

**An Evaluation of Manitoba's Cultural  
Resources for World Heritage Designation**

A Practicum Submitted  
in Partial Fulfillment of the  
Requirements for the Degree  
Master of Natural Resources Management

by

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AN EVALUATION OF MANITOBA'S CULTURAL RESOURCES  
FOR WORLD HERITAGE DESIGNATION

by

Mark John Stroski

A practicum submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements of the degree of Master of Natural Resources Management.

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## ABSTRACT

The Convention concerning the Protection of the World Cultural and Natural Heritage, normally referred to as the "World Heritage Convention" was adopted by the UNESCO General Conference in 1972. The objective of the World Heritage Convention is to ensure as far as possible, the proper identification, protection, conservation and presentation of the world's irreplaceable heritage. One of the primary goals of the Convention is to define this shared heritage by compiling a "World Heritage List." The World Heritage List identifies cultural and natural properties considered to be of outstanding universal value, and by virtue of this quality, especially worth safeguarding for future generations.

The primary objective of this study was to determine if any cultural site in Manitoba meets the requirements for nomination as a World Heritage Site. This study was commissioned by the Manitoba Department of Culture, Heritage and Recreation, Historic Resources Branch, and was conducted during the period of June-November, 1987.

To meet the study objective, a comparative evaluation of 16 cultural "sites" in Manitoba was undertaken to assess their ability to meet World Heritage criteria. The results of this evaluation identified two sites capable of meeting World Heritage requirements: Tie Creek Petroforms, and Churchill West Peninsula. Further examination revealed that at this time, the Churchill West Peninsula site is the best cultural site for the province of Manitoba to nominate as a World Heritage Site. A World Heritage nomination document was thus prepared for the Churchill West Peninsula site, and recommendations regarding its submission are presented.



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## Chapter I

### INTRODUCTION

#### 1.1 INTRODUCTION

The cultural and natural heritage of a nation are among its most priceless possessions. Within that heritage may be outstanding properties, either unique or so rare as to make them of exceptional significance to mankind as a whole. Any loss or serious impairment of these most prized possessions constitutes an impoverishment to the heritage of all the peoples of the world.

Recognizing that the world's cultural and natural heritage transcends national boundaries and must be preserved for future generations, a Convention concerning the Protection of the World Cultural and Natural Heritage, commonly known as the "World Heritage Convention", was adopted by the member states of UNESCO. It was designed to protect outstanding examples of the world's natural and cultural heritage.

One of the primary goals of the Convention is to define this shared heritage by compiling a "World Heritage List." This lists sites and monuments, nominated by member states, which are considered to be of outstanding universal value in



accordance with criteria established by the "World Heritage Committee." As such, these properties are deemed worthy of special protection to ensure their existence for future generations.

## 1.2 PURPOSE OF STUDY

This research is in response to a request from the Manitoba Department of Culture, Heritage and Recreation, Historic Resources Branch, to determine whether any cultural site in Manitoba meets the requirements for nomination as a World Heritage Site.

To meet this objective, background information regarding the World Heritage Convention will be reviewed, and various cultural sites in Manitoba shall be evaluated against World Heritage criteria. If an appropriate site is identified, a World Heritage Site nomination document will be developed for consideration by the Manitoba Heritage Council.

## 1.3 OBJECTIVES

The main objective of the study is to evaluate the potential of various Manitoba cultural sites to meet the requirements for nomination as World Heritage Sites. Specific objectives include:

- a) a review of the World Heritage Convention;

- b) an examination of past North American World Heritage nominations and identification of appropriate strategies for proposing Manitoba cultural heritage sites;
- c) identification of cultural sites in Manitoba for potential World Heritage nomination;
- d) comparison of cultural sites identified in item c above, to determine the most suitable site for possible World Heritage nomination;
- e) development of a World Heritage nomination document for consideration by the Manitoba Heritage Council;
- f) development of recommendations respecting any proposed nomination document.

#### 1.4 METHODS

This study will be conducted in three phases.

Phase one will define the objectives of the World Heritage Convention, and identify the nominating criteria, the nominating procedures, and related strategies for determining potential World Heritage nominations. These objectives will be attained through an extensive literature review; a review of the Articles of the Convention and Convention Operating Guidelines; an examination of past North American World Heritage nomination documents; and interviews with public officials.

The second phase will identify and evaluate Manitoba cultural sites according to the criteria established for nomination as a World Heritage Site. This phase will utilize both a literature and cartographic review, and consultation with specialists in the heritage resources field from both the private and public sectors. These experts will help to identify those cultural sites most likely to satisfy the criteria for World Heritage designation. These sites will then be evaluated according to World Heritage criteria, in order to identify potential nomination sites.

If it is found that no cultural property in Manitoba meets the criteria for World Heritage designation, then a report to this effect will be submitted. If however, a cultural property is found to meet World Heritage criteria, a World Heritage nomination document for that site shall be developed according to the Convention's Operating Guidelines. If more than one cultural property is found to merit World Heritage designation, a nomination document will be developed for the most suitable site, selected using economic and social factors beyond World Heritage criteria. The development of the nomination document will necessitate an extensive literature and cartographic review combined with aerial photo interpretation and ground truthing, to provide an accurate evaluation of the cultural site for inventory and justification purposes, and site recommendations.

## Chapter II

### THE WORLD HERITAGE CONVENTION: AN OVERVIEW

#### 2.1 THE WORLD HERITAGE CONVENTION

The Convention concerning the Protection of the World Cultural and Natural Heritage, normally referred to as the "World Heritage Convention" was adopted by the UNESCO General Conference in 1972 and came into force in 1975 after ratification by 21 Member States. Canada signed the Convention in 1976, and is one of 91 states that currently adhere to it as of December, 1986.

The objective of the World Heritage Convention is "to ensure as far as possible, the proper identification, protection, conservation and presentation of the world's irreplaceable heritage..." (UNESCO, 1984). Signatories to the Convention recognize that the identification and safeguarding of those parts of the heritage which are located on their territories is primarily their responsibility, and agree that they will do all they can, with their own resources and with what international assistance they can obtain, to ensure adequate protection (UNESCO, 1972). Signatories also undertake to refrain from any deliberate measures which might damage, directly or

indirectly, the cultural and natural heritage and to take appropriate legal, scientific, technical, administrative and financial measures necessary for its protection (UNESCO, 1972).

The World Heritage Convention is intended to complement rather than compete with heritage conservation programs at the national level. It simply allows the international community to participate actively in protecting those parts of the cultural and natural heritage which are of outstanding universal value.

The Convention functions under the guidance of an intergovernmental committee known as the World Heritage Committee.

## **2.2    THE WORLD HERITAGE COMMITTEE**

The World Heritage Committee is the policy and decision-making body under the Convention and is composed of specialists from 21 countries who are elected from among the nations that have signed the Convention. The Committee meets once each year in the autumn and has the following main responsibilities (UNESCO, 1982):

- to identify those natural and cultural sites which are to be protected under the World Heritage Convention by inscribing them on the World Heritage List;

- to make the sites known throughout the world and to create an awareness among the public of their responsibility in respecting and safeguarding that universal heritage; and
- to provide technical co-operation for the safeguarding of World Heritage sites from the World Heritage Fund to States whose resources are, for the time being, insufficient.

Members of the Committee are elected from among the States party to the Convention, for a period of office of six years, with one third of the Committee being replaced every two years, following each General Conference of UNESCO. The Committee elects a Bureau consisting of a Chairman, a Rapporteur (Secretary) and five Vice Chairmen, who hold their offices until the following Committee session. A list of the current Committee and Bureau (December, 1986) is presented in Appendix A.

Member States of the Committee are represented by persons possessing specialized knowledge of the conservation of the cultural and natural heritage. The Committee and its Bureau are assisted in their tasks by non-governmental organizations which provide impartial technical advice on the World Heritage nominations and help to elaborate guidelines for further developing the work of the Convention. The International Council for Monuments and Sites (ICOMOS) and the International Centre for Conservation

in Rome (ICCROM) are the advisory bodies for "cultural" sites, while the International Union for Conservation of Nature and Natural Resources (IUCN) advises on "natural" properties.

The Committee has Operational Guidelines which constitute the basis for their decisions regarding the Convention. These Guidelines comprise the following main elements:

- Criteria for inclusion of cultural sites to the World Heritage List.
- Criteria for inclusion of natural sites to the World Heritage List.
- Format and content of nominations to the World Heritage List.
- Annual Timetable for receipt of nominations.

The Guidelines have the ability to be modified and expanded as Committees deem necessary.

### 2.3 THE WORLD HERITAGE LIST

The World Heritage List identifies cultural and natural properties considered to be of outstanding universal value, and by virtue of this quality, especially worth safeguarding for future generations (UNESCO, 1982). As of December 1986, there were 247 World Heritage Sites: 175 natural, 57 cultural, and 15 natural/cultural (UNESCO, 1986).

The Articles of Convention define what kinds of monuments and sites should be considered "cultural heritage" and what kinds of physical and geological formations should be considered "natural heritage" (See Appendix B).

The World Heritage Committee decides which nominated cultural and natural properties will be included in the World Heritage List, by evaluating them against criteria the Committee itself has specified (See Appendix C).

Finally, the Committee applies these criteria rigorously, as the Convention is not intended to provide for the protection of all properties of great interest everywhere, but only for a select list of the most outstanding from an international viewpoint.

### **2.3.1 Nomination Procedures**

The Convention states that only those properties in the territories of Member States of UNESCO which have ratified the Convention can be nominated to the World Heritage List.

The Convention also specifies that World Heritage nominations may originate with various levels of government or individuals, however, they must be transmitted to UNESCO through the federal government as the state party to the World Heritage Convention. Environment Canada - Parks is the leading Canadian federal agency for the Convention, and is responsible for the submission of Canadian nominations.



Federal Parks experts are at the disposal of interested parties to provide advice or suggest potential nomination sites.

Once it is agreed that a proposal has a very good chance of success, a nomination form must be completed. The Guidelines specify in detail the format and content of the nominations and list the necessary accompanying documentation. The information required is contained within five main categories for each property: specific location; juridical status; identification (including description, maps, photographs or films, history and bibliography); stage of preservation and conservation; and justification for inclusion on the World Heritage List.

If the property is under provincial jurisdiction, the nomination is forwarded by the Minister concerned to the federal Minister of the Environment and is then sent through our ambassador to UNESCO, to UNESCO headquarters in Paris. Nominations submitted by the 1st of January will be considered within the same year. Those received after 1st January will be considered in the following year.

Upon receipt of the nomination, UNESCO will forward it to ICOMOS and ICCROM, or to IUCN, for evaluation against cultural or natural criteria respectively. These bodies present their evaluation to the Bureau of the Committee for their examination. The latter then submits the nomination to

the full Committee who recommend acceptance, deferral or rejection.

#### **2.4 THE CONVENTION - IMPLICATIONS AND OBLIGATIONS**

The following section represents a summary of implied and stated information gathered from a review of the Articles of the Convention (UNESCO, 1972); the Convention's Operating Guidelines (UNESCO, 1984); and a summary paper discussing the World Heritage Convention (Bennett, 1978). It is intended to provide details on other questions which relate to the implementation of the Convention.

##### **Implications of the Convention**

- there is no obligation to provide unlimited or specially facilitated access to a World Heritage Site.
- there are no restrictions on hunting or trapping within the boundaries of a site, provided the integrity of the site is not impaired.
- there is no limit to the total size of the World Heritage List or the number and size of properties any State may nominate at any one time or in total.
- there will be considerable publicity by UNESCO, for all sites appearing on the list with a related potential increase in tourist traffic.
- there must be extensive liaison between Environment Canada - Parks and nominating parties in regards to all nominations not under federal control.

- there is provision for the deletion of sites from the World Heritage List if they have lost the qualities for which they were nominated.
- a property can be nominated on either cultural or natural grounds, or on both, if the area so merits.

### **Obligations of the Convention**

The obligations for States under the Convention and Operating Guidelines as mentioned earlier include an agreement to identify, protect, conserve, and present heritage sites. Specifically, States must endeavor (UNESCO, 1972),

- a) to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;
- b) to set up within its territories, where such services do not exist, one or more services for the protection, conservation, and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;
- c) to develop scientific and technical studies and research and to work out such operating methods as will make the state capable of counteracting

the dangers that threaten its cultural or natural heritage;

- d) to take the appropriate legal, scientific, technical, administrative, and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
- e) to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

Finally, States must also erect a World Heritage Plaque on each World Heritage site and maintain those sites to acceptable standards.

## **2.5 WORLD HERITAGE SITES - NORTH AMERICA**

The United States was the first nation to ratify the Convention in 1973. Canada followed in 1976, and Mexico signed in 1984. All three are members of the Convention as of December 1986.

There are currently (December, 1986) 23 World Heritage Sites in North America. The U.S. has 14 sites (apparently 9 natural, 4 cultural and 1 natural/cultural). Canada has 9 sites (5 natural, 4 cultural). Mexico has yet to nominate a

site. For a list of American sites see Appendix D. The Canadian sites are listed in Table 1. The location of Canadian World Heritage Sites is displayed in Figure 1.

Canada has submitted ten nominations to date. All ten have been accepted on the World Heritage List. One, the Burgess Shale, has been included under the Rocky Mountain Parks designation which gives an official total of nine. There is currently (June, 1987) only one proposal actively being developed for potential nomination for Canada, and that is Gros Morne National Park (Eidsvik, pers. comm., June 2, 1987).

## **2.6 WORLD HERITAGE SITES - NOMINATION STRATEGY**

The following section discusses possible World Heritage nomination strategies for cultural sites in Manitoba. These were developed following a review of the Articles of the Convention; Committee Operational Guidelines; all previous Canadian World Heritage nomination documents and; interviews with Environment Canada - Parks personnel.

- Paragraph 18 of the Guidelines states: "States parties are encouraged to prepare plans... for the management of each natural site nominated and for the safeguarding of each cultural property nominated." Examination of nomination documents and the list of North American

Table 1. List of Canadian World Heritage Sites  
(adapted from UNESCO (1986), section 7).

World Heritage Site/Province	Year	World Heritage Committee Meeting No./Date/Location	Cultural, Natural or both C/N	Federal, Provincial or Municipal
---	---	(Session I, June 27-July 1, 1977, Paris, France)	---	---
1. L'Anse aux Meadows National Historic Park, Newfoundland	1978	Session II, September 5-8, 1978 - Washington, D.C., U.S.A.	C	F
2. Nahanni National Park, Northwest Territories	1978	Session II, September 5-8, 1978 - Washington, D.C., U.S.A.	N	F
3. Dinosaur Provincial Park, Alberta	1979	Session III, October 22-26, 1979 - Cairo & Luxor, Egypt	N	P
4. Kluane National Park Yukon Territory (Joint nomination with Wrangell-St. Elias National Monument, U.S.A., as an international site)	1979	Session III, October 22-26, 1979 -Cairo & Luxor, Egypt	N	F
Burgess Shale (Yoho National Park), Alberta	1980	Session IV, September 1-5, 1980 - Paris, France	N	F
5. Anthony Island Provincial Park, British Columbia	1981	Session V, October 26-30, 1981 - Sydney, Australia	C	P
6. Head-Smashed-In Buffalo Jump Provincial Historic Resource, Alberta	1981	Session V, October 26-30, 1981 - Sydney, Australia	C	P
7. Wood Buffalo National Park, Northwest Territories/Alberta	1983	Session VI, December 5-9, 1983, Florence, Italy	N	F
8. Canadian Rocky Mountain Parks	1984	Session VII, October 29-November 2, 1984, Buenos Aires, Argentina	N	F
9. Historic District of Quebec City	1985	Session VIII, December 2-6, 1985, Paris, France	C	F/P/M



Figure 1. LOCATION OF CANADIAN WORLD HERITAGE SITES.

Heritage Sites reveal that, as the majority are either National or Provincial Parks, almost all had a strong pre-existing protective legislation and area management plan. As States recognize that safeguarding their Heritage Sites is primarily their own responsibility, potential nomination sites ideally should have both management guidelines and strong protective legislation either planned or in place to enhance chances of acceptance.

- Paragraph 15 of the Guidelines states: "In keeping with the spirit of the Convention, States parties should as far as possible endeavor to include in their submissions properties which derive their outstanding universal value from a particularly significant combination of cultural and natural features."

Paragraph 16 indicates: "States parties may propose in a single nomination a series of cultural properties in different geographical locations, provided that they are related because they belong to:

- 1) the same historico-cultural group or
- 2) the same type of property which is  
characteristic of the geographical zone,

and provided that it is the series as such, and not its components taken individually, which is of outstanding universal value."



These guidelines provide the opportunity to nominate cultural properties of different geographical locations as one unit. Also, they provide the opportunity of submitting joint cultural/natural nominations if the area warrants it. However, Harold K. Eidsvik, Senior Policy Advisor of Environment Canada - Parks indicates that combining cultural and natural areas that separately do not quite measure up to the criteria either culturally or naturally, in the hopes of enhancing their "universal value", will not work. He indicates that the cultural and natural sections of a dual nomination must each qualify on its own merits to succeed as a dual cultural/natural World Heritage Site (Eidsvik, pers. comm., June 2, 1987).

- Paragraphs 36 and 37 of the Guidelines stress that each property, natural or cultural, will be evaluated relatively, i.e. compared with other properties throughout the world of the same type. In view of this, nominations to the World Heritage List should stress uniqueness in their justification rationale.
- It is stated in Paragraph 10 of the Convention, that "each nomination should be presented in the form of a closely argued case". This strategy and the generous use of photographs found throughout all previous Canadian nomination documents, should be included in any potential nomination document.

- The World list of Heritage sites is weighed heavily in favour of natural sites (175 natural, 57 cultural). North America's list of 23 sites is apparently underrepresented by cultural sites (only 9) and the potential of Gros Morne's inclusion as a natural site would further a predominance of natural sites in Canada (6 natural, 4 cultural). The Guideline's Paragraph 11 states, "In nominating properties to the List, States parties are invited to keep in mind the desirability of achieving a reasonable balance between cultural heritage and natural properties included in the World Heritage List," hence it would seem that the nomination of a cultural property might now be slightly favoured over a natural property nomination.

## Chapter III

### CULTURAL SITE EVALUATION

World Heritage status is meant to be exclusive. The convention does not aim to protect all areas which are valuable or important. The methods used to determine if any cultural site in Manitoba meets World Heritage criteria are as follows.

#### 3.1 METHODS

The objective of this study is to identify whether any cultural site in Manitoba meets World Heritage criteria, and if so, to identify the cultural site which has the best chance at getting a successful nomination. This framework is by its nature subjective, as it seeks to evaluate the suitability of disparate cultural sites in Manitoba to meet rather broadly defined World Heritage criteria (Appendix B and C); and also asks to compare sites if necessary, to identify the site which has the best chance at getting a successful nomination. Faced with these subjective parameters, knowledge is the key to providing objectivity in the analysis of the various sites. Thus an extensive review of various cultural sites' characteristics, based on World Heritage criteria, was undertaken through an in-depth literature review, and consultation with specialists in the

heritage resources field. This process permitted the identification and ranking of sites in terms of their ability to satisfy World Heritage criteria.

The cultural sites to be evaluated against World Heritage criteria were chosen in three ways. First, all National Historic Sites and Parks in Manitoba were evaluated, assuming their national significance identified them as potential sites of "outstanding universal value". Second, consultation with specialists in the heritage resources field was undertaken to identify potential cultural sites for World Heritage nomination that were not under federal government jurisdiction. This consultation process included meetings with representatives of both the public and private sector, including scholars who have expertise in the field. Finally, a detailed literature review was undertaken to ensure no cultural site was overlooked. This procedure produced a list of 16 potential cultural sites for evaluation:

- The Exchange District of Winnipeg
- "The Forks"
- Mennonite Block Settlement
- Icelandic Block Settlement
- Carberry District
- Riel House National Historic Park

- St. Andrews National Historic Park
- Lower Fort Garry National Historic Park
- Fort Prince of Wales National Historic Park
- Cape Merry National Historic Site
- Sloop's Cove National Historic Site
- Norway House National Historic Site
- York Factory National Historic Site
- "Fur Trade" Package
- Tie Creek Petroforms
- Churchill West Peninsula

The evaluation of these 16 sites was carried out in three steps. First, the characteristics of each cultural site were reviewed to determine if they conformed to the definition of a cultural heritage as specified in the Convention (Appendix B). Next each cultural site was evaluated against the criteria for the inclusion of cultural properties on the World Heritage List, including the test of authenticity (Appendix C). Finally, a review of each cultural site's management plan, jurisdictional characteristics, uniqueness, and significance on a world scale was undertaken. This procedure identified two sites which, without any serious drawbacks, met all the required criteria for World Heritage designation. These are the Tie Creek Petroform site, and the Churchill West Peninsula site. The identification of the suitability of these two sites in meeting World Heritage criteria is however, time specific,

and also does not preclude the submission of nominations based on other sites. Nevertheless, based on the intensive research undertaken within the time and budget limitations of the study, Tie Creek Petroforms and Churchill West Peninsula are identified as the sites which best fulfill World Heritage criteria at the present time (December, 1987). Before these two sites are discussed at length, a short review of each of the other contending cultural sites will clarify why they are not presently judged to be worthy of promotion.

### **3.2 REVIEW OF CULTURAL SITES**

#### **3.2.1 The Exchange District**

The Exchange District of Winnipeg has been identified by the City of Winnipeg and Heritage Canada as having a collection of architecturally and historically significant buildings (City of Winnipeg, 1986). This collection of structures is unique as the majority are warehouses from a period (1880-1918) when the building style was dominated by the "Chicago school" followers of architects H.H. Richardson and Louis Sullivan (Heritage Canada, 1976).

While this collection of buildings is unique in Canada, and hence nationally significant, it is not unique on a continental scale, for better and more extensive representations of this style of architecture can be found both in Chicago and Minneapolis (Rostecki pers. comm., July

2, 1987 ; Kelly pers. comm., July 7, 1987). Clearly this site is not unique on a world scale and does not meet the basic World Heritage criteria.

Chance for successful nomination - poor.

### 3.2.2 "The Forks"

The junction of the Red and the Assiniboine Rivers ("The Forks") is acknowledged to be a place of "national historic significance based on its role as a rendezvous, settlement, and transportation centre in the opening of the Canadian West" (Winnipeg Core Area Initiative, 1987).

Currently, "The Forks" area is undergoing redevelopment and its future is uncertain. Also, over time, alterations to land use and flooding, have seriously limited the physical historic resources still extant on or near "The Forks". Indeed, many of the supposed locations of the historic sites coincide with existing railway structures or support features (Guinn, 1980).

The limited material resources of "The Forks" area identified to date, fail to meet the criteria for inclusion on the World Heritage List.

Chance for successful nomination - poor.

### 3.2.3 Mennonite Block Settlement

The Mennonites were the first large group to migrate and settle in post-confederation Manitoba (Manitoba Culture, Heritage and Recreation, 1985c). They originally settled on two land reserves set aside exclusively for them by the Dominion government.

The original Mennonite settlement pattern was characterized by a linear village with an open field economy (Butterfield and Ledohowski, 1984). The Mennonites have since abandoned this type of farming and both block settlement areas have been open to general settlement since the turn of the century. The original pattern of settlement on the "East Reserve" has been totally obliterated, and only a few villages on the "West Reserve" retain much of their integrity in terms of traditional material culture. This lack of significant extant traditional features contributes to the failure of this area to meet World Heritage criteria. Furthermore, other Mennonite settlements were founded utilizing the block method of settlement in Ontario and Saskatchewan, thus indicating that the Manitoba Mennonite Block Settlement is far from unique on a world scale.

Finally, major political difficulties could be anticipated in attempting controls on land use and development of extant material culture in this area.

Chance of successful nomination - poor.



#### **3.2.4 Icelandic Block Settlement**

The first permanent Icelandic settlement in Canada was established in the Gimli district in 1875 (Manitoba Culture, Heritage and Recreation, 1984b). This was the foundation of the largest Icelandic settlement outside of Iceland (Manitoba Culture, Heritage and Recreation, 1984b).

Unfortunately, the Icelanders transferred little of their material culture to Manitoba. Thus a dearth of authentic material cultural resources detracts from this area's ability to satisfy the criteria for inclusion on the World Heritage List. Also, jurisdictional problems would complicate any effort to designate any part of the area once known as "New Iceland", as a World Heritage Site.

Chance of successful nomination - poor

#### **3.2.5 Carberry District**

The Carberry District of Manitoba was once home for five years to the world-renowned naturalist, artist and writer, Ernest Thompson Seton. Seton contributed much to the knowledge of wildlife in North America and much of his work was based on observations and research he conducted in Manitoba (Manitoba Culture, Heritage and Recreation, 1984a).

Unfortunately, no significant lasting cultural features remain in the Carberry area from Seton's occupation. Thus

the Carberry District fails to even meet the definition for a World Heritage cultural site.

Chance of successful nomination - poor.

### **3.2.6 Riel House National Historic Park**

Riel House was once part of a farm that belonged to the family of Louis Riel. It is an example of a style of building construction known as Red River Frame and is restored and refurnished to its appearance in 1886 (Parks Canada, 1983b).

While deemed nationally significant because of its affiliation with Louis Riel, Riel House does not possess characteristics that would allow it to be considered significant on a world scale. Other sites associated with Riel (e.g. Batoche) have more significance both regionally and nationally.

Chance of successful nomination - poor.

### **3.2.7 St. Andrews National Historic Park**

St. Andrews Church and Rectory are the remnants of a larger 19th century complex of buildings provided by the Anglican Church Missionary Society, designed to provide religious, educational, and agricultural guidance to the local populace near Grand Rapids, on the Red River (Parks Canada, 1984).

As the Church Missionary Society established other "mission stations" throughout Rupert's Land, the St. Andrews Church and Rectory are by no means unique on a national scale, and do not meet the requirements for inclusion on the World Heritage List. Potential political and jurisdictional problems could also be associated with a formal designation of a church and rectory belonging to an active congregation in Canada.

Chance of successful nomination - poor.

### **3.2.8 Lower Fort Garry National Historic Park**

Lower Fort Garry is the oldest extant stone fur trade post in North America (Parks Canada, 1983a). Built in the 1830's, it functioned as a fur trade provisioning and transshipment centre and retail outlet for the lower Red River Settlement. It has undergone extensive historic restoration and is a unique monument to the fur trade in Canada.

While this site would seem to satisfy the criteria for World Heritage nomination, (meets criteria IV, the authenticity requirement, and the uniqueness component based on its high degree of restoration), discussions with Environment Canada - Parks officials who are experienced in dealing with World Heritage Site submissions indicate that factors such as the fort's relatively short-lived and always

minor role in the Hudson's Bay Company system of fur trade forts, seriously reduces its potential for World Heritage nomination (Thomas, pers. comm., May 27, 1987 ; Johnston, pers. comm., June 8, 1987 ; Fay, pers. comm., June 10, 1987).

Chance of successful nomination - fair.

### **3.2.9    Fort Prince of Wales National Historic Park**

Fort Prince of Wales is a large stone fortress located at the mouth of the Churchill River. It was built in the 18th century by the Hudson's Bay Company to protect its trading interests in the north (Parks Canada, 1985). Early this century, the fort was in a state of collapse and was reconstructed in the 1930's and 1950-60's. However, the reconstruction was not done with great regard to historical accuracy (Russell, 1977), hence this site does not meet the World Heritage authenticity requirement.

Chance of successful nomination - poor.

### **3.2.10    Cape Merry National Historic Site**

Cape Merry was a defensive battery located across the Churchill river from Fort Prince of Wales to provide additional protection for both the fort and ships at anchorage (Parks Canada, 1978).

Cape Merry does not meet the criteria for inclusion in the World Heritage List. As a minor military fortification of local significance, it derives its importance only because of its association with Fort Prince of Wales, not as an entity in itself. It is clearly not a unique site on a world scale.

Chance of successful nomination - poor.

### **3.2.11 Sloop's Cove National Historic Site**

Located two miles upstream from Fort Prince of Wales is Sloop's Cove. This is where the Hudson's Bay Company anchored its sloops and where many company men carved their signatures in rock (Parks Canada, 1978). The most notable signature is that of the explorer Samuel Hearne.

Such inscriptions however, are not unique in Canada. For example, the renowned North West Company explorer Alexander Mackenzie carved his name beside the Bella Coola River in British Columbia (Newman, 1987). Furthermore, significant desecration of the Sloop's Cove site has occurred through the obliteration of later signatures imprinted by builders of the port of Churchill in the 1930's. Sloop's Cove does not meet the criteria for inclusion on the World Heritage List.

Chance of successful nomination - poor.

### 3.2.12 Norway House National Historic Site

A Historic Sites and Monuments Board of Canada cairn is established at Norway House recognizing its 19th century importance as the crossroads of the Hudson's Bay Company's inland transport network. The Manitoba government has designated the three remaining Hudson's Bay Company structures. The Red River Frame Archway warehouse and the remains of a stone powder magazine are the oldest in western Canada for buildings of their type. The jail is the oldest in the province (Manitoba Culture, Heritage and Recreation, 1985a).

While these resources exhibit a regional significance, they are not significant or unique on a World scale.

Chance of successful nomination - poor.

### 3.2.13 York Factory National Historic Site

York Factory was the major coastal depot for the Hudson's Bay Company during the 18th and 19th centuries. It can be regarded unique on a world scale as it served as an exploration and settlement gateway to northwestern British North America for over two centuries. It and Fort-Prince of Wales were also the centres of the French-English struggle for control of Hudson Bay and reflected the power shifts and events which ultimately determined the destiny of the North American continent.

In addition, York Factory "was one of the earliest permanent settlements of Europeans in the Canadian Arctic", and was probably one of the largest manufacturing centres in Canada in the pre-Confederation period (Ray, n.d.). The surviving depot is an example of construction adapted to withstand the rigours of permafrost and because of its unique architectural design, it is the oldest building in Canada still standing on permafrost (over 150 years). Finally, Donaldson (1981) points out that due to the lack of 20th century redevelopment in the York Factory area, the archaeological and historical significance of the area is enhanced because "unlike Upper Fort Garry, Fort William, and most other significant fur trade sites, structural remains and artifact assemblages remain intact at York".

Despite these characteristics, York Factory's chances of a successful World Heritage nomination do not appear to be good. A significant number of historians hold the opinion that promoting York Factory as a World Heritage Site is akin to promoting imperialism on a world scale. Furthermore, considering the makeup of UNESCO, this type of perception, if widely held, could impair the success of a York Factory nomination bid.

Also, the Report of the Parks Canada-Manitoba York Factory Task Force on Regional Integration and Tourism (Parks Canada-Manitoba, 1985) concluded that "the York Factory area per se did not warrant consideration as a World

Heritage Site." As Task Force members included Parks Canada, D.R.I.E., and representatives of the provincial departments of Business Development and Tourism, Natural Resources, and Culture Heritage and Recreation, support for a York Factory World Heritage nomination would probably be lacking.

Chance of successful nomination - fair.

#### 3.2.14 "Fur Trade" Package

The potential exists for the individual fur trade sites in Manitoba to be nominated in combination with each other to represent Canada's fur trade era. These sites would bear a unique testimony to a "civilization" which has disappeared and represent structures which illustrate a significant stage in history.

However, a package illustrating the fur trade era based solely on sites located in Manitoba, would necessarily exclude other significant fur trade sites located elsewhere in Canada, i.e., Moose Factory, Fort William, Lachine, etc..... Therefore, the preparation of a "Manitoban" fur trade package would be premature until an in-depth national study was undertaken which investigated the various themes and sites available to adequately represent the fur trade era in Canada.



York Factory's importance during the fur trade period would ensure its inclusion in any potential World Heritage nomination package representing the fur trade era in Canada.

Premature for nomination bid at this time.

### **3.2.15 Conclusion**

The evaluation of Manitoba cultural sites against World Heritage criteria has resulted in the identification of two sites, Tie Creek Petroforms, and Churchill West Peninsula, which are considered to have good chances for successful nomination to the World Heritage List. The following section will present separate in-depth discussions of each of these two sites, outlining the characteristics that make each of them suitable for World Heritage nomination.

## **3.3 DETAILED REVIEW OF TIE CREEK AND CHURCHILL WEST PENINSULA**

### **3.3.1 Tie Creek Petroform Site**

The Canadian Shield region of eastern Manitoba contains a vast concentration of the unique and fragile class of rock art called petroforms (also known as geoglyphs, boulder mosaic, or boulder outline). Some 40 boulder arrangements are known to exist in this area (Steinbring, 1986b). The majority of these prehistoric phenomena which consist of geometrics and effigies laid out upon open granite bedrock, can be found within Whiteshell Provincial Park. While

petroform sites occur elsewhere in western Canada and the United States, the variety of petroforms within the "Whiteshell" cluster, embracing nearly all comparable North American forms, suggests that the "Whiteshell" area is the most probable point of origin of the phenomenon in North America (Buchner, 1986a ; Steinbring, 1986b).

Tie Creek, a four hectare site consisting of eight features, is located in Whiteshell Provincial Park near the confluence of the Whiteshell and Winnipeg rivers (Figure 2). Tie Creek's initial date of construction is believed to be between 500 BC and AD 1, and is thought to have been constructed by Algonkian peoples (Buchner, 1986a). It is the Algonkian tradition that is thought to have spread the petroform phenomenon through prehistoric movements to the west (Steinbring, 1986b).

Tie Creek meets World Heritage criteria, and is unique on a world scale because it is the "largest and most complex of these North American phenomena" (Steinbring 1986a). Even more importantly, it represents the largest and most complex site where it is thought the phenomena originated.

In comparison with other petroform sites, the Tie Creek site is unique due to its large size and complexity. While many boulder site clusters in other parts of the continent display only one or two forms, Tie Creek exhibits both simple features found elsewhere in North America and complex

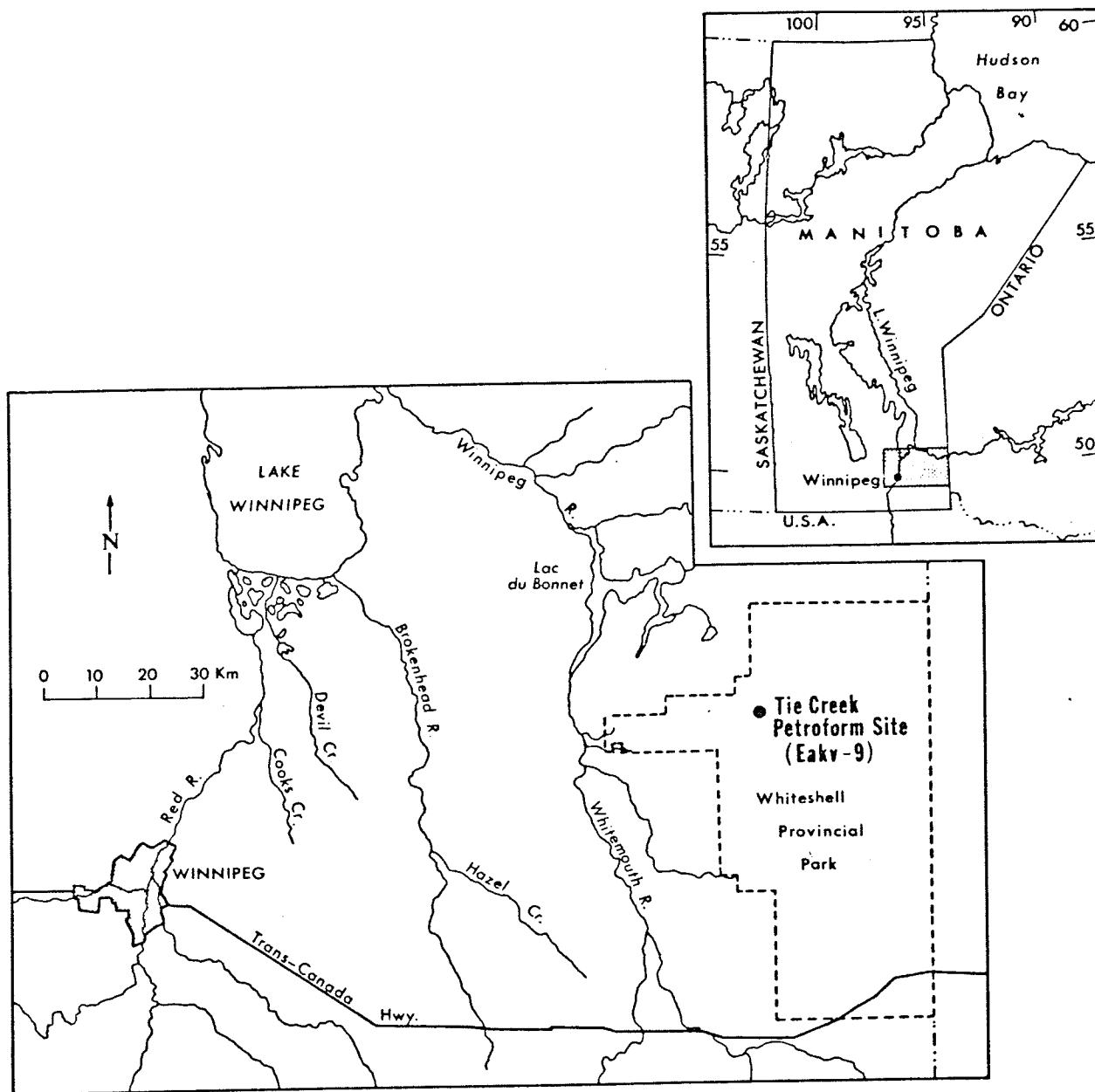


Figure 2. LOCATION OF TIE CREEK PETROFORM SITE (adapted from Steinbring (1970), p.224.).

features "all connected by boulder lines not found at any other Whiteshell site" (Steinbring, pers. comm., July 20, 1987).

The Tie Creek site appears to constitute a locus of continuing and ritualistic behaviours involving the arrangements of boulders on the open granitic expanses (Steinbring, 1980).

In addition, certain Tie Creek features share a consistency of orientation with similar petroform features found from Alberta to Colorado. Buchner (1986b) suggests that some of these features (linear features) are correlated with solar events while others (ellipses) align with lunar or even planetary events. Still other Tie Creek features align themselves with specific points on the compass.

Buchner (1986a) commented:

The observation that the builders of these sites were not only cognizant of, but preoccupied with, the cardinal directions and the movements of celestial bodies has yielded insight into the world-view of these people.

Indeed, the Tie Creek site can be viewed as the "Stonehenge" of North America.

The importance of the Tie Creek site has been recognized through its designation as a Special Area under the Whiteshell Master Plan (Manitoba Department of Natural Resources, 1983b). This ensures that commercial resource use will not be permitted to encroach upon Tie Creek. Also, the Manitoba Department of Natural Resources has fenced off the site to help ensure site disturbance is minimized. It

must be emphasized that Tie Creek is a site still requiring many years of investigation both in terms of recording and in terms of analytical study. The Tie Creek site, as well as being the largest and in many ways most unique petroform site in North America presents great possibilities for scientific research and interpretation.

Chance for successful nomination - good

Able to be nominated under:

iii - bear a unique or at least exceptional testimony to a civilization which has disappeared.

and/or

vi - be directly and tangibly associated with events or with ideas or beliefs of outstanding universal significance.

The Tie Creek Petroform site will meet the World Heritage test of authenticity.

### **3.3.2 Churchill West Peninsula**

Churchill West Peninsula is a 28 square kilometer (approx.) projection of land between the mouth of the Churchill River and the eastern shore of Button Bay (Figure 3). This area is extremely rich with prehistoric and historic sites and artifacts of three distinct cultures; Inuit, Native and European.

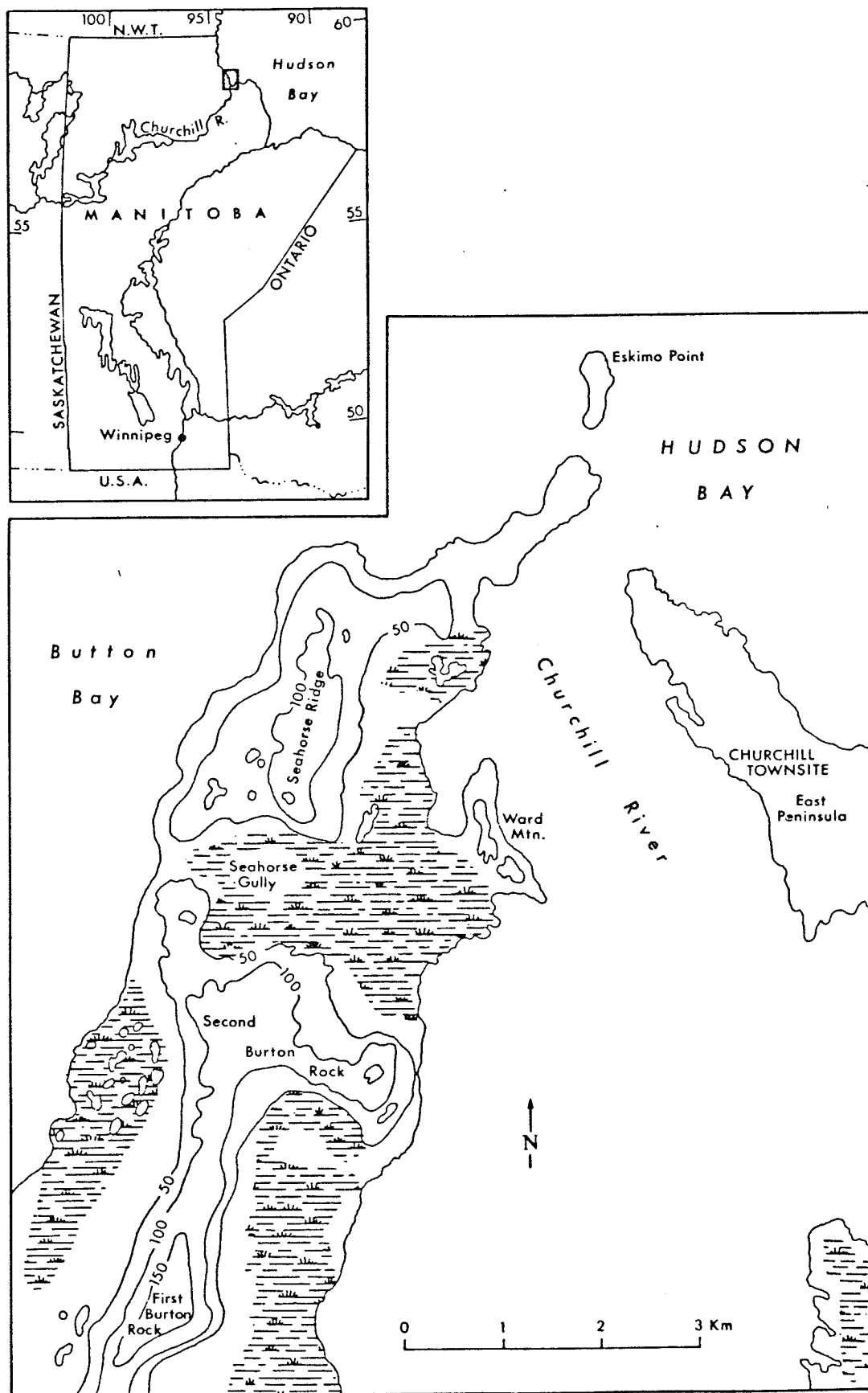


Figure 3. CHURCHILL WEST PENINSULA (adapted from Meyer (1979), p.2).

The Churchill West Peninsula site meets the criteria for inclusion on the World Heritage List. In terms of Inuit pre-history, this location has been attracting human settlement for at least the past 3000 years (Meyer, 1979). Sites have been discovered on Churchill West Peninsula that belong to the Pre-Dorset, Dorset, Thule and post-contact Inuit traditions. This factor makes this area unique on a world scale because these sites represent all of the major periods or stages of Canadian Inuit history (as described in Taylor, 1968). Separately, these sites are unique as they represent some of the most southerly continental locations of their particular traditions (Riddle pers. comm., July 22, 1987). Indeed, in 1969, the National Historic Sites and Monuments Board of Canada recognized the Pre-Dorset Seahorse Gully Site on the Churchill West Peninsula as being of national significance (Adams, 1985). When these individual prehistoric and historic Inuit sites are viewed together, they represent a unique continuous expression of humanity's adaptation to the arctic/subarctic environment.

Enhancing this theme of Inuit adaptation is the presence of historical Native and European settlement. This allows for the historical comparison of arctic/subarctic environmental adaptation between three distinctly separate cultures. The Native sites have been identified as Chipewyan and Cree. The European sites include the remains of the most northerly of the early 18th century British

settlements in North America, the Hudson's Bay Company's whaling and fur trade post, Fort Churchill. Other significant historical features of European origin include the ill-fated Jens Munk "Winterhaffen" site of 1619-1620 (thought to be the same site as Fort Churchill); the 1886 Anglican mission remains (Fort Churchill site); and the 1906 Royal Northwest Mounted Police site. These features combine to make the Churchill West Peninsula site a representative microcosm of the major historic factors affecting native peoples of the Canadian arctic/subarctic. These factors include: arctic exploration, whaling, the fur trade, missionary influence and, finally, governmental presence. The response to these opportunities and pressures saw major cultural changes take place in the native peoples of the Canadian arctic/subarctic. These changes are reflected in the historic sites of Churchill West Peninsula.

Further sites of European origin on the peninsula include Fort Prince of Wales (National Historic Park) and Sloop's Cove (National Historic Site). These sites would not be included in the Churchill West Peninsula nomination because of their previously mentioned limitations. However, their existence on the peninsula serves to enhance the examples of European occupation in the area, and can be combined with the Churchill West Peninsula site in interpretive programs.

Another unique feature of the diverse prehistoric and historic resources located on the peninsula is that they are



naturally sorted through active isostatic uplift. Thus the oldest sites (Pre-Dorset) are found on the highest ground while the most recent historical features are found at the lowest elevation (associated with the present shoreline). This unique process allows the human/land relationship to be clearly followed over thousands of years.

The fact that the Churchill West Peninsula became a cultural contact zone is at least partially explained by the fact that it is also an environmental contact zone. As it is located in the transitional zone of marine-tundra-boreal forest, access to a uniquely diverse set of resources is available and was probably the most important factor in attracting people to this location. Thus, the Churchill West Peninsula exhibits "outstanding universal value" from a significant combination of cultural and natural features.

Finally, the various cultural resources of the Churchill West Peninsula have been ranked highly for both scientific study and for public education and tourism purposes (Meyer, 1979 ; Riddle, pers. comm., July 22, 1987). The sites are located on provincial Crown land and are currently undergoing archaeological investigation. The majority of the sites receive protection through two provincial Crown Reserves, established under Section 7 of The Crown Lands Act (1954). This legislation essentially prohibits any type of development on this area without provincial approval.

The archaeological work to date has only "scratched the surface" in relation to the work needed to determine the extent and nature of the various remains on Churchill West Peninsula (Riddle, pers. comm., July 22, 1987). Thus the potential exists for the area to grow yet more valuable from both a scientific and public education view.

Chance for successful nomination - good

Able to be nominated under:

- iii - bear a unique or at least exceptional testimony to a civilization which has disappeared.

and/or

- v - be an outstanding example of a traditional human settlement which is representative of a culture and which has become vulnerable under the impact of irreversible change.

and/or

- vi - be directly and tangibly associated with events or with ideas or beliefs of outstanding universal significance.

The Churchill West Peninsula site will meet the World Heritage test of authenticity.

### **3.4 COMPARISON OF TIE CREEK VS. CHURCHILL WEST PENINSULA**

The previous section has shown that both Tie Creek and the Churchill West Peninsula sites satisfy the basic criteria for World Heritage nomination. A comparison of these two sites will now be undertaken examining social and economic factors beyond World Heritage criteria to determine which of these sites is more suitable for nomination as a World Heritage Site.

Nomination to the World Heritage List will almost certainly bring with it greatly increased tourist visitation to that site. This type of development would certainly be welcome in Manitoba as the province and the federal government are committed through tourism agreements to develop world class tourist attractions to capture an increased share of the world tourism market (Canada-Manitoba, 1985).

The Churchill West Peninsula site offers greater potential for visitor interpretation and education, while at the same time can accommodate increased visitation without jeopardizing its World Heritage qualities. Whereas the Tie Creek site is completely fenced off, allowing no direct site visitation, the various resources on Churchill West Peninsula lend themselves to direct on site visitation. Indeed Meyer (1979) has already developed suggested walking tours of the Churchill West Peninsula for public education/tourism purposes.

Increased visitation of these sites could be better handled at the Churchill West Peninsula site because it contains more potential sites of interest spread over a larger area than Tie Creek. Also, access to the Churchill West Peninsula site can be closely controlled as limited river navigation from Churchill (the only tourist base in the area) is the only method of access to the site during the major summer tourist season. Finally, the polar bear threat at the Churchill West Peninsula would encourage the public to visit the site under the protection of an armed local guide, trained to interpret the sites and ensure site disturbance is kept to a minimum. In contrast, Tie Creek has less site access control in terms of controlling visitor numbers. Also, no such "special" motivation exists at Tie Creek for visitors to seek out tour guides to visit the site. All these factors indicate that Churchill West Peninsula is better suited to handle the anticipated increase in visitation derived from placement on the World Heritage List, without jeopardizing the qualities for which it was nominated.

On economic grounds alone, Manitoba would benefit from tourism generated from a World Heritage Site anywhere in the province. Regionally, however, it would make more sense to designate the Churchill West Peninsula as a World Heritage Site so the town of Churchill could benefit from increased visitation. Conversely, Tie Creek's major tourism benefits

would probably remain in Winnipeg as the site is easily within a few hours drive of the provincial capital. A Churchill West Peninsula World Heritage Site would complement the established wilderness attractions of the economically depressed town of Churchill. This would effectively expand its tourism industry, which the Manitoba provincial government sees as the brightest spark in Churchill's development (Winnipeg Free Press, Feb. 4, 1986).

Finally, the above evaluation of Tie Creek is based on the most current information pertaining to the area. However, Danzinger and Callaghan (1986) state:

Petroforms are also one of the most difficult archaeological phenomena from which to derive interpretive information. There are no Native informants available to explain who the builders were, no soil deposits with cultural remains attributable to a specific period or time, nor are there organic remains which could be dated.

Therefore, much of the "information" on Tie Creek is based on inference or conjecture which simply has not yet been proven or disproven. As more information is gathered on these petroform sites the possibility exists that current theory regarding Tie Creek's origins or characteristics could be radically altered. This would jeopardize the World Heritage qualities identified for Tie Creek and would either not allow it to be nominated, or worse, cause an embarrassing withdrawal of Tie Creek off a current World Heritage List. This danger, though small, is not found in the Churchill West Peninsula site as no such level of ambiguity exists in the interpretation of resources.

In summary, while both the Tie Creek site and the Churchill West Peninsula site appear to qualify for World Heritage status, academic, economic, social, and management factors point to the latter as the best cultural site for the province of Manitoba to nominate as a World Heritage Site at this time. Therefore, a nomination document will be developed for Churchill West Peninsula.

### **3.5 FEASIBILITY OF A CULTURAL/NATURAL NOMINATION**

Two possibilities for cultural/natural nominations were investigated in this study. The first involved submitting a dual nomination based on the cultural and natural resources of Churchill West Peninsula; and the second involved cultural site linkage with a natural site located within the province known to be identified as a World Heritage Site possibility.

The abundant natural resources of the Churchill West Peninsula site makes the area a possible candidate for a dual cultural/natural World Heritage nomination. However investigation revealed that although much scientific study on natural resources has been undertaken in the Churchill area, documented evidence of the extent of flora and fauna to be found specifically on the Churchill West Peninsula site is lacking. This is due to the fact that most past natural resource studies have been undertaken to the east and south of Churchill townsite, while Churchill West

Peninsula is located west of Churchill. Discussions with a representative of the Manitoba Wildlife Branch confirmed the general lack of documented study of the Churchill West Peninsula site. He indicated that the rich natural resources found to the east and south of Churchill townsite has in the past limited research to those areas (Teillet, pers. comm., August 25, 1987). Therefore, while the abundant natural resources of Churchill West Peninsula provide the possibility of a dual cultural/natural nomination, there is not enough documented evidence to support the natural side of the nomination.

The second cultural/natural nomination investigated involved the possible linkage of a cultural site with a natural site known to be under consideration for nomination to the World Heritage List. The mandate of this enquiry excluded a review of natural sites in Manitoba for World Heritage nomination. However a review of Land and Resource Use Issues in the Churchill Region (Manitoba-Churchill Task Force, 1984) and the Report of the Parks Canada-Manitoba York Factory Task Force on Regional Integration and Tourism (Parks Canada-Manitoba, 1985) indicate that the Cape Churchill Wildlife Management Area (Figure 4) of Manitoba was being investigated as a possible "natural" World Heritage nomination based on polar bear denning sites. Therefore, the possibility of a dual cultural/natural World Heritage nomination (with Cape Churchill WMA) was investigated.

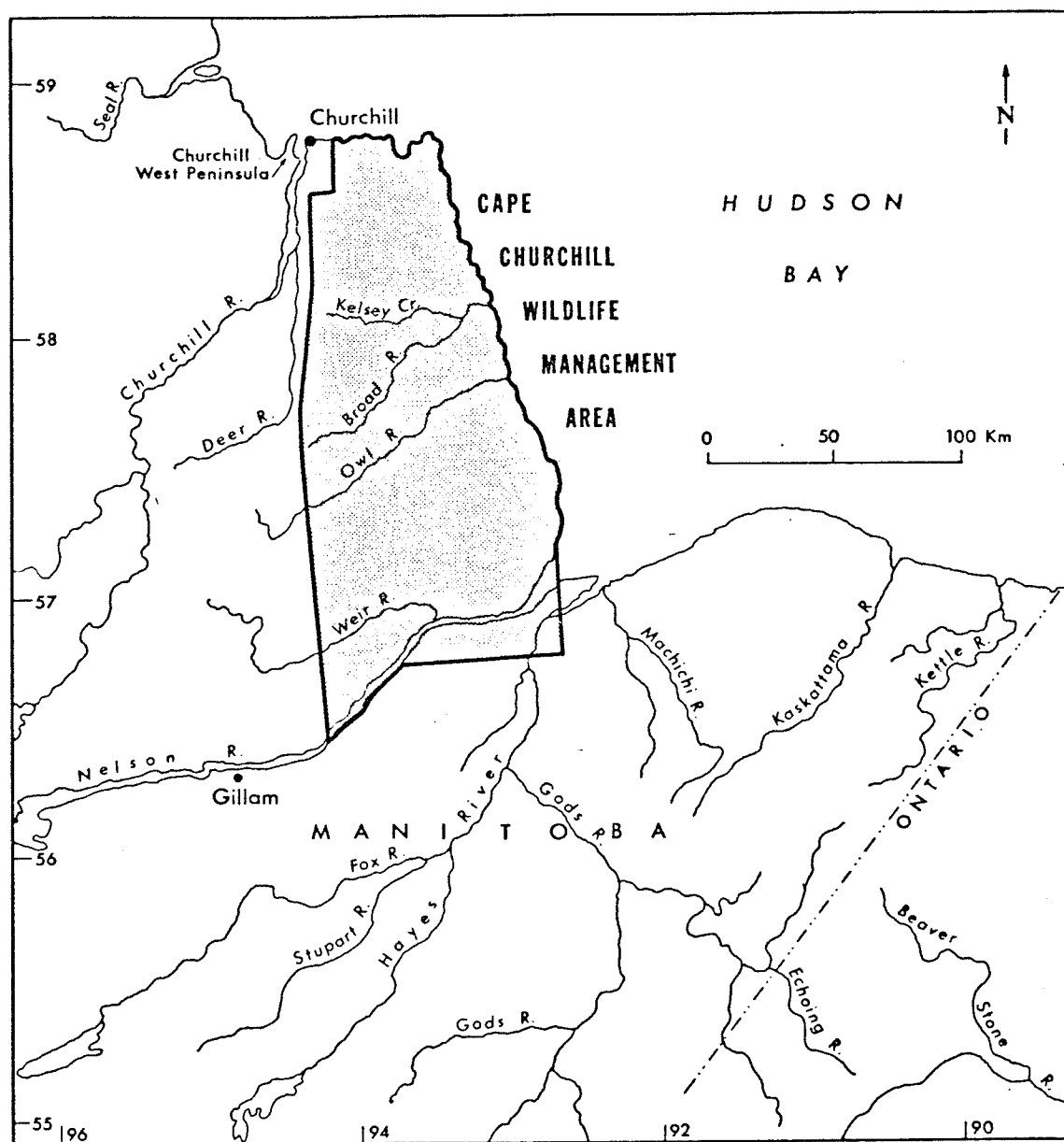


Figure 4. CAPE CHURCHILL WILDLIFE MANAGEMENT AREA (adapted from Teillet (1980), p.2).



The majority, if not all current cultural/natural World Heritage Sites are contained within, and share, the same boundaries. It follows that physically separate cultural and natural sites must submit separate nominations for World Heritage designation.

The current study revealed no cultural sites of potential World Heritage status located within the boundary of the Cape Churchill WMA. Therefore, it follows that a cultural/natural dual nomination including the Cape Churchill WMA is not feasible. However, the proximity of both the Churchill West Peninsula site and York Factory to Cape Churchill WMA warrants a review of their potential link with Cape Churchill WMA to produce a dual cultural/natural nomination.

Assuming Cape Churchill WMA is an area of World Heritage status, it is felt that the identified shortcomings of a York Factory nomination would only hinder a natural nomination from Cape Churchill WMA. Thus York Factory should not be considered for a dual cultural/natural nomination with Cape Churchill WMA.

Conversely, the Churchill West Peninsula site can stand on its own merits as a World Heritage Site and would theoretically complement rather than hinder Cape Churchill WMA in a dual cultural/natural World Heritage nomination.

However, the fact remains that these two sites exist as distinctly separate areas. Despite their close proximity, their boundaries are effectively separated by a combination of the following features: the Churchill River; the L.G.D. of Churchill; and a hydro water power reserve on the Churchill River (Figure 5). As was indicated, because they are distinctly separate cultural and natural sites, separate world heritage nominations would have to be submitted. Thus a cultural/natural nomination of Churchill West Peninsula and Cape Churchill WMA would not be feasible.

The feasibility of submitting a cultural/natural nomination of Churchill West Peninsula and Cape Churchill WMA increases dramatically if a way could be found to redefine the boundaries of the Cape Churchill WMA to include the Churchill West Peninsula site and thus have both sharing the same boundaries. As the situation stands however, a cultural/natural nomination including Cape Churchill WMA is not feasible at this time.

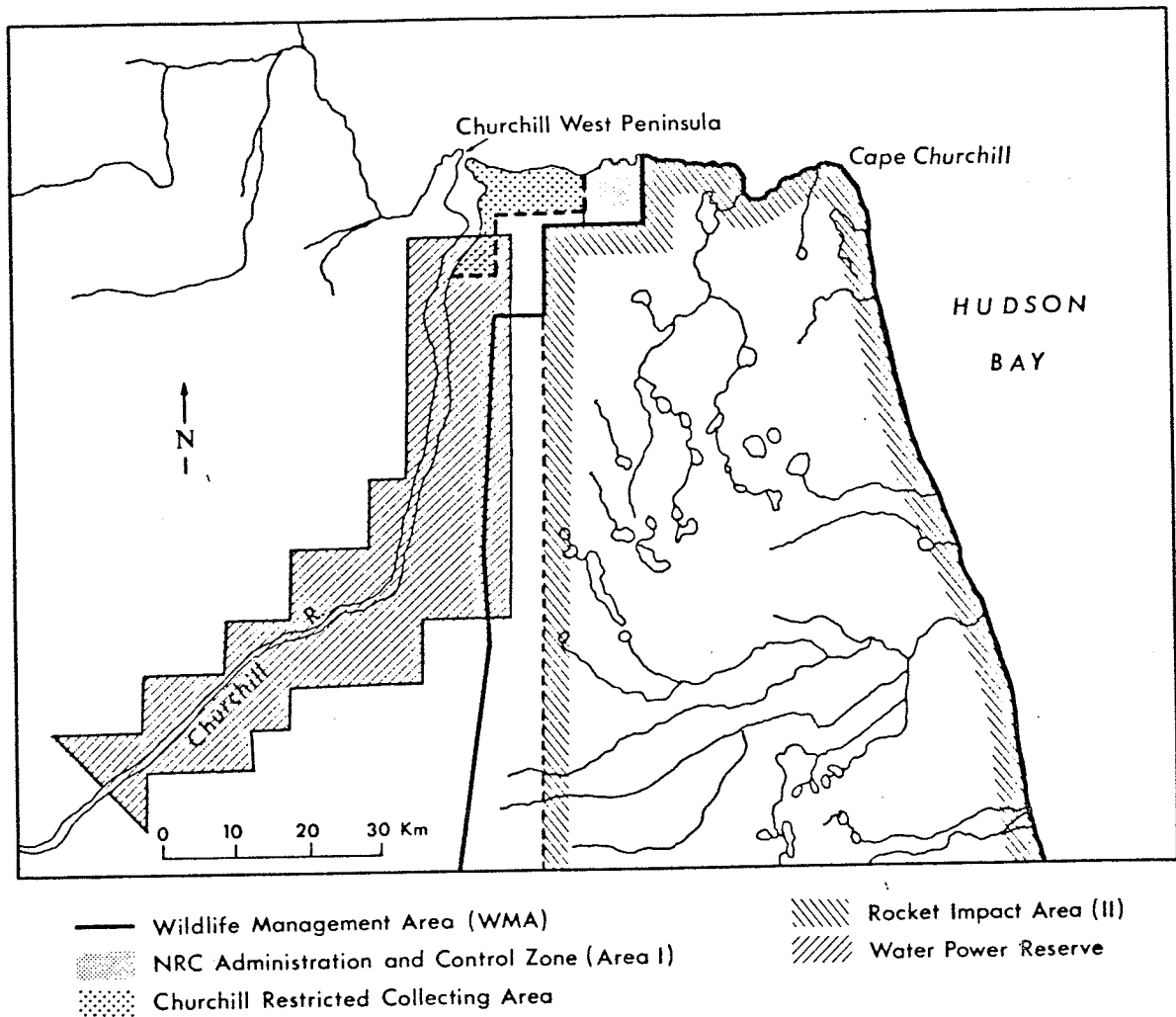


Figure 5. CHURCHILL AREA LAND USE (adapted from I.D. Systems Ltd. (1983), Map 7).

## **Chapter IV**

### **WORLD HERITAGE SITE PROPOSAL "CHURCHILL WEST PENINSULA"**

Churchill West Peninsula has been identified as the most appropriate cultural site for the province of Manitoba to nominate as a World Heritage Site at this time. A World Heritage Site nomination document for Churchill West Peninsula, based on World Heritage nomination content and format guidelines (Appendix E); and previous Canadian World Heritage Site proposals, is now presented. It is meant to be complete unto itself.

**Churchill West Peninsula  
UNESCO World Heritage List  
Nomination Document**

#### 4.1 SPECIFIC LOCATION

##### 4.1.1 Country

Canada

##### 4.1.2 State, Province or Region

Manitoba

##### 4.1.3 Name of Property

Churchill West Peninsula

##### 4.1.4 Exact Location on Map and Geographical Co-ordinates

- Fig. 6. Location of Churchill West Peninsula Site Nomination, UNESCO World Cultural Heritage List.
- Fig. 7. Regional Context, Churchill West Peninsula.
- Fig. 8. Nomination Site Boundary

Latitude/Longitude - 58° 46'N, 94° 15'W (approx.)

#### 4.2 JURIDICAL DATA

##### 4.2.1 Owner

The province of Manitoba, Canada holds title to and administers all lands being nominated.



Figure 6. LOCATION OF CHURCHILL WEST PENINSULA SITE NOMINATION, UNESCO CULTURAL HERITAGE LIST (indicated by the arrow).

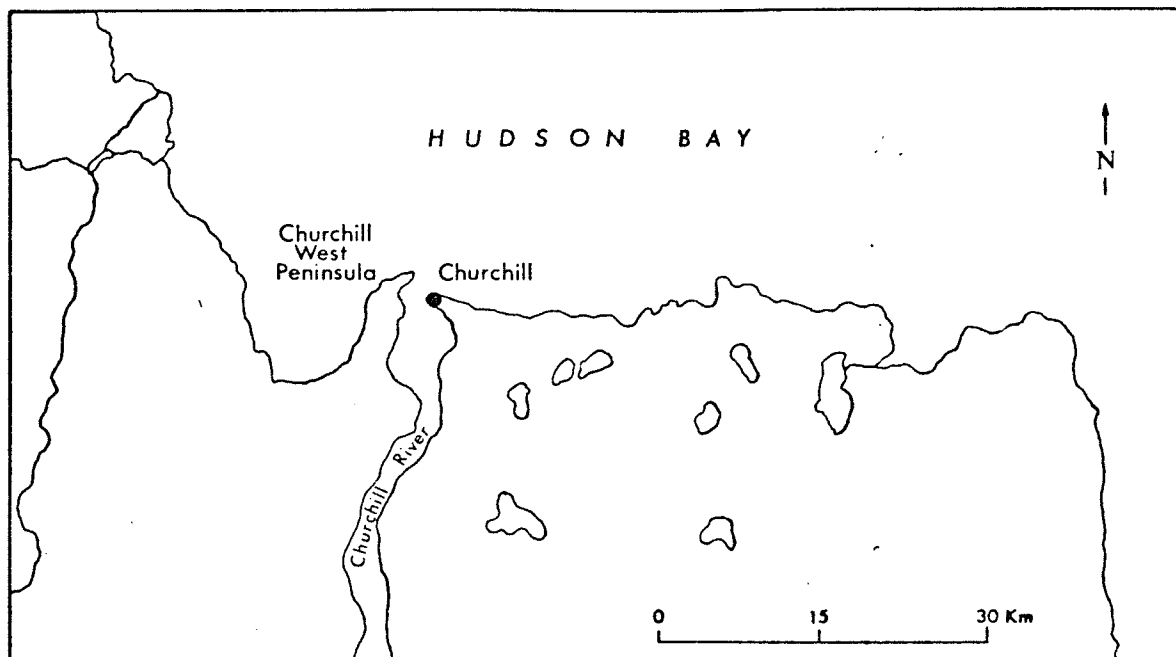


Figure 7. REGIONAL CONTEXT, CHURCHILL WEST PENINSULA.



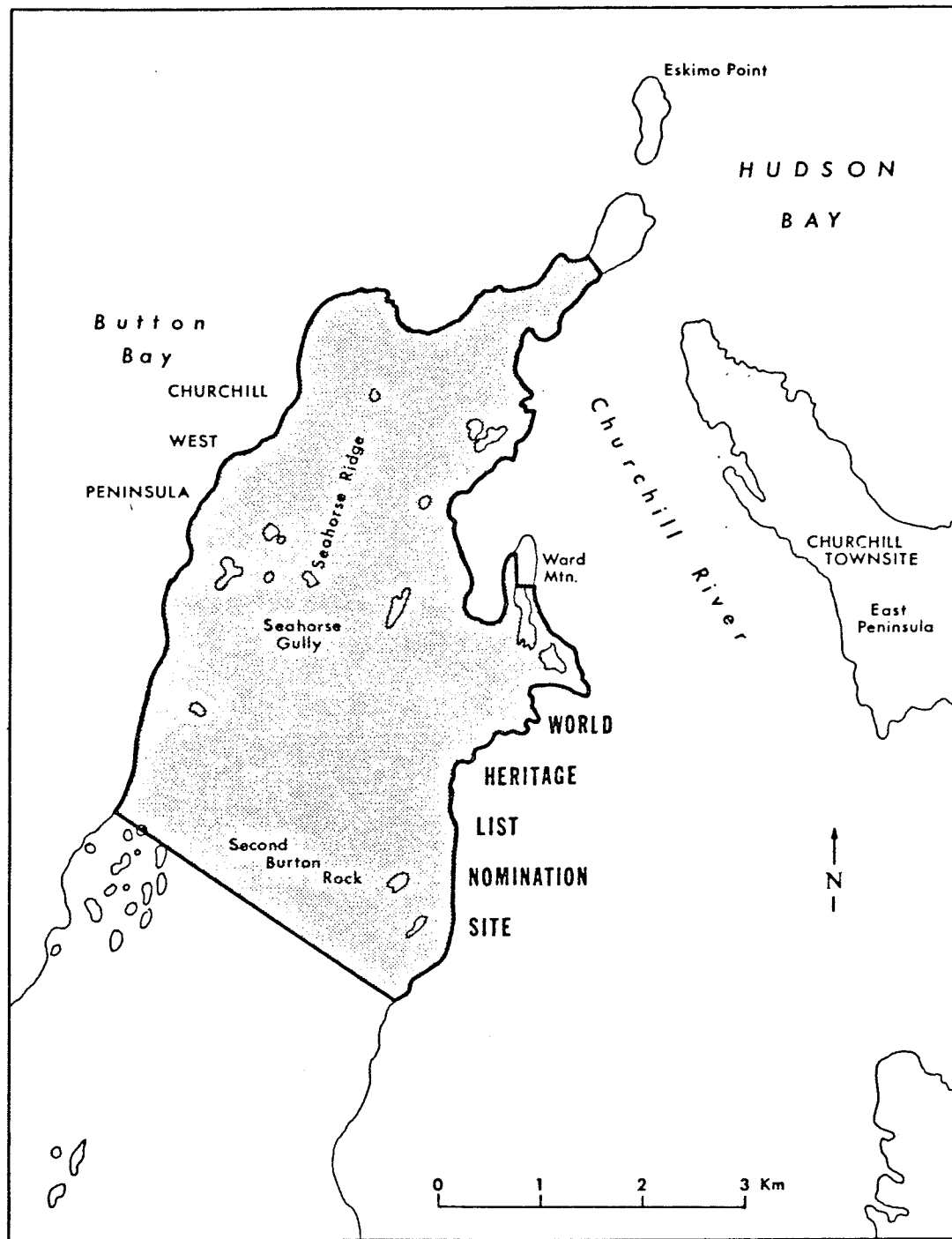


Figure 8. NOMINATION SITE BOUNDARY.

#### 4.2.2 Legal Status

Site is presently in public ownership and is protected and controlled by the province of Manitoba by virtue of:

The Crown Lands Act, R.S.M. 1983, c340

The Heritage Resources Act, R.S.M. 1986, c.10, H39.1

#### 4.2.3 Responsible Administration

Historic Resources Branch  
Manitoba Department of Culture, Heritage  
and Recreation  
3rd floor, 177 Lombard Avenue  
Winnipeg, Manitoba  
R3B-0W5

Land Administration Branch  
Manitoba Department of Natural Resources  
1495 St. James Street  
Winnipeg, Manitoba  
R3H-0W9

#### 4.3 IDENTIFICATION

##### 4.3.1 Description and Inventory

Within the scope of property definitions provided by the World Heritage Committee, Churchill West Peninsula can best be described as a "site" within the "cultural heritage" category.

The evidence of prehistoric and historic human occupation of the Churchill West Peninsula remains in the form of 20 known heritage sites (Figure 9). Components include prehistoric Pre-Dorset, Dorset, and Thule sites and historic Inuit, Native and European sites (Appendix F). It is this collection of sites, chronicling 3000 years of human adaptation to an arctic/subarctic environment which gives the Churchill West Peninsula World Heritage Site significance.

The Churchill West Peninsula is part of the Hudson Bay Lowlands (Herrick, 1977). Climatically, the Churchill region is on the northern edge of the Subarctic zone and while not a true arctic environment, it has a definite arctic nature, as its landscape and wildlife reflect a polar habitat for 8 months of the year (Russell, 1977 ; Thomasson et al, 1978). This area is an edge environment, a contact zone between marine, tundra, and boreal forest. As a result, floral and faunal species of all three zones are present. The more spectacular wildlife species include polar

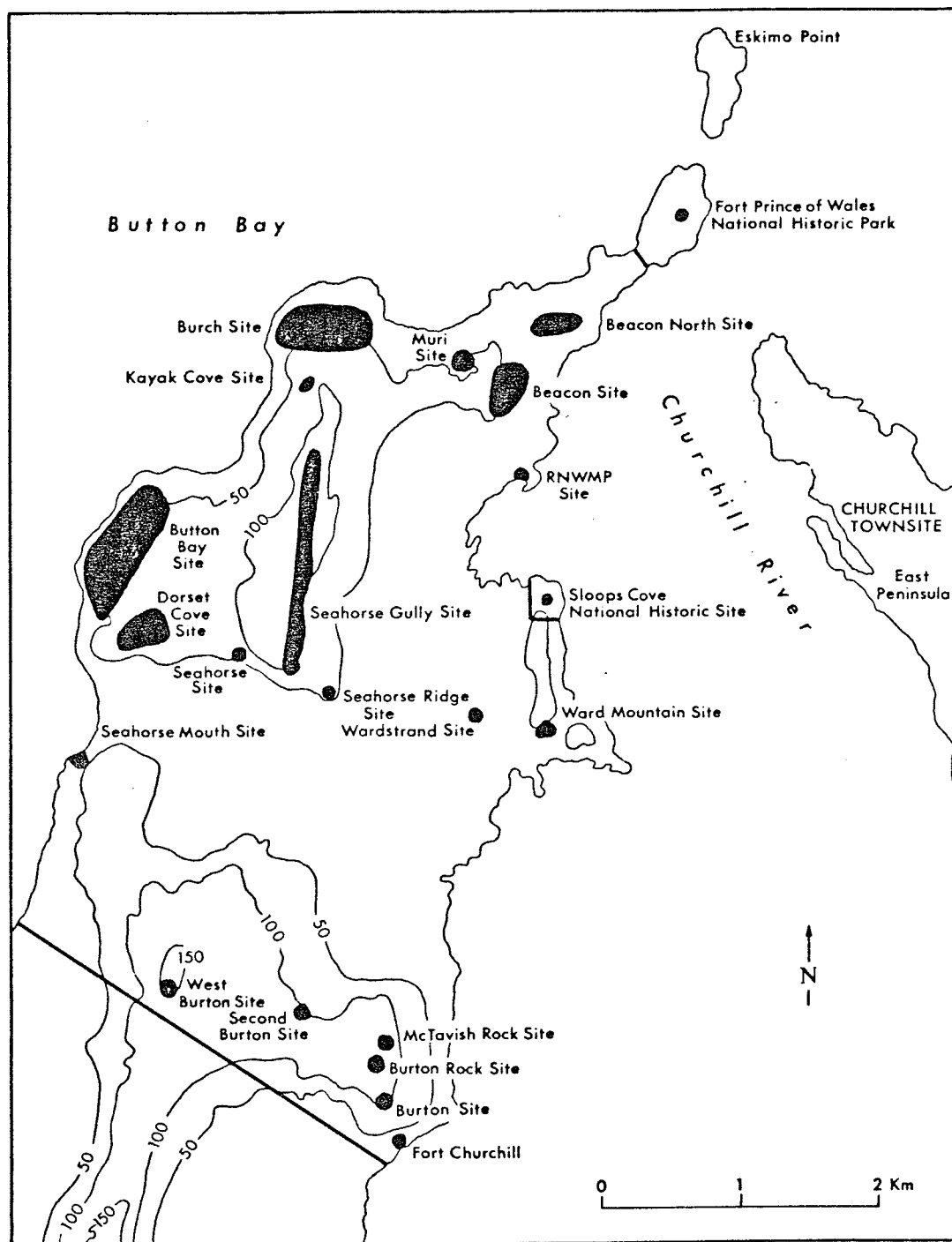


Figure 9. LOCATION OF PREHISTORIC AND HISTORIC SITES ON CHURCHILL WEST PENINSULA (adapted from Meyer (1979), p.65).

bear, caribou, wolf, Canada and snow geese, ptarmigan, beluga whales, seals, arctic char, and historically, muskoxen (Meyer, 1979 ; Manitoba Department of Natural Resources, 1983a). Accessibility to this rich combination of wildlife resources was the most important factor in attracting a succession of peoples to Churchill West Peninsula, both prehistorically and historically.

The terrain of Churchill West Peninsula is dominated by two 100-150 ft. ridges of quartzite bedrock. The tops of these ridges are characterized by a blanket of tundra plants with bedrock outcroppings, while below the ridges lie flat, low areas of muskeg. Much of the southern portion of Churchill West Peninsula is forested, while in the northern portion only scattered clumps of spruce exist in sheltered areas. The area is one of continuous permafrost (Bird, 1972), with extremely shallow soils.

The retreat of the pleistocene ice sheet has resulted in isostatic uplift in the Hudson Bay area. Contemporary emergence is estimated at one meter per century in the Churchill West Peninsula area (Ball, pers. comm., August 18, 1987). This process has naturally sorted Churchill West Peninsula heritage sites, with the oldest remains (Pre-Dorset) found at the highest altitudes and the youngest, or historic sites, associated with the present shoreline (Meyer, 1979). This unusual process permits the human/land relationship to be clearly followed over thousands of years.

The prehistoric and historic resources found on Churchill West Peninsula are as follows:

### **Pre-Dorset**

The major prehistoric occupation of the Churchill West Peninsula has been Pre-Dorset. Two Pre-Dorset sites, Seahorse Gully and Burton Rock, date between 1700 and 1000 B.C. and are located on the peninsula. Features located include 27 dwelling alignments, 5 possible caches, and 16 clusters of disintegrating rocks thought to have been used for heating dwellings. Dwelling alignments range from square and rectangular to round and oval, with both midpassages and dug out interiors present. Over 78 concentrations of artifacts have been found and recorded including burins, bifaces, end scrapers, microblades and larger gouges, picks, and adzes.

Pre-Dorset features and artifacts at the two sites are found concentrated at elevations between 105 and 114 feet above sea level (a.s.l.).

### **Dorset**

Dorset occupation of the Churchill West Peninsula is represented by two sites, Dorset Cove (dated 130 B.C.) and Kayak Cove. Both sites are characterized by dwelling remains (7 in total) utilizing flagstones, subrectangular tent rings with midpassages, and stone hearths. Lithic

artifacts include burins, microblades, bifaces, side-notched knife blades, and square steatite vessels.

Dorset dwelling remains at the two sites are found at elevations ranging between 64-76 feet a.s.l..

### **Thule**

Beacon site is the lone site discovered to date on Churchill West Peninsula, which contains features of Thule occupation. A series of five sod covered depressions located in a rough north-south line are identified as Thule winter houses (Riddle pers. comm., July 22, 1987). These dwellings are all roughly oval to circular, 5-10 meters across, and each has a linear depression (entrance) leading in from the eastern downslope side. These features are completely covered with a mat of vegetation and no faunal remains or artifacts are visible at the surface. No extensive excavation of these features has been undertaken to date, thus the occupation date of this site is estimated at between A.D. 1000-1600 (ie., the Thule era).

### **Historic Period**

Three major cultural groups occupied the Churchill West Peninsula during the historic period; Inuit, Native, and European.

Inuit occupation during the historic period was extensive on Churchill West Peninsula, and appears to have begun in

the late 1700's and continued to the present century. These historic Inuit sites are likely the camping places of individuals and families who came to trade and hunt for the Hudson's Bay Company, who established on the Churchill West Peninsula in 1717.

The two largest and richest historic Inuit sites are Button Bay site and Burch site. These sites contain over 100 circular and bilobate tent rings, along with caches, kayak rests, graves, hunting stations, fox traps and miniature tent rings. Cultural remains found within these features span the range of both Inuit (bone, antler and wood tools) and European technologies (nails, iron, clay pipes, bottle and ceramic fragments, flintlock gun parts). Less extensive Inuit sites, but equally significant for their portrayal of the blend of native and European technologies are the Muri, Beacon, Beacon North, and Seahorse Mouth sites, and a portion of the Dorset Cove site.

Historic Indian sites related to Chipewyan and Cree trade into the Hudson's Bay Company post have also been located on Churchill West Peninsula. Three historic Indian camps, Seahorse, Ward Mountain, and Second Burton (which is Chipewyan) have been identified. The two largest camps, Ward Mountain and Second Burton, both contain round tent rings and date to the early part of the present century. Artifacts from Ward Mountain include rusting tin cans, enamel cups, stoves made out of rectangular cans, and glass



jar fragments. Two historic Indian graveyards have also been identified, Seahorse Ridge, and Burton site. These sites contain graves marked with wooden crosses, reflecting the influence of early Christian missionaries.

Historic European occupation of Churchill West Peninsula is reflected through three sites; Fort Churchill; McTavish Rock; and the Royal Northwest Mounted Police (RNWMP) site. The Fort Churchill site was first occupied by a Danish expeditionary group searching for the Northwest Passage. Captain Jens Munk and his crew of 64 men wintered on the peninsula in 1619-1620. The Danes were totally unprepared for the rigours of a Canadian winter, and only Munk and two of his crew survived to sail home the following summer. The Hudson's Bay Company (HBC) arrived almost 100 years later, building a fur trade post (Fort Churchill) on the wintering site of Jens Munk. The HBC post on this site was first established in 1717, and was subsequently abandoned in favour of nearby Fort Prince of Wales, in 1740. Fort Churchill was re-established in 1783, and carried on trade with the Inuit and Natives of the area for 150 years, until its closure in 1933. Hudson's Bay Company occupation of the peninsula served as the focal point of interaction between Inuit, Natives, and Europeans, throughout the historic period. The Fort Churchill site includes the cellar remains of many of the post's buildings, and a fenced graveyard, with grave markers of stone and wood.

The McTavish Rock site appears to have served as a lookout for Fort Churchill, and inscriptions in rock of both Euro-Canadian and native origin are found there. The earliest inscription is that of G.S. Macrae, dating to 1880.

At the Royal Northwest Mounted Police (RNWMP) site, building foundations; walkways delineated with flagstones; flagpole remains; and artifacts such as tin cans, bottles, and barrel hoops identify the remains of the short-lived West Hudson Bay headquarters of the RNWMP. The post was established in 1906 and was withdrawn from the Churchill area to Port Nelson in 1917.

Two other heritage sites have been identified on the Churchill West Peninsula site. One site (West Burton) is thought to be of ancient origin, while the other is believed to be from the historic period (Wardstrand). Not enough information has been gathered to date to firmly identify the peoples associated with these sites.

#### **4.3.2 History**

The Churchill West Peninsula is extremely rich with prehistoric and historic sites and artifacts of past human cultures. This location has been attracting human settlement for at least the past 3000 years, and contains sites which represent all four major cultures, or periods, of Canadian Inuit history. In addition to evidence of

prehistoric and historic Inuit occupation, Native and European sites reflecting historic occupation of the Churchill West Peninsula are also present. The Churchill West Peninsula site thus represents over 3000 years of human adaptation to the arctic/subarctic environment.

The earliest known peoples who occupied the Churchill West Peninsula site were the Pre-Dorset, who were members of the Arctic Small Tool Tradition.

#### **Pre-Dorset (1700-800 B.C.)**

(Arctic Small Tool Tradition)

The Arctic Small Tool Tradition (ASTt) were the first people known to occupy the northern tundras and frozen coasts of North America. In arctic Canada, the ASTt people are often called Palaeo-Eskimos (McGhee, 1978).

The ASTt originated in the Bering Strait area about 5000 years ago, gradually spread eastward across the arctic to Greenland and "occupied most of the high arctic by 2000 B.C." (Nash, 1969). While the racial and linguistic affiliation of the ASTt are unknown, Dickson (1977) indicates that "culturally, they were Eskimo and, like many later Eskimo groups, their diet was made up of both land and sea mammals, particularly caribou and seal."

The ASTt is characterized by a preponderance of small delicately chipped stone tools. These people lived in small

widely scattered nomadic bands, moving seasonally to exploit various game resources. "They used harpoons, spears, lances and the bow and arrow in hunting caribou and seal" (Taylor, 1968).

A major variant of the ASTt is the Pre-Dorset culture (McGhee, 1978). Pre-Dorset occupation of arctic Canada was centred in the region of northern Hudson Bay, Hudson Strait and Foxe Basin, and was established over much of the eastern low arctic by at least 1700 B.C. (McGhee, 1978).

Among the most southerly Pre-Dorset sites found in North America are the Seahorse Gully and Burton Rock sites on Churchill West Peninsula. Of these two sites, the Seahorse Gully site has seen the most intensive investigation and appears to be a regional variant of the basic Pre-Dorset complex (Nash, 1969, 1972). Artifacts located at this site, include along with standard late Pre-Dorset lithic traits "a peculiar group of large chert mattocks, picks and gouges that has no parallel in other Pre-Dorset or Dorset sites" (Maxwell, 1984). Nash (1969) suggests that these unique tools might have developed in response to the availability of wood or that they resulted from contact with forest peoples. Meyer (1977) indicates that the Seahorse Gully site has three separate late Pre-Dorset camps of late winter to mid-summer occupation. Each camp was believed to be comprised of about 50 individuals each.

At the time of the Pre-Dorset use of the area, Nash (1969) indicates that the ridge upon which the Seahorse Gully site is located was probably an island. The recovery of harpoons and faunal material, together with the maritime setting all suggest that sea mammal hunting was integral to the way of life of the Pre-Dorset people of Seahorse Gully. Moreover, the recovery of arrow points and a possible stone netsinker suggest that fish and animals such as caribou were also taken (Nash, 1970).

A single carbon date on seal bone yielded a date of  $950 \pm 100$  B.C. for the Seahorse Gully site (Adams, 1985). Extensive work has yet to be done on the Burton Rock site however, a number of sea shells recovered from this second Pre-Dorset site are radio-carbon dated at  $1610 \pm 105$  B.C. (Wilmeth, 1978).

Dickson (1977) suggests that Pre-Dorset occupation in northern Manitoba was most likely discontinuous. Paleoenvironmental studies indicate that the Pre-Dorset period was "the closing phase of the post glacial warm period, and that the climate was becoming cooler" (McGhee, 1978). Under the influence of these deteriorating conditions, it is uncertain whether the Pre-Dorset group in northern Manitoba became extinct, or if worsening ice conditions in Hudson Bay prevented their movement into the area (Dickson, 1977). Only in the area of Foxe Basin, Hudson Strait, and northern Hudson Bay do we find Pre-Dorset people living after 800 B.C.

### **Dorset (800 B.C. - A.D. 1000)**

In the central and eastern arctic, the ASTt or Pre-Dorset culture was succeeded by the Dorset culture. The main lines of Dorset development can be traced from the Pre-Dorset culture of northern Hudson Bay, Hudson Strait, and Foxe Basin. This development seems to have occurred around 800-500 B.C. (Maxwell, 1984).

Throughout the late Pre-Dorset and early Dorset period, styles of artifacts changed and new technologies developed. Oval and rectangular soapstone pots or lamps appeared; open socket harpoon heads changed to closed socket forms; new styles of dwellings began to be built; and bone sled shoes and snowknives (for snowhouse building) make their appearance. "Dogs, bows and arrows, and drills apparently drop from the cultural inventory, although there is sporadic evidence for them later in Dorset" (Maxwell, 1984). The climate during this period was marked by colder and more unstable conditions, and the appearance of equipment designed for living and hunting on sea ice may be related to the growing importance of sea mammal hunting on the more extensive and longer lasting winter ice.

The cumulative effect of these changes produced by some time around 800 B.C., the way of life known as the Dorset culture. The Dorset adaptation to the arctic environment appears to have been richer and more successful than that of

their Pre-Dorset ancestors (McGhee, 1978). The Dorset seasonal round may have included: spring on the coast harpooning seals and walrus from landfast ice and kayaks, summer at char fishing spots and caribou hunting, autumn in semi-subterranean houses on the coast waiting until the winter ice formed, and winter in snowhouse communities on the ice hunting seals at breathing holes (McGhee, 1978).

The Dorset culture flourished from 800 B.C. to A.D. 1000, and Dorset people spread outward from the core area to most parts of the Canadian arctic and Greenland.

To date, the most southerly extent of recorded Dorset settlement along the west coast of Hudson Bay are two Dorset sites, Dorset Cove and Kayak Cove, located on the Churchill West Peninsula. Seven oval or rectangular Dorset dwellings have been identified at these two sites (Meyer, 1979). Faunal materials indicate that seals formed the bulk of this Dorset group's diet although various carnivores, ducks and other birds were also hunted (Nash, 1970). While the delicate carvings discovered at other sites and characteristic of Dorset art have not been found to date, the same delicate workmanship is reflected in the utilitarian objects recovered from the Dorset Cove site (Nash, 1970). The Dorset Cove site has been radio-carbon dated at  $130 \pm 95$  B.C. (Meyer, 1979).

The occupation at Dorset Cove is linked typologically with the more northerly Dorset core area, reflecting no specific regional diversity (Nash, 1972). The Dorset occupants of the Churchill region however "did not stay long" and "the group either returned north or did not survive" (Dickson, 1977). By about A.D. 1000, the Dorset culture had developed a unique way of life moulded to the Canadian arctic by centuries of isolated adaptation and experience. Yet within a short period of time the Dorset culture disappeared and it seems likely that all or most of the Dorset people became extinct (McGhee, 1978). Perhaps they could not adapt to the changes in hunting conditions brought about by the rapidly warming climate around A.D. 1000, or they were killed or pushed into marginal areas by a migration from the west which brought the ancestors of the Inuit to arctic Canada.

Whatever the fate of Dorset, the entry of Thule people... triggered the process that finally disrupted a continuity that had lasted for 3000 years. This long-lasting continuity and the relative conservatism reflected in material culture from earliest Pre-Dorset to latest Dorset times appears unique in North American prehistory (Maxwell, 1984).

#### **Thule (A.D. 1000 - 1600)**

Around A.D. 1000, the Thule culture which represents the third major period of Canadian Inuit archaeological history (Dumond, 1984), appeared upon the arctic scene from Alaska. Within one or two centuries the Dorset cultural pattern was



supplanted by the Thule culture, which spread eastward across arctic Canada as far as Greenland (McCartney, 1977 ; McGhee, 1984). Racially and culturally, the modern Canadian Inuit are descended from this Thule population. McGhee (1984) indicates that "Thule culture is the historical factor that explains the biological, linguistic, and cultural similarities of all Eskimo between Bering Strait and Greenland". McGhee (1978) further indicates that "...Thule occupation of arctic Canada has been called a geological event, second only to the glaciers of the last Ice Age in modifying the arctic landscape."

While Thule hunters harvested caribou, seal, walrus, birds, and fish like their Dorset predecessors, there were significant differences between the two cultures. The Thule had a more effective cultural adaptation to the arctic. Unlike the Dorset, the Thule utilized dogs extensively, increasing their effectiveness in both hunting and transportation. They also possessed a full range of gear for hunting whales, which were more numerous during this warming trend. Indeed, whaling, more than anything else distinguishes Thule culture from earlier and later arctic cultural periods.

Thule hunting techniques involved stalking and chasing whales in the open sea using an umiak and a small fleet of kayaks. Thule cultural groups were highly mobile and would build winter homes where a significant store of food could

be accumulated through whaling, sealing, fishing or hunting land mammals (McGhee, 1984). Some Thule tools and equipment included harpoons, lances, bows and arrows, soapstone lamps and pots, snow goggles, snares, and sleds and sled dogs, all typical to later Inuit culture (Taylor, 1968).

By AD 1200-1300 Thule expansion had populated most of the southern arctic archipelago, the coasts of Hudson Bay, and the coastal mainland to the west (McGhee, 1984). To date, the most southerly location of Thule settlement along the west coast of Hudson Bay is found at the Beacon site, located on the Churchill West Peninsula. This site contains five oval or circular depressions identified as the remains of Thule winter homes (Riddle, pers. comm., July 22, 1987). No extensive excavation has been done on these features to date, thus the occupation date of this site is estimated at between A.D. 1000 - 1600. While no artifacts have been found on the surface of this site, the Eskimo Museum in the town of Churchill has on exhibit some Thule artifacts found on the peninsula by local residents.

#### **Historic Period (1600 - Present)**

The Churchill West Peninsula during the historic, post contact period is characterized by occupation and interaction between three distinct cultural groups: Inuit, Native, and European. This interaction was centered on the Hudson's Bay Company trading post first successfully established on the peninsula in 1717.

European influence in the Churchill West Peninsula area began with the English explorer Thomas Button, who in 1612-1613 sailed along the west coast of Hudson Bay in search of the Northwest Passage (Manitoba Culture, Heritage and Recreation 1984c). Also looking for the Northwest Passage was a Danish explorer, Jens Munk, who in 1619-1620 became the first European to winter on the Churchill West Peninsula. Weather and ice conditions forced Munk to stay in Churchill's sheltered harbor and he wintered about five miles upstream from the river's mouth. Unfortunately only Munk and two of his crew of over 60 survived to sail home the following summer. Most of Munk's crew probably fell victim to a combination of scurvy and trichinosis, exacerbated by exposure (Kenyon, 1980).

Munk saw no natives during his stay, although he noted evidence of timber cutting and did see signs of summer campsites (McCarthy, 1985).

Regular native contact with European civilization on Churchill West Peninsula developed only with the establishment of a Hudson's Bay Company trading post there in 1717. At this time the Hudson's Bay Company was expanding its commercial empire, and Churchill's excellent harbor, potential white whale fishery, access to northern exploration, and opportunity to draw trade from three native groups (especially the Chipewyan), were the major factors behind the posts establishment. A lack of suitable sites to

build on resulted in the construction of the Hudson's Bay Company post on the same site on which the Danes had wintered in 1619-1620 (McCarthy, 1985).

The small wooden Factory built in 1717 on the Munk site, and initially operated by Governor James Knight (Ray and Freeman, 1978), represented the first permanent European occupation of the Churchill West Peninsula and was the most northerly of the Hudson's Bay Company posts at the time. It also marked the beginning of over two centuries of continuous occupation of the peninsula, with most activities during this period centering on the trading post. This wooden post's trading activities were later assumed by a large stone fort built further up the peninsula (Fort Prince of Wales) in 1740 (Ingram, 1979). The Hudson's Bay Company built Fort Prince of Wales in an attempt to protect its fur trade possessions in Hudson Bay from the French (Morton, 1939). This new stone fort carried on the native trade and it was from here that Samuel Hearne embarked on his epic journey to the Coppermine River area in 1770, when he became the first European to reach the arctic littoral of North America (Neatby, 1984). In 1782 Hearne surrendered Fort Prince of Wales to a French naval force without a shot being fired. The French subsequently looted and partially destroyed the fort. The following year Samuel Hearne returned to rebuild the post on the site where the original (1717) post once stood. By 1821, major construction and

rebuilding of the post was completed, and Fort Churchill had all the buildings necessary to carry on whaling activities and the fur trade (boathouse, oil house, powder magazine, accommodations, store, offices). For the remainder of the 19th century, "...there was no need to erect additional buildings for any new purposes and alterations at the post were kept to a minimum" (McCarthy, 1985). No new major building construction was needed during this period because Fort Churchill's trading hinterland and trading population decreased throughout the 19th and 20th centuries. Competition and disease ensured this decline of the post's economic base, which was reflected in its change of status from a Factory to an outpost in 1814.

Fort Churchill's complement of men averaged only eight throughout most of the 1800's (McCarthy, 1985). The relatively few men posted at Fort Churchill meant that the post was heavily dependent on both the Chipewyan, and later the Inuit, for the bulk of their provisions. Major foodstuffs provided by the natives for the post included geese, ptarmigan, and caribou.

Fort Churchill was also involved in hunting whales for whale oil. While the Fort Churchill servants took part in whaling, their participation was limited, with the Inuit doing the bulk of the hunt.

The seasonal presence of Indians eventually saw intermarriage take place between the post servants and local Native women. McCarthy (1985) indicates that "by the end of the 19th century Fort Churchill had become a settled village community of primarily mixed-blood people, who were dependent on the HBC for labour opportunities."

Other occupants of the Churchill West Peninsula included the Anglican Church which established a mission near the post in 1886, intended as a means of contact with the Inuit. Although contact with Inuit was limited, the mission integrated the Anglican religion into the lives of the people of the post and the Chipewyan, and also provided some schooling to the children of the post (McCarthy, 1985).

In 1906, the Canadian government established a Royal Northwest Mounted Police (RNWMP) post on Churchill West Peninsula. It was the headquarters for a series of Mounted Police posts along the west coast of Hudson Bay. The RNWMP presence was short-lived however as the RNWMP headquarters was moved out of Churchill in 1914, and in 1917 the RNWMP withdrew from the Churchill area entirely (McCarthy, 1985).

The native groups which traded into the Hudson's Bay Company post on Churchill West Peninsula included Inuit and two Native groups, the Chipewyan and the Cree. While all three groups were hostile to one another, the Hudson's Bay Company helped establish peace between them in order to

carry on the fur trade (Luchak, 1977). Also, a limited amount of intertribal contact (due to differing seasonal appearances and differing modes of travel and travel routes) alleviated potential friction between these groups at the post (McCarthy, 1985).

The Inuit who traded with the Hudson's Bay Company post on the Churchill West Peninsula occupied a territory approximately 200-300 kilometers north of the post, along the west side of Hudson Bay, from the treeline to Chesterfield Inlet. These Inuit are now known as Caribou Inuit and constitute one of the five major Inuit groups considered to belong to the fourth and final stage in Canadian Inuit archaeology, the Central Inuit (Taylor, 1968 ; Damas, 1984). The development of the Central Inuit can be dated from the 18th century and their genetic and cultural heritage is based in that of the Thule people. The major differences between the Thule culture and the Inuit are the Inuit adaptations resulting from the decline of whaling (the economic mainstay of the Thule culture) due to the introduction of European goods and ideas, and a cooler, harsher climate.

The Caribou Inuit, as the name suggests, evolved a unique dependence on the Barren-Ground Caribou, leaving behind the marine oriented economy of their Thule ancestors. The majority of Caribou Inuit were strictly inland hunters, who utilized the caribou not only for food, but also the skins

for clothing, tent and kayak covers; the sinew for thread; and the bone and antler for scrapers, arrowheads, needles and snowknives (Arima, 1984). The remaining Caribou Inuit restricted their sea hunting to the summer season only (Indian and Northern Affairs, 1986).

Thule occupation of the Churchill West Peninsula is believed to have immediately predated occupation by the Hudson's Bay Company (Russell, 1977 ; Luchak, 1978). When Governor James Knight arrived at Churchill West Peninsula in 1717, he noted, "I Observ'd upon the Outer point of the River as wee came in an abundance of Iskemays [Eskimo] Tents Standing that it looked like a Town;..." (Kenney, 1932). While evidence indicates that this particular site on the peninsula was not frequented by Thule in subsequent years (Robson, 1965), the establishment of the Hudson's Bay Company trading post in 1717 saw regular Inuit contact with whites begin.

To pursue the Inuit trade during the 18th century, sloops were sent north from the post virtually annually, as far as Marble Island. During this period, Caribou Inuit were middlemen in trade, passing European goods on to the Iglulik, Netsilik and Copper Inuit (Arima, 1984). From 1790 however, the summer trading voyages to the Caribou Inuit were discontinued (Ross, 1975), and instead they were encouraged to trade directly into Churchill. They arrived,



usually in small parties of men in early spring by kayak or sled, bringing white foxes to trade. The Inuit trade was not considered profitable, however they made a major contribution to the post by hunting seals and whales. While their skills were much in demand, the Inuit usually didn't stay as long as needed for whaling, as they returned north before late summer to hunt caribou. By 1820, approximately 40 Inuit were regularly trading at Fort Churchill (cited in McCarthy, 1985). By this time, they also began to be hired for temporary labour and as servants at the post. This unique experience qualified two of these Inuit from Fort Churchill to be hired as interpreters on the first two Franklin Expeditions (McCarthy, 1985). McCarthy (1985) indicates that training of Inuit interpreters "continued to be a function of Fort Churchill through the years of northern expeditions".

Throughout the 1830's, the Inuit trade expanded, with over 660 Inuit trading at Churchill in 1838, as compared to 330 Chipewyan and Cree (cited in McCarthy, 1985). The period 1840-1860's saw the Inuit expand their hunting territory inland into the Barren-Grounds (the traditional summer hunting range of the Chipewyan), and the beginning of Inuit caribou meat provisioning to the post. Fort Churchill in the mid 19th century saw an increased dependence on Inuit provisioning, offsetting a simultaneous decline in the Native food supply to the post. However, by the late 1800's

trade competition from American whalers in northern Hudson Bay, population losses due to epidemics, and the establishment of alternative inland trading posts saw Inuit visitation to Fort Churchill decrease dramatically. Inuit visitation to Fort Churchill became sporadic and numbers dwindled so that by 1909 only three Inuit families arrived to stay the summer (cited in McCarthy, 1985). Many of the remaining Inuit who now only occasionally traded at Churchill were drawn away by the opening of Chesterfield Inlet post in 1911. Those few who remained attached to Fort Churchill saw the post's functions change during the 1920's. The skills of the Inuit were no longer needed and thus there was no reason for them to continue to come in to the post.

Native trade into Fort Churchill initially included both Northern (Chipewyan) and Southern (Cree) Indians. The Cree of the Hudson Bay area were a migratory hunting people, inclined to living in small family bands (Honigmann, 1981 ; Rogers and Smith, 1981). While contact with fur traders brought major changes to their way of life, they never traded at Churchill in very large numbers. Of the Cree who did trade at Fort Churchill, many were "homeguard" Indians who lived near the post. These "homeguard" Cree provided the English with valuable goods and services. They hunted geese for the post, acted as packeteers and provided wage labour. In 1782-1783, there were as many as 69 "homeguard" Cree trading at Fort Churchill (cited in McCarthy, 1985).

This Cree population generally declined through the next few decades until 1857, when the remaining two families of Cree at Fort Churchill left for good, bound for York Factory (McCarthy, 1985). This essentially ended major Cree presence at Fort Churchill.

The Chipewyan, like the Cree, were a migratory people, who lived for the most part in small family bands along the fringes of the northern transitional forest (Nash, 1975 ; Smith, 1981). They relied on caribou for food, clothing, and shelter, and followed the seasonal movements of the caribou, spending their winters in the boreal forest and their summers on the tundra (Smith, 1976). The Chipewyan were the most numerous, and the most easterly of the Athapaskan speaking people in the 18th century (Payne, 1979).

The Chipewyan trade into Fort Churchill far outdistanced the Cree both in numbers and importance. From Fort Churchill, the Chipewyan acquired firearms and iron goods and became middlemen in the fur trade. The Chipewyan traders could be distinguished into two types: the "faraway" Chipewyan who would trade once a year, coming from distant places such as Lake Athabasca; and the "homeguard" Chipewyan who lived close to the post and came in twice a year to trade. In the 1740's over 200 Chipewyan hunters traded at Fort Churchill (cited in McCarthy, 1985). This level of interaction soon began to alter the Chipewyan way of life. "Trade goods, guns and ammunition had become

customary items for them." (McCarthy, 1985). A typical seasonal round for a "homeguard" Chipewyan during this period would consist of first, walking in to the post in May with the winter hunt. After remaining in the area, camping on the peninsula in order to join in the post's spring goose hunt, the Chipewyan would leave to go north to hunt caribou. After the caribou hunt, they returned to Fort Churchill in the fall to trade the meat for winter supplies. They then left the post for their winter hunting grounds, returning again in the spring (described in McCarthy, 1985).

While the first century of trade with the Hudson's Bay Company on Churchill West Peninsula saw the Chipewyan way of life somewhat altered, they still maintained a high degree of independence from reliance on European goods, as they still relied on the plentiful caribou to the northwest.

Throughout the 1800's, the number of Chipewyan trading at Churchill continually declined due to such factors as the opening of alternative inland posts, and population loss due to smallpox. By the late 1800's many of the "faraway" Chipewyan had ceased to come into Fort Churchill and the "homeguard" Chipewyan began to spend more time around the post. These local Chipewyan began to spend their summers working as labourers for Fort Churchill, losing much of their independence from the post previously given them by their summer caribou hunt. By the 1890's, the Chipewyan use of their traditional Barren-Grounds for caribou hunting

essentially ceased, and their role as provisioners of caribou meat to the post was assumed by the Inuit who had expanded into the Barren-Grounds area.

This increased Chipewyan dependence on European goods and labour opportunities increasingly interfered with their traditional means of subsistence and saw the Chipewyan frequently destitute by the early 20th century. Chipewyan health declined severely in these years along with Hudson's Bay Company labour opportunities. Finally in 1929, the establishment of more inland posts " ... replaced Fort Churchill as focal point for the Chipewyan, abruptly ending the two centuries of contact between the Chipewyan and the Hudson's Bay Company on the west peninsula of the Churchill River" (McCarthy, 1985).

In conclusion, by the 1920's, very few Inuit and Chipewyan traders continued to visit Fort Churchill. The few natives who were attached to the post found their skills no longer needed by a post whose dependence on the fur trade had ended, replaced by its new function as a regional store. Thus competing interests and institutional changes saw Inuit and Native visitation and occupation of the Churchill West Peninsula end in the late 1920's.

The arrival of the railway to the east peninsula in 1929 (Manitoba Culture, Heritage and Recreation, 1985b), provided the impetus for the growth of Churchill townsite. This

development initiated the exodus of occupants on the Churchill West Peninsula to the east peninsula. The Anglican Minister had moved to the east peninsula by 1930, and more than 200 years of continuous occupation of the Churchill West Peninsula by the Hudson's Bay Company ended with its move across the river in 1933. The Churchill West Peninsula was left with no major permanent human occupation on its territory, a situation that has lasted to the present. This circumstance has allowed a unique preservation of the archaeological resources on Churchill West Peninsula.

Human heritage sites of the historic period on Churchill West Peninsula consist of seven Inuit sites, five Native sites, and three European sites (consisting of the Fort Churchill site (including the Jens Munk and Anglican mission remains), the RNWMP site, and McTavish Rock). These sites are significant in that together they reflect and contrast arctic/subarctic environmental adaptation between three distinct cultures. The European sites also reflect the major historical European influences on the native cultures of the Canadian arctic/subarctic (i.e., arctic exploration, whaling, the fur trade, and missionary and governmental influence); while the native sites serve to reflect the cultural changes European influences brought about. In essence, Canadian arctic/subarctic history is written in the landscape of the Churchill West Peninsula site.

## Recent Events

Interest in the human heritage of the Churchill West Peninsula site began with a Danish archaeological expedition in the summer of 1964. This expedition, comprised of Peter Seeburg and T. Hansen, tentatively located the wintering site of the Jens Munk expedition of 1619-1620 (Fort Churchill site). Textiles, pottery, and other artifacts dating back to this period were recovered (Hlady, 1964). Financial support for this expedition was provided by the National Museum of Canada (Hlady, 1965a).

The summer of 1964 also saw a physical anthropologist, Charles F. Merbs, of the University of Chicago, excavate four burials on Churchill West Peninsula and identify their remains as those of Inuit people (Hlady, 1965b).

In 1966, a fire cleared much of the bush from the high ground above Seahorse Gully, exposing artifacts on the surface. These finds became known to Ron Nash of the University of Manitoba, who made a brief examination of the site in 1967. These new finds were from Pre-Dorset occupations, and their importance led to surveys and excavations of the Seahorse Gully area being initiated by Nash, D. Meyer, and R. Windmiller. The 1968 survey also revealed a small Dorset settlement (Dorset Cove), a short distance below the Pre-Dorset settlement at Seahorse Gully.

In 1969, the Historic Sites and Monuments Board of Canada recognized the Seahorse Gully remains on Churchill West Peninsula as being of national historic significance. The following year, the Seahorse Gully area received site protection through the establishment of a provincial Crown Reserve covering the area (Figure 10). This legislation was instituted on behalf of the Manitoba Department of Cultural Affairs to allow for archaeological exploration of the area, and prevents any type of development on this area without provincial approval.

The knowledge of the Pre-Dorset, Dorset, and Inuit sites on Churchill West Peninsula led Environment Canada-Parks to commission a survey of the area in 1978. The field research was directed by Dr. Urve Linnae Department of Anthropology and Archaeology, University of Saskatchewan, and David Meyer, Saskatchewan Research Council. These 1978 investigations indicate that the area is extremely rich in archaeological resources. In addition to the known sites, Linnae and Meyer uncovered a second Pre-Dorset site; a second Dorset site; a possible Thule settlement; seven historic Inuit sites; five historic Native sites (including two graveyards); a historic European site; and two sites of as yet unknown affiliation. A total of 18 sites were investigated on the Churchill West Peninsula site, however, due to the great archaeological productivity of the area and time constraints, only seven sites (two prehistoric and five



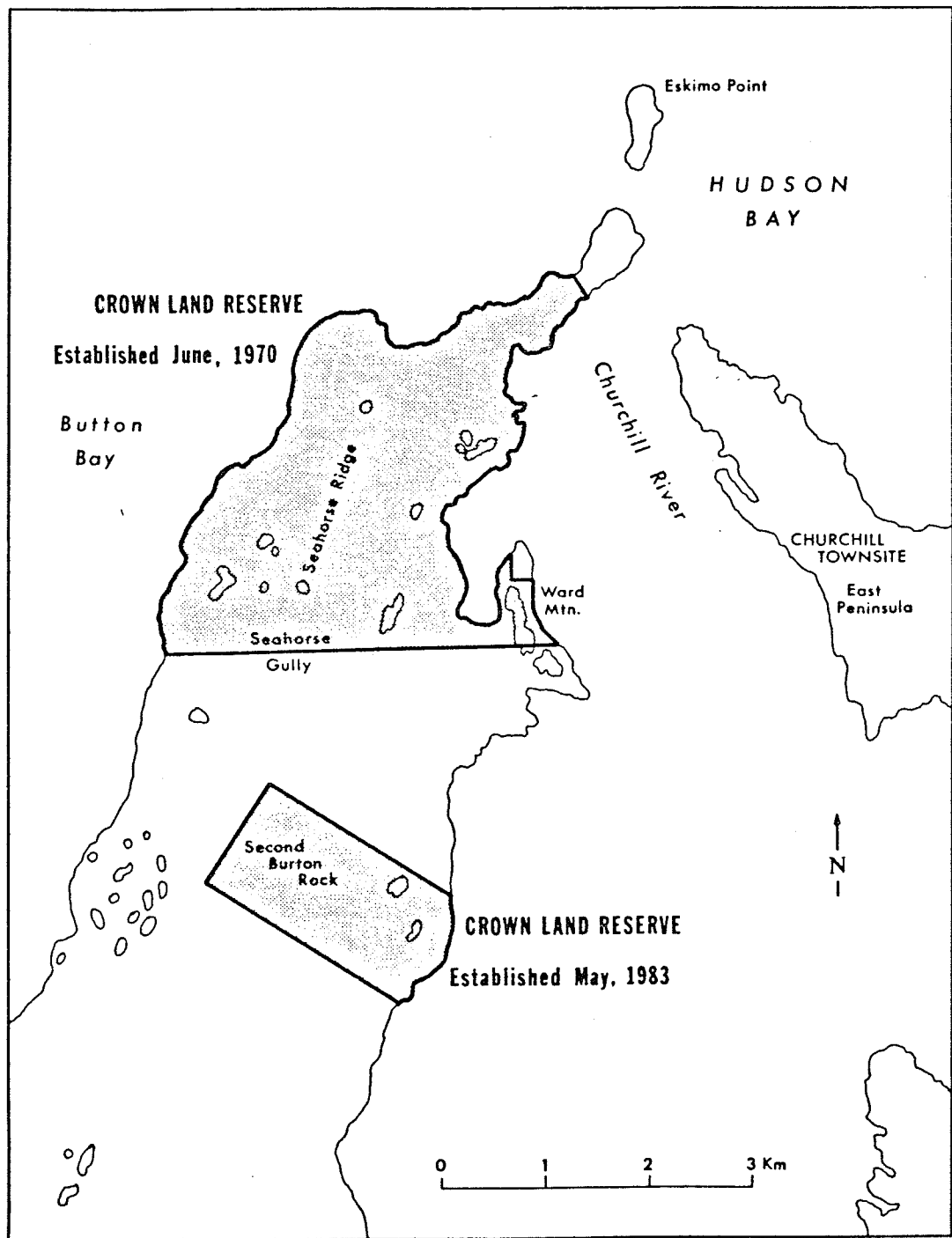


Figure 10. CHURCHILL WEST PENINSULA CROWN LAND RESERVATION.

historic) were mapped in detail. Meyer (1979) rated many of the sites very high for both scientific study and public education purposes.

Since the results of the 1978 survey, Environment Canada-Parks has continued to explore the possibility of having these sites incorporated under its protection. To date, no firm decisions have been achieved.

In 1983, an additional provincial Crown Reserve was established on Churchill West Peninsula to help protect the new archaeological sites identified by Environment Canada-Parks. The Reserve was established on behalf of the Manitoba Department of Culture, Heritage and Recreation, Historic Resources Branch.

In 1987, the Manitoba Historic Resources Branch has initiated a four year program, to complete the mapping of all archaeological resources found on Churchill West Peninsula. This includes existing sites (Fort Churchill, RNWMP post), sites yet to be found and recorded, and features unrecorded but part of known sites (500-600 features). The first field season of this program saw survey replication and extension of known sites, and confirmation of the existence of Thule settlement on the peninsula (Riddle, pers. comm., July 22, 1987). The objective of this four year program is to provide a complete and accurate base of archaeological information for future management planning of the cultural resources of Churchill West Peninsula.

#### **4.3.3    Maps and/or Plans**

See Fig. 6 to Fig. 10.

#### **4.3.4    Photographic and/or Cinematographic Documentation**

See Fig. 11 to Fig. 44 (following section)



Figure 11. Churchill West Peninsula, southeast of Seahorse Ridge, August 1978 (Environment Canada - Parks photo).



Figure 12. Churchill West Peninsula, east of the Burch site, July 1987.



Figure 13. A Pre-Dorset rectangular dwelling alignment, August 1978 (Environment Canada - Parks photo).



Figure 14. A Pre-Dorset burnt rock concentration (hearth), August 1978 (Environment Canada - Parks photo).



Figure 15. The remains of a rectangular Dorset house with midpassage, July 1987.



Figure 16. The remains of an oval Thule house with downslope "entrance", July 1987.



Figure 17. A Dorset dwellings' central midpassage, Kayak Cove site, July 1987.

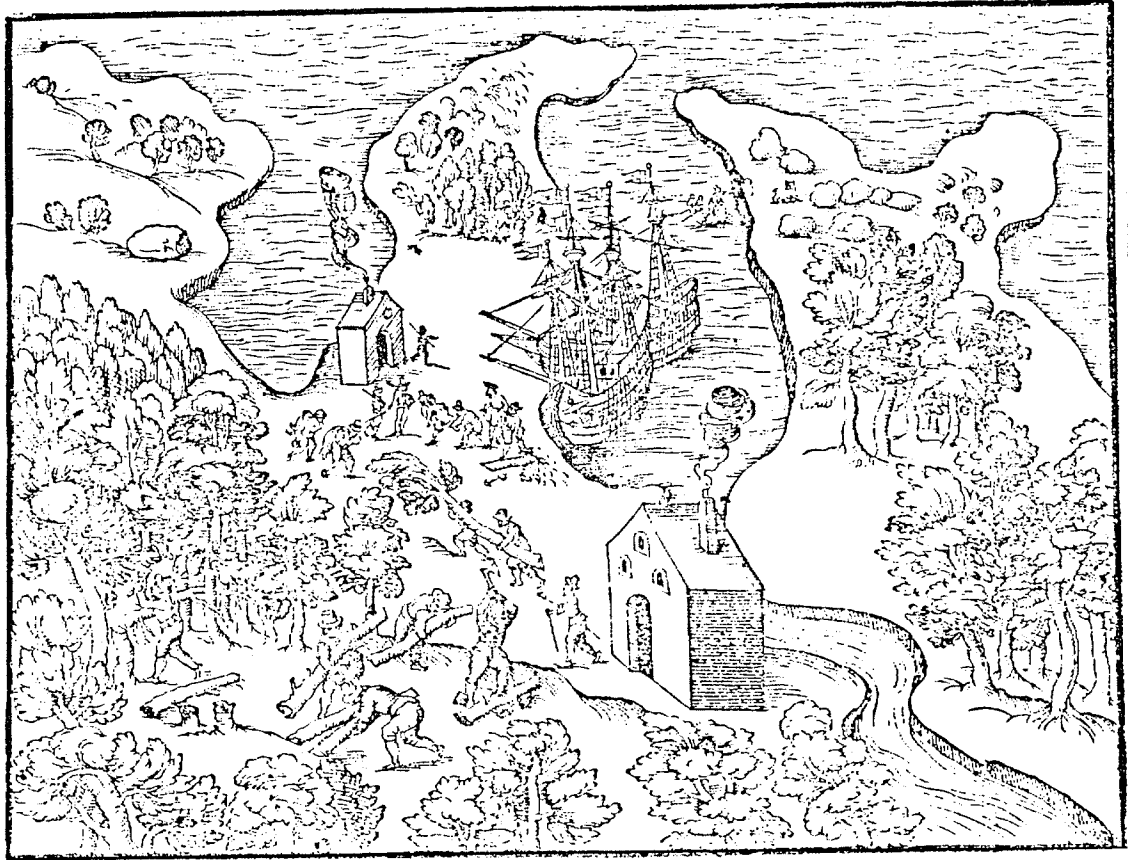


Figure 18. "Map of Churchill Harbour" by Captain Jens Munck.  
From the original in Navigatio Septrenionalis,  
The John Carter Brown Library, Brown University.



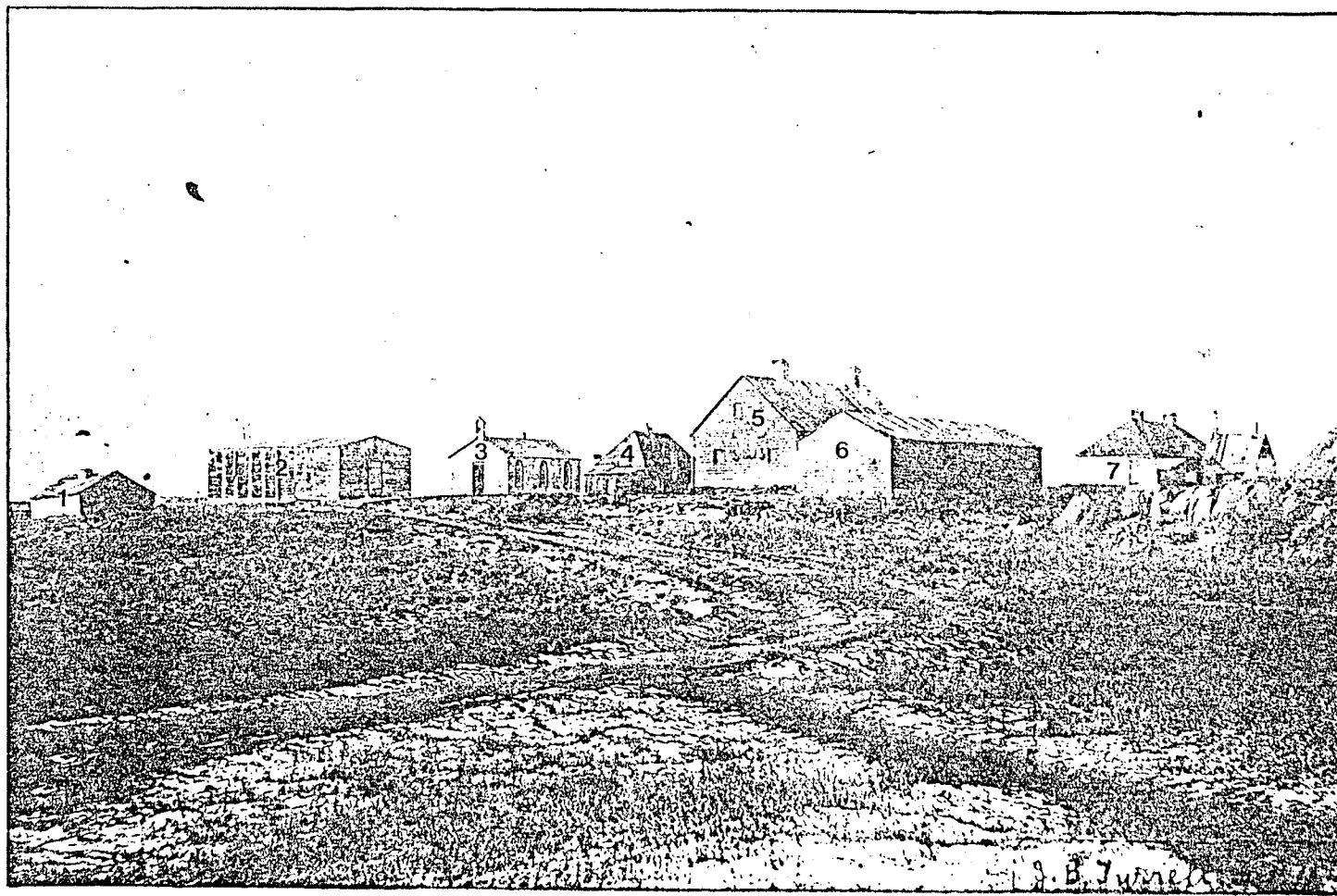


Figure 19. HBC post at Churchill from the northeast, 11 October, 1894, by J.B. Tyrrell. Hudson's Bay Company, Neg: 53A137. 1) Byre 2) Trading Store 3) Church 4) Clerk's House 5) Old Men's House 6) Provision Shed 7) Officer's House. Building identification from McCarthy (1985).

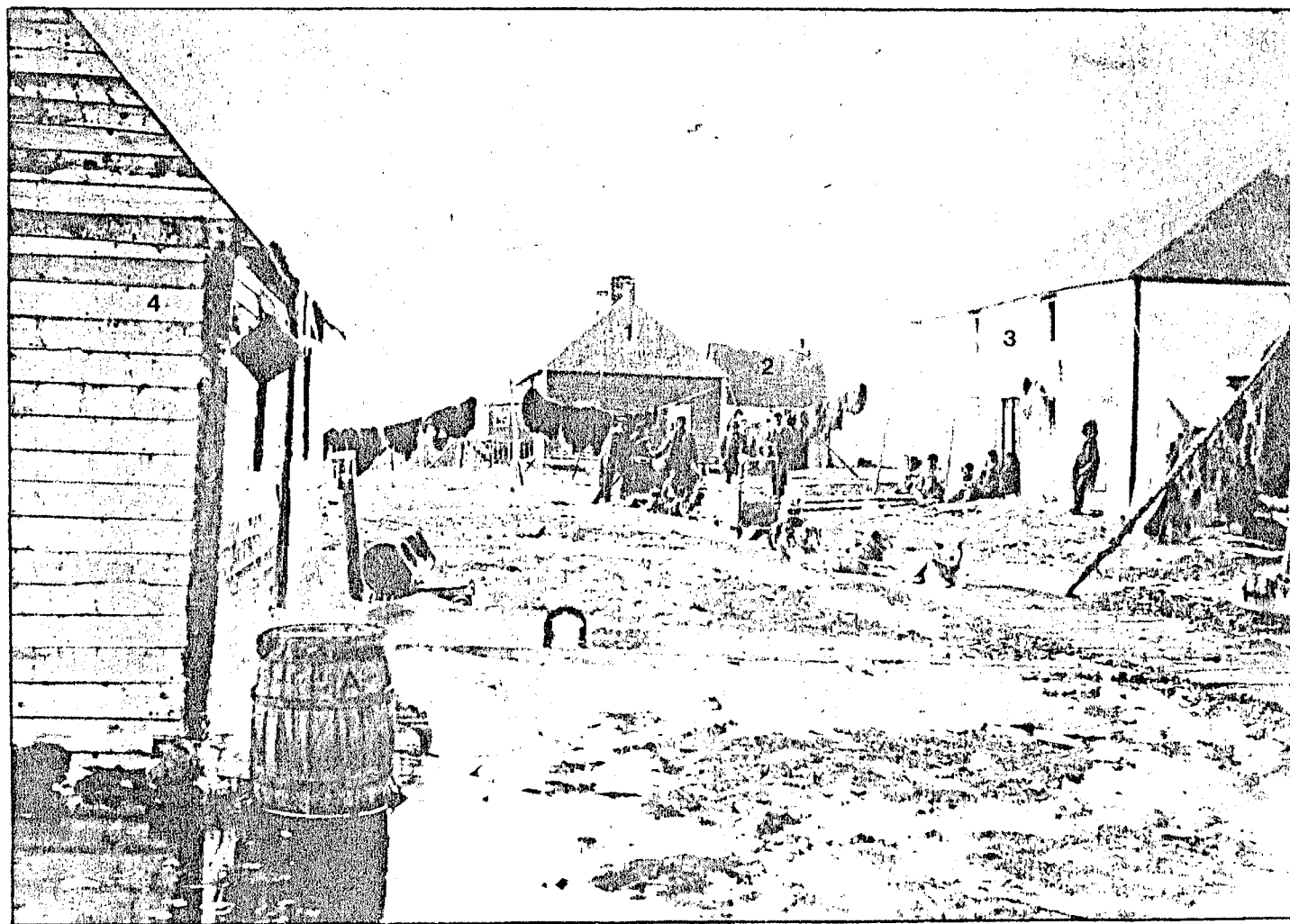


Figure 20. HBC post at Churchill, c. 1900. Hudson's Bay Company, Neg: 66-78.  
1) Officer's House 2) Kitchen 3) Trading Store 4) Servant's House?  
Building identification from McCarthy (1985).

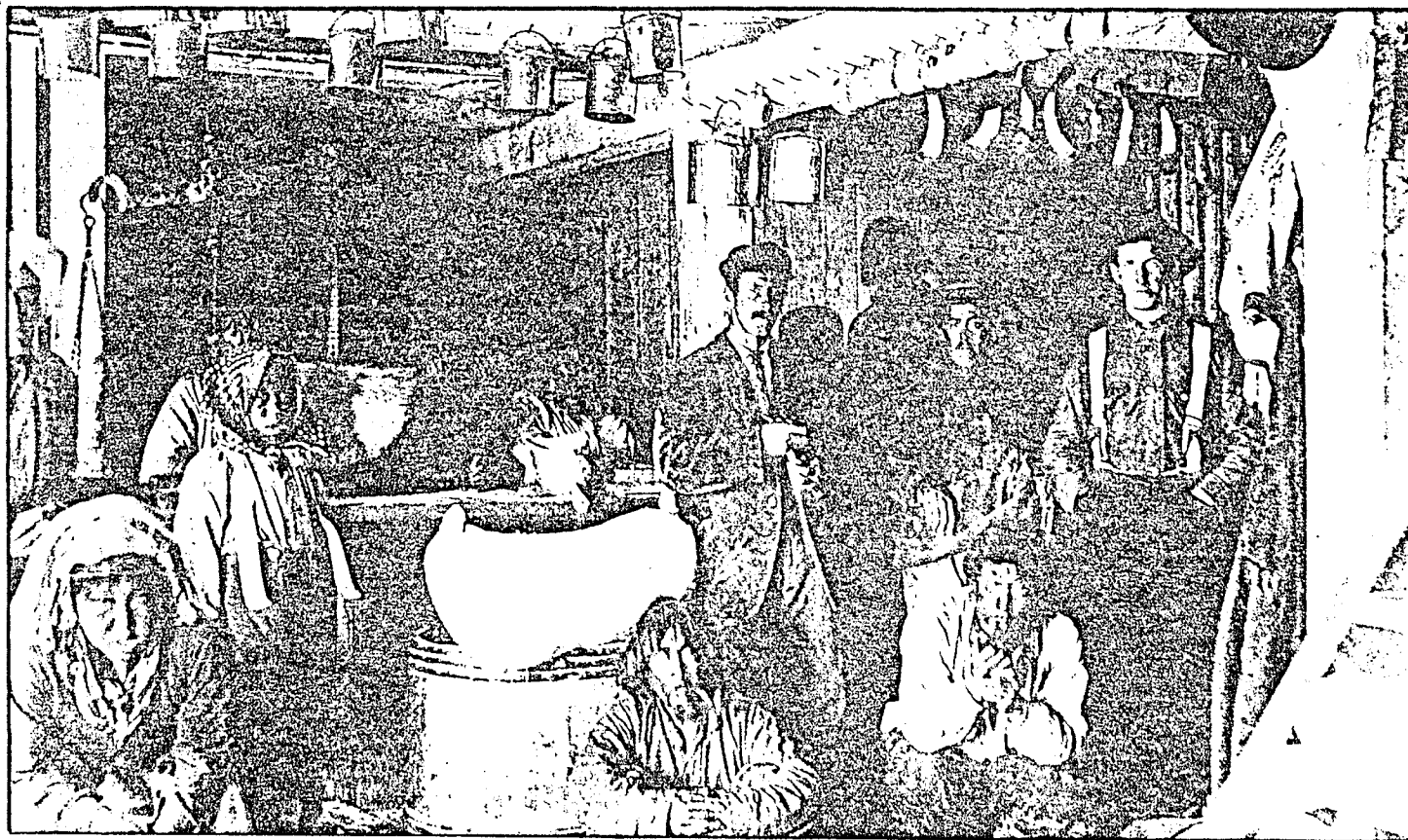


Figure 21. Interior of [Hudson's Bay Company] post, Churchill, c. 1910. P.A.M.,  
(Cpl.) J.G. Jones Collection, No. 46.

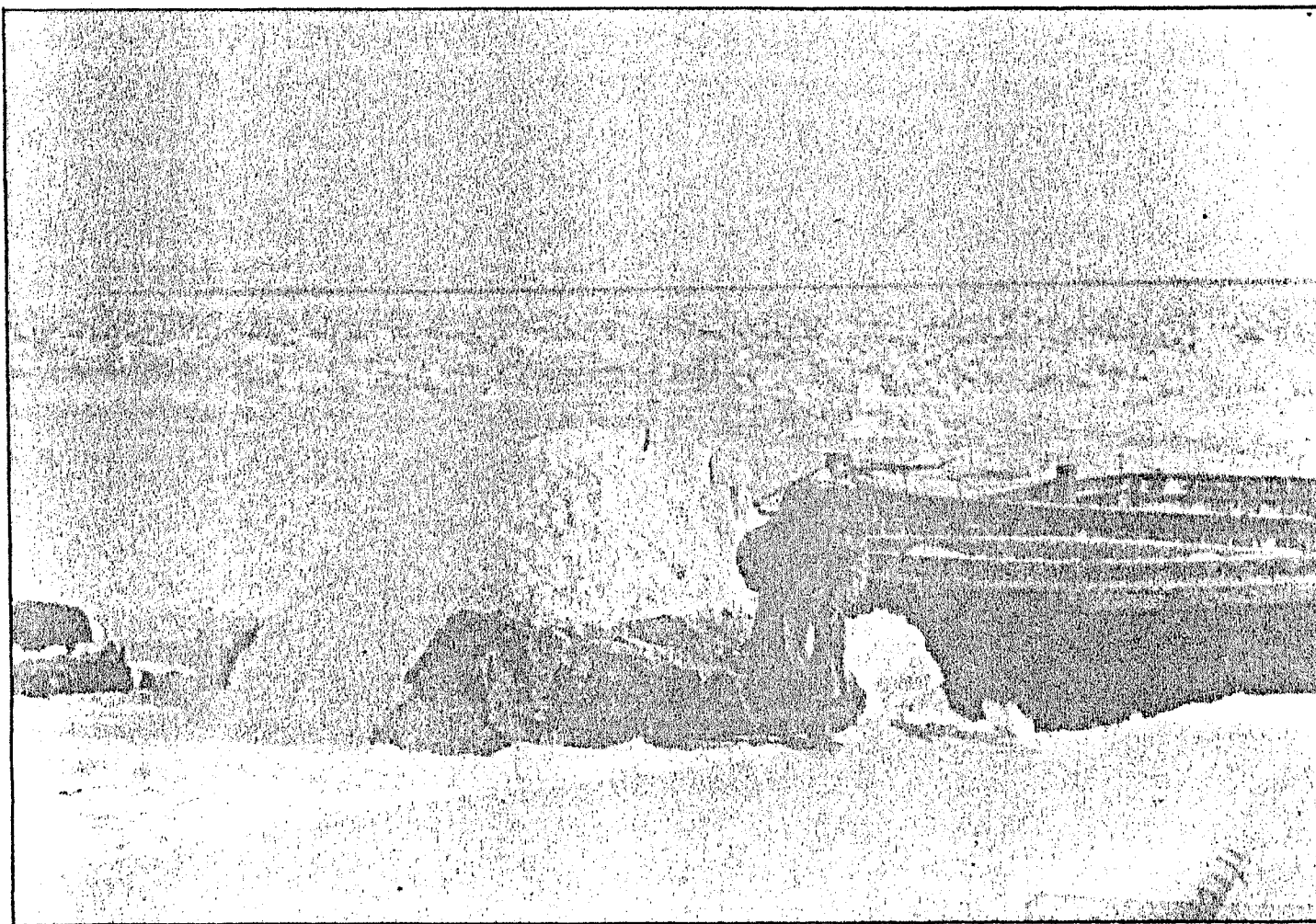


Figure 22. Igloo on beach near Churchill, 20 November 1894. J.B. Tyrrell Collection, Thomas Fisher Rare Book Library, Toronto.

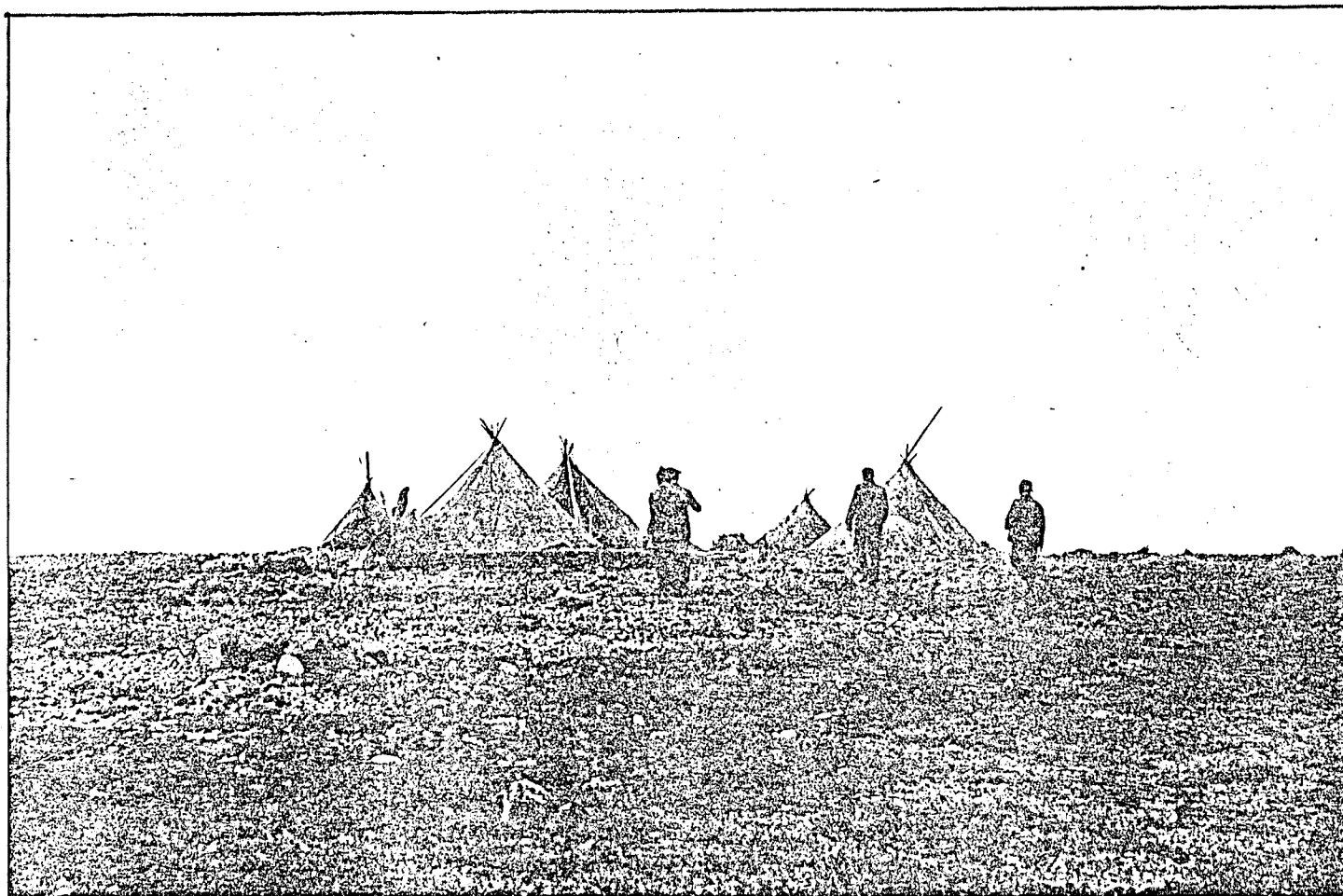


Figure 23. His Excellency Earl Grey visiting Eskimo camp, Churchill, Man. [1910].  
Photograph by R.W. Brock. PAC, From GSC Collection.



Figure 24. Eskimos at Churchill, c. 1910. P.A.M., (Cpl.) J.G. Jones Collection, No. 9.

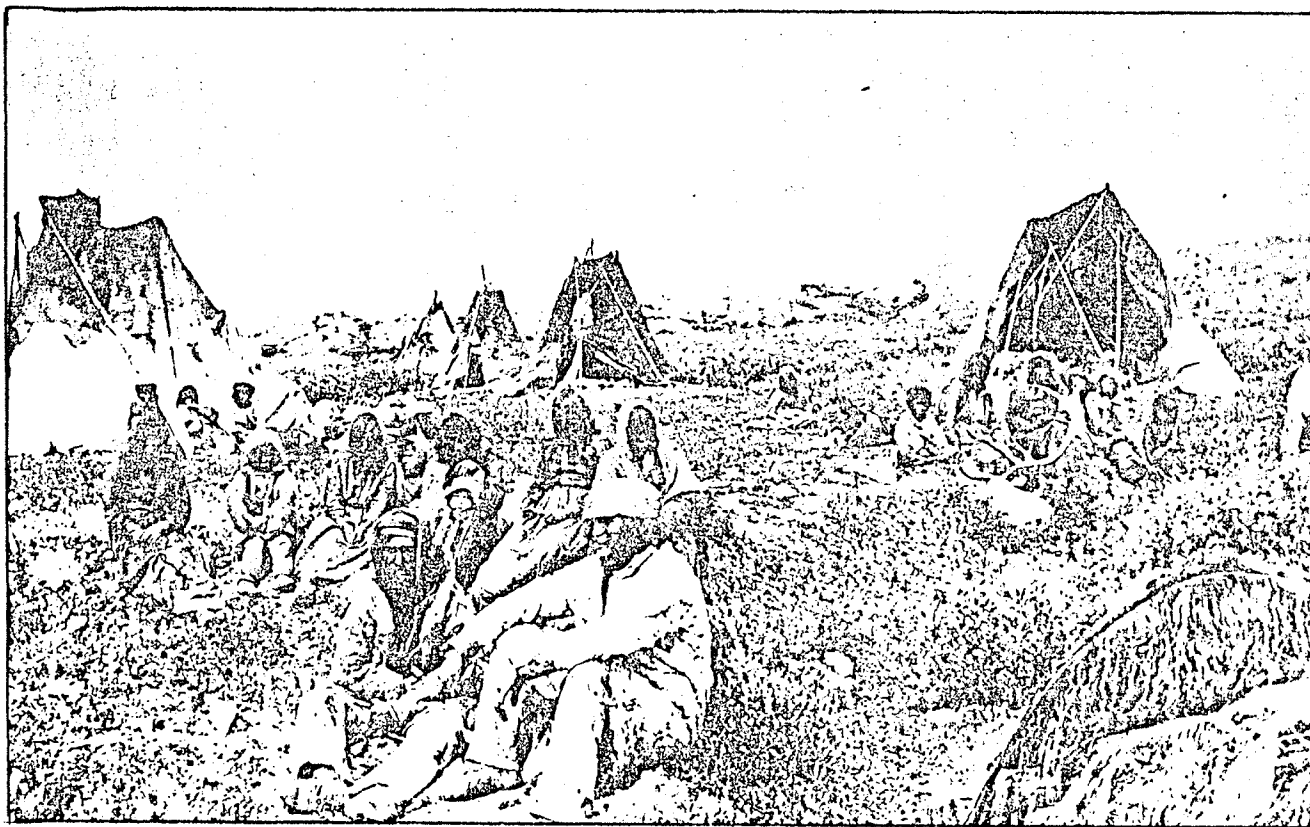


Figure 25. A Chipewyan camp near Fort Churchill, 1880. Photograph by Robert Bell. Geological Survey of Canada Coll. 74880. National Museum of Canada, Ottawa.





Figure 26. Chipewyan Indians, Churchill, 1910. P.A.M.,  
(Cpl.) J.G. Jones Collection, No. 2.





Figure 27. Indian children going to school, Fort Churchill, 1910. P.A.M., A.V. Thomas Collection, No. 208.

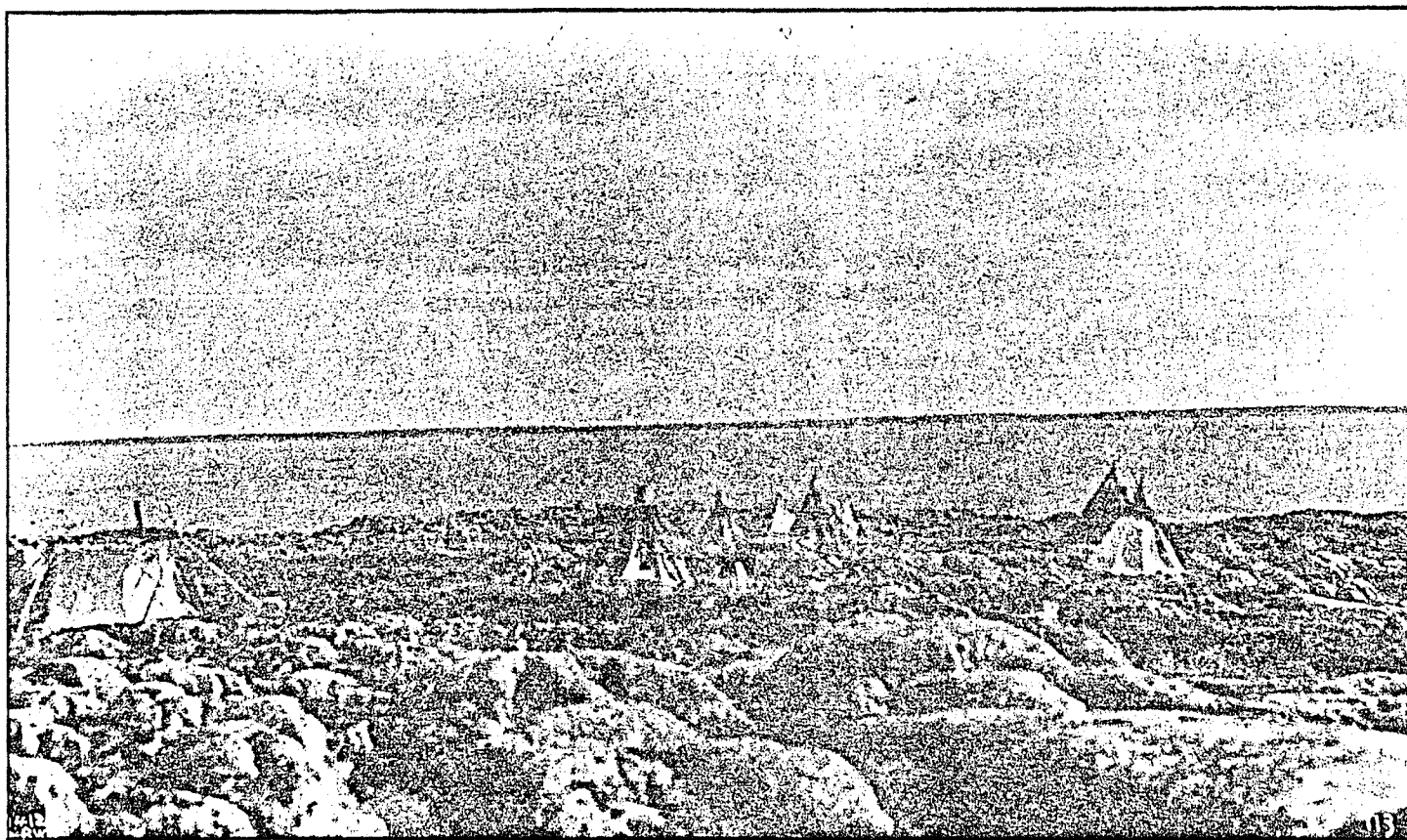


Figure 28. Chipewyan camp, Churchill [Man.], 1910. PAC, From GSC photograph collection.

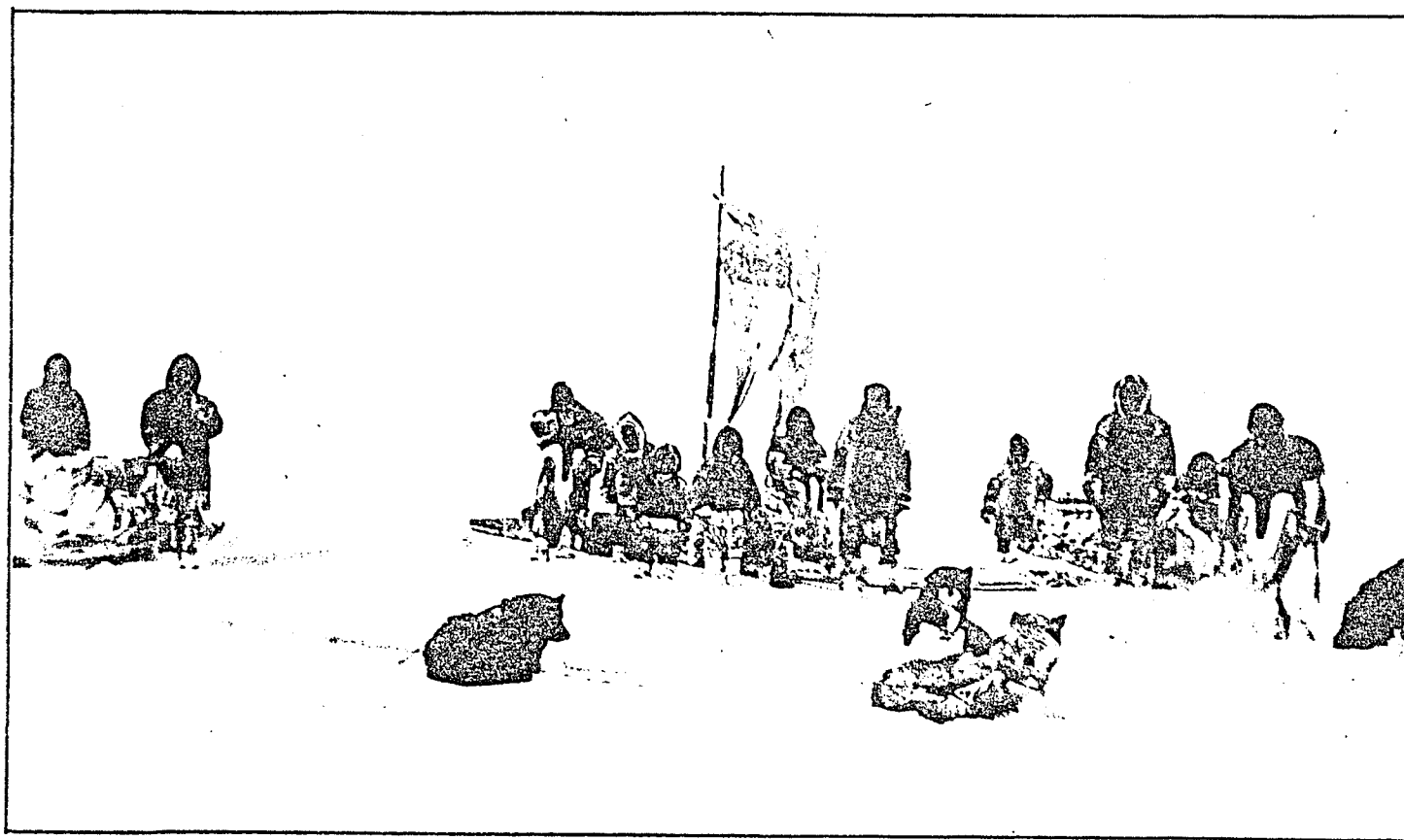


Figure 29. Group of Eskimos crossing Churchill River on the ice, c. 1912. P.A.M.,  
(Cpl.) J.G. Jones Collection, No. 12.



Figure 30. Chipewyan woman and child with sled dog loaded with camping material, Fort Churchill, summer 1912. P.A.M., (Cpl.) J.G. Jones Collection No. 4.

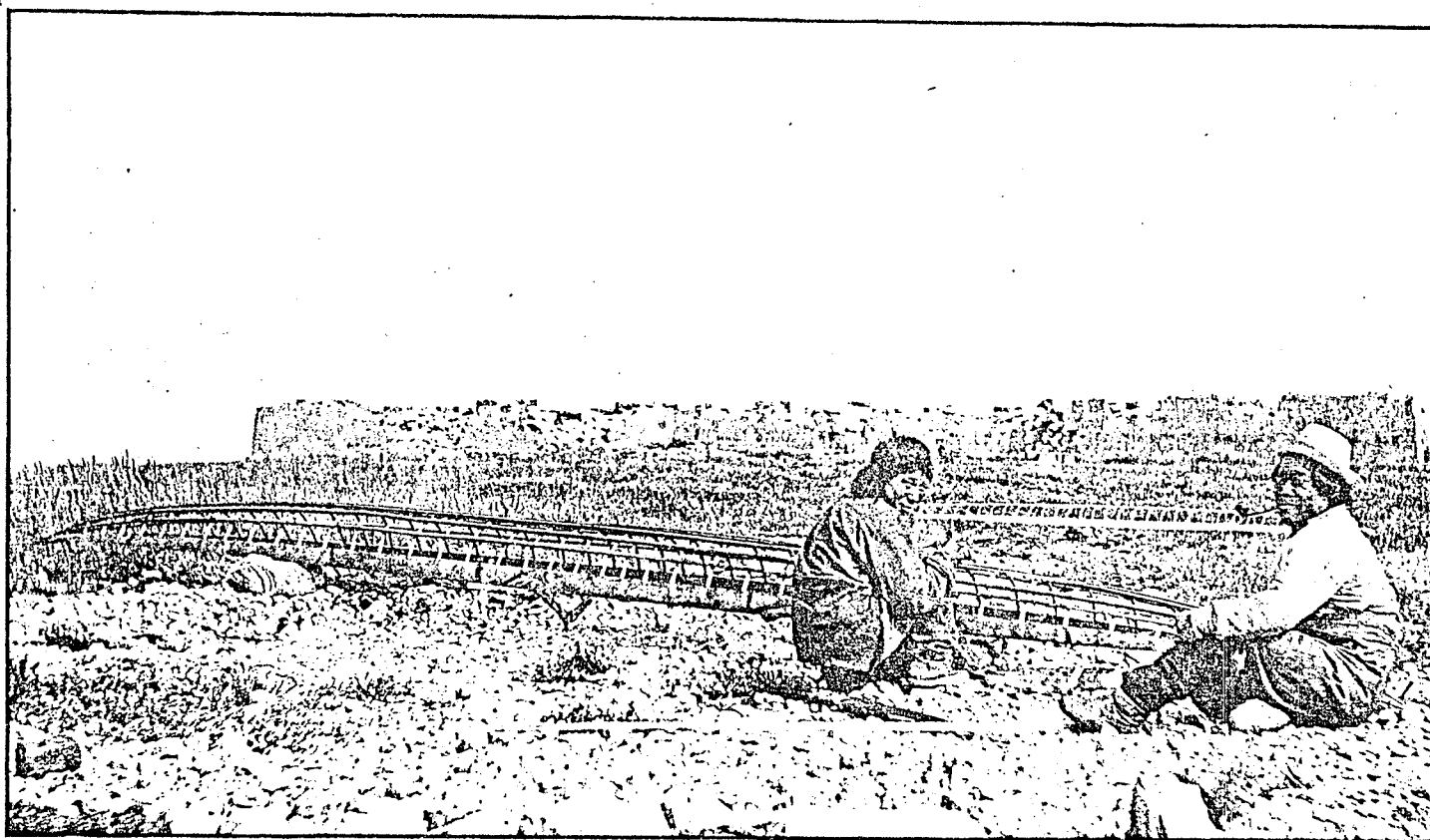


Figure 31. Eskimos with kayak frames, near Fort Churchill, Man., 1920s. Ruins of Fort Prince of Wales in background. Glenbow Archives.

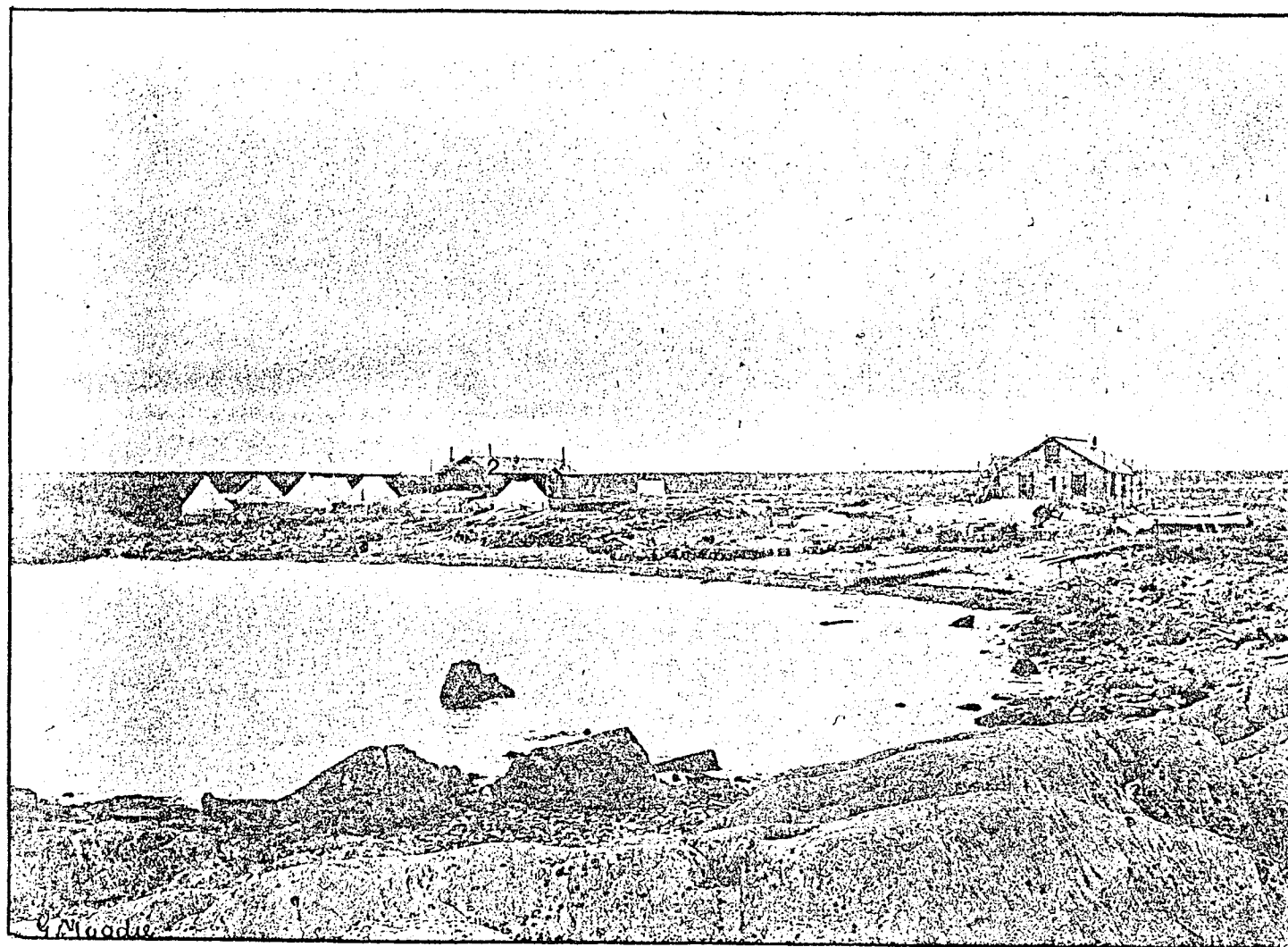


Figure 32. R.N.W.M.P. Barracks, Churchill, 1906. Photographer: Grace Moodie. PAC, RG88, Vol. 332, File 10262. 1) O.C.'s Quarters 2) Barracks. Building identification from McCarthy (1985).



Figure 33. Historic Inuit grave at the Button Bay site, August 1978 (Environment Canada - Parks photo).



Figure 34. Tent ring at the Burch site, August 1978 (Environment Canada - Parks photo).



Figure 35. A kayak rest at the Burch site, July 1987.





Figure 36. Snow goggles found at the Burch site,  
August 1978 (Environment Canada - Parks photo).



Figure 37. A cache at the Burch site, July 1987.



Figure 38. A grave at the Beacon site, July 1987.



Figure 39. Burch site tent ring, July 1987.



Figure 40. A cache at the Button Bay site, August 1978 (Environment Canada - Parks photo).



Figure 41. A grave at the Burch site, containing the remains of a komatik, flintlock gun parts, and fragments of clay smoking pipes and pottery, July 1987.



Figure 42. A name inscribed on McTavish Rock, August 1978  
(Environment Canada - Parks photo).

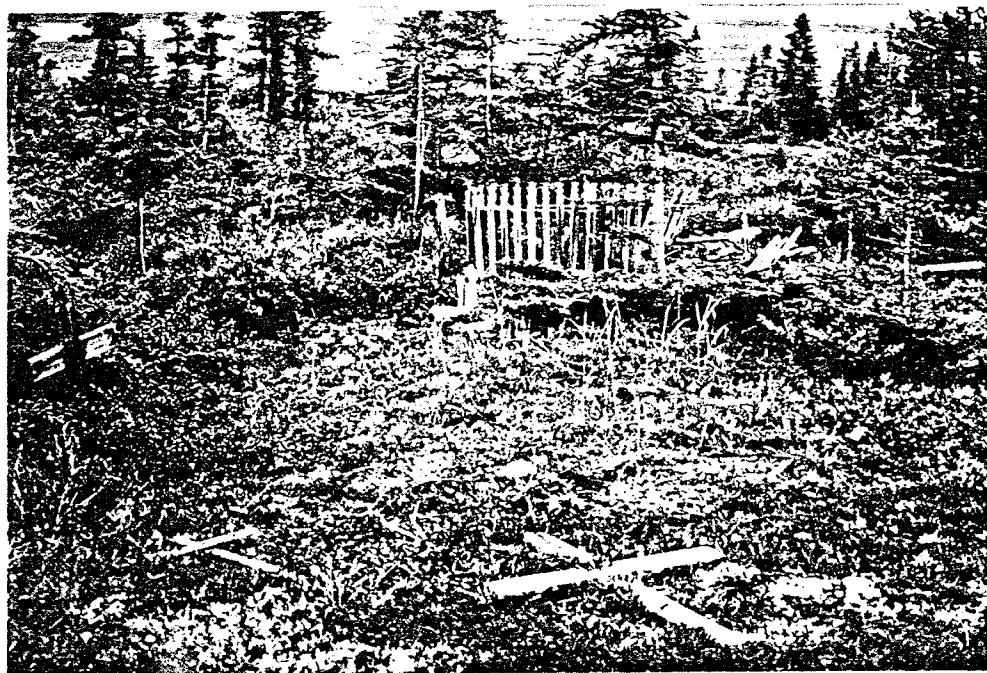


Figure 43. Grave markers at the Burton site, August 1978  
(Environment Canada - Parks photo).



Figure 44. A Pre-Dorset hearth, with the outline of Churchill townsite across the river, uniquely contrasting 3000 years of humanity's adaptation to an arctic/subarctic environment.

#### **4.4 STATE OF PRESERVATION/CONSERVATION**

##### **4.4.1 Diagnosis**

The archaeological condition of the sites on Churchill West Peninsula is excellent. Of all the features found in the area, only the burial areas have been disturbed to any great extent, either through human or natural forces. The burial sites however, represent only a small fraction of the known cultural features in the area (Riddle, pers. comm., July 22, 1987).

The local population in the Churchill area use certain areas of Churchill West Peninsula for trapping, recreational hunting, and recreational snowmobiling. The present integrity of the archaeological resources is due to two major factors: the local population is generally not aware of the existence of the archaeological sites and/or is not aware of their significance, and secondly, areas of current activity on the peninsula in large part, do not coincide with the locations of archaeological sites. Increased awareness of these sites could see increased disruption of their resources, prior to the completion of a management plan for the area.

#### **4.4.2    Agent Responsible for Preservation/Conservation**

Historic Resources Branch  
Manitoba Department of Culture, Heritage  
and Recreation  
3rd floor, 177 Lombard Avenue  
Winnipeg, Manitoba, Canada  
R3B 0W5

#### **4.4.3    History of Preservation/Conservation**

Following the discovery of the archaeological sites on Churchill West Peninsula in the 1960's, the Historic Sites and Monuments Board of Canada recognized the Seahorse Gully site as being of national historic significance.

In 1970, a provincial Crown Reserve was established in the Seahorse Gully area by the Department of Natural Resources, at the request of the Department of Cultural Affairs. This status provides for the protection of the designated area from future disturbance as governed by Section 7 of The Crown Lands Act (1954). This legislation allows for archaeological exploration of the area, and prohibits any type of development on the area without provincial approval. To enhance the site protection of the archaeological sites on Churchill West Peninsula, a second provincial Crown Reserve was established in the area in 1983 at the request of the Department of Culture, Heritage and Recreation.

In order to establish the sites on Churchill West Peninsula as a single conservation unit, and to extend protection to those sites outside the boundaries of current Reserves, the Department of Culture, Heritage and Recreation (Historic Resources Branch) is actively considering either the extension of existing Crown Reserve boundaries, or the submission of a proposal to the Manitoba Heritage Council, for "designation" of specific sites under authority of The Heritage Resources Act (1986).

#### **4.4.4    Means for Preservation/Conservation**

The establishment of two Crown Reserves in the Churchill West Peninsula area under The Crown Lands Act (1954) ensures the preservation/conservation of the cultural resources of those sites under Reserve status. Also, ownership rights of archaeological artifacts found in the area remains with the province under authority of The Heritage Resources Act (1986). The responsibility for monitoring the integrity of the sites is vested in the Historic Resources Branch, Department of Culture, Heritage and Recreation.

The technical means of preservation are provided through fully integrated archaeological lab services provided by or contracted through the provincial Historic Resources Branch.



The financial resources for the preservation and development of the Churchill West Peninsula site are primarily contained in the annual budgets and forecasts of the provincial Department of Culture, Heritage and Recreation.

#### **4.4.5    Management Plans**

Currently, the provincial Department of Culture, Heritage and Recreation, Historic Resources Branch, have completed the first year of a four year program of detailed site survey and mapping of the Churchill West Peninsula site. This program is designed to provide a complete and accurate archaeological base of information for the formation of a management plan to formally direct and guide future use, development, management, interpretation and education.

#### 4.5 JUSTIFICATION

The Churchill West Peninsula site contains a unique concentration of prehistoric and historic sites and artifacts of past human cultures. This location has been attracting human settlement for at least 30 centuries, and contains sites representing all four major cultures or periods of Canadian Inuit history. In addition to evidence of prehistoric and historic Inuit occupation, Native and European sites reflecting historical occupation of the Churchill West Peninsula are also present. Few sites in the world contain such a juxtaposition of different heritage sites so valuable as to their content, concentration, visibility, and accessibility. It is this collection of sites, uniquely chronicling over 3000 years of human adaption to an arctic/subarctic environment which gives the Churchill West Peninsula World Heritage Site significance.

A major part of Churchill West Peninsula's uniqueness lies in its comprehensive record of Canadian Inuit archaeological history. The Inuit and their ancestors are unique among hunting peoples due to their dependence on animal resources. They lived further north than any people on earth in perhaps the most demanding environment ever occupied by the human race. Yet their cultures are as rich and complex as that of any other non-agricultural people. With a minimum of material, the Inuit and their ancestors made ingenious and unique adaptations to exceedingly

difficult environmental conditions. They were an integral part of the ecosystem within which their varied and successive arctic cultures have developed. All four of the major Inuit cultures or periods of Canadian archaeological history are represented at Churchill West Peninsula. Sites and artifacts have been found belonging to: Pre-Dorset (ASTt), the first people known to occupy the northern tundras and frozen coasts of North America; Dorset, the culture known for their delicately carved artifacts; Thule, the whale hunting ancestors of historic Inuit; and Historic Caribou Inuit (Central Inuit), the caribou hunting and fur trading ancestors of modern day Inuit. Many of these sites are unique unto themselves as they represent some of the most southerly continental locations of their respective traditions. Together, these sites on Churchill West Peninsula provide an unparalleled opportunity to study and contrast the various environmental adaptations in Canadian arctic cultural succession. Churchill West Peninsula allows the opportunity to perceive the close interrelationship which existed between humans and nature before the arrival of non-native cultures. In essence, a comprehensive record of Canadian Inuit archaeological history is reflected in the cultural landscape of Churchill West Peninsula.

In addition to the prehistoric and historic Inuit sites on Churchill West Peninsula, sites have been discovered pertaining to historic Native and European occupation. This

allows historical comparison of arctic/subarctic environmental adaptation and interaction between three distinctly separate cultures. It also represents a unique example of the influence of European culture on members of the only two major pre-contact native cultures in Canada. The Native sites have been identified as Chipewyan and Cree. The European sites include the remains of the most northerly of the early 18th century British settlements in North America, the Hudson Bay Company's whaling and fur trade post, Fort Churchill. Fort Churchill dominated the historic scene on the peninsula, and helped draw the natives into sustained economic involvement with Western society.

Other significant historical features of European origin include the ill-fated Jens Munk "Winterhaffen" site of 1619-1620 (thought to be the same site as Fort Churchill); the 1886 Anglican mission remains (Fort Churchill site); and the 1906 Royal Northwest Mounted Police site. These features combine to make the Churchill West Peninsula site a representative microcosm of the major historic factors affecting native peoples of the Canadian arctic/subarctic. These factors include: arctic exploration; whaling; the fur trade; missionary influence; and, finally governmental presence. The response to these opportunities and pressures saw major cultural changes take place in the native peoples of the Canadian arctic/subarctic. These changes are reflected in the historic sites of Churchill West Peninsula.

The fact that Churchill West Peninsula became a cultural contact zone is at least partially explained by the fact that it is also an environmental contact zone. It is located in the transitional zone of marine-tundra-boreal forest, hence access to a uniquely diverse set of resources is available and was the most important factor in attracting people to this location. Thus, the Churchill West Peninsula site exhibits "outstanding universal value" from a significant combination of cultural and natural features.

Another unique feature of the diverse prehistoric and historic resources located on the peninsula is that they are naturally sorted through active isostatic uplift. The oldest sites (Pre-Dorset) are found on the highest ground while the most recent historical features are found at the lowest elevation (associated with the present shoreline). This unique process allows the human/land relationships to be clearly followed over thousands of years.

Previous and current archaeological studies rank highly various cultural resources of the Churchill West Peninsula for both scientific study and for public education purposes. Indeed the archaeological work to date has only "scratched the surface" in relation to the work needed to determine the extent and nature of the various remains on Churchill West Peninsula. Thus, the potential exists for the area to grow yet more valuable from both a scientific and public education view.

In summary, Churchill West Peninsula is extremely rich in prehistoric and historic sites and artifacts. It represents an unparalleled continuous expression of humanity's adaptation to the arctic/subarctic environment. It is the most unique site of its kind in the world and is a reflection of the long human struggle, mental and physical, to come to terms with the Far North.

This site justifies inclusion on the World Heritage List under the following cultural criteria:

iii - bear a unique or at least exceptional testimony to a civilization which has disappeared.

and/or

v - be an outstanding example of a traditional human settlement which is representative of a culture and which has become vulnerable under the impact of irreversible change.

and/or

vi - be directly and tangibly associated with events or with ideas or beliefs of outstanding universal significance.

The Churchill West Peninsula site will meet the World Heritage test of authenticity.

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## **Chapter V**

### **CONCLUSIONS AND RECOMMENDATIONS**

The primary objective of this study was to determine if any cultural site in Manitoba meets the requirements for nomination as a World Heritage Site.

A comparative evaluation was undertaken on 16 cultural "sites" in Manitoba, as to their suitability in meeting World Heritage criteria. The results of this evaluation identified two sites capable of meeting World Heritage criteria: Tie Creek Petroforms, and Churchill West Peninsula. Further examination determined that the Churchill West Peninsula site is the best cultural site for the province of Manitoba to nominate as a World Heritage Site at this time. A World Heritage nomination document was thus prepared for the Churchill West Peninsula site.

Based on the above conclusions, the following recommendations are forwarded to be considered prior to submission of the Churchill West Peninsula World Heritage Nomination document to UNESCO.

- To ensure provincial government support for the nomination, the Minister of the Department of Culture, Heritage and Recreation must approve the project following Manitoba Heritage Council approval.
- Public consultation regarding the nomination should be undertaken with the residents of Churchill, Manitoba, to ensure local support for the project. The local population in the Churchill area use certain areas of Churchill West Peninsula for trapping, recreational hunting, and recreational snowmobiling. In the past, because of potential restrictions on local land use of the peninsula, the people of Churchill have prevented Environment Canada - Parks from extending Fort Prince of Wales Historic Park to include some of the prehistoric and historic features on Churchill West Peninsula. It must be emphasized to the residents of Churchill that the establishment of a World Heritage Site on Churchill West Peninsula is essentially an honorary designation. It would not preclude their continued recreational use of the peninsula as long as degradation of the archaeological resources did not occur. These guidelines are essentially the same as current restraints placed on these areas due to the existence of provincial Crown Reserves. The present integrity of the archaeological resources in the face

of past and present use of the peninsula by the residents of Churchill indicate that both can co-exist successfully.

The Churchill West Peninsula site offers a unique commemoration of Canadian arctic culture. The designation of Churchill West Peninsula as a World Heritage Site would see the addition of a "world class" cultural attraction to the tourism inventory of Churchill, successfully complementing the natural attractions of the area. World-wide marketing of the Churchill area would also be attained, through the site's inclusion on the prestigious UNESCO "World Heritage List". The potential benefits to Churchill from the designation of Churchill West Peninsula as a World Heritage Site include an increase in both tourist traffic and tourist length of stay. Therefore, the designation of Churchill West Peninsula as a World Heritage Site would bring both Churchill and Manitoba, world-wide recognition, diversification and expansion of their tourism industry and attractions, and still allow recreational use of the peninsula by local residents.

It must be stressed that even if a World Heritage Site Nomination is unsuccessful, the significance of the resources on Churchill West Peninsula are such that some other type of commemoration will almost surely

take place (eg. provincial Heritage Site, Crown Reserve). However any other type of commemoration will not have the international prestige and related tourism impact of a successful World Heritage nomination.

- The provincial Department of Culture, Heritage and Recreation may wish to consider the possibility of consultation/joint nomination with any or all of the following groups or agencies:

--Local Government District of Churchill (including local Native and Inuit groups). This would allow for local participation and input into the project including local monitoring of the sites.

--Environment Canada - Parks. Although a strict interpretation of World Heritage List nomination criteria indicates that Fort Prince of Wales would not be eligible as a World Heritage Site, the possibility of its inclusion along with Sloop's Cove in the Churchill West Peninsula site nomination "package" should be investigated. Their inclusion would serve to extend and complete the cultural coverage offered by resources found on Churchill West Peninsula, if their identified shortcomings can be downplayed or circumvented.

Also, the Environment Canada - Parks Interpretive Center located in the town of Churchill could act as headquarters for touring and/or monitoring of the Churchill West Peninsula sites.

--Provincial Department of Business Development and Tourism. As a "World Heritage Site" in Churchill would seem to meet the Canada-Manitoba Tourism Development Agreement's mandate of promoting provincial sites of a "world class" quality, a co-operative development with the provincial Department of Business Development and Tourism should be investigated.

--Provincial Department of Natural Resources, Parks Branch. The provincial Parks Branch has expertise in managing and providing public access for cultural resources, and as it has not yet satisfied its branch objective of establishing a representative park in the "Hudson Bay Lowlands" (Region 3 of Parks' Systems Plan), Parks Branch might wish to help develop a cooperative venture for Churchill West Peninsula to fill this lacuna.

- Archaeological sites on Churchill West Peninsula included in the nomination document but not currently protected by Crown Reserve status, should be given protection. As was mentioned earlier, World Heritage

designation is essentially honorary, and responsibility for safeguarding the heritage site rests with the nominating state. Therefore, to enhance chances of a successful nomination, all areas of the proposed nomination site should have some form of protective legislation. The choice of methods of protection for these additional sites (eg. provincial Heritage Site, Crown Reserve) should ensure that present non-damaging local use patterns are not restricted.

- The development of interim management guidelines is required to establish procedures regarding utilization of the resources on Churchill West Peninsula prior to the development of a management plan for the area.
- Environment Canada - Parks is the agency which will present the nomination document to UNESCO on behalf of Manitoba. It is also the Canadian agency with the most experience in submitting World Heritage nominations. Therefore it is suggested that copies of the Churchill West Peninsula draft proposal be submitted to Environment Canada - Parks for feedback and the opportunity for revision of the document. Considering the location of the Churchill West Peninsula site in relation to Environment Canada - Parks' holdings, and



the possibility for joint nomination, it is suggested that draft copies be sent not only to the Senior Policy Advisor (Harold K. Eidsvik), Environment Canada - Parks, Hull, Quebec; but also to the Head of Historic Park Planning (Greg Thomas), Environment Canada - Parks, Prairie and Northern Region, Winnipeg, for review.

- The provincial Department of Culture, Heritage and Recreation should appoint a co-ordinator/liaison person to facilitate the successful passage of the nomination document. The duties of the co-ordinator/liaison person would include:

- to explore consultation/joint nomination possibilities with various public and private groups or agencies;

- to conduct public meetings and offer information regarding the World Heritage nomination;

- to manage input from interested groups or agencies regarding the World Heritage nomination;

- to assist in identifying and establishing management guidelines for the nomination site;

--to co-ordinate any initial stages of implementation regarding a successful World Heritage Site nomination.

- Any nomination document must include copies of relevant Acts pertaining to protective legislation (eg. The Crown Lands Act, 1954). Also, to enhance the document, it is recommended that the possibility of including letters of recommendation from distinguished experts promoting the site (eg. David Meyer, Ron Nash), be investigated.
- Whether a successful World Heritage nomination for Churchill West Peninsula is achieved or not, the area remains a great archaeological, historical and cultural resource. Therefore, a full master plan, conceived with local public involvement should in any case be developed to formally direct and guide future use of Churchill West Peninsula.

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## Appendix A

### MEMBER STATES - WORLD HERITAGE COMMITTEE

Chairman: Mr. J.D. Collinson, Canada

(term expires December, 1987)

Vice Chairmen: Algeria, Bulgaria, India, Mexico, Zaire

Rapporteur: Mr. L.F. Seixas Correa, Brazil

Australia

Brazil

Cyprus

Germany

Greece

Guinea

Jordan

Libyan Arab Jamahiriya

Lebanon

Malawi

Sri Lanka

Turkey

Yemen

Zaire

## Appendix B

### DEFINITIONS OF THE CULTURAL AND NATURAL HERITAGE

#### CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

##### 1. Definitions of the cultural and natural heritage

###### Article 1

For the purpose of this Convention, the following shall be considered as "cultural heritage":

**monuments:** architectural works; works of monumental sculpture and paintings, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;

**groups of buildings:** groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;

**sites:** works of man or the combined works of nature and of man and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.

## **Article 2**

For the purpose of this Convention, the following shall be considered as "natural heritage":

**natural features** consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view;

**geological and physiographical formations** and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the points of view of science or conservation;

**natural sites** or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.

## Appendix C

### CRITERIA FOR THE INCLUSION OF CULTURAL AND NATURAL PROPERTIES IN THE WORLD HERITAGE LIST

#### OPERATIONAL GUIDELINES FOR THE IMPLEMENTATION OF THE WORLD HERITAGE CONVENTION

##### Criteria for the inclusion of cultural properties in the World Heritage List

A monument, group of buildings or site - as defined in Article 1 of the Convention - which is nominated for inclusion in the World Heritage List will be considered to be of outstanding universal value for the purposes of the Convention when the Committee finds that it meets one or more of the following criteria and the test of authenticity. Each property nominated should therefore:

a)

- i) represent a unique artistic achievement, a masterpiece of the creative genius; or
- ii) have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts or town-planning and landscaping; or
- iii) bear a unique or at least exceptional testimony to a civilization which has disappeared; or
- iv) be an outstanding example of a type of structure which illustrates a significant stage in history; or
- v) be an outstanding example of a traditional human settlement which is representative of a culture and which has become vulnerable under the impact of irreversible change; or
- vi) be directly and tangibly associated with events or with ideas or beliefs of outstanding universal significance; and

- b) meet the test of authenticity in design, materials, workmanship or setting.

The following additional factors will be kept in mind by the Committee in deciding on the eligibility of a cultural property for inclusion in the List:

- a) The state of preservation of the property should be evaluated relatively, that is, it should be compared with that of other property of the same type dating from the same period; and
- b) Nominations of immovable property which are likely to become movable will not be considered.

#### Criteria for the inclusion of natural properties in the World Heritage List

A natural heritage property - as defined in Article 2 of the Convention - which is submitted for inclusion in the World Heritage List will be considered to be of outstanding universal value for the purposes of the Convention when the Committee finds that it meets one or more of the following criteria and fulfils the conditions of integrity set out below. Properties nominated should therefore:

- i) be outstanding examples representing **the major stages of the earth's evolutionary history**. This category would include sites which represent the major "eras" of geological history such as "the age of reptiles" where the development of the planet's natural diversity can well be demonstrated and such as the "ice age" where early man and his environment underwent major changes; or
- ii) be outstanding examples representing significant ongoing **geological processes, biological evolution and man's interaction with his natural environment**. As distinct from the periods of the earth's development, this focuses upon ongoing processes in the development of communities of plants and animals, landforms and marine and fresh-water bodies. This category would include for example (a) as geological processes, glaciation and volcanism, (b) as biological evolution, examples of biomes such as tropical rain forests, deserts and tundra, (c) as interaction between man and his natural environment, terraced agricultural landscapes; or

- iii) **contain superlative natural phenomena, formations or features or areas of exceptional natural beauty**, such as superlative examples of the ecosystems most important to man, natural features (for instance, rivers, mountains, waterfalls), spectacles presented by great concentrations of animals, sweeping vistas covered by natural vegetation and exceptional combinations of natural and cultural elements; or
- iv) **Contain the foremost natural habitats where threatened species of animals or plants of outstanding universal value** from the point of view of science or conservation still survive.

In addition to the above criteria, the sites should also fulfill the conditions of integrity:

- a) The areas described in (i) above should contain all or most of the key interrelated and interdependent elements in their natural relationships; for example, an "ice age" area would be expected to include the snow field, the glacier itself and samples of cutting patterns, deposition and colonization (striations, moraines, pioneer stages of plant succession, etc.).
- b) The areas described in (ii) above should have sufficient size and contain the necessary elements to demonstrate the key aspects of the process and to be self-perpetuating. For example, an area "of tropical rain forest" may be expected to include some variation in elevation above sea level, changes in topography and soil types, river banks or oxbow lakes, to demonstrate the diversity and complexity of the system.
- c) The areas described in (iii) above should contain those ecosystem components required for the continuity of the species or of the objects to be conserved. This will vary according to individual cases; for example, the protected area of a waterfall would include all, or as much as possible, of the supporting upstream watershed; or a coral reef area would be provided with control over siltation or pollution through the stream flow or ocean currents which provide its nutrients.
- d) The area containing threatened species as described in (iv) above should be of sufficient size and contain necessary habitat requirements for the survival of the species.

- e) In the case of migratory species, seasonable sites necessary for their survival, wherever they are located, should be adequately protected. If such sites are located in other countries, the Committee must receive assurances that the necessary measures be taken to ensure that the species are adequately protected throughout their full life cycle. If necessary, it is the responsibility of the nominating State to provide the assurances. Agreements made in this connection, either through adherence to international conventions or in the form of other multilateral or bilateral arrangements should be noted in the nomination.



## Appendix D

### LIST OF U.S. WORLD HERITAGE SITES

Yellowstone National Park  
Mesa Verde National Park  
Grand Canyon National Park  
Everglades National Park  
Independence Hall  
Wrangell-St. Elias National Monument  
    (Joint nomination with Kluane  
    National Park, Canada as an  
    international site)  
Redwood National Park  
Mammoth Cave National Park  
Olympic National Park  
Cahokia Mounds State Historic Site  
Great Smoky Mountains National Park  
La Fortaleza and San Juan Historic  
    Site (Puerto Rico)  
The Statue of Liberty  
Yosemite National Park

## **Appendix E**

### **WORLD HERITAGE NOMINATION CONTENT AND FORMAT GUIDELINES**

#### **Specific Location**

Country  
State, Province or Region  
Name of Property  
Maps and Plans with Indications of Location of  
Property and of Geographical Co-ordinates

#### **Juridical Data**

Owner  
Legal Status:

- category of ownership (public or private)
- details of legal and administrative  
protective measures taken or envisaged  
for the conservation of the property
- state of occupancy and accessibility to the  
general public

Responsible Administration

#### **Identification**

Description and Inventory  
Photographic and Cinematographic Documentation  
History  
Bibliography

#### **State of Preservation/Conservation**

Diagnosis  
Agent Responsible for Preservation/Conservation  
History of Preservation/Conservation  
Measures for Preservation/Conservation  
(including management plans or proposals)  
Development Plans for the Region

#### **Justification for Inclusion in the World Heritage List**

All relevant information to be provided  
to demonstrate that the property  
nominated is of "outstanding universal  
value" in terms of the criteria adopted  
by the Committee.

## **Appendix F**

### **CHURCHILL WEST PENINSULA SITES**

#### **Pre-Dorset**

Seahorse Gully (IeKn-6)  
Burton Rock (IeKn-12)

#### **Dorset**

Dorset Cove (IeKn-7)  
Kayak Cove (IeKn-11)

#### **Thule**

Beacon (IeKn-2)

#### **Historic Inuit**

Dorset Cove (IeKn-7)  
Beacon (IeKn-2)  
Button Bay (IeKn-8)  
Burch (IeKn-9)  
Muri (IeKn-10)  
Beacon North (IeKn-4)  
Seahorse Mouth (IeKn-23)

#### **Historic Native**

Seahorse (IeKn-20)  
Seahorse Ridge (IeKn-13)  
Ward Mountain (IeKn-14)  
Second Burton (IeKn-19)  
Burton (IeKn-19)

#### **Historic European**

Fort Churchill  
RNWMP Post  
McTavish Rock (IeKn-18)

#### **Unaffiliated Sites**

West Burton (IeKn-22)  
Wardstrand (IeKn-15)