



FORT GEORGE, BUTLER'S BARRACKS, FORT MISSISSAUGA, NAVY ISLAND, QUEENSTON HEIGHTS, MISSISSAUGA POINT LIGHTHOUSE AND BATTLEFIELD OF FORT GEORGE

NATIONAL HISTORIC SITES OF CANADA

Management Plan



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AND BATTLEFIELD OF FORT GEORGE

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February, 2007

Foreword



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

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

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

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

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

These values form the foundation of the new management plan for Fort George, Butler's Barracks, Fort Mississauga, Navy Island, Queenston Heights, Mississauga Point Lighthouse and Battlefield of Fort George 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 George, Butler's Barracks, Fort Mississauga, Navy Island, Queenston Heights, Mississauga Point Lighthouse and Battlefield of Fort George National Historic Sites of Canada Management Plan.

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

John Baird
Minister of the Environment

Recommended by:



Alan Latourelle
Chief Executive Officer
Parks Canada Agency



Chip Bird
Field Unit Superintendent
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TABLE OF CONTENTS

- 1.0 Introduction1
 - 1.1 The Purpose of a Management Plan1
 - 1.2 The Fiscal Context of the Management Plan1
 - 1.3 The National Historic Sites of Canada in the Niagara Region
 - Administered by Parks Canada3
 - 1.4 Historical Summary3
- 2.0 Commemorative Integrity5
- 3.0 The Regional Context6
- 4.0 Strategic Considerations9
 - 4.1 Mandate Objectives9
 - 4.2 Parks Canada’s Role in the Community9
 - 4.3 Marketing and Revenue Considerations10
 - 4.4 Heritage Presentation Considerations11
- 5.0 Vision12
- 6.0 Fort George National Historic Site of Canada15
- 7.0 Butler’s Barracks National Historic Site of Canada20
- 8.0 Fort Mississauga National Historic Site of Canada23
- 9.0 Navy Island National Historic Site of Canada26
- 10.0 Queenston Heights National Historic Site of Canada29
- 11.0 Mississauga Point Lighthouse National Historic Site of Canada31
- 12.0 The Battlefield of Fort George National Historic Site of Canada33
- 13.0 The Commons35
- 14.0 Other Issues36
 - 14.1 Parks Canada’s Administration Offices36
 - 14.2 Relationship with Other War of 1812 Battlefields36
 - 14.3 Sustainable Operations36
- 15.0 Public Consultation37
- 16.0 Environmental Assessment38
- 17.0 Implementation39

1.0 INTRODUCTION

1.1 The Purpose of a Management Plan

A management plan is one of the key documents which guide Parks Canada in the establishment, development and management of national parks, national historic sites and national marine conservation areas. Management plans are required in legislation, prepared with public involvement, approved by the Minister responsible for Parks Canada, and tabled in Parliament. As such, they represent Parks Canada's commitment to the Canadian people for the responsible stewardship of those irreplaceable heritage places under its jurisdiction.

The *Parks Canada Agency Act (1998)* requires the preparation of management plans, with review every five years, and both the plan and any subsequent revisions must be tabled in Parliament. Such a plan must include, but is not limited to, consideration of commemorative integrity, including resource protection and presentation, and visitor use. Parks Canada's *Guiding Principles and Operational Policies (1994)* provides the policy basis for the preparation of management plans.

The goal of management planning for national historic sites is to ensure commemorative integrity, a term which refers to the wholeness and health of a national historic site. A site is said to possess commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat; the reasons for the site's national historic significance are effectively communicated to the public; and the site's heritage values are respected by all whose decisions or actions affect the site.

Parks Canada also has the responsibility to provide quality service to clients and to provide wise and efficient use of public funds, within the context of ensuring commemorative integrity.

As a strategic document, a management plan is not an end in itself; rather, it provides a framework within which subsequent planning and day-to-day operations take place. Implementation of the management plan will be tied directly to field unit business plans.

This management plan is the first to address all of Parks Canada's national historic sites in the Niagara area, although a Management Plan for Butler's Barracks and an Interim Management Plan for Fort Mississauga were prepared in 1983. This plan was developed by a multi-disciplinary team, and was supported through public consultation (see section 15.0).

1.2 The Fiscal Context of the Management Plan

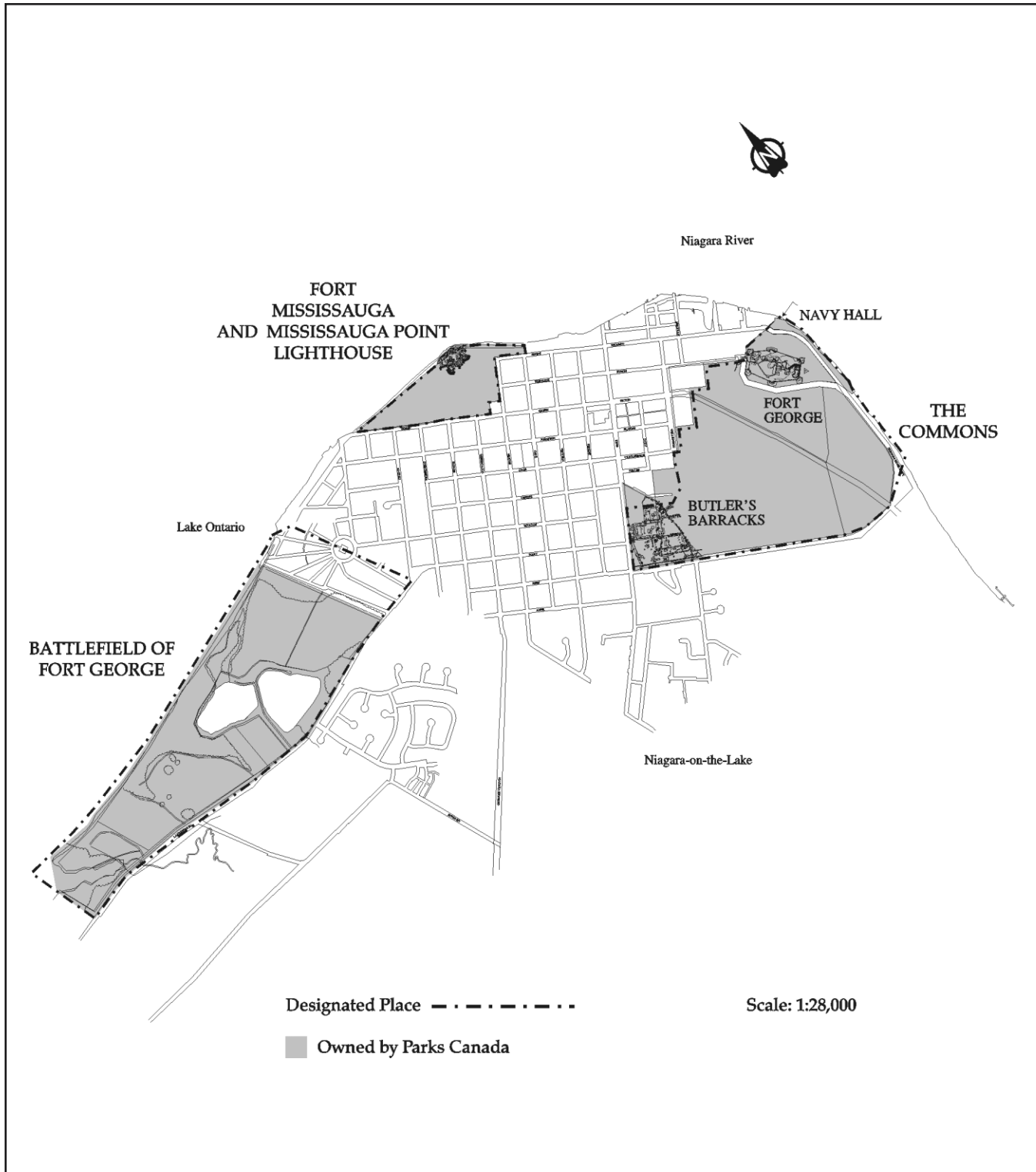
This management plan sets out a long term vision for the sites and actions to achieve that vision. Much still needs to be done to realize the potential of these national historic sites. Threats to commemorative integrity will be addressed through the activities outlined in the implementation schedule. Conserving cultural resources, improving messaging and outreach programmes and providing a high quality visitor experience are immediate priorities. Improved visitor amenities will be planned and implemented as resources allow.

During the next 5 years there is no expectation of resources beyond the existing field unit budget being received to implement the management plan. Progress will be made towards ensuring commemorative integrity and providing quality service through existing resources and partnerships with others. The implementation table of the plan shows which of the actions of the plan will be implemented within 5 years using the existing financial and staff resources. Any other projects will only be undertaken if additional funds are secured.

PARKS CANADA ADMINISTERED

NATIONAL HISTORIC SITES OF CANADA

In Niagara-on-the-Lake



1.3 The National Historic Sites of Canada in the Niagara Region Administered by Parks Canada

Located on the northern part of the Niagara Peninsula and concentrated in or around the community of Niagara-on-the-Lake, the national historic sites administered by Parks Canada are comprised of several late 18th to mid 20th century military sites associated with the defense of Canada. Parks Canada owns and administers Fort George, Fort Mississauga, Butler's Barracks, Navy Island, Brock's Monument, the site of the Mississauga Point Lighthouse (the first lighthouse on the Great Lakes, and believed to lie beneath Fort Mississauga) and part of the Battlefield of Fort George. In addition, Parks Canada owns and administers cultural resources such as Navy Hall, once used as the headquarters of the Provincial Marine and located on the waterfront below Fort George, and the Commons, 80 ha of land between Fort George and Butler's Barracks whose historic value as open green space makes it a key cultural resource of both sites.



1.4 Historical Summary

The Niagara River has long marked an important frontier: both a corridor for the movement of goods and people, and a strategic border to be defended against hostile outsiders. Artifacts excavated on Navy Island point to occupation by aboriginal peoples more than 5000 years ago. The French were the first Europeans to explore the region and establish a military presence at Niagara. Their control of the waterway was successfully contested by the British during the Seven Years War. The British hold on the area rested on a string of naval bases (beginning with the dockyard built at Navy Island in 1761), supply depots and fortifications along both banks of the river. Following the American Revolution (1776-84) and the signing of Jay's Treaty (1794), the United States assumed control of all lands on the east side of the Niagara River. The British consolidated their position on the west side by strengthening their existing depots at Navy Hall, Queenston and Fort Erie, and by constructing Fort George to act as

headquarters for the network of smaller sites and as counterpoise to the powerful Fort Niagara, now in American hands, at the mouth of the Niagara River.

During the War of 1812, Niagara experienced some of the bloodiest fighting and suffered the greatest per capita loss of property in the colony. Although America's war aims would have been achieved more readily by the capture of Montreal, thereby dividing the British/Canadian forces, for a variety of

reasons including internal political rivalries, American efforts tended to focus on Upper Canada generally and the Niagara frontier in particular. The Battles of Lundy's Lane, Queenston Heights, and Stoney Creek are synonymous with British/Canadian resolve to defend Upper Canada from American territorial expansion. To this end, the small cadre of British professional soldiers was ably supported by the Canadian militia and Aboriginal warriors. Their efforts on the Niagara Peninsula helped to nurture a distinctive Canadian identity and the birth of a pantheon of "Canadian" heroes from Major-General Isaac Brock to Laura Secord.

British/Canadian determination to defend the Niagara frontier continued into the post-War period. An active military presence was maintained, and the garrisons were periodically increased in response to border raids and threats, notably during the Mackenzie Rebellion and the Fenian crisis. Extensive repairs and improvements were also carried out to the military facilities at Niagara to improve defensive capability and to provide adequate accommodation for the troops. Fort George had been destroyed by American artillery during the Battle of Fort George; recognizing that the location was too close to the guns of Fort Niagara, the British established Butler's Barracks further from the river to replace it as headquarters. Fort Mississauga was completed on Mississauga Point to counter Fort Niagara.

However, British resolve to defend Canada was tempered with fiscal prudence. By the 1860's the imperial government was clearly intent on delegating greater responsibility for home defense to the new Dominion. The Canadian government responded, albeit reluctantly, by assuming control of the military complex at Niagara and establishing annual summer militia training camps using Butler's Barracks, the Commons and to a lesser extent Fort Mississauga, Navy Hall, and the ruins of Fort George. With the increased demand for an active fighting force to

support British military efforts, first in South Africa and later during the Great War, the Canadian government increased the facilities at Camp Niagara (as the complex was now known), added a firing range and intensified the training programme. Some units of the Canadian Expeditionary Force received their initial training at Niagara before being sent overseas. During the interwar period, the reluctance of the Canadian government to increase funding for the military was reflected in the limited maintenance of the camp facilities and the restricted training programme offered to the local militia units. The government of Ontario was allowed to reconstruct Fort George, on the original site, in the mid-1930's both as a make-work project and to commemorate the events of 1812-1815. However, with the outbreak of war in 1939, Camp Niagara was greatly expanded with the construction of new quarters near Paradise Grove, on the Commons. In addition to the regular summer training camps for militia units, Camp Niagara provided year 'round training for the regular forces and served as the headquarters for the Home Guard units defending strategic locations on the Niagara Peninsula.

At the end of World War II, Camp Niagara reverted to its more limited role as a summer militia training centre. Surplus buildings were either dismantled or sold; in 1964 the camp was officially closed. One by one, the various properties were transferred from the Department of National Defense to Parks Canada, to commemorate their national historic significance.

2.0 COMMEMORATIVE INTEGRITY

The concept of commemorative integrity is fundamental to Parks Canada's management of national historic sites, and the purpose of management planning is to ensure the commemorative integrity of the site. The concept is therefore woven throughout this management plan. A Commemorative Integrity Statement, prepared at the outset of the planning process, is a means of describing the "health and wholeness" of a national historic site. A national historic site possesses commemorative integrity when:

- the resources directly related to the reasons for the site's 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 the reasons for designation as a national historic site) are respected in all decisions or actions affecting the site.

A commemorative integrity statement specifies the following:

- What is nationally significant about the site?
- What resources of the site are of national historic significance: what constitutes their value and what should be their appropriate physical condition?
- What messages about the site's national historic significance should be communicated to the public?
- What resources of the site embody other heritage values, what constitutes

their value and under what conditions are they said to be respected?

The answers to these questions, as described in the commemorative integrity statement, provide the primary accountability framework for evaluating how well a national historic site is being managed. Threats which might impair or diminish the integrity of a site must be monitored, but so must those management actions described in this plan, in order to ensure that the intended results are being achieved. On-going monitoring and evaluation are thus key elements of Parks Canada's management practices.

A Commemorative Integrity Statement has been prepared for Fort George, Butler's Barracks, Fort Mississauga, Queenston Heights, Navy Island, and the federally-owned lands associated with the Battle of Fort George; a summary for each property will be found in the appropriate section of the plan. No statement has been prepared for Navy Hall, as it has not been declared to be of national significance by the HSMBC, nor for the Mississauga Point Lighthouse (see section 11.0).



3.0 THE REGIONAL CONTEXT

With the exception of Brock's Monument (at Queenston) and Navy Island (upstream from Niagara Falls), the national historic sites administered by Parks Canada in the Niagara region are located within the community of Niagara-on-the-Lake, at the mouth of the Niagara River. Although there had been a British military presence in the area since the defeat of the French in the Seven Year's War, extensive settlement began in 1783 with the arrival of the United Empire Loyalists, many from upper New York State, who had chosen the British side during the American Revolution. Many of these first settlers had served in regular or militia regiments, such as Butler's Rangers, during that war. The equable climate and rich soils of the Niagara Peninsula were much to their liking, and a thriving agricultural community was soon established. The new town, originally called Niagara but briefly known as Newark, was chosen as the first capital of Upper Canada by Lt.-Governor John Graves Simcoe, and Parliament met regularly here until 1796, when the capital was shifted to York (now Toronto).

The Town of Niagara was captured and occupied for seven months in 1813 by American troops, who burned it to the ground during their retreat that December. Today's community of Niagara-on-the-Lake, with its 19th century character and charm, is built upon the foundations of the earlier

town. The historic core of the town is a National Historic Site.

The Niagara Peninsula has long been famous for its specialized agriculture. Today however, the characteristic orchards of peaches, cherries and pears are being replaced by vineyards and wineries. Tourism is now an economic mainstay; although Niagara Falls remains the primary drawing card to the region, some 2.0 million visitors a year come to Niagara-on-the-Lake to enjoy the wineries, fine restaurants, the Shaw Festival Theatre, the ambiance of the Town, and the many historic sites. The Town is easily accessible from both Ontario's Golden Horseshoe (including the Greater Toronto Area with a population of some 4 million) and the population centres of western New York such as Buffalo. Once concentrated in the summer months, tourism activity now continues virtually year 'round.



There is a high repeat visitation rate (65-80%) among visitors to the Town, two-thirds of whom come for the day only. Tourism to the Niagara region continues to grow: between 1996 and 1997, the number of person trips increased 40%, from 9.6 million to 13.4 million (source: Niagara Tourism Investment Report, June 1999).

Parks' Canada's National Historic Sites in the Niagara area, although they share the common theme of military activity and a common administration, were individually declared to be of national historic significance. They are part of a wide range of historic places in the Peninsula, ranging from other national historic sites associated with the War of 1812, such as the battlefields of Lundy's Lane and Chippewa, to the Willowbank Estate and the early 19th century Niagara Apothecary shop.

Fort George is the focus of Parks Canada's activities in Niagara-on-the-Lake, and is the only site regularly open to the public. Navy Hall is open for special events and may be rented for private functions. Fort Mississauga is not staffed and has simple exterior display panels to interpret the site, although special events are occasionally held there; public access is through the Niagara-on-the-Lake Golf course, which leases the surrounding lands from Parks Canada. All but one of the buildings at Butler's Barracks are closed to the public, although there is access to the grounds. New exterior exhibits explaining the main commemorative messages of the site have been installed (autumn 2006). Brock's Monument, on Queenston Heights, is currently closed to the public. There is no development on Navy Island, and its location, a short distance upstream from Niagara Falls, discourages casual access.

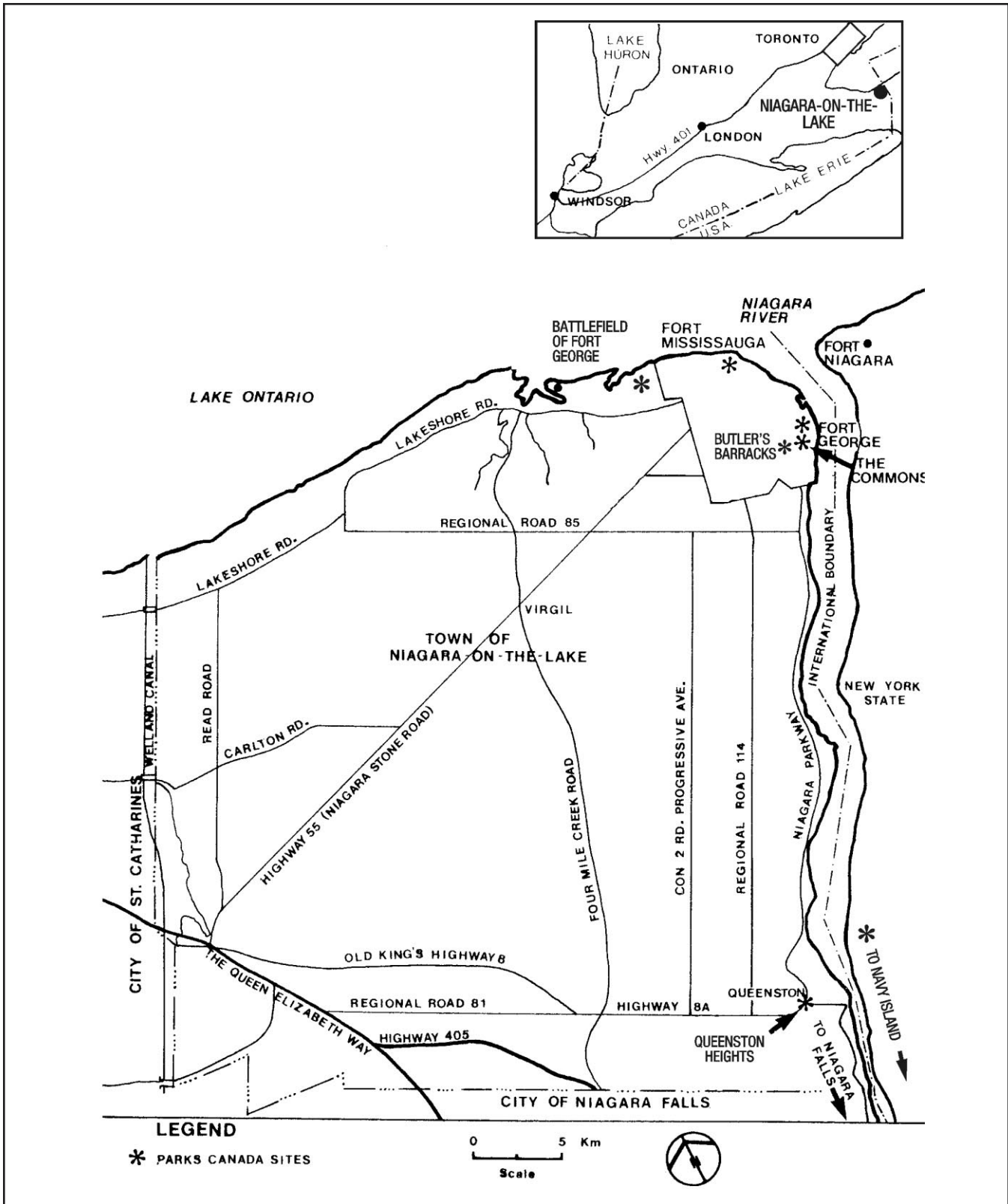
Parks Canada's administration functions are distributed among a number of locations throughout the Town. The main administration office is located in the Niagara Courthouse, itself a National Historic Site and also home to one of the several stages of the

Shaw Festival Theatre, and the Niagara-on-the-Lake Chamber of Commerce, whose tourism information centre receives more than 200,000 visits annually. The Stone Cottage, on Ricardo Street near Navy Hall, provides additional Park office space. The maintenance compound is on Victoria Street, on land leased from a private owner, and there is also a carpenter shop in the basement of Navy Hall. Finally, Blockhouse III, in Fort George, provides storage, change rooms, lunch room, and washrooms for the interpretation staff. The partially restored buildings at Butler's Barracks, which are not open to the public, are also used for storage.

Parks Canada has benefitted from a number of partnerships which help further the mandate of protection and presentation. The co-operating association, the Friends of Fort George, operates a gift shop in the Fort and assists with special events. Other partnership arrangements exist with the Chamber of Commerce, the Niagara-on-the-Lake Historic Site Alliance, the Lincoln and Welland Regiment Association, the Niagara Parks Commission, the Shaw Festival, and others.

A description of the existing conditions at each of the individual sites will be provided in the appropriate section of the plan.

REGIONAL CONTEXT



4.0 STRATEGIC CONSIDERATIONS

4.1 Mandate Objectives

There are a number of broad, programme-wide objectives and policies which direct Parks Canada's management of historic places. Under the national historic sites programme, Parks Canada has the responsibility:

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

According to Parks Canada's Corporate Plan, managers are responsible for three key accountabilities:

- commemorative integrity (and ecological integrity in the case of the national parks);
- service to the client; and
- wise and efficient use of public funds.

Parks Canada has developed a national external relations strategy to help increase public support for its goals by developing effective relationships with clients, enhancing their understanding and influencing their actions with respect to the preservation of our shared heritage. The strategy identifies four primary target markets:

- the Canadian public;
- visitors and users, including indirect users;
- corporate Canada; and
- stakeholders.

Each management decision, and each initiative described in a management plan, must be undertaken with these general objectives in mind. Therefore, one very important role for the park management plan is to translate national direction to the requirements and opportunities of the specific site.

4.2 Parks Canada's Role in the Community

From the earliest days of the Niagara military sites, there has been a close, although not always easy, relationship with the community. Even today, under Parks Canada's ownership, the old military sites are significant to local people, as a source of pride in the community's past, as tourism attractions, and as a very significant proportion of the open space in the community. (All told, Parks Canada owns approximately 215 hectares within or immediately adjacent to the Old Town of Niagara, which amounts to approximately 20% of the total area of the Old Town.) Many issues which concern the Municipal government are also of concern to Parks Canada, especially those relating to tourism, vehicle circulation and parking. Parks Canada recognizes the value of co-operation to resolve such issues of mutual interest.

Parks Canada also recognizes that it cannot meet its objectives working alone. Preservation of our shared heritage is important to all Canadians: Parks Canada encourages others to become actively involved in the stewardship of both our natural and historic resources. Both the Friends of Fort George and the very active corps of Fort George volunteers are examples of stewardship in action. Parks Canada also seeks partners to help it achieve its objectives. The Niagara sites currently work with a wide range of partners, including the Friends, Inniskillin Wineries, the Pillar and Post hotel and others, on initiatives of mutual benefit. Parks Canada will continue the policy of encouraging partnerships. Some of the proposals in this management plan will be undertaken through partnerships with both the public and private sectors.

4.3 Marketing and Revenue Considerations

During public consultation, one recurring theme which has arisen is wide recognition that Parks Canada must increase revenues in the face of diminishing appropriations. At the same time, there was a strong consensus that the need for revenue should not lead to over-commercialization of these sites, or take the "theme park" approach to history. Parks Canada believes that its national historic sites in the Niagara area represent an opportunity to generate appropriate revenues while remaining true to the mandate of historic resource protection and presentation.

Marketing studies conducted since 1995 propose to increase visitation by 10% and revenues by 15% through extending opening periods, increasing prices, and raising market awareness. This plan assumes that Fort George will remain the focus of visitor interest and heritage presentation activities. Partnerships, packaging and product improvements are recommended as key elements in the successful implementation of the marketing plan.

Current Visitation

On Site: Annual visitation to Fort George, the only site at which visitor numbers are collected, currently averages around 55,000 per year. This figure represents a slight decline since "9-11" but visitation is slowly recovering. However, with approximately 14 million visitors to the Niagara area each year, opportunities to increase visitation through effective marketing efforts, including product development, are enormous.

Parks Canada's current visitors represent a cross section of those to the Niagara Region and include a very high proportion of American and foreign tourists, people from other parts of Ontario, local residents of the Niagara Peninsula, residents of Toronto and individuals visiting friends and relatives in Toronto, Niagara and the USA Niagara region. Most organized groups are educational groups

although a significant increase in commercial tours due to our marketing efforts is expected. Over half of our visitors stay overnight in Niagara-on-the-Lake or Niagara Falls pointing to the need to make local hoteliers and B&B operators aware of the history, nature and offerings of Fort George. Only 15% of current visitors are repeat customers.

Visitors represent a broad range of backgrounds and interests. The highest proportion of casual visitors are people who are in the area for other reasons: the Falls, the casino, the Shaw, Niagara-on-the-Lake, and other attractions, and who come to the fort out of curiosity or for its entertainment value. They will visit a variety of other attractions during their stay in Niagara but are unlikely to seek out our undeveloped sites. Significance and stories are not enough. These people need programmes which will complement or compete with offerings like the Whirlpool jetboat rides, the Butterfly Conservatory, Ride Niagara, Marineland and other attractions. Fort George currently achieves this level of offer. School groups, which once came because it was inexpensive and added to other attractions taken in during field trips, now come for the curriculum-related educational programmes. A relatively small proportion of visitors to the area are history buffs, most of whom visit Fort George.

Off Site: Parks Canada works closely with other heritage organizations and with commercial and educational partners to inform local residents and visitors to the region of the major stories associated with its national historic sites and with other historic sites in our region. This has the effect of increasing awareness of the importance of preservation of significant sites in the region, builds awareness of the stories associated with the national historic sites, and positions Parks Canada as a centre of expertise which is frequently consulted by individuals and agencies. This increases our profile which leads to increased visitation to the site by locals and by visitors to the area.

4.4 Heritage Presentation Considerations

Heritage presentation is defined by Parks Canada as “activities, services and facilities that bring the public into direct or indirect contact with national historic sites... and the resources associated with them.” (Parks Canada Guiding Principles and Operational Policies, 1994) Less formally, it is the communication of stories about what happened at a particular historic place, and why those events are so important to the shaping of our country, that it has been declared a national historic site. While the historical facts and cultural resources, and therefore the key stories to be told, remain constant, approaches to communication can vary with the composition of the audience, technological advances, and even what the site’s competitors are offering. Heritage presentation is a dynamic activity, closely tied to marketing considerations.

For example, Parks Canada’s national historic sites in the Niagara area are unusual among Canadian historic sites in that a high proportion of visitors are not Canadian, but are from the United States or elsewhere. As such, basic knowledge of our history is limited, but often the desire to learn about it is more keen. While the dramatic events that give these sites their significance are easily absorbed, many of the secondary messages, such as those dealing with the management of the sites, are of less interest. Heritage presentation programmes must take into account the visitors’ background, previous knowledge and interest. There are three main measures of success by which Parks Canada’s heritage presentation efforts are judged: that visitors and residents understand that nation-shaping events occurred at these special places and other sites in the system of National Historic Sites of Canada; that

these places are worthy of preservation; and that people enjoy their visit and find it interesting.

There are shortcomings in heritage presentation which impact Parks Canada’s ability to achieve commemorative integrity for the Niagara area sites. Currently Butler’s Barracks, Fort Mississauga, Mississauga Point Lighthouse, Navy Island and the Parks Canada-owned portion of the Battlefield of Fort George are not fully accessible to, nor adequately presented to, the public. There are no resources for exhibits or other interpretive media other than mention in the main park brochure and discussion in personal interpretation when time permits. Guided by the Heritage Presentation Renewal Concept completed in 2001, target audiences, desired outcomes and methods for presenting key messages, etc. at each of these sites will be identified following approval of this management plan and within the sites’ existing fiscal framework. Current resources do not permit new interpretive development at these sites in the near future.



5.0 VISION

The National Historic Sites of Canada on the Niagara Frontier: *Where Upper Canada was Saved*.

For decades, the National Historic Sites of Canada on the Niagara frontier have protected the forts, battlefields and related places associated with a series of events so dramatic and important, that the very destiny of Canada once hung in the balance. The Niagara River marks the boundary between Canada and the United States; peaceful now, but during the War of 1812 this was the front line of a war zone. Successive American invasions between 1812 and 1814, intended to annex Upper Canada and the western territories to the fledgling republic, were repelled by a small group of British regular soldiers and sailors, Canadian militia, and their First Nations allies. The successful resistance to invasion here, in these fields and streets, built a sense of unity, pride and national spirit that would contribute to the formation of our nation in 1867.

The guns fell silent nearly two hundred years ago, but the drama of the events that unfolded here still resonates. On a quiet evening you can almost hear the tramp of marching feet, see the sails of the battle fleets in the distance. The men and women of 1812 sacrificed everything to protect this land; past generations honoured this sacrifice, protected the relics, and told the stories of the places where *Upper Canada was saved*.

Our vision for the National Historic Sites of the Niagara area is:

- working with partners and other levels of government, we will commemorate and celebrate the 200th anniversary of the War of 1812 in a way which is appropriate, significant and meaningful. The anniversary is of considerable interest internationally; Parks Canada will play a major and highly visible role in these commemorations. This commemoration will significantly boost the

awareness of Fort George and its dramatic stories and encourage Canadians to visit the site.

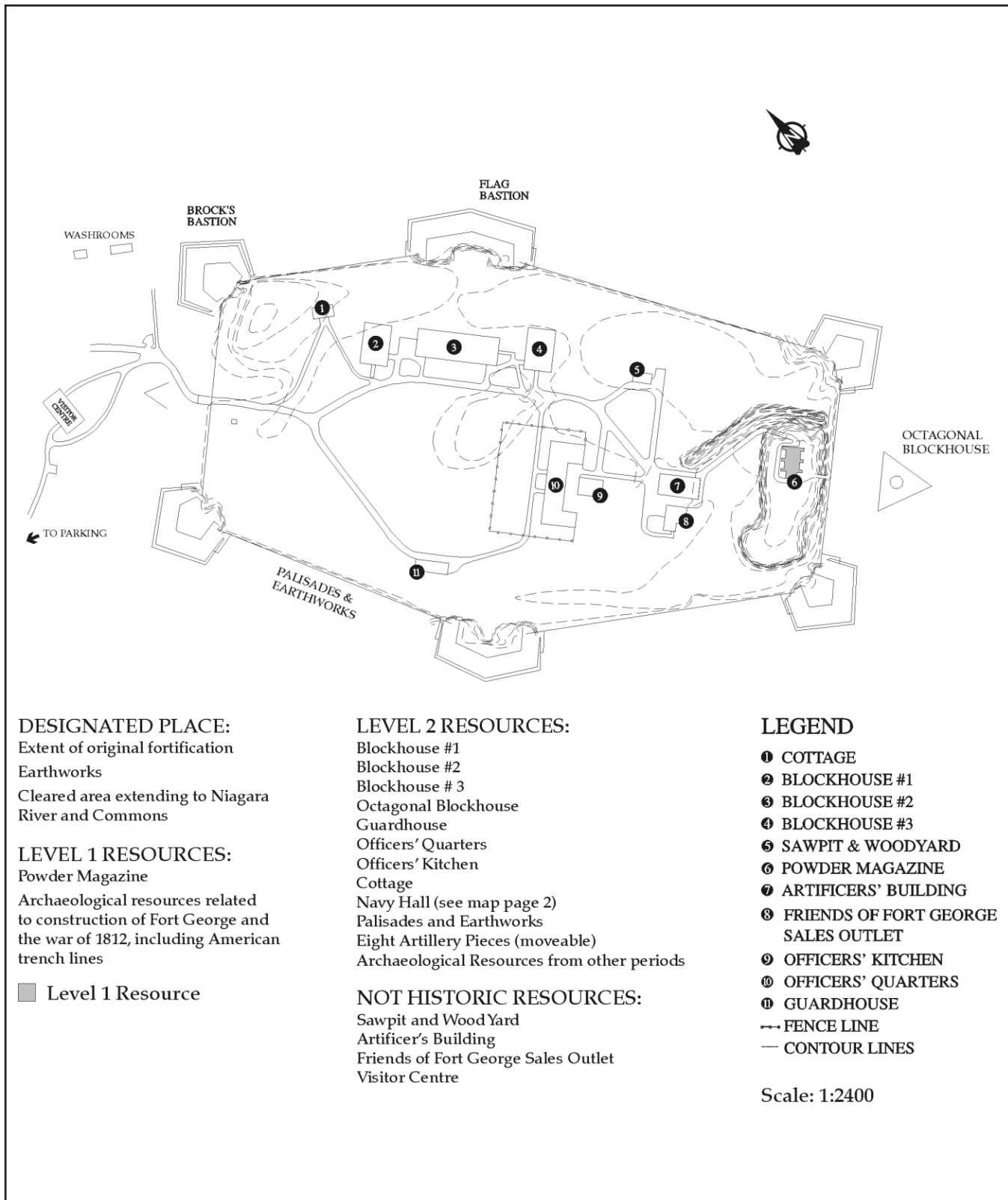
- We will carry out the visitor research, planning and development necessary to re-focus and enhance the visitor experience and heritage presentation programmes at Fort George so that they meet contemporary standards; meet the needs of today's visitors, and compete effectively in a highly sophisticated, competitive marketplace. Research in 2006 has revealed that visitors to Niagara-on-the-Lake who do not currently visit the fort are interested in hands-on experiences, exhibits, guided tours and period military demonstrations. We should enhance these offers.
- We will ensure that the other National Historic Sites associated with Fort George are protected, restored and managed to the highest standards of cultural resource management. Butler's Barracks will be stabilized and opened to the public, Fort Mississauga will be stabilized and accessible, Brock's Monument will be restored and re-opened, the cultural and natural resources of Navy Island will be protected, and the stories of the Battle of Fort George and the Mississauga Point Lighthouse will be effectively communicated to the public. Our efforts will serve as the exemplar of heritage stewardship and sustainable heritage attraction.
- we will secure the necessary support to accomplish this vision through various sources including revenue generation and sponsorships as well as government appropriations.
- improved facilities and an enhanced offer, combined with an awareness campaign informing Canadians of the importance of the site, its colourful stories and the services offered will considerably boost visitation, the revenue from which will make the programmes at the site sustainable.

- Canadians and our international guests will fully understand and appreciate that this place is *where Upper Canada was saved.*



FORT GEORGE

NATIONAL HISTORIC SITE OF CANADA



DESIGNATED PLACE:

Extent of original fortification
Earthworks
Cleared area extending to Niagara River and Commons

LEVEL 1 RESOURCES:

Powder Magazine
Archaeological resources related to construction of Fort George and the war of 1812, including American trench lines

■ Level 1 Resource

LEVEL 2 RESOURCES:

Blockhouse #1
Blockhouse #2
Blockhouse #3
Octagonal Blockhouse
Guardhouse
Officers' Quarters
Officers' Kitchen
Cottage
Navy Hall (see map page 2)
Palisades and Earthworks
Eight Artillery Pieces (moveable)
Archaeological Resources from other periods

NOT HISTORIC RESOURCES:

Sawpit and Wood Yard
Artificer's Building
Friends of Fort George Sales Outlet
Visitor Centre

LEGEND

- ① COTTAGE
- ② BLOCKHOUSE #1
- ③ BLOCKHOUSE #2
- ④ BLOCKHOUSE #3
- ⑤ SAWPIT & WOODYARD
- ⑥ POWDER MAGAZINE
- ⑦ ARTIFICERS' BUILDING
- ⑧ FRIENDS OF FORT GEORGE SALES OUTLET
- ⑨ OFFICERS' KITCHEN
- ⑩ OFFICERS' QUARTERS
- ⑪ GUARDHOUSE
- FENCE LINE
- - - CONTOUR LINES

Scale: 1:2400

6.0 FORT GEORGE NATIONAL HISTORIC SITE OF CANADA

Commemorative Intent: Fort George National Historic Site of Canada is of national historic significance because it served as the principal fortification on the Niagara frontier during the War of 1812, and, as Headquarters of the Central Division of the British Army, the site played a key role in the defense of Upper Canada. Its destruction by artillery contributed to the American victory in the Battle of Fort George, and the subsequent seven-month occupation of Newark by American forces. Fort George was designated as a national historic site in 1921. Navy Hall, considered to be a part of Fort George, has not been considered by the Historic Sites and Monuments Board of Canada for its possible national significance, and therefore is regarded as a Level 2 cultural resource.

At present, Fort George is the focus of visitor programming among the Niagara National Historic Sites. With the exception of the Powder Magazine, dating from 1796-97, the fort and its buildings are a reconstruction dating from the 1930's. Approximately 55,000 visitors a year come to enjoy the fort's period settings, demonstrations by costumed guides, modern displays and special events. The site has the capacity to accommodate much higher numbers of visitors without compromising either the physical resources or the quality of the visitor's experience.

Commemorative integrity is not currently being achieved at Fort George, largely due to the advanced deterioration of the palisades and revetments. The commemorative integrity evaluation carried out in 2004 also noted some shortcomings in the effectiveness of communication of the site's messages. A recent third-party review of the visitor experience and heritage presentation offer has identified weaknesses in visitor services infrastructure, product development and presentation.

Strategic Goals:

- protect and present Fort George as described in the Commemorative Integrity Statement.
- retain Fort George as the focus of visitor interest and activity among the Niagara National Historic Sites.
- significantly enhance the visitor experience through a re-thinking of the offer based on market research and strategic investment in infrastructure.

Key Actions:

- protect the Powder Magazine, and the modified natural ravine in which it is located, as Level 1 (nationally significant) cultural resources. The specific architectural elements of the Powder Magazine which provide its historic character and which must be maintained are "its functional architecture, its massing and materials, and its contribution to the military ambiance of the setting;"
- protect those landscape elements which define the historic military landscape and contribute to the strong sense of place:
 - the military character and sense of enclosure provided by the palisades and earthworks;
 - the functional and visual linkage between Fort George and Navy Hall;
 - the historic view from Fort George to Fort Niagara;
 - the open views provided by the lack of obstruction on the remaining historic firing planes;
 - the open, undeveloped character of The Commons.
- manage Level 1 (nationally significant) archaeological resources according to appropriate cultural resource management principles. In particular, the remains of the trenches from the

American occupation, both above and below grade, are important resources requiring additional investigation, mapping and protection.

- ensure that the Level 1 historic objects, i.e. those directly associated with the reasons for the site's national significance, are properly conserved and maintained. In the case of Fort George, few such objects are known to reside in the site's collections. There is a framed silhouette portrait, recently identified as depicting an officer of the 100th Regiment, stationed at the Fort. There is a sword believed to have been carried by an officer of the Royal Engineers, stationed at Fort George; and a sword belt plate from the Lincoln and Welland militia. Other items with known or suspected Fort George/War of 1812 associations are held in various private and public collections;
- continually undertake market research among visitors to Niagara-on-the-Lake who do not visit Fort George to identify market perceptions, interests and needs. This was begun in the summer of 2006 and should be a continuing programme to enable the Park to tailor programmes to appeal to changing audience needs;
- address the existing inadequate visitor service facilities including the visitor reception centre, public washrooms, and gift shop. Consideration will be given to providing themed food service in an appropriate location;
- re-develop the heritage presentation programme to emphasize quality visitor experience as well as the effective communication of the messages. The new programme should engage the visitor on both an emotional and intellectual level, using a variety of both active and passive techniques to fully involve the visitor in the story. Visitors should be swept up in the story of the exciting events which took place here and their importance to Canada's survival and growth as a nation. Presentation techniques might range from a simple upgrading of basic interpretive

signage to updated interactive exhibits or dramatizations in which the visitor can participate;

- special events and programming such as evening tours by lantern and the overnight programme will be fully integrated into the new visitor experience offer if market research proves there is a demand for such programmes;
- once the new visitor experience offer and heritage presentation improvements have been implemented, an aggressive marketing strategy will be adopted with the aim of doubling existing visitation;
- a more engaging, interactive heritage presentation programme will ensure the effective communication of the key messages defined in the Commemorative Integrity Statement. For Fort George, these messages are:
 - Fort George was the Headquarters of the Centre Division of the British/Canadian forces during the War of 1812;
 - Fort George was destroyed by American artillery fire during the Battle of Fort George in May 1813;
 - The destruction of Fort George weakened efforts to defend Upper Canada, and led to additional military conflict, as well as a subsequent seven-month occupation of Newark by American forces.

Context messages which enhance understanding of the nationally significant messages include:

- Fort George was constructed by the British in the 1790s to protect Upper Canada from American invasion.
- British regulars, Canadian militia units and Aboriginal warriors made up the military forces at Fort George. These forces included "The Coloured Corps", a company of Canadians of African descent.
- Major General Sir Issac Brock commanded the Centre Division from Fort George until his death at the Battle of Queenston Heights.
- The Powder Magazine is the only building to survive the Battle of Fort George in May 1813.
- The defeat of the British/Canadian forces at the Battle of Fort George led to additional battles further inland.
- American forces occupied Newark (Niagara-on-the-Lake) from May to December 1813, and burned Newark during their retreat.
- The British decided not to rebuild Fort George after they re-occupied Newark, but built Butler's Barracks to replace it.
- Fort George is part of the family of national historic sites.

The reasons for the national historic significance of Fort George will be effectively communicated to the public when:

- all visitors are presented with and given the opportunity to understand the key messages of national significance, noted above;
- the importance of the site as a whole, and the geographical and historical linkages to the other sites in the Niagara National Historic sites complex, and to other nationally significant War of 1812 sites, are explained;

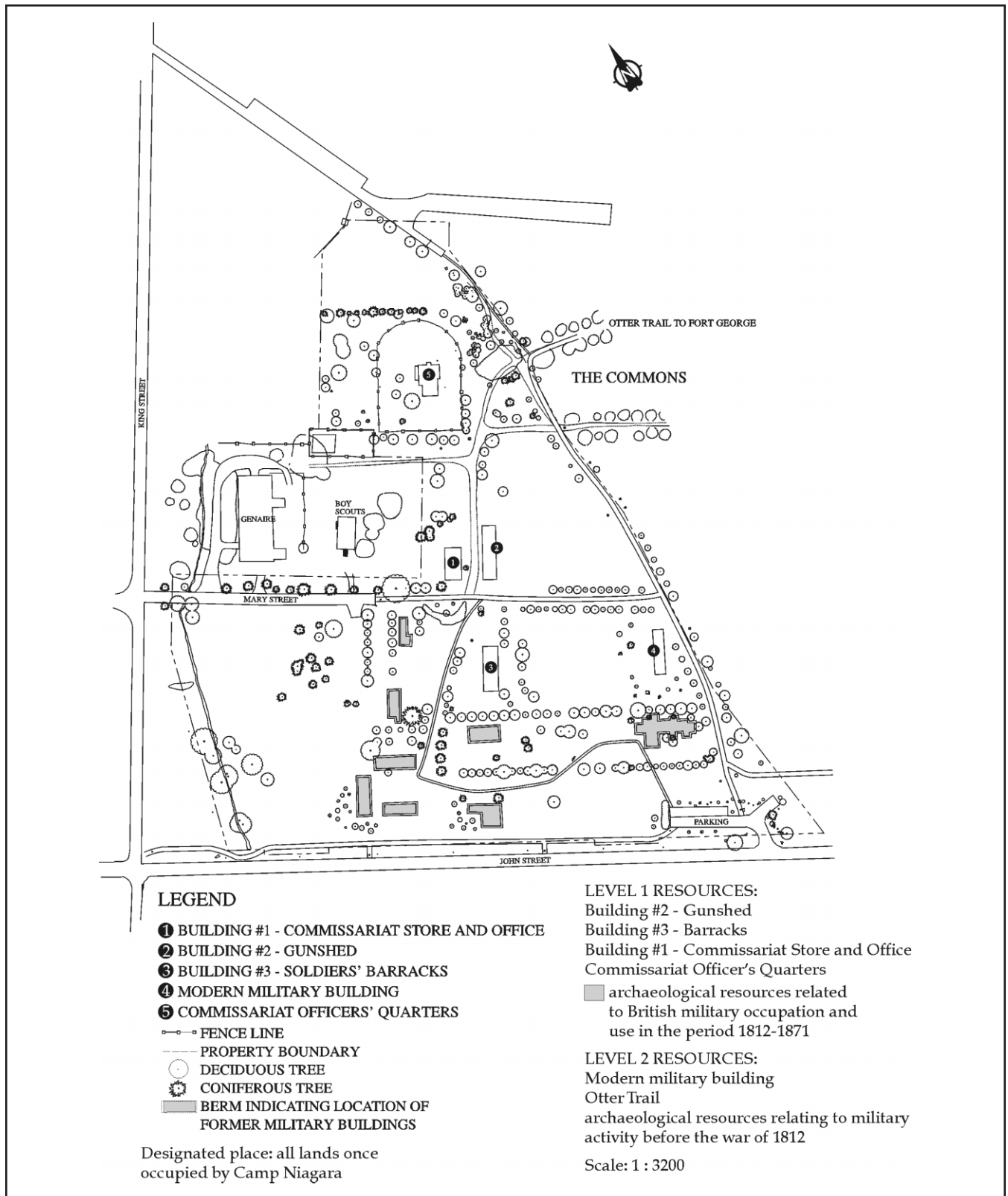
- the role of Fort George in terms of overall British strategy for the defense of Canada is communicated;
- the demonstration of period activities (such as military music, cooking, blacksmithing, etc.) is related to Fort George's role prior to and during the War of 1812, where such demonstrations are an effective means of interpretation;
- the needs and interests of the audience are assessed, and interpretive media are diversified and balanced so as to ensure a meaningful experience for all visitors. Messages will be presented with integrity: conjectural information will be acknowledged and recreated resources will be distinguished including the fact that most of the fort is a reconstruction;
- community support for and participation in events and activities related to presentation of the messages of national significance are encouraged;
- maintain the reconstructed palisades, earthworks and buildings as Level 2 resources which form part of the fort's heritage character and which serve as an example of the historic preservation movement of the 1930's;
- develop and implement a marketing information system to systematically collect customer data;
- complete a study with a plan for development and implementation of the overnight experience programme utilizing Blockhouse II;
- continue to work with partners to develop and promote product packages;
- maintain Navy Hall as a Level 2 resource, and enhance public access to it;
- continue to provide exhibits related to John Graves Simcoe and the Provincial Marine;

- pursue opportunities for increased access and revenue generation through special events and other functions.



BUTLER'S BARRACKS

NATIONAL HISTORIC SITE OF CANADA



7.0 BUTLER'S BARRACKS NATIONAL HISTORIC SITE OF CANADA

Commemorative Intent: Butler's Barracks National Historic Site of Canada is of national historic significance because the four remaining 19th century military buildings are essential and integral elements in the complex of military structures at the mouth of the Niagara River; and because of their role in the military history of the area. Butler's Barracks was designated as a national historic site in 1963.

Although the Butler's Barracks complex at its greatest development spread over most of The Commons, the remaining buildings are clustered in the southwest corner. The Gunshed, the Men's Barracks, the Commissariat Stores Building and the Commissariat Officer's Quarters are all Level 1 (nationally significant) cultural resources. The fifth structure on the site today, which dates from the post World War II period and represents the Camp Niagara era of Butler's Barracks, has not been designated by the Historic Sites and Monuments Board of Canada.

Exterior restoration has been undertaken for all four historic structures. The interiors of the Gunshed and Barracks have been stabilized; the interior of the Commissariat Officer's Quarters is in poor condition. There is public access only to the Barracks Building which is open as a result of a partnership with the Lincoln and Welland Regimental Museum and contains an exhibit that explores the role of the local militia from 1784 to present. The L&W Regimental Association plans to open the Gunshed in the summer of 2007 as part of their museum. A commemorative integrity evaluation was carried out in 2001- 2002. Recently new exterior displays outlining the main commemorative messages of Butlers Barracks have been installed (autumn of 2006).

Strategic Goals:

- develop additional partnerships to enhance heritage presentation;
- complete the stabilization of the Commissariat Officer's Quarters.

Key Actions:

- protect the remaining buildings at Butler's Barracks, and maintain those architectural elements which define their heritage character. These elements have been defined as:
- for the Commissariat Storehouse: "...its simple Georgian architecture, its functional design and materials, and its military character;"
- for the Gunshed: "...its simple massing, its regular rhythm of bays, its materials and its military character;"
- for the Commissariat Officer's Quarters: "...its simple Georgian architecture, its materials, and its contribution to the residential aspect of the encampment;"
- for the Barracks: "...its massing, its simple, unadorned appearance, its materials, and its military character."

In the case of the Commissariat Officer's Quarters, the interior of the building must be stabilized in order to achieve commemorative integrity, due to its current poor condition.

- Manage Level 1 (nationally significant) archaeological resources according to appropriate cultural resource management principles. These include the archaeological remains of the Commandant's Quarters, the Indian Council House (later Hospital), the palisade, and the buried foundations of other buildings both outside and within the palisade.

Protect those landscape elements which define the historic military setting and contribute to the strong sense of place:

- the open, undeveloped landscape of the Commons;
- Paradise Grove and the other belts of trees along the Niagara River which help to define the open space;
- the visual linkage between Butler's Barracks and Fort George.

Ensure the effective communication of the key messages defined in the Commemorative Integrity Statement. For Butler's Barracks, these key messages are:

- After the War of 1812, the British established Butler's Barracks out of the range of the guns of Fort Niagara, to replace Fort George (which had been destroyed) as the Headquarters for British/Canadian defensive efforts on the Niagara frontier.
- The Barracks, Gunshed, Commissariat Officers Quarters and Stores buildings are 19th century survivals from the extensive complex which evolved at Butler's Barracks.
- Butler's Barracks evolved into Camp Niagara, that the regular military trained here for both World Wars, and that summer militia camps were held until the 1960s.
- At its greatest extent, Camp Niagara extended over virtually all of the Commons.

The context messages of national significance are:

- Butler's Barracks was the Headquarters of the Commissariat Department, which was responsible for supplying food and other necessities for the troops.
- The British Indian Department, which was responsible for ensuring good relations with

Britain's Indian allies, was also headquartered at Butler's Barracks.

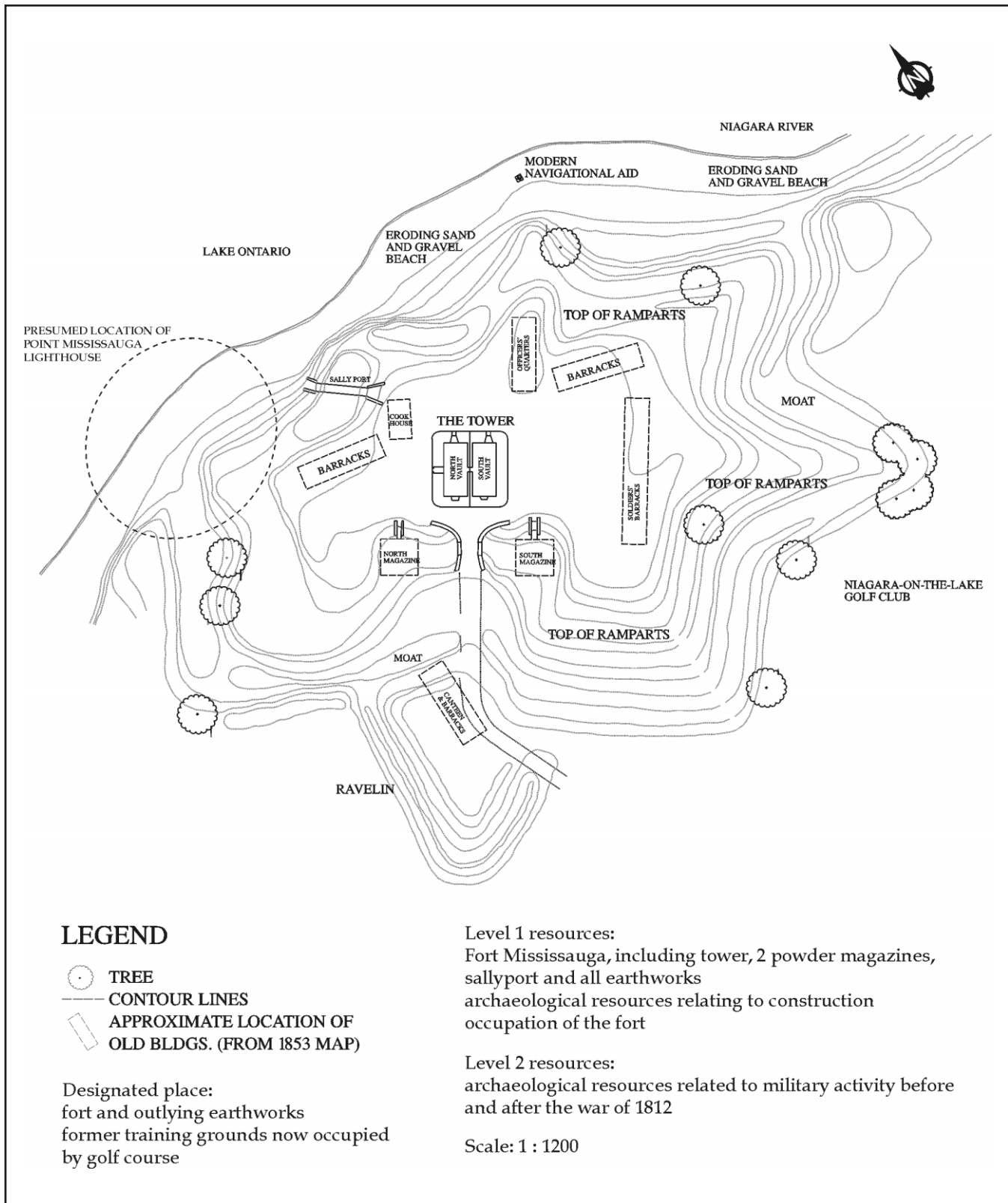
- The Indian Council House, used for consultations between the British and their Indian allies, was located on the Commons. The building was subsequently used as the Butler's Barracks Hospital.
- Camp Niagara was an important training post for the regular military during both World Wars and the Korean War.
- Butler's Barracks is part of the family of national historic sites.

These messages will be effectively communicated when:

- all visitors are presented with and understand the key messages of national historic significance, noted above;
- the importance of the site as a whole, and the historic and geographical linkages with the other components of the Niagara National Historic Sites and with other nationally significant War of 1812 sites are understood;
- the needs and interests of the audience are assessed, and interpretive media are diversified and balanced so as to provide a meaningful experience for all visitors. Messages will be presented with integrity, and conjectural information will be acknowledged;
- consider appropriate adaptive use of the post World War II building in support of heritage presentation and/or revenue-generating opportunities with partners.

FORT MISSISSAUGA

NATIONAL HISTORIC SITE OF CANADA



8.0 FORT MISSISSAUGA NATIONAL HISTORIC SITE OF CANADA

Commemorative Intent: Fort Mississauga National Historic Site of Canada is of national historic significance because it is an important example of military construction within a military complex of national historic importance. Completed after the War of 1812, the fort and its central tower were located at a strategic position at the mouth of the Niagara River to protect the British/Canadian side of the Niagara frontier and to serve as a counterpoise to Fort Niagara. Fort Mississauga was designated as a national historic site in 1960.

Fort Mississauga is the only remaining example of this military design, a square tower within a star-shaped earthwork, in Canada. The central tower is believed to have been constructed of bricks salvaged from the rubble of the town of Newark, following its destruction by the retreating American forces in December 1813. Two powder magazines are built into the earthworks on either side of the gate, and a sallyport extends under the earthworks on the Lake Ontario side. Elements of the earthworks which extend beyond the obvious perimeter of the fort include the glacis and the ravelin immediately outside the gate. Due to the erosion of the lakeshore, the original star-shaped configuration of the earthworks is very difficult to distinguish.

Fort Mississauga is situated on 21 hectares of former military reserve lands, of which 20 hectares are leased to the Niagara-on-the-Lake Golf Club. Public access was improved in 2000 through the installation of a trail across the Golf Course. This was undertaken by the Friends of Fort George utilizing a Millennium grant. Low-key exterior interpretive panels have also been installed. Some special events have recently been undertaken successfully. A commemorative integrity evaluation carried out in 2004 concluded

that commemorative integrity is not being fully met due to the limited heritage presentation.

The remains of the Mississauga Point Lighthouse National Historic Site of Canada are believed to lie beneath Fort Mississauga's earthworks, on the side facing the lake (see section 11.0). Parks Canada will continue to manage Fort Mississauga so that the commemorative integrity of both national historic sites is unimpaired.

Strategic Goals:

- improve heritage presentation opportunities.

Key Actions:

- protect the earthworks, tower, powder magazines, sally port and the gate, all of which are Level 1 (nationally significant) resources, and to maintain them in good repair. To achieve this objective, further erosion of the lakeshore should be minimized to the extent that this may be possible. The specific architectural elements which define the heritage character of Fort Mississauga, and which must be maintained, have been defined as:
 - for the tower: "... its massing, defensive design elements, and its materials and craftsmanship;"
 - for the powder magazines: "... their defensive design elements, their massing and their craftsmanship;"
- manage Level 1 (nationally significant) archaeological resources according to appropriate cultural resource management principles. These resources include any archaeological evidence relating to the construction of the fort, and to the buildings, other than the tower, which were formerly present both within the earthworks and on the ravelin outside the gates;
- protect those landscape elements which define the historic military landscape and contribute to the strong sense of place:

- the view across the river from Fort Mississauga to Fort Niagara;
- the open landscape and evocative atmosphere of the site.
- ensure the effective communication of the key messages defined in the Commemorative Integrity Statement. For Fort Mississauga these messages are:
 - Fort Mississauga was completed following the War of 1812 to replace Fort George (which had been destroyed), to control the mouth of the Niagara River and to act as a counterpoise to Fort Niagara;
 - Fort Mississauga is an important example of military construction within a complex of national historic importance;
 - Fort Mississauga is the only remaining example of this type of fortification in Canada: a central tower within a star-shaped earthworks.

The context messages of national significance are:

- The Niagara Peninsula was crucial to the defence of Canada during and after the War of 1812.
- Fort Mississauga is one of a complex of military posts constructed on the Niagara Peninsula by the British and Canadians to defend Upper Canada from American attack.
- Other military posts in this historic complex included Fort George, Butler's Barracks, Navy Hall and numerous small outposts and batteries.
- Only one other fortification in Canada was built to this design, a square tower within a star-shaped earthwork: Fort Charlotte near Halifax, in 1799. Of the two examples, only Fort Mississauga remains.

The reasons for the national historic significance of Fort Mississauga will be effectively communicated to the public when:

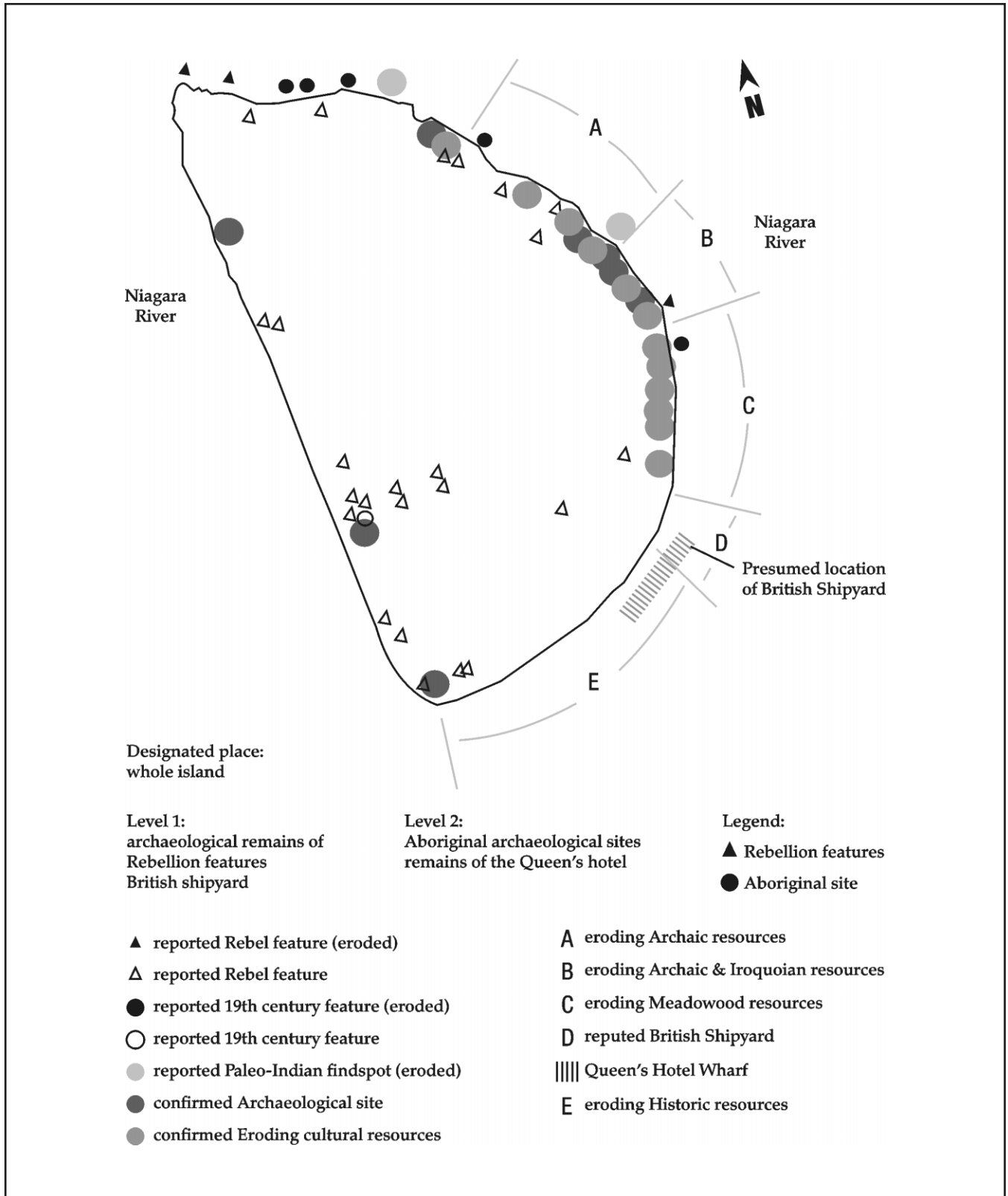
- the public can safely and regularly visit Fort Mississauga;
- all visitors are presented with and understand the key messages of national significance, noted above;
- the importance of the site as a whole, and the geographical and historic linkages to the other sites in the Niagara National Historic Sites complex, and to other War of 1812 sites of national significance are explained;
- comparisons are drawn between the architecture of Fort Mississauga and other military installations of the period, so that the unique character of Fort Mississauga is evident;
- the needs and interests of the audience are assessed, and interpretive media are diversified and balanced so as to ensure a meaningful experience for all visitors. Messages will be presented with integrity, and conjectural information will be acknowledged.

The communication of these messages could be achieved through:

- enhancing the current programme of special events;
- establishing a low-key programme of personal services interpretation.
- continue to ensure that heritage protection or maintenance activities at Fort Mississauga National Historic Site of Canada do not diminish or impair the commemorative integrity of the Mississauga Point Lighthouse National Historic Site of Canada.

NAVY ISLAND

NATIONAL HISTORIC SITE OF CANADA



9.0 NAVY ISLAND NATIONAL HISTORIC SITE OF CANADA

Commemorative Intent: Navy Island National Historic Site of Canada is of national historic significance because of its role as the first British shipyard serving the upper Great Lakes, and for its role in the Mackenzie Rebellion. Navy Island was designated as a national historic site in 1921.

In 1761, the British established a dockyard at Navy Island to build the ships required to transport troops and supplies to the upper lakes. During Pontiac's uprising the three schooners and two sloops constructed here also aided in the relief of Detroit. The dockyard was transferred to Detroit in the mid-1760's, where the current was less swift than in the turbulent Niagara River just above the Falls.

Navy Island played a very significant role in the Rebellion of 1837-38 in Upper Canada. Following the collapse of his attempt to seize control of the government in December, William Lyon Mackenzie, the rebel leader, escaped to Buffalo. On Navy Island he established a "government in exile". Fellow rebels were joined by American sympathizers, and the island was soon ringed by crude fortifications against an expected invasion by British troops and loyal Canadian militia. The occupation of Navy Island lasted little more than a month, but the impact of Mackenzie's rebellion, and a similar patriot uprising in Lower Canada, reverberated through the colonies for years.

No systematic survey has been undertaken to determine the extent or association of the potential historic resources on the island. Archaeological investigations to date have been limited to survey and mitigation around the shoreline, in response to the serious erosion which is occurring due to the rapid currents in the Niagara River. It is believed that significant archaeological resources relating to both aboriginal and European history can be found in the

interior of the island. The interior also contains remnants of late 19th and early 20th century fruit orchards, of possible importance as an historic landscape and for the rare genetic material which the trees may contain. A natural resource inventory undertaken in 1976 found that much of the island was covered with a second-growth oak-hickory forest, with small, scattered clearings from the abandoned orchards and farms located primarily around the shore. More recently, examples of old growth forest have been found on the island which is considered to have a significant collection of old growth species. Currently there is an issue with a hyper-abundant population of White-tailed Deer and plans are underway to reduce that population. Deer exclosures have been constructed in partnership with the Ministry of Natural Resources to determine the potential impact of deer on native vegetation including possible Species at Risk.

There is no development, and public access to Navy Island is not encouraged. There is a problem of illegal artefact collecting (pothunting). Presentation of messages relating to the national significance of the island is limited to an Historic Sites and Monuments Board of Canada plaque on the mainland.

A commemorative integrity evaluation was carried out in 2006. Due to the limited information about the historic resources, pothunting, and insufficient presentation of the key messages, commemorative integrity is not being achieved at Navy Island.

Strategic Goals:

- carry out the research needed to identify and evaluate the cultural resources on Navy Island;
- ensure adequate monitoring of archaeological resources and the impacts of shoreline erosion;
- enhance the presentation of key messages;
- develop a natural resource management plan and identify the resources for implementation;

- address concerns associated with the White-tailed Deer population.

Key Actions:

- establish a systematic programme of archaeological survey and historic research to identify and evaluate the potential historic resources on Navy Island. This should include an assessment of the historic landscape elements, including the remaining specimens of early fruit varieties;
- Parks Canada will not attempt to reduce or prevent continued erosion of Navy Island by the Niagara River. According to a study commissioned by Parks Canada, there is no practical solution to the erosion problem;
- Parks Canada will initiate dialogue with First Nations to discuss cultural resource management issues and the presentation of their stories relating to Navy Island;
- develop a process for monitoring the island to enforce compliance to regulations regarding cultural and natural resources;
- improve the presentation of the key messages associated with Navy Island through the provision of an exhibit on the mainland, in the vicinity of the existing plaque. For Navy Island these key messages are:
 - The British built a shipyard on Navy Island, because there was no means of conveying goods or passengers around Niagara Falls, other than to build ships above them.
 - Navy Island was occupied by Mackenzie's "government in exile" and American sympathizers following the defeat of the Upper Canadian rebels during the 1837-38 uprising.

The context messages which support these Level 1 messages are:

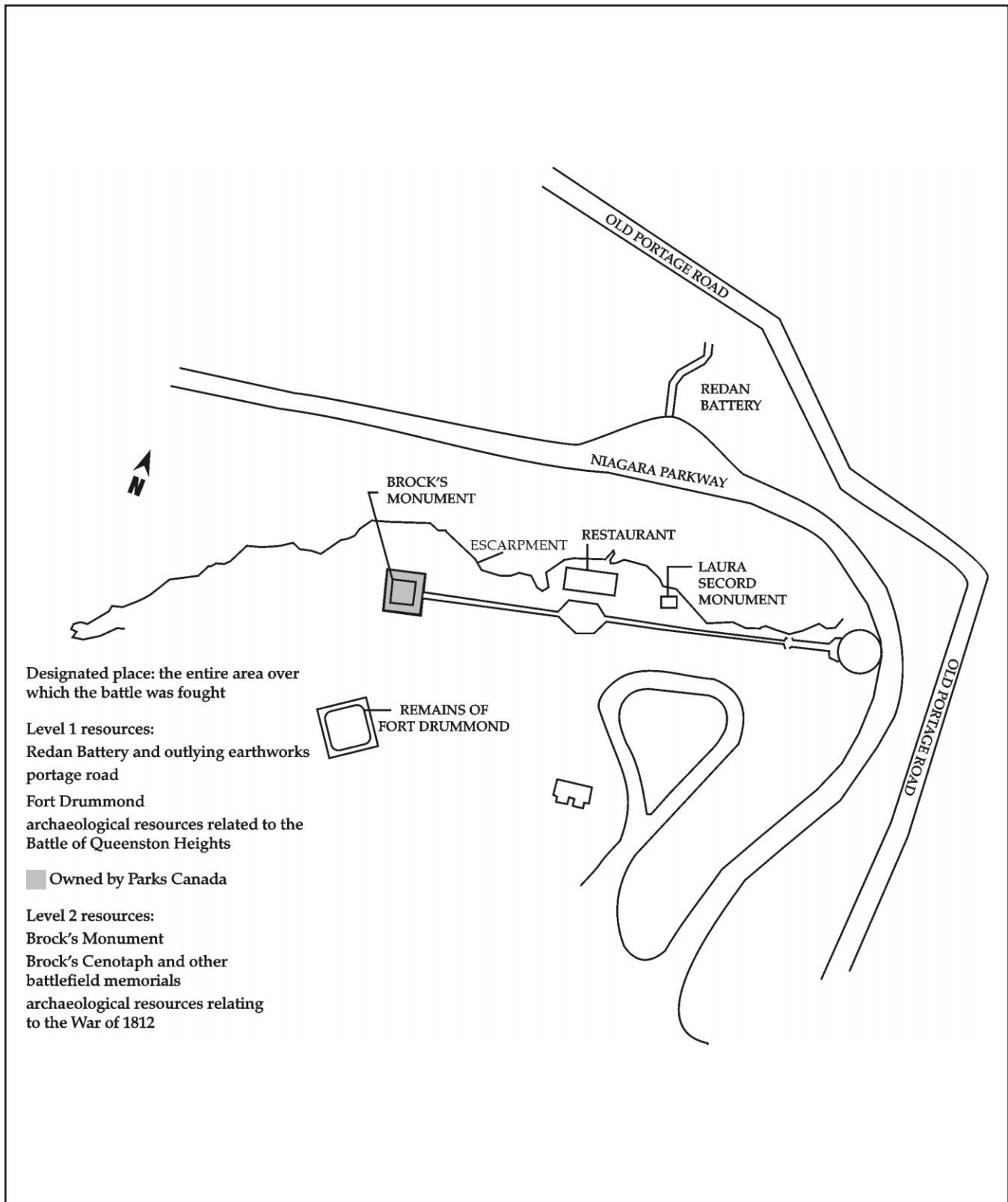
- The French built a shipyard on Navy Island before the British.
- Ships were needed to transport troops and supplies to Detroit and the other western posts.
- The British shipyard operated only for a brief period in the early 1760's when it was moved to Detroit because of the fierce currents in the Niagara River and the fear of American attack.
- The action of the colonial authorities in cutting out and burning the *Caroline*, an American ship used to supply Mackenzie's rebels on Navy Island, nearly provoked a confrontation with the U.S. government.
- The Rebellions of 1837 were key events in the escalation of political conflict in Upper Canada, and played a role in the reform of the political system in both Upper and Lower Canada.

These key messages of national importance will be effectively communicated when:

- the public is presented with opportunities to receive and understand the key messages outlined above;
- interpretive media are diversified and balanced. Given that it is neither practical nor safe for the public to visit Navy Island, presentation of the key messages must occur off-site;
- the 1976 natural resource inventory should be updated. Monitoring of the white-tailed deer population and its impact on vegetation should be continued.

QUEENSTON HEIGHTS

NATIONAL HISTORIC SITE OF CANADA



10.0 QUEENSTON HEIGHTS NATIONAL HISTORIC SITE OF CANADA

Commemorative Intent: Queenston Heights National Historic Site of Canada is of national historic significance because the Battle of Queenston Heights was fought here, when an attempted invasion by American troops was repulsed by British/Canadian forces early in the War of 1812. Queenston Heights was designated as a national historic site in 1968. In the opinion of the Historic Sites and Monuments Board of Canada, "because of the importance of Queenston Heights, and the difficulty of achieving a meaningful interpretation at Lundy's Lane, this should be the main battlefield to be interpreted in commemorating the War of 1812 in the Niagara Peninsula".

Brock's Monument was transferred to Parks Canada from the Niagara Parks Commission in 2003. A structural assessment of the monument has been undertaken and as a result the monument has been closed due to safety concerns. The monument was formerly operated with the assistance of the Friends of Fort George. Parks Canada has also undertaken archaeological investigation and restoration of the Redan Battery, which was the focal point of the battle.

A commemorative integrity evaluation was carried out in 2006. Due to the poor state of repair at Brock's Monument, commemorative integrity is not being achieved.

Strategic Goals:

- undertake repairs to Brock's Monument;
- work with partners to protect nationally significant historic resources;
- improve heritage presentation .

Key Actions:

- complete an assessment of the condition of Brock's Monument;
- continue to work with Niagara Parks Commission to protect nationally significant (Level 1) resources, including the Redan Battery and its earthworks; the portage road to Chippewa; the remains of Fort Drummond; and site of the Battle of Queenston Heights generally. Important elements of the battlefield to be maintained would include:
 - the view of the portage road from the Redan Battery;
 - the open grassy slope below the Redan Battery, where Sir Isaac Brock died. Encroaching vegetation which would damage cultural resources and obscure the historic open character of the site and the relation of the slope to the Redan Battery should be controlled;
 - significant historic sightlines, including those from Queenston Heights to Lewiston and Queenston; from the road to Niagara-on-the-Lake below the Heights to Brock's Monument; and from the Redan Battery to the Niagara River;
- ensure the effective communication of the key messages defined in the Commemorative Integrity Statement. Given the scale of the battlefield, and the fact that much of it is owned by the Niagara Parks Commission, the development of partnerships will be critical to the success of this action. The key messages are:
 - The Battle of Queenston Heights was fought here during the early months of the War of 1812.
 - The attack was launched by the Americans as part of an intended invasion and annexation of Canada.
 - British/Canadian forces were ultimately successful in the battle of Queenston Heights.

The context messages of national significance are:

- The Battle of Queenston Heights was one of the most important battles fought on Canadian soil.
- The attack was launched here because the successful capture of the portage road around Niagara Falls would sever communications and supply lines with the western British posts.
- The Americans were initially successful, achieving a landing at Queenston, capturing the Redan Battery and repelling two British counterattacks.
- Major General Sir Isaac Brock, military commander in Upper Canada, was killed leading one of the British counterattacks.
- General Sheaffe, leading a combined force of British regulars, Canadian militia (among which was Runchey's Corps of Coloured Volunteers, a black unit) and aboriginal warriors eventually won the battle.
- The battle is important because it influenced public opinion against the Americans during the critical early days of the war, when the loyalty of much of the population was in doubt.
- The battle demonstrated that American invasion was a real threat, but also illustrated the resolve of the British government and the Canadian loyalists to defend Upper Canada.

These key messages of national importance will be effectively communicated when:

- all visitors are presented with and understand the key messages noted above;

- the degree to which the topography and landscape contributed to the events and outcome of the battle is clearly evident;
- the contributions of British soldiers, Canadian militiamen (including a black corps) and First Nations warriors in defending Upper Canada at the Battle of Queenston Heights are recognized and explained;
- the role of Brock both prior to and during the battle are explained, as are his death and Macdonnell's;
- visitors are informed that Brock and Macdonnell are buried beneath Brock's Monument;
- the needs and interests of the audience are assessed, and interpretive media are diversified and balanced so that all visitors receive a meaningful experience. Information will be presented with integrity, and conjectural information will be acknowledged.



11.0 MISSISSAUGA POINT LIGHTHOUSE NATIONAL HISTORIC SITE OF CANADA

Mississauga Point Lighthouse National Historic Site of Canada, built in 1804, was commemorated by the Historic Sites and Monuments Board in 1937 as the first lighthouse on the Great Lakes. A hexagonal stone tower, it was built by the military masons of the 49th Regiment of Foot; a house for the light keeper was constructed adjacent to the lighthouse. The lighthouse was damaged during the Battle of Fort George in 1813, and demolished by the British a year later in order to construct Fort Mississauga on the same site. According to local legend, the remains of the lighthouse were incorporated into the tower of the fort.

The precise location of the lighthouse is unknown. A plan for the construction of Fort Mississauga drawn in 1814 shows the position of the lighthouse on the lake-ward side of the fort, near the exit of the sallyport, where the fort's privies were eventually located. Any surviving remains of the lighthouse are presumed to be either under the earthworks or, since the earthworks on this side of the fort have been considerably reduced due to erosion, they may have been eroded into Lake Ontario.

No archaeological evidence of the lighthouse has been recovered, so that the extent and location of any cultural resources associated with the Mississauga Point Lighthouse are unknown.

Because the site of the lighthouse is much smaller than Fort Mississauga, and is presumed to lie under the fort's earthworks, Parks Canada's actions to protect Fort Mississauga have also protected the Mississauga Point Lighthouse. Parks Canada will continue to manage the two as one site, with the objective of ensuring the commemorative integrity of both national historic sites. Since there is currently no

interpretation of the lighthouse, this aspect of commemorative integrity must be improved.

Strategic goals:

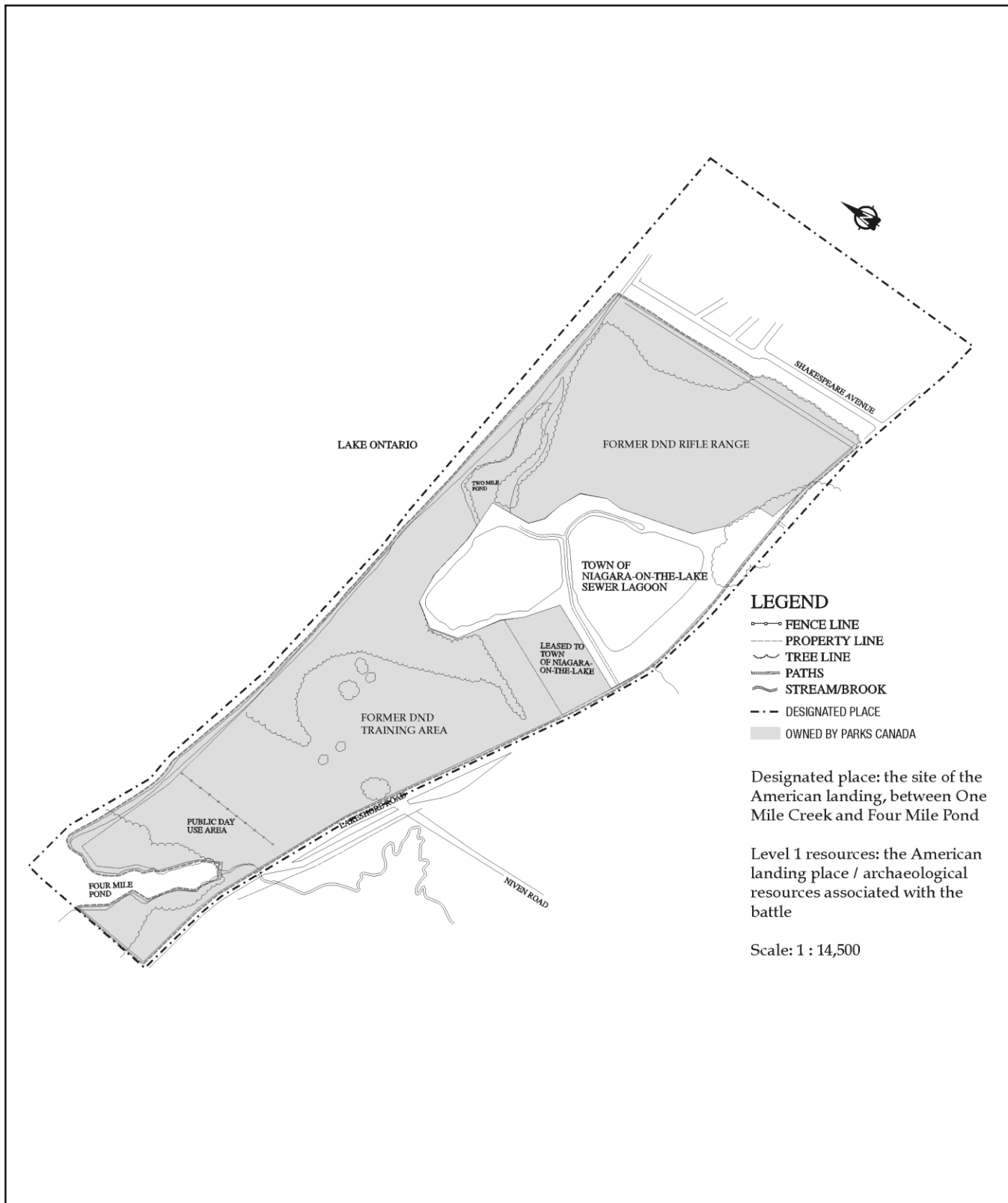
- ensure the commemorative integrity of the Mississauga Point Lighthouse.

Key actions:

- undertake archaeological investigations to determine the location of the lighthouse and the nature and extent of any remaining cultural resources.
- continue to ensure that heritage protection or maintenance activities at Fort Mississauga National Historic Site of Canada do not diminish or impair the commemorative integrity of the Mississauga Point Lighthouse National Historic Site of Canada.
- revise the commemorative integrity statement for Parks Canada's national historic sites in the Niagara area ("Niagara National Historic Sites Commemorative Integrity Statement", June 1998) to include the Mississauga Point Lighthouse National Historic Site of Canada.
- ensure the effective communication of the following key message:
 - Mississauga Point was the location of the first lighthouse on the Great Lakes, built in 1804. The lighthouse and lightkeeper's residence were dismantled during construction of the fort.

THE BATTLEFIELD OF FORT GEORGE

NATIONAL HISTORIC SITE OF CANADA



12.0 THE BATTLEFIELD OF FORT GEORGE NATIONAL HISTORIC SITE OF CANADA

The Battle of Fort George, fought in May 1813, is of national significance because it gave the American army temporary control over the entrance to the Niagara River and blocked vital British supply lines to the western posts. The battle also caused the destruction of Fort George, and the occupation of the Town of Niagara (Niagara-on-the-Lake) by American troops for seven months. When the Americans withdrew in December, they completely destroyed the town, causing great hardship to the civilian population and precipitating retaliatory attacks on American communities by the British forces. The Battlefield of Fort George was designated as a site of national significance in 1921.

Parks Canada owns a portion of the Battlefield of Fort George, specifically 84 ha of land locally known as the Lakeshore Road properties or the DND Lands, which was transferred to Parks Canada from the Department of National Defense (DND) in 1947 with certain restrictions. Specifically, the property:

- cannot be disposed of without DND approval;
- reverts to DND in the event of a national emergency; and
- is subject, in part, to a joint use agreement.

It was on these lands, particularly the eastern portion, that the initial stages of the Battle of Fort George were fought in May, 1813.

A portion of the property (23 hectares) has been transferred to the Regional Municipality of Niagara for sewage lagoons; the Region leases an additional 3.6 hectares for an addition to the sewage treatment facilities and 16.4 hectares for a day use park. The balance was used by DND for summer militia training, under the terms of a joint use agreement

with Parks Canada. Although no longer required for training, Parks Canada cannot assume sole management of the property until DND renders it safe from potential unexploded ordnance (UXO). Until they do so, an extremely expensive proposition, the land remains closed to the public.

The American landing place, where the fighting was most fierce, and where to a considerable degree the eventual outcome of the battle was determined, is considered to be the most important part of the battlefield. This was located between One Mile Creek and Four Mile Pond, with particularly intense fighting in the vicinity of the former rifle range.

Despite the long period of military use, much of the property remains in a natural state. The treed areas are an excellent example of a Carolinian hardwood forest; a 1976 natural resource inventory found such species as shagbark hickory, black walnut, beech and red oak, with the trees averaging 90 to 120 years old. Such an extensive area of Carolinian forest is not common in the intensely farmed Niagara Peninsula, and the natural qualities of the property are valued both provincially and locally. Part of the site, in the vicinity of Four Mile Pond, has been designated as a Provincial Area of Scientific and Natural Interest, primarily in recognition of the rare plant species found there.

There are no historic buildings or structures on the portion of the Battlefield owned by parks Canada. The nature and extent of archaeological resources is unknown. The remains of soldiers have been recovered during past construction work, and it is possible that others were buried on the battlefield where they fell. Portions of the site have been used extensively by DND as a mortar and tank range; the inadvertent discovery of buried live ammunition during archaeological investigations is a distinct possibility. (Live ammunition was discovered during the expansion of the municipal sewage lagoons in 1993.) Given both the limited knowledge of the site's

potential historic resources, and the limited presentation of the messages associated with the site's role in the Battle of Fort George, commemorative integrity is not being achieved. However, there does not appear to be any immediately practical solution to the lack of knowledge regarding archaeological resources, given the potential for old, unexploded ordnance. Similarly, public access to the site for heritage presentation and other activities would not be practical unless the area is swept for unexploded ordnance. Safety and liability remain concerns.

Strategic Goals:

- protect the key portions of the Battlefield of Fort George which are owned by Parks Canada;
- improve presentation of the key messages.

Key Actions:

- review the Commemorative Integrity Statement to ensure that the designated place for the Battlefield of Fort George is defined adequately, and the state of commemorative integrity better understood.
- protect that portion of the Battlefield of Fort George owned by Parks Canada in its existing state, with natural regeneration of the Carolinian ecosystem and no further alteration of the topography. Important landscape elements which contribute to the heritage character of the site and which should be retained include:
 - the natural ravines of One Mile and Two Mile Creeks;
 - Four Mile Pond;
 - the beach with its steep, crumbling bank;
 - the flat plateau above the beach with its mixture of Carolinian forest and clearings.
- ensure the effective communication of the key messages defined in the Commemorative Intent Statement. This could be done through enhanced presentation of the story of the Battle of Fort

George at Fort George itself, or the development of an on-site display. These messages are:

- The Battle of Fort George was a significant battle in the War of 1812.

The context messages which support the message of national significance are:

- Some of the fiercest fighting of the entire War occurred during the Battle of Fort George in May 1813, as the British and Canadians attempted to prevent the American landing at Two Mile Creek.
- Victory in the Battle of Fort George permitted the Americans to gain a toehold on the Niagara Peninsula, forcing the British and Canadian forces to abandon the Peninsula temporarily.
- The Americans were unable to take advantage of their victory, were checked at the Battle of Stoney Creek, and were ultimately pinned down in Newark (Niagara-on-the-Lake), which they abandoned and burned in December 1813.

The 1976 natural resource inventory should be updated.

13.0 THE COMMONS

The Commons consists of approximately 80 hectares of open space between Fort George and Butler's Barracks. Part of the original 1784 military reserve, the Commons was used for military training, horse racing and other pastimes, and, unofficially, by the townsfolk for grazing cattle. A number of buildings were constructed on the Commons during the 1940's and 1950's, when Camp Niagara reached its greatest development. Currently the Commons is used extensively by residents of Niagara-on-the-Lake for passive recreation, such as walking, bicycling, flying kites, walking dogs, etc., and is the site of an annual charity polo match.

Due to a number of transfers of land to other levels of government for public purposes over the years, the original extent of the Commons has been considerably reduced. Although it has not been designated as being of national historic significance in its own right, as a Level 1 cultural resource the Commons is a vital element contributing to the commemorative integrity of both Fort George and Butler's Barracks, and is part of the designated place of both of these national historic sites. As such, its protection as open space is an important objective for Parks Canada.

Strategic Goals:

- to protect the Commons as open space, for its contribution to the achievement of commemorative integrity of Fort George and Butler's Barracks;
- to protect the nationally significant archaeological resources of the Commons;
- to enhance the presentation of key messages associated with the Commons.

Key Actions:

- Parks Canada will not consider additional encroachments on the Commons;

- manage significant archaeological resources according to appropriate cultural resource management principles. These resources include the site of the Indian Council House, later used as the Hospital for Butler's Barracks; the Commandant's House; and artifacts associated with Camp Niagara;
- maintain the visual linkage across the Commons between Fort George and Butler's Barracks;
- ensure effective presentation of the stories associated with the Commons, particularly the story of the British Indian Department at the site of the Indian Council House, and of Camp Niagara;
- Parks Canada will initiate dialogue with First Nations to discuss the communication and presentation of these stories;
- continue to permit the existing low-key recreational use of the Commons by the public.

14.0 OTHER ISSUES

14.1 Parks Canada's Administration Offices

Parks Canada's administrative offices for its National Historic Sites in the Niagara area are presently housed in five separate locations: the main office in the Courthouse; the Stone Cottage on Ricardo Street; Blockhouse III inside Fort George; a maintenance compound located in leased facilities on Victoria Street; and the basement of Navy Hall. This situation creates inefficiencies in operation. The Courthouse location, which is shared with the Chamber of Commerce and the Shaw Festival, is a particular problem due to limited space and lack of parking.

It is expected that Parks Canada will be approached in the next few years to enter a partnership with the Town of Niagara-on-the-Lake and the Niagara Parks Commission to locate a "gateway" visitor centre here, meeting one of the stated goals of the NPC Master Plan, and the Niagara tourism information/orientation centre. The intent of the partners would be to have the centre officially opened in 2012, as part of the commemoration of the Bicentennial of the War of 1812. If and when such a proposal is brought forward, Parks Canada will consider its participation in light of our financial situation at the time.

14.2 Relationship with Other War of 1812 Battlefields

The Niagara Peninsula was one of the main theatres of the War of 1812. As a result there are a number of battlefields in the area which have been declared to be national historic sites, including those of Stoney Creek, Lundy's Lane and Chippewa. Owned by a variety of public and private agencies, the Niagara battlefields are generally not well known, nor are the important stories associated with them widely told. Parks Canada would like to see increased co-operation with the other agencies that own and manage War of 1812 battlefields on the Niagara

Peninsula, for cross-promotion and sharing of information and technical expertise. In particular, Parks Canada recognizes the importance of working with the Niagara Parks Commission, which owns the battlefields of Queenston Heights and Chippewa.

14.3 Sustainable Operations

In common with other Federal properties, the National Historic Sites of Canada administered by Parks Canada in the Niagara area must be operated in a sustainable manner. This is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Historic sites are recognized as examples of conserving and sustaining our built environment. As part of the Federal government's comprehensive Sustainable Development Strategy, Parks Canada will adopt a plan for "greening" the operations at these sites.

15.0 PUBLIC CONSULTATION

Public consultation for this plan was carried out through the vehicles of newsletter and public open houses; in addition, the Superintendent met frequently with municipal officials, stakeholders and potential partners throughout the planning programme. An initial newsletter announced the planning programme and asked for input in establishing a long range vision for the Niagara sites. Over forty responses were received.

A second newsletter, outlined Parks Canada's proposals. Immediately following the release of the newsletter, two public open houses were held to discuss the proposals. Fifty-seven people attended the two sessions, including representatives of the municipality of Niagara-on-the-Lake, the Niagara Parks Commission, the Niagara Conservancy, the Niagara Historical Society, and the local Chamber of Commerce.

On the whole, the proposals were well received. There was some concern that Parks Canada may not have the ability or the will to protect either the Commons or the DND lands from further encroachment; this was undoubtedly the issue of greatest concern at the meetings. The proposal to open Butler's Barracks to the public was applauded. There was little discussion on the proposals relating to the other specific sites.

The Superintendent held one additional meeting later in the year, on the specific issue of the use of the wharf at Navy Hall for tour boats. It was agreed, through public consultation, to permit this use on a trial basis.

Public consultation is an ongoing feature of management at Niagara.

16.0 ENVIRONMENTAL ASSESSMENT

As part of the management planning exercise, environmental assessments were undertaken of both existing park operations and land uses, as well as of the initiatives proposed through management planning. The assessment concluded that most of the proposed initiatives will have either a beneficial or neutral impact on cultural and natural resources.

To quote from the assessment report:

“The management plan for these National Historic Sites provides a number of key actions which will further protect the cultural integrity of the Site. The commitment to provide for greater protection of Level 1 and Level 2 resources will ensure the sites meet the requirements to ensure commemorative integrity” as described in the Parks Canada Guiding Principles document. Public experiences will be enhanced through effectively communicating key messages defined in the Commemorative Integrity statements, providing services and encouraging greater use during the shoulder seasons.

“A number of the key actions are also intended to provide a better ‘product’ and thereby increase visitation with the intention of increasing revenues in the face of diminishing appropriations. The need for revenue is not intended to lead to the over-commercialization of these sites or take on a ‘theme park’ approach to history. Parks Canada believes that the Sites represent an opportunity to generate significant revenues while remaining true to the cultural resource protection mandate.”

Like the management plan itself, the environmental assessment recognizes that there is no practical way to prevent shoreline erosion, and the potential loss of cultural resources, on Navy Island. Ongoing monitoring and salvage archaeology are the only

possible means of mitigation to ensure that these resources, and the potential knowledge they represent, are not lost. Similarly, vandalism of cultural resources on Navy Island will be a continuing problem despite ongoing surveillance and improved signs.

The assessment also recognizes that the agreement with the Department of National Defense for use of the Lakeshore Road properties, and the possibility of unexploded ordnance on the site, limits both archaeological investigation and the possibility of development in the foreseeable future. Discussions with National Defense will continue.

A copy of the complete report, “Environmental Assessment of the Niagara National Historic Sites Management Plan”, February 1998, is available from Parks Canada.

17.0 IMPLEMENTATION

Implementation of this management plan is the responsibility of the Superintendent of the National Historic Sites of Canada. The implementation of the prescribed actions is dependent on the availability of financial resources and an adequate base of research. Parks Canada uses its annual business planning process to identify the funding and timing of actions called for in management plans. The business plan will ensure that priorities are implemented with a view toward client service and the wise and efficient use of resources.

The following table summarizes the various actions contained throughout this management plan. It also considers whether funding has currently been identified for each individual action or whether the action will be on hold until a source of funds is identified, through reallocation or through revenue generation or partnering. Implementation priority categories are:

1. The project or activity must proceed as a high priority action and funding is in place or earmarked in future years. The project or activity is necessary to achieve commemorative integrity or quality service to clients, or has a significant bearing on future projects aimed at ensuring commemorative integrity.
2. The project has an impact on commemorative integrity or on quality service to clients, and should proceed subject to results of the above, should funding become available due to savings extracted from priority 1 items.
3. Implementation is preferable, but not essential to ensuring commemorative integrity or quality service to clients. Projects should be considered as opportunities and funding availability permit.

The Superintendent will report on the implementation of the management plan through, the

biannual State of the Protected Heritage Areas Report and through the annual business planning implementation review.

FORT GEORGE: *Protecting Heritage Resources*

Action	Priority	Comments
protect Powder Magazine	1	on-going
protect character-defining landscape elements	1	on-going
protect Level 1 archaeological resources, especially American trenches	1	on-going
conserve/maintain Level 1 historic objects	1	on-going
maintain reconstructed earthworks, palisades, and buildings	1	five year project started in 2002/03 to recap palisade and bastion revetment
maintain Navy Hall as Level 2 resource	1	on-going

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of site's messages	1	refer to Heritage Presentation Renewal Concept, August 13, 2001
continue presentation of John Graves Simcoe at Navy Hall	1	on-going
implement overnight programme in Blockhouse II	1	on-going

Improving Administration and Operations

Action	Priority	Comments
develop and implement marketing information system	3	no funds identified
maintain extended operating season	1	dependent on revenue generated by extended operation being applied to the costs of that operation
work with partners to develop and promote product packages	1	on-going
expand special events programme	2	dependent on reinvesting revenue generated by events on the cost of the events
expand public access to Navy Hall	1	public access expanded

BUTLER'S BARRACKS:

Protecting Heritage Resources

Action	Priority	Comments
protect historic buildings, maintain architectural character	1	on-going
stabilize interior, Commissariat Officer's Quarters	1	no funds identified
protect Level 1 archaeological resources	1	on-going
protect character-defining landscape elements	1	on-going

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of key messages	1	refer to Heritage Presentation Renewal Concept, August 13, 2001
partner with Lincoln and Welland Reg't. to enhance interpretation	1	on-going

FORT MISSISSAUGA:

Protecting Heritage Resources

Action	Priority	Comments
protect Level 1 resources, maintain architectural character	1	on-going
examine feasibility of lakeshore erosion control	2	no funds identified
protect Level 1 archaeological resources	1	on-going
protect character-defining landscape elements	1	on-going
ensure activities do not impair integrity of Mississauga Point Lighthouse	1	the exact location of the Lighthouse is unknown

FORT MISSISSAUGA:

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of key messages	1	refer to Heritage Presentation Renewal Concept, August 13, 2001

NAVY ISLAND:

Protecting Heritage Resources

Action	Priority	Comments
identify and evaluate potential historic resources	1	no funds identified
monitor impacts of erosion	1	no funds identified
discourage collection of artefacts	1	on-going; partnership with Niagara Parks Commission

Presenting the Site's Messages

Action	Priority	Comments
improve communication of messages with mainland exhibit	1	refer to Heritage Presentation Renewal Concept, August 13, 2001

Improving Administration and Operations

Action	Priority	Comments
update 1976 natural resource inventory	2	will be completed under Species at Risk funding in 2002
continue to monitor deer population	1	management of white-tailed deer through Ontario Ministry of Natural Resources

QUEENSTON HEIGHTS:

Protecting Heritage Resources

Action	Priority	Comments
undertake repairs to Brock's Monument	1	funding identified
work with partners to protect Level 1 resources	1	key partner is Niagara Parks Commission
control encroaching vegetation at Redan Battery	1	partner with Niagara Parks Commission

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of site's messages	1	refer to Heritage Presentation Renewal Concept, August 13, 2001

POINT MISSISSAUGA LIGHTHOUSE:

Protecting Heritage Resources

Action	Priority	Comments
carry out archaeological investigations to determine if any resources remain	3	
revise Commemorative Integrity Statement to include Lighthouse	3	dependent on results of archaeological work to determine if resources exist
ensure activities at Fort Mississauga do not impair integrity of Lighthouse	1	on-going

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of key message	1	on-going

BATTLEFIELD OF FORT GEORGE:

Protecting Heritage Resources

Action	Priority	Comments
protect Parks Canada-owned property in existing state	1	partnerships with local nature groups to monitor the ecosystem
revise Commemorative Integrity Statement to define designated place	1	timing to be determined

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of key messages	1	part of Heritage Presentation renewal

Improving Administration and Operations

Action	Priority	Comments
encourage natural regeneration of Carolinian ecosystem	3	on-going
update 1976 natural resource inventory	3	initiated 2003; on-going

THE COMMONS:

Action	Priority	Comments
permit no further encroachments	1	on-going
maintain significant visual linkages	1	on-going
continue low-key public recreational use	1	on-going

THE COMMONS:

Presenting the Site's Messages

Action	Priority	Comments
ensure effective communication of key messages	1	part of Heritage Presentation renewal plan

ALL SITES:

Action	Priority	Comments
establish single administration building	3	to be carried out with partners
develop closer working relationship with owners/administrators of other War of 1812 battlefields	2	on-going
develop and implement "green operations" plan	3	action being taken without a formal plan