Lévis Forts
NATIONAL HISTORIC SITE OF CANADA

Management Plan
Foreword

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

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

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

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

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

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

In this same spirit of partnership and responsibility, I am pleased to approve the Lévis Forts National Historic Site of Canada Management Plan.

John Baird
Minister of the Environment
Lévis Forts
National Historic Site of Canada

MANAGEMENT PLAN

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1. Introduction

1.1 Parks Canada mandate and legislative framework

A federal agency reporting to the Minister of the Environment, Parks Canada’s mission is essentially to fulfill Canada’s national and international mandate regarding the recognition and conservation of heritage. Parks Canada carries out this role by protecting and presenting various significant examples of Canada’s natural and cultural heritage. It aims to ensure ecological or commemorative integrity as well as promoting public understanding, appreciation and enjoyment.

One of the most tangible results of the action taken by Parks Canada is the national historic sites network, to which Lévis Forts National Historic Site of Canada belongs. Parks Canada manages 149 national historic sites, 28 of which are in Quebec. The national historic sites are managed according to the following objectives:

• Promote knowledge and appreciation of Canadian history through a national historic commemoration program.

• Ensure their commemorative integrity, protect and present them for the benefit, education and enjoyment of present and future generations while demonstrating the respect that these precious and irreplaceable heritage sites and resources deserve.

• Encourage and support initiatives aimed at protecting and presenting sites of national historic significance that are not managed by Parks Canada.

By virtue of the *Parks Canada Agency Act* (1998), the Agency must produce or update the management plan for a national historic site. The main purpose of the management plan is to establish guidelines for actions aimed at the protection, heritage preservation, use and management of the site. The plan is developed in conformity with the *Parks Canada Guiding Principles and Operational Policies*, including the *National Historic Sites Policy* and the *Cultural Resources Management Policy*. Parks Canada’s strategic objectives are also taken into account in the preparation of a management plan. For a historic site, the plan expresses Parks Canada’s general policies while taking into account the concerns and viewpoints of the public.

The nationwide family of National Historic Sites of Canada (NHSC) comprises sites that embody and demonstrate the various facets of the history of our nation, its character, identity and fiber. Upon the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC), the Minister of the Environment has designated our national historic sites so as to provide an enriching view of how history has left its mark on the Canadian landscape. These sites help us see our country from a broader perspective so we can develop a uniquely Canadian identity. They are part of our past and represent the heritage of all our compatriots. The Parks Canada’s commemoration program applies to sites but also to people and events of national historic significance. More than 890 sites, 570 people, and 350 other aspects of our history have been officially recognized as being of national importance.
1.2 Management plan
development process

This management plan was prepared according to the provisions of section 32.(1) of the Parks Canada Agency Act, and will be reviewed according to the provisions of section 32.(2) in 2010.

The Lévis Forts NHSC management plan is the result of the work of a multidisciplinary team at Parks Canada. The team analyzed the situation at the site and identified the primary management challenges. It then developed a vision for the future and proposed management measures to achieve this vision. In spring 2005, public consultations were held in Lévis to present the vision and management measures to interested groups and members of the public. Through the public consultation strategy, the team was able to hear the opinions of stakeholders with a potential interest in site development and management. In all, the public responded very favourably to the planning team’s proposals. Citizen comments were compiled, analyzed, and taken into consideration in drawing up the management plan. The plan was then submitted to an environmental assessment to ensure that the management measures were environmentally sound. It was then reviewed by the national office and presented to the minister of the environment for approval. Once approved, the document was tabled in Parliament.
2. Lévis Forts National Historic Site of Canada

2.1 The designated area and the administered area

As far back as 1920, the HSMBC had already recognized the importance of the Lévis Forts. In 1959 it recommended that the three Lévis Forts be considered as an integral component of the network of Quebec fortifications. In 1963 the HSMBC re-established the national historic significance of the Lévis Forts because of their strategic importance. It recommended that measures be taken to ensure the conservation of Fort No. 1 and that an interpretation centre be included in the project so as to present the history of the three forts. In 2001 it confirmed that the national historic significance of the Lévis Forts lay in their strategic importance and in the fact that they played a significant role in the strategy for defending Quebec City.

Lévis Forts NHSC is perched atop the heights of Point Lévy. The site is made up of three forts constructed between 1865 and 1872 that form a chain of military installations built to protect the Quebec City area from an eventual attack by the United States. While the Lévis Forts constitute an historic site in themselves, they are also a component of the fortifications of Quebec. (Map 1, p. 29). As such, they form part of the network of national historic sites across Canada and help us grasp the vast scope of the military history and defence of the country.

The area within the exterior perimeter of the glacis of each of the three forts (Forts Nos. 1, 2 and 3) and what was once the military road that linked them together have been designated as being of national historic significance. Also of historical significance are the resources involved in the construction of various defence structures such as the wharf and adjoining area, the road between the wharf and Fort No. 1, the Royal Engineers quarters, the soldiers’ encampment, and the road linking the three forts (Map 2, p. 31).

The site managed by Parks Canada includes most of the area within the exterior perimeter of the glacis of Fort No. 1 but is, in fact, only a part of the designated site (Map 2, p. 31). The site managed by Parks Canada also includes a wooded area to the north of Fort No. 1 but which does not figure in the designated area (Map 3, p. 33).

The designated area, or commemoration area, is thus much larger than the area under park management. The other components of the designated area (a part of the glacis of Fort No. 1, Forts Nos. 2 and 3, the road linking the three forts, and the other resources involved in the construction of the forts) belong to third-party property owners and are thus not under Parks Canada jurisdiction. This management plan applies only to the area and cultural resources managed by Parks Canada. However, Parks Canada is committed to collaborating with other owners to ensure the commemorative integrity of the cultural resources under their jurisdiction.

Of the three original forts, only Fort No. 1, which is owned by Parks Canada, has retained its initial form. Fort No. 2 has been completely demolished, however there may be some archaeological remains underneath the present-day building owned by the Assurances générales des caisses Desjardins company. The only components of Fort No. 3...
that still remain are a number of archaeological and architectural features. These components belong to the IMAFA group. The other components of the designated site include a wharf and adjoining area, the road leading to Fort No. 1, a small section of Fort No. 1, the road linking the forts, the Royal Engineers quarters, and the soldiers’ encampment. These components are on private property and are zoned for either residential, recreational, commercial or industrial use.

Fort No. 1 is a remarkable example of late 19th-century military engineering and military architecture. Three major components still remain: the enceinte, the casemates and the parade ground. The enceinte comprises a glacis, a counterscarp, a ditch, a scarp and a covered way behind a parapet, and four caponiers to defend the ditch. Under the terreplein, twelve rehabilitated casemates once served to house the garrison and a thirteenth served as the main powder magazine. A retractable bridge crosses the ditch around the fort providing access to the parade ground. From there, underground vaulted tunnels lead out to the caponiers (Maps 3, 4 and 5, pp. 33, 35, 37).

Parks Canada acquired Fort No. 1 in 1972. The various components of the fort have since undergone various stabilization, protection, restoration and rehabilitation works. The themes and objectives were approved for the site in 1981. The site opened to the public in the following year. The initial management plan, approved in October 1988, identified a concept for the presentation of Fort No. 1. A commemorative integrity statement (CIS) was approved in 2004. In the wake of the CIS, a second management plan was written in 2005.

2.2 The historic context

The three Lévis Forts were built on the south shore of the St. Lawrence River, facing Quebec City. Located on the heights of Point Lévy, Fort No. 1 is the only fort still in good condition in a chain of three forts built under the supervision of British military engineers between 1865 and 1872. This line of forts completed the defence network protecting Quebec against any future land invasion by the Americans.

The Lévis Forts were built at a time when Quebec was perfecting its strategy of distancing its defence system from the city proper. Two factors had accelerated the process. First there was the increasing use of rifled artillery which, by its very nature, challenged the effectiveness of existing defence works because the enemy could now fire cannons from a much greater distance. Then there was the introduction of the railway, which was becoming an important means of transportation in Canada at the time. As the number of railway lines increased, it became much easier for the enemy to transport artillery to places that would have otherwise been difficult to access. This created a new challenge for defence strategies.
In the event of a conflict with the United States, the Grand Trunk Railway between Montreal and Lévis, with its branch railway in Richmond for Portland, Maine, presented a threat for the fortifications in Quebec City. The enemy could march directly onto the heights of Lévis, which offered a command view of Quebec City and its installations. The British urgently needed to occupy this site defensively.

The American Civil War also raised numerous concerns. With a broad border to defend and inferior military resources, and given certain political factors surrounding the conflict, defending Quebec City remained a major thrust of the British strategy.

Since 1862 all reports had been unanimous. Point Lévy had to be fortified. In 1864 London sent Assistant Inspector General William Drummond Jervois out to the colony to design a new defence strategy. It became apparent to Jervois that the Yankees would invade Canada and that there was an urgent need to set up a stronger defence network. If the British troops were forced to retreat, the port of Quebec would be their last refuge. It was also the main port of entry for getting reinforcements into the colony.

Defending the harbour at Quebec was more of an imperial than a colonial issue, because the British wanted to ensure the movement of their fleet in and out of the port at all costs. The English Parliament therefore voted to release funds for the construction of a network of detached forts that would fend off the enemy to the south and complement the defensive system on the north shore of the St. Lawrence. Point Lévy was to become a sentinel for Quebec, and indeed, for the Empire.

The original plan called for five forts set out roughly in a semicircle around Point Lévy. However, in 1864 Jervois decided to build only three forts in the semicircle and had to add batteries at the most northerly tip because of the giant rock formations on the site. Besides the three forts he also planned for a road, protected by a parapet, to ensure communications between the forts. Behind the initial three forts, Jervois suggested that a fourth fort be constructed to serve as a redoubt and a command post serving the forts further east. In the end only three forts were built. Forts Nos. 1, 2 and 3. The redoubt project was abandoned and this role was entrusted to the Citadel.

Jervois’s strategy involved polygonal or zigzag fortifications using three different polygon shapes for the forts and had them located so that firing from one fort would cover the firing from the next. The ditches were defended by caponiers. The artillery were to fight out in the open. Fort No. 1 was the farthest east
and overlooked Île d’Orléans and the port of Quebec. Its role was to assist the Citadel at Quebec in defending the St. Lawrence.

Work started in the summer of 1865. Besides the three forts, they also had to build the encampment for the Royal Engineers and one for the soldiers, a wharf on the water and the communications network from the shores of the river to the construction site. Numerous innovative techniques were employed on the site involving military manpower as far as possible. Steam engines and new types of building materials were used, such as Quebec black cement along with Portland cement and asphalt. These experiments testify to the new industrial processes that had reached the continent, where construction had previously been solely done by craftsman. Fort No. 1 was built by the military and was completed in 1872. The other two forts were built by private concerns and were finished in 1869.

With the signing of the Washington Treaty in 1871, tensions between the United States and Great Britain subsided. From then on, London followed a policy of bolstering its Empire rather than pursuing continental interests. In accordance with the dictates of the Empire’s military strategy, London invested its energy particularly on its navy. Quebec’s role was taken over by Halifax, and the British troops left the Quebec region for good shortly after, in November, 1871.

Thus, these three forts, built at such great cost, would never house a garrison. In 1871 they become practice grounds for the artillery school (Battery B) of the Canadian Army, whose headquarters were in the Citadel at Quebec. During the two World Wars, Fort No. 1 served as a munitions magazine. During World War I it also served as barracks for troops waiting to be sent out to Europe. In 1949 the federal government transferred Fort No. 1 usufruct to the Town of Lauzon. From 1953 to 1965 the Friends of the Old Fort started the restoration of the fort and turned it into a tourist site. In 1972 Parks Canada took charge and carried out substantial restoration work.

Fort No. 2 was used for a time for growing mushrooms before being turned into a ball field. In 1963 it was totally demolished to make way for the administrative offices of the Assurances générales des caisses Desjardins. Fort No. 3 was used as an animal quarantine station from 1876 until World War I, when it was requisitioned for the militia, who abandoned it in 1935. In the 1940s the site was given an industrial vocation. A cement factory remained in operation on the site until the end of the 1990s. Today, some vestiges still remain.
The site of the Royal Engineers encampment was used as a military camp during both World Wars and was later used for residential development. The Parc de la paix, (Peace Park) is now a municipal playground. At the time of the forts, it served as the encampment for the infantry soldiers who built Fort. No. 1.
3. Commemorative Integrity: A Core Concept

Commemorative integrity is a concept used by Parks Canada to describe, plan and monitor the state of our national historic sites. To measure the commemorative integrity of a site, the following three aspects are assessed separately: the state of its resources, the efficiency of the message conveyed with regard to its national importance, and the management methods put into practice at the site. The commemorative integrity of a NHSC is preserved when the following conditions are met:

- The resources that symbolize or characterize its importance are neither damaged nor threatened.
- The motives stated to justify its national historic significance are clearly explained to the public.
- Its heritage values are respected by all policy makers and stakeholders.¹

To guarantee adequate protection and promotion of our national historic sites, Parks Canada has drawn up a Cultural Resources Management Policy. This policy is based on five comprehensive management principles: value, public interest, comprehension, respect and integrity. When the requirements of these principles are met, then the integrity of a national historic site can generally be ensured.

Putting this policy into practice means that every time any management measure is taken, cultural resources must be identified and their historic value be taken into account.

The commemorative integrity statement for Lévis Forts NHSC was approved in 2004. It determined the surface area of the designated site, specified its commemorative objective, described its cultural resources and attributed a value to them and then identified the commemorative messages to be presented to the public. The statement also set objectives in terms of protecting cultural resources and conveying messages. The CIS acts as a framework of reference for establishing the desirable state for the site. By examining this desirable state in relation to the existing situation, it is then possible to define management measures to conserve and present the site.

“Lévis Forts was designated as a national historic site in 1920. The reasons for the designation of the forts as stipulated in the minutes of the HSMBC for December 2000 are the following:

- they are an integral part of the defence system of Quebec;
- they are of strategic importance.”²

¹ CANADIAN HERITAGE. Guiding Principles and Operational Policies, Minister of Supply and Services Canada, 1994, p. 74.
² Excerpt from the Énoncé d’intégrité commémorative, Lieu historique national du Canada des Forts-de-Lévis, April 2004, 20 pages and annexes.
4. Cultural Resources and Messages

The value of a cultural resource is determined in terms of its relationship to the commemorative objective. At Lévis Forts NHSC, several resources of national historic significance must be protected. They include the designated site, landscapes, landscape features, buildings, structures, archaeological sites and an archaeological collection. The commemorative integrity of the site is also ensured through the conveying of messages of national historic significance. Certain other resources and values should also be preserved and promoted through additional messages presented to the public.

Parks Canada is directly responsible for the protection and commemoration of the cultural resources of its sites. However, certain cultural resources that are present or presumably present within the designated site are on private property and thus out of Parks Canada jurisdiction. These cultural resources are directly related to the commemorative objective but are on either residential, institutional, recreational, commercial or industrial land. Thus their protection and promotion are subject to the dictates of current land use as well as to the sensitivity and goodwill of the property owners concerned.

4.1 Cultural resources of national historic significance, irrespective of ownership

Designated site

The designated site comprises the area within the exterior perimeter of the glacis of each of the three forts, the old military road that connected the forts, the wharf and surrounding area, the road from the wharf to Fort No. 1, and the sites of the Royal Engineers’ and soldiers’ encampments.

The historic values attributed to the designated site are as follows:

- It typifies the system used to defend Quebec towards the end of the colonial period.
- It underscores the importance of Lévis in defending Quebec against invasion from the United States.
- Along with the other elements in the system built to defend Quebec, the designated site reflects the strategic importance of
The Lévis Forts are fortifications of a polygon or zigzag type as opposed to the bastion fortifications popular in Europe in the 19th century.

The Lévis Forts are the only example in Canada of the systems of detached forts built to defend the large urban centres of the British Empire in the second half of the 19th century.

The construction site of the Lévis Forts served as a testing ground for various experiments, including the use of military manpower, steam engines and various building materials (Portland cement, Quebec black cement, asphalt).

The Lévis Forts site includes numerous significant landscapes and look-outs. The main landscape features that evoke or symbolize the fortification include the following:

- Fort No. 1 and its commanding view of Quebec, its port, the St. Lawrence River and the surrounding countryside;
- The architectural components of Fort No. 1, the ramparts overlooking the casemates, the covered way, the ditch and the glacis;
- The zigzag positioning of the caponiers;
- The vestiges of Fort No. 3.

Generally, all the views out over the river and the surrounding countryside are considered to be significant:

- View out over the Citadel and port of Quebec from the parapet and terre-plein of Fort No. 1 where it meets the right caponier;
- View out over the surrounding countryside from the parapet and terre-plein of Fort No. 1 where it meets the right caponier;
- View out over the channel of the St. Lawrence River from the terre-plein of Fort No. 1 where it meets the head caponier;
- View from Route 132 of Fort No. 1 and the vestiges of Fort No. 3;
- View of the front of Fort No. 1 from the top of Arlaka Road heading towards Pintendre.

The historic values attributed to the landscapes and landscape features are as follows:

- Certain look-outs are integral to the functioning of the defence system and either illustrate the concept of flanking and defilade or provide commanding views.
- Other look-outs simply offer views and sights familiar during the colonial period.
- A certain number of look-outs provide an excellent portrait of the landscape features typical of the system of the three Lévis Forts.

3. There are no apparent remains of Fort No. 2, however, it is possible that certain vestiges still remain buried under the site.
• The choice of site on which the Lévis Forts were built demonstrates that the heights of Lévis were strategic in the defence of Quebec.

• The zigzag layout of the forts (glacis and terre-plein), that to this day make Fort No. 1 hard to spot, demonstrates one of the fundamental principles of fort construction of that period.

• Some of the landscape features testify to the command position held by the forts over the Quebec basin.

Buildings and structures

Fort No. 1 was built between 1865 and 1872 and is today the best preserved of the Lévis Forts (Map 4, p. 35). It is laid out in an irregular polygon and comprises twelve brick casemates buried under an earthen rampart. The stone faces of the casemates looked towards a parade ground with a well at its centre. The rampart was skirted by a ditch five metres deep with a scarp and counterscarp that hugged the earthen slope. The ditch was protected by four caponiers with embrasures and gun ports that were accessible by way of vaulted passageways. The head caponier was meant to protect the ditch on the two sides facing the eventual enemy. The left and right caponiers aimed to protect the ditch on their respective flanks, and the gorge caponier aimed to protect the ditch at the back of the fort on the Quebec side. The scarp formed a wall approximately three metres high, bordered by a covered walk along its inside face. There were also powder magazines. The main magazine was under the rampart, and the secondary magazines were in the caponiers. Access to the fort was through a retractable bridge on a rail that crossed the ditch at the back. The glacis at the front of the fort still remains to this day.

The historic values attributed to the buildings and structures are as follows:

• Fort No. 1 testifies to the transition from a bastioned fortification to that of a polygonal fortification made up of a chain of detached forts. It is the only existing example of its kind in Canada.

• It also testifies to the new industrial processes that had supplanted craftsman-based construction of the time.

• The construction of vaulted structures (casemates, caponiers and powder magazines) reflects the quality of materials and their assemblages for this type of structure as well as technical know-how.

The archaeological sites

It is presumed that the sites of the three forts (Map 2, p. 31) house a certain number of archaeological resources, often of sizable dimension, such as military works (ditches, counterscarps, glacis, caponiers, parade grounds, casemates, powder magazines, batteries and artillery ramps), buildings (latrines and urinals), and infrastructures (drainage and water systems, wells and roads). The archaeological potential of the site of Fort No. 3 is particularly rich. Numerous archaeological remains have been found.

The Royal Engineers’ encampment was built near Fort No. 1, to house the engineers and their workers. In 1866 it was made up of 21 wooden buildings, and others were added in the years to follow. In all there were six barracks (three for the soldiers and three others for the officers), warehouses for food and equipment, stables, a fire-pump shed, a canteen, workshops (for the carpenters, the tailors and the stone cutters), a blacksmith’s shop, a school, a hospital, two mess halls, a kitchen and various latrines. Presumed archaeological remains are related

4. The term “presumed archaeological remains” refers to remains that have not been uncovered but whose presence appears likely owing to information found in archives, plans and old illustrations.
to the prior existence of this camp. Presently there are modern-day houses on this former encampment.

The archaeological remains of the soldiers’ encampment are also presumed to be buried in the sector known as the *Mare à Pompon*. Today this area is a park called *Parc de la paix*.

To accommodate the transportation of manpower and building materials, a wharf was built on the south shore of the St. Lawrence at *Anse aux Sauvages*. Today this is the *Grève Gilmour*. Archaeological features are presumed to be buried at the site of this wharf.

In 1865 a road was built from the wharf at *Anse aux Sauvages* to Fort No. 1. Another road, connecting the three forts, was finished in 1866. Certain remains of these roads have been found, and others are presumed to still exist.

The **historic value** attributed to the archaeological remains is as follows:

- The archaeological remains testify to the complexity of the logistics involved in building the Lévis Forts.
- The marker stones testify to the vastness of the military lands on the south shore during the 19th century.
- The copper nails are an example of the specific construction methods and techniques used to counter the risk of explosion in a powder magazine.

### 4.2 Cultural resources of national historic significance owned by Parks Canada and their state

Most of the cultural resources of the designated site found at Fort No. 1 are under the jurisdiction of Parks Canada. These resources includes:

- part of the designated site;
- part of the landscapes and landscape features;
- buildings and structures;
- vestiges of presumed military works, infrastructures and various buildings.

Since its acquisition by Parks Canada, Fort No. 1 has undergone major restorations. However, there is still a serious concern that the cultural integrity of some of the features of the fort could be jeopardized.

Trees and shrubs have grown over some of the components of Fort No. 1, notably the scarp, the ditch, the counterscarp and the glacis. This is an undesirable phenomenon as it obstructs the view of the landscapes and landscape features, reduces the perception of profile of the earthen and masonry works, and contributes to the deterioration of these resources.

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**The archaeological collection**

A number of military markers can be found within the City of Lévis, primarily within the designated site.

The only other artifacts from the archaeological collection are thirteen copper nails. They came from the interior wooden walls of the powder magazine of the left caponier.

The historic values attributed to the archaeological collection are as follows:
Casemates 1 to 9 have been restored. Casemates 10 to 12 still await restoration, as does the main powder magazine, where water has infiltrated and corroded the bricks.

The masonry joints of the walls of the components of the fort are in a state of disrepair and so these walls must be re-pointed to avoid any more serious deterioration. Major maintenance is required on some of the architectural components of the fort, such as the doors and windows.

The right caponier and the gorge caponier have been restored. The head caponier and the left caponier have deteriorated to such an extent that they have been closed to the public. The left caponier has collapsed and the head caponier is not easily accessible and must be supported from inside with wooden posts.

The ditch around the right and left faces of the left flank was partially back-filled to stabilize the scarp wall that was about to collapse. Temporary and basic stabilization and conservation work was done about twenty years ago but must be recommenced on the whole of the left side of the fort (the scarp, the counterscarp, the ditch, the parapet, the covered way, the left and head caponiers, and the tunnels leading to them) to prevent further deterioration. If the current situation is not corrected, some of these structures could simply collapse.

A service entry has been cut into the back wall of Fort No. 1 and the ditch has been back-filled to let vehicles through.

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5. The left side represents half of the perimeter of the fort.
Fort No. 1 continues to deteriorate as time passes. Serious restoration work will have to be undertaken soon or other components of the fort will have to be closed to the public. The lack of available funds for general maintenance is a factor in the deterioration of the cultural resources.

4.3 Cultural resources of national historic significance managed by other owners and potential threats to their integrity

Resources that are not under the jurisdiction of Parks Canada include: part of the glacis of Fort No. 1, certain landscapes and landscape features, and the resources of Forts No. 2 and 3, the roads, the wharf site, and the engineers’ and soldiers’ encampments. The resources managed by private concerns risk being jeopardized largely because of how the land of these sites is currently being used and because of urban development.

Several landscapes and landscape features are located on public or private property designated as either residential, commercial, recreational, institutional or industrial. The large number of trees and shrubs on the private and public properties around Fort No. 1 mask the profile of the glacis. They also compromise some of the landscapes and landscape features, particularly the command view from the fort out over the neighboring countryside and the view out over to the Quebec Citadel. Some cultural landscapes have been jeopardized by the presence of a decommissioned water tower owned by the City of Lévis and by the communication towers owned by Fisheries and Oceans–Coast Guard.

The vestiges at the wharf site belong to the MIL Davies marine slips. The former roadbeds are primarily now on residential land. The site of the soldiers’ encampment is now a commemorative park and that of the engineers is in the middle of a residential neighbourhood. The site of Fort No. 2 is now owned by Assurances générales Desjardins who have built their administrative offices there. The state of the vestiges of these sites is unknown, but they have most probably been greatly altered since their military days due to the changes in land use since that time. Nonetheless, these vestiges are deemed to have a significant historic value.

Important archaeological remains lie buried under the site of Fort No. 3. For years there was a cement works here, but it was closed and the land is now owned by the IMAFA group. Mechanical exploration has been conducted on the site to assess the presence and state of the archaeological features. These tests confirmed the existence of major archaeological features including several caponiers, small powder magazines, armory ranges, connector tunnels and the components of the enceinte and of the parade ground. The site also houses the main powder magazine and seven intact casemates along with the architectural vestiges of other casemates. The site is thus rich in significant indicators of the military activities that once were conducted there. The preservation of these resources will depend on the future use of the site.

Considering the priorities of the different property owners involved in the present use of the land concerned, protecting these resources, scattered over the urban area of Lévis, is a major challenge. It will depend on the interest current landowners have for preserving their heritage. If certain of these sites could be designated as cultural resources by the local municipal authorities, the task of ensuring their protection would be much easier.
4.4 Messages of national historic significance to communicate to the public

The following are the messages of national historic significance for Lévis Forts NHSC as mentioned in the commemorative objective and are intended for public communication:

- The Lévis Forts form an integral part of the system of Quebec fortifications.
- The Lévis Forts were once of strategic importance.

To ensure that these messages are better understood, the following points should be taken into account:

- The political situation in Europe and the United States was a factor in deciding to build the three forts at a distance from the fortifications at Quebec, on the heights of Point Lévy. In Europe, Great Britain was worried about the Prussian situation (today Germany) and in America there was the worry of spin-off effects of the American Civil War. Great Britain was also concerned about the activities of the Fenians, the Irish activist group in the United States.
- In 1864 William Drummond Jervois, Assistant Inspector General of Fortifications for the British Empire, concluded that the Americans could well invade Quebec via the railway that ran between Portland (Maine) and Lévis.
- The three Lévis Forts were built to counter any potential land invasion by the Americans, and their role was to keep the enemy away from Quebec and protect her port so that reinforcements could get in and British troops could get out.
- If there were no defence network on the south shore of the St. Lawrence, the enemy could well take position at Point Lévy to bombard Quebec and her port installations and then control navigation on the St. Lawrence River.
- To protect a substantial perimeter on the south shore of the river, the idea of building a continuous rampart was rejected in favor of constructing a chain of three forts, 1800 metres apart, that would mutually protect each other with artillery.
- The newly invented rifled cannon provided greater precision and could shoot much farther than conventional artillery. Rifled artillery brought military science into a completely new era.
- Fort No. 1 was built as a polygon, in a zig-zag style, which was a new technique and marks the transition period between classical and modern times in military science.
- Fort No. 1 was an experimental test site for new construction technologies such as rail transport, the use of steam engines to operate equipment, and new materials such as concrete, using Portland cement.
- The construction of the Lévis Forts, particularly Fort No. 1, required the building of major infrastructures: wharf, roads, and encampments for the Royal Engineers and for the soldiers.
- In 1871 the threat of invasion by the United States was ended by the signing of the Treaty of Washington and so the garrisons were retired from many Canadian forts and British troops were withdrawn from Canada.
- Lévis Forts National Historic Site of Canada is designated by the Government of Canada as a site of national historic significance.
4.5 Other heritage values

This section concerns the resources, the values and the messages that, although they are not of national importance, are nonetheless of historic significance with regard to the site. These other heritage values include archaeological sites, collections and additional messages.

Archaeological sites

Considering the number of activities carried out variously in the three forts from 1871 on, there is reason to believe that there would be numerous archaeological remains dated after the military occupation of the Lévis Forts. However, only those found at Fort No. 1 and managed by Parks Canada are considered cultural resources. At Fort No. 1, the only sector where archaeological exploration has been conducted is the area around a well that was constructed somewhere between 1866 and 1872.

The historic value attributed to the archaeological sites is as follows:

- The presumed vestiges of these cultural resources testify to the diverse military and civil activities that went on after the colonial military forces left the Lévis Forts.

The collections

The ethnological collection comprises several pieces of mounted artillery installed at Fort No. 1 between 1980 and 1990: three cannons, four carronades and two mortars. These pieces came from the fortifications at Quebec and Île Madame. In the collection there is also an Armstrong rifled cannon mounted on a rail carriage. All this artillery is in good condition.

On the site there is also a commemorative plaque from the Historic Sites and Monuments Board of Canada that was unveiled in 1984 to commemorate the construction of Fort No. 1.

The historic values attributed to this ethnological collection are as follows:

- Even though these pieces of artillery were built only recently, they nonetheless are typical of the type of artillery used at Quebec during the colonial period.
- The Armstrong cannon typifies the type of artillery being developed at the time of the construction of the Lévis Forts. This was a breech-loaded rifled cannon which was rare both in Canada and the United Kingdom. This type of cannon was made in England during only a five-year period.

The only archaeological artifacts recovered from Fort No. 1 were found during a dig in and around the well. This collection comprises roughly 130 artifacts, including ten articulated gun sights. These artifacts are made of metal and have not undergone any conservation.
The historic value attributed to archaeological artifacts is as follows:

- These artifacts testify to the use of Fort No. 1 as a gun storehouse after 1871.

### Additional messages

Within the overall context of resources and components related to other heritage values, the following messages should be presented to the public:

- After the withdrawal of the British troops in 1871, Fort No. 1 remained unoccupied, but surveillance was assured by a detachment of a dozen men from the Battery B Canadian artillery unit stationed at Quebec.

- The Armstrong rifled cannon that was installed at Fort No. 1 in 1878 was once able to fire a shell weighing forty kilograms over a distance of three kilometres, and typifies why bastioned ramparts had to be replaced with more modern structures.

- By the beginning of the 20th century fear of a land invasion had quite dissipated and the defensive role of the Lévis Forts was assumed by three batteries of cannons pointing out over the St. Lawrence River from Pointe de la Martinière, Beaumont, and Saint-Jean on Île d’Orléans, to protect Quebec from any possible invasion via the river.

- After 1911 the munitions manufactured by Dominion Arsenal could no longer be stored at the Citadel due to a shortage of space, so Fort No. 1 was designated as the munitions magazine.

- In 1917, as part of the ongoing war measures, it was decided that all the Dominion Arsenal explosives, and any explosives received by National Defence, be stored at Fort No. 1.

- During both World Wars Fort No. 1 served as a munitions depot and as a training camp for Canadian soldiers before they headed off to war in Europe.

- In 1949 the federal government transferred Fort No. 1 over to the town of Lauzon and from 1953 to 1965 it was managed by the Association of the Friends of the Old Fort of Lévis who restored it and transformed it into a tourist site.

- Fort No. 2 served as a mushroom farm and then as a ball field before it was finally demolished in 1963.

- From 1876 to 1914 Fort No. 3 served as an animal quarantine station. It was one of the first of its kind in the world.

- Fort No. 3 was abandoned in 1935 and partially dismantled between 1939 and 1940 because it had become unsafe for the public. It was then used for industrial purposes. Today vestiges of its casemates and caponiers can still be seen on the site.

- The *Parc de la paix* (Peace Park), located on the site of the soldiers’ encampment, was given its name on September 6, 1997 by UNESCO to commemorate the veterans as well as the various military activities carried out there. It is under the jurisdiction of the City of Lévis and is managed by the *Fondation du mémorial des militaires*. 
• The Lévis Forts are part of the network of national historic sites commemorating the defence of Canada during the colonial period.

• The Lévis Forts are also part of the strategy to defend Quebec during the colonial period and as such are also part of the national historic sites that belong to the Fortifications of Quebec National Historic Site of Canada.

• The national historic sites managed by Parks Canada belong to all Canadians.
Map 1

Location of the Site in the Region
Map 2

Size of the Designated Area
Map 3

Site Managed by Parks Canada: Fort no. 1
Map 4

Detailed Components of Fort No. 1
Map 5

Profile of the Earthworks of Fort No. 1
5. Analysis of the Current Situation

5.1 Visitor experience

Fort No. 1 is the component of Lévis Forts NHSC that is open to the public. Visitor and interpretation services, offered in both official languages, are in operation from May to October. There has been an entrance fee since 1995. The building conforms with universal access standards.

A reception, information and sales counter, exhibit rooms, a projection room, conference room, administrative areas and washrooms have been built in the former casemates of the fort. The right caponier, the gorge caponier and the main powder magazine have been restored and are also open to the public.

An interpretation guide greets the visitors at the entrance to the fort and briefly outlines the messages of national historic significance for the site and a description of the tourist program. Visitors can then visit the site on their own or join in on a guided tour. Inside the casemates an on-going exhibit\(^6\) presents the historical context around the construction of the forts and that demonstrates the new technologies used during construction. A video presentation completes the information presented in the exhibit. An interpretative walk takes the visitors around the site so they can grasp the nature of this imposing military structure and its main components: the retractable bridge, parade ground, terre-plein, covered way, casemates, tunnels, powder magazines, caponiers and the ditch.\(^7\)

The guided tours and tourist activities have been adapted for the different clienteles of the site. The program for school children was designed in conjunction with the learning objectives prescribed by the Department of Education. Depending on available resources as the occasion arises, special activities can also be organized at the site with the collaboration of local organizations.

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6. Interpretation modules, interactive stations, artifacts, mannequins, costumes, a scale model and a video presentation are some of the ways used to convey the different messages to the public.

7. Some of the military components of the fort, such as the left and head caponiers, are presently deemed unsafe and are thus closed to the public.
On the north side of the fort near the glacis there is a wooded area that is used as an urban park. The trees are mainly sugar maples and American ash. There is also a picnic area and a walking trail inviting visitors to come out and enjoy the fresh air. At the edge of the wooded area, near the fort, there is a small visitor parking lot for about 15 cars. (Map 3, p. 33).

5.2 Communicating commemorative messages

At Lévis Forts NHSC the visitor information product is the tool used to convey messages and enable visitors to discover the resources and to experience our heritage. Visitor activities are designed in accordance with the parameters of an interpretation concept that was applied to the site in the late 1990s. The exhibits have since been redesigned to better fit this concept.

The current interpretation product is designed to stimulate reflective thinking with regard to the messages of national historic significance. The communication tools used clearly illustrate these messages and put them into context. However, the additional messages relating to the use of the three forts, during the post-construction period up to the present day, refer to a longer period. The interpretation product would have to be adapted so that these messages could be properly presented to the public.

The visible resources of Fort No. 1 are excellent vehicles for conveying the essence and the role of the Lévis Forts as a strategic site and as a line of fortified defence for Quebec. However, with the exception of Fort No. 1, all the other components of the designated site (Forts Nos. 2 and 3, the roadway, the soldiers’ encampment, the Royal Engineers’ quarters and the wharf site) are all either inaccessible or unknown to the public. This is because they have either simply not been presented to the public or that they are not on Parks Canada land. There are presumably numerous archaeological features hidden in these sites, including the architectural vestiges of Fort No. 3. However, none of these sites currently convey any historical message. Neither their existence nor their historic importance is currently being presented to the public in situ. This situation cannot be rectified without the collaboration of the current property owners.

The defensive unit comprising the three Lévis Forts and their respective resources convey little meaning until one visits the exhibits at Fort No. 1 that explain the link between the forts and their importance in the defence of Quebec. At the moment, there are no interpretive panels or signs elsewhere on the designated site to overcome this shortcoming. The panels have been built but have not been installed because no agreement has been reached with the current property owners to allow for their installation.

Outreach activities are a way of getting information out to clienteles who cannot physically visit the site. Lévis Forts has had its own website since 1996. However, it needs to be updated to accommodate all the commemorative messages, in particular, the additional messages.

5.3 Park use

The archaeological characteristics of the restored or rehabilitated fortifications and the attraction of a fortified wall from the second half of the 19th century, combined with the activities and services offered, soon attracted a large number of visitors to Fort No.1. The entire fort is primarily a commemorative site, whereas the parade ground
and the terre-plein play a secondary role as a place for group and recreational activities or for relaxation.

Visitors to the national historic site fit into three categories, namely school groups, other organized groups and individual visitors. From 1982 to 1991, 23,280 visitors came to the park each year. In 1994, park use rose to 24,472 visitors. The introduction of an entrance fee in 1995 led to a reduction in park use that year to 15,345 visitors. In 2001, 17,906 visitors came to the site. In 2002, there were 21,496 visitors compared to 18,684 in 2003. About half of the visitors who come to the site annually are attracted by special activities such as the Royal Canadian Mounted Police Musical Ride, the sunset concert with the Royal 22nd Regiment, the Journées de la Culture (Culture Days), etc. The site aims to maintain the interest of the existing clientele while attracting new ones in a context of budgetary constraints.

The historic site is on the outskirts of the main tourism circuits and is hard to access by public transportation. Special activities presented at Fort No.1 sometimes attract a large number of visitors. The parking lot on the site does not always have enough space to hold them causing significant overflow into the neighbouring streets. The construction of a direct access route to Fort No.1 exiting from the regional highway 132 and of a larger parking lot with access to buses would be desirable so as to improve visitor access to the site. However, the lands suitable for these facilities are owned by the City of Lévis and by Fisheries and Oceans–Coast Guard (map 3, p. 33) Construction of a direct access route and parking lot would also help reduce the impact of traffic on the residents in the neighbourhood.

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8. Of these 21,496 visitors, 15,615 were individual visitors, 2,738 were part of school groups and 3,143 belonged to other organized groups.

9. Of these 18,684 visitors, 11,263 were individual visitors, 3,519 were part of school groups and 3,902 belonged to other organized groups.
In July and August 2002, a visitor satisfaction survey was carried out on the site among visitors over 16 years of age who were either part of organized groups or individual visitors. This study made it possible to establish a profile of these visitors and determine their level of satisfaction with the visit:

• The origin of the clientele is the following: 30% from the region (a 20-km radius around Fort No.1), 54% from elsewhere in Quebec, 3% from elsewhere in Canada, 4% from the United States, 6% from France and 3% from other countries.

• The language used is French for 90% of the visitors and English for 10%.

• The clientele under study was composed of groups of adults without children (63%) and groups of adults with children (37%).

• Organized groups aged over 16 made up a tiny portion of the clientele at the site during the period under study.

• The average number of visitors per group was 3.6 people.

• 93% of the respondents were visiting the historic site for the first time.

• Their visit lasted an average of 1 hr. 21 min.

• As for park use, 26% of visitors were under 17 years old, 5% were from 17 to 24, 14% were from 25 to 34, 36% were from 35 to 54, 14% were from 55 to 64 and 5% were 65 and over.

• Among the respondents, 66% had planned to visit the site in addition to other activities (25% said it was the main purpose of their trip and 41% said it was a planned stop in their itinerary), whereas for 34%, it was an unplanned stop.

• The main sources of information that attracted them to visit the historic site were, in order of importance: tourism guides and brochures, friends or family, road signs, site brochure, tourism information centres and other tourist attractions.

• The respondents said that they were very satisfied with the interpretation services, the staff, and their visit in general. The visit with a guide was the interpretation service that received the highest level of satisfaction from visitors. There appeared to be some dissatisfaction with the road signs leading to the site.

• After their visit, the respondents had to validate six statements with regards to the messages of national historic significance communicated at the historic site. The answers to these questions provide managers with a basic indicator of the acquisition of knowledge related to the messages communicated in situ. The analysis of the results indicates that 95% of the respondents correctly answered at least four out of six statements and everyone correctly answered at least two statements.

• 68% of the respondents said they were interested in the creation of a military heritage circuit on the south shore.

• 63% of the respondents mentioned that they had not gone on a guided tour of the site. Three main reasons were given: in 34% of cases, the visit was not available when the visitors arrived, 24% of visitors were not interested in taking a guided tour and preferred to discover the site at their own speed, 21% indicated that the visit schedule did not meet their needs.

• The architecture of the buildings and the quality of the historical interpretation were appreciated very much by the visitors.
When questioned about what improvements could be made to make the visit more enjoyable, 73% of the respondents did not indicate any specific improvements. Of the 27% who proposed improvements, 37% mentioned that it would be interesting to have more activities in the fort, 22% said they were interested in a guided tour, and the rest made other suggestions.

5.4 Regional tourism context

Lévis Forts NHSC is located at Lévis, on the south shore of the St. Lawrence River, across from the historical sector of Quebec City, widely known for its Place Royale, Dufferin Terrace and Château Frontenac. The NHSC is part of the Chaudière-Appalaches tourist region. The population of Lévis is approximately 125,000. Lévis is linked to Quebec City by two bridges, the Pont de Québec and the Pont Pierre-Laporte, and by two ferries. Lévis is the main pole of economic and urban development in the Chaudière-Appalaches region.

The site of Fort No. 1 is bordered by properties belonging to the City of Lévis and Fisheries and Oceans–Coast Guard and by several homes and a school. From its terreplein there is an extraordinary view of the surrounding countryside. The strategic location of the fort gives it a direct view of the Citadel, Quebec City, the Île d’Orléans Canal, Montmorency Falls, and the countryside down towards the Beauce.

Besides the sites of Forts Nos. 2 and 3, there still remain a number of vestiges that testify to the role that the south shore played in the defence of the capital. The fort at Pointe de la Martinière was built around 1905 and served to defend the shores of the river during the two World Wars. Cannon batteries were also built at Saint-Étienne-de-Beaumont in 1914 to control access to the river below Quebec.

From a tourism perspective, Lévis offers visitor centres, local celebrations, cultural events, sports, numerous historical buildings and an interesting network of bicycle trails and walking trails. The river nearby is ideal for a number of aquatic activities. The huge, less urbanized lands of the Chaudière-Appalaches region are ideal for agrotourism, including U-pick operations and the presentation of local produce. This is largely agricultural land with numerous farms and orchards, but there are also ski and outdoor recreation centres and a large number of maple sugar operations.

The important tourism market of historic Old Quebec is just across the river from Lévis Forts NHSC and constitutes a considerable tourism potential frequented by Quebecers, other Canadians and by tourists from other countries.

The national historic site is a key feature in the tourism dynamic of the Chaudière-Appalaches region. Since its inception it has engendered close ties with the members of the local tourism and cultural community, including the City of Lévis, the Chaudière-Appalaches Regional Tourism Association and the Metropolitan Community of Quebec. Lévis Forts NHSC representatives sit on the tourism committee of the City of Lévis and for the past several years the site has been included in the regional cultural circuit called the Route des Deux Vallées. The presence of the national historic site heightens the historical, patrimonial and cultural appeal of the circuit and of the region as a whole. NHSC represents an integral element in the tourism industry of the region by providing services, sharing in publicity and promotion, participating in tourist packages, and by participating in joint cultural activities.

10. This circuit guides tourists around the countryside so they can appreciate the quality and diversity of local products along the Chaudière and Etchemin rivers.
6. Targeted Objectives

Parks Canada must protect and present representative examples of the natural and cultural heritage of Canada and encourage public understanding, appreciation and enjoyment so as to keep them unimpaired for future generations. To fulfill this mandate, Parks Canada has adopted the following strategic objectives to guide its activities over the next five years:

- Improve the network of national historic sites, substantially complete the Canadian national parks network and make significant progress with regards to the network of national marine conservation areas.
- Maintain or improve the state of the commemorative and ecological integrity of each of our national historic sites and national parks.
- Further sensitize the public with regards to the national parks, national historic sites and national marine conservation areas and promote understanding, appreciation and a shared sense of identity.
- Develop a long-term stable financial strategy to protect our historic and contemporary property.

As for the protection of cultural resources, specific objectives have been established for the designated site in the commemorative integrity statement. Parks Canada will work to reach these objectives in as much as they apply to the cultural resources under its ownership. As underlined in the preceding pages, several of the cultural resources of the designated site are not owned by Parks Canada and are therefore outside its administrative authority. As an organization dedicated to the protection of cultural resources, Parks Canada invites the owners in question to pay close attention to the protection of the resources under their respective authority. Parks Canada intends to sensitize these owners about the existence and the value of the cultural resources that they own as well as the importance of conserving them. The following objectives have been identified for the site:

- On their original site, identify the various components of the designated site which no longer exist today (Forts Nos. 2 and 3, engineers quarters and soldiers encampment camp).
- Safeguard or reconstruct the landscapes and landscape features and communicate their meaning.
- Present the landscape features so that they help enrich the historical character of the significant sites of the colonial period.
- Respect the resources and related values.
- Base the management decisions on solid and adequate information and on the principles and practices spelled out in the Cultural Resources Management Policy.
- Ensure that the resources and related values are not lost, damaged or threatened by natural processes, for example, erosion and deterioration, inside or outside the site.
• Ensure that the resources and related values are not lost, damaged or threatened by the presence of humans inside or outside the site.

• Keep the Armstrong cannon in situ.

• Make an inventory of the stone markers.

With regards to the presentation of the cultural resources, the related values and the messages of national historic significance, the following specific objectives have been identified for the historic site in the EIC:

• Effectively communicate the messages of national historic significance to the public, as well as the additional messages.

• Base the management decisions on relevant and reliable information and on the principles and practices of the Cultural Resources Management Policy.

• Communicate the historic values of the cultural resources to the visitors and stakeholders.

• Sensitize the owners and stakeholders to the importance of communicating the historic values of the archaeological sites to the public.

As for the quality of the visit experience, the objectives to be reached by Parks Canada at the historic site are the following:

• Offer the various clienteles a secure, significant and high quality visit experience that meets their particular needs and interests.

• Promote the involvement of the regional community so as to improve the service offer.

• Optimize use by preserving the site’s integrity and the quality of the visitor experience.

In terms of collaboration with regional stakeholders, Parks Canada has the following specific objectives for the historical site:

• Implement the Engaging Canadians external communications strategy.

• Work with the regional tourism industry and Parks Canada’s national network to increase awareness of the site.

• Position itself in the regional tourism industry as a leader in the protection of cultural heritage and the onsite dissemination of historical knowledge.

• Take part, as a national historical site, in local and regional sociocultural development and the celebration of local, regional, and national cultural heritage.
7. Looking Ahead: Lévis Forts National Historic Site of Canada Around 2020

The following section outlines the vision Parks Canada has for the national historic site for the next 15 years. The objectives iterated in the preceding section lay the groundwork for this orientation, the implementation of which will be facilitated by the management measures outlined in Chapter eight. Backed by the regulations and policies of Parks Canada, the main thrust of this vision is to ensure the commemorative integrity of the site.

- Lévis Forts NHSC is a site where cultural resources are protected:
  - The main components of Fort No. 1 have been stabilized, the cultural resources and the historical character of the fort have been preserved and a regular maintenance program is in place;
  - The owners of the cultural resources of Fort No. 2, Fort No. 3 and of the other resources in the designated site that are not managed by Parks Canada are aware of the importance of protecting these cultural resources. Efforts have been made with the City of Lévis and the Province to protect these resources through provincial and municipal legislation;
  - Parks Canada has proposed mechanisms for collaboration with the owners concerned to encourage the protection and heritage presentation of these cultural resources.

- Lévis Forts NHSC is a commemorative, discovery and learning site, and as such, sheds light on a chapter in the military and defence history of the country. It testifies to the strategic importance of the three forts and of their role in the system of defence for Quebec.

- Lévis Forts NHSC is a pleasant site with high standards in terms of visitor services. The visitor experience involves grasping the scope of the designated site and of all its components, but Fort No. 1 remains the focus of the visit. At Fort No. 1 different itineraries guide the visitor in and around the buildings. Exhibits are posted along the circuit, and there are interpreters on hand to expand on the historical theme of the site. The local community is involved to enrich the tourist product with additional activities and services.

- Lévis Forts NHSC draws a full range of visitors and has established high acclaim. Throughout the region the site is recognized as a leader in the promotion of cultural heritage and the historical context in which it is set. In the Chaudière-Appalaches region and in the region of Greater Quebec the site is positioned at the heart of their respective tourist industries and constitutes an important component in the tourism dynamic. Collaboration with regional partners makes it possible to present a concerted tourism product.
8. Implementation

8.1 1988 Management Plan

An initial management plan identifying a heritage presentation concept for Fort No. 1 was approved in 1988. This concept confirmed the spirit in which work has been carried out on Fort No. 1 since its acquisition by Parks Canada in 1972 and proposed to undertake the following projects:

- The conservation and stabilization of the components of the left demi-gorge, left flank, left caponier, left face, head caponier and a section of the right face. (Maps 3 and 4, pp. 33, 35).

- The restoration of certain elements required to understand the historic value of the site (the terre-plein, a section of the right face, the right caponier, the right flank, the main powder magazine, the right demi-gorge and the gorge caponier).

- The rehabilitation of the twelve case-mates used as barracks so that historical interpretation and cultural activities can be organized.

- Rebuilding of the exterior zones of the defensive system of the fort (a part of the ditches, the glacis of the right flank and the parade ground).

- The building of a parking lot to accommodate buses, an access road from Highway 132 up to Fort No. 1, and green spaces.

The management plan of 1988 also outlined a concept for tourist interpretation so that visitors could learn about the historical significance of Fort No. 1 as a component in the strategy to defend Quebec. The concept involved different itineraries guiding the visitor in and around the fort to examine its various features, both indoors and out. Exhibits along the way explained the history of the site. The concept and the interpretation scenario for Fort No. 1 were reviewed and revised over the 1990s.

Most of the recommendations of the 1988 management plan were carried out as can be seen by examining the work undertaken at the site. While stabilization and conservation work was carried out, it was done so only summarily and on a temporary basis. Most of the restoration and rehabilitation work and the building of the green spaces has been done according to the 1988 management plan. As for the exterior zones, the ditches and the parade ground have been rebuilt, but the glacis and right flank are still largely buried. Before work could be started on the glacis, agreements needed to be made with the current property owners (City of Lévis and Fisheries and Oceans–Coast Guard), but this has not as yet happened. Similarly, the building of the bus parking lot and the road leading up from Highway 132 to Fort No. 1 is also still subject to agreements with the current property owners.

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11. Accurate restoration is the precise reconstruction of the form, the materials and the former details of a site, a building or a structure, by removing recent additions and replacing missing or deteriorated elements from the restoration period.

12. Rehabilitation is the modifying and re-utilizing of a resource so that it satisfies a range of functional requirements, while protecting its historical character.
The heritage presentation concept drawn up in 1988 covered only the cultural resources of Fort No. 1. The concept in the current preliminary management plan covers the resources, values and messages concerning Forts Nos. 1, 2 and 3, and their construction. It starts with the basic outline of the 1988 plan and develops it further. The general objective of the new concept is to ensure the commemorative integrity of the site by means of the following specific objectives:

- Conserve and stabilize the components of the left side of Fort No. 1 and a part of its right face.
- Restore certain elements of the right side of the fort deemed necessary to grasp the historic value of the site.
- Rehabilitate the twelve casemates so that historical interpretation and cultural activities can be conducted.
- Update the current interpretation concept to overcome the identified shortcomings with regard to the conveying of commemorative messages.
- Rebuild the glacis of the right flank of Fort No. 1.
- Build a parking lot to accommodate buses and an access road from Highway 132 up to the southwest side of Fort No. 1.
- Work with current property owners to present in situ commemorative messages to convey to the public the history of the parts of the designated site that lie outside the jurisdiction of Parks Canada and to ensure the heritage presentation of certain cultural landscapes.

An updated interpretation concept will more effectively ensure that the visitor appreciates the cultural resources of the designated site, understands the commemorative objective and grasps the full extent of the designated site and its components. The concept involves using in situ resources to more effectively evoke the scope of the whole site. Issues regarding visitor needs, such as education, user-friendliness, social experience, recreation and relaxation, remain integral to the interpretation concept. Fort No. 1 remains the key element of the site. A tour of the Fort is an excellent way to grasp the value of the cultural resources and of their related messages. To this end interpretive guides at Fort No. 1 play a key role.

### 8.2 Management measures

The commemorative integrity of the cultural resources will primarily be ensured through the application of management measures aimed at protecting these resources and communicating the identified messages. The application of these measures will help strengthen the historic character and the spirit of place. The proposed management measures also touch on the quality of the visitor experience and the importance of collaborating with the concerned owners and the regional actors. The following management measures were developed based on the situational analysis carried out by the planning committee as the management plan was being written and based on the evaluation of commemorative integrity carried out in 2004 by a committee set up for that purpose. Implementation of the management measures will allow us to realize the future vision for the area over a period of some 15 years.

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13. The spirit or the meaning of place is the ability of a site to stimulate the emotions of visitors even before they know anything about the sight. In other words, the spirit of a site is what the resource itself says to the visitor.
8.2.1 Management measures for resource protection

Parks Canada will implement the following management measures aimed at protecting resources:

### Protection measures that require substantial resources

- Complete the restoration of the powder magazine and casemates Nos. 10, 11, 12 to halt their deterioration and avoid any destabilization.
- Stabilize and conserve a section of the right face and the whole of the left side of the fort (the scarp, the counterscarp, the ditch, the parapet, the covered way, the left and head caponiers and their tunnels) to avoid further deterioration and risk of collapse.
- Build up the bank on the right side of Fort No. 1.
- Ensure a regular follow-up of the resources of Fort No. 1 and provide regular upkeep on its various components (re-point the wall, repair as needed the doors, windows and other architectural components, etc.) to prevent them from deteriorating.

### Protection measures that require minimal resources

- Within the boundaries of the property owned by Parks Canada, eliminate the vegetation that has taken over the earthen structures and masonry of Fort No. 1 (with the exception of the wooded area to the north of the fort) to protect the components of the fort and the integrity of the landscapes and significant landscape features.
- Locate and map out any remaining surveyor markers installed by the British army when the fort was first built.
- Advise property owners who hold title to heritage land on the site of the existence and modalities of any federal program that could help finance the conservation and heritage presentation of their properties.
- Sensitize these owners to the existence and importance of the cultural resources on their property (including landscapes and landscape features). Encourage these property owners to take into account these resources when planning any renovations to their property and, where applicable, set up a process of cooperation to ensure the management and presentation of these resources.
- Sensitize municipal and provincial authorities to the existence and importance of the cultural resources of the designated site (including landscapes, landscape features and archaeological features) so they can take them into account in any urbanization plan, zoning by-laws or cultural-resource inventory.
- Sensitize municipal authorities so they can take measures to ensure that no building or structure be built in the immediate vicinity of Fort No. 1 if its form or vocation is not compatible with the cultural resources of the site (including landscapes and landscape features).
- Sensitize municipal authorities as to the negative visual impact created by the presence of the decommissioned water tower on the landscapes and landscape features of the site.
8.2.2 Communication management measures

Educational communications are one of three aspects of the Engaging Canadians external communications strategy. To better apply this strategy at the site, Parks Canada will put the following management measures into place for the presentation of cultural resources and commemorative messages:

- Update the interpretation concept based on the following:
  - Introduce a small interpretive circuit in situ to present the various components of the designated site and to encourage visitors to visit Fort No. 1 to learn more about the resources and messages of the Lévis Forts;
  - Complete the heritage presentation of the main powder magazine;
  - Update the video presentation so that it encompasses the whole of the designated site;
  - Ensure adequate public presentation of the additional messages that refer to the use of the three forts from the time of their initial construction to the present day;
  - Develop interpretation tools to present the whole of the designated site and its significance in the chain of fortifications built to defend Quebec (possibility of using scale models).

- Update the website so that it encompasses the commemorative messages and draws attention to the additional messages.
- Rebuild the retractable bridge to make it operable.
- Regularly assess the effectiveness of the way in which the messages are conveyed, using conventional methods and tools.

8.2.3 Visitor experience management measures

Parks Canada will implement the following management measures aimed at improving the quality of the visitor experience:

- Improve the road signs indicating directions to Fort No. 1 on the primary routes and bicycle paths leading to the fort and on the roads coming up from the Lévis ferry.
- In partnership with the concerned property owners, build an access road to Fort No. 1 from Highway 132 and build a parking lot off this road that would be accessible to both cars and buses.
- Ensure the security of visitors as they tour the various components both in and around Fort No. 1.
- Manage the wooded area near Fort No. 1 so that it can develop as naturally as possible while remaining safe for visitors to use as a place to relax.
8.2.4 Regional cooperation management measures

Communications related to the Agency and its programs and services are two of the three components of the Engaging Canadians external communications strategy. The onsite application of the strategy is a priority. Parks Canada will therefore implement the following management measures to improve cooperation with regional stakeholders:

- Inform, influence, and involve partners and the general public in natural and cultural resource conservation and the commemorative integrity of the historical site.

- With the help of collaborators and partners in the field, develop a variety of activities and create events of note at the historical site.

- Develop and implement a marketing strategy integrated with the regional strategy to boost attendance by tourists and school groups at the national historical site.

- Continue and step up cooperation and collaboration with regional tourism stakeholders in order to share clienteles and enhance services.

- Develop a sense of belonging to and identification with the site among local residents, particularly by joining in on regional tourism development projects that fit with the Parks Canada mission.

- Take part in developing new tourist routes by forging ties with other NHSCs and military sites or museums in Canada and abroad.
9. Conclusion

Lévis Forts National Historic Site of Canada is huge and its cultural resources extend out over a territory owned by several property owners. As an organization devoted to conservation, Parks Canada can act directly on the cultural resources that fall under its jurisdiction. But it also has a role to play in helping the other property owners conserve the part of the cultural resources on their own respective properties and in conveying the messages of commemoration.\textsuperscript{14} To ensure that the various privately-owned resources are conserved and presented, it is essential that the patrimonial importance of their cultural values be understood. It is only through the collective will of these property owners to help introduce appropriate management measures that certain historical elements can be given meaning and a new life.

The most important of the management measures described in this management plan are aimed at ensuring the commemorative integrity of Lévis Forts NHSC. These measures, combined with others, will also ensure a higher-quality visitor experience at the site. But applying the management measures will require substantial funding. As the site does not presently have the required investment budget, it will not be possible to carry out most of the proposed measures over the short term and it would take several years before the site had the necessary funds. Parks Canada will examine this problem of funding the measures and will also solicit funding from potential partners who share the same vision with regard to the future of the site.

Over the coming five years, the Quebec Field Unit, who manages the site, will either use its own funds or find funding through partnerships to act upon the most pressing of the measures to ensure the commemorative integrity of the site. These measures are as follows:

- Implement the protection measures that require little funding.
- Finish the restoration of casemates Nos. 10, 11, 12 and the main powder magazine.
- Commence stabilization work on the left side of the fort.
- Provide maintenance on the resources of Fort No. 1 and ensure a regular assessment of their state.
- Update the interpretation program.
- Update the website.
- Assess how effectively the messages are conveyed.
- In the spirit of the Engaging Canadians external communications strategy, improve cooperation with regional stakeholders.

Other measures will need to be implemented over the long term as necessary funding becomes available or as circumstances permit.

\textsuperscript{14} This exemplary practice and support for third parties will be feasible as financial resources become available.
Public opinion was taken into account in developing this management plan. Members of the public had the opportunity to express their viewpoints and assess the plan during the planning process. The final drafting of the management plan does not mark the end of public consultations, but rather the beginning of ongoing dialogue with the community, interest groups, businesses, and government departments and bodies. The superintendent of the Quebec Field Unit is responsible for monitoring the plan’s implementation and reporting to the public on the work accomplished. Based on the interest shown by the public, the superintendent will determine the extent and form of the report on the results achieved. The Field Unit’s business plan will set out the strategy for implementing the management measures and determine the allocation of resources based on the priorities in this management plan. The annual business plan report will assess progress made in implementation. The national report on the state of protected heritage areas will provide an overview of the state of the network and the results of management planning for the Lévis Forts NHSC.

The 1998 Parks Canada Agency Act requires that management plans be examined every five years and amendment proposals be submitted to Parliament. A five-year review of the management plan will be conducted internally in order to determine whether the plan remains appropriate or the public should be consulted for a new, more thorough five-year review.
10. Summary Environmental Assessment

Background

This strategic environmental assessment of the management plan for the Lévis Forts National Historical Site of Canada is based on the environmental assessment process for proposed policies, plans and programs.

The plan sets out the objectives and management measures in terms of the protection, development, management, and full use of the historical site. It provides the framework for subsequent business planning and work. The plan must serve as a guide in striking a balance between public access and preservation of cultural and natural heritage.

The strategic environmental assessment is intended to integrate environmental considerations into public policy development. Its goal is to identify and strategically evaluate the main environmental challenges inherent to developing the Lévis Forts National Historical Site of Canada.

Methodological approach

The methodological approach adopted for the environmental assessment of the plan consists of a number of steps. The plan’s compliance with policies is the first area covered. Next, the national historical site’s theme and the objectives and management measures intended to attain or maintain the site’s commemorative integrity are presented. The scope of the assessment and sources of environmental stress are then identified. Lastly, the assessment reviews strategic mitigation measures and residual impacts.

Scope

This environmental assessment is founded on existing documentation as well as the opinions of various experts in natural and cultural resource management.

The assessment covers the entire designated area, including parts managed by Parks Canada and those managed externally. The designated area encompasses all resources directly related to the reasons the area has been designated a national historical site. In addition to the three forts, it therefore also incorporates all components associated with their construction and operations, including the communication route, the pier vestiges, and the engineers’ and soldiers’ camp. The only source of environmental impact identified concerns the portions of the site outside Parks Canada management.

Policy compliance

The management plan for this site complies with all applicable Parks Canada statutes and policies, including the National Parks Act, the Parks Canada Agency Act, the Guiding Principles and Operational Policies, as well as the principles of sustainable development. The developments and activities proposed for the designated Parks Canada portion of
the site do not compromise its commemorative integrity or knowledge and appreciation of its heritage value. As a whole, they lend support to Parks Canada’s mandate.

**Sources of impact and mitigating measures**

This environmental assessment is intended to identify sources of stress or threat, current and potential stressors, and their primary origins. These include anything that affects the site’s commemorative integrity.

The environmental assessment has established that the only source of stress is human activity, and only in the part of the site designated as outside Parks Canada jurisdiction. No source of stress is present in the Parks Canada portion of the site.

The management measures proposed in the management plan for the area outside Parks Canada jurisdiction have a positive or mitigating impact on commemorative integrity. In general, they promote improved commemorative integrity and have a positive effect on sustainable development.

Since the only source of stress identified is in the area outside Parks Canada jurisdiction, the environmental assessment has put forward the following mitigating measures to protect cultural resources:

- Inform the owners or stakeholders in the designated area of the presence and meaning of the cultural resources on their property.
- Physically draw attention to the important cultural resources in the designated area.

These mitigating measures are intended to better integrate the portion of the site outside Parks Canada jurisdiction with the Parks Canada protection and development strategy.

**Residual impacts**

As a whole, the management measures identified in the management plan help mitigate environmental stressors, particularly in the portion of the site managed by Parks Canada. These measures contribute to efforts to ensure the site’s commemorative integrity. However, sources of stress remain present in the portion of the site outside the jurisdiction of Parks Canada. The cumulative impact of the urban development plan is the primary source of stress in this area.

**Conclusion**

Based on the results of this environmental assessment and the information available, the development concept for the designated Parks Canada portion of the site is acceptable from both an environmental and heritage standpoint. As a whole, the objectives and management measures presented in the management plan are supportive of Parks Canada’s mandate and management policies. However, for the portions of the site outside Parks Canada jurisdiction, application of the management measures depends on the willingness of the owners in question, and Parks Canada cannot require them to comply.

Any project related to the application of this concept will be subject to an environmental assessment, in compliance with the provisions of the *Canadian Environmental Assessment Act* (CEAA) or the directives and policies of Environment Canada and Parks Canada.
Studies, Research Reports and Other Reference Works

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