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KEKERTEN (QIKIQTAN)

*inuit nunagiqattaqsimajatuqanginni
territorial park*



Approved by the Community Joint Planning and Management Committee for Kekerten (Qikiqtan) Territorial Park.

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Cover photo: Scottish Whaling Station at Kekerten (Qikiqtan): Photo credit: Nunavut Parks/NVision (2019)

All photos: Nunavut Parks / NVision, unless otherwise noted.

Draft





Photo: Nunavut Parks and Special Places Archives

GLOSSARY AND ACRONYMS

“Affected community” or “Associated Community” means a community listed in the IIBA (Schedule 2-1) with respect to a park.

“ATV” refers to All-terrain Vehicle

“BP” refers to “Before Present”, a measure of time

“Cabin” means a fixed structure used as a temporary or seasonal dwelling in connection with harvesting or other related activities.

“C&H” refers to the Department of Culture and Heritage, Government of Nunavut.

“CGS” refers to the Department of Community and Government Services, Government of Nunavut.

“CHRS” refers to the Canadian Heritage Rivers System.

“CIRNAC” refers to Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) formerly called INAC

“Community JPMC” or “PAC” (see definition below) means a community joint Inuit-Government parks planning and management committee in the affected community in question.

“COSEWIC” refers to the Committee on the Status of Endangered Wildlife in Canada, a federally appointed committee established as a legal entity under the Species at Risk Act that provides advice to government on the status of wildlife species.

“CLARC” refers to the Community Lands and Resources Committee.

“CLRI” refers to a cultural landscape resource inventory, a process in the Inventory of Park Resources.

“Culturally Significant Site” means a site that is important to Inuit for cultural, spiritual, historical, archaeological or ethnographic reasons.

“CWS” refers to the Canadian Wildlife Services, Government of Canada.

“DFO” refers to the Department of Fisheries and Oceans, Government of Canada.

“DIO” refers to Designated Inuit Organization, which in turn refers to a RIA responsible for a certain park or area (see RIA).

“DOE” or “DoE” refers to the Department of Environment, Government of Nunavut.

“EA” refers to an Environmental Assessment.

“ECC” refers to Environment and Climate Change Canada, Government of Canada.

“ED&T” refers to Department of Economic Development and Transportation, Government of Nunavut.

“FTE” refers to a Full Time Equivalent staff position with the Government of Nunavut.

“GC” refers to Government of Canada.

“GN” refers to Government of Nunavut.

“GNWT” refers to the Government of the Northwest Territories.

“HAP” refers to the Heritage Appreciation Plan: the parks strategic plan for heritage programs.

“Hamlet” refers to the municipal administrative offices of respective communities involved in planning processes.

“HTO” or “HTA” refers to a Hunters and Trappers Organizations or Associations.

“HSMBC” refers to the Historic Sites and Monuments Board of Canada

“IHT” refers to Inuit Heritage Trust.

“IIBA” refers to the Umbrella Inuit Impact and Benefit Agreement for Territorial Parks in the Nunavut Settlement Area.

“Important Wildlife Area” means an area that is important to Inuit for wildlife or wildlife habitat reasons.

“INAC” refers to Indigenous and Northern Affairs Canada.

“IOL” refers to Inuit Owned Lands.

“IQ” refers to Inuit Qaujimagatuqangit, or Inuit traditional knowledge.

“JPMC” refers to Joint Planning and Management Committee.

“MI&A” refers to a Mineral Inventory and Assessment.

“NA” refers to the Nunavut Agreement (also known as the Nunavut Land Claims Agreement).

“NAC” refers to the Nunavut Arctic College

“NHS” refers to the National Historic Sites Registry

“NIRB” refers to the Nunavut Impact Review Board.

“NPC” refers to Nunavut Planning Commission.

“NP&SP” refers to Nunavut Parks and Special Places, a Division of the Department of Environment, Government of Nunavut.

“NRCAN” refers to Natural Resources Canada.

“NRI” refers to the Nunavut Research Institute.

“Nunavut JPMC” or “NJPMC” means the Inuit-Government joint planning and management committee for Nunavut.

“NWB” refers to Nunavut Water Board.

“NWMB” refers to Nunavut Wildlife Management Board.

“O&M” refers to operations and maintenance.

“PSA” or “Park-Specific Appendix” means an Appendix to the IIBA.

“PAC” or “Park Advisory Committee” means the community joint planning and management committee established by the NJPMC to provide local direction based on the IIBA for the Master and Management Plan.

“QIA” refers to the Kekerten (Qikiqtan)i Inuit Association

“Relevant HTO” means the Hunters and Trappers Organization in the affected community in question.

“RIA” means the Regional Inuit Association for the region in which the Territorial Park in question lies.

“Relevant RWO” means the Regional Wildlife Organization in the region in which the Territorial Park in question lies.

“Researcher” means a person holding a permit to carry out research in a Territorial Park.

“SARA” refers to the federal Species at Risk Act.

“TCT” refers to the Trans Canada Trail System

“TPA” means Territorial Parks Act



Photo: Nunavut Parks and Special Places Archives



ACKNOWLEDGEMENTS



Jaco Ishulutak



Billy Etoangat



Denise Nowyuk



Joavie Alivaktuk

The following individuals and organizations are recognized for their assistance and support.

The Park Advisory Committee (PAC) for Kekerten Qikiqtan prepared this Plan. The PAC members are:

- Jaco Ishulutak
- Billy Etoangat
- Denise Nowyuk
- Joavie Alivaktuk

The PAC pays tribute to Hezekiah Oshutapik and Mosesee Qappik, Chairs of the committee, and committee member Larry Dialla.

The PAC acknowledges the contributions of residents that contributed their knowledge to this document:

- The research and planning completed for the park opening by archaeologist Marc Stevenson with Elder advisors Etoangat Aksayook and Quatsook (Qatsu) Eevic.
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- Nowyook Nickutimusie

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 - Joavie Alivaktuk
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The following organizations contributed to the development of the plan:

- Nunavut Joint Planning and Management Committee
- Municipality of Pangnirtung
- Angmarlik Visitor Centre
- Pangnirtung Hunters and Trappers Association
- Kekerten (Qikiqtan) i Inuit Association
- Inuit Heritage Trust
- Department of Culture and Heritage, Government of Nunavut

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- Mary-Ann Mike

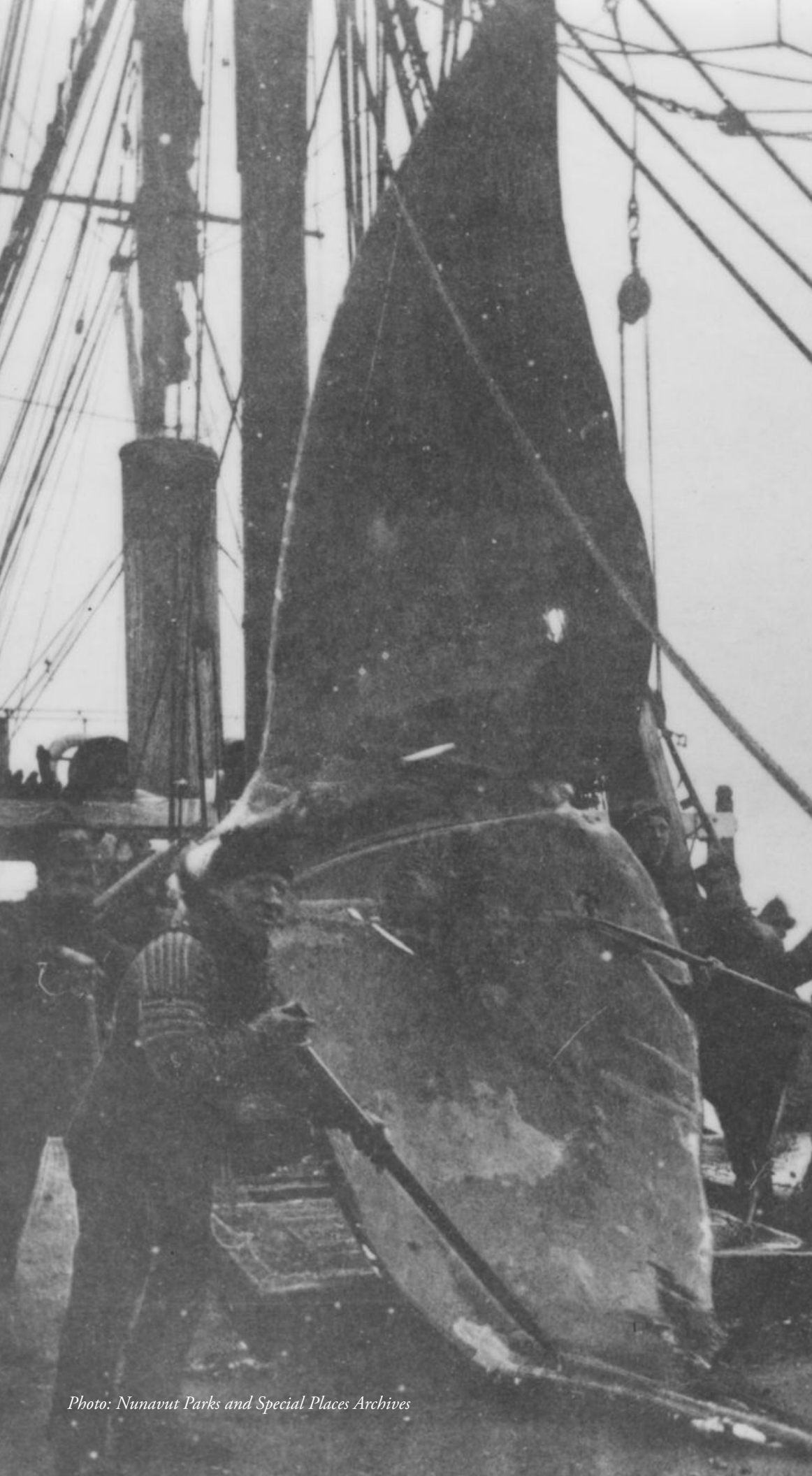


Photo: Nunavut Parks and Special Places Archives

MESSAGE FROM THE CHAIR OF THE PANGNIRTUNG

COMMUNITY JOINT PLANNING AND MANAGEMENT COMMITTEE



Message from the Chair of the Pangnirtung Park Advisory Committee

Kekerten (Qikiqtan) Territorial Park is a special place for Pangnirtung. As our park vision statement describes, “Kekerten (Qikiqtan) Territorial Park protects and shares our memories and stories of whaling. The park nurtures our family connections and heritage; provides us with a place to continue to harvest from the sea; and celebrates the determination and resourcefulness of Inuit, Scottish and American whalers in a time when our world was changing.”

Kekerten (Qikiqtan) is recognized as a National Historic Site: “The Kekerten (Qikiqtan) Island Whaling Station represents whaling in the eastern Arctic as one of the most important and long lasting whaling station and vessel-wintering sites in Cumberland Sound during the second half of the 19th century; it represents the impact of the whaling industry on the economy and culture of the Inuit in Cumberland Sound.” Kekerten (Qikiqtan) Territorial Park protects and shares the landscape, wildlife and our history. We have a responsibility to take care of our park through careful planning and management actions that will ensure future generations can continue to learn about this special place.

The park is also an important destination for tourism. Our outfitters, guides, hotels and craftspeople benefit from tourism in Pangnirtung. Providing an exceptional visitor experience at Kekerten (Qikiqtan) is a goal of our planning for the future.

On behalf of the Pangnirtung Park Advisory Committee, we wish to thank everyone that has been involved in the Parks Master and Management Plans. The hard work of our residents, community organizations, the Nunavut Joint Planning and Management Committee, the Qikiqtani Inuit Association and the Government of Nunavut, and Government of Canada (Parks Canada, National Historic Sites and Historic Sites and Monuments Board of Canada), and other partners makes it possible for Kekerten (Qikiqtan) Territorial Park to be planned and managed sustainably, and in a way that will make the people of Pangnirtung proud. We look forward to your enjoyment of the park.

JACO ISHULUTAK

Chair of the Pangnirtung Park Advisory Committee

On behalf of: Billy Etooangat, Denise Nowyuk, and Joavie Alivaktuk

MESSAGE FROM THE CHAIR OF THE
**NUNAVUT JOINT PLANNING
AND MANAGEMENT COMMITTEE**



Nunavut's territorial parks are places to experience the land, enjoy recreation activities, and stay connected to our cultural heritage. Territorial parks ensure that places of importance to Inuit are conserved and celebrated. Our territorial parks provide community members with opportunities to enjoy the land, and our parks welcome visitors that contribute to our economic and social well-being.

To ensure that our parks protect our cultural and natural heritage, we actively manage the resources of the park and the way in which the park is used. Through planning, management and monitoring our territorial parks will continue to benefit Inuit, Nunavummiut, and guests to the territory.

In Nunavut the planning and management of a territorial park requires the support and collaboration of the public, especially Inuit in the community associated with the park. The Inuit Impact and Benefit Agreement for Territorial Parks in the Nunavut Settlement Area requires meaningful planning and management actions will include Inuit. The Pangnirtung Park Advisory Committee (PAC) and a Nunavut Joint Planning and Management Committee (NJPMC) have worked together to guide the process to ensure planning includes the cultural values and traditional knowledge of Inuit.

I wish to acknowledge the work of the Pangnirtung PAC and the residents and organizations of Pangnirtung that have prepared this Kekerten (Qikiqtan) Territorial Park Master Plan.

This document reflects the vision and goals of Kekerten (Qikiqtan) and the Nunavut Parks and Special Places program to protect and share the story of the park. The PAC and NJPMC will continue to work closely with the staff of the Government of Nunavut, Qikiqtani Inuit Association, Hamlet of Pangnirtung, and the Hunters and Trappers Organization to implement this Master Plan.

QAVAVAUQ ISSUQANGITUQ

Chair of the Nunavut Joint Planning and Management Committee.

On behalf of NJPMC Members: David Kooneeliusie, Darrell Obokannoak, Simon Qingnaqtuq, David Monteith, Linda Vaillancourt, Luke Suluk, and Pacome Lloyd.



Photo: Atsiq was a whale spotter in the lookout on Qikiqtan. He was a carver and used a scalpel knife for fine details. (Nunavut Parks and Special Places Archives)



FORWARD FROM THE MINISTER

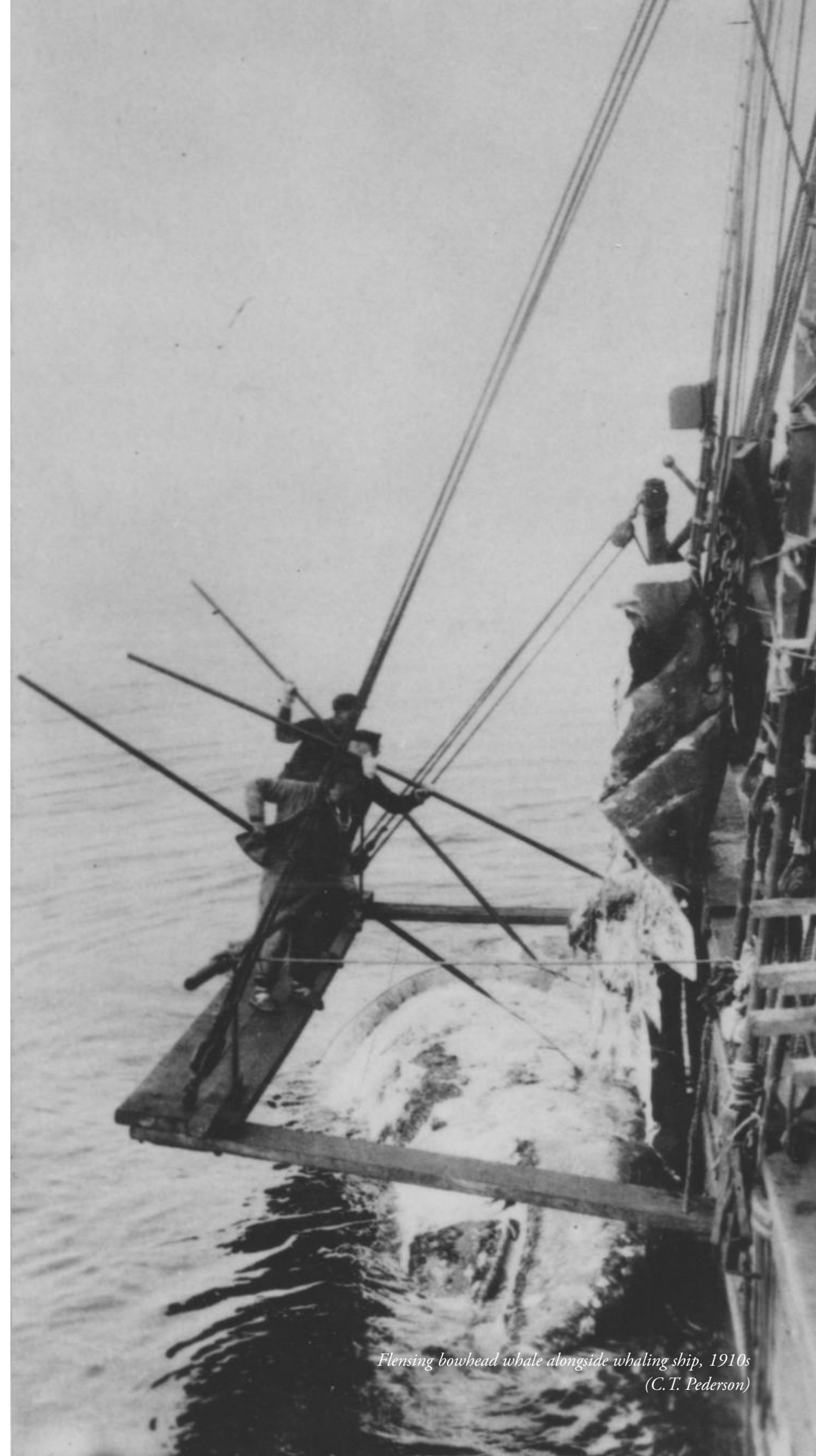


We live in a great Territory. Our land supports some of the world's largest remaining pristine natural ecosystems. It is home to a variety of wildlife: caribou, nesting areas for migrating birds and raptors, and waters teeming with fish. It is rich in history and beauty, and its untouched landscapes bring people from all over the world for true wilderness experiences. Our land is more than a place of diversity, history and attraction. Our natural and cultural heritage and our relationship to the land also contribute to our sense of identity and place, and are an important part of who we are. At the same time, Nunavut's population and economy are growing and are placing new demands on the land. We recognize there is a need to balance development and conservation to protect Nunavut's natural and cultural heritage or places that are important to us.

These principles form the foundation of the Kekerten (Qikiqtan) Territorial Park Master Plan. I offer my appreciation and congratulations to the Pangnirtung Park Advisory Committee: Jaco Ishulutak, Billy Etooangat, Denise Nowyuk, and Joavie Alivaktuk. I'd like to remember the Park Advisory Committee members that have passed away: Mosesee Qappik, Hezekiah Oshutapik, and Larry Dialla. I also recognize the contribution of the Nunavut Joint Planning and Management Committee, residents and organizations of Pangnirtung who've supported Qikiqtan Territorial Park and the preparation of this plan, and I am grateful to the Qikiqtani Inuit Association for their partnership and cooperation. The advice and sense of stewardship that is demonstrated in this plan will ensure that Kekerten (Qikiqtan) Territorial Park continues to be enjoyed by the residents of Pangnirtung and provides benefits for the community and Nunavummiut for generations. In the same spirit of partnership and responsibility, I am pleased to approve this Territorial Park Master Plan.

My department, through the Nunavut Parks & Special Places Division, will continue to work with the Pangnirtung Park Advisory Committee, Nunavut Joint Planning and Management Committee, Qikiqtani Inuit Association, Government of Canada, and Nunavummiut, as well as the other Departments of the Government of Nunavut in the implementation of the Master Plan to achieve its vision and goals. We all want to make sure our children and grandchildren will have the opportunity to experience and learn from the land the same way we have. We want to make sure Kekerten (Qikiqtan), and all Territorial Parks, continue to be an important part of Nunavut's future, and we look forward to building a system of parks and special places with you.

Minister, Department of Environment



*Flensing bowhead whale alongside whaling ship, 1910s
(C.T. Pederson)*



Photo: It is unknown if this building was at Kekerten (Qikiqtan) or Blacklead Island Nunavut Parks and Special Places Archives



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Executive Summary



Photo: Nunavut Parks and Special Places Archives







Photo: Nunavut Parks and Special Places Archives



Photo: Nunavut Parks and Special Places Archives



EXECUTIVE SUMMARY

Kekerten (Qikiqtan) Inuit Nunagiqattaqsimajatuqanginni (Heritage) Park, is in Cumberland Sound approximately 50km south of Pangnirtung. The park was established in 1995 (Historic Parks Order R-054-95) as “Kekerten Historic Park” to protect and share the cultural significance and whaling heritage of the island during the late nineteenth and early twentieth century. The old Whaling Station site, known as “Qikiqtat” and “Kekerten” is the area where Inuit, Scottish and Americans created a settlement to support year-round whaling in Cumberland Sound from 1857 until the decline of whale populations closed the Kekerten Station permanently in 1917.

Kekerten (Qikiqtan) shares the story of the role Inuit played in whaling and the change to Inuit culture that occurred during this period of history. The site protects the places where Inuit used to live and work, including qammuq, tent rings, and burial sites. Alongside these features are the remains of the whaling industry including blubber rendering vats, barrels, and building foundations. Interpretive reconstructions and panels share the important history of the island that can be enjoyed by residents, student groups and visitors.

The island continues to be an important harvesting site in the spring as the ice gives way to open water. Pangnirtung residents keep harvester cabins on the island.

A Master Plan and Management Plan were prepared by the Pangnirtung Park Advisory Committee. The Master Plan identifies the infrastructure and programs that will be developed for the park. The Management Plan describes how to protect and manage the natural and cultural resources in the area and provide guidance on human activities in the park. Both plans protect the rights of Inuit to hunt and fish in the area.

ABOUT TERRITORIAL PARKS

Territorial parks in Nunavut are established in keeping with the Nunavut Agreement, which recognizes the desirability of establishing parks that represent the cultural and natural heritage of the territory and protects Inuit rights to continue to use and enjoy the park and its resources.

The Umbrella Inuit Impact and Benefits Agreement for Territorial Parks (IIBA), signed in 2002, outlines the basis for park planning and management in Nunavut. The IIBA requires that the planning and management of all territorial parks be undertaken jointly with Inuit. At the community level, this work is done by the Pangnirtung Park Advisory Committee.

VISION AND GOALS

Planning for the park set a vision and goals that will both protect and allow the use of the park for the benefit of the people of Pangnirtung.

PARK VISION

Kekerten (Qikiqtan) Territorial Park protects and shares our memories and stories of whaling. The park nurtures our family connections and heritage; provides us with a place to continue to harvest from the sea; and celebrates the determination and resourcefulness of Inuit, Scottish and American whalers in a time when our world was changing.

PARK GOALS

- GOAL 1 - CONSERVATION AND PROTECTION: The cultural and natural heritage is protected now and for future generations.
- GOAL 2 - HERITAGE APPRECIATION: Kekerten (Qikiqtan) connects us to our past and educates all people about our history and culture through a Heritage Appreciation Plan.
- GOAL 3 – ENJOYMENT OF THE PARK: People enjoy using the park; it is safe; and it is supported by infrastructure, planning and management.
- GOAL 4 – TOURISM: Economic benefits from park tourism will be developed through an Inuit Tourism Strategy.





Photo: Nunavut Parks and Special Places Archives



Photo: Nunavut Parks and Special Places Archives

MASTER PLAN SUMMARY

A Master Plan is a long-term strategic plan for the design and development of a park. Work to establish a park on Kekerten Island began in the 1980's as park of Baffin Regional Tourism Planning (1982) and a Historic Parks and Sites System Plan for the Baffin Region (1988). Infrastructure was developed at the historic site in the late 1980s to interpret the history of sites that had been studied by archaeologist Marc Stevenson with Elder advisors Etoangat Aksayook and Quatsook Eevic. In the 1990s and early 2000s archaeological, tourism and interpretive planning work was completed for the park, however Kekerten (Qikiqtan) did not have a Master Plan. Through a Record of Decision, the Pangnirtung PAC recommended that a Master Plan be prepared in keeping with the requirements of the IIBA.

The Master Plan recommends renovations and replacement of existing infrastructure; the development of three gathering areas, two outhouses, additional signage, and a study for a proposed floating dock. Trails will be improved for access and to protect cultural sites. Special Projects will include reconstruction of two Inuit tent frames, re-excavation of foundations that are being covered by vegetation growth, and a survey of burial sites and archaeological sites on the island. Angmarlik Visitor Centre recommendations plan for changes to the interpretive displays.

Kekerten is classified as a "Historic Park" under the Territorial Parks Act legislation (Historic Parks Order R-054-95) adopted by the Government of Nunavut upon the creation of the territory. Based on the park classifications proposed in Kajjausarviit, the Nunavut Parks & Special Places Program, the PAC recommends the classification for should be Inuit Nunagiqattaqsimajatuqanginni (Heritage) Park:

Inuit Nunagiqattaqsimajatuqanginni parks protect places that hold archaeological or cultural significance for Inuit locally, regionally and territorially. Inuit Nunagiqattaqsimajatuqanginni provide for the protection of the cultural resources or features that contribute to the preservation and promotion of the heritage of Inuit or previous cultural groups. This classification is established where the park's unique and culturally significant features show evidence of cultural significance to Inuit.

Development in Inuit Nunagiqattaqsimajatuqanginni will focus on that which protects the park's purpose, resources, significant features and cultural values; and promotes heritage appreciation. To ensure the highest level of protection, parks with this classification may seek to include both surface and sub-surface rights.

The IIBA Schedule 2-1 identifies territorial parks and the establishment status of each park at the time of ratification of the Nunavut Agreement. "Kekerten" is identified in the IIBA as a "Park established".

Through a Record of Decision in 2022¹, the Pangnirtung PAC recommended that the English spelling of the park name "Kekerten" include the Inuktitut name spelling to reflect the heritage shared by Inuit, Scottish and American whalers. The PAC recommends the official park name be Kekerten (Qikiqtan).

The purpose of the park is:

- To protect the cultural and natural resources of the park through stewardship so that future generations can enjoy the park
- To preserve the stories and respect for heritage by providing opportunities that keep family connections to the park
- To support partnerships with hunters to maintain the sea mammal harvesting heritage of the park for future generations
- To create opportunities for education in the park and community for students, youth and local residents
- To provide tourism opportunities and other park-related economic benefits for the community

Kekerten Island Whaling Station was designated a National Historic Site (NHS) of Canada in 1985. The NHS recognition statute is the Historic Sites and Monuments Act (R.S.C., 1985, c. H-4). The recognition is described as: "The Kekerten Island Whaling Station represents whaling in the eastern Arctic as one of the most important and long lasting whaling station and vessel-wintering sites in Cumberland Sound during the second half of the 19th century; it represents the impact of the whaling industry on the economy and culture of the Inuit in Cumberland Sound."

IMPLEMENTATION

The Master Plan will be implemented in phases over a 10-year development timeframe. It is anticipated that the capital cost for park infrastructure and special projects will be \$769,500.00 over 10 years. The capital cost breakdown is:

- Park infrastructure total: \$444,500.00
- Special Projects total: \$325,000.00

¹ Record of Decision (2022)





ABOUT NUNAVUT PARKS AND SPECIAL PLACES MASTER PLANS

NUNAVUT PARKS AND SPECIAL PLACES

The Government of Nunavut (GN), Department of Environment's Nunavut Parks and Special Places Division (NP&SP), manages territorial parks and special places for the protection and presentation of Nunavut's natural and cultural heritage. The NP&SP Program is directed by the Nunavut Agreement (NA), the Umbrella Inuit Impact and Benefit Agreement for Territorial Parks in the Nunavut Settlement Area (IIBA), and the Territorial Parks Act (TPA).

PARKS AND THE NUNAVUT AGREEMENT

The NA recognizes the value and general desirability of Parks and Conservation Areas and further defines an approach to the establishment of protected areas within Nunavut. The NA recognizes that parks are important for tourism, recreation, conservation, and economic development in Nunavut, and ensures that these benefits are maximized for Inuit. The NA ensures Inuit can continue to hunt and fish in parks and gives Inuit an active role in decision-making concerning Management of parks.

PARKS AND THE INUIT IMPACT BENEFIT AGREEMENT

On May 13, 2002, the GN, Nunavut Tunngavik Inc. (NTI) and the Regional Inuit Associations formally approved an IIBA for territorial parks. The IIBA formalizes the GN's obligations for the establishment, development, and implementation of the Nunavut Parks Program, the rights of Inuit in territorial parks, and the benefits for Inuit and affected communities that may be attained from territorial parks.

The planning and management of territorial parks are guided by Joint Planning and Management Committees. The preamble to the IIBA states the principles in connection with territorial parks, including that Inuit and the GN must jointly plan and manage the lands, waters and resources within territorial parks. Articles 13 and 14 of the IIBA define the decision making and advisory role for the Nunavut Joint Planning and Management Committee (NJPMC) as the territorial body and the Community Joint Planning and Management Committees² (CJPMCs) for communities affected by a specific park.

THE PURPOSE OF A MASTER PLAN

In keeping with the IIBA, a park master plan is required for each park to address the park purpose, background information, and planning approach. A master plan is a comprehensive long-term vision and strategic plan intended to guide the development, operation, use, and protection of a park and the resources within the park. It describes a park's role at the local, territorial, and national levels and the values that should be used in making decisions about the park. The master plan shall address, without limitation, park boundaries, design and plan options, tourism opportunities, and specific proposals for meeting the purpose for which the park was established (IIBA 14.7.2). A master plan is a requirement of the NP&SP park establishment process and informs a park management plan.

²The NJPMC is assigned planning and management responsibilities for Historic Parks. Through a Record of Decision the NJPMC established the Pangnirtung Park Advisory Committee (PAC) to provide the local and Inuit perspective and recommendations for Kekerten (Qikiqtan) Territorial Park.



Section 1

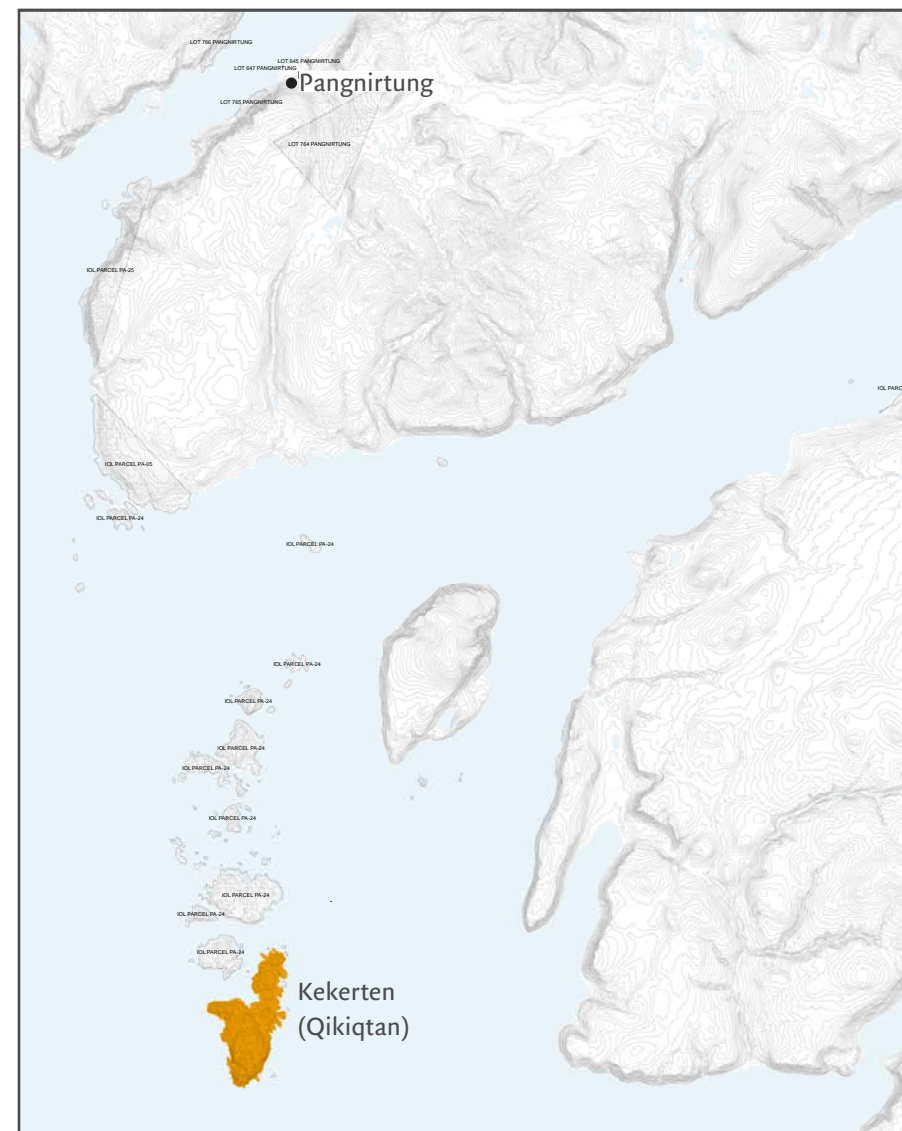
PARK PURPOSE AND MASTER PLAN STRATEGY



Photo: Nunavut Parks and Special Places Archives



SECTION 1: PARK PURPOSE AND MASTER PLAN STRATEGY



This section identifies the long-term vision and strategic management approach, and the legislative requirements that guide the Master Plan for the park.

1.1 PARK CONTEXT DESCRIPTION

Kekerten (Qikiqtan) Territorial Park was established in 1995 (Historic Parks Order R-054-95) as “Kekerten Historic Park”³. The park is 1,285 hectares (12.85 km²) and encompasses the entire island. The park is a special place that protects not only a historic site of cultural significance for Inuit but, shares the whaling heritage of Cumberland Sound during the late nineteenth and early twentieth century. The old Whaling Station site, known as “Qikiqtat” is the area where tour visits are concentrated.

Roughly 50 kilometres south of Pangnirtung, Kekerten (Qikiqtan) offers visitors an educational and scenic experience. Interpretive signage welcomes visitors upon arrival to Qikiqtat, and a boardwalk trail takes visitors through the heritage site and provides protection to historic resources. Today, the park presents various historical elements from the whaling period such as blubber vats and barrels, reconstructed Inuit and whaling structures, and whale spotting lookouts. In late spring, early May to mid-June, access to reach the park from Pangnirtung is by snowmobile, although dog sledding is also an option. In summer, visitors can travel to the park by boat once the ice has cleared in mid-July until the ice begins to form, typically in late September. Travel from Pangnirtung to the park by boat takes around three hours one way. Visitors can travel to the park with a local outfitter/guide to learn about the history, view cultural sites, picnic and enjoy the scenic arctic landscape.

³ Kekerten is the anglicized spelling used when referencing the historical work on the park or the island locationally. Qikiqtan is the Inuktitut spelling. As recommended by the Park Advisory Committee, the park’s official name should be Kekerten (Qikiqtan) to be inclusive of the English and Inuktitut name. “Historic Park” is a designation from the Territorial Parks Act, originally written by the Government of Northwest Territories and adopted by the Government of Nunavut. The Act and park categories will be updated following a review of the legislation.

Kekerten (Qikiqtan) is actively used by residents for harvesting, maintaining cultural connections to family history, and for tourism. Many residents keep cabins on the island to support seasonal harvesting in spring. The long-term planning of the park intends to balance its past and present operations to encourage community and visitor use while also protecting the park’s natural and cultural resources.

The purpose of the Master Plan is to provide the strategic guide for development and protection actions in the park. This Master Plan describes the park boundary, park resources, design and infrastructure, tourism opportunities, and preliminary park zoning and heritage appreciation programs.

The Kekerten (Qikiqtan) Territorial Park Master Plan has been prepared to meet the requirements of the Nunavut Agreement (NA) and the IIBA, and as well as territorial legislation including the Territorial Parks Act.

1.1.1 ESTABLISHMENT

Work to establish a park began in the 1980’s as park of Baffin Regional Tourism Planning (1982). In 1981, the Pangnirtung Tourism Committee was established and by 1983 a tourism program on Kekerten Island was prepared. In the same year, archaeology work begun on the island. The Prince of Wales Heritage Center and Department of Economic Development and Tourism (GNWT) worked together, leading to “Kekerten Island” officially became a Territorial Historic Park in 1985. The island was originally established as Reserve #26H12001 for the Commissioner of Nunavut for the purpose of a park.

The IIBA Schedule 2-1 identifies territorial parks and the establishment status of each park at the time of ratification of the Nunavut Agreement. The IIBA lists “Kekerten Historic Park” as a “Park established before ratification of the NLCA.”, under the following heading and name: Kekerten Historic Park, Historic Parks Order, R 054-95: dated 1995-06-06.

1.1.2 NATIONAL HISTORIC SITE DESIGNATION

Kekerten Island Whaling Station was designated a National Historic Site (NHS) of Canada in 1985⁴. The NHS recognition statute is the Historic Sites and Monuments Act (R.S.C., 1985, c. H-4). The recognition is described as: “The Kekerten Island Whaling Station represents whaling in the eastern Arctic as one of the most important and long lasting whaling station and vessel-wintering sites in Cumberland Sound during the second half of the 19th century; it represents the impact of the whaling industry on the economy and culture of the Inuit in Cumberland Sound.”⁵

1.1.3 PARK BOUNDARY, LAND STATUS AND INUIT OWNED LANDS

The boundary for Kekerten (Qikiqtan) Territorial Park covers an area of 1285 hectares. The survey of “Kekerten” was completed by the Surveyor General Branch, file number SM8312-1 Item 201220041 as of May 31, 2013. The boundary of the park is described as “All that portion of Kekerten Island on said map (Map 26H/12) and having the approximate coordinates of 7,289,400 mN and 370,800 mE at its centre and lying within the boundary of the ordinary high water mark.” The island was established as Reserve #26H12001 for the Commissioner of Nunavut for the purpose of a park, and under Historic Parks Order R-054-95. As of 2021 the lands have not transferred by the Department of Community Government and Services from administrative control of the Commissioner’s Land to the Department of Environment.

There are no parcels of Inuit Owned Land (IOL) within the park boundary. There are adjacent islands to the north and south of Qikiqtan that are part of IOL parcel PA-24.

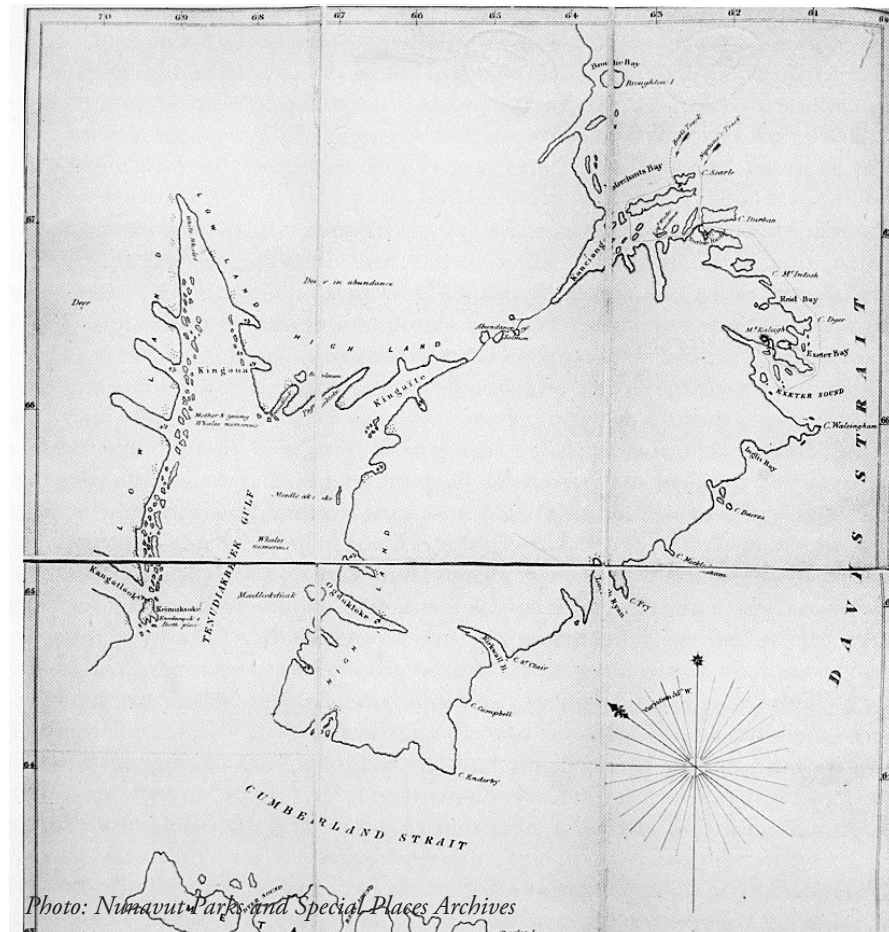


Table 1: Park Description Summary

FEATURES	KEKERTEN (QIKIQTAN) TERRITORIAL PARK
Park Classification	Historic Park (Historic Parks Order, R 054-95, Schedule “A”) Proposed classification: Inuit Nunagiqattaqsimajatuqanginni
Park Size (ha)	1285 hectares (12.85 km ²)
Legal Park Boundary Description	Completed 2013; Surveyor General Branch, file number SM8312-1 Item 201220041
Land Ownership	Commissioners Land – administrative transfer pending
Inuit Owned Land Parcels in the Park	N/A
Inuit Owned Land Parcels adjacent to the Park	IOL parcel number adjacent to the boundary: <ul style="list-style-type: none"> PA-24
Mineral Permits or Leases (active and non-active) adjacent to the Park	N/A
Other Land Use Designations	National Historic Site (NHS) of Canada (1985): Historic Sites and Monuments Act (R.S.C., 1985, c. H-4).

1.1.4 PARK NAME

The Pangnirtung Park Advisory Committee (PAC) agreed in September 2022 to recommend changing the park name, through a Record of Decision⁶, to Kekerten (Qikiqtan) Territorial Park as per IIBA 14.4.12 and 14.4.13. This recommendation recognizes both the English and Inuktitut pronunciation of the name as part of the island’s heritage.

1.1.5 PARK CLASSIFICATION

Kekerten (Qikiqtan) is classified as a “Historic Park”. The Territorial Parks Act legislation was adopted by the Government of Nunavut upon the creation of the territory but was originally written by the Government of the Northwest Territories. The PAC recommends through a Record of Decision⁷ that the classification of Qikiqtan be updated when the Territorial Parks Act is renewed from Historic Park (Historic Parks Order, R 054-95, Schedule “A”) to the proposed classification in Kajjausarviit: Nunavut Parks Program: Inuit Nunagiqattaqsimajatuqanginni.

The definition of Inuit Nunagiqattaqsimajatuqanginni parks is to “protect places that hold archaeological or cultural significance for Inuit locally, regionally and territorially. Inuit Nunagiqattaqsimajatuqanginni Parks provide for the protection of the cultural resources or features that contribute to the preservation and promotion of the heritage of Inuit or previous cultural groups.”

⁴NHS date of designation: 1985-06-17.

⁵https://www.pc.gc.ca/apps/dfhd/page_nhs_eng.aspx?id=330

⁶Record of Decision 2023

⁷Record of Decision 2023

1.1.6 PARK PURPOSE STATEMENT

The IIBA and NP&SP Park Program recognize the importance of Inuit culture and heritage, and the importance of protecting, conserving, presenting and providing visitor experience through parks.

The purpose of Kekerten (Qikiqtan) is to:

- To protect the cultural and natural resources of the park through stewardship so that future generations can enjoy the park.
- To preserve the stories and respect for heritage by providing opportunities that keep family connections to the park
- To support partnerships with hunters to maintain the sea mammal harvesting heritage of the park for future generations
- To create opportunities for education in the park and community for students, youth and local residents
- To provide tourism opportunities and other park-related economic benefits for the community

THE PURPOSE STATEMENTS FOR KEKERTEN (QIKIQTAN) TERRITORIAL PARK ARE DIRECTLY LINKED TO THE NP&SP PROGRAM MANDATE, WHICH IS TO:

1. Protect a system of natural and cultural landscapes representative of Nunavut;
2. Provide opportunities for residents and visitors to increase their knowledge and appreciation of Nunavut’s natural and cultural landscapes and engage communities in their conservation and appreciation; and
3. Provide opportunities for unique, high quality visitor experiences and encourage associated economic benefits.

CONSERVATION AND PROTECTION

The cultural and natural heritage is protected now and for future generations.

GOAL
1

GOAL 1 –

CONSERVATION AND PROTECTION:

The cultural and natural heritage is protected now and for future generations.

1. Stewardship of the park will be informed by Inuit Qaujimajatuqangit (IQ):
 - The cultural and historical significance of the park is a priority
 - Planning and management will include local traditional knowledge and scientific information to balance protection and use of the land and resources
 - Elders will contribute to the decision-making process for the protection of cultural resources and burial sites.
2. Inuit rights and allowable practices will be respected. Decision making will follow the policy and processes established in the Territorial Parks Act, NA and IIBA:
 - Access to the park and its resources is supported by park infrastructure, zoning and regulations.
 - Inuit harvesting activities will not be disrupted by other park user groups or park programs.
 - Sustainable harvesting practices will be a priority.
3. Planning and management actions will protect and monitor the cultural heritage and natural resources:
 - Development in the park will be kept to a minimum.
 - Operations will maintain a clean and undisturbed environment.
 - Cultural and natural resources will be protected for future generations by management, monitoring, regulations and research.



GOAL 2 –

HERITAGE APPRECIATION:

Kekerten (Qikiqtan) connects us to our past and educates all people about our history and culture through a Heritage Appreciation Plan.

1. A Heritage Appreciation Plan and Interpretive Program will be developed and implemented to:
 - Document local knowledge and oral histories of the park.
 - Share stories about our park that connect our history, our families, and our experiences with the park.
 - Promote stewardship through interpretive messages and education.
 - Enhance the interpretive program for the park, and specifically for the “Qikiqtat” area in and around the Whaling Station, by updating and expanding the signage, booklet and marketing materials.
 - Reach various audiences by making information about the park available through in-park and school programs, and online.
 - Educate youth about the history of Kekerten (Qikiqtan).
2. The Heritage Appreciation Plan will review and recommend updates to the National Historic Sites and Historic Sites and Monuments Board of Canada on the description of “Kekerten Island Whaling Station National Historic Site of Canada” to:
 - Recognize the park name as “Kekerten (Qikiqtan)”.
 - Identify opportunities through the National Historic Site designation to increase awareness of the park and its history to a national and international audience.
3. The Heritage Appreciation Plan will be developed in partnership with the Angmarlik Visitor Centre to:
 - Review and recommend updates to displays on the history of Kekerten (Qikiqtan).
 - Develop community educational and cultural programs at the Visitor Centre for residents and visitors.

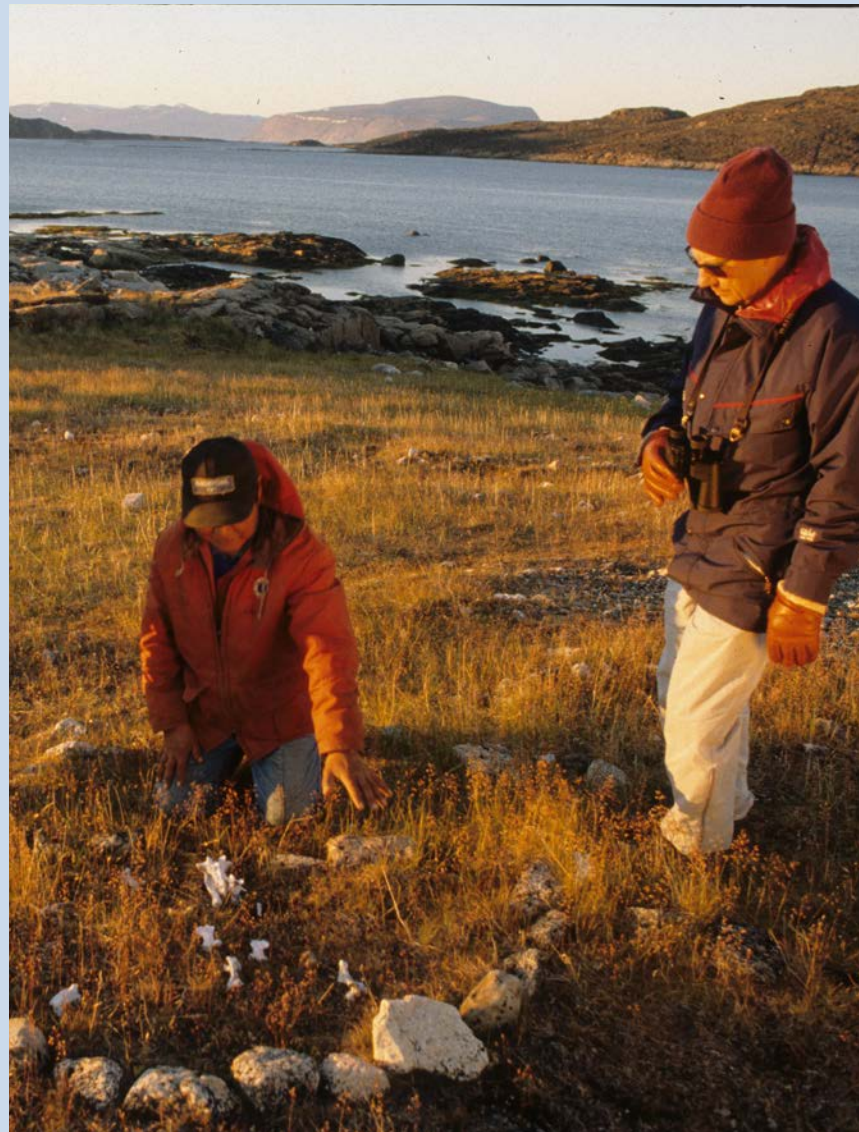


Photo: Nunavut Parks and Special Places Archives

HERITAGE APPRECIATION

Kekerten (Qikiqtan) connects us to our past and educates all people about our history and culture through a Heritage Appreciation Plan.

GOAL
2

ENJOYMENT OF THE PARK

People enjoy using the park; it is safe; and it is supported by infrastructure, planning and management.

GOAL

3

GOAL 3 –

ENJOYMENT OF THE PARK:

People enjoy using the park; it is safe; and it is supported by infrastructure, planning and management.

1. Park operations will prioritize public safety:
 - Safe and sustainable travel information will be shared with the public through signage, print materials, communications and programs.
 - Bear safety is a priority. Communication will include Travel in Bear Country messages and guided visits and bear monitoring will be required.
 - Partnerships will be developed with local safety and regulatory organizations.
 - A park-specific emergency response plan will be developed.
2. The park will be monitored and maintained by NP&SP staff and/or contractors to keep the park and infrastructure clean, care for resources, provide information to park users, and enforce regulations.



TOURISM

Economic benefits from park tourism will be developed in Pangnirtung through an Inuit Tourism Strategy.

GOAL
4

GOAL 4 –

TOURISM:

Economic benefits from park tourism will be developed through an Inuit Tourism Strategy.

1. An Inuit Tourism Strategy will be developed and implemented to promote and support park-related tourism opportunities and park-related economic benefits. The Strategy will:
 - Promote park tours at “Qikiqtat” and the use of local outfitters and guides
 - Promote Heritage Appreciation programs and events to cruise ships companies, business travelers and cultural visitors.
 - Provide information to encourage visitors to buy local arts and crafts.
 - Include a tourism training plan.
 - Identify opportunities in keeping with IIBA Article 5 Inuit Contracting and Business Opportunities.
2. A Kekerten (Qikiqtan) Cruise Ship Visit Guide will be prepared with the Inuit Tourism Strategy to:
 - Inform cruise ships companies of the park history, regulations, and permit requirements.
 - To support NP&SP staff, contractors and local outfitters and guides working with the cruise ship companies during visits to the park.
 - To provide NP&SP staff, contractors and local outfitters and guides with Cruise Ready training provided by the Department of Economic Development and Transportation.



Photo: Nunavut Parks and Special Places Archives

1.4 PARK PLANNING AND DEVELOPMENT PARTNERS

Territorial parks in Nunavut are established in keeping with the Nunavut Agreement (NA), which recognizes the desirability of establishing parks that represent the cultural and natural heritage of the territory and provides rights for Inuit to continue to use and enjoy a park and its resources; the Umbrella Inuit Impact and Benefits Agreement for Territorial Parks (IIBA) signed in 2002, which outlines the basis for park planning and management in Nunavut; and the Territorial Parks Act (TPA).

The NA and IIBA identify the partners to park planning and management, and the importance of ongoing collaboration to ensure that Inuit organizations and resident Inuit are active partners and that they benefit from Kekerten (Qikiqtan) Territorial Park.

The Pangnirtung PAC works closely with the GN's NP&SP Division through the Joint Planning and Management process. As required, other partners in the planning and management of the park will include (but are not limited to):

- Nunavut Joint Planning and Management Committee (NJPMC)
- Kekerten (Qikiqtan) Inuit Association
- Municipality of Pangnirtung
- Pangnirtung Hunters and Trappers Association
- Pangnirtung residents with harvesting cabins on the island
- Businesses and/or individuals in Pangnirtung with Park Operations and Maintenance Contracts
- Pangnirtung Search and Rescue
- Government of Canada, Parks Canada, National Historic Sites and Historic Sites and Monuments Board of Canada
- Government of Nunavut, Department of Economic Development and Transportation (Minerals and Petroleum Resources Division); Department of Culture and Heritage (Archaeology and Human Remains); Department of Education; and Department of Environment (Wildlife Management; Fisheries and Sealing; and Education and Outreach)
- Government of Canada (Department of Fisheries and Oceans)
- Institutions of Public Government (Nunavut Planning Commission, Nunavut Wildlife Management Board, Nunavut Impact Review Board, Nunavut Water Board, and Inuit Heritage Trust)
- Research Centres (e.g. Nunavut Research Institute) and researchers that may complete projects that enhance our inventory and understanding of the park.

1.5 MASTER PLANNING METHODOLOGY

The Pangnirtung PAC was established in 2019 and began the process of planning for Kekerten (Qikiqtan) Territorial Park by reviewing past reports.

An *Inventory of Park Resources* was prepared as the comprehensive documentation of all the resources within the boundary of the park, including: cultural heritage and sites of importance to Inuit; important wildlife and wildlife habitat; and mineral resources.

The Master Plan was prepared to meet the requirements of the NA, IIBA and the Nunavut Parks and Special Places *Framework for Master Plans*.

Table 2: Previous Plans and Reports that Informed the Master Plan

YEAR	TITLE	AUTHORS	PURPOSE
1982	Baffin Regional Tourism Planning Project	GNWT: Marshall Macklin Monahan (MMM)	Tourism Development Feasibility Study
1988	Historic Parks and Sites System Plan for Baffin Region	GNWT	Planning
2001	A Strategy to Revitalize the Role of Kekerten Historic Park in Pangnirtung's Socio-economy	Hamlet of Pangnirtung: Prepared by Marc Stevenson and Meeka Mike	Attractions Development Study
2005	Kekerten Historic Park: Proposed Restoration and Interpretative Program Scottish Whaling Station	GN: Prepared by Marla Limousin	Interpretive and Infrastructure Plan for the Scottish Whaling Station
2013	Pangnirtung Coastal Resource Inventory	GN: Prepared by Department of Environment, Fisheries and Sealing Division	Inventory

The PAC consultation log is included in Appendix 6.1.



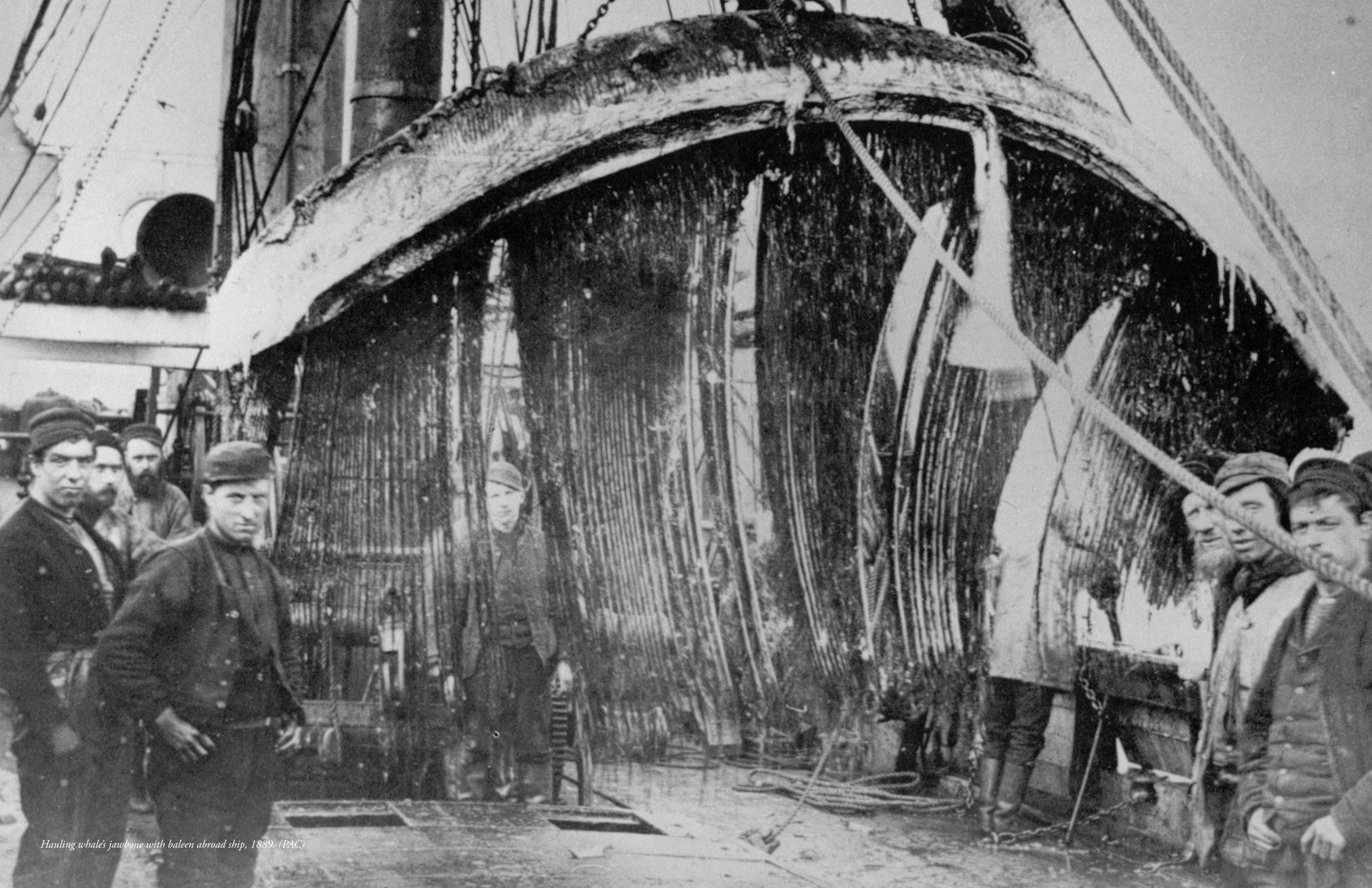
Photo: Nunavut Parks and Special Places Archives



Section 2

PARK BACKGROUND





Hauling whale's jawbone with baleen aboard ship, 1889. (PAC)



SECTION 2: PARK BACKGROUND

This section presents the history of the Territorial Park's establishment, describes the significant natural and cultural resources of the park, as well as usage of the park.

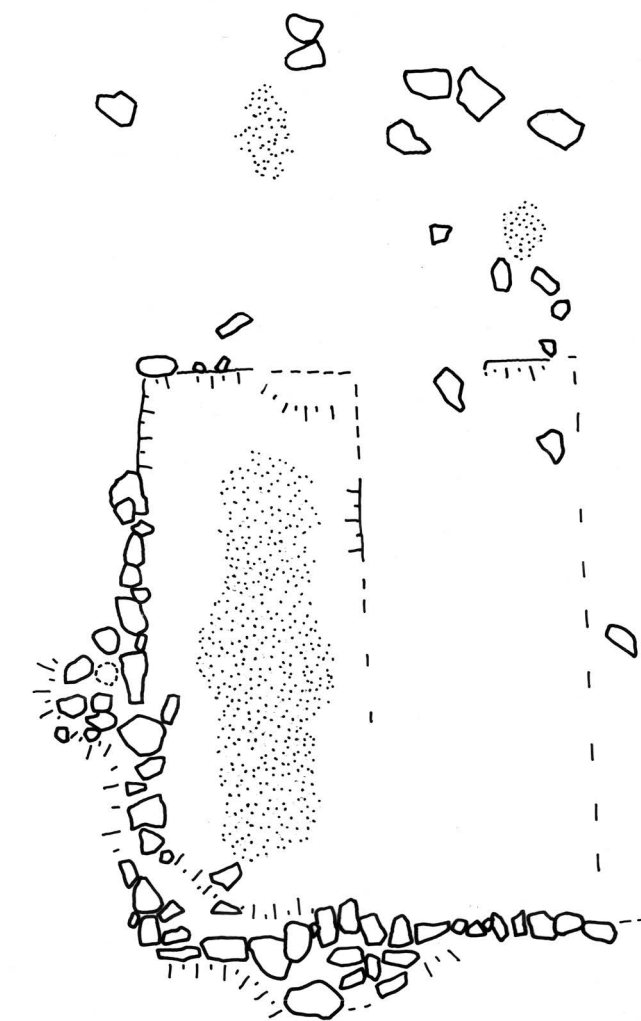
2.1 PARK HISTORY

Community interest in protecting Kekerten (Qikqtan) began in the 1980's when the Hamlet of Pangnirtung, Government of Northwest Territories, and Government of Canada recognized the historic and cultural significance of this special place.

In 1985 Kekerten Historic Park was established under the Territorial Parks Act of the Northwest Territories (Historic Parks Order, R 054-95, Schedule "A"), and the National Historic Site Designation was confirmed in 1985 (Historic Sites and Monuments Act (R.S.C., 1985, c. H-4)) as "Kekerten Island Whaling Station National Historic Site of Canada", to commemorate the whaling industry that occurred in Cumberland Sound in the 19th century.

Original park infrastructure and interpretation was completed in the 1990's, and in the early 2010's additional work was completed to enhance the interpretive program and replace infrastructure that had deteriorated.

The Pangnirtung Park Advisory Committee was appointed in 2019 to guide the park's Master Plan and Management Plan.



Baleen Storehouse

(Image: Nunavut Parks and Special Places Archives)

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BACKGROUND & FEASIBILITY PHASE

- 1982-83 Pangnirtung Community Tourism Plan (includes development plan for Kekerten)
- 1983-86 Background research and archaeological assessment
- 1984 Park Reserve established
- 1986-87 Anthropological of Inuit burials on Kekerten
- 1987 Park opened to the public
- 1988 GNWT Historic Parks and Sites System Plan for Baffin Region
- 1995 Kekerten Historic Park established by Historic Parks Order R-054-95 (Territorial Parks Act)
- 2001 A Strategy to Revitalize the Role of Kekerten Historic Park in Pangnirtung's Socio-economy
- 2005 Kekerten Historic Park: Restoration and Interpretative Program Scottish Whaling Station
- 2019 Archaeological Assessment of LkDf-3 site on Kekerten Island

MASTER PLAN PHASE

- 2019 Establishment of the Park Advisory Committee
- 2020-22 Draft Master Plan

MANAGEMENT PLAN PHASE

- 2020-22 Draft Management Plan

IMPLEMENTATION ACTIONS UP TO 2022

- 1983-86 Original infrastructure installed (subsequent improvements in 2009-2010)
- 2013 Administrative survey report (SM8312-1) completed by Natural Resources Canada
- 2019 Land tenure transfer initiated to change administration of the park from the Commissioner to the Department of Environment (GN)

2.2 SIGNIFICANT RESOURCES OF THE PARK

The Kekerten (Qikiqtan) Territorial Park Inventory of Park Resources (2022) describes the natural resources, environment, and cultural heritage of the park. The Inventory captures the strong association for the residents of Pangnirtung with the park, its history, and its surrounding landscape. This includes the history of the whaling period, continuous use of the island as a seasonal harvesting area, and the importance of the site as a place of cultural significance.

A Statement of Significance is provided in the Inventory of Park Resources as a summary of the resources and values of park.

THE STATEMENT OF SIGNIFICANCE FOR KEKERTEN (QIKIQTAN) IS:
Kekerten (Qikiqtan) Inuit Nunagiqattaqsimajatuqanginni (Heritage) Territorial Park protects and shares the importance of whaling in the eastern Arctic. As the first permanent settlement to be occupied by Inuit, Scottish and American whalers, Kekerten (Qikiqtan) presents the impact of the whaling industry on the economy and culture of Inuit in the Cumberland Sound region.

2.2.1 LANDSCAPE UNIT DESCRIPTIONS

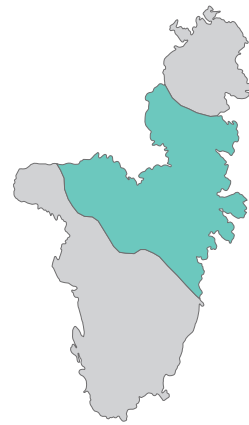
This section provides a general description of the park and surrounding area including the park's infrastructure, natural, cultural and historic features.

The general areas within the park boundary, called “landscape units” are:

- Qikiqtat and Qaqqaliarvik
- Itilliruluk and Siqquq
- Makitau and Nuvuvvut

The descriptions of each landscape unit highlight the physical landscape characteristics and significance of the area. Following the descriptions of each landscape is a summary of the specific natural and cultural resources that make the park unique.

2.2.1.1 Qikiqtat and Qaqqaliarvik



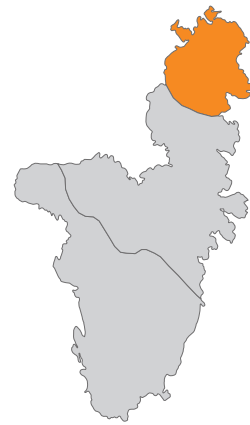
Qikiqtat (meaning “whaling station”) and Qaqqaliarvik (meaning “lookout Mountain for whales”) are identified as a landscape unit because this area has the highest concentration of cultural resources related to the historic whaling period, and the large number of burials including Inuit burials spread out on the land and the Whalers graveyard on a sandy hill to the northeast of the whaling station.

The primary features of this area are the visible artefacts from the whaling period that are interpreted along the park’s boardwalk. Entering the site from the bay, the landscape has two main forms: bare rock outcrops rising to hills on the west side of the island that provide a backdrop to the flat grassy area along the bay where Inuit, Scottish and Americans built their shelters and worked at processing whales. This grassy area has a thick covering of moss, sedge and low tundra plants that have regrown since the site was abandoned. Archaeological reports indicate that there are countless small artefacts in the ground, hidden by the vegetation cover, and that caution must be taken to protect the ground from disturbance.

Beyond Qikiqtat the vegetation becomes sparser, with exposed rock outcrops, gravel, sand and boulder fields dotting the landscape. Inuit burials are located throughout this area. To the east side of the island there are areas of shallow ponds and wet ground. An abandoned cabin is located to the east of the whaling station site.

Other place names in this area include Qikiqtaup Imanga (referring to the bay in front of the whaling station), Qinnua (meaning “bay” where the shipwreck is visible at low tide), and Uluagajjuuk (a small island that is IOL is described as “connected at low tide” to the main island).

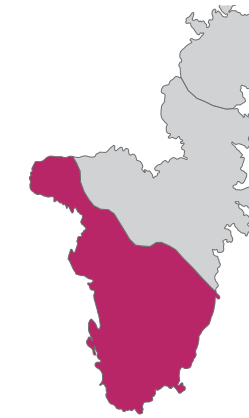
2.2.1.2 Itilliruluk and Siqquq



The northern point of the island is an area that is not regularly used, but its place name Itilliruluk indicates it is a “favourite shortcut on Qikiqtat” for travellers snowmobiling along Cumberland Sound between the community and polynia harvesting areas in spring. The other place name, Siqquq, is described in a story as “at one time there were so many seals here, hunters could be assured to find flippers swollen with malnutrition, and dead seals in dens used to feed dogs”). The point is dominated by rock outcrops with some areas of gravel and sand. The rocky shoreline is difficult to access due to tidal conditions.

Other place names in this area include Ikirasalluut (a small island that is IOL to the east of the park, Akulirut (meaning “middle island of the group” is IOL, located northwest of the park and Taqtu (a “kidney” shaped waterbody between the two islands).

2.2.1.3 Makitau and Nuvuvvut



The western and southern portion of the island are used by seasonal harvesters in spring.

The rock outcrops on the west side of the island rise to high hills that were historically used for whale spotting. Today harvesters continue to use these hills for spotting, including the hills behind the cabin area (called “Makitau” which is an old name for which the meaning is not known) and the extreme southern point of the island called Nuvuvvut (meaning “everybody’s point”). The hilly interior of the island is mainly exposed rock outcrops, gravel, sand and boulder fields. There are several deep ponds that are used by harvesters as fresh water sources in spring. The coastline in this area is steep, with only a few points that allow for easy access by snowmobile or boat. Harvesters travel along the coastal pack ice following known travel routes between their cabins, spotting points, water sources, and harvesting areas.

Other place names include Panik (meaning “daughter”, referring to a small island off the southeast coast that is IOL) and Anuraisagajuktuq (meaning “bay and slope”) to describe the southwest coastline of the island.





2.2.2 CULTURAL FEATURES

This section describes the cultural resources to be protected during implementation of the Master Plan; monitored through the park's Management Plan; and emphasized in Kekerten (Qikiqtan) Territorial Park's Heritage Appreciation Program.

2.2.2.1 Harvesting

As the ice conditions in Cumberland Sound shift in spring, polynias and leads open up in the sound, gradually moving northward. From late March until late May the open water is near Kekerten (Qikiqtan) making the island an excellent location as a base for hunting narwhal, seals, and returning geese. A group of harvester cabins (approximately ten cabins as of 2022) is located on the western point of the island, and several individual cabins are placed along the southern and southeastern coast.

Historically Qikiqtan was not a commonly used Inuit harvesting area according to the oral history interviews. Inuit harvested polar bear and fish along the southwestern coast of Cumberland Sound, whales in the northern bays and fjords, and a variety of species along the coastline into the Strait. Historical period harvesting around Qikiqtan occurred on an opportunistic basis. Commercial whaling brought Inuit to Kekerten (Qikiqtan) and made the area an important centre for processing bowhead whales, and harvesting narwhal.

2.2.2.2 Archaeological Sites and Culturally Significant Sites

Kekerten (Qikiqtan) Island has a long history as a whaling site for Scottish and American whalers in the early nineteenth century. While this is the most documented history of the region, the region's earliest inhabitants arrived around Cumberland Sound as early as 2500 BC, when mass migration from Siberia brought the Dorset (also known as Tuniiit) and later Thule people and Inuit. The Inventory of Park Resources provides a general timeframe of each cultural group's occupation of the Cumberland Sound region based on archaeological evidence.

The first systematic archaeological work at Kekerten (Qikiqtan) occurred in the mid-1980s. The Pangnirtung Tourism Committee and the Department of Economic Development and Tourism (GNWT) initiated research to assess the whaling station's tourism potential. In 1983, Archaeologist Marc Stevenson of Prince of Wales Northern Heritage Centre was tasked with inventorying the significant surface features and artifacts at Kekerten Whaling Station and excavating one of the qammaqs. The work also included on and off-site interviews with Etooangat Aksayook, Quatsook Eevic, and other Inuit elders from Pangnirtung. Further archaeological surveys occurred in 1987 and 2019.

There are currently eleven (11) registered archaeological sites registered at Kekerten (Qikiqtan) that are on record with the GN Department of Culture and Heritage. Features include, but are not limited to, qammaqs, tent rings, caches, playground features, whaling processing materials, whaling station materials, and ship parts.

There are likely features at the park that remain unregistered. Based on a review of the archeological reports, the focus of previous survey work has been the whaling station site, meaning much of the island hasn't been surveyed.

2.2.2.3 Burials

Archaeological surveys, fieldwork reports, and oral histories identify the large number of burials on Kekerten (Qikiqtan). At least 64 Inuit burials and Penny's Burial Ground, a graveyard where eighteen American and Scottish whalers were laid to rest.

The Inuit burials take several forms including burials in rock mounds, burials in wooden boxes (some covered with rock), and burials in wooden barrels. In 2019 archaeologist Ken Swayze observed disturbed burials in the Park and reported the situation to the Government of Nunavut, Department of Culture and Heritage (C&H), as per the Human Remains Policy.

In 2019 C&H began community consultations on the future planning for restitution of the burials. The strategy for restitution is the responsibility of the Department of Culture and Heritage, and no report or plan was provided for the purpose of Master Plan or Management Plan. Future collaboration on the monitoring and management of burials at Kekerten (Qikiqtan) will be determined between the departments of C&H and NP&SP.

2.2.2.4 Oral History and Place Names

There are several sources of oral history for Kekerten (Qikiqtan) documented in the Inventory of Parks Resources, including excerpts from transcripts from twelve Pangnirtung elders interviewed in 1984. These oral histories provide a biography of the individuals and families that lived at Kekerten (Qikiqtan), the way of life during the whaling period, and the cultural practices of Inuit and whalers during that time. These interviews informed the development of the interpretive panels and brochure for the park. In addition, there have been several books and research projects that have documented the stories of Pangnirtung families with a connection to the island.

Place names were collected by Inuit Heritage Trust and through interviews with the Park Advisory committee in 2020. The *Inventory of Park Resources* includes a table of place names for the island and in Cumberland Sound.

2.2.2.5 Whaling History

The earliest reports of contact between the Inuit of the Pangnirtung region and European explorers occurred in 1585. A British explorer named John Davis entered the area while searching for the Northwest Passage. It wasn't until 1824 that the local Inuit had regular contact with qallunaat when British whalers began to appear along the shore of Davis Strait. This led some Cumberland Sound Uqurmiut to move north to start trading with the whalers. However, most Inuit of eastern Baffin Island remained generally unaffected by the irregular encounters with whalers well into the latter half of the nineteenth century. Around 1839- 1840, a young Inuk from Kingmiksok, Innuluapik (or Eenooolapik), convinced William Penny, a Scottish whaler, to enter Cumberland Sound, resulting in a sharp increase in Uqurmiut settlement in the region to work and trade with ships. The discovery of Cumberland Sound's potential created a new phase of contact with the whalers, resulting in frequent visits to the region by whalers beginning in 1840. By 1860, American and Scottish whalers had established permanent whaling stations in Cumberland Sound on Blacklead Island and Kekerten Island. During 1840 and 1872, Inuit acquired firearms and wooden boats and began a long tradition of working seasonally or year-round for whalers on their ships or the year-round stations. During the whaling industry's peak in the 1850s and 1860s, it was estimated that over 30 whaling ships visited Cumberland Sound each fall, with one-third overwintering at Kekerten.

While this trade relationship yielded some benefits to the population around Cumberland Sound, the contact with the whalers introduced unfamiliar viruses and bacterial infections to the region, which caused significant deaths. There was also a notable cultural shift in the traditional harvesting practices of the region; hunting whales was traditionally based on subsistence, and the whalers introduced commercialized hunting, which caused significant damage to the bowhead whale population.

By 1872, bowhead whales were nearly extinct, and the declining numbers of bowhead whales caused a corresponding fall in the number of whaling vessels that would winter in the Cumberland Sound. During this period, whale hunting and processing were left almost entirely in the hands of skilled Inuit hunters, while the American and Scottish companies who remained in the region began to diversify their trade practices to include commercial sealing. Due to the consistent, stable, and intense interaction between Inuit and non-Inuit over such an extended period, archaeologist Marc Stevenson argued that “nowhere more profoundly was Canadian Inuit culture so dramatically subject to change as a result of contact with [non-Inuit] society than in Cumberland Sound.”

In 1892, the American whalers began to shut down their whaling operations in the region. A crash in the price of whale blubber around 1910 resulted in the disruption of the whaling industry in Cumberland Sound. The interruption of the whaling industry forced many of the remaining companies in the region to diversify their operations even further, with companies now focusing on fox-trapping alongside commercial sealing and whaling.

2.2.2.6 Travel Routes

In the 1984 and 2020 interviews, seasonal travel routes in the park and the surrounding region were identified based on the places, times and methods of travel that were historically linked to Kekerten (Qikiqtan), and the routes that are used by harvesters at the present time.

Historic travel in the region occurred in other areas of Cumberland Sound. Travel by dog team, qayaq or umiak (boat) was based on access to harvesting areas and camps. The settlement of Kekerten (Qikiqtan) during the whaling period shifted travel routes to the island as a centre of trade and employment.

Present travel routes in Cumberland Sound during winter and spring use Kekerten (Qikiqtan) and the other islands as waypoints between the community and polynya and ice leads where harvesting occur. In the summer the islands are also important boating route, with travel either on the east or west side depending on wind and wave conditions.



2.2.3 NATURAL RESOURCES SUMMARY

This section describes the natural resources to be protected during implementation of the Master Plan; monitored through the park's Management Plan; and emphasized in the park's Heritage Appreciation Program. The natural resources of significance were identified and described in the *Inventory of Park Resources*.

2.2.3.1 Harvesting and Important Wildlife Areas

The island's small size limits the habitat for many species. Oral histories and interviews indicate the island is used by migrating geese as a feeding area, with a small number of Canadian Geese nesting around the ponds at the interior of the island.

The ice conditions and waters around the park boundary are important wildlife areas to support seasonal harvesting. The polynia and leads in spring attract wildlife to the open water. Species of importance include narwhal, polar bear, seal, seabirds, geese and ducks.

2.2.3.2 Fish and Seafoods

Fish species identified in the waters around Kekerten (Qikiqtan) include Arctic char, Arctic Cod, Greenland Halibut, Arctic Skat, and others that are not commonly harvested. Seafoods in the tidal zones around the park include mussels, scallop, clam, and kelp.

2.2.3.3 Marine Wildlife

The harvesting of marine mammals has always been significant to the heritage of Kekerten (Qikiqtan) and Inuit culture. The marine species that are commonly harvested in the waters around the park include narwhal, beluga, and seal (Bearded, Harbour, Ringed, and Hooded). Polar Bears migrate through the area and may be at Kekerten (Qikiqtan) in any season, requiring all visitors to be cautious.

Bowhead whales were the focus of Cumberland Sound whaling history. Although the populations were decimated during the whaling period, the species has made a recovery. Inuit traditional harvesting of bowhead has returned and the skull of a harvested whale is displayed on the shoreline at Qikiqtat.

Other marine mammals in the region include Orca and Walrus.

2.2.3.4 Terrestrial Wildlife

The small size of the island and its distance from the mainland means there are only a few resident terrestrial mammals living at Kekerten (Qikiqtan), including Fox (Arctic and Red), Arctic Hare and lemming. Other species may cross the ice to the island on occasion, including caribou and wolves.

2.2.3.5 Birds and Raptors

Most of the 35-40 species of birds found in southern Baffin are associated with Kekerten (Qikiqtan). Migratory species arrive in spring to nest when food sources from land and sea are abundant and return south before winter. Interviews in 1984 and 2020 identify Canada Geese, Snow Geese, and Eider as the species that use the island for feeding and occasional nesting. The only birds that overwinter in the region of the park are ptarmigan, snowy owl and raven. There are no reports of raptor nesting sites on the island.

2.2.3.6 Geology and Physiography

The geology of Cumberland Sound is dominated by Precambrian igneous bedrock that is described as presenting "intense metamorphism and complex folding." The subsurface geology for Kekerten (Qikiqtan) is described by Natural Resources Canada as "undivided gneiss." However, the Natural Resources Canada data for surface geology of the island is incomplete, only classifying the western half as "regolith veneer – diamicton with rubble to blocky felsenmeer; <2m thick; derived predominantly from weathering of bedrock; may include bedrock mixed with till locally."

- Diamicton means poorly-sorted sediment with a wide range of particle sizes, such as a mixture of glacially deposited gravel, sand and clay.
- Regolith means an overlay of rock that can be of varying thickness that is predominantly made up of weathered bedrock or material that has been deposited by wind, water or ice.

Observations from fieldwork in 2019 indicate that these surface geology conditions are found throughout the island.

2.2.3.7 Vegetation

There is limited research on the vegetation at Kekerten (Qikiqtan) but interviews in 1984 as 2020 noted the following vegetation growth of importance to Inuit:

- broad-leaved willow herb
- large-flowered wintergreen
- Labrador-tea
- arctic white heather
- alpine bearberry
- mountain cranberry

2.2.3.8 Climate and Weather

Environment Canada's weather station in Pangnirtung is the nearest source of data for Kekerten (Qikiqtan). The weather is generally unpredictable throughout the year with periods of high winds, and the average daily temperatures in the periods of highest use of the park being: March -23°C; April -16°C; July 4°C; and August 3°C .

In addition, Pangnirtung experiences significant seasonal variation in monthly rainfall. The rainy period lasts from May to October, with approximately 13 millimetres of rain per month. The month with the most precipitation in Pangnirtung is August, with an average rainfall of 62 millimetres.



2.2.4 PARK USER GROUPS

2.2.4.1 Residents

Community members use the park for harvesting in the spring, with a number of cabins located on the island to support harvesting activities. Local outfitters/guides benefit from use of the park for tourism. Based on consultations, the area is visited by community members that have family connections to the whaling history, although the distance of the island from Pangnirtung means that community member visits are not frequent.

2.2.4.2 Tourist

The IIBA (Article 1) defines “Visitors” as “any person who enters or uses a Park, but does not include: (a) an Inuk or a family member travelling with an Inuk; (b) an individual who has been assigned harvesting rights under section 5.7.34 of the NA; (c) an employee or contractor of the GN acting within the scope of his or her employment or contract; or (d) a Researcher.”

Tourism has been identified as an economic opportunity for Pangnirtung. Consultations indicate that tourist visits occur primarily in August and depending on the season could also occur in some years in late July and early September. Most tourists access the island with a local outfitter/guide.

Cruise ships and private yachts may visit Kekerten (Qikiqtan). Cruise ship companies that make an excursion to the island are required to obtain an archaeological permit, and the Management Plan recommends additional permits in the future.

2.2.4.3 Research

Research activities have occurred in the park and are likely to continue in the future. Research projects offer jobs and opportunities for educational/trainee programs to be offered in the park. Ongoing research and special projects with a research component will be encouraged and regulations will be identified in the park’s management plan. Research project permit requests will be considered by NP&SP and the PAC in keeping with the regulations identified in the Management Plan.

2.2.4.5 Film Crews

Filming project permit requests will be considered by NP&SP and the PAC in keeping with the goals of the Master Plan and regulations identified in the Management Plan.

2.3 MINERAL INVENTORY AND ASSESSMENT

This section of the Master Plan considers mineral resources associated with the park or the surrounding area. The IIBA (Article 10) requires that information on mineral resource potential be acquired and communicated; that decisions regarding the establishment and boundaries of a territorial park should be based in part on mineral resource potential; that territorial park should generally be located so as not to encompass areas of high mineral resource potential; and that territorial parks should not prevent access or infrastructure needs for the efficient development of mineral resources in the vicinity of a park or on Inuit Owned Lands.

The economic potential of mineral resources was assessed in the preliminary Mineral Inventory and Assessment (MI&A) for Kekerten (Qikiqtan) and determined to be low.

Mineral resource activity in the region is documented in the Inventory of Park Resources.

2.3.1 CARVING STONE

In addition to the MI&A the Government of Nunavut, Department of Economic Development and Transportation (Minerals and Petroleum Resources Division) completed a survey of carving stone deposits in the region.

According to the 2010 – 2013 Nunavut Carving Stone Deposit Evaluation Program and interviews in 2020 with the Park Advisory Committee there are no carving stone deposits on the island.

Inuit are authorized to proceed with the removal of carving stone in these zones as per the quantities and process detailed in IIBA article 3.3.

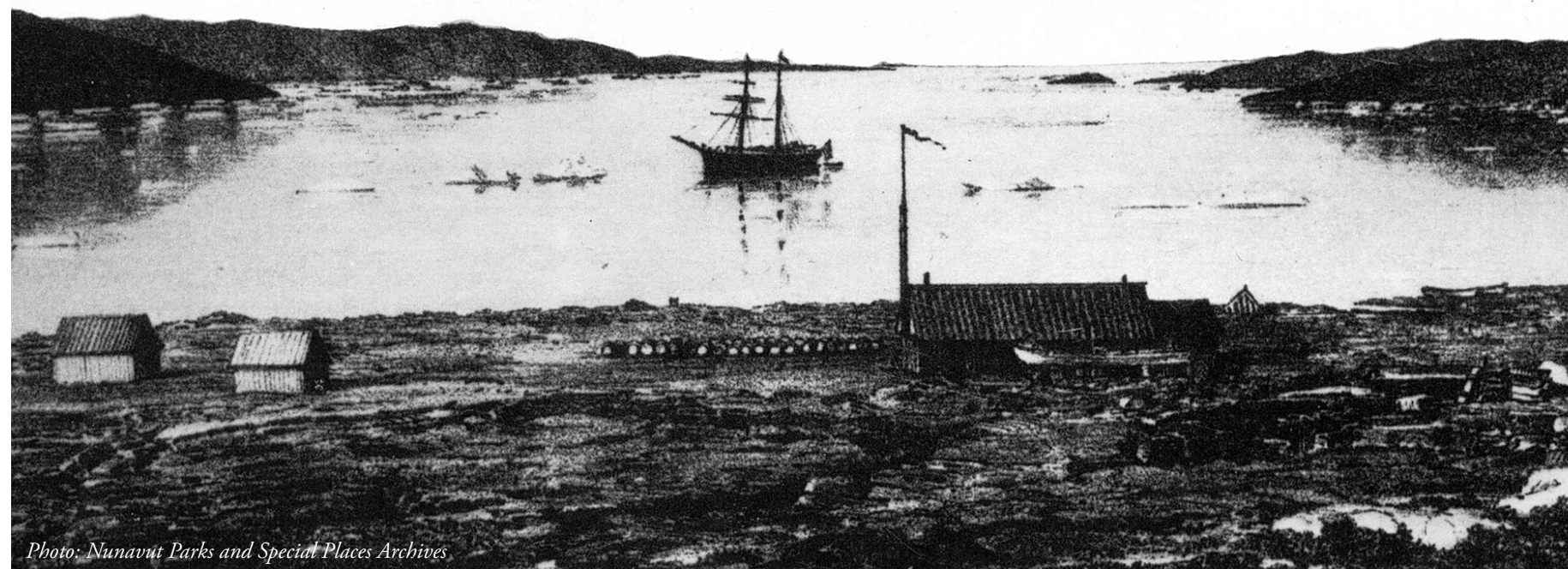


Photo: Nunavut Parks and Special Places Archives



Qadlunnat claiming sovereignty for Canada over the Arctic Islands at Kekerten, 1897. We did not understand; we Inuit have lived on these islands forever (N.W.T. Archives)

2.4 HERITAGE APPRECIATION

NP&SP's Framework for Heritage Appreciation and Interpretative Programs describes heritage appreciation as providing "Nunavummiut, visitors, and other stakeholders with an opportunity to understand the role of territorial parks within Nunavut and increase awareness of the natural and cultural heritage in our parks through engagement, education and communication." The framework provides direction on the protocol for heritage appreciation programs, the engagement of the public, communities and specifically youth, and key messages that NP&SP aims to communicate in all parks.

HERITAGE APPRECIATION PROGRAM

Priorities for Kekerten (Qikiqtan) Territorial Park's Heritage Appreciation Plan include protecting, celebrating and sharing of the park's significant resources through interpretation and education.

The program will be delivered through:

- Interpretive display and signage updates
- Guided interpretive program updates
- Communication and marketing materials
- Online and interactive digital display options
- Inuit business and tourism provider packages
- Educational programs in the community and schools
- Visitor centre partnerships

The Master Plan recommends that heritage appreciation should expand on the existing interpretive infrastructure and educational information for the park. A goal of the park is to develop a Heritage Appreciation Plan to guide the future additions to the story of the park.

Heritage Appreciation is an opportunity to inform and educate park visitors and community residents. The Heritage Appreciation Plan will bring greater awareness of the park's significant resources and stories. The approach to heritage appreciation will include:

- Documenting local knowledge and oral histories of the park.
- Sharing stories about our park that connect our history, our families, and our experiences with the park.
- Promoting stewardship through interpretive messages and education.
- Enhancing the interpretive program for the park, and specifically for the "Qikiqtat" area in and around the Whaling Station, by updating and expanding the signage, booklet and marketing materials.
- Reaching various audiences by making information about the park available through in-park and school programs, and online.
- Educating youth about the history of Kekerten (Qikiqtan).
- Recommending updates to the National Historic Sites description.
- Expand the partnership with the Angmarlik Visitor Centre and recommend updates to displays on the history of Kekerten (Qikiqtan).

2.4.1 INTERPRETIVE THEMES

The existing interpretive program was developed based on a single theme of whaling. The Master Plan recommends that the Heritage Appreciation Plan build upon the main theme. The existing interpretive content is presented as "**Kekerten and the Cumberland Sound Whale Fishery**". The content covers the early whaling history, the settlement of the island by Scottish and American whalers and Inuit, and the decline of the whaling years. The content has a Euro-American focus, although key Inuk figures such as Angmarlik are highlighted in the story. Heritage Appreciation offers a way to "decolonize" the Cumberland Sound whaling story by exploring Inuit use of Cumberland Sound before and after the whaling period, linkages of whaling to colonialism, linkages of Inuit families to Kekerten (Qikiqtan), and critical events in Canadian political and social advancement (e.g. truth and reconciliation, Canadian sovereignty, and the creation of Nunavut).

The expansion of heritage appreciation will keep the existing content, but add in following sub-themes.

2.4.1.1 Waves of Change

Inuit occupied areas throughout Cumberland Sound and the broader region prior to the arrival of whaling in Cumberland Sound. Presentation of the areas of Inuit use and occupancy can explore the shifts in the relationship to the land before, during and after the whaling period. With their traditional nomadic life heavily influenced by western activities and economic systems in the area and around the world (e.g. whaling period, HBC period, ammunition shortages during WWII), Inuit of Cumberland Sound had to continually adapt to these waves of change for several generations, while continuing to maintain their subsistence skills, as outside groups came and went.

- Traditional camp and harvesting areas – a seasonal calendar of use in Cumberland Sound presented at different time periods to illustrate how the relationship to land use was altered through the waves of change.
- Timeline – congregation at whaling stations followed by dispersal to trading posts and how this overlapped with the settlement in Pangnirtung (i.e. it was not linear like most settlement in Nunavut).
- Kekerten (Qikiqtan)'s linkage to the arrival of religion in the Eastern Arctic.
- Subsistence Living – The oral history records provide a detailed look into the everyday lives and seasonal movements of Cumberland Sound Inuit. Topics to explore include:
 - Traditional tools and techniques used for harvesting and travelling.
 - The places Inuit lived seasonally and the seasonal calendar of movement through the region.
 - Family living arrangements and community structure.
 - The foods eaten at different times of the year, and in times of abundance versus times of shortage.
- Language and Place Names – as the first permanent settlement shared by Inuit and Qadlunaat the relationships required developing communications between the groups. The pronunciation of Inuktitut words were Anglicized by the whalers, such as the name of the island Qikiqtan being pronounced as Kekerten, or Pangniqtuuq being pronounced as Pangnirtung. New words were created at Kekerten (Qikiqtan), such as Sivataaqvik, or "biscuit day" because the whalers handed out Pilot biscuits every Saturday.

2.4.1.2 Inuit Whalers

Whaling in Cumberland Sound relied heavily on Inuit whalers. The oral history includes stories about Inuit whaling leaders, their qualities and responsibilities. The existing Kekerten (Qikiqtan) interpretive content includes details of the Scottish and American leaders, and to balance this story there can be an expansion of the stories told from an Inuit perspective about Inuit whalers and their role in the hunt, harvest and processing, and the running of the station after the departure of Qadlunaat. For example, Ipirvialk, also nicknamed Big Joe, was an Inuk whale ship leader whose story is not shared at the site.

Stories of the impact of the whaling industry on women's roles should also be highlighted, such as the story of Aasivik (pictured hanging qamuks to dry).

2.4.1.3 Family Connections

A family tree of those that lived at Kekerten (Qikiqtan) and the connection to present day families in Pangnirtung could be developed as a community project. This family tree could possibly expand to cover other whaling stations in Cumberland Sound.

2.4.1.4 Work and Play

For most of the year, Inuit of Kekerten (Qikiqtan) worked extremely hard to support their families, both through their subsistence activities, and working for the whalers and traders. But with less work required during the winter, playing games was a favourite pastime.

- Both children and adults of Kekerten (Qikiqtan) played many different games with each other and with groups visiting from other camps in Cumberland Sound. Popular games, such as the game of "Wolf", was popular at all camps.
- Players were split into teams depending on what time of the year they were born, with the "Ptarmigan" team born in the cold months, and "Snow Goose" team born in the warm months.
- Play kayaks and other stone structures used for play can be highlighted.



Photo: Nunavut Parks and Special Places Archives

2.4.2 PURPOSE

Through Heritage Appreciation Kekerten (Qikiqtan) Territorial Park will:

- **Provide Heritage Appreciation and Interpretive Programs** to share the unique story of the park through interpretive programs and materials.
- **Reach various audiences**, including but not limited to Inuit residents, non-beneficiary residents and tourists. The specific needs of each audience will be recognized in the Heritage Appreciation Plan.
- **Prepare and deliver education** through tool kits prepared for youth that are in school or out of school. NP&SP staff will work with the schools in Pangnirtung to increase awareness about the park among teachers and staff, and encourage the use of the park as a classroom and learning opportunity.
- **Promote enjoyment of the park**, including harvesting at the island and tourism opportunities for guided visits.
- **Increase awareness** of the park's heritage through a focus on the community appreciation of the history and family connections to the island.
- **Provide information** in the community about visiting Kekerten (Qikiqtan) Territorial Park. Informational materials will also be linked to the **Inuit Tourism Strategy** for Pangnirtung.
- **Mentor and train the next generation of interpretive guides and outfitters** to share the story of the island.

The Heritage Appreciation Program can address the principles and objectives of IIBA 7.1 for park information, materials and facilities. This includes:

- Providing all programs and materials in Inuktitut, as well as English and French.
- Reflecting the cultural significance of the park to Inuit in all heritage appreciation and interpretive materials.
- Using Inuit Qaujimajatuqangit in all programs and materials to further the understanding of the park and its resources among the community residents and tourists.
- Educational resources developed through the park's Heritage Appreciation Program will include general information needed to teach and encourage youth about tourism and parks-related employment (IIBA 6.1.1).
- Using cultural programs (e.g. "Learn to" activities), interpretive materials, and communications (e.g. newsletters or radio shows) to share messages about the Inuit Qaujimajatuqangit and Environment Connection management approach for minimal impact travel, sustainable use of Kekerten (Qikiqtan), and behaviours that the PAC would like to change to protect resources from human use impacts.

2.4.3 EDUCATION, INTERPRETATION AND DISPLAYS

The existing brochure and interpretive signage in the park provide valuable interpretive information, but the Scottish and American whaling stories dominate the existing materials. The Master Plan recommends that education, interpretation and displays be revised to balance the Inuit heritage and cultural connection to the park.

The Master Plan recommends several actions related to interpretation and displays.

1. Replace damaged interpretive panels in the park.
2. Replace numbered post markers and add new low profile panels that focus on Inuit stories. The numbered panels refer to interpretive content that was in the original guidebook, however the Booklet brochure should be updated (see below).
3. Install gathering areas with new "tabletop" panels at three locations to show a map of the historic site and its context in Cumberland Sound. These tabletops will also be where welcome and regulatory key messages are shared.
4. Develop a partnership with the Angmarlik Centre to review and plan for the update of displays about Kekerten (Qikiqtan).

2.4.4 COMMUNICATION AND MARKETING MATERIALS

Communication and marketing materials increase awareness of the park and share the Heritage Appreciation themes and key messages, and provide key messages on park regulations, emergency procedures and contacts, minimal impact travel and sustainable use of the park, and travel in bear country. Materials should encourage visitation to the park and community, and promote Inuit tourism providers.

Interpretive Print Materials to be Revised (poster brochure booklet and map) for Kekerten (Qikiqtan) must be revised to update the park name and infrastructure locations; add in the recommended sub-themes and meet the objectives of the Heritage Appreciation Plan.

Marketing materials (online information and advertising in Pangnirtung) for Kekerten (Qikiqtan) will be created with the park name and park tour planning information; and summary of the park's history and recommended sub-themes to meet the objectives of the Heritage Appreciation Plan and the Pangnirtung Inuit Tourism Strategy (see section 2.5 on Economic Activity).

Interpretive scripts for use by NP&SP staff and outfitters/guides will need to be prepared to address the themes and sub-themes of the Heritage Appreciation Plan.

Audio visual materials, such as a video of the island and selected interview clips, are recommended for use in the Visitor Centre, online and on cruise ships visiting the island.

2.4.5 OTHER COMPONENTS

2.4.5.1 Education Modules and "Learn to"

A long-term goal of the Heritage Appreciation Program is to work with the Department of Education (GN) to prepare curriculum about territorial parks for delivery in all Nunavut schools. Educational programming will be developed by NP&SP as "Learn to" programs. In-park programs may not be possible due to the distance of Kekerten (Qikiqtan) from the community, but programs could be planned for deliver at the schools or Visitor Centre.

2.4.5.2 Community Events

NP&SP staff will continue to participate on an annual basis in community events that increase awareness of Kekerten (Qikiqtan) and the Nunavut Parks Program. Community events, such as Parks Day, student careers days, or regional trade shows encourage engagement with the park.

2.4.5.3 Engaging Youth

To increase awareness of parks and park career opportunities, a brochure will be developed for youth in Pangnirtung about "Careers in Parks" with information about Kekerten (Qikiqtan) and the local educational and employment opportunities associated with the park.

On an annual basis an eligible high school student in Pangnirtung will receive a Park Award from the Pangnirtung PAC for excellence in park related academic topics.

2.4.5.4 Guide Mentoring Program

Guide Training is recommended to support the work of local outfitters/guides when they take tours to the island, and to prepare the next generation of guides and outfitters to lead tours of the island. The current guides (Joavie Alivaktuk and Peter Kilabuk) and community Elders are the knowledge holders of the island's stories and the traditional methods of maintaining the resources in the park. A mentoring program should be a priority to pass along knowledge and prepare a new generation of guides for Heritage Appreciation interpretation, maintenance, and reconstruction of resources such as the qammuqs.





2.5 ECONOMIC ACTIVITY

Business opportunities associated with Kekerten (Qikiqtan) Territorial Park include guided tourism activities and community-based services, contracting for park development and maintenance, and contracting for park programs and special projects.

As required by the IIBA 4.2 and 4.3, an Inuit Tourism Strategy for Pangnirtung will be developed in the implementation phase of park establishment to detail tourism associated opportunities. Park-related tourism planning, development and training will be addressed. Planning will consider community services such as hospitality, accommodation, heritage programs and interpretation, outfitting and guiding, local contracting, product promotion and sales, and program delivery.

Outfitter and guide mentoring and training is recommended in the Tourism Strategy for interpretive guiding in the park. Tools developed through the Heritage Appreciation Program for use by local outfitters and guides, such as an interpretive script, should be made available along with training to support local guides in how to share Heritage Appreciation.

There will be incentives for Inuit and local businesses for park-related contracts, as per the policy for Government of Nunavut and park-specific contracting. This could include, but is not limited to, facility and infrastructure development, logistics and maintenance.

2.6 PUBLIC SAFETY AND EMERGENCY RESPONSE

Public safety in Kekerten (Qikiqtan) Territorial Park is of principal concern.

The **Management Plan** includes information for a detailed *Emergency Response Plan* to address:

- Maintenance of all park infrastructure that supports public safety.
- Safety guidelines and regulations that will be communicated to all park visitors by staff, communication materials, and interpretive signage.
- Emergency contacts, including management partners in Pangnirtung and the locations of the NP&SP office and maintenance building.
- Emergency response plan.
- Requirements for search and rescue for each of the anticipated activities in the park, including, but not limited to, land, water and air rescue.
- NP&SP staff travelling to the park should be equipped with SPOT personal tracking devices (or an equivalent satellite GPS tracking device).
- At this time there is no park visitor registration or required permitting process for Kekerten (Qikiqtan). The Emergency Response Plan may recommend options for a voluntary park visitor registration and permitting process to address safety issues.

The **Iqalugaarjuup Nunanga Management Plan** includes information for a detailed Emergency Response Plan to address:

- Maintenance of all park infrastructure that supports public safety.
- Safety guidelines and regulations that will be communicated to all park visitors by staff, communication materials, and interpretive signage.
- Emergency contacts, including management partners in Rankin Inlet and the locations of the NP&SP office and maintenance building.
- Emergency response plan for all locations in the park. A map and coordinates of all park facilities will be prepared.

BUSINESS OPPORTUNITIES RELATED TO KEKERTEN (QIKIQTAN)

Priorities for business opportunities include:

- **Inuit Tourism Strategy** development, including the marketing information, materials, mentoring, and training needs for Inuit tourism operations
- Infrastructure maintenance and development
- Tourism-related service delivery and training requirements

The Heritage Appreciation Program will address:

- Promotion of Inuit business and tourism providers
- Promotion and sale of local arts and products
- Educational programs in the community and park
- Interpretive materials for outfitters, guides and visitors

Projects to be completed in association with the implementation of the Master Plan and Management Plan will engage local outfitters, contractors and knowledge holders for:

- Maintenance, logistics and construction
- Park outfitting and guide services
- Training and delivery tools for guided interpretive visits
- Archaeological surveys
- Oral history special projects
- Inuit house reconstruction projects

- Requirements for search and rescue for each of the anticipated activities in the park, including, but not limited to, land, water and air rescue.
- NP&SP staff should be equipped to issue SPOT personal tracking devices (or an equivalent satellite GPS tracking device) upon request to park visitors and monitor radio or satellite phone emergency calls.
- At this time there is no park visitor registration or required permitting process for camping at Iqalugaarjuup Nunanga. The Emergency Response Plan may recommend options for a voluntary park visitor registration and permitting process to address safety issues.

2.7 PARK-SPECIFIC TRAINING

The Management Plan recommend that the park be maintained through a contract with a local individual or company. The **Management Plan does not recommend hiring park staff at this time due to the seasonal operation of the park.** The PAC and NP&SP reserve the right to revise the staffing plan in the future.

The Management Plan prioritizes the development of an Annual Operation and Maintenance Plan for the park to be used for contracting all annual O&M activities in the park, including (but not limited to) garbage pick-up and removal, outhouse maintenance and cleaning, monitoring and repair of the historic site and interpretive elements, and other activities as required.





Section 3

PLANNING APPROACH





Marc Stevenson (Archaeologist), Qattuq (Qatsu) Evie, and Etoongaat at Kekerten (Qikiqtan).

Photo: Nunavut Parks and Special Places Archives



SECTION 3: PLANNING APPROACH

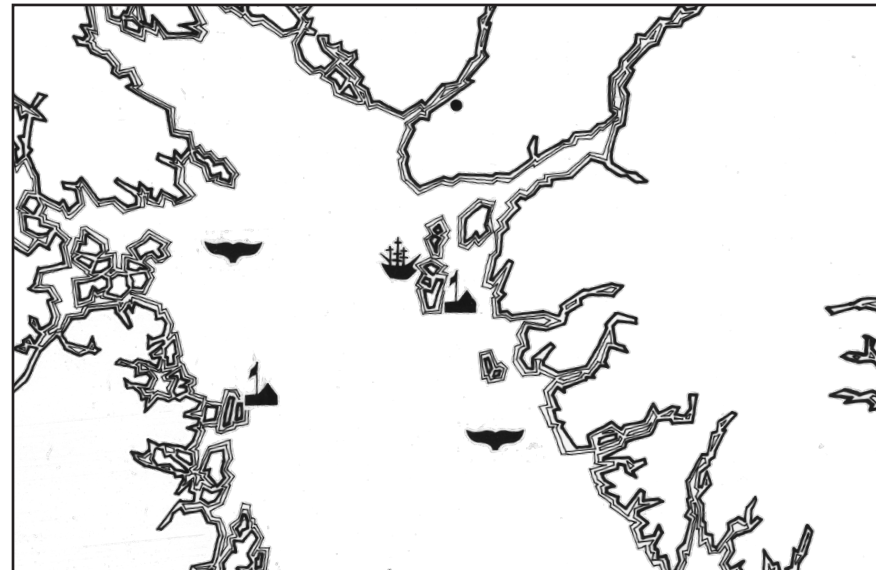


Photo: Nunavut Parks and Special Places Archives

This section describes the approach to planning the Territorial Park that has informed the Master Plan and Management Plan.

3.1 STRATEGIC APPROACH: STEWARDSHIP

Planning and management of Kekerten (Qikiqtan) will follow a stewardship approach that is based in Inuit Qaujimagatuqangit and informed by contemporary knowledge and science.

Stewardship management has been practised by Inuit for generations. The stewardship management approach for Kekerten (Qikiqtan) will:

- Respect the close relationship between people and the resources of the park in decision making
- Monitor and manage cultural resources, burial sites, land, air, water, wildlife, and human activities by applying Inuit Qaujimagatuqangit
- Adapt and integrate new information and scientific knowledge over time
- Achieve sustainability through management decisions that consider traditional land use practices and the needs of future generations
- Monitor and maintain a balance of use of the island for harvesting and tourism
- Remove or reduce the negative impacts and unavoidable changes in the park through management decisions.

Stewardship is best achieved through the involvement and advice of Inuit and residents of Pangnirtung. To provide stability and local input.

It is recommended that a Community Joint Planning and Management Committee (CJPMC) be established in the future to take on the work that was begun by the Park Advisory Committee.

NP&SP staff, the PAC, consultants, and communities will need to use the best available information to determine how to achieve the park goals and objectives by using this strategic approach to attain the desired balance between protection and use. This approach will also:

1. Observe Inuit rights and allowable practices specified in the NA and IIBA.
2. Conform to the legislated requirements and processes established in the Territorial Parks Act, NA and IIBA, and other legislation⁸. Where there is a discrepancy between the legislation, the NA and IIBA take precedence.
3. New information should be gathered through ongoing inventory work, research and monitoring to assist in joint management decision making and park operations. A lack of clear IQ or scientific evidence should not be an impediment to taking a decision to conserve and protect the environment or cultural resource.
4. Monitor natural and cultural resources and human use, and where possible, address impacts caused by human activity and natural change.
5. Where a cultural site or cultural resource requires protection, the PAC will consult with local Elders, IHT and the NJPMC to determine the design approach and actions to be taken.
6. Limit development inside the park boundary to ensure conservation of natural and cultural resources.
7. Use Killiliurniq (Park Zones), regulations and/or prohibitions as required to manage the park, its resources, and its use.

⁸ The Nunavut Planning and Project Assessment Act (2015) provides direction for project proposals within all territorial parks that will be subject to an assessment of the potential impacts. The Act will apply to the review of the Management Plan for Kekerten (Qikiqtan) conducted by the Nunavut Planning Commission during the approval process for territorial Park management plans

3.2 PLANNING AND DEVELOPMENT OPPORTUNITIES AND CHALLENGES

This section details the planning and development opportunities and challenges that could influence master planning and design, management planning, or heritage appreciation. The issues identified will be monitored through both the development actions of the Master Plan and the ongoing operations of the park through the Management Plan.

The opportunity or challenge is presented (in no particular order), along with how to address the item in keeping with the park's goals, and the recommended **Stewardship** approach to planning and development.

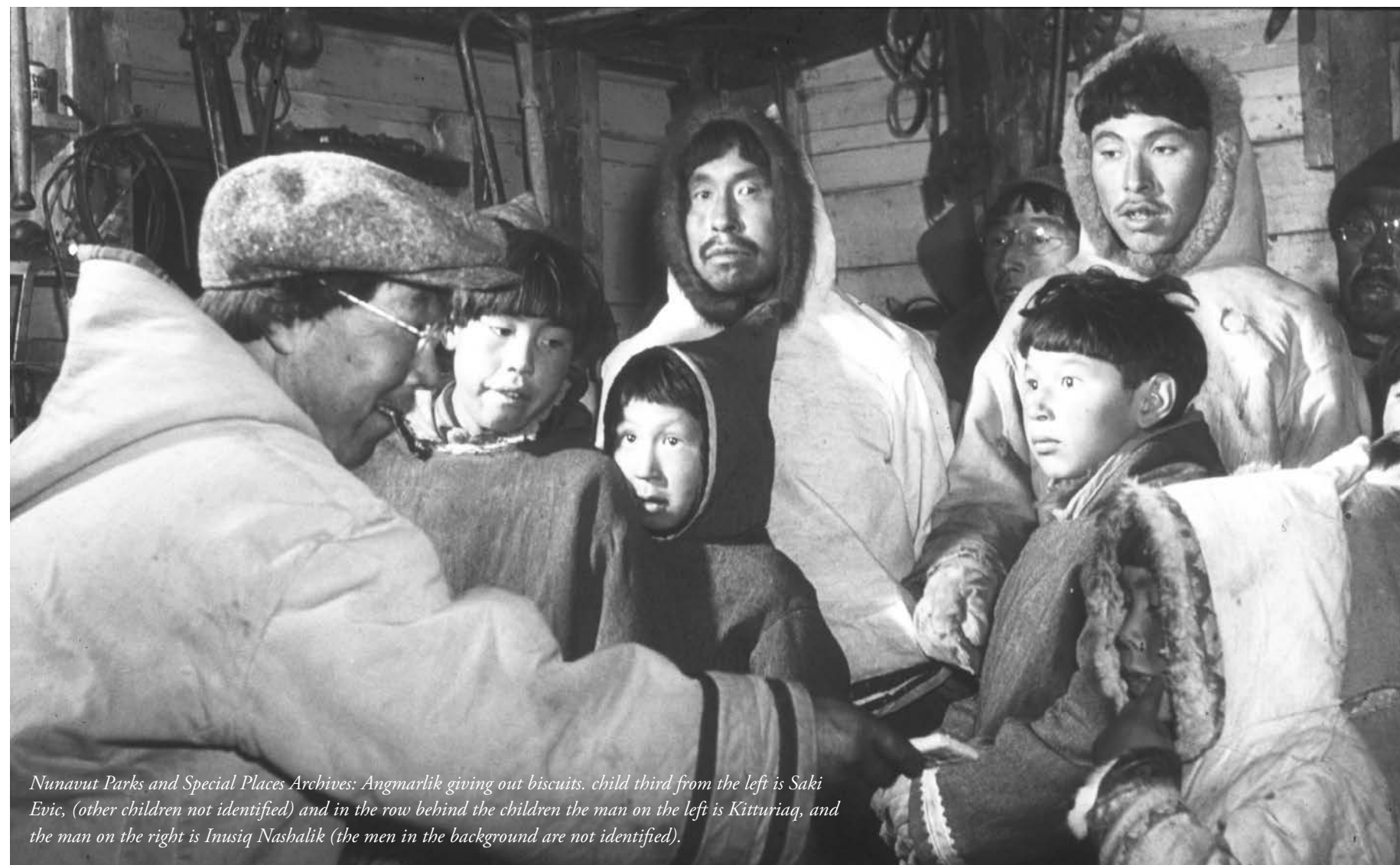


*Kekerten Harbour and whaling station, 1883
(American Philosophical Society)*

Table 3: Planning and Development Opportunities or Challenges

OPPORTUNITY OR CHALLENGE	PARK GOALS	PLANNING AND DEVELOPMENT APPROACH
<ul style="list-style-type: none"> Access to the park is a challenge 	<ul style="list-style-type: none"> Conservation and Protection Heritage Appreciation Enjoyment of the Park Tourism 	<ul style="list-style-type: none"> Design: Study and design a floating landing area for safe docking at the heritage site Management: Public safety messages and Emergency Response Plan Heritage Appreciation: Information for visitors on park access and education about safe and sustainable travel Heritage Appreciation: Increase community based interpretive and educational content about Kekerten (Qikiqtan) Inuit Tourism Strategy: Promotion of the use of local outfitters and guides
<ul style="list-style-type: none"> Protection of burial sites 	<ul style="list-style-type: none"> Conservation and Protection 	<ul style="list-style-type: none"> Management: Partnership with Department of Culture and Heritage and Elders in Pangnirtung to plan for the protection and monitoring of burials
<ul style="list-style-type: none"> Park Services and Maintenance: sustain the park's natural and cultural resources 	<ul style="list-style-type: none"> Conservation and Protection Heritage Appreciation Enjoyment of the Park Tourism 	<ul style="list-style-type: none"> Management: Contracting annual maintenance and monitoring. Prepare a park operational plan to describe the O&M actions needed each year Design: Renovate existing outhouses; additional outhouse; and expanded interpretive boardwalk and signage Management: Actions to regulate activities, monitor use and mitigate damage caused by human use (e.g., garbage) Heritage Appreciation: Educational and informational programs and messages to teach sustainable use and minimal impact travel in the park
<ul style="list-style-type: none"> Harvesting activities in the park 	<ul style="list-style-type: none"> Conservation and Protection Heritage Appreciation Enjoyment of the Park 	<ul style="list-style-type: none"> Design: Development will be kept to the historic site to avoid disruption of important wildlife areas and harvester cabin areas Management: Zoning will identify harvester cabin areas Management: Actions to regulate and monitor activities and important wildlife areas to avoid disturbance of harvesting Management: Partner with the HTO on management of harvested animal carcasses, garbage management, and maintenance of the cabin areas Heritage Appreciation: Education and information shared on cultural harvesting practices in the park
<ul style="list-style-type: none"> Tourism 	<ul style="list-style-type: none"> Conservation and Protection Heritage Appreciation Enjoyment of the Park Tourism 	<ul style="list-style-type: none"> Management: Guidelines to promote sustainable tourism, maximize community economic benefits, and regulate cruise ship/private yacht visitation Management: Permitting for tourism business and cruise ships/private yachts Heritage Appreciation: Enhanced interpretation and marketing to promote tourism Heritage Appreciation: Increase community based interpretive and educational content about Kekerten (Qikiqtan) Inuit Tourism Strategy: Promotion of the use of local outfitters and guides

OPPORTUNITY OR CHALLENGE	PARK GOALS	PLANNING AND DEVELOPMENT APPROACH
<ul style="list-style-type: none"> Educational and cultural programs for residents and visitors 	<ul style="list-style-type: none"> Heritage Appreciation Tourism 	<ul style="list-style-type: none"> Design: Enhance interpretive infrastructure in the park and at the visitor centre Management: Actions to support park operations that include education and information sharing Heritage Appreciation: Development and implementation of interpretive content, educational curriculum and materials, and informational materials Heritage Appreciation: Provide information and materials at locations in Panguitung, online, and through tourism operators (outfitters, guides, hotels, and cruise ship companies) Inuit Tourism Strategy: Development of guided tour programs and training for interpretive guiding



Nunavut Parks and Special Places Archives: Angmarlik giving out biscuits. child third from the left is Saki Evic, (other children not identified) and in the row behind the children the man on the left is Kitturiaq, and the man on the right is Inusiq Nasbalik (the men in the background are not identified).



Nunavut Parks and Special Places Archives: Photo of Norman Komoartug

3.3 KILLILIURNIQ (MANAGEMENT ZONES)

Kekerten (Qikiqtan) Territorial Park will be planned, developed and managed to protect and present the park's significant cultural and natural features, encourage sustainable use of the park, and achieve the goals of the park. "Killiliurniq" is an Inuktitut term meaning an area used for specific purposes. A management zoning plan identifies the characteristics of areas in the park, and the permitted uses, regulations, conditional uses and protection measures that will govern Kekerten (Qikiqtan) Territorial Park.

The Zoning Plan is presented in the Management Plan.

3.3.1 DEFINITIONS FOR THE ZONES

There is one zone classifications in the park, plus the use of special protection sub-zoning. The following definitions describe each zone.

Cultural: The objective of this zone is to promote culture and heritage appreciation and education within the park. Significant cultural sites and landscapes in the zone will be managed for protection of the resource and Heritage Appreciation. This zone includes a high number of burials (marked and unmarked) and will be monitored and managed with the priority of protecting and respecting these features. The application of the

GN-C&H Human Remains Policy is a priority. Activities related to culture and heritage resources will be permitted where these activities have no negative impact on the cultural features of the park.

- Facilities will be permitted which provide protection to the cultural features for which the zone was designated; public safety; and park services (e.g., emergency shelters, outhouses).
- Interpretive or regulatory signage or infrastructure will be permitted to enhance cultural interpretation and education opportunities, promote sustainable use, or are necessary for public safety.
- Cabin development for personal or commercial use may be permitted in this zone subject to terms and conditions set by the PAC.
- Camping is permitted for Inuit or Inuit guided groups only. All campsites and campers are subject to the PAC approved Management Plan Camping Guidelines and Regulations.
- A *Freshwater Protection Zone* buffer is identified around the largest lake on the island. Development, human use, and dog teams that could cause contamination should be avoided in this buffer area.

There are two Cultural special protection sub-zones:

Cultural: Special Protection Qikiqtat Historic Area: Qikiqtat, the place name for the Whaling Station area on the island, is used for heritage appreciation and tourism. Interpretive infrastructure and programs will be focused in this zone. Significant cultural sites, resources and landscapes will be monitored for protection and guidelines will manage human activities (e.g., tourism) around archaeological resources. This zone includes a high number of burials (marked and unmarked) and will be monitored and managed with the priority of protecting and respecting these features. The application of the GN-C&H Human Remains Policy is a priority. Development of park infrastructure is allowed in this zone, subject to cultural resource management guidelines. Vehicle use in the zone is regulated. Overnight recreational camping is not allowed in this zone.

Cultural: Special Protection Cabins: This zone recognizes the point of and where there is a group of harvester cabins, and the personal use harvesting cabins located on the southeast of the island. The purpose of this zone is to recognize the importance of the continuous use of this area for harvesting, to protect harvesting activities and manage cabin use. Management regulations for this zone will be developed in partnership between the PAC, cabin owners, and the HTA. Cabins (*existing or proposed new cabins*) elsewhere on the island are regulated based on the zone in which they are located.



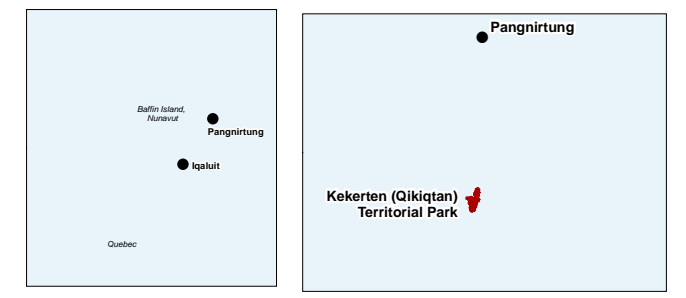
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Killiliurniq (Management Zones)

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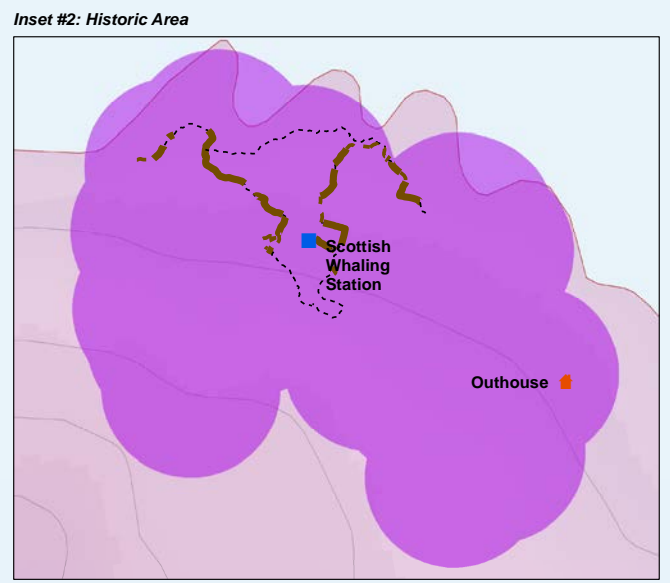
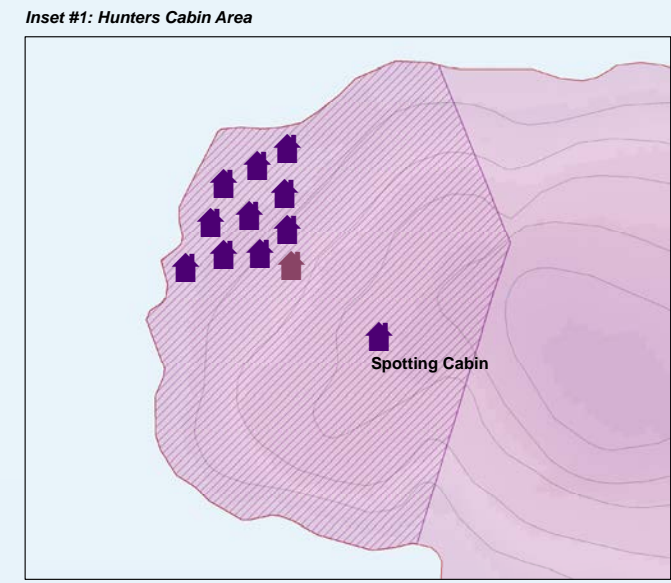
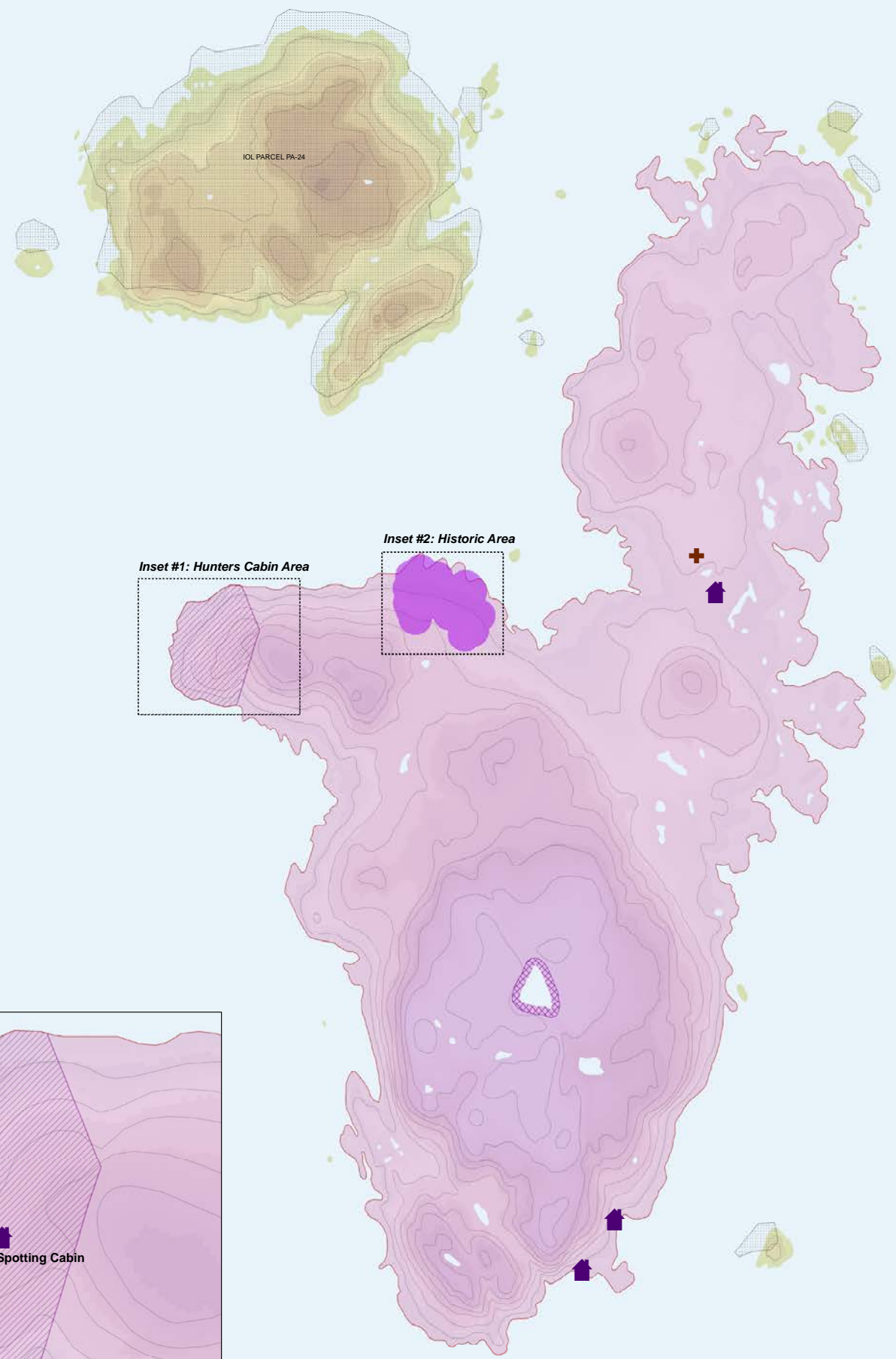
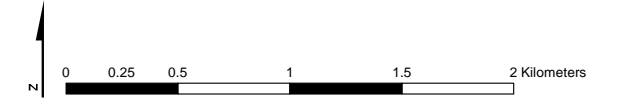
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Cultural: Special Protection Qikiqtan Historic Area
(100meter buffer from sensitive site)
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Freshwater Protection Zone (45meter buffer)
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Whalers Graveyard
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Proposed Outhouse

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Territorial Park Boundary
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Inuit Owned Lands (IOL)
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Water or Ice



Data sources:
 Natural Resources Canada,
 Department of Environment (Government of Nunavut).

Projection: UTM Nad 83, Zone 19N
 Scale: 1:15,000
 Date: February 2023
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Section 4

PARK DESIGN





*Photo: Aasivik drying qamiks at Qikiqtan.
(Nunavut Parks and Special Places Archives)*



SECTION 4: PARK DESIGN



This section details the designs for Kekerten (Qikiqtan) Territorial Park presented in the Master Plan.

The objective of the Master Plan is to provide high-quality park infrastructure that is in keeping with the standards and style of the Nunavut Parks Program, and acts as a showcase for territorial parks in Nunavut.

The recommendations for the design of the park considers future renovations or replacements to the existing park infrastructure, and new infrastructure requirements.

4.1 DESIGN APPROACH

The design approach has been prepared in keeping with the park purpose statement and park goals.

Kekerten (Qikiqtan) has many culturally significant sites, natural areas of importance, and a historic site that supports tourism and heritage appreciation. The IIBA requires the following consultations occur as design and development actions are implemented in the park:

- The NJPMC and IHT will be consulted on the design and implementation of measures to protect or manage culturally significant and archaeological sites (as per IIBA 8.2.3).

- The PAC shall consult with Elders and other Inuit in Pangnirtung having an interest in the cultural and archaeological resources of the park in the design and implementation of measures to protect or manage each culturally significant site (as per IIBA 8.2.7).
- The PAC will be consulted on locations, terms and conditions should any requests for new cabin development, subject to the approved Management Plan (as per IIBA 3.5).
- Prior to any development activity in the park (including, without limitation), any capital improvements constructed by the GN, an inventory and assessment of the archaeological resources located in the proposed development area shall be conducted in accordance with the IIBA under the direction of the PAC (As per IIBA 14.5.8).
- Prior to the installation of any new facilities or infrastructure the PAC is to be consulted on the recommended location of facilities, displays, and exhibits to be produced for Kekerten (Qikiqtan) or in the community (as per IIBA 7.5.2).

This Master Plan incorporates these requirements for planned development and design recommendations.



4.2 INFRASTRUCTURE STANDARDS

Kekerten (Qikiqtan) Territorial Park infrastructure includes facilities built according to the Nunavut Parks Facilities Design Manual⁹; signage elements following the Nunavut Parks Signage Manual¹⁰; and park furnishings or specialty infrastructure (e.g. picnic tables, garbage bins) selected from preferred contractor catalogues.

The existing infrastructure includes the emergency shelter and outhouse built according to the Nunavut Parks Facilities Design Manual; a boardwalk built prior to the development of the Design Manual; the Scottish Whaling Station interpretive reconstruction built based on planning from the 2005 report; and the signage structures built according to the Signage Manual. This Master Plan recommends that any new infrastructure should be designed and fabricated in wood or metal so that all infrastructure is compatible and has a similar design to the existing facilities.

Modular facilities (plastic and/or fibreglass) or infrastructure must not be used at Kekerten (Qikiqtan) to maintain the heritage value of the site. An exception to this materials restriction would be permitted only for temporary measures (e.g., a temporary portable outhouse) while permanent infrastructure is being developed in wood or metal.

4.2.1 ARCHAEOLOGICAL SURVEYS PRIOR TO INFRASTRUCTURE DEVELOPMENT

Development of new infrastructure requires an archaeological survey completed for the proposed development location. Regulations are identified in the Kekerten (Qikiqtan) Territorial Park Management Plan.

- New or replacement facilities will be built for placement on the surface of the ground in areas of known archaeological resources.
- **NOTE: Replacement infrastructure or signs may be placed in the exact location of the removed infrastructure without requiring an archaeological survey. If the replacement requires a larger footprint or excavation then a survey will be required.**
- It is not permitted to dig into the ground, or disrupt organic surface materials, in areas of known archaeological resources until an archaeological survey has been completed to provide recommendations for development sites.
- Where a survey identifies no archaeological resources, infrastructure and development may be anchored into the ground, or the ground surface materials may be altered.

4.3 PARK FACILITIES EXISTING IN 2022

The infrastructure for Kekerten (Qikiqtan) was developed between the 1990's and 2010's, including the interpretive boardwalk and signage, Scottish Whaling Station reconstruction, park entry sign, emergency shelter and outhouse.

⁹ NP&SP may recommend alternative facility and infrastructure designs that are not included in the existing design specifications that can be co-effectively developed. Where alternatives are the preferred approach - the size, design and colours of the facility should be selected for compatibility with existing infrastructure.

¹⁰ NP&SP may recommend alternative signage designs that are not included in the Nunavut Parks Signage Manual.

The Master Plan provides a multi-year plan for the maintenance, replacement or renovation of existing infrastructure. The Master Plan recommends enhancements to the boardwalk and interpretive signage in the park, renovation of the existing outhouse and emergency shelter, and additional outhouse, and the addition of park map and regulation signage.

The estimated life span of existing infrastructure varies under normal conditions of wear and tear, and in the absence of vandalism or unforeseen damage or loss. Building life spans should exceed 30+ years with regular maintenance; and furnishing and signage life spans should exceed 15+ years. Existing infrastructure will be replaced as required, even if the replacement isn't identified in this plan.

The condition of existing facilities in 2019-2022 varied: boardwalk elements were in good condition but the outhouse, reconstructed Inuit houses, flagpoles, signage and garbage were in poor condition, or worse, due to a lack of annual maintenance and operational monitoring of the park. The Management Plan recommends development of a park specific operational plan and the contracting of annual maintenance.

4.4 MASTER PLAN

The Master Plan provides a multi-year development plan for the park.

The capital estimates and implementation scheduling for facilities and infrastructure are summarized in Section 5 of the Master Plan.

4.4.1 PARK INFRASTRUCTURE




New, replacement and renovated infrastructure will include:





- Park entrance area improvements, including one new single outhouse (on the location of the original outhouse that was removed in the early 2010s), gathering area with integrated seating and interpretive signage, and installation of garbage bins.
- Extension of the boardwalk from the historic site to the emergency shelter/ outhouse area, for new gathering areas with integrated seating and interpretive signage at each end of the boardwalk.
- Painted stone markers added along the tundra portions of the trail to clearly mark where visitors should walk.
- Renovation of the double outhouse and NP&SP emergency shelter.
- Reconstruction of the frames for two Inuit dwellings in the Historic Area.
- An interpretive reconstruction of the frame of the American Whaling Station.
- Replacement and additional interpretive panels in the park.
- A new outhouse in the Harvester Cabin area (at the point near the grouping of community owned cabins)
- Angmarlik Visitor Centre Display Review and Replacement.

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**Kekerten (Qikiqtan) Inuit
 Nunagiqattaqsimajatuqanginni Territorial Park**

ᐱᑦᑲᑦᑲᑦᑲᑦ
Master Plan

ᐱᑦᑲᑦᑲᑦᑲᑦ
Legend

-  ᐱᑦᑲᑦᑲᑦ
Cabin
-  ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ
Proposed Outhouse
-  ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ
Whalers Graveyard

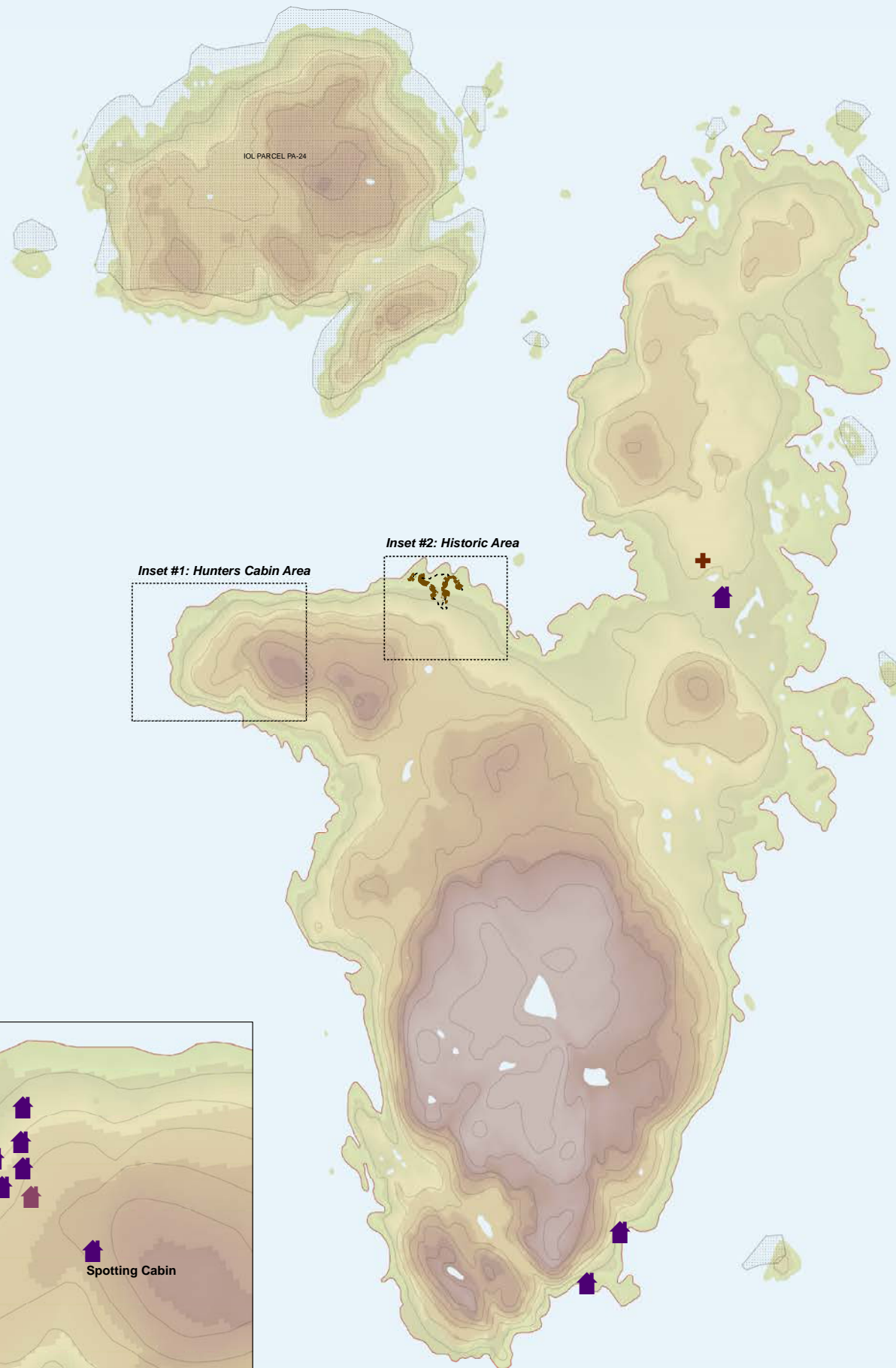
-  ᐱᑦᑲᑦᑲᑦ ᑲᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ
Territorial Park Boundary
-  ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ
Inuit Owned Lands (IOL)
-  ᐱᑦᑲᑦᑲᑦ
Contour
-  ᐱᑦᑲᑦᑲᑦ ᐱᑦᑲᑦᑲᑦ
Water or Ice



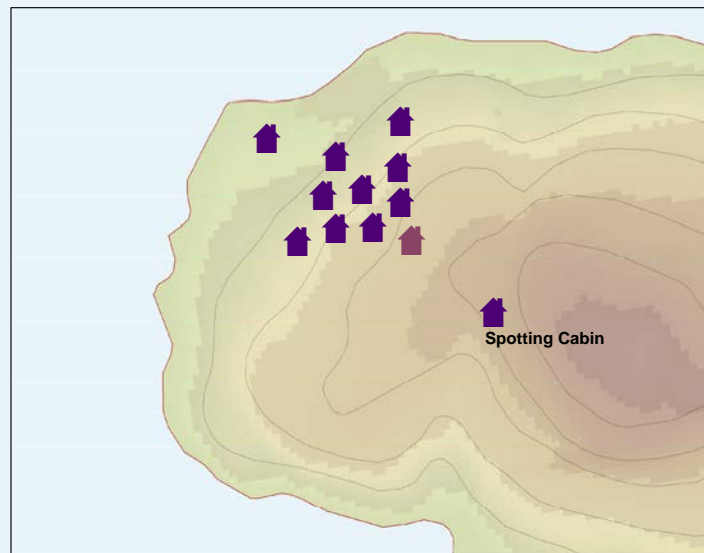
Park boundaries shown in red

Data sources:
 Natural Resources Canada,
 Department of Environment (Government of Nunavut).

Projection: UTM Nad 83, Zone 19N
 Scale: 1:15,000
 Date: February 2023
 Produced by: NVision Insight Group Inc.



Inset #1: Hunters Cabin Area



Spotting Cabin

IOL PARCEL PA-24

A
Option for Docking Area

B
Entrance Area

Proposed American
Station Interpretation

C
D
Inuit Leaders
Reconstruction

F
Cleared Vegetation

E
Painted Rock Edging

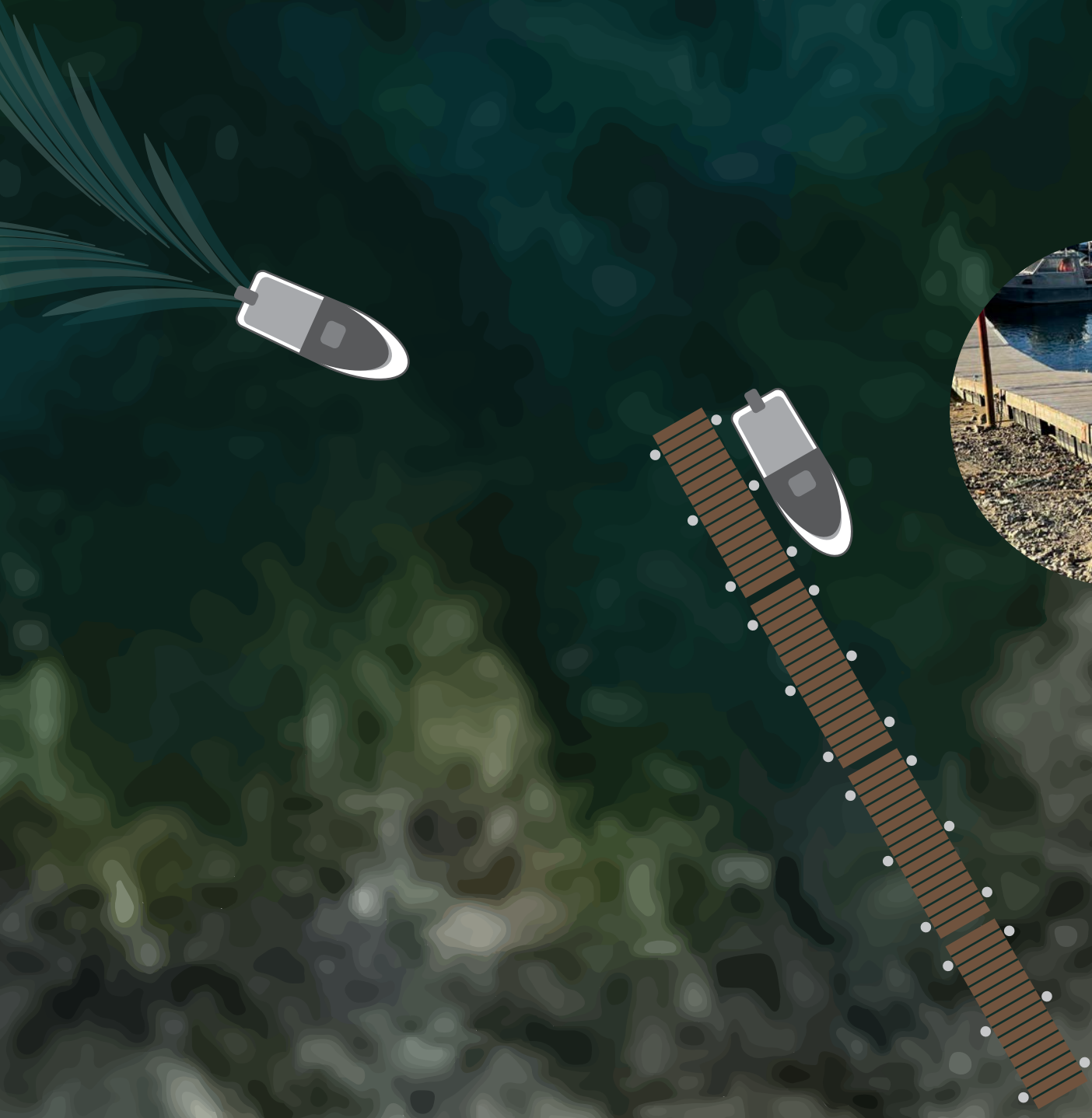
G
Gathering Area

H
Gathering Area



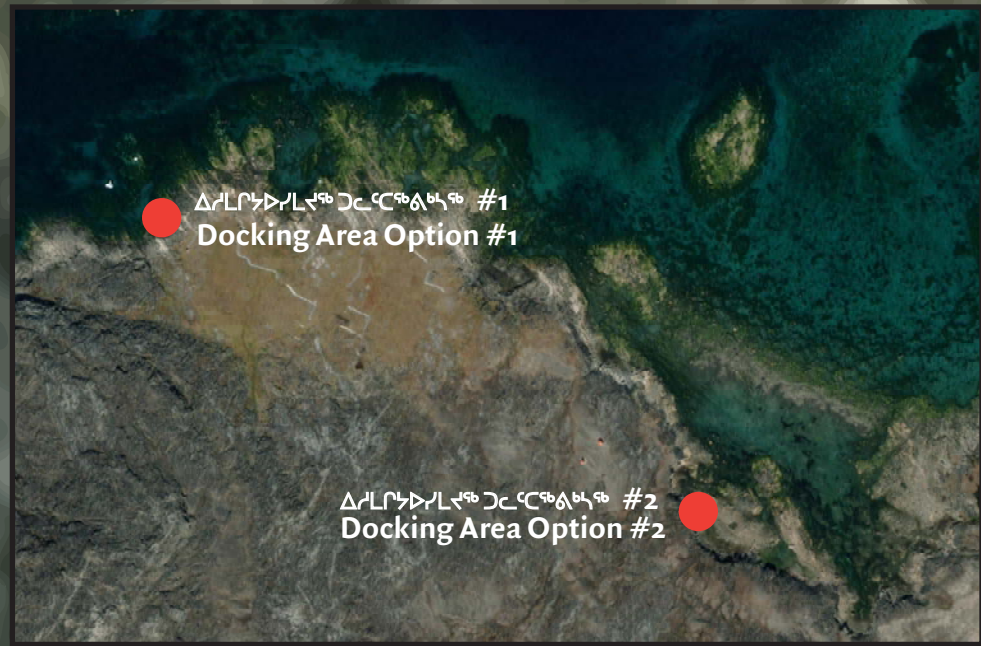
Kekerten (Qikiqtan) Inuit Nunagiqattasimajatuqanginni Territorial Park: Master Plan Key

0m 25m 50m



ርዕሳዊ ገቢዎችን ማስፈጸም
 ለማድረግ የሚያስፈልገውን
 ለውጥ ማስፈጸም
 ለማድረግ ይገባል።

Example of dock at Pangnirtung.
 Similar style and construction to be
 implemented at the park.



ለገቢዎች ማስፈጸም #1
 Docking Area Option #1

ለገቢዎች ማስፈጸም #2
 Docking Area Option #2



A

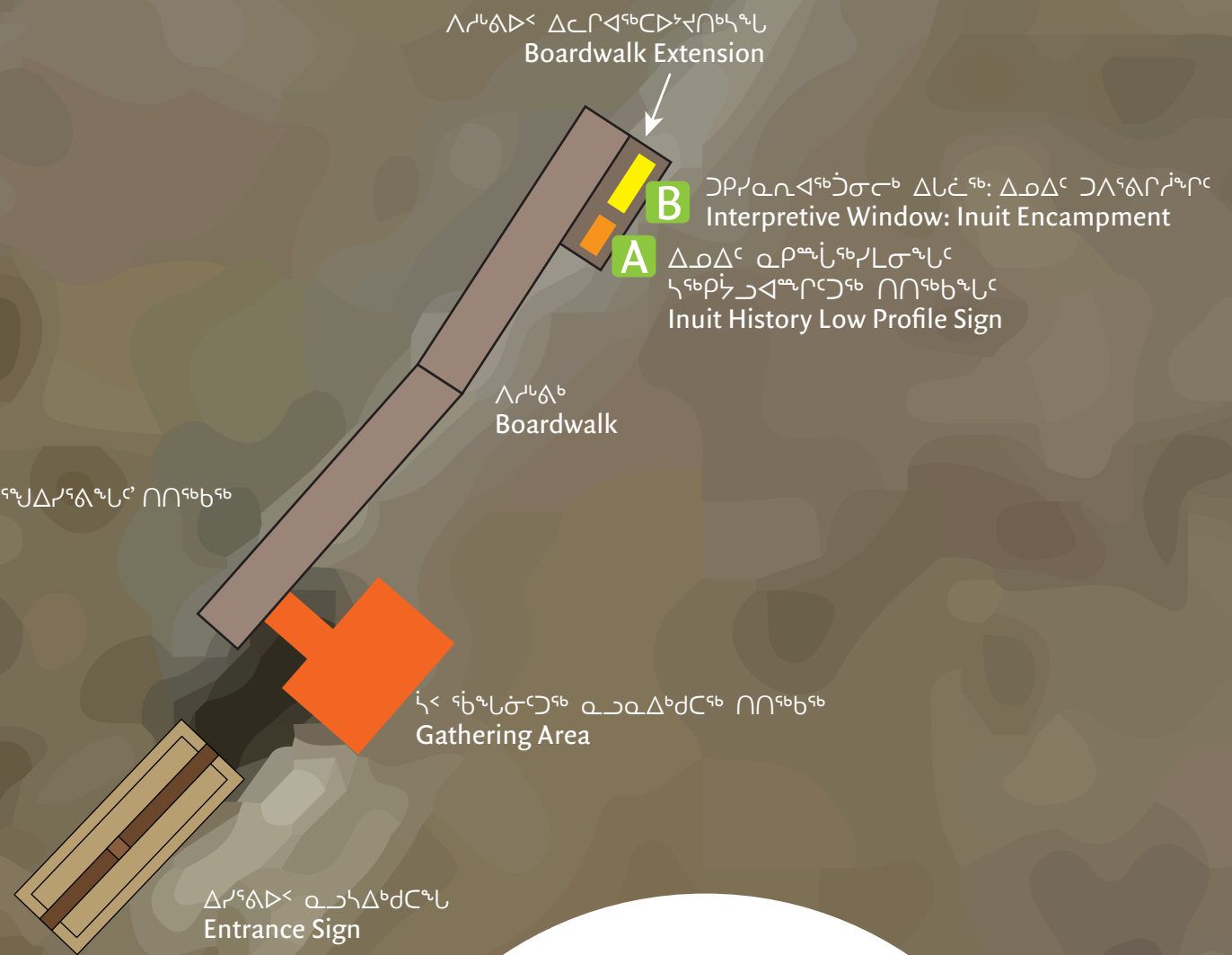
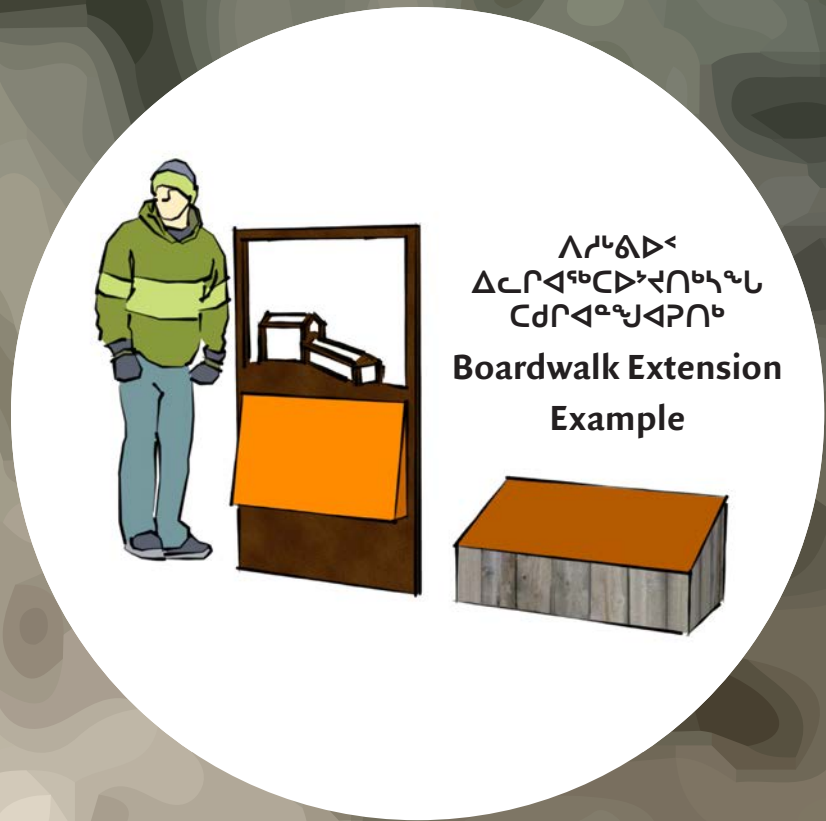
ለገቢዎች ማስፈጸም
 Proposed Docking Area

ለገቢዎች ማስፈጸም ለማድረግ የሚያስፈልገውን ለውጥ ማስፈጸም
 Existing 'Kekerten Historic Park' Sign

ለገቢዎች ማስፈጸም ለማድረግ የሚያስፈልገውን ለውጥ ማስፈጸም
 Gathering Area

ለገቢዎች ማስፈጸም
 Boardwalk

ለገቢዎች ማስፈጸም ለማድረግ የሚያስፈልገውን ለውጥ ማስፈጸም
 Entrance Sign



Existing 'Kekerten Historic Park' Sign



B Entrance Area

Outhouse



Garbage Bin

ሥኔብሮታዊ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Scottish/American History Low Profile Sign

3

2

4

ሌሎች ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Boardwalk Extension

B ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Interpretive Window: Inuit Encampment

A ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Inuit History Low Profile Sign

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Building Markers

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Flagpole

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Blubber Vats

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Interpretive Window: American Station

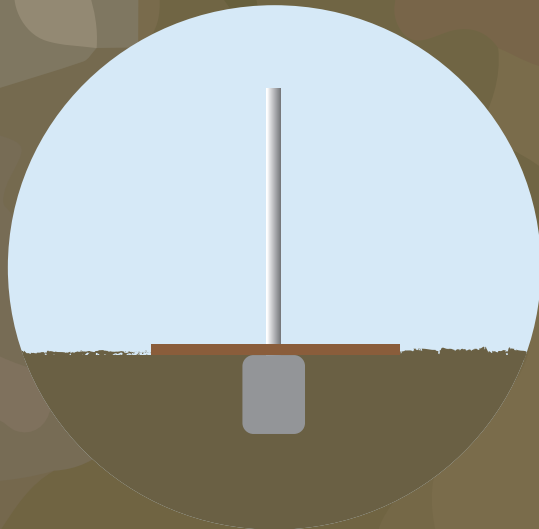
ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Interpretive Window:
American Station Example

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Boiler Tanks



5 ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Existing Interpretive Signage

ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Gathering Area



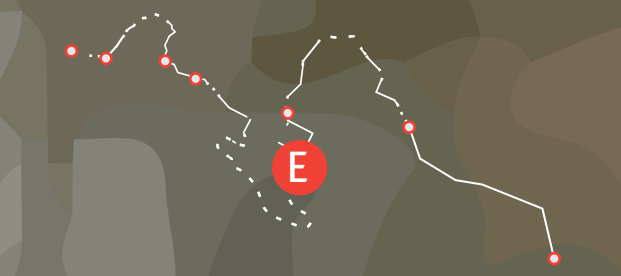
ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Fallen flag pole remounted in the ground. The pole can be stabilized with a piece of wood onto of the base.

C ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Inuit History Low Profile Sign and Qulliq Stand

ሌሎች ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Boardwalk Extension



ጋራ ልብ-ልቦና ለሥራ ለሥራ ለሥራ
Proposed American Station Interpretation



E ᐃᑦᓂᓂᓂᓂᓂᓂᓂ
 Painted Rock Edging

ᐅᑎᑦᑕᑦᑲᑦ
Gathering Area

ᐅᑎᑦᑕᑦᑲᑦ
Gathering Area

ᑕᐱᑲᑦᑲᑦᑲᑦᑲᑦ ᑕᑲᑦᑲᑦ
Emergency Cabin

ᑕᑲᑦᑲᑦ
Outhouse

ᑕᑲᑦᑲᑦᑲᑦᑲᑦ ᑲᑲᑦᑲᑦ ᑕᑕᑲᑦᑲᑦᑲᑦᑲᑦᑲᑦ*

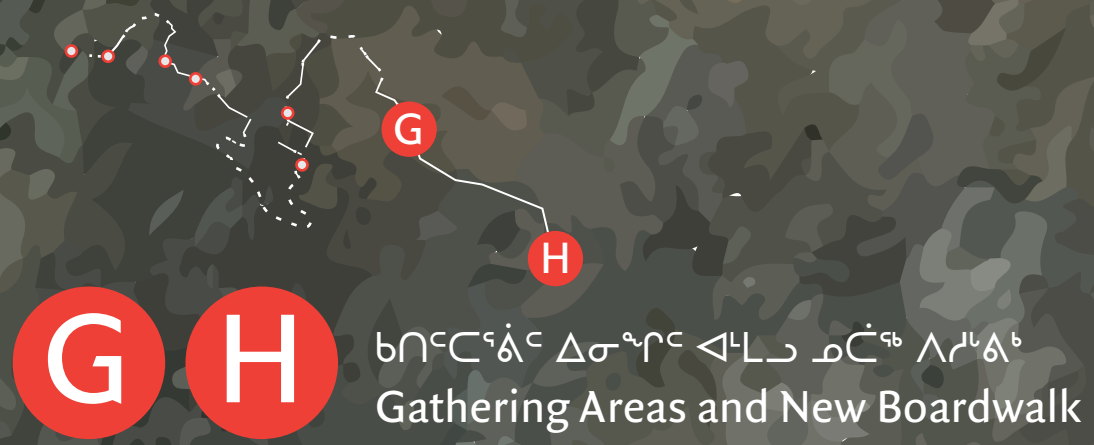
* ᑕᑕᑕᑦᑲᑦ ᑕᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦ
ᑲᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦᑲᑦ ᑲᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦ
ᑲᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦᑲᑦ ᑕᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦ
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Proposed Boardwalk Extension*

*site needs detailed survey before boardwalk extension begins in order to avoid any archaeological sites or graves.



ᐅᑎᑦᑕᑦᑲᑦ ᑕᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦᑲᑦ
Gathering Area Example



ᐅᑎᑦᑕᑦᑲᑦ ᑕᑕᑕᑦᑲᑦᑲᑦᑲᑦᑲᑦᑲᑦ
Gathering Areas and New Boardwalk

4.4.1.1 Park Entrance

The Master Plan recommends developing a resting place, signage and an outhouse for visitors arriving on the island after a long boat trip. Boats may land at three sites, depending on weather, therefore three gathering areas are proposed as possible “entry” locations.

Gathering area platforms will be installed with integrated seating, and interpretive panels with a park map, welcome message, introduction to the share Inuit, Scottish and American whaling history, and regulations. These panels will help orient visitor to the site and should include a map of the island within Cumberland Sound for regional context.

Table 4: Entrance Area Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Gathering areas with integrated seating and interpretive signs (3 locations)	Three wooden structures installed on the surface of the ground with integrated seating and interpretive panel support structure that visitors can walk around. A tabletop interpretive panel will be integrated in the platform.	See gathering platform drawing in appendices.
Interpretive panels (3)	Tabletop panels will include: <ul style="list-style-type: none"> • Park map • Welcome and safety messages • Introduction to the Heritage Appreciation theme • Regulatory messages 	

4.4.1.2 Boardwalk and Interpretive Trail

The existing boardwalk and trail at the historic site is in good condition and will be monitored annually for repairs.

The Master Plan recommends trail improvements by creating additional boardwalk sections and, in areas where the trail is on the tundra, clearing the stepping stones and/or adding white painted rocks to clearly identify the walking route.

A new boardwalk trail is recommended between the historic site (starting at interpretive panel location 23) to provide a designated walking route to the existing double outhouse and emergency shelter. The development will include both wooden boardwalks and some areas of stone lined trails on the ground.

The area between the historic site and emergency shelter has a high concentration of burial sites. Development of the boardwalk will encourage visitors to stay on the designated route and help protect burial sites from being disturbed. The boardwalk trail will be constructed to sit on the surface of the ground. Any rocks needed for trail construction must be collected from below the high tide water line in the bay – no rocks in the historic site should be moved for this development.

The conceptual route of the boardwalk trail was selected to keep a buffer of at least 10 meters from known burial sites. Prior to construction the route must have an archaeological surveyed to confirm that no burials will be disturbed.

Table 5: Boardwalk Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Boardwalk and Trail Maintenance: clear steppingstones and add rock edging to define the existing trail route	Clear the vegetation overgrowth from steppingstones that were originally inlaid on the trail, and add more stones as needed in muddy areas. Line portions of the trail with white painted rocks to define the route.	See site plan and conceptual drawing. Rocks should be collected from the tidal zone only. No rocks currently in the historic site shall be moved.
Boardwalk Extension	Develop a new boardwalk between the historic site and emergency shelter. As per the existing boardwalk design and dimensions.	See site plan and conceptual drawing.





4.4.1.3 Emergency Shelter and Outhouses

Existing Emergency Shelter and Outhouse

As of 2019 the existing emergency shelter required renovations to replace the door and windows, and to clean and paint the structure. A sign should be added to the structure with emergency information. It is recommended that the garbage bin in this area be moved to the end of the new boardwalk.

At the same location the outhouse was noted to be in poor condition. The waste storage area of the structure must be replaced with new wood and a better waste catchment system. The doors need repair, and the structure needs to be cleaned and painted.

New Outhouses

The Master Plan recommends developing two new outhouses. Near the park entrance sign a single outhouse will be built amongst the rock outcrop where the park's original outhouse had previously been located, along with a bear proof garbage bin. The Master Plan recommends developing an outhouse for the Harvester Cabin area at the northwest point of the island.

The Management Plan recommends a seasonal contract for regular maintenance of these facilities.

Table 6: Emergency Shelter and Outhouse Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Emergency Shelter	Replace door and windows; renovate structure.	Add an emergency shelter sign with GPS coordinates and satellite phone emergency contact information.
Emergency Shelter Outhouse	Replace and upgrade waste storage area; renovate structure.	
Entrance Sign Area Single outhouse and garbage bin (1)	A single outhouse on a platform using solar composting outhouse technology. A garbage bin will be located near the outhouse, installed on the surface.	See site plan and conceptual drawing.
Harvester Cabin Area Single Outhouse	A single outhouse on a platform using honey bucket or in-ground waste pit.	See site plan and conceptual drawing.

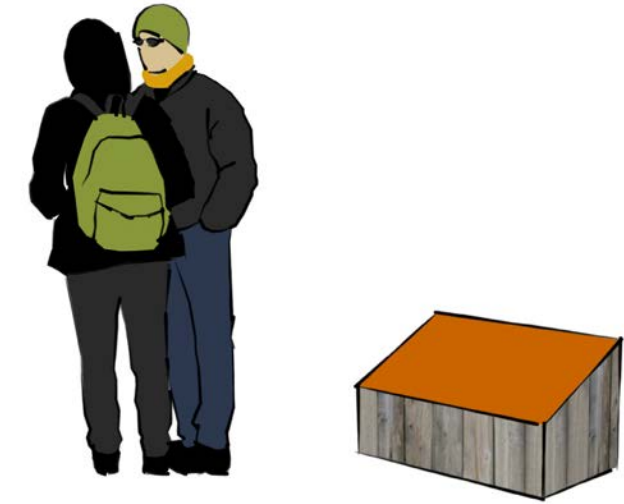
4.4.1.4 Interpretive Signage

The Master Plan recommends the following actions related to interpretive signage:

- The park entrance sign needs to be repainted.
- The existing signs along the boardwalk are numbered. In 2019 the following panels were damaged or missing and are planned for replacement: #3, #9, #17, #19 and #23. The original interpretive plan included posts with numbers that refer to interpretive content that was in the original guidebook, however these books are not always available in the community and guides request that the information all be shared through panels.
- The Master Plan recommends replacing all numbered post markers with low profile interpretive panels. Low profile interpretive panels will sit on the ground in a wooden crib. The interpretive content of each panel will need to be written based on the text from the previous interpretive booklet, and possibly adding in sub-themes recommended in the Heritage Appreciation Plan.
- Additional low profile interpretive panels are recommended along the trail.
- To balance the interpretive theme of Inuit and Scottish/American whaling at the site, the Master Plan identifies where replacement or new interpretive panels will be written to share Inuit history and stories. The content of these signs will be developed through the Heritage Appreciation Plan.
- The PAC has requested a qulliq stand, with a permanently installed qulliq, to be installed along the boardwalk near the Inuit dwellings. An interpretive panel will be included on the stand with text about qulliqs.

Table 7: Interpretive Signage Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Replacement Panels at locations where existing panel is damaged or missing	Replace interpretive panel with the existing artwork and text – locations #3, #9, #17, #19 and #23	Use existing content and support style
Low Profile Interpretive Panels to replace existing numbered posts	Replace numbered posts with panels at locations #8, #10, #11, #12, #21 and #22.	Low profile signs will be anchored with rocks inside the crib, added before the panel top is installed. See conceptual sketch.
New Low Profile Interpretive Panels	New panel locations for Inuit history and stories.	Low profile signs will be anchored with rocks inside the crib, added before the panel top is installed. See conceptual sketch
Entrance Sign Repair	Clean and paint.	
Existing Interpretive Sign Support	The existing interpretive panels are on metal stands that are pegged into the ground. To prevent signs from falling, rocks need to be added on all pedestal bases to weight down the sign. This maintenance can be done at the same time as repairs to the existing qammuq and American station flag pole.	Rocks should be collected from the tidal zone only. No rocks currently in the historic site shall be moved.



Example: Low Profile Sign



Example: Table Top Sign



- A: ᓄᓇᓄᓐ ᓄᓂᓄᓐ
- B: ᓄᓇᓄᓐ ᓂᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
- C: ᓄᓇᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
- D: ᓄᓇᓄᓐ ᓄᓄᓄᓐᓄᓐ
- E: ᓄᓄᓄᓐ
- F: ᓄᓇᓄᓐ ᓄᓄᓄᓐ ᓄᓄᓄᓐᓄᓐ
- G: ᓄᓇᓄᓐ ᓄᓄᓄᓐᓄᓐ
- H: ᓄᓄᓄᓐᓄᓐᓄᓐ
- I: ᓄᓄᓄᓐᓄᓐ

- A: Place name
- B: Inuit Role in Whaling
- C: Inuit Leader Houses
- D: Inuit Burials
- E: Saturday
- F: Inuit Family History
- G: Inuit Harvesters
- H: Bowhead Whale Hunt
- I: Outlook

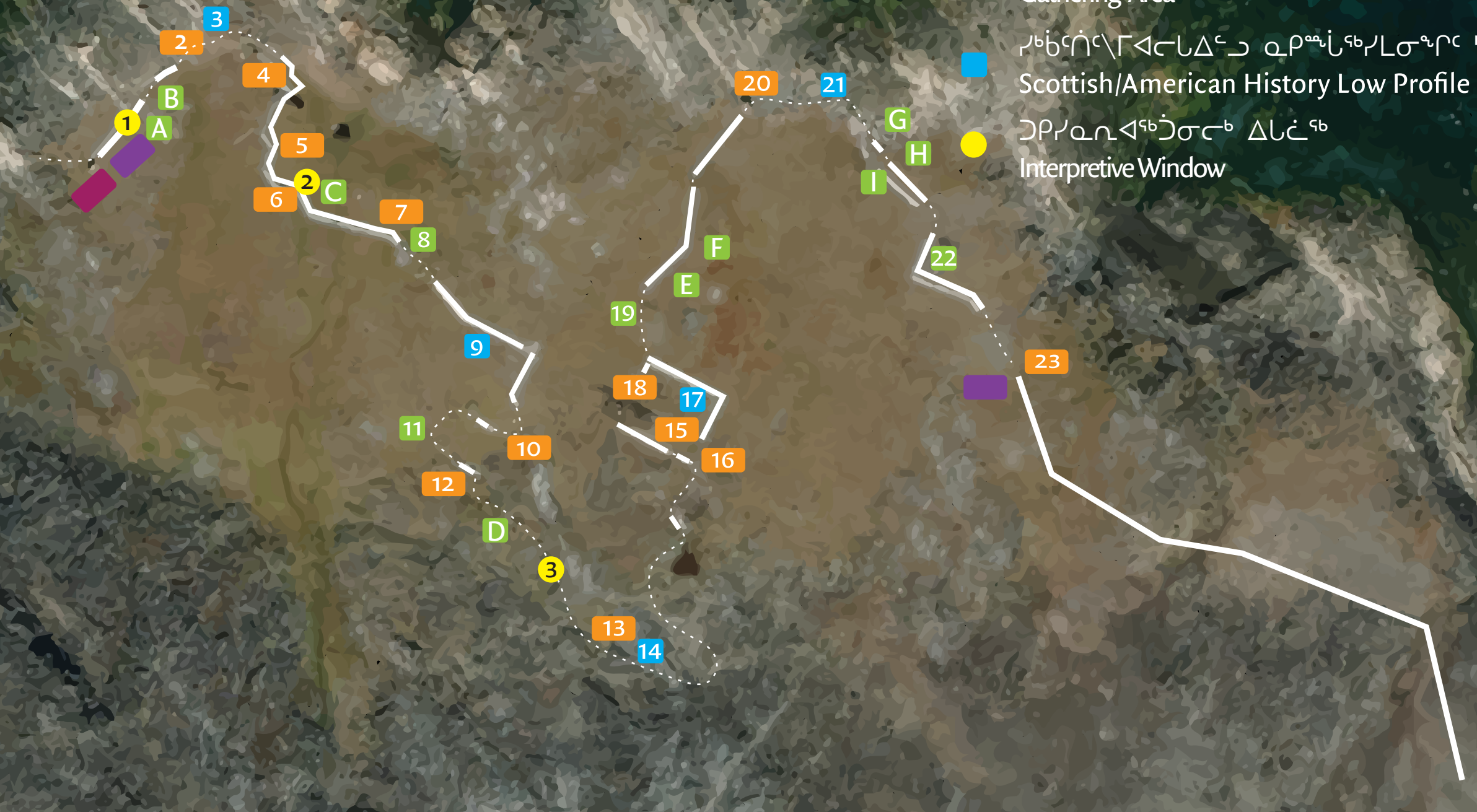
- 1: ᓄᓇᓄᓐ ᓄᓄᓄᓐᓄᓐ
- 2: ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
- 3: ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ

- 1: Inuit Encampments
- 2: American Station
- 3: Ships in the Harbour

- ᓂᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
Existing Entrance Sign
- ᓂᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
Existing Interpretive Signage
- ᓄᓇᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
Inuit History Low Profile Sign
- ᓄᓄᓄᓐᓄᓐ
Gathering Area
- ᓄᓄᓄᓐᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
Scottish/American History Low Profile Sign
- ᓄᓄᓄᓐᓄᓐᓄᓐ ᓄᓄᓄᓐ
Interpretive Window



ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ ᓄᓄᓄᓐᓄᓐ
Kekerten (Qikiqtan) Inuit Nunagiqattaqsimajatuqanginni Territorial Park: Proposed Signage



4.4.1.5 Qammaqs, Whaling Station and Flag Poles

The Management Plan recommends a park specific operational plan for annual monitoring and contracted maintenance of the reconstructed elements on the site. In 2019-2022 several features were damaged:

- The domed qammaq near interpretive panel 22 had fallen down. This structure must be repaired each year.
- The qammaq near interpretive post 11 had rusting and failing screws and fasteners. This structure must be repaired with either historically accurate fasteners, or new materials will be used (e.g. galvanized screws) for longevity and the use of these modern materials will be identified during interpretation as non-historic materials. Seal skin should be used as strapping to hide screws.
- The flag pole at the American Whaling Station foundation had fallen and needs to be installed with a new footing.
- Flags for the whaling stations should be installed when the park is accessible in summer and removed before the end of the visitor season. The flags used at the Scottish and American whaling stations should be appropriate to the time period of the site’s occupation:
 - Scotland’s flag from 1857 (when William Penny established the first permanent station): The Saint Andrew’s Cross
 - United States of America flag in 1860 (flag with 33 stars) or 1861 (flag with 34 stars)
- The Scottish Whaling Station structure needs to be monitored and repaired as required.

Two Additional Inuit Dwelling Reconstructions

The Master Plan recommends a special project to reconstruct two additional Inuit dwellings, as previously recommended in the 2005 report “Kekerten Historic Park: Proposed Restoration and Interpretive Program for the Scottish Whaling Station”. The recommendation in this report, supported by Elders, was that two additional Inuit dwellings should be reconstructed to balance the Inuit occupation of the site with the dominant structure of the Scottish Whaling Station frame. The Master Plan identifies the area near the Blubber Tanks where Inuit leaders lived. Two Inuit dwelling frames should be reconstructed in this location. A “window” interpretative structure on the trail is recommended to illustrate what Kekerten (Qikiqtan) looked like when the site had dozens of Inuit dwellings. An archival photograph will be printed on a clear Plexiglas to show tents on the landscape.

Clearing of Vegetation from Previously Excavated Foundations

The foundations of previously excavated qammaqs and whaling buildings (American station, storage houses, bunk houses) along the boardwalk have become overgrown by vegetation and are no longer visible. Between interpretive sign #5 and #10 it is recommended that a Special Project be completed with an archaeologist and Elders to clear the foundations of the previously excavated foundations mentioned on the interpretive signs.

A study will include an archaeological survey for previous dwelling foundations to use under a permit from the Department of Culture and Heritage, and the design of the frames with input from Elders, IHT and the NJPMC.

American Whaling Station Interpretation

American whalers had a permanent station at Kekerten from 1860 until 1894 when they sold their operations to the Scottish as a result in the decline of the whale population. The presence of the American whalers is described on an interpretive panel, but the American station, a small building in comparison to the Scottish station, has not been reconstructed.

The Master Plan does not recommend a full reconstruction of the American station. The recommended interpretive plan is an archaeologically supervised excavation to remove vegetation from the foundation, marking the corners of the foundation, and installing a “window” interpretive structure on the trail that illustrates the American Station when the viewer lines up the foundation markers with the drawing in the framed view of the location. This interpretive approach will share the presence of the American station but not introduce a second large building frame at the site. This approach will respect the desire to balance the Inuit presence at the site. A “window” interpretive panel will also be added along the trail to illustrate the whaling ships in the harbour. An archival photo will be printed on clear plexiglass to illustrate the scene.

Table 8: Qammaqs, Whaling Stations, and Flag Poles Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Qammaq Repairs	Annual repair of the two existing Inuit dwellings.	Use traditional materials, or contemporary materials that reduce maintenance.
Flag Poles and Flags	Repair the flag pole at the American Station. Annually replace flags.	Scottish and American flags must be specific to the time period as described in this section.
Clearing of Previously Excavated Foundations	See Special Projects	Archaeological permit required. Elders, IHT and NJPMC to be consulted on the project.
Additional Inuit Dwelling Reconstructions (2)	See Special Projects	Archaeological permit required. Elders, IHT and NJPMC to be consulted on the project.
American Whaling Station “Window” structure	Design, fabricate and install a structure to interpret the American Whaling station building.	Excavate and mark the corners of the foundation of the station: see Special Projects.
Inuit Dwellings “Window” structure	Design, fabricate and install a structure to interpret the Inuit encampment at Kekerten.	Placement of the window will be oriented to the land in an area where tents/qammaq once stood.
Whaling Ships in the Harbour “Window” structure	Design, fabricate and install a structure to interpret the whaling ships in the harbour.	Placement of the window will be oriented above the whaling station looking towards the harbour.



Examples of two photos from NPSP Archives that can be used for the Interpretive Windows proposed at location 1 and 2.



Examples of two interpretive styles that can be used for the Interpretive Windows proposed at locations 1, 2, and 3.

4.4.1.6 Floating Dock Study, Design and Development

The Master Plan recommends commissioning a study for the development of a floating dock near the access point for the historic site. Boat landing is subject to the tides, and visitors are required to exit the boat onto uneven and slippery rocks. This is a safety hazard and a threat to emergency response in the event of a visitor needing to be medically evacuated from the island by boat.

Two locations will be studied for the floating dock location - near the park entrance sign and near the emergency shelter. The floating dock study will consider an option similar to the docking facilities in Pangnirtung due to the tide conditions. The study will also consider the annual maintenance, installation, removal, and storage requirements of a dock. The study will detail the permitting and approval process required from Department of Fisheries and Oceans, and potential funding partnerships or programs. The study will advise if an Environmental Assessment is required. The study will include budget estimates and a development timeframe.

The Master Plan includes a budget for the study. **The budget required for development is not in the Master Plan so supplemental funding will be required for the dock after the study is completed.**

Table g: Floating Dock Summary Table

TYPE	DESCRIPTION	ISSUE (IF APPLICABLE)
Floating Dock Study	A comprehensive study for the design, development, maintenance, cost, permitting, and installation of a floating dock.	<i>DFO and other partnerships will be identified.</i> <i>Supplemental funding for implementation of the dock will be required.</i>

4.4.2 SPECIAL PROJECTS

The Master Plan recommends Special Projects as an opportunity to conduct research in the park and provide information to inform future planning and management decisions. Special Projects will be developed and implemented through strategic partnerships. The PAC will work with NP&SP to develop the terms of references for all Special Projects. Parks staff will negotiate partnership agreements and manage projects. Project reporting will be provided to the PAC.

1. Oral History Project in support of the park’s Heritage Appreciation Plan. A partnership with elders in Pangnirtung and Inuit Heritage Trust will plan and implement the documentation of oral histories. This will support the development of interpretive messages (for new signage sharing the Inuit history and heritage during the whaling period, print materials, guide notes and guide training), audiovisual materials for the visitor centre, community events, and educational materials.
2. Archaeological Surveys of the island in areas that have not been previously documented, and all areas of the park prior to any proposed development. The archaeological survey work will be completed in partnership with the Department of Culture and Heritage and Inuit Heritage Trust.
3. Burial Sites Survey of the island should be completed in partnership with the Department of Culture and Heritage, IHT and Elders. The documentation of the burials should record the location, condition, names (if known), and make recommendations for the ongoing monitoring and maintenance of burials in accordance with regulations and the Management Plan.
4. Archaeologically Supervised Clearing of Previously Excavated Sites in the historic area of the park is required to carefully remove overgrown vegetation and make the sites that are interpreted along the trail visible. At the American station the work should include installing simple marking posts at the corner of the building foundations.
5. Inuit House Reconstruction in the historic area for two additional houses near the shoreline that were occupied by Inuit leaders during the whaling period. The project should be completed in partnership with the Department of Culture and Heritage, IHT and Elders. The project should recommend annual maintenance plans for these structures. Youth should be included in the project and trained in traditional building methods and maintenance.
6. A Visitor Centre Display. The Master Plan recommends developing a partnership with the Angmarlik Visitor Centre to review and update displays related to Qikiqtan. The content and design of the display should be prepared in the Heritage Appreciation Plan, to include general information about the park based on the heritage appreciation themes, and information for visitors planning a trip. The Heritage Appreciation Plan will also plan to have park information materials available at the visitor centre including:
 - Park map brochures, and other print
 - New audiovisual and/or digital materials
 - Inuit tourism operators information for guided tours to Qikiqtan





Section 5

ACTION PLAN





Photo: Nunavut Parks and Special Places Archives



SECTION 5: ACTION PLAN



Photo: Qattuq (Qatsu) Evie, and Etooangaat at Kekerten (Qikiqtan). Nunavut Parks and Special Places Archives

The Kekerten (Qikiqtan) Master Plan will be implemented in phases over a 10-year development timeframe. It is anticipated that the capital cost for park infrastructure and special projects will be **\$769,500.00 over 10 years**. The capital cost breakdown is:

- Park infrastructure total: \$444,500.00
- Special Projects total: \$325,000.00

The detailed *Capital Cost Implementation Plan* is included at the end of this section. The following table summarizes the capital costs in two-year increments for capital investments in each time period. NP&SP staff, the PAC, and the NJPMC will determine the final annual work plan and annual budgets for implementation of capital projects.

Table 8: Summary Capital Cost Implementation Plan

Year(s)	Description	Capital Cost Estimate	Total per Two Year Periods
Year 1 - 2	Park Infrastructure	\$102,000	\$182,000
	Special Projects	\$80,000	
Year 3 - 4	Park Infrastructure	\$92,500	\$172,500
	Special Projects	\$80,000	
Year 5 - 6	Park Infrastructure	\$205,000	\$230,000
	Special Projects	\$25,000	
Year 7 - 10	Park Infrastructure	\$45,000	\$185,000
	Special Projects	\$140,000	
Total Estimated Capital Costs (Class C/D)			\$769,500

An *Operational Budget* is included in the Management Plan.

5.1 MASTER PLAN IMPLEMENTATION STRATEGY

The implementation of this Master Plan is presented in the *Detailed Capital Cost Estimate* tables. The tables identify the capital required and the timeframe for implementation of this Master Plan.

5.1.1 INFRASTRUCTURE STAGING

It is expected that development priorities will be phased over time based on the available capital budget and approved PAC annual work plan. The implementation plan identifies stages of development for projects requiring similar materials or labour requirements in the same years to take advantage of contracting and procurement benefits. Similar infrastructure types (e.g. signage) are also staged for development. The Master Plan identifies existing infrastructure and provides an estimate for the replacement of furnishings based on the typical lifespan. Should vandalism, loss or wear-and-tear require replacement of furnishings ahead of the scheduled timeframe, the capital budgets will be adjusted accordingly.

5.1.2 HERITAGE APPRECIATION PLAN AND INUIT TOURISM STRATEGY

It is expected that materials and programs under the **Heritage Appreciation Plan**, including the review and planning of the interpretive signage, will be phased over time based on the available capital budget, operational budget, and approved PAC annual work plans.

Once completed, the Pangnirtung **Inuit Tourism Strategy** may identify additional materials or program activity requirements. Tourism strategy initiatives can be added to the PAC annual work plans and budgets.

5.1.3 SPECIAL PROJECTS

It is expected that special projects will be phased over time based on the available capital budget and approved PAC annual work plans. Archaeological projects will be required prior to development of new infrastructure, or as required when a culturally significant site or known archaeological site is under threat from damage or loss, or to improve and enhance the Heritage Appreciation program for the site. Partnerships may be undertaken to share project costs and findings.

5.1.4 TIMEFRAME

The implementation plan uses a ten-year timeframe, identifying each of the actions in the recommended order of priority. Where an action will require multiple years to complete, the timeframe identifies the number of years required from start through to completion. If required, the Master Plan schedule can be extended by the PAC and GN.

The year-by-year timeframe allows NP&SP staff and the PAC to implement the actions in order of priority, starting with the first year in which the GN is able to implement the plan with committed capital and operation budgets. Additional initiatives or unforeseen development requirements can be added to the implementation plan by the PAC.

5.1.5 IMPLEMENTATION RESPONSIBILITY

All actions in this Master Plan will be led by NP&SP staff with the advice of the PAC. It is anticipated that infrastructure development concerning archaeological areas and special projects will be project managed by NP&SP under the advice of the NJPMC and contracted to qualified contractors. In some cases, NP&SP may seek partnerships for a project.

The PAC will be involved in advising on all actions described in the implementation plan. The NJPMC will be required to approve the annual capital budget prepared by NP&SP and the annual work plan prepared by the PAC.

5.1.6 INUIT CONTRACTING AND BUSINESS OPPORTUNITIES

All the actions in the implementation plan offer Inuit contracting and business opportunities in construction contracting, shipping of materials, installation, and special project completion.

5.1.7 CAPITAL COST ESTIMATES

Capital cost estimates are a projection of the future financial requirements for undertaking development based on master plan actions. These cost estimates are useful to NP&SP planning staff and the NJPMC/PAC in their roles of forecasting capital expenditure.

Terms of reference for projects typically request cost estimating based on a specific “class” of estimate. For a master plan, the cost estimates used are defined by the Treasury Board of Canada Secretariat as:

- *Class C Estimate (Indicative): Based on a full description of the treatment option and scope of work, this estimate should be accurate within plus/minus 10%-15% to give sufficient decision-making and preliminary project approval.*
- *Class D Estimates (Preliminary): This is a low-quality, order of magnitude estimate that is considered accurate within plus/minus 30% of the actual costs for the recommended treatment. Class “D” estimates may be identified in an Inventory report for a key resource in a park where a treatment action has been recommended.*

Class C or D estimates are used in the Master Plan implementation strategy because implementation may take several years. Class C or D allows for inflation and changing commodity price fluctuations, or changes to the scope of project based on planning steps such as the phases required for large infrastructure projects. The capital resources required to implement the Master Plan will be revised at the time of contracting or detailed planning based on the actual cost/quotes received from contractors.

5.2 MASTER PLAN ACTION TABLE

The following Action Tables provide scheduling and cost estimates for the replacement of existing infrastructure (2020) and new infrastructure recommended through this Master Plan.



Table 9: Master Plan Action Plan: Infrastructure

Item/Description	Timeframe	Capital Cost Estimate per element	Capital Cost Total	Estimate Class	Notes
Entrance Sign Repair	Year 1-2	Materials and Labour: \$2,000	\$2,000	C	
Interpretive Sign replacement (existing panels that require repair)	Year 1-2	Materials, fabrication, and graphic design: \$25,000 Labour: \$5,000	\$30,000	C	See site plan Install benches on existing posts
Existing Emergency Shelter Renovation and Repair. Add sign with emergency information.	Year 1-2	Materials and labour: \$15,000 Sign design and fabrication: \$5,000	\$20,000	C	
Existing Outhouse Renovation and Repair	Year 1-2	Materials and labour: \$15,000	\$15,000	C	
Repair to domed qammaq, supports for existing interpretive panels, and American Whaling Station flagpole	Year 1-2	Materials and labour: \$20,000	\$20,000	C	Use existing footprint for flagpole footing
Existing Boardwalk and Trail Maintenance: clear stepping stones and add rock edging to define the existing trail route	Year 1-2	Labour: \$15,000	\$15,000		See site plan See Special Projects
New Single Outhouse with garbage bin near entrance area	Year 3-4	Outhouse materials, shipping, and labour: \$20,000 Single garbage bin on concrete footing: \$2,500	\$22,500	C	See site plan
New Single Outhouse in the Harvester Cabins area	Year 3-4	Outhouse materials, shipping, and labour: \$20,000	\$20,000	C	See site plan
Floating Dock Study	Year 3-4	Floating Dock Consultant Report: \$40,000 Site Visit: \$10,000	\$50,000	D	
Gathering Area Platforms (3) as per the locations in the plan (entrance sign area and with extended boardwalk), including table top interpretive panel/map	Year 5-6	Materials: \$20,000 Platform construction: \$20,000 Sign Panels design and fabrication: \$20,000	\$60,000	C	See site plan and concept drawings
Boardwalk Extension, from historic site to emergency shelter	Year 5-6	Materials and labour: \$45,000	\$45,000	D	See site plan See conceptual design
Qulliq Stand Interpretive and Low Profile Interpretive Panels, to replace numbered posts and for new interpretive locations	Year 5-6	Materials, fabrication, and graphic design: \$40,000 Labour: \$20,000	\$60,000	C	See site plan See conceptual design
Three "window" interpretive structures	Year 5-6	Materials, fabrication, and graphic design: \$30,000 Labour: \$10,000	\$40,000	C	See site plan See conceptual design
Two Additional Inuit Dwelling Reconstructions	Year 7-10	Materials and labour: \$45,000	\$45,000	D	See site plan See Special Projects for Planning and Design
			YEAR 1-2 INFRASTRUCTURE	\$102,000	
			YEAR 3-4 INFRASTRUCTURE	\$92,500	
			YEAR 5-6 INFRASTRUCTURE	\$205,000	
			YEAR 7-10 INFRASTRUCTURE	\$45,000	
			TOTAL MASTER PLAN INFRASTRUCTURE	\$444,500.00	



The following table provides estimates and scheduling for Special Projects.

Table 10: Master Plan Action Plan: Special Projects

Item/Description	Timeframe	Capital Cost Estimate	Estimate Class	Notes
Archaeological Survey: Phase 1 Archaeologically Supervised Clearing of Previously Excavated Sites	Year 1-2	\$50,000	C	Priority areas include sites along boardwalk between interpretive sign #5 and #10; and American Whaling Station foundation
Burial Sites Survey: Archaeologically Supervised Project	Year 1-2	Shared funding: NP&SP contribution \$30,000		Partnership with Department of Culture and Heritage: requires financial contribution by C&H of \$30,000 or more
Archaeological Survey: Phase 2 Development Sites	Year 3-4	\$30,000	C	Priority areas include sites along boardwalk extension area, and all sites in the historic site where infrastructure development or replacement is occurring
Heritage Appreciation Planning: Oral Histories	Year 3-4	\$50,000	C	See project description and Heritage Appreciation Plan
Two Additional Inuit Dwellings – Planning and Design	Year 5-6	\$25,000	C	Reconstruction materials and labour costs in the Infrastructure budget
Visitor Centre Kekerten (Qikiqtan) Display Updates	Year 7-10	\$70,000	C	May be eligible for partnership funding with GN – EDT
Archaeological Survey: Phase 3	Year 7-10	\$70,000	C	Priority areas include areas on the island that have not been previously surveyed
				TOTAL SPECIAL PROJECTS \$325,000.00

5.3 OPERATIONS AND MAINTENANCE

The Kekerten (Qikiqtan) Territorial Park Management Plan provides full details for the operations and maintenance of the park.

5.3.1 STAFFING

The Master Plan and Management Plan recommend that the operations and maintenance of the park, and Heritage Appreciation programs, be done through contracts with local companies/individuals in Pangnirtung. The plans do not recommend park specific staff positions. NP&SP staff in headquarters and the region, including the Regional Heritage Appreciation Coordinator and Regional Tourism Coordinator, will support the park.

5.3.2 MARKETING

The Heritage Appreciation Plan will provide the detailed Action Plan for marketing. The marketing of Kekerten (Qikiqtan) will require an initial and ongoing budget for the following:

- Communication materials, including new brochures, a poster, and online resources for park visitors.
- Promotional materials for Inuit business and tourism providers.
- Promotion and sale of local arts and products.
- Educational and heritage programs in the community and in the park.

5.4 MONITORING

Monitoring of the resources, use, and specific actions recommended in this Master Plan must occur to assess the outcomes of the plan, the condition of resources, and the effectiveness with which results are achieved to realize the vision, goals and objectives of Kekerten (Qikiqtan) Territorial Park.

Monitoring in terms of the Master Plan should be undertaken by the PAC with the support of NP&SP Staff. The PAC will prepare an annual report for the NJPMC with the support of NP&SP staff. This report can include information on the following monitoring categories:

- **Condition Monitoring:** Park staff will conduct patrols and seasonal maintenance in the park. These activities will include checking on the condition of park infrastructure, trails, signage, visitor activities, natural environments, and culturally significant sites/archaeological resources. If negative impacts from vandalism, overuse, or unpermitted activities are observed, the condition of the resource will be documented by staff and reported to NP&SP planning staff and the PAC. The PAC will determine if an action is required to maintain, improve, or change the condition of the resource. Condition monitoring is needed annually to measure the results of park use over time.
- **Effectiveness Monitoring:** Park staff will be speaking with park visitors and community members, providing them with an opportunity to learn about visitor experience and the benefits of the park. Staff may conduct visitor surveys, or community member interviews to gather specific data. This data is considered “effectiveness monitoring” because it collects information on how well the park program is achieving the vision or objectives of the Master Plan. Effectiveness monitoring should be reported to the PAC on an annual basis by NP&SP staff. The PAC may recommend actions based on the report.
- **Progress Monitoring:** Implementation of the Master Plan will be undertaken by NP&SP staff. An annual report to the PAC and NJPMC will identify which actions are completed, underway, or postponed.

5.5 MASTER PLAN REVIEW AND UPDATE

IIBA section 14.11, *Changes to Master Plans and Management Plans*, states “the GN, a DIO, the NJPMC, the PAC, or any person affected by a master plan or management plan may propose a change or changes to the Relevant PAC”, and outlines the process for such a review.

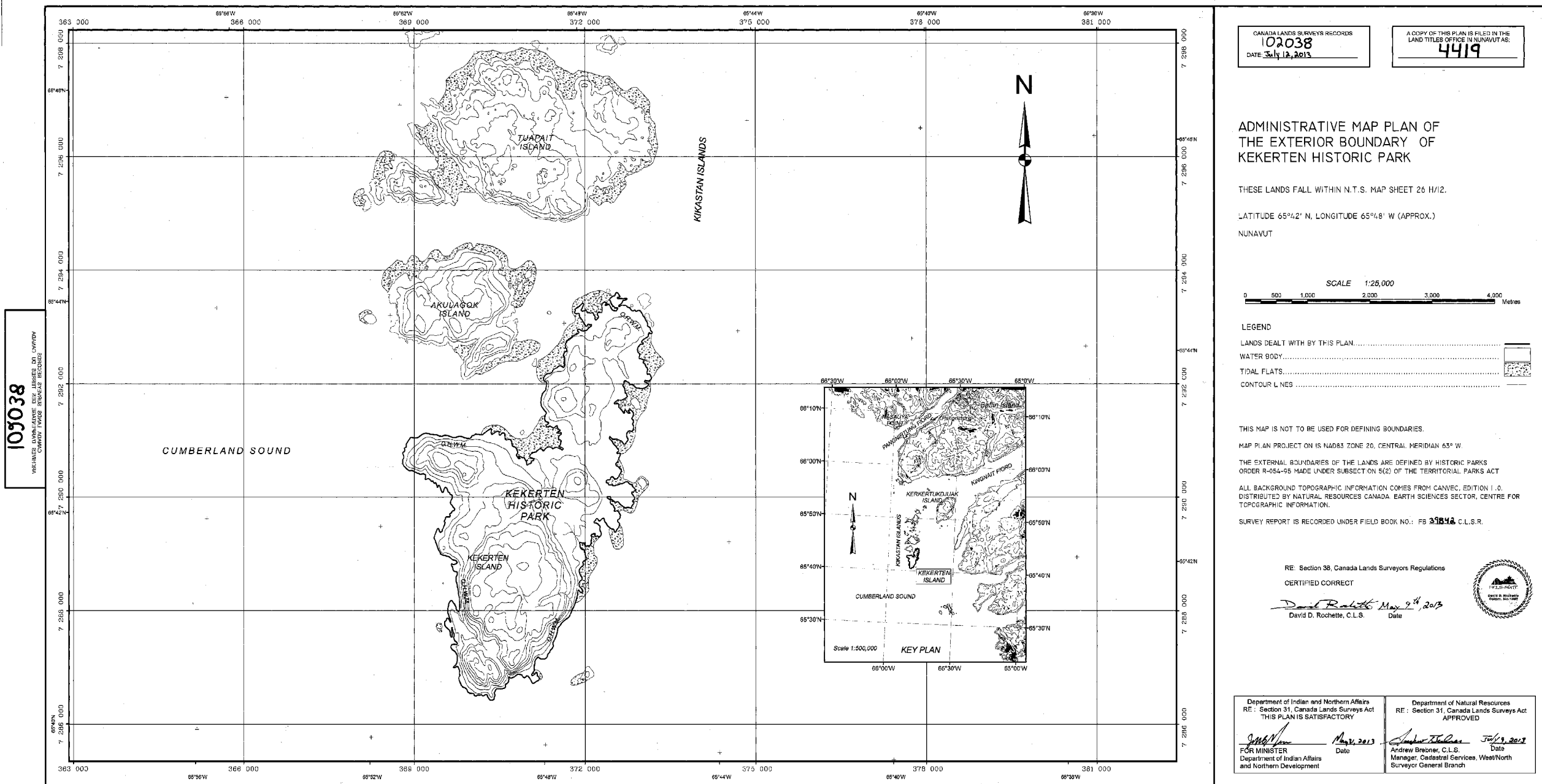




Section 6

APPENDICES

6.2 PARK LAND TENURE AND BOUNDARY SURVEY



105038
NUMÉRIQUE DU PLAN DE LA TERRE
CHIFFRE D'IDENTIFICATION

105038
NUMÉRIQUE DU PLAN DE LA TERRE
CHIFFRE D'IDENTIFICATION

CANADA LANDS SURVEYS RECORDS
102038
DATE: July 12, 2013

A COPY OF THIS PLAN IS FILED IN THE
LAND TITLES OFFICE IN NUNAVUT AS:
4419

**ADMINISTRATIVE MAP PLAN OF
THE EXTERIOR BOUNDARY OF
KEKERTEN HISTORIC PARK**

THESE LANDS FALL WITHIN N.T.S. MAP SHEET 26 H/12.
LATITUDE 65°42' N, LONGITUDE 65°48' W (APPROX.)
NUNAVUT

SCALE 1:25,000
0 500 1,000 2,000 3,000 4,000 Metres

LEGEND
LANDS DEALT WITH BY THIS PLAN.....
WATER BODY.....
TIDAL FLATS.....
CONTOUR LINES.....

THIS MAP IS NOT TO BE USED FOR DEFINING BOUNDARIES.
MAP PLAN PROJECT ON IS NAD83 ZONE 20, CENTRAL MERIDIAN 63° W.
THE EXTERNAL BOUNDARIES OF THE LANDS ARE DEFINED BY HISTORIC PARKS
ORDER R-054-95 MADE UNDER SUBJECT-ON 5(2) OF THE TERRITORIAL PARKS ACT
ALL BACKGROUND TOPOGRAPHIC INFORMATION COMES FROM CANVEC, EDITION 1.0,
DISTRIBUTED BY NATURAL RESOURCES CANADA, EARTH SCIENCES SECTOR, CENTRE FOR
TOPOGRAPHIC INFORMATION.
SURVEY REPORT IS RECORDED UNDER FIELD BOOK NO.: FB **37848** C.L.S.R.

RE: Section 38, Canada Lands Surveys Regulations
CERTIFIED CORRECT
David D. Rochette May 24, 2013
David D. Rochette, C.L.S. Date

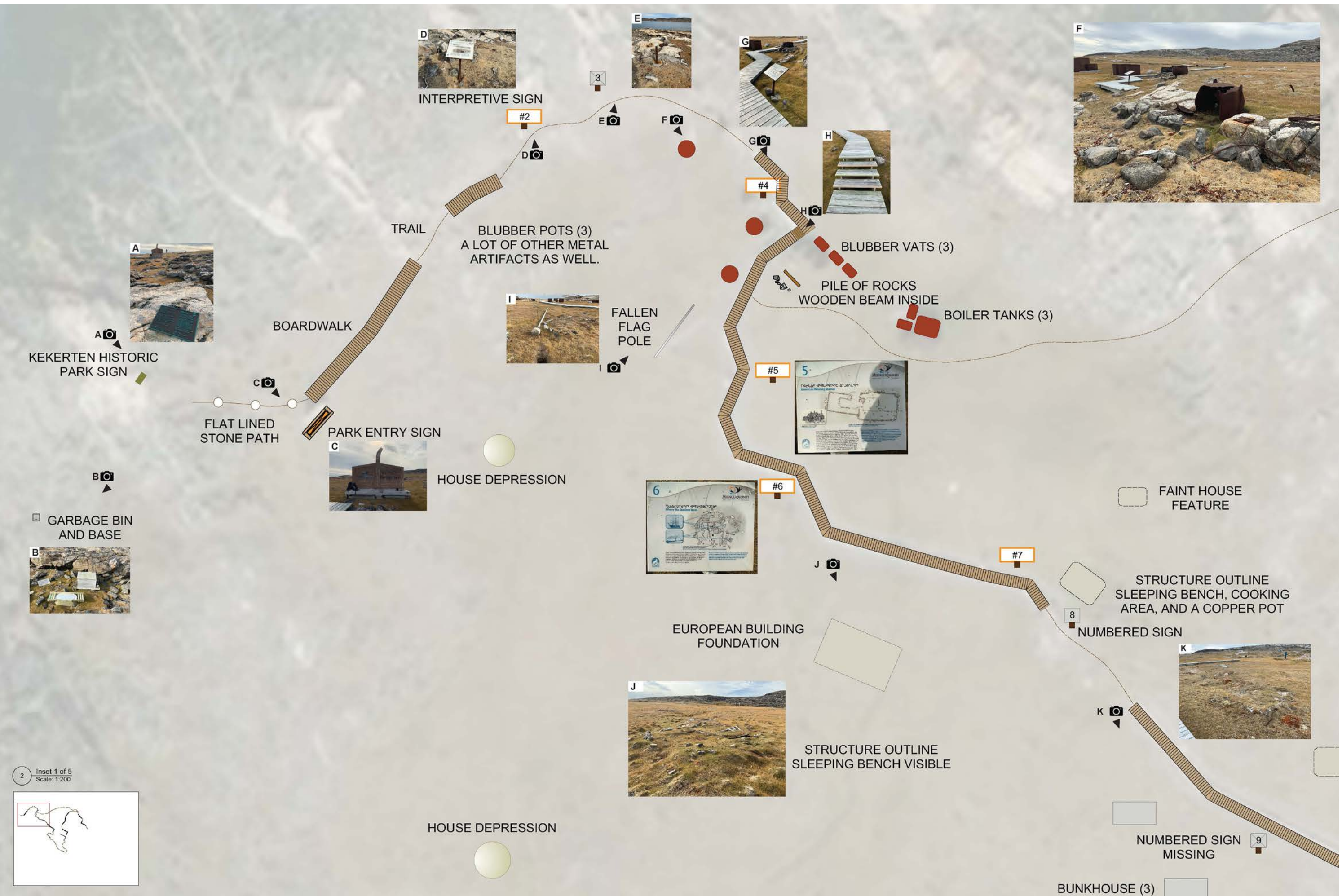


Department of Indian and Northern Affairs RE: Section 31, Canada Lands Surveys Act THIS PLAN IS SATISFACTORY <i>[Signature]</i> FOR MINISTER Date: May 24, 2013 Department of Indian Affairs and Northern Development	Department of Natural Resources RE: Section 31, Canada Lands Surveys Act APPROVED <i>[Signature]</i> Andrew Breiner, C.L.S. Date: July 19, 2013 Manager, Cadastral Services, West/North Surveyor General Branch
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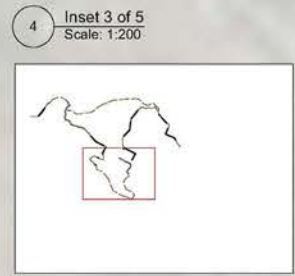
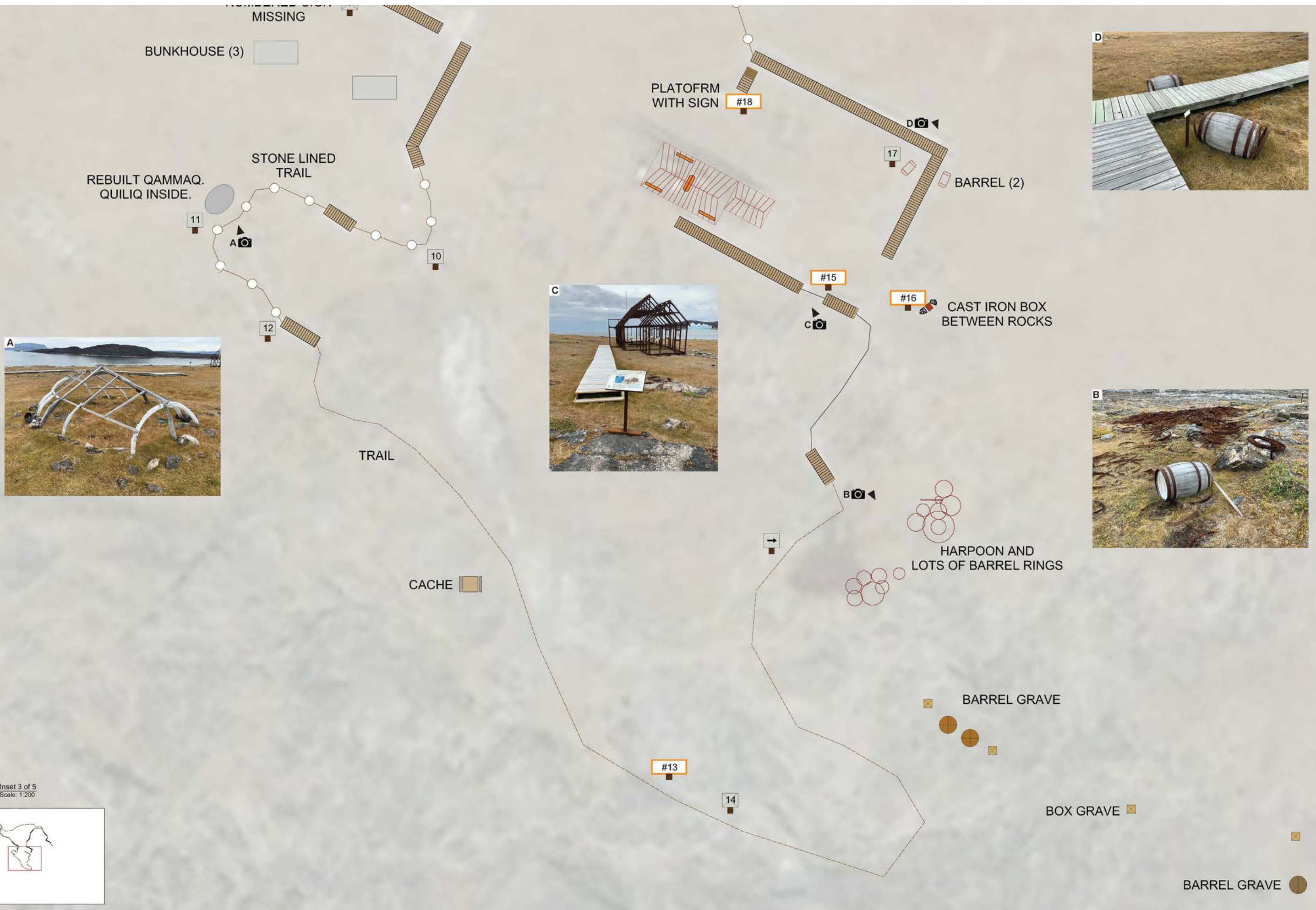
REVIEWED BY SURVEYOR GENERAL BRANCH
EDMONTON, AB
w.c. Juv 26, 2018

PROJECT: 201220041
FILE: SM8312-1









BARREL GRAVE ●



*ALSO A LOT OF OTHER SHIP ARTIFACTS AND VARIOUS BONES IN THIS AREA SURROUNDING THE SIGN.

#20 INTERPRETIVE SIGN
 #21 STONE LINED TRAIL

BOWHEAD SKULL
 1995?



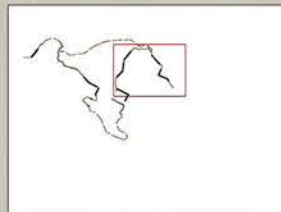
○
 FAINT
 TENT RING



#22 NUMBERED SIGN

⊗
 BROKEN QAMMAQ

5 Inset 4 of 5
 Scale: 1:200



A
 #18 PLATFORM WITH SIGN

#23 BROKEN INTERPRETIVE SIGN

#17

