



# Red Bay

National Historic Site of Canada

## Management Plan

2011



# The Parks Canada Charter

## OUR MANDATE

**On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations.**

## OUR ROLE

**We are guardians** of the national parks, the national historic sites and the national marine conservation areas of Canada.

**We are guides** to visitors the world over, opening doors to places of discovery and learning, reflection and recreation.

**We are partners**, building on the rich traditions of our Aboriginal people, the strength of our diverse cultures and our commitments to the international community.

**We are storytellers**, recounting the history of our land and our people — the stories of Canada.

## OUR COMMITMENTS

**To protect**, as a first priority, the natural and cultural heritage of our special places and ensure that they remain healthy and whole.

**To present** the beauty and significance of our natural world and to chronicle the human determination and ingenuity which have shaped our nation.

**To celebrate** the legacy of visionary Canadians whose passion and knowledge have inspired the character and values of our country.

**To serve** Canadians, working together to achieve excellence guided by values of competence, respect and fairness.

DECEMBER 2011

# Red Bay

National Historic Site of Canada

## Management Plan

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by the Chief Executive Officer of Parks Canada, 2011.

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**For more information about this management plan or about  
Red Bay National Historic Site of Canada:**

Red Bay National Historic Site of Canada  
PO Box 130, Rocky Harbour, Newfoundland A0K 4N0

tel: 709-920-2142, fax: 709-920-2144  
e-mail: [redbay.info@pc.gc.ca](mailto:redbay.info@pc.gc.ca)  
[www.parkscanada.gc.ca/redbay](http://www.parkscanada.gc.ca/redbay)

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## Foreword



Canada's national historic sites, national parks, and national marine conservation areas are part of a century-strong Parks Canada network which provides Canadians and visitors from around the world with unique opportunities to experience and embrace our wonderful country.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of Canada's treasured places offers many opportunities to enjoy Canada's historic and natural heritage. These places serve as sources of inspiration, relaxation, learning, and discovery. They represent the very best that Canada has to offer, and it is through these special places that we are all deeply connected to what it means to be Canadian.

Having been entrusted with this important legacy for over a hundred years, we reflect upon the steady growth of the Parks Canada network of protected areas as we continue to expand it. As we plan for the years to come, we can encourage lasting connections to our heritage and promote our protected places to be enjoyed in ways that leave them unimpaired for present and future generations.

We see a future in which these special places will further Canadians' appreciation, understanding and enjoyment of Canada, the economic well-being of communities, and the vitality of our society.

Our Government's vision is to build a culture of heritage conservation in Canada by offering Canadians exceptional opportunities to build personal connections with our natural and cultural heritage.

These values form the foundation of the new management plan for Red Bay National Historic Site of Canada. I offer my appreciation to the many thoughtful Canadians who helped to develop this plan, particularly to our dedicated team from Parks Canada, and to all those local organizations and individuals who have demonstrated their good will, hard work, spirit of co-operation and extraordinary sense of stewardship.

In this same spirit of partnership and responsibility, I am pleased to approve the Red Bay National Historic Site of Canada Management Plan.

A handwritten signature in dark ink, appearing to read "Peter Kent". The signature is fluid and cursive.

Peter Kent  
*Minister of the Environment and  
Minister responsible for Parks Canada*



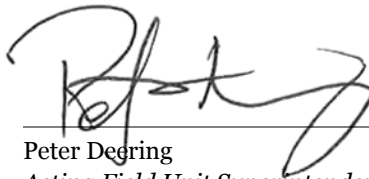
## Recommendations

*Recommended by:*



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Alan Latourelle  
*Chief Executive Officer  
Parks Canada*



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Peter Degring  
*Acting Field Unit Superintendent  
Western Newfoundland and Labrador Field Unit  
Parks Canada*





## Acknowledgements

Consultation on this management plan included a workshop attended by stakeholders and Red Bay high-school students who came together to brainstorm and provide creative ideas. Parks Canada was delighted to see the adults and youth working together for the future of the site. Members of the community also provided outstanding ideas and input at a public open house.

Parks Canada would like to thank the following organizations for their participation: Battle Harbour Historic District; Destination Labrador; Labrador Coastal Drive Tourism Association; Labrador South Development Association; Labrador Straights Historical Development Corporation; Labrador Straights Museum; and the Town of Red Bay. In addition, Parks Canada would like to thank NunatuKavut, the Innu Nation and the Nunatsiavut Government.

|                   |                     |                 |
|-------------------|---------------------|-----------------|
| Eda Pike          | José Pimentel       | Josie Kellner   |
| Linda Gibbons     | Louinda Brown       | Joanna Pye      |
| Bonnie Boudreau   | Jacelyne Carmichael | Anthony Rumbolt |
| Alice Moores      | Doreen K. Bridle    | Mark Yutman     |
| Shirley Lett      | Michelle Brown      | Max Brown       |
| JOSHUA PYE        | Christophe Boudreau | Elaine Halbot   |
| Hazel Yutman      | Doreen Yutman       | Nathan Macey    |
| Stephanie Padeau  | Clairissa Bulbin    | Liz Yutman      |
| Damon Yutman      | Dennis Yutman       | Claus Bridle    |
| Borge Krippenkuck | Marilyn Bridle      | Verna Brown     |
| Karen J           | Carol Padeau        | Mark Yutman     |
| Marie Marshall    |                     |                 |



## Executive Summary

This management plan for Red Bay National Historic Site of Canada provides strategic direction over the next 15 years for the integrated delivery of Parks Canada's mandate, namely: protecting ecological and cultural resources; facilitating meaningful visitor experience opportunities; and fostering public appreciation and understanding of Parks Canada's heritage places. The plan was developed with partner, stakeholder, and public involvement. It is the primary public accountability document for the site and provides Parks Canada and engaged partners and stakeholders with a framework for action implementation and decision making.

The management plan includes:

- A vision for the future towards which the site will aspire over the next fifteen years;
- Three key strategies and associated objectives which will guide the overall direction of the site;
- A five-year implementation strategy summarizing planned actions and targets for measuring the success of management actions; and
- A summary of the Strategic Environmental Assessment (SEA) conducted for this plan.

The three key strategies provide concrete direction for addressing major issues and opportunities while focusing efforts and resources for achieving the vision. They are:

### **By Land and By Sea – Opening the Door to the Red Bay Experience**

The intention of this strategy is to capitalize on changing tourism trends in the region – working with partners to attract an increasing number of visitors traveling by land and by sea to the region and the site.

### **Red Bay and You – Facilitating Opportunities for Discovery, Enjoyment and Connection to Red Bay NHS**

This strategy focuses on developing a menu of visitor experience opportunities and strengthening public outreach education initiatives to enhance opportunities for visitors and Canadians to discover, enjoy, and connect to Red Bay NHS.

### **Spirit of Relationships – Inspiring the Next Generation and Sharing Red Bay with the World**

This strategy builds on the tradition of support and engagement with the site amongst area residents, the province, Aboriginal communities, partners, and stakeholders. It seeks to further this commitment to the protection of the site's cultural resources and increase engagement and enthusiasm for attracting visitors and sharing Red Bay with the world, particularly among the youth of the region.



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## 1.0 Introduction



Red Bay National Historic Site of Canada. Parks Canada.

Parks Canada manages national parks, national historic sites, and national marine conservation areas on behalf of Canadians. Parks Canada is a proud steward of these heritage places and protects and presents them for the benefit and enjoyment of Canadians while ensuring that these places remain unimpaired for present and future generations.

*The Parks Canada Agency Act (1998)* confers on Parks Canada the responsibility to implement the *Canada National Parks Act (2000)* and ensure the commemorative integrity of national historic sites. In accordance with this Act, management plans are prepared for national historic sites owned and/or administered by Parks Canada, to be reviewed and updated every five years. This second management plan for Red Bay National Historic Site is the key accountability document for the site to the Canadian public and has been approved and tabled in Parliament by the Minister of the Environment. This management plan outlines how Parks Canada's legislated mandate of protection, education, and enjoyment of the national historic site will be met in an integrated fashion, complies with and reflects the legislation and policies of the Parks Canada Agency, and was developed through public consultation.

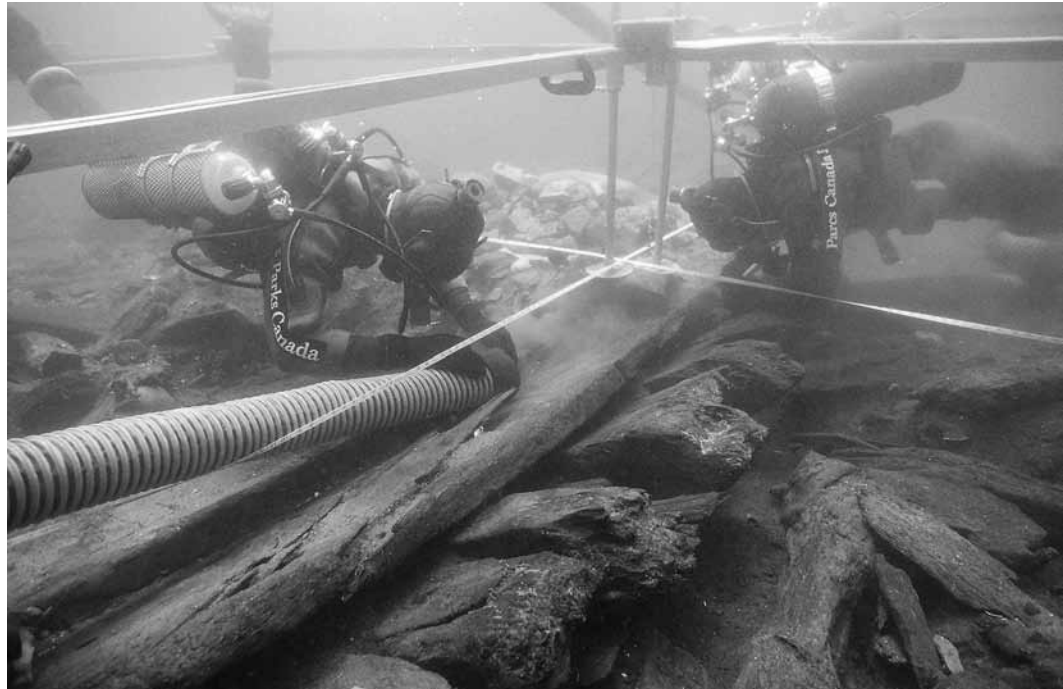
Engagement in developing the management plan enables Aboriginal communities, partners, stakeholders, local residents, and the public an effective voice in shaping the future direction of a national historic site. In addition to meeting with Aboriginal communities, consultation on this plan included a visioning workshop at which stakeholders and many of the youth of the community worked together to share their creative ideas for the future of the site. A public open house also resulted in the valuable sharing of ideas and input from community members. Interested Canadians from across the country could find information on the planning process on-line and were also provided opportunities to contribute.

This management plan provides the framework for decision-making and how Parks Canada, Aboriginal communities, stakeholders, and the general public will work together to manage the national historic site in the coming years. It sets clear, strategic direction for the management and operation of Red Bay National Historic Site by outlining a 15-year vision, establishing a set of 5-year to 15-year objectives, and outlining a 5-year implementation strategy with focused targets and actions. In doing so, this management plan contributes to achieving Parks Canada's vision that *"Canada's treasured natural and historic places will be a living legacy, connecting hearts and minds to a stronger, deeper understanding of the very essence of Canada."*

Management direction presented in this plan ensures that actions undertaken for protection, visitor experience, and public outreach activities are integrated and mutually supportive. The plan also ensures that effective use of public funds in site management by providing the means to monitor and measure the effectiveness of the actions. It will guide the development of business plans and work plans. Annual stakeholder engagement will report on progress towards achieving management plan priorities and allow ongoing dialogue with partners and stakeholders.



## 2.0 Purpose and Significance of Red Bay National Historic Site



*Preliminary excavation of a 16<sup>th</sup>-century Basque whaling ship discovered in 2004. Marc-André Bernier.*

Red Bay National Historic Site (NHS) is recognized as a site of national historic significance for containing the remains of numerous, well-preserved terrestrial and submerged cultural resources associated with one of the principal 16<sup>th</sup>-century Basque whaling ports in Canada. The cultural resources of the site represent all aspects of whale hunting, processing, and shipping. These include shore stations used for processing whale oil, the footprints of cooperages where barrels used to ship whale oil were assembled, and the well-preserved remains of four whaling ships and a number of small whaling boats that are buried at the bottom of the Red Bay harbour (see map of Cultural Resources, page 6). The various vessels at Red Bay NHS are considered to be of national historic significance for their representation of major developments in the evolution of ship design and construction in the 16<sup>th</sup> century.

Many natural features that supported Red Bay as a principal port for whaling in the 16<sup>th</sup> century still endure and are enjoyed by visitors today. Red Bay is situated in the Strait of Belle Isle between Labrador and the northern tip of Newfoundland through which whales migrated and continue to migrate annually. Red Bay also has a protected harbour that provided shelter for both whaling ships and processing activities.

Red Bay was first recognized by the Historic Sites and Monuments Board of Canada (HSMBC) in 1979 for its national historic significance. Intensive archaeological work both on land and underwater began at Red Bay shortly thereafter. Local residents were intensely involved in this research. An entire generation of residents gained valuable experience in the fields of history, archaeology, and conservation. Perhaps of even more

value, local people developed a strong sense of pride in relation to the cultural resources that were revealed. Red Bay NHS is now recognized as the international standard for underwater archaeology and for the protection of underwater cultural resources.

In 1991 a Memorandum of Understanding between the Government of Canada and the Government of Newfoundland and Labrador provided for the development of a National Historic Site at Red Bay. Parks Canada worked with community residents, the municipal and provincial governments, and other organizations in the region to formulate plans for the development of the site. The area administered by Parks Canada is only a portion of the area designated as the national historic site which encompasses the Red Bay harbour, much of the Red Bay community, the islands and shorelines where whale oil was processed, and the hills and vantage points surrounding the harbour (see map on page 6).

Red Bay National Historic Site officially opened in July 2000. Each year approximately 8000 people visit the site and enjoy discovering the world of the 16<sup>th</sup>-century Basque in Labrador, as well as Red Bay's rugged natural beauty and distinct local culture. Visitors enjoy opportunities facilitated by Parks Canada and those provided in partnership with the Town of Red Bay, including a Visitor Interpretation Centre, tours on Saddle Island, walking trails along the shores and vantage points, and an exhibit dedicated to right and bowhead whales

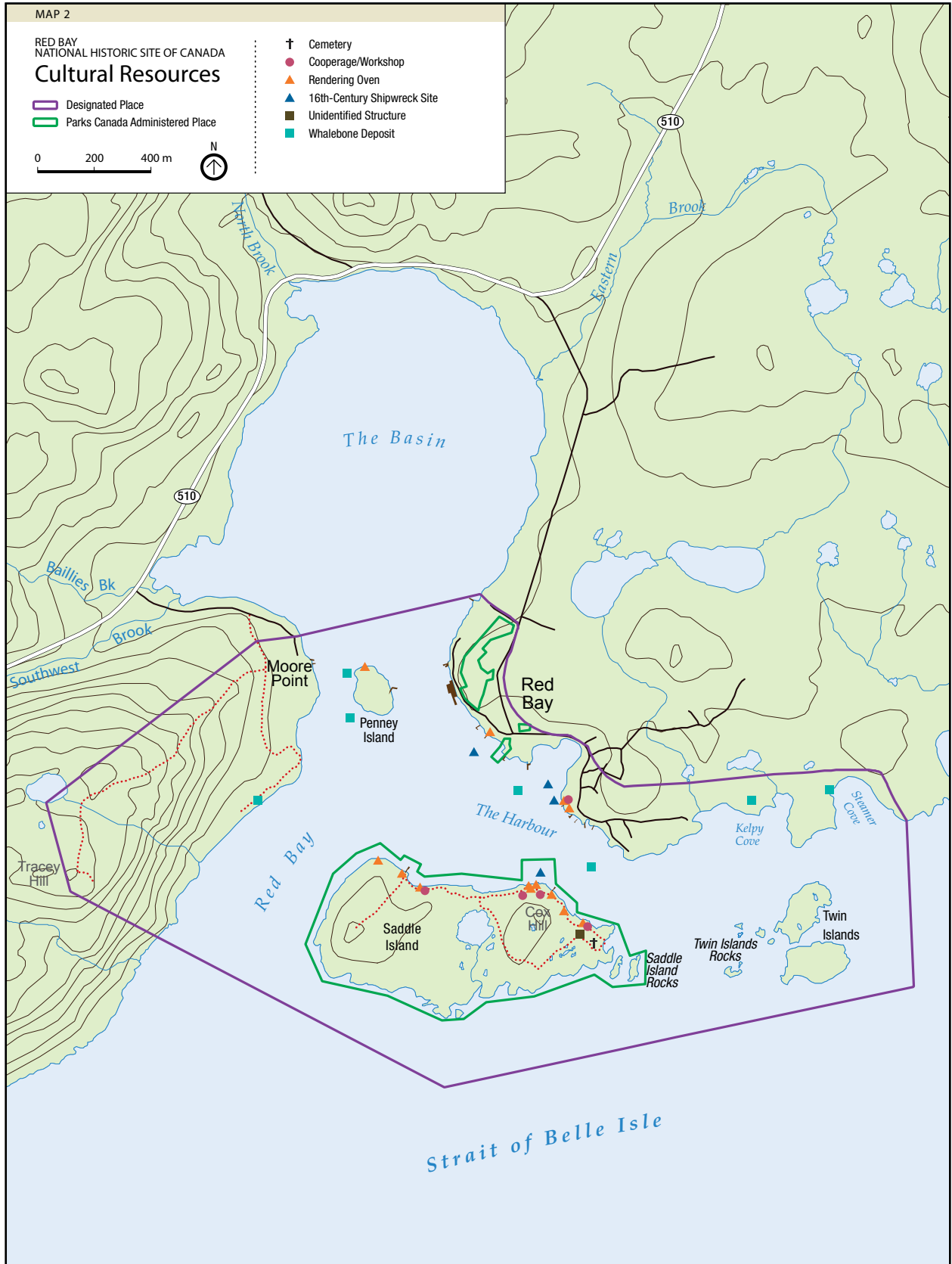
in the Town Hall (see map of Visitor Facilities and Services, page 7).

Red Bay NHS is one of several sites that commemorate the history of the Strait of Belle Isle area. These include L'Anse Amour NHS, located just south of Red Bay, which features the earliest known funeral monument in the New World, created between 6100 and 6600 B.C.E. L'Anse aux Meadows NHS, located across the Strait in Western Newfoundland, is a 1000 year-old Viking settlement. North of Red Bay on the Labrador Coast is Battle Harbour Historic District which is evocative of 19<sup>th</sup> and early 20<sup>th</sup>-century fishing out-ports of the province and illuminates the rich mercantile history of such traditional fishing communities (see map of Regional Setting, page 5).

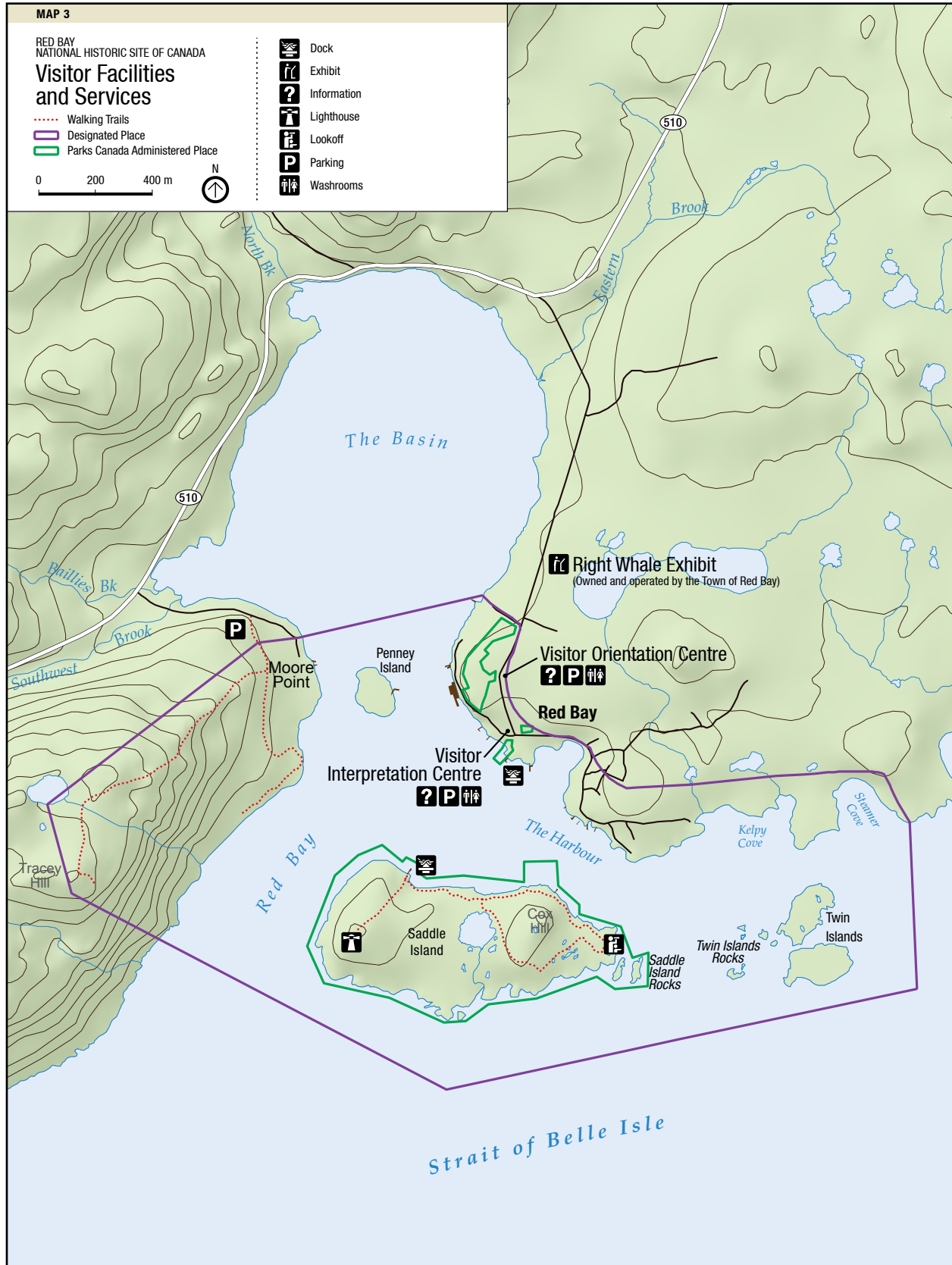
Throughout the 1990s the Historic Sites and Monuments Board of Canada stressed that Red Bay should be considered a candidate for World Heritage designation. Some preliminary work was carried out during the late 1990s and in 2004 the site was included on Canada's Tentative List for World Heritage Sites. Parks Canada is currently leading the development of the nomination file to have Red Bay considered a World Heritage Site.



Map 1: Regional Setting



Map 2: Cultural Resources



Map 3: Visitor Facilities and Services



### 3.0 Planning Context



*Local children learn Aboriginal games from an elder on Aboriginal Day. Phillip Bridle.*

#### **Regional**

Red Bay NHS is located within the community of Red Bay – a fishing village of approximately 200 residents on the south coast of Labrador (see map of Regional Setting, page 5). Red Bay is the last of the communities along the paved portion of the Labrador Coastal Drive – a tourism destination in southern Labrador, primarily reached by ferry from north-western Newfoundland. Red Bay is also situated at the beginning of the gravel portion of Route 510 that continues north through Labrador and, as of 2010, to Quebec. Located in a natural harbour, the community consists of approximately 75 households. At the mouth of the bay a saddle-shaped island, appropriately named Saddle Island, serves to protect and shelter the inner harbour.

#### **Aboriginal Relations**

Building relationships with Aboriginal communities is a priority for Parks Canada. The Western Newfoundland and Labrador Field Unit, of which Red Bay is a part, has established strong relationships with Aboriginal groups in the province. While there is potential for greater Aboriginal involvement at Red Bay NHS, some initiatives are already being undertaken. A partnering opportunity with NunatuKavut allows Aboriginal students to be placed in summer positions at the site. In addition, Aboriginal cultures of Labrador are highlighted at Red Bay during National Aboriginal Day celebrations.

The cultural resources at Red Bay NHS include Aboriginal archaeological sites that provide evidence of the earliest inhabitants of Newfoundland and Labrador, Dorset and Groswater Paleo-Eskimo, the ancestors of

today's Innu, and 18<sup>th</sup>-century Thule Eskimo. At least one archaeological site appears to have been used concurrently by Basque whalers and the ancestors of the present-day Innu of the Quebec-Labrador peninsula. It is known that the Basques interacted well with the Aboriginal groups they encountered in Atlantic Canada, including the ancestors of present-day Mi'kmaq and Innu. This historic relationship as it pertains to Red Bay NHS needs further investigation, including historical research and dialogue with Aboriginal groups. There are also opportunities to work with Aboriginal communities to develop visitor experience and public outreach education opportunities relative to the Aboriginal history and archaeology of the site and region.

#### **Cultural Resources**

The cultural resources at Red Bay NHS, including terrestrial and underwater archaeological resources, are in good condition. This information is based on a 2006/2007 Commemorative Integrity Evaluation as well as a 2009 condition assessment of terrestrial archaeological sites and a 2009 assessment of underwater resources. For more information, please see the 2011 State of the Site Report.

#### **Visitor Experience**

Red Bay NHS is a prime destination for visitors to Coastal Labrador, drawing approximately 8,000 visitors per year. Visitors are welcomed at the Visitor Orientation Centre that offers site orientation, provides an extraordinary view of the harbour, and showcases a restored 16<sup>th</sup>-century Basque whaling boat or *chalupa*. Down the hill on the harbour front at the Visitor Interpretation Centre, visitors discover the stories of 16<sup>th</sup>-century Basque whaling through original artefacts, short videos, interpretive panels, and guided tours. The Visitor Interpretation Centre also provides opportunities for visitors to learn about how the site was discovered as well as the world class underwater archaeological research and restoration that takes place here. Many visitors also take a short boat ride across the harbour to Saddle Island where they may take a self-guided tour of the island and its archaeological resources and take in the magnificent views of the Strait of Belle Isle. Some enjoy guided tours with

costumed interpreters on Saddle Island who introduce visitors to the archaeological resources and who tell tales of adventure, hardships, wrecks, and survival.

Working with internal and external partners, Parks Canada has been developing new and innovative ways of telling the stories of Red Bay, including visitor experience programs based on the art of storytelling and original music compositions. Visitor experience opportunities have also been enhanced through partnerships, particularly with the Town of Red Bay, such as the development of walking trails in the designated place and an exhibit dedicated to right and bowhead whales at the Town Hall. For information on the state of visitor experience at the site please see the State of the Site Report 2011.

#### **Outreach**

Parks Canada aims to reach Canadians at home, at leisure, at school, and in their communities through communication and education opportunities designed to increase awareness, understanding, and appreciation of Canada's historical and natural heritage. Red Bay NHS reaches out to audiences beyond the site's boundaries through the Parks Canada website, working with the province's Department of Education to develop curriculum for high school students, permanent exhibits at The Rooms in St. John's and in the Canadian Museum of Civilization in Gatineau, and by promoting the site at events such as the Newfoundland and Labrador folk festival in St. John's. In addition, Red Bay NHS is now offering an outdoor education program for Grade 5 students.





Community members help protect cultural resources in their backyards. Cindy Gibbons.

### **Partner and Stakeholder Engagement**

Community support is one of the defining features of Red Bay NHS. The community of Red Bay was integral to original research conducted for the site. Today community members continue to protect the site's cultural resources (many of which are found in their backyards) and are very supportive of and involved with the UNESCO nomination for Red Bay to be included on the World Heritage List. Parks Canada also sustains an important relationship with the provincial archaeology office and the Town of Red Bay in terms of the protection of the site's cultural resources. In addition, Parks Canada works closely with the Town, provincial tourism organizations, and with local businesses and organizations towards increasing tourism to the region. Red Bay NHS also has a strong connection to the Basque country and visitors from that region have a keen interest in the site.

### **Key Issues**

For more detailed information on the significant issues, challenges, and opportunities noted below please see the 2011 Red Bay NHS State of the Site Report.

### **Significant Changes in Tourism Trends in Coastal Labrador**

Tourism is experiencing significant changes in Coastal Labrador, most significantly due to the opening of the Trans-Labrador Highway in 2010 which is generating possibilities for new markets. The region is also witnessing a

declining trend in group motor coach tours and an increasing trend in adventure cruise ships. Parks Canada needs to strengthen understanding of these trends and to strengthen marketing and positioning efforts and the pre-trip information available to potential visitors.

### **Meeting the Varying Needs of Visitors**

Although social science demonstrates that visitors are very satisfied with, are enjoying, and are learning from their experiences at the site, Parks Canada is endeavouring to attract new audiences and to meet the varying needs, interests, and motivations of current and potential visitors.

### **Telling Other Important Stories of Interest to Visitors**

While the story of Basque whaling at Red Bay is the reason for the site's designation, a number of other fascinating stories related to the site and of interest to visitors<sup>1</sup> are currently not well told. These include Red Bay in the context of world whaling history, the Aboriginal history of the site, and the stories of the communities that settled in Red Bay after the Basques.

### **The Importance of Continued Community Stewardship and Partner and Stakeholder Engagement with the Site**

Community members and site staff have noted that although the youth of the community would like to be engaged with the site, there are currently few opportunities for their involvement. There is also substantial untapped potential to work with local people, Aboriginal communities, local businesses, the Town, and others towards the enhancement of visitor experience opportunities. Community support and engagement has also been integral to the World Heritage Site nomination process and will be essential to this process moving forward.

<sup>1</sup> Social science research indicates that visitors' primary motivation for coming to the site is an interest in history, including whaling history, Basque history at Red Bay, and the other history of the local area.

**Assets**

A number of issues have been identified with regards to the Visitor Interpretation Centre (VIC) including inadequate environmental controls that could potentially impact the condition of artefacts as well as structural problems that need to be assessed. Also, the permanent exhibit at the VIC is dated and requires an assessment to determine how it might eventually be revitalized or redone to enrich visitor experience opportunities at the site.

**Higher Than Normal Tides, Increasing Storms, and Rising Water Temperatures**

In recent years the Red Bay area has been experiencing higher than normal tides, increasing frequency and intensity of storms, and rising water temperatures. Although not a major concern for the site to date, the relationship between these issues and the site's cultural resources will need to be monitored.

**World Heritage Site Nomination Process**

A steering committee consisting of representatives from federal, provincial, and municipal governments and local stakeholders was formed in 2008 to guide the development of Red Bay's World Heritage Site nomination. The Red Bay nomination was submitted to the World Heritage Centre for a voluntary review in September of 2011. It is anticipated that the nomination will be officially submitted to the World Heritage Centre by February of 2012 which may lead to a decision on the nomination by the World Heritage Committee in the summer of 2013.

## 4.0 Parks Canada Principles of Management

Management plans have become more strategic in nature in recent years. These principles of Parks Canada protected heritage place management will be followed while implementing this management plan.

- **Commemorative Integrity:** The *Parks Canada Agency Act* states that it is in the national interest to “ensure the commemorative integrity of national historic sites” (*Parks Canada Agency Act, 1998: Preamble*). When considering cultural resource management, Parks Canada adheres to the principles in the Parks Canada Cultural Resource Management Policy.
- **Engagement:** Parks Canada protected heritage places will be managed in a manner that recognizes the role and value of partners, constituents and stakeholders, and engages them in a way that responds to their needs and expectations and aims to share leadership for and management of, protected heritage areas.
- **Environmental Stewardship:** Parks Canada protected heritage places will be managed in a manner that minimizes negative environmental impacts and encourages innovative approaches employing environmentally sound technologies and practices.
- **Monitoring and Reporting:** Parks Canada systematically monitors a protected heritage place’s condition and trends in terms of resource protection, public appreciation, and understanding and visitor experience. These are reported every five years at the local level in a State of Report and every two years at the national level.
- **Outreach:** Given an increasingly urbanized and diverse population located far from national parks, Parks Canada is reassessing its relevance to Canadians. Through public outreach/external communications activities, Parks Canada will promote Canadians’ understanding of and appreciation for Parks Canada’s mandate and conservation work, and encourage them to support and contribute to the protection and presentation of Parks Canada protected heritage places.
- **Respect for Aboriginal Peoples:** Parks Canada respects Aboriginal rights and land claim agreements. In managing protected heritage places, Parks Canada will work collaboratively with Aboriginal peoples to incorporate traditional knowledge, values and cultural heritage. Building mutually beneficial relationships with Aboriginal communities is a priority for Parks Canada.
- **Sustainable Tourism:** Parks Canada is the largest provider of natural and historic tourism products in Canada and its iconic destinations form the cornerstones of the Canadian tourism industry. Parks Canada supports sustainable tourism and works in collaboration with tourism providers.
- **Visits:** The lifestyles and values of Canadians are changing as a result of significant demographic shifts, as are their attitudes towards travel and leisure. Travellers have more choice, are better informed, and want a bigger role in choosing and creating their travel experiences. Parks Canada will increase and continually update its understanding of the needs and expectations of travellers, and will offer unique, authentic, interactive, personalized and diverse experiences that respond to Canadian interests and reflect their stories.



## 5.0 Vision for Red Bay National Historic Site



*Red Bay National Historic Site of Canada. Parks Canada.*

Red Bay National Historic Site (NHS) is the guardian of the heritage and stories of Basque whalers who came to Coastal Labrador in the 16<sup>th</sup>-century. The site's extraordinary and well-conserved terrestrial and underwater cultural resources – shore stations used for processing whale oil, the footprints of cooperages, where barrels used to ship whale oil were assembled, and the remains of four whaling ships buried at the bottom of the bay – are the foundation for bringing the past presence of the Basque whalers to life for present-day visitors.

Visitors travel by land and by sea in increasing numbers to experience this unique place – its connection to the history of whaling, its long history spanning many Aboriginal and European cultures, its rugged northern coastal beauty, and distinctive local culture. Red Bay is considered “the place” to discover world-class practices of underwater archaeology and the otherwise unseen world of artefacts buried in the sea. Through a menu of learning,

recreational, and experiential opportunities that meet visitors varying interests and needs – such as hearing Basque music, learning about seafaring technology, hiking the trails and discovering whale bones, or hearing Aboriginal stories – visitors create their own personal connections to the site. In their own homes and in their own communities, people across Canada are inspired by Red Bay NHS and have opportunities to discover the site.

The youth of the area are inspired to continue and further the strong local tradition of stewardship and engagement with Red Bay NHS. Area residents, Aboriginal communities, Basque people and organizations, and other partners, and stakeholders engage with the site in new and innovative ways, undertaking or contributing to projects and events that help to attract visitors and strengthen connections with the community, Canadians, and the world.



## 6.0 Key Strategies



Young visitors exploring the interpretive trail on Saddle Island. Parks Canada.

### **KEY STRATEGY 1: BY LAND AND BY SEA – OPENING THE DOOR TO THE RED BAY EXPERIENCE**

*The intention of this strategy is to capitalize on changing tourism trends in the region – working with partners to attract an increasing number of visitors traveling by land and by sea to the region and the site.*

This strategy emphasizes working closely with partners and stakeholders in the tourism industry to gain insight into changing tourism trends such as the completion of the Labrador Highway and how these trends are affecting the composition of whom is coming to the

region and why. This will include increasing understanding of the visitors coming to Labrador by cruise-ship and why a relatively small portion of non-resident visitors to the province come to Coastal Labrador. Tourism trend research combined with other market and psychographic research<sup>2</sup> will inform the reconsideration of target markets and the enhancement of visitor opportunities to meet the needs and interests of visitors (product development is addressed in Key Strategy 2). Parks Canada will work with partners in the tourism industry to heighten awareness of the site's extraordinary cultural resources and refreshed visitor experience products, including enhancing pre-trip information

<sup>2</sup> Psychographic research helps identify attributes relating to person beliefs, values, attitudes, interests, and lifestyles. An example of psychographic research is the Canadian Tourism Commission's Explorer Quotient (EQ) which helps identify visitor needs, interests, and expectations based on their personal values and travel motivations and divides visitors into nine EQ types including "Authentic Explorers", "Cultural Explorers", and "Free Spirits". The Environics Prizm software licence Parks Canada has acquired allows the combining of psychographic and demographic data to assist with the identification of target markets, planning promotions to the target markets, and designing new or revising visitor experience products and programs.

available to potential visitors. This work will include collaborative promotion initiatives and customized strategies for each target market, with emphasis on increasing the capture rate of target markets.<sup>3</sup>

**Objective 1:** Working with partners, understanding the changing tourism trends in Coastal Labrador and the needs, motivations, and interests of current and potential visitors is strengthened.

**Objective 2:** Through collaboration with regional partners, promotions for Red Bay are strengthened.

**Objective 3:** Working with partners, high-quality pre-trip information available to potential visitors and “the arrival” stage of “the visitor experience cycle”<sup>4</sup> is improved.

**KEY STRATEGY 2: RED BAY AND YOU – FACILITATING OPPORTUNITIES FOR DISCOVERY, ENJOYMENT, AND CONNECTION TO RED BAY NHS**

*This strategy focuses on developing a menu of visitor experience opportunities and strengthening public outreach education initiatives to enhance opportunities for visitors and Canadians to discover, enjoy, and connect to Red Bay NHS.*

The site’s extraordinary and well-conserved terrestrial and underwater cultural resources are the foundation for bringing the past presence of the Basque whalers to life for present-day visitors. This strategy seeks to capitalize on the unique potential of Red Bay NHS – its cultural resources and the fascinating stories they tell, its distinctive local culture, rugged natural beauty and unique sense of place – so that in experiencing it, visitors might discover something within themselves and develop a connection to this special heritage place. The

strategy emphasizes developing a menu of learning, experiential, and recreational opportunities that match the varying needs of current and potential visitors.<sup>5</sup> Parks Canada will strive to position Red Bay NHS as “the place” to discover world-class underwater archaeology practices and the otherwise unseen world of artefacts buried in the sea.

While discovery of 16<sup>th</sup>-century Basque whaling will remain the heart of the Red Bay visitor experience, Parks Canada will also work with Aboriginal communities and local residents to better tell the Aboriginal and community stories associated with the site that appeal to many visitors.

Emphasis will also be placed on the discovery of Red Bay NHS amongst Canadians in their own homes and in their own communities through an expanded web presence, satellite programming, and targeted outreach efforts.

**Objective 1:** Working with partners, outdoor, recreational, and experiential visitor experience opportunities are enhanced and better meet the varying needs and interests of current and potential visitors.

**Objective 2:** Opportunities for visitors to discover many of the undeveloped stories of the site, especially the Aboriginal and community history (post-Basque period), are enhanced.

**Objective 3:** An increasing number of Canadians discover the site through targeted outreach programming, satellite exhibits, and enhanced web presence.

<sup>3</sup> Visitation does not currently have any measurable impact on the site’s cultural resources and there is room for significant growth in the future. Visitation levels and visitation impacts will be consistently monitored and appropriate management strategies will be developed and implemented where potential pressures are identified.

<sup>4</sup> Parks Canada views the visitor experience cycle as consisting of seven stages: wishing, planning, traveling, arriving, visiting, and departing and remembering.



**KEY STRATEGY 3: SPIRIT OF RELATIONSHIPS  
– INSPIRING THE NEXT GENERATION AND  
SHARING RED BAY WITH THE WORLD**

*This strategy builds on the tradition of support and engagement with the site amongst area residents, the province, Aboriginal communities, partners, and stakeholders. It seeks to further this commitment to the protection of the site’s cultural resources and increase engagement and enthusiasm for attracting visitors and sharing Red Bay with the world, particularly among the youth of the region.*

This strategy emphasizes continuing to build on the tradition of local-level support for and engagement in the protection, evaluation, and monitoring of the site’s cultural resources. It also emphasizes tapping into the potential of local organizations, Aboriginal communities, Basque individuals and organizations, and other partners, and stakeholders to launch or contribute to new events, projects, and activities to enhance visitor experience opportunities and to attract visitors. In particular, the strategy looks to inspire the youth of the area to become involved and to carry on and further the legacy of their parents’ support of and engagement with the site.

**Objective 1:** The cultural resources and the historic values of the site are protected in partnership with local landowners, the Town of Red Bay, the Government of Newfoundland and Labrador, Aboriginal communities, and other partners and stakeholders.

**Objective 2:** Area residents, the Town of Red Bay, Aboriginal communities, Basque organizations, and other partners and stakeholders increasingly undertake or contribute to projects, activities, and events that facilitate enhanced visitor experience opportunities and attract visitors.

**Objective 3:** In partnership with area residents, partners, and stakeholders, the UNESCO World Heritage Site nomination proposal for Red Bay is supported and completed.

**Objective 4:** Youth involvement with the site is increased.

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<sup>5</sup> Using the Explorer Quotient (EQ) tool (see footnote 2), Parks Canada found that in addition to visitors predominantly interested in learning, a substantial number of “Free Spirits” visitors also come to the site. These visitors are typically motivated to connect with people, create family memories, and have adventure and fun, and are often drawn to recreational and outdoor activities. The needs and interests of these visitor types may not be as well met at Red Bay NHS as other visitor types. Social science research has found declining satisfaction with recreational activities and an expressed interest in enhanced outdoor experiences, increased programming, and enhanced (more interactive) exhibits. (For more information on EQ results at Red Bay NHS, see the 2011 State of the Site Report.)



**APPENDIX 1:**

## 5-Year Implementation Strategy with Targets and Actions

**KEY STRATEGY 1: BY LAND AND BY SEA – OPENING THE DOOR TO THE RED BAY EXPERIENCE**

**Working with partners, understanding the changing tourism trends in Coastal Labrador and the needs, motivations, and interests of current and potential visitors is strengthened.**

| Actions and Implementation Year(s)  | Years 1-2 | Years 3-5 |
|---|-----------|-----------|
| Conduct research and analyse external research to better understand changing tourism trends, including affects of completed highway, increasing cruise ship visitation, etc.  | √         |           |
| Utilize Parks Canada’s Environics Prizm software, Explorer Quotient (EQ), and other social science and market segmentation research to better understand the varying interests and motivations of current and potential visitors. | √         |           |
| Conduct social science research to assess the state of visitor experience at Red Bay NHS, including a Visitor Information Program by 2014.  |           | √         |
| Work with the Town of Red Bay to conduct further analysis of visitor patterns of use in the community (trails, museums, etc.).  | √         |           |

**Through collaboration with regional partners, promotions for Red Bay are strengthened.**

| Actions and Implementation Year(s)  | Years 1-2 | Years 3-5 |
|---|-----------|-----------|
| Develop promotions according to target markets, including visitors to Gros Morne National Park and Western Newfoundland, visitors traveling by cruise ship, the Basque, and residents of central and western Labrador.                | √         |           |
| Work with Destination Labrador, Labrador Coastal Drive Tourism Association, Battle Harbour Historic Trust, the Town of Red Bay and other partners to attract visitors to Coastal Labrador and to promote Red Bay as a key attraction. | √         | √         |
| Improve cross-promotion of activities available to visitors in the town.  | √         |           |

**Working with partners, high-quality pre-trip information is available to potential visitors and “the arrival” stage of the “visitor experience cycle” cycle is improved.**

| <b>Actions and Implementation Year(s)</b>   | <b>Years 1-2</b> | <b>Years 3-5</b> |
|---|------------------|------------------|
| Improve the quality of pre-trip information on the Parks Canada website, including ensuring it appeals to varying visitor types. Ensure high-quality pre-trip information is also available on the websites and print materials produced by tourism partners such as Destination Labrador and Labrador Coastal Drive. | √                |                  |
| Provide enhanced pre-trip planning information at Gros Morne National Park and the national historic sites of Western Newfoundland.   | √                |                  |
| Together with partners, conduct analysis of way-finding to the site, including signage, and respond to findings including ensuring an up-to-date map of the region is available to visitors.  | √                |                  |
| Improve the arrival areas at the Visitor Orientation and Visitor Interpretation Centres so that visitors’ first impression is of arriving at a Basque whaling station.  |                  | √                |
| Develop an orientation sign, package, and/or brochure for after-hour visitors.  | √                |                  |

**Strategy Targets**

- Visitation in 2011/12 – 9287 (Baseline: 7662 in 2009/10; 7751 in 2010/11)
- Increase in satisfaction with pre-trip information (Baseline: 82% in 2009)

**KEY STRATEGY 2: RED BAY AND YOU – FACILITATING OPPORTUNITIES FOR DISCOVERY, ENJOYMENT, AND CONNECTION TO RED BAY NHS**

**Working with partners, outdoor, recreational, experiential and other visitor experience opportunities are enhanced and better meet the varying needs and interests of current and potential visitors.**

| <b>Actions and Implementation Year(s)</b>  | <b>Years 1-2</b> | <b>Years 3-5</b> |
|--|------------------|------------------|
| Work with partners and stakeholders to develop a visitor experience opportunity concept that is based on social science and social values and aligned with the site vision and the objectives of this plan.  | √                |                  |
| Plan and develop visitor services required to enhance experiences on Saddle Island, including access to the island and washrooms.  | √                |                  |
| Facilitate enhanced opportunities on Saddle Island – including opportunities for discovery of areas used by the 16th-century Basque, the island’s archaeological resources, and natural heritage such as through the use of new technologies for enhanced self-guided tours and guided programs. |                  | √                |
| Explore opportunities for visitors to better discover the underwater cultural resources of the site.   |                  | √                |
| Enhance discovery of Basque culture and Basque whaling history, and other elements of the site through increased sensory, hands-on, and experiential opportunities such as Basque food experiences, games, events, festivities, etc.   | √                |                  |
| Design and build interpretive constructs (without affecting the physical integrity of the character-defining elements, or the historic place’s heritage value) that enhance visitors’ visual and sensory discovery of Basque whaling at Red Bay.   | √                |                  |
| Assess the Visitor Interpretation Centre and the Visitor Orientation Centre in terms of the state of the infrastructure, the condition of the artefacts, and the extent to which it meets the needs, motivations, and expectations of current and potential visitors.                            |                  | √                |

**Opportunities for visitors to discover many of the undeveloped stories of the site, especially the Aboriginal and community history (post-Basque period), are enhanced.**

| Actions and Implementation Year(s)  | Years 1-2 | Years 3-5 |
|---|-----------|-----------|
| Improve opportunities for visitors to discover the historical context of the Basque whalers in Labrador, including Red Bay in the context of world whaling history.               | √         | √         |
| Work with Aboriginal communities to develop better understanding of the Aboriginal history of Red Bay and facilitate opportunities for visitors to discover this history.         | √         |           |
| Conduct further archaeological investigation of Aboriginal sites on Saddle Island and explore opportunities to share findings with visitors.                                      |           | √         |
| Work with local people to develop better understanding of the community history of Red Bay and to encourage the telling of these stories both on and off site.                    | √         |           |
| Complete and share with visitors the film project that tells the story of the community's experience with discovery of the site and their involvement in research and protection. | √         |           |
| Improve opportunities for visitors to discover the evolution of seafaring technology.   | √         |           |

**An increasing number of Canadians discover the site through targeted outreach programming, satellite exhibits, and enhanced web presence.**

| Actions and Implementation Year(s)  | Years 1-2 | Years 3-5 |
|---|-----------|-----------|
| Work with partners towards an exhibition on the Basque in Newfoundland and Labrador at The Rooms in St. John's.                               |           | √         |
| Review and continuously update Red Bay NHS's web-pages with new information and opportunities that facilitate inspired discovery of the site. | √         |           |
| Engage youth as outlined in objective 4 of Key Strategy 3.  | √         |           |

**Strategy Targets**

- Increase in meaning indicator (Baseline: 80% in 2009)
- Increase in satisfaction with recreational activities (Baseline: 79% in 2009)
- Maintenance or improvement of learning, enjoyment, and satisfaction indicators. (Baseline: 2009 97%, 97%, and 99% respectively)
- Increase in web-pages hits (Baseline: 2010)

**KEY STRATEGY 3: SPIRIT OF RELATIONSHIPS – INSPIRING THE NEXT GENERATION AND SHARING RED BAY WITH THE WORLD**

**The cultural resources and the historic values of the site are protected in partnership with local landowners, the Town of Red Bay, Aboriginal communities, the Government of Newfoundland and Labrador, and other partners and stakeholders.**

| <b>Actions and Implementation Year(s)</b>  | <b>Years 1-2</b> | <b>Years 3-5</b> |
|--|------------------|------------------|
| Implement the commitment to work with all levels of government to ensure the protection of the site's cultural resources and historic values through the application of relevant legislation, policies, and plans. | √                | √                |
| Foster and encourage the continued preservation and understanding of the 16 <sup>th</sup> -century cultural resources by residents of Red Bay by providing expert advice and educational opportunities.            | √                | √                |
| Finalize the cultural resource conservation plan for the site.   | √                |                  |
| Conduct a Commemorative Integrity Evaluation for the site in 2011.   | √                |                  |
| Conduct assessment of the landscape and landscape features by 2013.  | √                |                  |
| As part of regular monitoring of the underwater and terrestrial resources, ensure monitoring of the potential effects of higher than normal tides, increasing storms, and rising water temperatures.               | √                |                  |

**Area residents, the Town of Red Bay, Aboriginal communities, Basque organizations, and other partners and stakeholders increasingly undertake or contribute to projects, activities, and events that facilitate enhanced visitor experience opportunities and attract visitors.**

| <b>Actions and Implementation Year(s)</b>   | <b>Years 1-2</b> | <b>Years 3-5</b> |
|---|------------------|------------------|
| Work with the Town and potential partners to encourage the development of new visitor experience opportunities, particularly those based on the natural and cultural assets of the region, such as guided hikes, guided water-based recreational activities, etc. |                  | √                |
| Work closely with the Town of Red Bay to make better use of town infrastructure and enhance visitor experience opportunities such as experiences on the Boney Trail and Tracy Hill and at the Right Whale Exhibit.  | √                |                  |
| Work with interested Basque organizations to enhance discovery of the stories of Red Bay including Basque history and culture such as through music, stories, and food.   | √                |                  |

**In partnership with area residents, partners, and stakeholders, the UNESCO World Heritage Site nomination proposal for Red Bay is supported and completed.**

| Actions and Implementation Year(s)   | Years<br>1-2 | Years<br>3-5 |
|--|--------------|--------------|
| Continue to work with the Town of Red Bay, the Government of Newfoundland and Labrador, and regional stakeholders to ensure the completion of the World Heritage Nomination by February 2012.                    | √            |              |
| Review the current marketing, promotions, visitor experience offer, and public outreach education strategy to determine opportunities for Red Bay NHS in the event the site is designated a World Heritage Site. | √            |              |
| Develop key tourism and economic development partnerships to capitalize on the designation, should it be successful, and draw visitors to the area.  | √            |              |

**Youth involvement with the site is increased.**

| Actions and Implementation Year(s)   | Years<br>1-2 | Years<br>3-5 |
|--|--------------|--------------|
| Plan and deliver outdoor education program for Grade 5 students by 2011 themed around the outstanding universal values of the site (as developed for the World Heritage nomination). | √            |              |
| Develop hands-on programs for youth, such as site monitoring and assessment and inventory of cultural and ecological resources.  | √            |              |
| Develop a volunteer program for local youth.   | √            |              |

**Strategy Targets**

- Aboriginal communities are involved with the site.
- Youth volunteer program is established and the number of youth who contribute to research, monitoring, programs, events or activities increases.
- World Heritage Site Nomination proposal completed by February 2012.





**APPENDIX 2:**

## Summary of Strategic Environmental Assessment

Parks Canada is responsible for assessing and mitigating the impact of its actions on ecosystems and cultural resources. The *Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals* prepared by the Canadian Environmental Assessment Agency, requires a strategic environmental assessment (SEA) of all plans and policies submitted to the federal Cabinet or to a Minister for approval, including management plans for national historic sites.

Accordingly, an SEA of the objectives, programs, and management actions outlined in this management plan was carried out. The objectives of the environmental assessment were:

- to ensure that the strategic directions and specific proposals contained within the plan respect and support the commemorative integrity goals for Red Bay National Historic Site of Canada;
- to assess the implications of various alternatives considered in the plan, to enhance positive effects and avoid or mitigate negative effects;
- to ensure that the plan adequately addresses the multiple stressors and concerns relating to the residual and cumulative effects; and
- to document the potential tradeoffs and implications, including both positive and adverse residual impacts of the overall plan.

Review of the proposed strategic direction and specific actions proposed in the draft management plan for Red Bay National Historic Site of Canada indicates that the management plan is fully consistent with federal policy and legislation governing national historic sites administered by Parks Canada. Further, the plan has been reviewed against the *Federal Sustainable Development Strategy* (2010) in support of the strategy's goals and targets. The management plan recognizes Parks Canada's commitment

to identifying, protecting, and presenting the cultural resources at Red Bay National Historic Site and working with stakeholders to protect the cultural heritage of the site.

The SEA included evaluation of cumulative environmental effects from all proposed actions. It also considered the full range of potential impacts on the natural and cultural values of the national historic site, both from ongoing operations and from proposed actions.

The management plan proposes a few management actions that may have some adverse environmental impact. However, it is expected that these impacts can be mitigated once they are examined more closely during project-specific environmental assessments required under the *Canadian Environmental Assessment Act* or under the Cabinet Directive on the Environmental Assessment of the Policy, Plan and Program Proposals. The following may be subject to project-specific environmental assessments:

- Installation of signage;
- Construction/installation involved with improving the Visitor Orientation and Visitor Interpretation Centres;
- Newly developed visitor services on Saddle Island;
- New visitor activities to discover underwater cultural resources;
- Special events taking place at the site;
- Building interpretive constructs;
- Archaeological excavation involved with archaeological investigation of Aboriginal sites on Saddle Island; and
- Development of new businesses that require the issuing of a license of occupation at the site.

Collectively, the strategic direction and management actions outlined in the management plan will contribute to an overall improvement in the commemorative integrity of Red Bay National Historic Site of Canada.



### APPENDIX 3:

## Glossary

**Commemorative Integrity:** A historic place may be said to possess commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for its significance are effectively communicated to the public, and when the heritage value of the place is respected.

**Cultural Resource:** A human work or place that gives evidence of human activity or has spiritual or cultural meaning, and which has been determined to have historic value.

**Cultural Resource Management:** Generally accepted practices for the conservation and presentation of cultural resources, founded on principles and carried out in a practice that integrates professional, technical and administrative activities so that the historic value of cultural resources is taken into account in actions that might affect them. At Parks Canada, cultural resource management encompasses the presentation and use, as well as the conservation of cultural resources.

**Field Unit:** An administrative division developed by Parks Canada combining the management and administration of one or more national park(s), national historic site(s), marine conservation area(s) or historic canal(s). There are 32 field units across Canada.

**Historic Value:** Historic value is a value or values assigned to a resource, whereby it is recognized as a cultural resource. These values can be physical and/or associative.

**National Historic Site:** Any place declared to be of national historic interest or significance by the Minister responsible for Parks Canada.

**State of the Site or Park Report:** This report provides a synopsis of the current condition of a national park, national historic site, or national marine conservation area, and assesses performance in meeting established goals and objectives for indicators associated with the Agency's mandate. These reports are produced on a five-year cycle, and are the basis for the five-year management plan review.