

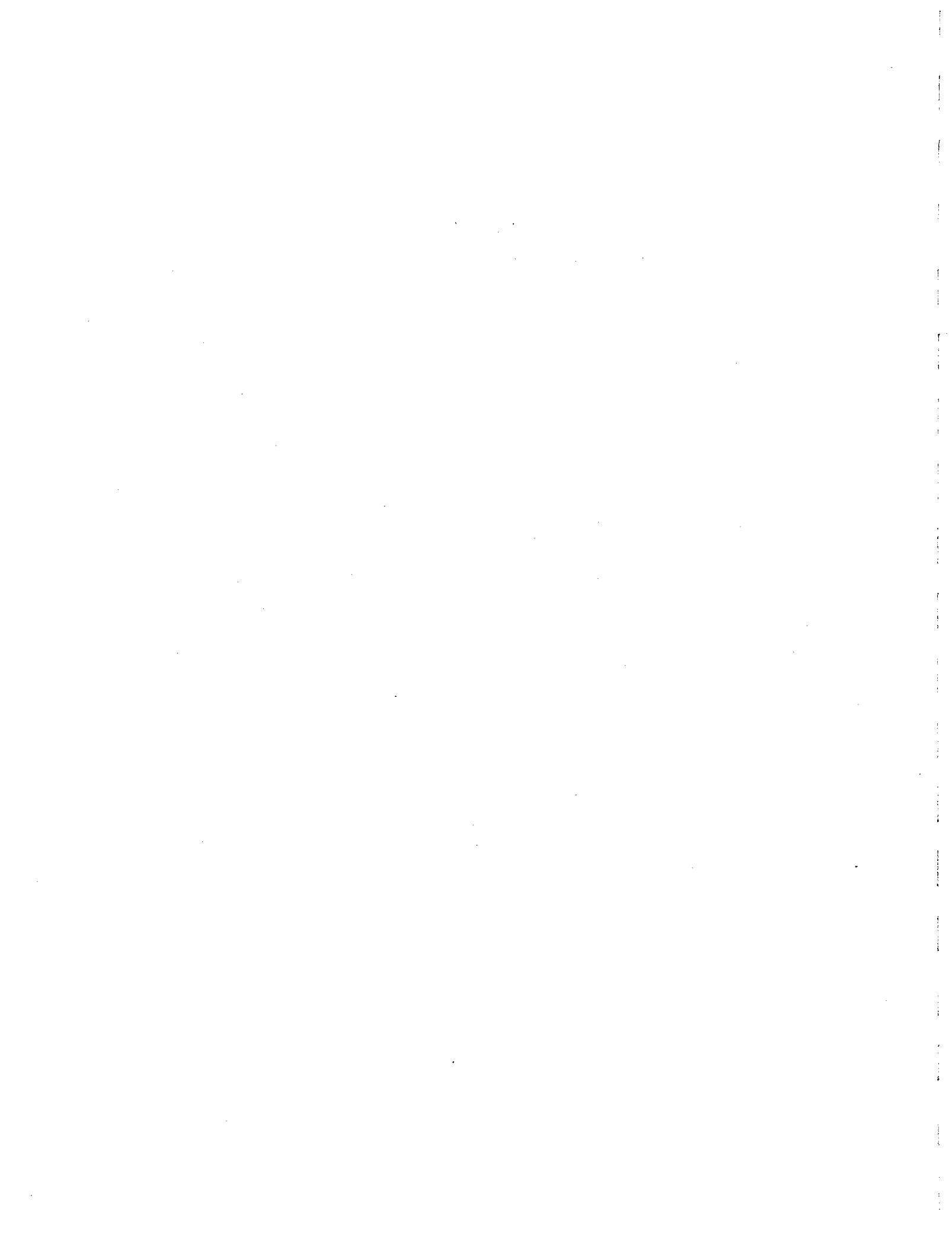
**THE FORKS HERITAGE
INTERPRETIVE PLAN****TABLE OF CONTENTS**

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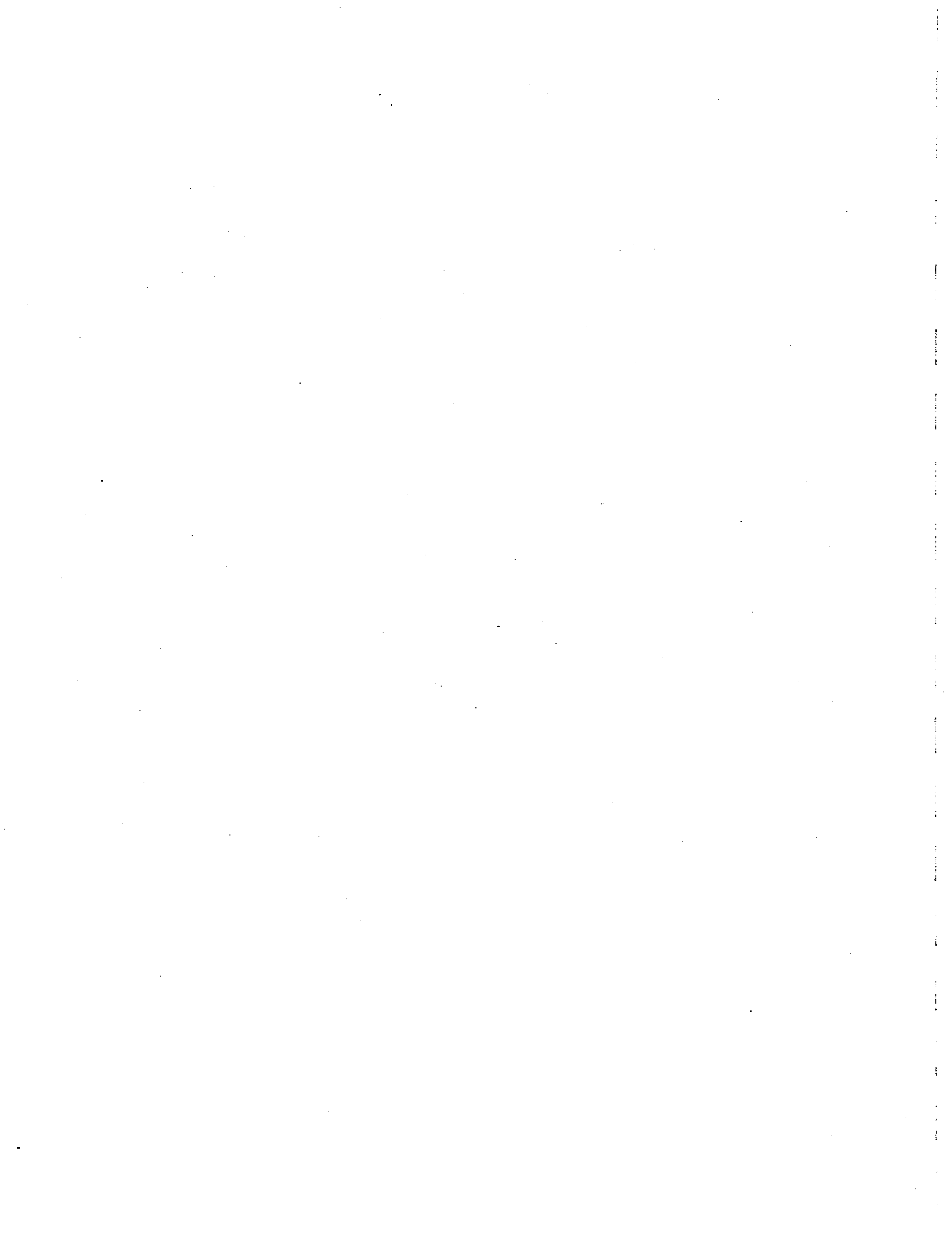


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Appendix - Terms of Reference



1. INTRODUCTION



1. INTRODUCTION

In 1987 the Forks Renewal Corporation was established by all three levels of government for the purpose of owning and redeveloping the approximately 56 acres of land at the historic junction of the Red and Assiniboine Rivers in downtown Winnipeg.

The mandate of the The Forks is to redevelop its lands as a "Meeting Place" and make the site special and distinct as an all-season gathering and recreation place and a special addition to the quality of life in the region. The re-development of The Forks will draw on many exciting perspectives and include interpreting The Forks as:

- . Canada's crossroads
- . the meeting of the old and the new
- . the meeting of diverse peoples
- . a place for people to meet, work and play

In December 1989, a consulting team lead by LORD Cultural Resources Planning & Management Inc. began work with the Corporation to assist in the planning needed by developing a heritage interpretation plan to guide the heritage components of this mandate and to develop opportunities for community participation in the project.

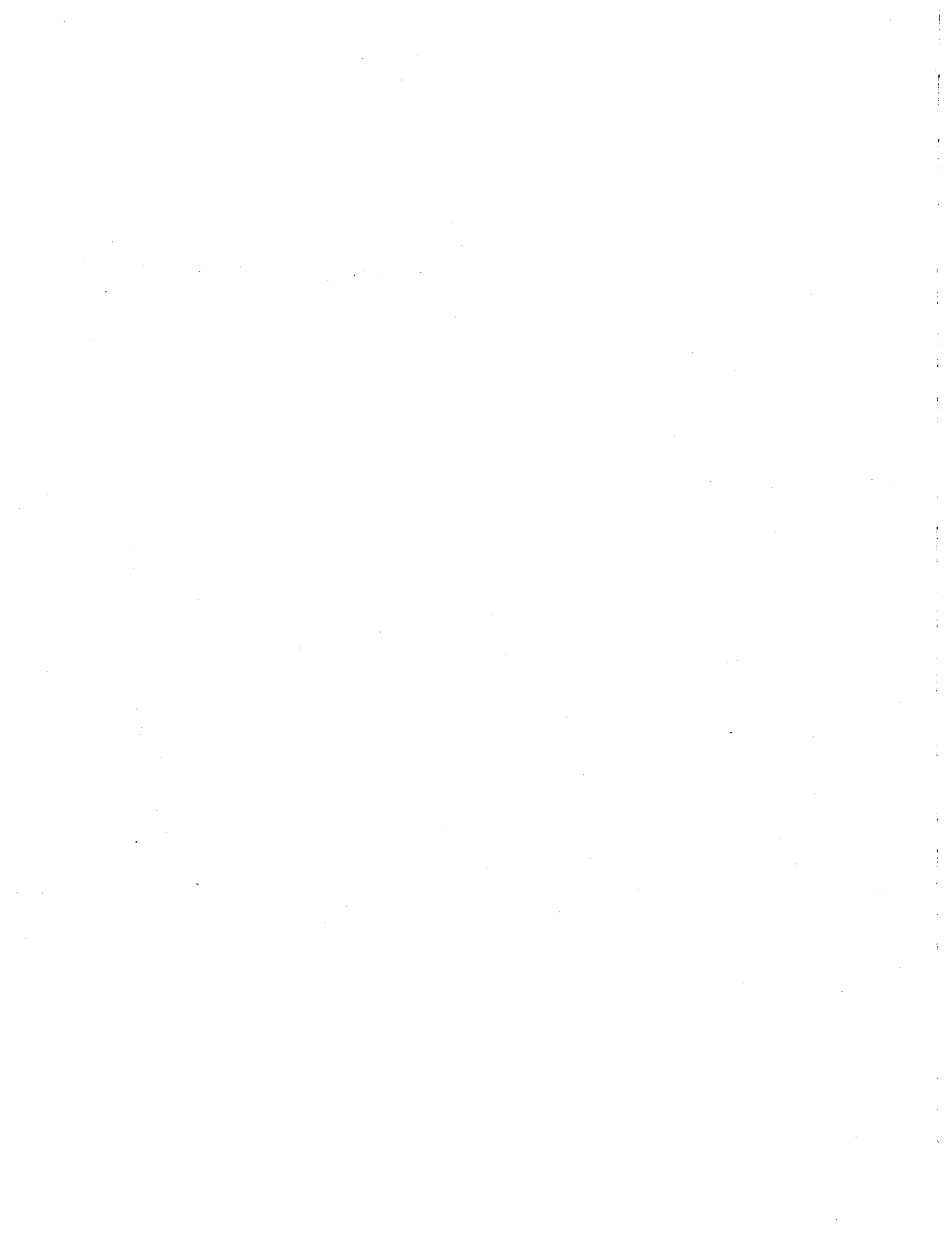
The purpose of this interpretation plan for The Forks is to contribute to the effective, planned and community supported development of existing and future facilities and attractions at the site. Further, the function of the Interpretation Plan will be to integrate heritage and programming elements at The Forks in order to enhance public use and appreciation of the site.

The Terms of Reference for this study were focussed on the development of an interpretation plan which will meet these broad objectives. The emphasis will be on activities which will serve interests of Winnipeggers and Manitobans, as well as visitors from other parts of Canada and the world. In the absence of a comprehensive market study, the consultants have proceeded on the premise that development will be scaled to meet the needs of the scale of use currently experienced by heritage programmes in the area, with room for growth as additional features are added. On this basis, heritage mega-projects have not been proposed. Instead, the strategy and plan put forward is one which can be implemented in an incremental fashion as resources become available.

The findings and recommendations of the consultants' work are organized in this report as follows:

- . An overview assessment of the Historical Resource base on the lands administered by the Forks Renewal Corporation;
 - . An Interpretation Strategy and Thematic Framework;
 - . Interpretation and Planning Criteria
 - . Design Criteria;
-
- . a review of the results of community consultation;
 - . a proposed interpretation plan which builds upon the proposed strategy;
 - . an analysis of the operational needs for the proposed interpretation plan; and
 - . an analysis of the financial requirements for the interpretation plan.

2. HERITAGE RESOURCES



2. HERITAGE RESOURCES

The Forks of the Red and Assiniboine Rivers is a nationally significant site. It is the symbolic, and in many ways the actual birthplace of the City of Winnipeg and the Province of Manitoba. It offers a unique opportunity to interpret and celebrate the cultural and historical heritage of the city and province.

The national historic site and the property administered by The Forks Renewal Corporation together are a unique heritage resource which can be preserved, developed and interpreted through an interpretation strategy and plan which is integrated with existing or proposed heritage facilities and programmes elsewhere in Winnipeg and the Winnipeg region.

The heritage resources at The Forks can be divided into four categories:

- . Geographic and landscape features
- . Archaeological resources
- . Built heritage
- . Associative heritage (sometimes called intangible heritage).

The first three are represented by concrete, physical remains; the fourth includes all those events or persons associated with the site but not necessarily represented by physical remains.

2.1 GEOGRAPHIC AND LANDSCAPE FEATURES

The geographic setting of the site includes both natural and man-made elements. These are discussed under three subheadings:

- . rivers and landforms
- . flora and fauna
- . settlement pattern

2.1.1 Rivers and Landforms

The site is located at the forks of the most important rivers in southern Manitoba, the Assiniboine which drains most of west-central Manitoba and east-central Saskatchewan; and the Red River which flows from northern Minnesota towards Lake Winnipeg. It has been a strategic location as a meeting place for millennia.

The Red and Assiniboine Rivers served as major transport routes in the pre-contact, fur trade, and early industrial eras. Canoes were used from pre-contact times through the fur trade era. In the early nineteenth century they were supplemented with York boats and then by steamboats. The railway only gradually replaced river transport, particularly for communication with the North via Lake Winnipeg. The river is still used by both large and small vessels for recreation, sport and group outings.

In winter time the rivers historically served as major highways for travel by dog sled or cariole. There is a potential for continued use in much the same way as Ottawa's Rideau Canal functions during the winter months. Further development of the recreational potential of the river may serve to orient Winnipeggers toward the rivers and The Forks in both winter and summer. The rental of ice fishing huts may be developed as a unique "street" linking The Forks with St. Boniface. Food vendors and other service industries could benefit from such a development.

The rivers were and are also very important as a source of water for agriculture, industry and domestic purposes. The importance of water to settlement and urban development is a theme which could be interpreted.

The impact of rivers has also been evident in the landforms of oxbow scars, terraces, levees and floodplains. Frequent floods have left their marks on the site and have regulated its use. This theme is one of several to be recognized in the Wall of Time.

2.1.2 Flora and Fauna

The impact of the rivers is also evident in the distinctive flora and fauna of the valley.

The dominant flora of the area is that of the long grass prairie. There appear to be no remnants on the site although there has been some success in re-establishing this plant community elsewhere in the Winnipeg area. One of the climax species in the valley was the bur oak which is no longer present on the site. Indeed there is some evidence from archaeological excavations at the site that frequent fires may have prevented the development of "climax" vegetation in the area. Most of the mature trees are now poplars and Manitoba maple. Replantings in the National Historic Site along the riverbanks have used non-native ornamental species.

Fauna at the Forks include both native and introduced species. The urban location inhibits survival of many of the land-based species that would have been native to the area, but the varied habitat attracts a wider variety of avifauna (birds).

2.1.3 Settlement Pattern

The settlement pattern in Winnipeg and at The Forks has been defined by the river system and affected by the location of trails which sought out well-drained land. The distinctive survey pattern adopted by the Red River Settlers was a river lot pattern similar to the way in which most of Quebec has been surveyed.

Most of the area north of the Assiniboine was located in a large lot reserved for the use of the Hudson's Bay Company around its trading post. In the 1850's and 1860's the parts of the HBC Reserve closest to the rivers were gradually filled with structural complexes related to river transportation or industry. The Reserve was not subdivided for other uses until after 1873 at which time a more typical rectalinear grid was imposed. The impact of this can still be seen in the area between Portage and Broadway west of Main Street. The same street pattern initially extended east of Main Street along Broadway which by 1882 ran east to the Broadway Bridge, the first bridge across the Red River between Winnipeg and St. Boniface. Water Street and those which parallel it on the north mark the alignment of the original river lots outside the Hudson's Bay Reserve.

Main Street is located roughly along the alignment of the trail which extended north and south along the Red River; and Portage Avenue marks the alignment of the main trail to the west.

Settlement had occurred on the South Point by 1848, and on the north end of the site the river lots were occupied by some of the most prominent early settlers by the 1860's when the junction of Portage and Main emerged as the centre of a new town, Winnipeg.

The subdivision of the Reserve east of Main Street, with the exception of lots fronting directly on Main, was relatively shortlived. The earlier industrial areas along the river were redeveloped by the railway which arrived on the site in 1888-89. The main period of expansion came between 1908 and 1911 with the arrival of the Canadian Northern and the Grand Trunk Pacific. The pattern of land use which emerged was essentially dendritic with sidings and associated structures fanning out across the site. The cessation of railway activity in most of the area has permitted removal of sidings and sheds to create once again a largely open site.

2.2 ARCHAEOLOGICAL RESOURCES

Archaeological resources are located potentially anywhere on the site. They are known to represent a very long period of human occupation and use from 6,000 years ago to the relatively recent past. Enough archaeological work has now been done to identify those areas of The Forks which offer the greatest potential for future research, and which in consequence are those which are most important to preserve.

2.2.1 Pre-Contact Resources

The areas of greatest potential are located along the river terraces above the main flood plain of the river. Some of the key areas have been identified by test excavations and are designated as an archaeological reserve. Other areas further north or on the South Point have not yet been fully tested and the possibility of more major finds cannot be discounted; indeed it is likely. There is some indication that human remains may be found along the higher land paralleling Main Street, where earlier finds have been recorded. That area was also the main camping area for both Indians and Metis hunters coming to trade at the forts in the early contact or fur trade era.

2.2.2 Fur Trade Resources

The site is known to have been a major centre of the fur trade from the middle of the eighteenth century. The main complexes known to have been in the area are:

Fort Rouge - built for La Verendrye in 1738 as a Depot for the system of trading posts he and his sons were establishing in southern Manitoba. The exact site is not known but may have been located on the south point, as appears to be indicated on La Verendrye's own maps. Other posts built by Canadian traders between 1752 and 1782 may have been located in the area.

Fort Gibraltar I - occupied by the North West Company from 1810 to 1816. The site appears to have been in the vicinity of the B and B Building where remains were located by Parks Canada researchers. Further work was carried out at the site under the Public Archaeology Programme in 1989 and 1990.

Fort Gibraltar II - occupied by the North West Company from 1817 to 1821. It was then renamed **Fort Garry** and it continued as the Hudson's Bay Company post until replaced by **Upper Fort Garry** in 1835, although some of the buildings remained in use until the 1850's. Fort Gibraltar was located on the north bank of the Assiniboine River south of the B and B and Johnson Terminal Buildings. Upper Fort Garry extended across Main Street from the Beaver House Building to the remaining Gate southeast of the Fort Garry Hotel.

A Meeting Place

Much of The Forks Renewal Area through this period was a camping and assembly area for Native people as well as a support area for the forts. In 1861, James Hargrave recorded that along the trail through the Hudson's Bay Reserve north of Upper Fort Garry, the land on both sides "was thickly studded with the tents of Indians and others, the juvenile inhabitants of which...were basking in the morning sun.¹" The fields around the forts were also used for gardens, unloading and loading of carts, canoes and boats, and even sports activities. Hargrave records that cricket was played here, recounting a memorable game in October, 1864 in which the play of the members of the North West Cricket Club deteriorated as they paused with increasing frequency through the day for refreshments which were brought from the Fort Garry shop by one of their number with "the stimulants desired contained in a little keg, in one hand, and a tin kettle of cold water in the other."²

Experimental farm

The Hudson's Bay Company established an experimental farm on the flats north of the Forks in 1838. It proved to be a failure and was wound up a few years later. The buildings were still standing in 1848 and appear to have been primarily within the area occupied by the National Historic Site although the farm extended across much of the area of the Forks.

2.2.3 Government and Community Service

Court house

Located near the site of the former Fort Gibraltar II/Garry from about 1843, it is shown on a map of 1848. In 1849 it was presumably the site of the celebrated trial of the Metis trader, John Sayer.

1 Hargrave, 190

2 Ibid. 342

Immigration sheds

These were built in 1872 to accommodate incoming settlers. Over the next 13 years they were the first home of many of those who came to the province including many of the first Mennonite, Jewish and Icelandic settlers. They were located near the B & B Building.

Hospital

What may have been the first hospital in Winnipeg was also built about 1872 along the river north of the immigration sheds. St. Boniface General Hospital opened in 1871.

Sports ground

Reference to sports activities in the vicinity of Upper Fort Garry has already been made. In addition to cricket there would have been horse races and other similar events.

Race track (1894 - 1906)

The Forks was the site for the Fort Garry race track and grandstand built in 1894 and used until about 1906 when the grandstand burned. The grandstand was located about where Hudson's Bay House is now and the track extended to the east as far as Christie Street (about the east end of the Johnson Terminal). This was also the location of the first Manitoba Exposition.

Winnipeg Rowing Club

The Winnipeg Rowing Club maintained a boathouse on the South Point from 1889 until 1911.

Winter Sports

Curling has been a popular sport in Winnipeg for many years, and the Fort Garry Club is still located on the South Point. Organized curling clubs were active in Winnipeg by 1876 and the Winnipeg Bonspiel was a major event by 1890. It is likely that there may have been contests of the "roaring game" on the river in this area prior to the establishment of the first rinks.

2.2.4 Industry and Commerce

Flour mill

The Hudson's Bay Company operated a steam-powered grist and flour mill complex in their Reserve near the mouth of the Assiniboine River from 1874 to 1907. Location of some of the remains has been confirmed in recent excavations. Refuse used to fill in the cellars after it was abandoned proved to be an important source of archaeological information about early Winnipeg.

Lumber and coal yards.

Lumber and coal yards were located along the Red River both north and south of the Provencher Bridge until recent years. In the 1870's and 1880's the same area was occupied by a number of sawmills which provided the lumber from which most of early Winnipeg was constructed. Some remains of these industries are still visible, especially along the raised walkway which leads into Steven Juba Park.

Other Industry

The Arctic Ice Company was located on the South Point between 1891 and 1905. The presence of the railway encouraged the development of other industry in the northern part of the site, including the Electric Light Company in 1891, the city Asphalt Plant in 1900, J.I. Case in 1901 and the Sterling Engine Works about 1913.

2.2.5 Transportation

Steam boat

The main steamboat landing areas were near the Forks on both rivers. Many came to the HBC landing on the north side of the Assiniboine near the new Assiniboine Quay. Associated with this landing was a large Warehouse. By 1869, the main steamboat landing was on the Red River at the foot of Post Office Street, now Lombard Street. This would place it near the railway bridge.

The steamboat landing areas were in general in the same areas earlier used by canoe and York boat brigades.

Trails and roads

Reference has already been made to the impact of trails and roads on the settlement pattern. Archaeological evidence may remain for some of the early trails that converged on this area as well as old roadways like Broadway which used to extend across the area to feed into the Broadway Bridge.

Ferries and bridges

Until the building of the first bridges in the early 1880's the ferry was the only public crossing service. It ran from St. Boniface to the South point and from there across to the north bank of the Assiniboine. From the 1840's to the 1860's it consisted of two scows attached to ropes which extended across the rivers. By 1872 this ferry had been replaced by two separate installations located above the forks near the later Main Street and Broadway Street bridges. The original Main Street bridge was built in 1880. The Broadway Bridge was constructed in 1881, and was finally removed in 1920.

Railway

The railway came to dominate the area, especially after the expansion of facilities to serve the needs of the Canadian Northern and Grand Trunk Pacific main lines. The levelling and filling has both destroyed and sealed most of the earlier evidence throughout most of the site, and in turn much of the evidence for railway activity is now archaeological. In addition to surviving buildings there were a number of freight sheds at the north end of the site, now used mainly for parking; and before 1911 the Northern Pacific and Manitoba Railway had its station on Water Street.

Domestic Settlement

Areas outside the HBC reserve began to attract settlement activity by the 1840's. The Reserve itself was not released for sale until the 1880's by which time the dominant activity in the area was commercial or industrial.

Early maps show small homes or cabins along both banks of the **South Point** by the 1860's. A similar pattern is still shown in an 1880 bird's eye view of the city. The remains of some of these homes appear to underlie the railway grade for the low level bridge. The one closest to the point was occupied by the ferryman, Duncan Macdougall, in the 1860's. Writing in the late 1860's, Hargrave observed that "on this point, in consequence of its being the centre of traffic, several public houses have flourished."³

The river lots at the north end of **The Forks** were also occupied by the 1860's. At different times between the 1840's and the 1870's they were owned by such prominent Winnipeg pioneers as John Bird, James Sinclair, Andrew McDermot, A.G.B. Bannatyne and Dr. Schultz.

3 Ibid. 184

By 1872, maps show a row of new homes along Notre Dame Street. One of these, at 115 Pioneer St., may still have been standing when the Task Force Report was prepared in 1986-87, but it has since been removed.

2.3 BUILT HERITAGE

Winnipeg's commercial and industrial past is a significant aspect of Canadian history and many buildings related to it are preserved near The Forks. The Forks site itself has a rich industrial and commercial history, not only related to rail transport, but also in labour, grain processing, and shipping. Steam boats were an important element in the province's history as river travel technology and skills were the vehicle for the initial industrialization of the region.

Winnipeg contains an inventory of major heritage structures unequalled in other prairie cities. The main components for development at The Forks are the railway structures described below.

2.3.1 On-Site Resources

The on-site built heritage resources include the B & B Building, the Johnson Terminal, the steam plant, the stables, the Assiniboine bridges, the functioning railway line, and Union Station.

B and B Building

This structure was built in 1889 as the Northern Pacific and Manitoba engine house with attached roundhouse (no longer in existence). Considered to be oldest standing railway building of its type in western Canada, it is in poor structural condition. The basic structure is brick with a wooden roof and truss system (not original). The building contains 28,800 square feet of space all on one level.

Johnson Terminal

Built in 1928-30 as warehouse, it is a typical industrial building of its day. It contains four floors plus basement with a total area of 106,875 sf.

CNR Stables

Built in 1909 and 1910 for the Canadian Northern and Grand Trunk Pacific Railways they have been renovated as The Forks Market complex, with a total area of approximately 75,000 sf. The buildings are excellent examples of early industrial structures.

Steam plant

This is a more recent addition to the railway complex (built in 1947), and it is no longer required in an operational capacity. It is a solid brick masonry building which may be suitable for adaptive reuse, as currently proposed.

Union Station and sheds

The station was built between 1908 and 1911 to a design by Warren and Wetmore, architects of New York's Grand Central Station, as a union station for the Canadian Northern, which had bought out the Northern Pacific and Manitoba line, and the Grand Trunk Pacific. It is one of only three or four remaining stations of comparable style and scale in Canada.

The train sheds on the east side of the depot are one of the few remaining examples of a unique Canadian design, used only in the major terminals. Other sheds and outbuildings of wood frame construction are located along the active high line.

Low line bridge

The existing bridge is a steel truss draw bridge constructed in 1890 (as the second bridge at this location) to accommodate the line of the Northern Pacific and Manitoba Railroad. It is no longer functional as a draw bridge and is designated for pedestrian use only to provide access to the South Point.

Main line bridge

Constructed to serve the new Union Station about 1911 it has been upgraded several times and is in active use.

Main Street Bridge

Originally constructed in 1880 it was the first permanent bridge in Winnipeg. It has been upgraded several times and plans have been developed for a major rebuilding in the near future.

Fort Garry Curling Club

The curling club is located in a simple industrial style building of no great architectural significance.

Provencher Bridge

It was originally built to replace the Broadway Bridge after expansion of the railway in 1911 closed off the east extension of Broadway. Plans for improved bridge access will lead to major gateway changes at the north end of The Forks.

Excursion Boat facility

Dockage for an excursion boat service is now provided on the south side of the Provencher Bridge. The associated buildings are relatively simple and of no heritage significance to the site.

National Historic Park

The Forks National Historic Site contains a number of outdoor structures used in its interpretation and event programmes. All are modern in date and design.

2.3.2 Related Off-Site Resources

The off-site resources discussed in this section are those which are visually or thematically linked in a major way. These fall into three categories:

- The St. Boniface heritage complex
- Other industrial features
- Other major related heritage resources

2.3.2.1 St. Boniface

Heir to the first church built at the site in 1818, the present **St. Boniface Basilica** is a striking modern structure incorporating the remains of the historic church of 1908-1911. The distinctive west wall of the old church is a strong visual landmark best seen from The Forks.

The **St. Boniface Museum** is located in the old convent beside the Basilica. Other key heritage features include the cemetery, the hospital, Grey Nuns Walkway, Taché Promenade, Collège, Joseph Royal Park and the Bishop's Residence.

2.3.2.2 Other Industrial Features

The **steam plant** was built in the 1920s as one of the first municipal energy plants in Canada. It is attractive, with large windows and detailed brick construction. Recently operational with much original machinery, it is threatened with demolition unless a use is found. It is on the site of Victoria Park, a rallying point in the 1919 strike. Nearby is the **James Avenue pumping station**, dating to the same period.

The **Alexander Street docks** are located at the north end of Juba Park along the pedestrian route. Historically used for freighting, the 'River Rouge' cruise boat has expressed interest in docking here and this summer it was the site of a successful speedboat race.

The **Ogilvie Mill**, situated on the banks of the Red River about a mile north of The Forks, dates to 1881. Along with the Vulcan Iron Works which date from the same time, it brought to Winnipeg a whole new scale of industrial production. It relates to the flour mills once located at The Forks, to the Canadian grain trade centred in the Exchange District, and provides a key to the period when the rivers and the railway had overlapping industrial transport functions. This site has been studied by the City of Winnipeg, in a report by The Crocus Group. The Ogilvie Mill was being considered for designation as a provincial heritage site, but its status is unclear since a recent fire.

2.3.2.3 Other Related Heritage Resources

The original north gate of **Upper Fort Garry** has been preserved in a small park south west of the Fort Garry Hotel. The fort originally extended southeast from that point across Main Street into the area now occupied by the Beaver House offices. There are a number of other fur trade sites representing the period of the mid-nineteenth century, located mainly along the Red River to the north. The most prominent is **Lower Fort Garry National Historic Park** near Selkirk. All of the sites are linked by road and river transportation and the further development of many of them has been fostered by the Manitoba ARC Authority under the 1981 ARC Master Development Plan.

Stephen Juba Park extends along the west bank of the Red River from railway bridge to the Alexander Docks. With the completion of a walkway under the Provencher Bridge it would provide a park linkage from The Forks north to the Exchange District. The key feature of the park is an elevated walkway utilizing the former railway berm. From it one can experience good views of both the River and the downtown core of Winnipeg.

The Exchange District contains some of the finest commercial architecture of the late nineteenth century in Canada, and incorporates the economic heart of the city as it emerged as the metropolis for Western Canada. It is the main Theatre District in the City and adjoins the Civic Centre, China Town and Centennial Centre, the home of the Manitoba Museum of Man and Nature.

Portage Avenue extends west from the northwest corner of The Forks. Since early part of this century it has at the heart of the main shopping district in Winnipeg, a position that has been strengthened with completion of the North Portage development.

The provincial Government Centre is located south from the Hudson's Bay Company store around the confluence of Broadway and the Mall. The Provincial Library and Archives and the Hudson's Bay Archives are located in the former Civic Auditorium on the Mall.

2.4 ASSOCIATED HERITAGE RESOURCES

Associated heritage resources consist of the events and people associated with The Forks. While some of these may be represented by the heritage resource base already discussed, many are more directly associated with people's memories and collections of documents, photographs or artifacts.

Archaeological excavations at Upper and Lower Fort Garry, The Forks, St. Norbert, and Lockport have created "assemblages" which may be interpreted museologically. These artifact assemblages are held at the Museum of Man and Nature, University of Manitoba Anthropology, the Historic Resources Branch, and the Canadian Parks Service. Botanicals and fabrics remain in frozen storage awaiting stabilization.

The **Hudson's Bay Company** collection, comprising some 8,000 fur trade artifacts dating from ca 1800-1930, is stored at Lower Fort Garry under the stewardship of the Canadian Parks Service. This is a major collection, and could form the basis for a comprehensive permanent fur trade museum or a museum component at The Forks, possibly in a Native Centre because of the ethnographic character of many of the artifacts and images. The Hudson's Bay Company also maintains a collection of paintings and photographs. The involvement of the Hudson's Bay Company at The Forks would be appropriate, given its association with the site and the location of its former headquarters opposite the Market.

Archival collections related to The Forks and the City of Winnipeg are also a very important resource. The Manitoba Provincial Library and Archives houses a very important collection related to the history of the area, including the **Hudson's Bay Company Archives**. The expanding collections threaten to outgrow the capacity of their present facility and there may be an opportunity to move the HBC Archives to a new centre at The Forks. Other major collections related to The Forks that are in need of a proper archival home are the **City of Winnipeg Archives** and the **Canadian Pacific Railway Archives**.

There are a number of major industrial artifacts or collections which could be incorporated into The Forks interpretation strategy. These include the "**Countess of Dufferin**", the first railway engine to cross Canada; and the **Manitoba Historical Society collection of historic building facades** relating to Winnipeg's urban development.

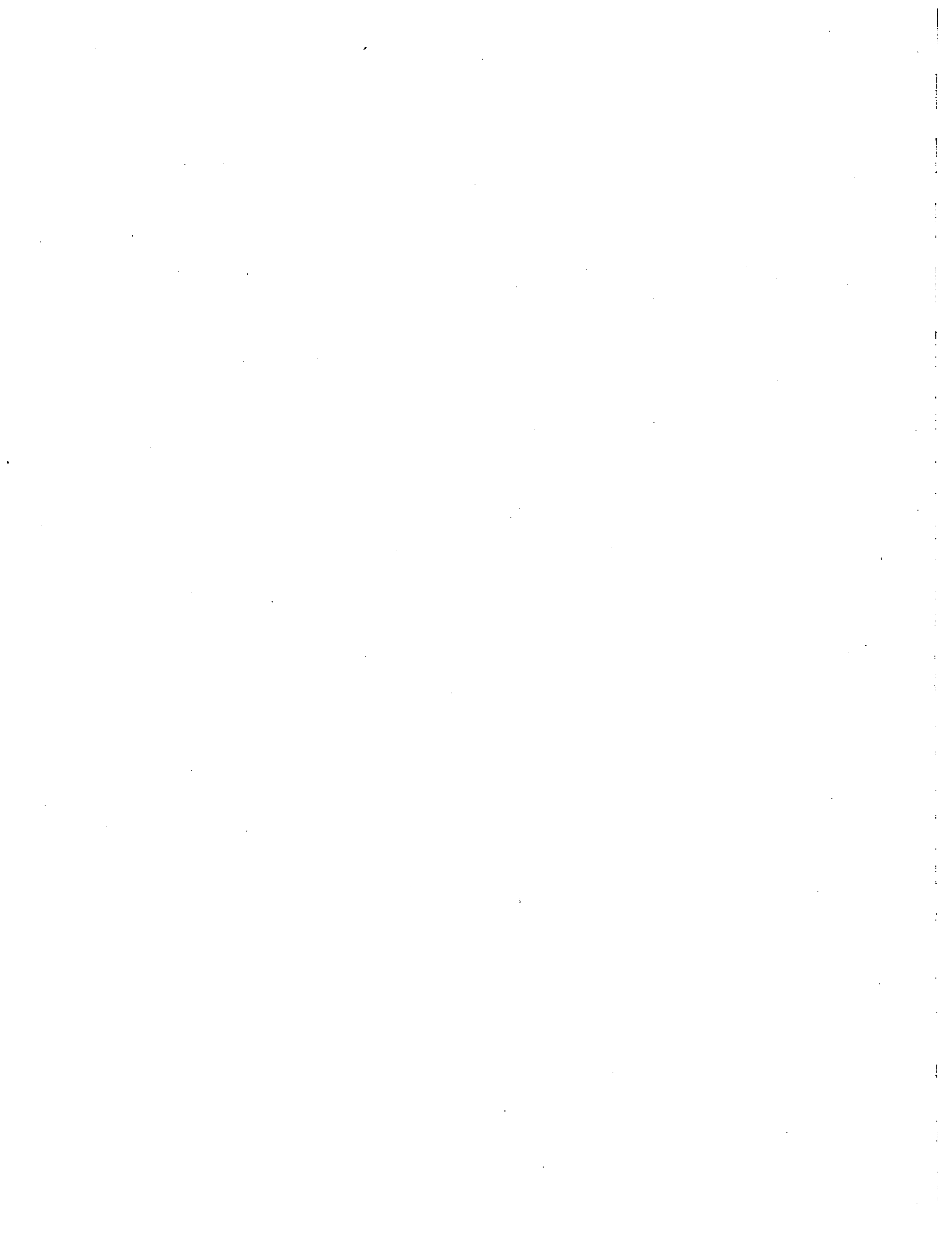
The "**Countess of Dufferin**" formerly at the CPR Station is now in storage in Transcona. Interpretation of this large and well-known artifact requires a proper museological environment.

Building facades from demolished structures have been collected since 1970, and vary greatly in completeness. Most significant is the metal facade of the Empire Hotel. The Manitoba Historical Society preserves them in the hope that they may be reused. The Trizec Building at Portage and Main has used some facades in the lobby area. Interpretation of this resource may include reuse as components of new architecture, as seen in the Alcan Building in Montreal.

The human resources provide possibly the most important part of the heritage resource base. It includes not only the memories of the many thousands who have lived, worked or come together at The Forks, but all of their knowledge and skills and cultural interests. In order to access this important resource it is important that The Forks evolve as a people place where people congregate to share their heritage and culture.

In the next chapter we will consider how an interpretation strategy can make use of all of these resources and present them within a meaningful thematic framework.

3. INTERPRETATION STRATEGY AND THEMATIC FRAMEWORK



3. INTERPRETATION STRATEGY AND THEMATIC FRAMEWORK

It is useful to consider the purpose of interpretation at heritage sites and public attractions before discussing possible themes and approaches to interpretation at The Forks. Simply put, the goal of interpretation is to make aspects of existing or potential heritage knowledge and experience accessible to people.

For interpretation at The Forks to succeed, it is important to consider:

- . who is The Forks for? What audiences are anticipated? What markets are desirable?
- . what sort of experience will The Forks be? What are the products and ideas to be interpreted?

As indicated in the introduction to this report, the Terms of Reference did not include any provision of a market analysis. The interpretation strategy which follows is based upon the premise that the primary market will be the people of Winnipeg and the immediate area around the city and that programmes should have a broad appeal which would also attract tourist interest.

Specific goals for interpretation for the site relate to the significance of the site and directly address each component of the Corporation's mandate:

- . **The Forks as Canada's crossroads.** The Forks has national historic significance and all attractions and facilities should be comparable to the best found throughout Canada;
- . **The Forks as a place where the old and new meet.** The Forks should develop as a place where heritage is made meaningful to visitors -- through participatory and active methods of presentation;
- . **The Forks as a meeting place of diverse peoples.** Activities and events at The Forks should be of interest to a broad range of interests, educational backgrounds and ages. Further, The Forks should be a setting for the celebration of our cultural and ethnic variety;

- . The Forks as a setting for gatherings, meaningful work and quality leisure. The Forks should offer a selection of very different types of experiences, and its facilities and attractions should become a valued part of the life in Winnipeg;
- . finally, The Forks should be seen as something that belongs to the people of Winnipeg. An important element in this study and in the development of interpretation options at The Forks will be to find appropriate means of involving the community in both the development and implementation of events and facilities at the site.

Before defining how the interpretation strategy may meet these needs, it is important to consider how other places are meeting their needs for interpretation programmes.

3.1 INTERPRETATIVE APPROACHES AT OTHER SITES

Approaches to heritage interpretation and public programming at other sites and facilities are relevant to the development at The Forks. Some of these approaches present possible benefits or constraints to interpretation at The Forks. Some are implicit in some of the proposals already made to the Committee.

Some of the possible approaches can be summarized as follows:

- . institutions and facilities dedicated to heritage interpretation or community/interest group edification, that is, proposals to develop new museums, cultural centres, libraries and archives, or educational centres at a site;
- . stand-alone outdoor site interpretation as is found at some conservation areas, parks and historic sites where signage, monuments and plaques interpret and direct people through the site. The Parks Canada development at The Forks is based on this approach to some extent;
- . the development of a site as a regular venue for live programming and special events. This approach aims to make a site a place where people think about "what's on next", or it can be focused into an interpretation schedule where heritage is animated through live demonstrations at appropriate spots along a site;

- . the full re-creation of historic buildings and districts. These may or may not entail live demonstrations and/or walk through environments. These are ambitious undertakings and require a commitment both to capital and operating funding;
- . the use of heritage themes and images as part of an entertainment experience and/or the public identity of commercial ventures at a site. The scale of such interpretation development can range from a heritage side (such as Jorvik in England) to a Heritage Theme Park. The challenge here is often maintaining the credibility of the heritage theme, and ensuring that the balance of commercial venture and entertainment does not undermine the authenticity of the heritage experience.

If The Forks is to be developed as a mixed-use site with an already wide range of participants, and differing needs of Winnipeegers - no single interpretative approach is adequate. Rather, the interpretation should be based on an appropriate and planned balance between the above strategies expressed in the following ways:

- . the integration of heritage and educational facilities at the site, as well as the phased development of new institutions should be considered. These could add an important aspect of heritage preservation, education and community service to the site. However, these facilities should be relevant to the community, they should be popular in the focus of much of their programming, and they should not be characterized as static or overly or inappropriately specialized in their appeal;
- . access, orientation and self-directed visits throughout the whole of the site should be integrated into the interpretative strategy. However, these should be different in character from the Parks Canada interpretative programmes and materials - so that visitors feel they are able to enjoy a number of distinct experiences;
- . live interpretation will be an important part of the recommended interpretative strategy for The Forks -- as the most feasible vehicle for providing both flexible and meaningful programming at a large, mixed-use site. This strategy involves a significant dedication of human, fiscal and facility resources to the successful operation of a public programme schedule;

- . the development of re-created settings, as well as the erection of new monuments should be carefully planned, and based on a gradually increasing understanding of the public's perception and expectations of The Forks. As will be discussed later, programming may act as a means of gauging what permanent heritage components should be gradually added to the site.

Entertainment-oriented attractions with a heritage theme may fit into the strategy at a later point when visitation potential merits such investments, provided that they meet criteria of evaluation proposed for all heritage programme elements.

It is not productive to describe in detail those approaches which should be avoided at The Forks, as such a list will include a series of simple reversals of the above recommendations and will assume that those administering interpretation at The Forks are unable to effectively evaluate and plan the use and activities at The Forks. However, some very general principles can be applied in considering what to avoid at The Forks:

- . options which present significant access and operational difficulties -- particularly those geared to very limited appeal or offer very little entertainment, recreation or edification value;
- . options which offer little opportunity for public participation, support of local groups or businesses, or do not encourage access by the community. The perception of "monolithic" enterprises imposed upon the community from elites, or "outsiders" should not be encouraged;
- . options which present little opportunity for evaluation and adjustment to accommodate new or unexpected audiences at The Forks -- particularly if the option is a significant expenditure of capital, operational or human resources;
- . options which present very limited opportunities for joint ventures and support of other facilities and programmes at The Forks.

3.2 EXISTING THEMATIC FRAMEWORK AT THE FORKS NATIONAL HISTORIC SITE

It is important to consider briefly the future relationship between the themes, content and approach at The Forks and the existing experience at the Parks Canada installation. It is first important to review the thematic framework for interpretation programmes at The Forks National Historic Site.

Parks Canada has identified one central theme and eight major sub-themes following a relatively traditional chronological scheme:

Central Theme:

The Red-Assiniboine Junction and the Transformation of the Canadian West

Sub-themes:

- A. Land Use at The Forks in the Pre-Contact Period.
- B. Native-Euro Canadian Contact: at The Forks, 1734-1760.
- C. The Forks and the Competitive Fur Trade Period, 1760-1821.
- D. The Forks, Native Settlement and the Hudson's Bay Company in Red River, 1821-1850.
- E. Transition at The Forks, 1850-1900.
- F. Winnipeg and the Junction: A Metropolis in the making, 1870-1886.
- G. The Junction and the Railway Era, 1886-1923.
- H. The Forks and the Immigration Experience, 1870-1920.

During the First Phase of historic site development, the strategy has been to commemorate the Forks as a place rather than attempt a full interpretation of the eight sub-themes. The themes are represented by exterior signage located in 5 nodes along a circular pathway system beginning and ending at the orientation area at the entrance to the Site. Programming emphasis has been on major events designed to bring people into The Forks area.

Interpretation in the East Yards part of The Forks should be complementary, but distinct from the Parks Canada interpretation, therefore:

- . directional and orientation information at The Forks should also include access information and a brief description of the Parks Canada site;
- . the visual character of signage and outdoor exhibitry at The Forks site should be distinct from the displays and signage at the Park;

- . live interpretation and special ventures incorporating Forks and Parks sites and personnel should be encouraged;
- . interpretation at The Forks should avoid duplication of Parks exhibitry and content;
- . themes, topics and interpretation of the East Yards area could re-interpret aspects of The Fork's heritage from a different perspective or using an alternate media than the Parks Canada material, as well as introducing new themes and topics. In particular Fork's programming can highlight events from the perspective of indigenous peoples and various ethnic groups, as well as presenting events with a more community-based focus.

3.3 RECOMMENDED THEMATIC FRAMEWORK

Themes :

The overall themes and content for interpretation should draw on the mission and mandate for the development of The Forks:

- . The Forks as Canada's cross-roads;
- . a setting for the meeting of the old and the new;
- . a place for the meeting of diverse peoples;
- . a place for people to meet, work and play throughout the year.

The consultants agree with these statements and further we recommend that the theme of The Forks as a Meeting Place is crucial to the overall interpretation of the heritage and potentials of the site, as well as the effective integration of the existing initiatives and facilities at the site.

The Forks as Meeting Place can be interpreted as three overall themes:

- . *Getting to the Meeting Place* - this theme is the basis for interpretation of transportation and the historical events leading up to the continuing use of The Forks, as well as Winnipeg and Manitoba themes relating to the regions surrounding and leading to - the meeting place. This theme could incorporate proposals for rail transport displays, transport simulators, horse back riding, and rivercraft programmes such as canoe lessons and York boat demonstrations.

- . ***The Nature of the Meeting Place*** - this theme permits the interpretation of the physical setting of The Forks. Here the geology of the setting, the natural environment and wildlife of the area, as well as the natural prehistory of The Forks can be interpreted. Here signage and exhibits dealing with river ecology, geological formations can be included. As a part of the experience of the nature of the meeting place, a portion of the site could be designated as an area for the enhancement of the natural environment as well as the maintenance and interpretation of original wildlife and plants. The theme also encompasses the ways in which human activities have reshaped the site.

- . ***Gathering at the Meeting Place*** - here the human dynamic of The Forks can be presented. This theme permits the interpretation of the first human use of the site by indigenous peoples, the settlement of the Winnipeg area by Indians, Metis and Europeans -- as well the ethnic and cultural diversity of Manitoba. This theme also unifies many of the existing or proposed programme and facility initiatives at the site, such as a leisure centre, the Children's Museum and a multi-cultural programming centre and displays.

Special attention should be paid to incorporation of programmes which will interpret the history and culture of the indigenous peoples who have had a long historical association with The Forks. This theme could also incorporate the highly successful public archaeology programme at The Forks

These themes are not chronological in nature and will cut across the themes identified by Parks Canada. The relationship between the two sets can be seen in the matrix, Figure 2. The stars indicate the primary foci of interpretation offered under the Parks Canada themes. Figure 3 presents a summary of major heritage resources as they fit into this same matrix.

Figure 2

Thematic Framework: The Meeting Place

Parks Canada Themes	Getting to the Meeting Place	The Nature of the Meeting Place	Gathering the Meeting Place
Land Use at The Forks in the Pre-Contact Period		*	*
Native-Euro Canadian Contact at The Forks, 1734-1760	*		*
The Forks and the Competitive Fur Trade Period, 1760-1821			*
The Forks, Native Settlement and the Hudson's Bay Company in Red River, 1821-1850			*
Transition at The Forks, 1850-1900		*	
Winnipeg and the Junction: a Metropolis in the Making, 1870-1886		*	
The Junction and the Railway Era, 1886-1923	*		
The Forks and the Immigration Experience, 1870-1920	*		*

Figure 3
Resource Summary Matrix

Parks Canada Themes	Getting to the Meeting Place	The Nature of the Meeting Place	Gathering at the Meeting Place
Land Use at The Forks in the Pre-Contact Period		Environmental data from excavation areas. Basic land forms from post glacial time to beginning of historic era	Prehistoric horizons from 6,000 BP to beginning of historic era
Native-Euro Canadian Contact at The Forks, 1734-1760	First accounts of European travel to area - and of the First Nations living there.	First maps of the area based on direct European contact.	Fort Rouge established in area of The Forks. Native encampments.
The Forks and the Competitive Fur Trade Period, 1760-1821	Trails mapped. Historical accounts of travel by cart, horse back, canoe and York Boat (or Albany Boat).	First detailed surveys of area.	Fort Gibraltar 1 and 2. Native encampments.
The Forks, Native Settlement and the Hudson's Bay Company in Red River, 1821-1850	Cart trails developed more fully. Ferry from St. Boniface via South Point.	Experimental farms marks beginning of agriculture on site.	Fort Garry Upper Fort Court-House Native encampments.

Transition at The Forks, 1850-1900	Steamboat landing. New Ferries	HB Co. flour mill & steamboat warehouse. Metis farms on South Point and settlement to north of HB Co. reserve.	HB Co. sports ground and encampment area.
Winnipeg and the Junction: a Metropolis in the Making, 1870-1886	First bridges appear.	Winnipeg emerges as town on north edge of Reserve. Saw mills & other indus- try along river.	Immigration sheds. Cottage hospital?
The Junction and the Railway Era, 1886-1923	Railway arrives at The Forks. Union Station of CNR and CTP established with yards. B & B Building, CN & CTP Stables.	Site levelled to become railway yard. Associated industry like Arctic Ice Co.	Race track. Winnipeg Rowing Club. Winter sports.
The Forks and the Immigration Experience, 1870-1920	Railway Stations and Steam Boat docks as arrival points.		Immigration shed. Cottage hospital?

3.4 RECOMMENDED INTERPRETATIVE STRATEGY

The following objectives are recommended as the basis for all interpretation at The Forks:

- . interpretation must incorporate or respond to those approved programmes and facilities already initiated at The Forks;
- . interpretation should provide opportunities for public participation. Also, all activities at The Forks should be used to evaluate areas of community interest and to promote public involvement in activities and development at the site. It is also important to ensure that the community appreciates that the Corporation seriously responds to public proposals and initiatives for interpretation and use of The Forks;
- . interpretation should include orientation and access. An effective orientation experience and directional system will give The Forks a clear image and identity, and direct people to the experiences available at the site;
- . interpretation at The Forks should reflect the human heritage, unique natural environment and special character of The Forks.

To meet these objectives, the following programme components are recommended:

1. **A Means for Administration and Community Representation** to review, comment and recommend on existing and proposed new programming once heritage interpretation at The Forks has begun.
2. **An Orientation And Directional Signage System** which is consistent, attractive and easy-to-understand and placed at strategic points throughout the site. The purpose of this signage system will be to clearly communicate the facilities, activities; their times and locations.

Orientation and directional signage will promote a positive image for The Forks, encourage visitor enjoyment by telling people what there is to do and see, as well as reinforce the interpretative connection between what may seem disparate resources and activities.

Wherever possible, this system should incorporate views of existing buildings and notable site landmarks, as well as artifact displays and hands-on/interactive activity stations.

Orientation at The Forks should be of two types:

- . **physical orientation** which will clearly identify the location of amenities, facilities and programme areas at The Forks. Physical orientation should also include programme times for special events, previews of coming attractions, and telephone numbers for more visitor information. The purpose of physical orientation is to provide basic user information to help visitors effectively and enjoyably plan and carry out their experience of the site.
- . **conceptual orientation** which will help set an appropriate mood for the visitor's use for The Forks and readily communicate the range of experiences and activities available there. Conceptual orientation should offer an overview of what there is to do at The Forks, create an appropriate atmosphere, as well as encourage visitors to rely on The Forks as a resource for many different types of recreation, leisure and edification needs.

Part of the process of conceptual orientation and effective marketing of interpretation at The Forks will be to use consistent design elements including The Forks logo. The logo should be a part of all Forks signage, official communications and advertisements. The logo now used in street and other signage establishes a suitable image for The Forks and will allow people to readily identify both locations at the site, and Forks initiatives throughout the community. To support links between The Forks and the wider community and to stimulate questions about the City's history, the orientation system where appropriate, could incorporate historic street signs and names throughout the site, based upon earlier surveys or land uses.

3. The Establishment of Interpretation Nodes at key locations around the site where different themes and subthemes will be introduced. Each node would include a minimum of three elements:

- . thematic interpretation;
- . landmark identification and
- . activity space.

Thematic Interpretation will be presented through both visual and audio media including graphics panels, recorded ambient sound and visitor-activated audio labels.

Landmark identification will be used to identify each node in a distinctive way, attracting attention and illustrating the thematic focus. One way of doing this would be to use public art at each node. In order to ensure that this would communicate both the uniqueness of each theme and a Forks identity, it is proposed that each node contain both a unique feature appropriate to the theme and other elements which are based upon a common use of materials and stylistic vocabulary. We recommend that the elements used in all of the nodes would be realistic cast figures representing activities appropriate to each theme. For example, figures illustrating a node on the railway could be a wiper, oiling the wheels of one of the railway cars; or a farm labourer loading a sack of grain into a boxcar.

4. **The Forks Animation Service** will be a major means of programme delivery. An eco-museum approach, which relies primarily on live demonstration, extension and outreach activities, and temporary exhibits is recommended for the site.

Components of The Forks Animation Service would include:

- . performance areas and demonstration platforms throughout the site - to act as a venue for a regular schedule of programmes and events;
- . trained staff and volunteers to provide the human communication needed for musical concerts, dramatic performances, lectures, tours and special events;
- . designated spaces with the needed systems for temporary exhibit areas throughout the site. These spaces will be venues for special shows on a changing range of topics. Exhibits could also be located in spaces complementary to permanent facilities and programmes, or they could be incorporated into the physical and visual design of the directional signage system. It may be desirable that a heritage/interpretation display or programme space could be incorporated as a part of every major facility or decision point on the site;

- . the capacity to encourage collaborative public programming with Parks Canada and a range of community, interest and service groups such as historical and ethnic societies, veteran's associations, women's groups and hobby enthusiasts;
- . support spaces and equipment for the development and installation of Animation Service events and exhibits. Eco-museum programming will require as much support space or equipment as other forms of heritage and educational programming. For example, offices and work areas, and spaces for fabrication, rehearsals, equipment and costume storage will be needed.

The Forks Animation Service will provide the following advantages:

- . flexibility and capacity to accommodate different interpretative needs at the site. The nature of the permanent facilities, attractions and programmes at The Forks has not been finalized and it is likely that the character of the public experience of The Forks will change as the site develops. A live interpretation service will be able to change its scripting and schedule in order to accommodate the resources available at any one time;
- . it is responsive - it can be easier to obtain direct feedback on community interest at live interpretation events. Public response to live events can be incorporated into the planning of options for the future of The Forks ;
- . human communication is one of the most effective means of interpretation. It is particularly useful in promoting a positive community image, it often involves lower capital costs, and it could allow more Winnipeggers and Manitobans to participate in the presentation of The Forks - either as interpreters, volunteers or visitors.

The scale of operation of the Animation Service will depend on the resources available for its support. While the preferred scenario would be to develop a full-time paid interpretation staff, effective programmes can be developed and delivered using term employees, interns or volunteers. Joint programming with Parks Canada is a desirable objective as well, in order to optimize the effectiveness of interpretation resources.

4. INTERPRETATION AND PLANNING CRITERIA



4. INTERPRETATION AND PLANNING CRITERIA

A process of assessing proposals for The Forks is needed which allows for participation and flexibility in their development. Also, the process should offer adequate opportunity to respond to the various interest groups and resources in the community.

The following criteria drawn from the consultants' experience and research in the community can be applied to select which options are best suited to the future interpretation and public use of The Forks. The criteria establish a rational approach for rating themes, events, buildings, user groups, and site conditions vying for a place in the site's development programme; measuring these against criteria assessing prominence and appropriateness, and then integrating this information into a management plan.

References has been made by the consultants to the existing criteria which have been adopted for approval of monuments and plaques. No changes are proposed in them. The criteria proposed here are intended for evaluation of the potential of any project to contribute to the proposed Interpretation Strategy and Plan.

4.1 DEFINITION OF CRITERIA

Specific criteria have been developed to determine (1) if a proposed facility or programme should be considered for inclusion in The Forks Interpretation Plan, and, if so, (2) what level of priority should be assigned to it as a component in the plan. The criteria are presented in two categories:

(1) mandatory criteria which must be satisfied if a proposal is to be considered, and

(2) evaluation criteria which are used to establish priorities for inclusion within the Interpretation Plan.

4.1.1 Mandatory Criteria

SIGNIFICANCE AND RELEVANCE

The proposed project or programme must be significant to the history and culture of Winnipeg and have a direct and tangible connection with The Forks.

ACCESSIBILITY TO PUBLIC

The project or programme must be accessible to the public, and it must be oriented to public use and enjoyment.

CONTRIBUTION TO HERITAGE UNDERSTANDING

The project or programme must contribute to an understanding and appreciation of our heritage and be related to the central theme of The Forks as a meeting place.

PUBLIC SUPPORT

The project or programme must have significant public support demonstrated by a willingness to contribute to capital and operating costs, or there must be a strong indication that the project will attract such support.

4.1.2 Evaluating Mandatory Criteria

The evaluation of each criterion will be based upon the following scale:

Very High	10
Significant	5
Above average	3
Positive	1
Not positive	0

The minimum score to be attained for each of the criteria would be 3. The minimum total score would be 15. This will ensure that some of the criteria receive either a very high or significant rating.

4.1.3 Evaluation Criteria*THEMATIC RELEVANCE AND SIGNIFICANCE*

The thematic content of proposed facility or programme should be relevant to the history and setting of The Forks and the thematic framework adopted for the area. For a better than average rating, the proposed project should also have a strong link to the specific heritage of The Forks and should offer something of unique value to the area. A high rating would also be appropriate for a project for which location at the The Forks will provide a unique heritage opportunity which could not be achieved elsewhere.

AUDIENCE APPEAL

How relevant will the facility or programme be to those audiences targeted at The Forks? Will the proposed activity be of interest to the people of Winnipeg? Is it capable of generating interest and support in other areas at the Forks? For a better than average rating, a proposed project should appeal strongly to a broad audience of both tourists and Winnipeggers. This should be assessed to ensure a sufficient variety of things to do, to appeal to a broad range of people, to attract repeat visitors, and to introduce seasonal variations.

INTENSITY AND DURATION

What role will the facility or programme play in the overall package of attractions at The Forks? To receive a better than average rating the experience offered should have a major impact and act as an attraction to visitors.

COMPATIBILITY AND SYNERGY

How well will proposed facilities and programmes fit in with projects that are already successful at the site or that have already proven to be successful elsewhere? A high rating should be reserved for those projects which offer a high level of positive synergy. Ratings should be lowered if there is any indication of a negative impact. Will a non-commercial facility or programme compete or complement with a commercial initiative on or off The Forks site?

COMMUNITY LINKS

Does the proposed project offer a opportunity to build stronger links with heritage facilities or resources elsewhere in the City? A high rating should be reserved for projects which will foster such links and empower people to explore and participate more in their city? It is important to determine whether such potential linkages will be positive for both The Forks and other existing programmes or facilities.

DESIGN AND COMPATIBILITY

Is the proposed facility or programme consistent with or complementary to the design criteria and the physical landscape of The Forks? All proposals should respond to heritage conservation needs for all heritage structures and potential archaeological resources at The Forks. To receive a higher than average rating, a proposed project should make a positive contribution to the landscape and architecture of the area.

COMMUNITY SUPPORT

The levels of popular support should be assessed on the basis of both numbers of people and groups, and the quality of the attraction. Is there provision for public participation in the development of The Forks? It will be important for the development to respond to interests and resources in the community, and to cultivate a broad range of ownership, in order to ensure that the people of Winnipeg feel a sense of ownership and pride at The Forks. High ratings should be reserved for those that do so.

EDUCATIONAL AND INSPIRATIONAL POTENTIAL

Is the proposal a meaningful addition to the public understanding and enjoyment of The Forks? The degree to which the event, programme, or facility can inform and inspire community pride and understanding should be gauged. High ratings would go to those projects which offer such benefits as well as significant opportunities to contribute to the educational programmes of Winnipeg schools.

PUBLIC ACCESS AND PEOPLE ORIENTATION

What form of public access will the proposed facility or programme offer? What development options will offer the most effective and best quality public access to the site? Do proposed programmes and options offer year-round public access to a broad range of ethnic groups -- to different language groups? -- to disabled persons? What role will a facility or programme play during the different seasons at the site? Will its appeal and utility be limited to one or two seasons, or will it be active throughout the year?

OPERATING AND FISCAL ISSUES

Are there any opportunities for sponsorship or corporate support for the proposed programme or facility? If public support is required, is there a firm commitment for such support? Will it provide a positive financial contribution by attracting or holding visitors to use other services or facilities at The Forks? For commercial ventures it should be considered if the facility is likely to be profit-making or self-supporting on a continuing basis. High ratings should be reserved for projects which will contribute to the financial health of The Forks.

4.2 ASSESSMENT OF PROPOSALS

The standardized review criteria recommended here will help to ensure that evaluation is based upon standardized criteria. It is equally important that the process of review and evaluation should be seen to be fair and open. Key stages in the proposal and review process will include:

- . preliminary submission
- . full submission
- . evaluation
- . decision

4.2.1 Preliminary Submission

- . The applicant submits a request to present a proposal or the staff put forward a concept for consideration.
- . The applicant is sent a package which explains the approval procedure and includes an initial application form.
- . The application is evaluated by The Forks Renewal Corporation staff to ensure that it meets mandatory criteria. No further evaluation will take place at this time.
- . The application is either accepted for further consideration or rejected.

4.2.2 Full Submission

- . If the initial application meets all mandatory criteria, the applicant will be asked to provide more detailed information in support of the proposal on forms which will be provided by The Forks.
- . The proposal form will include data fields directly related to the evaluation criteria.
- . The submission will include documentation of the need for the project and an indication of support and/or financial feasibility of continued maintenance and operation.
- . The application will also indicate proposed sources for capital funding as well as a design concept.

- . Additional research by The Forks staff may be required on some proposals, but applications will be judged on the basis of information submitted.

4.2.3 Evaluation

- . A dossier will be prepared on each proposal by staff incorporating the completed application with additional material and comments prepared by staff. Their comments and recommendation will include an assessment of how the proposal fits into the interpretation master plan for the site.
- . Each dossier will then be reviewed by the Heritage Advisory Committee. The evaluation of each proposal will be based upon standardized rating sheets which assign a score for each evaluation criterion.
- . Rating will be based upon the following scale:

Very High	10
Significant	5
Above average	3
Positive	1
Not positive	0

- . The Heritage Advisory Committee may receive any additional oral or written submissions on behalf of a proposal.

4.2.4 Decision

- . The Heritage Advisory Committee will make a recommendation for final consideration by the Heritage Committee of the Forks Renewal Corporation Board and ultimately the full Board.
- . Proposals may be accepted in whole or in part or rejected with whatever conditions the Board deem to be appropriate.

5. DESIGN CRITERIA

5. DESIGN CRITERIA

The following section, Design Criteria, examines the physical fabric at the Forks and in the surrounding district in order to explore ways in which the site can enhance and incorporate components of the interpretation programme. In this way there is a potential for a greater degree of relevance and an assurance that the historic features are fully developed.

The junction of the Assiniboine and the Red Rivers has served as a gathering place from time immemorial. This function and the symbolism it conveys is important, with historic and cultural relevance to Winnipeg and the Prairies.

There is an enormous amount of 'potency' or symbolism associated with the site. To date programming has not fully capitalized on the evocative power inherent at the site. The most evident example where this symbolism has been developed is the public archaeology programme. What is needed is to take the statement of 'Meeting Place' and to give practical applications through a variety of interpretation programmes.

Our mandate requires a strategy which gives credence to the diverse and sometimes contradictory demands for the site's redevelopment. Previous studies have approached the analysis of the site from an urban planning point of view. This study adds an additional layer to this process by approaching the assessment from the standpoint of a historic interpretation.

The design criteria have the objectives of:

- a commemoration of Prairie symbolism, and
- the accommodation of practical functions.

These two objectives will sometimes be in conflict with each other. A thrust of this section is to ensure that both elements of symbol and practicality can be integrated. The architecture, topography, archaeology, and landscape of The Forks can provide some of the vehicles by which these objectives can be achieved.

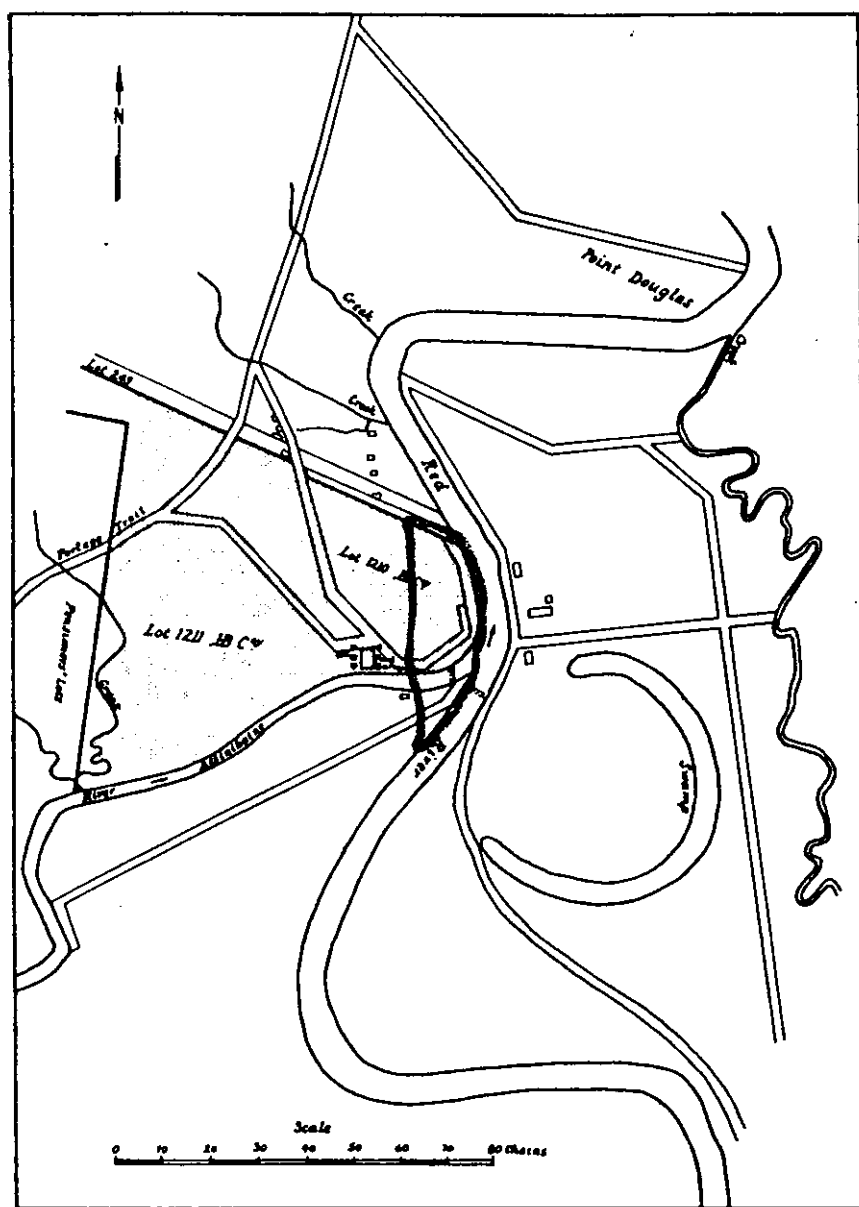
5.1 URBAN PATTERN

The pattern of land form, the intersection of the two rivers, the orientation of major streets all converge on the Forks property. If one views central Winnipeg from the air, the city pattern radiates out from this area. It is linked to St. Boniface by bridge; it is next to the Exchange District; major city streets including Assiniboine, Broadway, York, Mary, Provencher, Portage, and Notre Dame all can be referenced back to early land settlement patterns and routes leading to the Forks. Historic maps document the location of at least six trails which lead past the Forks.

The Forks was laid out and subdivided as part of Hudson's Bay Reserve Lands with Broadway Avenue linking it by a formal drive to the Legislature Buildings. It was not until the coming of the railway that this pattern changed.

The utilization of the Hudson's Bay Company Flats for the terminal facilities resulted in the closing off of Broadway which had previously run through to the Red River. The bermed railway line superimposed over this traditional urban pattern created a barrier which effectively cut off the Forks from the City.

The reinstatement of access to The Forks and linking it to other parts of the city will be handled through a series of portals or gates.



Hudson's Bay Company Reserve around Upper Fort Garry, c.1870.
(From a plan reproduced in J. Warkentin and R.I. Ruggle,
Manitoba Historical Atlas. The Historical and Scientific
Society of Manitoba, Winnipeg, 1970. Plate 76.)

5.2 MAIN STREET VISUAL ACCESS

Main Street was the major commercial artery in Winnipeg at the time Union Station was constructed. Main Street and Union Station, which together delineate the western boundary, have a special role in clarifying and redefining the relationship of the Forks to the city. The railway is a theme for interpretation. The Union Station and the berm running along Main Street are architecturally and topographically the most significant features on the site. The station, set at axis to Broadway Avenue, dominates this part of Main Street. The gates to upper Fort Garry, located in a small memorial park across from the station, are important as a part of the visual history of the area.

Throughout the history of the city, transportation routes have been a significant factor in its growth. Union Station is a reminder of a change from water to rail transportation. The Winnipeg Station is a dignified statement of the Beaux Arts School of architecture. Its monumental scale, symmetry of arrangement, axial terminus of Broadway Avenue, and use of the site make it a precious part of the city's heritage.

Tree-lined Broadway Avenue satisfied 'City Beautiful' precepts and has maintained these characteristics. This is an important historic streetscape and should be treated as an interpretive resource. Main Street continues to function as mixed commercial but could no longer be considered a major commercial artery.

Part of the Union Station is vacant. Planning should consider reuse of the building, reuse of the glazed sheds covering the tracks, reuse of the loading bays. The rotunda would provide excellent display space for the 'Countess of Dufferin' and a focus for railway interpretation.

The model railway society has an exhibit in the station, and there is an active school tour programme. The potential exists that the station could link Main Street and The Forks. The pedestrian underpass which is presently being used for a waiting room, could provide pedestrian access as well as a first link to a public concourse system.

5.3 VIEWS AND VANTAGE POINTS

Throughout the site there are a number of vantage points from which one has an unobstructed view of St. Boniface, parts of the Rivers and back at the city's skyline. The new observation tower at the Market provides a dramatic view along the rivers, and for railway buffs the aerial view of the tracks is interesting. South Point becomes a fine vantage point as do views off the two bridges over the Assiniboine River.

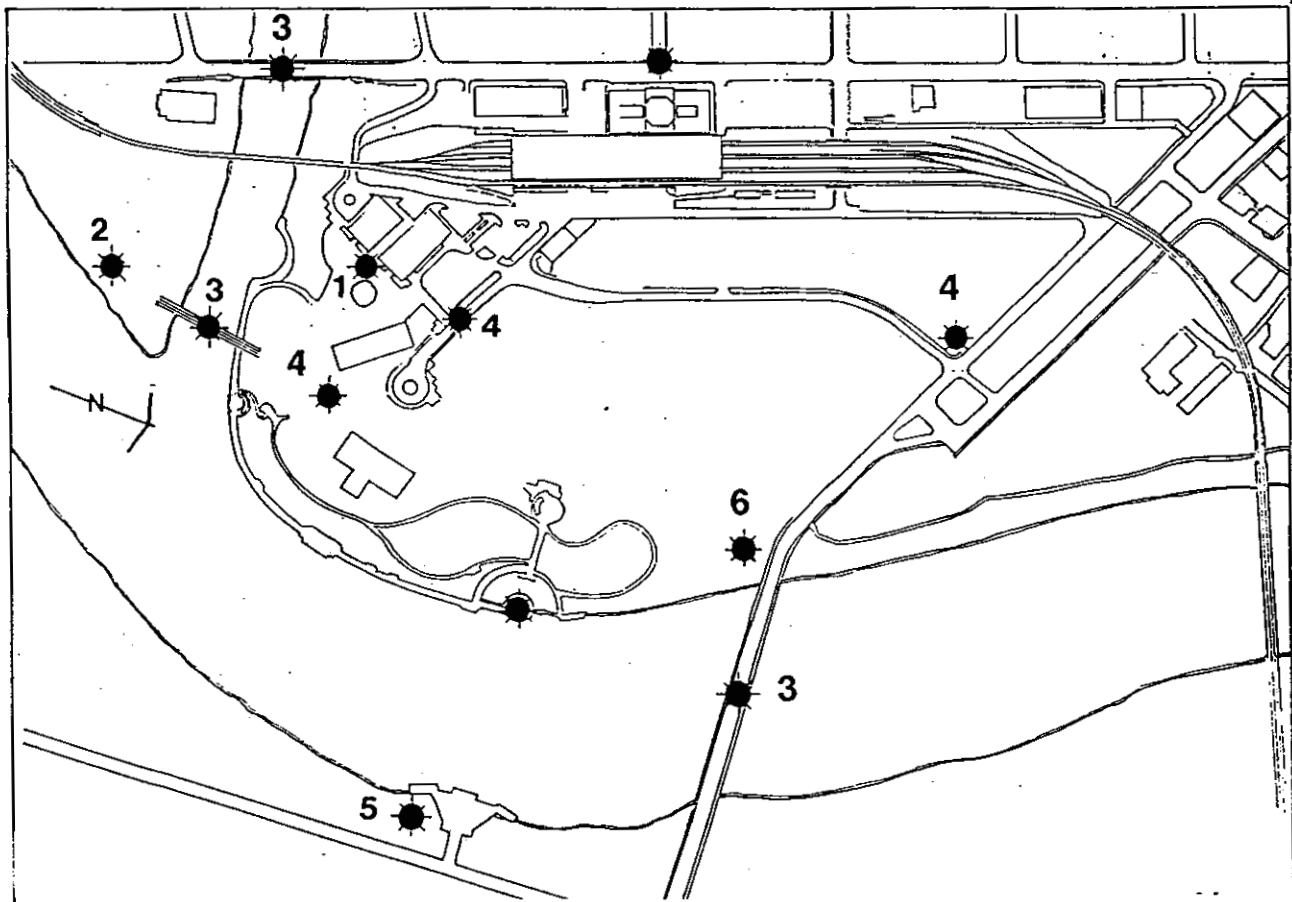


A major site line between Union Station and the Basilica across the river is an aspect of the site development already in place. This site line relates to the Beaux Art planning and 'City Beautiful' Movement.

The railway berm cuts off all formal views into the Forks from the city. Essentially views and vantage points fall into two categories, from across the river and from the site looking back at the city or along the river.

The views from the site looking back at the city are unobstructed and quite dramatic vistas. Similarly, views across to the Basilica and north and south along the river are panoramic. Vantage points within the site do not set up formal axial relationships, nor is it something which should be sought. These vantage points are more picturesque and random, encouraging a meandering approach to site circulation and placement of features.

These vantage points offer potential locations for kiosks, interpretive signage, and the location of plaques and memorials.



VIEWS AND VANTAGE POINTS

The Forks site is low, and because of the railway berm, views are restricted. Vantage points provide views for looking out either along the river or panoramas of St. Boniface and the Winnipeg skyline. The best views of The Forks are from the Red River and St. Boniface.

- 1 Observation Tower
- 2 South Point
- 3 Bridge
- 4 The Forks
- 5 Basilica
- 6 Tour Boat Tower

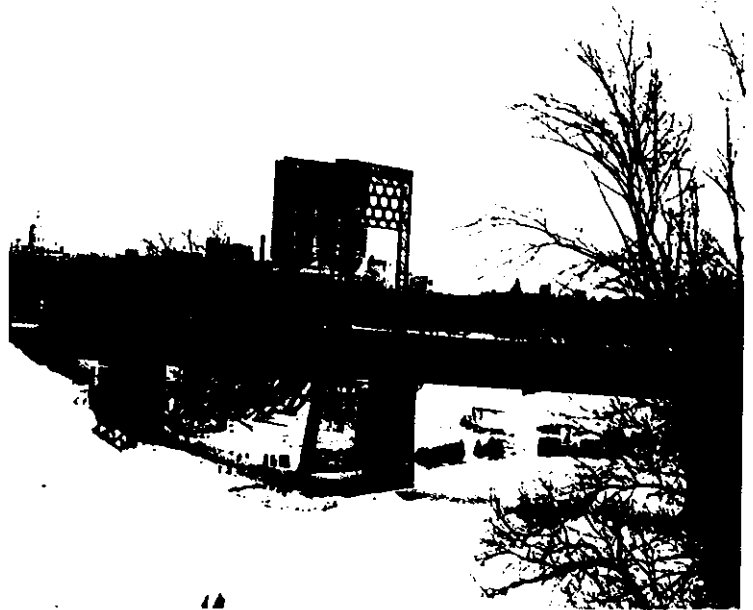
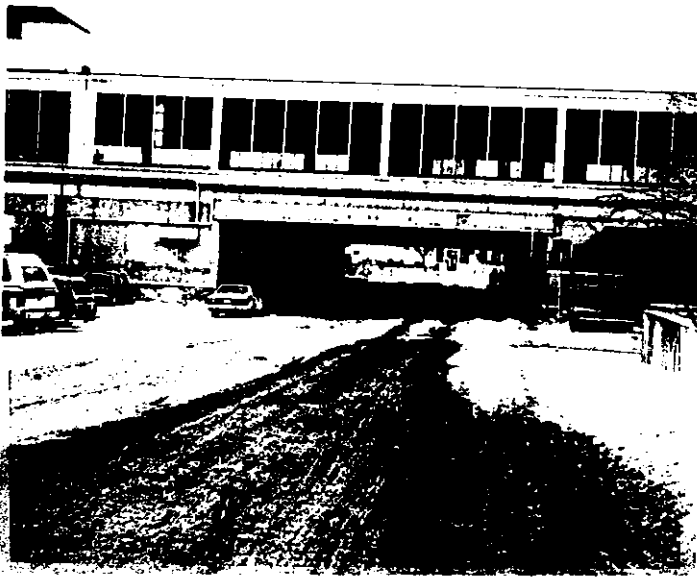
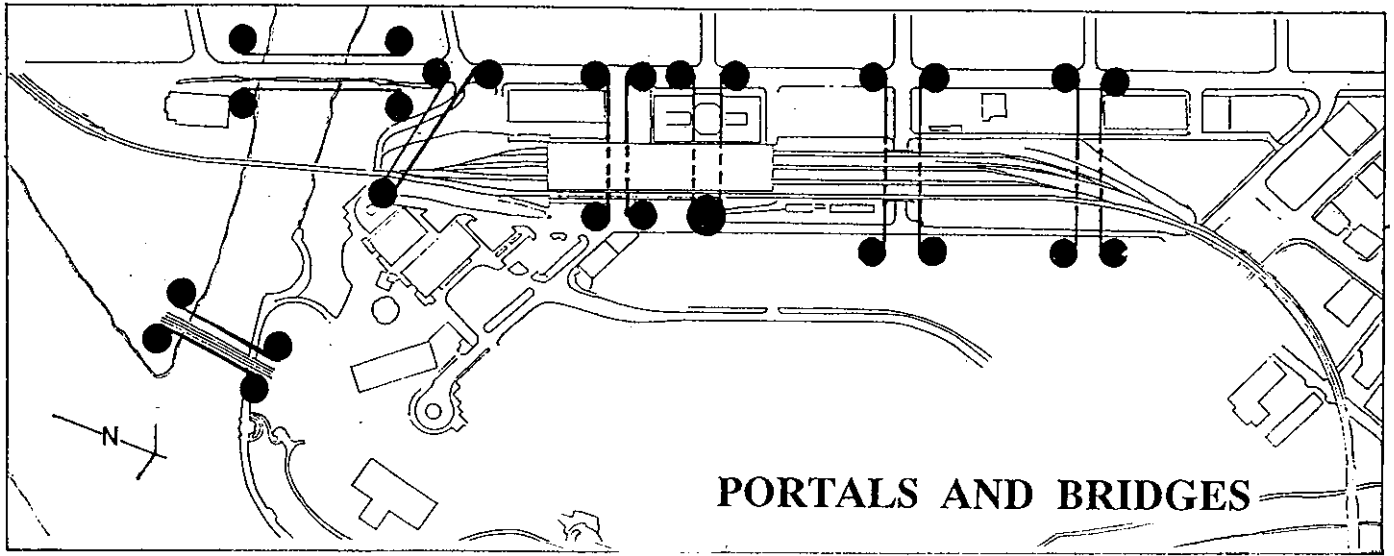
5.4 PORTALS AND BRIDGES

Along Main Street the planned portals, entrance gates, and bridges are important in defining the edge. It would be worthwhile to look at Main Street entrances to include streetscape improvements on both sides of the street and linking them to Broadway Avenue. The Forks Development Corporation should incorporate Main Street enhancement as a first priority. The issue of jurisdiction between the various property owners will have to be addressed, but should not be the cause of inaction.

The necessary functional connectors including underpasses, bridges, and portals should be designed to create a presences for The Forks. Along Main Street, they can be designed as thresholds which visually extend the boundaries. These entrances have the potential of becoming highly visible nodes. This will be archived by markings, by using plantings, and/or architectural forms to delineate and accentuate the entrances. Such areas can become excellent locations for art and memorials as a part of The Forks' commemoration programmes.

A number of design concepts have been developed by students at the University of Manitoba. These designs range from strictly urban beautification to more elaborate architectural treatments. Because of the importance of these point of entry the concepts should promote interpretive themes and reinforce the concept of arrival -- Getting to the Meeting Place.

Perhaps the walls of the underpass could incorporate architectural fragments or be designed as murals depicting moments in history of The Forks or of the City.



The portals and bridges enforce the sense of entrance to The Forks. They offer the potential as interpretive areas or as locations for commemorative features.

5.5 LANDSCAPE

The landscape and architecture are united in defining the heritage character of the Forks. The high art image of the Beaux Arts Union Station maximizes site and building as a dramatic front entrance and distinct link with downtown Winnipeg. The railyards and utilitarian buildings are in contrast and suggest a much less formal image. And from the river banks the Forks appears as a green foreground to the city's composite skyline. At present there is very little green space in the core of the city making this river bank park additionally important.

For most of its history The Forks has been a landscape site with temporary structures located in a functional manner in response to a need. The principle land form is the man-made railway berm along Main Street. Parking lots are a necessary part of site development; and a major part of the site will remain undeveloped until new uses are approved. The wooded river bank and South Point are the only visible reminders of the pre-urban appearance. These areas contribute to the site's image as a meeting place.

A model which could be used is one established by the National Capital Commission for LeBreton Flats in Ottawa. At the Flats, an interim planning stage allowed for public park and green space in this area which is ultimately being developed for mixed residential and institutional use. This interim policy has been in place for twenty-five years with the area's ultimate development proceeding only now in 1990. The benefits to Ottawa in terms of use and aesthetic considerations over this period have made this interim step more than worthwhile.

There is some resistance to the development, but for most citizens it was and has always been clearly earmarked for development, and they are prepared to accept these new endeavours to develop the lands. A similar two-staged plan might be considered by The Forks Renewal Corporation for part of the areas now designated for future development.

The landscape development should respect three main categories or character areas which are apparent at the Forks::

River Bank and South Point

The topography of the Forks is low and flat. A shifting river bank with annual flooding has meant erosion and very little long-term vegetation. South Point, the National Historic Park, and the Basilica across the river are the largest open spaces in the core area of the city and are important as such.

The treatment of the site by the Canadian Parks Service is very much in the tradition of park design, with picturesque meandering paths and random nodes. The use of Stonehenge imagery for the interpretive theatre emphasizes this character. Development of lands related to the railyards could continue this landscape approach.

The Formal Ordered Landscape

Union Station, Main Street, Broadway Avenue, and the railway berm form a very dramatic man-made landscape, much of which is based on Beaux Arts tradition of formality and axial relations. This ordered formal landscape does not transcend into the railway yards at the present time. The elaborate design features could be utilized at the underpasses, and a feature to be maintained would be the views from the site across the River to the Basilica.

The Railway Yards Landscape

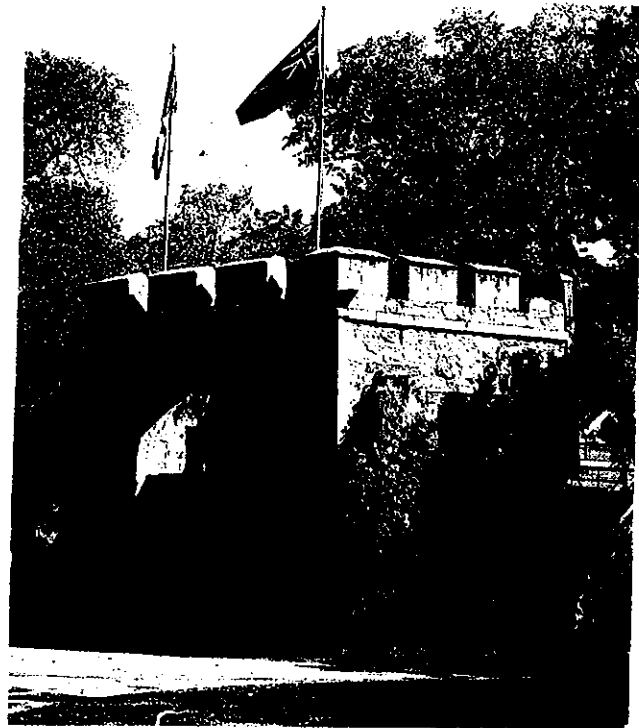
The landscape image of the site was historically natural grassed flats, and later, rail yards. The imposition of an ordered site plan relates to this latter period. Traditionally it was an ordered but industrial in character and this image should be retained. The site does not lend itself to the Beaux Art image of Union Station. Fingers of this formal image will extend through the portals and underpasses as will fingers of the natural landscape from the river extend into this area along pathways and the pedestrian links. The layout of the site should try to retain the diagonal pattern which was a feature of the railyards. The overall landscape treatment should more closely resemble the treatment along the river's edge initiated by Canadian Parks Service.

5.6 ARCHAEOLOGICAL FEATURES

The Forks is an archaeological site first and foremost; much of the early history pertaining to the theme 'meeting place' is documented below grade. The programming, the field work, the analysis, storage and exhibiting of finds are all essential to the understanding of the site. Basic mapping identifying potential and recorded sites should be a standard tool in selection of sites for development. A location plan showing the sites of buildings is available and should form part of the site analysis.

No spectacular 'finds' exist and few artifacts have any aesthetic appeal whatsoever. Moreover, the record is complex and many questions remain (file 3.0, Tony Buckner). This is a common interpretive problem, for which public archaeology is an innovative solution. Thus, the archaeological process becomes the resource. An ongoing commitment is implied, and public support is essential. Other examples where this approach was used are the 'Discovering Mankind' exhibit at the Royal Ontario Museum and the open conservation programme at the Rotterdam Maritime Museum.

*Upper Fort Garry Park
across the street from
Union Station is an
archaeological site
interpreting the fur
trade era.*



5.7 BUILDINGS AND STRUCTURES

The existing buildings including the two market buildings, the Johnson Terminal and the B and B Building, are located at the outer edge of the site near the Assiniboine River. The central heating plant located more centrally was constructed for a different function but has much the same character. All are representative of architecture associated with the railway era. They were constructed as utilitarian, industrial buildings. Regularity of form results from evenly-spaced piers and horizontal spandrels. All of the buildings have a nearly flat roof. All are a buff brick with Tyndall limestone trim details. Although constructed at different periods there is a similarity in scale, form, building motif, and materials. All of these factors contribute to a degree of unity.

Features common to the four terminal/warehouse buildings are the corbelled brick detail at the spandrels and the cornice level giving the buildings a decorative element. Vertical piers and recessed horizontal spandrels articulate the facades. The rhythm achieved by regular horizontal and vertical divisions is common to the all of the buildings as is the use of brick. Future design at the Forks should recognize and acknowledge the aspects of rhythm and scale, materials, and texture.

The Manitoba Heritage Council evaluated all of the structures at The Forks and recommended that the following were of provincial heritage significance and should be designated under The Heritage Resources Act:

1. the B & B Building (originally the Northern Pacific and Manitoba Railway Engine House)
2. the Canadian National Railways Express Garage (originally the Grand Trunk Pacific Railway Stables)
3. the Training Centre Building (originally the Canadian Northern Cartage Company Stables)
4. the Low Level Bridge.
5. the City of Winnipeg has designated the Johnson Terminal as a Grade III heritage building under the City's Historic Building By-Law.

The Minister of Culture, Heritage and Recreation has requested The Forks Renewal Corporation to treat the structures as if designated until actual designation takes place.

*Additions and renewal
to the two stable
buildings offer an
example of a potential
direction.*



*Hotson, Bakker Architects
developed a set of design
guidelines to ensure a
distinction between old
and new.*



Description of Buildings and Structures

The B & B Building, constructed in 1889, is the oldest of the four buildings, and one of the oldest industrial buildings in Winnipeg. It is part of the original rail terminal complex and is of historical importance. Architecturally it is a charming, beautifully-scaled building. Redevelopment of this building should rigorously use the building in a literal way. It would be a mistake to allow changes to this building's facade. As the structure closest to the river, the B & B Building may play a pivotal role in the development of interpretative programmes and visitor use options.

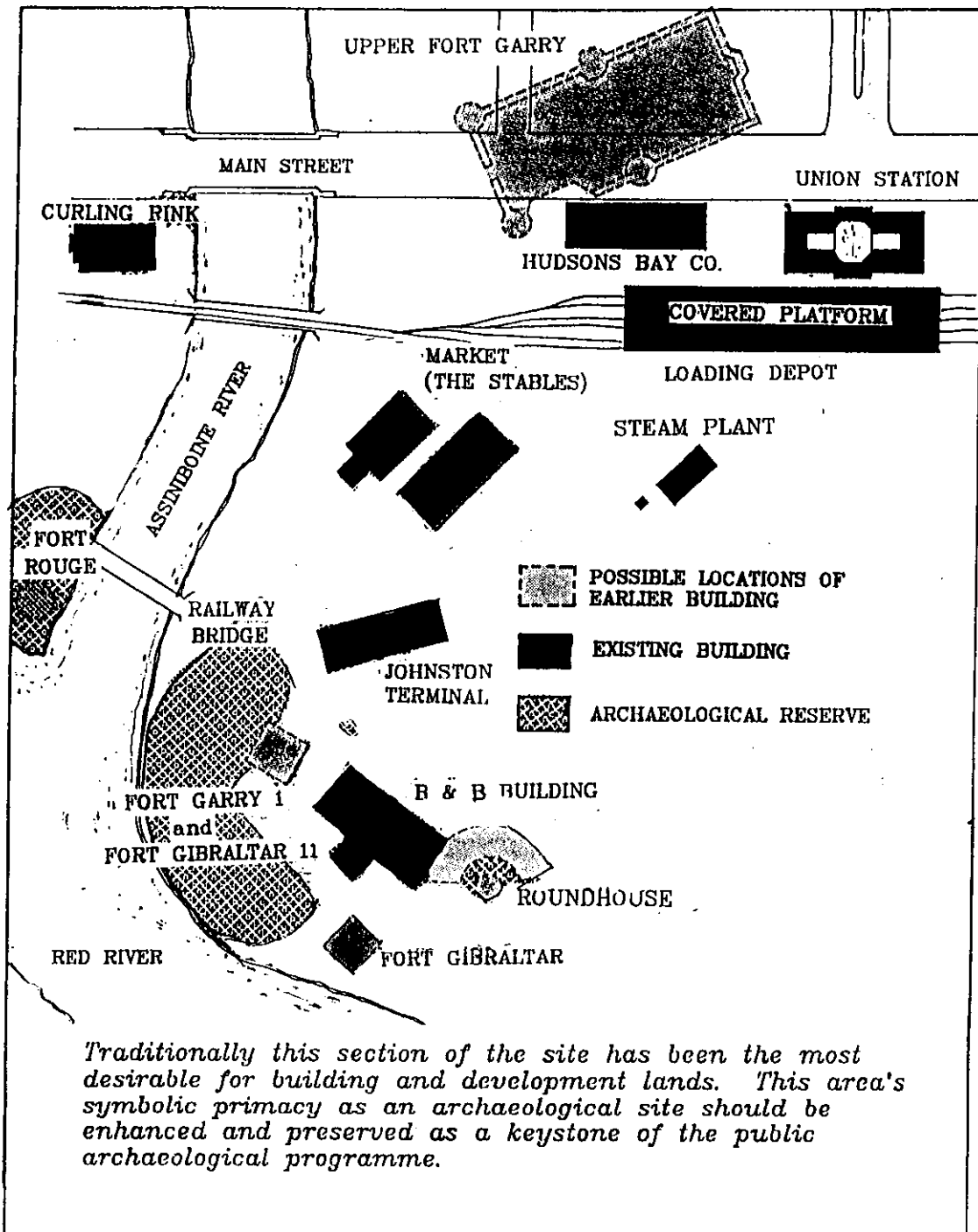
The Grand Trunk Pacific Railway Stables (1910) and the Canadian Northern Cartage Co. Stables (1909) are both functional buff brick buildings. The archway entrances are the most notable features as is the corbeled buff brick detailing.

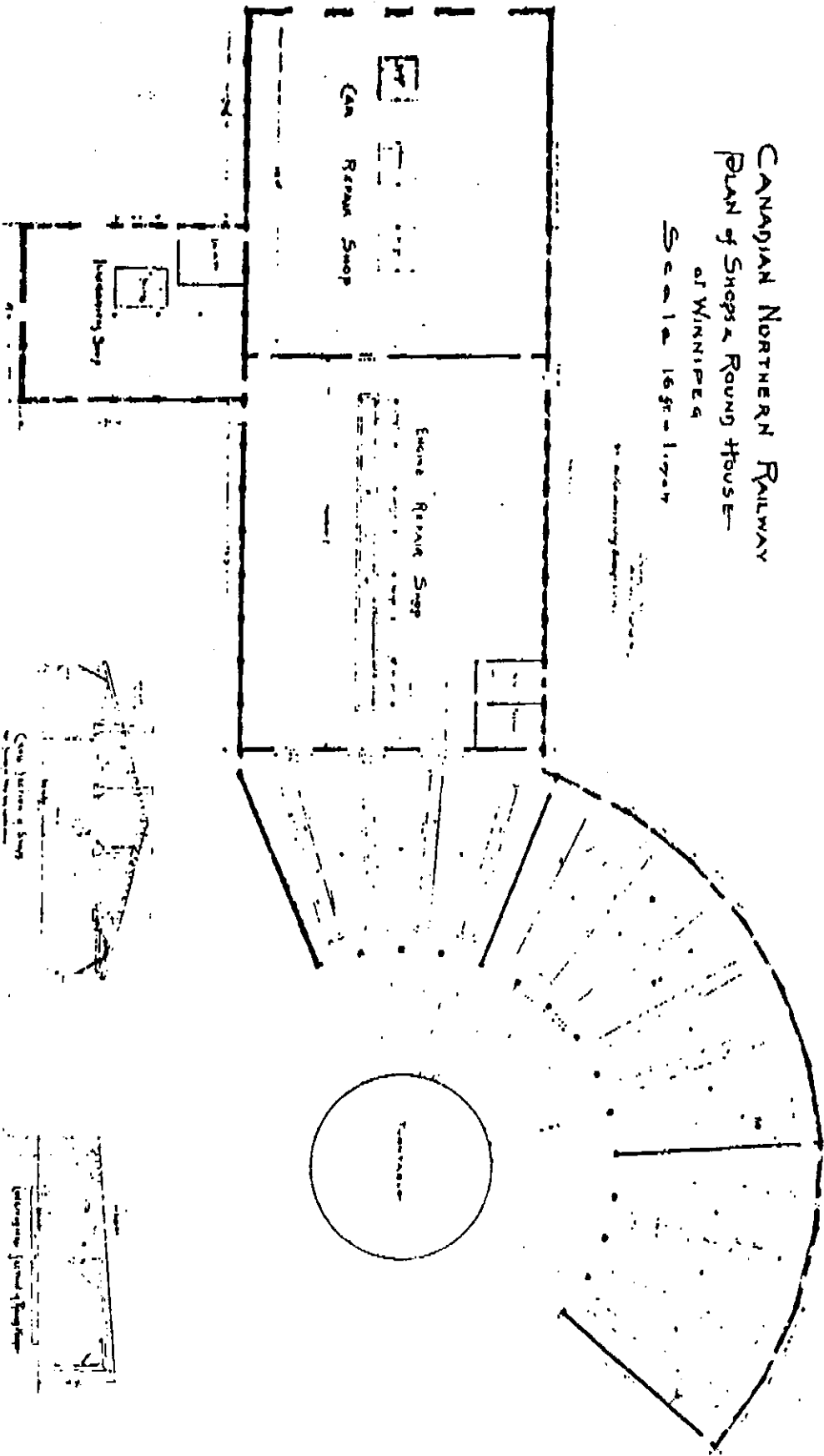
Additions and renewal of the Stable Buildings offer an example of a potential direction that the rehabilitation could be taken. New construction has been executed in steel and glass, using Tyndall stone for trim and detailing, glazed atrium between buildings, and rough textured stucco for surface finish. These materials are in contrast to original brick materials. An elevator and look-out tower provide a focus and a landmark feature. New openings use a masonry architectural technique to replicate original openings, and colour was used to distinguish new parts (teal green) from old parts (rusty red).

Canadian National Railways Low Level Bridge, 1909-10, is the only surviving intact example in Manitoba of a Bascule Bridge which relies on the huge concrete weight overhead to lift the deck. It is important as an engineering structure and as a symbol of the rail era.

The Johnson Terminals Building was erected by the Canadian National Railways. The four-storey warehouse was constructed in two stages between 1928 and 1930. (It is probably one of the largest warehouse buildings in Winnipeg.) Although not a unique architectural or historical building, there is a certain regularity and massing which should be respected.

The Central Heating Plant is later, dating from 1947-48. It is the last major building to be erected in the East Yards. It is brick with concrete banding. The front entranceway with ornamental stone bands give it an 'art moderne' element. The building is divided into an administration section and the power with a free-standing, 120-foot tall concrete chimney.





CANADIAN NORTHERN RAILWAY
 PLAN of SHOPS & ROUND HOUSE—
 of WINNIPEG

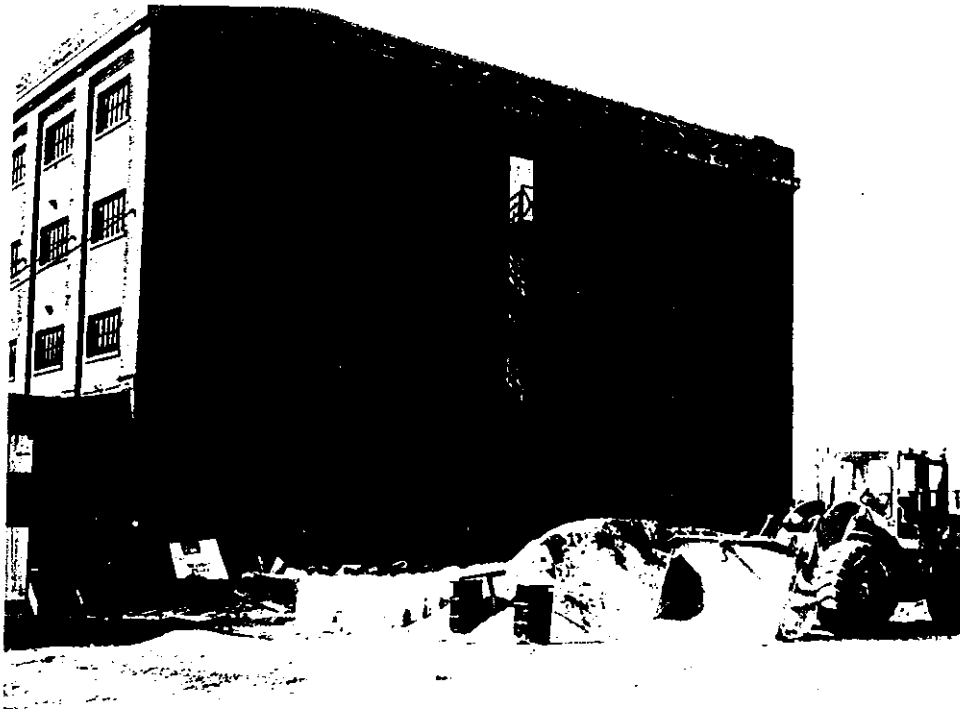
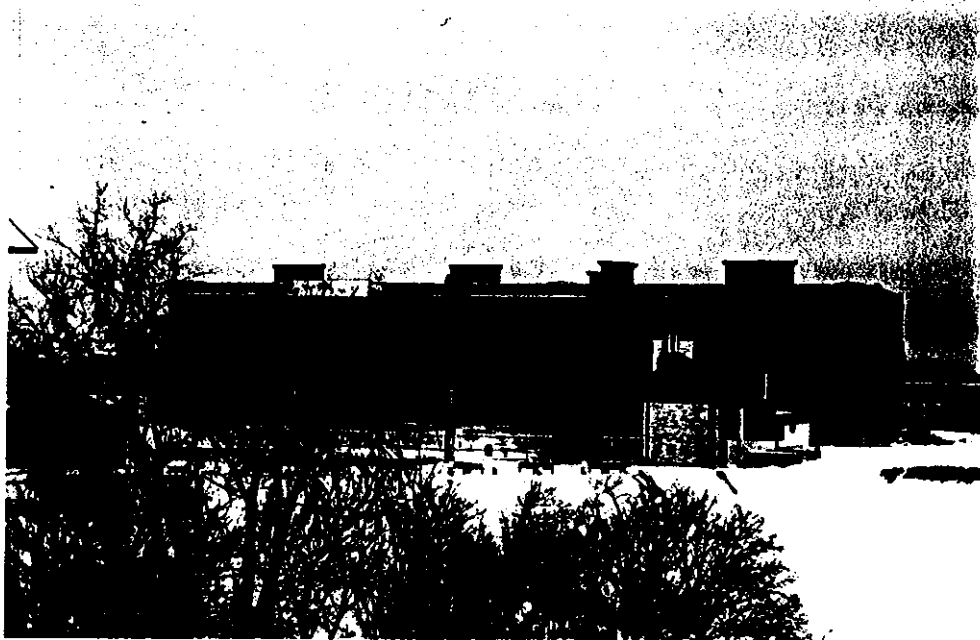
Scale 1/8" = 1'-0"

Figure 1 This early plan of the roundhouse and repair facility might be considered as an alternate layout for The Children's Museum.



The B. & B. Building is the oldest industrial building on the site, and one of the oldest in Winnipeg.

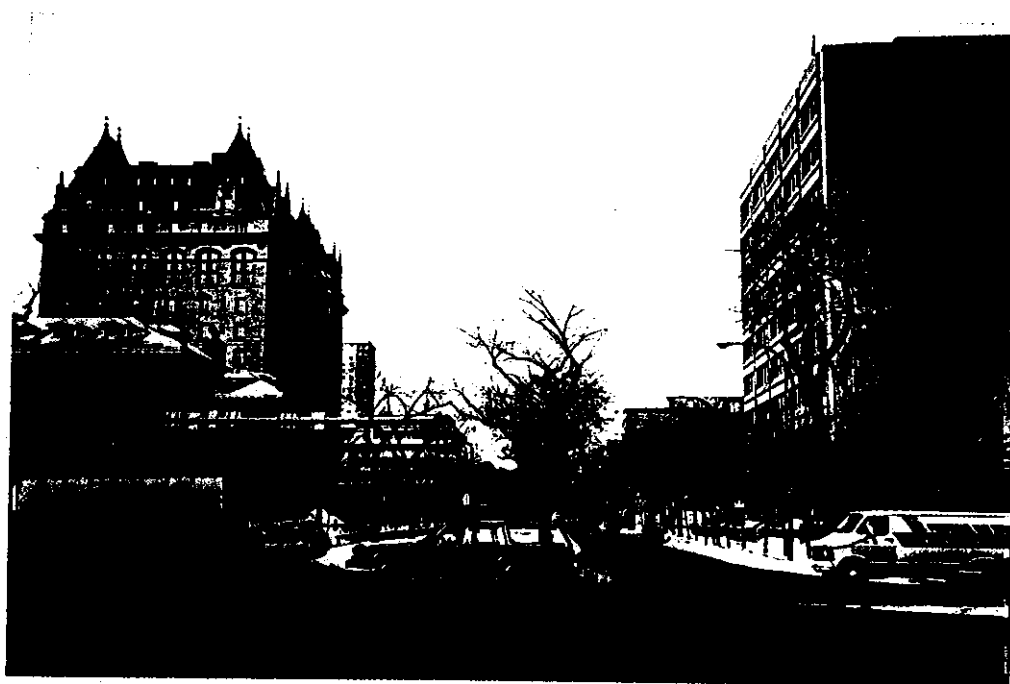




The Johnston Terminal is classified as a Grade III historic building under the City of Winnipeg Historic Sites By-Law.



Union Station is a designated historic site and an important component in the historic interpretation of The Forks.



The view from the Union Station along the tree-lined boulevard of Broadway Avenue is an extremely fine example of Beaux Art City Planning.



Loading bays along the rear of Union Station could be converted to commercial or exhibit space.



Remnants of the limestone setts can be found at the portal entrance beside Union Station.

6. COMMUNITY CONSULTATION

6. COMMUNITY CONSULTATION

A detailed community consultation process was part of the development of this Interpretation Plan. A number of local service organizations and heritage associations were contacted by the consultants, and those groups that were willing to participate in the study were interviewed, using previously distributed copies of the Phase I Report as the departure point for discussion.

The intent of these interviews was to:

- . provide some indication of a selection of community interests and attitudes with regard to interpretation at The Forks. The objective was not to develop a comprehensive overview of community opinions, but rather to identify the important opportunities or areas of concern which may have not been explored in the Phase I Report;
- . ensure that the proposals and recommendations in the Interpretation Plan do not duplicate any existing or planned initiatives in the area, but complement other heritage and leisure programmes -- while adding a new and unique experience to Winnipeg.

The results of the community consultation interviews are listed in terms of possible recommendations and options for the Interpretation Plan or the long-range development of heritage resources at The Forks. The results are listed according to organization:

Native Advisory Committee:

- . recommend a proactive approach, agree with Phase I Report's proposal to use a definition of heritage programming to screen proposals for development at The Forks;
- . heritage sites and activities should be located throughout the site, heritage programming should not be confined to any single area or zone;
- . include views and experience of Elders in development of all Native heritage interpretation;
- . include modern Native themes and concerns in Forks interpretation. Winnipeg has one of the largest aboriginal populations in North America, therefore it is very appropriate to communicate messages which deal with the future of Native peoples;

- . there should be meaningful links between site heritage interpretation and activities/facilities of new Native Centre on the site.

Manitoba Heritage Federation:

- . recommend that heritage interpretation at The Forks take on a provincial, as well as a local character, ie. The Forks is a "Manitoba place" not just a "Winnipeg place";
- . approve of the natural history and transportation themes recommended as basis for heritage interpretation in Phase I Report;
- . suggest that human history, "people themes" are the most important to heritage interpretation at the site, therefore they recommend that the topics of immigration and the settlement of Manitoba be emphasized more;
- . want recommendations for heritage interpretation in Phase I Report to be more concrete and detailed;
- . the Federation made the following specific recommendations:
 - . continue the Public Archaeology Programme at The Forks
 - . the Corporation should encourage community heritage groups to locate their offices and programmes at The Forks
 - . the Corporation should establish a long-term mechanism to involve heritage groups in the development of the site
 - . favourable to the idea of some form of object theatre presentation with a heritage theme at The Forks
 - . they would oppose any initiative to construct an arena at the site
 - . recommend museums, orientation signs, as well as historic plaques and activities on the site, but avoid duplicating the activities and displays of the nearby Manitoba Museum of Man and Nature. It is appropriate to involve the Provincial Museum in long-range heritage planning at The Forks

Heritage Winnipeg (1):

- . their experience has told them that people want the following experiences and resources at The Forks:
 - . parks and green space
 - . historical interpretation of Native occupation of the site
 - . representations of railway history
 - . celebrations of Winnipeg's ethnic diversity
- . feel that the Interpretation Plan should avoid proposals that are too general or vague, and the Plan should include more substantive ideas on specific themes for heritage interpretation;
- . the main criteria for selecting themes to be interpreted at the site should be authenticity rather than contrivances or juxtaposed bits of history;
- . recommended themes for interpretation at The Forks:
 - . the nature and course of Native habitation of the site. How this changed over time and was finally "discontinued"
 - . the transition period of early settlement. This early settlement theme has appropriate links to interpretation at Canadian Parks Service site
 - . the railway - the establishment of the railway and its contribution to the growth of Winnipeg and Western Canada. This interpretation could include displays of rolling stock in authentic and appropriate locations (suggest the B & B Building)
 - . illustration of Winnipeg's immigration and The Forks as the first home of many who immigrated to the area

Manitoba Historical Society:

- . recommend that the historical nature of The Forks should be emphasized over commercial development of the site;
- . feel that the Phase I Report fails to substantively represent the following important topics for interpretation:
 - . urban development and history of Winnipeg
 - . presence and history of the railway on the site
 - . history and nature of Winnipeg's commercial development
 - . immigration history since 1870
 - . feel that the representation of floods at The Forks is a major opportunity for interpretation
- . they agree with the Report's proposal to interpret the transportation theme, and feel that canoe lessons and staged steam ferries on the rivers at The Forks would be important programmes;
- . they do not agree with the Report's recommendations for signage, and feel that there is too much signage on the site already;
- . also concerned about recommendation for pathway interpretation and wonder if site can support it;
- . also concerned that regular schedule of historic pageants and live programming does not duplicate the Canadian Parks Site, or overly stretch their volunteer pool;
- . feel that the proposal for a "Mother of the West" statue is important and should in some way be addressed by the Interpretation Plan;
- . any Tourism Centre at The Forks should include a built-in heritage component.

Heritage Winnipeg (2):

- . there are a number of overall issues that should be resolved before development of the site continues:
 - . public concerns about the mandate of The Forks Corporation
 - . the Board of The Forks Corporation should be directed to seek out more funding for heritage programmes and facilities at the site
 - . the Report should emphasize the value of cultural tourism to the site -- heritage is not just a service, it is also an attraction and potential revenue generator
- . they see The Forks as a primarily urban site, therefore the natural history theme should be de-emphasized;
- . the Interpretation Plan should comment, in detail on the following heritage topics:
 - . Native history
 - . railway history
 - . ethnocultural themes

They feel it is particularly appropriate to emphasize the railway interpretation theme.

St. Boniface Historical Society:

- . development of The Forks should ensure that an "open space" remains, with water, land and sky on site;
- . themes in the Interpretation Plan should be more specific;
- . presentation of Native history and experience should be first priority ;
- . see a walking path and footbridge on the site as most desirable.

Canadian Parks Service:

- . Interpretation Plan should be precise in its understanding of mandate for Interpretation at Canadian Parks site, which focuses on events at The Forks from pre-contact to 1923;
- . Interpretation at The Forks could present the industrial and commercial history both at the site and in Winnipeg in general. This could be a meaningful link to current uses of the site and future commercial developments. This theme could also make the FRC programming unique and distinct from the Canadian Parks site;
- . development of building facades at site such as The Forks have considerable potential for interpretation and as public attractions;
- . the location of the Hudson Bay Archives is a sensitive issue that may not be able to be resolved in the context of the Interpretation Plan;
- . the Interpretation Plan should establish a specific policy with respect to legitimizing the re-location of historic buildings to the The Forks site -- in order to evaluate proposals such as heritage villages;
- . agree with Phase I recommendation for a Forks Animation Service, but this service should not duplicate Interpretation offered at the adjacent National Historic site;
- . interpretation themes should be more specifically defined -- some themes should be disallowed early on if they prove inappropriate;
- . feel that there may only be limited opportunities for wildlife and natural history interpretation at the site;
- . recommends that Union Station should be used as an important resource for heritage Interpretation;
- . vantage point analysis will help avoid over-use of plaques and monuments;
- . Interpretation Plan needs to establish architectural guidelines similar to by-laws for the Winnipeg Exchange District;

- . policies to govern the interpretation and long-range development of The Forks Public Archaeology Programme should also be offered in the Plan.

Department of Culture, Heritage and Recreation:

- . there should be a distinction between the physical heritage resources located at The Forks and the interpretation of these resources and other heritage themes;
- . physical heritage resources (buildings, structures, archaeological sites, etc.) are higher and more immediate priorities than those of interpretation and programming;
- . the Interpretation Plan should establish these priorities to be applied in the evaluation of heritage proposals for The Forks.

Manitoba Museum of Man and Nature:

- . the Interpretation Plan should not be too programme oriented. There are structural needs and heritage site requirements at The Forks;
- . the structural and facility implications of some development proposals should be addressed, e.g. the Public Archaeology Programme will have on-site storage and display needs very soon;
- . feels that historic and heritage programming should take precedence over contemporary ethnic programming;
- . more specific themes should be provided in the Interpretation Plan, e.g. there is not enough emphasis given to the immigration or steam river transport.

Subsequent comments:

- . suggest using some of the themes for heritage programming originally proposed in the Tourism Centre Concept;
- . where are the locations for the interpretation pathways?
- . additional, and very practical suggestions for local volunteer involvement is needed in the Interpretation Plan;

- . how will FRC programming develop links to local service clubs and heritage groups?

Manitoba Naturalists Society:

- . suggest that South Point of The Forks be recovered/restored as river-bottom forest demonstration area;
- . interpretation could focus on the site as appropriate place for interpretation of a river-bottom ecosystem;
- . outdoor interpretation facilities will have to be provided for environmental/natural history interpretation.

Use of Interview Findings:

The results of these community interviews informed the refinement of the Interpretation Plan and the consultants' recommendations for the implementation of heritage presentation at The Forks.

The major findings of the interviews are summarized as follows:

- . there was general agreement on the need to develop a Native Centre at The Forks. There was also agreement that the local Native community should be allowed to develop this facility according to their own timetable and priorities;
- . it appears that the "meeting place" theme with the subthemes of "transportation" and "people" were approved as the basis for interpretation at The Forks. However, almost all of those interviewed strongly indicated that they felt that specific historic topics and the expression of the themes at the site had to be more clearly defined. A number of the groups interviewed provided useful suggestions for historic themes and topics, and some of these have been incorporated into the Interpretation Plan;

- . most of the groups interviewed support existing heritage programming and facilities at, or near, The Forks -- such as the Public Archaeology Programme and the National Historic Site. The groups interviewed made the following suggestions for future heritage interpretation and facilities:
 - . build on successful programmes and encourage wide participation by other groups. However, none of the groups interviewed were able to make concrete suggestions for strategies to make heritage groups at the site more financially independent
 - . avoid duplication of programmes and do not confine heritage programmes to a single area or building on the site, rather heritage should be a part of the public experience throughout The Forks
 - . heritage programmes should be linked to other ongoing activities in creative and active ways, providing historic dimensions to other facilities, e.g. heritage food programmes at Festival Market
- . there were a variety of views regarding appropriate approaches, priorities and components for heritage interpretation at The Forks. This range of interest and divergence of opinion supports the consultants' recommendation that heritage proposals for The Forks should be developed according to an objective set of heritage planning criteria as listed in the Phase I Report.

7. INTERPRETATION PLAN

7. INTERPRETATION PLAN

In keeping with the interpretation strategy outlined in Chapter 3, the site interpretation would be based upon three elements: site interpretation features; ongoing heritage programmes such as the public archaeological programme; and programmed activities and events. The combination of these three elements comprises the Heritage Interpretation Plan.

7.1 OVERALL INTERPRETIVE OBJECTIVES

- . to incorporate and/or respond to existing or approved facilities, programmes and initiatives at The Forks;
- . to provide opportunities for public participation, and a planned means of using public interest and response as a mechanism for guiding the development of interpretation at The Forks;
- . to offer effective orientation and public access, giving The Forks a clear identity as an attraction/resource and direct people throughout the site;
- . to vividly portray the human heritage, unique natural environment and special character of The Forks.

7.2 ON SITE INTERPRETATION

Heritage interpretation throughout the site will require a physical presence which can be used as a platform for interpretation through animation as well as making information accessible at all times and seasons to self-guided visitors.

Pathfinder will be facilitated by a system of site orientation and themed interpretation nodes. A sense of identity will be facilitated through application of design guidelines and the repetition of distinctive interpretive features. Interpretive themes will be introduced by site orientation features and programmes and reinforced and explored in the interpretation nodes, major heritage programmes and programmed events.

7.2.1 Site Orientation

Site orientation will be facilitated by a coordinated signage programme and a system of thematic pathways and interpretive nodes. These will be supplemented by printed materials, audio-visual information systems and personal information programmes.

Outdoor Orientation and Directional Signage System

Objectives:

- . to provide consistent, attractive and easy-to-understand directions to the site;
- . to offer physical orientation by clearly communicating the facilities, activities at The Forks, as well as their times and locations;
- . to offer conceptual orientation by creating an enjoyable and effective summary of The Forks experience, as well as communicating highlights of experiences, adventures and amenities at the site.

Possible Means of Expression:

- . outdoor signage system -- possibly incorporating historic views of existing buildings, notable landmarks on this site, and historic names and street sign designs, as well as artifact displays and hands-on/interactives where possible;
- . use of the existing distinct and appropriate graphic logo to eloquently communicate the identity of The Forks in all of its communications with the public.

Information Services

Objectives:

- . to provide consistent, attractive and easy-to-understand directions to the site;
- . to offer physical orientation by clearly communicating the facilities, activities at The Forks, as well as their times and locations;
- . to offer conceptual orientation by creating an enjoyable and effective summary of The Forks experience, as well as communicating highlights of experiences, adventures and amenities at the site.

Possible Means of Expression:

- . Printed guides, maps, schedules of events, etc.
- . Staffed information centre(s) to provide brochures and to answer questions. These could also be used to sell more detailed guidebooks, souvenir items and tickets to special programmes or events;
- . Audio-visual terminals in key locations;

7.2.2 Exterior Interpretation

Heritage interpretation will be presented throughout the site around selected interpretation nodes or locations which can be linked in different ways by themed or special programmes. Each node will be designed in a distinctive way to facilitate and enhance heritage experiences appropriate to the theme they represent.

Special interpretation treatments will be used to enhance linkages, eg.

Colour and materials will be used as keys to connections with the chronological story represented by the Wall of Time.

Lifelike sculptural figures will be employed as a trademark feature -- similar to the worker on a park bench in Winston Churchill Square in Edmonton or figures of workers used at the Maritime Museum in Liverpool, England.

Audio interpretation systems will be used to present both ambient sound and short messages activated by visitors.

Each node will also feature some kind of public activity space -- a speaker's corner, benches for sitting, a ministage, themed playground, etc.

7.2.3 Interpretative Themes

The following section summarizes and illustrates the themes, objectives and relationships between the major elements of the recommended interpretative strategy and programme for The Forks with special attention to how they would be represented at the interpretation nodes.

Each of major themes will include two or three significant sub-themes which would receive special emphasis. All themes and sub-themes would cut across the thematic structure used at the Parks Canada site and would extend interpretation up to the present. Linkages with heritage programming in other parts of the city would be emphasized throughout.

MAJOR THEME:

Getting to the Meeting Place

Objectives:

- . to demonstrate the variety of transportation used to get to, and at The Forks, ie. to entertainingly represent Winnipeg and the regions transportation, including the C.P.R., the Fur Trade, river craft, carts, and the variety of aboriginal and northern technology including canoes, dog teams and snowmobiles;
- . to offer an area for the appreciation of transportation and technology associated with The Forks from different cultures and eras;
- . to vividly convey a sense of motion and participation associated with Forks transportation technology;
- . to illustrate the historical events, as well as local, regional, and international factors leading to the human arrival and use of The Forks;
- . to highlight the role of the fur trade and specifically the Hudson's Bay Company in Winnipeg and Manitoba history;
- . to explore the immigrant experience.

Possible Means of Expression:

- . history exhibits and demonstrations;
- . public access to archives.
- . transportation experiences, including:
 - . access to and/or interpretation of Union Station site;
 - . canoe racing and canoe making demonstrations;
 - . transport simulator rides;

to include these

- . sled competitions;
- . access to climb-in vehicles, e.g. freight train engines from the re-located Children's Museum;
- . access to H.B.C. and C.P.R. archives.

Secondary Themes:

Immigration

Objectives:

- . to illustrate how the Forks have been the point of arrival for immigrants from 1812 to the present;
- . to provide insight into the immigrant experience;
- . to celebrate the multicultural heritage of Winnipeg and Manitoba.

Means of Expression:

- . research centre for immigration history and records;
- . performance area for multicultural events and demonstrations;
- . figures representing typical immigrant experiences like arriving on train or working on the railway;
- . audio sound featuring ethnic music and short descriptions of immigrant experiences.

River Transportation

Objectives:

- . to highlight the importance of the rivers with the highways of the past;
- . to demonstrate how Native technology for river travel laid the basis for western exploration and the fur trade;
- . to provide opportunities to experience historic forms of river transportation such as canoes and river boats;

- . to explore how rivers served as highways and bridges in winter when travel on the ice replaced travel by water.

Means of Expression:

- . opportunities to rent canoes, take river boat rides, and to use the frozen river as a recreational parkway will be built around landing facilities;
- . figures illustrating transportation on the river such as an Indian building a canoe or cariole, or river boat passengers;
- . audio treatment to include ambient sounds of steam boat on river or voyageur songs;
- . demonstration of Native canoe building, snow shoe netting, etc.

Railway

Objectives:

- . to illustrate the importance of the railway in the growth of Winnipeg and the settlement of the west;
- . to provide understanding of the experience of railway travel and the special character of work on the railway.

Means of Expression:

- . Rail car with open door and scene inside featuring figures, eg. farmer loading sacks of grain or settler with carload of effects;
- . Platform which can be used as small stage or as setting for figured group of travellers;
- . Audio treatment to include railway sounds.

MAJOR THEME:*The Nature of the Meeting Place***Objectives:**

- . to interpret the physical setting of The Forks;
- . to explore how people adopt their world through technology and culture;
- . to interpret the industrial character of the site and its remaining physical structures.

Means of Expression:

- . natural history experiences, including:
 - . temporary exhibits on geomorphology;
 - . outdoor displays and tours about flora, fauna and river ecology;
- . public archaeology research station displays and programmes;
- . interpretive panels on industrial history of the site;
- . interpretive panels or plaques on remaining industrial structures.

Secondary Themes:*Natural History***Objectives:**

- . to represent the natural history of The Forks;
- . to illustrate the geology and geomorphology which lead to the formation of The Forks;
- . to explain the ecology of The Forks -- its wildlife, flora and riverine environment;

Means of Expression:

- . assembly point for wildlife lectures and nature walk;
- . ecology exhibits and trail signage;
- . signage and displays on fishing and freshwater life at The Forks;
- . displays on flooding at The Forks;
- . figural representations of typical natural fauna;
- . audio nature tours and use of natural ambient sound;
- . recreation of historic vegetation in select areas.

*Hudson's Bay Co.***Objectives:**

- . to highlight the importance of the fur trade and the role the Hudson's Bay Company played in it;
- . to provide an experience of traditional forms of transportation used during the fur trade period;
- . to explore the nature of the partnership which developed between the fur traders and Manitoba's native people.

Means of Expression:

- . location markers and plaques on actual locations of fur trade features like the early forts, warehouses, industrial buildings and landings of the Company in order to commemorate the use of the site as part of the Hudson's Bay Reserve. The markers should bear the distinctive logo of the Company;
- . demonstration area;
- . figures illustrating such fur trade vignettes as a trader with dog team, metis hunter with cart or voyageur with paddle or carrying pack over portage;

- . audio treatment to include ambient sounds of canoes on river, dog-team on the trail or Red River carts crossing the prairie and voyageur songs.

Industry

Objectives:

- . to explore the role of the Forks in Winnipeg's industrial history;
- . to interpret the industrial character of the site;
- . to celebrate the birth of western industry in Winnipeg.

Means of Expression:

- . industrial sculpture;
- . industrial themed playground;
- . figures of industrial workers at work and at rest;
- . exhibit panels on key labour history events;
- . audio interpretation of industrial soundscape and interviews with workers and their bosses.

MAJOR THEME:

Gathering at the Meeting Place

Objectives:

- . to present the human dynamic of The Fork's heritage;
- . to demonstrate the aboriginal uses of the resources of The Forks, how it lent itself to trade, subsistence and shelter as well as the community life of indigenous civilizations;
- . to illustrate more examples of the first uses of the site, the settlement of the area after contact including Indians, Metis and Europeans, and the changing ethnic and cultural composition of the region;

- . to celebrate the history, character and ethnic diversity of Winnipeg and Manitoba;
- . to experience the continuing use of the site as a meeting place for commerce, recreation and cultural experience.

Means of Expression:

- . addition of heritage elements to leisure, recreation and retail activities at The Forks;
- . staging of heritage dramas, concerts, lectures, etc. throughout performance areas and sites throughout The Forks;
- . live Native craft and technology programming;
- . Native Centre programming;
- . joint programming with re-located Children's Museum and the facilities such as the proposed ethnic and Native Centres;
- . native language interactive displays and lectures;
- . human history experiences, including:
 - . historic craft demonstrations and fairs;
 - . "mini-dramas" on Manitoba and Forks history;
 - . themed concerts and dinners at cultural centres;
 - . recreational history experiences such as reconstructed horse racing, 1920s canoe clubs, aboriginal game and sports demonstrations, and dances with heritage themes.

Secondary Themes:*Archaeology***Objectives:**

- . to explain how archaeology can lead to an understanding of past cultures;
- . to introduce visitors to the joy of discovery;
- . to sensitize people to the fragility of archaeological information.

Means of Expression:

- . portable exhibit kiosk which can be located near any active excavation;
- . figural representation of typical archaeologist;
- . audio interpretation related to current research;
- . gathering point for archaeology tours of site.

*Native Peoples***Objectives:**

- . to learn about the contributions made by Native peoples to Winnipeg and Manitoba;
- . to explore native traditions and experience its richness;
- . to build bridges of understanding between Native peoples and other Manitobans.

Means of Expression:

- . performance space;
- . figures representing the historic and modern faces of native culture;
- . audio interpretation of native music and taped conversations with Native peoples.

*Birth of Winnipeg***Objectives:**

- . to represent the birth of Winnipeg as the metropolis of Manitoba and the prairie west;
- . to celebrate the birthplace of a great Canadian city and the contributions of important civic leaders;
- . to explore how The Forks links with the rest of historic Winnipeg.

Means of Expression:

- . Architectural garden using features from demolished buildings in a passive recreation area;
- . Busts of famous civic leaders (hall of fame);
- . Link to Winnipeg heritage centre;
- . Audio presentation of key events in Winnipeg history.

*Women of the West***Objectives:**

- . to highlight the special contribution of women to the history of Winnipeg and Manitoba;
- . to explore the nature of women's work and culture;
- . to celebrate the achievements of specific women.

Means of Expression:

- . garden area with plots representing different cultures or garden traditions;
- . Mother of the West statue - a symbolic recognition of the special place of native women in founding a New Nation;
- . commemoration of specific women who have made notable contributions;
- . audio presentation of the voices of women.

Sports/Recreation

Objectives:

- . to experience traditional and modern forms of sport and recreation;
- . to learn about the history of sports and recreation activities at The Forks;
- . to celebrate The Forks as a meeting place for sports and recreation.

Means of Expression:

- . facilities for individual and community sports and recreation activities such as water sports, skating, hiking, jogging, summer and winter games;
- . demonstrations and opportunities to participate in traditional sports such as snowshoe races, dog-team races, cariole races, fairground games, etc.
- . Figures of sports figures;
- . Audio interpretation of skating music, fairground barkers at work, etc.

7.3 CULTURAL HERITAGE COMPONENTS

During this study, the consultants reviewed a selected list of the heritage-related projects or facilities that have been proposed for The Forks. The following list includes those which fit best into the proposed interpretation plan as well as existing facilities with a heritage component. A detailed discussion of these facilities and programmes falls outside the scope of this study. Here we will discuss how they would fit into the overall interpretation plan.

Archaeology Programme:

The archaeology programme at The Forks has already proven to be a major success. It has the potential to continue as an active programme based on controlled long-term excavation of the archaeological reserve and both exploratory and salvage projects in other areas as they are developed. It is probable that additional reserve areas may be identified on the basis of future exploratory excavations.

The continuation of the programme seems to be assured under the auspices of the Forks Public Archaeology Association. Archaeological interpretation should extend to the laboratory and research facility and an associated interpretation centre with space for permanent and temporary interpretive exhibits. In the short term, such interpretation could be placed in temporary display areas in existing spaces in The Forks and other locations in the City.

Marketplace:

The existing market area in the former stable buildings presents a continuing commercial presence on the site. This provides an opportunity to highlight the role of Winnipeg as the commercial centre of the Province, a history that goes back to the trading posts initially established here almost 250 years ago, and back for many centuries more of native commerce at The Forks. Interpretation space within the Market could be used to highlight this tradition.

Railway Centre:

If the Power House is to become a restoration shop for the historic railway society, some public access and interpretation should be provided. This could take the form of periodic open houses, visual access through windows or open doors, and off-site interpretation of railway history by society members. Any development here should be linked to the railway cars displayed on the site and possible interpretation in the Union station. Continued railway activity on the line and in the station provide continuity of authentic railway experience.

Native Heritage Centre:

Discussions have been initiated with representatives of Winnipeg's native community about the possible development of native cultural facilities and programmes at The Forks. This would be highly desirable and appropriate because of the long and significant identification of Native peoples with this area. The nature of Native participation at The Forks is outside the scope of this study as it is rightly up to the Native people themselves to make such decisions. We recommend that the uses they propose should take precedence over other projected uses, in accordance with general planning guidelines.

Children's Museum:

The removal of the Winnipeg Children's' Museum to a new facility at The Forks would fit the mission and programming needs of the site and is to be encouraged. We have reservations about the some of the implications of adapting the B and B Building to this use as currently planned -- as it would lead to the destruction of much of the historic fabric of that building and place the remaining parts of it at increased risk.

Winnipeg Heritage Centre:

Several of the recommendations and proposals made to the Forks Renewal Corporation featured programmes requiring facilities for preserving, interpreting and commemorating the heritage of Winnipeg: such as an archival record centre, a civic Hall of Fame and a multi-cultural centre. The possibility of developing a Winnipeg Heritage Centre which could meet such needs should be explored. This is one place where the Forks Renewal Corporation would be justified in adopting a pro-active position.

Sports and Recreation Facilities:

Sports and recreation facilities have been developed already in relation to water sports and skating. The winter festival and Voyageur Festival offer opportunities to expand on such activities and the recent successful boat race on the Red River suggests that a regatta might also be successful. The area was historically used by the community for recreation (prior to the railway era) and this continues to be a valid community use.

A Heritage Attraction:

Several major heritage attractions have been suggested for the site including a major heritage village. Preliminary evaluation based upon proposed criteria suggest that a single major attraction could lead to an imbalance in the overall mix at The Forks and would need improbable levels of visitation to be financially feasible. An appropriately scaled attraction could be a positive element in the development plan, provided it meets established criteria. One possibility could be a ride museum attraction similar to the Jorvik example.

A note of caution needs to be observed in that most attractions of this type have not met financial expectations. The most recent attraction of this type built at Nottingham on a Robin Hood theme was completed for a capital investment of about £4,000,000. Visitation in its second year is still far below the break even point (estimated at 300,000). The only financially successful rides have been the first ones at Beaulieu and York, England - both of which are linked with very high volume tourist attractions.

Open Space:

The creation of a large grassed open area for the Summer Games offers an opportunity to maintain a large part of The Forks as open area for community use, at least in the short to medium term. This should be done on the understanding that the long term use may be more specialized. A similar strategy was adopted with LeBreton Flats in Ottawa, a former industrial area which was left under grass for over a decade after it was cleared while plans for its redevelopment matured.

7.4 ACTIVITIES AND EVENTS

A number of programme options consistent with this report's recommended interpretative strategy were suggested by both the Corporation staff and Heritage Advisory Committee. These options reflected an understanding of the issues, resources and constraints facing the community and were carried forward as points of discussion in the community interviews and Phase II analysis. They included:

- . the regular re-enactment of crafts and technology associated with the heritage of The Forks. This programming could include a schedule of historic crafts fairs at The Forks;
- . integrating school volunteers and course for credit curriculum into Forks programming. For example, the Videm Programme at Red River College could be a source of students to stage live programming, provide heritage maintenance services, and work on extension programmes;

- . programming at The Forks could also provide a variety of meaningful post-secondary educational opportunities. Participating in Forks interpretation could contribute valuable hands-on training. Specific participants could include the archaeological field schools at the University of Manitoba and the University of Winnipeg, theatre courses at both local universities, as well as the University of Manitoba's Outdoor Education and Physical Education programmes;
- . contrasting and coordinating existing groups in order to develop new programmes or using The Forks as a new venue for an existing event. For example, this project should respond to the "Christmas At The Forks" initiative and work toward drafting a schedule of volunteer association festivals and events for The Forks.

There are also a number of operational issues associated with the recommended Interpretation Plan and the programme proposals listed above:

- . funding sources and availability of tenant and government support for programming at The Forks will be discussed in Chapter 9;
- . developing an appropriate roster of programme participants from the community, and implementing a mechanism for ensuring effective scholarly and community consultation will require a permanent programming staff with adequate programme budget;
- . the most feasible and appropriate scale of staff and operations to support programming at The Forks will be addressed in section 7.6 of this chapter. It will deal with such questions as:
 - . How many people are needed to animate heritage at The Forks?
 - . How many should be staff?
 - . How many volunteers?
 - . What provisions for staff training and volunteer coordination should there be?
 - . What is the most appropriate administrative structure for Forks programming?

- . a number of coordination and ongoing coordination issues will face the development of interpretation at The Forks which can be mentioned at this phase:
 - . a clear working and planning relationship with the Canadian Parks Service should be established;
 - . a mechanism for liaison with local school boards, colleges, universities, community and service groups should be instituted;
 - . it will be very important to ensure that native people are involved in the selection and implementation of programmes. This liaison should be intensive and established from the outset of the implementation of the Interpretation Plan.

The most important elements of the activity programme in support of the interpretation plan are The Forks Animation Service which would present a continuing programme of animation and live interpretation; and a programme of Special Events. Although it may be necessary to phase in such a service over a period of several years, it offers greater certainty of consistent high quality programming which could complement and work with the interpretation services of Parks Canada. The alternative would be to negotiate an agreement with Parks Canada to extend its programming to include the remainder of The Forks area.

The Forks Animation Service

Objectives:

- . to use live performance, demonstration, extension and outreach activities, and temporary exhibits as the main forms of heritage animation at The Forks;
- . to generate links with other heritage site on the rivers;
- . to empower visitors to better appreciate and explore the City of Winnipeg.

Possible Means of Expression:

- . programming performance areas and demonstration areas throughout and within The Forks site as a venue for outreach and extension programming;
- . staff and volunteers to act as the media for all human communication including musical concerts, dramas, lectures, etc.;
- . designated areas and support systems for a regular schedule of temporary exhibits.

Special Events**Objectives:**

- . to provide planning focus around which activities can be developed;
- . to attract new audiences with special interests;
- . to make community more aware of the Forks and what it has to offer.

Means of Expression:

- . The Forks should start with 3 or 4 special events a year with the aim of expanding to offer more. An initial list could include events on the following themes:

Christmas at the Forks
Spring Festival of Flowers
Summer Sports Day
Fall Fair

- . a different emphasis or theme in regular programming could be used every weekend as at Harbourfront in Toronto - every event no matter how small can be treated as a special event;
- . participate in major special events in the community like the Festival du Voyageur, Caravan, etc.

7.5 EXTERNAL LINKAGES

The need to establish and enhance linkages with the rest of the city has been discussed as a general planning principle in earlier chapters. Here we will address how it may be achieved through better physical access and programme integration.

7.5.1 Physical Linkages

The need to enhance the gateways into the site has been discussed in Chapter 5 and it is being addressed in the preparation of master plans for site development. Public transit into the site is well developed and includes the free downtown shuttlebus service.

One of the most promising opportunities for enhanced access and linkage is through continued development of and improvements to bicycle and walking trails. With construction of a passageway under the Provencher Bridge it would be possible to travel from The Forks to Steven Juba Park and from there into the theatre and Exchange district with its concentration of cultural and heritage facilities. Progress is also being made on a trail system along the Assiniboine River towards the provincial legislative building.

It is worth noting that the elevated walkway through Steven Juba Park provides a very strong experience of the City's heritage which is complementary to the mandate of the Forks. As one walks along the former railway embankment, are following a divide between the natural would of the river and river bank on one side, and the remains of early industry set against the skyline of the new commercial heart of the City on the other side.

7.5.2 Programme Integration

Integrating its programmes with other Winnipeg organizations and activities will further enhance public enjoyment of The Forks, by encouraging more people to use the site as a "meeting place" for a variety of purposes.

Opportunities for programme integration at The Forks could include:

- . Joint planning of special events - The Forks is already an important site for special events such as major athletic competitions, arts and craft shows, concerts, as well as children's and multicultural festivals. The Forks Animation Service could enhance these events by researching and providing heritage components to these activities, such as staging "early settlers' games" and canoe races, historic concerts, and period instrument concerts;
- . Joint marketing and promotion - the consolidating of signage, visual communication and promotional initiatives for heritage programmes at The Forks presents the opportunity to efficiently carry out joint marketing with other programmes at the site and in the city. Examples of joint marketing ventures could include:
 - . including heritage programme information with promotional materials for the Children's Museum at The Forks to increase opportunities for inter-generational visits;
 - . including Forks heritage information with promotional material major tourist events such as national and provincial games -- to encourage visitors to the area to appreciate the heritage of The Forks;
- . Heritage Tours and walks linking to features outside The Forks - many of the heritage themes and historic events at The Forks have strong relationships with other structures and events throughout the City. These tours and walks will explore the links between The Forks and the community's heritage and could include:
 - . cross river excursions to St. Boniface;
 - . theme tour of Fur trade linking to Upper and or Lower Fort Garry;
 - . theme tour of railway heritage including CPR station;
 - . river tours leaving from boat basin or tour boat dock;
 - . nature trails along river banks, moving feast with one course served at each fine restaurant;

- . a culture/leisure tour which could include visits to the National Museum of Man and Nature, the Theatre District and the Winnipeg Art Gallery.

8. OPERATIONAL STRATEGY

8. OPERATIONAL STRATEGY

This section recommends appropriate options for the staffing and administration of heritage interpretation and resources proposed in this report.

8.1 ADMINISTRATIVE STRUCTURE

Three options were considered for development and administration of interpretive facilities and programmes. The first would be for them to be developed and operated directly by the Forks Renewal Corporation. The second would be for the Corporation to develop the infrastructure and place operating responsibility in the hands of an independent organization or society established for the purpose. A third approach would be for the Corporation to establish a wholly-owned subsidiary with a membership and board which would be responsible for the heritage interpretation programmes. The possibility of direct operation by government was not pursued.

The first option for direct operation was felt to be unsuitable as the programme requires the full attention of its own dedicated staff and board and because a separate organization would have better access to volunteer support and fundraising opportunities.

The second option was felt to be weak as a fully independent society would probably lack the support to develop the kinds of programmes that are needed, and because it could raise problems of ownership and control over the heritage resources.

This report proposes therefore that the third option appears to be the most appropriate, that is that a Heritage Group should be established for the overall administration of the interpretation of heritage resources at The Forks. This Group would be a not-for-profit corporation wholly owned by Forks Renewal Corporation but with a separate board.

The proposed administrative structure would maintain essential control to ensure integration and recognize ultimate authority of umbrella corporation - but give freedom to concentrate on delivering programme, and building its own support base of volunteers and independent funding support. Site planning and development would still be the responsibility of the Corporation.

The Board would be jointly appointed by the Renewal Corporation and elected from membership. Separate cooperating societies or organizations of friends may be organized in support of specific programmes such as the Archaeology programme. The initial Board could be the existing Heritage Advisory Committee.

Three permanent staff positions will be needed for the year-round operation of the Heritage Animation Service. During spring and summer months additional staff positions should be funded through student employment grants.

8.2 STAFFING NEEDS

The live programming strategy with regular changes and innovations in heritage interpretation will require a core of committed personnel with some expertise both in administration, heritage programming and public communication.

The following permanent positions should be included in the Forks Animation Service:

- . Interpretation Programme Director - responsible for administration, programme delivery, fund raising and grant applications;
- . Education Officer - responsible for research, programme development, community and school liaison, scheduling;
- . Secretary/Bookkeeper - to provide secretarial and administrative support.

The animation/interpretation strategy for heritage interpretation at The Forks will require volunteers to be used extensively in demonstration and educational programmes. The volunteer programme will be administered by the Programme Director - with the assistance of the Education Officer.

8.3 PROGRAMME SUPPORT

The support needed for operation of heritage interpretation programmes at The Forks falls into the following categories:

. Programme Support Budget

A contracting budget should be maintained for developing outside materials as needed, such as photographs, music, etc. This strategy of contracting for interpretation props and materials to local and regional experts and artists will be an important means of offering greater public access to Manitoba knowledge and talent.

. **Marketing and Promotion:**

The emphasis in this report is in the development of cooperative programmes. Strategies for marketing and promotion could include seeking out commercial partners - premiums with fast food outlets or service stations, etc. The aim should be to get at least \$1.00 value in promotion for each consumer of cultural programmes at the site.

. **Site Maintenance**

The work of the Heritage Animation Service will be more efficient and effective if they are able to work primarily on the development and execution of heritage programmes. Therefore this report recommends that responsibility for the maintenance of the site be that of the Forks Renewal Corporation in their role as overall managers of property. The Programme Director will report to the Heritage Board to ensure that site is in proper condition for programming. It may also be prudent to have a member of the Renewal Corporation sit on the Heritage Board to ensure that proposed heritage programmes do not have a potentially negative or irreversible impact on the site.

8.4 SPACE AND FACILITY NEEDS

The following projection of space and facility needs provides only for those facilities required to support *broad* interpretation programmes. Requirements for major components would be additional to this.

Physical requirements can be divided into two categories:

- . support space
- . outdoor interpretation space

Support Space

This would be office and work space plus storage for programme materials and supplies. It should be provided on site in either leased purpose-built space.

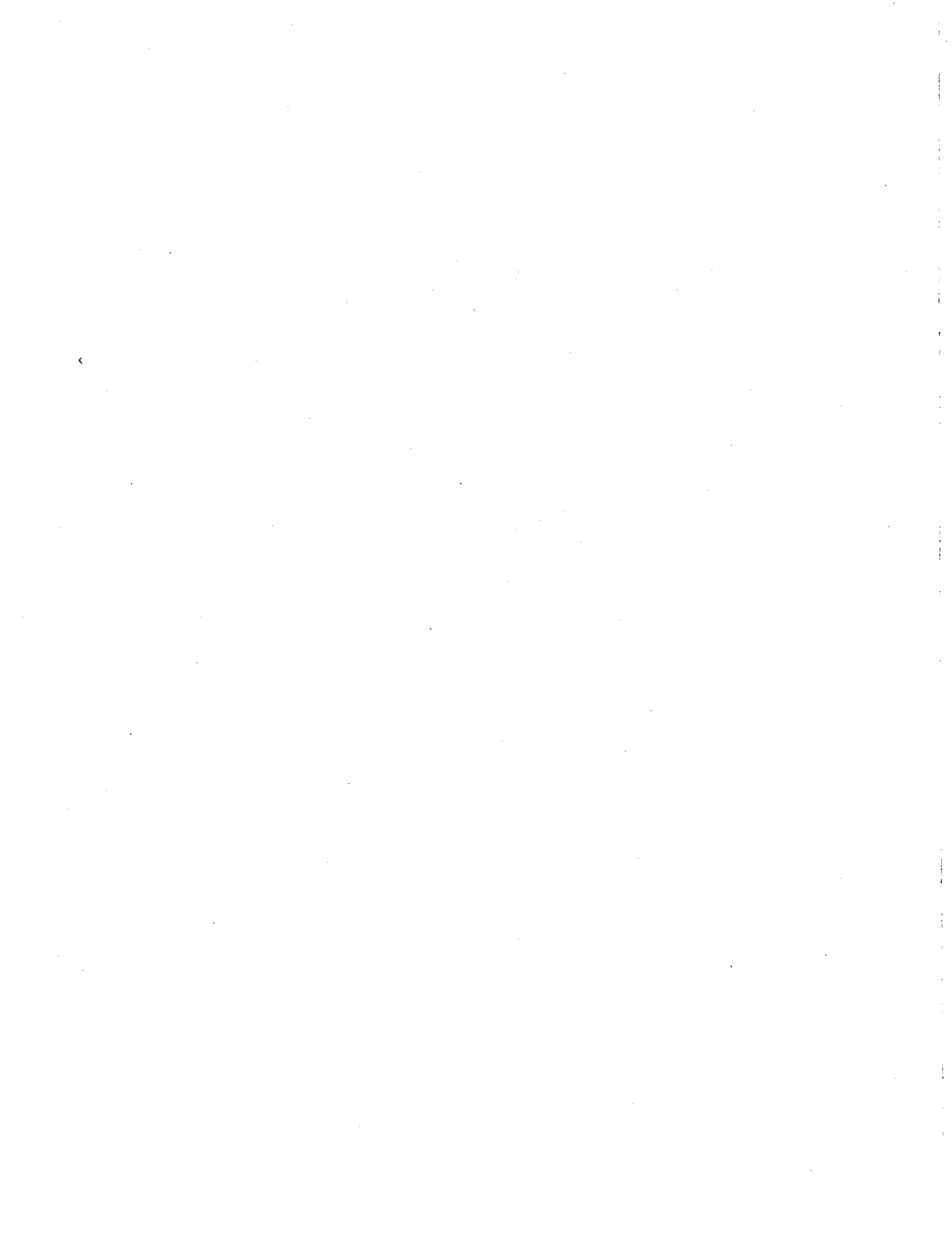
Offices	350 sf
Storage	750 sf
Lecture room	1,000 sf
Circulation space	300 sf.
Total support space	2,400 sf.

Outdoor Interpretation Space

The interpretation plan calls for an active programme of site interpretation and animation built around pathways and interpretation nodes. Nodes will be multi-purpose areas of variable size and design. The following projection is intended as a basis for preliminary estimates only and does not reflect specific design or location considerations.

Site orientation node	3,000 sf
Secondary interpretation nodes (10)	15,000 sf
Total Outdoor Interpretation Space	18,000 sf

9. CAPITAL AND OPERATING COSTS



9. CAPITAL AND OPERATING COSTS

In this chapter we present a preliminary projection of the capital and operating costs for implementing the full plan proposed in Chapter 8. A full implementation strategy based upon an approved interpretation plan will be presented in the final report.

9.1 CAPITAL COSTS FOR FORKS INTERPRETATION:

If the "information nodes" and interpretative materials are to be truly unique, and distinct from conventional heritage signage, costing these items at the preliminary phase will be difficult as these estimates cannot be based on the prices of existing systems at other sites.

However, if we use the treatment proposed for the "Wall of Time", there is a basis for a preliminary costing for construction and installation of a complex information node. The Wall treatment described in the proposal is essentially an outdoor sculpture/diorama presentation. Most nodes would require much less engineering and structural work and the following cost projections reflect this.

The cost for developed outdoor park spaces with some structural elements can be estimated at about \$30 per square foot. To this needs to be added the costs of interpretive fixtures, special utility services and display development. These can be expected to average about \$60,000 per node for the kinds of treatments proposed.

On this basis, the base cost for the nodes can be estimated to be about \$450,000 (based on an estimate of 15,000 sf. at \$30). Special display treatments including figures, audio systems and interpretive panels, labels and displays would cost another about \$600,000. Orientation signage and displays would add about \$150,000 bringing the total to about \$1,200,000.

This estimate does not include general site preparation work, provision of basic utilities, or general landscaping and planting costs.

9.2 OPERATING COSTS:

The projections which follow are for the second full year of operation after initiation of the interpretation scheme at which time it is assumed that 5 interpretation nodes would be in place, for the fifth year of full operation by which time all physical elements of the plan will be in place. No escalation has been provided for inflation - all figures are given in 1990 dollars.

Staff Costs

Three permanent staff positions will be needed for the year-round operation of the Heritage Animation Service. Two of these would be half-time only. During spring and summer months additional staff positions should be projected at full cost although some subsidy may be available through student employment programmes or participation in work experience or internship programmes.

The three permanent positions should include in year 2:

- . Programme Director - responsible for administration, fund raising and grant applications - \$35,000 per annum.
- . Education Officer on half time basis - responsible for programme development, community and school liaison, scheduling - \$16,000 per annum.
- . Secretary/Bookkeeper on half time basis to provide secretarial and administrative support - \$14,000 per annum.

In year 5, the Education Officer position would be established on a full-time basis.

Temporary and seasonal requirements would require 2 person years in year 2 and 3 person years in year 5, assuming that most interpretive programmes would be delivered by volunteers. Temporary and seasonal staff would look after information services, ticketing and programme support services. Annual budget for this would be \$30,000. Assuming an average of 12% for staff benefits, the total staffing budget in year 2, rounded, would be about \$106,000; rising to \$141,000 by year 5.

The budget should also include an allowance for staff training and professional development. An allowance of 4% of wages and salaries would provide an annual sum of about \$4,000 in year 2 and \$6,000 in year 5.

Programme Operation Costs

A contracting budget of another \$15,000 in year 2 should be maintained for developing outside materials as needed, e.g. photographs, music, etc., rising to \$25,000 in year 5. In addition to this, special event costs, based upon an average cost of \$7,500 for each of two projected major annual events in year 2 and four major events in year 5 would be respectively \$15,000 and \$30,000.

Marketing and Promotion

As much as possible, marketing and promotion costs will be shared or leveraged through joint promotions and the use of free publicity opportunities. Nevertheless, marketing is essential if programmes are to reach a substantial audience. A year 2 budget of \$16,000 is proposed on the basis of \$500 for each of 15 weekend programmes, \$2,000 for each of two major special events and \$4,500 for general programme promotion. This would increase to \$26,000 in year 5 based on promotion of 24 weekend programmes, 4 special events and an increase in general promotion to a level of \$6,000.

Operating Costs for Support Facility

The cost for physical support space is projected as an operating line item based upon average costs for leased office space in the area. The projection is based on a figure of \$15 a square foot per year including all rents and occupancy costs. An area of 2,400 square feet is projected to cost \$36,000 per year (rounded).

Provision for Maintenance and Renewal

Although it is assumed here that general site maintenance will be the responsibility of the umbrella organization, provision should be made for maintenance, repair and renewal of interpretation plant and facilities. Based upon a 20 year replacement cycle, it would be necessary to budget \$30,000 in year 2 and \$60,000 in year 5.

Summary of Operating Costs

Operating costs can be summarized as follows:

	<u>Year 2</u>	<u>Year 5</u>
Wages and Salaries (inc. benefits)	\$106,000	\$141,000
Training and Professional Development	4,000	6,000
General programme support	15,000	25,000
Special events	15,000	30,000
Publicity and promotion	16,000	26,000
Rental and occupancy	36,000	36,000
Maintenance, repair and replacement	<u>30,000</u>	<u>60,000</u>
Total operating requirement	\$222,000	\$324,000

This is a very modest budget for an active programme of interpretation and assumes extensive cooperation with other agencies to add value to sponsored activities and events.

9.3 REVENUES

It will be necessary for The Forks to develop opportunities for revenue generation in order to support its schedule of programmes and offset many of its operating costs.

Anticipated revenues for heritage programming at The Forks can be estimated as follows:

	<u>Year 2</u>	<u>Year 5</u>
Admissions and Fees special event parking, program fees, concessions, etc.	\$ 70,000	\$120,000
Memberships:		
Individual and family	\$20 average 8,000	10,000
Corporate	\$100 5,000	8,000
Sponsorships	32,000	42,000
Common area charge on commercial tenants	<u>10,000</u>	<u>15,000</u>
Total Revenue projected	\$125,000	\$195,000

9.4 SUMMARY OF OPERATING COSTS AND REVENUES

It is projected that operating costs of \$364,000 will exceed annual revenues by \$97,000 in year 2 and \$129,000 in year 5. This represents a subsidy of 44% in year 2 and 40% in year 5. These figures compare very favourably with the average annual museum subsidy requirement in Canada of about 74%. Part of the subsidy requirement may be met through use of student employment programmes and other heritage and cultural support programmes at provincial and federal levels.

APPENDIX - TERMS OF REFERENCE

TERMS OF REFERENCE

THE FORKS HERITAGE INTERPRETIVE PLAN

A. BACKGROUND

In 1987 The Forks Renewal Corporation was established by the three levels of Government (Canada, Manitoba and the City of Winnipeg), for the purpose of owning and redeveloping some 56 acres of lands at the historic junction of the Red and Assiniboine Rivers in downtown Winnipeg.

The mandate of The Forks is to redevelop its lands as a "Meeting Place" . . . a special and distinct all season gathering and recreation place which should evoke many exciting perspectives, including:

- The Forks as Canada's crossroads
- The meeting of old and new
- The meeting of diverse peoples
- A place for people to meet, work and play

The mandate, approach and components approved by the three levels of government are set out in the Phase One Concept and Financial Plan which is enclosed.

A particular mandate of the Corporation is to undertake heritage planning, leading to the preparation of an archaeological impact assessment plan (already completed) and the retention of a site archaeologist (Mr. Sid Kroker) to assist in the development of a public archaeological program and heritage interpretation activities.

In summary, the Corporation is interested in the broadest approach to heritage interpretation in its overall development, including the site planning, programming, future projects, attractions, all of which should be related to heritage interpretation.

Since the Corporation took possession of the former CN lands in September 1988, the following activities relevant to the Proposal Call have been undertaken or completed:

- 1) The Canadian Parks Service National Historic Site at The Forks has been completed and is open to the public. It includes an outdoor interpretive program which commenced on July 26, 1989. A copy of their interpretive program notes is attached.
- 2) The lands owned by The Forks Renewal Corporation have been cleared of rails. The following current projects are worth noting:
 - 2.1 The Forks Public Market - to be substantially completed in the October of 1989;
 - 2.2 Road access, parking and services - to be substantially completed in the fall of 1989;
 - 2.3 Landscaping - to be substantially completed in the fall of 1989;
 - 2.4 The development of the Boat Basin including a Heritage Wall with a "Walk Through Time" interpretive panels is contemplated but has yet to be approved;
 - 2.5 A pilot Public Archaeological Dig, involving the participation of the Canadian Parks Service, the Province of Manitoba, The Forks Renewal Corporation and the Winnipeg Core Area Initiative began in August and will be completed by the middle of September. This involves the participation of community volunteers in the archaeological investigation of Fort Gibraltar I;
 - 2.6 The Museum of Man and Nature established an interpretive display in Alloway Hall which displays all the artifacts and materials recovered to date from The Forks;

- 2.7 Various reports have been published by the Corporation outlining key archaeological findings in the North Assiniboine Node and other related investigations. As a result of the findings of the North Assiniboine investigation, the discovery of 3,000 year old evidence of a native encampment. The Forks Renewal Corporation has set aside some 2,500 square metres of land in the North Assiniboine Node area as the site of a future archaeological investigation to be retained in perpetuity for this purpose;
 - 2.8 A pre-feasibility study of a Tourism Centre at The Forks has been initiated by the Province of Manitoba which will incorporate the technical capability for hi-tech interpretation of the history of the site and related matters. A copy of these reports will be made available to the successful consultant; and
 - 2.9 Negotiations for the redevelopment of the Johnson Terminal and the B&B Building, in response to the Corporation's proposal call issued in November 1988, have been proceeding and involve the redevelopment of these two existing historical structures. Further information on these projects will be provided upon selection of the successful consultant.
- 3) A Heritage Advisory Committee has been appointed by The Forks Board to advise the Board on heritage issues. Among its key recommendations to date is the need to establish a long range heritage plan to govern the heritage and interpretive activities on The Forks' lands as the Corporation proceeds to implement the Phase One Plan.

A number of documents relating relevant information to be achieved are attached including:

- Phase One Concept & Financial Plan
- Site Plan for The Forks
- Various Brochures & Newsletters

More detailed documents on The Forks Archaeological Plan, The Forks Video and the other detailed reports will be made available to the selected consultant.

B. OBJECTIVES OF THE PROPOSAL CALL

- 1) To develop a long range heritage interpretation plan for The Forks' lands in order to fulfill The Forks mandate under the Phase One Concept and Financial Plan and to respond to the expectations of the community for heritage protection and interpretation.
- 2) To ensure that the goal of international class heritage interpretation is maintained and pursued at The Forks.

C. SCOPE OF WORK

- 1) The consultant retained to prepare the heritage interpretation plan will be responsible for a number of tasks.
 - 1.1 To review and assess the heritage resources that should be interpreted;
 - 1.2 To identify and describe in detail the major heritage themes that should be recognized and presented. This must be coordinated with the Canadian Parks Service which has already established an interpretive framework for the Forks National Historic Site;
 - 1.3 To identify a comprehensive strategy of how these heritage themes can be presented to the visiting public. This would involve the detailed description of the proposed interpretive media or technique, its location, costs and operational implications. This would also include recommendations as to the treatment of outdoor public areas and spaces, existing buildings as well as future new construction. Special attention is drawn to the possible dedication of the South Point as a significant location for a native project;

More specifically this section should address matters such as the treatment of public spaces, interpretive signage, architectural matters, re-use of heritage materials and objects such as statues, colour, heritage programming involving the human element, indoor and outdoor interpretive facilities, and related matters;

- 1.4 To consult with relevant heritage or cultural organizations in Manitoba as well as relevant ethnic groups or organizations having a historical connection to The Forks site. The heritage organization to be consulted are set out in Appendix II of the Phase One Concept and Financial Plan. The relevant ethnic or cultural organizations will be determined on the basis of research of historical and archaeological materials and in consultation with The Forks Renewal Corporation.
- 1.5 To assess heritage related projects and proposals which have been received by the Corporation to date and to recommend how they should be related or addressed in terms of heritage themes and the operational strategy referred to in 1.6 below;
- 1.6 To develop a comprehensive operational strategy to describe how the interpretive program will be managed over the long term. This should include the examination of different management concepts, the consideration of the establishment of a cooperative association (eg. Friends of The Forks) to oversee heritage programming and comprehensive discussion with relevant heritage and community groups regarding their views for heritage activities and communications at The Forks and how they may be involved; and
- 1.7 Development of a series of options with capital and operational costs identified by activity, in relation to the recommended heritage plan. As well, to develop a practical approach for securing revenues to sustain any of the proposed activities.

D. STUDY REQUIREMENTS

- 1) It is proposed that the term of the study take 120 days from the award of the contract.
- 2) The Forks Renewal Corporation will establish a Steering Committee to establish a forum for the Consultant to present his ideas and reports.

- 3) The proposal submitted should outline a detailed budget broken down by activities, as well as the time frame for completing these. At least three meetings with the Steering Committee are recommended; one upon award of contract; one to report the preliminary work results; and one to present the final report. Additional meetings may be considered if required.
- 4) The consultant should set out the detailed qualifications of the proposed study team, the qualifications of each team member, examples of relevant experience in heritage projects, plans or reports previously developed.
- 5) The consultant should submit 10 copies of his study proposal by 5:00 p.m. on Friday November 3, 1989.
- 6) The consultant shall report regularly to Mr. A.J. Baronas who will give day-to-day direction, assist in making contact with relevant organization and to obtain information.
- 7) The consultant will be required to work with The Forks Renewal Corporation officials, its consultants, the Heritage Advisory Consultative Committee and the Canadian Parks Service.
- 8) As there are multi-disciplinary requirements implied by this work, consultants are encouraged to consider a team approach involving the association of several firms or individuals. Preference will be given to proposals which are led by firms having an intimate knowledge of Manitoba's history and local circumstances.

E. BUDGET

- 1) The budgetary proposal should differentiate the fees and expenses required to complete the work and indicate the hourly rates charged for each study team member.

- 2) The consultant will invoice the Corporation on a monthly basis until completion of the final report. A holdback of 20% of the total maximum approved budget will be released upon submission of a final report and when the study requirements have been completed to the satisfaction of the Corporation.
- 3) Upon selection of the successful consultant, a contract letter will be issued by the Corporation in order to formalize and commence the study process.

