



HERSCHEL ISLAND- QIKIQTARUK TERRITORIAL PARK MANAGEMENT PLAN 2019



Cover Photo: Tomohiro Uemura



Approval Statement

Herschel Island-Qikiqtaruk Territorial Park Management Plan

The initial park management plan for Herschel Island-Qikiqtaruk Territorial Park was prepared by a joint committee made up of Yukon government and Inuvialuit representatives and was approved in 1991. The first review of the plan was conducted and completed by the Parties in 2006.

The second review, completed in 2018, was prepared in a consultative manner with federal and territorial government agencies, the Inuvialuit Game Council, the Aklavik Hunters and Trappers Committee and the Wildlife Management Advisory Council (North Slope). Consultation with public and interest groups also occurred during the review process.

This reviewed plan addresses the feedback received during the review and consultation and takes a broad integrated management approach.

On behalf of the Inuvialuit and their representatives, the Wildlife Management Advisory Council (North Slope) as represented by Lindsay Staples, Chair of WMAC (NS) recommends the Herschel Island-Qikiqtaruk Territorial Park Management Plan to the Minister of Environment.

Approved on behalf of the Yukon government by Pauline Frost, Minister of Environment:



Pauline Frost, Minister of Environment

05 08 19

Date



Honorable Pauline Frost, Minister of Environment
Government of Yukon
Box 2703 (V-3A)
Whitehorse, Yukon, Y1A 2C6

August 29, 2018

Re: Herschel Island-Qikiqtaruk Territorial Park Management Plan

Dear Minister Frost:

The Wildlife Management Advisory Council–North Slope (WMAC-NS) is pleased to recommend the Herschel Island-Qikiqtaruk Park Management Plan (2018) to you for your acceptance.

Herschel Island - Qikiqtaruk Territorial Park was the first park in the Yukon established under a comprehensive land claim agreement. The Inuvialuit Final Agreement (1984) established a cooperative management regime for the Park that is reflected in this management plan. The Wildlife Management Advisory Council (North Slope) recommends this new revised plan under our authorities outlined in section 12(9) of the Inuvialuit Final Agreement.

The plan's revised goals and objectives builds on and further develops the strong relationship between the Inuvialuit Final Agreement and the Yukon Government. It gives recognition to the longstanding dependence and the rights of the Inuvialuit to use, manage, and benefit from the Park's resources. In particular, WMAC-NS is encouraged by the plan's increased emphasis on Inuvialuit participation in the planning and long-term management of heritage resources within the park and the opportunities for local economic benefit that can be realized through these activities.

Cooperative management arrangements with other relevant agencies are important element of this plan. Yukon Parks and Heritage Branch officials have demonstrated their commitment to these arrangements throughout the planning process. The same cooperation will be vital to the successful implementation of the plan's objectives. A commitment to annual reporting and regular communications between all Yukon Government departments with management responsibilities and relevant Inuvialuit organizations, including WMAC-NS, IGC and IRC will ensure park management is responsive to issues and challenges associated with environmental, social and economic changes in the region. It will also support ongoing discussions on optimizing the economic benefits associated with the establishment of the park.

The 2018 Herschel Island–Qikiqtaruk Territorial Park Management Plan is an important element of a comprehensive conservation regime for the entire Yukon North Slope and we are pleased to endorse it.

Sincerely,

A handwritten signature in black ink that reads "Lindsay Staples". The signature is written in a cursive, flowing style.

Lindsay Staples, Chair

EXECUTIVE SUMMARY

This updated park management plan was prepared by a joint committee of the Government of Yukon and Inuvialuit representatives. The original park management plan was approved in 1991, and a subsequent plan review and update occurred in 2006.

This plan is consistent with the *Inuvialuit Final Agreement (IFA)*, the *Parks and Land Certainty Act*, the *Historic Resources Act* and the *Herschel Island Park Regulations*. The plan commits to long-standing management priorities for the park, and introduces new considerations that have arisen over the past ten years.

This plan focuses on a series of management goals and commits to a number of management actions in the following areas:

- Ecosystems, Wildlife, and Biodiversity
- Heritage and Culture
- Visitor Use
- Economic Benefits

The language of the park vision and management goals has been updated but the messages remain intact from the previous editions of the management plans. Things change. A shifting physical, economic and cultural landscape prompted a need to update the plan. The notion of change is a common theme throughout the plan. While previous plans focused on specific operational goals, this plan has taken a more strategic approach by identifying broad management goals and actions. The operational goals and actions that are necessary to fulfill those broader management goals will be part of an annual work plan that will be reviewed by the managers and staff.

Whether addressing the effects of climate change, or a surge in cruise ship traffic – or some unforeseen management issue that arises – the expectation is that this management plan will provide the necessary guidance for park managers to find and take the appropriate action.

ACKNOWLEDGEMENTS

Yukon Parks would like to thank the following people and organizations for their participation, hard work, and commitment:

Herschel Island-Qikiqtaruk Management Plan Review Committee:

- Michelle Gruben (Aklavik Community Corporation)
- Carrie Mierau (Yukon Government, Department of Environment)
- Kelly Milner (Wildlife Management Advisory Council (North Slope))
- Brent Riley (Yukon Government, Department of Tourism and Culture)
- Billy Storr (Aklavik Hunters and Trappers Committee)
- Richard Gordon (Yukon Parks), advisor to the Committee

Gillian McKee (Yukon Parks), Park Planner

Brian Johnston (Yukon Parks), Park Planner

Aklavik Hunters and Trappers Committee

Aklavik Community Corporation

Aklavik Elders' Council

Community of Aklavik

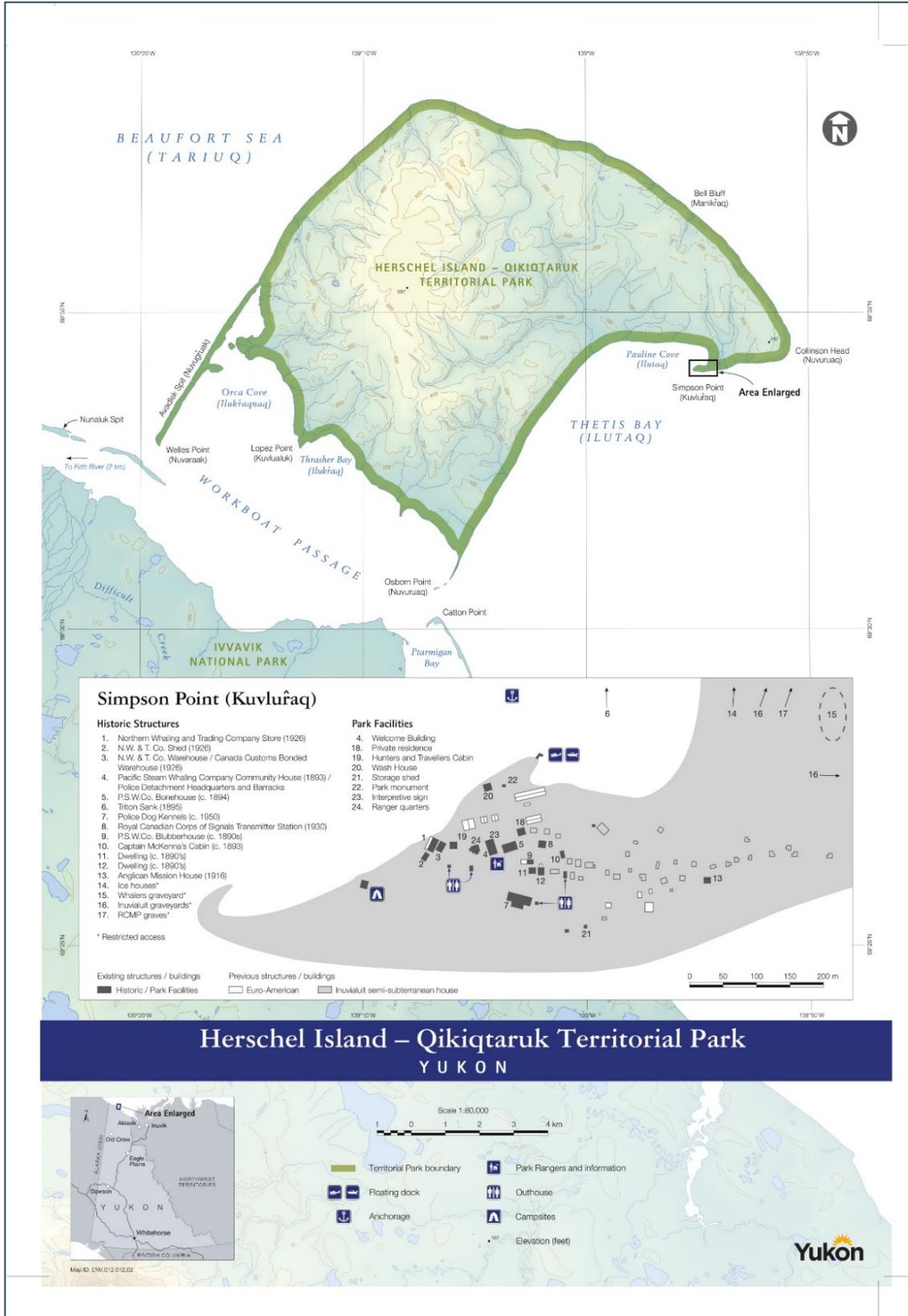
Community of Inuvik

Wildlife Management Advisory Council (North Slope)

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Map 1. Herschel Island-Qikiqtaruk Territorial Park





Aerial view of Simpson Point. YG

SECTION 1: VISION

1.0 Vision

Herschel Island-Qikiqtaruk is a place of traditional use, connection to the land, and where knowledge is shared with future generations. As a unique Arctic island, Herschel Island-Qikiqtaruk Territorial Park has a special role as a gathering place where Inuvialuit welcome and benefit from visitors experiencing, learning about and celebrating the island and its cultural and natural history. Those who manage and take care of the island work together to fulfill the Elders' vision of Qikiqtaruk as a park to protect and sustain the ecological integrity and heritage values for generations to come.

SECTION 2: BACKGROUND AND CONTEXT

2.0 Park Establishment and Designation

Herschel Island-Qikiqtaruk Territorial Park is a legacy of the *Western Arctic Claim: Inuvialuit Final Agreement* (IFA) of 1984, between the Inuvialuit and the Government of Canada. Upon ratification of the IFA, it was agreed that Herschel Island-Qikiqtaruk would be established as a Yukon Territorial Park in accordance with the IFA and its guiding principles for wilderness and heritage conservation. In order to facilitate the creation of the park, control and administration of lands were transferred to the Government of Yukon on January 31, 1985. The island was withdrawn from disposition under the *Territorial Lands (Yukon) Act* and staking through Order-in-Council 2003/146 under the *Placer Mining Act*. The historic buildings were transferred to the Government of Yukon from Parks Canada in 1983. On July 30, 1987, Herschel Island-Qikiqtaruk was established as a territorial park with the



Young porcupine caribou on the summer tundra. YG

classification of "Nature Preserve" through Order-in-Council 1987/148. Subsequently, under the *Parks and Land Certainty Act* (PLCA, 2002), the park has been designated as a "Natural Environment Park", consistent with the requirements of the IFA.

Under the *Parks and Land Certainty Act*, a "Natural Environment Park" means, "a park established to protect

representative or unique landscapes that display ecological characteristics or features of one or more of the Yukon ecoregions". This designation allows for traditional Aboriginal use and protection of the park's resources in accordance with the underlying principles of the IFA. If any inconsistencies or conflicts over management occur with regards to the PLCA and the IFA, the IFA prevails. For all references in the IFA that pertain to Herschel Island-Qikiqtaruk Territorial Park, see Appendix 1.

In 1972 the Historic Sites and Monuments Board of Canada recommended commemoration of the site as a National Historic Event. In 1988 a plaque was erected at the head of Pauline Cove that recognizes the intercultural contact at Herschel Island, the whaling industry in the Western Arctic, and Canadian sovereignty in the Western Arctic as events of national historic significance.

History of Park Establishment and Planning

- 1984:** IFA provides for the establishment of Herschel Island-Qikiqtaruk as a territorial park.
- 1987:** Park established as a Nature Preserve under the Government of Yukon's *Parks Act*.
- 1990:** *Herschel Island Park Regulations* establish the management regime of park permits with terms and conditions to manage park use.
- 1991:** First Herschel Island-Qikiqtaruk Territorial Park Management Plan completed.
- 1996:** The amended *Historic Resources Act* applies to protection of historic sites, historic objects and human remains within a park.
- 2002:** Government of Yukon *Parks and Lands Certainty Act* – the park receives "natural environment park" designation with the purpose being "to establish the park in accordance with the *Inuvialuit Final Agreement*."
- 2002:** A Herschel Island-Qikiqtaruk Territorial Park vision statement is drafted by a joint committee
- 2006:** Revised Herschel Island-Qikiqtaruk Territorial Park Management Plan is completed. The *Parks and Land Certainty Act* requires a review of the management plan within ten years.
- 2016:** Review of 2006 Herschel Island-Qikiqtaruk Territorial Park Management Plan is initiated.

3.0 Planning Context

This park management plan has been prepared through a collaborative process between Yukon Parks (Department of Environment) and the Wildlife Management Advisory Council (North Slope) [WMAC(NS)], which is made up of Inuvialuit, Government of Yukon, and Government of Canada representatives. The Committee that prepared this plan has representatives from Yukon Parks, WMAC(NS), Aklavik Hunters and Trappers Committee, Aklavik Community Corporation, and Yukon Historic Sites (Yukon Department of Tourism and Culture).

This revised management plan builds on the experience of thirty years of park operations at Herschel Island-Qikiqtaruk Territorial Park as well as decades of scientific, historical and traditional knowledge research, and looks forward to the next ten years and beyond.

The plan provides a broad vision and guidelines to managers and operational staff so that they can focus on management priorities.

Yukon Parks also commits to developing an internal Herschel Island-Qikiqtaruk Implementation Plan that will provide specific direction to park managers and staff at an operational level. In combination with the park management plan, the implementation plan and the park regulations, successful implementation of this management plan will require collaboration with partners and stakeholders.



Community Building at Pauline Cove. YG

4.0 Park Management Principles

Herschel Island-Qikiqtaruk is a component of the broader Yukon North Slope that was established under the IFA as “a special conservation regime whose dominant purpose is the conservation of wildlife, habitat and traditional native use.” [s.12.(2)] Conservation of these values outlined in the IFA is the primary management objective of this park. The IFA states that the park’s two zones – Wildland and Special Feature-Heritage – are to be “protected in a manner no less stringent” [s.12.18] than a national park and a national historic site, respectively.

Yukon government strives to protect unique natural and cultural resources while optimizing visitor experiences and fostering local social and economic benefits, consistent with the park’s mandate. The following principles will guide management of the park:

Collaborative management

Yukon Parks will continue to build strong relationships with Wildlife Management Advisory Council (North Slope), Inuvialuit organizations, communities of the Inuvialuit Settlement Region (ISR), and other departments and organizations that have a role and interest in the park. The Cultural Services Branch of Yukon Tourism and Culture is responsible for managing heritage resources and historical interpretation of the area. Effective management can be achieved by seeking out and developing partnerships, exchanging ideas, working together, and taking advantage of opportunities with local and regional organizations who share interests in the park.

Informed management

Park management will be informed by scientific and traditional knowledge and values. Accessing all available sources of knowledge contributes to a better understanding and broader perspective of the social, cultural, economic and environmental values and risks that affect park management.

Manage for change

Park managers recognize that the park is subject to a variety of internal and external forces of change¹ that encompass climatic, socio-economic, geomorphological and biophysical factors. Yukon Parks will strive to understand, anticipate, adapt and respond to these changes.

Partnerships

Park managers will seek out and develop partnerships to communicate, work together, and take advantage of opportunities with local and regional organizations and others who share common interests that align with the park vision.

¹ Internal change might include such things as the impacts of visitation or park operations, and an example of external change would be climate change.

5.0 A Place in Transition



Cruise ship passengers visiting Pauline Cove. Tomohiro Uemura

Herschel Island-Qikiqtaruk is part of a complex and dynamic environment. Management requires flexibility to respond both to current and continually changing conditions, as well as unanticipated issues, and stressors.

People have always had to respond to change. Herschel Island-Qikiqtaruk is a place that faces frequent change –

physically, culturally and economically. Historically, the changes to the island have been fairly gradual and subtle. However, as the northern climate warms, the physical changes to the island are happening at an unprecedented rate. Climate change is shifting the ecological forces that shape the island.

Weather is different now and the land has changed a lot. There is more slumping of the coast and it is eroding into the ocean. The harbours and land spits change every year. In the last 10 years, things are changing really rapidly. The weather is more extreme and unpredictable. East wind is unusual but it happens all the time now. We can't plan our trips anymore. We just have to travel when conditions are right – often in the middle of the night. And we are seeing plants we have never seen before and others are disappearing. (Danny C. Gordon. July 27, 2011. Pg. xiii in Burn 2012²)

The effects of climate change on the island include a loss of sea ice, longer ice-free seasons, thawing permafrost, increased storm frequency and intensity, and warmer summers, and shifting vegetation communities. Inuvialuit have recognized and experienced this change and its impacts on their traditional activities. Wildlife populations have altered their ranges with shifts in habitat and Inuvialuit harvesters have adjusted their harvest patterns. Travel is more uncertain and carries greater risk, particularly on the open ocean.

The Herschel Island–Qikiqtaruk ecological monitoring program, lead by Yukon Parks, has tracked changes in wildlife, vegetation, and landforms over the past 30 years. The combined traditional and scientific knowledge that has been recorded has helped managers to look forward and adapt in ways that are suited to the unique character of Herschel Island-Qikiqtaruk Territorial Park.

² Burn, Chris (ed.). 2012. *Herschel Island Qikiqtaryuk: A natural and cultural history of Yukon's Arctic Island*. Wildlife Management Advisory Council (North Slope). Whitehorse, YT.

Park visitation has also changed over the past ten years (see Appendix 2) and can fluctuate from year to year, depending on economic and climatic factors. Visitor use is concentrated at the historic settlement area and park operations centre at Pauline Cove/Ilutaq. While the annual number of visitors is fairly consistent, the type of visitor has changed.

Of concern is the notable decline in visitation by Inuvialuit and Inupiat. Visitation patterns have also shifted from independent travellers and small tour groups mainly accessing the island by air, to transportation in larger groups arriving by cruise ships, and small groups or individuals in private vessels. The cruise ship visits, in particular, are short but account for large numbers of visitors (77 to 230 passengers per vessel) over a few days rather than spread over the season. Cruise ship traffic varies from one to three ships a season, sometimes arriving after the typical operating season of the park. Other park visitors include commercial tours, independent travellers, researchers, government staff and tourists who are part of private and commercially guided rafting trips in Ivvavik National Park.

With the completion of the all-season road to Tuktoyaktuk and the accessibility from ice-free summers allowing year-round marine traffic through the Northwest Passage, the future will bring many changes to Inuvialuit communities and possibly to Herschel Island-Qikiqtaruk Territorial Park.



Flooding in Pauline Cove. YG

6.0 Park Environment

Herschel Island-Qikiqtaruk is an arctic island that is 116 square kilometres, low-lying, and treeless. Its surrounding waters support healthy, abundant and diverse wildlife populations for an arctic environment, including a large number of migratory birds. The island lies about three kilometres off the Yukon north coast, separated from Ivvavik National Park by Workboat Passage.



Cinquefoil and lupine. YG

Herschel Island-Qikiqtaruk is in a largely natural and undeveloped state. The island is part of the Yukon Coastal Plain ecoregion in the Southern Arctic ecozone. It has an arctic climate with snow cover normally from September to June. Permafrost underlies all of the island. The tundra environment has low temperatures, short growing season, and low arctic vegetation, with willow as its tallest plants.

Vegetation on the island is diverse and abundant with species that occur throughout the Yukon as well as species that occur only in the Arctic. Some species have limited range in Canada, some are found only on the shore of the western Arctic, and some are found only in Beringia – the parts of Yukon, Alaska, and Siberia that remained ice-free during the last Ice Age.

Wildlife on the island include caribou, muskox, polar bear, grizzly bear as well as most other species found along the North Slope. Most of the marine mammal

species of the Beaufort Sea are found in nearby waters, such as bowhead and beluga whales, seals, and occasionally walrus.

Herschel Island-Qikiqtaruk provides a variety of habitats for a diverse number of bird species. Spring bird migration begins in April, followed by a short summer nesting season and ends with fall migration in August.

For some species, Herschel Island-Qikiqtaruk is a destination breeding habitat. For migratory birds, it is a critical resting and feeding place. Birds use the ponds and marshes that open in early spring for feeding, and the beaches, spits, tussocks, and dense shrubby areas for



A pair of Black Guillemots at their nest box on the historic Anglican Mission House. YG

nesting. A colony of Black Guillemot nest in the nest boxes and cavities at the historic Anglican Mission House. As a seabird, Black Guillemots are part of the interconnection between the island's terrestrial and marine ecosystems. A number of species of conservation concern with declining populations, such as American Golden-Plover and Short-eared Owl, occur on Herschel Island-Qikiqtaruk as breeders and migrants. For these species, the island plays a part in supporting their continent-wide conservation.

The combined land and marine environment of the island, with its upwelling ocean waters, provide a concentration of resources that sustain Inuvialuit traditional use. In the past, the seasonal and traditional harvest of Bearded and Ringed seals, Bowhead, Beluga whales, caribou, fish and birds allowed for year-round permanent habitation along the coast. Since their move into the Mackenzie Delta communities, Inuvialuit continue to harvest seasonally along the coast. Summer is time for fishing and hunting whales. Caribou are hunted during spring and fall migrations. The seasonal harvest also includes hunting of Polar bears, seals, and birds, fishing, and berry picking.

The fossil fauna of Herschel Island-Qikiqtaruk represents a diversity of land and marine mammals, some dating back 40,000 years. They are found along the beaches as well as inland where they have been exposed to melting permafrost. These valuable remnants of history provide insights into the island's ancient past.

7.0 Human Presence

The earliest known human presence on the Yukon North Slope dates back to Pleistocene times – roughly 9000 years ago – at Engigstciak on the Firth River; not far from Qikiqtaruk. The first documented settlement on Qikiqtaruk was at a site along the shore near Pauline Cove/Ilutaq. It was occupied for several centuries by the Thule cultures, beginning around 1200 A.D. and continued to at least 1600 A.D. Other known settlements were located at Avadlek Spit/Nuvugruak and Osborn Point/Nuvuruq. People have lived here for so long that the Nuvuratmiut “people of the point of land” became the Qikiqtarmiut “people of the island” once the land bridge disappeared. To this day, the people continue to watch the ocean shaping the island.

The best preserved dwelling that has been excavated was from 1750 A.D., prior to Europeans arriving in the region. Qikiqtaruk and the coast of the Yukon North Slope were important centres for the Inuvialuit, primarily for hunting Bowhead whales.

When Sir John Franklin arrived in 1826, the first time the Inuvialuit met Europeans, the Qikiqtarmiut had three camps on the island. Early contact with Europeans had a devastating effect on the Inuvialuit when their population was reduced by an estimated ninety percent by the early 1900s, due to the rapid spread of disease – primarily influenza. American whalers settled and wintered at Herschel Island-Qikiqtaruk from 1890 to 1912. Anglican missionaries arrived in 1893. Travel, trade and subsistence patterns changed among the Inuvialuit during this period, as they traded with the whalers, and as that industry declined, Inuvialuit began trapping and trading furs in 1912 with the Hudson's Bay Company trading post, and with independent traders and other companies. The American whaling period influenced Inuvialuit hunting techniques, technological adoption, and possibly the population abundance of certain species.

In response to the rapid cultural changes – and as a mark of Canadian sovereignty – a North-West Mounted Police detachment was first established in 1903 and remained until 1931 under the Royal Canadian Mounted Police, re-established after World War II, then closed in 1964.

With the boom in the fur trade after World War I, it was a time of prosperity for many Inuvialuit. In Aklavik alone, the Inuvialuit trappers had accumulated a fleet of 39 schooners and 28 whale boats. Although Qikiqtaruk was not at the hub of the fur trade, it still played an active part with the establishment of the Hudson's Bay Company Trading Post at Pauline Cove/Ilutaq in 1915. It was a vibrant gathering place for the Inuvialuit and traders during this period.



"Eskimo Schooners from Banks Is. and Mackenzie Delta at Pauline Cove, 1930." View of warehouse and fuel drums. Yukon Archives / R.Finnie

The heritage values of Herschel Island-Qikiqtaruk are embodied in the landscape, buildings and artifacts on Simpson Point/Kuvuluraq and represent the commercial whaling and trading economies, Anglican Church and mission, Inuvialuit subterranean houses, law and order and Canadian sovereignty in the North. The North-West Mounted Police were the sole representative of the federal government until the military arrived in 1930 bringing improved communications systems to the area. These spaces also provided a place for people to live and socialize in and illustrate the adaptability of the structures and local ingenuity through their continued reuse and alteration. *(For a complete inventory and description of the historic buildings at Pauline Cove, see Appendix 3.)*

As fur markets declined and the economic focus shifted to the Mackenzie Delta, the Herschel Island mission closed in 1920, the trading post closed in 1938 and most Inuvialuit settled year round in the communities of the Mackenzie Delta. Historic burial sites are located near Pauline Cove/Ilutaq, containing the remains of Inuvialuit, whalers, and NWMP members.



Elizabeth Mackenzie and Jonah Brower prepare fish. YG

Today, the Inuvialuit maintain a profound attachment to the land as shown by their place names and the stories associated with them and their continued travel and harvesting along the coast.

The Historic Sites and Monuments Board of Canada designated three events at Herschel Island-

Qikiqtaruk as nationally significant: 1) representation of Canadian sovereignty in the Western Arctic, 2) the whaling industry in the Western Arctic, and 3) intercultural contact. This designation carries no legal protection for the site, but it brings increased awareness and recognition of its national historic significance.

Herschel Island-Qikiqtaruk Territorial Park is included in the Ivvavik/Vuntut/Herschel Island-Qikiqtaruk site on Canada's Tentative List for United Nations Educational, Scientific and Cultural Organization (UNESCO) World Heritage sites. The Tentative List is an inventory of Canadian natural and cultural heritage properties with strong potential to be inscribed as a World Heritage Site. Inscription on the World Heritage List is the highest recognition for a protected heritage area in the world.

Up until the late 1970s, an Inuvialuit family lived year-round at Pauline Cove/Ilutaq. They continued as summer residents at Qikiqtaruk until 2012. With the seasonal harvesting cycles, Inuvialuit continue to gather there and Qikiqtaruk remains an important social setting for Inuvialuit of all ages, where elders and youth connect with the past, share knowledge and practise traditions.

8.0 Inventory, Monitoring and Research

The Herschel Island-Qikiqtaruk Inventory, Monitoring, and Research (IMR) Program – coordinated and implemented by Yukon Parks – consists of a suite of related projects (Appendix 4) that tracks ecological change, and monitors the integrity of the park ecosystem (Yukon Parks, 2017). The involvement of Herschel Island rangers in partnership with independent researchers and institutions ensures standardized data collection, and responds to emerging threats and stressors. The program is prioritized with rationales for each project detailed in the IMR manual (Yukon Parks, 2017) which is then evaluated and updated annually and shared with managers and WMAC(NS). The program provides essential information and interpretation of results to park managers, WMAC(NS), the Inuvialuit Game Council, community members, and the broader scientific community. The results and data are shared annually through reports, presentations, workshops, conferences, posters, and web-based formats, as well as online and open-source

databases. Key results and reports are presented annually to WMAC(NS) and Inuvialuit Game Council at their fall meetings.

The IMR program complements other conservation-based initiatives for the Inuvialuit Settlement Region (ISR), in particular the Yukon North Slope Wildlife Conservation and Management Plan (WMAC(NS), 2003), the ISR Community-based



Park Rangers Ricky Joe and Sam McLeod recording data for DFO. YG

Monitoring Program, and Ivvavik National Park ecological integrity monitoring. It contributes to national programs, such as the Canadian Tundra and Taiga Experiment, Committee on the Status of Endangered Wildlife in Canada (COSEWIC) species at risk status assessments (e.g. Red-necked Phalarope), and new research on ecological change on the Yukon North Slope. The program provides a better understanding of ecosystem function and climate change impacts at Herschel Island-Qikiqtaruk and across the Beaufort Sea region.

Herschel Island-Qikiqtaruk hosts independent researchers from universities, institutions, and organizations from Yukon, and around the world. Initiatives include short-term projects and long-term collaborations between research teams and Yukon Parks. All independent research on the island requires a Yukon Park Permit and a Scientists and Explorers Licence which are the mechanisms to protect park values, minimize potential impacts, and evaluate the potential contribution of research to park management goals. The level of support and resources provided by Yukon Parks to researchers is prioritized based on the alignment of their research to the IMR Program and park management goals. Currently, Yukon Parks is collaborating on long-term research investigating permafrost, coastal erosion, habitat and vegetation change, and wildlife populations. Together with the IMR Program, this significant in-depth and long-term body of knowledge inform both park management as well as broader regional and international understanding of the ecosystems that connect Herschel Island-Qikiqtaruk to the North Slope, Beaufort Sea, and circumpolar Arctic.

Inuvialuit traditional knowledge, gained from multi-generational experience on the land, is a key component to maintaining both ecological and cultural integrity. It is a significant benefit to park management that the Herschel Island-Qikiqtaruk park rangers, who are themselves Inuvialuit, bring their culture and teachings from elders, along with their expertise as park rangers to their duties. Yukon Parks staff continue to consult with Inuvialuit elders to gain greater understanding of the local environment and history. In this way, Inuvialuit traditional knowledge is directly integrated into park management. Further, Yukon Parks connects

directly with Inuvialuit culture and traditional knowledge through their cooperative management relationship with WMAC(NS).

9.0 Access and Visitation

The island is accessible by boat, snowmobile, and air. The nearest communities to the island are Kaktovik, Alaska (180 km northwest), Aklavik, Northwest Territories (NWT) (215 km southeast), and Old Crow, Yukon (200 km south). Most flights originate from Inuvik, NWT (250 km southeast). The majority of Inuvialuit who frequent the island reside in Aklavik, NWT. The international border between Yukon and Alaska, USA is 70 kilometres to the west. Families from Alaska maintain strong family ties with Inuvialuit communities of the settlement region.

There is a portion of the beach adjacent to the Anglican Mission House that is used as a landing strip by tundra tire-equipped aircraft. Most airplane traffic is to support of park operations and, to a lesser extent, park visitors (Appendix 2). The condition of the strip is variable and unreliable, depending on ground water, sea levels and storm-deposited debris on the strip. When the landing strip is unusable, the park relies on helicopter charters or floatplanes for transporting staff and supplies, which raises costs substantially. All aircraft landings and commercial tour operations on Herschel Island require a Park Use Permit.

There are no other landing strips on the island, and fixed-wing aircraft are not permitted to land in the Wildland Zone. A Park Use Permit is also required when landing a helicopter. The permit specifies the appropriate conditions to ensure that the parklands and wildlife are protected to the greatest extent possible.

Inuvialuit visitors from Mackenzie Delta and Inupiaq from Kaktovik, Alaska often travel to the park by motorboat, while making additional stops at whaling and fishing camps along the coast of the North Slope. Such journeys can be risky, due to storms and ice conditions, and fuel costs can also be a limiting factor.

Private sailing vessels, piloted by people of all nationalities, make up a small but growing portion of the visitors to the park.

Inuvialuit hunters and travellers journey to Herschel Island-Qikiqtaruk by snowmobile through the winter – when the island is barely discernable on the frozen landscape. Occasionally, commercial operators guide clients by dog team to the island in early spring.

The number of cruise ships over the past 12 years represents a small proportion (3%) of the traffic to the island (when measured as the type of transportation used). However, cruise ship passengers account for the majority of individual visitors to the island (55%). Cruise ship passengers spend much less time in the park than researchers, government staff, and Inuvialuit travellers: typically a couple of hours versus several days at a time.

With a rapidly warming climate, the rising temperatures bring early thaws and longer seasons of open water. This increases the likelihood that marine traffic to Herschel Island-Qikiqtaruk will increase over the next ten years. This may impact park operations.



MV Bremen off the shore of Pauline Cove. YG

Table 1, below, illustrates the types of transportation methods and the proportion of people associated with those various means of access. Appendix 2 provides more detail regarding visitation patterns.

Table 1. Method of travel and proportion of visitors: 2005-2016

METHOD OF TRAVEL	# OF VISITS		# OF VISITORS	
	#	%	#	%
Plane	260	44%	1116	20%
Boat	205	35%	1111	20%
Helicopter	65	11%	180	3%
Snowmobile	38	6%	117	2%
Cruise Ship	22	4%	3163	55%
TOTAL	590		5687	

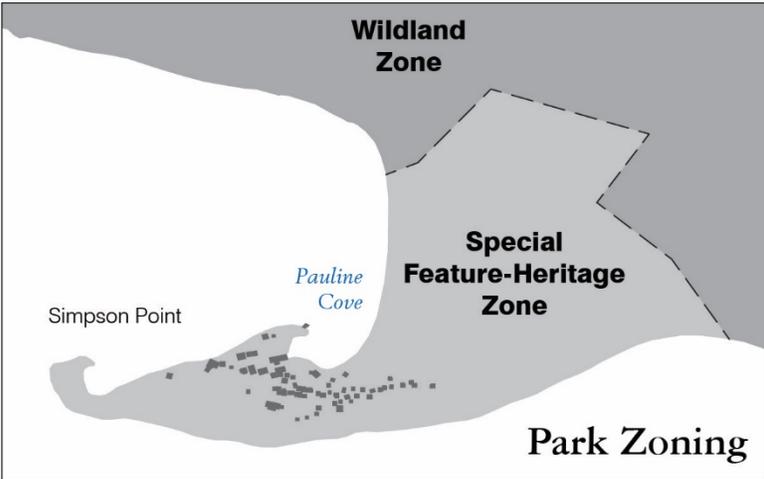
10.0 Park Zoning

The *Inuvialuit Final Agreement* sets out two distinct geographic areas of the park: a) lands adjacent to Pauline Cove/Ilutaq, and b) the rest of the island. For lands adjacent to Pauline Cove/Ilutaq, the IFA states “the historic resources shall be protected in a manner no less stringent than that of a regime of a National Historic Park as set out in the *National Parks Act*”. [s. 12.18]

For the remaining lands of the park, the IFA states “the park regime on Herschel Island shall be no less stringent than that of the National Park pursuant to subsections (5) to (13). [s.12.17]

Based on the zoning categories in Yukon Parks’ *Parks and Outdoor Recreation Policy 1991*, the following two zones define Herschel Island-Qikiqtaruk Territorial Park (see Map 2):

Map 2. Zoning



Special Feature - Heritage Zone

- Geographic Area: Lands adjacent to Pauline Cove/Ilutaq.
- Management Focus: Preserve and protect significant natural and heritage resources, features and processes, and where appropriate, interpret the historic and cultural values to the public. Provide opportunities for Inuvialuit participation, exchange of information and use.
- Activities Allowed: Park operations, traditional harvesting, natural and historic appreciation, interpretation, heritage conservation, educational services and scientific research.
- Developments Allowed: Park operations centre, interpretive signage and exhibits, including but not limited to trails and displays.

Specific Conditions: The use of firearms is not permitted in this zone during the park operating season. The Heritage Zone is managed according to the *Standards and Guidelines for the Conservation of Historic Place in Canada*, Yukon's *Historic Resources Act*, *Archaeological Sites Regulations*, and Inuvialuit values and use.

Wildland Zone

Geographic Area: Herschel Island-Qikiqtaruk, excluding lands adjacent to Pauline Cove/Illutaq.

Management Focus: Preserve an undisturbed natural landscape, and to offer backcountry experiences in a pristine environment.

Activities Allowed: Wilderness recreation involving non-motorized activities with controlled access – including scientific research, hiking, camping, indigenous subsistence hunting and fishing. As per the Yukon hunting regulations, Herschel Island-Qikiqtaruk is closed to licensed hunting; Inuvialuit beneficiaries have the exclusive right to hunt within the park.

Developments Allowed: Minimal improvements at designated access points on the periphery, for information, safety and/or interpretation purposes only. No facility development in the interior of the zone; users must be self-sufficient.

Specific Conditions: Fixed-wing aircraft are not permitted to land in this zone. Helicopter landings in this zone require a park permit.

Both zones in the park are also subject to a variety of legislation, including the *Parks and Land Certainty Act* (PLCA), and the *Historic Resources Act* (HRA). The PLCA and HRA apply to historic, archaeological and palaeontological resources anywhere in the park. Activities, such as research and education, land use, commercial recreation, and commercial filming and photography are regulated throughout the park by *Herschel Island Park Regulations* and require park use permits issued by Yukon Parks.

SECTION 3: GOALS AND MANAGEMENT ACTIONS

This park management plan sets out a broad description of the role of the park (the “Vision”), and identifies a number of common guidelines that set the framework for management (the “Principles”). This section of the plan describes more specifically *what* can be achieved (the “Goals”) and *how* to attain them (the “Management Actions”).

Over the life of this plan, management of the park will be guided by the management goals and implemented through the associated management actions, subject to available funds and management priorities of the parties.

Management goals include ecological and cultural integrity, conservation of ecological and heritage resource values and safety of staff, Inuvialuit and visitors are all independently identified as management goals in this plan. These goals provide the lens through which all management actions are developed.

The plan is organized into four categories, each with its specific goals and management actions:

- 1) Ecosystems, wildlife and biodiversity;
- 2) Heritage and culture;
- 3) Visitor use; and
- 4) Economic benefits

11.0 Ecosystems, Wildlife, and Biodiversity

The maintenance of ecological integrity through the conservation of ecosystems, wildlife, and biodiversity, integrated with traditional use, is one of the two key management goals for Herschel Island-Qikiqtaruk Territorial Park under the *Inuvialuit Final Agreement* (IFA) – and the other key goal being heritage resources.

Further, the role of territorial parks under the PLCA is to safeguard biodiversity and important ecological processes. Traditional and scientific knowledge contribute in complementary ways to achieving these conservation goals.

Key stressors that have been identified as having potential to impact Herschel Island-Qikiqtaruk ecological and cultural integrity include: climate change and associated changing natural processes, human use (e.g. visitation), park management practices, and regional development activities beyond the boundaries of the park (e.g. shipping, offshore hydrocarbon exploration and development). Yukon Parks, through the experience and



Polar bear on a spring stroll. YG

expertise of Herschel Island-Qikiqtaruk park rangers and others with expertise in the region, works to identify, anticipate, and understand the potential impacts of existing and new stressors.

Cooperation is the cornerstone of effective environmental management, and Section 14(2) of the IFA states that “in order to achieve effective protection of the ecosystems in the Inuvialuit Settlement Region, there should be an integrated wildlife and land management regime, to be attained through various means, including the coordination of legislative authorities”. This cooperation is evident through a number of conservation plans that exist for the North Slope area, including: the management plan for Ivvavik National Park, WMAC(NS)’s North Slope Wildlife and Conservation Plan, the Aklavik Inuvialuit Community Conservation Plan, and various species plans developed by the WMAC(NS), Wildlife Management Advisory Council (NWT) and the Fisheries Joint Management Committee (e.g. Integrated Ocean Management Plan; Beaufort Fisheries Management Framework).

Goal 1:

Ecological integrity is maintained through the conservation of ecosystems, habitats, wildlife and biodiversity.

Management Actions:

- 1.1 Identify, anticipate, understand, and manage the potential impacts of existing and new stressors;
- 1.2 Protect sensitive habitat by limiting tourist visitors to prescribed areas.
- 1.3 Manage the park’s vulnerability to and risks from key stressors by identifying implications to park management and implementing adaptation and mitigation strategies; and
- 1.4 Influence visitor behaviour by sharing information through interpretive programs. Implement this action through the *Herschel Island-Qikiqtaruk Interpretation Strategy*.



Bird banding a Black guillemot chick. Tomohiro Uemura

Goal #2:

The park and its connections to the broader Yukon North Slope and marine environment are understood through long-term scientific research and Inuvialuit traditional knowledge.

Management Actions:

- 2.1 Implement the Inventory, Monitoring and Research program to track ecological change and inform park management on the integrity of the park environment so adaptive responses can be identified;
 - 2.2 Produce and share timely information, data, and guidance on ecological integrity and conservation of ecosystems, habitats, wildlife, vegetation communities and overall biodiversity, and potential impacts of park use with WMAC(NS), Parks Canada and Inuvialuit organizations;
 - 2.3 Yukon Parks will meet with Parks Canada to discuss common conservation, research and monitoring goals for Herschel Island-Qikiqtaruk Territorial Park and Ivvavik National Park; and
 - 2.4 Contribute to, and consider, other management plans that pertain to wildlife and habitat research on the North Slope.
-

Goal #3:

Herschel Island-Qikiqtaruk is a focal point for research into ecosystems and ecological change across the North Slope and Beaufort Sea regions, and beyond to the circumpolar region.

Management Actions:

- 3.1 Support and collaborate with independent researchers on Herschel Island-Qikiqtaruk that contributes to a shared understanding of the park and broader environment;
- 3.2 Facilitate opportunities for the Government of Yukon and independent researchers to share and present their findings with park managers, Inuvialuit communities, and the general public; and
- 3.3 Research priorities in the park will be identified by considering the park's vision, as well as this plan's goals, and emerging challenges and stressors.

12.0 Heritage and Culture

Herschel Island-Qikiqtaruk Territorial Park continues to be an important setting for Inuvialuit traditional activities, and for providing a cultural connection to the land. Many Inuvialuit may never visit the island, but still embrace it as an important connection to their ancestors and culture.



Park Ranger, Sam McLeod provides an interpretive talk to park visitors. YG

The historic settlement is an important feature of the island's heritage, locally, regionally and nationally and reflects a sense of community and history. These structures evoke the history that has influenced human activity on the island during the past two hundred years – from early exploration, to whaling, trading, policing, and the Church – to its current use as the location of the entry to the park and the place where traditional activities are commonly carried out. The

cultural landscape of Pauline Cove/Ilutaq embodies the fascinating story of Herschel Island-Qikiqtaruk.

The historic settlement and archaeological resources, as well as the pre-contact archaeological sites represent centuries of occupation by Paleo-Eskimos and other northern indigenous people, prior to European contact. Fossils and modern faunal remains are scattered along the beaches after washing up on the shore. The park is an important setting for celebrating and sharing traditional knowledge, and for connecting visitors and the public with Inuvialuit and Yukon's heritage.

Goal #4:

Herschel Island-Qikiqtaruk is a place for traditional use and cultural connection, where Inuvialuit can convey oral history and knowledge to younger generations.

Management Actions:

- 4.1 Collaborate with Inuvialuit partners to facilitate Inuvialuit travel to Herschel Island-Qikiqtaruk, with a focus on Elders and youth connecting to the site and sharing knowledge;
- 4.2 Continue to hire Inuvialuit staff and encourage them to share their culture and knowledge with park visitors and staff;
- 4.3 Create opportunities for sharing Herschel Island-Qikiqtaruk stories and build Inuvialuit connections to the park at regional events and gatherings;

- 4.4 Engage with Mackenzie Delta schools and communities to share the Herschel Island-Qikiqtaruk stories;
- 4.5 Advance and use Inuvialuit language and place names in presentations, interpretive material and signage; and
- 4.6 Set priorities and implement the *Herschel Island-Qikiqtaruk Interpretation Strategy* to increase Inuvialuit visitation to the island.

Goal #5:

The historic, archaeological and palaeontological values of Herschel Island-Qikiqtaruk Territorial Park are conserved and interpreted.

Management Actions:

- 5.1 Build public appreciation for the heritage values of the historic settlement and the Inuvialuit through interpretation, education and outreach;
- 5.2 Manage and conserve the park's heritage resources according to the *Standards and Guidelines for the Conservation of Historic Places in Canada (2010, second edition)*, which will provide guidance on the maintenance, use and development of the individual built and archaeological resources, and the site as a whole;
- 5.3 Document historic, archaeological and palaeontological resources to ensure that the information is not lost;
- 5.4 Continue researching, monitoring and documenting historic and heritage resources to ensure their heritage values are maintained;
- 5.5 Conduct a risk assessment of the park's heritage resources and their vulnerability to and risks from climate change and other stressors by identifying implications to the cultural integrity and implementing adaptation and mitigation strategies;
- 5.6 Pursue designation of the historic settlement area as a Yukon Historic Site under the *Historic Resources Act*;
- 5.7 Maintain status on the tentative list for World Heritage Site, with Ivvavik and Vuntut national parks.
- 5.8 Develop and implement a policy for the community-based management of burial sites in the park in collaboration with Yukon Tourism & Culture's Cultural Services Branch and the community of Aklavik, and in consultation with the Inuvialuit Cultural Resource Centre and the RCMP;



Park visitor examining some of the artifacts on display in Pauline Cove. YG

- 5.9 Set priorities and implement the *Herschel Island-Qikiqtaruk Interpretation Strategy* to promote the historic, archaeological, and palaeontological values of the park.

13.0 Visitor Use

Inuvialuit use of Herschel Island-Qikiqtaruk is interwoven with a long history of other users coming to the island for a variety of reasons over the years; from the first whalers, police, and clergy, to modern tourists, travelers and scientists. For the past thirty years, researchers have studied Herschel Island-Qikiqtaruk and its environment. Tourists seeking cultural and educational experiences and adventure have accessed the island in ways that have changed over the years. There is an understanding among the Inuvialuit that all who come to the island have a responsibility to care for it. The IFA, PLCA, and *Yukon Environmental and Socio-economic Assessment Act* (YESAA) provide mechanisms to ensure an appropriate balance of visitor use in keeping with the park vision, principles and goals. The *Herschel Island Park Regulations* provide particular direction for managing visitors to the park.

Those who experience Herschel Island-Qikiqtaruk are rewarded with an appreciation of this unique and special place. Their experiences are enhanced by Inuvialuit staff and visitors sharing their culture, the sense of community and spirit of place in the historic settlement, and immersion in wilderness. Since the creation of the park, the Inuvialuit and Yukon government have worked together to celebrate and share these stories that build this



“IT IS IMPORTANT THAT OUR YOUNG PEOPLE AND ELDERS HAVE AN OPPORTUNITY TO GET TO HERSCHEL. IT IS SUCH AN IMPORTANT PART OF OUR HISTORY AND WHO WE ARE.”

DANNY C. GORDON. JULY 27, 2011
[BURN, 2012]

understanding, enjoyment and appreciation with visitors. The park interpretive program promotes that visitor experience. Interpretation is conducted by park rangers who share the culture and stories of the island, about their people.

Sharing the island’s story beyond park visitors is also a priority. Education and outreach contribute to public appreciation for the park’s values, and inspire a cultural connection – for Inuvialuit and other Canadians. Whether people set

foot on the island, learn about it online or at a presentation in their community, that connection to the park can enhance an understanding of the heritage values within the park, stewardship and conservation values that benefit the park and beyond.

Goal #6:

Inuvialuit feel welcome at the park and are able to contribute to visitor education and experiences by celebrating their culture and telling their stories.

Management Actions:

- 6.1 Seek opportunities to collaborate with Inuvialuit organizations to facilitate on-site programming for Inuvialuit, such as the Elder-Youth Program; and
- 6.2 Set priorities and implement the *Herschel Island-Qikiqtaruk Interpretation Strategy* to develop on-site and off-site interpretive programming.

Goal #7:

Park visitors feel welcome and leave with meaningful visitor experiences and a better understanding of Herschel Island-Qikiqtaruk.

Management Actions:

- 7.1 Greet and orient visitors to the island, upon their initial arrival;
- 7.2 Develop on-site interpretive products in collaboration with Inuvialuit communities and Inuvialuit organizations;
- 7.3 Engage with visitors whenever possible to share Inuvialuit stories and communicate park messages;
- 7.4 Inform the public about, and commemorate, Herschel Island-Qikiqtaruk's rich history that pertains to exploration, whaling, trading and the North-West Mounted Police;
- 7.5 Provide visitors with seasonal access to natural and heritage resources, interpretive displays; and
- 7.6 Set priorities and implement the *Herschel Island-Qikiqtaruk Interpretation Strategy* to provide visitors with meaningful experiences and a better understanding of the park.

Goal #8:

People who may not travel to the park have opportunities for an increased understanding and appreciation of Herschel Island-Qikiqtaruk and Inuvialuit culture.

Management Actions:

- 8.1 Develop off-site interpretive products in collaboration with Inuvialuit communities and Inuvialuit organizations; and
 - 8.2 Set priorities and implement the *Herschel Island-Qikiqtaruk Interpretation Strategy* to develop outreach products.
-

Goal #9:

Visitation is managed to sustain and protect heritage, wilderness and ecological values for future generations and to ensure safety of all users.

Management Actions:

- 9.1 Greet and orient visitors to the island, upon their initial arrival;
- 9.2 Continue cruise ship monitoring program;
- 9.3 Conduct a risk assessment of the park assets, operations, and the safety of visitors and staff, towards the development of a Risk Management Plan; and
- 9.4 Develop a set of best practices and protocols for all visitation to maintain quality visitor experience and public safety, and to minimize detrimental impacts to the park's values (ecological, heritage, traditional use).

14.0 Economic Benefits

The IFA emphasizes “full Inuvialuit participation in the northern Canadian economy” and offers a number of provisions that promote direct and indirect economic benefits and entrepreneurial opportunities for Inuvialuit beneficiaries. The IFA also states:

The Inuvialuit shall be invited to participate in the planning process for any development on the lands available for development adjacent to Pauline Cove on Herschel Island, and in the economic opportunities arising out of such development. Subject to all applicable laws, the Inuvialuit shall have the right of first refusal with respect to any activities in the nature of guiding related to wildlife within the Yukon North Slope. [s. 12.(44)]

Yukon government supports the aspirations of the Inuvialuit people to benefit fully from the park. Economic opportunities often arise through park operations, such as employment of Inuvialuit park rangers. Since the establishment of the park, Yukon Parks has employed many staff – almost exclusively Inuvialuit – in steady seasonal positions, as well as one full-time senior park ranger position. The positions require dedicated staff who undertake significant training.



Park visitors arrive by float plane from Inuvik, NT. YG

Other opportunities arise from park-supported activities, such as historic resource conservation and maintenance, research and tourism. Yukon government will work with other organizations in the ISR – such as Inuvialuit Regional Corporation, Inuvialuit Community Economic Development Organization, Aklavik Community Corporation, Government of the Northwest Territories Industry, Tourism and Investment, and Parks Canada – to seek opportunities that can economically benefit the Inuvialuit.

Goal #10:

Park operations at Herschel Island-Qikiqtaruk continue to provide direct and indirect economic opportunities to Inuvialuit.

Management Actions:

- 10.1 Recruit, mentor and retain Inuvialuit staff, and work with the Inuvialuit to address barriers and challenges to park employment.
- 10.2 Continue to employ Inuvialuit citizens in all aspects of park operations, and
- 10.3 Support Inuvialuit citizens, communities, businesses and organizations through contracts that contribute to park operations, rehabilitation of historic buildings, maintenance, events and transportation.

Goal #11:

Expanded participation of Inuvialuit citizens in field research and commercial tourism opportunities in the park.

Management Actions:

- 11.1 Encourage park users, such as researchers and commercial operators, to identify ways to foster Inuvialuit participation in activities and business opportunities;
 - 11.2 Collaborate on training and hiring programs with Yukon and Northwest Territories departments, Inuvialuit organizations and with tourism industry associations that have a shared interest in developing economic opportunities for Inuvialuit within the settlement region; and
 - 11.3 Work with partners and participate in activities to increase and support economic opportunities for Inuvialuit, such as skills development and capacity building (e.g., cultural host training).
-

Goal #12:

Visitation to Herschel Island-Qikiqtaruk generates direct and indirect economic opportunities to Inuvialuit.

Management Actions:

- 12.1 Collaborate with the Inuvialuit Regional Corporation and the Association of Arctic Expedition Cruise Operators (AECO) on the ISR Cruise Ship Management Strategy in order to seek out economic benefits for Inuvialuit with respect to cruise ship visitation at Herschel Island-Qikiqtaruk Territorial Park;
- 12.2 Explore funding opportunities and partnerships that support appropriate initiatives at the park to generate economic benefits for the Inuvialuit; and
- 12.3 Seek joint marketing opportunities with Parks Canada and the Inuvialuit Community Economic Development Organization.

15.0 Implementation and Evaluation

This management plan’s vision and broad set of priorities will guide park managers and staff, as well as the WMAC(NS), other government departments, and Inuvialuit organizations for the next ten years. In order to translate the elements of this plan to the operational level, Yukon Parks will create a *Park Implementation Plan*. This document will be a separate internal document that outlines operational strategies and identifies specific tasks and assigned responsibilities to meet the plan goals and fulfill the management actions. The *Park Implementation Plan* will set priorities and will be reviewed and evaluated by park managers and staff on an annual basis. Yukon Parks will work with other organizations and departments for any tasks that involve collaboration or partnerships, or are the primary responsibility of another Yukon government branch.



Beachcombing along the shore of Pauline Cove. J. Paleczny

Appendix 1: Inuvialuit Final Agreement Provisions related to Herschel Island-Qikiqtaruk Territorial Park

The IFA sets out **goals** for the entire agreement [indented italics are direct quotes]:

Section 1: PRINCIPLES

The basic goals expressed by the Inuvialuit and recognized by Canada in concluding this Agreement are:

- a) to preserve Inuvialuit cultural identity and values within a changing northern society;*
- b) to enable Inuvialuit to be equal and meaningful participants in the northern and national economy and society; and*
- c) to protect and preserve the Arctic wildlife, environment and biological productivity.*

Herschel Island-Qikiqtaruk is part of the **Yukon North Slope** and the IFA sets provisions for this entire area:

12.(2) The Yukon North Slope shall fall under a special conservation regime whose dominant purpose is the conservation of wildlife, habitat, and traditional native use.

12.(3) Subject to subsections (5) to (15):

- (a) all development proposals relating to the Yukon North Slope shall be screened to determine whether they could have a significant negative impact on the wildlife, habitat or ability of the natives to harvest wildlife;*
- (b) other uses within the Yukon North Slope shall be considered and may be permitted if it is shown that there would be no significant negative impact on wildlife, habitat or native harvesting;*
- (c) other uses within the Yukon North Slope that may have a significant negative impact on wildlife, habitat or native harvesting shall be permitted if it is decided that public convenience and necessity outweigh conservation or native harvesting interests in the area; and*

[As amended January 15,

1987]

- (d) development proposals relating to the Yukon North Slope that may have a significant negative impact shall be subject to a public environmental impact assessment and review process.*

*12.(4) [addresses maintaining the withdrawal of lands of Herschel Island-Qikiqtaruk from disposition under the *Territorial Lands (Yukon) Act*]*

12.(24) to s. 12.(41) [address Inuvialuit harvesting rights on the North Slope (subject to the laws of general application respecting public safety and conservation), including]:

12.(24) (c) *the exclusive right to harvest game within the National Park, the Territorial Park and adjacent islands.*

The IFA also includes several sections that set out the **obligations directly related to Herschel Island-Qikiqtaruk Park** (the IFA states the regime for the National Park, and that the wilderness part of Herschel Island is to be managed no less stringently than this regime):

12.(17) *Except for the lands adjacent to Pauline Cove, the park regime on Herschel Island shall be no less stringent than that of the National Park pursuant to subsections (5) to (13).*

[As amended January 15, 1987]

(5) [This section describes establishment of the National Park].

(6) *The planning for the National Park and the management thereof shall have as their objects to protect the wilderness characteristics of the area, maintaining its present undeveloped state to the greatest extent possible, and to protect and manage the wildlife populations and the wildlife habitat within the area.*

(7) *Except as provided in subsection (14), the National Park shall be zoned and managed as a wilderness oriented park.* [Subsection 14 concerns Stokes Point.]

(8) *Development activities inconsistent with the purposes of a National Park shall be prohibited, and any change in the character of the National Park shall require the consent of the Inuvialuit.*

(9) *The Wildlife Management Advisory Council established by subsection (46) shall advise the appropriate minister on park planning and management. The Council shall recommend a management plan for the National Park.*

[As amended January 15, 1987]

(10) *No lands forming part of the National Park shall be removed from National Park status without the consent of the Inuvialuit.*

(11) (12) (13) [address management of the area before the National Park was created.]

12.(18) *Within the lands adjacent to Pauline Cove, the historic resources shall be protected in a manner no less stringent than that of the regime of a National Historic Park, as set out in the National Parks Act.*

12(19) *Any development activity proposed within the lands adjacent to Pauline Cove shall be subject to:*

- (a) *the screening and review process set out in section 11; and*
- (b) *the criteria set out in subsection (23) shall apply; and*

(c) the terms and conditions governing such development shall be no less stringent than those under the Territorial Land Use Regulations in force at the time.

12.(42) The parties agree that the predominant number of persons employed in the operation and management of the parks referred to in subsections (5) and (16) should be Inuvialuit. The appropriate government shall provide training to assist the Inuvialuit in qualifying for such employment.

12.(43) To the extent that the management regime of the said parks provides for economic activities, the parties agree that opportunities should be provided to the Inuvialuit on a preferred basis.

12.(44) The Inuvialuit shall be invited to participate in the planning process for any development on the lands available for development adjacent to Pauline Cove on Herschel Island, and in the economic opportunities arising out of such development. Subject to all applicable laws, the Inuvialuit shall have the right of first refusal with respect to any activities in the nature of guiding related to wildlife within the Yukon North Slope.

12.(46) In order to provide for joint planning by the native people and the governments in the Yukon North Slope with respect to the principles set out in subsections (2) and (3), a Wildlife Management Advisory Council shall be established as soon after the execution of this Agreement as is practicable.

Appendix 2: Visitation Statistics

Herschel Island-Qikiqtaruk Territorial Park Visitation Synopsis 2005 to 2016

Overview

Herschel Island-Qikiqtaruk Park Rangers record details on all visitors to the Island. Visitors are categorized as *Tourist*, *Cruise Ship*, *Researcher*, *Inuvialuit & Inupiat*, and *Government*. Other categories such as *Industry* and *Media* are a small portion of visitation and are included in overall totals but not specifically presented in this synopsis. Visitor days = 1 person x length of stay (# of days).

From 2005 to 2016, a total of **5,735 visitors** and **16,034 visitor days** were recorded.

Figure 1

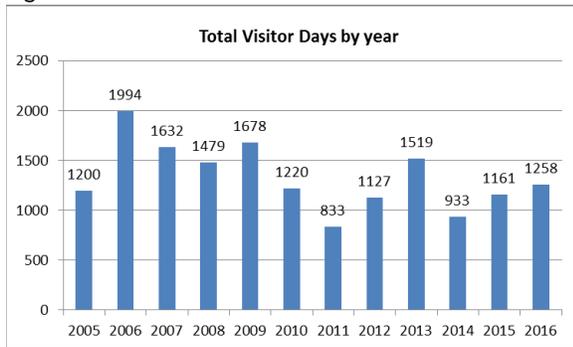
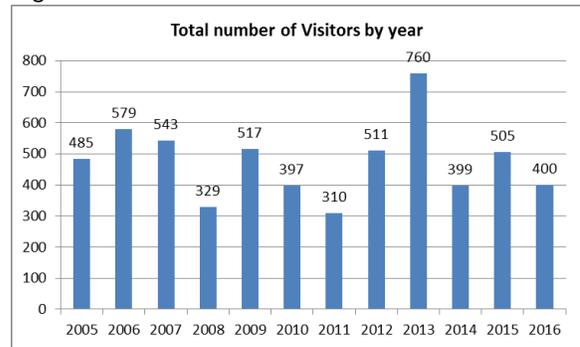


Figure 2



Total visitor days by category shows a fairly even distribution between major categories. Total number of people by category has a high proportion of use by cruise ship visitors as they arrive in larger numbers but for day-use (2-3 hours) only (and are therefore not included in the chart for Overnight Visitor Days).

Figure 3

Total Visitor Days by Visitor Category 2005 to 2016

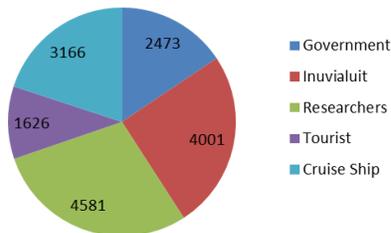
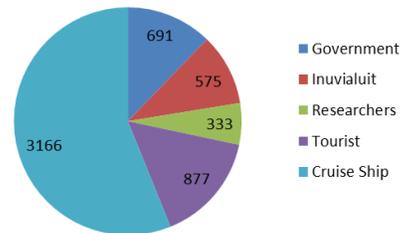


Figure 4

Total Number of People by Visitor Category 2005 to 2016



The highest proportions of Overnight Visitor Days are accounted for by Inuvialuit/Inupiat and Researchers; while the proportion of tourists is reduced since 70% are day-use only.

Figure 5

Total Number of Overnight Visitor Days by Visitor Category 2005 to 2016

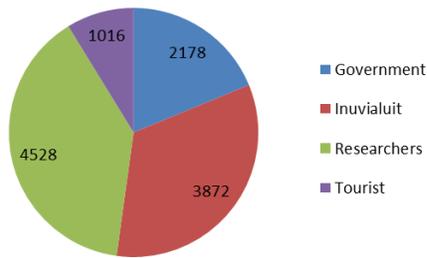
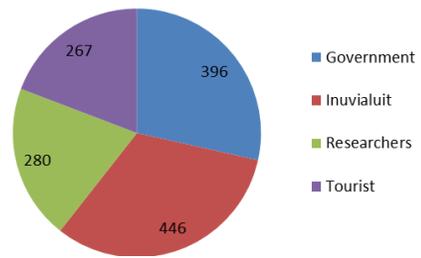


Figure 6

Total Number of Overnight Visitors by Category 2005 to 2016



Tourists

Tourists include commercial tours, guided rafting trips, and independent or non-commercial trips. This summary does not include cruise ship visitors which are considered separately below.

The total number of tourists was highest during 2005-2006, and although lower between 2007 and 2016, the numbers were fairly consistent with some variation.

30% of tourists are overnight visitors.

Figure 7

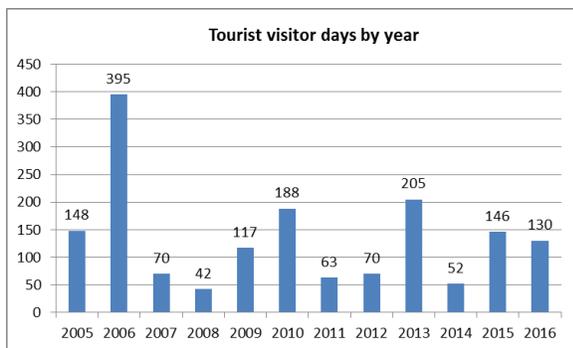
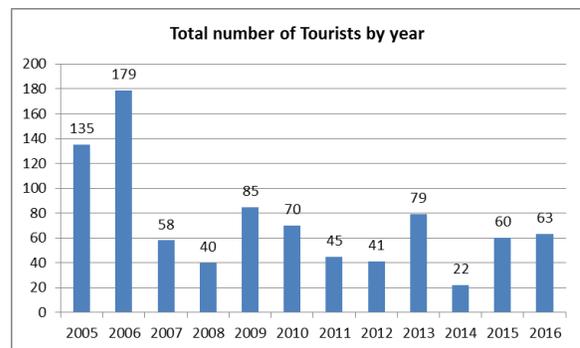


Figure 8

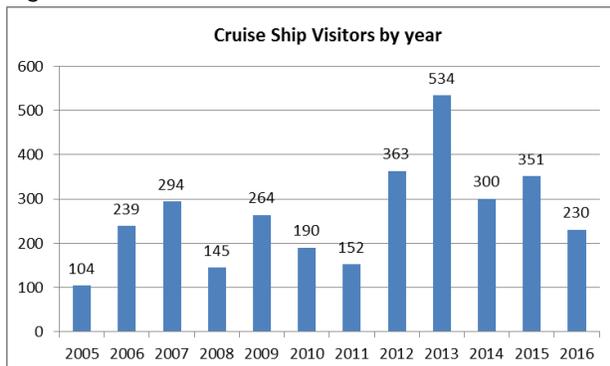


Cruise Ship

Cruise ship visitor numbers have been consistent over time though variable; with year to year variation based on the number of ships per year (1 to 3 ships), and the number of passengers per ship (77 to 230).

0% of cruise ship visitors stay overnight.

Figure 9



Researchers

Researchers include universities, colleges, and institutions. Government scientists conducting research are not counted as researchers but are categorized as government (see below).

Year to year variation in the number of researchers and researcher visitor days is influenced by a variety of factors including new research initiatives, the conclusion of projects, the size of research crews, length of stay, etc. The International Polar Year and associated Arctic Wolves research accounts for the high numbers in 2008 to 2009. In 2016, a relatively low number of researchers resulted in a high number of visitor days as the length of stay for each researcher tended to be longer.

Overnight visitors account for 84% of researchers.

Figure 10

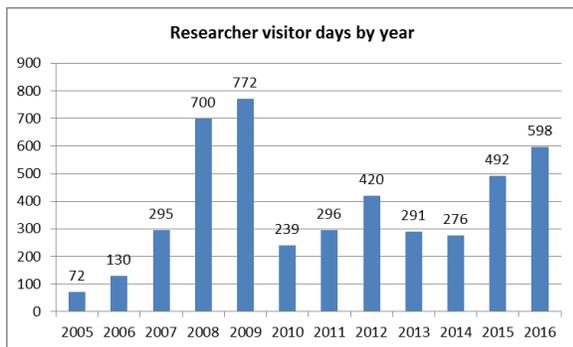
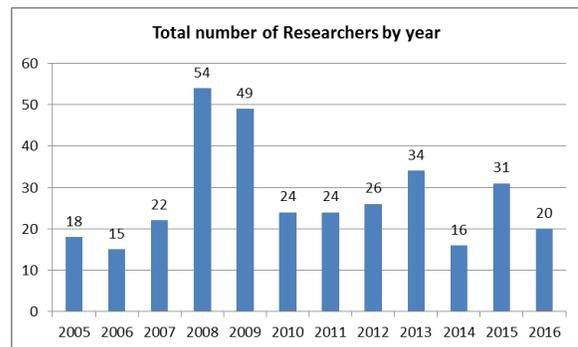


Figure 11



Inuvialuit & Inupiat

Inuvialuit and Inupiat visitation has declined during 2005 to 2016.

The two reasons for the declines are; 1) Youth/Elder camps have not been hosted on the island for the past six years, and 2) seasonal visitation by the Mackenzie family has declined, especially since the passing of Elizabeth Mackenzie.

Overnight visitors account for 78% of Inuvialuit and Inupiat.

Figure 12

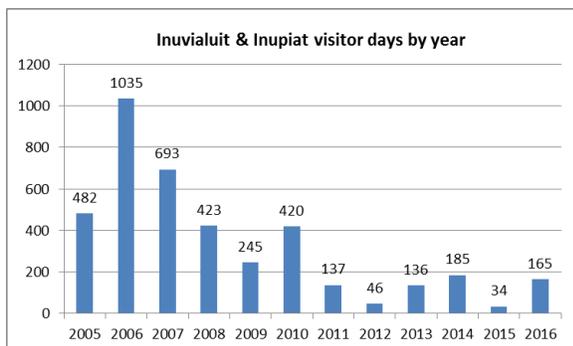
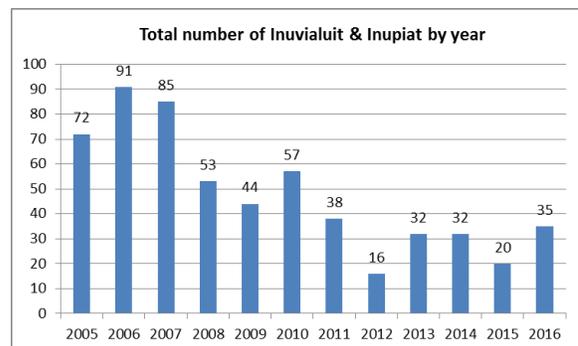


Figure 13



Government

Government visitors account for about 15% of the total number of visitor days; with comparable numbers for the Government of Yukon (1355 visitor days), and the Government of Canada (1061 visitor days).

Government of Yukon visits are primarily accounted for by Yukon Parks and Heritage branch (Tourism and Culture); with small numbers from Conservation Officer Services, Fish and Wildlife branch, IFA Implementation, and Executive Council Office.

Federal government agencies visiting the island include Coast Guard, Environment Canada, Parks Canada, Canadian Wildlife Service, Canada Customs, Geological Survey of Canada, Department of Fisheries and Oceans, RCMP, and Canadian Forces. The purposes of the visits include research, primarily in the Beaufort Sea and Yukon mainland; maintenance of facilities such as navigation markers or weather stations both on Herschel Island and the mainland; or travel stops en route to another destination (e.g. Parks Canada staff traveling to Ivavik).

Overnight visitors account for 57% of Government.

Figure 14

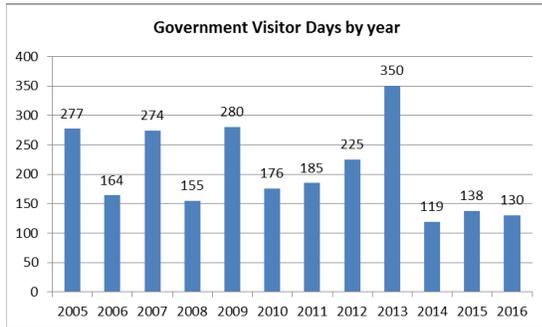
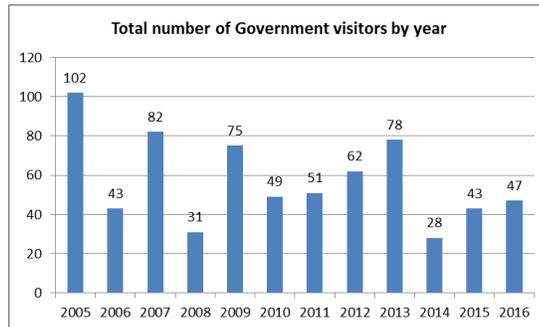


Figure 15



Mode of Travel

Visitors arrive to Herschel Island by plane, helicopter, boat, snowmachine, and cruise ship. These charts below present the proportion and count of each travel type; and the number of visitors by travel type during 2005 to 2016. For example, a total of 38 snowmachines carrying 117 visitors were recorded during 2005 to 2016. This does not include all aircraft data as there are landings that carry supplies rather than visitors.

Figure 16

Count of Travel types 2005 to 2016

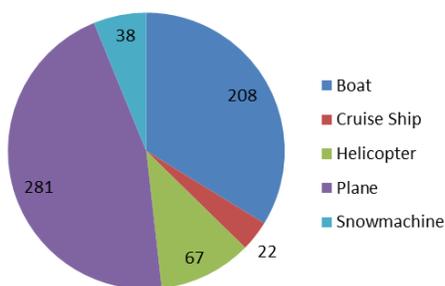
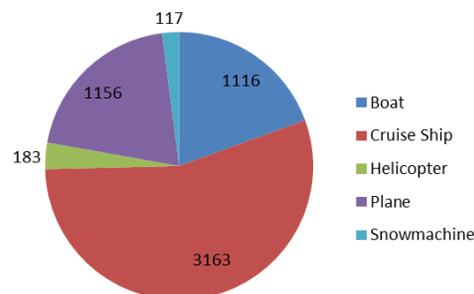


Figure 17

Number of Visitors by Travel type 2005 to 2016



Appendix 3: Historic Features at Pauline Cove

The cultural heritage of Herschel Island-Qikiqtaruk is evident in the continued Inuvialuit use of the island, the archaeological sites that represent centuries of occupation by northern indigenous peoples and in the historic buildings, structures, and features developed by the Inuvialuit, commercial whalers, traders, missionaries, and the North-West Mounted Police. Archaeological evidence extends from the pre-contact Thule people through to recent use and occupation. The island has a number of historic buildings, graveyards, and icehouses, dating from the 1890s whaling era through to the 1960s. The island continues to be used for traditional activities by the Inuvialuit.

Archaeological research was conducted at Herschel Island-Qikiqtaruk from the 1950's through the 1990's by a number of different researchers representing different institutions. Excavations have been undertaken at prehistoric, protohistoric and historic sites both within the Pauline Cove settlement area and at Advadlek Spit at the south end of the island with some of the sites dating back more than 1000 years. These excavations have revealed heritage resources that are generally well preserved in the island's permafrost. With permafrost degrading and sea levels rising these resources are facing new threats. Yukon government archaeological staff make annual visits to the island to monitor the archaeological resources.

Prehistoric and historic artifacts are frequently found along the beaches of Herschel Island-Qikiqtaruk, as they are uncovered by eroding landforms and reworked beach sands. As well, artifacts from the Triton, a sunken ship, are occasionally washed ashore. All of these artifacts contribute significantly to our knowledge and understanding of Herschel Island-Qikiqtaruk's past and are protected under the Yukon's *Historic Resources Act*. Found artifacts are identified and inventoried by the Yukon government archaeological staff during their annual monitoring visits to the island.

There are four graveyards located near the head of Pauline Cove. Two of these graveyards are Inuvialuit, one contains the graves of two Royal North-West Mounted Police members, while the last holds the remains of 25 whalers and a memorial marker for the whaling ship "Triton". In addition, there are an unknown number of isolated gravesites located at the tops of the bluffs around the island. Grave markers were replaced in the whalers' graveyard in 1986 by Heritage Branch (Heritage Resources Unit) staff while the RCMP have replaced and maintained the markers and fences of the graves of their members. Documentation of the locations, inscriptions and conditions, has been undertaken on the markers or grave fences in the Inuvialuit graveyards. These graves are situated in an area of active permafrost and are subject to normal thermokarst processes that have caused many of the graves to rise to the surface. Frost heaving within the active layer overlying the permafrost has raised a number of graves to the surface and exposed them to the elements and other natural factors. Meetings were held with representatives of several Inuvialuit organizations to discuss various options for treatment of the graveyards and a decision was made to guide people away from the Inuvialuit graveyards as well as to place fresh dirt on graves where remains were exposed. The RCMP continue to maintain the graves of their members while Historic Sites continues to maintain the Whalers Grave markers.

Herschel Island-Qikiqtaruk is also one of the three most important areas where Ice Age fossils can be studied in northern Canada, and is the only known Canadian source for the North Slope

fauna of the last glaciation. Its fossil fauna is unique in including a diverse representation of both terrestrial and marine mammals. The fossil vertebrates of Herschel Island-Qikiqtaruk are little studied and a few faunal lists have been published in scientific literature. Some radiocarbon dates have been obtained, and these range up to 40,000 years BP. To date, fossil vertebrates on Herschel Island-Qikiqtaruk have not been discovered in their original sites, but along the beaches or, occasionally, melted out of permafrost in the island's interior. Nonetheless, the fossils are of extraordinary importance in gaining insights into the island's ancient past. A 1987 survey by Heritage Branch identified seven fossil localities on Herschel Island - Qikiqtaruk, including Osborn Point, Simpson Point and Pauline Cove, the northern coast of the island's eastern portion, and two sites inland. Yukon government paleontology staff conduct annual visits to the island to collect, identify and inventory paleontological finds.

The historic resources located within the park range from a group of the oldest frame buildings in the Yukon, built by the Pacific Steam Whaling Co., to underground ice houses. In total there are 12 historic structures, half of which are related to the turn of the century commercial whaling industry, with the remainder constructed and used by the police, traders, military, and Anglican mission. Many of these buildings continued to be used after those who constructed them were no longer present on the island. The buildings contribute to the historic character of the landscape and embody the significant heritage values of the historic settlement area. The conservation of the heritage buildings complied with the national Federal Heritage Buildings Review Office Code of Practice through the development of a preservation plan in 1990. The preservation plan described acceptable uses for each of the buildings as well as levels of intervention that guided proposed work as well as ongoing maintenance work. The guiding principle of the Preservation Plan was to conserve the buildings in their existing forms and uses where possible, repairing existing historic fabric and respecting the changes that occurred over the years within the historic community, rather than a complete restoration to a particular point in time. In 2003 a national pan-Canadian document, *The Standards and Guidelines for the Conservation of Historic Places in Canada*, was published and the second edition (2010) is currently the document used to guide decisions made regarding interventions to the historic resources and landscape. Management of the historic resources using this document is based on identification of heritage values (national, regional, local, and cultural), understanding the history of the settlement area and gathering information on the individual historic resources. The historic resources are monitored annually to ensure that their heritage values are maintained and to continue gathering information regarding construction materials, techniques and conditions. This information is required to properly conserve these resources.

Historical research has been conducted, and oral histories completed with people from Aklavik and Inuvik providing comprehensive information on the activities and events that have occurred on the island. This information is the basis for the interpretative material in the Community House and the self-guided walking tour. The Inuvialuit Archaeology on Herschel Island booklet and is also used for conducting conservation work on the built heritage.

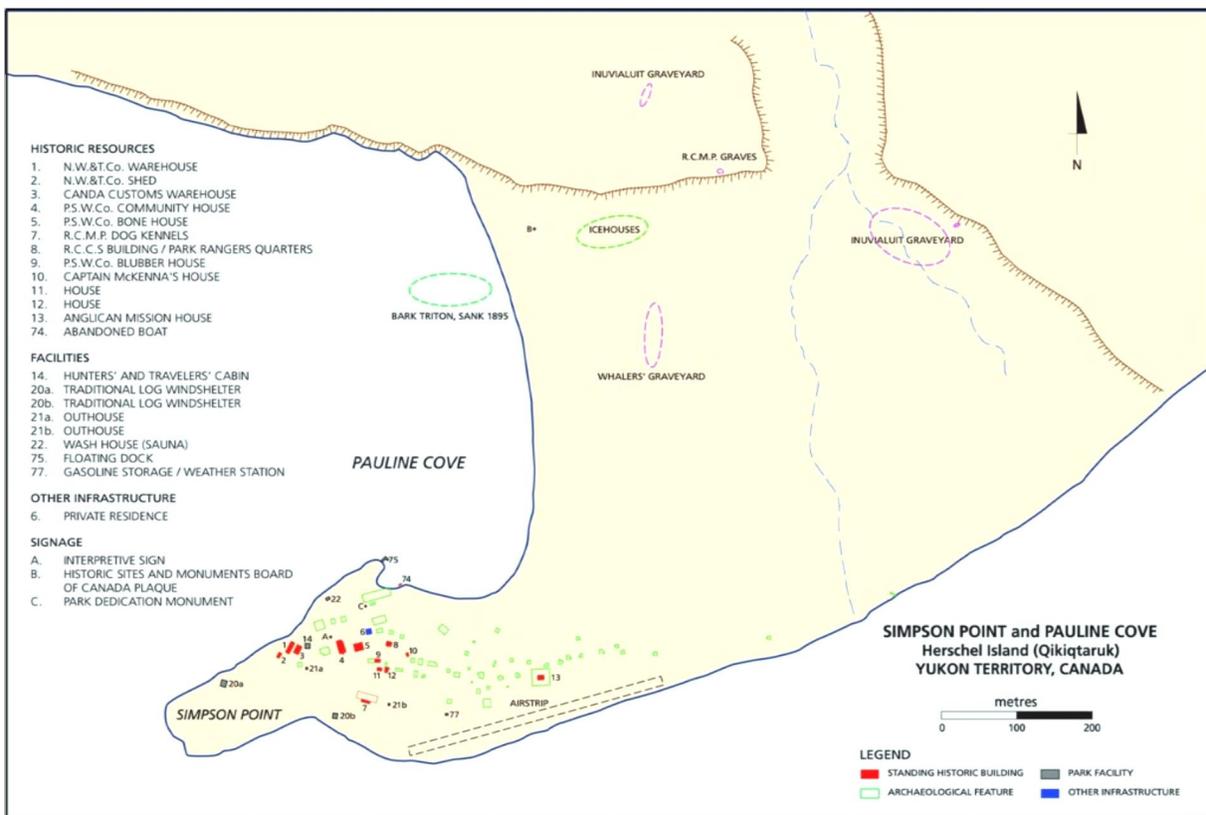
Pauline Cove Settlement Area

The settlement area exhibits evidence of long and continuous use by the Inuvialuit, the more recent use by different groups of newcomers to the area and the current use of the settlement

as the operations centre for Herschel Island–Qikiqtaruk Territorial Park and as a place where Inuvialuit still practice their traditional activities. This multilayered site retains significant archaeological evidence of Thule houses alongside those of more recent pre-contact Inuvialuit and historic era houses. These resources provide a history of the technologies and techniques used for living and construction over the past several millennia.

The standing historic structures provide evidence of the site’s use from the initial commercial whaling with its large influx of people to the area through the religious, governmental and trading presence up to the modern park management and research that occurs at the site. Many of these structures continue to fulfill historic uses such as social spaces, living quarters and storage or warehousing space. Some of the structures remain as landscape features that help to provide historic context to the site.

New structures have been added to the site that blend in with the historic ones and do not substantially alter the viewsapes to and from the settlement area or the ability of the surrounding land and sea to provide for traditional activities.



Northern Whaling and Trading Co. Store and Warehouse (Building No.1)

This building, constructed in 1926 to serve as a warehouse and store for the Northern Whaling and Trading Co., is strongly linked to the economic history of Herschel Island and the area. The importance of this building to the settlement is reflected by its being one of the larger buildings at Pauline Cove while its light framing and cladding are typical of the construction techniques and forms used in the area. An addition along the cove side of building was removed after

successive collapses due to ice damage and the building moved approximately 10m to the east due to beach erosion. Throughout this work its historic relationship with immediately neighboring structures was maintained. The building continued to serve as warehouse space for various groups over the years and currently serves as a storage area by long term research teams as well as for Park operations and maintenance activities.

Northern Whaling and Trading Co. Shed (Building No.2)

This shed, constructed in 1926 by the Northern Whaling and Trading Co., was built using material left over from the construction of their main warehouse and materials recovered from the cabin of a ship providing evidence of the extensive value of material reuse at the island. The building has been moved approximately 10m to the east due to beach erosion and maintains its historic relationship with immediately neighboring buildings. The original use of the building is not known and it is now used for equipment storage.

Canada Customs Warehouse (Building No.3)

The Northern Whaling and Trading Co. constructed this building in 1926 for use as a bonded warehouse linking it to both the economic history of the settlement as well as to the expression of sovereignty. It continued to be used as a warehouse or storage area by the police, and later other groups, after the Trading Co. ceased serving the area. Major conservation interventions have focused on the repair of fire damage from 1979 and moving the building approximately 10m to the east due to beach erosion. The building continues to maintain its historic relationship with its immediately neighboring structures. After the Trading Co. ceased serving the area the building continued to provide warehouse space, this time for the RCMP and continues to be used for this purpose for Park equipment and materials.

Pacific Steam Whaling Co. Community House, R.C.M.P. Detachment HQ (Building No.4)

This building was constructed from pre-cut lumber shipped to the island from San Francisco by the Pacific Steam Whaling Co. in 1892 with construction completed in 1893 making it one of the oldest frame buildings in Yukon. One of the most prominent structures in the settlement area, the building has served a variety of users throughout its life and has undergone numerous alterations reflecting that. It was initially a community building for the officers of the whaling ships that wintered at the island. It provides evidence of both the commercial whaling industry through the importation of all materials with the fleet to the island and conveys the segregated social life of the officers with its relatively rich material palette compared to other buildings in the settlement area. Following this period the building was used successively by the Anglican Mission for housing and church services, the Mounted Police as a barracks and detachment HQ, and more recently, researchers working under the auspices of the Polar Continental Shelf Project and hunters travelling through the area. Throughout this building has shown a resiliency and adaptability that has kept it in relatively good repair. Today, the Community House

continues to reflect its value as a welcoming space through its use as a dry and warm gathering area for Park visitors. It contains the park office, interpretive displays, posters, maps and other materials.

Pacific Steam Whaling Co. Bone House (Building No.5)

The Pacific Steam Whaling Co. constructed the Bone House in the 1890s for use as a warehouse, a function that continued with the Mounted Police until they closed their post. An addition was built on each of the sides of this warehouse shortly after it was constructed using local log post and reused framing and sheathing that illustrate the repurposing of scarce materials. This building was also the site of a significant early trial of two Inuvialuit, linking it to the issues of early concepts of justice and policing in the north. Continuing the original use of the building, the centre bay is currently used as an open storage area for artifacts while the side bays are used to store materials and equipment used in the Park.

Building No.7 (Royal Canadian Mounted Police Dog Kennels and Run)

This building, constructed by joining two smaller existing buildings together, was used by the Police in their dog-breeding program during the 1940s through to the early 60s. The interiors of the Kennels are not normally accessible to the public; plywood is left over the doors to the building during the operating season. The Dog Run was constructed as a fenced enclosure using driftwood logs as posts with wire mesh fencing between the posts. Several small dog houses still exist within the run. These structures provide evidence of the use of locally sourced materials where appropriate and the reuse of both structures and lumber where possible. Much of the fencing has collapsed although the posts still define the Dog Run. Neither the Kennel nor the Run are actively used. They have been stabilized so that they remain as features within the landscape of the Park.

Royal Canadian Corps of Signals Transmitter Station (Building No.8)

The Royal Canadian Corps of Signals erected this transmitter station at the island in 1930 as part of a communication system that connected much of the Yukon and Northwest Territories to southern Canada. This small building was constructed following a standard plan and came to the island as a kit with numbered parts that only required assembly, a construction technique similar to that used on several other buildings at the island. Following the departure of the Corps from Herschel Island - Qikiqtaruk the building was used by the Mounted Police as housing for the Special Constable and their family. Subsequently the building was intermittently used by hunters, fishers and researchers as a base for their activities. The building was rehabilitated to serve as accommodation for the Park staff including bedrooms, living, and cooking areas and now provides housing for ongoing research teams.

Blubber House (Building No.9)

The Pacific Steam Whaling Co. constructed this small building as an addition at the end of a larger structure in the early 1890s, presumably for storage or industrial purposes. The Mounted Police later used the building to prepare dog feed. This very lightly framed building which also incorporated many reused and standardized materials provides evidence of the scarcity of materials. The building's very utilitarian appearance links it to its original industrial function that supported the commercial whaling fleet. No major changes were required for the building's current use as the park maintenance workshop.

Small Shingled Cabin (Building No.10)

Captain McKenna of the Pacific Steam Whaling Co. built this cabin for his own use in 1893 utilizing materials left over from the construction of Building No.4. The building underwent a number of changes over the years including the shingling of the exterior and the refinishing of the interior several times. These changes reflect the continued use and reuse of the building to provide space for different people. Much of the material used in the original construction was surplus from another building while the material used for alterations appears to have been scavenged from other buildings, both of which show the scarcity of material. It is currently used to store personal equipment and gear for the park staff.

Small House (Building No.11)

This small building was constructed in the early 1890s and has been extensively altered over the years. Historic photographs show additions on various sides of the building although only that on the east side remain. The original structure was lightly framed, similar to many of the other buildings in the settlement area and uses the same typical sizes of lumber. The additions to the building were not constructed to the same quality and utilize similar materials that appear to be scavenged from other buildings. The appearance of the building is very utilitarian without much trim or other decorative elements. Originally used as accommodation it is not known who lived here. The various additions and alterations that have been made to the building over time are likely a reflection of the building being occupied nearly continuously by differing families. It is presently undergoing extensive conservation work.

Small House (Building No.12)

This small building was constructed in the early 1890s and has been extensively altered over the years. At least three additions have been constructed over the years radically altering the appearance of the building. Although constructed using the same limited palette of materials this is one of the few buildings on the island to have decorative elements incorporated into its design. These elements gave the original structure the appearance of a carpenter's gothic

cottage. Most of those elements only exist as remnants now due to the alterations that have been made. The various additions and changes that have been made to the building over time are a reflection of the building being occupied nearly continuously by differing families. It is not currently used.

Anglican Mission House (Building No.13)

The Anglican Church erected this building in 1916 to serve as the house for the missionary stationed on the island. It also served as the location for religious services and as a school when the Anglicans had trouble securing materials to construct separate buildings as initially planned for the church and school. It is one of the larger structures within the settlement area and the only building over one story that remains. Its size reflects the Anglicans' hope for the mission although they quickly followed their flock when it settled elsewhere. The building has stood empty since the mission closed on the island. Stabilization and maintenance work have ensured that the building remains as a feature within the landscape of the park. Nesting boxes have been installed on the roof and inside the building for the island's black guillemot colony.

Icehouse (Feature No.18)

One Icehouse remains substantially intact and in use. Most of this structure exists below ground utilizing the permafrost to keep the space below 0°C. The walls of the storage area are the unlined ground that the structure is built into while the roof is built and supported with driftwood logs that were then covered with a thick insulating layer of sod. A short tunnel connects the storage area to the vestibule. Both the vestibule and connecting tunnel are constructed with driftwood and also covered by sod. This structure exhibits the ingenious use of the naturally occurring permafrost to keep things frozen as well as the use of natural and local materials for the majority of the construction. This structure will require extensive conservation work in the near future to enable it to continue serving its function and as a feature in the historic landscape.

Appendix 4: Ecological Monitoring Program

Herschel Island–Qikiqtaruk Ecological Monitoring Program informs key management objectives of monitoring ecological integrity, climate change, natural processes, human-use impact, and contributing to community-based monitoring for the Inuvialuit Settlement Region.

The table below lists the monitoring programs conducted and which objective the information gathered informs.

	Ecological Integrity	Climate Change	Natural Processes	Human-use Impact	ISR Community-based Monitoring
Ecological Monitoring					
Wildlife Observations	✓	✓	✓	✓	✓
Breeding Bird Survey	✓	✓	✓	✓	✓
Raptor Survey	✓	✓	✓		✓
Polar Bear dens	✓	✓	✓		✓
Black Guillemot Survey	✓	✓	✓	✓	✓
Wildlife found dead	✓	✓	✓	✓	✓
Wildlife Monitoring Cams	✓	✓	✓	✓	✓
Vegetation Phenology	✓	✓	✓		✓
Vegetation Composition	✓	✓	✓	✓	✓
Weather		✓	✓		✓
Soil: Permafrost	✓	✓	✓	✓	✓
Snow Depth		✓	✓	✓	✓
Coastal Erosion	✓	✓	✓	✓	✓
Operations & Use					
Harvest Monitoring	✓			✓	✓
Beach Landing-strip				✓	
Aircraft Activity				✓	✓
Visitation & Cruise ships				✓	✓

Appendix 5: Management Plan Review Committee

Membership

Carrie Mierau (Chair), Operations Manager North, Yukon Parks, Yukon Environment

Kelly Milner, Executive Director, WMAC(NS)

Billy Storr, Aklavik Hunters and Trappers Committee

Michelle Gruben, Aklavik Community Corporation

Brent Riley, Historic Sites Restoration Planner, Cultural Services, Yukon Tourism and Culture

Richard Gordon, Chief Ranger, Herschel Island-Qikiqtaruk Territorial Park participated as an *ex officio* member

Secretariat / Writer / Editor

Gillian McKee, Park Planner, Yukon Parks

Brian Johnston, Park Planner, Yukon Parks

