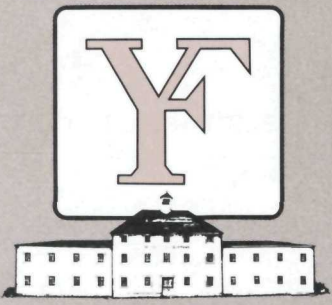




York Factory

NATIONAL HISTORIC SITE



Parks
Canada

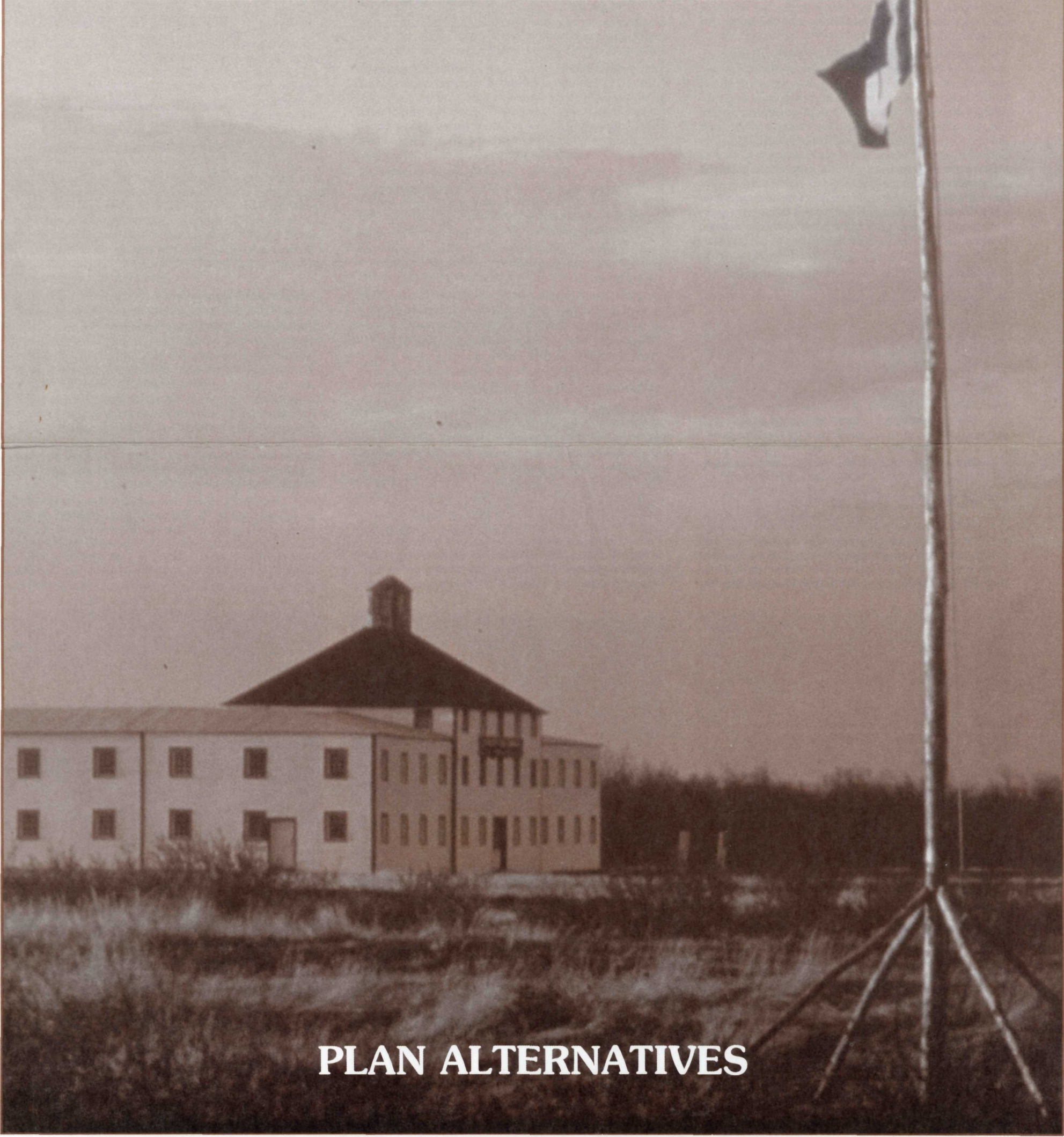
Parcs
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MARCH 1986

MANAGEMENT PLANNING PROGRAM

NEWSLETTER NO. 4



PLAN ALTERNATIVES

INTRODUCTION

Parks Canada initiated a management planning program for York Factory National Historic Site in 1983. A Management Plan is the broad set of guidelines used by Parks Canada to develop, manage and operate the site, as well as to protect and preserve its historic resources. The Management Plan not only sets out Parks Canada's objectives for the site, it describes the opportunities which will be available for visitors, and specifies the degree and type of protection, preservation and development required for the historic resources.

The York Factory management planning program is now at the Alternatives Review stage. Alternatives are the second major step in the National Historic Park management planning process. This stage demonstrates the results of the analysis from the previous Information Exchange and Collection stage.

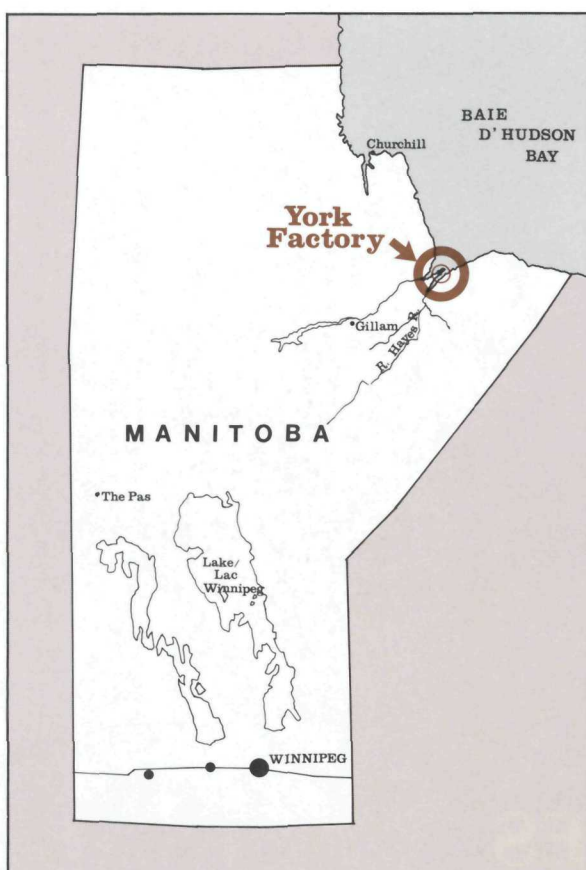
The management planning team has reviewed your comments from the public meetings in various Manitoba communities. As a result of analyzing your question sheets and letters, meeting with specific interest groups, and consulting with other provincial and federal government agencies, two alternative proposals have been developed and defined for the future development and operation of York Factory National Historic Site. Each alternative represents a distinctive approach to the way York Factory can be developed and operated, both in terms of its on-site program as well as its relationship to its region, and its position within Parks Canada's national system of historic parks and sites. Therefore, your opinions at this more detailed level of planning are particularly important.

These alternatives are *not* final plans. They are sets of ideas and directions, any one of which may be implemented or altered to represent the most appropriate direction for the historic site's future development.

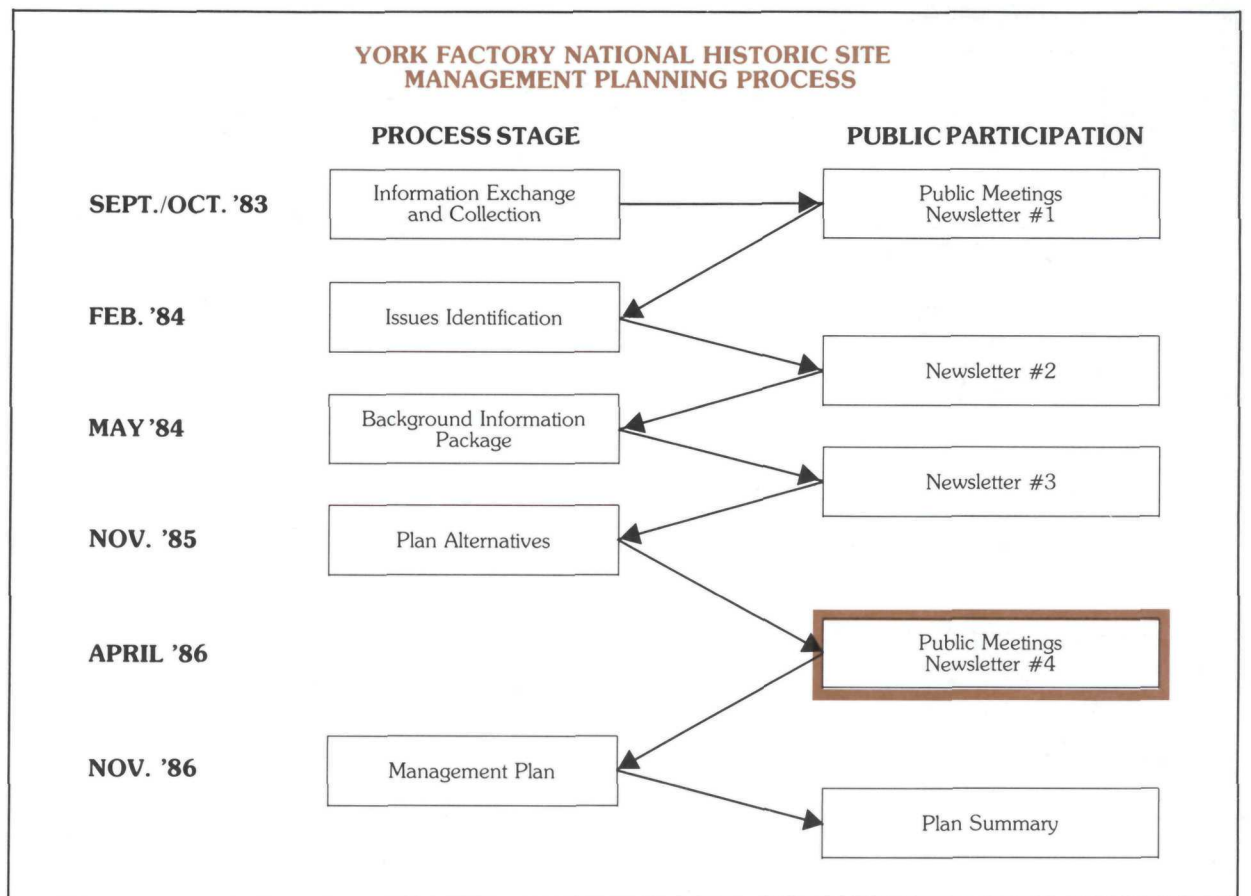
One major stage remains in the planning program. Using your response to these alternatives as well as further consultation by the management planning team, a final Management Plan for York Factory National Historic Site will be prepared. This plan is based on all the information gathered and considered during the entire planning program. When the Minister of the Environment approves this Management Plan, a summary will be available to you as the final stage in the public participation program.

COMMON POSITIONS

York Factory is not a new site in Parks Canada's system of national historic parks and sites. Since 1968, the federal government has owned and maintained this important heritage resource. In the course of its tenure under Parks Canada, and certainly during this management planning



Provincial setting of York Factory.



program, issues have emerged which merit special consideration. As these issues are reflections of a policy position, or management direction, they are addressed below before we present the proposed plan alternatives for York Factory National Historic Site.

RIVERBANK EROSION

Parks Canada has been aware of the riverbank erosion problem at York Factory since the site's acquisition in 1968. In the early years of its mandate, site personnel attempted to alleviate the erosion by reinforcing the bank with willow cuttings and debris from the site. By 1978, the erosion along the Hayes riverbank was recognized as a serious threat and a major salvage archaeology program was launched to excavate the endangered area.

Early in the management planning program, Parks Canada commissioned an engineering study to identify measures that would stabilize the eroding Hayes riverbank. This study indicated that wave action was primarily responsible for the instability of the riverbank. By con-

stantly washing away the toe of the slope, wave action ensures that the bank will continue to fall away.

The engineering consultant recommended two possible approaches to the riverbank dilemma. One solution involved placing continuous "riprap" (rocks or boulders) along the riverbank from the existing docksite near the emergency shelter to the area below Sloop Creek. Bank areas above the riprap would be graded and protected with granular fill and willow/grass cover plantings. The other proposed solution involved the construction of a continuous pervious rock mound along the foot of the riverbank to dissipate the wave action. This rock mound design is intended both as a breakwater and as a barrier to hold back slumping slope materials.

The consultant's report concluded that any engineering work designed to stabilize riverbank materials at York Factory, including extensive use of riprap or rock mounds, must be considered a *temporary* solution. It will not prevent the Hayes River from continually encroaching on its north bank. The recommended protection measures can only be considered to be *holding actions* that with proper maintenance, would extend the life of the site by twenty-five to one hundred years.

The Parks Canada management planning team carefully evaluated these riverbank stabilization recommendations. Besides the financial costs, the planning team was particu-



Riverbank erosion at the site.



Polar bear at Cape Tatnam

larly concerned about the logistical complications associated with moving the necessary building material to York Factory.

The technological cost and regional implications argue in favour of a more modest approach whereby Parks Canada would monitor the riverbank erosion through the designation of a test area and, if necessary, escalate its salvage archaeology project for those threatened historic resources. Parks Canada will also explore different logistical means to transfer building material to the site.



Aerial view of the Game Branch property.

GAME BRANCH ENCLAVE

Parks Canada's York Factory National Historic Site surrounds a small enclave of provincial property (2.47 acres, 1 hectare) owned by the Province of Manitoba. The Department of Natural Resources, Wildlife Branch, administers this property which contains two contemporary structures, a grave and some archaeological resources. The larger one and one-half storey structure was built in the 1930's to house the Game Branch Officers who still monitor hunting and trapping activities in the area.

Besides the Game Branch House, there is a small one storey bungalow originally constructed as a maintenance facility. For several years Parks Canada has maintained a primitive campsite on this provincial property immediately adjacent to the riverbank and Sloop Creek. Parks Canada employees and site visitors also cross this provincial property to reach the York Factory cemetery and other historic resources.

Parks Canada recognizes that the Game Branch Enclave has excellent potential for operational and visitor services required for York Factory National Historic Site. Not only would it allow Parks Canada to unite the land base and protect its historic resources, the property's existing structures could be used for staff and visitor accommodation for the campsite above Sloop Creek.

The Province of Manitoba has expressed its willingness to divest itself of the Game Branch property. Negotiations are currently underway to work out the details of this land transfer. If accomplished, Parks Canada believes it will have a very positive impact upon the future development and operation of York Factory National Historic Site.

THE YORK FACTORY CEMETERY

The Sloop Creek cemetery is located on the north side of Sloop Creek near the northern boundary of York Factory National Historic Site. Approximately one thousand people died over the years at the York Factory sites and



Grave sites.

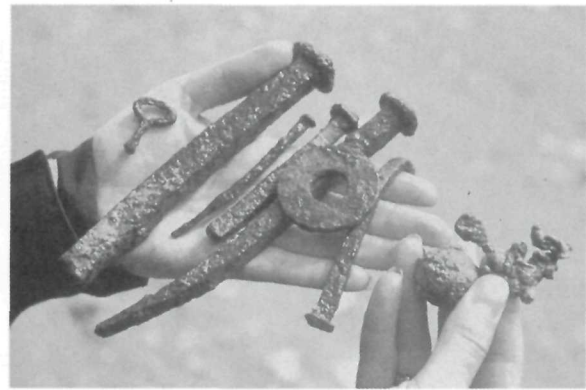
were buried primarily, but not solely, in two graveyards, one at the York Factory II site, now eroded by the Hayes River, and the other at the surviving Sloop Creek site.

Two interrelated issues have emerged with respect to the York Factory cemetery. Erosion was reported to be occurring along Sloop Creek and endangering the graves located along the bank. The concern raised was that this erosion might result in the exposure of human remains which, because they were buried in a permafrost area, might release disease-causing pathogens.

To address these problems, an engineering feasibility study was initiated to identify erosion control measures. A consultative committee, which included interested doctors as well as health agency representatives, was also set up to provide direction on the cemetery disease issue.

On the basis of the engineering study, and the deliberations of the cemetery consultative committee, the York Factory planning team arrived at the following conclusions:

- Parks Canada should seriously consider the installation of an interceptor drain around the perimeter of the York Factory cemetery. This drain, by intercepting surface water from the inland swamp area, would lower the cemetery water table and stabilize this important historic landscape.
- Parks Canada should monitor the erosion along the Sloop Creek bank and, if necessary, develop suitable techniques to stabilize the small gullies leading into Sloop Creek.
- While the possibility of a health hazard arising through the exposure of buried remains is extremely unlikely, Parks Canada should make every effort to avoid exposures. Parks Canada has established guidelines to direct the actions of site staff.
- Parks Canada should produce a comprehensive record of all graves and, when possible, record the names of those persons buried in the York Factory cemetery.



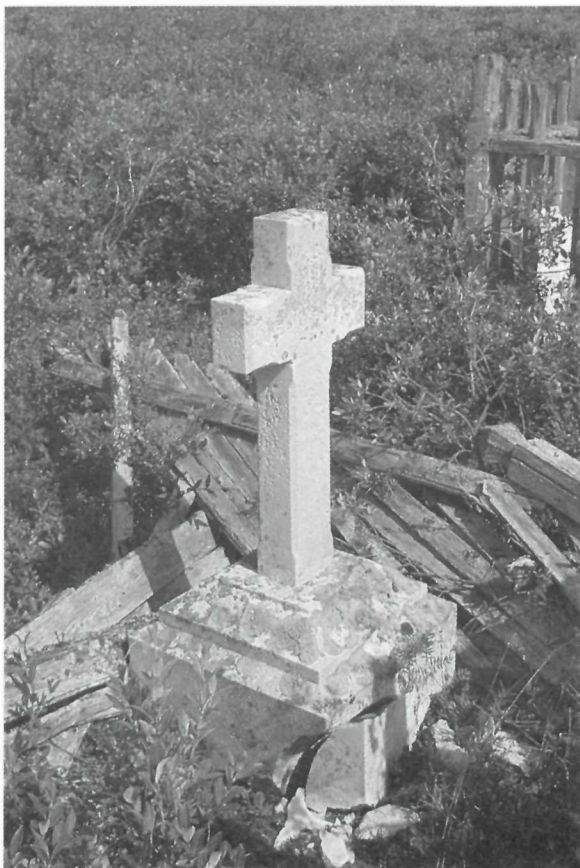
Artifacts collected on the site.

- Parks Canada will review the Plan Alternatives with the cemetery consultative committee to ensure that appropriate guidelines and public safety factors are recognized and funded.

REGIONAL INTEGRATION

During the planning program it became abundantly clear that York Factory National Historic Site standing alone does not have the resources to attract appreciable numbers of visitors. Factors such as poor access and lack of accommodation detract from the potential to expand tourism. In June 1985, Parks Canada officials met with senior provincial and federal government representatives to explore potential areas of co-operative involvement in the York Factory region. At subsequent meetings, a small task force developed a regional tourism strategy for York Factory and associated regional attractions, focussing upon areas of heritage value in the Churchill-Gillam-York Factory area of Manitoba, including the Cape Tatnam Wildlife Management Area and the Hayes River. Parks Canada and the government agencies involved in the task force have agreed to investigate the feasibility of a number of important recommendations. They include:

- consideration of the Cape Churchill area as a potential World Heritage Site;
- inventories of the wildlife and heritage resources in the York Factory area to inform visitors of viewing opportunities and tourism activities;
- feasibility of a landing strip at York Factory;
- evaluation of the Norway House-York Factory river corridor as a potential co-operative heritage area; and
- ongoing co-operation in tourism marketing of the area.



Sloop Creek cemetery.



Archaeologists collecting artifacts on the intertidal space along the Hayes River.



Parks Canada staff arriving for field research.

PLAN ALTERNATIVES

The York Factory management planning team has developed two proposed alternatives for the development and operation of York Factory National Historic Site. They represent the end result of the field work, the first round of public meetings, consultation with other provincial and federal agencies, and the planning team's deliberations on the full range of issues associated with York Factory.

The projects identified under these alternatives attempt to integrate the public opinions and ideas we have received. With your response to these alternatives, a more precise definition of the appropriate level of development and operation for York Factory will emerge.

ALTERNATIVE ONE

"Protection for the Future"

Alternative One emphasizes the *long term protection* of York Factory National Historic Park for *future development* once the resources, the technology and the potential for a higher level of visitor use are realistic goals.

While the focus of Parks Canada's investment over the fifteen year tenure of the plan would be historic resource protection, the agency's mandate to tell the story of York Factory would be met through a modest "on and off-site" interpretation program involving the five major historic themes.

HISTORIC RESOURCE PROTECTION OBJECTIVES

Alternative One will stress a comprehensive program of resource protection within the existing boundaries of York Factory National Historic Site. Recommended projects would include:

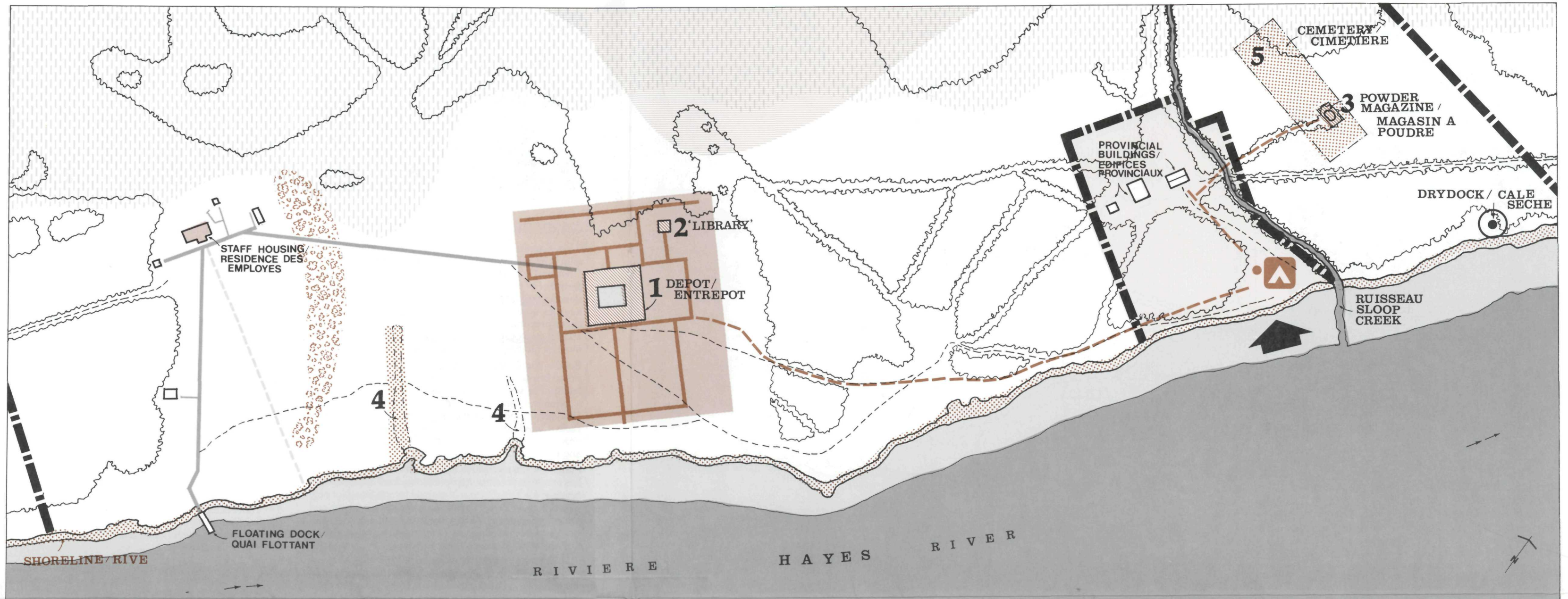
- a comprehensive reassessment of the riverbank erosion problem which may involve the designation of a test area for monitoring;
- a comprehensive structural stabilization program for the Depot building;
- an appropriate stabilization treatment for the library, powder magazine remains and cemetery area;
- an ongoing salvage archaeology program along the riverbank area threatened by erosion, with particular emphasis on the historic zone in front of the Depot building. This program would include a full excavation and architectural record of the York Factory ice house; and
- artifacts found on the site will be collected, inventoried and assessed under strict guidelines to be established by Parks Canada.

INTERPRETATION OBJECTIVES

Under Alternative One, the interpretation program would be limited to a low-profile treatment of the five major historic themes both at York Factory and other Parks Canada historic parks and sites.

Recommended interpretation projects would include:

- production of a comprehensive pamphlet integrating historic background and visitor services information;
- guided tours upon request;
- development of an on-site interpretation program focussing on the major artifact collection housed in the Depot;
- reintroduction of the historic boardwalk system, tracing the original system around the Depot and outbuildings. This boardwalk network would be complemented by one major orientation panel and various historic resource identification signs;
- a continuation of the promotion of York Factory at Churchill; and
- the preparation of a strategy to enable the York Factory artifact collection and related information to be available and used off-site.



YORK FACTORY

ALTERNATIVE ONE

STRUCTURAL STABILIZATION

- 1 DEPOT - MAIN FLOOR - CONTROLLED VISITOR ACCESS
- 2 LIBRARY - NO INTERNAL VISITOR ACCESS
- 3 POWDER MAGAZINE

LANDSCAPE STABILIZATION

- 4 SITE DRAIN
- 5 CEMETERY - plus CLEAN-UP & ONGOING MAINTENANCE
- SHORE LINE

MAJOR HISTORIC ZONE

AREA FOR SALVAGE ARCHAEOLOGY

PROV. LAND RECOMMENDED FOR ACQUISITION

MAIN SITE ACCESS POINT FOR VISITORS

'RESOURCE PROTECTION/STABILIZATION' OPTION

RECONSTRUCTION/RESTORATION OF HISTORIC BOARDWALK SYSTEM (WITH GROUND SIGNAGE)

CONSTRUCTION OF NEW CONTEMPORARY BOARDWALK

BEAVER CONTROL AREA

NEW LANDSCAPE TREATMENT

CAMPGROUND

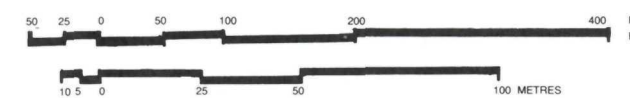
SITE LITERATURE

STAFF HOUSING

SOME EROSION CONTROL - SLOOP CREEK

LEGEND FOR FEATURES ON AREA OF SITE DEPICTED

SITE BOUNDARY		LIMITES DU LIEU
BOARDWALKS (MODERN)		TROTTOIRS EN BOIS
PATHS		PISTES
VEGETATION		VEGETATION
SWAMPY AREAS		MARÉCAGES
FLOODPLAIN		PLAINE INONDABLE
ERODING SLOPES		PENTES ÉRODÉES



NATURAL RESOURCE MANAGEMENT OBJECTIVES

Alternative One recognizes that the management of York Factory's natural resources would complement the protection approach identified for the historic resources. Recommended projects would include:

- an ongoing monitoring program for riverbank erosion;
- an ongoing willow control program in the Depot historic zone, the staff housing zone and a partial clearing of the cemetery zone;
- introduction of a boardwalk system to minimize permafrost degradation and restrict vehicular access around the site. This system will link the existing boardwalk system, the Depot interpretation boardwalks and an access boardwalk to the campsite on the Game Branch property;
- the development of a comprehensive stabilization strategy for the entire York Factory historic drainage system with a particular emphasis upon the main cross-drain

south of the Depot; and

- the development of a strategy to address the problem of slope failure along the north and south banks of Sloop Creek.



Wild flowers on the site.

REGIONAL INTEGRATION OBJECTIVES

Inherent in this alternative is Parks Canada's intent to maintain a "good neighbour" policy with the Manitoba government, the local native communities and other regional interests. Parks Canada will support:

- ongoing communication and consultation with the York Landing Band who are active at the Ten Shilling Creek goose camp;
- ongoing communication and cooperation with Big Trophy Outfitters which owns the lodge immediately north of York Factory National Historic Site; and
- the hiring of regional companies to perform tasks associated with the site's development and operation whenever possible.

VISITOR SERVICE OBJECTIVES

Parks Canada will provide a modest level of visitor services for the relatively small annual visitation expected at York Factory. Despite the lower level of emphasis upon visitor

services in Alternative One, several on-site projects will be recommended:

- preparation of site orientation information which will include background on visitor facilities, available supplies, transportation opportunities and available means of communication;
- installation of a floating dock system at York Factory;
- provision of emergency food and equipment and emergency shelter.

SITE OPERATION OBJECTIVES

Parks Canada must strive to improve the operation of York Factory to ensure an efficient administrative program, year-round security, and adequate maintenance levels. Recommended projects would include:

- a centralized staff accommodation, maintenance and storage compound;
- a fully equipped workshop to provide ongoing maintenance for the historic resources; and

- an improved internal access and communication system to permit an efficient site operation and a prompt response to any site security problems.



Interior of Depot building - proposed interpretive area.



Remains of the powder magazine.

ALTERNATIVE TWO

"York Factory Becomes a More Accessible Regional Heritage Resource"

Under Alternative Two, York Factory would strive for a higher profile as a visitor attraction. The federal and provincial governments would work together to protect and develop other heritage resources in the region to complement Parks Canada's development at York Factory. The York Factory site development plan would build upon the resource protection level identified in Alternative One to make the historic and archaeological resources more accessible to the visitor.

HISTORIC RESOURCE PROTECTION OBJECTIVES

Alternative Two would mean a higher level of resource development for those site resources with recognized interpretive potential such as the Depot and cemetery. Recommended projects would include:

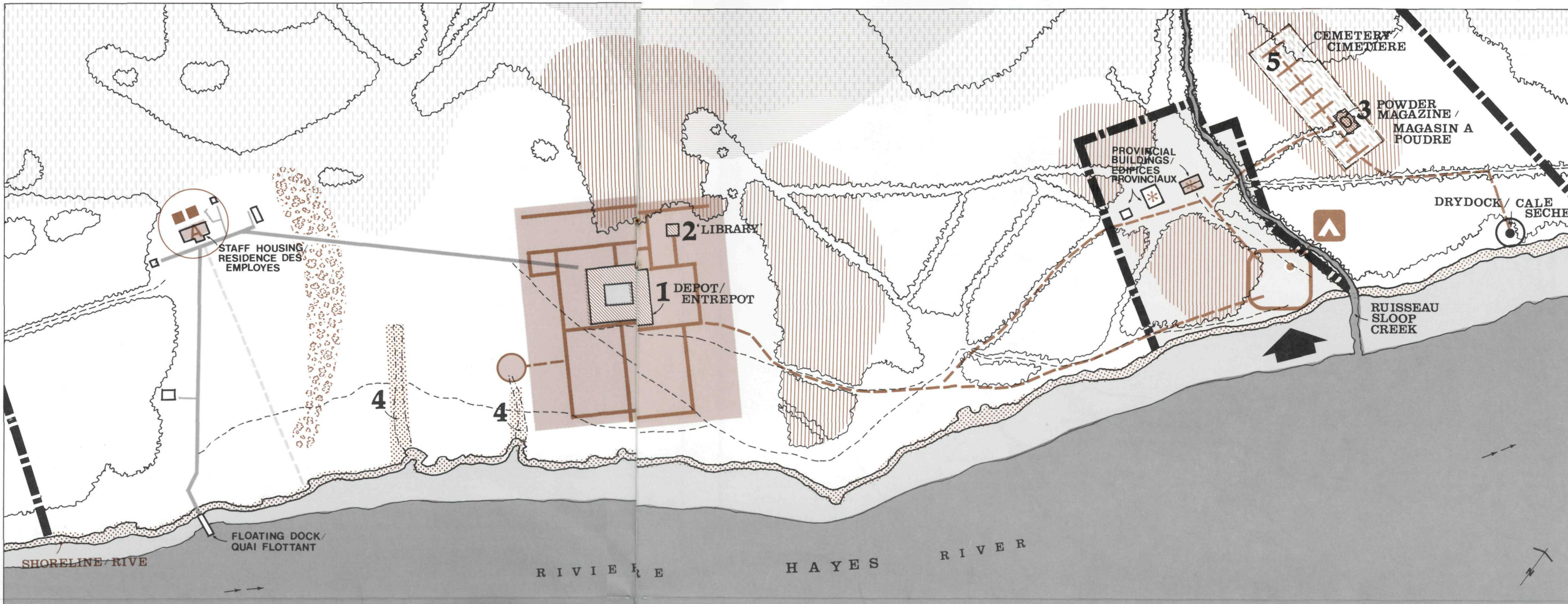
- designation of a test area for monitoring erosion;
- a comprehensive structural rehabilitation of the Depot building to house the site's interpretive program;
- a suitable architectural treatment for the powder magazine;
- a high level of preservation treatment for the surviving resources in the York Factory cemetery;
- allocation of resources to identify and study known archaeological areas where there is poor thematic representation; and
- management of the York Factory artifact collection as a dynamic collection with ongoing potential for research and interpretation.

INTERPRETATION OBJECTIVES

Under Alternative Two, Parks Canada would place a major emphasis upon the development of a comprehensive interpretation program both on and off-site. Recommended projects would include:



Remains of the ice house.



ALTERNATIVE TWO

"THE MORE ACCESSIBLE REGIONAL HERITAGE RESOURCE" OPTION

STRUCTURAL STABILIZATION

- 1 DEPOT - VISITOR ACCESS TO MAIN AND 2nd FLOOR
- 2 LIBRARY - INTERNAL VISITOR ACCESS

STRUCTURAL RESTORATION

- 3 POWDER MAGAZINE

LANDSCAPE STABILIZATION

- 4 SITE DRAINS (COMPREHENSIVE TREATMENT) SHORE LINE

LANDSCAPE RESTORATION

- 5 CEMETERY (incl. RESTORATION OF FENCE)

MAJOR HISTORIC ZONE

- AREA FOR SALVAGE ARCHAEOLOGY

PROV. LAND RECOMMENDED FOR ACQUISITION

MAIN SITE ACCESS POINT FOR VISITORS

RECONSTRUCTION/RESTORATION OF HISTORIC BOARDWALK SYSTEM (WITH GROUND SIGNAGE)

CONSTRUCTION OF NEW CONTEMPORARY BOARDWALK

OUTDOOR EXHIBIT (NATIVE THEME)

BEAVER CONTROL AREA

NEW LANDSCAPE TREATMENT

- SCREENING VEGETATION

WILLOW "CLEAR-OUT" AREAS

CAMPGROUND (LARGE)

STAFF HOUSING/SITE SUPERVISOR ADMIN. CENTRE

SEASONAL STAFF HOUSING

UPGRADING OF STRUCTURE

CONSTRUCTION OF ADDITIONAL STORAGE STRUCTURES

EXTENSIVE EROSION CONTROL - SLOOP CREEK (incl. POTENTIAL "INTERCEPTOR" DRAIN)

LEGEND FOR FEATURES ON AREA OF SITE DEPICTED

LÉGENDE

- SITE BOUNDARY LIMITES DU LIEU
- BOARDWALKS (MODERN) TROTTOIRS EN BOIS
- PATHS PISTES
- VEGETATION VÉGÉTATION
- SWAMPY AREAS MARÉCAGES
- FLOODPLAIN PLAINE INONDABLE
- ERODING SLOPES



- reintroduction of the historic boardwalk and ground signs;
- guided tours upon request;
- production of a self-guided tour and pamphlet of the cemetery area;
- development of a small interpretive display in the Game Branch House;
- production of a high quality slide show focussing on York Factory's history;
- production of a high quality booklet combining the site's extraordinary history with site orientation; and
- production of a major educational extension program.

NATURAL RESOURCE MANAGEMENT OBJECTIVES

Under Alternative Two, management of York Factory's natural resources would be oriented toward a more extensive visitor experience. Every effort would be made to ensure that visitors could make their way to all the site's architectural and archaeological resources. Recommended projects would include:

- an ongoing monitoring program for riverbank erosion;
- an expanded willow control program to correspond with the more comprehensive Interpretation program and visitor circulation;
- expansion of the boardwalk system to link all site areas, including the cemetery and the drydock ruins north of Sloop Creek;
- development of a comprehensive stabilization strategy for the York Factory historic drainage system; and
- development of a strategy to address the problem of slope failure along the north and south banks of Sloop Creek.

REGIONAL INTEGRATION OBJECTIVES

Alternative Two will mean a more visible presence at York Factory National Historic Site as part of a joint federal-provincial effort to protect and interpret regional heritage resources. This higher on-site profile will be an important part of the region's tourism strategy.

VISITOR SERVICE OBJECTIVES

Parks Canada will place a higher priority upon the development and promotion of visitor services available at



Contemporary boardwalk leading to the dock.

York Factory. Important visitor service developments would include:

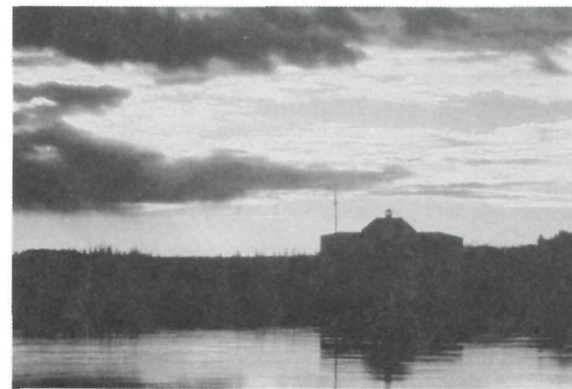
- preparation of a comprehensive information brochure;
- potential access through a local landing strip;
- upgrading of the Game Branch House to serve as a permanent emergency shelter; and
- transportation shuttle service to be operated under contract.

SITE OPERATION OBJECTIVES

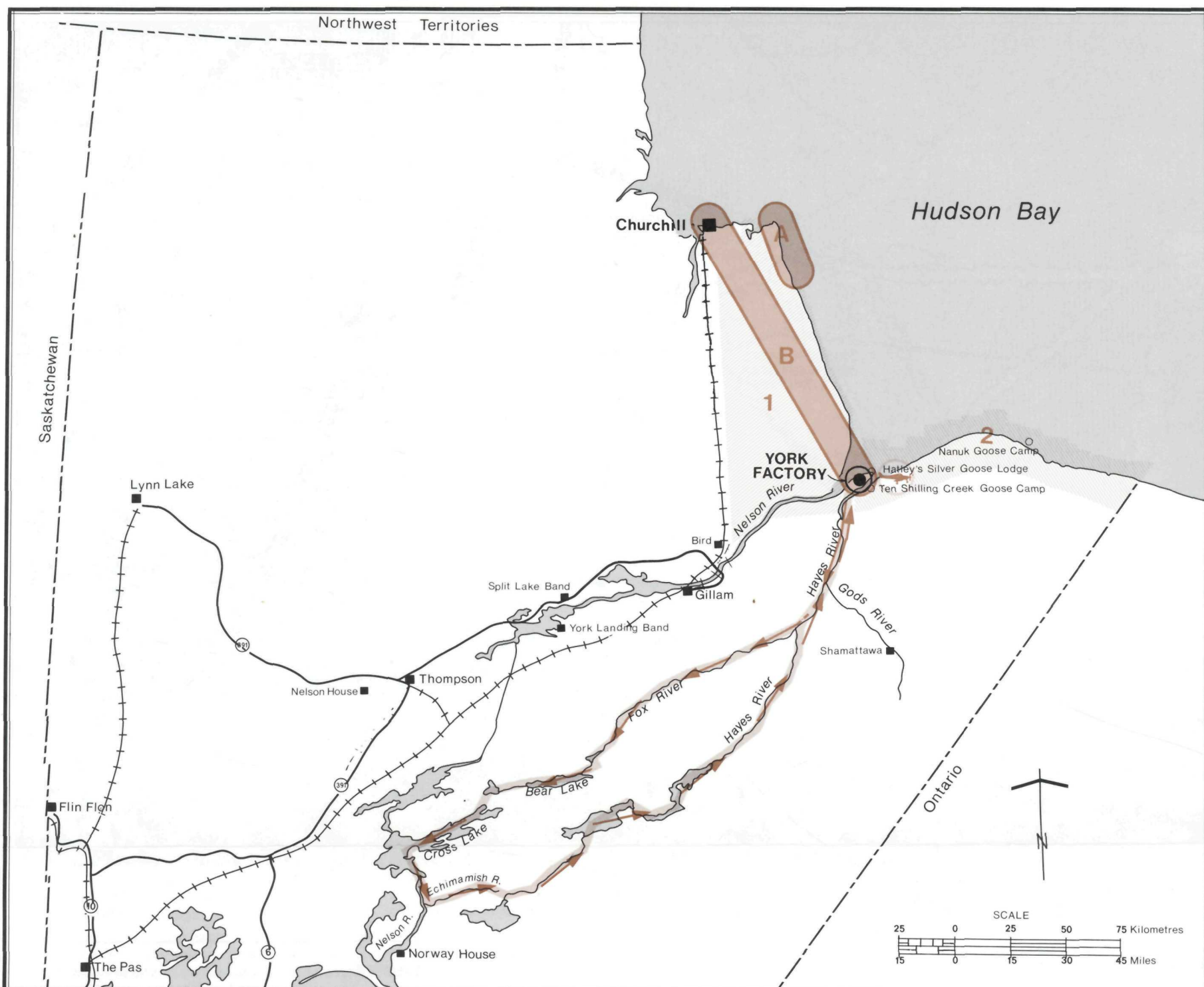
Under Alternative Two, administrative control would continue to reside with the Area Superintendent based in Churchill. While the park would not be open to the public on a year-round basis, security staff would be on duty throughout the year. Parks Canada would also design and implement:

- a small maintenance and storage compound to contain storage and workshop facilities for fuel, equipment and construction materials; and

- an improved internal access and communication system to permit an efficient site operation and a prompt response to any site security problems.



Sunset at the York Factory site.



NORTHERN MANITOBA CO-OPERATIVE INITIATIVES

- ⑥ HIGHWAY
- ++ RAILWAY
- HYDRO DAM

- 1 CAPE CHURCHILL WILDLIFE MANAGEMENT AREA
- 2 CAPE TATNAM WILDLIFE MANAGEMENT AREA
- A CAPE CHURCHILL AREA/POTENTIAL WORLD HERITAGE SITE

- NORWAY HOUSE/YORK FACTORY CO-OPERATIVE HERITAGE AREA
- AIR STRIP FEASIBILITY STUDY
- B CHURCHILL/YORK FACTORY CO-OPERATIVE TOURISM MARKETING
- YORK FACTORY WILDLIFE AND HERITAGE RESOURCES INVENTORIES

WHAT HAPPENS NEXT!

Public meetings to review the plan alternatives for York Factory National Historic Site will be held in various locations in northern Manitoba as well as the city of Winnipeg.

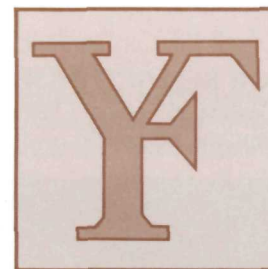
Meanwhile, Parks Canada and the government agencies will endeavour to initiate the necessary feasibility studies in the summer of 1986. We must determine the potential for a cost-shared landing strip at York Factory, the tourism opportunities available in the York Factory area and the potential for a co-operative heritage area extending along the Hayes River from Norway House to York Factory. This information and your involvement will determine the final management plan for York Factory National Historic Site.

If you are not able to attend these meetings, or prefer to make your comments in writing, please complete and mail the postage-paid questionnaire supplied or write to either of the two addresses provided at the end of this section.

It is not too late to add your name to our mailing list. This will ensure that you will receive all future information on the planning program for York Factory. Also, if you would like issues #1, 2 and 3 of the York Factory newsletters, or if you should require any additional information, please contact us at either address below.

Public Liaison Officer
Parks Canada
457 Main Street
Winnipeg, Man.
R3B 3E8
(204) 949-2918

The Superintendent
Manitoba North
(York Factory N.H.S.)
Box 127
Churchill, Manitoba
R0B 0E0
(204) 675-8863



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Canada

HELP US TO PLAN THE FUTURE OF YORK FACTORY NATIONAL HISTORIC SITE

As part of this newsletter, we want to give you the opportunity to express *your* opinions, views and concerns regarding the proposed alternatives for the future management of York Factory National Historic Site. Your response to this questionnaire will help us to choose the best alternative for the historic site.

We look forward to receiving your responses.

COMMON POSITIONS

As outlined in Newsletter #4, Parks Canada has taken a position on several issues of particular importance to York Factory National Historic Site. Please indicate in the space provided any suggestions or concerns you may wish to express with respect to these important issues.

Issue

Your Opinions, Concerns

- Riverbank Erosion

- Game Branch Enclave

- York Factory Cemetery

- Federal-provincial co-operation in the York Factory area

Plan Alternatives

1. Which of the two proposed alternatives do you feel best meets the objectives of the site?

Alternative One ☐

Alternative Two ☐

None ☐

2. a) Please indicate in the space below any changes you feel may be necessary to your preferred alternative.

Element	Are changes required to this element	Describe the type of change required
Historic Resource Protection	☐ Yes	
	☐ No	
Interpretation	☐ Yes	
	☐ No	
Natural Resource Management	☐ Yes	
	☐ No	
Regional Integration	☐ Yes	
	☐ No	
Visitor Services	☐ Yes	
	☐ No	
Site Operations	☐ Yes	
	☐ No	

- [illegible]

We would appreciate *additional* views or concerns you feel should be considered with respect to the York Factory Management Plan:

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