



FORT ESPÉRANCE, FORT PELLY, FORT LIVINGSTONE

NATIONAL HISTORIC SITES OF CANADA

Management Plan



**Fort Espérance,
Fort Pelly,
Fort Livingstone
National Historic Sites of Canada**

Management Plan

June 2006

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 touch our past, be one with nature, and appreciate the natural, cultural and social forces that shaped Canada.

From our smallest national park to our most visited national historic site and our largest national marine conservation area, each of these places offers Canadians unique stories, heritage treasures and opportunities to experience Canada. They are part of us. Part of the values we share as Canadians, of our past, our present and our future. Places of beauty, wonder and learning.

Our goal is to ensure that each of these special places is conserved. To ensure that the heritage values and resources that make them special and distinct are retained, and that we continue to build our systems of protected heritage areas.

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

Our vision is to build a culture of heritage conservation in Canada by offering Canadians exceptional opportunities to experience our natural and cultural heritage. Opportunities that make our protected heritage touch their very heartstrings.

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

In this same spirit of partnership and responsibility, I am pleased to approve the Fort Espérance, Fort Pelly, Fort Livingstone National Historic Sites of Canada Management Plan.

Rona Ambrose
Minister of the Environment

Recommendation Statement

**Fort Espérance, Fort Pelly and Fort Livingstone
National Historic Sites of Canada
Management Plan**

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Table of Contents

- 1.0 INTRODUCTION**
 - 1.1 Role of National Historic Sites 6
 - 1.2 Commemorative Integrity..... 7
 - 1.3 Commemorative Intent and Designated Place 7

- 2.0 CURRENT SITUATION ANALYSIS** 8
 - 2.1 Heritage Resources 8
 - 2.1.1 Fort Esperance..... 8
 - 2.1.2 Fort Pelly 9
 - 2.1.3 Fort Livingstone..... 9
 - 2.2 Heritage Presentation..... 10
 - 2.3 Visitor Services and Facilities 10
 - 2.4 Administration and Operations 10
 - 2.5 Partnerships and Public Involvement..... 11

- 3.0 VISION**..... 11

- 4.0 MANAGEMENT OBJECTIVES AND ACTIONS** 11
 - 4.1 Heritage Protection..... 12
 - 4.2 Heritage Presentation..... 12
 - 4.2.1 Messages 12
 - 4.2.2 Target Audiences..... 13
 - 4.2.3 Outcomes 13
 - 4.2.4 Methods/Actions 14
 - 4.3 Visitor Services and Facilities 14
 - 4.4 Site Management and Operations 15
 - 4.5 Natural Resource Management 15

- 5.0 ONGOING PARTNERSHIPS AND PUBLIC INVOLVEMENT** 15

- 6.0 SUMMARY OF ENVIRONMENTAL ASSESSMENT** 16

- 7.0 IMPLEMENTATION TABLE** 17
 - Appendix 1: Environmental Assessment..... 24

Inscriptions of the Historic Sites and Monuments Board of Canada

Fort Espérance

Built on the Qu'Appelle River flats below in 1787 by Robert Grant, Fort Espérance was one of the earliest and most permanent of the North West Company's posts in the Assiniboine basin. It was the main pemmican depot in the Company's continental fur trade, and provisioned brigades to the Churchill and Athabasca regions. Abandoned in 1810, and rebuilt on this knoll in 1816, it was replaced in 1819 by a post 14 miles east at Beaver Creek.

Fort Pelly II

This post, built in 1856 by Chief Factor W. J. Christie of the Hudson's Bay Company, replaced the first Fort Pelly which stood on the low ground west of this spot. For almost half a century the headquarters of the Swan River District, it was the last of a series of posts at the Assiniboine Elbow dating back to 1793. This large post, with its substantial buildings and fine herds of horses and cattle excited the admiration of many early travellers who passed this way along the Carlton Trail. Fort Pelly was abandoned at the beginning of the twentieth century.

Fort Livingstone

The original headquarters and the first post built specifically for the North-West Mounted Police, Fort Livingstone (generally known as the Swan River Barracks) was erected in 1874 but not fully occupied until the following spring. It provided facilities for 185 men and their mounts and included a residence for the stipendiary magistrate. The headquarters of the Force were moved to Fort Macleod in 1876, but Fort Livingstone continued as a post until 1878 when it became a substation to Shoal Lake. It was destroyed by fire in 1884.

Seat of the Territorial Government 1876-1878

In October 1876 Battleford was designated as capital of the North-West Territories. While accommodation was being prepared, Fort Livingstone, until August of that same year headquarters of the Mounted Police, was chosen as temporary seat of government. Here, on 27 November 1876 Lieutenant-Governor David Laird and his Council was sworn in, and here the Council first sat on 8 March 1877. By order in council the capital was formally transferred to Battleford on 2 February 1878.

1.0 INTRODUCTION

Fort Espérance, Fort Pelly, and Fort Livingstone are National Historic Sites located in east central Saskatchewan near the Manitoba border. Fort Espérance was designated a National Historic Site in 1959; Fort Pelly in 1953; and Fort Livingstone in 1923. Although three distinct sites, they share common characteristics, both historically and operationally. Fort Espérance and Fort Pelly were both fur trade posts - the former established by the North West Company in 1787 and the later by the Hudson's Bay Company in 1856. Fort Livingstone, built in 1874, was the first permanent post of the North-West Mounted Police and it briefly housed the territorial government of North-West Territories prior to its move to Fort Battleford in 1878. All were self-contained complexes made up of locally-constructed log buildings that were linked to the continent by the system of rivers that represented the highways of the past. All three represent British or Canadian institutions established to conduct trade and commerce or to assert the authority of the Canadian government on the area prior to agricultural settlement. The history of each site is shaped by its relationship to the land, its resources and to the First Nations who first inhabited these regions.

Fort Espérance, Fort Pelly and Fort Livingstone National Historic Sites are all non-operational sites having no on-site staff and limited or no visitor services. This status does not, however, diminish Parks Canada's obligations to protect the cultural resources, to communicate their importance to the public and to engage others in achieving these objectives. The three forts are preserved today as cultural landscapes featuring significant archaeological resources set in a natural environment that have changed little since their construction. These sites are valued as tangible links with a vanished past and as vital archaeological records of what was once there.

The sites are the responsibility of the Saskatchewan South Field Unit and administered directly by the manager of the Motherwell Homestead National Historic Site of Canada. There are very little in the way of visitor facilities and site interpretation is limited to a Historic Site Monuments Board plaque supplemented by some additional interpretation and modest visitor services at Fort Espérance and Fort Pelly. Because of their similarities, it was considered appropriate to develop a single management plan for all three sites.

A management plan is a strategic guide to the management of a national historic site. Now a requirement of all National Historic Sites owned by Parks Canada, it identifies goals, objectives and actions that will ensure the "Commemorative Integrity" of the site. A site is said to have Commemorative Integrity when "the resources directly related to the reasons for designation 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 are respected in all decisions and actions affecting the site." Under the Parks Canada Agency Act (1998), a National Historic Site Management plan must be reviewed every five years to ensure it remains relevant and effective as the main management tool for the site. This is the first management plan prepared for these sites. It has been prepared under the provisions of subsection 32(1) of the *Parks Canada Agency Act* and will be reviewed under subsection 32(2) in 2010.

The Fort Espérance, Fort Pelly and Fort Livingstone Management Plan was prepared by a multi-disciplinary team of Parks Canada staff. Their deliberations were shaped and guided by a number of key documents and sources; Parks Canada's National Historic Site Policy; its Cultural Resource Management Policy; the Commemorative Integrity Statements and the Commemorative Integrity Evaluations that were carried out for each site in 2002; and by the recommendations and comments of local and provincial stakeholders made to Parks Canada in the course of public consultations that took place in February 2005.

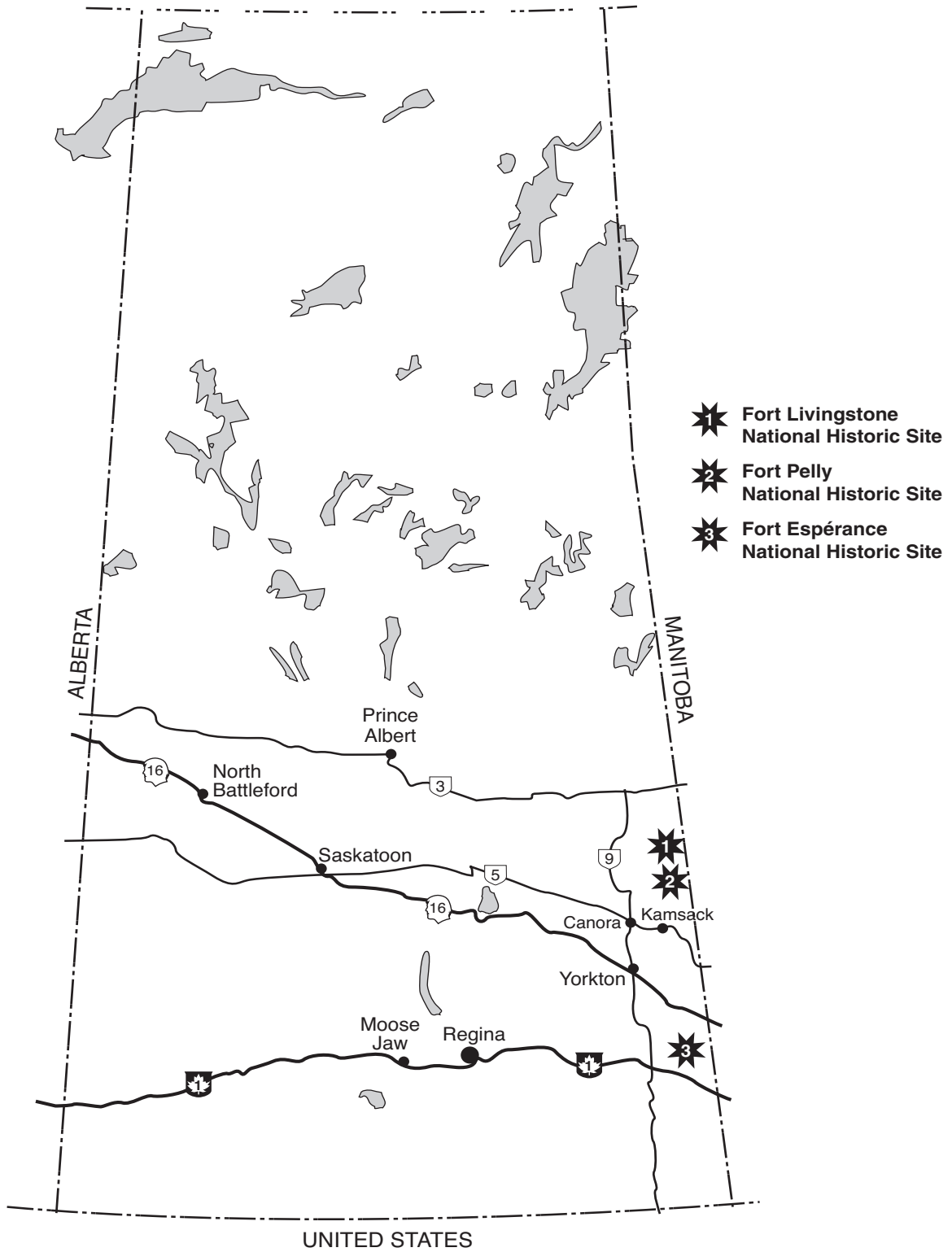


Figure 1. Regional setting of the three forts in southeastern Saskatchewan (Parks Canada)

1.1 Role of National Historic Sites

Fort Espérance, Fort Pelly and Fort Livingstone belong to a network of over 890 National Historic Sites across Canada which have been designated by the Government of Canada as places of significance to all Canadians. The objectives of this program of commemoration are:

- To foster knowledge and appreciation of the Canada's past through a national program of historic commemoration;
- To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting 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; and
- To encourage and support the protection and presentation by others of places of national historic significance that are not administered by Parks Canada.

These three sites were acquired by Parks Canada as a means to protect their irreplaceable archaeological resources. As fur trade posts in the Canadian northwest, Fort Espérance and Fort Pelly commemorate the theme of "Developing Economies" and the sub theme of "Commerce and Trade." Within the National Historic Site network they represent two of thirty-three North West Company and Hudson's Bay Company fur trade posts located in Ontario, western Canada and the north. Other related commemorations include individuals, such as David Thompson and Peter Pond, both of whom played important roles in development of the fur trade in Canada.

Fort Livingstone is associated with the theme of "Governing Canada" under the sub theme of "Security and the Law." It is one of six North-West Mounted police posts to be designated in Saskatchewan, Alberta and British Columbia. Two others - Fort Walsh and Fort Battleford - are owned by Parks Canada and managed as fully operational sites with permanent staff and on-site interpretive programs.

1.2 Commemorative Integrity

"Commemorative Integrity" is the principal goal for national historic sites under Parks Canada's care. It is used to describe the health or wholeness of a national historic site. A national historic site has 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 reasons for designation as a national historic site) are respected in all decisions and actions affecting the site.

1.3 Commemorative Intent and Designated Place

"Commemorative intent" is the reason for a national historic site's designation. It is also the basis for defining what commemorative integrity means for a site. Commemorative intent comes from the recommendations of the Historic Sites and Monuments Board of Canada (HSMBC), approved by the Minister responsible for Canada's National Historic Sites.

"Designated Place" refers to places designated by the responsible minister on the recommendations of the Historic Sites and Monuments Board of Canada. Information on what constitutes the Designated Place for a particular historic site is drawn from the Minutes of the HSMBC.

Fort Espérance NHSC

Based on the recommendations of the HSMBC Fort Espérance is of national historic significance because;

- *it was one of the earliest and most permanent of the North West Company's posts in the Assiniboine basin;*
- *it was the main pemmican depot in the Company's continental fur trade and provisioned brigades to the Churchill and Athabasca River regions.*

The designated place for Fort Espérance is defined by the 24.3 hectares (60 acres) owned by Parks Canada which encompasses most of the original site of the fort and its surviving archaeological remains and it also includes a 1.4 hectare (3.5 acres) section of the original site which is now owned by the Province of Saskatchewan.

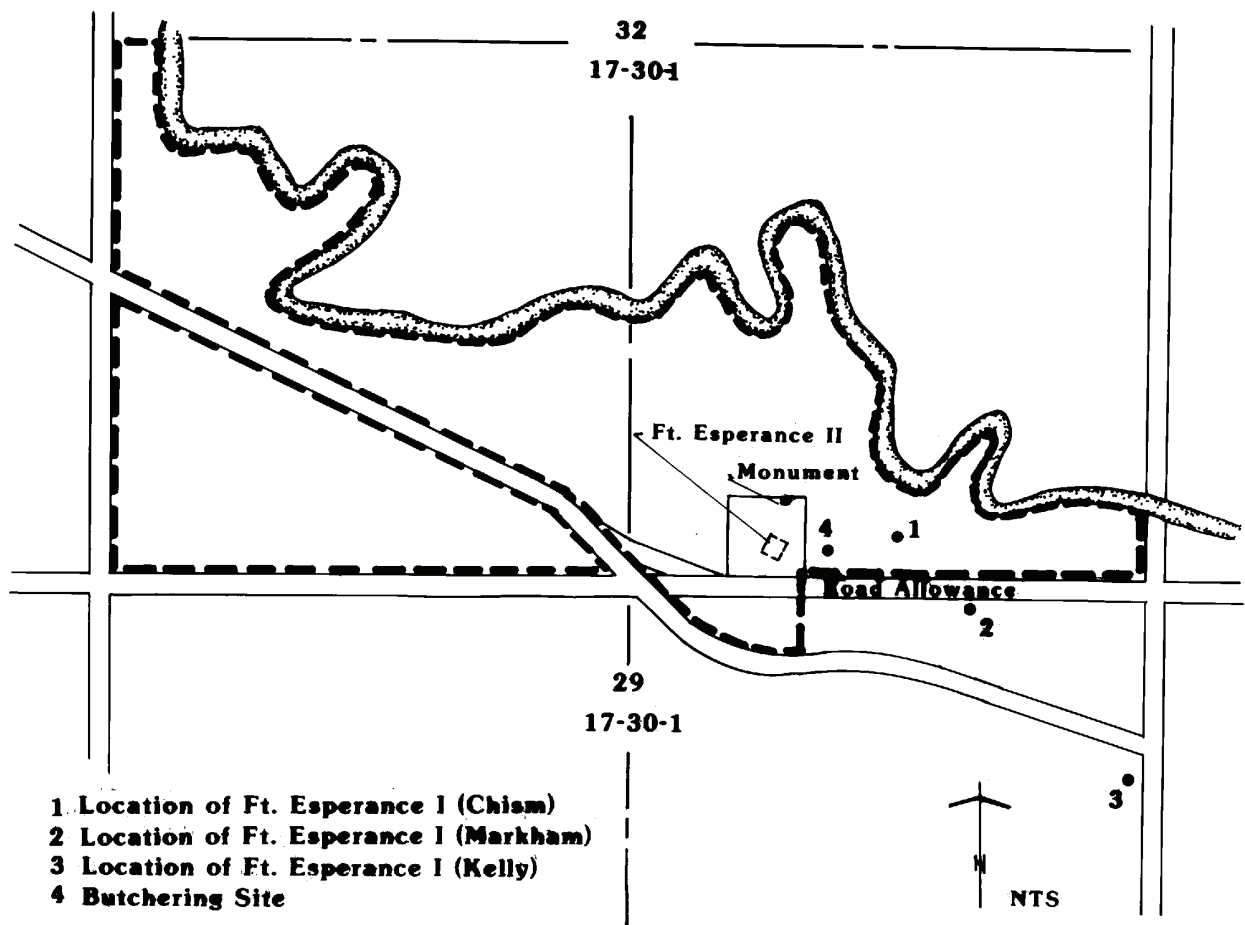


Figure 2. Site Plan Fort Espérance with detailed plan of knoll (Parks Canada)

Fort Pelly NHSC

Based on the recommendations of the HSMBC, Fort Pelly is of national significance because;

- *it was, for almost half a century, the headquarters of the Swan River District of the Hudson's Bay Company;*

The designated place for Fort Pelly consists of the 2 hectare (5-acre) site owned by Parks Canada which encompasses almost all the archaeological remains associated with the second Fort Pelly which was built in 1856.¹

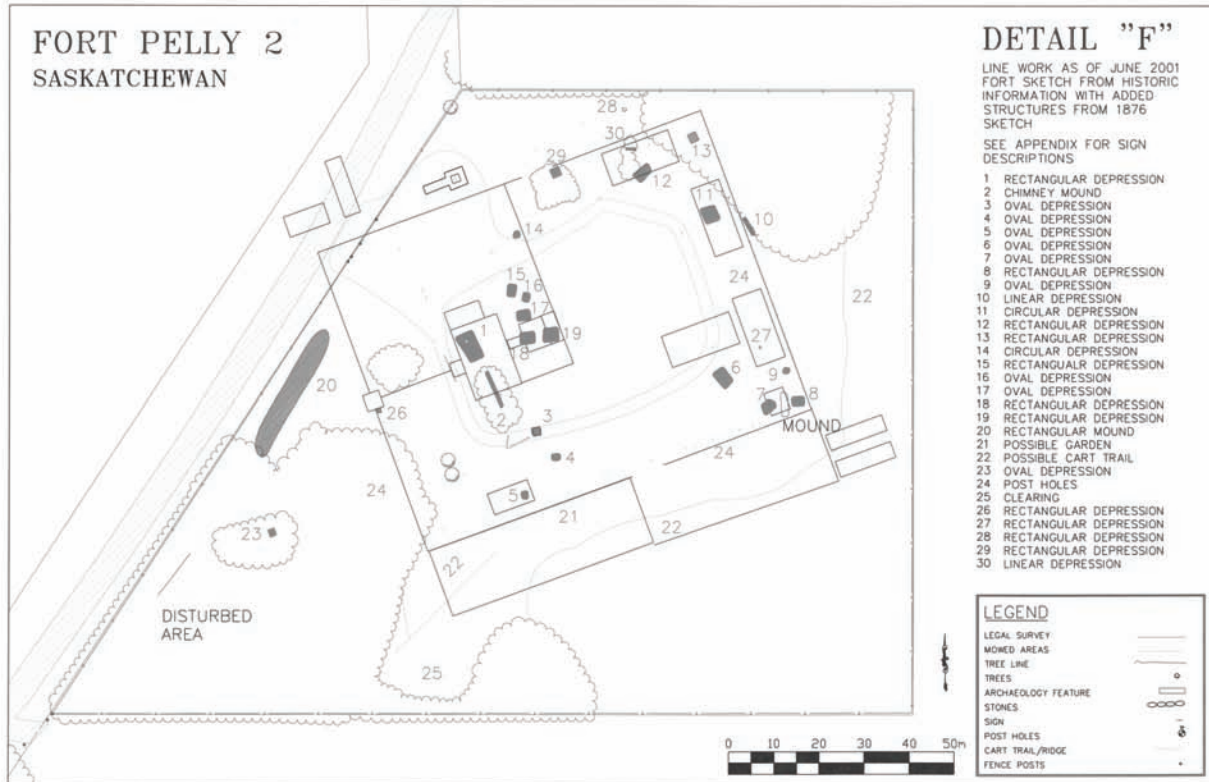


Figure 3. Site Plan of Fort Pelly (Public Works and Government Services Canada)

¹ The original Fort Pelly, which was built in 1821, was located nearer to the river but relocated to higher ground in 1856. The Province of Saskatchewan on the site of the first Fort Pelly where they have erected a commemorative cairn.

Fort Livingstone NHSC

Based on the recommendations of the HSMBC, Fort Livingstone is of national significance because;

- *it was the first capital of the North-West Territories, 1876-1877; and*
- *it was the original headquarters and the first post built specifically for the North-West Mounted police.*

Two plaques have been erected on this site; one commemorating the post itself and the other commemorating its role as the first seat of the territorial government.

The Designated Place for Fort Livingstone consists of the 48.5 hectares (120 acres), which are owned by Parks Canada, and encompasses all of the archaeological remains associated with the fort.

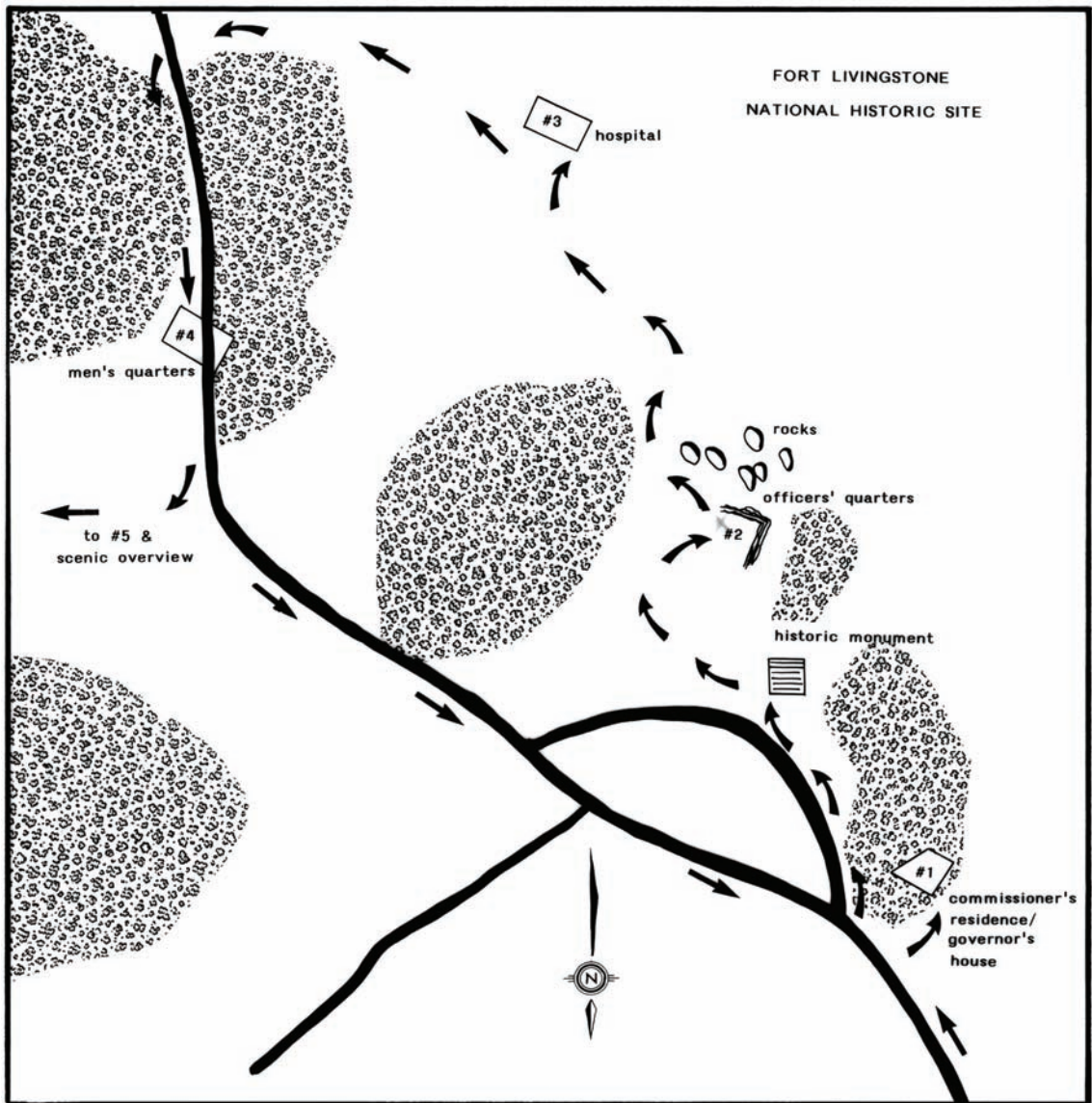


Figure 4. Site Plan of Fort Livingstone (Parks Canada)

2.0 CURRENT SITUATION ANALYSIS

The assessment of the current situation at the three sites is based on the findings of the Commemorative Integrity evaluations that were carried out in 2002. These findings are supplemented by the observations of the planning team and by the recommendations and comments gathered from members of the public, local stakeholders and interest groups, and representatives from regional and provincial governments.

2.1 Heritage Resources

2.1.1 Fort Espérance

Fort Espérance National Historic site is situated in the Qu'Appelle valley on the banks of the Qu'Appelle River. With the exception of the subtle imprint of agricultural land use in the form of hay fields and grazing, little has changed here since the North West Company established their first post here in 1787. It is a complex site consisting of two distinct but contiguous areas. The original Fort Espérance was located on a flat piece of land situated on the banks of the river. This area has undergone some agricultural development and as a result there is little surface evidence of what was once on the site. A rough path links this area to a raised bench of land to the southwest where the second Fort Espérance was moved in 1816 to avoid flooding. Here, several cellar depressions and masonry piles created by collapsed chimneys mark the location of the fort and provide a glimpse of the extensive archaeological resources which lie below the surface.



Figure 5. Cairn and sculptures at Fort Esperance (Parks Canada)

Present Situation

During the course of the evaluation, planning and public consultation, the following issues related to the nationally significant resources were raised:

- The in situ archeological resources are secure and stable although concern was expressed over the growth of trees and bushes in the cellar depressions which may have negative impact on the subsurface resources but, more importantly, they obscure the features from the visitor;

-
- Some features that had been identified in earlier site surveys could not be found pointing to a need for further research and excavation to fully understand the extent and history of the site; and
 - Parks Canada also holds collections of artifacts gathered from previous field studies. Although most of the material is catalogued and safely stored, some work is needed to complete this inventory.

2.1.2 Fort Pelly

Fort Pelly National Historic Site is located between Kamsack and Pelly, Saskatchewan. Built in 1856 it replaced an earlier fort that was located nearer to the banks of the Assiniboine River. It served as the headquarters of the Swan River District of the Hudson's Bay Company until 1871 and it continued to be used until 1912. In contrast to the more isolated setting of Fort Espérance, Fort Pelly is situated in a more heavily developed agricultural landscape where neighbouring farmsteads and regional roadways are visible from the site.

A comparatively small, two-hectare site, it encompasses almost all of the designated place of the second Fort Pelly (Fort Pelly II). It features several depressions of former buildings, piles of rubble created by collapsed chimneys and evidence of former trails into the site.

Present Situation

- The in situ archeological resources are secure and stable although recent horse grazing on the small site was causing damage to the surface features.
- The cellar depressions were also overgrown with grasses, trees and bushes whose roots may have an impact on the archeological resources and potentially render the elements less legible to the visitor.
- Only a very basic surface archaeology has been conducted at the site and further research and excavation is needed to fully understand the extent and history of the site.
- The archaeological collection associated with the site is stored in Winnipeg but the inventory of the collection is not complete.

2.1.3 Fort Livingstone

Fort Livingstone is located approximately 7.3 kilometres northwest of Pelly, Saskatchewan near the junction of the Snake Creek and Swan River. Built in 1874, it was the first post built for the newly-formed North-West Mounted Police and it served as its headquarters until 1876. From November 1876 to February 1878 it also served as the temporary seat of government of the North-West Territories while the new government buildings in Battleford were being constructed.

Fort Livingstone National Historic Site is the largest of the three sites. Forty-eight and a half hectares in size, it encompasses all of the area originally occupied by the fort. The historic resources consist of depressions, raised mounds and some evidence of former trails as well as subsurface resources. The landscape is characterized by rocky ground interspersed by copses of poplar and hawthorn trees. Although part of the property is actively used for grazing, its isolated setting and natural environment preserves a landscape that is relatively unchanged since the 1870s. In addition to the natural landscape features, the site is also home to a garter snake *hibernaculum* which was present at the time the fort was established.



Figure 6. Cairn at Fort Livingstone (Parks Canada)

Present Situation

- The in situ archaeological resources are relatively secure and stable but some of the surface features were overgrown with trees and bushes. This may have a negative impact on the sub surface resources and it obscures the features from the visitor thereby inhibiting the interpretation.
- Although the cattle grazing at the site did not seem to have any immediate impact, there are secondary impacts such as the development of cattle trails and areas of concentrated use around salt licks. Because there is no system of site monitoring, it is difficult to assess if there have been any long-term, negative impacts associated with this activity.
- Many of the buildings known to have been constructed on the site have never been located on the ground making it difficult to protect and interpret them.
- The stewardship of natural resources applies equally to National Historic Sites and Parks Canada must ensure that activities on the site do not endanger the snakes or their habitat.

2.2 Heritage Presentation: Fort Espérance, Fort Pelly and Fort Livingstone

The level of interpretation and outreach varies at each of the three sites but it is recognized that there is a need to enhance current interpretation and outreach of all three so that their significance as National Historic Sites can be communicated effectively and more broadly. The Historic Sites and Monuments Board of Canada cairn and bronze plaque has been erected on each of the three sites but in the case of Fort Livingstone this is the only means of interpreting a large site featuring more than a dozen archaeological features. Fort Espérance offers a free brochure which provides an excellent overview of the history of the site and its importance to the fur trade in the late 18th and early 19th century. There is no supplementary interpretation to help the visitor locate and understand the archaeological evidence at the site. Fort Pelly offered the most effective site interpretation. Seven didactic panels with text and images describe the original buildings, their uses and the relationship between this post and others in the Assiniboine Basin. None of the sites deliver broader program messages that would identify these places as part of a national network of historic places that are significant to all Canadians.

In all three sites the heavy vegetation that has grown up around many of the archaeological features was identified as an issue of concern, both from a both a resource protection and an interpretive perspective. The bushes and tall grasses tend to obscure the archaeological features from view making it difficult to communicate to the visitor what is in front of them.

Outreach and marketing is limited to a promotional booklet entitled *National Parks and National Historic Sites in Saskatchewan* which provides basic information on the sites but does not tell potential visitors how to find the sites or what is there. The Parks Canada website also lists the sites but, again, there is little supplementary material to communicate the full meaning of these sites and their place in the family of National Historic Sites.



Figure 7. View of site with interpretive panels at Fort Pelly (Parks Canada)

2.3 Visitor Services and Facilities

As non-operational sites, visitor services and facilities range from minimal to none. Fort Espérance is the most developed, offering a toilet, picnic table and a fire pit. Fort Pelly, which is the smallest of the three sites, has a picnic table but Fort Livingstone has no visitor services even though it is used by the local community for special events and as a picnic site. Because of this use requests have been made to identify suitable areas for parking and designated route for turning buses around.

It is not known how many visitors come to these sites and no assessments of the visitor experience and their needs has been carried out to measure the effectiveness of the interpretive media in communicating the key messages. Only Fort Espérance has a visitor log book at the site.

2.4 Administration and Operations

Fort Espérance, Pelly and Livingstone NHSC are administered by Parks Canada under the Historic Sites and Monuments Act. The site is managed by the Saskatchewan South Field Unit under the direct responsibility of the Manager of the Motherwell Homestead NHSC. The sites are being monitored on an annual basis and day-to-day maintenance, which involves cutting the grass at Fort Pelly and Fort Espérance and looking after the visitor facilities at Fort Espérance, is carried out under local contracts.

The commemorative integrity evaluation that was carried out in 2002 identified some administrative and operational issues that needed to be addressed. Operational and planning documents were dispersed in various locations making it difficult to maintain a systematic record of management decisions. It was also recommended that Parks Canada implement a system of monitoring the sites on an annual basis to determine whether environmental change or current uses, such as grazing or other recreational activities, were having a detrimental impact on the cultural resources. The monitoring system was designed in the Fall of 2004 and annual assessments began in 2005.

2.5 Partnerships and Community Involvement

Parks Canada recognizes that building partnerships and involving local communities in the protection and presentation of National Historic Sites is the most effective way of ensuring that these sites are cared for, used appropriately, and valued as cultural assets by surrounding communities and visitors to the region. In the past community relations around Fort Espérance have been limited and consists primarily of setting up a local contract for maintenance work. At Fort Pelly and Fort Livingstone there has been considerable local interest in these sites. The Pelly Museum actively interprets the history of Fort Pelly and Fort Livingstone including a scale model of Fort Livingstone. Another group, the Fort Livingstone-Pelly Heritage Guild, was established to promote the conservation and interpretation of these two sites although its relationship with Parks Canada as been undermined by their frustration with Parks Canada for not investing in the sites. It has long been the objective of this group to seek support for the reconstruction of Fort Livingstone and to develop it into a major tourist attraction.

Although reconstruction remains the goal of the Heritage Guild, they and Park Canada are working to build a cooperative relationship to protect and present these sites. In spring 2005, Parks Canada developed an interim walking tour to Fort Livingstone in support of special events that were part of the Centennial celebrations. Parks Canada staff were present at the “Métis Trek” in June to conduct site tours and to provide in depth information on the history of the site. Support was provided to the Guild to develop a website and small display on Fort Pelly and Fort Livingstone in the town of Pelly. The Guild is also investigating the possibility of developing a co-operative association to support the sites.

3.0 THE VISION

Fort Espérance, Fort Pelly and Fort Livingstone collectively trace a long history of early European and Canadian presence on the prairies and the relationship with the first peoples who occupied this land. The structures that once stood on these sites have long since disappeared but the archaeological remains and the natural beauty and relatively untouched character of the landscape have the power to connect people with the past in a real and tangible way. The three sites will be developed so that the present does not intrude on the past. Subtle and unobtrusive interpretation will provide information to guide the visitor through the site and to trigger the imagination as to what these places would have been like a century or two ago. The visitor will have a memorable experience of self-directed exploration, discovery and a contemplative appreciation of the beauty and the challenge of the land prior to agricultural settlement.

All three sites will provide a level of services that will encourage visitors to come to the site and to stay long enough to learn its story and to enjoy the setting. Although not major tourist attractions in themselves, they will be promoted in conjunction with other heritage places in Saskatchewan that together offer visitors an opportunity to explore the rich human and natural history of Saskatchewan. As National Historic Sites these places are of value to all Canadians but they will hold special meaning to those who live near them. Local communities will have a shared sense of ownership in these sites and regard them as community resources to be used and cared for as integral parts of their own heritage and recreational activities.

4.0 MANAGEMENT OBJECTIVES AND ACTIONS

This section identifies the goals, objectives and actions that will direct the management of these sites in areas of heritage protection, presentation, visitor services, administration and operations, natural resource management, and partnerships and community involvement. The goals and objectives are long term and strategic and the actions, which flow out of the goals and objectives, are measurable and achievable within realistic budget projections for the sites over the next five years.

4.1 Heritage Protection

Protecting a site's cultural resources for this and future generations is one of the primary components of Parks Canada's mandate. Without adequate protection, the value and significance of the site cannot endure over time. The goal for the protection of the heritage resources at Fort Espérance, Fort Pelly and Fort Livingstone is to ensure the commemorative integrity of the sites and to protect their historic values in accordance with Parks Canada's Cultural Resource Management policy.

Objectives

To achieve this goal, the following planning objectives have been identified:

- To ensure that the heritage resources are not impaired by use or natural threats;
- To gather a sufficient level of knowledge of the heritage resources so that they can be protected and presented; and
- To increase our understanding of existing archaeological collections so that appropriate management decisions can be made.

Actions

- To establish a monitoring program that will allow Parks Canada to assess current practices of grazing, vegetation control and public use to determine whether they present any threats to the archaeological resources.
- To eliminate all grazing at Fort Pelly.
- To identify knowledge gaps in the archaeological record and focus archaeological investigation on specific areas at Fort Livingstone and Fort Espérance to determine the viability of locating and recording unidentified archaeological resources. Priority will be given to those areas where the archaeological investigations will enhance the presentation.
- To complete the inventory and evaluation of the archaeological collections and records for Fort Pelly and Fort Espérance that are currently being held at the Parks Canada Service Centre in Winnipeg.



Figure 8. Comparative photos of the chimney stones at Fort Pelly in 1955 (left) and in 2004 (right). (left, Manitoba Archives and right, Parks Canada)

4.2 Heritage Presentation

The goal of heritage presentation is to ensure the effective communication of the reasons for a site's national historic significance, its local and regional significance, and its place in the network of National Historic Sites across the country. Heritage presentation encompasses the communication of these messages to visitors at the site and to a broader audience, who many never visit the site, through outreach initiatives.

4.2.1 Messages

The messages of national historic significance are defined by the recommendations of the HSMBC and are more fully articulated in the Commemorative Integrity Statement. In this document national messages are more fully developed by supporting contextual messages. It also identifies Parks Canada program messages that should be communicated at the sites and those messages of local and regional significance that are important to history of the site but are not considered of national significance. Presentation must ensure the communication of all messages.

Fort Espérance

The reasons for national significance, as presented in HSMBC minutes are as follows:

- Fort Espérance was one of the earliest and most permanent of the North West Company's posts in the Assiniboine base; and
- For Espérance was the main pemmican depot in the Company's continental fur trade and provisioned brigades to the Churchill and Athabasca River regions.

Fort Pelly

The reasons for national significance, as presented in HSMBC minutes are as follows;

- Fort Pelly was, for almost half a century, the headquarters of the Swan River District of the Hudson's Bay Company.

Fort Livingstone

The reasons for national significance, as presented in HSMBC minutes are as follows:

- it was the first capital of the North-West Territories, 1876-1877; and
- it was the original headquarters and the first post built specifically for the North-West Mounted Police.

4.2.2 Target Audiences

Vacation Travellers

These visitors are travelling in the region and visit the site as part of a larger tour of the area. They come to the site because they may have a special interest in the history or they may be looking for a pleasant place to picnic or rest on route to elsewhere.

School Groups

This group will include students from local schools, which might include a visit to one of these sites as part of their studies, but more often schools will learn about the sites through outreach initiatives such as the internet or supporting curriculum materials.

Special Interest Groups

These visitors usually come because of an interest in the history of the fur trade or the North-West Mounted Police and often they come as part of an organized special event.

Local Residents

Local residents will visit the site more than once. They may bring visiting friends and relatives to see the site or they may use the larger sites at Fort Livingstone or Fort Espérance for recreational purposes such as picnicking, walking or other appropriate activities.

All Canadians

The broader Canadian public represents an important audience who may never visit the sites but can be reached most effectively through a variety of media.

4.2.3 Outcomes

Outcomes are the learning objectives for a presentation program. They articulate what the different audiences should gain in terms of knowledge, experience and enjoyment. The heritage presentation program will be effective when:

- The visitor understands the messages of national historic significance;
- The public is aware that these sites are part of a network of national historic sites across and Canada and they belong to a smaller group of heritage places representing the history of the fur trade and the North-West Mounted Police in Canada and the important historical relationship between these two institutions and the First Nations people of the Canadian prairies;
- The visitor understands and respects that these are fragile archaeological sites of value to all Canadians;
- The interpretive media help the visitor to understand the archaeological resources and their relationship to the landscape and the history of these places;
- The interpretation has triggered the imagination of the visitor as to what was once there while preserving the sense of place;

-
- To develop the interpretive media in a way that will preserve the sense of historic place in a subtle and unobtrusive way;
 - The experience of the natural landscape evokes of sense of historical place;
 - The presentation is based on sound historical and archaeological research;
 - The sites and their importance to Canadian history are accessible to students through increased awareness and links to the curriculum; and
 - Information on these sites and their importance to Canadian history is accessible to members of the public who have not visited the sites.

4.2.4 Methods/Actions

On site

- To develop on-site interpretive media and self-guiding tours at Fort Livingstone and Fort Espérance that will allow visitors to explore the site on their own and to understand the archaeological remains at the sites, the story they have to tell, and the importance of the sites to Canadian history.
- To identify those archaeological resources that are most important to an understanding of each of the sites, to make them visible through vegetation management, and to develop a circulation plan that will direct the visitor to these points.
- To create a sight line from the HSMBC Monument at Fort Espérance to the site of Espérance I so that it can be interpreted from that point. Visitors will not be actively encouraged to follow the path down to Espérance I.

Education and Outreach

- To include information on Fort Espérance, Fort Pelly and Fort Livingstone in the educational material on the history of Canada that will be developed by Parks Canada for use in the Saskatchewan schools.
- To expand the Parks Canada website to include a description and summary history of each site, to provide maps and directions to the site, to identify other related attractions in the region, to communicate other messages (contextual, program and other messages) that cannot be communicated at the site, and to provide a Parks Canada contact for further information.
- To revise the booklet "*National Historic Sites and National Parks in Saskatchewan*" to include maps and directions to the site, a Parks Canada contact for further information, and the level of services available at each of the sites.
- To work with local and regional tourism associations to ensure they have up-to-date information on these sites and that this information is included in their media.

4.3 Visitor Services and Facilities

The sites will remain non-operational but visitor services and facilities will be enhanced to achieve the following objectives:

- to provide an environment and level of visitor services that encourages visitors to use and enjoy the sites;
- to ensure visitors can find the sites; and
- to encourage appropriate, safe and enjoyable visitor use.

Actions

- To provide a consistent level of visitor facilities at Fort Espérance and Fort Livingstone including toilets, a fire pit and picnic table to encourage people to stay and explore the sites.
- To develop a visitor service plan for Fort Livingstone that will identify appropriate locations for parking and other visitor facilities and activities.
- To maintain both new and existing visitor facilities in an acceptable state of repair and to engage a local caretaker to provide basic maintenance and monitoring of the sites and their facilities.
- To review and improve highway directional signs to all three sites.
- To work with the lessee and Rural Municipality to keep the road to Fort Livingstone graded and gravelled.

4.4 Site Management and Operations

The sites will continue to operate as National Historic Sites under the authorities of the *Historic Sites and Monuments Act* and Section 42 of the *Canada National Parks Act*. Administration and operations of the site will be conducted in keeping with the commemorative integrity objectives for the sites and the principles and practice of Parks Canada Cultural Resource Management Policy.

Objectives

- These sites will continue to be managed as archaeological landscapes interpreted through non personal media and in collaboration with partners.
- Management decisions will be based on sound information.
- All three sites will provide a clean, safe environment for the visitor.
- Parks Canada will communicate to visitors that it welcomes the appropriate use of these sites for recreation and special events organized by others.
- Visitor use of the site does not threaten the commemorative integrity of the sites.

Actions

- To develop and implement guidelines for appropriate use of the site for special events or special groups.
- To gather information on visitation and the visitor experience through a variety of approaches including visitor registration books, surveys and focus groups and observations from the local community and as other opportunities arise.
- To implement the heritage resource monitoring strategy by carrying out an annual review, producing a written and photographic record of that review and by assessing whether management practices of the site need to be modified.
- To use the Parks Canada Asset Information Management System (AIMS) to monitor the condition of the three forts and to maintain a record of their ongoing maintenance.
- To establish a record of management decisions and actions and to maintain it in a centralized location.
- To provide bear awareness information to visitors to Fort Espérance.
- To provide basic level of maintenance of the site through local contracts or agreements.
- To continue to work with local RCMP and to involve surrounding communities in the protection of these sites.



Figure 9. Monitoring cellar depression of Governor's Residence at Fort Livingstone (Parks Canada)

4.5 Natural Resource Management

Objectives

- To demonstrate environmental stewardship in the management of all natural resources at the three sites.
- To protect the natural environment as an essential element in defining the sites' sense of historic place.

Actions

- To educate visitors at Fort Livingstone so that their activities and use of the site do not impair or threaten the hibernaculum and snakes.
- To investigate the need to conduct a species at risk assessment of Fort Espérance and Fort Livingstone.
- To monitor the effect of grazing at Fort Livingstone on the cultural resources.



Figure 10. Archaeological tour of Fort Livingstone as part of 2005 Metis Wagon Trek (Parks Canada)

5.0 PARTNERSHIPS AND PUBLIC INVOLVEMENT

Public consultation played a valuable role in developing the management plan and it also served to identify key stakeholders in the surrounding areas that have a strong interest in the future of these sites. Parks Canada will work to sustain and strengthen these relationships that can contribute substantially to the protection and presentation of these sites and enhance their value as community heritage assets.

Objectives:

- To collaborate with others in caring for and telling the story of these sites and to work with the Province of Saskatchewan and others to protect the heritage resources that are directly related to these sites.
- To continue trying to build a relationship with First Nations associated with these sites.
- To investigate opportunities for more formalized partnering arrangements.

Actions

- To collaborate with local stakeholders and interest groups, such as the Pelly Museum and Fort Livingstone-Pelly Heritage Guild, to support Fort Livingstone and Fort Pelly and to interpret their stories.
- To collaborate with the Pelly Museum and other cultural institutions to identify locally-held artifacts and other archival resources that contribute to an understanding of the sites.
- To pursue the possibility of a cooperating association (a “friends of” group) with interested parties.
- To work with the RCMP to incorporate national historic messages associated with these sites into their new Heritage Centre in Regina and to seek partnership opportunities in areas of communication, outreach, special events and security.
- To engage interested First Nations associated with these sites in the development of new interpretive media to ensure a “many-voices” perspective.
- To seek opportunities to cross-promote these sites with other heritage attractions in the region.
- To collaborate with the Province of Saskatchewan to monitor the archaeological resources associated with Fort Espérance that are located on provincial land.
- To identify and provide links on the Parks Canada website to other non-profit or government heritage attractions in the vicinity.
- To work collaboratively with the Province of Saskatchewan to ensure continued access to the site at Fort Livingstone.

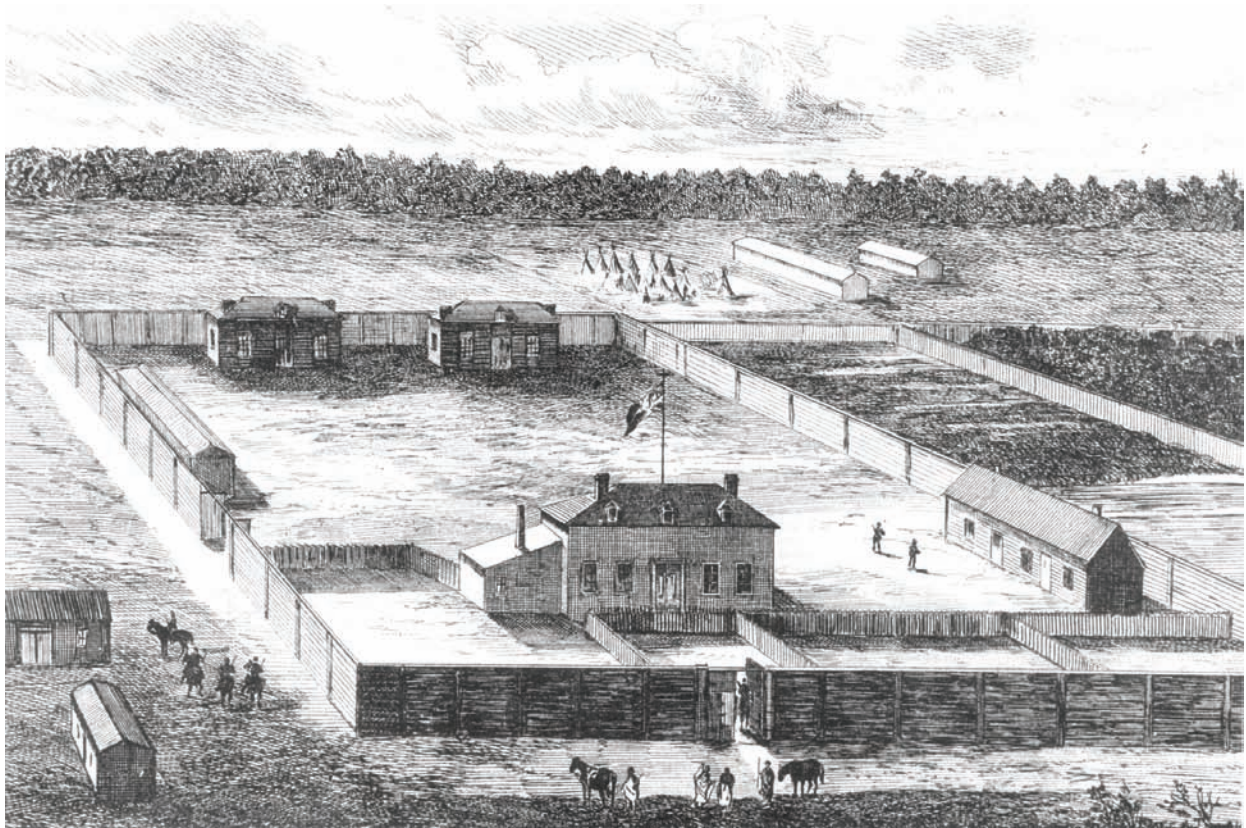


Figure 11. Historical sketch of Fort Pelly dated 1876 (Public Archives of Canada, PAC C-1176)

6.0 SUMMARY OF ENVIRONMENTAL ASSESSMENT (See Appendix 1)

The Fort Espérance, Fort Pelly and Fort Livingstone Management Plan has undergone an environmental assessment as required by the 2004 “Cabinet Directive on the Environmental Assessment Policy, Plan and Program Proposals.” The purpose of the assessment is to identify potential environmental impacts of the plan and to suggest actions to mitigate any negative effects.

Although the proposed new development and increased visitation at the three sites may result in some impact on the soil, vegetation and cultural resources, they are expected to be minimal and contained within a small geographic area. The proposed monitoring system described in the management plan will provide adequate follow-up to ensure that the effect on cultural resources is minimized and any impact on natural resources can be mitigated with no significant, adverse environmental impacts.

7.0 IMPLEMENTATION TABLE: A LIST OF KEY ACTIONS OVER A FIVE YEAR PERIOD.

ACTIONS	Year 06-07	Year 07-08	Year 08-09	Year 09-10	Year 10-11
HERITAGE PROTECTION					
To establish a monitoring program that will allow Parks Canada to current practices of grazing, vegetation control and public use to determine whether they present any threats to the archaeological resources.	X				
To eliminate all grazing at Fort Pelly.	X				
To identify knowledge gaps in the archaeological record and focus archaeological investigation on specific areas at Fort Livingstone and Fort Espérance to determine the viability of locating and recording unidentified archaeological resources. Priority will be given to those areas where the archaeological investigations will enhance the presentation.	Fort Livingstone		Fort Espérance	Fort Pelly	
To complete the inventory and evaluation of the archaeological collections and records for Fort Pelly and Fort Espérance that are currently being held at the Parks Canada office in Winnipeg.		X			
HERITAGE PRESENTATION					
To develop or improve on-site interpretive media and self-guiding tours at Fort Livingstone and Fort Espérance that will allow visitors to explore the site on their own and to understand the archaeological remains at the sites, the story they have to tell, and the importance of the sites to Canadian history.	Fort Livingstone	● →			
To identify those archaeological resources that are most important to an understanding of each of the sites, to make them visible through vegetation management, and to develop a circulation plan that will direct the visitor to these points.	Fort Pelly & Livingstone		Fort Espérance		
To create a sight line from the HSMBC Monument at Fort Espérance to the site of Espérance I so that it can be interpreted from that point. Visitors will not be actively encouraged to follow the path down to Espérance I.			X		
To include information on Fort Espérance, Fort Pelly and Fort Livingstone in the educational material on the history of Canada that will be developed by Parks Canada for use in the Saskatchewan schools.			X		
To expand the Parks Canada website to include a description and summary history of each site, to provide maps and directions to the site, to identify other related attractions in the region, to communicate other messages (contextual, program and other messages) that cannot be communicated at the site, and to provide a Parks Canada contact for further information.		● →			

To revise the booklet “ <i>National Historic Sites and National Parks in Saskatchewan</i> ” to include maps and directions to the site, a Parks Canada contact for further information, and the level of services available at each of the sites.		X			
To work with local and regional tourism associations to ensure they have up-to-date information on these sites and that this information is included in their media.	●	→			
VISITOR SERVICES					
To provide a consistent level of visitor facilities first by providing picnic tables at all three sites.	Fort Livingstone				
To provide toilets and fire pit at Fort Livingstone and upgrade the facilities at Fort Espérance.	Fort Livingstone	Fort Espérance			
To develop a visitor service plan Fort Livingstone that will identify appropriate locations for parking and other visitor facilities and activities.	Fort Livingstone	Fort Espérance			
To maintain both new and existing visitor facilities in an acceptable state of repair and to engage a local caretaker to provide basis maintenance and monitoring of the sites and their facilities.	●	→			
To review and improve highway directional signs to all three sites.	X				
To work with lessee and Rural Municipality to keep the road to Fort Livingstone graded and gravelled.	●	→			
SITE MANAGEMENT AND OPERATIONS					
To develop and implement guidelines for appropriate use of the site for special events or special groups.					
To gather information on visitation and the visitor experience through a variety of approaches including visitor registration books, surveys and focus groups and observations from the local community and as other opportunities arise.	●	→			
To implement the heritage resource monitoring strategy by carrying out an annual review, producing a written and photographic record and by assessing whether management practices of the site need to be modified to ensure Commemorative Integrity.	●	→			
To monitor the condition of the three forts and to maintain records of their ongoing maintenance using the Parks Canada Asset Inventory Management Systems (AIMS).	●	→			
To establish a record of management decisions and actions and to maintain it in a centralized location.	X	●	→		

To provide bear awareness information to visitors to Fort Espérance.	●					→
To provide a basic level of site maintenance through local contracts or agreements.	●					→
To continue to work with local RCMP and to involve surrounding communities in the protection of these sites.	●					→
NATURAL RESOURCE MANAGEMENT						
To educate visitors so that their activities and use of the site do not impair or threaten the hibernaculum and snakes.	●					→
To investigate the need to conduct a Species-at-risk assessment of Fort Espérance and Fort Livingstone.	X					
PARTNERSHIPS AND COMMUNITY INVOLVEMENT						
To collaborate with local stakeholders, such as the Pelly Museum, the Fort Livingstone-Pelly Heritage Guild and others on new initiatives that will support the preservation, interpretation and promotion of these sites.	●					→
To pursue the possibility of a cooperating association (a “friends of” group) with interested parties.	X	X				
To work with RCMP to incorporate national historic messages associated with these sites into their new Heritage Centre, to seek partnership opportunities in areas of communication, outreach, special events and security.	●					→
To engage interested First Nations associated with these sites in the development of new interpretive media to ensure a “many-voices” perspective.	●					→
To seek opportunities to cross promote these sites with other heritage attractions in the region.	●					→
To collaborate with the Province of Saskatchewan to monitor the archaeological resources associated with Fort Espérance that are located on provincial land.	●					→
To identify and provide links on the Parks Canada website to other non-profit or government heritage attractions in the vicinity.	X	X	●			→
To work collaboratively with the Province of Saskatchewan to ensure continued access to the site at Fort Livingstone.	●					→

APPENDIX 1: ENVIRONMENTAL ASSESSMENT

1. Introduction

This management plan underwent an environmental assessment, as required by “The 2004 Cabinet Directive on The Environmental Assessment of Policy, Plan and Program Proposals”. The purpose of the assessment was to identify potential negative and positive environmental effects of the plan directions, and to suggest actions to mitigate negative effects.

In addition to the evaluation of proposals in this document, many proposals that are described conceptually within Management Plan will require a project environmental assessment under the *Canadian Environmental Assessment Act* (CEAA) or the “Parks Canada Management Directive 2.4.2 Impact Assessment”.

2.0 Scope of the environmental assessment

Geographic and temporal scope: The assessment covered the scheduled property boundaries of all sites. The assessment was considered potential environmental effects over the next five, at which time the plan will be reviewed.

Focus of the assessment: Cultural resources and commemorative integrity are particularly important because of the historic significance of the sites. Ecologically, species at risk and a garter snake hibernacula at Fort Livingstone are the only features requiring special consideration.

Actions to be assessed

The management plan identifies the following actions that may impact the environment (section numbers in the Plan are indicated in brackets):

- Establish monitoring program (4)
- Eliminate grazing at Fort Pelly (4.1)
- Locate and record archaeological resources (4)
- Develop on-site interpretive media and self-guiding tours (4.2.4)
- Initiate vegetation management (4.2.4)
- Create view plane from HSMBC Monument to site of Espérance I (4.2.4)
- Provide visitor facilities (4.3)
- Identify locations for parking and other facilities (4.3)
- Maintain visitor facilities (4.3)
- Install highway directional signs (4.3)
- Keep road to Fort Livingstone graded and gravelled (4.3)
- Implement guidelines for special events or special groups (4.4)
- Provide bear awareness information to visitors at Fort Espérance (4.4)
- Educate visitors at Fort Livingstone so activities do not impact snakes and hibernaculum (4.5)
- Conduct species at risk assessment (4.5)

3.0 Environmental effects

Negative environmental effects of the above actions could include:

- damage or destruction of vegetation;
- disturbance of soil;
- soil compaction;
- disturbance of cultural resources;
- contamination of environment through use of chemicals;
- disturbance of birds and garter snakes;
- death of garter snakes; and
- alteration of vegetation species composition with the elimination of grazing, and vandalism of cultural resources.

Positive environmental effects of the above actions include:

- improved presentation of the cultural resources; and
- improved protection of cultural resources.

Cumulative effects on vegetation, soil and cultural resources could result from the combination of all visitors on the site, vegetation removal and visitor facilities. However, the number of visitors and facilities are minimal and therefore, cumulative effects should be minimal.

4.0 Mitigation

Project specific environmental assessments will identify more specific mitigations to address the above environmental effects.

Actions that may require environmental assessment under the *Canadian Environment Assessment Act*:

- Locate and record archaeological resources (4.1)
- Develop on-site interpretive media and self-guiding tours (4.2.4)
- Initiate vegetation management (4.2.4)
- Create sight lines from the HSMBC Monument to the site of Espérance I (4.2.4)
- Provide visitor facilities (4.3)
- Install highway directional signs (4.3)
- Implement guidelines for special events or special groups (4.4)

In addition to the mitigations identified in the Management Plan, the following mitigations should be applied when appropriate:

11. Pesticides may only be applied under an integrated pest management plan (according to Management Directive 2.4.1, 1998), and handling of pesticides must comply with Federal and Provincial regulations.
12. Maintenance and protection actions should also comply with the Parks Canada "Cultural Resource Management Policy" (Canadian Heritage 1994).
13. Species at Risk inventory should be conducted to ensure actions comply with the *Species at Risk Act*. Potential species at risk on the site include: loggerhead shrike, monarch butterfly, short-eared owl, redheaded woodpecker, and Sprague's Pipit.
14. Guidelines for special events and groups should contain mitigations for environmental impacts and guidance on when an environmental assessment is required under *CEAA*.
15. Visitor materials should provide advice on protecting the garter snakes at Fort Livingstone. On site signage during the most important period (spring) could be used for further protection. If impacts are noticed on the den or large numbers of snakes are killed on the road, additional mitigation may be necessary.

5.0 Conclusions

Increased visitation to the site, visitor facilities and vegetation management may result in some impacts soil, vegetation and cultural resources that cannot be fully mitigated (residual impacts). However, these impacts are expected to be in a very small in magnitude and geographic area. Furthermore, the monitoring described in the management plan will be adequate follow-up to ensure that effects on cultural resources are minimized. This environmental assessment has determined that the potentially adverse environmental effects from the proposals in the management plan can be mitigated and that there will be no significant adverse environmental impacts as a result of the Plan proposals. Furthermore, commemorative integrity will be positively impacted by the actions in the Plan.