

TORONTO STAFF REPORT

October 18, 2005

To: Economic Development and Parks Committee

From: Sue Corke, Deputy City Manager

Subject: Fort York: Adding New Buildings
Ward 19 Trinity Spadina

Purpose:

To report on "Fort York: Adding New Buildings", a study that sets out a capital development program for heritage building restoration and reconstruction at Fort York respecting its status as Toronto's birthplace and a National Historic Site.

Financial Implications and Impact Statement:

The cost of implementing "Fort York: Adding New Buildings" is projected at \$10,955,000 gross and \$9,355,000 net. Funding for the project will be phased in the Culture Division Capital program as affordability guidelines allow.

The Chief Financial Officer and Treasurer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) Council endorse "Fort York: Adding New Buildings" as a document to help guide the future development of Fort York and authorize the General Manager of the Economic Development, Culture and Tourism Division to continue to work with The Friends of Fort York and Garrison Common, the Fort York Management Board, and other stakeholders on next steps as outlined in the report;
- (2) that all financial implications be reviewed as part of the capital budget process for 2006 and beyond and;

- (3) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Background:

Over the last ten years, a number of key studies have been completed to guide the future development of Historic Fort York. Beginning in 1994, there was serious discussion of the new official plan for the Bathurst-Strachan area, now renamed the Fort York Neighbourhood. This resulted in City Council's approval in 1996 of a Part II plan that made the fort and the surrounding Heritage Conservation District its keystone.

In 1996-97, the Friends of Fort York, working with Heritage Toronto (formerly the operator of Fort York) and Fort York staff, produced a strategic vision and business plan for the site. Using data from earlier consultants' studies, the plan articulated a vision for the fort, some directions and key actions as a basis for pro-forma financial projections. The Fort York Vision-Centred Business Plan was endorsed by City Council in 1997.

In August 1999, the Friends of Fort York, working closely with city staff, formed a task force to formulate a set of planning principles for the area around the fort as guidelines for development proposals. Participants in the task force included Councillor Joe Pantalone and staff from Urban Development Services and the Economic Development, Culture and Tourism Department. The study resulted in a widely-distributed report, "Fort York: Setting It Right", that set out 15 fort-centred planning and design principles which were endorsed by City Council in 2001. This report subsequently won an award of National Merit from the Canadian Society of Landscape Architects.

In the fall of 2001, another key report, "Fort York and Garrison Common Parks and Open Space Design and Implementation Plan" was endorsed by Council as the general direction for parks and open space improvements in the area of Fort York.

In June 2003 Council adopted the *Culture Plan for a Creative City* which outlined some of the Fort's challenges, noting that while Toronto is immensely fortunate to have its founding landscapes and architecture preserved at Fort York, the site needs significant investment if its possibilities are to be realized.

"Fort York: Adding New Buildings" (Attachment No. 1) is the next step towards realizing the site's potential. The study was published jointly by the Friends of Fort York and Garrison Common and the Fort York Management Board with significant staff input from the Economic Development Culture and Tourism Division, Urban Development Services and Parks and Recreation. The study recommends capital investment in new exhibits that will tell the story of Fort York as the birthplace of Toronto. "Fort York: Adding New Buildings" addresses the challenges of adding new buildings to the site and doing so in a manner that engages the public while protecting and enhancing the integrity of the largest collection of original War of 1812 buildings located anywhere. The study provides the necessary analytical background and rationale for a capital expenditure program at Fort York that will respect the Fort's status as Toronto's birthplace and a national historic site.

Comments:

Although hidden beneath the Gardiner Expressway and behind rail corridors, and separated from the shoreline it once occupied by over 500 metres of lake fill, the birthplace of Toronto has, miraculously, survived intact for over 200 years. Fort York was established in 1793 and was rebuilt in 1816 following the Battle of York. It remained in military use until the 1930s. In 1909 the Federal government transferred the fort to the City of Toronto. The City restored the fort and opened it as an historic site in 1934. Today the defensive walls of this City-owned and operated museum surround Canada's largest collection of original War of 1812 buildings. The grounds and neighbouring environment encompass the birthplace of the City, remnants of the late 18th century landscape, part of the 1813 battlefield, two military cemeteries, and deep, stratified and well preserved archaeological remains both inside and outside the ramparts.

Fort York has been recognized as a site of national significance by the Historic Sites and Monuments Board (NHSMB) of Canada since 1923 and was designated under Part V of the Ontario Heritage Act (1980) in 1985. In 2003 the NHSMB confirmed new boundaries for the Fort York National Historic Site, which now encompasses 41 acres adjoining the fort and takes in Victoria Memorial Square with its pre-1862 military burying ground. The City of Toronto followed the NHSMB's lead in the following year, by adopting nearly identical limits for the Fort York Heritage Conservation District.

Very few major urban centres have intact their founding landscape and architecture as Toronto does in Fort York. The Fort has enormous potential to connect Toronto residents and visitors to the birthplace of the city and the natural landscape as well as global events, both south of the border and in Europe, during the 18th and 19th centuries. The Fort illuminates the social, economic, and cultural issues that shaped the early history of Toronto and the beginnings of a distinct Canadian identity.

The vision for Fort York is to be the most enjoyed National Historic Site in Canada, with the goal of delighting visitors through an encounter with real history: the rich, vital and authentic history of Fort York, and the people who lived here, and the role of the Fort in the creation of the City of Toronto and of Canada. The preservation, restoration and interpretation of Fort York will focus on enhancing visitor enjoyment of the site, and on facilitating their learning about the site.

This vision is guided by six strategic directions:

1. offer authentic history
2. provide a compelling, involving, multi-level visitor experience
3. position the Fort as a unique attraction to residents and tourists, within the City's visitor marketing initiatives
4. increase revenues, and retain increased net revenues to fund growth
5. involve stakeholders in contributing to the Fort's development
6. engage participants in accomplishing the Fort's vision and goals

Most of the exhibits at Fort York are a generation old and are currently limited in scope because the staff administrative offices are located within the few remaining historic buildings which are among the city's most important artifacts. The study "Adding New Buildings" recommends that new buildings be built at the site, reconstructed to national and international standards to resemble the original structures, to house the staff administrative offices in close proximity to the visitors, while presenting to the public a fort more consistent with its historic appearance. As visitor attendance grows, attracted by the more vibrant and history-rich fabric of the site, the study recommends that a reception/visitor orientation building scaled to new levels of visitation be built outside the ramparts near where visitors enter the site.

This phased approach provides a number of advantages and benefits. First, each action throughout the timeframe focuses on making the visitor's appreciation of the historic roles of Fort York a more enriching and vital experience. The multi-location design lends itself to phasing that will match expansion to the growth in visitor attendance. By allowing assessment at each stage of development, it has lower risks than committing to a single and large initial investment. Finally, spreading capital funding over a number of years will reduce pressure on public and private sector support while presenting the visiting public with ongoing news and reasons to visit Fort York.

The study provides the following principles to provide guidance for decision-making over the next decade to permit the Fort York vision to become a reality.

- Adding several smaller buildings inside and outside the walls, rather than one large one, will support the growth in attendance and visitor satisfaction appropriately at each level;
- The first buildings erected will increase public access to the seven War of 1812 structures at the fort by relocating the non-historic functions now accommodated there;
- New buildings within the walls will be built to the highest standards of accuracy based upon extensive research;
- New buildings outside the ramparts will be designed to have the least impact possible on sight lines and open spaces there; and
- No land will be disturbed by construction or landscaping before archaeological investigation has occurred.

Conclusions:

"Fort York: Adding New Buildings", is a study published by the Friends of Fort York and the Fort York Management Board with significant input from city staff. It builds on previous Fort York studies and sets out a capital development program for heritage building reconstruction and restoration respecting the Fort's status as Toronto's birthplace and a National Historic Site. The study recommends a phased approach to capital investment allowing assessment and fine tuning at each stage of development, so that capital funds are maximized to meet public needs. The study's conclusions provide guidance for decision-making over the next decade to allow Toronto residents and visitors to access the potential of Fort York

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Sue Corke
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List of Attachments:

(1) Fort York Adding New Buildings

HT. OF CHIMNEY TO MATCH 6'-0" ABOVE MAIN ROOF

NEW WOOD LADDER TYP. SEE 12/A17

NEW METAL FLASHING SEE 5/A4

FORT YORK: ADDING NEW BUILDINGS



The Friends of Fort York and Garrison Common

■
The Fort York Management Board

■
City of Toronto, Culture Division

NEW SUMP PIT (SEE MECH. DWG(S)
SEE DETAILS 1, 2 & 3/A11

NEW STORM DRAIN
PERFORATED WEEPER

NEW P.W.L. BARREL

PUMP
6'-7"

ATION

FORT YORK: ADDING NEW BUILDINGS

A Long-term Plan for Capital Improvements
at the Fort York National Historic Site,
A Cultural Property Owned by the City of Toronto

The Friends of Fort York and Garrison Common

The Fort York Management Board

City of Toronto, Culture Division

Toronto

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Abbreviations Used in Captioning Illustrations

AO - Archives of Ontario, Toronto
CIN - *Canadian Illustrated News*
CTA - City of Toronto Archives
FY - Fort York site
G&M - *Globe and Mail*
KPMB - Kuwabara Payne McKenna Blumberg, Toronto
NAC - National Archives of Canada, Ottawa
NMC - National Map Collection
THC - Toronto Harbour Commission
TRL - Toronto Reference Library

The Mayor and Council
City of Toronto

1 June 2005

Mayor Miller and Councillors:

The Friends of Fort York and Garrison Common and the Fort York Management Board are pleased to publish "Fort York: Adding New Buildings."

This study makes recommendations as to what buildings and other capital improvements, both within and outside the walls of Fort York, are required to integrate visitors into the site and its history in a seamless manner. At the same time, the new facilities that are recommended will accommodate the increased level of program activities and visitorship contemplated for the future.

The report provides the necessary analytical background and rationale for a capital expenditure program at Fort York that will respect its status as Toronto's birthplace and most important historic site, while significantly enhancing the fort as a major attraction for both citizens and tourists, and as an economic resource for the City.

The report will also be an essential aid in the on-going process to convince the private sector to participate in the financing of that capital expenditure program.

The working group whose deliberations led to the report was formed in June 2000 following the publication of the widely-distributed study "Fort York: Setting It Right". The process leading to this report demonstrates how empowered citizen groups can work constructively and positively with city officials to the benefit of all.

We wish to thank all the members of the working group who gave generously of their time and energies to ensure that we considered all the ramifications of adding new buildings at Fort York. In particular, special thanks are due to Stephen Otto and Jo Ann Pynn for many hours spent drafting the report.

Respectfully submitted.



Joseph F. Gill, Chair
The Friends of Fort York
and Garrison Common



Richard Shoichet, Chair
The Fort York Management Board

CONTENTS

1	INTRODUCTION	1
2	HISTORY OF FORT YORK	
2.1	Evolution into a Museum	6
2.1	Governance	8
3	LAYING THE GROUNDWORK	
3.1	Visitor-Centred Planning	9
3.2	An Architectural Profile for the Visitor Centre	10
3.3	Fort York Ideas Workshop	11
3.4	“Setting It Right”	12
3.5	The Open Space Study	14
4	NEW BUILDINGS: RATIONALE AND RECOMMENDATIONS	
4.1	Leading with the Exhibit Plan	19
4.2	Some Visitor Centre precedents	19
4.3	Encroachment on Historic Buildings is Unacceptable	21
4.4	Neither Stanley Barracks nor the Armoury is Suitable	22
4.5	A Strategy for Expansion	22
5.	NECESSARY HOMEWORK	
5.1	Documentary Research	26
5.2	Archaeology	27
5.3	The Ethics of Reconstruction	28
5.4	Choosing a Date for the Site	30
5.5	Rebuilding the Northern Ramparts	32
5.6	Rebuilding the Southern Ramparts	33
6	IMPLEMENTATION PLAN	
7	ISSUES NEEDING MORE STUDY AND DISCUSSION	
APPENDICES		
	Appendix A: Working Group Members	38
	Appendix B: Buildings Missing from within The Walls today	39
	Appendix C: Multi-Year Plan for Creating New Buildings	43
	Appendix D: Vision-Centred Business Plan	44
	Appendix E: Comparison of 1990 and 1999 Architectural Programs	46
	Appendix F: How Space is Allocated At Present	47

1 INTRODUCTION

Capturing the Opportunity

What follows is the result of four year's work by a multi-disciplinary working group (Appendix A). It addresses the challenges of adding new buildings both inside and outside the ramparts of Fort York and doing so in a manner that engages the visitor while protecting and enhancing the integrity of the largest collection of original War of 1812 buildings located anywhere.

The plan begins by creating new displays in the existing historic buildings, gradually forcing out of these buildings the administrative uses that currently deny the visiting public unfettered access to our most important artifacts. New buildings inside the ramparts, reconstructed to national and international standards to resemble the original structures, will house the displaced services and place the staff in close proximity to the visitors, while presenting to the public a fort more consistent with its historic appearance. Finally, as visitor attendance grows, attracted by the more vibrant and history-rich fabric of the site, a reception building scaled to the demand will be built outside the ramparts near where visitors enter the site.

Capturing the opportunity with this phased approach provides a number of advantages and benefits. First, each action throughout the timeframe focuses on making the visitor's appreciation of the historic roles of Fort York a more enriching and vital experience. Second, it is expected to yield functional efficiencies and effectiveness by housing staff and heritage services directly related to visitor programs within the fort. Thirdly, the multi-location design lends itself to phasing that will match expansion to the growth in visitor attendance. By allowing assessment at each stage of development, it has lower risks than committing to a single and large initial investment. Finally, spreading capital funding over a number of years will reduce pressure on public and private sector support while presenting the visiting public with ongoing news and reasons to visit Fort York.



The western entrance of the fort, ca. 1900. The historical plaque on the wall was erected by the Canadian Club in 1899. Visible in the distance are the Blue Barracks (on the left) and the Artillery Barracks. (CTA, Fonds 70, series 327/1/5)



Militia soldiers of the 1870s take a break from drills in this sketch by Henri Julien. (CIN, XIII, No. 12, 18 Mar. 1876, p185)

The Three Main Phases of the Plan

Exhibits and Displays - The first phase will energize the site by creating and enhancing displays and exhibits in the existing historic buildings. Triggered by fund-raising in the private sector to match funds from the City's Culture Division, it will gradually force non-historic uses out of these buildings. Support from the private sector also provides the opportunity for ongoing partnership in these areas. Each new display will provide a chance for programming and public relations to generate growth in visitation and public awareness.

Reconstructed Buildings - To accommodate the staff and support services displaced by the exhibits, this report proposes locating most of them in a small number of reconstructed buildings inside the fort (Appendix B). The advantages of this approach are many: it will place support staff close to the visitors; contribute to a more original appearance; reduce wear on the fragile historic buildings; and allow increased programming. Of course, any reconstruction at a site of national and international importance such as Fort York, must follow Parks Canada's Cultural Resource Management Policy and be done to the standards set out there. The Culture Division staff, working with Parks Canada, the Management Board and Friends of Fort York, have completed a Commemorative Integrity Statement that will assist in achieving these standards, and will create additional insight into implementing this report. It should be noted that the Commemorative Integrity Statement is a cornerstone of Parks Canada management of its own historic sites.

Visitor Reception Centre - A reception and orientation building is seen as the last stage of the growth plan. The preferred location for it is off Fort York Boulevard where it would be highly visible to visitors approaching the fort and have a public presence. At the same time, it would be largely out of sight from the fort and the historic westerly vista would be preserved. It will focus on orientation, providing visitors with services and information, then move them rapidly on to the site. The timing of its construction depends somewhat on development south of Fort York Boulevard and any decision to bury the Gardiner Expressway. Although five to ten years may pass before the centre is built, by then the fort will be more developed and visitation will have increased. Thus, the centre will open closer to its economic potential, and its design can reflect the needs of the community and heritage district surrounding the fort at that time. If the City proposes to celebrate the two-hundredth anniversary of the Battle of York in 1813 with Fort York as a focus, the opening of the Visitor Centre should be planned for that Spring.

A Window of Opportunity

The timing of this study is particularly appropriate in the context of recent developments, events and proposals that suggest Fort York is on the point of recovering some of its physical and cultural importance.

Beginning in 1994, in response to initiatives by a newly-formed citizens' group calling itself the Friends of Fort York and Garrison Common, there was serious discussion of the new official plan for the Bathurst-Strachan area, now renamed the Fort York Neighbourhood. This resulted in City Council's approval in 1996 of a Part II plan that made the fort and the surrounding Heritage Conservation District its keystone. From this auspicious start the Friends of Fort York has grown into an incorporated body with over 200 members and status as a registered charity, which provides a solid base of support for the fort in the community. In 2000, City Council recognized the fort's importance as a museum of city-wide significance by placing it under a management board of citizen appointees separate from other municipal museums. Since then the Fort York Management Board and the Friends of Fort York have worked together in close co-operation with the City's Culture Division, which is now responsible for the operation and long-term development of the fort.

Increased citizen involvement at Fort York has led to a number of key studies to guide future development in and around the fort. In 1996-97 the Friends of Fort York, working with Heritage Toronto staff, produced a strategic vision and business plan for the site. Using data from earlier consultants' studies, the plan articulated a vision for the fort, some directions and key actions as a basis for pro forma financial projections. *The Fort York Vision-Centred Business Plan* was approved by the Board of Heritage Toronto and subsequently endorsed by City Council.

In August 1999, the Friends of Fort York formed a task force to formulate a set of planning principles for the area around the fort as guidelines for development proposals. Participants in the task force included Councillor Joe Pantalone and staff from the City's urban planning, culture and parks departments. When the Fort York Management Board was formed in January, 2000, it joined the group. The study resulted in a widely-distributed report, *Fort York: Setting It Right*, that set out fifteen fort-centred planning and design principles.

In the spring of 2001, another key report, the *Fort York and Garrison Common Parks and Open Space Design and Implementation Plan* (the 'Open Space Plan'), was submitted by a consortium of consultants led by du Toit Allsopp Hillier working under contract to the City of Toronto. It focussed on the recovery, interpretation and integration of the fort into the landscapes of the surrounding communities.



Cannons along the southern ramparts were sketched by W. J. Thompson in 1890. (*The Globe*, 8 Feb. 1890)

There have also been important developments at the fort itself. In 1997 and 2000 the City acquired from CN Rail additional lands along the site's northern edge that will allow the ramparts to be rebuilt there someday in their original location. More recently, the fort's Phase I capital improvement program for its historic buildings, commenced in 1986, was concluded with the reconstruction of the Blue Barracks. The completion of Fort York Boulevard along the south side of the fort linking Lakeshore Boulevard with Bathurst Street and soon with Spadina Avenue and York Street will provide a direct route between the fort and downtown. An entrance to the fort from Fort York Boulevard, now in the planning stages, will make the site more accessible to visitors. On the north, funding by three levels of government may see the Front Street Extension go ahead. A design solution that would see the Extension pass under the rail corridor was approved by Toronto City Council, preserving the visual connections between the fort and the Niagara Neighbourhood. At that time too a proposal to build a land bridge across the rail lines recommended in the *Open Space Plan* was accepted. The Waterfront Revitalization Corporation has agreed to proceed with an Environmental Assessment for this proposal.

The Globe & Mail's Reidford saw it as a pyrrhic victory when plans to build the Gardiner Expressway across Fort York were abandoned. The structure's columns would have stood within the walls. Reprinted with permission. (*Globe & Mail*, Nov. 25, 1958)



It now appears uncertain that the elevated section of the Gardiner Expressway between Strachan Avenue and Bathurst will be taken down and put in a tunnel. For more than forty-five years the Expressway has been an intrusion on the site. Its disappearance would re-establish the physical presence of the fort, create welcome new sight lines, and allow stronger connections between the fort's grounds and the emerging community to the south.

Large-scale land developments planned for the vicinity of Fort York will bring more people to the neighbourhood and the site. To the east, building is now under way on the railway lands between Spadina and Bathurst. On a site at Bathurst and Lakeshore Boulevard, Loblaws is expected to develop a retail and residential complex. West of the fort, development on the Inglis lands is going ahead. To the south, large residential projects that will bring Fort York Boulevard alive are under way. The focus on development of the waterfront through the Waterfront Revitalization Plan is clearly going to be beneficial to the fort.

Conclusions

The conclusions below and detailed program set out in Appendix C provide guidance for decision-making over the next decade to permit the Fort York Vision to become a reality. They provide a clear rationale to secure commitment and support from City Council, the appropriate linkages for provincial and federal Cultural ministries, and a platform for fund-raising in the private sector. Particular attention is directed to the following:

- Adding several smaller buildings inside and outside the walls, rather than one large one, will support the growth in attendance and visitor satisfaction appropriately at each level;
- The first buildings erected will increase public access to the seven War of 1812 structures at the fort by relocating non-historic functions now accommodated there;
- New buildings within the walls will be built to the highest standards of accuracy based upon extensive research;
- New buildings outside the ramparts will be designed to have the least impact possible on sight lines and open spaces there; and
- No land will be disturbed by construction or landscaping before archaeological investigation has occurred.

2 HISTORY OF FORT YORK



American General Zebulon Pike was killed by falling debris when the Grand Magazine was blown up during the Battle of York, 1813. (NAC, C-7434)

2.1 EVOLUTION INTO A MUSEUM

From its founding in 1793 until 1870, Fort York served in the defense of Canada through successive periods of crisis as a British military garrison. The fort then saw use by the Canadian military until it became an historic-site museum in the 1930s.

For eight decades after Fort York was established in 1793 it was a large and active military post, vital to the defence of the Town of York against American invasion and later to the protection of the City of Toronto from annexationist threats. Following Confederation and the withdrawal of the British army from Canada in 1870, the fort continued to play a modest role in the operations of the Canadian army, although it became less relevant to the life of the city itself. The twentieth century saw it endure a succession of abuses as a packing plant was built on part of the grounds, a streetcar line to the CNE destroyed the northern ramparts and the Gardiner Expressway cut off the fort from the retreating lakeshore, isolating it behind a concrete curtain.

The founding of urban Toronto occurred during a serious border crisis with the United States in 1793 when John Graves Simcoe, lieutenant governor of Upper Canada, constructed a garrison on the present site of Fort York. At the same time York (now Toronto) was designated the provincial capital and began to attract a population. In the late 1790s, the army built new barracks east of Garrison Creek and in 1800 constructed a residence for the lieutenant governor on Simcoe's original site.



Gov.-Gen. Lord Bessborough inspects a cannon at the fort's re-opening in 1934 after restoration. (CTA, G&M fonds, 33489)

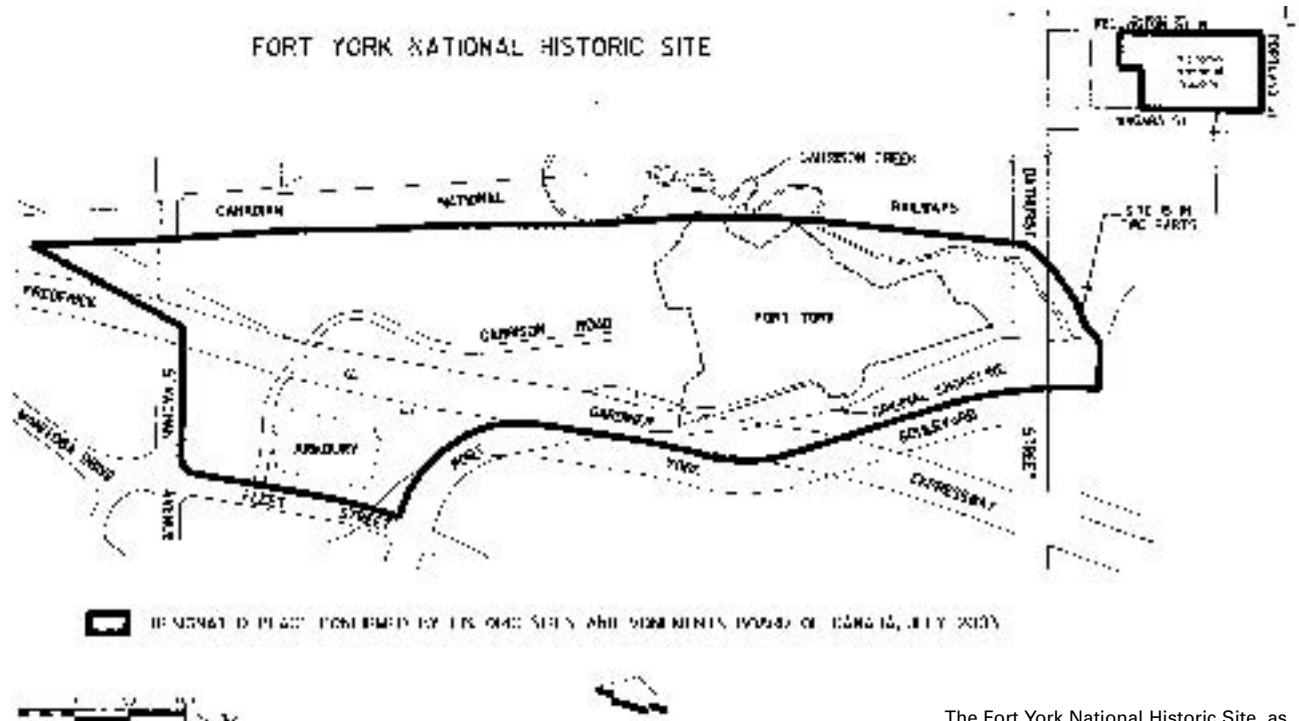
Major-General Isaac Brock strengthened Fort York in 1811 in anticipation of hostilities with the U.S. Today's west wall, moat, and circular battery date from that time. War was declared the following year and on 27 April 1813 the American army and navy attacked York. The small defending force of British, Canadians, Mississaugas, and Ojibways put up a spirited fight, but in the face of overwhelming odds fell back from the enemy beachhead to the fort. The British then blew up the fort's gunpowder magazine and retreated to Kingston. After the six-hour battle in which 157 British and 320 Americans were killed or wounded, the invaders occupied York for six days, torching both the governor's home and the provincial parliament. In retaliation the British captured Washington in 1814 and burned the White House and Congress. Meanwhile, Fort York was rebuilt on its original site west of Garrison Creek and was strong enough by August, 1814, to repel U.S. warships when they tried to enter Toronto Bay.

After defending Canada successfully in the War of 1812, the British garrisoned Fort York until 1870. Its defenses were strengthened in periods of crisis, such as in 1838 following a time of civil unrest and during the Anglo-American tensions of the 1860s. After the imperial forces withdrew from Canada in 1870, Canadian troops used the fort until the 1930s.

The City of Toronto began to restore Fort York in 1932 and opened it as an historic site in 1934. While the military returned to make some use of the fort in World War II, it reverted to being a museum again after the conflict. Today, the defensive walls of this City-operated museum surround Canada's largest collection of original War of 1812 buildings. The grounds and neighbouring environment encompass the birthplace of the City, remnants of the late 18th-century landscape, part of the 1813 battlefield, military cemeteries, and vast archaeological resources. Combined with the site's outstanding artifact collection and deep associations with decisive moments in our past, these treasures make Fort York a resource of tremendous significance in the turbulent history of the Great Lakes region. In 1923 the Historic Sites and Monuments Board of Canada declared the fort to be of national historic importance, reaffirming this position in 1958 and recognizing it with a plaque in 1993. More recently, in 2003 the Board confirmed new boundaries for the Fort York National Historic Site, which now encompasses 41 acres adjoining the fort and takes in Victoria Square with its pre-1862 military burying ground. The City of Toronto followed the Board's lead by adopting nearly identical limits for the Fort York Heritage Conservation District that was created initially in 1985 but is now much increased in size.



Every May Toronto's Separate Schools stage a History Fair at Fort York. (Paul Kelly)



The Fort York National Historic Site, as designated in 2003, encompasses 16.6 ha. (41 acres). (Toronto Works & Emergency Services)



John A. McGinnis. (McGinnis Family)

2.2 GOVERNANCE

From the time Fort York was acquired by the City in 1909, it has been championed and protected by citizen groups.

Fort York was transferred to the City of Toronto by the federal government in 1909 and has been a public museum since 1934. From 1909 to 1949 it was administered directly by the City's Parks Department. In the latter year Council established the Toronto Civic Historical Committee and made it responsible for the fort. In 1952 J.A. McGinnis was appointed secretary to the Committee and first full-time Director of Fort York. Eight years later, when the Committee was succeeded by the Toronto Historical Board (THB), Brig. Gen. McGinnis became the Board's first managing director.

Several times in Fort York's history, particularly when it has been neglected or threatened, groups of private citizens have come forward to lobby for its protection, notably the Canadian Club, Ontario Historical Society, United Empire Loyalists' Association, Old Fort Protective Association (1907-10), Committee of the Associated Historical Societies (1958-59) and Friends of Fort York and Garrison Common (1994 – present).

In 1999, as part of the re-organization of City departments following amalgamation, the structure of the THB (then called Heritage Toronto) changed. Museum operations became the responsibility of the Museum and Heritage Services section of the City's Culture Division working with various citizen bodies appointed by City Council. The Fort York Management Board is one of these bodies. The Management Board and Friends of Fort York are committed to co-operating in the fort's best interests, and can point already to a number of successful projects they have undertaken jointly.

3 LAYING THE GROUNDWORK

3.1 VISITOR-CENTRED PLANNING

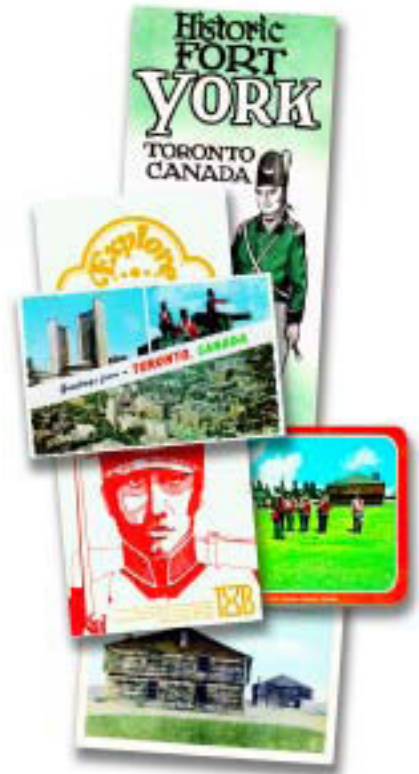
Since the mid 1980s, several plans supported by City Council have focused increasingly on a new facility to meet the needs of visitors to the site, and on enhancements that preserve the fort's authentic heritage.

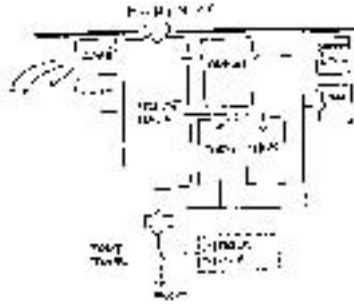
Five successive and sequenced studies have advanced plans for the site. In 1986 a marketing study by Continental Golan Harris recognized the need for a visitor centre to provide essential services. In 1990, the Toronto Historical Board (THB) identified half a dozen objectives that would be met by a visitor centre in *Fort York: A Master Plan for Redevelopment*. In 1995 the Economic Planning Group (EPG) was contracted to produce a study entitled *Fort York Business Plan* which projected attendance at four different levels between 44,000 and 404,000 persons a year (current visitation ranges between 55,000 and 75,000 persons) driven by marketing and program content. These projected levels of visitation were matched by capital investments that included visitor facilities varying in size from 13,550 to 44,300 sq. ft. gross.

With Council's adoption of Part II of the Official Plan for the Bathurst/Strachan Area on June 27, 1995, it became City policy that the proposed visitor centre, which it was assumed would be built outside the ramparts, should serve also as a multi-use community facility. In approving the plan, Council undertook to secure contributions through agreements with adjacent landowners to fund improvements to the Fort York area, which could include the proposed visitor centre.

A 1997 plan, *Historic Fort York: A Vision-centred Business Plan*, developed by the Friends of Fort York and THB staff and approved by the THB itself created the strategic direction for the evolution of the fort required to achieve the plan approved by Council (Appendix D). It put forward two core principles: the need for authenticity in what is presented to visitors, and a recognition that visitor satisfaction is the absolute test of success. The study assumed attendance at the second highest level projected by the EPG study (331,000 people) and married it with a profile for the visitor centre developed in a 1990 study by architects Kuwabara Payne McKenna Blumberg (KPMB). A *Fort York Development Plan*, completed in 2005, builds upon the 'visions' set out in the 1997 plan while reflecting current realities and research conducted over the intervening years.

For 150 years the fort has been a must-see for tourists. (TRL, PC-2533 (postcard); FY Collections (green brochure, etc.)





Architects KPMB mapped functional relationships in their visitor orientation study. (Courtesy KPMB, Toronto)

3.2 AN ARCHITECTURAL PROFILE FOR THE VISITOR CENTRE

Using the approved formal plans as the foundation, a detailed architectural program for a visitor centre was developed consistent with principles of meeting visitor expectations while respecting the fort's history and authenticity.

In 1989, at the request of the Toronto Historical Board (THB), Kuwabara Payne McKenna Blumberg (KPMB) produced a building program for a "visitor orientation centre" having 35,100 sq.ft. gross. When the THB expressed concern with its size and cost, the architects reduced the program to 20,700 sq.ft. gross, chiefly by relocating the facilities to be occupied by the interpretive staff. KPMB's final report, *Historic Fort York Visitor Orientation Centre*, was submitted in 1990. Among its recommendations were:

- The building should be partially underground to reduce the massing.
- The architectural style and material palette of the centre should complement but not imitate that of the fort.
- The centre should be located at the western end of the fort on land currently occupied by the forestry nursery.
- The centre should not break the visual/spatial link with Garrison Common.
- Entry to the centre should be planned to accommodate vehicular and pedestrian entry from the south, via the future re-configured street system.
- The potential for a high level viewpoint or viewing tower should be explored as a component of the centre.

Other consultants, asked by the THB to review the city tree-nursery as a site for the visitor centre, subsequently recommended a different location south-west of the fort. In 1999 the fort staff, in response to a request by the sponsors of the *Vision-centred Business Plan*, concluded that KPMB had been closer to the mark with its original proposal for space, as set out in Appendix E. More recently, staff have indicated these allocations must be reviewed regularly in light of ongoing experience and actual increases in visitation.

3.3 FORT YORK IDEAS WORKSHOP

A workshop of citizen stakeholders developed ideas for the areas outside the ramparts that would more firmly link surrounding communities with the historic fort.

In September, 1996, the City of Toronto Planning and Development Department, the THB and the Friends of Fort York co-sponsored a weekend workshop. About 130 people participated, among them area residents, landowners, architects, landscape architects, planners, engineers, marketing professionals, City staff, City councillors and others drawn from the tourism industry and heritage community. A record of the workshop was published: *Proceedings from the Fort York Ideas Workshop, September 27-28, 1996.*

The objectives of the workshop were to raise awareness of Fort York and encourage a shared direction for the open space linking Fort York with the neighbouring communities. Four goals were addressed:

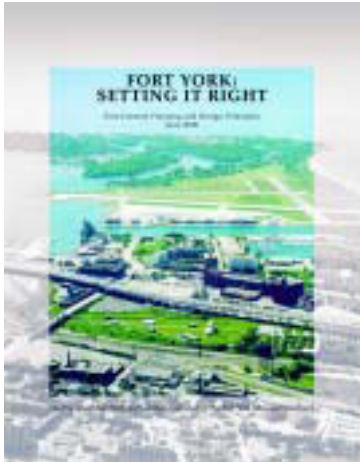
- to enhance Fort York;
- to improve access and connections to surrounding neighbourhoods;
- to create a mutually beneficial relationship between the fort and its surroundings; and
- to improve the fort's profile and connections with a larger network of attractions.

In a series of discussion groups over the course of two days, a number of ideas related to a visitor centre emerged:

- visitorship should be increased first by integrating the fort with the city and making it part of people's everyday experience;
- investments in infrastructure, namely more on-site washrooms, improved road access, transit, and parking must precede a visitor centre;
- parking should be relocated to improve views to and from the fort;
- any facility outside the ramparts should include flexible space capable of supporting community activities;
- the visitor centre should be sited on under-utilised land, for example, under or near the Gardiner Expressway.



Round-table discussion produced many of the best ideas to come from the workshop. (CTA)



"Fort York: Setting It Right" set a standard for the planning of Fort York. (duToit Allsopp Hillier, Toronto)

3.4 SETTING IT RIGHT

The principles laid out in "Fort York: Setting It Right" form a strong basis for long-term efforts to restore dignity, legibility, visibility and accessibility to the fort and its environs.

In June, 2000, a report entitled *Fort York: Setting It Right - Fort-centred Planning and Design Principles* was published by the Friends of Fort York and the Fort York Management Board. It was the result of months of work by a study group that involved members of both sponsoring organizations, particularly Robert Allsopp and Catherine Nasmith, but also several architects, staff at the fort and in the City's Parks and Planning divisions, as well as Councillor Joe Pantalone.

The report's overriding objective was "to bring back dignity, legibility, visibility, and accessibility" to the site, precinct and neighbourhood of Fort York by identifying some fifteen principles, each of which led to several concrete recommendations for action. The following principles and actions have the most impact on the nature and location of visitor amenities outside the ramparts:

New constructions or other elements introduced into the fort landscape should be clearly distinguishable from the historic layers of the landscape.

Establish a design review panel of appropriate professional disciplines (heritage, architecture, landscape architecture, engineering) for new constructions within the Fort York Precinct.

Develop a common palette of materials and detailing for new walkways, paving, lighting and furnishing which can be distinguished clearly from heritage features.

Vehicular access and parking should be located where they support other objectives for restoring the landscape setting of the fort while ensuring ease of access for visitors.

Plan for the long-term relocation of most of the surface parking and of Garrison Road from the upper level of the Precinct, and the restoration of the landscape.

Wherever possible, site needed parking in the new neighbourhoods where it can serve double duty.

Consider developing parking below new parks, in the area.

Coordinate car and bus parking and possible tour bus links with other tourist attractions in the area.

Provide bus and car drop-off and pick-up points close to visitor facilities.

Locate the driveway entrance to the Fort York Precinct off Fort York Boulevard to meet restoration objectives and protect archaeologically important areas, possibly close to the Armoury.

Visitor services and interpretive facilities should be provided in ways that support other objectives for restoring the fort and its landscape setting, while accommodating and enriching a full range of visitor experiences.

Develop siting criteria for the Interpretive Centre facilities that are compatible with the principles in *Fort York: Setting It Right*.

Review the accommodation program for the Interpretive Centre facilities to determine the feasibility of developing several smaller building components.

A map of Garrison Common in 1833 is shown superimposed on a topographic map of Toronto in 1999. (duToit Allsopp Hillier, Toronto)



3.5 THE OPEN SPACE STUDY

More recently, consultants retained by the City have proposed strategies for the development and management of the parks and open spaces around the fort that enlarge upon the principles in "Setting It Right."

During 2000-2001 a consortium led by du Toit Allsopp Hillier (dTAH), urban designers and landscape architects, conducted a study. Their report, *Fort York and Garrison Common Parks and Open Space Design and Implementation Plan* was published in May, 2001 and approved by Council in October, 2001. Four of the strategies in that report are particularly relevant.

This plan demonstrates the full impact if all strategies recommended in the study were implemented. (duToit Allsopp Hillier, Toronto)



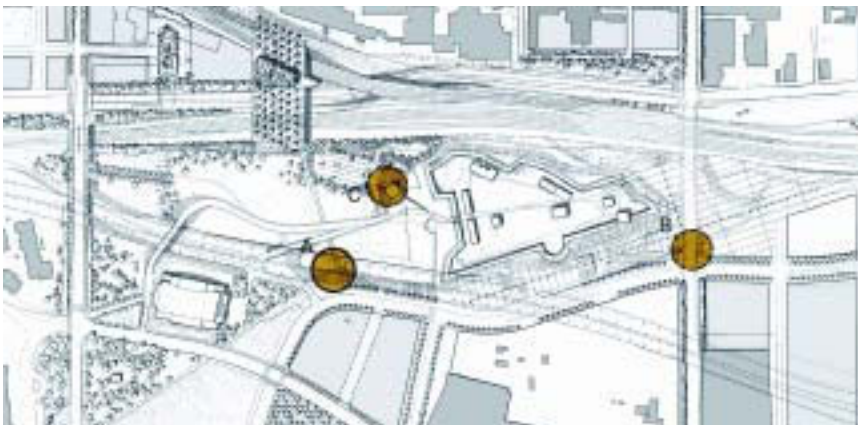
Visitor Reception Centre

The study acknowledged the emerging preference for a dispersed pattern of visitor facilities within and outside the ramparts. This array of services would be combined with a visitor reception facility that would be visually prominent and accessible, yet respectful of the Fort. The study considered possible locations for such a facility.

Of the three sites examined, a reception facility associated with the new entrance on Fort York Boulevard is recommended. Taking advantage of the elevation change in this location, the facility would present a highly visible public face on Fort York Boulevard while remaining largely invisible from vantage points within and around the fort itself. Much of the facility would be built underground, and could include a direct walkway connection with the west gate of the fort. A disadvantage is that full implementation would likely be delayed until the Gardiner Expressway is relocated or a decision is made not to take it down, although if the project were begun sooner some of the Expressway's impact might be obviated through careful siting and design.

A facility on the nursery site west of the fort would be conveniently located near the fort's existing west entrance, and could be constructed immediately. Key disadvantages are that the facility would be almost invisible from nearby public streets, it would be more distant from public transit, and it could (unless built largely underground) impact heavily on the visual quality of the fort.

The nursery site could, however, be developed as a small interim facility until the recommended site becomes available. In this case, consideration could be given to a fabric structure or other easily decommissioned building. Alternatively, the site could be developed as a smaller satellite component of a set of interpretive/visitor facilities.



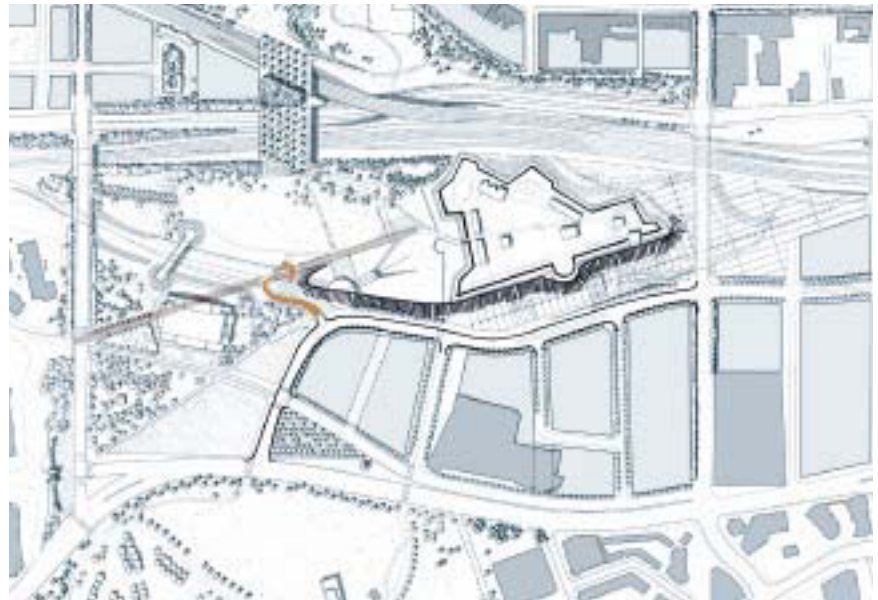
Three potential sites for visitor facilities are discussed in the study. (duToit Allsopp Hillier, Toronto)

Primary Street Address

In the interests of improving both visibility and access, the study concluded that a primary street address and entrance to the fort should be developed on Fort York Boulevard.

The opportunity for high visibility and public presence offered by Fort York Boulevard should be embraced and developed. This formal "point of contact" between fort and city should occur just east of the Armoury where the fort and railway landforms come together, and where the grade difference can be accommodated with minimum impact to the fort's forecourt on the higher ground. The entrance should include a driveway that negotiates the grade change and recovers the alignment of the original Garrison Road that once connected Fort York to the New Fort (Stanley Barracks) in the present Exhibition Grounds.

Fort York needs a direct entrance from Fort York Boulevard. (duToit Allsopp Hillier, Toronto).



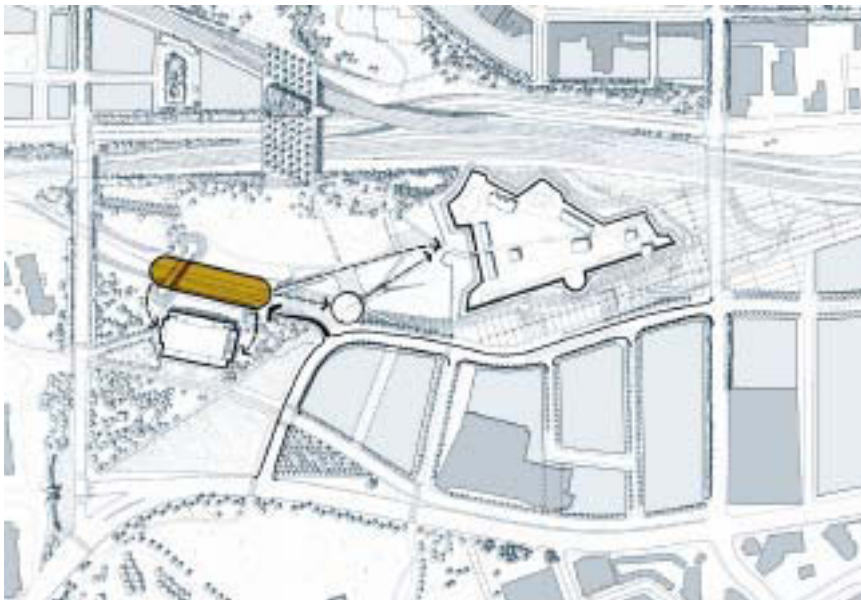
Parking

Acknowledging the likelihood that many visitors will continue to arrive by car or tour bus, the study recommended that adequate and convenient parking should be provided, but that it should not impact key views of and from the fort proper.

Parking should be located so that there is a balance between convenience and visual/heritage integrity. The existing parking lot is conveniently located but is visually intrusive and occupies key forecourt territory that would be better utilized for programmed events.

In the long term, public car-parking should be removed from the upper plateau and located north of the Armoury within the existing railway cut; bus parking might be there or off-site. The proposed new parking facility would serve both the fort and the Armoury (when redeveloped for other public uses), and be unobtrusive by virtue of the existing topography. This parking would have a direct relationship with a future reception facility on Fort York Boulevard and there would be a drop-off area near the entrance for both cars and buses.

In the short-term, parking should be provided on the nursery site to permit development of a large and open forecourt at the fort entrance. The new parking lot should be depressed to reduce the visibility of vehicles and be screened with planting.



Parking for both the site and the Armoury will be in an old railway cut. (duToit Allsopp Hillier, Toronto).

Servicing

The study recommends that a service facility be provided northwest of the fort.

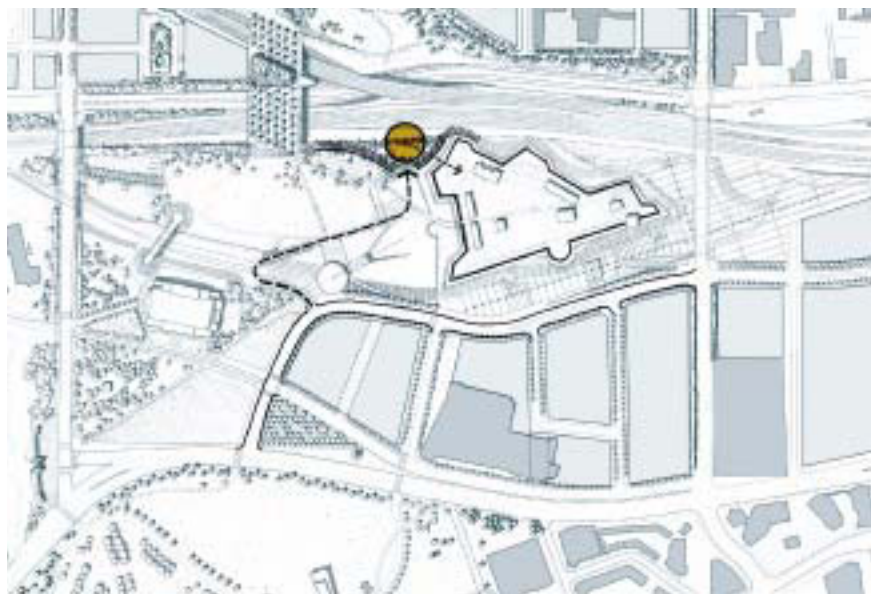
The operation and development of the fort depends upon the movement and storage of goods and materials, especially to service the entertainment and food service activities. Currently, the movement of service vehicles inside the fort compromises both public safety and programming.

The service/parking facility should be located northwest of the fort in the former bend of Garrison Creek. The site should be partially excavated to interpret the original landform and to conceal vehicles and materials from vantage points within and to the west of the fort.

The short-term development of the service facility should include regrading, resurfacing and screen planting. The existing storage shed should be relocated within the new service area. Staff parking during this time will be provided in the interim parking lots to the immediate west of the service area.

In the long range, the service facility could be expanded underground in conjunction with the restoration of the ramparts. This could provide additional storage and administrative space, or even offer direct underground access to nearby buildings within the fort itself.

A service facility sited in a bend cut away by the former Garrison Creek could have underground access to the fort, yet be screened from view. (duToit Allsopp Hillier, Toronto)



4. NEW BUILDINGS: RATIONALE AND RECOMMENDATIONS

4.1 LEADING WITH THE EXHIBIT PLAN

Non-historic functions located in existing War of 1812-era buildings will be displaced gradually by new displays of artifacts and historic programming that engage visitors at multiple levels and degrees of interactivity.

In the *Vision-centred Business Plan*, one of the strategies is to give the public full access to all original War of 1812-era buildings by removing the administrative, curatorial and behind-the-scenes functions located there today, and by putting in their place vibrant programs and leading-edge visual displays for the public. Several steps towards these goals have been taken already, for example, a first outline of a plan has been developed for the exhibits in these buildings to engage visitors in the history of the fort and its precincts.

The plan envisions incremental additions in displays, using the news value to increase visitor attendance. This will result in ongoing pressure to relocate many important, if hidden, support functions. The question is, where is it best to locate the displaced functions and how much additional space is needed to manage the increase in artifacts, displays and visitors?

Related to the exhibit plan is the need to move some public programs, such as the overnight programs for schoolchildren and the catering function, out of the original buildings to reduce the wear-and-tear on them. When alternate venues for these programs are found, the spaces they occupied formerly can be programmed differently, taking into account the fragility of the historic buildings.

4.2 SOME VISITOR CENTRE PRECEDENTS

Since modern visitor centres made their appearance beginning in the 1950s, they have evolved into facilities focused on orientation, moving visitors rapidly onto the site and providing them afterwards with services and in-depth information.

What is a familiar fixture today at many larger open-air museums and historic sites - the modern visitor centre - did not exist on a widespread basis before the late 1950s when the U.S. National Park Service introduced the concept. By 1966 over 100 structures incorporating visitor facilities, interpretive programs and administrative offices had been built. Often they were designed as landmark buildings. After a time, however, it was recognized that great architectural statements were not appropriate everywhere and in some cases visitor centres should follow the maxim "less is more," and be as unobtrusive as possible. This latter approach was taken at Franklin Square in Philadelphia where the interpretive centre is located beneath a plaza in which Robert Venturi's brilliant outline of Benjamin Franklin's house in structural steel continues to turn heads.



When the fort reopened after restoration in 1934 this exhibit was in the South Soldier Barracks. (TRL, T-34680)



With help from the Ivey Foundation, new exhibits have been installed recently in the central blockhouse to show different aspects of a Soldier's Trade. (FY Staff)

The centre at Ste. Marie among the Hurons at Midland, Ont., conceived in 1965-66 as a structure set in a low berm is perhaps the most successful example of an “invisible” visitor centre. Those responsible for it thought a modern building would take away from the sense of isolation at the site, which was little changed from the 17th century, and recognized that most visitors arrived with little or no understanding of the religious fervour of that time which led to the founding of the mission.

The challenge was to present basic information in a brief format before the tour and, if visitors were interested, supplement this afterwards with in-depth and specialized exhibits. This led to a dramatic architectural sequence of entrance-hall → theatre → mission, and to an exit-path that passed through the interpretive centre-museum. Other functions included in the original concept were staff offices and a library. Within the last decade the offices and library have been relocated to a less prominent place, and food services have been introduced into the structure.

At Black Creek Pioneer Village, Toronto, the visitor centre sits astride the entry path. (Toronto & Region Conservation Authority)



4.3 ENCROACHMENT ON HISTORIC BUILDINGS IS UNACCEPTABLE

Site services occupy a quarter of the space in the fort's existing heritage buildings, and threaten to encroach further as more visitors are welcomed.

While visitors expect a high level of orientation, service and amenity at museums like Fort York, they are attracted primarily by how well the historic buildings, grounds and artifacts are presented and animated. When Fort York was rebuilt in 1813-16 after its destruction by the Americans, it had eighteen principal buildings plus various outbuildings, privies, sheds, etc. In the wake of the 1837 rebellion the post was strengthened again by the erection of four new structures in place of some of the earlier ones. Today seven buildings dating to 1813-16 are found within the ramparts: two blockhouses, two gunpowder magazines, two soldiers' barracks, and an officers' quarters-mess. These structures form a majority of British Army buildings surviving from the War of 1812 anywhere in the world.

At present, the stock of "permanent" buildings on the site consists of the seven buildings, the Blue Barracks reconstructed in 2001-03, a modern kitchen and washrooms hidden in the northern ramparts, a 1970s black-powder magazine the size of a garden shed and one small garage. Hard as it is to believe, all the functions needed to support the fort's role as a public museum are housed within these few structures, including a visitor orientation area, the interpretive galleries, exhibits of period-room settings, overnight accommodations for schoolchildren, washrooms, staff offices, change rooms, artifact storage areas, admissions desk, gift shop, snack bar and archaeological laboratory (Appendix F).

In addition, an ambitious heritage-food service built around pre-arranged events has operated at the fort since 1997. While excellent use has been made of the modern kitchen in the ramparts and a large dining tent erected from April to November has supplemented the existing facilities, the need to provide storage areas for food, supplies and equipment and a manager's office has had to be met within the already-overcrowded historic structures. Moreover, in the interest of supporting the food service, the heritage structures were often pressed into use as venues for receptions and parties. In particular, the main hall of the Blue Barracks was almost totally devoted to dinners and receptions.

As a result of all these factors, a quarter of the space in the historic buildings is off-limits to the public at present because it is needed for curatorial/support functions, the heritage-food service, etc. Pressures for further encroachment on the public areas will exist until the problem is solved through the provision of new spaces on the site. In addition, there is a more subtle worry that the historic buildings are being worn out, quite literally, by heavy use.



Space in the historic buildings used now for offices, locker rooms and workshops will be returned to public use by adding new buildings to the site. (FY Staff)



The New Fort of 1841 was renamed the Stanley Barracks in 1893 after the Governor-General who also donated the Stanley Cup. Today only the Officers' Barracks survives. (City of Toronto, Culture Division)

4.4 NEITHER STANLEY BARRACKS NOR THE ARMOURY IS SUITABLE

Although the Stanley Barracks and Fort York Armoury are closely related in history to Fort York, neither offers an attractive and timely solution to the fort's need for accommodation.

For many years Stanley Barracks was home to the Toronto Historical Board and Marine Museum. In the 1990s the building, which contains 17,731 sq. ft. spread over two floors and a basement, became vacant when both occupants relocated elsewhere. Still empty today for the most part, it is entrusted for operation and maintenance to the Board of Governors, Exhibition Place. However, because access to the barracks is often restricted or closed off by the Molson Indy, Caribana and the CNE, and because the building is a half mile distant from Fort York, it would be inconvenient for staff offices or support functions and out of the question for visitor reception or orientation.

While the Armoury, with a floor area of about 118,600 sq. ft. is much closer and might seem a good solution to a few of the fort's needs such as off-site storage, no portion of the building is likely to be available for non-military uses before 2031, when the property reverts to the City after the federal government's 99-year lease of the land expires.

4.5 A STRATEGY FOR EXPANSION

Rather than accommodating all functions in a single building, they will be dispersed to several locations designed with the integrity of the site and the satisfaction of the visitor as the guiding principles.

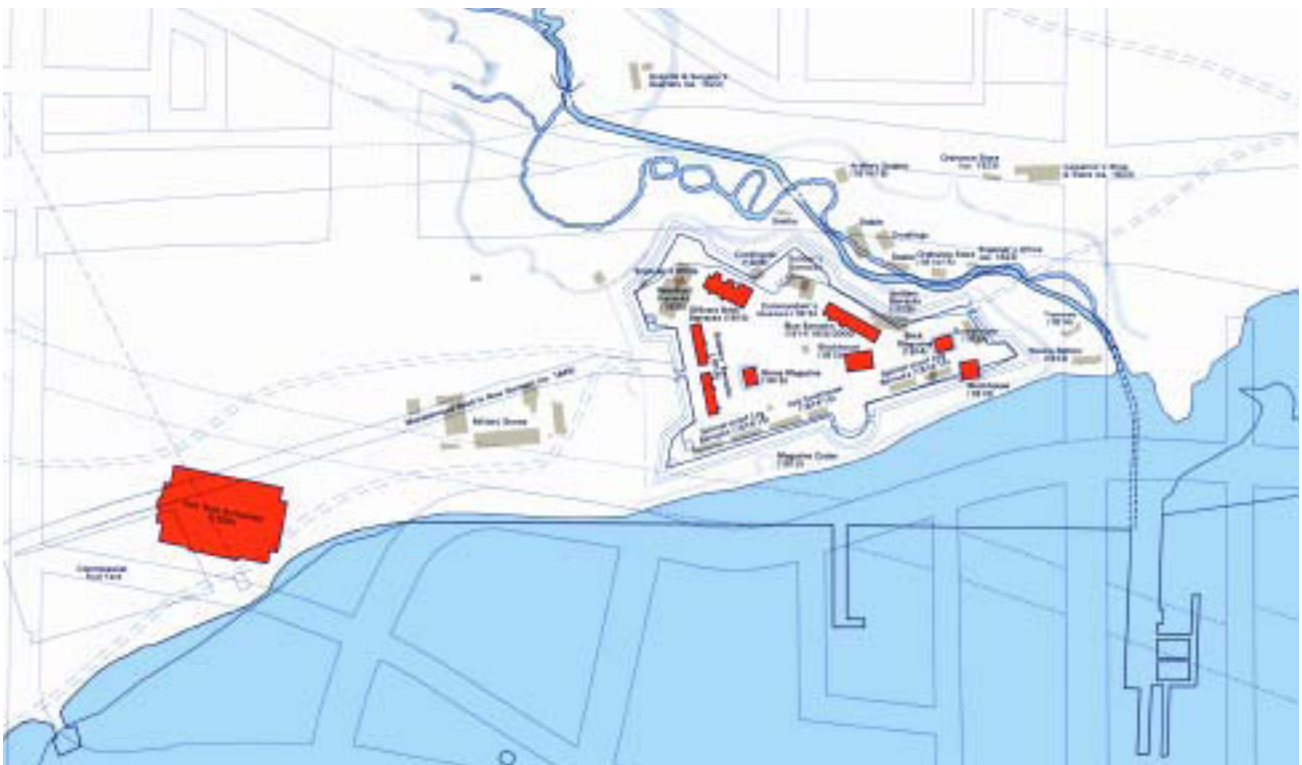
Until now, most of the studies dealing with a visitor centre at Fort York have assumed that it would be one building or a cluster of structures, and that the majority of administrative, curatorial and behind-the-scenes functions, as well as many public programs, would be located there. The term "Visitor Centre" conveys a sense that it is one rather than many buildings, and its primary purpose is to serve visitors directly, rather than to play a supporting role too. However, the working group, whose names and affiliations are given in Appendix A, has come to realize that while a traditional visitor centre may suit other museums, it is not entirely appropriate for Fort York.

The Working Group concluded it will be more desirable to distribute the visitor and site support functions among several buildings. It favoured an incremental approach at Fort York for reasons of phasing, funding, function and preserving open space. Also, it decided after much discussion to recommend that, subject to strict criteria, some of these buildings should be built within the ramparts. So central and important is this idea to the rest of this report that the reasons for adopting it are given at some length here.

a) A phased, multi-location approach will add facilities as visitor attendance increases.

Common sense suggests that any new buildings at Fort York be erected as visitation increases over a period of several years. While this is not an efficient way to construct a single building, it is well suited to erecting several of them and may well be more efficient over time because what is built is more likely to fit immediate needs. In any scenario for adding buildings to the site, a high priority is placed upon a visitor reception building housing some of the services that visitors expect, such as orientation areas, eating facilities and washrooms. *The Open Space Study* concluded the best site for this building is west of the fort, near Fort York Boulevard, convenient to public transit and adjacent to car parking. This conclusion is endorsed by both the Fort York Management Board and the board of the Friends of Fort York. Part of the preferred site might lie under the elevated Gardiner Expressway. So long as there is a possibility the Gardiner might be demolished, further study would be needed to know if it made sense to proceed with a visitor reception building or whether interim arrangements should be made elsewhere.

This plan shows both existing buildings and those that are now demolished. (duToit Allsopp Hillier, Toronto)





Fort York has been the setting for many receptions and weddings including that of Jason Brunberg to Aleecia Dutsas, seen here with two of her bridesmaids, in May, 2002. (Courtesy of Bill Doutsas)

b) Spreading capital funding over several years will enable private-sector support to augment the City's investment. Also, it may take time to balance operating funding and obligations.

The City of Toronto owns Fort York and in the past has been its major source of funding for both capital and operating costs. Given the City's financial profile today large amounts of new capital funding are unlikely in the near term, though we assume enough will be provided to keep the planning process moving forward. The Friends of Fort York are committed to developing significant fund raising capabilities in the longer term, but are in no position yet to augment in a major way the City's traditional role. Again, the situation requires an incremental solution.

Staff numbers and their salaries will increase with the growth in visitors and so will the costs to maintain new and old buildings properly. Currently the site is facing some real challenges in achieving a balance between resources and obligations, and it may take some time before arrangements suitable to all can be worked out.

c) Erecting new buildings inside the fort will help it function better as a museum and workplace.

One reason for reconstructing buildings that once stood within the ramparts is to communicate understanding of the original fort. The present complex, with many fewer (albeit important) buildings, presents a fragile remnant of the bustling outpost that once stood ready to defend the tiny capital of Upper Canada, and its stark appearance today is misleading. In its heyday Fort York swarmed with hundreds of soldiers, their dependants, and many civilians. A reconstruction of selected buildings would bring the fort closer to its original appearance and support more re-enactment of 19th-century life on the site. An inventory of the buildings erected in 1813-1838 but missing from within the walls today appears as Appendix B.

Reconstructions may, however, diminish the intrinsic value of the original buildings. Also, alterations made in the 1930s to turn the fort into an open-air museum may be sacrificed. Indeed, if the only purpose of the fort were to preserve the buildings and structures, less intervention within the walls, rather than more, would be better. But as a museum, Fort York must continue to grow in the didactic role it has had for seventy years.

Reconstructed buildings within the walls will help the fort fulfil its mandate to tell certain stories and improve it as a contemporary workplace. It is axiomatic that if the staff are not crowded into inadequate quarters or trying to make a single space serve two or three purposes, they will deliver better programs. The same will be the case when functions are located in more suitable locations, for example, when student programs can be held in buildings with washrooms. The opportunity to create several new buildings around the site should lead in time to more rational operations.

d) Outside the ramparts, new buildings must be scaled and sited so they preserve open space and do not diminish the visitors' convenience and enjoyment.

It is a paradox that while more buildings inside the fort should help it function better as a museum, the opposite is true in the Fort Precinct. Beyond the ramparts there is need for open space that can conjure up something of the fort's original setting, serve for mock battles and military re-enactments, and better connect the fort with the City's parks system. In time, it will be difficult enough for visitors to ignore the tall commercial and residential towers that will encircle Fort York. They should not have in addition to overlook intrusive buildings erected to serve the fort.

To illustrate how easily the fort could be overwhelmed, it is only necessary to realize that if the program proposed by the fort staff in Appendix E were realized in a single structure, its floor area would be only slightly smaller than the *total* floor area of the eight buildings inside the ramparts today. Put another way, to accommodate and support the projected visitation at Fort York, the useable space on the site at present will have to be doubled!

While much can be achieved through good design to minimize intrusion, such as putting some of the structures below grade, the impact can be lessened further by erecting smaller buildings in place of one big one, and by siting them carefully. An example is the maintenance function, projected to require eventually more space than is found now in the North and South Soldiers' Barracks combined. A building to house this function can be constructed in two phases. Probably it should be wholly outside the ramparts, but not necessarily at the site's main entrance. While it seems to make sense to tuck it away where the tree nursery is located today, as recommended by the *Open Space Study*, this proposal needs to be examined more closely for the appropriateness of its design and cost.



British Army tradition saw fife and drum corps uniformed in colours reversed from those of their regiments. Hence, the Fort York Drums wear yellow with red facings. (Joe Gill)

5. NECESSARY HOMEWORK

5.1 DOCUMENTARY RESEARCH

Diligent research among written, printed, pictorial or cartographic records is vital to achieving the standard of authenticity that is the goal for Fort York, and to creating engaging exhibits, meaningful programs as well as accurate structures and landscapes at the fort.

During the seven decades that Fort York has been a public museum much valuable research has been undertaken and is available in files on the site. Yet, new information continues to turn up with reasonable frequency, since much of the research to date has not been comprehensive, but instead has been driven by specific needs, for example, how to restore a particular building or create an exhibit on a given subject. Also, because research budgets have never been large, sources such as the War Office records in London have never been fully explored and, closer to home, no systematic reading of early Toronto newspapers has been attempted.

As development at the fort becomes a more complex process involving more consultants and volunteers, the challenge is to organize the information already gathered, particularly on the 1932-34 restoration, so it can be tapped in a timely way. This was less a problem when there were fewer projects and the fort's small, experienced staff could be relied upon to answer most questions. However, because of the reorganizations that followed municipal amalgamation in 1997, what is known about the fort must be catalogued to facilitate its use, and as a prelude to a comprehensive plan to gather more information.

Much work has gone into documenting Fort York, but a lot remains to be done. (FY Staff)



5.2 ARCHAEOLOGY

The in-ground resources at Fort York are both finite and fragile. Archaeology should be developed as an interpretive program for visitors and scheduled so it can influence the timing and presentation of reconstructed buildings and landscape improvements.

Fort York is the richest archaeological site in the City of Toronto. Deep, stratified and well-preserved archaeological remains exist both inside and outside the walls from the time of the indigenous peoples to the present day. The resources of its military period between 1793 and 1870 are particularly important.

Archaeological deposits can be incorporated into exhibits and displays, while viewing excavations has proven to be among the most popular experiences a historic site can offer its visitors. When the excavations are undertaken as part of planning for the site's development, they can improve site management by providing mitigative strategies for the historic resources. They also can provide information on daily life and structural history that is unobtainable from other sources.

While the archaeological deposits at Fort York are extensive, they are finite, fragile, and easily damaged or destroyed by maintenance and development. Any construction that may disturb them should occur only after all alternate options for development have been examined and careful archaeological investigations have taken place. Both investigations require adequate funding and appropriate lead-times to be consistent with the highest ethical standards. Because archaeological fieldwork is essentially a destructive process, a conservative approach is always desirable.

Archaeological investigations are expensive, labour intensive and slow-paced. While best done in advance of development, they can also take place simultaneously, though less information is recovered. Strategies that reduce the negative impact of new construction on the archaeological resources should be devised on a building-specific basis. These can include creative building designs and the careful selection of areas for excavation to reveal only the more important parts of former buildings, such as walls and doorways. Sufficient archaeological fieldwork and engineering or architectural design must take place in advance of construction to ensure that surviving structural and related remains are incorporated, if possible, into the new structure.



Archaeological excavations exposed the buried foundations of the Lieutenant Governor's House at Fort York destroyed by the Americans during the Battle of York in 1813. (FY Collection)



The "D" Barrack, constructed in 1838, came down in 1932 when the north ramparts had to be rebuilt further south after the City sold the CNR a strip along the north side of the fort. (CTA, Fonds 70, series 327/1/5)

5.3 THE ETHICS OF RECONSTRUCTION

Reconstruction will be guided by the standards developed by Parks Canada for historic sites and be consistent with leading global principles.

Reference has been made to strict criteria that will govern the reconstruction of buildings within the ramparts. Much study and discussion has been directed by important national and international heritage-minded organizations to what these criteria should be. The International Council on Monuments and Sites (ICOMOS) has developed its position through a series of charters and documents: Venice (1964), Burra (1979), Florence (1981), Appleton (1983), Lausanne (1990), Nara (1994) and Riga (2000), among others.

Closer to home, Parks Canada has established a set of standards in its *Guiding Principles and Operational Policies - Cultural Resource Management Policy*. These policies acknowledge that in exceptional circumstances, the period reconstruction or replication of whole structures or complexes may be considered as the best possible means of achieving public understanding of a significant aspect of the past. Period reconstruction however, should not be undertaken unless:

- Reconstruction of the vanished resource would make a significant contribution to historical, scientific or technical knowledge; and
- The cost of reconstruction, including its maintenance and operation, can be justified in relation to the historic significance and interpretive potential of the work.

If these considerations are met, reconstruction may be considered only if:

- There are no significant preservable remains that would be threatened by reconstruction.
- The action will not compromise the "commemorative integrity" of the site; and
- There is sufficient research information to support an accurate reconstruction.

It is Parks Canada's policy to reveal the underlying or previous physical state of an object, structure or site at the expense of later forms and material only when historic value is clearly related to an earlier form and the material of that form allows revelation. They proceed with great caution.

Otherwise, the management of Crown-owned historic buildings is guided by an extensive body of policy and management guidelines found in *The Federal Heritage Buildings Review Office's Code of Practice*. This code protects a building's heritage character by placing it on the same level as other significant property-management considerations.

- Preference should be given to using heritage buildings to meet accommodation needs over reconstructing new space, provided needs can be met appropriately in heritage buildings without impact on their heritage character.
- Existing or proposed uses that damage heritage character or exceed the reasonable capacity of the building should be avoided.

In the United States, the Secretary of the Interior's *Standards for the Treatment of Historic Properties* (1995) defined reconstruction as "the act or process of depicting, by means of new construction, the form, features and detailing of a non-surviving site, landscape, building, structure or object for the purposes of replicating its appearance at a specific period of time in its historic location." Consistent with this definition, the U.S. National Park Service developed standards for when and how reconstruction may take place:

- It will occur when it is essential to public understanding of the property, and when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture.
- It will be preceded by thorough archaeological investigation to identify and evaluate those features and artifacts that are essential to reconstruction. If such resources must be destroyed, mitigation measures will be taken.
- Any remaining historic materials, features and spatial relationships will be preserved.
- It will be based on the accurate duplication of historic features and elements substantiated by documentary or physical evidence rather than conjectural designs, and will re-create the appearance of the non-surviving building in materials, design, colour and texture.
- It will be clearly identified in the interpretation of the property as a contemporary recreation.

In summary, reconstruction appears to be appropriate when sufficient archaeological and documentary research allows the building to be rebuilt accurately and with minimal conjecture, the reconstruction is clearly identified as such and will contribute to a better interpretation of the site without compromising its commemorative integrity. Similar rules apply to the setting of a building or a site's historic landscape. The reconstruction of buildings at Fort York must deal also with any other circumstances particular to the site.

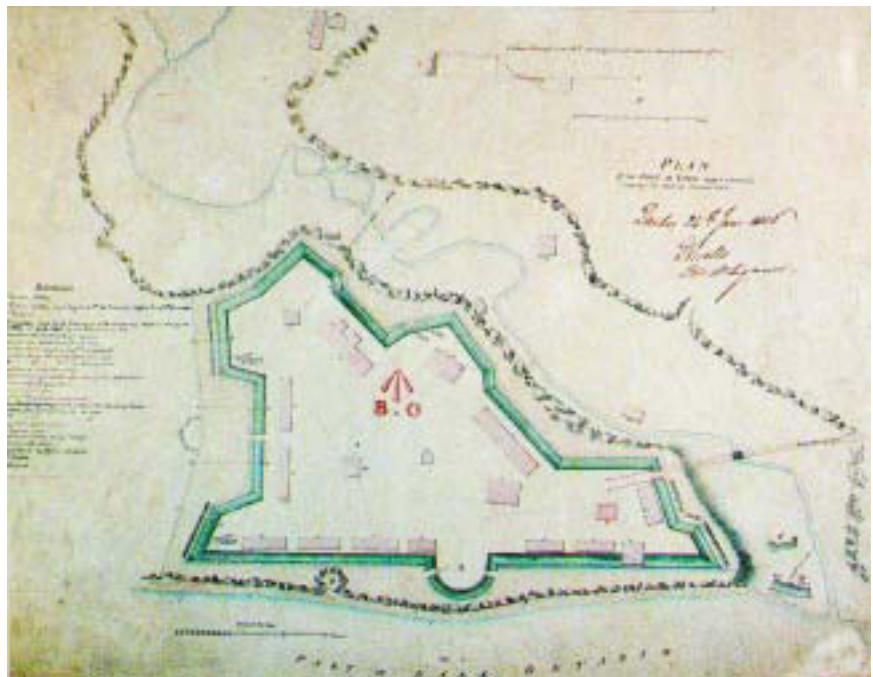
5.4 CHOOSING A DATE FOR THE SITE

Restoration to a single year or short period of years may not make sense at Fort York, but until the northern ramparts are rebuilt, the only structures within the walls that can be reconstructed in their original locations are ones that stood in 1816.

Restoring to a single year or period a site like Fort York where some though not all original structures exist raises more questions of principle than where all buildings must be reconstructed, like Louisbourg, or conjectural places that never really existed, like Upper Canada Village and Black Creek Pioneer Village.

In accepting Fort York from the Government of Canada in 1909, the City undertook to restore it as closely as possible to G. Nicolls' 1816 plan. When the fort was rebuilt in 1932-34 as a museum and historical site, those responsible for the work relied heavily on that plan. It was the reason they considered reconstructing the Guardhouse, though in the end chose not to do so; why they rebuilt the southern ramparts to eliminate the embrasures of the Trent Affair battery; and it may have contributed to their decision to demolish two important barracks erected in 1838. Both structures were frame, however, and in poor condition. Also, the Artillery Barracks stood where the new northern ramparts had to be built.

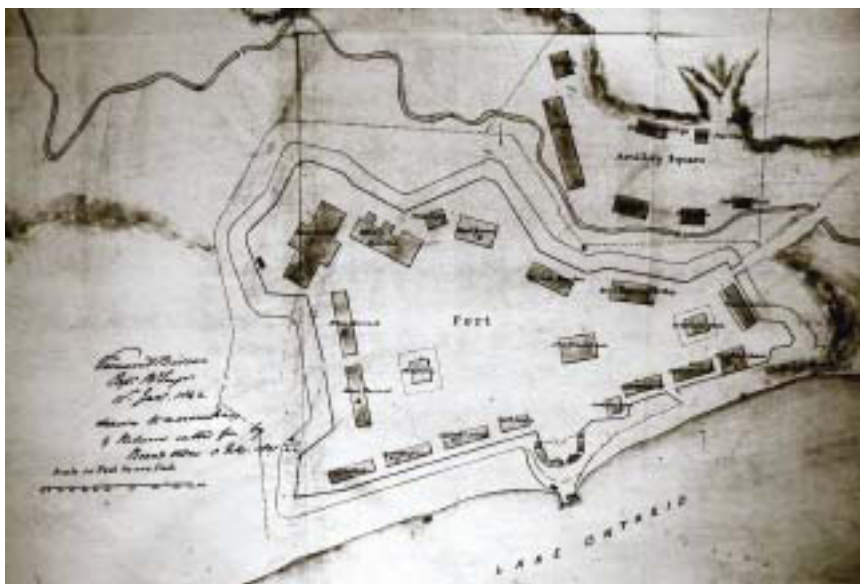
This plan of Fort York by G. Nicolls in 1816 is cited as the basis for restoration under a 1909 agreement between the Government of Canada and the City. (NAC, NMC 23139)



The recent extension of the Blue Barracks points up the difficulty of picking a single cutoff date. Until this expansion project was begun, the fort might have been interpreted to reflect either 1816 or 1838. All original buildings on the site had stood in both years, but by 1838 the Blue Barracks had been cut down in size. However, by enlarging them to their original dimensions, an 1816 interpretation date for Fort York was reinforced.

Worth considering is whether scrupulous restoration to one moment in time is a lost gesture when the site is in an overwhelmingly urban milieu, and many of the buildings will accommodate modern uses like heritage food services, multimedia exhibits and overnight programs for schoolchildren.

Some decisions, such as whether Fort York should be restored to more than one date or period, can be left to future generations. Until the northern ramparts are rebuilt, the only buildings it is feasible to put up are ones that stood in 1816—the Guardhouse, five Splinterproof Barracks and Splinterproof Cookhouse. Even then, further discussion must take place on the best way to treat the southern ramparts before a decision can be made to rebuild Splinterproof Barracks Nos. 3, 4 and 5, and the Splinterproof Cookhouse.



New buildings constructed following the 1837 Rebellion show on a map of 1842. (NAC, C-137340)



The streetcar line serving the CNE had just been completed along part of the north ramparts when this photograph was taken, ca. 1916. (TRL, T-11604)



Lining the ramparts with limestone gave men work in the Great Depression. (CTA, DPW 52-1541)

5.5 REBUILDING THE NORTHERN RAMPARTS

While reconstructing the northern ramparts is now possible, work on new buildings and the southern ramparts should have priority.

The northern and eastern edges of the fort have been those under the greatest pressure from land-hungry tramlines, railways and industries which saw these time-eroded defences as fair pickings. A packing plant established in 1898 encroached deeply on the east bastion. In 1916 almost two-thirds of the fort's northern ramparts were compromised when a street railway was built to the Canadian National Exhibition. While the damage to the east bastion was largely reversed as part of the 1932-34 restoration, the chance to rebuild the northern defences was lost in 1930 and 1932 when the City sold the CNR two parcels of land along the fort's north edge, including where the arched East Gate once stood.

As a result, those charged with the fort's restoration were forced to create a new line of defence some distance south. This may have contributed to the decision to demolish rather than restore "D" Barrack (constructed in 1838 and once the largest building on the site) because the new ramparts destroyed its setting, although a desire to return the fort closer to its 1816 appearance and a lack of funds to restore the building, then in poor shape, may have been other factors.

In separate transactions in 1997 and 2000, the City acquired from CN Rail a long, triangular parcel of land along the rail corridor that would allow the northern ramparts, the northeast corner, and all but one tip of the northwest bastion to be rebuilt in their original locations. The Working Group strongly support this objective to give the fort dimensional integrity and contribute markedly to the view from Strachan Avenue east across Garrison Common. Also, rebuilding the northern trace would allow a short section of the walls to be lined with logs, as in 1816, and to be interpreted thus to visitors. Further, if the north ramparts are not rebuilt, it may not be practical to reconstruct the Commandant's House, East Gate, "D" Barrack, Artillery Barracks or 1838 Cookhouse because their sites are constrained or covered by the 1932-34 ramparts.

However, reconstructing the ramparts will be costly since washrooms, a hydro transformer, an air-conditioning vault and the site's only modern kitchen will have to be relocated. This project should not have priority over erecting the new buildings proposed elsewhere in this report or over rebuilding the southern ramparts along Fort York Boulevard. Meanwhile, the newly-acquired lands north of the fort might be used for walking or bicycle paths if concerns for public safety and the fort's security can be met

5.6 REBUILDING THE SOUTHERN RAMPARTS

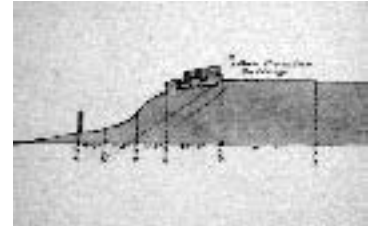
There are important issues to be considered in altering the southern ramparts.

There are two rebuilding projects that have been proposed in connection with the southern ramparts. The first is to recover, as recommended in *Setting It Right*, the original, steeper profile of the ramparts along the old shore of Lake Ontario by removing much of the fill placed there during the 1932-34 restoration. This work will be guided by archaeology and by 19th century plans and surveys that show the profiles, particularly in the area of the crater formed by the explosion of the Grand Magazine during the 1813 attack. If excavated, the crater will offer important interpretive opportunities.

The second project would be to rebuild the ramparts west of the circular battery to appear as they did in 1862, when in the wake of the Trent Affair several embrasures were made to accommodate a battery of seven large guns. Although these guns are long gone from Fort York, their present whereabouts are known, and it may be possible to recover them. Back *in situ* they would provide a unique opportunity to interpret a very important period in the fort's history. Although rebuilding the battery may be compatible with creating a steeper profile for the southern face of the ramparts, or perhaps even with recovering the crater left when the Grand Magazine exploded, it will preclude reconstructing Splinterproof Barracks Nos. 3, 4 and 5, and the adjacent Splinterproof Cookhouse. Another casualty would be the limestone now lining the walls dating from 1933-34. Clearly, there is need to consider carefully the implications of this second project.

The barracks and cookhouse, having a floor area of almost 5700 sq. ft. in total, could contribute significantly to new accommodation inside the walls and relieve the pressures on the open space outside the ramparts. As well, there is some logic to continuing the row of splinterproof structures along the whole of the south wall.

While the limestone lining may lack authenticity in the context of, say, 1816, its integrity comes from its installation as part of the fort's restoration during the depths of the Great Depression, when giving men work was a big consideration, even if it meant sacrificing some authenticity. Moreover, the stone has proved exceptionally easy to maintain. Since maintenance budgets are expected to be tight for the foreseeable future, it may be unwise to replace stone with logs that undoubtedly will need more attention.



1854 Section of the South Ramparts by W. J. Renwick R.E.(NAC, NMC 23145)



The south ramparts had deteriorated badly by 1922, as seen here. (THC, Beales Coll. PC 1/1/6284)

6. IMPLEMENTATION PLAN



What's a fort without soldiers? The Fort York Guard makes the site come alive. (Joe Gill)



Military re-enactments are staged on the original battlefield west of the fort. (Joe Gill)

In conclusion, this report recommends a phased plan that will complete the evolution of Fort York into a public museum, integrated into the community, celebrating the roots of the City of Toronto and displaying the historic roles played by the Fort and its inhabitants in the evolution of our country. The introduction of new *Exhibits and Displays* into existing historic buildings, the movement of staff services into *Reconstructed Buildings* and finally the construction of an appropriately sized and located *Visitor Reception Centre* will make Fort York once again a focal point within the City, linking today's citizens and visitors with our past.

The phased plan is described below and should be read along with the table in Appendix C. When it has been adopted in principle by the bodies responsible for the fort, it will be possible to cost each phase and the consequent staffing levels, exhibits and displays. Obviously, the first phases can be projected with more certainty than the latter ones, particularly where there must be prior discussion of related issues and decisions taken.

Phase One

It is proposed that reconstruction of missing buildings within the fort's walls should begin at the east end with the recreation of Splinterproof Barrack No. 1. It will provide over 1400 square feet of space where the interpretive staff room, change rooms, laundry room, Summer Guard and Fort York Drums can be relocated from the South Soldiers' Barracks. While the building's design has not been considered in detail, it could include washrooms and kitchen facilities to make the space more practical and comfortable for the staff. If the rooms allocated to the Summer Guard and Fort York Drums are not required throughout the year, as expected, they can be shared with other complimentary programs.

Starting with the reconstruction of the Splinterproof Barrack No. 1 will allow time for resolving other issues such as the focus date for restoration or rebuilding of the ramparts. However, it must be preceded by a program of archival research to increase the accuracy of reconstruction and by an extensive program of archaeological research to enhance the reconstruction and mitigate the impact of development on the deep historic deposits which exist in this area. During construction it may be desirable to have a temporary entrance for construction vehicles and equipment off Bathurst Street or Fort York Blvd. to reduce the impact of construction on the rest of the fort.

When the South Soldiers' Barracks are emptied of their current uses one of the rooms freed up there could accommodate an orientation area for visitors to replace the one in Blockhouse No. 2 now. It would have the advantage of being closer to the site's main entrance. Eventually, this function would be moved to the new reception building outside of the fort, freeing up additional space in the South Soldiers' Barracks for exhibitions and

programming. In the meantime, the second room could be given over to programming and exhibits that are entirely new, not simply relocated from another venue. The public washrooms in the third room will remain

Depending on how rooms in the South Soldiers' Barracks are reassigned, it may be necessary to remove modern changes made to the structure when it was rebuilt following a fire in 1990; these include interior walls, floors, mechanical and other services. Some fragile original portions were carefully retained in 1990. They need not be threatened by the next wave of alterations if it is planned carefully.

Phase Two

Construction of an expanded maintenance and service area north-west of the fort in the area of the Garrison Creek oxbow could occur ahead of or at the same time as the reconstruction of the Splinterproof Barracks (Phases One and Three) or the Guardhouse (Phase Four), since it is not dependent on these projects and would not interfere with them. An early start on a new service and maintenance area would provide important support for the remaining phases of work.

Extensive archival and archaeological research would not be necessary in advance of Phase Two. The buildings would be non-historic designs constructed in an area consisting mostly of landfill. Hence, a lower level of archaeological monitoring could take place as the area is developed.

A magazine for storing gunpowder used in the interpretive programs stands near the present maintenance building. Although permitted as an existing use in its present location, it could not be rebuilt there or nearby under new federal government guidelines because it is too close to inhabited buildings and railway lines. The placement of any new buildings in this area must consider the future of the magazine, since it will be difficult to find an alternative location in the vicinity that is permitted under the regulations.

Phase Three

The reconstruction of a second Splinterproof Barrack near the east end of the fort would follow the completion of the first Splinterproof Barrack. The second structure would provide 1420 square feet of additional space suitable for expanded exhibits and programming and also for a larger archaeological office and laboratory. The relocation of the archaeological functions would free space in Blockhouse No. 1 for other purposes. As with Splinterproof No.1, the development of a second barrack must be preceded by thorough archival and archaeological research.



Both young men and women are members of the Fort York Guard. (Joe Gill)



The Guard numbers about twenty and draws major financial support from the Friends of Fort York. (Joe Gill)

Phase Four

Reconstruction of the 1815 Guardhouse near the east gate would provide additional interpretive displays in the form of the “black holes” or cells that were characteristic of this building as well as expanded exhibit and programming space. An admissions desk could be located there too if the numbers of visitors entering through the east gate increases substantially. As with other projects, archival research and archaeological investigation should precede construction.

Phase Five

Appendix C shows the non-historic functions housed within the walls of the fort today that can be accommodated in a new reception facility. While the preferred location for this new building has been established as slightly north of Fort York Boulevard, work on its design has not begun. The timing of its construction is dependent on major undertakings like the removal of the Gardiner Expressway and other Waterfront initiatives. Again, the reception centre may consist of one or several buildings constructed in phases dependent on timing and funding. When the administrative and commercial functions now housed in the Brick Officers’ Quarters and the North Soldiers’ Barracks are removed to a new visitor reception building, the space they occupy now will be available for new exhibits and programming uses.

One of the earliest aerial photographs of Toronto, taken in 1926, shows Fort York buried among railways and packing plants. (AO-2773)



7. ISSUES NEEDING MORE STUDY AND DISCUSSION

Can at least some part of a visitor reception building be constructed on the preferred site adjacent to Fort York Boulevard before it is known whether the Gardiner Expressway will be demolished?

Are the allocations of space in Appendix E for various functions realistic, in light of ongoing experience and actual increases in visitation?

Is it feasible to construct a maintenance building where the tree nursery is located at present, and at what cost?

Should the southern ramparts west of the circular battery be rebuilt to appear as they did in 1862, when several embrasures were made to accommodate a battery of seven large guns, or should Splinterproof Barracks Nos. 3, 4 and 5, and the Splinterproof Cookhouse be rebuilt?

In rebuilding the Guardhouse, is it sufficient to recreate only the “Black Hole” that occupied about twenty percent of the area, (because of its unusual role in life at the fort), and to finish the balance of the building as modern accommodation?

Are revisions to the Official Plan needed to clarify that the only new buildings which are expected to function as multi-use community facilities will be those outside the ramparts?

What specific steps should be taken to ensure that evidence of the fort’s restoration in the 1930s is not obliterated?

If the gunpowder magazine in its present location is in the way of the site’s development and has to be moved, but public-safety regulations won’t allow it to be relocated anywhere near the fort, will it be possible to store the fort’s powder at the Fort York Armoury or HMCS York?

What route does the typical visitor to the fort take from arrival to departure, and what are the implications of this for planning the interpretative program and locating visitor amenities?

How can the fort be made secure against theft and vandalism without compromising unduly its appearance in the landscape? Is erecting obtrusive security fences necessary or will rebuilding the palisade suffice?

Some programs, such as the overnight program for schoolchildren, can’t make full, year-round use of the quarters assigned to them. What combinations of programs will enhance utilization of the fort’s buildings, having regard to avoiding wear-and-tear on the original structures?

Should reproduction buildings be constructed only in areas within the ramparts where they are less visible from the parade square at the west end of the fort, where the majority of original buildings are concentrated, or is there value in having an increased density of buildings throughout the site that is closer to historical fact?

APPENDIX A WORKING GROUP MEMBERS

People are shown below with the affiliations and titles they had in 2000-01 when they were part of the Working Group. Since then John Barclay has died and several others have gone on to other posts.

Robert N. Allsopp
Urban Designer / Planner / Landscape
Architect
duToit Allsopp Hillier
Board Member, Friends of Fort York

Gary Baldey
Supervisor, Cultural Assets
Economic Development, Culture
and Tourism
City of Toronto

John Barclay
Membership and Fundraising Chair,
Friends of Fort York

Geordie Beal
Chair, Fort York Management Board

Carl Benn, PhD
Chief Curator, Museum Services,
Economic Development, Culture
and Tourism
City of Toronto
Historical Advisor, Friends of Fort York

Karen Black
Manager, Museum and Heritage Services
Economic Development, Culture
and Tourism
City of Toronto

Ian Cooper
Planner, Waterfront Section
Urban Development Services
City of Toronto

Richard Dodds
Vice-chair, Fort York Management Board

Shirley Duffy
Past president
La Société d'histoire de Toronto

Paul Fortier
Jessup Food and Heritage

Joseph F. Gill
Chair, Friends of Fort York

Philip Goldsmith
Architect
Philip Goldsmith & Co. Ltd.
Member, Friends of Fort York

Richard Haynes
Site Co-ordinator, Historic Fort York,
Economic Development, Culture
and Tourism
City of Toronto

Nick Holman
Architect
Philip Goldsmith & Co. Ltd.
Member, Friends of Fort York

David O'Hara
Parks & Recreation Planner, South District
Economic Development, Culture
and Tourism
City of Toronto

Stephen Otto
Consulting Historian
Board Member, Friends of Fort York

JoAnn Pynn
Museum Administrator, Fort York
Economic Development, Culture
and Tourism
City of Toronto

David Spittal
Archaeologist, Fort York
Economic Development, Culture
and Tourism
City of Toronto

Peter Twist
Member, Fort York Management Board
Board Member, Friends of Fort York

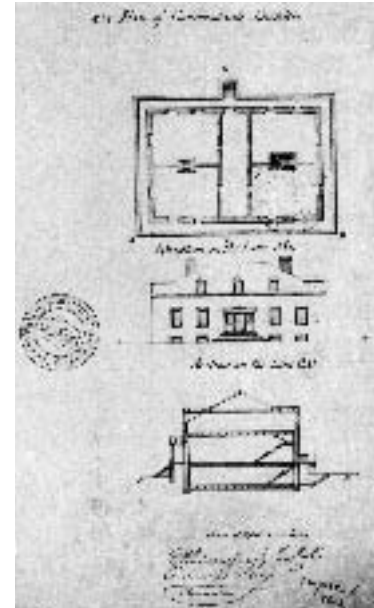
George Waters,
Board Member, Friends of Fort York

APPENDIX B BUILDINGS MISSING FROM WITHIN THE WALLS TODAY

Commandant's House **1815-1869**

Located between the brick Officers' Barracks and the Blue Barracks. Neoclassical in style, it dominated the Parade Square. Brick-built with well-lit basement surrounded by areaway, main floor, and second floor with dormer windows. Each floor had four rooms and central hallway. Ceiling heights were lower in basement and on second floor. Usually occupied by some officer, not the commandant, until 1829 when converted to soldiers' barracks. Burned to ground when fire started in basement canteen. The basement, which had terrible water and drainage problems, is likely a major archaeological site.

External dimensions:	59 ft. 6 in. x 40 ft.
Gross area each floor:	2380 sq. ft.
Gross area whole building:	7140 sq. ft.

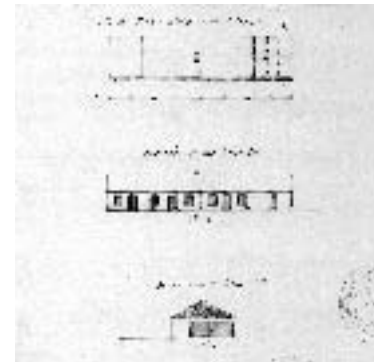


Commandant's House. (NAC, NMC 5356)

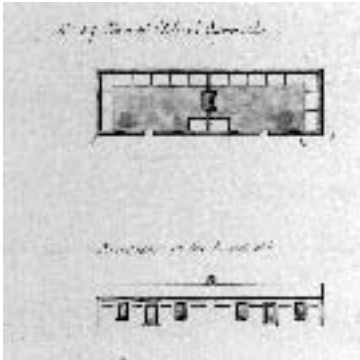
Guard House **1814-1860?**

Located along east wall, south of the gate. Squared-timber or frame construction, one-storey and very simple in style. Porch carried on posts ran full length of front. Interior contained three rooms and the "Black Hole," with four windowless cells. This structure was replaced by structures whose purposes are unclear.

External dimensions:	79 ft. x 30 ft.
Gross floor area:	2370 sq. ft.



Guard house. (NAC, NMC 5352)



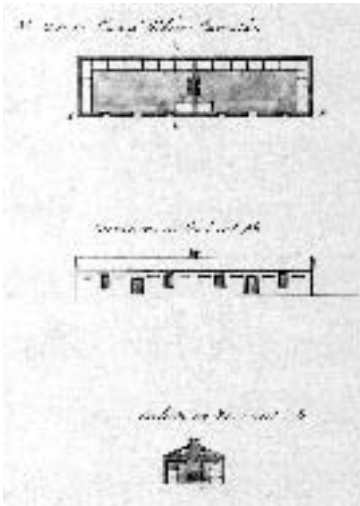
Splinterproof Barracks 1 & 2.
(NAC, NMC 5351)

***Splinterproof Barracks Nos. 1 and 2 (each accommodating 70 men)
1815-1848***

Located along south wall east of the circular battery. Squared-timber construction, probably clad in weatherboards. One storey in height with floor at or near grade. Only light to interior provided by two doors and four windows in front (north) wall, which also had loopholes. Interior of each barrack divided into two rooms by transverse wall incorporating back-to-back fireplaces using one central chimney. Back and end walls were lined with bunks. Barracks were generally poorly built and maintained; used sometimes for storage and other purposes.

External dimensions of each: 72 ft. x 20 ft.

Gross floor area of each: 1440 sq. ft.



Splinterproof Barracks 3, 4 & 5.
(NAC, NMC 5351)

***Splinterproof Barracks Nos. 3, 4 and 5
(each accommodating 80 men)
1815-1848***

Located along south wall west of the circular battery. See description of 70-man barracks above.

External dimensions of each: 79 ft. x 20 ft.

Gross floor area of each: 1580 sq. ft.

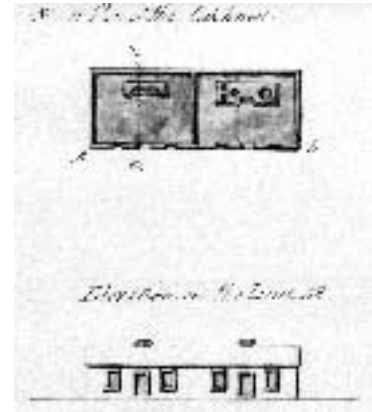
Splinterproof Cookhouse

1814-1840s

Located along south wall immediately west of circular battery. Squared-timber construction, probably clad in weatherboards. One storey in height with floor at or near grade. Only light to interior came from doors and windows along front wall. Divided inside into two rooms by transverse wall. One room contained a cooking fireplace, the other a bake oven and boilers.

External dimensions: 50 ft. x 19 ft.

Gross floor area: 950 sq. ft.



Splinterproof Cookhouse.
(NAC, NMC 5351)

East Gate

1814-c. 1830?

Located at the entrance to the fort just west of Garrison Creek. Footprint appears on G. Nicolls' plan of 1816 (p. 30 above). Probably squared timber construction. John Elliott Woolford made excellent sketch of it in 1821 (at right). In *Toronto of Old*, Scadding mentions "the arched gateway" with its "strong iron-studded portals."

External dimensions: n.a.



East gate. (NAC, C-99558 [detail])

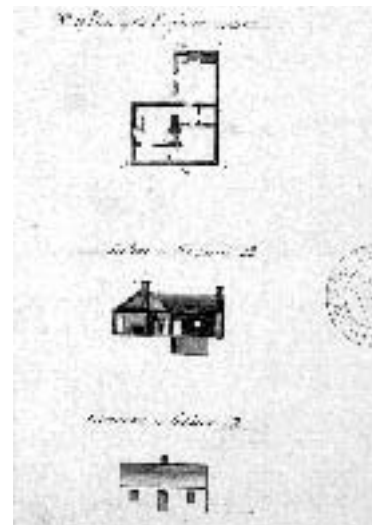
Engineer Quarters

1815-1838

Located in the northwest bastion, fifty feet west of the Brick Officers' quarters. Framed construction, one-storey with a kitchen wing in the rear and a cellar beneath the kitchen.

External dimensions: 30 ft. x 21 ft. main bldg.,
16 ft. x 18 ft. kitchen

Total gross floor area: 1206 sq. ft. including cellar



Engineer Quarters. (NAC, NMC 5362)



"D" Barrack. (CTA, Fonds 70, series 327/1/5)

"D" Barrack
1838-c. 1932

Located in northwest bastion. Built in wake of 1837 Rebellion. Frame or timber construction clad with weatherboarding, two storeys high with full or partial basement. Replaced Engineer's Quarters of 1814 which was usually the Commandant's residence, so site is archaeologically sensitive. Could house 350 men, but used for storage during much of its existence.

External dimensions: 130 ft.? x 40 ft.? irreg.
Total gross floor area: 12,800 sq. ft.



Cookhouse. (CTA, Fonds 70, series 327/1/5)

Cookhouse
1838-1902

Located northeast of brick Officers' quarters. Frame construction. One storey in height with unusual configuration to accommodate cooking facilities. Had huge central chimney stack flanked by louvered ventilators.

External dimensions: 26 ft. x 38 ft. (approx.)
Total gross floor area: 988 sq. ft. (approx.)



Artillery Barracks. (TRL, T-11637)

Artillery Barracks
1838-c. 1932

Located east of Blue Barracks, north of the central roadway. One storey, frame construction.

External dimensions: 38 ft. x 78 ft. (approx.)
Total gross floor area: 2964 sq. ft. (approx.)



Ordnance store. Shown on a map of 1842. ([detail] NAC, C-137340)

Ordnance Store
1838?-dem. before 1906

Located along the south wall, east of the circular battery beside the two 70-man splinterproof barracks. One storey, presumably frame or squared timber construction. It was a small building that provided support to functions in the adjacent barracks.

External dimensions: 26 ft. x 26 ft. (approx.)
Total gross floor area: 767 sq. ft. (approx.)

APPENDIX C

MULTI-YEAR PLAN FOR CREATING NEW BUILDINGS, RELOCATING FUNCTIONS AND RESTORING HISTORIC SPACES

ACTIVITY	PRESENT LOCATION	sq. ft.	PROPOSED LOCATION	sq. ft.
Restoration Of Blue Barracks Complete				
Food Services Storage	South Soldiers' Barracks	210	Blue Barracks (basement)	210
Food Services Storage	Blockhouse No. 1	270	Blue Barracks (basement)	270
Living History Program Storage	South Soldiers' Barracks	210	Blue Barracks (basement)	210
Archaeology Office	Blockhouse No. 1	279	Blockhouse No. 1	549
Public Washrooms			Blue Barracks	800
Phase 1a – Construction of Splinterproof Barrack No. 1				
Summer guard	South Soldiers' Barracks	210	Splinterproof Barrack No. 1	320
Fife and Drum corps	South Soldiers' Barracks	210	Splinterproof Barrack No. 1	320
Interpretive Program Staff and Support	South Soldiers' Barracks	766	Splinterproof Barrack No. 1	800
Phase 1b – Re-Restoration of South Soldiers' Barracks				
Exhibits/Programming			Middle Room	574
Exhibits/Programming			South Room	612
Phase 2a – Construction of Maintenance Area				
Maintenance Staff Area	Bunker	129	Maintenance Building	300
Public Washrooms	Bunker	393		
Garage	Existing Garage		New Garage	
Storage	Existing Storage		New Storage	
Gunpowder Magazine	Existing Magazine		New Magazine	
Phase 2b – Restoration of Bunker				
Kitchen	Bunker	351	Bunker	744
Food Services Support			Bunker	129
Public Washrooms	Bunker	393		
Phase 3 – Construction of Splinterproof Barrack No. 2				
Archaeology Office and Lab	Blockhouse No. 1	549	Splinterproof Barrack No. 2	710
Exhibits/Programming			Splinterproof Barrack No. 2	710
Phase 4 – Construction of Guardhouse				
Admissions/Reception			Guardhouse	
Exhibits/Programming			Guardhouse	
Exhibits (black holes)			Guardhouse	
Phase 5a – Construction of Reception Building(s)				
Admissions	North Soldiers' Barracks	200	Reception Building	300
Gift Shop	North Soldiers' Barracks	357	Reception Building	1000
Food Service	North Soldiers' Barracks	100	Reception Building	500
Orientation Area	Blockhouse No. 1	50	Reception Building	1000
Public Washrooms			Reception Building	1000
Administrative Offices	Brick Officers' Quarters	972	Reception Building	1300
Food Services Office	Brick Officers' Quarters	197	Reception Building	300
Phase 5b – Re-Restoration of Officers' Quarters and North Soldiers' Barracks				
Exhibits/Programming			Brick Officers' Quarters	1169
Exhibits/Programming			North Soldiers' Barracks	657

APPENDIX D VISION-CENTRED BUSINESS PLAN: DIRECTIONS AND STRATEGIES

Strategic Direction I

Enhance the genuine historical resources of the site

Strategies

Restore all existing buildings to active viewing status

Increase presence of artifacts and history in buildings and high traffic visitor areas

Reproduce lost heritage elements prioritizing those of highest visitor impact

Initiate integration of visible archaeological activities within site

Strategic Direction II

Deliver a rewarding visitor experience

Strategies

Develop and present vibrant, historically centered daily programs

Create and test high profile pageants and re-enactments

Develop leading edge visual displays which engage the visitor in the fort's history

Create and install theming and site flows which enable visitors to self maximize personal satisfaction

Enliven outdoor aspects of site with historical social life elements

Strategic Direction III

Achieve leading visibility by taking Fort York to North American and international consumers

Strategies

Build cultural tourism skills and test core marketing themes

Aggressively expand educational market participation

Prepare PR and co-marketing elements based on program/pageant offerings to leverage through tourism organizations

Strategic Direction IV

Build a revenue-generating capability to largely self-fund operating growth

Strategies

Build a multi-purpose centre which seamlessly creates introduction to and reinforces enjoyment of the fort's historical authenticity

Develop and test for high appeal to visitors any merchandise and services offered there

Develop channels and capability for merchandise sales in off-site locations

Prepare and validate plans for co-sponsorship and third-party activities which leverage total site facilities

Strategic Direction V

Create positive and mutually beneficial community and stakeholder relationships

Strategies

Implement governance structure and build alliance with communities and other stakeholders that focus on mutual self interest

Lead advocacy of physical enhancements of site exterior within local communities and city

Build volunteer and re-enactor capability as a foundation for entrepreneurial and economic vitality

Search out and develop long-term corporate and philanthropic support

Strategic Direction VI

Align, engage and motivate employees, volunteers and participants

Strategies

Build team-based management organization on-site, including direct staff and volunteer, focused on history and visitor enjoyment

Integrate administrative support elements off-site to leverage scale capabilities of Heritage Toronto and City infrastructures

Design and implement training, reward and recognition centered on attainment of history and visitor goals

Develop and install processes and capability to manage total operating P&L from revenue through expense plus capital management

**APPENDIX E
COMPARISON OF 1990 KPMB FINAL PROGRAM
WITH REVISED PROGRAM PROPOSED BY FORT
STAFF IN 1999**

Proposed Areas	KPMB – 1990 square feet	Staff – 1999 square feet
PUBLIC SPACE	4550	9460
Entry Vestibule Hall	300	300
Great Hall	2000	2000
Coats	100	200
Tickets	80	80
Café/Restaurant	1140	2000
Book/Gift Shop	500	1000
Public Washrooms	500	1000
First Aid	80	80
Exhibition Space	-	2000
Library/Meeting Room	-	800
ORIENTATION	2000	1500
Orientation Theatres (2)	2000	1500
ADMINISTRATION	2390	1740
Reception	300	300
Curatorial Offices	1350	1300
Library	600	-
Copying/Supplies	80	80
Coffee	80	80
STAGING/WORK AREAS	2300	250
Staging Swing Space	500	400
Costume Workshop	800	600
Project Room	800	600
Project Room Storage	200	200
Quartermaster Store	-	400
Quartermaster Workshop	-	100
Secure Artifact Storage	-	200
Gunpowder Handling Area	-	80
MAINTENANCE STAFF	1700	2500
Maintenance Workshop	400	400
Maintenance Staff Accommodation	400	400
Storage	400	400
Loading Dock	500	500
Equipment Garage	-	800
Subtotals Of Net Floor Area	12940	17780

INTERPRETIVE STAFF ACCOMMODATION 2200		2500
Quartermaster Store	200	-
Quartermaster Workshop	100	-
Gunpowder Handling Area	100	-
Women's Change Room	400	400
Men's Change Room	400	400
Laundry/Cleaning Room	200	200
Interpreter's Store	200	300
Secure Artifact Storage	200	-
Staff Lunchroom	400	400
Summer Guard/Volunteer Changeroom	-	800
ADDITIONAL FACILITIES		2400
Military Collection Storage	-	1200
Artifact/Exhibit Preparation Room	-	400
Archaeological Laboratory And Storage	-	800
Total Net Floor Area In Square Feet	12940	22680
Total Gross Floor Area In Square Feet	20704	37422

APPENDIX F HOW SPACE IS ALLOCATED AT PRESENT

	Exhibit Interpretive net area in sq. ft.	Curatorial Support net area in sq. ft.	Total net area in sq. ft.
Brick Officers' Mess	3631	1169	4800
North Soldiers' Barracks	1294	657	1951
South Soldiers' Barracks	-	1731	1731
Stone Magazine	513	-	513
Blue Barracks	4247	1932	6179
Blockhouse No. 2	4805	-	4805
Brick Magazine	1579	-	1579
Blockhouse No. 1	2580	549	3129
Total	18,649 (75.5%)	6038 (24.5%)	24,687 (100%)



Front Cover: Western Entrance to Fort York, ca. 1900
(City of Toronto Archives, Becker Colln., fonds 70, series 327, subseries 1, file 5, item 1)

Back Cover: Western Entrance to Fort York, May 2005 (David Spittal, Fort York Collection)

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