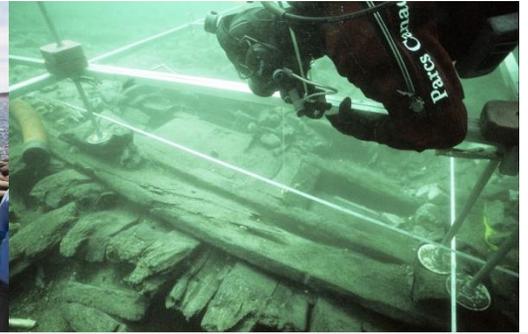




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Red Bay

National Historic Site of Canada

State of the Site Report

2011



Canada 

March 2011

Red Bay

National Historic Site of Canada

State of the Site Report

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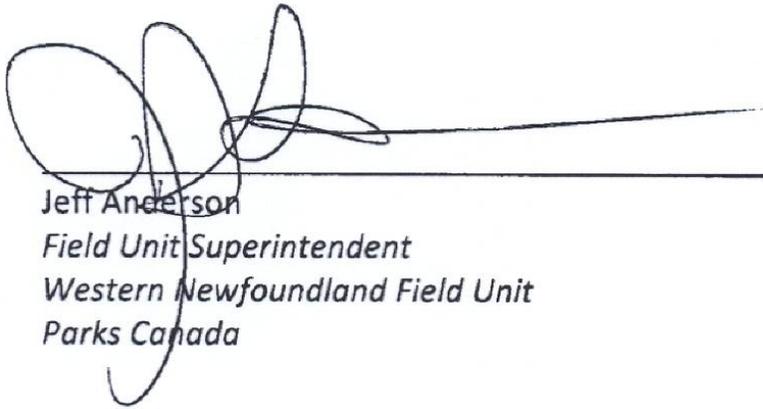
Clockwise from top left: Rendering oven site at Organ's Island, Red Bay. Cindy Gibbons; School children exploring whale bone deposit at Red Bay. Karen Buckle; Parks Canada underwater archaeologist studying the remains of a 16th-century Basque galleon discovered at Red Bay in 2004. Marc-André Brenier; Red Bay National Historic Site of Canada. Michael Burzinski.

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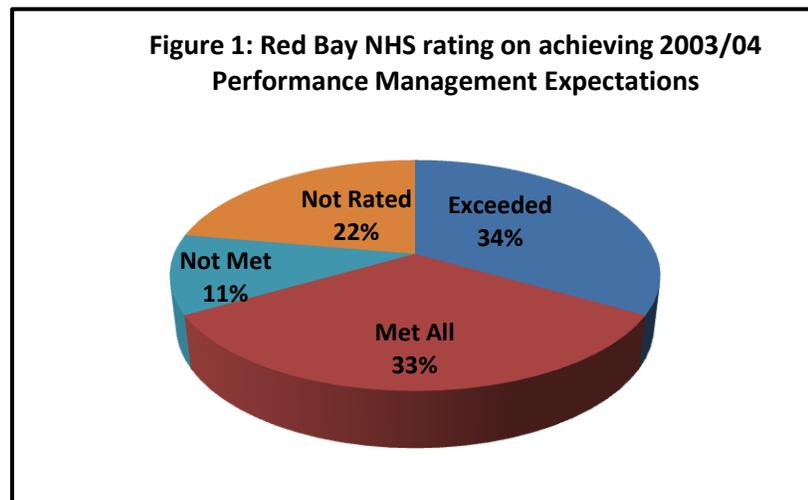
Executive Summary

The purpose of the State of the Site Report (SoSR) is to provide an assessment of the current condition of Red Bay National Historic Site of Canada, report on the site's achievement in meeting Parks Canada Agency's performance expectations, report on the results of efforts to maintain or improve the state of the site since the last management plan, and to identify key issues for consideration in management planning. This SoSR will serve as a tool for decision-making with respect to issues associated with heritage resource conservation, external relations, and visitor experience.

Following the introduction, Chapter 2 of the report provides a brief overview of the relationship between Parks Canada and the Aboriginal peoples of Newfoundland and Labrador relative to Red Bay NHS. This chapter describes the Aboriginal archaeological sites at the site and the need to better convey the Aboriginal history of the region.

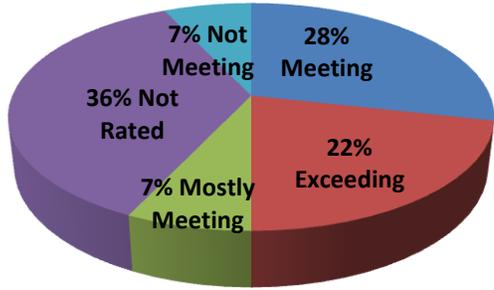
Chapter 3 is the heart of the report – providing a snapshot of the state of the site relative to Parks Canada's three mandate areas: commemorative integrity (using indicators of resource condition, effectiveness of communication, and selected management practices), visitor experience (using indicators of number of visits, learning, enjoyment, satisfaction, and meaning), and public appreciation and understanding (using indicators of appreciation and understanding, and support). These results are summarized in Table 1.

Chapter 4 provides an assessment of the degree to which Red Bay NHS has met performance expectations as outlined in the Parks Canada Corporate Plan. Through the implementation of the 2004 management plan, Red Bay NHS has met or exceeded almost all of the Agency's 2003/4 performance expectations (Figure 1) and continues to meet or exceed almost all of the rated 2010/11 performance expectations (Figure 2).



Chapter 5 reports on management results based on the implementation of the current management plan. It also describes one of the Red Bay's major success stories – namely working closely with the community to ensure the commemorative integrity of the site and to develop the site's nomination proposal to become a World Heritage property.

Figure 2: Red Bay NHS rating on achieving 2010/11 Performance Management Expectations



Finally, Chapter 6 briefly summarizes the key issues that have emerged from the analysis in this report covering all aspects of the Agency's mandate. These will be considered in the development of the next management plan for the site.

Table 1 – State of the Site Summary

Indicator	State	Rationale
Resource Conservation - Commemorative Integrity (Overall rating is 9 out of 10)		
Resource Condition – Commemorative Integrity		Resources are in good condition/not impaired. Some terrestrial archaeological sites have experienced some erosion and may need enhanced monitoring and conservation. All underwater resources are stable and well preserved. The condition of buildings and structures are rated as fair but improving.
Effectiveness of Communication		The site effectively communicates messages of national significance through exhibits, self-guided tours, films, brochures, storytelling programs, children’s program, and original music. The effectiveness of conveying one of the messages related to the site’s designation – the evolution of seafaring technology – received a fair rating. Messages integral to the site and area (but not related to site designation) are not as effectively conveyed, including the broader history of whaling, and the human history of the region.
Selected Management Practices		The site continues to practice solid cultural resource management practices.
Visitor Experience		
Visits		The site has had fairly stable visitation over the last 5 years with between 7600 and 8500 visitors and a small increase in 2010 to 7751 compared to 7662 in 2009. Tourism trends in the region are shifting especially as a result of the completion of the Trans-Labrador highway in 2009 which may increase visitation in the future. In recent years there has been a substantial decrease in organized motor coach groups alongside an increasing trend in expedition-style cruise ships. Although most visitors are motivated to come to the site for an educational experience, a significant number of travellers are “free spirits” Explorer Quotient (EQ) type, yet very few current activities cater to this type. Marketing and pre-trip information could be strengthened.
Learning		Almost all visitors participated in learning activities (2001 and 2009) and in 2009 97% of visitors said they learned about the heritage of Red Bay NHS. Exhibits, interactions with staff, interpretive panels, and presentations were rated as the most important learning activities, and a significant increase in guided tours was recorded (55% in 2009 compared with 27% in 2001). Trend for this indicator could not be determined at this time as 2009 was the first year visitors were asked if they learned about the heritage of the site.
Enjoyment		97% of visitors enjoy their experience at the site, which is well above the Agency expectation of 90%. When asked what could be done to make their visit more enjoyable, visitors indicated more programming, enhancement/expansion of exhibits, the development of the outdoor space, and improvement of on-site promotion .
Satisfaction		Visitors experiencing Red Bay NHS are satisfied or very satisfied with their overall visit (99%). The number of visitors very satisfied has increased from 74% in 2001 to 83% in 2009. Satisfaction levels are not quite as high for visitor information available prior to arrival, recreational activities, and the availability of activities.
Meaning		While 80% of respondents feel that Red Bay NHS is meaningful to

		them, this figure falls slightly short of the 85% performance expectation. In future surveys, more open-ended questions around experiences at the site will likely provide more context for visitors responses. Qualitative evidence, such as an increase in repeat visitation over the last few years, suggests that an increasing number of visitors are finding the site to be meaningful for them.
Public Appreciation and Understanding		
Appreciation and Understanding	N/R	Red Bay NHS reaches out to audiences beyond the site's boundaries through the Parks Canada website, working with the province's Department of Education to develop curriculum for high school students, permanent exhibits at The Rooms in St. John's Newfoundland and in the Canadian Museum of Civilization in Ottawa, and by promoting the site in local events such as the Newfoundland and Labrador folk festival in St. John's. In addition, Red Bay NHS is currently planning an outdoor education program for Grade 5 students to be held in 2011. Trend could not be determined.
Support	N/R	Community support is one of the defining features of Red Bay NHS. The community is instrumental in protecting the site's cultural resources (many of which are found in community members' backyards) and are involved in the UNESCO nomination for Red Bay to be included on the World Heritage List. Efforts will be undertaken to improve the connection between youth in the community and the site. Red Bay NHS also sustains important relationships with the provincial archaeology office, the Historic Sites Association, and other partners and stakeholders.

Condition				Trend			
			N/R				N/R
Good	Fair	Poor	Not Rated	Improving	Stable	Declining	Not Rated

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Chapter 1 – INTRODUCTION

The State of the Site Report (SoSR) provides a summary of the current state of Red Bay National Historic Site. It assesses how well the site is doing in meeting Parks Canada Agency's mandate of resource conservation, external relations, and visitor experience. In addition, the SoSR highlights achievements made towards maintaining and improving the state of the site. The ultimate goal of the report is the creation of a document which will inform decision making. This is the first SoSR for Red Bay National Historic Site (NHS) and will serve as an important tool in the development of the next management plan.



Red Bay National Historic Site of Canada. *Cindy Gibbons*

Red Bay is situated in a sheltered harbour on the south coast of Labrador (see Regional Setting Map, page 26). A fishing village of approximately 200 residents, Red Bay is the last of the communities along the paved portion of the Labrador Coastal Drive, a tourism destination in southern Labrador, primarily reached by ferry from north-western Newfoundland. Red Bay is also situated at the beginning of the gravel portion of Route 510 that continues north through Labrador, connecting to the Trans-Labrador Highway and Quebec. Red Bay National Historic Site is located within the boundaries of the community of Red Bay.

Red Bay NHS protects and presents the remains of one of the principal 16th-century Basque whaling ports in Canada. The site was identified in the 1970's and was recommended in 1979 by the Historic Sites and Monuments Board of Canada (HSMBC) as a site of national historic significance. The site contains numerous and well preserved terrestrial and submerged cultural resources that help Canadians understand all aspects of Basque whaling activities. Among these cultural resources are the remains of four whaling ships and a number of small whaling boats that have contributed to the understanding of the evolution of seafaring technology in the 16th century. Most of the remains of the 16th-century Basques lie under the waters and along the shore of Red Bay Harbour, along the shores of Saddle Island, and beneath the structures and gardens of the community. The shoreline contains the remains of many structures used in the processing of whale oil (see Cultural Resources Map, page 27).

Many natural features that supported Red Bay as a principal port for whaling in the 16th century still endure. Red Bay is situated in the narrow Strait of Belle Isle between Labrador and the northern tip of Newfoundland, through which whales migrated annually. Red Bay also has a protected harbour that provided shelter for both whaling ships and processing activities.

A Memorandum of Understanding between the Government of Canada and the Government of Newfoundland and Labrador was signed on 18 December 1991 to facilitate the development of a national historic site at Red Bay. Parks Canada worked with community residents, the municipal and provincial governments, and other organizations in the region to formulate plans for the development of the site. The administered place for Red Bay NHS includes a Visitor Orientation Centre and

administration centre, a Visitor Interpretation Centre, Saddle Island and its interpretive trail. Red Bay NHS opened on July 29, 2000. The designated place for Red Bay NHS consists of the area that contains the natural and cultural features associated with the use of Red Bay for whaling by the Basques during the 16th century. It encompasses Red Bay harbour, the islands and shorelines where whale oil was processed, and the hills and vantage points surrounding the harbour. It extends eastward to the beaches of Kelpy Cove and Steamer Cove and westwards to the top of Tracy Hill.

The Visitor Orientation Centre was constructed in 1998 to provide site orientation and introductory information for visitors. The facility sits on a prominent point in the community and has an impressive view of the area associated with 16th-century Basque whaling, including Red Bay Harbour and Saddle Island. It also houses a restored 16th-century Basque whale boat or *chalupa*. The former Red Bay Visitor Centre was acquired by Parks Canada and refitted for use as an interpretation centre to fully present the major themes and messages of the national historic site. This Visitor Interpretation Centre tells the story of 16th-century Basque whaling at Red Bay with interpretive panels, original artefacts, and a variety of other information related to archaeological and archival research. It is located near the shoreline and adjacent to wharf facilities where visitors can cross to the twenty-six hectare Saddle Island via a short boat ride (see Visitor Facilities and Services Map, page 28). A self-guided interpretive trail winds through the archaeological sites of Saddle Island providing additional information on its history. Finally, a small one-and-one-half storey dwelling, known locally as the Ranger Station and once used as headquarters for the Royal Canadian Mounted Police, was acquired by Parks Canada and retrofitted as an administrative centre for the National Historic Site.

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

Until recently, access to the site for most visitors was via a short ferry ride across the Strait of Belle Isle from the Northern Peninsula of Newfoundland to the south coast of Labrador. The completion of the Trans-Labrador Highway in the fall of 2009 now provides opportunities for visitors to travel from Quebec up to Labrador City, Goose Bay, down to Red Bay, across to Newfoundland, and connecting to the mainland via Nova Scotia (and vice versa). Initial observations for the 2010 visitor season at Red Bay NHS reveal that visitors are now arriving via both the island of Newfoundland and from the North via the Trans-Labrador Highway.

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

Chapter 2 – ABORIGINAL CONNECTION

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

The cultural resources at Red Bay, including Aboriginal sites, are in good condition and are being sufficiently protected. While the current interpretation at the site does a good job of illustrating the significance of 16th-century Basque whaling in Labrador, opportunities exist through both personal and non-personal methods to place the site in the greater context of the human occupation of the southern Labrador region, which spans approximately 9,000 years. Archaeology at Red Bay has yielded sites representing Aboriginal cultures including the earliest inhabitants of Newfoundland and Labrador, Dorset and Groswater Paleo-Eskimo, the ancestors of today's Innu and 18th-century Thule Eskimo.



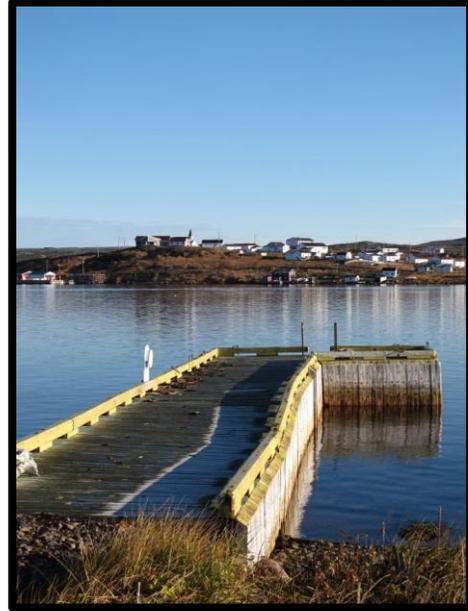
Local children learn Aboriginal games from an elder on Aboriginal day. *Phillip Bridle.*

At least one archaeological site at Red Bay appears to have been used concurrently by Basque whalers and the ancestors of the present-day Innu of the Quebec-Labrador peninsula. It is known historically that the Basques interacted well with the Aboriginal groups they encountered in Atlantic Canada, including the ancestors of today's Mi'kmaq and Innu. A collection of documents from the early 1540s, published by the Public Archives of Canada in 1930, makes several references to Basque fishermen trading with the Aboriginal people in the Strait of Belle Isle. This historic relationship as it pertains to Red Bay NHS needs further investigation, including historical research and dialogue with the Innu and Metis of Quebec and Labrador and the Nunatsiavut Government.

Chapter 3 – STATE OF THE SITE

The state of a national historic site is assessed according to Parks Canada’s three mandate elements and a defined set of indicators (that are noted in brackets): Commemorative Integrity (resource condition, effectiveness of communication, and selected management practices), Visitor Experience (visits, learning, enjoyment, satisfaction and meaning), and Public Appreciation and Understanding (appreciation and understanding, and support). The state of the site indicators are measured based on condition, trend or both, when possible. The rating guide used in this report can be found in Appendix C – ratings.

The measurement of the indicators were determined using a commemorative integrity evaluation (Parks Canada 2007), a visitor experience assessment (2010), visitor information program surveys (2001, 2009) and professional expertise. In some cases, no information to measure an indicator was available and in these cases indicators are shown as Not Rated (N/R). A listing of references can be found in Appendix B – References.



View of the Village of Red Bay from the Saddle Island Wharf. *Christine Gleisner*

3.1 Resource Conservation –Commemorative Integrity

3.1.1 Resource Condition



The 2006/2007 Commemorative Integrity Evaluation (CIE) found the overall condition of cultural resources at Red Bay NHS to be green/good or not currently impaired. Specifically, the archaeological sites of Red Bay NHS, which are located on the north shore of Saddle Island and on the opposite shore of the mainland, were found to be in good condition. Some of these sites were fully excavated by archaeologists while others have been left intact and unexcavated. A 2009 condition assessment of the terrestrial archaeological sites revealed that some resources have sustained disturbance (primarily erosion) and may need some enhanced monitoring and conservation. All of the underwater archaeological resources, including four shipwrecks – one of which is believed to be the San Juan – and wharf remains, have been partially to fully excavated, recorded, and reburied. All underwater resources are stable and well preserved and a 2009 assessment confirmed that they are in good condition. Although recent monitoring has revealed that some of the mounds protecting underwater



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

cultural resources have experienced damage caused by ice movement, the resources themselves have not been affected."

The condition of buildings and structures were rated as fair but improving. These buildings and structures are not related to the reason for designation but are a part of the cultural landscape at Red Bay. The Ranger detachment house, which now houses the site’s administrative space, is owned by Parks Canada. The CIE recommended that this building be returned to its original colours of red and white which has significance to the community. This work has been completed but the building still requires a Federal Heritage Building Review Office Assessment.

Although Parks Canada has been administering Red Bay NHS since 1998, a process is underway to formalize the transfer of provincial lands on the mainland and Saddle Island and a small parcel of land on Saddle Island from the Department of Fisheries and Oceans – Canadian Coast Guard to Parks Canada. This land includes the light station complex which is considered in good condition. It has been assessed by the FHBRO but not classified or recognized as having special heritage character.

Landscape features were not evaluated but play a key role in the understanding of the site and the features could benefit from a future assessment. With reference to the condition of objects, they are generally good but there are concerns due to challenges faced with the humidity levels in the Visitor Interpretation Centre where objects are housed.

Table 2 – Ratings of Resource Condition

Resource Condition	Rating		
Resources Directly Related to the Reasons for Designation			
Resources Not Related to the Reasons for Designation			
Cultural Resource Types	Related to Designation	Not Related to Designation	Summary
• Landscape and Landscape Features	N/A	N/A	N/A
• Buildings and Structures	N/A	Yellow ↑	Yellow ↑
• Archaeological Sites	Green	Green	Green
• Objects	Green	N/A	Green
• Designated Place	Green	Green	Green
Other Heritage Resources (e.g. natural)	N/A		
Overall			

3.1.2 Effectiveness of Communication

Ensuring the commemorative integrity of a national historic site requires not only maintaining or improving the condition of cultural resources, but also effectively communicating its national significance to Canadians as well as key messages not related to the national designation that are usually messages of regional importance. Effectiveness of communications rates the degree to which the messages are communicated and understood, the effectiveness of the media used to convey those messages, and the range and complexity of perspectives presented.

The CIE found that Red Bay NHS is doing well in terms of conveying the reasons for designation and that these messages are being understood. The CIE indicated, however, that messages related to one of the reasons for designation – the evolution of seafaring technology – could be improved. A comparison of 2001 and 2009 visitor surveys demonstrates an improvement in visitor understanding of messages of national significance. In the 2009 survey 91% of respondents answered four or more of six true or false statements related to national significance correctly as compared to 89% in the 2001 VIP.



Students learn about the 16th-century *chalupa* in the Visitor Orientation Centre. *Parks Canada*

With respect to conveying messages not related to the reasons of designation, the site received a fair grade highlighting the need to convey information on Red Bay in the larger context of whaling in Labrador, in Canada, and the early years of world whaling history in general. Effort also needs to be placed on communicating that Red Bay as a whaling station represents only one period of the site’s human history, which spans 9,000 years and includes the stories of the Basques as a people, of the Innu of the region, and the relationship that existed between the 16th-century Basques and the Aboriginal peoples of the region.

Red Bay NHS uses media to effectively convey messages including personal interpretation, self-guided tours, films, brochures, internet, storytelling programs, children’s programs, and original musical compositions. More recently, it has been noted that the site needs to incorporate “new technologies” into its programs to help capture the interests of new generations of visitors (VEA 2009). Parks Canada is working with the Town of Red Bay and other stakeholders to ensure high speed Internet access in the community in order to help make this happen.

Table 3 – Ratings of Effectiveness of Communication

Measures for Effectiveness of Communication	State
Reasons for designation as a National Historic Site	● -
Messages not related to the Reasons for Designation as a National Historic Site	▼
Audience Understanding	●
Effectiveness of Presentation (in 2001 represented by two measures: effectiveness of Media rated Good and Range and Complexity of perspectives rated yellow)	● -
Overall	▼ +

3.1.3 Selected Management Practices

The Parks Canada Cultural Resource Management Policy defines principles and practices (inventory, evaluation, consideration of heritage values in decision-making, and monitoring and remedial action) to guide effective cultural resources management. The practices are the basis for measuring this indicator. Overall the CIE confirmed that the site continues to have solid cultural resource management practices and continues to maintain a high standard of cultural resource protection. One measure, inventory and cultural resource evaluation, was rated as fair because the landscape and landscape features of the designated place have not been inventoried and their cultural values have not been evaluated. In addition, the CIE pointed to the need for a cultural resource conservation plan which has been drafted and needs to be finalized.

Table 4 – Ratings of Selected Management Practices

Summary - Selected Management Practices	Rating
Inventory of Cultural Resource Evaluation	
Respect for Cultural Resource Management Principles and Practices	
Records	
Maintenance Programs	
Monitoring and Remedial Action	
Overall	

3.2 Visitor Experience

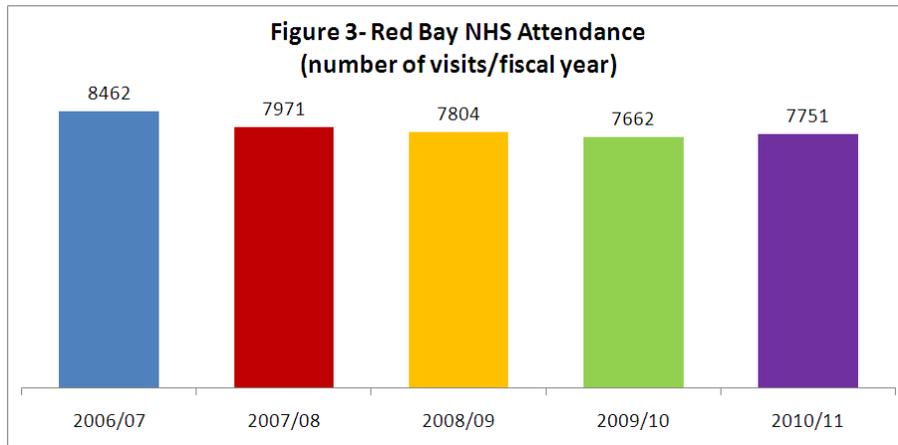
Parks Canada facilitates opportunities for meaningful visitor experiences so that visitors can develop a personal sense of connection to the heritage places visited. “Connection to place” is a concept that expresses the emotional, intellectual, and spiritual attachment Canadians and visitors feel towards Parks Canada’s parks, historic sites, and marine conservation areas.

The assessment and ratings for visitor experience come from the 2001 and 2009 Visitor Information Program (VIP) reports for Red Bay NHS, a Visitor Experience Assessment conducted with partners in April 2010, results of the Explorer Quotient program (2009), and tourism research conducted by the Government of Newfoundland and Labrador. Because the 2009 VIP measured baselines for some of the indicators for visitor experience, trends for these indicators cannot be assessed for this report.

3.2.1 Visits Indicator

Red Bay is located on the southern shore of Labrador divided from the island of Newfoundland by the Strait of Belle Isle. Given its remoteness, it still draws a surprising number of visitors. The site has had fairly stable visitation over the last 5 years with between 7600 and 8500 visitors, with a slight decreasing pattern over the 5 year period and a small increase in 2010 at 7751 over 2009 at 7662. In comparison,

the province of Newfoundland and Labrador has seen a compounded annual growth rate of non-resident visitation of 2% (14% in total) since 2003.



The 2009 Visitor Information Profile (VIP) revealed that the largest percentage of visitors come from Ontario at 26%, 65% of visitors are over the age of 50, 89% of visitor groups were comprised of adults and/or seniors only, and 53% of people travelled in groups of two.

Significant changes in the profile of visitors between 2001 and 2009 include an increase from 14 to 24% in the number of Newfoundlanders and Labradorians visiting the site and a decrease in international travelers from 38% to 20% which is in-line with tourism trends seen nationally over the last few years. Another significant shift in recent years has been a substantial decrease (approximately 30% since 2006) in the number of people visiting Red Bay NHS through organized motor coach tours. However, the site is seeing an increase in visitation from cruise ships, particularly small expedition-style ships from Canada, the U.S., and Europe. In addition, results from the last Newfoundland and Labrador Exit Survey (2003-4) suggest potential for attracting a greater portion of visitors from Ontario and the Maritime provinces. (It was found that 36% of visitors travelled to the province from Ontario and 36% of visitors travelled from the Maritime provinces (NS,NB,PEI), while the site receives 26% of its visitors from Ontario and only 7% from the Maritime provinces.)

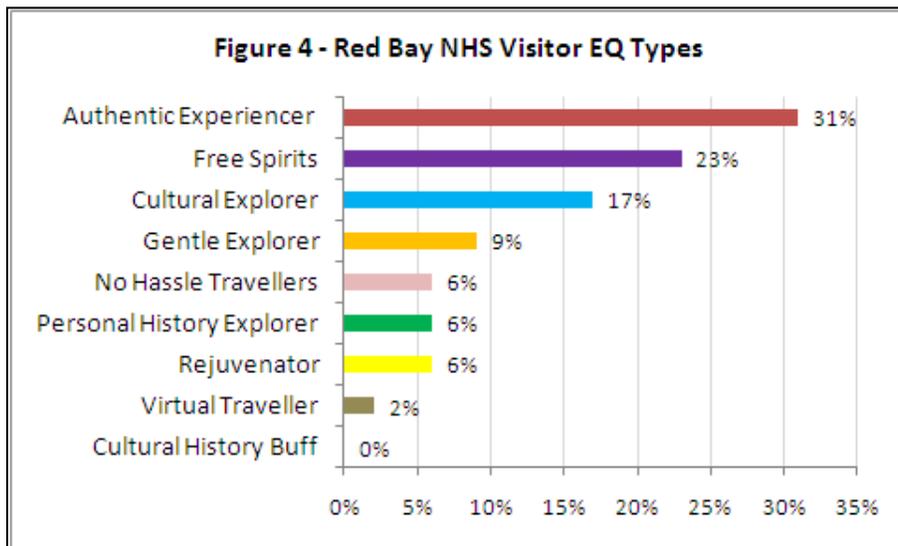
Of the visitors who come to Red Bay, 86% visit the site as part of several planned stops on their trip (with trip duration averaging 26 nights). Most people are first-time visitors to Red Bay NHS (87%), and on average they plan to spend 3 nights visiting the local area (within 80 km of the site). Even though Red Bay is not the main reason most visitors are coming to the region, they typically have made a decision to visit the site prior to arriving.

Visitors have identified an “interest in local and Basque history” as their top reason for visiting Red Bay NHS (35%). If this response is combined with responses noting interest in archaeology, whaling history, and an interest in historic sites in general this number approaches 50%, suggesting that many visitors are motivated to visit Red Bay in anticipation of a unique educational experience. Others are motivated by the fact that this site is part of a bigger regional area they are travelling.



Visitors enjoy learning about underwater artefacts in the Visitor Interpretation Centre.
Dale Wilson.

In 2009, Red Bay NHS participated in the Explorer Quotient (EQ) program with Parks Canada. The EQ program is a new way of matching visitors’ needs, interests, expectations, and desires with opportunities for experiences tailored to what they are seeking. Out of the 100 visitors surveyed, the breakdown of their visitor type is found below (figure 4).¹ Red Bay NHC and national historic sites in general across the country, facilitate opportunities for the learning explorers (Authentic Explorer, Cultural Explorer, and Cultural History Buffs) whose main purpose for travel is to learn. Of particular interest is the number of travellers to Red Bay NHS that fall under the “Free Spirits” EQ type, who are social travellers who get satisfaction in their travels by connecting with people, creating family memories, and having an adventure/fun (less emphasis on learning). In summary, Free Spirits like to see the main attraction of a site/region with little depth, are high energy, enjoy being around people and spending time with friends, and they get an emotional charge of doing things they cannot do at home. The 2009 VIP study also revealed that improvements can be made to recreational activities and the availability of activities (see section 3.3.4), which could be a reflection of the number of Free Spirits visiting the site.



In planning their visit to Red Bay NHS, the most popular information source cited by visitors was tourist information centre (24%), followed by books/brochures (23%), and friends/family (16%). The 2010 Visitor Experience Assessment (VEA) and the 2009 VIP identified weaknesses in the availability and quality of pre-trip information for visitors to Red Bay NHS, particularly in relation to the site website and insufficient links with other tourism websites. The VEA also identified the need to ensure that promotion

¹ The results of the EQ survey do not include visitors on motor coach tours.

is targeted to key audiences and noted the potential for increased marketing at the ferry ports (Port-aux-Basques and Argentia) and Gros Morne National Park. Although most visitors to Red Bay travel from north-western Newfoundland by ferry across the Strait of Belle Isle to the Labrador Coast, the provincial exit survey of 2003-04 found that only 1% of non-resident travel make this journey, while 16% travel to Gros Morne and along the Viking Trail to the north.

The opening of the new Trans-Labrador Highway in 2009 presents opportunities for attracting visitors now able to drive from Goose Bay down to Red Bay. The completion of the highway provides a route from Quebec up to Labrador City, Goose Bay, down to Red Bay, across to Newfoundland, and connecting to the mainland via Nova Scotia (and vice versa). How visitors are getting to the site will become increasingly important since it is anticipated that there will be an increasing number of visitors accessing the site from Western Labrador and beyond. Red Bay therefore needs to be better positioned as a “must see” stop for visitors to Labrador.

3.2.2 Learning Indicator



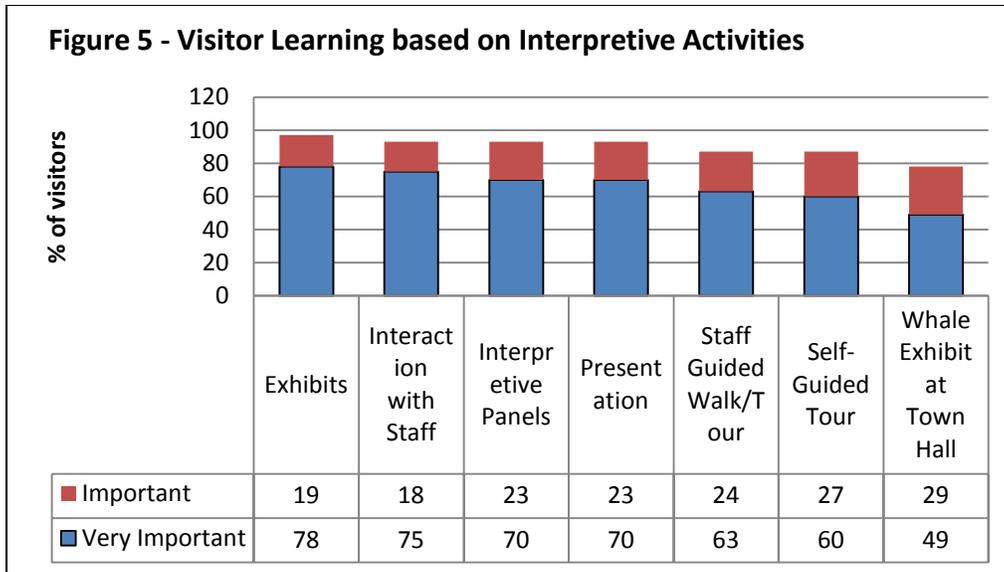
Almost all visitors participated in learning activities at Red Bay NHS in 2001 and in 2009 (98% and 99.6% respectively). In addition, the 2009 survey found that 97% of visitors maintained they learned about the heritage of Red Bay NHS during their visit, which is well above the 85% performance management benchmark for the Agency and resulting in a “good” rating for the site’s learning indicator. Since 2009 is the first study that has asked whether visitors have learned something about the heritage of Red Bay NHS, the trend in visitor learning could not be determined.

Exhibits, interactions with staff, and interpretive panels and presentations were rated as the most important activities by visitors in their learning about the site (with a combined rating of 4 out of 5 or 5 out of 5 above 90%). The most popular interpretive activities found during the 2009 visitor season were exhibits (94%), interpretive panels (88%), and interaction with staff (82%). In comparing results with the 2001 VIP, exhibits have remained the most popular interpretive offer (94% participation in 2009, and 92% in 2001). Also noteworthy is the significant increase in participation in the guided tour (55% in 2009 compared with 27% in 2001).



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

The Right Whale exhibit located at the Town Hall seems to be the weakest element of the interpretive activities at Red Bay – both with respect to participation (37%) and contribution to visitor learning as seen in figure 5. Possible reasons for the low participation and visitor learning levels include the lack of awareness of the exhibit, timing of when the exhibit is open, the separate fee to enter the exhibit, and possible training issues with the students who direct visitors through the exhibit. The Right Whale exhibit is a partner site in the community. There is potential to work more closely with the municipal government with regards to this exhibit as information on whales was identified by visitors surveyed as one way to improve visitor enjoyment (see section 3.3.3).



3.2.3 Enjoyment Indicator



Community celebrations at Red Bay NHS on Canada Day. Parks Canada

Visitors are enjoying their visit to Red Bay National Historic Site. The 2009 VIP survey revealed that 97% of visitors who visited the site enjoyed their experience. This is well above the performance expectation set by the agency for a 90% visitor enjoyment level resulting in Red Bay NHS receiving a “good” rating for the site’s enjoyment indicator. When asked to describe the most enjoyable part of their visit, respondents noted a variety of elements. Responses indicated that they may have interpreted this question for their entire visit, not just their site visit: the scenery may have included the entire region and interaction with staff may also have included interaction with local residents.

Because the site is located within the community of Red Bay, there is a good indication that visitor interaction with local residents is contributing to the overall experience at Red Bay.

Table 5 – Five Most Enjoyable Experiences

1	Museum / Exhibits (the movie, the artefacts, the design)	35%
2	Interacting with Staff (friendly, enthusiastic and knowledgeable)	25%
3	Scenery / Saddle Island (exploring the island, unique landscape, boat ride, icebergs)	20%
4	Learning Something New (the history, the archaeology)	14%
5	The Boat (the Chalupa)	6%

When asked what could be done to make a site visit more enjoyable, the most common answer related to the presence of black flies during the visitor season. This is not a factor that can be controlled, but Parks Canada can increase the awareness of black fly season and in turn visitor expectations prior to

their arrival. However, more programming, enhancement/expansion of exhibits, the development of outdoor space, and improvement of on-site promotion are notable areas identified that would increase visitor enjoyment.

Table 6 – Five Ways to Increase Visitor Enjoyment

1	Black Fly Awareness (Notify visitors, sell products, create screened outdoor spaces)	30%
2	More programming, more frequent boat transfers to island	22%
3	Enhance / Expand Exhibits (More interactive, update and shorten the film, more info on whales)	18%
4	Develop the Outdoor Space (Refurbish buildings, more panels and signage, models, screened shelter)	16%
5	Improve on-site promotion (Always promote activities and Island offer, cross-promote with other local attractions)	14%

3.2.4 Satisfaction Indicator



Visitors experiencing Red Bay are satisfied with their overall visit to the national historic site. Overall, 99% were satisfied or very satisfied with their visit (83% very satisfied), which is well above the performance expectations set by the agency and results in Red Bay NHS receiving a “good” rating for the sites satisfaction indicator. Visitor satisfaction has improved from the 2001 VIP study where only 74% of visitors felt “very satisfied” with their overall visit (but 99% were satisfied or very satisfied) (see Table 7).

Although visitors were satisfied with their overall visit to Red Bay NHS, including the evaluation of over 20 variables from facilities and services, activities and the performance of Parks Canada Staff, the 2009 VIP survey revealed that visitors were less satisfied with the visitor information available prior to arrival, recreational activities, and the availability of activities. In fact, from 2001 to 2009 visitor satisfaction with recreational activities decreased overall by 14%, including a 12% decrease in the number of visitors that were very satisfied (see Table 7).

Table 7 – Trend in Satisfaction for Variables Common to 2001 and 2009 VIPs

	2001		2009		% Change	
	5/5	4/5	5/5	4/5	5/5	Overall
Overall Visit	74%	25%	83%	16%	+9%	0%
Value for Entry Fee	69%	27%	76%	20%	+ 7%	0%
Learning Activities	70%	26%	69%	28%	-1%	+1%
Recreational Activities	59%	34%	47%	32%	-12%	-14%
Staff courtesy	86%	14%	94%	5%	+8%	-1%
Providing service in official language of choice	79%	19%	92%	6%	+ 13%	0%

Visitors were very satisfied with the site facilities and washrooms, the visitor centres, and the condition of the facilities, all of which earned satisfaction marks close to 100%. Site staff at Red Bay earned top marks with visitors. Also noteworthy is the increase from 2001 to 2009 in the number of visitors that are very satisfied with the site providing service in the official language of choice (+13%), staff courtesy (+8%) and the overall value for entry fee (+9%)(see Table 7). Due to a change in survey questions, only a few variables could be compared for satisfaction levels between the 2001 and 2009 VIP survey.

In the 2010 Visitor Experience Assessment, “A range of visitor activities is offered” was given a rating of three or doing well but with major challenges remaining. It was noted that a bigger range of activities needs to be made available and that work with partners would be beneficial to identify additional leisure activities. The VEA also identified the availability of reminders of the site as an area that needs improvement. Having collectibles available, exploring the options for popular history, and expanding the line of site specific products were all highlighted as actions for moving forward.



Visitors enjoying guided walk on Saddle Island. *Kirby Ryan*

3.2.5 Meaning Indicator



In the 2009 VIP, respondents were asked how much they agree or disagree with the statement “this place is meaningful to me”. The survey results show that 80% of respondents felt that Red Bay NHS is meaningful to them. This percentage falls slightly short of the 85% performance expectation set by the Agency. When comparing the results of this question across the 10 NHS VIPs conducted in 2009, only L’Anse-aux Meadows in Newfoundland meet the agency’s performance expectation. In fact, Red Bay NHS ranked third out of the ten national historic sites that measured “meaningfulness” in 2009.



Basque musicians celebrate at Red Bay. *Geoffrey Hancock*

While the 2009 survey gives an indication of the percentage of visitors who responded that the site is meaningful to them, it does not illustrate why visitors responded the way they did. In future surveys, this could be achieved by asking more open-ended questions around experiences at the site and asking visitors to put into words a description of their experience. Since 99% of visitors are satisfied with their experience, it would be fair to infer that visitor expectations are being met. However, this question will be asked more explicitly of visitors in future research. Evidence that points towards an increasing trend for this indicator is an increase in the repeat visitation rate – up 5% since 2001 – suggesting that more visitors are returning to the site because it has meaning to them.

As discussed in section 5.1, the community members of Red Bay were intensely involved in the establishment of the NHS, including a lot of the initial archaeological work. Since there are cultural resources found outside the administered place and located on private property, this relationship has been fostered over several decades. The community is highly involved in the protection of the site and are part of the experience that is facilitated to visitors arriving in Red Bay. The fact that the 2009 VIP states that respondents interpreted the question around visitor enjoyment (“describe the most enjoyable part of your visit”) to include all of Red Bay and not just the NHS is a testament that the community is an integral part of the visitor experience at Red Bay NHS.

3.3 Public Appreciation and Understanding N/R

Public appreciation and understanding is about Canadians appreciating the significance of heritage places administered by Parks Canada and understanding the importance of protecting and presenting them. Parks Canada works with partners to develop public outreach education programs and external communication activities so that Canadians may discover national parks and historic sites from their homes, at leisure, and in their communities. Public appreciation and support is also about stakeholders and partners being engaged in the protection and presentation of Parks Canada's administered places and feeling they have the opportunity to influence Parks Canada's activities.

3.3.1 Appreciation and Understanding Indicator N/R

Parks Canada aims to reach Canadians at home, at leisure, at school and in their communities through communication and education opportunities designed to increase awareness, understanding, and appreciation of Canada's historical and natural heritage. The measurement of Canadians' appreciation and understanding is measured at the Agency level through a national survey of Canadians. At the individual site level, this indicator is reported on in terms of audiences targeted and reached through various public outreach education programs.

The main tool for reaching out to audiences beyond the site's boundaries is through the Red Bay NHS page on the Parks Canada website. This website introduces viewers to the history of the site and visitor experience opportunities available. In addition, the significance of Red Bay NHS is communicated through permanent exhibits at The Rooms in St. John's Newfoundland and in the Canadian Museum of Civilization in Ottawa. Parks Canada was involved in developing the content of both exhibits, and discussions are underway to include more content about Red Bay at The Rooms, which is a public cultural space that unites the public archives, art gallery, and museum of Newfoundland and Labrador.



Educators on site at Red Bay. Kirby Ryan

With regards to public outreach education, the Western Newfoundland and Labrador Field Unit reaches out to all grade five classes in Red Bay (as well as grade 5 students throughout Western Newfoundland, the Northern Peninsula, and the southern Labrador region) as a precursor to participating in the outdoor education program at Gros Morne National Park. The in-school visit includes a presentation that highlights Parks Canada's mandate and the importance of national historic sites and national parks, including the significance of those found within the Western Newfoundland and Labrador Field Unit of which Red Bay NHS is a part. Parks Canada has also just begun working with the Western Newfoundland School District to develop an outdoor education program for grade 5 students in southern Labrador and the Lower North Shore of Quebec to be held in Red Bay beginning in 2011.

Parks Canada worked with the province's Department of Education to develop curriculum outcomes specific to Red Bay and Basque whaling as part of the Newfoundland and Labrador Social Studies course that targets high school students in the province. Teachers assisting Parks Canada in facilitating appreciation and understanding of the national historic sites administered by the Western

Newfoundland and Labrador Field Unit, including Red Bay, are supported through in-service workshops developed and presented by Parks Canada staff from each of the sites. In addition, the On-site Social Studies Teachers Institute provides annual on-site training to a dozen junior high and high school social science teachers on the three national historic sites in the Field Unit, including Red Bay. The on-site workshops focus on the Aboriginal stories and early European settlement of the sites. The On-site Social Studies Teachers Institute is the outcome of a partnership between Parks Canada, the Department of Education (Newfoundland and Labrador) and the Newfoundland and Labrador Teachers Association. In 2008, the Western Newfoundland and Labrador Field Unit hosted the annual Canadian Network for Environmental Education and Communication National Conference (EECOM) in Gros Morne NP. During the conference, Parks Canada staff conducted workshops presenting the stories of the parks and sites of the field unit – including a workshop on Red Bay NHS.

In 2007, Parks Canada collaborated with musician Shirley Montague to connect visitors to Red Bay with the history and culture of Northern Newfoundland/Southern Labrador, resulting in *Remembering the Red Bay Basques*, a haunting tribute to the Basque sailors who pursued the great whales in the Labrador Straits in the 16th century. The CD showcases the passion evoked in visitors to Red Bay, and features a number of original songs by Ms. Montague which share the unique history of Red Bay National Historic Site with the world. In 2009, Parks Canada was present at the Newfoundland and Labrador folk festival in St. John's. This is the biggest event of its kind in the province and attracts a large audience. Interpreters from Red Bay were present at the festival as part of the Parks Canada presence.

Regarding external communications activities undertaken include community events and public consultations as well as the local community working group on the UNESCO designation. In the spring of 2010, there was a presentation including song, storytelling, and a slide show around Red Bay at the Trails, Tales, and Tunes festival at Norris Point in Gros Morne National Park. A modified version of the program was later presented at Gros Morne Academy in Rocky Harbour, NL.

3.3.2 Support Indicator N/R

The state of a national historic site is directly affected by partner and stakeholder support. This indicator is measured by a qualitative assessment of partner and stakeholder engagement. Community support is one of the defining features of Red Bay NHS. Community members were involved in the original research conducted on the site – both terrestrial and underwater archaeological research. Cultural resources associated with the site are found in community members' backyards, in their gardens, and under sheds, and community members continue to be strong stewards of these resources.

As identified in the Visitor Experience Assessment (2010), community members and site staff are concerned that the younger generation of the community is not as connected to the site and the resources it protects in comparison to the older generation who were intimately involved in the original research and establishment of the site. There is a need to effectively engage the youth of Red Bay and the region, as they will be the ambassadors of Red Bay NHS in the future.

The 2004 management plan commits to contributing to the heritage tourism and economic development objectives of the community and the region. To this end, Parks Canada works with various organizations in the region concerned with increasing tourism visitation and maximizing the benefits to the local economy. Examples include marketing initiatives being undertaken by the Labrador Coastal Drive Tourism Association, infrastructure projects led by both the Labrador Straits Historic Development

Corporation and the Town of Red Bay and strategic planning being carried out by the Labrador Straits Development Corporation. Recently, stakeholders in the community have been involved in the Explorer Quotient program, whereby local businesses have attended workshops and strive to contribute to a menu of visitor experience opportunities for different types of visitors to the region. The larger community continues to be involved with the site on the UNESCO nomination for Red Bay to be included on the World Heritage List. The team includes members from the community and surrounding area of Southern Labrador.

Red Bay National Historic Site has a good relationship with the provincial archaeology office of the Government of Newfoundland and Labrador. This relationship is very significant, as the cultural resources found at Red Bay NHS are protected through provincial legislation. Some of the original researchers who conducted the excavations and historical research are still involved with the site. For example, the site has a monitoring program for archaeological resources which is managed by Parks Canada staff, the provincial archaeological office, and community members of Red Bay. As well, through a request received by the provincial government, Parks Canada is providing expertise to draft a provincial policy on harbour use which will influence the protection of underwater cultural resources.

The Historic Sites Association of Newfoundland and Labrador manages the gift shop at Red Bay and a local cruise committee is in place to address the fact that Red Bay has become a port of call for a growing number of cruise companies. The Town of Red Bay has a whale exhibit which complements the interpretation at the site, and local Canada Day celebrations take place at Red Bay NHS.

Red Bay has a strong connection to the Basque country and visitors from that region have a keen interest in the site. There is a long-standing relationship with the regional government of Gipuzkoa that dates to the underwater archaeological work at Red Bay during the 1980s. Albaola, a society dedicated to preserving the maritime history of the region, has constructed museum-quality replicas of the *chalupa*, and in 2006 they brought one of them to Red Bay. Other researchers and heritage professionals from the area visit the site regularly. Partners in the Basque Country are very interested in collaborating on programs that highlight aspects of Basque history and culture at Red Bay. These opportunities should be explored in the future.

The 2010 Visitor Experience Assessment identified several strengths with regard to collaboration with partners especially in terms of information shared locally and working together on the EQ program. The VEA also identified the need to work more closely with existing and new partners to increase awareness about the site, to host information that will assist visitors in preparing for their visit, and to enhance visitor experience and outreach education opportunities.



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

Chapter 4 – PERFORMANCE RATING

Parks Canada’s strategic outcome is that *Canadians have a strong sense of connection, through meaningful experiences, to their national parks, national historic sites and national marine conservation areas and these protected places are enjoyed in ways that leave them unimpaired for present and future generations.*

In order to achieve its strategic outcome, Parks Canada identifies Agency-wide expected results and performance expectations for each program, that are outlined in the Parks Canada Corporate Plan. While Chapter 3 reports on the state of the site, this chapter looks at the extent to which a site has achieved its site-level performance expectations, which contribute to the Agency’s ability to achieve its expected results. Through the implementation of the 2004 management plan, Red Bay NHS has contributed to Parks Canada Agency corporate expectations identified in the Parks Canada Agency 2003/04–2007/08 Corporate Plan.

Over the last several years, Parks Canada, as an organization, has been undergoing a renewal, including updating the strategic expectations and actions used to ensure that all of Canada’s treasured places and stories are passed on to future generations for their benefit, education, and enjoyment. Parks Canada has developed new performance measures to help the agency determine whether what it is doing and offering as an organization is changing and enriching the lives of Canadians. In essence, Parks Canada is striving to understand what is real and inspiring about Red Bay NHS, and how it can facilitate a sense of awe, delight and discovery for Canadians.

The tables below summarize how Red Bay NHS contributed to the corporate performance measures used to guide the development of the 2004 management plan (2003/04 – 2007/08 performance expectations), and continues to contribute to Parks Canada’s current corporate performance measures (the 2010/11 performance expectations).

Site Performance Expectations

Legend – Performance Rating	
Exceeded	More than 100% of the expected level of the performance was achieved
Met all	100% of the expected level of the performance was achieved
Mostly met	80-99% of the expected level of the performance was achieved
Somewhat met	60-79% of the expected level of the performance was achieved
Not met	Less than 60 % of the expected level of performance was achieved

Heritage Resource Conservation

Performance Expectation	Rating	Results / Rationale
2003/04 – Complete the development of all 146 Commemorative Integrity Statements by 2006.	Met all	Commemorative Integrity Statement was approved in 1997.

2003/04 – Evaluate the State of Commemorative Integrity at 14 or 15 sites each year of the corporate plan.	Met all	Commemorative Integrity Evaluation occurred in 2006/2007.
2003/04 - Maintain or improve commemorative integrity of national historic sites.	Met all	The 2006/2007 CI Evaluation reported that cultural resources and management practices elements of commemorative integrity received a Green rating/ Good / Not currently impaired.
2010/11 - 70% of the condition of cultural resources and management practices elements of commemorative integrity rated as poor are improved within 5 years.	Meeting	
2010/11 - Maintain 90% of historic objects in good or fair condition by March 2013.	Meeting	The 2006/2007 CI Evaluation reported that objects related to the reason for designation were rated as Green/ Good / Not currently impaired

Public Appreciation and Understanding

Performance Expectation	Rating	Results / Rationale
2003/04 - Canadians and stakeholders are aware of and support agency plans and objectives.	N/R	
2010/11 – 60% of Canadians appreciate the significance of heritage places administered by PCA by March 2015	N/R	National baseline determined by the 2009 National Survey is 55%. Parks Canada is currently working towards the new target.
2010/11 – 80% of Canadians support the protection and presentation of places administered by Parks Canada by March 2014.	N/R	National baseline determined by the 2009 National Survey is 67%. Parks Canada is currently working towards the new target.
2003/04 – 85% of Canadians are satisfied and 50% are very satisfied with outreach programming.	N/R	
2010/11 – Increase the % of Canadians that consider that they learned about the heritage of Park’s Canada’s administered places by March 2014.	Meeting	In the 2009 VIP survey, 97% of visitors said that they learned something about the site.
2010/11 – Increase the % of Canadians who understand that nationally significant places that are administered by Parks Canada are protected and presented on their behalf by March 2014.	N/R	Parks Canada is currently working towards this target.
2010/11 – Increase the % of stakeholders and partners that support the protection	N/R	There is currently a process in place to have Red Bay designated as a UNESCO

and presentation of Parks Canada's administered places by March 2014.		World Heritage Site. This initiative is supported by the community and the community is becoming more engaged in the site in general through the nomination process.
2010/11 – Increase the % of stakeholders and partners that feel that they have opportunities to influence and contribute to Parks Canada's activities by March 2014.	N/R	As stated above, the Red Bay World Heritage Site nomination process will contribute to this objective. The relationship with the town, the southern Labrador Region, and the Government of Newfoundland and Labrador has been positive and continues to be positive. The recent Visitor Experience Assessment identified that there is a good relationship between PC and local partners, but opportunities exist to improve the relationship, particularly in the sharing of information and best practises.

Visitor Experience

Performance Expectation	Rating	Results / Rationale
2003/04 – Visitors are 85% overall satisfied and 50% very satisfied with onsite heritage presentation programs.	Met	In the 2009 VIP survey, 97% of visitors were satisfied and 69% were very satisfied with learning activities at the site.
2010/11 - On average, 85% of visitors at surveyed locations consider the place meaningful to them.	Mostly met	In the 2009 VIP survey, 80% of survey respondents agreed that this place is meaningful to them. This falls just short of the Agency's performance expectation.
2003/04 – On average, 85% of visitors were satisfied with their visit, and exceeded the expectations of 50% of visitors. 2010/11 - On average, 90% of visitors at surveyed locations are satisfied, and on average, 50% at surveyed locations are very satisfied, with their visit.	Met and Exceeding	In the 2009 VIP survey, 99% of visitors said that they were satisfied and 83% were very satisfied with their visit.
2003/04 – Visitation to targeted national historic sites increased by 10%. 2010/11 Business Plan - Identifies a site target of 8584 visits in 2010/11 (13% increase) and target of 9287 visits in 2011/12 (an increase of 8.2% from 2010/11).	Not met Not meeting	In 2009, there were 7662 visitors to the site. This is the lowest number of visitors for the past 5 years. The 5 year high was in 2005 when 9246 people visited the site. In 2010, the site received 7751 visitors.
2010/11 - On average, 85% of visitors at	Exceeding	In the 2009 VIP survey, 97% of visitors

surveyed locations consider that they learned about the cultural heritage of the place.		said that they learned something about the site.
<p>2003/04 - 75% of visitors understand key messages.</p> <p>2010/11 - 75% of the communication element of commemorative integrity rated as poor is improved within 5 years of the original assessment.</p>	<p>Met all</p> <p>Meeting</p>	<p>In the 2009 VIP survey, 97% of respondents answered site specific questions correctly. In addition, 91% of survey respondents answered 4 or more of the 6 true / false questions correctly. None of the communication elements of CI are rated poor.</p>
<p>2010/11 - On average, 90% of visitors at surveyed locations enjoyed their visit.</p>	<p>Exceeding</p>	<p>In the 2009 VIP Survey, 97% of visitors stated that they enjoyed their visit to Red Bay NHS. The exhibits, the staff and the scenery were listed as the most enjoyable aspects of a site visit.</p>

Chapter 5 – MANAGEMENT PLAN RESULTS

5.1 Success Story

Objectives of the current Management Plan include the integration of the national historic site into the community of Red Bay and working with the community to ensure the commemorative integrity of the site. The World Heritage nomination process has provided an opportunity and a stimulus for achieving these objectives.

Local residents have been involved in the excavation, study, and interpretation of the 16th-century Basque whaling site at Red Bay since it was discovered in the late 1970s. Because of this involvement, residents developed a strong sense of ownership of the site and assumed responsibility for its protection. Recently, residents have once again become highly involved in the site through the World Heritage nomination process.

In 2009, community members were involved in the stabilization of two sites within the designated place. Residents also came together to develop a vision for the future of Red Bay as a World Heritage Site. This vision has been adopted by the Town of Red Bay as part of its Community Sustainability Plan. A large majority of community residents have also signed a declaration in support of the site’s nomination to the World Heritage List. The World Heritage project has provided an opportunity to re-engage the community and to facilitate opportunities for them to contribute to the site; this is particularly important as the nominated property includes a large area that is outside the jurisdiction of Parks Canada. They are once again looking at the site as a whole, not one that is divided between them and Parks Canada. The community has also recognized the international significance of the site as well as the value of a potential World Heritage nomination and has come together to ensure that the nomination is the best that it can be.

5.2 Management Plan Results

KEY STRATEGY	TARGETS	RESULTS
Resource Protection	All areas of the cultural landscape, known terrestrial and underwater archaeological sites and historic objects scattered in the harbour and along the shoreline are not impaired by development, incidental or deliberate damage, unauthorized removal, pollutants, natural forces or other disturbances.	All known archaeological features associated with 16th-century Basque whaling at Red Bay are inventoried and monitored on a regular basis. Excavated sites have been stabilized and are, for the most part, in good condition. No pollutants are known to affect the sites. Provincial legislation prohibits the unauthorized removal of archaeological objects and disturbance of archaeological sites on lands and submerged lands in Newfoundland and Labrador. Parks Canada works with the Town of Red Bay and the Provincial Archaeology Office to ensure that all sites within the designated place are adequately protected and that proposed developments do not impair the sites or their settings and viewsapes.
	The historic values associated	The values associated with 16th-century Basque

	<p>with the national historic site and its archaeological sites, including the sacred nature of the cemetery and gravesites, are understood, appreciated and respected by visitors and all whose actions and decisions could affect them.</p>	<p>whaling at Red Bay are communicated to visitors through a variety of visitor experience opportunities. The archaeological sites on Saddle Island, including the cemetery, have been restored to their original appearance and an interpretive trail has been built around them. Visitors to the island are asked to respect the integrity of the sites by walking only on the trail. While many community residents also understand and appreciate the values associated with Red Bay National Historic Site, further communication is required to ensure complete understanding. Some progress was made in this regard during consultation and other activities undertaken during the preparation of the nomination dossier to have Red Bay inscribed on the World Heritage List.</p>
	<p>Artefacts, including the whale bone collection, are appropriately conserved, secured, maintained and managed as collections according to Parks Canada and/or Government of Newfoundland and Labrador collections management standards.</p>	<p>All artefacts on display at Red Bay National Historic site have undergone conservation treatment and are currently stable. Most are securely displayed inside cases; large objects are placed behind barriers. Temperature and humidity levels inside the facilities are constantly monitored. Environmental control systems are in place, but issues of fluctuating humidity exist at the Visitor Interpretation Centre. Inventories exist of all artefacts associated with Red Bay National Historic Site. Those not displayed at Red Bay are stored at The Rooms Provincial Museum, Memorial University Archaeology Unit and Parks Canada Underwater Archaeology Services and are managed by professional registrars and conservators. The whale bone collection is stored by the Town of Red Bay. The Town consults with Parks Canada and the Provincial Archaeology Office regarding its care and management.</p>
<p>Visitor Experience</p>	<p>Through a variety of appropriate interpretive opportunities, the public understands and appreciates the site's messages of national significance.</p>	<p>A variety of visitor experience opportunities are used to communicate the site's messages of national significance to visitors, including non-personal media, programs designed for children, storytelling programs and guided walks. Red Bay National Historic Site is also involved in the Explorer Quotient pilot, which allows visitor experience staff to explore new opportunities, involve partners in telling the story of Red Bay and highlight other attractions in the area.</p>
	<p>Visitors understand and appreciate the nature and</p>	<p>Personal and non-personal visitor experience opportunities at Red Bay reference the extent of</p>

	extent of 16th-century Basque whaling activities at Red Bay and the cultural resources associated with them.	16th-century Basque whaling in terms of time and space and include details of whaling and whale oil production activities. The locations of the production areas are indicated, and the number and variety of artefacts recovered are evident during the tour of the Visitor Interpretation Centre – the most popular visitor experience opportunity at the site.
Public Involvement and Partnerships	As many Canadians as possible have opportunities to understand and appreciate the national historic significance of the site.	Red Bay is well understood and appreciated by visitors to the site. There are also exhibits off site that draw attention to Red Bay, including at the Canadian Museum of Civilization and at The Rooms Provincial Museum in St. John's. The launch of the report on underwater archaeology at Red Bay took place at The Rooms and opportunities exist to build on this experience. While Red Bay is featured on the regional tourism website, improvements are needed to the site's own webpage.
	The national historic site will integrate itself into the community of Red Bay.	Red Bay NHS has established a good working relationship with the Town of Red Bay. Parks Canada will continue to encourage more participation from local residents and facilitate opportunities for their contribution in events and attractions and enhancing visitor experience at the site.
	It will contribute to heritage tourism and economic development objectives for the community and the region.	Parks Canada works in partnership with a variety of organizations in the area to further their tourism and economic development goals, including the Town of Red Bay and the local economic development board. Recent projects have included the Coastal Heritage Experience and a new cruise ship tender dock at Red Bay. In addition, representatives from Parks Canada sit on local committees, including the regional cruise ship committee and the heritage advisory committee for the Town of Red Bay.
	Parks Canada will work with the community to ensure the commemorative integrity of the site.	Parks Canada works with the Town of Red Bay and the Provincial Archaeology Office to ensure that archaeological sites within the designated place are adequately protected. Parks Canada has recently had the opportunity to provide input on archaeological and heritage matters for the development of a new Municipal Plan for Red Bay.
UNESCO World Heritage Designation	Parks Canada will advise and assist in pursuing inscription of Red Bay on the World Heritage List.	Red Bay has been added to Canada's tentative list of World Heritage Sites. Parks Canada is working with the community and other stakeholders on the submission of the official nomination for inscription on the World Heritage List.

Chapter 6 – KEY ISSUES

Significant Changes in Tourism Trends in Coastal Labrador

Tourism is experiencing significant changes in Coastal Labrador, most significantly due to the completion of the Trans-Labrador Highway in 2009, which is changing the way that many visitors travel and likely changing the composition of whom is coming to the region and why. In addition, there has been a decline in group motor coach tours and an increasing trend in adventure cruise ships. Finally, although most visitors to the site are still traveling to Labrador via the ferry from Western Newfoundland, only one percent of non-residents to the province make the trip to Labrador. Parks Canada has yet to develop a thorough understanding of these trends, particularly the potential impact of the newly completed highway on visitation to the site. In light of these changing trends and the results of existing social science research, there is a need to reconsider target markets and strengthen marketing and promotion of the site.

The Visitor Experience Could Better Meet the Needs of All Visitor Types

Although the social science demonstrates that visitors are very satisfied with, are enjoying, and are learning from their experiences at Red Bay NHS, the research suggests there is still room for improvement, especially in relation to shifting tourism trends and in terms of responding to the needs of the dominant explorer types that visit the site. In particular, it seems that the needs and interests of the “Free Spirit” explorer type (those motivated by adventure/fun, creating memories, and connecting with people) are not as well met as those of explorer types that are primarily motivated by learning and authentic experiences. This is evidenced by declining satisfaction with recreational opportunities and an expressed interest in enhanced outdoor experiences, increased programming, and enhanced (more interactive) exhibits.

Important Stories of Interest to Visitors Are Not Being Told

While the messages related to Basque whaling and those related to the cultural resources of the site are well conveyed, a number of fascinating stories of interest to visitors and integral to the site and the area are not as well told – stories that could strengthen opportunities for visitors to develop a sense of connection to the site. For example, the importance of Red Bay NHS in the larger context of whaling in Labrador and whaling history generally could be better conveyed. This is particularly important given that visitors have expressed an interest in more information on whales. The CI evaluation also points to inadequate representation of the evolution of seafaring technology – one of the reasons for the site’s designation. In addition, many of the fascinating human stories of the Red Bay area are not being told, including the history of Aboriginal peoples in the area, the relationship between Aboriginal peoples and the Basques, and the stories of the more recent communities that have settled here. This is particularly significant given that interest in both local and Basque history is the number one motivator for visitors to the site. There is potential to strengthen relationships with Aboriginal peoples in the area by working with them to research and develop better understanding of this history and to facilitate opportunities for visitors to discover this history.

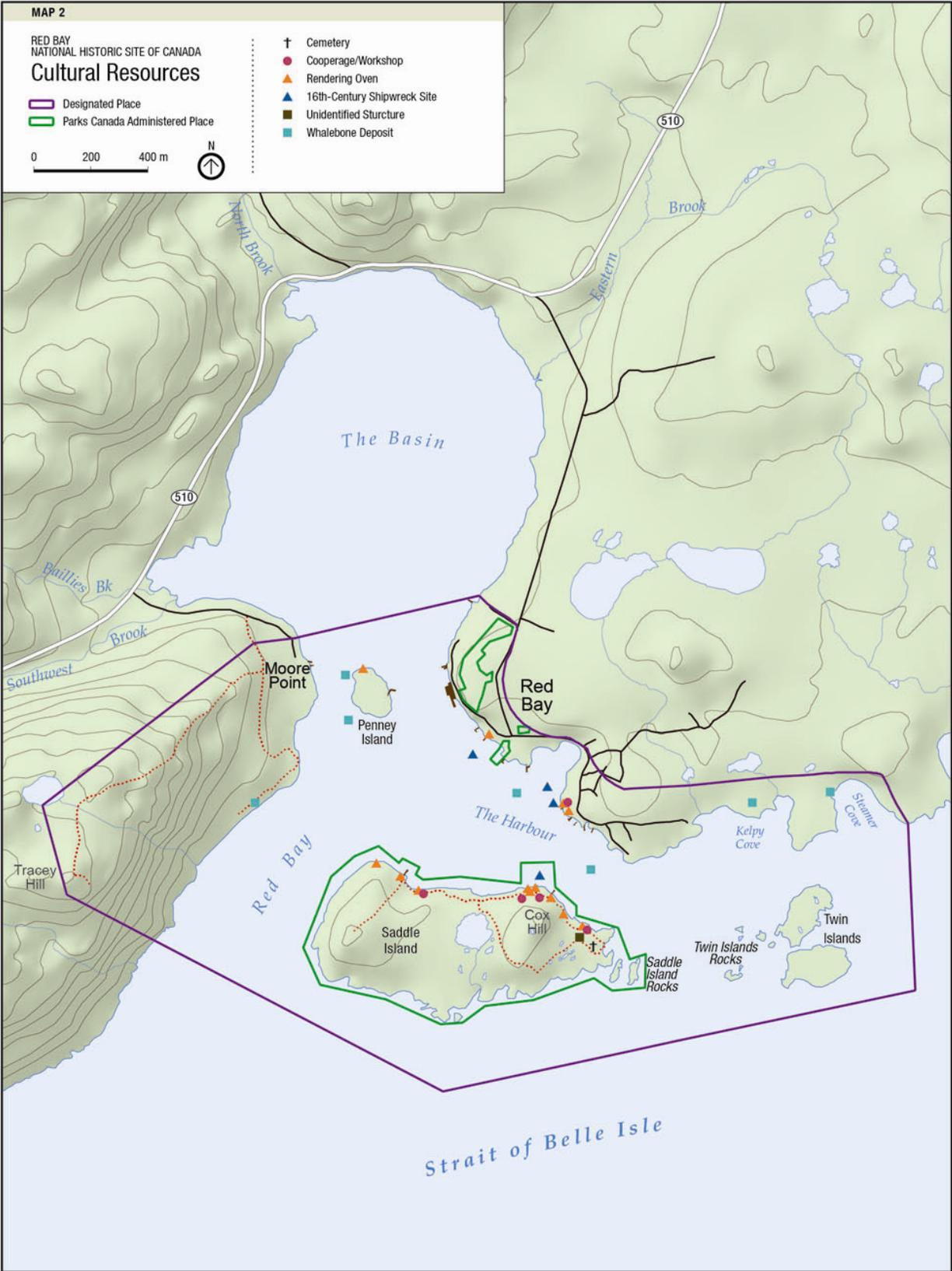
The Importance of Continued Community Stewardship and Partner and Stakeholder Engagement with the Site

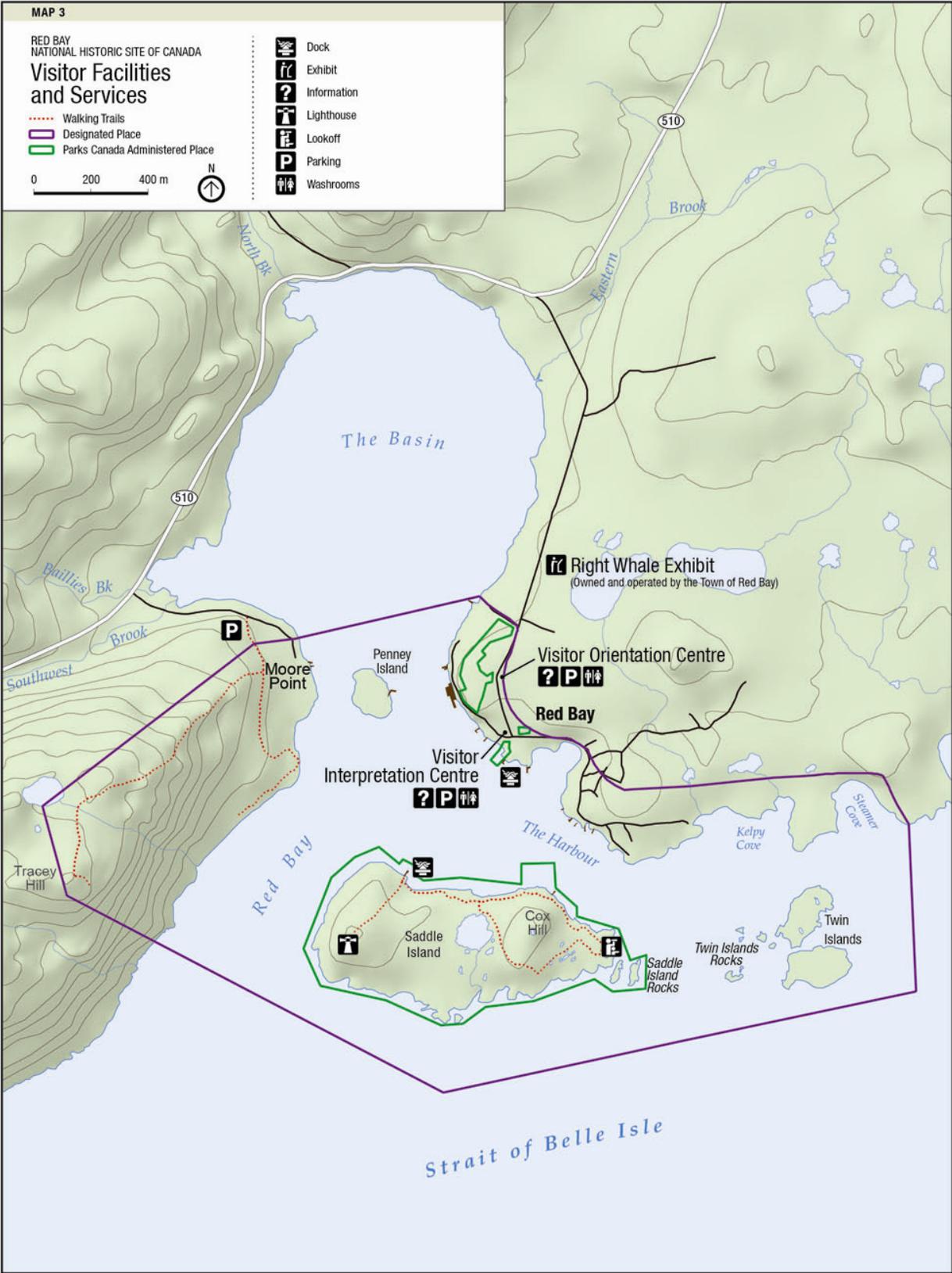
Since the inception of the site, local people have been strong stewards of its cultural resources. This is essential to the commemorative integrity of the site given that many cultural resources are located within the designated place but outside of Parks Canada’s administered boundaries. During the 1970s

and 80s, local youth were highly involved in the research efforts taking place. Of late, however, there have been few opportunities for local youth to be involved with the site and they are looking for ways to be more engaged. There is also untapped potential to work with local people and strengthen partnerships with local organizations, partners, and stakeholders in the enhancement of visitor experience opportunities. Finally, community, partner, and stakeholder support and engagement has been integral to the World Heritage Site nomination process and will be essential to this process moving forward.

Assets

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





APPENDIX A

Glossary

Commemorative Integrity – Commemorative integrity describes the health and 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; and the site's heritage values (including those not related to the reasons for designation as a national historic site) are respected in all decisions and actions affecting the site.

Commemorative Integrity Evaluation (CIE) – Systematic evaluation of the state of commemorative integrity (i.e. resource condition, effectiveness of communication, selected management practices) at national historic sites administered by Parks Canada. The evaluation is based on that which is identified in the Commemorative Integrity Statement and the Cultural Resource Management Policy. The evaluations contribute to management planning, and make planning, implementation, monitoring and reporting part of a unified management strategy.

Commemorative Integrity Statement (CIS) – It is a site specific statement of why a site has been designated by the Minister on the recommendation of the Historic Sites and Monuments Board of Canada. It identifies the resources and their values, the reasons for designation, and outlines objectives for management of the site.

Connection to Place – A concept that expresses the emotional, intellectual, and spiritual attachment Canadians and visitors feel toward our natural and cultural heritage places.

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

Education – A key element of the Parks Canada mandate, the focus of education is to inspire long term support, involvement and stewardship in heritage protection and presentation by moving audiences along the engagement continuum – from awareness, to understanding, to appreciation, to support and involvement. Education activities are designed to reach Canadians at home, at leisure, at school, and in their communities and includes outreach, interpretation as well as formal and informal learning.

Federal Heritage Buildings Review Office (FHBRO) – An interdepartmental advisory body responsible for identifying which federal buildings merit designation as federal heritage buildings, and for monitoring the conservation and continued use of these buildings.

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

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

Indicator – A nationally or bio-regionally consistent summary reporting statement that provides a comprehensive synopsis of each component of the Agency mandate. It is based on a combination of data, measures, and critical success factors that provide a clear message about current conditions and the change since the last measurement.

Measure – Any data, surveys or other measurements that present conditions or trends.

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

Partners – Groups or individuals with separate identities and independent accountabilities engaged in a working relationship based on mutual benefit and a clear agreement that sets out shared goals and objectives and the terms of the arrangement.

Result – For the purpose of management planning, this term is defined as a change in, or maintenance of the desired condition of a national park, national historic site, or national marine conservation area, when the change is caused by deliberate management actions. The results defined for management plans should specify both what will be changed and how long it will take until the change happens.

Stakeholders – Groups or individuals that have a vested interest in park operations because they can affect and are affected by the park's policies and decisions.

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

Visitor Experience – The sum total of a visitor's personal interaction with heritage places and/or people that awakens their senses, affects their emotions, stimulates their mind and leaves them with a sense of attachment to these places.

Visitor Experience Assessment (VEA) – The VEA is a diagnostic tool that assists the park staff in assessing the current state of the visitor experience offer from the perspective of the visitor. This 2-day workshop brings together a cross-functional team to examine the current state of visitor experience opportunities.

Visitor Information Program (VIP) – A program implemented by Parks Canada to collect information about visitors to its national parks, national historic sites, and national marine conservation areas. The program is designed to gather information on various performance and service indicators required for effective business and management planning.

APPENDIX B

References

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APPENDIX C

Description of Rating and Trend Assessment of State Indicators

Commemorative Integrity Measures - Condition

Good		<p>Resource Condition (RC) – Stable. No work other than regular maintenance and monitoring is required.</p> <p>Effectiveness of Communication (EOC) – Effective, not currently impaired.</p> <p>Selected Management Practices (SMP) – If the activity is complete or the product finished.</p>
Fair		<p>RC – Minor loss, damage or deterioration, resulting in minor or potential loss of integrity. Intervention may be required within 3 years.</p> <p>EOC – Minor to moderate impairment to effectiveness. Required improvement.</p> <p>SMP – If the activity or product is partly complete, or has been completed but is now out of date.</p>
Poor		<p>RC – Major loss, damage or deterioration, resulting in significant loss of integrity. Work required within 3 years to prevent further loss of integrity or to capture information before it is lost. May include cases where preservation is no longer practical or feasible.</p> <p>EOC – Ineffective, seriously impaired or a significant attribute missing in communications.</p> <p>SMP – If the activity has not taken place or the product does not exist.</p>
Not Rated	N/R	Not rated or not reported because the information is not available.

Trend Measures

Improving	↑	The state of the indicator/measure has improved since the last assessment
Stable	↔	The state of the indicator/measure has not changed since the last assessment
Declining	↓	The state of the indicator/measure has declined since the last assessment
Not Rated	N/R	Not rated or not reported because the information is not available