



ST. PETERS CANAL AND ST. PETERS

NATIONAL HISTORIC SITES
OF CANADA

Management Plan



FEBRUARY 2009

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OF CANADA

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Cette publication est aussi disponible en français.

Superintendent
Cape Breton Field Unit
Parks Canada Agency
c/o Fortress of Louisbourg NHSC
259 Park Service Road
Louisbourg, Nova Scotia B1C 2L2
Canada

Tel: 902-733-2280
Fax: 902-733-2362
www.pc.gc.ca

Library and Archives Canada
Cataloguing in Publication

Parks Canada
St. Peters Canal and St. Peters National
Historic Sites of Canada
Management Plan / Parks Canada.

Issued also in French under title:
Lieux historiques nationaux du Canada
du Canal-de-St. Peters et de St. Peters,
plan directeur.

Includes bibliographical references.

ISBN 0-662-43988-0
CAT. NO.: R64-105/37-2006E

1. Saint Peters Canal National Historic Site (St. Peter's, N.S.)—Management.
2. Saint Peters National Historic Site (St. Peter's, N.S.)—Management.
3. Canals--Nova Scotia—Management.
4. Historic sites—Canada—Management.
5. Historic sites—Nova Scotia—Management.
6. National parks and reserves—Canada—Management.
7. National parks and reserves—Nova Scotia—Management.
- I. Title.

FC2314.S34P37 2006
971.6'98
C2006-980202-5

Front Cover Image Credits

LEFT: Parks Canada; RIGHT: Dale Wilson, 2003; BACKGROUND: Parks Canada

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 continue to contribute in meaningful ways to Canadians' appreciation, understanding and enjoyment of Canada, to the economic well-being of communities, and to the vitality of our society.

Our 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, opportunities that celebrate our protected heritage.

These values form the foundation of the new management plan for St. Peters Canal and St. Peters 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 St. Peters Canal and St. Peters National Historic Sites of Canada Management Plan.

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke extending to the right.

Jim Prentice
Minister of the Environment

Recommendations

Recommended by:



Alan Latourelle
Chief Executive Officer
Parks Canada



Carol Whitfield
Field Unit Superintendent
Cape Breton Island Field Unit

Executive Summary

St. Peters Canal National Historic Site of Canada (NHSC) is commemorated as part of Canada's national system of canals and illustrates the role of canals as part of commercial transportation in Canada. St. Peters National Historic Site of Canada is commemorated for its role as the site of Fort Saint-Pierre, a 17th-century fortified trading post acquired by Nicolas Denys to trade with the Mi'kmaq, and as the site of Port Toulouse, a French community with a military presence that was witness to Anglo-French rivalry during the period 1713-1758. The Historic Sites and Monuments Board of Canada (HSMBC) recommended both St. Peters Canal and St. Peters for commemoration in 1929.

St. Peters Canal and St. Peters NHSC are linked by historical and geographical inter-relationships and the historical evolution of the place. These two national historic sites are located in the Village of St. Peter's, Richmond County, on the southeastern shore of Cape Breton Island, located 86 km south of Sydney and 120 km southwest of the Fortress of Louisbourg NHSC. St. Peters Canal NHSC lies within the administered property of the larger national historic site, St. Peters NHSC. The canal serves both pleasure craft and commercial vessels travelling to and from the Bras d'Or Lakes, with about 1000 lockages recorded for the years 2003 and 2004. The site serves as a day-use area for land-based visitors, providing access to Battery Provincial Park on the eastern side of the canal.

This is the first management plan for St. Peters Canal and St. Peters NHSC; due to the close links between the national historic sites, a single management plan has been prepared for both sites. This management plan aims to ensure the commemorative integrity of these two national

historic sites, including the application of cultural resource management principles and practice. For each national historic site, a commemorative integrity statement has been prepared. While respecting this primary goal, the management plan also guides provision of appropriate opportunities for memorable visitor experiences and for public education and support of these national historic sites.

The key management actions identified as priorities in this management plan are listed below.

Protecting Cultural Resources

- Prepare a cultural resource plan detailing how the cultural resources associated with St. Peters Canal NHSC and those on Parks Canada's lands within St. Peters NHSC will be safeguarded and cared for to ensure their heritage values.
- Work with the Province of Nova Scotia in their efforts to monitor coastal erosion at Fort Toulouse.

Public Education and Support

- Prepare a heritage presentation plan and ensure messages of national historic significance are communicated and understood.
- Develop an outreach strategy for the site as part of an overall plan for national historic sites on Cape Breton.
- Measure the effectiveness of the heritage presentation program at the site, primarily through the visitor satisfaction survey and other evaluation tools.
- Train canal staff in basic presentation skills so they are comfortable and able to communicate key messages when opportunities arise.

Memorable Visitor Experiences

- Collaborate with the Province of Nova Scotia to develop a landscape plan that links the national historic sites with Battery Provincial Park.

External Relations and Partnerships

- Parks Canada will work to strengthen existing collaborative relationships with the Mi'kmaq of Nova Scotia, and undertake projects of mutual interest with the Unama'ki committee, Chapel Island First Nation, and others.
- Strengthen relationships with the community of St. Peter's.

- Develop a marketing strategy for the two national historic sites as an element of Parks Canada's Cape Breton marketing plan.
- Improve the visibility of St. Peter's Canal by improving directional signage and working with partners to increase its visibility in key regional and provincial tourism materials.

Operations and Administration

- Develop a public safety plan, and update safety practices for boaters.
- Increase awareness of safety regulations and practices for visitors and the local population.

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1.0 Introduction

In 1929, the Historic Sites and Monuments Board of Canada (HSMBC) recommended that both St. Peters Canal and St. Peters be recognized as being of national historic significance. St. Peters was recognized for its role as the site of Fort Saint-Pierre, a 17th-century fortified trading post acquired by Nicolas Denys to trade with the Mi'kmaq and as the site of Port Toulouse, a French community with a military presence that played a role in the Anglo-French rivalry during the period 1713-1758. St. Peters Canal was recognized as being part of Canada's national system of canals.

This first management plan for St. Peters Canal and St. Peters National Historic Sites of Canada (NHSC) provides strategic direction to Parks Canada Agency for the heritage protection, heritage presentation and management of the cultural resources for which the Agency is responsible. The management plan is consistent with the Commemorative Integrity Statement for each national historic site. The management plan also guides Parks Canada's collaboration with the Province of Nova Scotia to protect and present the nationally significant cultural resources associated with St. Peters NHSC within Battery Provincial Park. Due to the historical and geographical interrelationships between St. Peters Canal NHSC and St. Peters NHSC and the historical evolution of the place, a single management plan has been prepared to provide direction for both these national historic sites together. This management plan is the result of a planning process begun in 1999, which has included public input to shape the future direction for these two national historic sites. The management plan provides the framework for subsequent detailed planning for these historic places.

1.1 SETTING AND CONTEXT

St. Peters Canal and St. Peters NHSC are located in the Village of St. Peter's in the southwest of Cape Breton Island, Nova Scotia (see MAP 1: Regional Setting). The Village is approximately 56 kilometres east of Port Hawkesbury on Highway 4, 86 km south of Sydney and 120 km southwest of the Fortress of Louisbourg NHSC. St. Peter's (population approx. 1720, 2001 census) serves as the local service centre for the area, with amenities such as grocery, hardware, pharmacy, retirement homes and a marina. Identification with the historical roots of the Village are reflected in names of local attractions (e.g., Nicolas Denys Museum) and groups (e.g., Village on the Canal).

A. OVERVIEW OF ST. PETERS CANAL NHSC

St. Peters Canal NHSC is wholly administered by Parks Canada, and lies within the boundaries of the larger St. Peters NHSC. The canal was under the jurisdiction of Transport Canada until 1972, when administration of the canal and associated property was transferred to Parks Canada.

The canal provides access to Bras d'Or Lake from the Atlantic Ocean. Located on a narrow isthmus, the canal has steep slopes on each side and shares a boundary with Battery Provincial Park. The canal is 800 m long and about 8 m wide, with a single lock 91.4 m in length and 14.5 m in width that can permit vessels with a 4.9 m draught. A swing bridge over the canal has 6 m of clearance and is operated from the bridge house on Denys Street.

At both entrances of the lock, double lock gates compensate for changes in water levels due to tides. Aside from the lock and swing bridge, other infrastructure at the site includes the 19th-century Lockmaster's house, the administration building and various storage houses.

St. Peters Canal is the only working canal of national historic significance in Atlantic Canada and an important historic landmark for the Village of St. Peter's and for Cape Breton Island.

B. OVERVIEW OF ST. PETERS NHSC

St. Peters NHSC contains the remains of Nicolas Denys' Fort, a 17th-century fortified trading post that lies buried in the garden of the Lockmaster's house with the vestiges of some of the earthworks still visible. The remains of the 18th-century French settlement of Port Toulouse are located within the boundaries of Battery Provincial Park. Together, the fort and the settlement constitute St. Peters NHSC.

St. Peters NHSC has an administered property of 14 ha, within which lies the designated place of the Canal. The designated place of St. Peters NHSC is jointly administered by Parks Canada (responsible for Fort Saint-Pierre) and the Province of Nova Scotia's Department of Natural Resources (responsible for Battery Provincial Park, adjacent to the canal and within which lie the remains of Port Toulouse).

1.2 HISTORICAL BACKGROUND

Historically, Mi'kmaq used the St. Peter's area, establishing seasonal camps from which they had easy access to the Atlantic Ocean via a portage from Bras d'Or Lake, and access to all parts of their dispersed territory. Although no direct documentary evidence has yet been found, likely the presence of Mi'kmaq brought Portuguese, Basque and French fishermen to the area as early as the 1500s. Sixteenth-century maps indicate the presence of a Portuguese fishing station, San Pedro, somewhere on Cape Breton.

In the 1630s, enterprising merchants from La Rochelle, France built a small, fortified settlement on the shore of St. Peter's Bay and named it Saint-Pierre. They were granted the rights to the fur trade and fishery in the region by the New France Company.

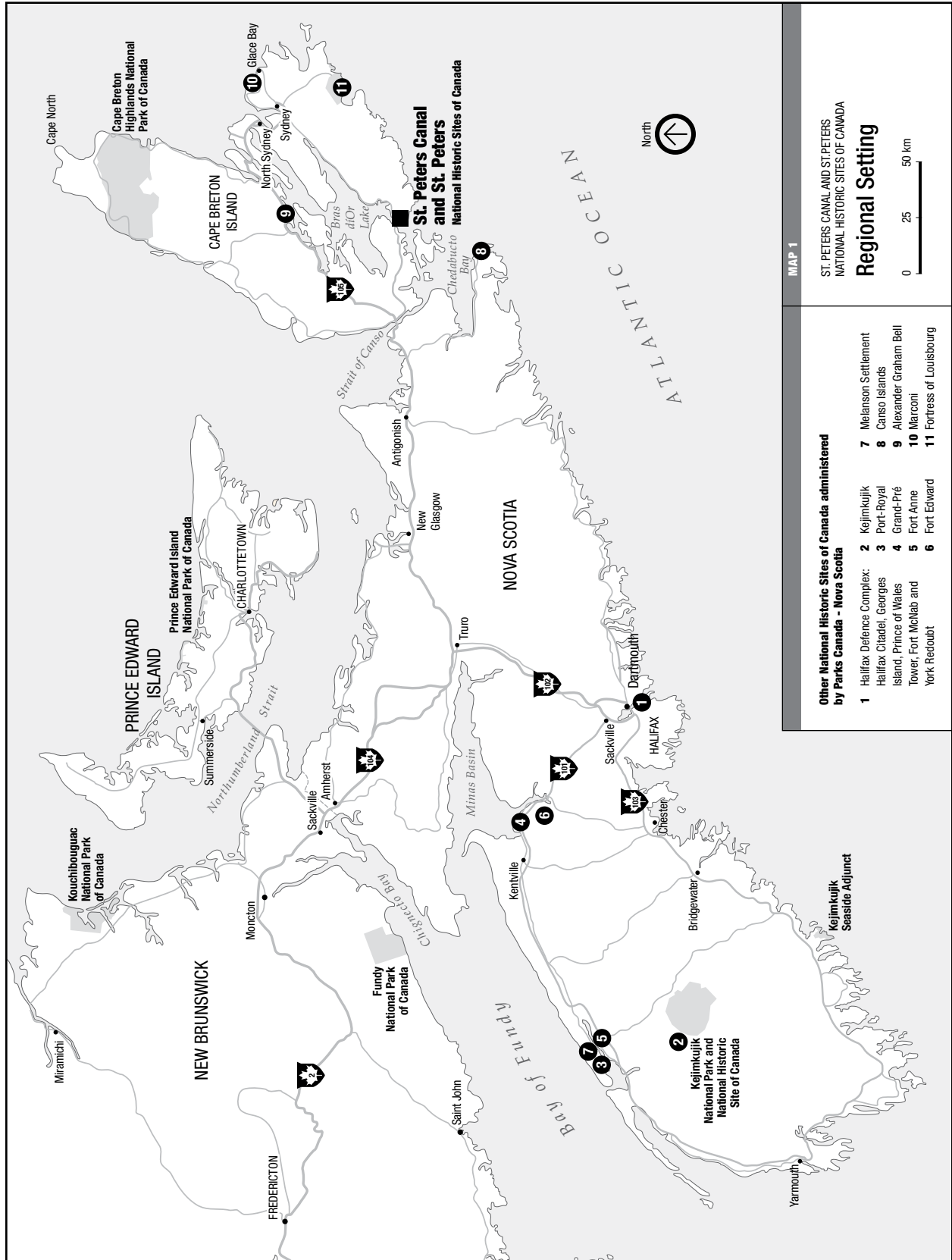
In 1650, Nicolas Denys, another entrepreneur and merchant from La Rochelle, took possession of this settlement. During his

stay, Denys encouraged Mi'kmaq to bring their furs in exchange for European goods. To facilitate shipping and transportation across the isthmus, the traditional portage trail became a "haulover" road where oxen or people could pull Denys' ships from one shore to the other. During the winter of 1668-69 a disastrous fire destroyed all of Denys' buildings at Saint-Pierre. The post was abandoned and Denys moved to New Brunswick. In 1924, Nicolas Denys was declared to be a person of national historic significance because of his pioneering role in the fur trade and fishing industries in the Gulf Region, his early book on Acadia (1672) and his appointment as Governor and Lieutenant General of the Coasts and Islands of the Gulf of St. Lawrence from Canso to Gaspé in 1654. A plaque commemorating Nicolas Denys as a person of national historic significance is located in Bathurst, New Brunswick.

The next chapter in the Saint-Pierre story began in 1713 when the French established themselves on Cape Breton Island following the loss of mainland Nova Scotia and Newfoundland to the British. Saint-Pierre was renamed Port Toulouse. The centre of the settlement was located about 1 km east of the old 17th-century trading post, within the current boundaries of Battery Provincial Park. The area of the trading post was renamed Petit Saint-Pierre.

Port Toulouse became one of the three principal ports established by the French on Isle Royale, an important supply centre for Louisbourg. To protect the settlement and transportation across the isthmus, the French built a small earthworks fort protected by palisades on the shore, Fort Toulouse. Inside the defences were the commandant's quarters, soldier barracks, a chapel and other structures.

The French maintained close contact with the Mi'kmaq, meeting with them regularly. In 1745 and 1758, the British destroyed both the fort and the settlement during the wars for control of North America. British immigrants moved into the area soon after, and a prominent Irish merchant, Lawrence Kavanagh Jr., whose family contributed significantly to the growth of St. Peter's, established himself close to the ruins of Port Toulouse. In 1793,



with the outbreak of war between revolutionary France and Great Britain, the British built Fort Dorchester on the summit of Mount Grenville, the highest point in the region.

When the present Village of St. Peter's was founded early in the 19th century, the new residents used Denys' old haulover road. Skids were placed to allow boats to be hauled across the isthmus to the inland waterway, a shorter and more protected route than the ocean route to the growing settlements around Sydney.

With a steadily increasing volume of shipping, plans were soon made to replace the old portage road with a navigation channel. The first feasibility study was commissioned in 1825 but work on the canal did not begin until 1854. A passage about 800 m long was cut through the narrowest point of land. After fifteen years of digging, blasting, and drilling, an opening averaging 30m wide had been cut through a solid granite hill 20 m high. This passage was shored up with timbers and planking. A lock was then constructed, and in 1869 the canal finally became a reality.

Problems with the original design and construction, along with pressure from Cape Breton politicians and entrepreneurs, resulted in a major rebuilding program that began in 1876. The waterway was deepened and enlarged and a new larger lock was constructed just west of the original lock. The canal reopened in October 1880.

By the early years of the 20th century, the canal was again in need of repair. Indeed, in 1910 the lock was described as "fast approaching a condition when it will be impossible to operate." Reconstruction work began in May 1912 and continued until January 1918. The Atlantic end of the canal was re-aligned with construction of a new waterway and lock just west of the original canal. The east wall of the second lock remained in place as an approach wall for the new enlarged lock. As part of the work, a steel swing bridge replaced the old wooden swing bridge at the lake end of the canal. The new bridge was ready for operation in April 1919. In 1985, Parks Canada completed a major restoration of the infrastructure; the canal is fully operational.

1.3 IMPORTANCE TO THE SYSTEM OF NATIONAL HISTORIC SITES

St. Peters Canal and St. Peters NHSC are part of a nation-wide family of over 900 national historic sites, including 9 operating canals. Each national historic site illustrates a nationally significant aspect of the history of Canada. These sites commemorate thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life. National historic sites are a significant, irreplaceable legacy. By protecting them, we ensure that these special places endure for the benefit and enjoyment of future generations. These national historic sites belong to all Canadians, and contribute to our sense of time, place and understanding of Canada as a whole.

1.4 LEGISLATIVE AND POLICY CONTEXT FOR MANAGEMENT PLANNING

All national historic sites owned and/or administered by Parks Canada are managed within a common legislative and policy context; management plans for national historic sites must be prepared in accordance with this context.

- The *Parks Canada Agency Act* (1998) confers on Parks Canada the responsibility to ensure the commemorative integrity of national historic sites. In accordance with this Act, a management plan is prepared for national historic sites owned and/or administered by Parks Canada, and is reviewed every five years.
- *Parks Canada's Guiding Principles and Operational Policies* (1994) includes the National Historic Sites Policy, the Historic Canals Policy and Cultural Resource Management Policy which apply to St. Peters Canal and St. Peters NHSC. Where the management plan is silent on an issue, these policies provide direction.
- The Cultural Resource Management Policy outlines the elements of cultural resource management practice, including inventory, evaluation, reflection of historic values in actions, and monitoring and review. This policy sets the requirement for the

- evaluation of historic value and the development of a statement of commemorative integrity.
- The National Historic Sites Policy identifies the objectives of the national historic sites program, roles and responsibilities for administering the program, describes the forms of commemorations and directs the protection and presentation of these special places.
 - The Historic Canals Policy provides policy direction on both navigation and heritage resource management, directing resource protection, heritage presentation, appropriate use and working with others.

2.0 Commemorative Integrity

Parks Canada's primary responsibility at St. Peters Canal and St. Peters NHSC is to ensure their commemorative integrity. Commemorative integrity describes the health or 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 the site's national historic significance are effectively communicated to the public; and
- the site's heritage values (including those resources and messages not related to national historic significance) are respected by all whose decisions or actions affect the site.

2.1 STATEMENT OF COMMEMORATIVE INTENT

The commemorative intent of a national historic site refers specifically to the reasons for a site's national significance, as determined by the ministerial approved recommendations of the Historic Sites and Monuments Board of Canada, derived from the Board Minutes.

Statement of Commemorative Intent for St. Peters Canal NHSC:

St. Peters Canal was designated a national historic site in 1929. The reason for national significance, as identified in the 1987 Board Minutes is:

- *It is part of Canada's system of canals.*

Statement of Commemorative Intent for St. Peters NHSC:
St. Peters was designated a national historic site in 1929. The reasons for national significance, as identified in the 2000 Board Minutes are:

- *Its role as the site of Fort Saint-Pierre, a 17th-century fortified trading post acquired by Nicolas Denys to trade with the Mi'kmaq; and*

- *Its role as the site of Port Toulouse, a French community with its military presence that was witness to Anglo-French rivalry during the period 1713-1758.*

2.2 SUMMARY OF COMMEMORATIVE INTEGRITY STATEMENTS

A Commemorative Integrity Statement for a national historic site describes what is commemorated and why, which cultural resources have national historic significance, what are their values and under what circumstances is their integrity assured. As well, the Commemorative Integrity Statement identifies the messages conveying the national significance of the site and objectives for their effective communication, as well as identifying other heritage values, resources and messages associated with the national historic site.

A Commemorative Integrity Statement provides the foundation for management decisions at a national historic site, but does not in itself prescribe or proscribe particular actions. The Commemorative Integrity Statement provides information about where value lies and is used as a framework to assess the impact of proposed actions. Commemorative Integrity Statements were completed and approved for both St. Peters Canal and St. Peters NHSC in 2003.

A. DESIGNATED PLACE

Designated place for a national historic site refers to the place designated by the minister responsible for Parks Canada on the recommendation of the Historic Sites and Monuments Board of Canada.

The designated place associated with St. Peters NHSC encompasses an area on the isthmus located between the shores of St. Peter's Bay and Bras d'Or Lake, and generally between the administrative boundaries

of St. Peters Canal NHSC to the west and Ross Brook in the provincial park to the east, approximately 500 m from the Atlantic Ocean shoreline (see MAP 2: Site and Context).

The designated place of St. Peters is valued because:

- it was the site of Nicolas Denys' fortified trading post, which was the object of commercial rivalry during the middle of the 17th century;
- it encompasses the site of subsequent French settlements from 1650 to 1758 (Petit Pas, Port Toulouse, Fort Toulouse) and their respective below-ground resources, dating from the late 17th and 18th centuries;
- the place was a contact area between the French and the Mi'kmaq;
- the panorama of the site and the topography give tangible evidence of the reasons for the establishment of the fortified trading post; and
- in the mid-19th century the haulover road was replaced by a canal which was subsequently recognized as nationally significant.

The designated place associated with St. Peters Canal NHSC is that area administered by Parks Canada consisting of the landscape directly associated with the construction and operation of the canal (see MAP 3: Site Plan). The designated place of St. Peters Canal is a Level I cultural resource, and is valued because:

- it is part of Canada's system of canals;
- as with other Canadian canals, the inter-relationship of the canal waterway, works and buildings and landscape features are tangible evidence of the historical evolution of the site;
- the changes in design and construction of the canal reflect changes in engineering technologies used in the 19th century and early 20th century as seen with other canals;
- similar to the role played by a number of Canada's canals in other parts of the country, the canal eased navigation and fostered economic development and trade on Cape Breton Island; and
- the canal has been in operation for more than 130 years and is still serving the community and visitors.

B. CULTURAL RESOURCES

Parks Canada's *Cultural Resource Management Policy* defines those cultural resources directly related to the reasons for the site's designation as "Level I" resources. Other cultural resources or aspects of a national historic site that are valued, but are not related to national historic significance, are considered "Level II" resources.

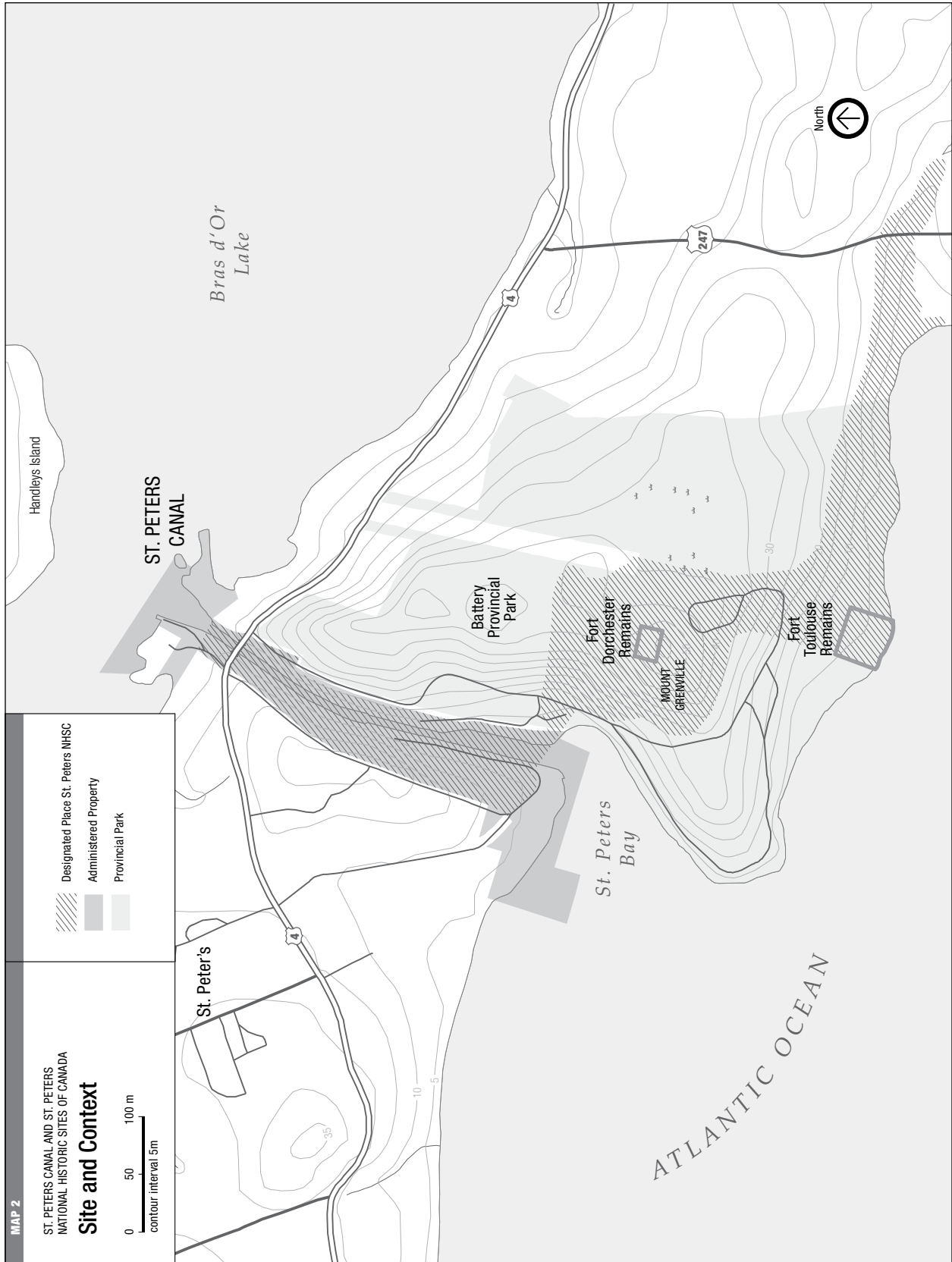
Level I resources associated with St. Peters NHSC include:

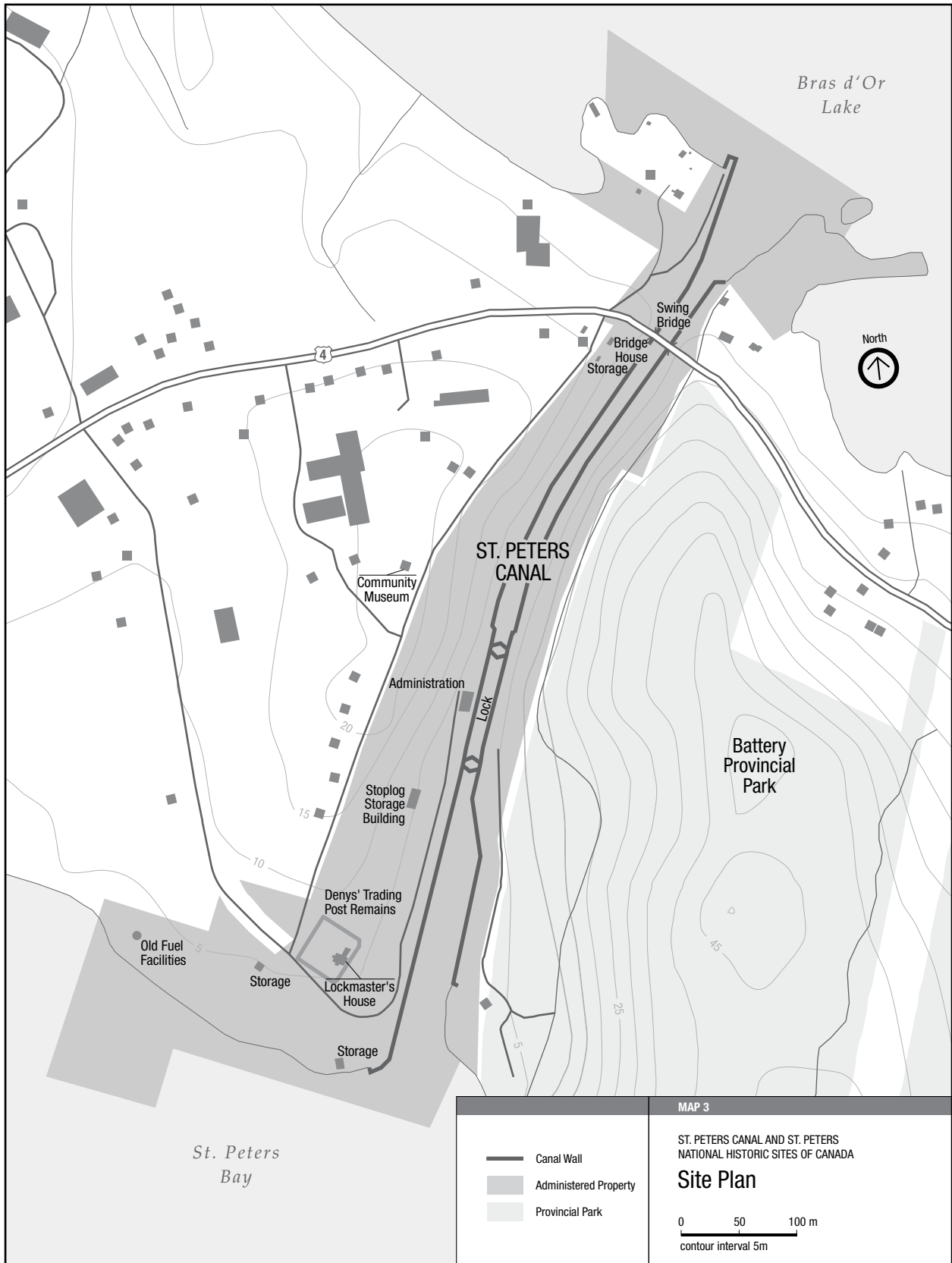
- below-ground remains and above-ground features associated with the 17th-century fortified trading post, buildings and other features on the site: the resources associated with the French settlement of Port Toulouse consist of clusters of archaeological remains, most of them near Ross Brook in Battery Provincial Park as well as visible or archaeologically documented remains of the fortifications and structures of Fort Toulouse dating from three construction periods: 1715-31; 1731-45; 1749/50-58;
- a haulover road where oxen or people could pull Denys' ships from one shore to the other;
- an artifact collection including 1100 artifacts, 20 animal bones and other specimens. The collection associated with Fort Toulouse includes about 500 archaeological objects such as building hardware, burnt wood, bricks, household ceramics, a French coin from 1711 and many others. The Province of Nova Scotia owns and administers these resources, although Parks Canada cares for the archaeological artifacts.

There are no Level I resources associated with St. Peters Canal NHSC, except for the site's designated place, as recommended by the Historic Sites and Monuments Board of Canada concerning Heritage Canals (November 1987)¹. All resources at St. Peters Canal NHSC are administered by Parks Canada.

Additional cultural resources and heritage values not associated with the national historic significance of these sites, but which

¹ It should be noted that while the archaeological remains of Nicolas Denys's fort are considered Level I resources for St. Peters NHSC, they are considered Level II resources in association with St. Peters Canal NHSC.





have other heritage values (Level II resources) include:

- the Mi'kmaw portage route and camps;
- the French/Acadian settlement as evidenced by possible remnants of farm buildings of Petit Saint-Pierre and Petit Pas contemporary with that of Port Toulouse;
- a cemetery thought to have been established during the period the trading post was in use;
- the remains of Fort Dorchester on top of Mount Grenville (located in the Battery Provincial Park);
- the infrastructure of the Canal, including the Lockmaster's house and remnants of associated built features;
- the Canal engineering works;
- the swing bridge; and
- and evidence of the evolving development of the community such as the remains of the residence of the Lawrence Kavanagh property and of the Richmond County Hospital (located within the Battery Provincial Park).

For more detailed information about these Level II cultural resources, see APPENDIX 1: Additional Information from Commemorative Integrity Statements.

C. MESSAGES

Messages of national significance convey the reasons for a national historic site's designation as a place of national significance. The message of the national historic significance for St. Peters Canal NHSC is:

St. Peters Canal is part of Canada's system of canals.

The messages of the national historic significance for St. Peters Canal NHSC are:

St. Peters was the site of Fort Saint-Pierre, a 17th-century fortified trading post acquired by Nicolas Denys in 1650 to trade with the Mi'kmaq.

St. Peters was the site of Port Toulouse, a French community with its military presence that was witness to Anglo-French rivalry during the period 1713 and 1758.

Each of these messages of national significance for the sites has associated context messages that aid understanding of the importance of the national historic site. Additional messages about the heritage values of the sites, not associated with the reasons for national historic significance, have also been identified, pertaining to: the Mi'kmaq presence; early Europeans; the French and Acadian settlement; the development of the Village St. Peter's; and the Parks Canada System of national historic sites (see APPENDIX 1: Additional Information from Commemorative Integrity Statements for context and other messages).

3.0 Vision

A vision statement for a national historic site describes the desired state of the site fifteen years from now. The vision statement identifies the aimed-for results of the efforts to ensure heritage protection and public education and support, and to provide memorable visitor experiences at a national historic site. The management plan indicates the progress that will be made over a five-year period to achieve this long-term vision. The vision for St. Peters Canal and St. Peters NHSC is as follows:

In future:

- Canadians and other visitors, including boaters, have a better comprehension of the rich layers of history at these national historic sites.
- Cultural and natural resources are protected and valued consistent with Parks Canada's mandate and policies.
- The landscape is developed to facilitate an integrated visitor experience between St. Peters Canal NHSC and the Provincial park land.
- The history of the Mi'kmaq of Unama'ki related to the St. Peter's area is enhanced and presented to the public.
- Increased involvement of stakeholders and partnerships results in mutually beneficial opportunities.
- The canal provides a range of opportunities for the public to enjoy activities on water and land and to learn about the economic development contribution of St. Peters Canal.

4.0 Protecting Cultural Resources

Parks Canada's *Cultural Resource Management Policy* guides all activities that affect cultural resources administered by Parks Canada. Cultural resource management challenges are considerable, given that at St. Peters Canal and St. Peters NHSC the most significant cultural resources are those that are most illustrative of the national historic significance of the sites while being the most crucial to protect.

4.1 *IN SITU* LEVEL I CULTURAL RESOURCES

St. Peters 17th-century trading post (Level I resource, St. Peters NHSC): Although none of the structures of the 17th-century trading post are visible above ground, burned remains survive below ground, including chimney bases, plank floors and household effects. The remaining earthworks of the northern rampart and its northeastern bastion have been altered by subsequent activities and stained soil is all that remains of the palisade. The base of the northern wall survives below ground, as may the bases of the eastern and western walls. The southern rampart has been lost to erosion. Although a portion of the 17th-century trading post site was lost when the Lockmaster's house was erected, many of the remains have not been disturbed by later occupations. The exact location of the haulover road is not known, and no trace of this feature has yet been located.

Port Toulouse and Fort Toulouse (Level I resource, St. Peters NHSC): While depressions or ridges on the ground indicate the remains of the village of Port Toulouse, most of the structures are below ground. No archaeological research or investigation has yet occurred on the buildings or in the associated fields. Trenches and depressions on the ground indicate the remains of Fort Toulouse, built by the French and destroyed by the British in 1745 and again in 1758. Faint trenches surrounding a

rectangular area along the shore likely indicate the walls of the 1731-1745 fort. A 1985 archaeological excavation indicated that the archaeological resources are substantial, and documented two structures: one may be the guardhouse of the 1731-1745 fort; the other may be the cellar of the commandant's quarters of the 1749/50-1758 fort. The remains of Port Toulouse and Fort Toulouse are located in Battery Provincial Park.

In general, *in situ* features are in a relatively undisturbed and stable condition. There are no known threats to the 17th-century trading post. A Parks Canada archaeologist monitors these resources periodically. The condition of the Port Toulouse and Fort Toulouse archaeological features has not been assessed but coastal erosion in this area is a concern.

4.2 HISTORIC OBJECTS

The archaeological resources associated with St. Peters NHSC include 1100 artifacts, all Level I resources associated with the 17th-century trading post, owned by Parks Canada, and approximately 500 artifacts, all Level I resources associated with Fort Toulouse which are owned by the Government of Nova Scotia, but cared for under agreement by Parks Canada.

The archaeological resources associated with St. Peters Canal NHSC include 725 pieces of fragmentary ceramics, glass containers, nails and other metals, and artifacts to 1920 from the Lockmaster's family, all Level II resources. The curatorial collection associated with the canal consists of a diving pump, a Level II resource.

Some artifacts have been loaned for display at the Nicolas Denys Museum in St. Peter's. Parks Canada maintains the rest of the collections in storage facilities in Halifax; these artifacts are in good condition.

4.3 OTHER HERITAGE RESOURCES

The other heritage resources of St. Peters Canal and St. Peters NHSC include the Mi'kmaw camps, evidence of the French/Acadian settlement, Fort Dorchester, the Canal infrastructure, and the Kavanagh property.

Although no remains of Mi'kmaw camps have yet been located, it is likely that resources relating to the camps may be found on the Bras d'Or Lake side of the canal. Any *in situ* resources are likely preserved under fill placed on the site during construction of the canal. It is not known if any remnants of the Portage route have survived.

The location and condition of the French/Acadian settlements of Petit Saint-Pierre and Petit Pas are unknown. Structures indicated on historic maps as having been close to the canal are now likely destroyed. Although the location of the cemetery near the trading post is not known, undocumented oral tradition has it that a skeleton was discovered during the construction of the basement of the Lockmaster's house.

The remains of Fort Dorchester in Battery Provincial Park have not yet received archaeological investigation. Although the Fort's extant resources are buried, its outline can be discerned and surface contours are clearly visible when cleared of vegetation.

A number of Level II structures are associated with the canal. Major restoration, completed in 1985, has stabilized the canal in good condition. Any extant features of the first canal are buried and unthreatened. The Lockmaster's House, unused for many years, is unstable and deteriorating. Until significant work is done on the house structure (e.g., roof, floor) and systems (e.g., heating, electrical), this structure is unsafe for visitors. The renovated bridge house and storage building are in good condition. The swing bridge is in fair condition. An annual assessment of the canal infrastructure is undertaken each year.

The overgrown foundations of the large three-story Kavanagh residence¹, located in Battery Provincial Park, are all that are left of the Kavanagh property.

The designated place and resources of either site are not impaired or under threat if:

- the cultural resources and their associated values are respected;
- management decisions are based on adequate and sound information and are made in accordance with the principles and practice of the CRM policy;
- the cultural resources and their associated values are not lost or impaired from natural processes, for example erosion and decay, within or outside of the site;
- the cultural resources and their associated values are not lost, impaired, threatened from human actions within or outside of the site;
- the historic values of the resources are communicated to visitors and the general public;
- the historic value of the resources is fully considered and integrated into the planning, conservation, presentation and operational programs;
- the function of the canal is maintained;
- the interrelationships of the components of the canal and the elements of the landscape are respected;
- any modification to the site or its cultural resources is based on sound knowledge and respect for the historic values of the resources and is preceded by adequate research, recording, and investigation;
- any new work at or adjacent to the site is sensitive in form and scale to the site and its associated resources;
- there are no uses or threats that reduce the potential for long term conservation and future understanding and appreciation of the cultural resources;
- conservation measures are based on direct, rather than indirect evidence, follow the path of least intrusive action and are clearly recorded;
- monitoring and review systems are in place to ensure the continued survival of the cultural resources with minimum deterioration; and
- the historic value of the resources is fully considered and integrated into the planning, conservation, presentation and operational programs.

¹ This building served as the Kavanagh residence as of 1811 after the first house was destroyed in a gale. The site was later used for the Richmond County Hospital.

Goals:

To ensure the commemorative integrity of St. Peters Canal and St. Peters NHSC, through managing the designated place, the *in situ* cultural resources, the archaeological collection and other heritage resources of these sites in accordance with Parks Canada's *Cultural Resources Management Policy*.

To collaborate with the Province of Nova Scotia by providing advice and support where feasible in the management of cultural resources of common interest or under their jurisdiction.

Management Direction:

Parks Canada will:

- follow Cultural Resource Management Policy in the management of cultural resources administered by Parks Canada at St. Peters Canal and St. Peters NHSC and encourage the Province of Nova Scotia to adopt and implement the Policy for cultural resources under its jurisdiction;
- prepare a cultural resource plan detailing how the cultural resources associated with St. Peters Canal NHSC and those on Parks Canada's lands within St. Peters NHSC will be safeguarded and cared for to ensure their heritage values. This plan will be subject to a strategic environmental assessment, and should encompass:
 - inventorying all known cultural resources associated with these national historic sites;
 - locating and mapping known and potential archaeological features;
- defining how cultural resources and their associated values will be protected from natural processes, such as erosion and decay, or from human actions within or outside of the site;
- ensuring that any modification to the cultural resources is based on adequate research, recording and investigation, and respect for the historic values of the resources;
- monitoring and reviewing systems in place to ensure the continued survival of the cultural resources with minimal deterioration;
- locating other *in situ* cultural resources and evaluating their condition, including verifying and assessing the presence of cultural resources related to the presence of Mi'kmaq and their link to the fur trade story and to Nicolas Denys;
- consider and integrate the historic value of the cultural resources in planning, conservation, presentation and operational programs;
- stabilize the Lockmaster's house and restore the exterior, without precluding future stabilization or restoration of the interior in the event that the building is opened to the public at a future date;
- work with the Province of Nova Scotia in their efforts to monitor coastal erosion at Fort Toulouse; and
- if there are significant cultural resources associated with Port Toulouse within the designated place that are on lands beyond Battery Provincial Park, work collaboratively with the landowners to protect them.

5.0 Public Education and Support

Public support for national historic sites is built through visitors having memorable experiences and through effective public education and heritage presentation. Presentation of the messages of national historic significance is fundamental to the commemorative integrity of a national historic site, facilitating public understanding of Canada's history. Heritage presentation efforts for a national historic site promote awareness, enjoyment, appreciation and understanding of the historic site. Heritage presentation must be based on sound understanding of the cultural resources being interpreted, of the history they represent, and must employ the most effective means available to communicate that history to the public. Heritage presentation may occur on-site, or off-site through outreach efforts.

5.1 TARGET AUDIENCES

The audiences targeted by the heritage presentation and public education efforts for St. Peters Canal and St. Peters NHSC include visitors to the sites and the non-visiting public who may be interested in learning about the sites.

On-site Audiences:

Boaters: The Lockmaster's logbook indicates that 1175 lockages occurred in 2003 and 960 occurred in 2004. The *St. Peters Canal Visitor Satisfaction Survey - Boaters* (1998) indicates that half the boaters come from Nova Scotia (18 percent originating from Cape Breton Island and 33 percent from mainland Nova Scotia), while most other boaters originate either in other parts of Atlantic Canada or the United States and/or other countries. Most boaters are predominantly first- or second-

time canal users and must be locked through quickly to avoid congestion in the waterway. *Land-based Visitors: St. Peters Canal NHSC Visitor Information Project Final Report* (2001) indicated that 27 percent of visitors to the sites are from Nova Scotia, with low levels from the other Atlantic provinces. Americans and Canadians living west of New Brunswick respectively constituted 20 percent of the visitation each. A high level of repeat visitation is due primarily to local residents, who walk and fish from the canal walls. Land-based visitors generally spend less than one hour at the sites.

Commercial Tours: This group of land-based visitors typically travels by motorcoach. No baseline visitor information is available for this group and facilities to serve them at the canal are limited.

Special Events Participants: Special event participants are primarily local residents who make use of the sites for theme-related purposes or for other public events (e.g., Canada Day celebrations).

Off-site Audiences:

Educational groups and schools: This group includes students from the local area and around the province, and other participants in "learning vacations."

Travel Planners: Individuals or groups who organize vacations professionally and seek information through Web sites, brochures, guides or other media prior to their visit.

Commercial Stakeholders: The community and interest groups of the St. Peter's area have varied interests in the site (e.g., marinas, businesses, fishers).

Other Canadian Public: Members of the general public with an interest in history and heritage-related studies or in Canadian systems of heritage protected areas may seek information about this site through the Web or other media.

5.2 HERITAGE PRESENTATION AND OUTREACH

At St. Peters Canal and St. Peters NHSC, key messages are primarily communicated on-site through non-personal media, including: interpretive panels explaining the functioning of the lock; Historic Sites and Monuments Board of Canada plaques for each site, communicating the reasons for national significance of both the Canal and of St. Peters; and a welcome flyer (available from an on-site information counter). In collaboration with the Nova Scotia Department of Natural Resources, additional interpretive panels have been erected in Battery Provincial Park to interpret the importance of the area to the early European colonists and to the Mi'kmaq. The lockmaster and canal staff interact with visitors informally as opportunities arise, about the functioning of the lock and the national historic significance of the historic sites. For other audiences, information is available on the Parks Canada and the Louisbourg Institute Web sites¹.

Discussion:

Land-based visitors appear to understand the key messages of the sites, where 74 percent of respondents correctly answered 4 of 6 questions posed about the key messages (*St. Peters Canal Visitor Information Project Final Report, 2001*). However, an earlier survey of boaters indicated that while boaters felt that messages about the sites were being well-communicated, the assessment of their grasp of key messages was inconclusive (*St. Peters Canal Visitor Satisfaction Survey, 1998 – Boaters*). The current heritage presentation approaches do not adequately communicate the full range of the messages of national significance to most visitors, and some of the messages are not readily understood by all visitors. The

presentation of the messages of other heritage values is limited. The sites' interpretive panels need to be upgraded.

Effective communication of the reasons for national historic significance of St. Peters Canal and St. Peters NHSC will be achieved when:

- the overall heritage presentation experience conveys the reasons for national significance of the sites;
- the public, both visitors and non-visitors, who are exposed to a heritage presentation experience along with the site stewards, understand the reasons for national historic significance of the sites; and
- the effective communication of messages and their understanding is monitored.

Goal:

To effectively communicate, in collaboration with the Province of Nova Scotia and others where appropriate, the national significance of St. Peters Canal and St. Peters NHSC, other corporate messages and other heritage values of the sites to all Canadians, through effective on-site and outreach efforts, in order to enhance the visitor experience of the national historic sites and to increase public understanding of and support for these national historic sites.

Objectives:

- Increased visitor awareness, understanding and/or appreciation of the national, regional and local significance of the sites.
- Improved heritage presentation of the national historic sites to provide a quality experience to on-site visitors.
- Heritage presentation and educational information that is accessible to off-site audiences.
- Effective communication of accurate messages that reflects the latest research on these national historic sites.

Management Direction:

Parks Canada will:

- prepare a heritage presentation plan for the national historic sites that describes how messages of national significance will be communicated and how the effectiveness of communication approaches

¹ Parks Canada Agency's Web site: www.pc.gc.ca, follow the links to St. Peters Canal or St. Peters NHSC
Louisbourg Institute's Web site: fortress.uccb.ns.ca

will be evaluated. The heritage presentation plan will include recommendations for heritage presentation and outreach for the national historic sites, with non-personal media used as the primary approach, including:

- easily distributed printed material for boaters (e.g., brochures);
- interpretive panels and self-guided exhibits and trails for land-based visitors, to be augmented by printed material and interaction with canal staff;
- special events, held in collaboration with third parties.
- develop an outreach strategy for the sites as part of an overall plan for the national historic sites on Cape Breton;
- measure the effectiveness of the heritage presentation program at the sites, primarily through the visitor satisfaction survey and other evaluation tools;
- train canal staff in basic presentation skills so they are comfortable and able to communicate key messages when opportunities arise; and
- continue to collaborate with the Province of Nova Scotia on joint initiatives for heritage presentation and particularly for the messages associated with Port Toulouse.

5.3 EXTERNAL RELATIONS AND COLLABORATIVE PARTNERSHIPS

Parks Canada regards public involvement and partnerships as key to protecting and presenting national historic sites. New and ongoing relationships with the community of St. Peter's, the Cape Breton Regional Municipality, local and regional heritage groups and private businesses will be encouraged.

The site administered by Parks Canada is known in Nova Scotia and to visitors to Cape Breton Island as "St. Peters Canal." The marketing of both national historic sites under this name has been enhanced by the site's physical location in the Village of St. Peter's.

Over the past decade Parks Canada has developed a positive relationship with the Nova Scotia Department of Natural Resources, the administrators of Battery Provincial Park, especially through

collaborating on a series of interpretive signs in the park. During this same period, the Unama'ki committee, a Mi'kmaq-Parks Canada committee with representation from the Chapel Island First Nation, was created to work collaboratively on heritage presentation projects on Cape Breton Island.

Parks Canada has a duty to consult with Aboriginal Peoples regarding matters that may affect asserted Aboriginal or Treaty rights. Parks Canada also places a high priority on developing mutually beneficial relationships with Aboriginal People. To these ends, Parks Canada entered into a process of consultation on this management plan with representatives of the thirteen Mi'kmaq First Nations in Nova Scotia. Parks Canada also consulted with the Native Council of Nova Scotia.

The main issues raised during these consultations were Mi'kmaq Ecological Knowledge, and the role of Mi'kmaq on advisory committees. These consultations provided a good opportunity to share information and build on the collaborative relationship that exists between Parks Canada and the Mi'kmaq of Nova Scotia.

In addition to these stakeholders, many other interest groups in or adjacent to the community of St. Peter's have the potential to make significant contributions to the site. Stakeholders and others have shown their interest in the history and promotion of the canal. In general, the local community is supportive of any development project that helps promote the tourism industry in the St. Peter's region.

St. Peters Canal and St. Peters NSHCS are profiled in the provincial visitor guide on the Bras d'Or Trail and Fleur de Lys Trail and illustrated with photos in several places in the guide; this information supplements paid advertising for Parks Canada.

Discussion:

Although Parks Canada on Cape Breton Island has important partnerships with the tourism industry related to the national park and to other national historic sites, St. Peters Canal NSHCS has received limited attention. Efforts should continue to be made to promote the site consistently under the name St. Peters

Canal, and to raise awareness of third parties of the site and to encourage them to include the site in their marketing efforts.

Residents of St. Peter's would like more directional signage to the site. New way-finding signs and signs shared with the provincial park have addressed this perceived need to some degree.

Opportunities for stakeholder groups to participate in increasing understanding of the site and communication about the site should be explored. Projects of interest to local communities include archaeological research and planning for an information centre that might serve as an off-site venue for interpretive material.

Goal:

To ensure that external relations efforts of Parks Canada and of others provide accurate and consistent representation of St. Peter's Canal and St. Peter's NHSC, of national historic site values and of site facilities to ensure that visitors have appropriate expectations for their visit, and to encourage the promotion of the site by third parties.

Objectives:

- Ensure opportunities for involvement of stakeholders, the general public and interest groups at the site.
- Determine the potential for tourism product development associated with the site.
- Update marketing goals and strategies for the site as part of a Field Unit marketing plan.
- Encourage the inclusion of the site in marketing efforts at the local, regional, provincial and national level.

Management Direction:

Parks Canada will:

- expand collaboration with the Province of Nova Scotia to pursue opportunities for their involvement and support of the site (e.g., through joint landscape planning and possibly through integrated interpretive signage);
- enhance the existing relationship with the Aboriginal communities of Cape Breton through continued collaboration with the Unama'ki committee and Chapel Island First Nation to pursue opportunities for involvement, to encourage and support special events;
- work with representatives of the Mi'kmaq communities to identify and carry out Mi'kmaq Ecological Knowledge studies as considered mutually appropriate;
- share archaeological information with the Mi'kmaq, identify research gaps and carry out additional archaeological surveys, as considered mutually appropriate;
- identify opportunities for Mi'kmaq involvement on advisory committees related to the national historic site;
- strengthen the relationship with the community of St. Peter's to pursue opportunities for involvement and to encourage and support special events;
- develop a marketing strategy for the two national historic sites as part of Parks Canada's Cape Breton Field Unit marketing plan;
- make use of visitor guides produced by third parties (e.g., *Doers and Dreamers*, a tourist guide to Nova Scotia produced by the Province), Parks Canada vacation planners and Web sites for off-site audiences and educational groups; and
- improve the visibility of the site by improving directional signage and working with partners to increase the profile of the site in key regional and provincial tourism materials.

6.0 Meaningful Visitor Experiences

Visitation patterns in general have been relatively stable throughout the national historic sites administered by Parks Canada in Cape Breton Island. Visitors to St. Peters Canal and St. Peters NHSC may experience the site by land or by sea. More than a thousand vessels are locked through the canal each year. Land-based visitors include both local residents and tourists; residents tend to visit the site for recreation, to fish from the canal walls or simply to watch the canal in operation

Open from mid-May to mid-October, the canal serves all types of pleasure craft during the summer and occasionally fishing, commercial and government vessels, and is also used as a terminus or a dock where boaters can tie up their vessel for short-term stays. In 1998, vessels originated as follows: 18 percent from Cape Breton Island; 33 percent from Mainland Nova Scotia; 16 percent from other parts of Atlantic; 3 percent from other parts of Canada; and 23 percent from the United States or other countries. Boaters must lock through the canal quickly to avoid congestion, especially during the peak season.

Site facilities have been in place for a number of years, and include picnic tables, benches along the canal, washrooms, public phones and waste disposal. An information counter orients visitors, and offers site information material for the site.

According to a survey of boaters in 1998, 95 percent of the users rated their recreational experience as satisfactory or highly satisfactory. Cleanliness and recreational facilities were also rated highly. Nearly 90 percent of land-based visitors were very satisfied with their visit. (*St. Peters Canal Visitor Satisfaction Survey, 1998*)

Discussion:

Visitors to St. Peters Canal and St. Peters NHSC should have opportunities for memorable experiences at the site. Visitors include both boaters and land-based visitors, who have opportunities for different experiences of the site and have diverse needs. Appropriate services and facilities on-site facilitate visitors' enjoyment, understanding and appreciation of the national historic sites.

Goal:

To ensure that visitors have memorable experiences at St. Peters Canal and St. Peters NHSC, and that appropriate services and facilities are available to enhance the visitor experiences for a range of interests, ages and abilities.

Objectives:

- Provide quality, appropriate services to visitors.
- Work with the Province of Nova Scotia where appropriate.

Management Direction:

Parks Canada will:

- collaborate with the Province of Nova Scotia to develop a landscape plan that links St. Peters Canal and St. Peters NHSC to Battery Provincial Park and to the walking trail in the Village of St. Peter's. The landscape plan will outline a trail system plan and improved signage;
- continue to measure visitor satisfaction and track visitor use patterns of the site; and
- develop policies for appropriate activities on the canal.

7.0 Natural Resources

Natural features that form an integral part of historic canals are protected in accordance with Parks Canada policies. Canals must be operated and maintained in ways that seek an appropriate balance between use and environmental impacts and must ensure the protection of the natural environment. The community of St. Peter's values the natural setting of the St. Peters Canal, which forms part of a picturesque landscape and provides access to both the Atlantic Ocean and the Bras d'Or Lake. The canal provides an important ecological linkage for the movement of organisms and waters between these water bodies.

A preliminary biophysical survey undertaken in summer 1999¹ assessed the current state of the site's natural values, establishing a baseline for further biophysical studies in future. Almost 120 vascular plant species were sampled for the preliminary survey; further sampling would likely yield more species.

The vegetation of the sites is typical of disturbed lands in populated eastern Canada. Some of these species are not native to the region and are either indicative of an extended period of European settlement or were deliberately introduced to rehabilitate the site following restoration of the canal in the 1980s. The property is partially forested (white spruce, balsam fir, white birch on the east hillside; white spruce, downy alder and planted pine on the west hillside) and a mown lawn with planted shade trees covers the tow path and other flat areas adjacent to the canal.

Sea birds and songbirds are the most common wildlife at the canal, although bald eagles also frequent the canal. Mammals, amphibians, reptiles and fishes have not yet been inventoried.

Discussion:

The natural setting of the canal is generally in good condition. The potential impacts of non-native plant species have not yet been assessed. No data is available on the marine life and no occurrences of non-native marine species are known.

Goal:

To ensure that the natural landscape features and aquatic values of St. Peters Canal and St. Peters NHSC are respected in decision making for the site.

Objectives:

- To understand the natural biophysical features of the site.
- To protect the natural biophysical features of the site.

Management Direction:

Parks Canada will:

- complete a biophysical survey of the administered property of the site;
- collaborate with other natural resource organizations to establish a monitoring program for invasive species, if required; and
- in collaboration with the Department of Fisheries and Oceans (DFO) and the Province of Nova Scotia, protect and manage the natural terrestrial and aquatic features of the administered property.

¹ Report prepared by Stapelton and Bridgland, 1999

8.0 Operations and Administration

Parks Canada is the exclusive operator of the St. Peters Canal; all operation and maintenance responsibilities fall to Parks Canada. Parks Canada has in place plans and precautions to ensure the safe use of the site and canal by visitors, and has an emergency response plan for the site. Parks Canada has developed an Environmental Emergency Response Plan in the event of spills and hydrocarbon leaks that might be associated with boats or vehicles on the property.

When Transport Canada operated St. Peters Canal prior to 1972, two bulk petroleum storage facilities were located on the Atlantic Ocean side of the canal near Denys Street. One of these facilities has been completely decontaminated and the above-ground infrastructure of the other facility was removed in 1987. An environmental site assessment has shown that petroleum hydrocarbons pose no risks to the marine environment. A human health risk analysis determined that levels of contamination in the soil pose little threat to human health for its current land use.

Goal:

To ensure that Parks Canada's operation and administration of St. Peters Canal and St. Peters NHSC strives for environmentally responsible operations and results in a safe, well-maintained site.

Objectives:

- Provide safe, well-maintained facilities and services for navigation and land-based users.
- Ensure the administered property is contaminant free.
- Promote awareness among land-based visitors and boaters of site regulations and safety precautions.

Management Direction:

Parks Canada will:

- develop a public safety plan for land based visitors;
- update safety precautions for boaters through installing and operating marine VHF radio for communication with vessels;
- increase awareness of safety regulations and practices for visitors and the local population through a variety of means, including signage; and
- evaluate the requirements and methodologies to manage decontamination of the former bulk storage facility located on the administered property.

9.0 Impact Analysis and Environmental Assessment

Parks Canada is responsible for assessing and mitigating the impact of its actions on ecosystems, cultural resources and commemorative integrity. The *Cabinet Directive on the Environmental Assessment of Policy, Plan, and Program Proposals* prepared by the Canadian Environmental Assessment Agency, requires an environmental assessment of all plans and policies submitted to the federal Cabinet or to a minister for approval, including management plans for national historic sites.

Accordingly, a strategic environmental assessment of the goals, programs, guidelines and projects outlined in this management plan was carried out on a near final draft of the plan. The purpose of the strategic environmental assessment was to identify environmental effects or impacts of existing and proposed activities/facilities/concepts in the plan or impacts of the environment on the sites and to consider environmental effects on the sites that should be considered in setting management direction for the sites.

The assessment included evaluation of cumulative effects on cultural and natural resources from all proposals. It also considered at a strategic level, the full range of potential effects on the cultural and natural resources of the national historic sites, both from ongoing operations and proposed projects.

The challenges facing St. Peters Canal and St. Peters NHSC are recognized in the direction and initiatives outlined in the management plan. Opportunities for public review during the planning process were provided and public views and comments are reflected in the management plan.

Management goals and direction proposed are expected to result in a positive cumulative benefit for commemorative

integrity, a neutral cumulative benefit for ecological values on the administered property and a positive net cumulative socio-economic benefit. Activities and development projects proposed in the plan and which are expected to trigger the *Canadian Environmental Assessment Act* include:

- stabilization of the Lockmaster's House and restoration of the exterior; and
- work on Parks Canada administered lands to link the trails in the Village of St. Peter's with trails in the Battery Provincial Park.

Most other proposals described in the management plan are strategic; any specific projects will be assessed pursuant to the *Canadian Environmental Assessment Act*.

The following changes were made to the draft management plan for St. Peters Canal and St. Peters NHSC as a result of the strategic environmental assessment:

- Extend collaborative efforts between Parks Canada and other land managers to include the designated place not just the administered property. (4.0 Protecting Cultural Resources)
- Commit to developing a public safety plan. (8.0 Operations and Administration)

Relevant federal environmental policies, including those of Parks Canada, were considered in a policy review. The proposed strategic directions outlined in the management plan are consistent with these policies. Implementation of the management direction and the specific actions that are proposed should result in improved commemorative integrity at St. Peters Canal and St. Peters NHSC.

10.0 Implementation

The actions proposed in this management plan for St. Peters Canal and St. Peters NHSC are implemented through the Field Unit's Sustainable Business Plan. While the management plan is envisioned as a strategic guide with a life span of ten to fifteen years (reviewed every five years), the annual Sustainable Business Plan offers a picture of five years at a time. The Sustainable Business Plan identifies which actions of the management plan will be realized during the next five years, and their timing and cost. Any changes to the five-year forecast are captured by the annual review and update of the Sustainable Business Plan.

Implementation of this management plan is the responsibility of the Cape Breton Field Unit Superintendent. The Field Unit Superintendent's three primary areas of accountability at this national historic site are:

1. Ensuring commemorative integrity;
2. Improving service to clients; and
3. Making wise and efficient use of public funds.

Implementation of the actions proposed for St. Peters Canal and St. Peters NHSC in this management plan, once approved, depends on the availability of financial resources. The implementation of these actions will occur within the Field Unit's existing resource allocation. Cooperative initiatives with partners will be explored to identify, evaluate and pursue additional proposals under this plan.

Priority actions are identified and presented in the chart that follows according to Sustainable Business Plan service lines; however, these may be reconsidered in response to new circumstances or information, or changing national priorities and decisions. Emphasis has been placed on those activities expected to occur during the first three years following management plan approval, but other activities to be pursued during future years have been identified as well. No priority has been assigned to activities beyond broadly identifying timing. Further prioritizing will occur during the review of the Field Unit Sustainable Business Plan.

Progress on the management plan implementation will be communicated through annual reporting on Sustainable Business Plan performance. As well, progress will be reported to the public periodically; the public will be consulted about major changes. The management plan will be subject to periodic review, and can be amended to reflect changing circumstances.

Service Line	Action	First Three Years	Future Year Priorities
<i>Protection of Resources: Service Line 2</i>	Prepare a cultural resource plan detailing how the cultural resources associated with St. Peters Canal NHSC and those on Parks Canada's lands within St. Peters NHSC will be safeguarded and cared for to ensure their heritage values.	•	
	<ul style="list-style-type: none"> • Inventorying all known cultural resources associated with these national historic sites. 	•	
	<ul style="list-style-type: none"> • Locating and mapping known and potential archaeological features. 	•	
	<ul style="list-style-type: none"> • Monitoring and reviewing systems in place to ensure the continued survival of the cultural resources with minimal deterioration. 	•	
	<ul style="list-style-type: none"> • Locating other <i>in situ</i> cultural resources and evaluating their condition, including verifying and assessing the presence of cultural resources related to the presence of Mi'kmaq and their link to the fur trade story and to Nicolas Denys. 		•
	Stabilize the Lockmaster's house and restore the exterior, without precluding future stabilization or restoration of the interior in the event that the building is opened to the public at a future date.		•
	Work with the Province of Nova Scotia in their efforts to monitor coastal erosion at Fort Toulouse.	•	•
	If there are significant cultural resources associated with Port Toulouse within the designated place that are on lands beyond Battery Provincial Park, work collaboratively with the landowners to protect them.		•
<i>Natural Resources: Service Line 2</i>	Complete a biophysical survey of the administered property of the site.		•
	Collaborate with other natural resource organizations to establish a monitoring program for invasive species, if required.		•
<i>Presentation of Messages: Service Line 3</i>	Prepare a heritage presentation plan and ensure messages of national historic significance are communicated and understood.	•	
	Develop an outreach strategy for the site as part of an overall plan for national historic sites on Cape Breton.	•	
	Measure the effectiveness of the heritage presentation program at the site, primarily through the visitor satisfaction survey and other evaluation tools.	•	
	Train canal staff in basic presentation skills so they are comfortable and able to communicate key messages when opportunities arise.	•	
	Continue collaboration with Province of Nova Scotia on joint initiatives for heritage presentation and particularly for the messages associated with Port Toulouse.		•

Service Line	Action	First Three Years	Future Year Priorities
<i>Visitor Services: Service Line 4</i>	Collaborate with the Province of Nova Scotia to develop a landscape plan that links St. Peters Canal and St. Peters NHSC to Battery Provincial Park and to the walking trail in the Village of St. Peter's. The landscape plan will outline a trail system plan and improved signage.	•	
	• Develop a trail system plan.		•
	• Improve signage to the sites.		•
	Continue to measure visitor satisfaction and track visitor use patterns of the site.	•	•
	Develop policies for appropriate activities.	•	
	Develop an appropriate revenue strategy.	•	
<i>External Relations: Service Lines 2, 4 or 7 (Conditional on the type of partnership)</i>	Expand collaborative efforts with the Province of Nova Scotia.	•	
	Enhance collaboration with First Nations through the Unama'ki committee and with Chapel Island First Nation.	•	
	Work with representatives of the Mi'kmaq communities to identify and carry out Mi'kmaq Ecological Knowledge studies as considered mutually appropriate.	•	
	Share archaeological information with the Mi'kmaq, identify research gaps and carry out additional archaeological surveys, as considered mutually appropriate.	•	
	Identify opportunities for Mi'kmaq involvement on advisory committees related to the national historic site.	•	
	Strengthen the relationship with the community of St. Peter's.	•	
<i>External Relations: Service Line 4</i>	Develop a marketing strategy for the two national historic sites as part of Parks Canada's Cape Breton marketing plan.	•	
	Improve the visibility of St. Peters Canal by improving directional signage and working with partners to increase its visibility in key regional and provincial tourism materials.	•	
<i>Management of Parks Canada: Service Line 7</i>	Develop a public safety plan for land-based users.	•	•
	Update safety precautions for boaters by installing and operating marine VHF radio for communication with vessels.	•	
	Increase awareness of safety regulations and practices for visitors and the local population through a variety of means, including signage.	•	
	Evaluate the requirements and methodologies to manage contamination of the former bulk storage facility located on the administered property.		•

APPENDIX 1:

Additional Information from Commemorative Integrity Statements

A. OTHER HERITAGE RESOURCES

Some cultural resources are not directly related to the reasons for a national historic site's designation. However, their local or regional association, historic significance and aesthetic or environmental qualities are valued. A feature, a resource or a landscape which is valued for its evolution, was a witness to many periods in history, or given special cultural meaning by people may have heritage value or be referred to as a Level II resource. The following resources have been identified as having heritage value. Unless otherwise indicated, the cultural resources are administered by Parks Canada.

St. Peters NHSC

The Mi'kmaq Portage route and camps: The route used by the Mi'kmaq to portage canoes across the isthmus separating Bras d'Or Lake from the Atlantic Ocean, and Mi'kmaq camps at both ends of the portage route, as indicated on an historic map (ca. 1714).

The French/Acadian settlement: Possible remnants of farm buildings of Petit Saint-Pierre and Petit Pas contemporary with those of Port Toulouse. Both were located on St. Peter's Bay and Bras d'Or Lake as indicated on an historic map (ca. 1731).

Cemetery: A cemetery was presumably established during the forty years that the trading post operated. The cemetery may be located close to the Post but outside the walls as seen at other habitations (e.g., Port-Royal).

Fort Dorchester: The remains of Fort Dorchester, which was built in 1793-1794 on top of Mount Grenville within Battery Provincial Park boundaries. The British used the Fort only a short time.

St. Peters Canal NHSC

The Canal's infrastructure: The Lockmaster's house built in 1876 is a "recognized" heritage building according to the Federal Heritage Building Review Office (FHBRO). Some remnants are associated with the Lockmaster's house (e.g., a well dug around 1916, a garden, and a barn/garage). A 30 to 50 cm thick layer of clay that contains 19th-century artifacts covered the garden. These artifacts relate to the Lockmaster's family and date up to 1920. The collection from the archaeological excavations in 1985 includes 725 pieces of fragmentary ceramics, glasses, containers and nails. Other infrastructure includes the foundations of the Bridge House base and storage building structures that date back to the early history of the canal: storage building (1919), bridge house (1916-1920).

The Canal engineering works: These include the original lock chamber, the tow path, the lock (originally built in 1915-1917, modified in 1977), the canal cut on the Atlantic side and the canal walls. Rails and cut stones along the shoreline of the Atlantic Ocean are associated with the canal reconstruction of 1914-1917. All of these historic elements are either original material or essential to the existence of the canal.

The swing bridge: The current swing bridge, installed in its present location in 1931, is the fourth bridge to span the canal; previous ones were installed in 1869, 1876 and 1919. This is one of only two swing bridges still in operation in Nova Scotia.

The development of the community: The remains of the residence of the Lawrence Kavanagh Property built c. 1768 by Lawrence Kavanagh Jr. It also includes the surrounding outbuildings on the 500-acre property situated in

Port Toulouse after the entire area was renamed St. Peter's. On the foundation of the Kavanagh house are remains of the foundations of the Richmond County hospital, built in 1911 and burned in 1920. The remains are located within Battery Provincial Park boundaries.

Note: For the purposes of fully delineating the resources associated with each of these two national historic sites, the archaeological remains of Nicolas Denys' fort are considered Level II resources associated with St. Peters Canal NHSC.

B. MESSAGES

National Historic Messages and Context Messages

The message conveying the national historic significance of St. Peters Canal NHSC is:

St. Peters Canal is part of Canada's system of canals.

Context messages for St. Peters Canal NHSC:

- St. Peters Canal is a working canal across a narrow isthmus of land separating the Atlantic Ocean from Bras d'Or Lake.
- The canal was constructed between 1854 and 1869, and was subsequently enlarged and modified in the late 19th and early 20th centuries to accommodate changing vessel sizes utilizing the canal.
- The site has been used as a transportation corridor between the Atlantic Ocean and the Bras d'Or Lake.
- The presence and interrelationship of the canal waterway, works, buildings and landscape features are tangible evidence of the historical evolution of the site.
- Some of the original engineering works and buildings from all the construction eras survive to this day.
- The canal and lock are adapted to the tidal fluctuations of the sea level.
- A moveable swing bridge was necessary to maintain the land connection and allow passage of vessels.

- St. Peters Canal played an important role as a waterway in Cape Breton in the mid 19th - and early 20th centuries and in national and international trade and commerce.
- The canal plays a vital role in serving commercial vessels and pleasure boats.
- Canals have been part of transportation in Canada since the building of three small canal locks in the 1640s to the present-day operation of the St. Lawrence Seaway.

The messages conveying the national historic significance of St. Peters NHSC are:

St. Peters was the site of Fort Saint-Pierre, a 17th-century fortified trading post acquired by Nicolas Denys in 1650 to trade with the Mi'kmaq.

St. Peters was the site of Port Toulouse, a French community with its military presence that was witness to Anglo-French rivalry during the period 1713 and 1758.

Context messages for St. Peters NHSC:

- The major alliances between the French and the Mi'kmaq were fostered by the military, social and commercial relationships that established and maintained Saint-Pierre.
- St. Peters (then known as Port Toulouse) was the scene of conflicts in 1745 and 1758 between the French and British during the struggle for empire in the 18th century.
- The area was an Acadian settlement between 1713 and 1758.
- Nicolas Denys, a pioneer in the fur trade and the fishing industry and author of an early book on Acadia (1672), was appointed Governor and Lieutenant General of the Coasts and Islands of the Gulf of St. Lawrence from Canso to Gaspé in 1654. The Historic Sites and Monuments Board of Canada declared Nicolas Denys a person of national historic significance in 1924.

Messages about other heritage values

These messages communicate an awareness and appreciation of the heritage values associated with both St. Peters Canal and St. Peters. The messages are not directly linked to the national historic sites' commemorative intent but may still be communicated through the heritage presentation program.

The Mi'kmaq Presence

- The Mi'kmaq used this place as a portage crossing, establishing seasonal camps here as the need arose.
- From 1713 to 1758, when this area was known as Port Toulouse, the Mi'kmaq held annual meetings here with French colonial officials from Louisbourg and the local missionary concerning the alliance between the two peoples.
- The Mi'kmaq used this place into the 20th century, establishing seasonal camps and harvesting fish and traditional medicinal plants.
- The Mi'kmaq heritage is visible in the nearby local area.

Early Europeans

- In the early 16th century, Portuguese fishers may have used this place and called it San Pedro.

The French and Acadian Settlement

- There were commercial, administrative, and political relationships between Port Toulouse and other French communities on Isle Royale.
- The Acadian and other French inhabitants were deported by the British in 1745 and 1758.
- The Acadian and French heritage is visible in the nearby local area.

The historical relationship with other national historic sites

- St. Peters NHSC is historically related to St. Peters Canal NHSC and thematically related to many other French and/or Acadian sites in Atlantic Canada including Port-Royal, Fort Anne, Canso Islands, Port-la-Joye–Fort Amherst, Fort Beauséjour–Fort Cumberland, the Fortress of Louisbourg, Grand-Pré, Boishébert, and Castle Hill NHSC.
- St. Peters Canal NHSC is thematically related to Canada's other historic canals, namely the Rideau Canal, Trent Severn Waterway, Sault Ste. Marie Canal, Chambly Canal, Carillon Canal, St. Ours Canal, Lachine Canal, and Saint-Anne-de-Bellevue Canal.

The Development of the Community of St. Peter's

- Saint-Pierre–Port Toulouse became the modern town of St. Peter's in the post-1758 period.
- The area was the focus of considerable development and events during the post-French occupation period.
- The canal played a critical role in the development of the community of St. Peter's.
- The Kavanagh family contributed significantly to the establishment and growth of St. Peter's.
- A nationally acknowledged photographer, Wallace MacAskill, was born in St. Peter's.

The System of National Historic Sites

- St. Peters Canal and St. Peters NHSC are part of a family of over 900 national historic sites nation-wide.
- St. Peters Canal and St. Peters NHSC are places designated by the Government of Canada as sites of importance to all Canadians because of their national significance.

C. DESCRIPTION AND EVALUATION OF CULTURAL RESOURCES

Description	Cultural Resource Evaluation	Explanation
St. Peters NHSC		
The 17 th -century fortified trading post	Level I	The <i>in situ</i> cultural resources consist of below-ground remains and above-ground features associated with the 17 th -century fortified trading post, buildings and other features on the site. The structures within the ramparts included the following types of buildings: the residence for Nicolas Denys, other accommodations, storage facilities, among them a granary and workshops, and a chapel.
Haulover Road	Level I	No traces of the 17 th -century structure are known.
Structural remains of Fort Toulouse	Level I	These resources consist of the visible or archaeologically documented remains of the fortifications and structures dating from three construction periods, 1715–1731, 1731–1745, and 1749–1758. The remains are located in Battery Provincial Park.
Village of Port Toulouse	Level I	The village was established in 1716 and lasted until 1745 when it was destroyed by the British. It was resettled in 1749 and came under British authority in 1758. Remains of the village can be distinguished in air photos and as depressions and ridges in the ground. Most of what is left of the structures is below ground. It has not been subject to archaeological testing. The remains are located in Battery Provincial Park.
Objects associated with the 17 th -century fortified trading post	Level I	The collection contains about 1100 artifacts, 20 animal bones, and other specimens excavated from the 17 th -century fort. The collection consists of items such as daub, brick tiles, nails, tie bolts, window glass and lead, munitions, weapons such as gun parts, gun flints, and a dagger, tools such as axes and a hoe, household items of iron, copper, ceramics and glass, furniture tacks, tobacco clay pipes, and highly ornate items (stored in the Parks Canada Cultural Resources Management Archaeology storage facility in Halifax).
Objects associated with Fort Toulouse	Level I	The collection includes about 500 archaeological objects consisting of building hardware, wattle-and-daub, white-washed daub, burnt wood, bricks, household ceramics, a French coin from 1711, gun flints, pipe fragments, brass buttons and a piece of silver uniform braid. The collection also includes the food bones of birds and sea mammals. The collection is owned by the Government of Nova Scotia. An official agreement has been signed with the Nova Scotia Museum to retain the collection in the Parks Canada Cultural Resources Management Archaeology storage facility in Halifax.
Portage route	Level II	The route was used by the Mi'kmaq who portaged their canoes across the isthmus separating Bras d'Or Lake from the ocean. It is not known if remnants survive.
Mi'kmaq camps	Level II	Traces of the camp at Bras d'Or Lake may still be located under spoils. The canal approaches have been built out beyond the original shoreline.
Cemetery	Level II	A cemetery was presumably located outside the Fortified trading post, but its location is not known.

Description	Cultural Resource Evaluation	Explanation
Farm buildings of Petit Saint-Pierre and Petit Pas	Level II	Petit Saint-Pierre and Petit Pas consisted of a few buildings, both on St. Peter's Bay and Bras d'Or Lake, including what was perhaps originally the farm of La Montagne. Their occupation was primarily contemporary with that of Port Toulouse.
Remains of Fort Dorchester (Fort Grenville)	Level II	Remains include below ground remains of the fort in 1793/1794; a basic outline is still visible. The remains are located on top of Mount Grenville in Battery Provincial Park.
Remains of the Lawrence Kavanagh property	Level II	The estate consists of the remains of the residence and surrounding outbuildings built c. 1768 by Lawrence Kavanagh Jr., in the area of the Port Toulouse priest's house, and the remains of a large three-story residence which became the Kavanagh residence in 1811.
The cement foundation of the Richmond County Hospital	Level II	The hospital was built in 1911 directly on the foundation of the 1811 Kavanagh house after the latter was demolished. The hospital burned in 1920.
Historic Sites and Monuments Board of Canada Plaques	Level II	Two Historic Sites and Monuments Board of Canada plaques are erected on a single cairn located on the southeastern corner of the Lockmaster's house.

St. Peters Canal NHSC

A. Built Resources		
The Lockmaster's House	Level II	An 1876 house, originally built for the canal's Lockmaster; evaluated as "recognized" by FHBRO.
Bridge House foundations	Level II	The foundations date from the early history of the canal (between 1916 and 1920). The building itself has undergone major interventions and is evaluated as "other". Needs to be submitted for review by FHBRO.
Storage building foundations	Level II	The building served as storage for material needed for the operation and maintenance of bridge. Only the foundations date back from the early history of canal (1910). The building itself is evaluated as "other".
B. Canal Engineering Works		
Original lock chamber	Level II	The only remaining element of the original construction of the canal.
Tow path east	Level II	Associated with the original works on the canal and reflects period technology.
Contemporary lock	Level II	Built in 1915-1917 and later modified in 1977.
Canal cut/Atlantic side	Level II	An essential component to the existence of the canal.
Canal walls east and west	Level II	Some sections of walls still have original material. Both the form and the function have historic value.
C. Bridge		
Swing bridge	Level II	The bridge is of significant historic interest, being one of only two swing bridges in operation in Nova Scotia. It is representative of a particular type of swing bridge once common at Canadian canals but which is now fast disappearing.
Sub-base centre bridge pier and bridge abutment east and west	Level II	The sub-base may date to the works of 1876 and 1891.

Description	Cultural Resource Evaluation	Explanation
D. Grounds		
Spoil piles / Atlantic and Bras d'Or side	Level II	The spoil piles contain material removed during the canal construction.
Well	Level II	A capped well, dug ca. 1916, is located 4 m west of the Lockmaster's House.
Garden	Level II	Landform associated with the Lockmaster's House. A thick layer of clay (30-50 cm) contains fragmentary 19 th -century artifacts.
Remnants of barn/garage	Level II	The barn/garage with the Lockmaster's house dates to 1870–1880. The building was removed in 1988 and only exposed concrete remains.
Rails along the Atlantic shore	Level II	Rails presumed to have been used during canal construction, 1915-1917.
Cut stones	Level II	Possibly from the original canal wall. They should be studied before they are moved from their present location.
E. Resources associated with St. Peters NHSC		
Resources of St. Peters NHSC	Level II	All Level I resources associated with St. Peters NSHC located within the administered property of St. Peters Canal are considered Level II resources for St. Peters Canal NHSC.
Archaeological collection	Level II	The collection consists of about 725 pieces of fragmentary ceramics, glass, containers, nails and other metal objects. Artifacts are related to Lockmaster's family until 1920.
Curatorial collection	Level II	The diving pump is the only object in the curatorial collection that is associated with the commemorative intent of the site.
Plaques	Level II	Two Historic Sites and Monuments Board of Canada plaques erected on a single cairn are located on the southwest corner of the Lockmaster's house property.

APPENDIX 2:

Commemorative Integrity Reporting Table

Parks Canada assesses on a regular basis the health and wholeness of national historic sites through a series of indicators. The indicators are divided in three general categories: resource condition, effectiveness of communication and selected management practices. The following is a summary of the state of the Commemorative Integrity of St. Peters Canal and St. Peters NHSC, prepared in 2000.

R = at risk; M = minor impairment; G = good; N/A = not applicable; N/R = not reported.

Indicators	St. Peters	St. Peters Canal
Resource condition		
Overall	G	M
Resources Related to National significance	G	N/A
Other Cultural Resources	N/R	N/R
Cultural Resource Types		
• Designated Place	G	G
• Landscape Features:		
Haulover road	N/R	N/R
Aboriginal sites	N/R	N/R
• Buildings, Structures:		
Lockmaster's house	N/A	R
Canal structures	N/A	G
• Archaeological Sites:		
Denys' fort	G	N/A
Port Toulouse	N/R	N/A
Fort Toulouse	R	N/A
First canal chamber	N/A	N/R
• Objects	G	G
Effectiveness of Communications		
Overall	R	R
National Significance	R	R
Other Heritage Values	R	M
Effectiveness of Media	R	R
Audience Understanding	R	R
Range and Complexity of Perspectives Presented	R	R
National Historic Site General Values	R	R

Indicators	St. Peters	St. Peters Canal
Selected Management Practices		
Overall	M to G	R
Inventory and Cultural Resource Evaluation	M to G	G
Respect for Cultural Resource Management Principles and Practices	M to G	M
Records (Archaeology)	G	G
Maintenance Programs	G	R
Monitoring and Remedial Action	M	M