



PORT AU CHOIX

NATIONAL HISTORIC SITE
OF CANADA

Management Plan



FEBRUARY 2007

PORT AU CHOIX

NATIONAL HISTORIC SITE
OF CANADA

Management Plan

© Her Majesty the Queen in right of Canada, represented by the Chief Executive Officer of Parks Canada, 2007.

Cette publication est aussi disponible en français.

For more information about the management plan or about Port au Choix National Historic Site of Canada:

Port au Choix
National Historic Site of Canada
PO Box 140
Port au Choix, NL A0K 4C0
Canada

TEL: 709-861-3522
FAX: 709-861-3827
www.pc.gc.ca

OR

Parks Canada
PO Box 130
Rocky Harbour, NL A0K 4N0
Canada

TEL: 709-458-2417
FAX: 709-458-2059

*Library and Archives Canada
Cataloguing in Publication*

Parks Canada
Port au Choix National Historic Site of
Canada: Management Plan /
Parks Canada.

Issued also in French under the title:
Lieu historique national du Canada de
Port au Choix : Plan directeur /
Parcs Canada

Includes bibliographical references.

ISBN 0-662-44611-9
CAT. NO. R64-105/65-2006E

1. Port au Choix National Historic Site (Port au Choix, NL) – Management.
 2. Historic sites – Canada – Management.
 3. Historic sites – Newfoundland and Labrador – Management.
 4. National parks and reserves – Canada – Management.
 5. National parks and reserves – Newfoundland and Labrador – Management.
- I. Parks Canada. Atlantic Service Centre.
II. Title.

FC2164.P67P37 2006
971.8
C2006-980307-2

Front Cover Image Credits

BACKGROUND IMAGE: Sheldon Stone INSET IMAGES: TOP: Sheldon Stone
BOTTOM (LEFT TO RIGHT): Parks Canada; Parks Canada; Sheldon Stone

Foreword



Canada's national historic sites, national parks and national marine conservation areas offer Canadians from coast-to-coast-to-coast unique opportunities to experience and understand our wonderful country. They are places of learning, recreation and fun where Canadians can connect with our past and appreciate the natural, cultural and social forces that shaped Canada.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of these places offers Canadians and visitors unique opportunities to experience Canada. These places of beauty, wonder and learning are valued by Canadians – they are part of our past, our present and our future.

Our Government's goal is to ensure that each of these special places is conserved.

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 experience our natural and cultural heritage.

These values form the foundation of the new management plan for Port au Choix 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.

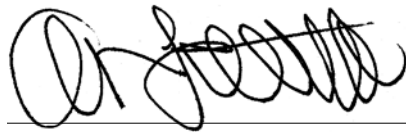
In this same spirit of partnership and responsibility, I am pleased to approve the Port au Choix National Historic Site of Canada Management Plan.

A handwritten signature in black ink, which reads "John Baird". The signature is written in a cursive, flowing style.

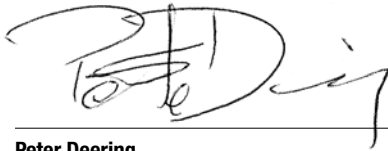
John Baird
Minister of the Environment

Recommendations

Recommended by:



Alan Latourelle
*Chief Executive Officer
Parks Canada*



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

Executive Summary

Port au Choix National Historic Site of Canada (NHSC) is rich in history. Representing more than 5,500 years of habitation, the site preserves and protects the rich vestiges of four ancient Aboriginal cultures. The aim of this management plan is to protect the commemorative integrity of Port au Choix NHSC. The plan also guides the provision of meaningful learning opportunities so that onsite and offsite visitors may come to appreciate and enjoy the rich cultural and natural values of Port au Choix. Visitors will also understand the significance of this site as a landmark in Canadian history and as a vital component of the system of National Historic Sites in Canada.

This management plan is the product of the efforts of a diverse planning team of community representatives, Aboriginal partners, provincial stakeholders and Parks Canada staff who brought their wealth of experiences, expertise and values to bear on its creation. The planning team members' sense of ownership developed management actions that would ensure the commemorative integrity of the site and the protection of natural resources.

The management plan outlines long-term strategies to ensure the commemorative integrity of Port au Choix National Historic

Site of Canada. The management plan includes direction for:

- Engaging Canadians through improved heritage presentation that has a broader outreach with students, local communities, and partners.
- Providing quality site experience resulting from personal connections with cultural resources and settings and interactions with staff to respond to diverse visitor needs and expectations.
- Addressing management of traditional activities by local residents and commercial fishers.
- Presenting all messages of national significance.
- Protecting the natural ecosystem features such as the limestone barrens.
- Continuing public involvement beyond the management planning process
- Implementing new initiatives and activities.

Through ongoing consultations and annual public reviews of the management plan implementation, the planning team will continue to ensure the commemorative integrity of the site and the protection of the site's natural ecological resources. This plan will be subject to a review process in five years.

Table of Contents

Foreword	iii
Recommendations	v
Executive Summary	vii
1.0 Introduction	
1.1 Management Planning at Port au Choix National Historic Site.....	2
2.0 Importance of Port au Choix to the National Historic Sites System	5
3.0 Commemorative Integrity	7
4.0 Current Situation Analysis	
4.1 Resources of National Historic Significance	11
4.2 Presenting Messages of National Historic Significance.....	12
4.3 Additional Level 2 Cultural Resources and Messages	13
4.4 Natural Resources	14
4.5 Visitor Use and Operations	15
5.0 Vision	17
6.0 Management Objectives and Actions	
6.1 Protecting Port au Choix NHSC.....	19
6.1.1 Level 1 Cultural Resources.....	19
6.1.2 Level 2 Cultural Resources	21
6.1.3 Human Remains and Sacred Items.....	23
6.2 Presenting the Story of Port au Choix	23
6.2.1. Facilitating Meaningful Visitor Experiences.....	23
6.2.2. Conveying Significant Site Messages	27
6.2.3. Reaching all Canadians: Site Audiences	29
6.3 Natural Resource Management.....	30
6.3.1 Limestone Barrens and Protection of Rare Plants.....	31
6.3.2 Winterhouse Pond Watershed.....	32
6.3.3 Traditional Activities	32
6.3.4 Management of Commercial Fishing Activities.....	33
6.3.5 Site Boundary	34
6.4 Administration and Operations.....	35
6.4.1 Access and Circulation	35
6.4.2 Public Safety	35
7.0 Ongoing Partnerships and Public Involvement	
7.1 Regional Relationships and Partnerships.....	37
7.2 Public Involvement.....	39
7.3 Evaluating New Initiatives	39

8.0	Implementation	
8.1.	Priorities For the First Three Year Business Planning Cycle	41
8.1.1	Protection of Port au Choix NHSC.....	41
8.1.2	Presenting the Port au Choix Story.....	41
8.1.3	Natural Resource Management	42
8.1.4	Access and Circulation	42
8.1.5	Partnerships and Ongoing Public Involvement	42
9.0	Environmental Assessment	43
Reference Maps		
MAP 1	Regional Map	3
MAP 2	Site Map.....	4
List of Figures		
FIGURE 1	Designated Place	9
FIGURE 2	Visitation Rates	15
Appendices		
	Selected References.....	45
	Acknowledgements	47

1.0 Introduction



Aerial view of Point Riche lighthouse. *Floyd O'Keefe*

Canada's national historic sites illustrate thousands of years of human history and hundreds of years of nation building. They are special places, recognised under an Act of Parliament as being of national significance to the history of our great land. These are places that reflect the diversity of our heritage and identity, where we preserve the tangible remains of our past, tell our stories, and celebrate our defining moments. At national historic sites we honour the people, places and events that are the proud inheritance of all Canadians.

The raised shoreline and alkaline soil conditions at Port au Choix National Historic Site of Canada (Port au Choix NHSC) have combined to preserve the rich vestiges of four ancient Aboriginal cultures extending back more than 5,500 years. They include Maritime Archaic Indian, Groswater and

Dorset Palaeo-Eskimo and Recent Indian. Two particular archaeological sites have been recognised by the Historic Sites and Monuments Board of Canada (HSMBC) as having national historic significance. The sites include a Maritime Archaic Indian Cemetery used between 4,400 and 3,300 years ago, and a large settlement site at Phillip's Garden occupied by people of the Dorset Palaeo-Eskimo culture between 2000-1300 years ago. Together, these sites provide outstanding insight into the economic, social and spiritual dimensions of Aboriginal cultures in this part of the world.

Port au Choix NHSC was established in 1984 under a Federal-Provincial Agreement between the Government of Canada and the Government of Newfoundland. Since that time, visitation has steadily increased, from less than 9,000 visitors in 1990 to more

than 14,000 in 2003. Together with L'Anse aux Meadows National Historic Site to the north and Red Bay National Historic Site in Southern Labrador, Port au Choix is part of a larger cultural/historical experience for visitors to the Northern Peninsula of Newfoundland and Southern Labrador.

Located on the west coast of Newfoundland's Northern Peninsula (MAP 2), the site encompasses an area of 8.3 km² and includes a portion of the Point Riche and Port au Choix peninsulas (MAP 1). The communities of Port au Choix, Port Saunders and Hawkes Bay form a regional service centre for the mid-portion of the Northern Peninsula and together have a population of 2,270.

1.1 MANAGEMENT PLANNING AT PORT AU CHOIX NATIONAL HISTORIC SITE

A management plan is a strategic guide for future management of a national historic site. It is required by legislation, guided by public consultation, approved by the Minister responsible for Parks Canada and tabled in Parliament. The management plan directs the long-term development and operations of a national historic site, and constitutes the framework within which subsequent management, detailed planning and implementation will take place.

Under the *Parks Canada Agency Act* (1998), Parks Canada has mandated responsibility for ensuring the commemorative integrity of all national historic sites. This commitment lies at the heart of Port au Choix's management plan, and is the key to its future. Parks Canada's *Guiding Principles and Operational Policies* (1994) provides further guidance towards meeting this mandated responsibility, and the Act requires that every national historic site under Parks Canada's administration prepare a management plan to be tabled in Parliament every five years.

This will be the second management plan for Port au Choix NHSC. The development concept for the site, as outlined in the 1991 plan, has been achieved with the construction of a new Visitor Centre, hiking trails and day use facilities. Building on the success of previous years, the 2006 management plan for Port au Choix NHSC will continue to ensure

commemorative integrity, including the application of cultural resource management principles and practices. The management plan also guides the provision of memorable learning opportunities so that onsite and offsite visitors may come to appreciate and enjoy the rich cultural and natural values of Port au Choix NHSC.

The new management plan for Port au Choix results from a process that began in May 2003 with the establishment of the planning team. The team assisted in identifying issues, suggesting management objectives and strategies, preparing for and participating in broader consultations, and reviewing the draft management plan. They are a strong and effective voice that ensure community and stakeholder interests and opportunities continue to be considered in maintaining commemorative integrity at Port au Choix NHSC.

The planning team consisted of representatives from:

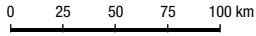
- Town council of Port au Choix, and the Port au Choix Heritage Committee
- Miawpukek First Nation
- Historic Sites Association of Newfoundland and Labrador
- The Viking Trail Tourism Association
- Port au Choix Small Boat Fishermen's Committee
- Memorial University of Newfoundland
- Association Régionale de la côte Ouest
- Roncalli High School
- Limestone Barrens Heritage Stewardship Program
- Department of Tourism, Culture and Recreation
- Parks Canada

Additional input was received through public consultation held in the communities of Port au Choix and Conne River and in their high schools. Invitations to comment were also extended to staff, local and provincial governments, tourism associations and special interest groups. Comments from all Canadians were encouraged through an open invitation made in local newspapers and on the Parks Canada website. Our stakeholders provided the planning team with valuable insights, and played an important role in shaping the 2006 management plan.

MAP 1

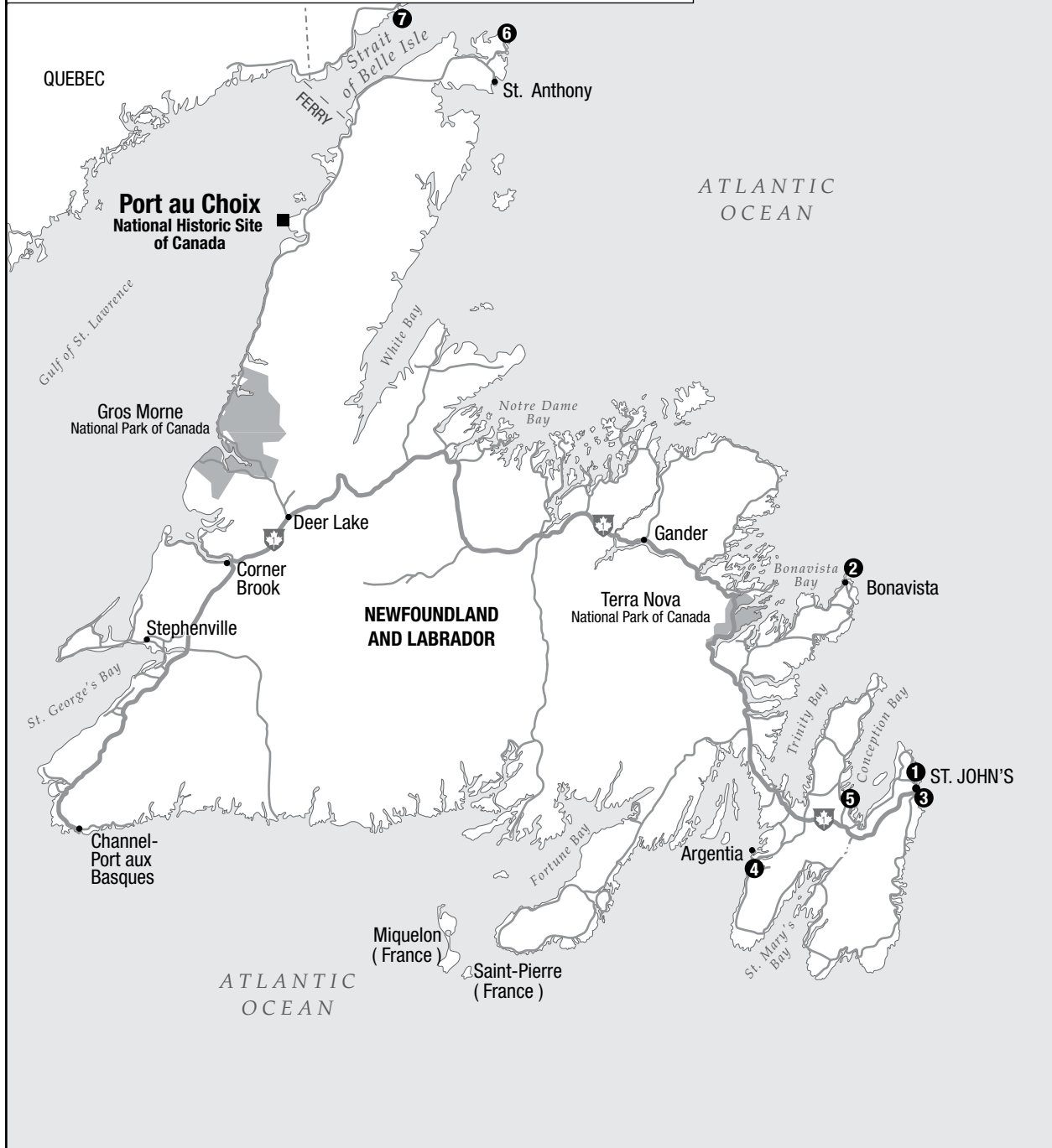
PORT AU CHOIX
 NATIONAL HISTORIC SITE OF CANADA

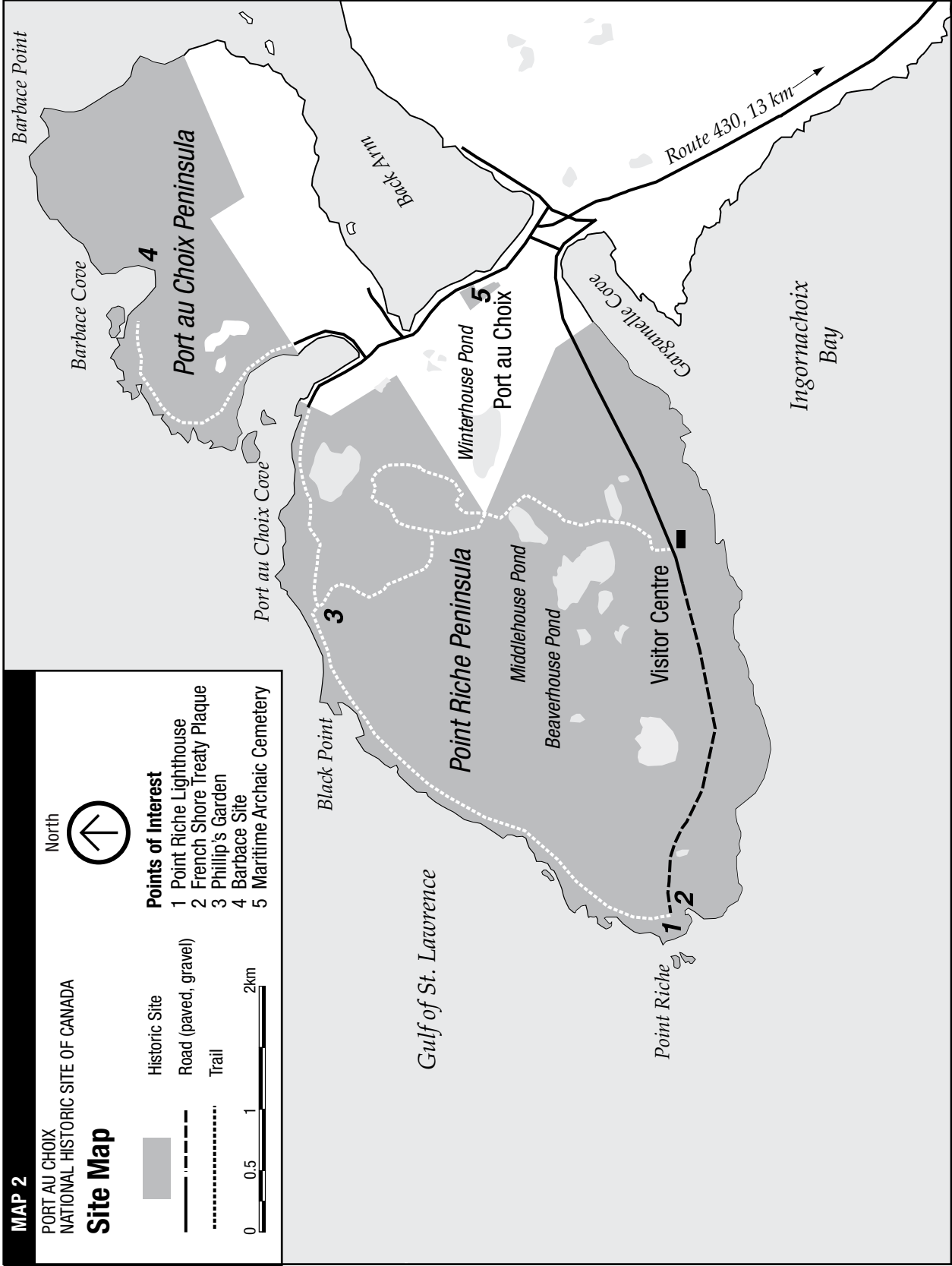
Regional Map



**National Historic Sites of Canada
 Administered by Parks Canada**

- 1 Signal Hill
- 2 Ryan Premises
- 3 Cape Spear
- 4 Castle Hill
- 5 Hawthorne Cottage
- 6 L'Anse aux Meadows
- 7 Red Bay





2.0 Importance of Port au Choix to the National Historic Sites System



Maritime Archaic Cemetery plaque. *Sheldon Stone*

Port au Choix NHSC is part of a nation-wide family of nearly 900 sites representing a rich variety of themes spanning political, economic, intellectual, cultural and social life. Each site has had a nationally significant impact on Canadian history and is a distinct and vibrant symbol of our national identity. Collectively, our national historic sites recognize the contributions made by all those who came before us and tell the stories we hold in trust for future generations.

Peopling the Land, a major theme identified in the *National Historic Sites System Plan* (2000) celebrates the imprints and expressions of the many peoples who have shaped Canada. Port au Choix NHSC is associated with this theme as it helps to illustrate the rich history of Canada's Aboriginal people. The site is a tribute to the Maritime Archaic Indian, Dorset and Groswater Palaeo-Eskimo and Recent Indians who occupied Port au Choix for 50 centuries – pursuing a way of life that still echoes as today's residents of Port au Choix make their living from the sea and its resources.

The Port au Choix area as a whole is significant, both to the pre-contact history of Newfoundland and to the development of an archaeological understanding of that history. The location of Port au Choix plays an important role, as it is situated on two peninsulas

jutting into the Strait of Belle Isle where nutrient rich waters draw vast numbers of sea mammals (especially seals) within easy reach of marine hunters. These conditions, in turn, brought some of the largest concentrations of Aboriginal populations in Newfoundland to this area over several millennia.

For archaeologists, the exceptional preservation conditions afforded by the limestone geology of the area have permitted the recovery of enormous quantities and varieties of material culture and other evidence about these people, providing insights into the economic, social and spiritual dimensions of their cultures that are almost never obtainable at other sites where preservation conditions are less favourable.

The Maritime Archaic cemetery contains over 100 burial plots, and is considered to be the most significant Maritime Archaic site of its kind in North America. The cemetery excavations here were the basis for the identification of the Maritime Archaic Tradition as an archaeological concept. The Phillip's Garden site contains at least 50 house depressions and thousands of artifacts – one of the largest and richest Dorset Palaeo-Eskimo sites in the eastern Canadian Arctic. Together, these archaeological sites represent important examples of how these two peoples selected and used maritime locations in different aspects of their subsistence culture.

Port au Choix is also a site rich in European history. In particular, the French site at Barbace Cove provides tangible evidence of the period of French Basque occupation between 1713 and 1783 when this area was the southern limit of the French Shore. Port au Choix was one of the centres of the French Basque commercial fishery. The dispute between France, England, and Newfoundland regarding fishing rights in these waters is commemorated as an event of national historic significance.

3.0 Commemorative Integrity



Phillip's Garden Site. Sheldon Stone

One of Parks Canada's fundamental objectives is to ensure the commemorative integrity of national historic sites by protecting and presenting these places for all Canadians in a manner that respects their significant and irreplaceable legacy. Commemorative integrity is a way of describing the health, or wholeness, of a national historic site. A national historic site possesses commemorative integrity when:

- the resources directly related to the reasons for designation as a national historic site are not impaired or under threat;
- the reasons for designation as a national historic site are effectively communicated to the public;
- the site's heritage values (including those resources and messages not related to its designation as a national historic site) are respected in all decisions and actions affecting the site.

Statement of Commemorative Intent

A Commemorative Intent Statement (CIS) outlines the reasons for a site's designation as a national historic site, as determined by the Historic Sites and Monuments Board of Canada (HSMBC). The CIS is fundamental to the decision-making process for any national historic site, and is used as a framework to prepare each management plan and assess the impact of proposed actions at the site.

In 2005, the Director General for National Historic Sites approved the Commemorative Integrity Statement for Port au Choix NHSC, as follows:

"Port au Choix was designated a site of national significance in 1970. The reasons for designation, as derived from the November 2001 minutes of the HSMBC are:

- Port au Choix includes a large cemetery that consisted of exceptionally rich and well-preserved remains of the Maritime

Archaic Culture whose people buried their dead in this place from about 4,400 to 3,300 years ago;

- the cemetery greatly enhances understanding of the marine-oriented technology, economy and spiritual culture of the Maritime Archaic people;
- the site included a major settlement location at Phillip's Garden occupied by two Palaeo-Eskimo cultures, Groswater (2,800-1,900 B.P.) and Dorset (2,000-1,300 B.P.);
- the exceptionally well-preserved remains of tools, weapons, and discarded food bones from this settlement provide a new appreciation of the material and intellectual cultures of the Palaeo-Eskimo people."

Designated Place

The term 'designated place' refers to the place of national significance designated by the Minister of Environment on recommendation of the HSMBC. The designated place for Port au Choix NHSC consists of two parcels of land defined by the HSMBC in November 2001, as follows:

i) **Maritime Archaic Cemetery** (FIGURE 1)
 "The Committee suggested that *Option (d)* (p.1125, *Submission Report 2001-32*) best describes the reasons for designation considered by the Board in 1970."

"The parcel of land shown as '*Option (d)*' in the *Submission Report* consists of that portion of the burial terrace that encompasses the grave pits that remained *in situ* at the time of the Board's deliberations in 1970 (i.e. Locus ii and Locus iv). This parcel of land falls within the boundaries of the Parks Canada administered property at this location."



Chert endblade harpoon head, bone foreshaft. *Pierre Mochon*

ii) **Phillip's Garden Palaeo-Eskimo Habitation Site** (FIGURE 1)

"The Committee agreed with the proposed designated place as presented in Figure 14, p. 1136, *Submission Report 2001-32*."

"The parcel of land shown in FIGURE 1 (i.e., the area within the angular line) was defined as that area falling within the definition of the site provided by the excavator, Dr. Elmer Harp, in his excavation report. The HSMBC used this report as its primary source of information about the site during its deliberation. This entire parcel of land falls within the Parks Canada-administered property on the Point Riche peninsula."

The boundary of the site administered by Parks Canada (MAP 2: SITE MAP) includes a substantial area of the Point Riche and Port au Choix peninsulas. The remaining land is included within the municipal boundary of the town of Port au Choix.

Additional excavations since the HSMBC 1970 deliberations have provided information on other cultural resources located throughout the administered site. These Level 2 resource sites include:

- a large Dorset settlement at Point Riche;
- Dorset cave burials at Gargamelle Cove and Crow Head;
- substantial Groswater remains at Phillip's Garden East and Phillip's Garden West;
- European French bread ovens at Barbace Cove;
- several isolated finds.

In 1991, the Point Riche Lighthouse, one of the first on the coast of Newfoundland, was recognized as a Federal Heritage Building. Built by the Canadian government in 1871 and operated by the Canadian Coast Guard, the lighthouse was constructed for the benefit of Canadian ships entering and leaving the Gulf of St. Lawrence. As such, it is considered a noteworthy example of co-operation between Newfoundland and Canada prior to Newfoundland's union with Canada in 1949.



4.0 Current Situation Analysis



Dedication ceremony. Bruce Bradbury

The 2002 *Visitor Information Survey* for the site found that 92% of visitors were very satisfied with the activities and services at Port au Choix. Businesses and organizations in the local area are working with Parks Canada to both heighten awareness of the site to tourists visiting the Northern Peninsula and increase local involvement and appreciation of the site. Provincial partners, such as the Miawpukek First Nation and stakeholders such as the Historic Sites Association of Newfoundland and Labrador are also becoming more involved in telling the story of Port au Choix.

The following identifies the range of challenges this management plan must address to position Port au Choix NHSC for long-term success.

4.1 RESOURCES OF NATIONAL HISTORIC SIGNIFICANCE

Resources directly related to the reasons for the site's designation are Level 1 cultural resources as defined in the Parks Canada *Cultural Resource Management Policy* (CRM). At Port au Choix NHSC, Level 1 resources include two separate archaeological sites (FIGURE 1) associated with different Aboriginal cultures and peoples. The first is a Maritime Archaic burial complex located on a raised beach terrace in the Back Arm area of the town of Port au Choix. The second is a large habitation site occupied by the Dorset and Groswater

Palaeo-Eskimo at Phillip's Garden on the Strait Shore of the Point Riche Peninsula.

Artifacts such as tools, weapons and manufacturing debris recovered during excavations from Phillip's Garden during site administration by Parks Canada are also considered to be Level 1 resources by virtue of their association with the Dorset and Groswater Palaeo-Eskimo.

Over 200,000 artifacts have been excavated from the site. According to the *State of the Parks Report* (1997) and the *State of Protected Heritage Areas Report* (1999), the condition of the archaeological sites and recovered artifacts is 'Good.' There are no gaps in the archaeological record for excavation work at Port au Choix. Parks Canada has copies of the archaeological record in the Cultural Resource Management Section at the Atlantic Service Centre and the Western Newfoundland and Labrador Field Unit library. Given the cultural richness of the Port au Choix area, the potential for additional archaeological sites does exist throughout and beyond the site.

All artifacts excavated from Phillip's Garden, and the human remains and sacred items excavated from the Maritime Archaic cemetery in the late 1960s are currently under the jurisdiction of the province of Newfoundland and Labrador. These remains are stored at the Archaeology Unit at Memorial University of Newfoundland, and are cared for by the Provincial Museum. These artifacts have been moved to The Rooms, the new site of the Newfoundland and Labrador Museum.

Parks Canada has not conducted any excavations within the cemetery and has no collections from the burial site. Only those objects excavated from Phillip's Garden since the establishment of Port au Choix NHSC in 1984 come under the jurisdiction of Parks

Canada. These objects are also stored at the Archaeology Unit of Memorial University. Artifacts falling under both jurisdictions are currently used in exhibits at the site.

4.2 PRESENTING MESSAGES OF NATIONAL HISTORIC SIGNIFICANCE

Presenting the site's national historic significance is fundamental to ensuring its commemorative integrity. Presentation of Port au Choix's key messages provides Canadians with an understanding of why the site is important to the history of our nation. It is through this understanding that appreciation and respect for the site is achieved.

The CIS has identified eight Level 1 context messages that are essential to understanding the reasons for the designation of Port au Choix as a national historic site:

1. Port au Choix has been a focus of use and settlement by humans from many different cultures exploiting the resources of the sea for over 5,500 years.
2. Localized upwelling of nutrient-rich waters bringing marine mammals, particularly seal, close to shore was the major attraction of this location for much of this time.
3. The limestone bedrock geology of the area has been the principal contributor to the exceptional state of preservation of remains at sites in Port au Choix.
4. Sea-level change has raised the Maritime Archaic Cemetery and the Phillip's Garden Dorset and Groswater sites (and all other early archaeological sites) in the Port au Choix area 6-8 metres above their original position, which would have been close to the shoreline at the time of use.
5. The relationship between the Maritime Archaic Cemetery and the settlement pattern of the Maritime Archaic people who are buried there remains unclear. Some evidence of settlement has been found on the adjacent mainland, but how this fits into an overall settlement pattern for Maritime Archaic people in western Newfoundland and Labrador is not yet known.
6. The Phillip's Garden Dorset and Groswater site is just one (although the largest) of many settlements in the Port au Choix area.
7. The Phillip's Garden Dorset and Groswater site is one component in a seasonal settlement and procurement system that stretched many hundreds of kilometres along the coasts of Newfoundland and Labrador.
8. Port au Choix is a national historic site, a place designated by the government of Canada as a site of importance to all Canadians, because of its national historic significance.



Coastal limestone. *Michael Burzynski*



Reconstructed Dorset Paleo-Eskimo house site with artwork from Bill Ritchie. Geoff Hancock

Level 1 messages are presented onsite through a heritage presentation program using both personal and non-personal media. At the Visitor Centre, messages are delivered through permanent exhibits featuring original artifacts and a reconstruction of a Dorset house. The film *Ancient Cultures, Bountiful Seas* provides visitors with an overview of the cultural history of the area; and knowledgeable park staff are on hand to answer questions and offer interpretive tours of the exhibits. Walking tours at Phillip's Garden and the Maritime Archaic Cemetery archaeological sites are available by special request, and visitors are also encouraged to explore the site at their leisure. Interpretation of the Maritime Archaic Cemetery has been identified as a gap in the heritage presentation program and will require further development.

The 2002 *Visitor Satisfaction Survey* indicates that Level 1 messages for Port au Choix are being conveyed to visitors in a favourable manner. As part of the survey, visitors were asked a series of questions to gauge their level of understanding of Port au Choix's historical value and significant resources. The survey showed that 59% of all survey respondents answered the majority of questions correctly.

Current outreach initiatives include the Port au Choix NHSC website, a site brochure, development of an outreach program to local schools and participation in the Teachers' Institute during the summers of 2001-2006. The Teachers' Institute helps create awareness among teachers of educational opportunities offered by Parks Canada and provides them with tools and key messages to help meet their curriculum requirements. Through

the Institute, teachers enhance their understanding of Gros Morne National Park and the national historic sites in the Western Newfoundland and Labrador Field Unit.

Development and delivery of additional outreach initiatives for Port au Choix NHSC has already begun as part of a broad initiative for national parks and sites in the entire Western Newfoundland and Labrador Field Unit.

Current onsite and outreach communication approaches appear to be successful. However, the following steps must be taken to ensure that visitors, local residents and other Canadians continue to appreciate the important place of Port au Choix in Canadian history:

- Enhance access and circulation to ensure that growing numbers of visitors can take part in the site's heritage presentation program.
- Facilitate opportunities for local residents, regional tourism operators and Aboriginal partners to play an increased role in telling the Port au Choix stories.
- Improve the current heritage presentation program by strengthening links with the local community, the province's Aboriginal communities and the provincial French community.
- Pursue outreach opportunities that will reach the education community by engaging local and provincial schools, youth and other Canadians.
- Continue to reach new audiences by focusing on innovative approaches and initiatives such as the pamphlet *Earth is a Sacred Place - Aboriginal Heritage in National Historic Sites and National Parks of Canada in Atlantic Canada*.

4.3 ADDITIONAL LEVEL 2 CULTURAL RESOURCES AND MESSAGES

The historical significance of the site is not exclusively related to the Maritime Archaic, Dorset and Groswater cultural resources as defined by the CIS. Excavations carried out in areas within the site's administered boundary (but outside the 'designated place') have uncovered settlements and burials for the Groswater and Dorset people, European



Barbace Cove. *Francine Mercier*

bread ovens, and several isolated finds. This evidence of these cultures, although not related to the reasons for designation, is considered to have historic value. Those values, cultural resources and messages not related to national significance are defined as Level 2 in the *CRM Policy*.

Level 2 cultural resources at Port au Choix NHSC include:

- the cultural landscape of the major Dorset and Groswater dwelling sites (Point Riche, Phillip's Garden East and Phillip's Garden West);
- the Gargamelle Rock-shelter and Crow Head Cave Dorset burials;
- the wind-swept barrens and low forest of the peninsulas closely reflect the environment that existed at the time of the Dorset and Groswater occupation;
- the Point Riche lighthouse and its associated buildings, which are valued as a local and regional historic landmark;
- the lighthouse structure, which is a "Recognized" Federal Heritage Building;
- numerous archaeological sites (including Dorset, Groswater and European use) illustrating several periods of occupation and use of Port au Choix;
- artifacts recovered from excavations of Level 2 archaeological sites.

With respect to Level 2 resources, the challenge is to determine what measure of protection and presentation can be provided in a

climate of financial restraint in which limited funding must be directed toward priority Level 1 cultural resources.

4.4 NATURAL RESOURCES

The limestone geology of the Port au Choix area has preserved organic cultural artifacts to an exceptional degree. It has also resulted in a number of unique and varied natural resources not usually found in such a small site. Many of the rocks located within the site contain well-exposed fossils in the sea cliffs and inter-tidal wave-cut platforms. Numerous raised beaches are also evident, indicating periods of relatively higher sea level, in addition to several outstanding limestone caves that have been eroded into the coastal bedrock.

The limestone barrens of Newfoundland's Northern Peninsula form a unique landscape type, and make up one-third of the landmass within Port au Choix NHSC. The barrens are characterized by large expanses of bare gravel that has been sorted into patterned ground, including rock boils and stone stripes created by the natural processes of freezing and thawing.

The limestone geology of the Port au Choix area also supports many rare plants that are at the southern most limit of their distribution. The Port au Choix site makes a significant contribution to the system of protected natural areas in the province



Limestone barrens plant. Sheldon Stone

by protecting approximately 50 rare plant species within its 8.3 km² boundary. All are provincially important, several are nationally significant and one species, Fernald’s braya (*Braya fernaldii*) is endemic to Newfoundland and Labrador and is recognised as having global significance.

Listed as a rare plant under the *Species At Risk Act* (SARA), *Braya fernaldii* was first designated a “threatened” species by the *Committee on the Status of Endangered Wildlife in Canada* (COSEWIC) in 1997, and is currently the focus of a multi-species recovery plan. The limestone barrens on the Point Riche and Port au Choix peninsulas are expected to be declared critical habitat for the survival and recovery of *Braya fernaldii*.

Off road vehicle use has been occurring in many areas of the site, including the limestone barrens, for a number of years. This activity is pursued by local residents wishing

to access seal and duck hunting sites, view fishing gear, access the walking trails and for recreation. Use of off-road vehicles can interfere with the viewplanes and visitor experience, destroy rare plants, disturb patterned ground, potentially threaten archaeological sites and cause damage to the limestone barrens ecosystem.

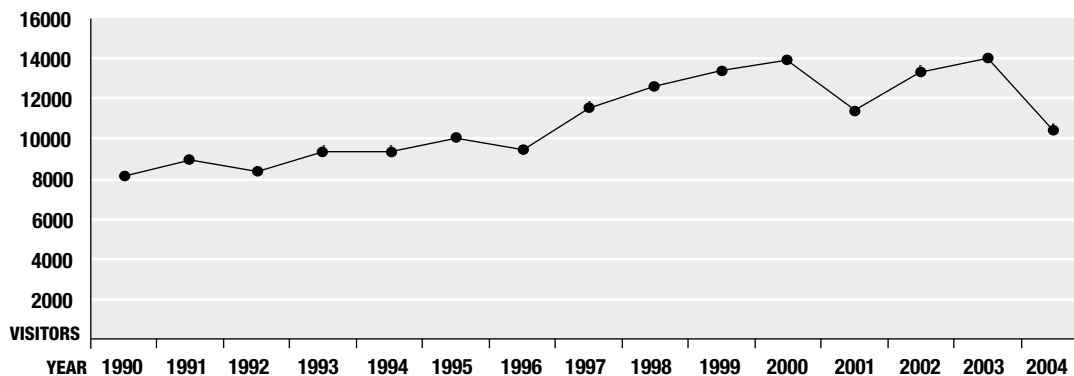
The Port au Choix NHSC management plan outlines strategies to manage continued access for traditional activities and prevent recreational off-road vehicle use in order to protect the cultural and natural resources within the site’s boundaries.

4.5 VISITOR USE AND OPERATIONS

At Port au Choix NHSC, consistent efforts to improve the site’s facilities, marketing, and heritage presentation program has supported a steady increase in visitation over the last 14 years (FIGURE: 2). The stories of Port au Choix are reaching more Canadians. It is becoming a significant destination and making an important contribution to tourism on Newfoundland’s Northern Peninsula.

Also contributing to Port au Choix’s success is the network of other heritage opportunities in this region of Newfoundland and Labrador offered by Parks Canada and other agencies. These opportunities include Red Bay National Historic Site, L’Anse aux Meadows National Historic Site and Gros Morne National Park, as well as the Grenfell Historic Properties in St. Anthony, Battle Harbour National Historic District, archaeological sites at Bird Cove, and the Point Amour Lighthouse.

FIGURE 2. Visitors to Port au Choix NHSC





Interpretation, Phillip's Garden. *Pierre Mochon*

The site operates from early June through early October, with peak visitation occurring in July and August. These two months account for 75% of the site's visitation. There are no scheduled services outside the season of operation, however visitors still have the opportunity to view the site and make use of the walking trails. The Visitor Centre is opened for visitors by request when possible.

Visitor use is centred on the Visitor Centre and the archaeological site at Phillip's Garden, with a focus on messages that highlight the site's historical significance. Facilities and services that support the presentation of heritage messages include the Visitor Centre exhibits and theatre presentation, hiking trails with interpretation signs and, on request, guided tours to the archaeological site at Phillip's Garden. (FIGURE 1)

The Visitor Centre provides information on other services and attractions in the area,

and is also home to a small gift shop operated by the Historic Sites Association of Newfoundland and Labrador.

In the summers of 2004 and 2005, guided tours about the site's rare plants were offered on the limestone barrens. Delivered in partnership with the town council and the Limestone Barrens Habitat Stewardship Project, these tours met with positive response from visitors and are expected to continue into and beyond the 2006 season. Parks Canada is also working with the Port au Choix town council to develop heritage presentation programs related to the French Shore, which will include a focus on the bread ovens that have been excavated and reconstructed in Barbace Cove.

Recreational opportunities include 3 km of walking trails on the Point Riche peninsula (with picnic sites) and a 2 km hiking trail to Barbace Cove on the Port au Choix peninsula. Use of the historic site beyond these facilities and programs is mostly limited to local residents engaging in berry picking or other traditional activities.

At present, visitation by bus tours and visitors in RVs frequently results in times when the parking lots at the Visitor Centre and the Phillip's Garden trailhead exceed capacity. During the peak season, visitors frequently need to park their vehicles on the Point Riche Road near the Visitor Centre, and at Phillip's Garden, visitors are often required to turn around on private land in order to leave the area.

The 1991 site management plan identified land on the Port au Choix peninsula to be returned to the province. This has not been done and updated management direction on this issue is addressed in this plan.

5.0 Vision



School visit. Floyd O'Keefe

At Port au Choix National Historic Site of Canada, Parks Canada will ensure commemorative integrity. Canadians and visitors will recognise, understand, promote and share the unique past of Port au Choix National Historic Site of Canada.

Port au Choix was designated a national historic site because archaeological evidence has shown that the area was significant to three cultures: the Maritime Archaic people and the Dorset and Groswater Palaeo-Eskimo

people. French migratory fishermen also inhabited the area 100-300 years ago. The community of Port au Choix, with a largely fishery-based economy, lies adjacent to the site. All of these groups share a connection to the land, the sea, and the resources they provide. The landscape and seascape of Port au Choix have been common factors throughout the centuries. Each culture has had a unique connection to the place. It is this sense of place and the associated artifacts of each of these cultures that will be protected and presented at Port au Choix. Port au Choix will also be a living site that links to living Aboriginal and non-Aboriginal cultures of the province.

Though the artefacts and stories presented at the site, visitors to Port au Choix will experience the connection between the natural and cultural landscapes and resources, the sense of place experienced by generations of inhabitants. This will be achieved by continuing to work with partners including youth, Aboriginal, French and local communities and schools, and local and provincial stakeholders. The site will foster progressive working relationships with these partners in order to develop a common understanding of and support for each other's needs and goals.

Visitors to the site will learn about the role Port au Choix plays in the Parks Canada community as we protect and present our national heritage through the family of national historic sites and they will share in this responsibility.

6.0 Management Objectives and Actions



Phillip's Garden Trail. *Francine Mercier*

6.1. PROTECTING PORT AU CHOIX NHSC

Parks Canada is committed to providing high quality, authentic experiences which help visitors appreciate Canada's heritage. An important element in achieving this goal is providing visitors the opportunity to experience historical resources firsthand to see the real thing. As a result, Parks Canada places a high priority on ensuring the protection of cultural resources so that future generations will have the opportunity to enjoy our common legacy.

In 2001, Parks Canada initiated systematic evaluations of the state of commemorative integrity at national historic sites. In addition to looking at the protection of the resource, these evaluations contribute to management planning and provide a comprehensive view of the effective communication of messages and management practices across the country. The evaluation for Port au Choix will be completed within the next two years.

Strategic Goal

The Commemorative Integrity of Port au Choix National Historic Site is protected.

6.1.1 Level 1 Cultural Resources

At Port au Choix NHSC the resources related to the reasons for designation as a national historic site include the designated place, the landscape and landscape features, the archaeological sites and the objects excavated from the designated place since it has come under the administration of Parks Canada.

Designated Place and Archaeological Sites

The archaeological sites related to the reasons for designation as a national historic site all fall within the designated place. They consist of gravesites of the Maritime Archaic Cemetery and the remains of houses and other settlement features at the Phillip's Garden Palaeo-Eskimo site. The groups of Maritime Archaic gravesites, identified as

Locus II and Locus IV by the excavator and comprising approximately 55 graves that originally held just over 100 individuals, were backfilled following archaeological excavation and are not now apparent from the surface. However, their exact locations are known and could be pinpointed on the ground if required. The grave pits no longer contain any human remains or grave goods, but the stones used to cap several of the pits have been returned to their approximate original locations.

The Phillip's Garden Palaeo-Eskimo site consists of the remains of approximately 50 house sites, in addition to other settlement features such as fireplaces, middens and activity areas. Approximately half of the house sites, and a few of the other features, have been partially or wholly excavated and subsequently backfilled. Most of the excavated dwelling sites retain some of the original fabric of wall footings and interior features, such as hearths.

Visitors can access Phillip's Garden via three walking trails. The Phillip's Garden Coastal Trail heads out from Old Port au Choix Cove and follows the shoreline to the site. Another trail leads to the site via the Point Riche lighthouse and the Dorset Trail leads visitors from the Visitor Centre across the peninsula to view Phillip's Garden. At present levels of trail use and under current environmental conditions, there is no foreseeable threat to these archaeological sites.

Landscape and Landscape Features

The landscape settings of both the Maritime Archaic burials and the Palaeo-Eskimo settlement consist of raised terraces that border the sea.

The Maritime Archaic Cemetery terrace, varying between 10-20 m wide and 700m long, was bisected by a small stream, which ran between the two burial groups (Locus II and Locus IV). This stream is now barely visible and its "valley" is largely obscured by vegetation.

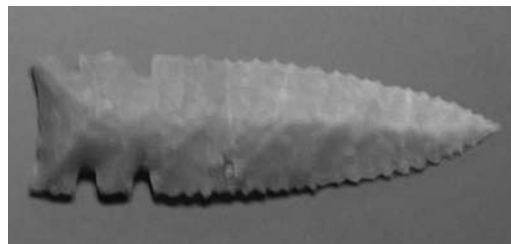
The original setting of the cemetery has been significantly altered by sea-level change. At the time of its use, the burial terrace was close to sea level and formed part of a coastal island separated from the mainland by about

100 metres of water. The immediate environs of the cemetery have also been affected by the surrounding modern development, which has partly obscured the visible relationship between the burial terrace and the sea. However, the remaining undeveloped open grassy area on the burial terrace, and the stream running through it, helps to provide a visual idea of the former physical context for the burials.

The relative position of sea-level has also changed the relationship between the Phillip's Garden settlement terrace and the sea. The settlement was established primarily on a beach terrace close to sea level that has since risen to its present position of approximately 6-8 metres above sea level. The remains of several larger dwellings and middens are visible as subtle mounds and hollows. These features, combined with the open, grassy character of Phillip's Garden and the surrounding scrub for est, provide a visual sense of the setting, viewscales, composition and scale of the former settlement.

Objects

The cultural resources at Port au Choix related to its designation include only those objects from the Phillip's Garden sites that were excavated after the area came under the jurisdiction of Parks Canada in 1974. Those artifacts include tools, weapons, manufacturing debris, and a large number of well-preserved bone artifacts and food refuse. Some of these artifacts, such as a bear pendant and harpoon heads, are currently used in exhibits at the site. The remainder are kept at the Archaeology Unit of Memorial University of Newfoundland in St. John's.



Groswater endblade. Pierre Mochon

Records

Records of all archaeological excavations are stored at the Atlantic Service Centre in Halifax and at the Archaeology Unit of Memorial University of Newfoundland. The 1997 State of the Parks Report listed the records in “Good” condition. Final reports on each archaeological site are complete. Parks Canada houses copies of these reports at the Atlantic Service Centre. The book *Ancient Cultures Bountiful Seas, The Story of Port au Choix* by Dr. Priscilla Renouf also provides an excellent account of Port au Choix’s archaeological history.

Objectives

- To ensure protection of the cultural resources which symbolise the national significance of Port au Choix NHSC.
- To manage the site so that development, activities and natural processes do not impair the appearance and structural integrity of the archaeological sites, landscapes and landscape features.

Key Actions

- Monitor the archaeological sites and identify potential threats from human activity or natural processes so that corrective action can be taken and degradation of the sites can be avoided.
- Continue to monitor the small stream running through the Maritime Archaic Cemetery terrace to ensure it is maintained as it was when the cemetery was in use.
- Monitor the vegetation growth and spread of invasive species at Phillip’s Garden to ensure they do not obscure the presence of house remains or change the character of the open grassy meadow that was created by the presence of humans over a period of hundreds of years.
- Continue to store the artifacts collection in The Northern Peninsula Collections Lab at Memorial University’s Archaeology Unit where they are maintained and conserved to high professional standards.
- Conduct regular assessments, using qualified staff, of all artifacts on display at the site to ensure they remain unimpaired.

- Complete an evaluation of commemorative integrity within two years of the approval of the management plan.

6.1.2 Level 2 Cultural Resources

Additional cultural resources occur within the site boundary that are not considered to be of national significance but do have important historic value. These are identified as Level 2 resources, which also require protection under CRM Policy.

Landscapes and Landscape Features

There are three types of landscape and landscape features at Port au Choix listed as Level 2 cultural resources:

1. The visible house remains in the open, raised beach terraces of the Level 2 Palaeo-Eskimo dwelling sites located at Point Riche, Phillip’s Garden East and Phillip’s Garden West. These sites represent the scale and configuration of the Palaeo-Eskimo settlements and indicate the presence of many dwellings and other features.
2. The cliffs and outcroppings of the Gargamelle Rock-shelter and Crow Head Cave Dorset burial sites that indicate the type of physical context chosen by the Dorset people to bury their dead.
3. The current vegetation regime, which closely reflects the regime that existed at the time of the Palaeo-Eskimo occupation.



Point Riche lighthouse. Floyd O’Keefe

The Lighthouse Complex

The lighthouse complex at Point Riche consists of the lighthouse, the concrete foundation of the lighthouse-keeper's house, which was destroyed by fire in 1991 and three small outbuildings. Built by the Canadian government in 1871 and "Recognized" as a Federal Heritage Building in 1991, the lighthouse is still operational today.

The lighthouse complex is valued as a local and regional historic landmark, and indeed the residents of Port au Choix feel it is a part of their community. In 2004, the Canadian Coast Guard commissioned a study to assess the feasibility of developing selected provincial lighthouses as commercial operations such as shops, cafés and restaurants. The Point Riche lighthouse was one of 15 sites that will be given a conceptual master plan for possible development. Although owned and operated by the Canadian Coast Guard, the lighthouse is located within the boundaries of the national historic site and Parks Canada will retain jurisdiction over any development at this complex.



French bread oven. Pierre Mochon

Archaeological Sites and Excavated Artifacts

There are numerous Level 2 archaeological sites from several periods of occupation and use of Port au Choix within the boundaries of the administered site. They include, but are not limited to, a large Dorset settlement

at Point Riche, Dorset burials at Gargamelle Cove and Crow Head, Groswater remains at Phillip's Garden East and Phillip's Garden West and European bread ovens at Barbace Cove. Only those artifacts that were excavated from the sites since the area was transferred to Parks Canada come under the jurisdiction of Parks Canada. Some of these artifacts are currently used in exhibits at the Visitor Center; the remainder are currently kept at the Archaeology Unit of Memorial University where they are under active study.

Objectives

- To ensure the protection and presentation of Level 2 cultural and natural resources.
- To ensure that the residents of Port au Choix continue to feel a connection to Point Riche as part of their community.

Key Actions

- Monitor archaeological sites and identify potential threats from human activity or natural processes such as erosion, so corrective action can be taken to avoid degradation of the site.
- Ensure that intrusive development or activities do not impair the appearance and structural integrity of the archaeological sites.
- Continue to manage and store the archaeological collection at the Atlantic Service Centre, (Cultural Resource Management Section), to ensure that Parks Canada collection management standards are maintained.
- Conduct regular assessments, using qualified staff, of all artifacts on display at the site to ensure they remain unimpaired.
- Ensure that any development at the Point Riche lighthouse complex meets the intent of Parks Canada's *Guiding Principles and Operating Policies* (1994) which requires that:
 - a license of occupation agreement be established between Parks Canada and the operator;
 - the operation would not significantly increase in the footprint at the location;
 - the operation would not compromise the commemorative integrity of the site;

- the operation would not diminish the place as a part of the community of Port au Choix or residents' connection to Point Riche;
- the operation meets the New Initiative Criteria (see Section 7.3).

6.1.3 Human Remains and Sacred Items

In the late 1960s, before the site was established, a number of human remains and associated items were excavated from the Maritime Archaic Cemetery. In 1974, the land from which these remains and associated items were removed became the property of Parks Canada. Parks Canada does not have custodial management over these human remains or artifacts. Pursuant to the *Historic Resources Act* these remains have been cared for by the Provincial Museum of Newfoundland and Labrador.

Parks Canada's *Management Directive 2.3.1, Human Remains, Cemeteries and Burial Grounds* provides for the support of repatriation. Letters requesting that the Maritime Archaic Indian remains be reburied at Port au Choix have been written by Miawpukek Mikamawey Mawi'omi, the town of Port au Choix and Parks Canada. A discussion paper is being prepared by the Provincial Museum, which will be followed by consultation in preparation of the development of a museum policy on human remains.

It is also possible that many artifacts associated with early findings in the Port au Choix area are in the care of private individuals who may not be aware of the importance of the artifacts they possess.

Objective

- To ensure that all human remains and sacred items associated with Port au Choix NHSC are handled with the respect and dignity they deserve.

Key Actions

- Parks Canada will support the provincial Aboriginal community in the re-burial process, if human remains become available for repatriation.
- Any remains found within the site in the future will be repatriated.

- Parks Canada will work cooperatively with interested groups and individuals wishing to bring forward private artifact collections to ensure they receive proper protection and care.
- If a significant find is discovered outside the boundaries of the current national historic site, the boundary assessment could be reviewed.

6.2 PRESENTING THE STORY OF PORT AU CHOIX

6.2.1 Facilitating Meaningful Visitor Experiences

Parks Canada has recently begun refocusing efforts from the provision of services and facilities to the more encompassing notion of connecting with Canadians by facilitating quality, meaningful visitor experiences. At the heart of this movement is a desire to ensure that our programs are representative of Canada, relevant and engaging to Canadians and facilitated in a way that enables visitors to make powerful connections with their natural and cultural heritage.



Exhibits. Parks Canada

Strategic Goal

Inspire visitors to connect with Port au Choix's cultural heritage to facilitate the creation of lasting memories.

In keeping with the global trend toward experiential tourism, Port au Choix will encourage meaningful, hands-on learning experiences that draw visitors outdoors and into the local community. We will seek to provide a quality site experience resulting from personal connections with cultural resources and settings,



Sealskin boot demonstration. Sheldon Stone

interactions with Port au Choix's guides and storytellers and the provision of information and facilities designed to respond to diverse visitor needs and expectations. Providing opportunities for visitors to enjoy first-hand experiences is fundamental to Parks Canada's mandate and is essential for long-term protection of commemorative integrity at Port au Choix NHSC.

Visitor experience is unique and personal. Today's traveller seeks to create their own memories through involvement in activities that match their interests, provide a sense of accomplishment, new knowledge and an authentic sense of place. A positive visitor experience increases their chances of connecting with special places or discovering a heightened sense of their identity as Canadians.

Port au Choix NHSC will continue to monitor trends in tourism and will undertake research to better understand the values and expectations of current and potential visitors. Parks Canada will seek to understand what makes for a positive and memorable experience at the site, what services visitors expect or need and how to best help people feel a connection to this special place.

Our efforts will include working closely with Port au Choix's Aboriginal groups, residents and the francophone community in

order to facilitate meaningful learning experiences that appeal to a wider range of site visitors through a diverse heritage presentation program. This will play an important role in communicating the need for commemorative integrity and in building a supportive constituency of local and regional support.

The 2002 Visitor Satisfaction Survey indicates that Port au Choix NHSC is providing positive visitor experiences:

- 92% of visitors responded with high satisfaction levels for services such as tour guide presentation, exhibits and brochures/literature.
- The heritage presentation programming messages are being conveyed to visitors in a favourable and understandable manner.
- 92% of visitors indicated they were very satisfied with courteous staff.

By sharing our stories, we help Canadians gain a greater appreciation and understanding of national historic sites and their place in Canada's history. The heritage presentation program is the vehicle through which the story of Port au Choix's national significance and irreplaceable legacy is presented along with a positive and memorable experience for each visitor.

The rich cultural history of the Port au Choix site is also its challenge for heritage presentation. The artifacts are numerous, representing many different cultures over thousands of years. Seen through the eyes of the present day visitor they may seem foreign. For example, the heritage presentation program must show how Dorset Palaeo-Eskimo dwellings made of whale rib bone and seal skin are the 2000-year-old equivalent of the modern homes in Port au Choix. By making the connection with life today, visitors are able to glimpse the past through the eyes and voices of today's residents.

The expanse of open space at Port au Choix NHSC is also a valuable part of the heritage presentation program. The landscape provides an opportunity for visitors to see how the two peninsulas were once an offshore island, disconnected from the surrounding coastline. The physical location placed the people who lived here millennia ago much closer to the richness of the sea than the present coastline would. It is those same waters that provide a living for today's local residents.

The current visitor experience is created through an audio-visual program, exhibits and interaction with site staff at the Visitor Centre. Visitors are also encouraged to explore areas around the site such as Phillip's Garden, Point Riche and the Maritimes Archaic Cemetery. The Dorset Trail and Phillip's Garden Coastal Trail facilitates movement throughout and among the archaeological sites, and encourages a closer connection to the landscapes associated with these sites. The trail system will continue to be a valuable part of creating a more positive learning experience for the visitor.

During the summer of 2004, visitors were able to take guided tours of the limestone barrens habitat and learn about the site's natural resources and rare plants. Guided tours of Phillip's Garden are also available by special request. National Aboriginal Day events have been held at the site since 2002 and are designed to raise the profile of the Association for Aboriginal Artists and their members.



Visitor Centre. Francine Mercier

Evaluation

The success of the heritage presentation program is reflected in comments that indicate the program is both sustaining visitor interest, and enhancing understanding and appreciation of the site. Additional feedback will be obtained during regular visitor satisfaction surveys. The success of outreach initiatives will be evaluated by the number of people reached in each of the identified target audiences, and their understanding of the significance of Port au Choix NHSC following their participation in the program. The evaluation of the state of commemorative integrity at the site (outlined in section 6.1) will include a review of the heritage presentation and provide a comprehensive review of the effective communication of messages.

In addressing the future heritage presentation program, Parks Canada must consider several changes that have occurred over the last 10 years, as well as future trends.

- Visitation by commercial tour groups (bus tours) has increased.
- Nationally significant messages and objectives have been identified in the Commemorative Integrity Statement.
- Parks Canada's understanding of visitor needs and expectations has improved.
- Parks Canada has committed to reaching more Canadians through enhanced outreach programming.
- The *Engaging Canadians* document has identified communications strategies to better connect Canadians to one another and to their heritage through increased knowledge, understanding and active involvement in long-term protection efforts.
- The visitor population is aging and there are a higher proportion of visitors with disabilities.



Visitor at exhibit. Sheldon Stone

The Visitor Centre will:

- provide orientation to the site including archaeological areas landscapes and the Visitor Centre itself;
- highlight the different learning opportunities available at the site;
- present the national significance of the site in the context of the broader Aboriginal story of the past, the living Aboriginal cultures of Newfoundland and Labrador and the present day community of Port au Choix;
- provide meaningful opportunities to view artifacts.

Objectives

- To provide opportunities for Canadians and other visitors to discover and enjoy Port au Choix NHSC through memorable, high-quality learning experiences.
- To provide meaningful opportunities for persons with disabilities to experience the site and appreciate its national significance.
- To maintain 80% participation of national historic site visitors in learning experiences related to the natural and/or cultural heritage at Port au Choix NHSC.
- To maintain 85% visitor satisfaction (with 50% being very satisfied) with on-site heritage presentation programming.

Key Actions

- Undertake research on visitor values and expectations in order to better guide investments or make adjustments in programs, services or facilities.
- Undertake a study to assess whether current site facilities can reach audiences with significant messages, meet functional requirements and meet appropriate accessibility standards.
- Actively market the site so that visitors are prepared for an educational, entertaining and memorable learning experience, including a variety of opportunities to understand the history of the site and its significant place in Canadian history.
- Create an on-site heritage presentation program that goes beyond the Visitor Centre to include the sensory experience of scanning the viewscapes, walking through the archaeological sites and discovering the landscape that has been home to different cultures for thousands of years.
- Ensure visitors leave Port au Choix with an understanding that the site is:
 - one part of a larger history and network of sites on the Northern Peninsula and Labrador region;
 - one of a large number of Aboriginal sites in Atlantic Canada.

6.2.2 Conveying Significant Site Messages

Protection and presentation are fundamental to commemoration, since without protection there can be no historic site to be enjoyed and without presentation there can be no understanding of why the site is important to our history and hence, to all Canadians.

The importance of conveying significant site messages to key Canadian audiences is clearly identified in the *Engaging Canadians* strategy. This management plan will work towards achieving the *Engaging Canadians* strategy goals of informing, influencing and involving Canadians by raising awareness, fostering understanding and enjoyment and strengthening Canadians' sense of ownership of heritage places.

The heritage presentation program at Port au Choix NHSC is based on the theme of *Peopling the Land*, commemorating the presence of Maritime Archaic Indians and two Palaeo-Eskimo cultures (Groswater 2,800-1,900 and Dorset 2,000-1,300 B.P.). Key messages related to commemorative intent are identified in the CIS as being of national significance, and these provide guidance for the heritage presentation program offered at the site.

Three message areas will be communicated to Canadians, site visitors and stakeholders through high quality, memorable learning experiences. They include:

1. the reasons for designation as a national historic site;
2. context messages essential to understanding the designation;
3. important messages not related to the reasons for Port au Choix's designation.

A. Reasons for the Designation of Port au Choix NHSC

1. Port au Choix includes a large cemetery that consisted of exceptionally rich and well-preserved remains of the Maritime Archaic Culture, whose people buried their dead in this place from about 4,400 to 3,300 years ago.
2. The cemetery greatly enhances understanding of the marine-oriented technology, economy and spiritual culture of the Maritime Archaic people.

3. The site includes a major settlement location at Phillip's Garden occupied by two Palaeo-Eskimo cultures, Groswater (2,800-1,900 B.P.) and Dorset (2,000-1,300 B.P.).
4. The exceptionally well-preserved remains of tools, weapons, discarded food, bones and other remains from this settlement provide a new appreciation of the material and intellectual cultures of the Palaeo-Eskimo people.

B. Level 1 Context Messages

1. Port au Choix is a national historic site, a place designated by the Government of Canada as a site of importance to all Canadians, because of its historic significance.
2. Port au Choix NHSC is a member of Canada's family of national historic sites.
3. Port au Choix has been a focus of use and settlement by humans from many different cultures exploiting the resources of the sea for over 5,500 years.
4. Localized upwelling of nutrient-rich waters bringing marine mammals, particularly seals, close to shore was the major attraction of this location for much of this time.
5. The limestone bedrock geology of the area has been the principal contributor to the exceptional state of preservation of remains at sites in Port au Choix.
6. Sea-level change has raised the Maritime Archaic cemetery and the Phillip's Garden Palaeo-Eskimo sites (and other early archaeological sites) in the Port au Choix area 6-8 metres above their original position, which would have been close to the shoreline during the time of usage.
7. The relationship between the Maritime Archaic cemetery and the settlement pattern of the Maritime Archaic people who are buried there remains unclear. Some evidence of settlement has been found on the adjacent mainland, but how this fits into an overall settlement pattern for Maritime Archaic people on western Newfoundland and Labrador is not yet known.

8. The Phillip's Garden Palaeo-Eskimo site is just one (though the largest one) of many Palaeo-Eskimo settlements in the Port au Choix area.
9. The Phillip's Garden Palaeo-Eskimo site is just one component in a seasonal settlement and procurement system that stretched many hundreds of kilometres along the coasts of Newfoundland and Labrador.



Paleo-Eskimo burial caves. *Sheldon Stone*

C. Significant Messages not Related to Reasons for Designation.

1. Numerous archaeological sites related to all periods and people who have lived there have been found within the boundaries of the national historic site.
2. There are still many unanswered questions about the Maritime Archaic, Palaeo-Eskimo, Recent Indian and early European peoples who lived in this area. Exceptional preservation conditions make the site and surrounding area a good location for further archaeological research.
3. The Groswater Palaeo-Eskimo sites within Port au Choix NHSC, in addition to the sites located in the designated area, have produced many well-preserved

- remains that have provided numerous new insights into the material culture, spiritual life, social organization and subsistence activities of this culture.
4. The cave and rockshelter burial sites were special places for the Dorset people and should be treated with appropriate respect.
 5. The existing vegetation pattern of open barrens and low, patchy forest in the area is probably very similar to that which prevailed during the period of Palaeo-Eskimo occupation.
 6. The Maritime Archaic and Palaeo-Eskimo sites at Port au Choix were occupied or used over many centuries. Those who repeatedly returned to these places over several generations would have perceived the cultural landscape of graves, former dwellings and other settlement features as the places where their ancestors lived and died. Thus the cultural landscape would have had some kinds of (not currently definable) historic value at this time as they do today.
 7. Point Riche was the southern limit of the French Shore from 1713 to 1783. The treaty between France, the colony of Newfoundland and Great Britain concerning these fishing rights is recognized as an event of national historic significance and is commemorated by a HSMBC plaque.
 8. The Point Riche light station is an important local historic landmark and was a noteworthy example of co-operation between Canada and Newfoundland prior to Confederation.
 9. Other national historic sites associated with Aboriginal history in Newfoundland and Labrador include L'Anse Amour (Maritime Archaic burial in southern Labrador); Okak (complex of archaeological sites ranging from the Maritime Archaic to Labrador Inuit on the central Labrador coast); Fleur de Lys (Dorset soapstone quarry on the Baie Verte Peninsula); Boyd's Cove (Beothuk settlement in Notre Dame Bay); and Indian Point (Beothuk settlement on the Exploits River).

6.2.3 Reaching all Canadians: Site Audiences
 Parks Canada will focus on the following key audiences in order to achieve long-term results in keeping with the *Engaging Canadians Strategy*.



Phillip's Garden Trail restoration. Floyd O'Keefe

Local Residents

Local residents, or those who live in the communities near the site, are the people visitors are most likely to encounter, and interact with, during their visit to the Port au Choix area. Local residents are also key partners in helping to maintain commemorative integrity and facilitate memorable visitor experiences at Port au Choix.

Many of Port au Choix's residents have been involved in the excavation and development of the site. For example, it was Theodore Farwell who, when excavating a basement for a new building, discovered human remains in 1967. This marked the beginning of excavations at the Maritime Archaic cemetery. Many other archaeological sites are spread throughout the municipal boundaries of Port au Choix. It is important that local residents continue to take ownership of the area's history and culture through their involvement in the site, to understand

its national importance and to share responsibility with Parks Canada for protecting and presenting the Port au Choix story. The actions and attitudes of residents towards the site communicate a strong, positive message to visitors.

Independent Travellers and Commercial Tour Groups

Independent travellers are visitors from outside the local area who are not travelling as a group. This audience accounts for nearly 75% of the visitors to the site, while commercial tours account for almost 25% of the site's visitors. The 2002 Visitor Satisfaction Survey found that a majority of these visitors felt that the availability of learning opportunities was very important to their decision to visit the site.

School Groups

No formal school program is offered at Port au Choix NHSC, although a number of school groups visit the site each spring and fall. During these visits, staff provides tours and try to accommodate each teacher's learning objectives and expectations. The site management planning team has emphasised that an outreach program designed specifically for youth would be of tremendous value to local schools. Following a recent restructuring of school districts, schools in the Port au Choix area now fall within the Western School District, which is already linked to education initiatives developed by the Western Newfoundland and Labrador Field Unit.

The Limestone Barrens Habitat Stewardship Program is also developing an important link to local schools. This program teaches students about the limestone barrens habitat on the site, an important natural ecosystem feature.



PAC and Miawpekuk First Nations students at Phillip's Garden. Trudy Taylor-Walsh

Offsite Visitors

Many people are either unable to visit or choose not to visit Port au Choix, but still wish to learn about the national significance of the site. Reaching offsite visitors with messages regarding the significance of Port au Choix NHSC is accomplished through the Parks Canada website, and by partnering with organizations such as the Limestone Barrens Habitat Stewardship Project.

New Canadians

Newfoundland and Labrador is home to a small population of new Canadians, most of whom live in the St. John's area. Through partnerships with the Association for New Canadians, the Western Newfoundland and Labrador Field Unit and aims to provide meaningful opportunities for new Canadians to experience the natural and cultural heritage of the entire field unit, including Port au Choix NHSC.

Objectives

- To ensure that Canadians and others, both visitors and the general public, have meaningful opportunities to learn about the national significance of Port au Choix NHSC.
- To maintain 75% visitor understanding of the significance of Port au Choix NHSC.

Key Actions

- Focus on Level 1 resources and messages identified in the cis. It has been identified that the heritage presentation program is currently lacking content concerning the Maritime Archaic Cemetery Site. Efforts will be made to ensure that this site receives adequate emphasis, given it is a primary reason for designation, in the future heritage presentation program at the site.
- Enhance the appreciation of the site's:
 - Aboriginal heritage by strengthening links with the provinces' Aboriginal communities and continuing annual Aboriginal Day events;
 - local heritage by strengthening links with the local community and recognizing local involvement and contributions;
 - French heritage by strengthening links with the provincial French community;

- connection to the educational community by engaging schools and students and including self-guided, educational, and special event guided tours.
- Continue to engage Canadians in different ways, by exploring innovative techniques, new technologies and opportunities to connect with people beyond the borders of Port au Choix NHSC.
- Ensure the heritage presentation program reaches a broader audience with its messages of site significance, as identified in the *Engaging Canadians Strategy*:
 - Recognize that tourism operators play a key role in the delivery of nationally significant messages to visitors. Assist operators in ensuring that these messages are conveyed accurately.
 - Continue to seek partnership opportunities to reach diverse, offsite audiences.
- Define how existing trails will contribute to and enhance the heritage presentation program.
- Ensure that visitors with auditory, visual and mobility impairments have access to all messages of national significance.
- Work with tour groups to develop specialised heritage presentation programming that better suits their needs, creates a positive visitor experience, ensures accurate delivery of nationally significant messages and is cost effective.
- Continue to partner with the Limestone Barrens Habitat Stewardship Program and develop links to local schools on issues relating to the natural ecosystem features and SARA species located on the site.

6.3 NATURAL RESOURCE MANAGEMENT

Natural resources and ecosystem features form an integral part of the history and landscape of Port au Choix NHSC. In addition to their contribution to the site's commemorative integrity, these features form part of a unique natural landscape characteristic of the area. It provides habitat for a number of rare plants and supports a number of traditional activities that are typical of rural Newfoundland and Labrador.

Strategic Goal

The natural ecosystem features of Port au Choix NHSC will be valued and managed in a manner that reflects the role of Parks Canada as an important environmental steward, is consistent with section 1.1.7 of Parks Canada's Cultural Resource Management Policy and the Species At Risk Act and which respects the traditional rural life activities of local residents.

6.3.1 Limestone Barrens and Protection of Rare Plants

The limestone barrens of Newfoundland's Northern Peninsula form a unique landscape type, and make up one-third of the landmass within Port au Choix NHSC. Parks Canada recognizes that the site is representative of this habitat and, as a result of its protected status, makes a significant contribution to the biodiversity of Newfoundland by providing refuge for a large number of provincially and nationally-recognized rare plants. The barrens also support a number of traditional harvesting and recreational activities, including hiking, berry picking and access for fishermen.



Barrens vegetation. Sheldon Stone

Approximately 50 of the 271 vascular plants designated as rare for the island of Newfoundland are known to occur within the boundary of Port au Choix NHSC and are associated with the limestone barrens habitat of the site. Records for the site are based on the work of M.L. Fernald (1925), *The Rare Vascular Plants of Port au Choix National Historic Site* (1992), *The Newfoundland Rare Plant Project* (2003) and the ongoing field-work by Parks Canada staff.

One plant species of particular significance is Fernald's braya (*Braya fernaldii*), a Newfoundland endemic listed as "threatened" by the Committee on the Status of Endangered Wildlife in Canada, and protected under the *Species at Risk Act*. The limestone barrens on the Point Riche and Port au Choix peninsulas are considered critical habitat for the survival and recovery of *Braya fernaldii*, and Parks Canada is committed to protecting this species and its habitat on the lands it administers.

Parks Canada's goal is to work towards the recovery of the Port au Choix population of Fernald's braya as part of a larger recovery effort, which would see the species' habitat protected and its population maintained at viable levels. In 2001, the *National Recovery Plan* for Fernald's braya was approved by Parks Canada and has guided recent efforts to protect this species at Port au Choix. A Limestone Barrens Species at Risk Recovery Team has been appointed by the Minister of Environment to aid in the protection and recovery of a broad range of rare species found in the limestone barrens habitat of the Northern Peninsula, including Fernald's braya. Future initiatives include establishment of three new braya populations at the site.

Objectives

- To ensure the protection and presentation of the site's rare and unique natural resources.
- To recover the Port au Choix population of Fernald's braya to a viable population size, in collaboration with the national recovery team.

Key Actions

- Work with local residents to ensure that access and circulation is continued at the site for traditional activities while protecting cultural resources and rare plant habitat.
- Ensure no unauthorized off-road vehicle use will be permitted.
- As defined in section 6.3.4, work with the fishing community to clearly delineate designated access routes and to ensure that these routes do not conflict with rare plants and their habitat.
- Continue to implement the *National Recovery Plan (2001)* for Fernald's braya including work related to scientific research, population monitoring and species restoration, *ex situ* conservation and education/stewardship initiatives.
- Work with the Limestone Barrens Species at Risk Recovery Team to seek advice on the recovery of Fernald's braya at Port au Choix NHSC.
- Inventory rare plant locations and record their locations in the Geographic Information System (GIS) database to be used in species recovery programs and site management.
- In collaboration with the Limestone Barrens Species at Risk Recovery Team and local residents, develop and implement strategies for the protection of rare plants and their habitats.
- Develop a recovery strategy for Fernald's braya at Port au Choix NHSC within six months of management plan approval in consultation with area residents and the Limestone Barrens Species at Risk Recovery Team.
- Ensure that the Port au Choix NHSC recovery strategy includes:
 - protection of existing plants;
 - propagation of additional plants;
 - clearly defined access for fishermen and duck hunters as outlined in this management plan.
- Prepare plant identification aids and manual for use by Parks Canada staff and local residents.
- Develop an awareness program about rare plants at Port au Choix NHSC, including signs near the Visitor Centre.

6.3.2 Winterhouse Pond Watershed

Winterhouse Pond is located adjacent to the boundaries of the site. A majority of its watershed, including Beaverhouse Pond and Middlehouse Pond, falls within the boundaries of the Port au Choix NHSC. The Dorset Trail traverses the water shed that connects the Visitor Centre with Phillip's Garden.

Subsection 11 (1) of the *National Historic Parks General Regulations* states "The Minister may enter into an agreement with a municipality or water district adjacent to a park for the supply of water from the park." The watershed area provides the water supply for the town of Port au Choix, however there is no formal agreement between the community of Port au Choix and the Minister responsible for Parks Canada for the use of the water resource at Beaverhouse Pond and Middlehouse Pond.

Objective

- To protect the Winterhouse Pond watershed area (Beaverhouse Pond and Middlehouse Pond) and continue its availability as a water supply for the town of Port au Choix.

Key Actions

- Enter into an agreement with the town of Port au Choix for the continued use of Winterhouse Pond watershed as a water supply for the community.
- Complete an environmental assessment of the Winterhouse Pond watershed to ensure activities within the area are suitable for its use as a water supply area.

6.3.3 Traditional Activities

There are a number of traditional activities occurring within the boundary of Port au Choix NHSC. The site boundary takes in land and shoreline area that residents of the community of Port au Choix have traditionally used for domestic purposes such as berry picking and duck hunting. The size of the site, combined with its location adjacent to the present day community of Port au Choix, provides for unique and varied human use of the area.

Traditional activities have continued with the acknowledgement of site staff since the

establishment of the site in 1984. This management plan provides guidelines which permit continued access to traditional activities that do not threaten or impair commemorative integrity, and are in accordance with the protection of natural ecosystem features as outlined in the *CRM Policy* and *Species at Risk* legislation.

Objectives

- To ensure that the management of traditional activities respects the commemorative integrity of the site and the management of natural ecosystem features as outlined in Section 1.1.7 of the *CRM Policy*.
- To recognise the importance of helping to maintain a traditional rural life for residents of the area.

Berry Picking - Jams and spreads made from local berries form part of the traditional diet of people throughout the province, and the area around the site is no exception. The main berry picked within the site boundary is the partridgeberry (*Vaccinium vitis-idaea*), which is found on the rock barrens.

Key Actions

- Continue to permit berry picking for domestic purposes only.
- Manage berry picking activities to ensure protection of the limestone barrens, bogs and cultural resources.

Snaring - During the consultation process it was determined that a small number of people snare snowshoe hare (*Lepus americanus*) within the site boundary. Although much of the site is comprised of limestone barrens, there are a few small wooded areas where hunting takes place (one located in the centre of the Point Riche peninsula and another on the eastern boundary of the Port au Choix peninsula). Since all activities must be addressed in consideration of the protection of cultural resources and natural ecosystem features, it was decided by the planning team that this activity would not be permitted at the site.

Key Action

- Hunting for any mammals, including snaring will not be permitted within the site boundaries.

Migratory Bird Hunting - Hunting has been occurring along the shoreline of the site since its establishment in 1984. Mergansers, Black ducks and Eiders are consumed as part of the traditional local diet.

Key Actions

- Continue to permit hunting for Mergansers, Black, and Eider ducks along the shoreline of the site.
- Permit access on the Lower Road to Flat Point and from the Point Riche lighthouse for launching boats.
- Issue permits to regulate migratory bird hunting within the site boundary.
- Prohibit hunting until after the site has officially closed for the season.
- Regulate hunting as per the *Migratory Birds Convention Act*.
- Ensure that adequate provisions are put in place to regulate this activity under permit as part of the regulatory review process currently underway for national historic sites.

6.3.4 Management of Commercial Fishing Activities

The sea and its resources played an integral part in the lives of past cultures of Port au Choix, and the modern fishing community continues to require similar access overland to reach coastal waters. The Federal-Provincial Agreement states that “The traditional rights of fishermen to land



PAC fishing boats. Floyd O'Keefe

their catches shall not be disturbed whether such fishermen live within the boundary of the proposed national historic park or not.” At present levels of use and environmental conditions, there is no foreseeable threat to the cultural or natural resources of the site.

Objective

- Access to commercial fishing areas will be managed with respect to the protection of cultural resources and critical habitat for rare plants.

Key Actions

- Fish harvesters will continue to have access to the following areas:
 - A portion of the Lower Road for retrieving fishing gear.
 - The Tower Road for viewing ice conditions in St. John Bay and safety of sealing boats.
 - The lighthouse for launching boats.
 - Barbace Cove for viewing fishing gear.
- These routes will be clearly outlined as part of the Braya Recovery Strategy, taking into account cultural resources in the area (specifically the Palaeo-Eskimo site at the lower road). Fishermen’s access along the listed routes may be by vehicle, snowmobile or ATV.
- Fishermen will obtain authorization from Parks Canada for this activity.

6.3.5 Site Boundary

The site boundary at Port au Choix NHSC encompasses an area of 8.3km². In the early 1970s, the federal government acquired land containing three Maritime Archaic Indian cemeteries located in the town of Port au Choix. This land was augmented in the mid 1980s by the acquisition of land at Point Riche from the federal Ministry of Transport.

In 1984, a growing awareness of the archaeological potential of the area led the federal government to enter into an agreement with the Government of Newfoundland to acquire over 800 hectares of land for historic site purposes. This land transfer became part of the *Federal-Provincial Agreement* to establish the site, which now includes both the Maritime Archaic Cemetery in the town of Port au Choix and significant portions of

the Point Riche and Port au Choix peninsulas. The current site boundary at Port au Choix NHSC is registered as Plan CLSR 63584 with National Legal Surveys.

Section 8 (1) of the *Federal-Provincial Agreement* states that if any lands are no longer required for the purposes of a national historic site then control and administration of those lands would be transferred back to the province. The 1991 management plan identified land on the Port au Choix Peninsula to be returned to the province, as no “significant native history resources” or “unique or unusual natural resources” had been found there.

Since the 1991 management plan was prepared, the importance of the Port au Choix Peninsula for rare plant species has been recognised. The northeastern portion of the Port au Choix Peninsula contains a significant area of critical habitat for rare limestone barrens flora. This portion constitutes one of the few protected areas for approximately 50 rare plants on the Northern Peninsula, and is considered important habitat for the recovery of Fernald’s braya, which is protected under the *Species at Risk Act*.

Ongoing archaeological work by Dr. Renouf of Memorial University of Newfoundland has also led to the location of important Level 2 cultural resources related to the French Shore at Barbace Cove, including bread ovens dating back to the time when Port au Choix was one of the centres of the French Basque commercial fishery.

During the 2004/2005 management plan review Parks Canada undertook an assessment to determine current requirements for the site boundary. Public and stakeholder involvement was an important part of this assessment and included meetings with the Port au Choix management planning team as well as opportunities to comment on the boundary proposal as part of public consultation on the management plan for the site. Based on a comprehensive review of cultural and natural resources, and consistent with the recommendations of the community planning team, the *Boundary Assessment Report* (2005) recommended that Parks Canada maintain the existing boundary of Port au Choix NHSC.

Objective

- To ensure that the site boundary allows for the protection of natural and cultural resources in accordance with the principles of value, public benefit, understanding, respect and integrity.

Key Actions

- Maintain the existing boundary as outlined in the *Boundary Assessment Report* (2005).
- Clearly identify the boundary, particularly at popular entry points to the site.

6.4 ADMINISTRATION AND OPERATIONS

Port au Choix NHSC will continue to operate in accordance with the *Historic Sites and Monuments Act* and its applicable regulatory regime. The site will also adhere to the values and objectives of the Commemorative Integrity Statement, Parks Canada's *Guiding Principles and Operational Policies* (1994) and *CRM Policy*.

6.4.1 Access and Circulation

There have been no significant concerns related to access and circulation of visitors at the site. Visitors have had difficulty, however, in locating the site after turning off of Route 436. In the summer of 2004, new directional signage for the site was installed at a number of locations, which appears to have alleviated the difficulty visitors experienced when trying to find their way to the site.

During the summer season, parking lots at the Visitor Centre and the Phillip's Garden trailhead regularly exceed capacity. Visitors frequently need to park their vehicles on the Point Riche Road near the Visitor Centre, and at Phillip's Garden are often required to turn around on private land in order to leave the area.

Objective

- To provide circulation throughout the site that will prevent congestion, follow the intended route of the heritage presentation experiences, and maintain commemorative integrity.

Key Actions

- Evaluate options to increase the capacity of the parking lots at the Visitor Centre and Phillip's Garden trailhead without changing the overall footprint of the parking lots.

6.4.2. Public Safety

A *Public Safety Plan*, complete with contingency and operational guidelines, is in place for the Western Newfoundland and Labrador Field Unit, of which Port au Choix NHSC is a part. The objective of the plan is to provide high quality visitor experiences by reducing undue fear, pain or personal loss through application of the principles and practices of visitor risk management.

Objectives

- To promote visitor safety through prevention programs.
- To support opportunities for visitor experiences under safe conditions in a natural environment.
- To provide safe, well-maintained, accessible facilities with minimal impact on the environment.

Key Action

- Maintain and develop public safety programs, including training, signs and other forms of safety information so visitors are aware of, and informed about, risks. Focus will be on accident prevention and emergency and environmental planning.

7.0 Ongoing Partnerships and Public Involvement



Sweetgrass Ceremony. Pierre Mochon

Port au Choix NHSC belongs to the people of Canada. All citizens should feel confident that they have an opportunity to participate in key decisions concerning their site. This management plan was developed in collaboration with a large group of dedicated community residents, Aboriginal partners and local and provincial stakeholders. The successful implementation of this plan will involve continued partnerships with these individuals and groups, and the establishment of new partnerships in the future. This section highlights key values and principles that will guide governance and decision-making at Port au Choix NHSC.

Values

- Adherence to principles and practices of cultural resource management.
- Open, participatory decision-making.
- Predictable, consistent and fair regulation.
- Competent, accountable management.
- Respect for others.

Principles

- All actions, initiatives and programs undertaken to realize the Vision will be implemented in full accordance with the spirit and requirements of the *Historic Sites and Monuments Act*, *Parks Canada Agency Act*, *Parks Canada Guiding*

Principles and Operational Policies, National Historic Parks Regulations and the Port au Choix National Historic Site of Canada Management Plan.

- Standards will be defined, enforced and reviewed so as to ensure the maintenance of commemorative integrity and protection of natural ecosystem features.
- Regulation and decision-making will be responsive, open, participatory, consistent and equitable.
- Responsibility to provide for protection and preservation of heritage resources will be both individual and shared.
- Decisions will be made with integrity and common sense.
- Planning and decisions will be co-ordinated on a regional basis.
- Partnerships will be encouraged when founded on the principles of commemorative integrity.
- Commemorative, social, cultural and economic sustainability are shared goals.
- Public participation in decision-making will be guided by the following fundamental practices:
 - Access to clear, timely, relevant, objective and accurate information.
 - Adequate notice and time for public review.
 - Careful consideration of public input.
 - Feedback to participants on the nature of comments received and Parks Canada's response.
 - Respect for all interested parties and individual viewpoints.

7.1 REGIONAL RELATIONSHIPS AND PARTNERSHIPS

The importance of the tourism industry to the local economy of the Northern Peninsula has been increasing in recent years. Parks Canada is a major contributor to this economy and



Port au Choix Heritage centre. Pierre Mochon

recognises that its parks and sites are major destinations in the region. Port au Choix NHSC, as a member of the Parks Canada family, has an important role to play in partnering with other attractions and businesses in the region.

Opportunities for Port au Choix NHSC to work more closely with partners, such as the Port au Choix Heritage Committee, will allow everyone to help make visitors aware of each other's programs and services. This management plan recognises that an informed, involved community will be a major part of successful site management. Similarly, informed and involved site management will help foster a successful community life.

Involving the Aboriginal communities of the province of Newfoundland and Labrador is a priority for the site. The protection and celebration of past and living cultures presents Parks Canada staff with a powerful opportunity to work with Aboriginal partners to tell the story of Port au Choix. Currently, presentation of the site's significance is based on knowledge contained in the Commemorative Integrity Statement. Parks Canada will continue to work with provincial Aboriginal communities to ensure that protection and presentation are undertaken in a respectful manner, and to ensure that Aboriginal voices become an integral part of Port au Choix's programs.

Archaeologists from Memorial University continue to excavate archaeological sites within the community of Port au Choix. These sites fall within municipal jurisdiction and not within the boundaries of the administered site. However, information gained

from research at these sites will continue to contribute to the story of Port au Choix and the people who have lived here over the past 5,500 years. Parks Canada will continue a collaborative relationship with archaeologists and the community to promote the protection and presentation of these sites and their associated artifacts.

Heritage presentation at the site is focused on the Level 1 cultural resources and messages directly related to the reason for designation. As mentioned in Section 6.6.4, Dr. Renouf continues to carry out archaeological work in Barbace Cove within the site. The excavations have uncovered Level 2 artifacts related to the French Shore. Drawing on the findings of Dr. Renouf, Parks Canada staff will work with the Port au Choix Town Council to develop a heritage presentation program related to the French, who fished this area on a seasonal basis for several centuries. Heritage programming will include focus on the bread ovens that Dr. Renouf's team excavated in Barbace Cove where a bread oven has since been reconstructed. Parks Canada will help facilitate linkages between the town and the province's French community in the development and implementation of this program.

Strategic Goal

The commemorative integrity of Port au Choix NHSC is maintained through partnerships with community members, Aboriginal groups and provincial stakeholders.

Objectives

- To build partnerships that will lead to shared protection and presentation of the site's national significance.
- To support partnerships that improve the experience of visitors to Port au Choix NHSC, and encourage these visitors to participate in other heritage experiences offered in the area.

Key Actions

- Work with representatives of Aboriginal communities to develop strategies to present the living Aboriginal culture from an Aboriginal perspective.



Miawpekuk First Nations students singing and drumming at PAC Site.
Trudy Taylor-Walsh

- Explore opportunities to work with the Port au Choix Heritage Committee to achieve mutual goals such as providing visitors with useful information and accurate messages.
- Continue to work with the town of Port au Choix to develop a heritage presentation program focused on the French Shore and presented by the town.
- Continue to seek partnership opportunities that will help reach diverse, offsite audiences and encourage understanding of the national significance of Port au Choix NHSC.
- Work with local operators and organizations to raise visitor awareness of other attractions and businesses in the region.
- Establish locations on-site and in the community where visitors may find information about attractions and businesses in the region.
- Continue to provide professional and technical expertise in the protection and presentation of archaeological sites and artifacts found outside the administrative boundaries of the site.
- Contribute to building a strong and viable regional economy by working co-operatively with the local tourism industry.

7.2 PUBLIC INVOLVEMENT

Parks Canada is committed to ongoing, meaningful public involvement. This involvement takes many forms and may vary in scope from a local level to a broader, more regional level depending on the nature of the decision or initiative under consideration. Various groups and individuals will be asked to provide feedback as Parks Canada begins implementing the directions outlined in this management plan.

Objective

- To ensure that key policy, land-use and planning decisions are timely, fair, consistent and arrived at in an open and participatory manner.

Key Actions

- Provide members of the public with annual opportunities to review and discuss implementation of the management plan.
- Report regularly to partners and stakeholders on implementation of the management plan and how this relates to the State of the *Protected Heritage Areas Report*.
- Set up appropriate processes to consult with members of the public on future issues while ensuring that local and provincial stakeholders are involved as early as possible.
- Continue to nurture a good working relationship between Port au Choix NHSC and the community of Port au Choix.

7.3 EVALUATING NEW INITIATIVES

Each year Port au Choix NHSC receives a number of requests from groups and organizations interested in providing visitor services at the site. Parks Canada must be fair and consistent when deciding which services and events can be permitted. The following New Initiative Criteria will guide decision-making at the site. New initiatives may be given consideration if they:

- provide meaningful experiences for visitors to the site;
- enhance visitor understanding of the significance of the site;
- ensure the commemorative integrity of the site;
- respect community activities;
- ensure the protection of cultural resources, natural ecosystem features and site facilities;
- do not interfere with access to the site for other visitors;
- involve consultation with local operators during proposal development.

8.0 Implementation



Site Logo, Maritime Archaic Killer Whale Effigy. *Pierre Mochon*

The management plan provides long-term strategic direction for site managers. It provides a framework for detailed planning and decision-making, and is an important reference for capital expenditure forecasts, future management and operations. Implementation of the plan is the responsibility of the site supervisor and Field Unit staff, and is dependent upon the availability of financial resources.

Plan priorities may be reconsidered in response to new circumstances or information, or changing national priorities and decisions. Priorities will be linked directly to the site's business plan, and to the Field Unit's business plan. The priorities will lead to results that support the site supervisor's three primary accountabilities:

1. Ensuring commemorative integrity and protection of significant ecosystem features.
2. Facilitating memorable visitor experiences.
3. Promoting public appreciation and understanding.

Progress on these priorities will be determined through annual reporting on business plan performance and through the State of the *Protected Heritage Areas Report*, which is updated every two years.

The majority of the statements within this management plan provide direction for the ongoing management and operations of Port au Choix NHSC. Implementation of this plan will begin immediately. Specific action items of priority for the first three-year business planning cycle are outlined below:

8.1 PRIORITIES FOR THE FIRST THREE YEAR BUSINESS PLANNING CYCLE

8.1.1 Protection of Port au Choix NHSC

- Monitor archaeological sites and identify potential threats from human activity or natural processes so that corrective action can be taken and degradation of the sites can be avoided.
- Continue to monitor the small stream running through the Maritime Archaic Cemetery terrace to ensure that it is maintained as a feature that was present in the landscape at the time the cemetery was in use.
- Monitor vegetation growth and the spread of invasive species at Phillip's Garden to ensure they do not obscure the presence of house remains or change the character of the open grassy meadow created by the presence of humans over a period of hundreds of years.

8.1.2 Presenting the Port au Choix Story

- Focus on Level 1 resources and messages identified in the cis in heritage presentation.

- Enhance appreciation of the sites:
 - Aboriginal heritage, by strengthening links with the province's Aboriginal communities and by continuing annual Aboriginal Day events;
 - local heritage, by strengthening links with the local community and recognizing local involvement and contributions;
 - French heritage, by strengthening links with the provincial French community;
 - connection to the educational community, by engaging local schools and area students.
- Undertake research on visitor values and expectations in order to better guide investments or make adjustments in programs, services and facilities.
- Actively market the site so that visitors are prepared for an educational, entertaining and enjoyable experience, which incorporates a variety of opportunities to learn about the history of Port au Choix NHSC and its significant place in Canadian history.
- Create an on-site heritage presentation program that goes beyond the Visitor Centre to include the sensory experience of scanning the viewsapes, walking through the archaeological sites, and discovering the landscape that was home to different cultures for thousands of years.
- Ensure that the heritage presentation program reaches a broader audience with messages of site significance as identified by the *Engaging Canadians Strategy*:
 - Recognize that tourism operators play a key role in the delivery of nationally significant messages to visitors and assist these operators with accurately conveying the messages.
 - Continue to seek partnership opportunities to reach diverse, off-site audiences.
 - Continue to partner with the Limestone Barrens Habitat Stewardship Program and to develop links to local schools on issues relating to the natural ecosystem features and SARA species located on the site.

8.1.3 Natural Resource Management

- Develop a recovery strategy for Fernald's Braya within six months of management plan approval, in consultation with area residents and the Limestone Barrens Species at Risk Recovery Team. The strategy will include:
 1. clearly defined access for fishermen and duck hunters as outlined in this management plan;
 2. protection of existing plants;
 3. propagation of additional plants.
- Enter into an agreement with the town of Port au Choix for the continued use of the Winterhouse Pond Watershed as a water supply for the town.
- Complete an environmental assessment of the Winterhouse Pond watershed to ensure activities within the area are suitable for its use as a water supply area.
- Clearly identify the site boundary, particularly at popular entry points.
- Formalize the access authorization for commercial fishermen to shoreline and viewing areas on designated routes.
- Identify all known rare plant locations and record in a GIS database.

8.1.4 Access and Circulation

- Undertake a study to assess whether site facilities can reach audiences with significant messages, meet functional requirements, and ensure appropriate accessibility standards.

8.1.5 Partnerships and Ongoing Public Involvement

- Provide visitors with opportunities to find out about other attractions and businesses in the region.
- Work with representatives of the Aboriginal community to develop strategies for presenting the living Aboriginal culture from an Aboriginal perspective.
- Explore opportunities to work with the Port au Choix Heritage Committee and the Limestone Barrens Habitat Stewardship Program to achieve mutual goals, such as providing visitors with useful information on organization roles and accurately present messages.
- Implement *New Initiative Criteria* when screening new proposals by outside interests at the site.

9.0 Environmental Assessment

A strategic environmental assessment that included consideration of cumulative environmental effects was completed on a near final draft of the site management plan for Port au Choix National Historic Site of Canada. Such an environmental evaluation is required under the 1999 *Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals*. The objectives of this environmental assessment were as follows:

1. To ensure that the general directions and collective proposals contained within the plan respect and support the commemorative integrity goals and objectives for the historic site.
2. To ensure that the plan adequately addresses the multiple stressors and major concerns relating to the cumulative effects which are acting or may in the future act upon Port au Choix National Historic Site.
3. To assess the implications of proposals included in the plan, to enhance positive environmental effects and to avoid or mitigate negative effects.
4. To identify any potential trade-offs of natural resources or ecological values against proposed human use enhancements and their implications in the overall plan for presentation to decision-makers.

Public Input

Opportunity for public review and involvement in this management planning process was provided through the planning team. The planning team was established in May 2003, at the onset of the planning process. The team represented a cross section of Aboriginal



PAC planning team. *Trudy Taylor-Walsh*

partners and stakeholders who not only have an interest in the management of the site, but also have a profound connection to the place and wanted to ensure that this site is protected and presented for the future benefit of all Canadians. The group assisted in identifying issues, suggesting management objectives and strategies, preparing for and participating in broader consultations, and reviewing the draft management plan. They are a strong and effective voice that ensure community and stakeholder interests and opportunities continue to be considered in maintaining the commemorative integrity at Port au Choix National Historic Site of Canada.

Policy

Relevant federal environmental policies including those of Parks Canada were considered in a policy review of the draft management plan for Port Au Choix National Historic Site of Canada. This management plan is fully consistent with such policies. The proposed strategic objectives and actions outlined in this management plan are consistent with Parks Canada and other federal environmental policies.

Conclusion

The strategic environmental assessment of Port au Choix National Historic Site of Canada Management Plan concludes that:

- the management plan is consistent with Parks Canada legislation and operational policies;
- the proposed objectives and actions strongly support improvements in the ecological and commemorative integrity of the site;
- the plan will not cause significant environmental impacts;
- the cumulative effects of the actions proposed in the management plan will be to move towards improvement in the protection of both cultural and natural resources;
- the management plan actions will ensure the maintenance of commemorative integrity while permitting important traditional activities; and
- by virtue of being developed in full consultation with local communities, the plan is in a better position to achieve the maintenance of commemorative and ecological integrity through the protection of cultural and natural resources.

No mitigation to the PACNHSC Management Plan itself is required. However, implementation of the plan will result in mitigations for environmental assessments of projects and plans resulting from the plan. The following actions proposed in the draft management plan will be exposed to project environmental assessment or strategic environmental assessment.

Project Environmental Assessment

- Any capital development associated with the Point Riche lighthouse complex will be exposed to project environmental assessment.
- Any capital development flowing from the review and renewal of the heritage presentation program will require project environmental assessment under the *Canadian Environmental Assessment Act* (CEAA).
- The licence of occupation for the use of Winterhouse Pond as a Town water supply will be exposed to environmental assessment under CEAA.
- Any expansion of parking facilities at the Visitor Reception Centre or trailhead to Phillip's Garden will be exposed to environmental assessment under CEAA.
- Proposed infrastructure associated with providing a location to orient visitors will be exposed to environmental assessment.
- Boundary assessment will be exposed to environmental assessment under CEAA.

Strategic Environmental Assessment

- Implementation of a Species At Risk Recovery Plan for Fernald's Braya will be subject to strategic environmental assessment.
- Access Plan for commercial fish harvesters will require an environmental review to ensure the plan does not conflict with natural or cultural resources.

In summary, the strategic direction and specific actions in the Port au Choix National Historic Site of Canada Management Plan are not likely to have any significant adverse environmental impact. Moreover, if the strategic direction given by the plan is followed and the specific actions outlined in the plan are carried out, management of Port au Choix National Historic Site should contribute to the maintenance and restoration of commemorative integrity into the future.

APPENDIX 1

Selected References

Parks Canada. 2001. *Engaging Canadians, Parks Canada's Strategy for External Communications*.

—. *State of Protected Heritage Areas Report, 1999 Report*. 2000.

—. *Management Directive 2.3.1, Human Remains, Cemeteries and Burial Grounds*. 2000.

—. *Parks Canada Guide to Management Planning*. 2000.

—. *Port au Choix National Historic Site Management Plan*. Department of the Environment, Canadian Parks Service. 1991.

—. *Port au Choix National Historic Site of Canada Boundary Assessment Report*. 2005.

—. *Port au Choix National Historic Site of Canada Commemorative Integrity Statement*. 2005.

—. *State of the Parks 1997 Report*. Public Works and Government Services Canada. 1998.

—. *Parks Canada Guiding Principles and Operational Policies*. Supply and Services Canada. 1994.

Renouf, Dr. M.A. *Ancient Cultures Bountiful Seas*. 1999.

APPENDIX 2

Acknowledgements

Parks Canada staff had the honour of working with a dedicated planning team in the development of the management plan for Port au Choix National Historic Site of Canada. This group represented a cross section of Aboriginal partners and stakeholders who not only have an interest in the management of the site, but also have a profound connection to the place and wanted to ensure that this site is protected and presented for the future benefit of all Canadians. They include:

Ross Hinks

Miawpukek First Nation

Alice Bromley

Town Council of Port au Choix

Caroline Lavers

Viking Trail Tourism Association

Stella Mailman

Port au Choix Heritage Committee

Dulcie House

Limestone Barrens Habitat Stewardship Project

Sheri O'Keefe

Roncalli High School student

Monty Gould

Port au Choix Small Boat Fishermen's Committee

Catherine Dempsey

Newfoundland and Labrador Historic Sites Association

Sandy Barter

Association Régionale de la côte Ouest

Dr. Priscilla Renouf

Memorial University of Newfoundland

Martha Drake

Department of Tourism, Culture and Recreation

The planning team was established in May 2003, at the onset of the planning program. The team assisted in identifying issues, suggesting management objectives and strategies, preparing for and participating in broader consultations, and reviewing the draft management plan. They are a strong and effective voice that ensure community and stakeholder interests and opportunities continue to be considered in maintaining commemorative integrity at Port au Choix NHSC.