management planning**. These issues are then addressed in the management plan, **following consultation and decision-making, starting the cycle over again**.



Cape Merry Battery / Parks Canada

10. Summary of Strategic Environmental Assessment

In accordance with the Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals (Canadian Environmental Assessment Agency, 2004), a strategic environmental assessment was conducted on the "Prince of Wales Fort National Historic Site of Canada Management Plan." The strategic environmental assessment process was integrated with the management planning process so that potential **positive and negative effects were identified** early in the process and appropriate mitigations and enhancements could be incorporated within the plan. Some of the initiatives described in the Plan are conceptual in nature and will require further assessment under the ***Canadian Environmental Assessment Act*** when the specific project proposals have been developed. The required mitigation, surveillance and follow-up will be developed when **the proposals are subject to project specific** environmental assessments.

Each of the actions in the plan was evaluated to determine if they might have adverse environmental effects. Many actions are not expected to cause adverse environmental effects. Other actions are expected to have positive environmental effects, including:

- **Greater knowledge of the cultural resources** and heritage resources at the site through **research, monitoring, and working with** others;
- **Restoration, preservation, and promotion** of historic structures and cultural features, such as walls at the fort, and the batteries at Cape Merry;
- **Development and promotion of trails and access to all three key locations of Prince of Wales Fort NHSC**;
- **Restoration of original site vegetation**, through clearing of willows; and

- **Greater connections among Canadians** (including those in and around the community of Churchill), international visitors, **and stakeholders and partners, with Prince of Wales Fort NHSC**, encouraging support for its management and interpretation.

Many of the actions proposed in the management plan are focused on increasing visitation and local use of the sites. Most of these are off-site activities with no direct effects. Nevertheless, adverse cumulative effects to Prince of Wales Fort NHSC may result if these **management actions are successful in significantly** increasing the number of visitors to the site. The environmental components most **likely to experience cumulative environmental** impacts from increased visitation are: cultural resources, vegetation and soils, and wildlife. These components are listed below, noting the actions that may affect them, mitigation to reduce or eliminate adverse effects, and **the likely importance of any adverse residual** environmental effects.

No cumulative impacts are anticipated to aquatic resources, including water quality and **fish, or to air quality. Mitigation of effects to** those components will be addressed in **project-specific environmental assessments as appropriate**, and not in this document.

Cultural Resources

The plan proposes to increase and enhance visitation to Prince of Wales Fort NHSC. Increased local use of facilities will also be encouraged. Negative cumulative effects could occur on cultural and historic resources at these locations as a result of increased visitation and local use through increased foot **and vehicle traffic, unauthorized collection of** artefacts, and damage (intentional or unintentional) to the site. Measures to mitigate these impacts can occur in tandem with promotional and interpretive activities, according to site communication and interpretive strategies, including:

- **Education and public awareness of cultural** resource protection and values;
 - **Explanation to visitors and partners, of** ways in which impacts can occur;
 - **Cooperation with partners to provide** information and observations that assist with monitoring behaviour and impacts, in order to promote compliance and understanding, and to adapt mitigation as required; and
 - **Avoidance measures or physical separation,** where appropriate.
- **Ensuring site promotion and interpreta-** tion includes information on how effects can occur.
 - **Cooperating with partners to provide** information and observations that assist with monitoring behaviour and impacts, to promote compliance with mitigation, and to adapt mitigations required.
 - **Implementing avoidance measures, includ-** ing signage, or physical separation where appropriate.

Prince of Wales Fort NHSC has experience with successful implementation of similar measures during previous preservation and site development activities. Where proposed **activities will require project-specific environmental assessments,** these mitigations will be incorporated. In addition, incorporation of effects monitoring information can be incorporated into ongoing evaluations of visitor experience and usage at the sites.

The management plan identifies clear actions and targets that will result in an improved state of cultural resources. With mitigation of adverse effects, implementation of the plan will result in an overall positive cumulative effect to cultural resources.

Vegetation And Soils

Actions in the plan that could cause negative cumulative effects on vegetation and soil include: development and upgrading of trails and restoration activities involving soil disturbance; willow removal at Cape Merry; increased local recreational opportunities and access; and overall increased visitation. The effects include soil and vegetation disturbance, especially in wet or sensitive areas, by staff or visitors, on foot or vehicle. These effects can be mitigated by:

- **Ensuring facility improvements meet local** expectations for site use. This will **minimize the footprint of the impacts through** focusing activities at designated areas, and **reducing likelihood of off-trail or off-site** exploration.

Where proposed activities will require **project-specific environmental assessments,** these mitigations will be incorporated. The Prince of Wales Fort NHSC has demonstrated successful implementation of similar mitigation measures in the past, and the total footprint of residual adverse impacts will be small.

Wildlife

Increased visitation and access could result in a corresponding increase in disturbance to polar bears which are present on site. Mitigation and public safety will be addressed through implementation of the polar bear safety plan. There is no evidence that this will have an adverse cumulative effect on the polar bear population.

Follow-Up

Implementation of the plan will include monitoring of visitor numbers, visitor experience, and condition of cultural resources. Information from the monitoring and surveys will also provide information related to **potential cumulative effects identified above.** Adaptive management measures can be **identified and implemented as a result.**

In particular, the plan proposes that **visitor experience will increasingly link Parks Canada with its partners and stakeholders (through** local users, tour guides, Aboriginal groups, etc). These relationships can provide ongoing means of communicating to visitors to mitigate **impacts, and feedback from partners on effects** or further actions that may be required.

Public Engagement

The management planning process has been conducted in consultation with interested **Canadians, stakeholders, Aboriginal** peoples and community representatives. Further consultation on the plan, including the environmental assessment, was conducted until September 2010 and incorporated into the plan as appropriate.

Conclusion

The Prince of Wales Fort NHSC Management Plan will have several positive effects. As a result of the actions in the plan and the mitigation described, and in **combination with appropriate project-specific** environmental assessment mitigation, negative cumulative effects are not expected.



Cannon at Cape Merry Battery / Parks Canada

11. References

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12. Activities and Actions 2010 to 2015

Parks Canada has one strategic outcome which is set out in the Corporate Plan (2009). It states:

“Canadians have a strong sense of connection, through meaningful experiences, to their national parks, national historic sites and national marine conservation areas and these protected places are enjoyed in ways that leave them unimpaired for future generations.”

To achieve its strategic outcome, Parks Canada has identified five program activities (PA) as follows:

- PA1** - heritage places establishment,
- PA2** - heritage resources conservation,
- PA3** - public appreciation and understanding,
- PA4** - visitor experience, and
- PA5** - townsite and throughway infrastructure.

For each program activity, Parks Canada has identified performance expectations and targets in its Corporate Plan. Not all 5 program activities apply to every park, national historic site or national marine conservation area. For Prince of Wales Fort NHSC, only 3 of the 5 program activities are relevant to the site and the key strategies, namely PA2 -heritage resources conservation, PA3 -public appreciation and understanding and PA4 -visitor experience. For these 3 program activities, objectives specific to Prince of Wales Fort NHSC (site-specific objectives) have been developed in the following tables that will meet the performance expectations and targets set out in the Corporate Plan, along with specific measurable actions that can be incorporated directly into the business plan for the site. In this way, the required resources will be allocated to those actions that meet the site's objectives in the annual business plan while also meeting Parks Canada performance objectives as set out in the Corporate Plan.

Key Strategy One: Enriching The Visitor Experience

Activities and Actions (2010 – 2015)

<p>Program Activity 2 - Heritage Resources Conservation</p> <p>Expected Results:</p> <p>Management actions will result in an improved state of cultural resources.</p> <p>Performance Expectations:</p> <p>70% of the condition of cultural resources and management practices of commemorative integrity rated as poor will be improved within 5 years.</p>	
<p>Program Sub-Activity – National Historic Sites Conservation</p> <p>Expected Results:</p> <p>The condition of Level 1 cultural resources administered by Parks Canada is maintained or improved.</p> <p>Performance Expectations:</p> <p>Maintain 90% of historic objects in good or fair condition by March 2013.</p> <p>Improve the condition of 60% historic buildings and structures administered by Parks Canada that are in poor condition by March 2013.</p>	
Site-Specific Objectives	Actions
<p>1. The commemorative integrity of Prince of Wales Fort NHSC will be improved, paying particular attention to the condition of built cultural resources.</p>	<p>Complete project objectives for the PWF Wall Stabilisation Project including implementation of the interpretive strategy.</p> <p>Develop and apply for funding for a supplemental stabilisation project to address wall areas still requiring stabilisation.</p> <p>Upon completion of the Prince of Wales Fort Wall Stabilisation Project, revise the Commemorative Integrity Statement to reflect increased understanding of the fort to better focus efforts.</p> <p>Identify long-term maintenance requirements and seek means of achieving an ongoing maintenance program for masonry work at Prince of Wales Fort and Cape Merry Battery.</p> <p>Monitor impacts from visitor use and undertake necessary maintenance and adjustments to the materials used for trail rehabilitation and corridors designed to control foot traffic at Cape Merry Battery and make adjustments as required.</p> <p>Conduct necessary masonry work and willow clearing around the batteries at Cape Merry to reduce water infiltration.</p>

<p>2. The elements of commemorative integrity that have been rated as poor will be improved.</p>	<p>Upgrade inventory and evaluation of features and trails external to the fort.</p> <p>Identify key messages not related to the reasons for national significance in a revised Commemorative Integrity Statement upon completion of the fort wall stabilization project, including trails and resources not related to the reasons for commemoration, in particular those that apply to Aboriginal use of the site, grave sites, rock quarrying and aspects of the 20th century restoration.</p>
<p>Program Activity 3 - Public Appreciation and Understanding</p> <p><i>Expected Results:</i></p> <p>Canadians appreciate the significance of heritage places administered by Parks Canada and support their protection and presentation.</p> <p><i>Performance Expectations:</i></p> <p>60% of Canadians appreciate the significance of Prince of Wales Fort NHSC is increased by March 2014.</p> <p>80% of Canadians support the protection and presentation of Prince of Wales Fort NHSC by March 2014.</p>	
<p>Program Sub-Activity - Public Outreach Education and External Communications</p> <p><i>Expected Results:</i></p> <p>Canadians learn about the heritage of Parks Canada administered places and understand that these places are protected and presented on their behalf.</p> <p><i>Performance Expectations:</i></p> <p>Increase the % of Canadians that consider that they learned about the heritage of Parks Canada's administered places by March 2014.</p> <p>Increase the % of Canadians that understand that nationally significant places that are administered by Parks Canada are protected and presented on their behalf by March 2014.</p>	

Site-Specific Objectives	Actions
<p>1. Canadians will have increased opportunities to learn about Prince of Wales Fort NHSC and increase their understanding and appreciation of the site, whether they are at home, at a place of leisure, at school or in their community.</p>	<p>Develop and implement a strategic outreach education plan for Prince of Wales Fort NHSC to reach priority target audiences.</p> <p>Improve the interpretive content on the Prince of Wales Fort NHSC website, including new media-based presentations (<i>e.g.</i> virtual tours) to reach priority target audiences. Web content will be refreshed regularly.</p> <p>Develop curriculum-linked educational resources for teachers, including web-based materials, resource links and an opportunity for an on-site familiarization tour/ experience for teachers.</p> <p>Develop outreach interpretive programming (<i>e.g.</i> new media) for delivery in southern centres (<i>e.g.</i> Explore Manitoba Centre in Winnipeg).</p>
<p>Program Sub-Activity – Stakeholder and Partner Engagement</p> <p><i>Expected Results:</i></p> <p>Stakeholders and partners are engaged in the protection and presentation of Parks Canada’s administered places.</p> <p><i>Performance Expectations:</i></p> <p>Increase the % of stakeholders and partners that support the protection and presentation of Parks Canada’s administered places by March 2014.</p> <p>Increase the % of stakeholders and partners that feel that they have opportunities to influence and contribute to Parks Canada’s activities by March 2014.</p>	
Site-Specific Objectives	Actions
<p>1. Interested Canadians will have meaningful opportunities to become engaged with Parks Canada in shaping the direction of the visitor experience at Prince of Wales Fort NHSC and in support of its management plan objectives.</p>	<p>Consult with stakeholders when planning new visitor experience opportunities and facilities.</p> <p>Collaborate with others in the planning, promotion and delivery of opportunities for visitors to experience the sites.</p> <p>Collaborate with non-government heritage organizations (<i>e.g.</i> Hudson’s Bay Company Archives, Canada’s National History Society, Manitoba Historical Society) and other levels of government to develop and deliver outreach programming and products.</p>

Program Activity 4 - Visitor Experience

Expected Results:

Visitors at surveyed locations feel a sense of personal connection to the places visited.

Performance Expectations:

On average, 85% of visitors at surveyed locations consider the place meaningful to them.

On average, 90% of visitors at surveyed locations are satisfied, and on average, 50% at surveyed locations, are very satisfied, with their visit.

Program Sub-Activity – Market Research and Promotion

Expected Results:

Canadians visit Parks Canada administered places.

Performance Expectations:

22.4 million visits at Parks Canada administered places by March 2015.

Site-Specific Objectives	Actions
1. Marketing activities will create, retain and satisfy visitors.	<p>Take an active role in destination marketing organizations such as Destination Churchill.</p> <p>Utilize national branding and marketing programs to increase awareness of the site.</p> <p>Partner with local tourism companies to maximize visitation to Parks Canada sites.</p>
2. Opportunities for visitor experience will reflect Canadians' and international travellers' desires, expectations, needs and social values.	<p>Apply market based approaches to identify and understand target markets; develop products, programs, events, facilities and services, and promote and deliver meaningful experience opportunities.</p> <p>Pilot Explorer Quotient in collaboration with others to Churchill visitors in order to design different experiences.</p> <p>Develop and deliver experiential programs.</p>
3. Visitation will increase by raising the awareness of Canadians and international travellers through clear brand identity, collaborative promotion with the travel industry and focused communication to target markets	<p>Distribute promotion material in key markets, VIA Rail and Calm Air.</p> <p>Develop and implement an awareness program to reach visitors in Churchill through local television, radio and printed material.</p>

Program Sub-Activity – National Historic Sites Interpretation

Expected Results:

Visitors at surveyed locations learned from experience and active participation.

Performance Expectations:

On average, 85% of visitors at surveyed locations consider that they learned about the cultural heritage of the place.

Expected Results:

The understanding of the significance of national historic sites is improved.

Performance Expectations:

75% of the communication element of commemorative integrity rated as poor is improved within 5 years of the original assessment.

Site-Specific Objectives	Actions
<p>1. Visitors experience opportunities at Prince of Wales Fort NHSC will be enhanced by improving existing and developing new and expanded interpretive products in collaboration with a broad range of partners.</p>	<p>Facilitate self-guided visits to the sites (<i>e.g.</i> pamphlets/panels/audio devices, non-personal media).</p> <p>In collaboration with local tour operators, plan and promote the trail from Sloop Cove to Prince of Wales Fort as the premier Churchill hike; investigate overnight visits to the Fort; plan and promote hiking from the Town of Churchill to Cape Merry Battery.</p> <p>Incorporate the quarry sites at Cape Merry into the heritage presentation program.</p> <p>Research and plan interpretive trails to allow visitors to wander the three sites on their own with an interpretive guide.</p> <p>Provide special events featuring interpretation in 18th century period costume.</p> <p>Develop experiential programming delivered by Parks Canada on site.</p> <p>Renew the Visitor Centre exhibits.</p>
<p>2. Visitor experience opportunities will be enhanced by fostering tourism opportunities related to authentic Aboriginal cultural experiences.</p>	<p>Research the Aboriginal history at Prince of Wales Fort during the period of abandonment.</p> <p>Incorporate knowledge obtained from archaeological work conducted along the West Peninsula as it applies to pre-Dorset, Dorset and historic Inuit and Chipewyan occupations into the heritage presentation program.</p>

3. The learning rating from the 2007 Visitor Information Program will be improved.	Develop and enhance non-personal media (<i>e.g.</i> pamphlets, panels, videos, etc.)
<p>Program Sub-Activity – National Historic Sites Visitor Services Offer</p> <p>Expected Results:</p> <p>Visitors at surveyed locations enjoyed their visit.</p> <p>Performance Expectations:</p> <p>On average, 90% of visitors at surveyed locations enjoyed their visit.</p>	
Site-Specific Objectives	Actions
1. Visitor experience opportunities at Prince of Wales Fort NHSC will be enhanced by improving facilities and trail systems in collaboration with a broad range of partners.	<p>Facilitate use of the site by local organizations, such as Scouts and Guides, including winter activities.</p> <p>Provide opportunities for individuals and local groups to use the site in ways that meet their needs such as picnics or enjoying the viewsapes with a focus on summer activities.</p> <p>Investigate and promote better public access to the sites by partners including regular scheduled bus and boat transportation.</p> <p>Upgrade visitor facilities at Prince of Wales Fort in a cost effective manner.</p> <p>Upgrade visitor facilities at Cape Merry in a cost effective manner.</p> <p>Renew the Visitor Centre exhibits.</p>
2. The current high level of satisfaction will be maintained.	Continue to develop and offer site information and training offers for staff and the tourism industry.
3. National standards will be applied.	<p>Implement an entry fee consistent with a Level 2 national historic site (basic visitor services that support visits up to 2 hours).</p> <p>Develop a fee structure for new visitor activities.</p>

<p>Program Activity 4 - Visitor Experience - Public Safety</p> <p>Expected Results:</p> <p>Public safety is ensured.</p> <p>Performance Expectations:</p> <p>To Be Determined</p>	
Site-Specific Objectives	Actions
1. Safe access to Prince of Wales Fort will be maintained.	Complete replacement of dock which has reached the end of its operational life.
2. Safety from polar bears will be maintained.	<p>Implement new Parks Canada interim guidelines on firearm use in northern parks and changes to wildlife regulations on firearms to protect from polar bears.</p> <p>Participate in the development and implementation of national safety standards.</p>

Key Strategy Two: Engaging Others

Activities and Actions (2010 – 2015)

Program Activity 2 – Heritage Resources Conservation

Expected Results:

Management actions will result in an improved state of cultural resources.

Performance Expectations:

70% of the condition of cultural resources and management practices of commemorative integrity rated as poor are improved within five years.

Program Sub-Activity – National Historic Site Conservation

Expected Results:

The condition of Level 1 cultural resources administered by Parks Canada is maintained or improved.

Performance Expectations:

Maintain 90% of historic objects in good or fair condition by March 2013.

Improve the condition of 60% historic buildings and structures administered by Parks Canada that are in poor condition by March 2013.

Site-Specific Objectives	Actions
1. Partners will be engaged in maintenance and conservation projects at Prince of Wales Fort NHSC.	<p>Create awareness and establish new relationships with heritage conservation schools to encourage the participation of qualified students in maintenance and conservation projects.</p> <p>Ensure curatorial treatment and conservation of objects by specialists in the facilities at the Western and Northern Service Centre.</p>

Program Activity 3 – Public Appreciation and Understanding

Expected Results:

Canadians appreciate the significance of heritage places administered by Parks Canada and support their protection and presentation.

Performance Expectations:

60% of Canadians appreciate the significance of heritage places administered by Parks Canada by March 2014.

80% of Canadians support the protection and presentation of places administered by Parks Canada by March 2014.

Program Sub-Activity – Public Outreach Education and External Communications

Expected Results:

Canadians learn about the heritage of Parks Canada administered places and understand that these places are protected and presented on their behalf.

Performance Expectations:

Increase the % of Canadians that consider that they learned about the heritage of Parks Canada’s administered places by March 2014.

Increase the % of Canadians that understand that nationally significant places that are administered by Parks Canada are protected and presented on their behalf by March 2014.

Site-Specific Objectives	Actions
1. Canadians will have increased opportunities to learn about Prince of Wales Fort NHSC as part of a network of British forts.	Identify and develop links between Prince of Wales Fort NHSC and other fortifications in Canada and abroad.
2. Canadians will have increased opportunities to learn about Prince of Wales Fort NHSC through Parks Canada’s engagement of other heritage organizations.	Collaborate with heritage non-government organizations (e.g. Hudson’s Bay Company Archives, Canada’s National History Society, Manitoba Historical Society) and other levels of government to develop and deliver outreach programming and products.

Program Sub-Activity – Stakeholder and Partner Engagement

Expected Results:

Stakeholders and partners are engaged in the protection and presentation of Parks Canada's administered places.

Performance Expectations:

Increase the % of stakeholders and partners that support the protection and presentation of Parks Canada's administered places by March 2014.

Increase the % of stakeholders and partners that feel that they have opportunities to influence and contribute to Parks Canada's activities by March 2014.

Site-Specific Objectives	Actions
<p>1. The local community's understanding and appreciation of Prince of Wales Fort NHSC's role and relevance will be improved. The national historic site will be viewed as an important community asset and sense of pride.</p>	<p>Develop and implement a community relations strategy to inform and engage local and regional stakeholders on an ongoing basis.</p> <p>Improve the communication about Parks Canada work at the sites to the local community.</p> <p>Conduct an economic benefit analysis of Parks Canada presence in Churchill and communicate results to the community.</p>
<p>2. Interested Canadians will have meaningful opportunities to become engaged with Parks Canada in shaping the direction of Prince of Wales Fort NHSC and in support of its management plan objectives.</p>	<p>Develop new ways for Canadians to connect with Prince of Wales Fort NHSC including the use of social media and new media technology.</p>
<p>3. Canadians will have meaningful opportunities to become engaged with Parks Canada in the protection and presentation of Prince of Wales Fort NHSC in support of its management plan objectives.</p>	<p>Create more opportunities to become involved in meaningful and relevant activities, including volunteering and partnering.</p> <p>Develop partnering opportunities with heritage conservation schools for maintenance and conservation projects at Prince of Wales Fort NHSC.</p> <p>Work collaboratively with others and create opportunities for the development and delivery of visitor experiences (e.g. piloting of Explorer Quotient; promotion of Prince of Wales NHSC; Aboriginal cultural experiences; new or expanded visitor activities).</p>

Program Sub-Activity – National Historic Sites Interpretation

Expected Results:

Visitors at surveyed locations learned from experience and active participation.

Performance Expectations:

On average, 85% of visitors at surveyed locations consider that they learned about the cultural heritage of the place.

Expected Results:

The understanding of the significance of national historic sites is improved.

Performance Expectations:

75% of the communication element of commemorative integrity rated as poor is improved within 5 years of the original assessment.

Site-Specific Objectives	Actions
1. Learning opportunities will be provided.	Develop and offer training for tour operators to provide consistent and accurate messaging. Offer the opportunity to attend annual workshops to increase knowledge for program delivery to visitors.
2. Tourism industry professional training and certification will be promoted.	Require tourism industry heritage interpreter certification or equivalent as a licensing requirement for private operators providing tours of the sites (<i>e.g.</i> MTEC and CTC recognized certification).