

**DAWSON CITY**  
**WORLD HERITAGE SITE DESIGNATION**

**PRELIMINARY COMMUNITY SURVEY**

**Prepared for:**

**DEPARTMENT OF TOURISM AND CULTURE**  
**CULTURAL SERVICES BRANCH**  
**YUKON GOVERNMENT**

**ON BEHALF OF A COMMUNITY-BASED STEERING GROUP**

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## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

'The Klondike' is one of eleven sites identified in Canada's most recent official *Tentative List for World Heritage Sites (2004)* as having strong potential to meet the high standards required for inscription on the World Heritage List. The selection of eleven properties was a decision that acknowledges the World Heritage Committee's limit on the number of nominations that Canada could submit annually. The intended lifespan of the Tentative List is about ten years. Since the finalization of the list two of the sites have been designated and others have made significant advances towards acceptance through community based efforts.

In preparation for a broader community meeting in the spring, the Department of Tourism and Culture, Cultural Services Branch, Yukon Government, on behalf of a community based steering group wished to source and disseminate basic information on the World Heritage Site (WHS) designation process including potential benefits and constraints amongst key community groups and decision/opinion makers, and identify community interest and concerns around such a similar undertaking in 'The Klondike'.

It was recognized that, contrary to likely current public perception, one of the two criteria suggested by the Tentative List inclusion is the First Nations cultural landscape in addition to the better-known mining landscape. For this reason, an aboriginal perspective of World Heritage recognition from sites including Head Smashed In Buffalo Jump WHS in Alberta was sourced and a significant emphasis was placed on sounding the Tr'ondëk Hwëch'in perspective.

This summary represents the conclusions of the project and specific recommendations to frame the public presentation content and invitation list for the broader community meetings scheduled for the spring of 2010. The conclusions also provide some guidance to the discussion of what actually constitutes 'The Klondike', besides Dawson.

Part One of this report represents the background research on the designation process. Part Two reviews recent examples of Canadian WHS designation initiatives and broadly identifies, for comparative purposes, resource implications and jurisdictional responsibilities, including steps in the designation process and potential timelines and community consensus thresholds required for designation consideration.

Part Three summarizes the issues and concerns raised by community interviewees in response to that information. The appendices detail the formal nomination process and the formal *Tentative List* documents.

***Broadly speaking, there is cautious community support for further investigation of the possibility of World Heritage Site designation for 'The Klondike'. There are a number of caveats to this and several 'deal-breakers'. The recommendations for the March meetings seek to apply the necessary expertise to these issues and provide the community appropriate forums and opportunities to address them.***

### Geographic Scope of Designation

While it is too early to determine if 'The Klondike' would even satisfy the criteria for 'outstanding universal value' and meet the standards required if restricted to areas within the Tr'ondëk Hwëch'in Traditional Territory, there is a local preference to do so. There is a long history of failed initiatives to link sites along the Klondike Gold Rush route and there is a suspicion that such a complex nomination would likely suffer the same fate. There is a reluctance to commit valuable time, energy and resources to another as a result.

The Spring 2010 meetings should provide an opportunity to consider if there is any likelihood of a restricted nomination succeeding. Understanding that this is a large question and probably beyond the scope of those meetings, the next stages of work should focus on verifying local outstanding universal value and conducting the global comparative analysis in order to justify further investment in the process. There will be much value assessing 'The Klondike' in this way irrespective of whether the nomination moves forward.

## **RECOMMENDATIONS ON CONTENT AND INVITATION LISTS FOR THE SPRING 2010 MEETING**

There are a number of broad themes of concern that emerged in the community interviews that should be addressed during the Spring 2010 meetings.

### **1) COST**

- a) Neither the municipality nor the wider community has the technical capacity or finances to pay the extensive cost of a nomination process. Project resources will need to come from Canada and Yukon.
- b) There is a need to address the perception of an increased cost of property ownership arising from the responsibilities and constraints applied by the *existing* heritage management bylaws. The current economic strength of the area appears insufficient for residents and businesses to be willing to fund these alone at this time.

There are provisions within the draft incentive policies prepared during the 2009 phase of the Dawson City Heritage Management Plan implementation to address these matters. However, there is an evident and highly significant gap in understanding of the new Plan and the draft incentive policies. This is true of elected officials, the business community and the public.

The capacity of City of Dawson to fund these incentive programs from base revenues is also reliant upon the economic health of its residents and businesses. There is a high level of concern with regard to the unusual fiscal burden placed upon the municipality by its unique role in managing this heritage on behalf of Yukon and Canada as a whole and that the future maintenance of a World Heritage Site may increase the cost to the local ratepayers.

### **Specific Spring Meeting Recommendations**

- Invite representatives of Parks Canada (or other applicable federal body) and Yukon to address how the cost of preparing a nomination proposal could be funded. Inclusion of financial partners early will enable the best understanding of the project and focused decisions based on available resources.
- Invite representatives of Parks Canada (or other applicable federal body) and Yukon to discuss how appropriate funding partnerships can be formed with the community to expand the capacity of the incentive programs without compromising priority local service delivery.
- Invite a representative of a successful Heritage Foundation in a similar community to speak to how they have generated and applied private sector funds to assist with the costs of maintaining and preserving a living heritage community.

### **2) DEVELOPMENT CONTROL**

It is extremely important for support that the dynamic nature of the community is retained and that modern infrastructure development be allowed to continue both pre- and post-designation. There must be a confidence and understanding that projects deemed key to socio-economic development including bridges, principal road paving and large buildings such as hospitals can proceed under any management plan proposed. The community must not lose control of its future.

There is strong support for enforcing the current development regulations effectively but fairly and consistently. However, there is an evident and highly significant gap in understanding of the new Dawson City Heritage Management Plan and the implementing Zoning and Heritage Management Bylaw and its corresponding Design Guidelines. This is true of elected officials, the business community and the public.

### **Specific Spring Meeting Recommendations**

- Invite a Parks Canada official or other qualified professional to present best practice case studies of how applying suitable expertise can manage and allow for modern development such as bridges, large buildings and road improvements around a World Heritage Site such as 'The Klondike'

- Facilitate a series of training workshops for elected officials, key administrators of the Exploratory Group, the business community and the general public to ensure understanding of recently established policies and procedures including the draft incentive policies and the municipal designation process. This will include trial applications of the new policies and Design Guidelines on past case study development permit applications and scenarios.
- Execute a local program of community education and awareness. This will emphasize the requirements, incentives and opportunities under the heritage management bylaws and policies.

### 3) **MINING INDUSTRY**

The placer mining industry is cautiously open to an exploration of the concept but increased restrictions; government regulations; bodies and committees 'watching' mining activity won't be tolerated. Following community involvement principles, industry members are likely very well placed to identify how elements of the mining landscape can best be protected, conserved, presented and transmitted to future generations.

#### **Specific Spring Meeting Recommendations**

- Facilitate a table-top planning exercise with the Klondike Placer Miners Association, the Exploratory Group and Parks Canada officials to engage the industry early and positively in planning appropriate commemoration while respecting its need to operate free of increased regulation.

#### **ADDITIONAL PRE-SPRING: COMMUNITY - PARKS CANADA COMMUNICATIONS**

While communication appears excellent at the inter-governmental administrative level, a significant inhibition to community participation in this process is the communications history between Parks Canada and elected officials, businesspersons and residents. Both the Dawson City Heritage Management Plan (*City of Dawson*) and the Dawson Historical Complex National Historic Site of Canada Management Plan (*Parks Canada*) make extensive references to the need for cooperation and consultation between agencies and with the community in planning for and implementing management of the heritage resources. Neither of these commitments appears to have been effectively implemented.

There are concerns about the Parks Canada budget commitment and approach to 'The Klondike' in recent years and worries that a nomination process would distract from investment in the existing infrastructure. These may be the result of misunderstandings and should be discussed as a priority.

From '*UNESCO World Heritage Site Nominations in Canada, A Guidance Manual for Practitioners*':

Parks Canada expects a high degree of community engagement in the preparation of the nomination, and in support of the overall management of the property, as reflected in the Agency's Guiding Principles:

*"Public involvement is a cornerstone of policy, planning and management practices to help ensure sound decision-making, build public understanding, and provide opportunities for Canadians to contribute their knowledge, expertise and suggestions."*

#### **Specific Recommendation**

Parks Canada representatives and elected municipal officials and the Dawson City Chamber of Commerce should meet (separately) prior to the Spring meetings with the following objectives:

- Establish a climate of mutual trust and respect among the participants in the process, so that ongoing and future discussions on management issues can occur in a positive manner;
- Mutually educate all those involved in the process so that each participant acquires a more complete understanding of the issues and how other parties see the issues; and
- Build a long-term relationship between all involved in the process.

## **CONSIDERATIONS FOR IMPLEMENTATION AND RESOURCING THE PROCESS**

### **1) COMMUNICATIONS AND ENGAGEMENT**

A key consideration in the evaluation of the nomination will be the extent to which the local community is engaged in the management of the property and supportive of the World Heritage designation.

Effective communication with community stakeholders, the general public, and the media is critical and this should strive for engagement rather than mere consultation. The community will demand answers to questions and as a project principle, information should be distributed sooner rather than later. The early development and implementation of a communications strategy should be a priority.

Communication and engagement tools should include, but not be limited to:

- Website and discussion forums, email blasts
- Newsletters
- Community meetings and open houses (at key junctures only to avoid meeting burnout)
- Presentations to stakeholder groups
- Statutory municipal and community planning procedures
- Project guidance by an Advisory Board grounded in local leadership by local residents
- Use of traditional knowledge
- Inclusion of youth and elders

### **2) COMMUNITY APPROVAL PROCESS**

While a plebiscite could be a useful tool to confirm and demonstrate community support for the nomination process it is too early for such a vote to be put to an informed public. Interviewees consistently note the deficits of information and all concerned recognize this. Considerable further work is required before an appropriate question could be framed around a more precisely defined nomination proposal.

Involved governments and stakeholders should confirm the mandates of administrative officials to explore and discuss this proposal. Formal Terms of Reference for a Klondike World Heritage Site Exploratory Group should be agreed and signed off between the parties to provide for accountability to and between the component organizations. Group appointees and alternates should be named and suitably empowered in accordance with standard policies of the organizations.

A key deliverable of this project was to broadly identify community consensus thresholds required for designation consideration and to determine the means by which that consensus is best articulated in the designation process.

***There is no set standard for articulating community approval and consensus. Recent practice has included clear and specific documentation on the community engagement process and letters of support from the leaders of all the involved governments and stakeholder organizations. For 'The Klondike', this should include, at a minimum, the Tr'ondëk Hwëch'in Chief, City of Dawson Mayor and Yukon Premier.***

### **3) RESOURCES - TECHNICAL**

Nomination proposal development requires a variety of skill sets, including a project leader and administrative support who will manage the nomination process and deliver the final document and:

- A consultation specialist
- A writer and an editor, capable of working with the language of the World Heritage Convention;
- A cartographer/GIS specialist to produce the various required maps according to specifications; and
- A photographer and a graphic designer to assist with illustration and layout of the dossier.

#### **4) RESOURCES – FINANCIAL**

Given the complexity of 'The Klondike', it is too early to place a firm budget on the financial resources required to develop a nomination proposal. That said, the multiple values and jurisdictions involved point to a scope of work closer to that seen in Grand Pre than that at the Rideau Canal, a wholly-owned Parks Canada site or Writing-On-Stone, a relatively small wholly owned Alberta Provincial Park. This is further backed by the cautiously supportive approach taken by interviewees, which indicate the community will demand an expansive process of engagement, research, impact analysis and planning before consensus support is achieved.

For that reason, if the Parks Canada agency followed the precedent of the in-kind assistance contributed to the Grand Pre site, at this early stage it appears likely financial resources close to the **\$500,000** figure seen there would be required.

Given the potential benefits to the tourism industry and broader economy of the area, Yukon and the wider north, this is well within the scope of the Canadian Northern Economic Development Agency. The draft Investment Plan for Yukon of the Strategic Investments in Northern Economic Development has over \$4.4 million allocated to tourism for the years 2009-2014.

#### **MISCELLANEOUS**

In addition to the primary questions set by this study there are some concerns expressed in the interviews that should be addressed during the process but are beyond the scope of the Spring 2010 meetings:

##### **Interim Development**

While there is an understanding that all developments should be sympathetic to heritage values it is important for community support that the process should not be an excuse not to move forward in other ways in the near-term.

It should be agreed by all parties within the Exploratory Group Terms of Reference principles, that, until further notice, all development proposals will be considered in accordance with the current management regulations in place and not any proposed or imagined future policies or World Heritage Site requirements.

##### **Property Maintenance Regulation**

This matter is primarily the legislative mandate of City of Dawson. It does not bear directly on consideration of this proposal as City of Dawson could choose to tighten or relax such regulations at any time irrespective of any designation. The municipality should consider the feedback received through its normal channels.

##### **Cost-Benefit Analysis**

It may be possible to undertake this through an economic impact study using an adapted version of the *Local Impact Model* developed by Infometrica Limited. Such work would need to take place at a later stage when considerably more information is available.

##### **Environmental**

Environmental impact studies should be considered later as there is insufficient information at this time.

## PART ONE – DESIGNATION PROCESS BACKGROUND

**Mission:** To provide Dawsonites with basic information on the process, benefits and possible constraints regarding WHS designation with which to make their decision.

Please note that additional information on the World Heritage program can be found through Parks Canada at: <http://www.pc.gc.ca/eng/progs/spm-whs/index.aspx>

(Acknowledgement: Much of the information in this part is taken from 'UNESCO World Heritage Site Nominations in Canada, A Guidance Manual for Practitioners, Parks Canada 2009' and considerably more detail can be found in that excellent publication.)

### 1) What are World Heritage Sites, UNESCO and the World Heritage Committee?

UNESCO is the United Nations Educational, Scientific and Cultural Organization. A World Heritage Site is a place, either natural or cultural, that is of sufficient importance to be the responsibility of the international community as a whole. World Heritage Sites are designated under UNESCO's *World Heritage Convention*, which seeks to identify, protect, conserve, present and transmit to future generations cultural and natural heritage of outstanding universal value. As of July 2009, the World Heritage List includes 890 properties, including 689 cultural, 176 natural and 25 'mixed' cultural and natural properties in 148 countries.

For a property to be inscribed on the List it must be deemed to have **outstanding universal value**:

*'Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.'*

The World Heritage Committee is the main governing body of the *World Heritage Convention* and meets once a year. It decides upon inscribing properties on the World Heritage List, examines reports on the state of conservation of inscribed properties and asks countries to take action when properties are not being properly managed, and decides on the inscription of properties on and removal of properties from the List of World Heritage in Danger.

### 2) Is 'The Klondike' World Heritage Site proposal new and what makes it a candidate?

Consideration of 'The Klondike' is not new and has been promoted locally since the early 1990s. Expert analysis and communication with Tr'ondëk Hwëch'in and other governments led to the Klondike's inclusion on the 2004 *Tentative List* as possibly meeting two of the cultural criteria for outstanding universal value:

(iv) *The Klondike is an outstanding example of a landscape which illustrates exceptional adaptation and innovation by First Nations people for thousands of years, up to the present day, in responding to a challenging environment;*

(v) It is an outstanding example of a mining landscape, which includes the resource, transportation, supply, administrative and institutional components.

### 3) What specifically would the designation acknowledge, where is it and what's included?

The official *Tentative List* description reads as:

*"The trans-boundary serial cultural landscapes in First Nations traditional territories, including the Tr'ochëk fishing camp, and the Chilkoot Trail, the Klondike gold fields and the historic district of Dawson, illustrate life before, during and after the Klondike Gold Rush of 1896-1898, the last and most renowned of the world's great 19<sup>th</sup> century gold rushes. First Nations story cycles and languages articulate this environment, which reflects centuries of continuing indigenous use as well as the physical and cultural transformations wrought*

by a half-century of corporate mining. The 53-km Chilkoot Trail, from Taiya Inlet in Alaska over the Coast Mountains to the headwaters of the Yukon River in British Columbia, links the Pacific coast to the Yukon interior. An Aboriginal trade and travel route for centuries, the trail brought thousands of Stampeders to the Klondike gold fields from 1896 to 1898. Downriver from this commemorative trail, at the confluence of the Klondike and Yukon rivers, is the Tr'ochëk fishing camp, the centre of the Tr'ondëk Hwëch'in traditional territory. Dawson sits opposite. Its hastily constructed, false-fronted wooden buildings, with some relicts and open spaces amid them, illustrate life during the gold rush and after. More opulent administrative and institutional buildings speak to the one-time prosperity of this former territorial capital. Beyond lie the Klondike gold fields centred on Rabbit (later Bonanza) Creek, site of the 1896 discovery of gold by James "Skookum Jim" Mason (Keish), sites of the labour-intensive individual miner society, the gigantic Dredge No. 4, and massive tailing piles left by corporate mechanized mining. Nearby are the relict mining camp headquarters at Bear Creek. Small-scale mining operations continue in the gold fields today. First Nations and newcomers continue an ongoing cultural accommodation, including negotiated land settlement agreements. The American components of this proposal, including the historic district of Skagway, Alaska, are not yet on the American Tentative List."

### **THE SPECIFIC AREA AND 'OUTSTANDING UNIVERSAL VALUES' TO BE ACKNOWLEDGED ARE NOT FINALIZED**

As noted above, 'The Klondike' was originally envisioned to include a number of components located in the USA, such as parts of Seattle, Skagway, the American portion of the Chilkoot Trail, and others. Since the American components are not on the USA's current *Tentative List* (2008) they cannot be included in a joint Canada-USA nomination, but it is possible that Canadian components have enough value alone and could be nominated without the American components. In addition, it is possible that the American components could later be added to an expanded trans-boundary Klondike World Heritage Site, if and when they are placed on the USA's *Tentative List* and officially nominated by the USA.

Within the general themes of the Tentative List description, it is the community that decides the extent of the sites and areas that will be included in the nomination, subject to the need to include all the elements that demonstrate 'outstanding universal value', authenticity and integrity. Recognition of the Klondike's character as a dynamic, living, cross-cultural community may be an advantage and could support the outstanding universal value.

**The community's journey through the nomination process will decide the nominated area and the values.**

#### **4) What about the Tr'ondëk Hwëch'in story?**

The Tr'ondëk Hwëch'in story and its relationship to the other stories written on 'The Klondike' cultural landscape is **central and essential** to the 'outstanding universal value' of the site. A nomination that excluded the Tr'ondëk Hwëch'in story may not satisfy the criteria for outstanding universal value and stand up to comparative analysis with other global sites.

#### **5) Who would lead the process and would there be consultation?**

**Parks Canada is not responsible for leading the nomination process. It must be community driven.** Extensive and effective involvement of the community in the nomination and management of the site is critical. The extent of community consensus and support for the designation is a key consideration in the evaluation. A World Heritage Site nomination has to have the support of those responsible for it, including First Nation and provincial and territorial governments.

Discussions with Tr'ondëk Hwëch'in and civic officials were a part of the *Tentative List* process and further comprehensive public consultations are a necessary part of any nomination development.

#### **6) What is the process? What stages or steps will take place? Who is responsible for what?**

A nomination for inscription on the World Heritage List cannot be considered unless the property has already been included on the *Tentative List*. There is a limit of 45 on the total number of nominations considered each year and Canada generally submits a maximum of one nomination per year from its

Tentative List. Canada is not required to submit nominations nor is there any particular order in which future nominations must be submitted. The nominations will only be submitted when Parks Canada considers the nomination to be complete and ready for evaluation.

Preparing a successful nomination dossier is a complex and time-consuming process, requiring a considerable investment of human and financial resources. Nominations must address all of the World Heritage Committee's stringent requirements, as well as taking account of the Committee's current thinking on a range of policy questions and concepts and a number of "made-in-Canada" requirements.

### **Stage 1 - The Nomination Dossier**

The dossier is developed according to a specified format:

- 1) Identification of the property
- 2) Description of the property
- 3) Justification for inscription
- 4) State of conservation and factors affecting the property
- 5) Protection and management
- 6) Monitoring
- 7) Documentation
- 8) Contact information of responsible authorities
- 9) Signature on behalf of the state party(ies)

Much more detail can be found in 'UNESCO World Heritage Site Nominations in Canada, A Guidance Manual for Practitioners, Parks Canada 2009'.

Canada (i.e., Parks Canada) submits the dossier for review. The World Heritage Centre provides important guidance to Parks Canada in the preparation of the dossier and is responsible for reviewing the final submission of each dossier to determine whether it is complete, before forwarding it to the appropriate Advisory Body for evaluation.

The Site Management Authority responsible for the property has the overall responsibility for preparing the nomination dossier (including the allocation of necessary staff and resources for this task) to show that:

- The property has outstanding universal value (inc a global comparative analysis with similar properties);
- It meets the requirements and expectations in relation to integrity and/or authenticity; and
- Protection and management measures are in place to ensure conservation into the future.

At this stage no decision has been made as to who would manage 'The Klondike' or how. This could be Tr'ondëk Hwëch'in, Yukon, City of Dawson, Parks Canada or any partnership thereof dependent on the nature and scope of the final nomination and the wishes of the community.

### **Stage 2 – The Evaluation of the Nomination Dossier**

The nominated site is evaluated by the International Council on Monuments and Sites (ICOMOS), which reviews the written nomination, and visits the nominated property to evaluate its heritage values and its protection and management regime, and to confirm the level of support of the various stakeholders. These international experts then prepare a technical report, which includes recommendations for consideration by the World Heritage Committee.

### **Stage 3 - The World Heritage Committee**

During its annual meeting, the World Heritage Committee decides whether the nominated property is to be *inscribed* on the World Heritage List, *referred* back for more information, *deferred* until further substantial work is conducted or *not inscribed* on the World Heritage List.

## **ROLE OF THE PARKS CANADA AGENCY**

It is Canada's official representative for the Convention and through its National Office it is responsible for:

- Preparing and maintaining the Tentative List;
- Coordinating and leading all of Canada's communications with the World Heritage Centre;
- Reviewing each nomination at various stages and ensuring quality control;
- Providing strategic direction on the preparation of nominations and addressing the onsite evaluation and potential subsequent request for additional information.
- Preparing, with other levels of government as appropriate, communications strategies and materials related to the World Heritage Committee's decision; and
- Formally submitting a nomination dossier on behalf of Canada

### **7) How long is the process? When would the designation happen?**

There is a strict timetable for submitting and evaluating nominations that takes 2 ½ years to complete (See Appendix One).

- Recent experience suggests that 3-5 years of work may be required prior to that 2½-year process.
- 'The Klondike' could be prepared to enter the nomination process in 2013 and be designated in 2015.

### **8) What are the benefits to area residents?**

The benefits of designation are site-specific and dependent upon a variety of factors, particularly the efforts made by the community to take advantage of the status, but have included increased:

- Socio-economic opportunities;
- Local, regional and national profile and tourism;
- Authority to use UNESCO and World Heritage visual identifiers (as prescribed by UNESCO and the World Heritage Committee) in activities to promote the site in publications;
- International recognition of the site through UNESCO's activities (e.g., website, publications) to promote the sites on the World Heritage List;
- Local pride and support in hosting and safeguarding one of the world's most precious places;
- Attention by the management authority to the site and investment in site facilities;
- Influence in land- and resource-use planning and environmental assessment processes;

### **9) Would it contribute to or inhibit tourism, business, and economic development opportunities?**

It is too early to accurately predict such factors. Best practice development of a successful nomination and preparation for designation will include a socio-economic impact study with elements such as traffic generation, tax assessments and property prices; tourism study; marketing strategy; and interpretive plan. This would be information used by the community to evaluate a final decision on advancing.

### **10) What are the obligations and constraints?**

Designation does mean acceptance of a number of new obligations by the site managers, principally:

- Accountability to the World Heritage Committee for conserving the outstanding universal value, authenticity and integrity of the property, through proper protection and management actions;
- Voluntary advance reporting to the World Heritage Committee about projects that might affect the outstanding universal value of the property;
- Periodic reporting on the state of conservation of the site to the World Heritage Committee; and
- Subjecting the property, as necessary, to ad-hoc reactive reporting to the World Heritage Committee each time exceptional circumstances occur or work is undertaken that may have an effect on the state of conservation of the property.

Modern development will need to be managed in such a manner as to conserve the outstanding universal value, authenticity and integrity of the site.

Canada is expected to inform the Committee of their intention to undertake or authorize projects that might affect the outstanding universal value of a World Heritage site. The Committee expects that these reports be submitted as far in advance of project implementation as possible, and before irreversible work is undertaken, so that it can assist in finding solutions that assure the conservation of the property's outstanding universal value. Parks Canada submits these reports, if necessary, after consulting with the site managers. The reports typically take the form of a simple letter to the Director of the World Heritage Centre. It is important to note that the reactive monitoring and state of conservation reporting process can also be initiated by stakeholders writing to the World Heritage Centre or Advisory Bodies or in response to media reports about relevant issues.

**11), 12) and 13) below should be read accepting that the international recognition of the site means that the World Heritage Committee has an ongoing interest in its protection. The Committee is, in effect, a stakeholder in every World Heritage Site. Site managers are accountable for conserving the outstanding universal value, authenticity and integrity of the property through proper protection and management actions. Ultimately, the community decides the management regime and activities allowed, but the Committee has the right to ask countries to take action when properties are not, in its opinion, being properly managed, and has the option of deleting the property from the World Heritage List.**

### **11) What about the Tr'ondëk Hwëch'in Final Agreement, rights and settlement lands?**

As all nominations are submitted by Parks Canada on behalf of the Government of Canada, the authority preparing the nomination is required to consult Aboriginal peoples appropriately, in fulfillment of the Government of Canada's moral and legal responsibilities. In the case of 'The Klondike', Tr'ondëk Hwëch'in is central to any nomination and all agreements, rights and titles must be respected.

### **12) Will there be a loss of control over community planning and development?**

- UNESCO has no control of legislation or regulations.
- UNESCO recognizes local authorities
- World Heritage Site status is merely a commemorative recognition only with no powers.

Designation introduces no new legislation or regulations so constraints remain community-controlled.

- Tr'ondëk Hwëch'in retains all its rights of Self-Government on its lands and within its Traditional Territory as set out in its Final Agreement and all legislation & regulations of Yukon and Canada are unaffected.
- City of Dawson retains complete control over development within the municipality through the Official Community Plan and Zoning bylaw as enabled by the Yukon Municipal Act.

The municipal planning process remains in place as is. Development decisions, bylaws and restrictions remain in the control of the community. Residential and commercial development may continue. The City of Dawson has a long history of heritage management rules concerning homes and properties. Implementation of the new Dawson City Heritage Management Plan is understood to be close to the necessary requirements for assurance of integrity, protection and management of the World Heritage Site components that are likely to be within the municipal jurisdiction.

### **13) Will placer mining rights be affected?**

The continuance of small-scale mining operations in the gold fields is identified in the *Tentative List* description and as such represents an element of the anticipated outstanding universal value of the site. Placer rights would be unaffected, & governance of mining claims and rules of access would not change.

## PART TWO - ANALYSIS OF CASE STUDIES

**Mission:** Review recent examples of Canadian WHS designation initiatives and develop a comparative template providing information on:

- o Typical resource commitments and jurisdictional roles and responsibilities including steps in the designation process and potential timelines.
- o Consensus thresholds and mechanisms for articulating that consensus.

Gratitude is due to the helpful professionals who made themselves available and whose sharing of their extensive experience with existing and prospective Canadian World Heritage Sites has proven invaluable in meeting the objectives of this study. The consultant met with 6 individuals through telephone interviews.

### HEAD-SMASHED-IN BUFFALO JUMP, ALBERTA

Ian Clarke Director, Southern Operations, Culture and Community Spirit, Govt of Alberta

### WRITING-ON-STONE, ALBERTA

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ChristopheRivet Project Manager, Parks Canada

### RIDEAU CANAL, ONTARIO

The nomination dossier was reviewed: <http://www.pc.gc.ca/eng/docs/r/on/rideau/whl-lhm/index.aspx>

### OLD TOWN LUNENBURG, NOVA SCOTIA

Madelyn LeMay Heritage Officer, Town of Lunenburg

The 2004 periodic report was reviewed: <http://www.pc.gc.ca/eng/docs/pm-wh/rspm-whsr/rappports-reports/r7.aspx>

### JOGGINS, NOVA SCOTIA

The nomination dossier was reviewed: Available from Parks Canada National Office

### CHRISTINA CAMERON

Canada Research Chair in Built Heritage at University of Montreal. Head of Canada delegation to the World Heritage Convention.

## TYPICAL RESOURCE COMMITMENTS - FINANCIAL

In Grand Pre the total budget at outset was \$1.3 million, mostly in-kind but it is believed the true cost is likely much larger. The initial budget allocations were:

	Cash	In-Kind	Total	%
<b>Communications and PR</b>	\$33,000	\$77,000	\$110,000	8.3
<b>Research and expertise</b>	\$232,500	\$317,000	\$549,500	41.5
<b>Consultations</b>	\$10,000	\$114,425	\$124,425	9.4
<b>Nomination proposal production</b>	\$175,000	\$35,000	\$210,000	15.9
<b>Project administration</b>	\$4,000	\$235,000	\$239,000	18.1
<b>Contingency and HST</b>	\$90,944			6.9
<b>Total</b>	<b>\$545,444</b>	<b>\$778,425</b>	<b>\$1,323,869</b>	<b>100</b>

Most costs are in developing the value statements and management structure, undertaking comparative analysis and the impact studies. The budget was changed at end of 2009 as the costs of the extra impact studies were underestimated.

Financial contributions were committed as follows:

	<b>Cash</b>	<b>In-Kind</b>	<b>Total</b>	<b>%</b>
<b>Federal Government</b>	\$211,349	\$511,980	\$723,329	54.6
<b>Provincial Government</b>	\$211,349	\$71,000	\$282,349	21.3
<b>County Government</b>	\$100,000	\$23,760	\$123,760	9.3
<b>Economic Development Agency</b>	\$22,747	\$117,260	\$140,007	10.6
<b>Societe Promotion</b>		\$54,425	\$54,425	4.1
<b>Total</b>	<b>\$545,444</b>	<b>\$778,425</b>	<b>\$1,323,869</b>	<b>100</b>

A large portion of the local contribution is time not cash. Grand Pre was able to do so much in-kind due to in-house expertise and project management skills at the site. This cost structure puts no value on the extensive volunteer work contributed by organizations, naturalists and historians and others.

On a different scale, Writing-On-Stone estimates total costs including graphics and report publishing at \$200,000 including \$50,000 in-kind. Third-party estimates for Rideau Canal and Joggins are \$300,000 but it is thought these are likely not including in-kind costs and long lead-in expenses.

According to the Parks Canada guide, recent successful Canadian nominations have required a commitment of approximately \$200,000 in funds or in-kind services.

Head-Smashed-In Buffalo Jump is very clear that, in their scenario, there are no extra resources required to manage the site as a WHS subsequent to designation. It is the same management, operation and costs.

### **TYPICAL RESOURCE COMMITMENTS - TECHNICAL**

Grand Pre uses a Steering Committee of five. Total personnel involved, including agency staff, is between 20 and 25, allocating 10-50% of their time each to this project. Five paid contractors have been used and approximately 15-20 volunteers have been actively involved in nomination development tasks.

At Writing-On-Stone, the work has mostly been done in-house by Alberta provincial government with some consultant assistance on contract to write and design the package. They are fortunate to have the right people available with the combination of skills and special legacy knowledge required and were assisted by a recent NHS nomination document. They recommend strong 'champions' in the right positions.

According to the Parks Canada guide, recent successful Canadian nominations have required:

- An approximate staff commitment of 2 full-time-equivalents over a period of 2 1/2 years;
- Select staff that can commit priority full-time attention to the dossier over extended periods of time.

### **JURISDICTIONAL ROLES AND RESPONSIBILITIES**

In Grand Pre the Project Manager is a Parks Canada employee contributed in-kind but the local advisory group drives the project. There are three levels of government and a total of eight jurisdictions involved as well as private land but the proposed new structure will not supersede these authorities.

The management structure will sustain the existing relationships and have a mandate of stewardship, coordination and communication and act as a technical advisory committee. It will be provided with financial support and a strong Memorandum of Understanding.

Writing-On-Stone has aligned its management structure with that of the existing Provincial Park. Head-Smashed-In Buffalo Jump has no separate management structure from the provincial historic resource management and is actually only now finally working on WHS management plan.

While there is some First Nations engagement with the Grand Pre process, at Head-Smashed-In Buffalo Jump and Writing-On-Stone the values are highly First Nation oriented.

The Blackfoot are employed at Head-Smashed-In Buffalo Jump and accept the designation as an honour. It is positive for the First Nation in that it means other bodies will be listening to their issues. However, there is no formal First Nation involvement in the management structure at either site, which remains under pure provincial jurisdiction. The aboriginal community has been very supportive at Writing-On-Stone but again there is no formal role in the management structure.

For Rideau Canal, an umbrella *Rideau Canal World Heritage Site Management Plan* was developed but, as the entire property is owned and managed by Parks Canada, essentially represents a description of how the elemental management plans will be coordinated and directed through the Parks Canada Agency internal planning system. All the individual site plans are included, and references made to how plans, policies, regulations and legislation of other jurisdictions such as the province and municipalities will ensure additional protection of the contextual environment and buffer zones.

In Lunenburg the site is entirely privately owned and managed by the municipality.

## **STEPS IN THE DESIGNATION PROCESS**

In Grand Pre, the Regional Development Authority took on the overall administrative role. A detailed work plan has included lots of planning and impact studies such as on economic development, tourism and taxes. The impact studies encouraged both the municipalities and the local residents. For instance, the Tax Assessment based on the Lunenburg experience showed no direct correlation between designation and increased taxes, in fact less so than in other communities (*Grand Pre UNESCO Heritage Designation Impact Study, KELCO Consulting Ltd.*)

The global comparative analysis is proving particularly challenging. In Grand Pre authenticity is easily demonstrated by the continuity of traditional use, the ongoing prominent active use of the full site. This was verified by comparing the field patterns to history.

All case studies reported excellent assistance from the Parks Canada National Office.

### **Specific Observations on Defining the Outstanding Universal Value**

It is common to find the descriptions and geographical scope in the *Tentative List* vague as these typically arise from the use of consultants by Parks Canada rather than extensive community involvement. It is also common to find an emphasis on the existing Parks Canada site(s). It was strongly advised by interviewees to let go of the tentative criteria and reset the analysis.

Grand Pre, for instance, opened up a new discussion via a working group of experts and set themselves up to look at the area through the '4 lenses' of aboriginal, Acadian, natural and New England planters and residents, looking for what is 'exceptional and distinctive' in the area. The discussion emphasized use of the local and traditional knowledge of the area while looking for a stewardship consensus. During this process the Grand Pre area expanded from 20ac to 4000ac in total.

At Writing-On-Stone the area was also extended to include additional rock art values beyond the traditional park boundaries but this was dropped in response to feedback from the owners of the land. ***They highly recommend commencing with just the OUV statement development and comparative analysis before progressing any further.***

At Head-Smashed-In Buffalo Jump, the existing ranchers had been excellent stewards of site and affable negotiations lead a land purchase that took the original site from 1 acre to 400 acres although this was

mostly to allow for the interpretive centre rather than designation. The site was the further extended in 2000 and this was a seamless process with the provincial designation also expanding.

## **TIMETABLE**

In Grand Pre the timetable was 2007-10 but is now 2011 having decided to take the time and build the full support and answer all questions. Writing-On-Stone commenced in 2004 and is close to submitting in 2011 but lost 2-3 years due to scope changes. Rideau Canal worked for close to five years on the nomination and this was solely Parks Canada owned. A minimum of three years of planning is required, likely more.

## **COMMUNITY CONSULTATION – CONSENSUS THRESHOLDS AND ARTICULATION MECHANISMS**

Grand Pre has been lead by an Advisory Board of stakeholders and community members under clear and transparent Terms of Reference. In addition, a Steering Committee directs the project operationally under a separate Terms of Reference.

An early, clear and strong Communications Plan was essential. The emphasis should be on engagement over consultation. Communications tools, public consultation and engagement formats that have been used and documented include:

- Website, logos, slogans etc
- Newsletters
- Community meetings and open houses at key junctures but use website for regular communication to avoid meeting burnout
- Presentations to stakeholder groups
- Statutory municipal and community planning procedures
- Use of Advisory Board grounded in local leadership with local residents
- Use of traditional knowledge in developing the values and the nomination
- Inclusion of youth and kids groups
- Visits by RESIDENTS from other World Heritage Sites

A plebiscite was rejected for legal reasons as this needed to be through the municipality with a specific question on municipal matters. The Board was empowered already and any changes to authority to move forward could be made through the existing mechanisms.

At Writing-On-Stone consultations are now more FYI style with the general public as the site has focused in on traditional Park boundaries and First Nation values, thereby giving up on consultations with surrounding ranchers. Community work will continue with the First Nation. Support and consensus is to be demonstrated in First Nation support letters.

***Interestingly, the Rideau Canal nomination dossier appears to include no demonstration of community support or documentation of community consultation. This is despite the fact that Parks Canada certainly did consult with all 11 municipalities along the Canal during the process, to ensure that there was widespread understanding of and support for the nomination.***

In the case of Joggins, the nomination project directed by the Cumberland Regional Economic Development Association (CREDA) worked very closely with the Municipality of the County of Cumberland and local residents who took a keen interest in the project. When it inscribed Joggins on the World Heritage List, the Committee took note of the exemplary effort to involve the local community. Its decision to inscribe Joggins “note[d] ... the process of community engagement in ... preparation [of the dossier], over a period of almost ten years, as [a] model in the preparation of nominations...”

### **ADDITIONAL OBSERVATIONS – IMPACTS AND BENEFITS**

In Grand Pre, irrespective of designation success it is seen as an opportunity to create something. The four communities involved plus the Acadian 'community' have become one community talking together of one common vision. Other benefits projected to Grand Pre include:

- Preservation of a rich heritage and way of life
- Celebration of a common heritage and the community's role in protecting it
- Economic opportunities
- Interpretation and tourism development such as international visitation which is projected at up to 7%
- Sustained and full attention from government
- Government investment such as a comprehensive community plan

Head-Smashed-In Buffalo Jump has benefited from:

- One-off infrastructure boost and management strength – a new interpretive centre
- Boon and a benefit to economy but not inundated by tourists – site maintains good visitor control and has restricted interpretive centre expansion or gift shops.
- Great publicity to use WHS logos on all literature and marketing tools
- Visitation had already dropped from 120,000 to 80,000/year so there was room for growth.
- Publicity that lands and landscapes should be considered before development. Enabled recognition of other expanded areas special to the site.
- Membership in a fascinating world-wide community of huge diversity connected across the world operating together and regular meetings of members to discuss common issues and best practices

Writing-On-Stone has not completed any social or economic impact studies. It is a remote spot, 45-50 km off highway with no facilities only campground so managers are not worried about visitation increases that are currently only 30-40,000. A minor economic boost is expected to the nearby community of Milk River but no effect like Drumheller is expected where change was actually more due to the construction of the world-class dinosaur museum. The site has long been a park, a National Historic Site, a historic resource and if designated a WHS will not expect sudden change in visitation.

The First Nation at the site is more interested in the heritage protection and recognition benefits including:

- Ability to address non-conforming uses such as campgrounds and rodeos at the site
- Better management of visitor pressures with improved infrastructure
- Recognition and validation of a continued role and involvement in site
- Commemoration of the site as an important place in history of Canada and the world
- Leveraging of resources, management systems and funding
- Improved resources, protection and management

In the case of the Rideau Canal, specific, tangible benefits were:

- Increased awareness of the importance of the site, resulting in the leveraging of financial support from other agencies, i.e. the Ontario Tourism Marketing Partnership (Province of Ontario) invested in an international marketing campaign to promote Ontario's only World Heritage site;
- Increased attention from international travel writers, resulting in increased international group tour attention; and
- Local pride and support, i.e. the creation of the annual Rideau Canal Festival, a new festival created by a non-profit in Ottawa in 2008 to celebrate the Rideau Canal World Heritage site.

Immediately following inscription of Joggins, the Joggins Fossil Institute experienced:

- A marked increase in visitation (both at the property and virtually through the web site);
- Increase in per person expenditures (particularly related to branded items in the gift shop at the Joggins Fossil Centre) on site;
- An influx of interest in potential employment opportunities at the property;
- Increased inquiries regarding the heritage values of Joggins and the opportunities to experience and

learn about the site;

- Promotion of the property through the provincial tourism department; and
- Requests to partner with other properties and attractions to cooperate in promoting heritage.

Regional impacts of the inscription of Joggins on the World Heritage List included increased investment in municipal infrastructure including road paving and sewer extension, greater collaboration among the business community especially in the tourism and service sectors.

Lunenburg has experienced a significant increase in tourism but also a dramatic change in property owner structure. Property prices have soared by as much as 400% in 8 years and taxes continue to rise. This last is somewhat a function of the Nova Scotia tax structure whereby Lunenburg is required to forward a percentage to the province. There is no direct support from the province or the federal government and consider Dawson to be in an envious position in that regard.

The impacts have been positive overall and the tourists are not resented. The advice is to not overweight the issues but take time, plan and ready the infrastructure. Interestingly demolitions are still being permitted in some cases by Council and a very significant revision report on their heritage strategy (Stovel et al) is scheduled to be completed very soon and can be made available.

### **ADDITIONAL OBSERVATIONS - OBLIGATIONS AND CONSTRAINTS**

In Grand Pre the National Historic Site had gone from 120,000 visitors to 30,000 so had way more visitors before so not worried about restriction of expansion.

- In many places such as Grand Pre, the zoning and necessary restrictions are already in place
- Commonly find that use of traditional management practices and values that have been in place by default in past such as 'Marsh Authority' are the best way anyway.

At Head-Smashed-In Buffalo Jump traditional ranching use of land by grazing is maintained for fire control. There is no pestering from UNESCO and the World Heritage Committee has been very supportive. The designation did support restricting a directional drilling rig and a power transmission line was re-routed.

The site has experience of World Heritage Site reporting requirements:

- Designed to be in 5 year cycles but now 7 years since last
- The site is not administered by Parks Canada and hence nor is the reporting
- Took 2 years of 1 professional working half-time + Parks Canada assistance
- Involves analysis of values and criteria but mostly by photography, no site visit required and demonstrated that there had been no substantive changes in land use.

That said, Writing-On-Stone was very clear that nomination dossiers are expected to be very precise on how monitoring and reporting will be accomplished. This includes annual monitoring of key conservation values and authenticity measures. There will need to be a detailed explanation of the seriousness of monitoring.

At Writing-On-Stone there has been huge resentment outside of boundaries by ranchers who would not allow designation of their lands as there are no benefits for them, dangers only. Had to be very careful in communication and development of protection as cultural landscapes are particularly affected by interventions such as often proposed windmills and mineral exploration in buffer areas. Site has proposed a 'Historic Resource Management Zone' around the park with some conditions and restrictions but not zero development.

## PART THREE – COMMUNITY SOUNDING INTERVIEWS

**Mission:** To poll select Dawson citizens and organizations and identify interests and concerns amongst key community groups and decision/opinion makers with regard to pursuing a WHS designation for Dawson.

### SURVEY APPROACH AND KEY CONTACTS MET

Gratitude is due to the many community members who made themselves available for interview and whose careful consideration of the information provided made for many stimulating and productive discussions. The consultant met with 19 individuals through one-on-one interviews:

Peter Jenkins	Mayor, Town of The City of Dawson
Wayne Potoroka	Councilor, Town of The City of Dawson
Stephen Johnson	Councilor, Town of The City of Dawson
Rick Riemer	Councilor, Town of The City of Dawson
Ashley Doiron	Councilor, Town of The City of Dawson
Stuart Schmidt	President, Klondike Placer Miners Association
Bill Bowie	Businessperson and Former Town Councilor
Greg Hakonson	Businessperson
Laura Mann	Executive Director, Dawson City Museum
John Steins	Former Mayor
Jorn Meier	KVA Board Member and Former MLA Candidate
David Millar	KVA Board Member and Former MLA
Brenda Caley	KVA Board Member
Jim Taggart	President, Conservation Klondike Society
Evelyn Pollock	Manager, Dawson City Chamber of Commerce
Caili Steel	Program Manager, Conservation Klondike Society
Nancy Schmidt	Founder, Klondike Improvement Action Group
David Robinson	Businessperson
Wendy Cairns	Businessperson

The consultant also made presentations to, and engaged in dialogue with, as groups:

Tr'ondëk Hwëch'in Chief and Council:	Chief Eddie Taylor Councilor Joseph Councilor Bruce Taylor Councilor Steve Taylor Councilor Nagano
Tr'ondëk Hwëch'in Elders Council:	Chair Roy Johnson plus 14 members
Dawson City Chamber of Commerce:	Helen Bowie, President Dina Grenon, Director Paul Derry Dick Van Nostrand Jon Magnusson Susan Hermann

The consultant met with a total of 45 community members.

	Government	Community Group	Individual	Total People
<b>Strongly Supportive</b>	3	2	7	15
<b>Supportive</b>		1	4	5
<b>Indifferent</b>	2	1	2	5
<b>Opposed</b>	1		1	2
<b>Strongly Opposed</b>	1			1

## **IDENTIFIED INTERESTS AND OPPORTUNITIES**

A number of broad themes of interest and opportunity emerged in the interviews and these are represented below as composite statements spoken by the community. They should be read as such and not as direct quotes, factual statements or the consultant's opinions or recommendations.

### **Community Building**

*"We are worried about divisions in the community and recently increased polarization. This initiative would appeal to all segments and has the potential to bind the community together in celebration of itself. Heritage, mining and tourism can be non-competitive and this would raise the common perception and confidence of the town."*

### **Community Growth and Economic Development**

*"Designation would allow our community to further capitalize on it's historical assets. It is time Dawson stepped forward to fulfill its potential, exploit its resources and take a quantum leap forward. Klondike is a brand used elsewhere but the local community does not take advantage. It will be positive for businesses."*

*We feel that Dawson needs and has capacity for some growth, that it could handle immediate expansion of 10-20% and up to 3,500 people easily with appropriate planning and that this initiative will increase the year-round viability of our community. While raised population would increase property and land demand there are lots of empty spaces and buildings and there is room for growth. Despite awareness of 'The Lunenburg Experience', growth will not be overnight. It will be slow and continued modern development and change will be both possible and manageable. Designation would reinforce development positively if done in a sensible and planned way. In summary, we have only limited worries about increases in future development and if you are not growing you are dying."*

### **Tourism Impact**

*"Heritage preservation and promotion will increase tourism and benefit heritage attractions. The designation will raise the profile of the area internationally and it will become a prominent destination for visitors. It is an opportunity for the tourism industry and will attract a different caliber of tourist with higher per-capita expenditures."*

### **Community Recognition**

*"Designation would recognize the uniqueness of the area's culture. It is a reward for what the community is already doing and the standards it already imposes. It will encourage promotion of Dawson by the territory and political support for our town that has lost its previous star position."*

### **Planning**

*"Quality planning should be done during lead-in irrespective of cost including socio-economic impact studies such as property and tax projections, labour pool, tourism and economic studies to ensure well-planned and coordinated development."*

### **Resources**

*"It will bring new and better expertise, outside help, to town, bring focus and open up new financial resources to 'do it right'. We assume that it will bring more Parks Canada assistance."*

### **Outstanding Universal Value**

*"We suggest a number of possible additional universal value contributors including:*

- o The un-glaciated nature of the area producing rare artifacts, paleobones and organisms*
- o The worldwide involvement and global movement of people of the Klondike Gold Rush*
- o Stimulation of a rapid rate of development in Western Canada that was far ahead of the time."*

## **IDENTIFIED CONCERNS**

A number of broad themes of interest and opportunity emerged in the interviews and these are represented below as composite statements spoken by the community. They should be read as such and not as direct quotes, factual statements or the consultant's opinions or recommendations.

### **Cost**

*"We have a high level of concern that both the nomination process and the future maintenance of a World Heritage Site may cost the local community and the ratepayers a lot of money. It is not a municipal responsibility to lead and pay for this process. It should come from Yukon and/or British Columbia.*

*Heritage management bylaws and policies affect our mortgages and bylaw compliance insurance clauses and generally raise the cost of property ownership. There is a need to deal with the cost of maintenance, liabilities, heritage designations and protections applied to properties.*

*We would like the cost-benefit case for designation to be proven and wonder if this initiative is a priority given the many other service concerns of residents. Maybe the money could be better spent elsewhere"*

### **Community - Parks Canada**

*"We are worried about the investment levels and approach of Parks Canada in the area in recent years, particularly with regard to policies on maintaining open and living sites. We believe more should be done with Downtown buildings and sites such as Bear Creek. And we are concerned that Parks Canada will take control of development in the town through this designation.*

*We recognize the need for a supportive local Parks Canada Agency that, while not driving the process, should commit significant resources and expertise. We fear this will not occur and worry that this process will distract from hard investment in the Historic Sites.'*

### **Mining**

*"Impacts on the surrounding area and the mining industry are vague. Although lots of ground is mined out, if a big opportunity comes through like a hard rock mine or Jackson Hill this must not be held back. The rules must not restrain placer mining.*

*Further restrictions, government regulations, bodies and committees and increased 'watching' of mining activity are a typical worry for our industry. We are cautiously open to an exploration of the concept."*

### **Development Control**

*"We initially perceived that designation would impose a new regime of outside control upon our community to be navigated and we expect this is probably the wider community belief. Once the nature of the designation was explained in detail and that most of the required standards are likely already in place and certainly that any restrictions are in the control of our community, we responded positively. Several of us noted that if the existing guidelines and regulations were actually being policed there would be no increased control at all. Council leads us to believe it wishes to bring people into compliance with these regulations anyway irrespective of designation.*

*We strongly support enforcing the current development regulations effectively but fairly and consistently.*

*Our existing dynamic cross-cultural living community nature is valued and must be retained. There are examples of modern development at other World Heritage Sites and a designation must be compatible with modern infrastructure such as road paving, bridges and large buildings such as hospitals.*

*We must not lose control of our future and become stuck with this vision."*

### **Geographic Scope of Designation**

*"We strongly prefer to restrict the first phase to a close locale within the Tr'ondëk Hwëch'in Traditional Territory, including First Nation sites, elements of Dawson City and the Goldfields, thereby keeping the site and the process small and manageable. The Chilkoot Trail appears an odd appendage to many of us and if this is included, why not other Gold Rush elements such as The Edmonton Route, Yukon River and others?"*

*We feel that this smaller area does have outstanding universal value and can be built upon and extended later. 'The Klondike' is seen by some of us as a 'meeting place' between cultures that have flourished despite the pressures and bad experiences of history."*

### **Community Approval Process**

*"A plebiscite could be needed to confirm community support prior to submitting a nomination. We are somewhat concerned about the nature of the governance structure and its authority.*

*We feel this is a daunting and complex process and would like information to come to us sooner rather than later."*

### **Property Maintenance Regulation**

*"We are worried that the town should not become excessive about picky rules with respect to a clean, neat and pretty look to the town. We enjoy a modicum of freedom; do not want our grass measured; and we value a feel and character to the town in this respect that should be retained. Our town must not become a parody of itself."*

### **Environmental**

*"We see potential advantages and disadvantages from an environmental standpoint. On the one side the site may grow as a tourist attraction, increasing waste and fossil fuel emissions that will conflict with our environmental targets. However, it may actually assist in branding the community as an environmental destination with higher spending lower impact tourism.*

*The net environmental impact is unclear and we are concerned that this should be studied beforehand."*

### **Interim Development**

*"We worry that the prospect is often used as a tool to promote other objectives e.g. Yukon River Bridge opposition. The prospect already inhibits our development but there are many examples of continued development around other sites and many interventions are reversible if they need to be for designation.*

*If this is progressed it cannot be an excuse for us not to move forward in other ways in the near-term and put our economic future on hold. This would be counterproductive."*

**'We should pave the roads, build what we need and see if we get UNESCO not the other way around'**

**'Downsides are minimal by comparison to the benefits'**

**'Should have been in the bag years ago'**

**"I'm afraid we'd be like Skagway'**

**'Would be the best thing ever to happen to town, a benefit to the community'**

**'Get over petty objections and look at the big picture'**

**'Should be a plebiscite before this moves forward'**

**'Heartened to see a new impetus'**

**'Telling the whole world it's a really special place'**

**'Appreciate there could be some value but I am filled with nervousness and uncertainty'**

**'Ridiculous to ask whether we should do this, our path as a heritage community was decided years ago'**

**'Accept the moniker'**

**'All decisions should be up-front and on paper'**

## ACKNOWLEDGEMENTS

### **Bibliography**

Information in this report has been sourced from the following reference documents:

- 'UNESCO World Heritage Site Nominations in Canada: A Guidance Manual for Practitioners, Parks Canada, 2009'
- *Dawson City Heritage Management Plan, Commonwealth Historic Resource Management Limited, 2008*
- *Dawson Historical Complex National Historic Site of Canada Management Plan, Parks Canada, 2004*
- *Nomination of The Joggins Fossil Cliffs for Inscription on the World Heritage List, 2007*
- *Nomination of the Rideau Canal for Inscription in the World Heritage List, Parks Canada,*
- *Draft Branding, Communications and Public Engagement Plan for the Grand Pré and Area UNESCO World Heritage Nomination Process, ICON Communications, 2009*

### **Thanks**

Thanks are due to the many individuals who gave their valuable time to assisting the consultant:

Community Based Steering Group:

Jay Armitage	Community Development Officer, Town of The City of Dawson
Jackie Olson	Heritage Director, Tr'ondëk Hwëch'in
Wayne Potoroka	Communications Director, Tr'ondëk Hwëch'in
David Rohatensky	Superintendent, Klondike National Historic Sites, Parks Canada Agency
Paula Hassard	Curator, Parks Canada Agency
Gary Parker	Executive Director, Klondike Visitors Association
Bill Holmes	Marketing and Events Manager, Klondike Visitors Association
Adam Morrison	Klondike Placer Miners Association
Lisa Favron	Klondike Placer Miners Association

Yukon Government, Department of Tourism and Culture, Project Management:

Rick Lemaire	Director, Cultural Services Branch
Jeff Hunston	Manager, Heritage Resources
Doug Olynyk	Manager, Historic Sites Manager

Parks Canada

Gordon Fulton	Director, Historical Services Branch, National Historic Sites
John Pinkerton	International Programs Manager

And, of course, all of the interviewees mentioned earlier.

## APPENDIX ONE - DETAILED NOMINATION PROCESS TIMETABLE

### Stage 1 - The Nomination Dossier

Date	Deliverable
Feb 200x-1	Face-to-face meetings between Parks Canada & project team to discuss requirements, process & timelines
Feb-Jul 200x-1	Drafts of individual Nomination chapters and maps submitted to Parks Canada for review and comment
1 Aug 200x-1	Completed DRAFT Nomination and maps submitted to Parks Canada
15 Sept 200x-1	Parks Canada National Office forwards DRAFT Nomination to Head of Canadian Delegation to the World Heritage Committee with a recommendation to transmit it to the World Heritage Centre for review
26 Sept 200x-1	Mailing of hard copy of DRAFT Nomination and maps to World Heritage Centre (UNESCO) in Paris, with email notification and posting of DRAFT Nomination on website or ftp site, as appropriate, to facilitate transmission to the Centre
<b>30 Sept 200x-1</b>	<b>Deadline for arrival of hard copy of DRAFT Nomination at World Heritage Centre for voluntary informal review (Note: Parks Canada requires Canadian Draft Nominations to be submitted for this review)</b>
<b>15 Nov 200x-1</b>	<b>Deadline for World Heritage Centre to submit its comments to Canada, resulting from its review of the Draft Nomination</b>
15 Nov – 1 Dec 200x-1	Discussions between Parks Canada National Office and project team, including face-to-face meeting, if necessary, to address comments from World Heritage Centre, outstanding issues and process for completing the Nomination
1 Dec 200x-1	Final draft of all components of Nomination (i.e., nomination document, appendixes, maps, photos) submitted to Parks Canada for final review
8 Jan 200x	Parks Canada National Office forwards nomination to Head of Canadian Delegation with recommendation for approval and signature.
15 Jan 200x	Signature of Nomination by Head of Canadian Delegation
15 Jan -1Feb 200x	Transmission of 3 copies of Nomination to World Heritage Centre
<b>1 Feb 200x</b>	<b>Non-negotiable deadline for receipt of Nomination at World Heritage Centre, Paris</b>

### Stage 2 – The Evaluation of the Nomination Dossier

Date	Deliverable
1 Mar 200x	World Heritage Centre informs Parks Canada whether the Nomination is considered complete and has been accepted
Mar 200x – May 200x+1	On-site evaluation by the Advisory Body (normally scheduled between March and December of the year in which the nomination is submitted)
31 Jan 200x+1	Deadline for Advisory Body to request additional information from Parks Canada
31 Mar 200x+1	Deadline for receipt by the World Heritage Centre of additional information requested by Advisory Body
May 200x+1	Advisory Body delivers its evaluation and recommendation to the World Heritage Centre for transmission to the World Heritage Committee and to Parks Canada (6 weeks before the World Heritage Committee meeting)
May-Jun 200x+1	Parks Canada may correct factual errors (at least 2 days before the opening of the World Heritage Committee meeting) by means of a letter to the World Heritage Committee Chairperson, copied to the Advisory Body

### Stage 3 - The World Heritage Committee

Date	Deliverable
Jun 200x+1	<b>The World Heritage Committee examines the Nomination and makes its decision.</b> During discussion of the Nomination, Canada may not comment, other than to answer factual questions from the Committee
Jun 200x+1	The World Heritage Centre notifies Canada of the decision of the World Heritage Committee immediately after the Committee meeting

## APPENDIX TWO

### 'THE KLONDIKE' ON CANADA'S TENTATIVE LIST FOR WORLD HERITAGE SITES

#### DESCRIPTION:

*"The transboundary serial cultural landscapes in First Nations traditional territories, including the Tr'ochëk fishing camp, and the Chilkoot Trail, the Klondike gold fields and the historic district of Dawson, illustrate life before, during and after the Klondike Gold Rush of 1896-1898, the last and most renowned of the world's great 19th century gold rushes. First Nations story cycles and languages articulate this environment, which reflects centuries of continuing indigenous use as well as the physical and cultural transformations wrought by a half-century of corporate mining. The 53-km Chilkoot Trail, from Taiya Inlet in Alaska over the Coast Mountains to the headwaters of the Yukon River in British Columbia, links the Pacific coast to the Yukon interior. An Aboriginal trade and travel route for centuries, the trail brought thousands of Stampeders to the Klondike gold fields from 1896 to 1898. Downriver from this commemorative trail, at the confluence of the Klondike and Yukon rivers, is the Tr'ochëk fishing camp, the centre of the Tr'ondëk Hwëch'in traditional territory. Dawson sits opposite. Its hastily constructed, false-fronted wooden buildings, with some relicts and open spaces amid them, illustrate life during the gold rush and after. More opulent administrative and institutional buildings speak to the one-time prosperity of this former territorial capital. Beyond lie the Klondike gold fields centred on Rabbit (later Bonanza) Creek, site of the 1896 discovery of gold by James "Skookum Jim" Mason (Keish), sites of the labour-intensive individual miner society, the gigantic Dredge No. 4, and massive tailing piles left by corporate mechanized mining. Nearby are the relict mining camp headquarters at Bear Creek. Small-scale mining operations continue in the gold fields today. First Nations and newcomers continue an ongoing cultural accommodation, including negotiated land settlement agreements. The American components of this proposal, including the historic district of Skagway, Alaska, are not yet on the American Tentative List."*

#### JUSTIFICATION OF "OUTSTANDING UNIVERSAL VALUE"

##### Criteria met:

**(iv)** The Klondike is an outstanding example of a landscape which illustrates exceptional adaptation and innovation by First Nations people for thousands of years, up to the present day, in responding to a challenging environment;

**(v)** It is an outstanding example of a mining landscape which includes the resource, transportation, supply, administrative and institutional component.

#### ASSURANCES OF AUTHENTICITY AND/OR INTEGRITY:

*"The site of a traditional Hän fishing camp was established as a Tr'ochëk heritage site under the Tr'ondëk Hwëch'in Land Claim Agreement, and is owned by the Tr'ondëk Hwëch'in First Nation. In 2001 it was designated a National Historic Site of Canada. Parks Canada continues to work cooperatively with the Tr'ondëk Hwëch'in on the protection and preservation of the site. The Chilkoot Trail is managed segmentally as a National Historic Site by Parks Canada, and as an International Historical Park by the U.S. National Park Service. The Dawson Historical Complex National Historic Site is managed by Parks Canada in cooperation with local stakeholders under a Commemorative Integrity Statement and a recent management plan. Parks Canada also owns and operates the Dredge No. 4, SS Klondike and SS Keno national historic sites under Commemorative Integrity Statements and management plans. Discovery Claim National Historic Site is managed by the Klondike Centennial Society. The properties of Bear Creek, Bonanza Reserve and another portion of Discovery Claim are not designated as national historic sites, but are currently owned and managed by Parks Canada."*

**COMPARISON WITH OTHER SIMILAR PROPERTIES:**

“Cultural landscapes associated with the preludes and aftermaths of the California gold rush of 1848-49 (U.S.A.), the Central Victoria gold rush of 1851 (Australia) and the Witwatersrand gold rush of 1886 (South Africa) are differentiated from the Klondike by access, environment, time period, subsequent development patterns and negotiation of cultural accommodation with indigenous peoples.”

**MINISTER’S ADVISORY COMMITTEE DESCRIPTION:**

“The Klondike represents the most comprehensive and intact of all the cultural landscapes that illustrate life before, during and after the world’s great 19th century gold rushes.

**The history of the Klondike** is written on the land. First Nations story cycles speak to thousands of years of surviving and thriving in a challenging environment, and to a remarkable record of adaptation and innovation. These stories also speak to a way of life that was radically and indelibly altered by a brief moment on the timeline of the region’s human occupation — the Klondike Gold Rush of 1896-1898, and its aftermath. Early narratives are found throughout the traditional territories, including the Tr’ochëk fishing camp and ancient trading routes such as the Chilkoot Trail; later voices overlay the Chilkoot and the still-mined gold fields, and the historic districts of Dawson and Skagway, Alaska (U.S.A.). Collectively, the places and cultural accommodations that define the Klondike cultural landscape represent a story of extraordinary proportions.”