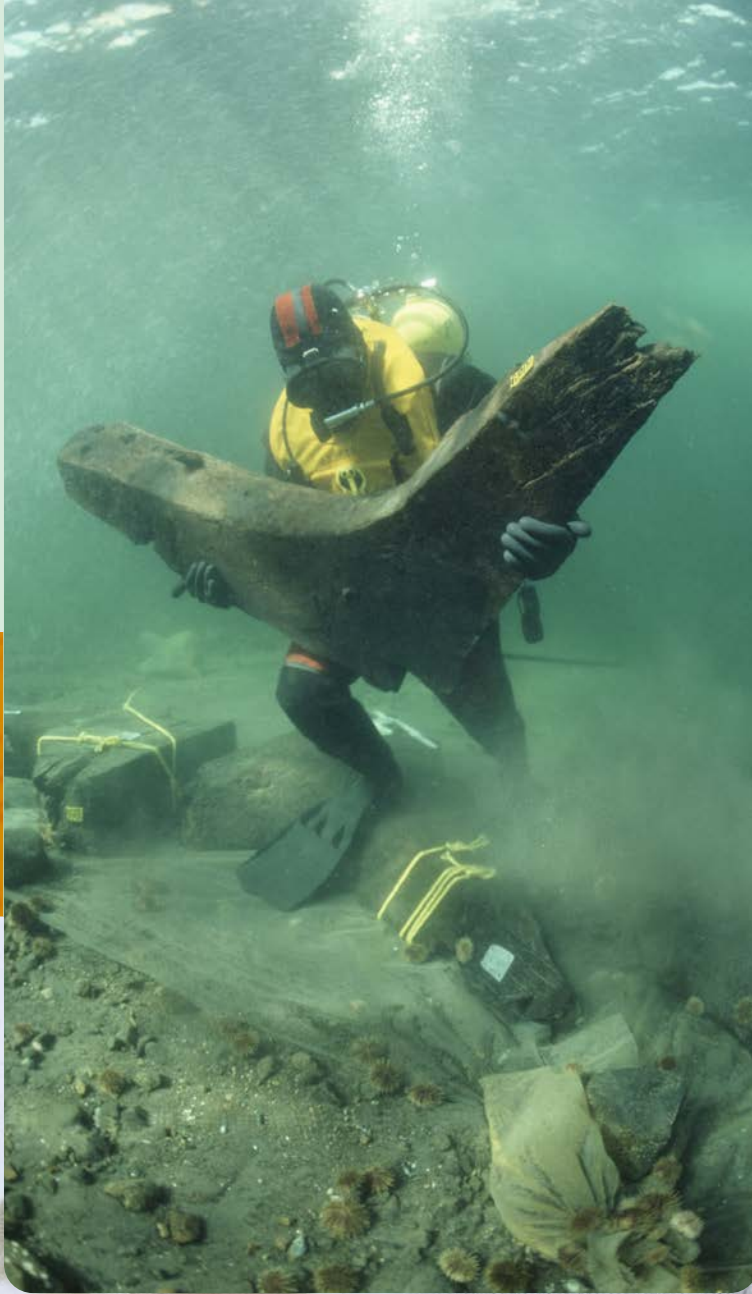


World Heritage  
Nomination  
for the  
**Red Bay  
Basque  
Whaling  
Station**





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Station**





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Whaling  
Station**

Newfoundland and Labrador,  
Canada  
January 2012





Minister of the Environment



Ministre de l'Environnement

Ottawa, Canada K1A 0H3

As Minister of the Environment and Minister responsible for Parks Canada, I am pleased to support the nomination of the Red Bay Basque Whaling Station for inscription on the United Nations Educational, Scientific and Cultural Organization's (UNESCO) World Heritage List. Red Bay and the stories it tells are recognized to be of national historic significance to all Canadians. These stories are universal and part of the heritage of humanity, and Canada is proud to share them with the world.

As manager of Red Bay National Historic Site of Canada—one of the key components of the nominated property—Parks Canada has been an active partner in the development of this nomination, along with the Government of Newfoundland and Labrador, the Town of Red Bay, Fisheries and Oceans Canada, the Labrador Straits Historical Development Corporation, the Labrador Straits Development Corporation, Destination Labrador and Smart Labrador. Parks Canada is fully committed to the protection, conservation and presentation of the Red Bay Basque Whaling Station and will continue to collaborate with its partners.

Sincerely,

A handwritten signature in blue ink that reads "Peter Kent".

The Honourable Peter Kent, P.C., M.P.



Canada



DEC 15 2011

**THE WORLD HERITAGE COMMITTEE:**

The Red Bay Basque Whaling Station in Labrador is known as the site with the most extensive and best-preserved remains in the world associated with the early stages of large-scale commercial whaling. As discovered in the 1970s by historical geographer Dr. Selma Barkham, whalers from the Basque region of Spain and France were attracted to the Strait of Belle Isle during the mid to late 16<sup>th</sup> century because of the once plentiful Right and Bowhead whales.

Artifacts from the work stations, along with personal items left behind by the whalers, form an incredible collection of 16<sup>th</sup> century Basque culture material that is unequalled in even the Basque Country itself.

The investigation of Red Bay was led by archaeologists from Memorial University of Newfoundland with the active participation of Parks Canada's Underwater Archaeology Service. The Basque whaling ship found in the waters off of Red Bay, believed to be the *San Juan*, represents the oldest and most complete shipwreck remains of a 16<sup>th</sup> century transatlantic merchant ship. The excavation and study of the San Juan was the largest of its time and set an international benchmark in the discipline of underwater archaeology.

The successful development, protection and designation of the Red Bay Basque Whaling Site have been a cooperative effort at the community, provincial and national levels. The Province of Newfoundland and Labrador is committed to continuing to play its role in the ongoing management, protection and monitoring of the site.

The Province of Newfoundland and Labrador proudly supports the nomination of the Red Bay Basque Whaling Station for inscription on the World Heritage List which, I believe, is an important heritage asset, not only for this province and for Canada, but for the entire world.

Sincerely,

A handwritten signature in black ink, appearing to read "D Dalley".

**DERRICK DALLEY, M.H.A.**

The Isles of Notre Dame  
Minister





## Red Bay, Labrador

**Tel:** (709) 920-2197

**Fax:** (709) 920-2103

December 7, 2011

The Red Bay Basque Whaling Station holds a special place in the hearts of the residents of this small community. Since its discovery in the late 1970s, the site has played a large and important role in this community, both during the study and excavation of it and in the ongoing presentation of its significance to Canada and the rest of the world.

The Red Bay Basque Whaling Station has brought this community both national and international attention during the past three decades. It has played a significant role in forging a tourism industry in the community and the surrounding region. Our shared history has also enabled us to create relationships with individuals and organizations in the Basque region of Spain and France.

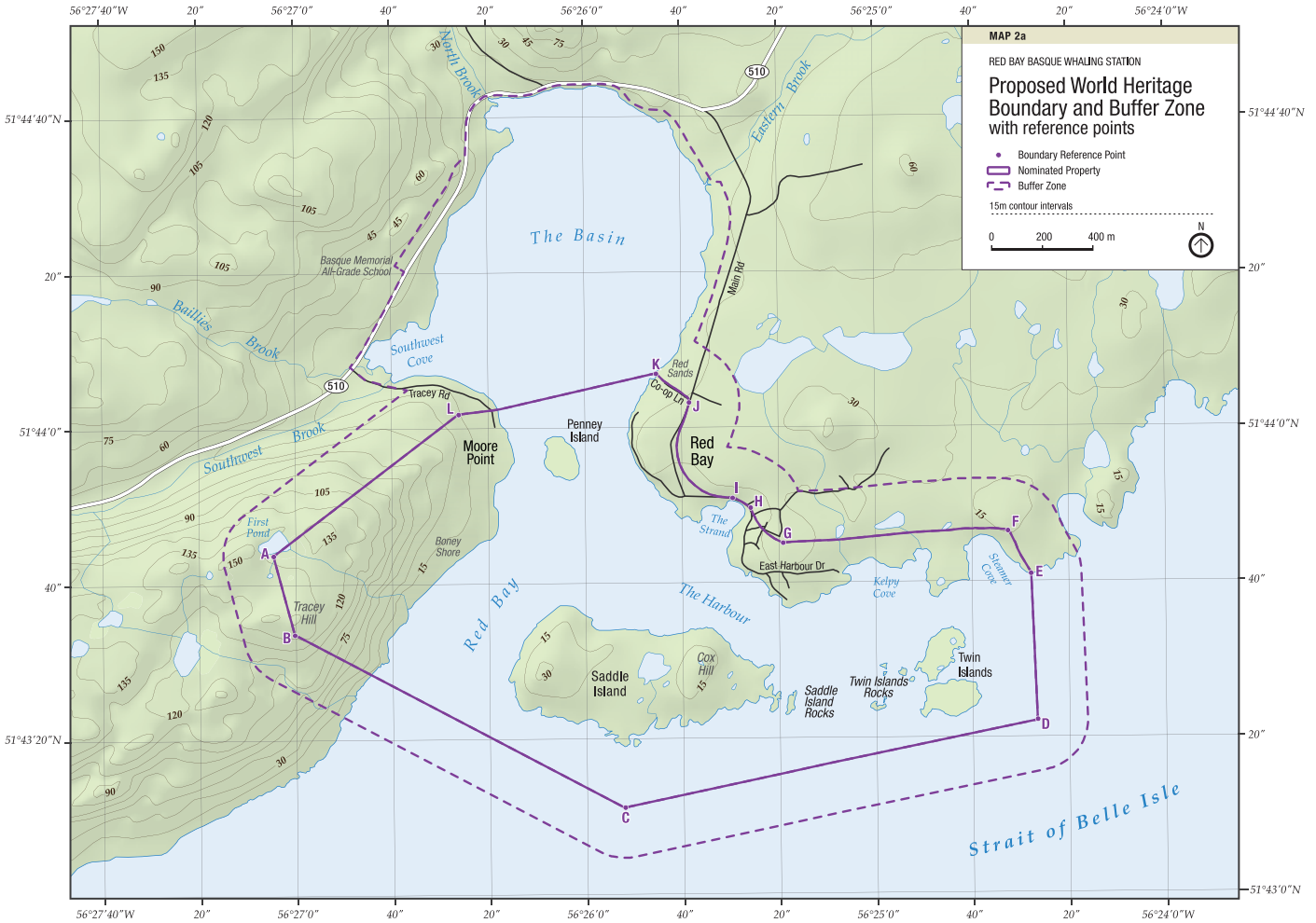
On behalf of the residents of Red Bay, we are pleased to support the nomination of the Red Bay Basque Whaling Station for inscription on the World Heritage List. We also recognize that the preparation of this document and other elements of the final submission have involved a great deal of hard work, solid regional cooperation and strong commitment on the part of the regulatory authorities to the long-term protection and management of the proposed World Heritage Site. For this we would like to thank our partners for their contribution to the preparation of this document: the Labrador Straits Historic Development Corporation, the Labrador Straits Development Corporation, Smart Labrador, Destination Labrador, the Government of Newfoundland and Labrador and the Parks Canada Agency.

Wanita Stone

Mayor – Town of Red Bay

50 Main Highway, P.O. Box 108, Red Bay, NL A0K 4K0

# World Heritage Nomination for the Red Bay Basque Whaling Station





### **State Party**

Canada

### **State, province or region**

Newfoundland and Labrador

### **Name of property**

Red Bay Basque Whaling Station

### **Geographical coordinates to the nearest second**

51°43'36.93"N 56°25'46.28"W (NAD 83 - UTM Zone 21N)

### **Textual description of the boundary of the nominated property**

The nominated property is situated in eastern Canada in the province of Newfoundland and Labrador. The property comprises 312.973 hectares of land and submerged land located within the Town of Red Bay on the south coast of Labrador. The boundary encompasses Red Bay Harbour and the islands and shoreline that surround it. It extends from the eastern side of Steamer Cove westward as far as the summit of Tracey Hill and from the entrance to the Basin southward to include Saddle Island and Twin Islands.

The boundary was assigned to include all of the areas at Red Bay that are known to, or could potentially, contain archaeological features and other cultural material related to 16th-century Basque whaling in that port. It coincides with the area designated by the Government of Canada to commemorate the role of Basque whaling in the history of the country. This boundary was defined by the Status of Designations Committee of the Historic Sites and Monuments Board of Canada in 2010. It is also defined by geographical and topographical features that make it easily identifiable on the ground.

The boundary of the nominated property begins at Point A on the south shore of First Pond at the top of Tracey Hill and proceeds in a south easterly direction to Point B. From there it continues southeast to Point C, which is south of Saddle Island. It then proceeds in a northeasterly direction to Point D to the east of Twin Islands and continues northwards to Point E, which is on the shoreline at the eastern edge of Steamer Cove. The boundary proceeds inland in a northwesterly direction to Point F and continues northwest to Points G and H. From there it follows the northern limit of East Harbour Drive in the community of Red Bay to Point I. It continues northwest to Point J, which

is at the eastern limit of Main Road. It follows the eastern limit of Main Road and the southern limit of Co-op Lane on the same trajectory to Point K, located at the high water mark on the eastern shore of the Basin. It then continues in a southwesterly direction across the water of the Basin to the north of Penney Island to Point L near the Tracey Road and continues southwest until it returns to Point A.

### **Justification (Statement of Outstanding Universal Value)**

The Red Bay Basque Whaling Station is located on the north shore of the Strait of Belle Isle, in the eastern-most Canadian province of Newfoundland and Labrador. The Basques were among the earliest Europeans to exploit the rich maritime resources of eastern North America, and established the world's first large-scale commercial whaling enterprise in the Strait of Belle Isle during the first half of the 16th century.

Archaeological excavations at Red Bay have uncovered the best known and most complete example of a whaling station from this key period of the global whaling industry. The Red Bay Basque Whaling Station contains an exceptional collection of technology that illustrates all stages of whale hunting and whale oil processing during this period. The whale oil produced was the best source of artificial lighting known at this period of history and illuminated the rapidly growing cities of Europe and North America for three centuries.

#### Criterion iii

Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.

#### Criterion iv

The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process — consisting of rendering ovens, cooperages, living quarters and ships - are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.



### Criterion v

The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.

### Integrity

The boundaries of the nominated property are clearly defined and encompass all of the elements necessary to express its Outstanding Universal Value. All the known elements relating to 16th-century Basque whaling and whale oil production at Red Bay, including whale oil processing stations, well-preserved vessels and extensive whale bone deposits, are included. Owing to factors such as a remote location, cooperative management and dedicated volunteers, the property benefits from an excellent state of conservation.

### Authenticity

The archaeological remains of the 16th-century whaling station at Red Bay have retained a high degree of authenticity. The form and design, as well as the materials used to build the ships and structures associated with whaling, are unquestionably Basque of that period. They therefore represent significant elements of the Basque whaling tradition. The location and setting, which has changed very little since the 16th century, was ideal for a successful whaling station. Traditions and techniques associated with whaling are reflected in the archaeological record at Red Bay, including those associated with shipbuilding during the period and the methods used to hunt whales and process whale oil. Other factors, such as the extensive archival material in Europe that reveals how the industry was organized and managed, and the tangible remains in the form of a large collection of artefacts found at Red Bay, further support the claim that Red Bay was the largest and most important whaling station of the 16th century.

### Requirements for protection and management

A combination of federal, provincial and municipal legislation, policies, planning processes and mechanisms for cooperation ensures the ongoing protection and management of the nominated property and the cultural resources associated with 16th-century Basque whaling at Red Bay. Effective provincial legislation combined with strong federal policies, well-organized municipal planning and a dedicated local community all contribute to the long-term protection of the nominated property and ensure the preservation of its Outstanding Universal Value. The implementation of relevant federal, provincial and municipal legislation, policies and planning processes is coordinated

through a management committee. A management plan for the nominated property is in place that effectively integrates key elements of the associated Red Bay National Historic Site of Canada Management Plan, the Town of Red Bay Municipal Plan and relevant legislation and policies of the Government of Newfoundland and Labrador.

### **Criteria under which property is nominated**

The Red Bay Basque Whaling Station is nominated for inscription on the World Heritage List under the following criteria:

Criterion iii: bear a unique or at least exception testimony to a cultural tradition or to a civilization which is living or which has disappeared.

Criterion iv: be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

Criterion v: be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

### **Name and contact information of official local institution/agency**

Red Bay Basque Whaling Station Management Committee  
P.O. Box 103  
Red Bay, Newfoundland and Labrador, Canada  
A0K 4K0  
Phone: 709 920 2142  
Fax: 709 920 2144  
Email: redbay.info@pc.gc.ca

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**Atalaya:** A signal tower constructed on the Basque coast to watch for whales as they migrated through the Bay of Biscay.

**Baleen:** The keratinous material that occurs in the mouths of certain species of whales.

**Barrica:** A barrel with a standard capacity of 211 litres.

**Basque:** A culturally unique population that has inhabited the same area of northeast Spain and southwest France for thousands of years.

**Blubber:** An insulating layer of fat in whales, seals and other marine mammals.

**Buttes:** 16th-century name for the Basque whaling port at Red Bay.

**Capstan:** A device used on a ship to raise and lower an anchor.

**Chalupa (whale boat):** A specially designed and built open boat used in the pursuit of whales.

**Cooper:** A maker or repairer of barrels and casks.

**Cooperage:** A place where barrels and casks are made.

**Firebox:** An individual fire pit in a rendering oven.

**Fire-cracked rock:** A rock that has been cracked by the intense heat of fire.

**Flense:** To remove blubber from a whale.

**Flensing knife:** A long-bladed knife used to cut strips of blubber from a whale during the flensing process.

**Galleon:** A square-rigged ocean-going sailing vessel with three or more decks and masts.

**Grand Bay (*la Gran Baya*):** 16th-century term for the modern-day Strait of Belle Isle.

## GLOSSARY

**Harpoon:** A tool used to hunt whales consisting of an iron point with barbs and a wooden handle with a long rope attached.

**Lance:** A tool used to hunt whales consisting of a long wooden handle and a pointed iron blade.

**Pelagic whaling:** Whaling and whale oil production that took place on the open sea.

**Render:** To melt down whale fat.

**Rendering oven:** A stone structure with multiple fireboxes constructed for the purpose of rendering whale fat.

**Spermaceti:** A white, waxy substance found in the head of the sperm whale used in the manufacture of candles, ointments and other products.

**Terra Nova:** 16th-century term for the general area of Atlantic Canada.

**Train oil:** Oil obtained from the blubber of a whale.

**Treenails:** Hardwood pegs used to secure timbers.





Red Bay Harbour  
*Parks Canada/Michael Burzinski*

## 1. IDENTIFICATION OF THE PROPERTY





## 1. IDENTIFICATION OF THE PROPERTY

### 1. A Country/State Party

Canada

### 1. B State, Province or Region

Province of Newfoundland and Labrador

### 1. C Name of the Property

Red Bay Basque Whaling Station

### 1. D Geographical Coordinates to the Nearest Second

51°43'36.93"N 56°25'46.28"W (NAD 83 - UTM Zone 21N)

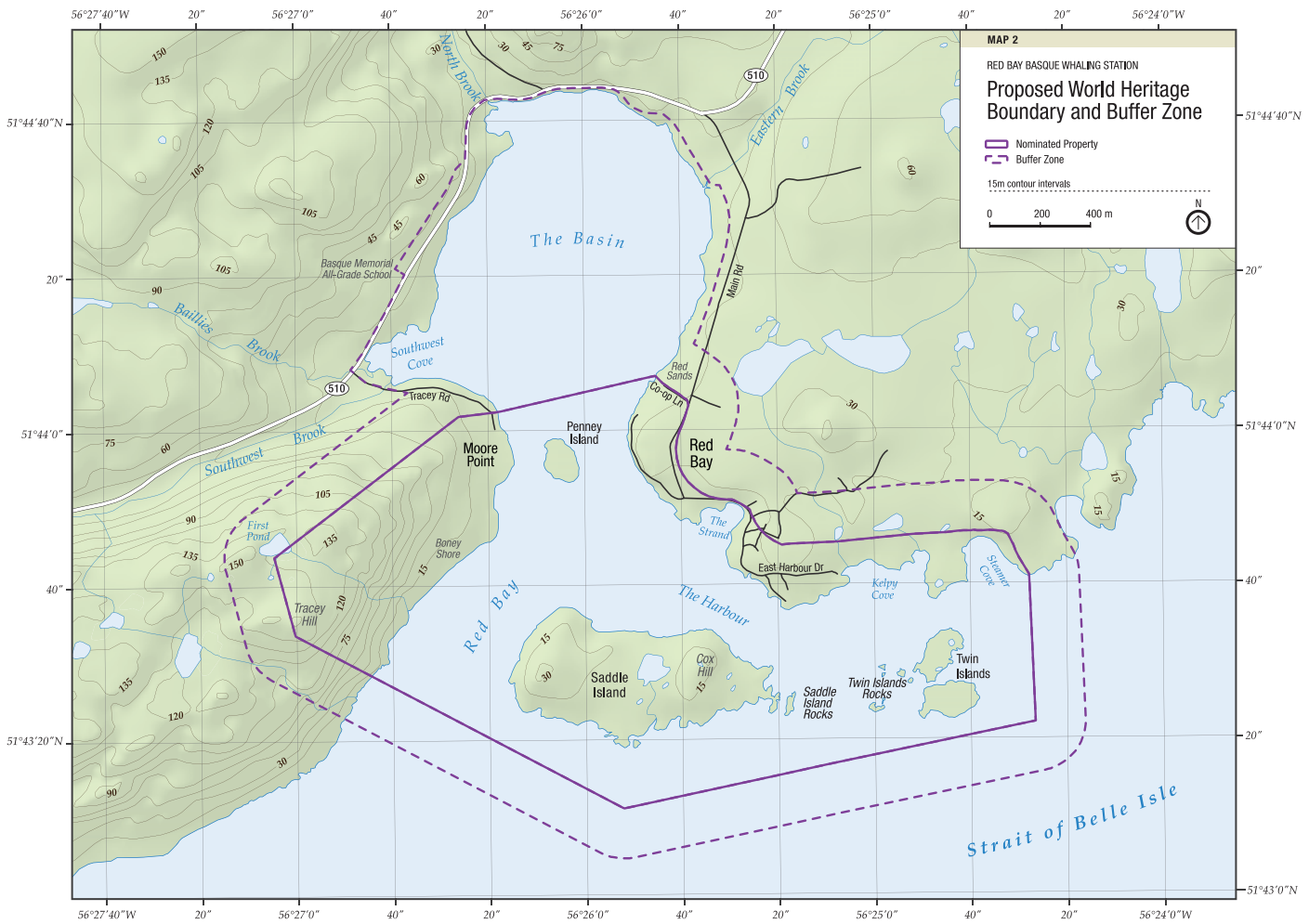
### 1. E Maps and Plans Showing the Boundaries of the Nominated Property and Buffer Zones

#### 1. E (i) Maps Included in this Nomination

- |         |  |
|---------|--|
| Map 1.  | Regional Setting, Section 1.E (1:9,000,000) and Appendix 11 (1:3,600,000), 2011                          |
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| Map 7.  | Land Use and Ownership, Section 5.A (1:21,000) and Appendix 11 (1:8,000), 2011                           |
| Map 8.  | Archaeological Sites of the Red Bay Basque Whaling Station, Appendix 11 (1:8,000), 2011                  |



# 1. IDENTIFICATION OF THE PROPERTY



## 1. IDENTIFICATION OF THE PROPERTY

### 1. E (ii) Property Boundary

The nominated property is situated in eastern Canada in the province of Newfoundland and Labrador (Map 1). The property comprises 312.973 hectares of land and submerged land located within the Town of Red Bay on the south coast of Labrador (Map 2).

The boundary encompasses Red Bay Harbour and the islands and shoreline that surround it. It extends from the eastern side of Steamer Cove westward as far as the summit of Tracey Hill and from the entrance to the Basin southward to include Saddle Island and Twin Islands.

The boundary was assigned to include all of the areas at Red Bay that are known to or could potentially contain archaeological features and other cultural material related to 16th-century Basque whaling in that port. It coincides with the area designated by the Government of Canada to commemorate the role of Basque whaling in the history of the country. This boundary was defined by the Status of Designations Committee of the Historic Sites and Monuments Board of Canada in 2010. The Board's decision can be found in Appendix 3d. It is also defined by geographical and topographical features that make it easily identifiable on the ground.

The boundary of the nominated property begins at Point A on the south shore of First Pond at the top of Tracey Hill and proceeds in a south easterly direction to Point B. From there it continues southeast to Point C, which is south of Saddle Island. It then proceeds in a northeasterly direction to Point D to the east of Twin Islands and continues northwards to Point E, which is on the shoreline at the eastern edge of Steamer Cove. The boundary proceeds inland in a northwesterly direction to Point F and continues northwest to Points G and H. From there it follows the northern limit of East Harbour Drive in the community of Red Bay to Point I. It continues northwest to Point J, which is at the eastern limit of Main Road. It follows the eastern limit of Main Road and the southern limit of Co-op Lane on the same trajectory to Point K, located at the high water mark on the eastern shore of the Basin. It then continues in a southwesterly direction across the water of the Basin to the north of Penney Island to Point L near the Tracey Road and continues southwest until it returns to Point A. Table 1.1 contains the coordinates of the Points described above. They are shown on Map 2a.

## 1. IDENTIFICATION OF THE PROPERTY

**Table 1.1 Geographic Coordinates**

Point	Geographic Position
A	51°43'43.64"N 56°27'04.67"W
B	51°43'33.71"N 56°27'00.48"W
C	51°43'11.18"N 56°25'52.59"W
D	51°43'22.07"N 56°24'26.92"W
E	51°43'41.12"N 56°24'27.99"W
F	51°43'46.54"N 56°24'33.15"W
G	51°43'45.07"N 56°25'19.28"W
H	51°43'49.14"N 56°25'25.59"W
I	51°43'50.90"N 56°25'29.52"W
J	51°43'55.24"N 56°25'40.46"W
K	51°44'06.95"N 56°25'45.37"W
L	51°44'01.76"N 56°26'26.38"W

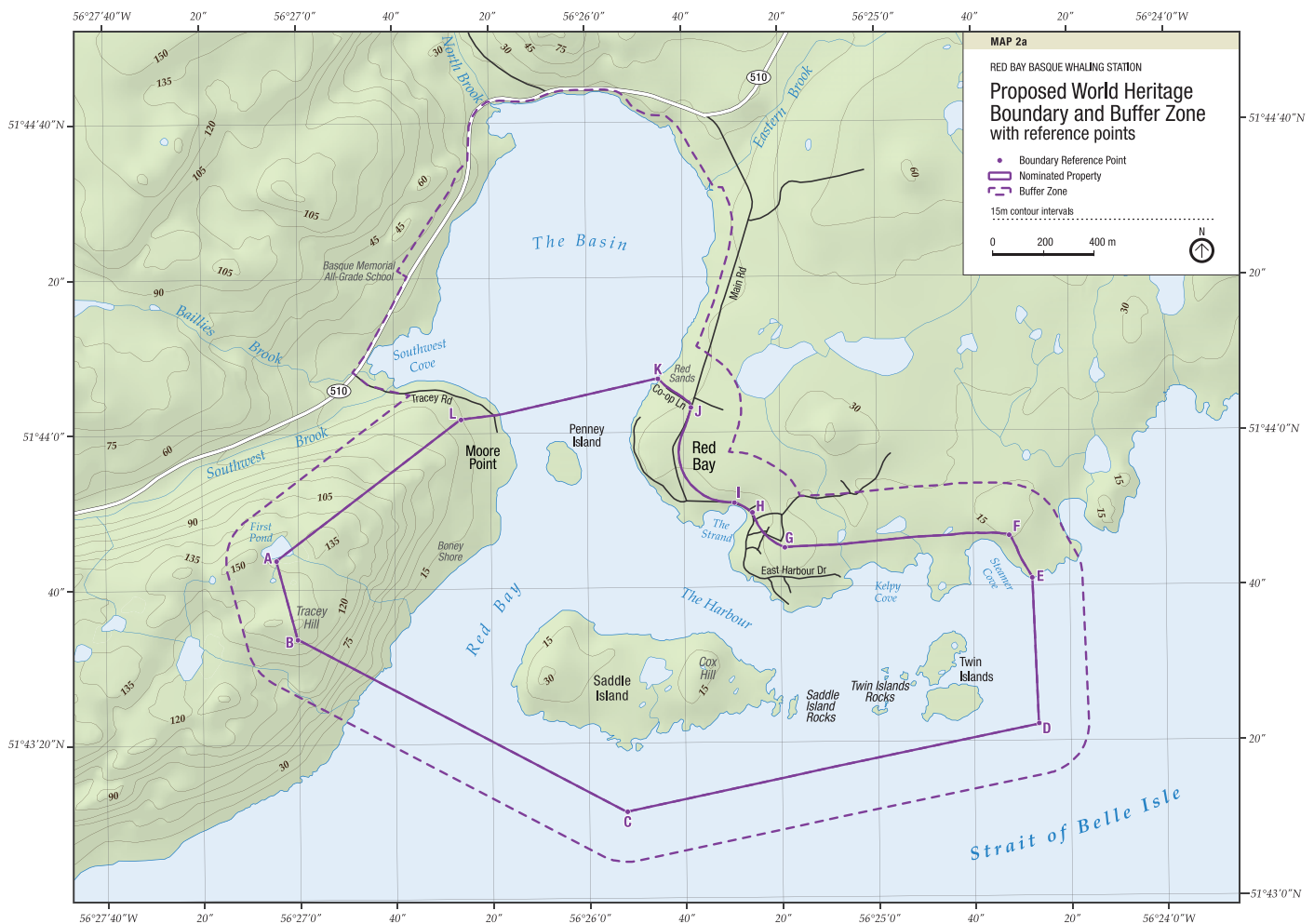


# 1. IDENTIFICATION OF THE PROPERTY

## 1. E (iii) Buffer Zone

A buffer zone surrounds the whole nominated property and gives an added layer of protection to the property because it is subject to the same protective legislation and policies as the nominated property itself. The nominated property at Red Bay requires a buffer zone to ensure that the integrity of the property is maintained.

The buffer zone comprises 285.2 hectares of land and submerged land surrounding the nominated property. It includes a 200-metre wide area immediately adjacent to the property boundary, with the exception of the area to the north, where the buffer zone extends to include the inner harbour, known as the Basin, and its shoreline (Map 2).



## 1. IDENTIFICATION OF THE PROPERTY

The buffer zone follows the property boundary in a southwesterly direction from Point L to Point K. From the boundary line between these two points the buffer zone extends northward. It is bounded by the east side of Highway Route 510 from Southwest Cove to Basque Memorial All-Grade School. It then extends to the west of the Highway for a distance of approximately 425 metres and is once again bounded by the east side of the Highway until it reaches Northern Brook. From there it follows the shoreline at the high water mark around the Basin in a south-easterly direction until it reaches Point K.

### **1. F Area of the Nominated Property and Proposed Buffer Zone**

The area of the nominated property at Red Bay is 312.973 hectares. The area of the buffer zone surrounding the nominated property is 285.2 hectares. The total area is 598.173 hectares.



Excavation of a whaling ship at Red Bay, 2005  
*Parks Canada/M-A Bernier*

## 2. DESCRIPTION







## 2. DESCRIPTION

### 2. A Description of the Property

The nominated property, 312.973 hectares (3.13 km<sup>2</sup>) in area, is situated in the community of Red Bay, which is located on the north shore of the Strait of Belle Isle, the narrow body of ocean that separates Labrador from the island of Newfoundland. Together Newfoundland and Labrador make up the eastern-most province of Canada (Map 1).

The Red Bay Basque Whaling Station tells the story of the origins of the large-scale commercial whaling industry as it was developed by the Basques in the Strait of Belle Isle during the 16th century. The Basques are a unique cultural group who have preserved a language, culture and identity that sets them apart from surrounding populations. They have lived in the same area of northeast Spain and southwest France for thousands of years. In this document, unless otherwise specified, “Basque” refers to whalers who came from Spanish and French seaports in this region. The Basques were among the earliest Europeans to exploit the rich natural resources of eastern North America. During the first half of the 16th century they established the world’s first large-scale commercial whaling enterprise in the Strait of Belle Isle. Whale oil, a superior illuminate and high-quality lubricant, would be in demand internationally for three centuries.

The Strait of Belle Isle, where the St. Lawrence River and the Labrador Current mix, produces ideal conditions for the growth of small crustaceans and other zooplankton on which whales feed. Large numbers of whales therefore migrated in predictable, seasonal patterns through the relatively narrow neck of water of the Strait and enabled the development of a large-scale whaling industry that is best represented at Red Bay.

The nominated property is an archaeological site that contains the features and remains of the largest and most important of thirteen 16th-century Basque whaling stations along the north shore of the Strait of Belle Isle. The archaeological features of the Red Bay Basque Whaling Stations are located both underground and underwater within the boundaries of the property. They have been reburied and stabilized as part of ongoing conservation measures and therefore, with the exception of on-shore whale bone deposits, cannot be seen. When considered together, the terrestrial and underwater archaeological remains present the lost complete picture of a whaling station representing the genesis of large-scale commercial whaling ever discovered. Research conducted at Red Bay has provided unparalleled insight into the techniques and technology used to hunt whales and process whale oil at that time and which would be emulated and adopted by others in the centuries that followed.

## 2. DESCRIPTION

Red Bay has an extremely well-protected harbour, making it an ideal location for a whaling port. It is sheltered to the north and west by the high Tracey Hill and to the east by several lower hills. The southern mouth of the harbour is protected by Saddle Island.



Figure 2.1 Panoramic view of Red Bay from the top of Tracey Hill. *Johnathon Earle*

For almost 500 years mariners sheltered their ships at Red Bay from the northwest Atlantic Ocean. Red Bay includes two distinct bodies of water separated by a small island. The outer body, known simply as “the Harbour” by local residents, has been the centre of commercial whaling and fishing activity since the early 16th century. The main entrance to the Harbour is a deep, narrow channel at the west end of the nominated property flanked by Saddle Island to the east and Tracy Hill to the west (see Map 2). A wide but generally shallow channel at the east end allows access for small boats. The north side of the Harbour also contains a small, shallow inlet known as “the Strand.”

At the northwest end of the Harbour a narrow passage protected by Penney Island opens into the second deep body of water, a large circular inner harbour known as “the Basin.” It too is sheltered by high surrounding hills.

The physical geography of the nominated property includes the sheltered Harbour and Basin and rocky, barren hills and islands that support primarily arctic-alpine vegetation. The lofty hills in the area provide excellent vantage points with views over the nominated property, the buffer zone and beyond to the Strait of Belle Isle.

## 2. DESCRIPTION

Part of the village of Red Bay, settled permanently in the mid-19th century, is located within the nominated property on the shoreline at the east end of the Harbour that was also used by the whalers during the 1500s. The homes and fishing structures of present-day inhabitants occupy less than one-third of the nominated property. Local residents have always taken advantage of the same protected harbour and deep-water access to the shore that were favoured by the early whalers, for activities related to the inshore commercial fishery.

The physical features of the nominated property remain virtually unchanged from the time that it was the most important whaling station in the world. The present-day community of Red Bay is very small and for the most part is centred along the mainland of the Harbour within the nominated property and to the north of the Basin along Highway 510 that passes just outside the buffer zone.

Extensive terrestrial and underwater archaeological resources that tell the story of 16th-century Basque whaling are located within the boundaries of the nominated property. They are listed below.

- Exceptionally well-preserved remains of vessels used to transport whalers and whale oil are buried at the bottom of the Harbour.
- Numerous deposits of whale bones associated with the butchering of whales are found in the Harbour and on beaches at the eastern and western extremities of the property.
- The remains of stone ovens used to render whale blubber to oil are preserved along the northern shoreline of Saddle Island and on the opposite mainland shore.
- The structural footprints of cooperages, where barrels used to ship whale oil were assembled, are located nearby but farther from the shore.
- Traces of temporary living quarters found among the bedrock outcrops of Saddle Island.
- A cemetery containing the remains of whalers who died at Red Bay is located at the east end of Saddle Island.

Further details about the specific archaeological resources are provided below in sections 2.A (i) and (ii).

## 2. DESCRIPTION



**Figure 2.2** Traditional wharf structures at Red Bay.  
*Destination Labrador/Chris Samson*

The mainland portion of the nominated property includes a small collection of houses and outbuildings once associated with the inshore fishery that are clustered mainly on a hill and the shoreline to the east of the Strand. The houses are of a traditional nature, consisting of one or two stories and having no basement. The outbuildings are also traditional above-ground structures and all date from the 19th and 20th centuries. Many are built on posts

driven into the ground and those at the shoreline are built on “cribbing” — a foundation structure consisting of pilings and ballast rock.

A dock and a former fish plant are also located on the mainland shore near the northern boundary of the nominated property. Last used for processing fish in the 1990s, the fish plant building is being refitted as a welcoming centre for visiting cruise ship passengers. A floating dock has also been added to the adjacent boat basin for the same purpose. The boat basin is used mainly by local residents, and visiting pleasure craft tie up at the main dock.

Visitor facilities associated with Parks Canada’s operation of Red Bay National Historic Site of Canada are also located within the mainland portion of the nominated property. The Visitor Orientation Centre is a single-storey building at the top of a hill that overlooks the Harbour, Saddle Island and the Strait of Belle Isle. Its function as an interpretive facility is explained in detail in Section 5.H.

Nearby, at the base of the hill on the shoreline, is the Visitor Interpretation Centre. This is a two-storey building that houses the main exhibits telling the story of Basque whaling at Red Bay. The structure, built during the late 1980s and refitted a decade later, occupies the site of a former business premises and was built to the dimensions of the original building at the location. Modern buildings associated with the current operation of the same business are located adjacent to the Visitor Interpretation Centre. A wharf attached to the Visitor Interpretation Centre provides the point of departure for a water taxi service taking visitors to Saddle Island. Details of the interpretive exhibits are also included in Section 5.H.

## 2. DESCRIPTION

The nominated property also includes Penney Island, a small island located in the narrow channel between the Harbour and the Basin. In addition to the archaeological resources described below, the island contains structures associated with a cod fish mercantile business that was established there during the 1840s and operated for more than a century. The structures include several warehouses, a cold storage unit and a residence. Adjacent to the structures, on a small rise, is a stone fish drying area of indeterminate age. It resembles such structures constructed by French migratory fishermen in the area during the 16th and 17th centuries but is known to have been used by local fishermen during the early 20th century.

A significant portion of the archaeological features described below are located on Saddle Island, which protects the harbour to the south. The island also contains structures and navigational aids associated with a Canadian Coast Guard station, including an automated light atop a steel tower, a fog horn, an equipment building, two former light keepers' dwellings and two sheds. The light station is located at the west end of the island overlooking the main entrance to the Harbour. A dock associated with the station now provides a landing place for the water taxi service from the mainland. An interpretive trail, further described in section 5.H, extends from the dock to the east end of the island.

Twin Islands, at the eastern entrance to the Harbour, have not been inhabited in recent years. Like the south shore of Saddle Island, the islands are home to nesting sea gulls, eider ducks and Canada geese. In addition to Twin Islands, a large number of rocks and shoals just outside the east entrance to the harbour make navigation in this area difficult.



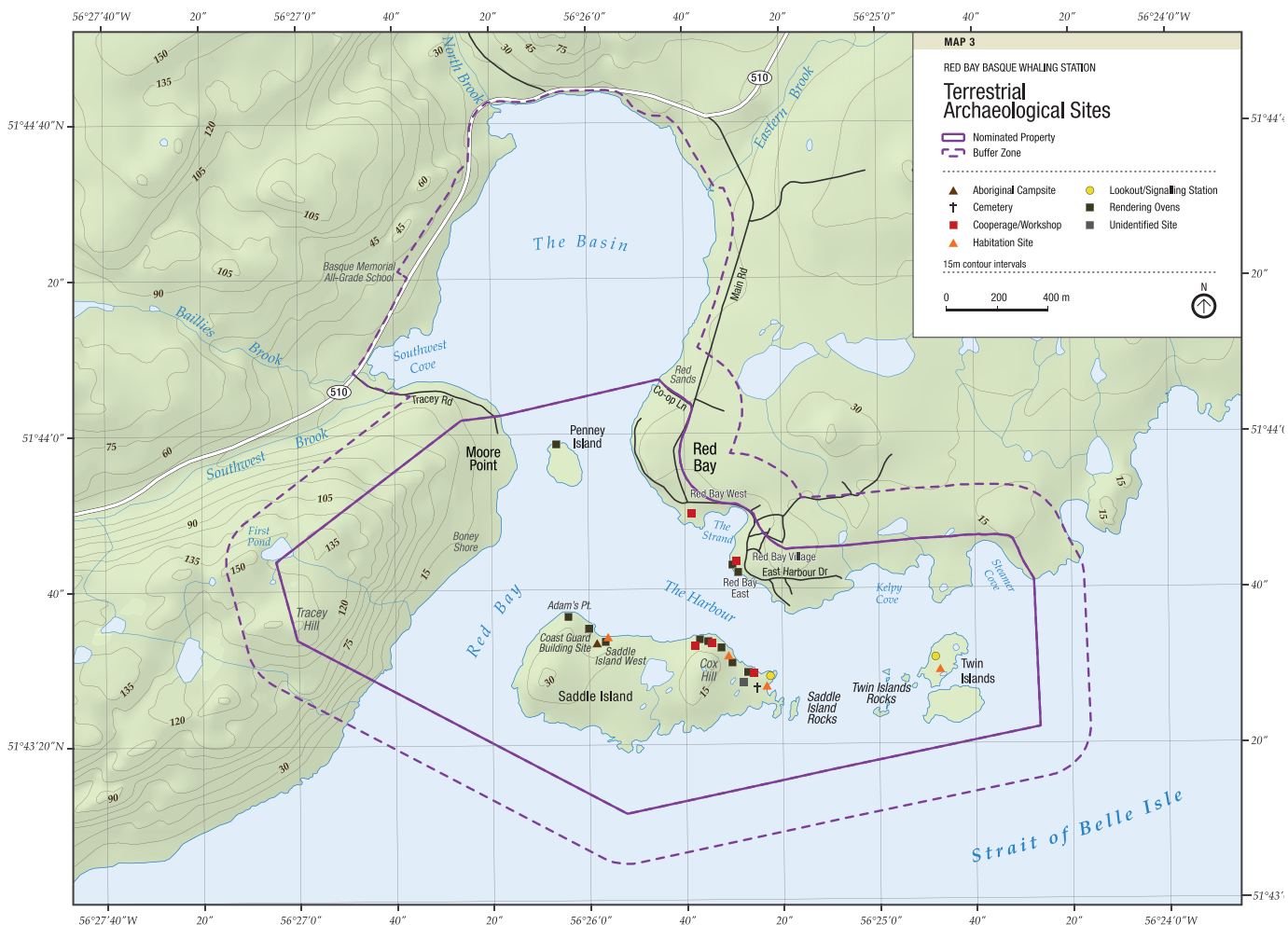
Figure 2.3 Red Bay Harbour looking east. *Parks Canada/Michael Burzinski*



## 2. DESCRIPTION

### 2. A (i) Terrestrial Archaeological Resources

Terrestrial archaeological excavations carried out between 1977 and 1992 along the shoreline at Red Bay provided detailed information through the discovery of remains of numerous structures and artefacts necessary for a whale oil production station, including rendering ovens, cooperages, living quarters and a cemetery (see Map 3).

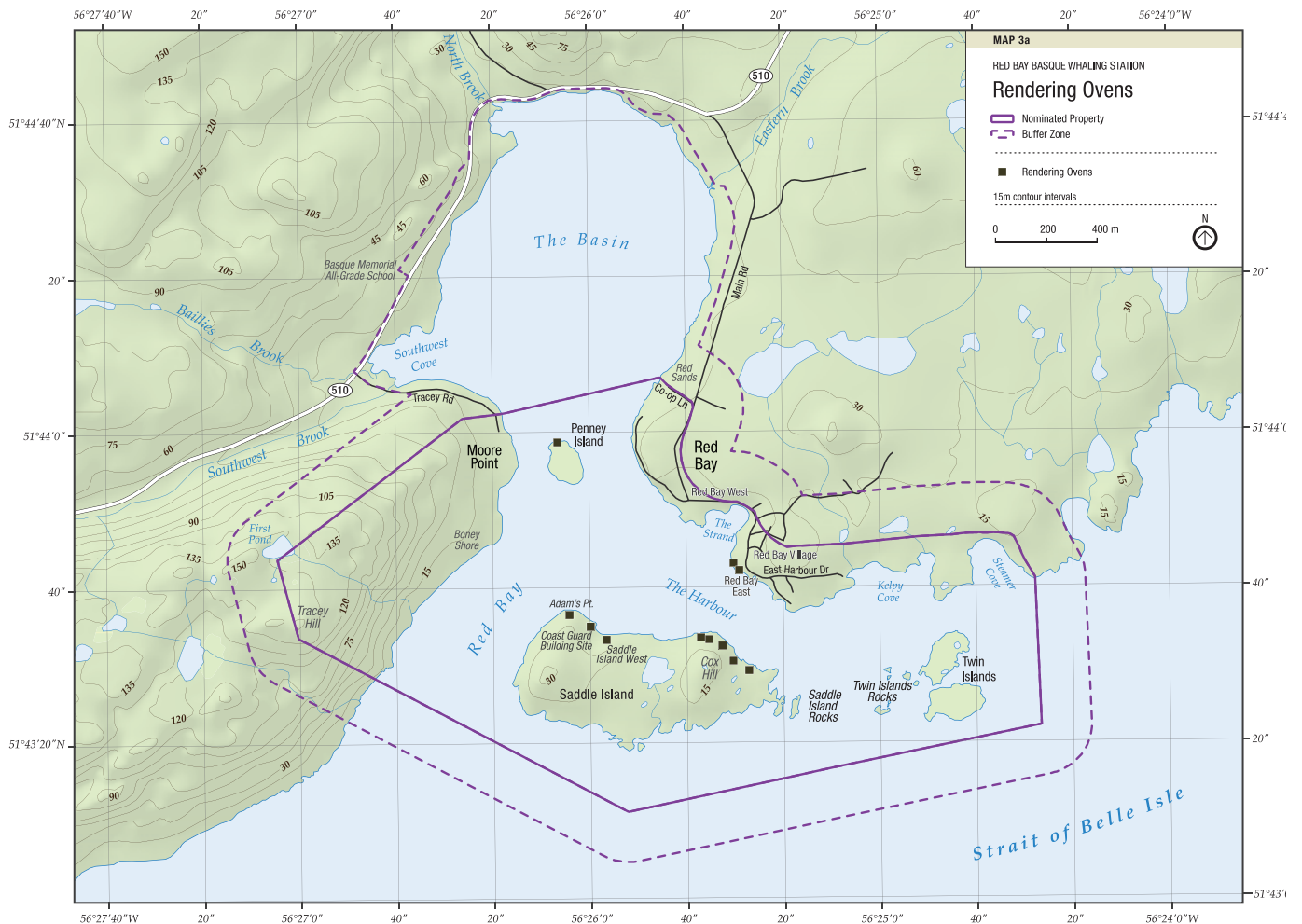


### Rendering Ovens

Whaling at Red Bay during the 16th century involved hunting whales in the Strait of Belle Isle, flensing them to remove the blubber, rendering it to produce oil and storing the final product in wooden barrels for transport to Europe. The key element of whale oil production was the stone ovens used to render whale blubber to oil. The remains

## 2. DESCRIPTION

of fifteen whale oil rendering ovens in eleven separate locations have been positively identified by archaeologists within the nominated property (see Map 3a). They appear as low, grassy mounds on the landscape.



Twelve of the ovens have been excavated, stabilized and reburied. The archaeological remains include fragments of roofing tile, burnt whale blubber and disintegrated rock. Archaeologists have learned a great deal about rendering oven construction and use through the excavations. The ovens were constructed parallel to the beach using local

## 2. DESCRIPTION

stone. Each usually contained between three and six fireboxes arranged in a linear pattern. The fireboxes themselves ranged from 1.2 to 1.5 metres in diameter and were lined with heat resistant clay brought from the Basque region. The ovens were protected by a roof structure supported by substantial posts and covered with red ceramic tiles also brought from the Basque region. There is evidence that the Basques also built wooden work platforms at the rear of the fireboxes and, for at least some of the structures, they built solid side walls as well.

The twelve excavated rendering ovens were stabilized by using sandbags to support the interior firebox walls. The entire structure was then covered with soil and local sods to promote the growth of protective vegetation. The remaining three ovens have been left *in situ*.



**Figure 2.4** A 1:4 scale model of a whale oil rendering oven constructed by lead terrestrial archaeologist Dr. James Tuck is displayed at the Visitor Interpretation Centre of Red Bay National Historic Site of Canada.  
*Parks Canada/Dale Wilson*

## 2. DESCRIPTION

The whale-oil rendering ovens are found on Saddle Island, the mainland shore, and Penney Island. Their locations and status are listed below in Table 2.1

**Table 2.1 Rendering Ovens at Red Bay**

<b>Location</b>	<b>Excavation Status</b>	<b>Current Condition</b>
Saddle Island – Adam’s Point	Excavated	Stabilized; partially disturbed by 19th and 20th century activity
Saddle Island – Coast Guard Building	Unexcavated	Undisturbed
Saddle Island West	Excavated	Stabilized
Saddle Island Area A1	Unexcavated	Undisturbed
Saddle Island Area A2	Unexcavated	Undisturbed; partially dismantled in 16th century
Saddle Island Area B	Excavated	Eroded prior to excavation
Saddle Island Area C	Excavated	Stabilized
Saddle Island Area G	Excavated	Stabilized
Saddle Island Area J1	Excavated	Stabilized
Saddle Island Area J2	Excavated	Dismantled in 16th century
Red Bay East A1	Excavated	Stabilized
Red Bay East A2	Excavated	Dismantled in 16th century
Red Bay East A3	Excavated	Dismantled in 16th century
Red Bay East B	Excavated	Stabilized
Penney Island	Excavated	Stabilized

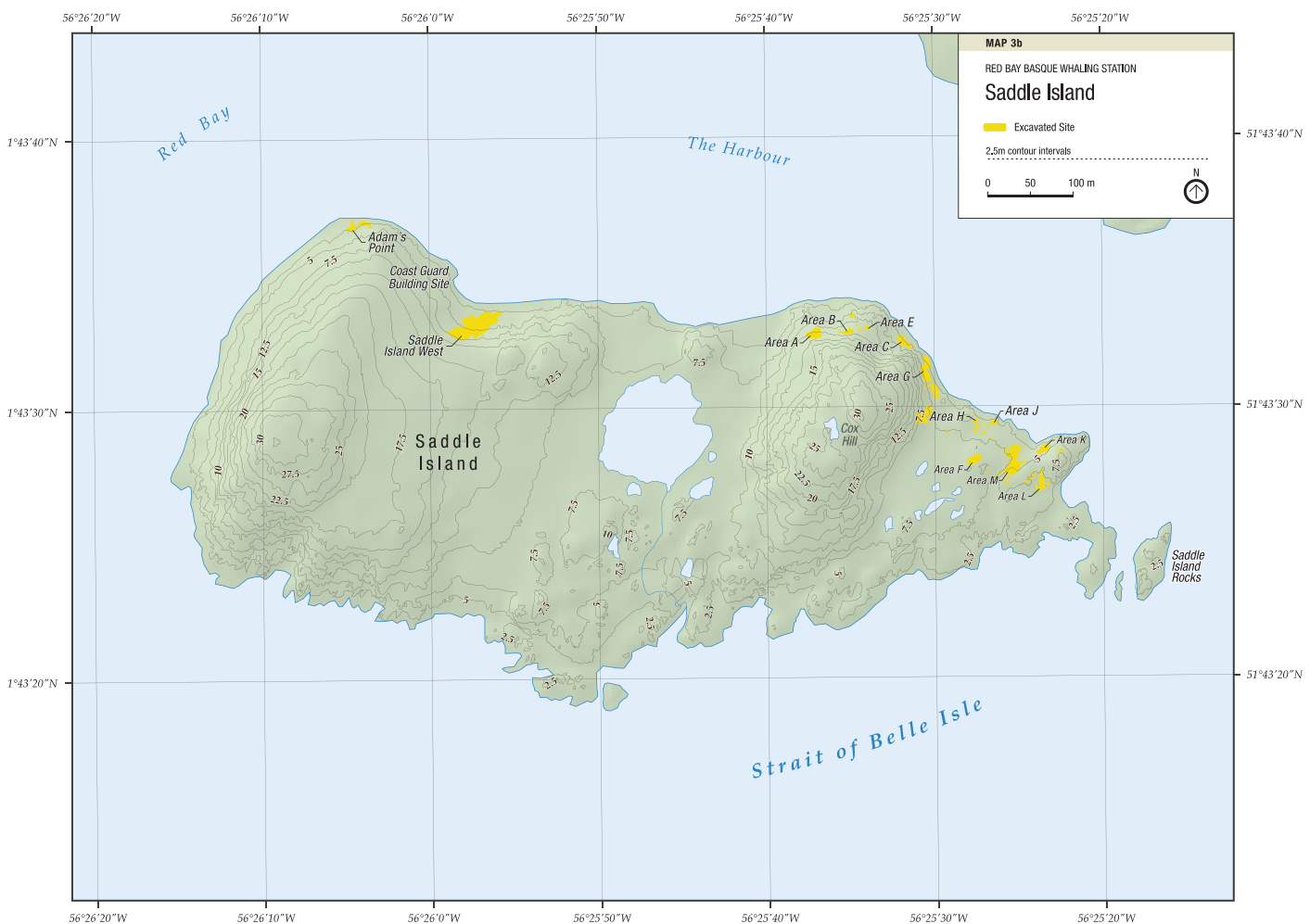


## 2. DESCRIPTION

### *The Rendering Ovens on Saddle Island*

Ten of the fifteen rendering ovens discovered have been identified on Saddle Island at eight separate locations. The excavated areas on Saddle Island referenced in the text below are shown on Map 3b.

Three ovens were identified at the west end of Saddle Island. The Adam's Point Site on Saddle Island's northwest corner contains the typical remains of a rendering oven — roof tile fragments, burnt fat, fire-cracked rocks and iron nails.



Another oven is located east of the Adam's Point Site, adjacent to a shed associated with the early 20th century light station. Test excavations carried out at this site in 2009 confirmed that it is a well-preserved and undisturbed example of a 16th-century Basque rendering oven with a minimum of four fireboxes.

## 2. DESCRIPTION



**Figure 2.5** Archaeologists used post holes and the pitch of typical Basque roofs to determine the structure that covered this oven at the Saddle Island West site.  
*Memorial University of Newfoundland Archaeology Unit*

Under a nearby ridge to the east, at the area identified as Saddle Island West, archaeologists excavated a well-preserved example of a rendering oven that fronts on a flat, rocky beach with shallow water just off-shore. Archaeologists have concluded that this particular example was built and used during the peak years of whaling when more suitable areas were already in use. This oven is also remarkable for a series of large post holes that clearly define the structure that covered it.

A central line of posts supported a gable roof, while other lines of post holes (one in front of the fire boxes and the other behind the working platform at the rear) indicate that a rectangular building about twice as large as the stonework covered the work area. Using the post holes and the known pitch of typical roofs in the Basque region, archaeologists were able to determine the form and dimensions of the structures that covered the rendering ovens.

The remaining ovens are at five locations at the east end of Saddle Island where deeper water near the shore made access easier for loading the barrels of whale oil onto the ships.

In a small valley at the area of Saddle Island designated Area A, two rendering ovens remain unexcavated. One was partially dismantled during the 16th century and the other appears to be very well preserved. Nearby, Area B contains the back wall of a rendering oven that had been subject to erosion; much of it had already been washed down the slope and into the Harbour by the time that archaeological excavations began the late 1970s. Underwater excavations in the area just off-shore revealed the presence of fire-cracked rocks, roof tile and other debris associated with the oven.

Area C contains a substantial, well-preserved rendering oven that is the largest example excavated at Red Bay. It contains five fireboxes and measures approximately twelve metres by three metres. Even though the seaward portion of the stonework had been damaged by waves, the back wall is particularly well-preserved. Behind it archaeologists found the remains of a wooden working platform made from local softwood planks resting on a bedrock outcrop the same height as the back wall.

## 2. DESCRIPTION

Further east along the shoreline of Saddle Island is Area G where archaeologists found another large rendering oven, this one with six fireboxes. A rough rock and earth embankment about two meters behind the rear wall of the structure most likely supported a working platform. Roof tile fragments and iron nails at the site indicate that a structure once enclosed the rendering oven.



**Figure 2.6** Area J on Saddle Island contains the remains of two ovens – a smaller example in the foreground that was constructed from stone used in the larger, older example at the rear. *Memorial University of Newfoundland Archaeology Unit*

The most easterly rendering ovens on Saddle Island were found at Area J. The extant oven in this area is relatively small compared to others at Red Bay and has only three fireboxes. Archaeological excavations to the rear of this structure revealed an earlier rendering oven that was about nine metres in length and contained five fireboxes. Evidence includes burn marks and fat deposits on the bedrock and rubble associated with its back and side walls. Archaeologists believe that this earlier structure was dismantled and any usable stone was salvaged for the construction of the smaller rendering oven found closer to the shoreline.



## 2. DESCRIPTION

### *The rendering ovens on the mainland shore*

Areas of the mainland shore east of the Strand were excavated by archaeologists during the mid-1980s. Shelter from most winds and adjacency to deep water made this an area favoured by the whalers of the 16th century as well as the generations of cod fishermen that followed. Subsequent use of the site by the later inhabitants of Red Bay has had an impact on the remains, but the presence of a thick layer of roofing tile and forged iron nails indicate that the area contains the remains of substantial structures associated with 16th century Basque whaling.

Archaeologists have been able to excavate at several locations in this area, which they identify as the Red Bay East Site. One site yielded the largest concentration of whale oil rendering ovens found by archaeologists at Red Bay. There is evidence that ovens were constructed, used until they were no longer suitable and then reconstructed at least three times at this site.

The most recently used oven is twelve metres long with seven fireboxes. We know that this was the most recently used of these ovens because part of it overlies the two earlier oven structures at the site. The condition of those earlier ovens varies due to two reasons. The first reason was the dismantling of the stonework by the Basques once the ovens became unusable. The second reason for the variation in conditions is erosion of the site over the centuries. At some places only circular burn stains on the bedrock indicate the presence of a firebox. With deep water near the shoreline and nothing impeding the access of boats to the area, this complex is situated at one of the most suitable locations

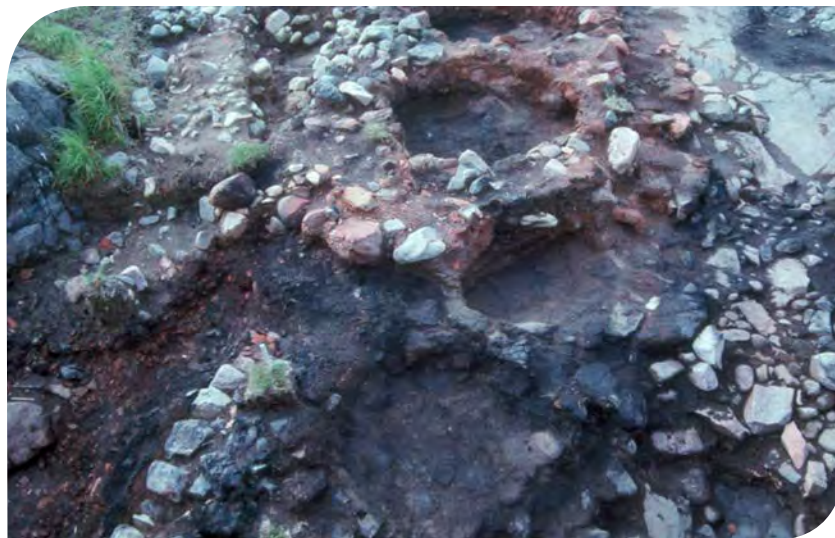


Figure 2.7 Complex of rendering ovens located on the mainland shore at Red Bay. *Memorial University of Newfoundland Archaeology Unit*

## 2. DESCRIPTION

for the production of whale oil at Red Bay. Given the extensive evidence of reconstruction, it is reasonable to assume that this is the site of some of the earliest rendering ovens built there.

A second rendering oven site, located to the east of this complex, was partially excavated in 1988. The features exhibited by this structure indicate that it was not unlike fully excavated examples at Red Bay. However this site is distinctive because the wooden components of the roof had been preserved in an adjacent wet area under a layer of roof tiles, providing more complete evidence of the structures that enclosed the whale oil rendering ovens at Red Bay.

### *The rendering oven on Penney Island*

A rendering oven has also been found and excavated at the north end of Penney Island, the tiny island located at the entrance to the Basin. This island is sheltered from the winds of the Strait of Belle Isle and is adjacent to moderately deep water. The oven is the only archaeological feature on the island which can be associated with Basque whaling in the 1500s. The structure contains six fireboxes and measures 10.3 metres long. The fireboxes at the centre show evidence of more extensive use than those at either end, indicating that they were used first. When they started to collapse from the heat the cauldrons were



Figure 2.8 Site of the rendering oven at the north end of Penney Island. Parks Canada/Cindy Gibbons



## 2. DESCRIPTION

moved to the outer ones so that rendering could continue without the interruption of dismantling and rebuilding ovens each time.

In addition to the rendering ovens, a number of other structures associated with whaling and whale oil production were discovered by terrestrial archaeologists at Red Bay. They are described below and their locations shown on Map 3c.

### Cooperages and Workshops

Barrel assembly was also an essential aspect of whale oil production in the 1500s at Red Bay. The oil was shipped from Labrador to Europe in standard barrels with a capacity of 211 litres. Archaeologists have identified four cooperages where barrels were assembled at Red Bay. They excavated three, including two on Saddle Island and a third on the mainland shore near the large complex of rendering ovens described above.



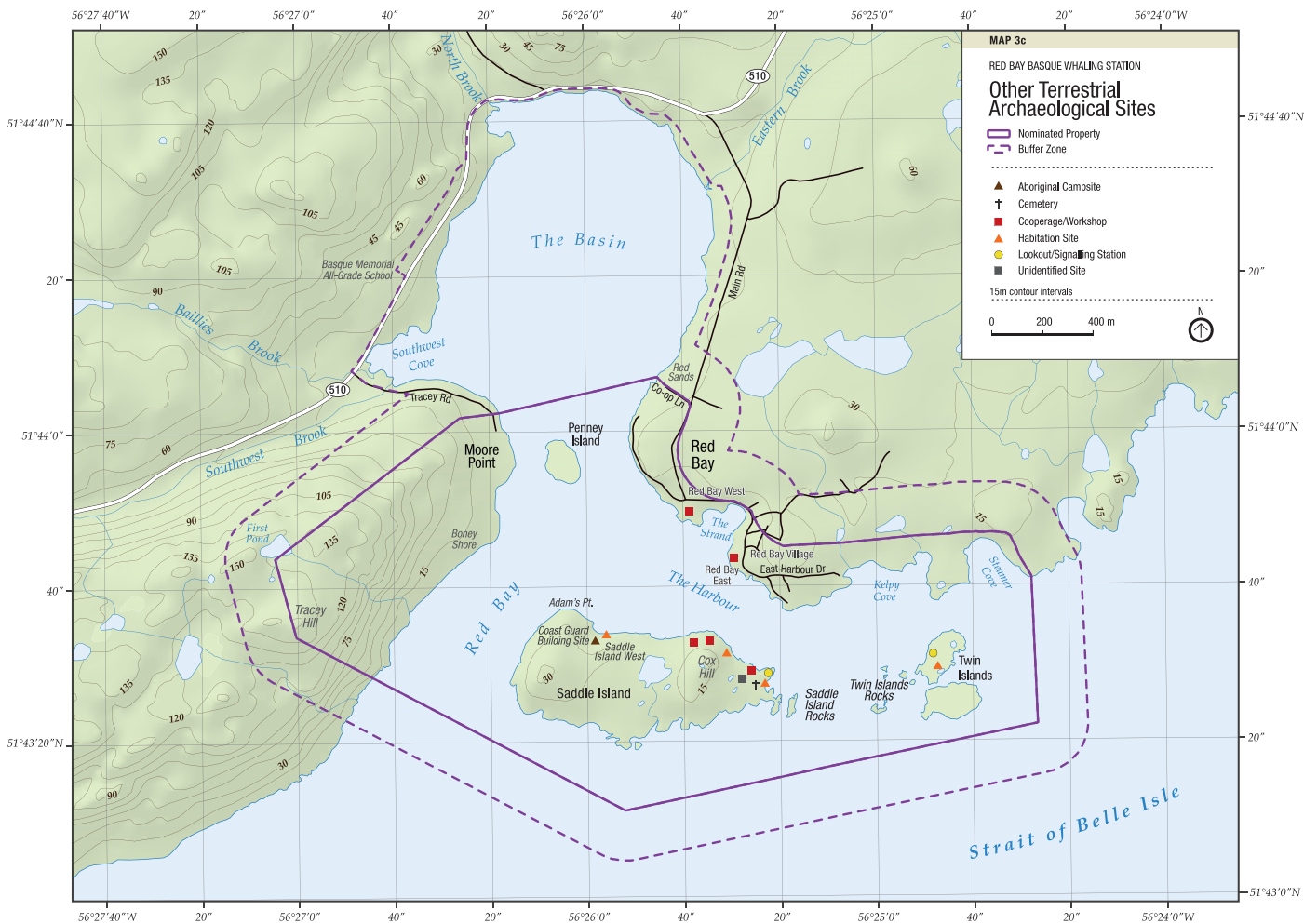
**Figure 2.9** Aerial view of the remains of the cooperage at Saddle Island Area E. *Memorial University of Newfoundland Archaeology Unit*

The two Saddle Island cooperages are located in close proximity to each other on a level terrace at Areas A and E overlooking the most heavily utilized of the whale oil production areas on the island. The substantial nature of the cooperages is an indication of their importance in the production of whale oil. Well-built with heavy posts and beams, both cooperages had roofs covered with the characteristic red ceramic tiles. One of the cooperages also had a drain made from the curved tiles to carry water from the wet, boggy soil on which the structure was built to the edge of the terrace. Coopering debris found associated with a less-substantial structure at Area J indicate that this was a workshop that was also likely used for barrel assembly. Another workshop located at Area C contained, along with the debris of barrel making, a large grindstone used for sharpening and maintaining the tools and implements used at Red Bay. This workshop is located in a wet, boggy area, and a wood-covered drain built to remove water from the structure was also found.

The two Saddle Island cooperages are located in close proximity to each other on a level terrace at Areas A and E overlooking the most heavily utilized of the whale oil production areas on the island. The substantial nature of the cooperages is an indication of their importance in the production of whale oil. Well-built with heavy posts and beams, both cooperages had roofs covered with the characteristic red ceramic tiles. One of the cooperages also had a drain made from the curved tiles to carry water from the wet, boggy

## 2. DESCRIPTION

The remains of a cooperage on the mainland shore were found northeast of the large rendering oven complex described above. As with the Saddle Island cooperages, it was located on a terrace behind the ovens and at a slightly higher elevation. This particular example was preserved in wet, boggy soil and yielded well-preserved debris from wooden barrel assembly. The structure itself is represented by roof tile fragments and iron nails. The site also contains the remains of a 19th-century cooperage that appears to have operated at the same spot.



Evidence has led archaeologists to conclude that a fourth cooperage is located underneath a modern business establishment on the mainland shore west of the Strand. The remains are in an area that has been used extensively for commercial purposes since the end of the 1800s and have not been excavated.

### Temporary Structures

Archaeological investigations have revealed the remains of two structures on Saddle Island associated with the rendering ovens at Area G and Saddle Island West. There are several more of these rudimentary structures at various other locations on the island. While it appears that most of the whalers lived on board the ships moored in the Harbour, these structures served as temporary living quarters for crew members working on shore. Evidence suggests that rock outcrops were often used as back walls to support wooden frames that were covered with some combination of baleen, sod and sailcloth. Domestic debris at the base of the rock outcrop at Area F indicates that workers lived there as well, most likely as they tended the fire indicated by the hearth atop the headland. This



location appears to have been used for spotting whales and signalling crew members. A temporary structure was also found at the east end of the cemetery described below.

Archaeologists found a dozen unburied human skeletons within the structure.

In 1983 and 1984, excavations on Twin Islands, just outside the Harbour entrance at the eastern extremity of the nominated property, revealed the remains of a temporary structure on the north shore of a small pond. At the base of the headland archaeologists found strips of baleen, wooden poles and scattered barrel parts preserved in the layers of peat.

**Figure 2.10** Baleen that was used to construct the roof of the temporary structure on Twin Islands. *Memorial University of Newfoundland Archaeology Unit*



## 2. DESCRIPTION

In addition to these structural remains, a significant collection of artefacts were preserved in both the pond and the peat surrounding it. Among these were fragments of wooden bowls, shards of coarse ceramic and a nearly complete footed drinking glass manufactured in the Venetian style. It is likely that this structure was also used by whalers spotting whales and signalling from the headland.

### The Cemetery

In 1982 archaeologists discovered a 16th-century cemetery delineated by bedrock outcrops at the east end of Saddle Island in a low-lying area adjacent to a small cove, which they designated Area L. In that area they found 63 graves averaging 30 centimetres in depth. Of these, 43 were single person graves. The remaining 20 held anywhere from 2 to 12 skeletons each. Included in this number were five graves outside the bedrock parameters of the cemetery which held the remains of seven people.



**Figure 2.11** A 16th-century whalers' cemetery on Saddle Island. Note the rows of stones marking the graves at the centre of the photograph. *Parks Canada/Cindy Gibbons*

Because of the poor condition of some remains, the final tally was difficult to ascertain but is believed to be between 131 and 135 skeletons. The skeletons were of adult males ranging in age from the late teens to late middle age, with the majority of them at the younger end of this range.

The remains of 52 to 55 of these individual skeletons were excavated and removed for study. They are now part of the Province of Newfoundland and Labrador's Human Remains Collection. Another 53 skeletons were excavated, sampled and reburied. The remains of the other 26 or 27 were excavated and reburied with no sampling.

## 2. DESCRIPTION

The majority of the remains were interred in a typical Christian fashion: facing up in the prone position with the top of the head to the west and the hands crossed near the waist. There are a number of exceptions to this rule that can be explained by the nature of the burial environment which included large boulders and shallow soil in some parts of the cemetery.

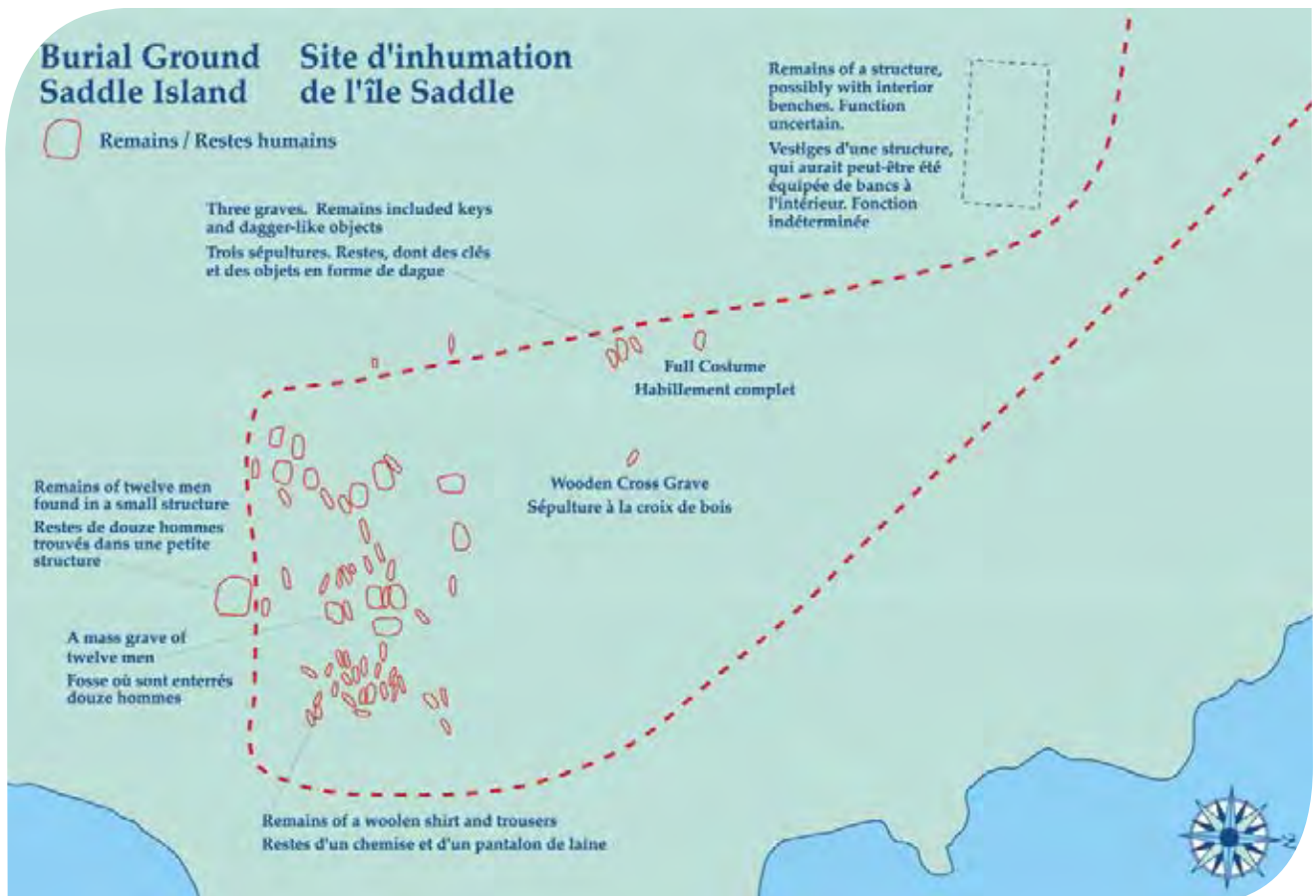


Figure 2.12 Map showing the location of burials at the cemetery on Saddle Island, Parks Canada

There are, however, a number of burials that are unusual in the overall context of the cemetery. One example is the twelve poorly preserved skeletons found inside the remains of a temporary structure at the east end of the cemetery. West of the main cemetery area an individual interred in deep soil was found with a large wooden cross on the chest. Near this deep interment were the skeletons of three individuals buried closely side by side in the same grave. The two outside individuals were buried with the heads pointed to the west and the feet to the east while the middle individual was buried with the head pointed to the east and the feet to the west. Also unusual were the iron keys and long pointed objects resembling dagger blades associated with these remains.



## 2. DESCRIPTION

The condition of the grave sites on Saddle Island varied depending on the chemical composition of the surrounding soil. The remains interred in an area of ancient beach that contains shell particles are in remarkably good condition. Other areas of the cemetery are wet and acidic and the skeletal remains are in very poor condition — some little more than stains in the earth. In two instances where individuals had been interred directly on bedrock in small areas of peat bog, the human remains have dissolved completely but their clothing has been preserved in very good condition.

### Terrestrial Concentrations of Whale Bones

Large concentrations of whale bones — the waste from 16th -century whale oil production — are found both on land and under water at a number of locations throughout the nominated property (see Map 4). The concentrations consist of bones from North Atlantic right whales and bowhead whales hunted by the Basques in the Strait of Belle Isle (see figures 2.22 and 2.23).



**Figure 2.13** Bowhead whale bones found on the Boney Shore at the western side of Red Bay Harbour.  
*Parks Canada/Cindy Gibbons*

of the skull) from at least 32 individual whales are a visible reminder of the intense whaling activity that once took place at Red Bay. A test area to the south and several metres above the high tide mark was excavated in 1980 and revealed further large accumulations of rib and vertebral fragments.

The whale bone deposit at the east end of the property extends along the shoreline above the high tide mark from Butt's Cove to Steamer Cove. About a dozen bones, including several large skull fragments of the sort found on the Boney Shore, are scattered along a relatively short stretch of beach between Butt's Cove and Kelpy Cove. The point of land

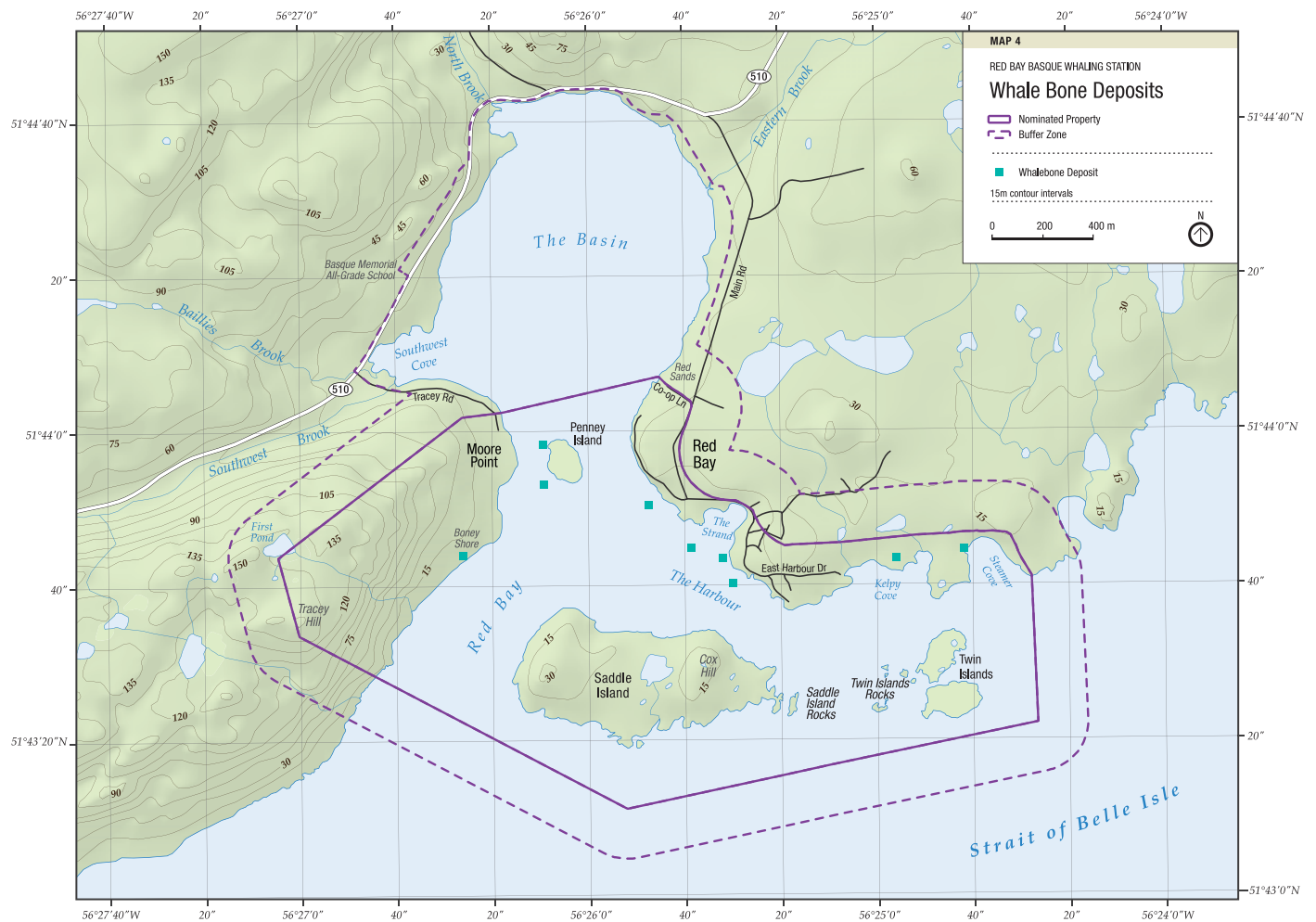
There are concentrations of whale bones on the mainland beaches at both the east and west extremities of the nominated property. Recent DNA sampling of the bones visible at the surface has revealed that both accumulations consist exclusively of bones from bowhead whales.

The largest concentration is found at the west end of the Harbour on a beach at the base of Tracey Hill known locally as “the Boney Shore”. At the north end of the beach the temporal bones (located at the base

## 2. DESCRIPTION

east of Kelpy Cove contains at least three large and relatively intact temporal bones. One is located just above the high tide mark, as is typical of the other deposits. However the other bones in this location have settled into an area of marshland 150 metres from the nearest shoreline. One has a portion of the supraoccipital bone (i.e. the top of the head) still attached and several associated mandible fragments are located nearby. A third concentration above the high water mark at Steamer Cove includes a dozen thoracic or lumbar vertebrae fragments.

Archaeological testing at the Boney Shore and Kelpy Cove during the summer of 2009 revealed that more 16th-century whale bones are buried in areas adjacent to the surface deposits.



## 2. DESCRIPTION

### Other Notable Features

Several other notable features associated with 16th-century Basque whaling have been found by archaeologists at Red Bay.



**Figure 2.14** View to Twin Islands from the headland at the east end of Saddle Island.  
*Parks Canada/Cindy Gibbons*

Archaeologists have identified two prominent headlands that were likely used as look-outs or signalling stations for spotting whales. At the east end of Saddle Island, the remains of a hearth were found at the top of the headland and other debris was scattered at its base. On Twin Island the remains of a structure were found at the base of the headland and were likely related to a second look-out or signalling station. The structures associated with these sites are described in the previous section. From the top of both headlands there are excellent views of the Strait of Belle Isle, Saddle Island and other significant locations in the nominated property.

## 2. DESCRIPTION

The footprint of an unusual structure was found at Area F, a well-drained area near the cemetery and removed from the whale oil production areas of Saddle Island. The structure, measuring 6 by 10 metres, is defined by a series of 17 post holes. It had a tiled roof supported by two large posts at the centre and a hearth at the southwest corner. There is not enough archaeological evidence to determine the exact function of the building, but its proximity to the cemetery suggests an association with it and provides a field for future investigations.

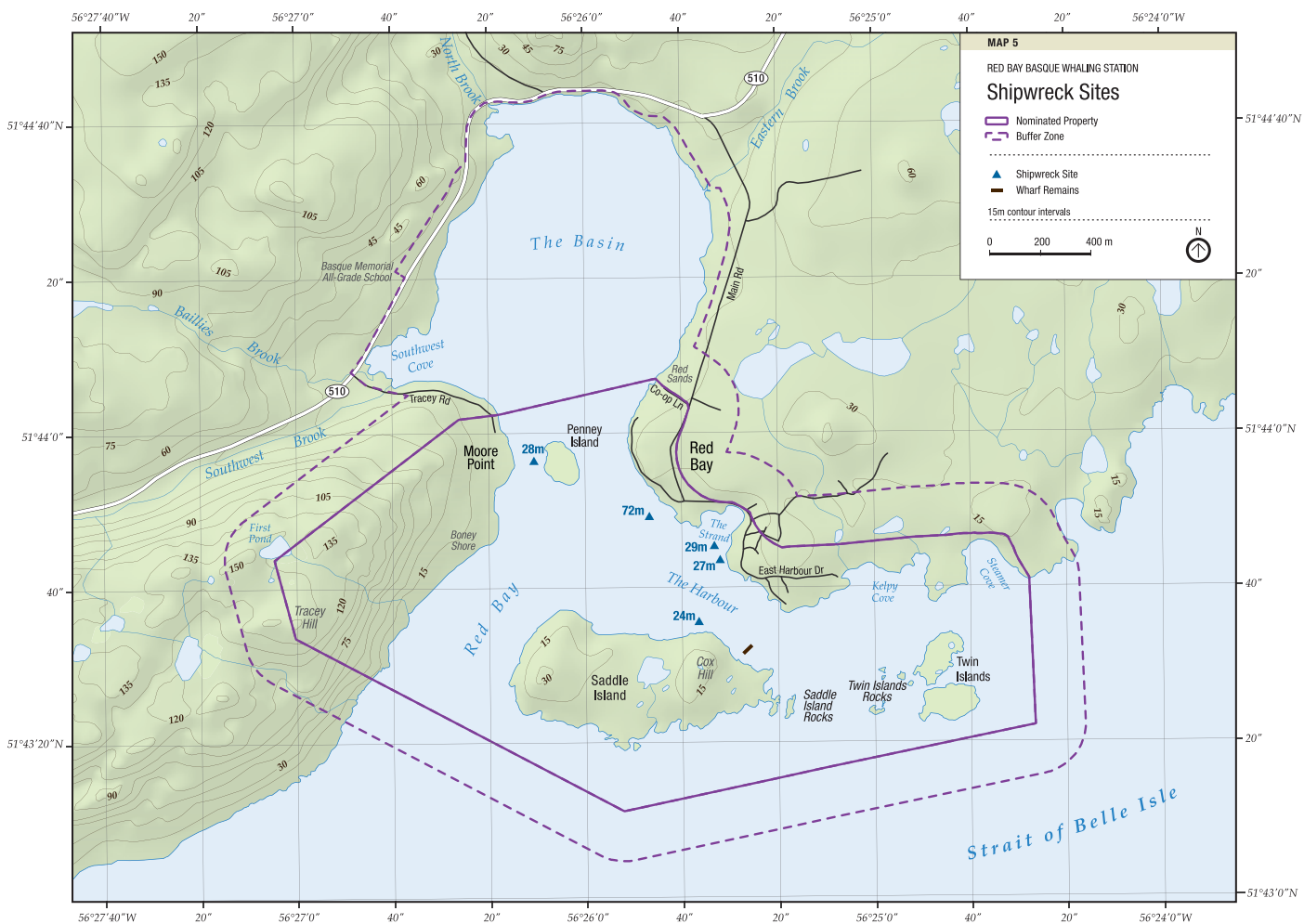
Another important archaeological feature of the nominated property is the large Aboriginal campsite adjacent to the ovens at the Saddle Island West site. It was occupied by the ancestors of today's Innu – the indigenous peoples of the present day Québec-Labrador peninsula. Archaeologists have excavated at least 170 hearths in this area. Radiocarbon dating of charcoal found in them indicates that the site was occupied from about 1,000 years ago until at least the 16th century. The presence of European hardwoods and iron nails in the more recent hearths indicate that the Basques and Innu were using the site during the same period. One source from the early 17th century indicates that the Innu assisted the Basques with production of whale oil in the Strait of Belle Isle. This particular aspect of the story of Basque whaling at Red Bay is intriguing and requires further study.



## 2. DESCRIPTION

### 2. A (ii) Underwater Archaeological Resources

A large portion of the nominated property consists of submerged lands and the water column above them, including the entirety of the Harbour delineated by Penney Island, the Boney Shore, Saddle Island and the mainland shore opposite. The nominated property also includes the submerged lands and water column immediately south of Saddle Island, those which surround Twin Islands and those along the mainland shore to the eastern point of Steamer Cove. The submerged lands within the Harbour contain the exceptionally well-preserved remains of four whaling galleons and other archaeological resources related to 16th-century whaling activities at Red Bay (see Map 5).





### **Ships**

The well-preserved and rare remains of four whaling galleons from the 1500s are located at the bottom of the Harbour in Red Bay. The remains of a fifth smaller vessel were removed for further study. Three of the four galleons were discovered by Parks Canada archaeologists during the 1980s and the fourth in 2004. They form an excellent representative sampling of the ships that brought whalers to Labrador and returned to Europe with cargos of whale oil. The extensive research carried out by Parks Canada and recently published in a comprehensive five-volume report, has shown that these were sailing ships of the Iberian-Atlantic tradition – a shipbuilding tradition of the Atlantic coast of Europe that is believed to have originated in the Mediterranean. The ships found at Red Bay comprise the most extensive and best-preserved collection of Iberian-built ships at any single location in the world.



#### *The 24M site<sup>1</sup>*

In 1978, underwater archaeologists located the remains of a vessel in the Harbour near the east end of Saddle Island at a depth of about 10 meters. While the location of the vessel closely corresponds with information contained in legal documents located at the Archivo Histórico de Protocolos de Guipuzkoa at Oñati in the Basque region of Spain that relate to the loss of a vessel called the *San Juan* at Red Bay in 1565, it cannot be completely proven that it is in fact the *San Juan*. The remains of the vessel are referred to as the 24M site – the site identification number assigned by Parks Canada.

**Figure 2.15** The remains of the 24M vessel were reburied on site after excavation and recording were complete. *Parks Canada/P. Waddell*

## 2. DESCRIPTION

The 24M site was fully excavated and each of the ship's components recorded in detail by Parks Canada underwater archaeologists between 1978 and 1985. The archaeologists decided that the best way to ensure the long-term preservation of the 24M site was to recreate the environment that had preserved the ship since it sank. All of the more than 3,000 original components of the vessel were systematically reburied on the Harbour bottom. The timbers were arranged in three layers with 20 centimetres of sand on top of each layer. These are contained within a retaining wall of sandbags supported on the outside by ballast stone that had previously been excavated and studied. The mound is completely covered by a specially-designed synthetic rubber tarpaulin held in place by 60 concrete-filled rubber tires. The reburial mound created on the 24M site measures 14 by 16 metres and varies in depth from 1.2 to 1.5 metres.

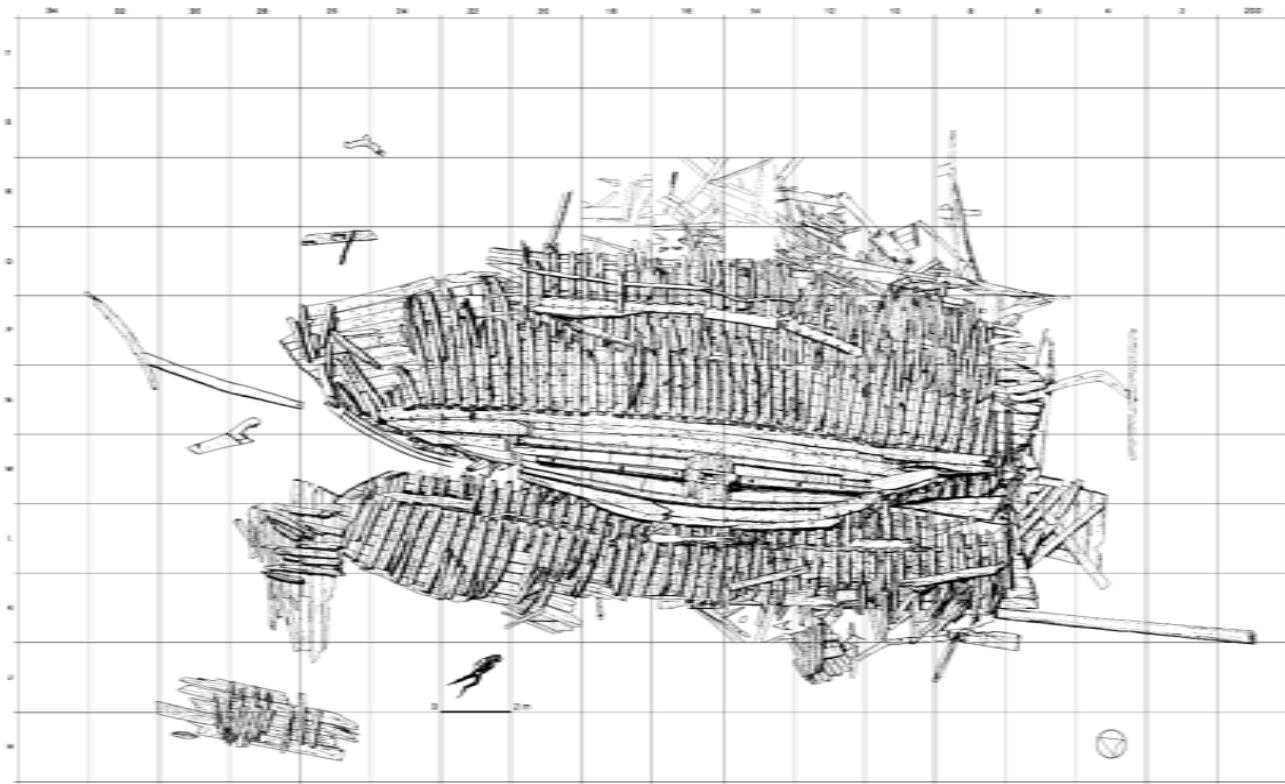


Figure 2.16 Final site plan of the 24M vessel. Parks Canada/P. Waddell and drafting team

## 2. DESCRIPTION

Buried in a trench near the main reburial mound is a large quantity of barrel staves, roof tile fragments and some small boat parts that had been recovered during the excavation of the 24M site.

The extensive excavation and study of the 24M vessel has produced a ground-breaking report that, along with the underwater archaeology of Red Bay, encompasses the development of Basque shipbuilding and the beginning of a global whaling industry. The report is included as Appendix 9a.

### *The 27M and 29M Sites*

Buried in a trench near the main reburial mound is a large quantity of barrel staves, roof tile fragments and some small boat parts that had been recovered during the excavation of the 24M site.

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### *The 27M and 29M Sites*



**Figure 2.17** A partially burnt mariners' astrolabe was found in the stern area of the 27M vessel.  
*Parks Canada/G. Vanderlugt*

While the 24M site was being excavated the remains of two other galleons were found on the north side of the Harbour at the entrance to the Strand. The first of these, the 27M site, was discovered in 1983 when the investigation of a deposit of whale bone and roofing tile revealed the presence of a series of oak timbers and ballast stone — the obvious remains of a shipwreck. The 27M site is located close to shore in approximately 4 metres of water. Investigation of the remains revealed that the ship burned before sinking.

## 2. DESCRIPTION



Figure 2.18 Mast step of the 29M vessel.  
Parks Canada/D. Pagé

The remains of another galleon (the 29M site) were found in 1984 during test excavations carried out at the mouth of the Strand in relation to the installation of a sewage system. The vessel is lying on its starboard side in about 3 metres of water. The lower hull is well-preserved, and investigation revealed that it is significantly larger than the 24M and 27M vessels.

Test excavations determined that both the 27M and 29M ships are 16th-century Basque whaling vessels. The areas exposed by the excavation were covered with loose sand and then a heavy gauge tarpaulin held in place with sandbags.

### *The 72M Site*

In 2004, while retrieving whale bones from the Harbour for a DNA sampling study, Parks Canada underwater archaeologists found the remains of a fourth ship (the 72M site)



Figure 2.19 Excavation of the 72M vessel in July 2005. Parks Canada/M-A Bernier



## 2. DESCRIPTION

at Red Bay. The wreck is located near the mainland shore of the Harbour in water ranging from 7 to 10 metres deep. During the summer of 2005 Parks Canada carried out a survey and test excavation of the remains. Based on construction characteristics and associated artefacts, archaeologists were able to confirm that the ship was of 16th-century Basque origin. The remains consist of a 7-metre long articulated section of the ship's lower hull with an extensive scattering of timbers, all of which were partially buried at the time of discovery.

After the survey and test excavation in 2005, the wreck was reburied on site in a 27 by 12 metre area using the same techniques as for the 24M site.

### *The 28M Site*

In addition to the four vessels described above, underwater archaeologists recovered the remains of a smaller vessel located in the narrow channel between Penney Island and the mainland shore at the west of the Harbour (28M site). The remains were completely removed and study has revealed the vessel to be a ship's longboat, which functioned as a support boat for whaling industry activities.

### **Underwater Concentrations of Whale Bones**

Six significant concentrations of whale bones have been identified in the Harbour at Red Bay (see Map 4). A large number of whale bones were also retrieved during the excavation of the 24M wreck site. While the terrestrial concentrations of whale bones described in the previous section consist exclusively of bowhead whale bones, testing of bones found underwater has revealed some of them to be from North Atlantic right whales.

Due to the favourable environmental conditions provided by the cold water and silt of Red Bay Harbour, the most substantial and best preserved examples of 16th-century whale bones were found underwater during the excavations and surveys associated with the study of the 24M site.

Two deposits near the shore of Penney Island were found during a 1980 survey of the Harbour carried out by underwater archaeologists. The first is just offshore from the whale oil rendering oven at the north end of the island. It includes two skulls, a number of articulated vertebrae and several ribs - the remains of two flensed whales. The second deposit, off the southwest shore, includes several skulls, ribs and an ulna. Researchers have concluded that these are the remains of flensed whale carcasses that drifted to this location.



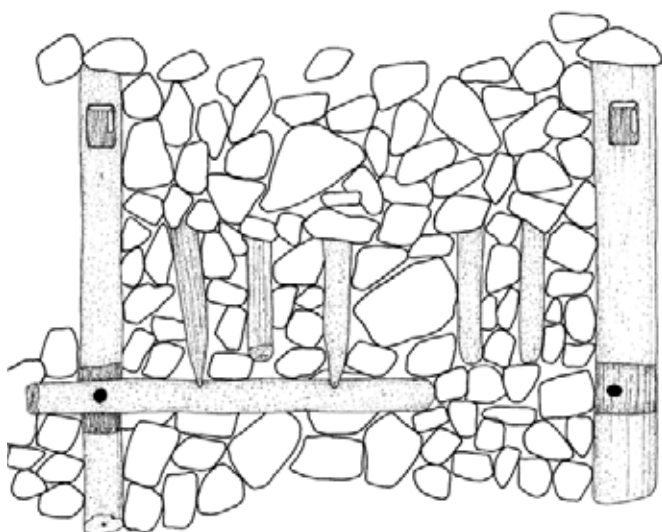
## 2. DESCRIPTION

Underwater archaeologists also investigated four other concentrations of whale bones found off the north shore of the Harbour during a 1982 survey. The bones in these deposits are mixed with fragments of roofing tile and are associated with the extensive whale oil production activities that took place on the adjacent mainland shoreline. Two of these deposits are at the entrance to the Strand. As noted above, investigation of one of these deposits resulted in the discovery of the 27M site. Large numbers of whale bones were also found in test excavation trenches adjacent to the shoreline both east and west of the Strand. The eastern trench in particular contains a large number of solidly packed skull and rib fragments that have been left *in situ* for later study.

An underwater test excavation referred to as the Shore Trench, between the 24M site and the adjacent shore of Saddle Island where whale oil production took place, revealed a concentration mainly of flipper and tail bones.

### Wharf Remains

The remains of a wharf structure are located in shallow water a few metres from the shore of Saddle Island (see Map 5). Archaeological investigations of this structure determined that it is of Basque origin and most likely provided access to a large rendering oven on the shore. The structure consists of two parallel softwood logs, approximately 1.5 metres long and spaced about 1.6 metres apart, which are joined by a smaller perpendicular log set into notches in the top of the framing logs and secured with hardwood trenails (wooden pegs used to secure timbers). Upright posts held in place with wedges made from the ends



of barrel staves were also set into the top of the framing logs. The floor of the structure was constructed by running five smaller logs parallel to the framing logs. These are held in place by a large number of ballast rocks. Excavation of the area adjacent to the wharf structure revealed whale tail and flipper bones and a layer of codfish bones. The wharf remains and a collection of associated artefacts were reburied using loose sand and covered with a layer of sandbags.

Figure 2.20 Structural plan of wharf remains. Parks Canada/D. Kappler

## 2. DESCRIPTION

### **2. A (iii) Other Archaeological Resources**

In addition to those resources directly associated with the 16th-century Basques, the nominated property contains archaeological resources related to other populations that have lived at Red Bay during the past 3,000 years. These include sites that were used by Palaeo-Eskimo groups and other sites used by the more recent Inuit (indigenous peoples of northern Canada, Greenland and Alaska) who visited the area during the 17th and 18th centuries.

There are three Palaeo-Eskimo sites on Saddle Island. Underneath the remains of the cooperage at Area E, archaeologists found numerous stone tools associated with early Palaeo-Eskimos who lived in Labrador more than 3,000 years ago. Hearths and other features typically associated with this culture were not found due to the intense activity in the location during the 16th century.

Similarly, stone tools associated with later Palaeo-Eskimo inhabitants were found towards the east end of Saddle Island at Areas F and M. Area F yielded tools associated with the Groswater Palaeo-Eskimos, who lived in Newfoundland and Labrador between 2,800 and 2,000 years ago. The Area M occupation was by Dorset Palaeo-Eskimos, who lived in Newfoundland and southern Labrador between 1,800 and 1,400 years ago. No hearths or other features were found at these locations.

A rectangular sod house was found on Twin Islands that had roof timbers resting on peat walls and a bedrock floor. The structure is located near the beach at the north end of the islands. At the top of a nearby rise archaeologists also located a tent ring made of whale vertebra. Excavation of both structures yielded artefacts that link them to the Thule Inuit culture – ancestors of the present-day Labrador Inuit who frequented the Strait of Belle Isle area to trade with Europeans during the 17th and 18th centuries.

On a ridge near the beginning of the Tracey Hill and Boney Shore trails at the northwest corner of the nominated property, archaeologists found hearths associated with the Maritime Archaic peoples. They were Palaeo-Indian peoples who lived in southern Labrador from about 8,000 to 3,500 years ago.

### **2. B History and Development**

The nominated property, located in the tiny community of Red Bay on the south coast of Labrador, has a 9,000 year human history that includes some of the earliest habitation in what is now the eastern Canadian province of Newfoundland and Labrador. These early Palaeo-Indians were followed by a succession of aboriginal cultures – all attracted by the maritime resources of the Strait of Belle Isle - that included the Maritime Archaic

## 2. DESCRIPTION

people and Groswater and Dorset Palaeo-Eskimos. The ancestors of the present-day Innu, who still inhabit areas of present-day Québec and Labrador, were present along the Strait of Belle Isle when European fishermen and whalers arrived during the early 16th century.

The most significant phase of Red Bay's history came in the 1500s when it became the largest and most important port of the world's first industrial-scale whaling enterprise developed by the Basques along the south Labrador coast. During that time the Basques crossed the Atlantic Ocean to hunt North Atlantic right whales (*Eubalaena glacialis*) and Greenland right whales (*Balaena mysticetus*), also known as bowhead whales, in the Strait of Belle Isle – known to the Basques as the “Grand Bay.” Whaling and whale oil production took place at Red Bay, which the Basques called Buttes, from the 1530s until the early years of the 1600s. Subsequently, the port was used by French merchants as a point of trade with Inuit from northern Labrador during the first half of the 18th century. Following the Treaty of Paris in 1763, Red Bay became a seasonal port for cod fishermen from the West Country of England. The first permanent settlers arrived from Carbonear in Conception Bay on the east coast of the island of Newfoundland during the 1840s.

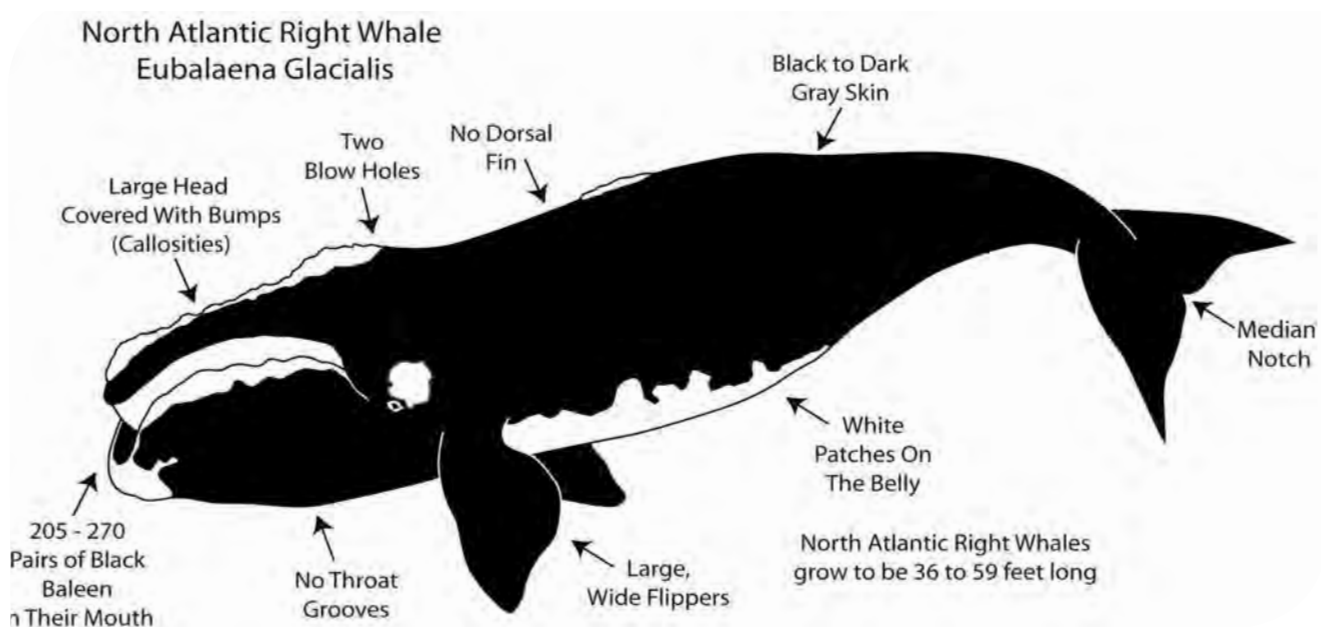


Figure 2.21 Characteristics of the North Atlantic right whale (*Eubalaena glacialis*). Town of Red Bay/Quigley Design Associates

## 2. DESCRIPTION

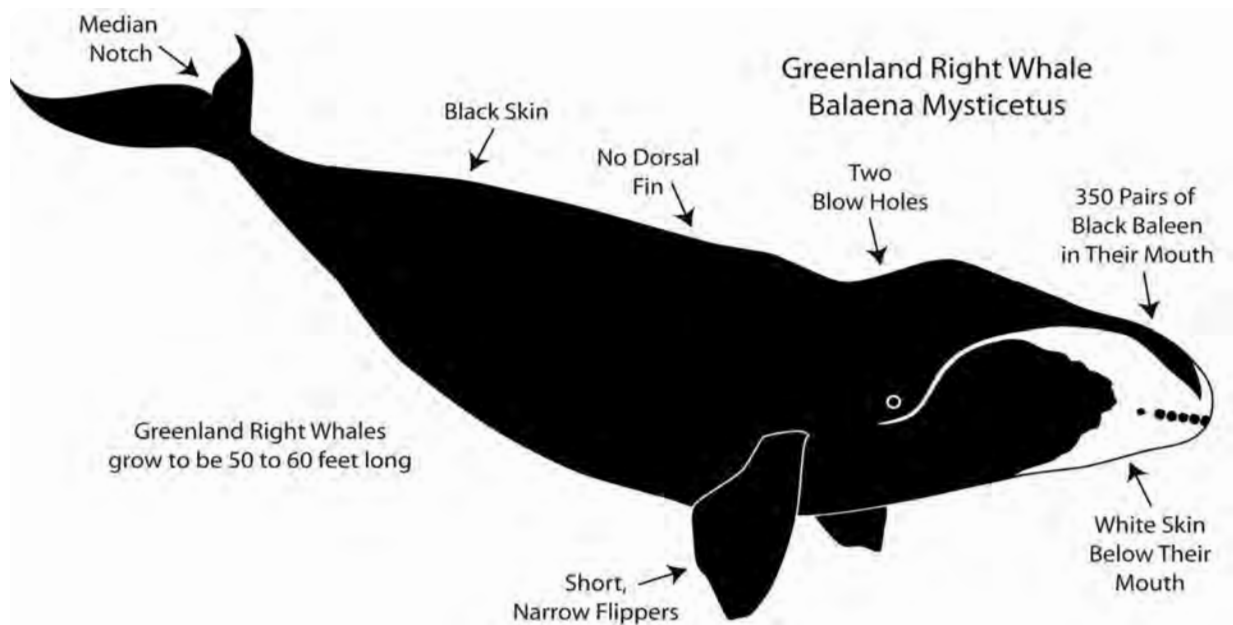


Figure 2.22 Characteristics of the Greenland right or bowhead whale (*Balaena mysticetus*). Town of Red Bay/Quigley Design Associates

Red Bay's historical significance as a 16th-century whaling port was discovered in the late 1970s through the study of archival documents in Spain and the subsequent discovery of a well-preserved 16th-century galleon in the Harbour and the remains of whale oil processing areas along the shoreline. For fifteen years archival and archaeological research drew national and international attention to the nominated property. This in-depth study eventually led to the opening of interpretive facilities at Red Bay National Historic Site of Canada by the Parks Canada Agency in 2000.

To understand the global significance of Red Bay today it is necessary to first understand the historical importance of whale oil and the origins and evolution of the commercial whaling industry around the world. The following text will provide the historical context and present greater detail of the history of the nominated property from the 16th century, when it developed into the largest and most important port associated with large-scale commercial whaling, to the present day.



## 2. DESCRIPTION

### 2. B (i) Global Importance of Whale Oil <sup>2</sup>

Human history has passed through many stages in the development of energy sources as artificial light, including pitch from pine trees, a variety of oils such as tallow from animal fat, fish oils and vegetable oils, kerosene made from coal, gas, petroleum and electricity. However, whale oil was the first source of energy ever to be commercially produced for light, and whales are the only living animals that have ever been used for the large-scale production of that energy.

Whale oil is extracted from the fat, or blubber, of the whale. Whale blubber is composed of a fibrous, fatty material that contains large cells filled with oil. When the blubber is exposed to high heat the oil separates from the fibres and produces a liquid that can be used for light and a variety of other purposes. This fuel was the catalyst first for a local enterprise in the Bay of Biscay and then for an industry that spanned the globe.

Before the realization and discovery that whale blubber could be transformed into a superior source of lighting energy, light was obtained from simple and locally available sources, such as wood and other sources of oil. The light produced from these sources was used mainly for domestic purposes.

As lamp fuel, whale oil burned brighter with less smoke than other available sources of light, such as vegetable oil and tallow candles. It quickly became the preferred source of light in Europe. By the time that the Basques were producing large amounts of whale oil at Red Bay and other ports in Labrador during the 16th century it lit homes, churches, public buildings and streets in cities across the continent. Whale oil also contributed to the improvement of living standards and the shift to urban society. In North America it became the most common oil used in lighthouses. Whale oil became so important that in 1811 a Scottish historian wrote that whale oil was “an indispensable necessity of life.”<sup>3</sup>

As described in more detail in the following section, the Basques were the first to commercially produce whale oil. Markets for their product were established in Europe during the 12th and 13th centuries and, as is the case with any newly discovered source of energy, the demand and the market for whale oil expanded steadily. As one historian has written, “oil was as crucially important to Europeans in the Middle Ages and the centuries that followed... and whales were a major source.”<sup>4</sup>

The Basques took advantage of this demand and expanded their production, first along the northwest coast of Spain and then in eastern North America. The demand for whale oil had grown so much by the end of the 16th century that the industry quickly expanded northward with the discovery of new whale stocks east of Greenland in the Barents Sea.

## 2. DESCRIPTION

The demand for whale oil continued to increase during the following three centuries. Whaling ships ventured farther and farther afield in search of new stocks of whales in order to satisfy it.

It would be more than 300 years after the Basques began large-scale commercial whaling at ports in Labrador, of which Red Bay is the best example, before an alternative source of energy for light would be discovered. But after it was discovered that kerosene could be produced from petroleum, it dominated the artificial lighting needs of the world. The direct burning of fossil fuels eventually gave way to electricity generated by a variety of means as the light source of choice. None of them, however, have yet dominated as a source of energy for artificial light in the industrialized world for as long as whale oil did.

The commercial production of whale oil marks a crucial point in the development of sources of energy for lighting, but it also paved the way for future industrialization and ultimately the development of the modern world. Among its various industrial applications was its use as a lubricant. Once it has been refined, whale oil does not re-solidify, even at extremely low temperatures. It was therefore a high-quality lubricant that could be used with all types of machinery. During the 18th century, the newly invented machinery of the Industrial Revolution required regular lubrication, and whale oil was one of the best that was available.

The light produced by whale oil played a second important role in supporting industrialization. The superior quality of lamp oil that was obtained from sperm whales beginning in the early 18th century, along with the spermaceti — the waxy substance from the head — that was used to make clean, bright candles, was used to light factories and other industrial works. The superior light that they created enabled longer working hours, which resulted in more productivity and therefore more of the innovation and growth that characterized the industrial era.

As industrialization swept across Europe and then the American colonies and other parts of the world, the demand for whale oil both for use as a lubricant and a source of light increased dramatically and drove the industry to its peak in the mid-19th century.

Whale oil was used as a cleanser in the textile industry and in the production of paint, varnish and some cosmetics and perfumes. It was also the basic ingredient in the manufacture of soap and, in the early 20th century, margarine.

## 2. DESCRIPTION

### 2. B (ii) World Whaling History

Most cultures connected to the sea have traditions of taking advantage of beached or stranded whales for the oil, bone, baleen and meat that they yielded. Certain cultures at some point began to actively pursue whales instead of waiting for them to drift ashore. Rock art carvings at Bangu-Dae in the Republic of Korea are recognized as one of the world's most outstanding examples of whales portrayed in petro-glyphs. People living in that area have a long dependence on whales as part of their livelihood, and the petro-glyphs suggest that whaling may have been practiced there as early as the late Neolithic Age. They reflect the significance of whaling both on the Korean peninsula and internationally. The Bangu-Dae petro-glyphs are included on the Republic of Korea's Tentative List for World Heritage Sites.<sup>5</sup>

In northern Norway there are petro-glyphs from the Neolithic Age (3,000 – 1,800 BC in Europe) that depict porpoise hunting. Harpoons, gaffs and other tools found at archaeological sites in that region provide evidence of whale hunting around 1,000 BC.<sup>6</sup> Early whaling in Norway involved herding pods of whales into narrow fjords and towards shallow beaches where they could be easily killed. The Norse took these techniques with them to other parts of Europe, including the Hebrides, Orkney Islands and Shetland Islands in Scotland and the Faroe Islands.<sup>7</sup>

Cultures in the Pacific Northwest attacked whales with poison-tipped lances. The Inuit of Canada's Arctic pursued whales from boats with harpoons that had a float attached to the line, allowing them to follow the whale and kill it once it had tired.<sup>8</sup> These were subsistence whaling traditions. They provided local populations with meat, oil, baleen and bone that were essential to their survival.

Commercial whaling, which involved the hunting of whales and production of whale oil for profit, was first undertaken by the Basques in the Bay of Biscay as early as the 11th century. As discussed in more detail above, the primary use for whale oil when it was first commercially produced was as a source of light. Since it started, commercial whaling was the first and only large-scale industry based on the exploitation of living resources from the sea for the production of energy (i.e. light).

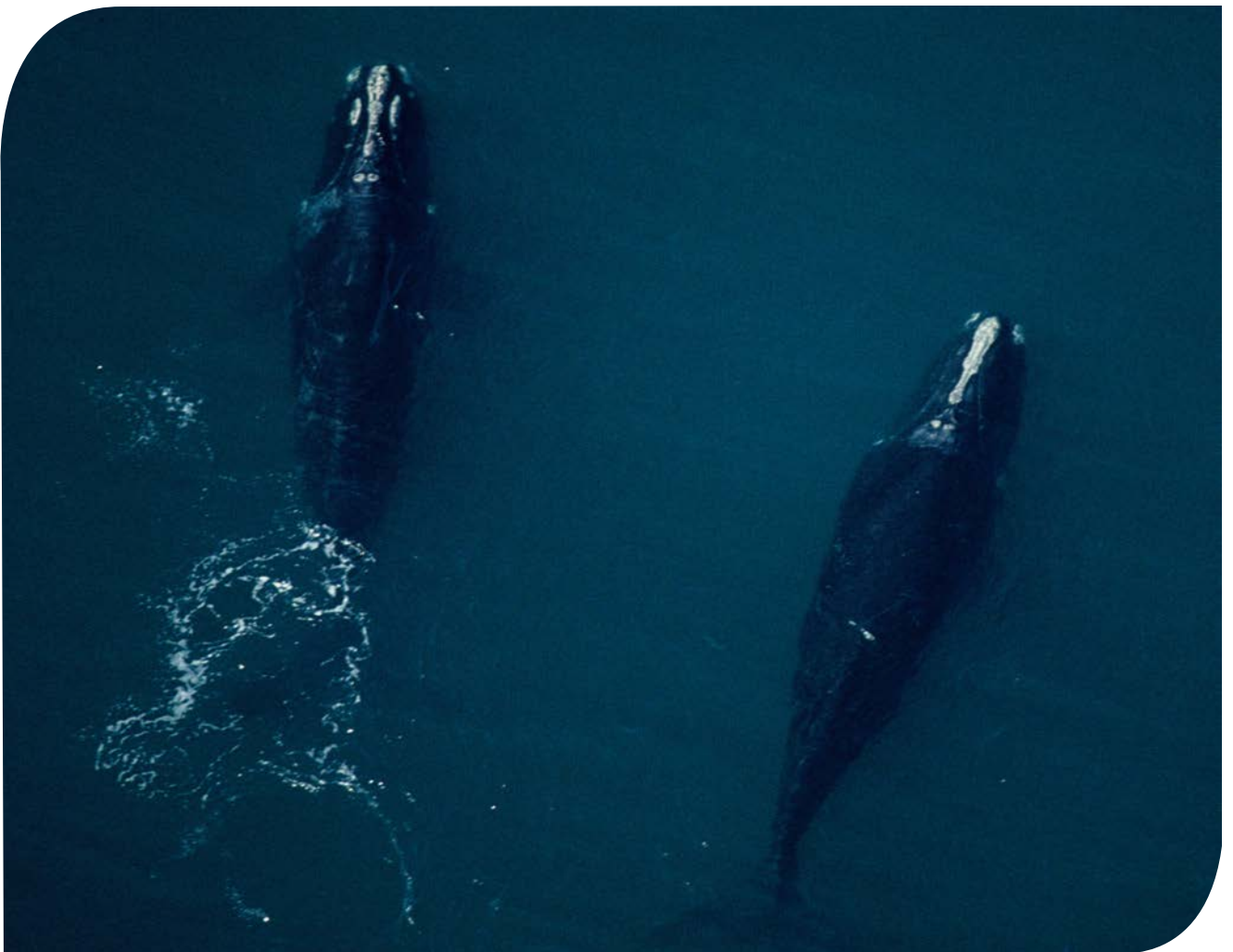
The Basques hunted whales first along their own shores and then along the neighbouring coast of northwest Spain. During the first half of the 16th century they began whaling across the Atlantic in the Strait of Belle Isle, hunting along the coast of what is now Southern Labrador and the Lower North Shore of Québec. This was the first time that whales were hunted on an industrial scale. Red Bay was the largest and most important

## 2. DESCRIPTION

of a dozen Basque whaling ports in this area. It was also the beginning of an international industry that eventually reached all of the world's oceans.

The near-shore or coastal whaling techniques developed by the Basques and later emulated by others persisted through to the late 19th and early 20th centuries in some areas. During this time, advances in industry and technology allowed the later development of other whaling techniques, namely offshore or pelagic whaling, practiced from the 1640s to the 1850s, and modern industrial whaling, which began in the 1850s.

### **Near-shore or coastal whaling**



**Figure 2.23** North Atlantic right whales – the species that first attracted Basque whalers to Red Bay and other Labrador ports. *Centre for Coastal Studies*



## 2. DESCRIPTION

The near-shore or coastal whaling associated with the Basques in the Bay of Biscay and in the Strait of Belle Isle involved pursuing slow-moving whales from open boats along the coast and towing them back to shore stations to flense them and process the oil. The Basques were the sole practitioners of coastal whaling until the end of the 1500s. Their monopoly on the industry was finally broken by Dutch and English whalers, who both laid claim to new whaling grounds discovered in the oceans around Spitsbergen in the Barents Sea at the beginning of the 17th century. For a number of political and economic reasons, the Basques withdrew from large-scale whaling at this time. Dutch and English outfitters hired Basques essentially to teach their crews how to hunt whales and process whale oil.

The Dutch and English established a number of whale oil processing stations on the west coast of Spitsbergen as they fought for control of the industry there during the first half of the 17th century. The Dutch eventually prevailed. They also set up shore-based whaling stations at Jan Mayen Island and Iceland during this period.

As Europeans moved outwards and colonized areas around the globe from America to Australia, they took their dependence on whale oil with them. This eventually led to the development of shore-based whaling in these areas to meet the demands for whale oil for light.

During the 1650s Dutch and English colonists in the New England and New York areas of what is now the United States also began coastal whaling. From boats they pursued whales during the annual migration along that coast and towed them to shore for processing. The colonists employed essentially the same techniques taught to their countrymen by the Basques at Spitsbergen.

Even though whaling had quickly developed into a large-scale overseas industry by the mid-16th century, coastal whaling persisted on a small scale in some areas into the late 19th and early 20th centuries. These areas included the Basque coast, where the last whale was reportedly killed by fishermen from Orrio in the Basque province of Gipuzkoa in 1901, and the east coast of the United States, where whales were hunted from shore into the later years of the 19th century.

In some areas of the southern hemisphere local shore-based whaling did not get started until the early years of the 19th century. Australia and New Zealand were being settled by the British at this time and coastal whaling for the southern right whale was undertaken on a relatively small scale from locations in New Zealand and Tasmania and New South Wales in Australia.<sup>9</sup> This hunt took place during the winter months when the whales migrated north to breed.<sup>10</sup> Coastal whaling in Australia peaked in the late

## 2. DESCRIPTION

1830s and in New Zealand during the mid-1840s.<sup>11</sup> In South Africa shore-based whaling for the southern right whale began around 1792 and continued more or less without interruption until 1975.<sup>12</sup>

### **Offshore or pelagic whaling**

Early offshore or pelagic whaling involved ships that ventured offshore in search of whales, which were hunted from whale boats. Initially the blubber was stored in barrels and returned to shore for processing. This practice eventually gave way to on-board rendering ovens that allowed the oil to be processed at sea.

This particular phase of whaling began in the Barents Sea during the 1640s, when the number of whales that migrated close to shore at Spitsbergen had declined and Dutch whalers were obliged to venture farther from shore to hunt them. Rather than take the time to return to shore to process the oil, they preferred to store the blubber in barrels on board the ships to be processed at the end of the voyages. This eliminated the need for shore stations and by the 1670s the second phase of commercial whaling — offshore whaling — was well established and dominated by the Dutch fleets in the waters east of Greenland.<sup>13</sup>

The Americans became involved in offshore whaling several decades later. Legend has it that a Nantucket whale captain, blown out to sea in an unexpected storm in 1712, discovered himself amidst a pod of sperm whales. Despite the stormy weather he ordered his crew to kill one, which they towed home after the storm ended and the great American whale fishery was born.<sup>14</sup> Fact or fiction, New England whalers were making long voyages out into the Atlantic in search of sperm whales during the early years of the 18th century. In increasingly larger ships, they hunted whales from the Davis Strait in the north as far south as Brazil, returning to port periodically to bring home blubber for processing before it spoiled. This link with the shore was finally broken in the 1750s, when on-board rendering ovens, or tryworks, were introduced to American vessels. This was a Basque invention from the previous century that allowed whale ships to venture as far as necessary in search of their prey.<sup>15</sup>

While the Dutch continued to dominate Arctic whaling through to the end of the 17th century, English interest was rekindled by the discovery of new whaling grounds in the Davis Strait between Greenland and the Canadian Arctic during the 1720s. By the turn of the 19th century they had taken over the dominant position in Arctic whaling.<sup>16</sup>

In the meantime, the American and British offshore whaling fleets continued to increase in size and range throughout the 18th century as they pursued sperm whales farther and

## 2. DESCRIPTION

farther. In 1789 a British whaling ship called *Emilia* rounded Cape Horn and became the first whale ship to enter the Pacific Ocean. A new era began as whalers finally pursued the object of their hunt around the globe.

By the middle of the 19th century, whaling was a huge industry, particularly in the United States where it involved more than 700 ships, an investment of 70 million dollars in infrastructure and 70,000 people who made their living from it directly or indirectly. In 1853, the most profitable year, 8,000 whales were killed and 11 million dollars in profit was generated.<sup>17</sup> This is the era portrayed in Herman Melville's great epic *Moby Dick*, the era when the Americans dominated the whaling industry.<sup>18</sup>

### **Modern commercial whaling**

The whaling techniques of hunting slow-moving whales from small boats with hand-thrown harpoons prevailed for several centuries, until the middle of the 19th century. Equally intense was the manual removal of the blubber and boiling it down over open fires in rendering ovens. This technology was developed by the Medieval Basques on their own shores and perfected during the intensive Labrador whaling period of the 1500s. Modern commercial whaling began with the advent of more efficient hunting and processing methods and coincided with the decline of the American sperm whale and other pelagic whale fisheries.

During this period, the production of whale oil returned to land and was carried out in previously underexploited areas and engaged in by new commercial whaling nations. Coinciding with modern whaling developments was the discovery of fossil fuels and the wide-spread use of kerosene as a source of light. New uses were found for whale oil, such as the manufacture of lubricants, cosmetics, soap and margarine, in order to keep the industry viable.

The hunting of whales and the processing of whale oil as an illuminant, along with its other domestic and industrial uses, prevailed for nearly a millennium, from the 11th to the 20th century — longer than any other global industry thus far. It is little wonder then that whaling has been called “one of the world's first great multinational businesses, a global enterprise of audacious reach and import.”<sup>19</sup>

### **2. B (iii) Early Basque Whaling**

As further discussed in the previous section, the Basques were the world's only commercial whalers from as early as the 11th century until the beginning of the 17th century.

## 2. DESCRIPTION



**Figure 24** The Basque port of Pasaia in northern Spain, from which whaling ships sailed to Labrador during the 16th century. *Cindy Gibbons personal collection*

Whaling in the Bay of Biscay was a cooperative venture among the fishermen of each community. Watchmen were posted at signal towers called *atalayas* to watch for the North Atlantic right whales between October and March on their annual migration through the Bay of Biscay. When a whale was spotted, the watchman signalled and fishermen set out in boats to pursue and kill it. It was then towed back to shore and processed.

Basque sailors and ships moved farther afield during the Middle Ages. Among other things, they played a key role

in maritime trade with northern Europe, they were involved in coastal whaling in northwestern Spain and they ventured as far as Ireland for the hake fishery. These undertakings required more organization and investment than maritime activities in their own region and set the stage for Basque involvement in the trans-Atlantic fisheries. They were among the first Europeans to take advantage of the rich maritime resources of northeastern North America. By the 1540s they were engaged in the world's first industrial-scale overseas whaling in the Strait of Belle Isle.

### **2. B (iv) Organizational Context of 16th-century Basque Whaling in the Strait of Belle Isle<sup>20</sup>**

The earliest known Basque voyages to Terra Nova — the general area now known as Atlantic Canada — during the 1520s were for codfish. Basque involvement in the Terra Nova cod fisheries continued until the late 16th century, with vessels from Basque ports making one trip each year to areas around the south, west and north coasts of Newfoundland. Archival documents indicate that some of these early cod fishing voyages were outfitted to kill any whales they might encounter. It quickly became apparent, however, that the large numbers of whales that migrated through the Strait of Belle Isle each summer offered an excellent opportunity for whaling. The slow-moving North Atlantic right whales had a thick layer of blubber that provided natural insulation against the frigid ocean temperatures (see figure 2.22). For the Basques these whales represented huge quantities of whale oil that could fetch a large profit in the markets that they had established and built throughout Europe since the 11th century.



## 2. DESCRIPTION



Figure 24 First page of the charter party for the 1564 Labrador whaling voyage of the Basque ship *La Concepción*. Archivo Histórico de Protocolos de Gipuzkoa, Oñati

fill the ships and they could set sail in August or September for the month-long voyage to Europe.

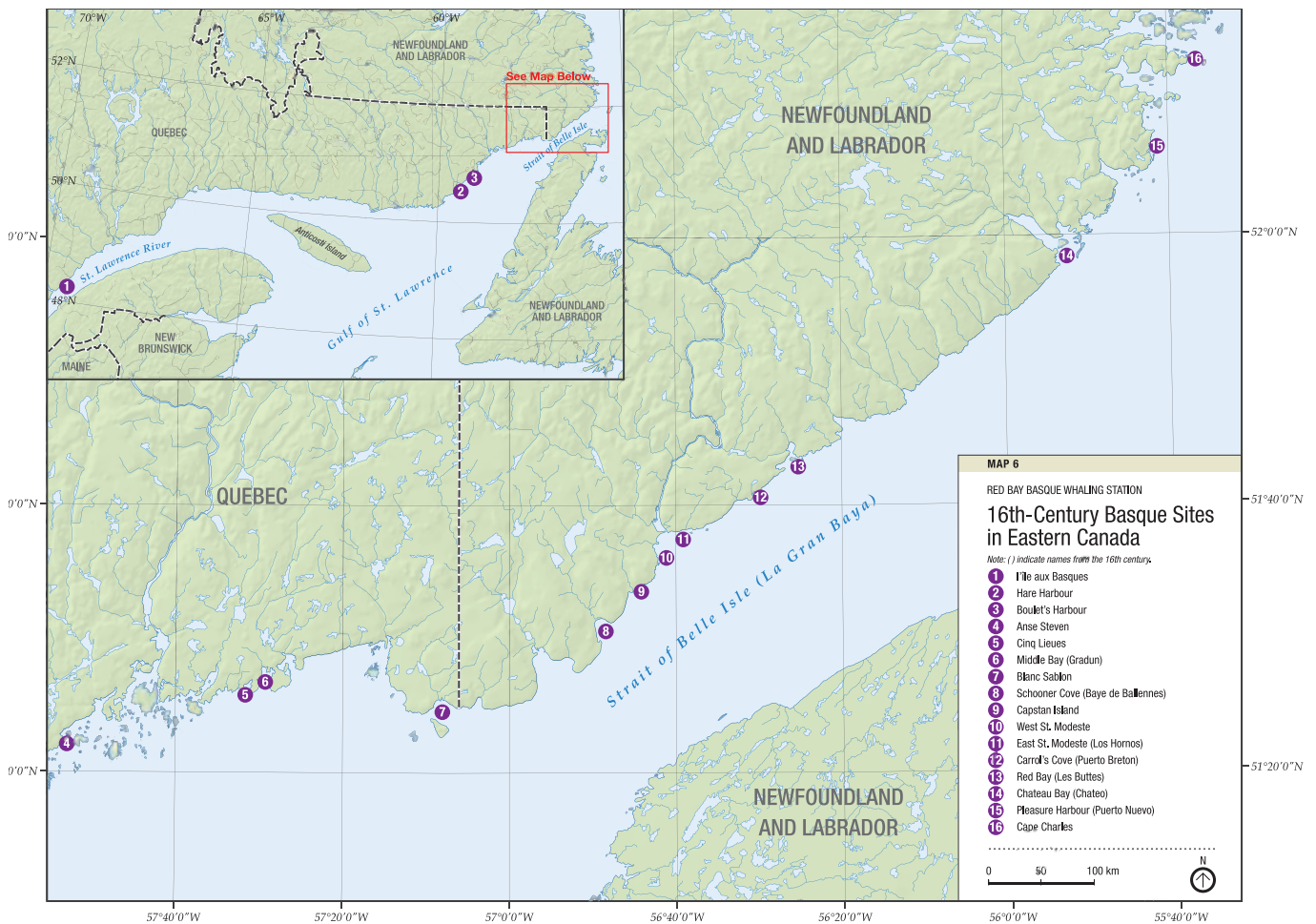
The agreement known as a charter party was negotiated for each voyage. It outlined the primary responsibilities of each party involved, including the owner, outfitter, captain and steward.

Crews for whaling voyages to the Strait of Belle Isle were hired on a traditional share system based on profit and loss. Payment was a share of the total cargo of whale oil and was paid only after the ship had safely returned to port and the cargo had been sold. The amount received depended entirely upon the success of the voyage. The success of the voyage in turn depended upon the ship's crew, especially the skilled tradesmen

By the 1540s, along with the Terra Nova cod fishing voyages, Basque merchants were investing in voyages exclusively for whaling in the Strait of Belle Isle, as that industry was well-established in at least a dozen ports in the area. These ports ranged from Cape Charles at the eastern entrance to the Strait of Belle Isle as far south as Middle Bay (see Map 6). Other ports included Chateau Bay, Red Bay and East St. Modeste. More details about these ports can be found in section 3.C.

The early whaling voyages to the Strait of Belle Isle for North Atlantic right whales were outfitted for six months. Ships left the Basque ports in April or early May in order to arrive in the Strait of Belle Isle for the summer coastal whaling season in June and July. The goal was to hunt enough whales so that the oil rendered from their blubber and stored in barrels during the summer months would

## 2. DESCRIPTION



such as harpooners, coopers and carpenters. In addition to the officers, the crew also included ordinary seamen, ship's boys and apprentices.

Ships were generally outfitted with enough victuals to provide daily rations for the crew for the duration of the expedition from the Basque region to the Strait of Belle Isle, including the six-week voyage there and the four-week voyage back. Archaeological evidence suggests that the crews regularly consumed fresh local fish, game and berries available in Labrador. It is documented that sailors also took personal food supplies with them known as *regales* to provide extra food and a break from the monotony of daily rations.

Some significant changes had occurred by the time that Basque whaling in the Strait of Belle Isle peaked during the 1560s and 1570s. It was no longer easy to hunt enough whales and process enough oil to fill the holds of the ships and leave on the voyage home

## 2. DESCRIPTION



**Figure 2.26** The Greenland right or bowhead whale.  
*Bill Koski*

by late summer. The summer whale population in the Strait of Belle Isle had effectively been decimated in just three or four decades.

Staying later in the season in an attempt to catch more whales, by the 1550s the Basques had discovered a second population of whales. These appeared in the Strait of Belle Isle late in September as they migrated south from the Arctic to over-winter in the Strait of Belle Isle and Gulf of St. Lawrence area. These whales

were Greenland right or bowhead whales. Similar to the North Atlantic right whales in body structure, the bowhead whales have a thicker layer of blubber for insulation in the frigid Arctic waters. As a result they yielded more oil. An increasing number of whalers began staying in the Strait of Belle Isle into the autumn for what they called the winter coastal whaling season. Expeditions were now outfitted for eight months to allow time to hunt the bowhead whales. Some were outfitted exclusively for the winter coastal whaling season, leaving the Basque Country in late June or early July and arriving in the Strait of Belle Isle in time for the annual bowhead whale migration.

The continued decline of whale stocks appears to have led to some fundamental changes to whaling in eastern Canada during the 1580s. The ships could only stay in Labrador ports until ice began to form in the harbours and along the coast, which usually occurred in December or January. But the bowhead whales remained in the area for several more months. Some whaling crews began moving southwest from the Strait of Belle Isle along the north shore of the Gulf of St. Lawrence, where harbours remained ice-free for longer than in the Strait, in order to extend the whaling season and take full advantage of the presence of the bowhead whales. Expeditions could now be outfitted for 10 to 12 months and voluntary over-wintering began.

At the end of the 16th century the forced detention of Spanish Basque ships and recruitment of sailors for Spanish royal fleets considerably affected Spanish Basque involvement in Terra Nova whaling and cod fishing. By the first decades of the 17th century, greatly reduced whale stocks meant all that remained of Basque whaling in

## 2. DESCRIPTION

eastern Canada was small-scale activity along the north shore of the Strait of Belle Isle and Gulf of St. Lawrence dominated by crews from French Basque ports, who were also actively trading with Aboriginal groups in the area. By that time, new stocks of whales had been discovered at Spitsbergen in the Barents Sea. English and Dutch ships led the development of a new phase of whaling in that area.

### **2. B (v) The Whaling Port at Red Bay**

Red Bay was the largest and most important of the Basque whaling ports in the Strait of Belle Isle. The earliest reference to Basque whalers at Red Bay is contained in Jacques Cartier's journal of his 1534 voyage through the Strait of Belle Isle and into the Gulf of St. Lawrence. In it Cartier describes the harbour that the Basques knew as Buttes and that we now know as Red Bay. The earliest archival documents that specifically mention Red Bay are related to an incident in 1554 involving the seizure of Spanish Basque whaling ships working at Los Hornos (known today as East St. Modeste and located approximately 20 kilometres west of Red Bay) by French Basques working at Red Bay. The information contained in these documents indicate that the whaling stations at both East St. Modeste and Red Bay were well-established and in full operation at the time of the incident.

At the peak of whaling in the Strait of Belle Isle, which occurred during the 1560s and 1570s, about 1,000 men in a dozen ships came to Red Bay each season. At that time, at least eleven shore stations were in operation at Red Bay rendering whale blubber to oil.

The archaeological record at Red Bay reveals a number of significant aspects related to the use of the land by the Basque whalers at Red Bay. They took advantage of a variety of geographical features, including headlands, bedrock outcrops, level areas near the beaches and natural elevations, in order to most efficiently and effectively hunt whales and process whale oil.

Archaeologically, it is impossible to determine which shore stations were constructed first and in what order they were constructed. What is evident, however, is that the shore stations which show the evidence of the longest and most intensive use are located on both the Saddle Island and mainland shores at the east end of the Harbour. Several of these shore stations were used so much that the ovens built first were dismantled after the stonework collapsed from the intense heat. New ovens were built immediately adjacent to the originals or, in one case, in the same location. At this same mainland shore station there is evidence that the rendering ovens were dismantled and rebuilt several times.



## 2. DESCRIPTION



Figure 2.27 Red Bay Harbour in winter. *Cindy Gibbons personal collection*

This archaeological evidence indicates that this area of the Harbour, which has the deepest water close to shore, was the area first used for processing whale oil and the one that was used the longest. It was the preferred location for shore stations. Shore stations at other locations in Red Bay show less evidence of intensive use and are located in areas not as suitable for processing activities. These areas front on shallow water or have rocks just offshore that would have prevented the easy landing of whale boats and the unloading of whale blubber. The location of these stations in less than suitable areas, and the fact that they show less evidence of use, indicate that they were built and used during peak periods of whaling at Red Bay, when areas that fronted on deep water and had good landing areas were at a premium. Once the industry had peaked and then declined, these areas were no longer used and whale oil processing was again concentrated at the east end of the Harbour.

## 2. DESCRIPTION

By the 1560s and 1570s whaling in the Strait of Belle Isle had peaked and the number of whales was declining. There are records of several expeditions to Red Bay during this period that were seriously impacted by staying for the winter coastal whaling season. For example, the *San Juan*, which stayed for the bowhead whale hunt in the autumn of 1565, ran aground in a storm at Red Bay. Documents related to an insurance claim against the loss of the vessel indicate that it was fully loaded with oil and ready to sail home to the Basque Country. Some of the cargo was recovered, but the vessel itself, including several hundred barrels of whale oil, remained in Red Bay Harbour.

Staying in the Strait of Belle Isle for the winter coastal whaling season also increased the risk of ships getting trapped by ice. In the late fall of 1574 or early winter of 1575 the whaling ship *La Madelena* was abandoned at Red Bay after it became trapped and frozen in the ice. The crew returned to the Basque Country in other ships. The owner, Martín Sanz de Aguirre, was able to retrieve part of the cargo when he returned to Red Bay the following summer. During the winter of 1576/77, a number of ships were trapped by the ice in several ports including Red Bay. Poorly prepared crews were forced to spend a winter in the Strait of Belle Isle. Hundreds of men died before relief ships arrived in the spring. Perhaps as a consequence, at least one crew refused to stay and hunt bowhead whales in 1577 and the ship returned to the Basque region in September with a nearly empty hold.

As mentioned previously, the number of whales in the Strait of Belle Isle continued to decline through the 1580s and 1590s and consequently the number of expeditions to Red Bay declined as well. The last known record of Basque whaling at Red Bay is a document from April 1604 that describes the 38-man crew of the *San Pedro* spending the previous winter there.

### **2. B (vi) The Whaling Process and the Use of the Land and Sea at Red Bay**

Annual maintenance of the shore stations was the first priority. When the crews arrived in Red Bay at the beginning of each whaling season the first task was to ensure that the structures associated with the shore processing stations were in good repair. Existing structures were repaired and new ones were built if they were required.

Based on archaeological and archival evidence, researchers have determined the details of the work carried out by the whalers at Red Bay. It was difficult, dangerous and dirty.

The whaling process began with the hunt. The high surrounding hills offered an advantage for whalers, allowing for the stationing of sentinels and for signalling when whales were spotted. Once a whale was spotted from the shore, the watchman signalled

## 2. DESCRIPTION

and men set out in pursuit of it in eight-metre boats known as *chalupas*. The *chalupa* was the original whaling boat. It was designed and built for speed and manoeuvrability, both essential for chasing down and harpooning whales. Each *chalupa* was crewed by six or seven men, including a steersman and harpooner. The harpoon, consisting of an iron head and wooden shaft with a long line that was attached to the boat, was wielded by the skilled harpooner from the bow of the *chalupa*. Once the harpoon was imbedded in the whale it was attached to the boat by the line, enabling the whalers to stay with the whale until it could be approached and killed. The design and use of this effective harpoon was a very important innovation introduced by the Basques and used for centuries afterwards, as it made the whale hunt more efficient. This was undoubtedly the most dangerous part of whaling, as a few men in small boats propelled by oars – and sails when the winds were favourable – pursued and killed enormous whales that could weigh up to 100 tonnes and exceed 18 metres in length.

The most complete original example in the world of a 16th-century *chalupa* has been recovered from Red Bay Harbour. It has undergone extensive conservation and is displayed at Red Bay National Historic Site of Canada. The overall length of the *chalupa* is 8.03 metres and it is 1.92 metres wide at the master frame (middle of the boat). It was constructed mostly of European white oak, although some local wood was used to make repairs to it.



Figure 2.28 Early 17th-century image of *chalupas* towing whales at Spitsbergen. *American Antiquarian Society*

The difficult aspect of the work began once the whale was killed. The huge dead weight had to be towed from where the whale finally died in the Strait of Belle Isle back to Red

## 2. DESCRIPTION

Bay. Insight into how the whalers managed such a feat is based on early methods of communal whaling used in the Basque region and accounts from English whaling voyages to Spitsbergen in the early 1600s, for which Basque whalers were hired. Several *chalupas* were used to tow a whale. The crew of one would attach a rope around the dead whale's tail, and then others would tie up, one to the other, to form a chain and row the carcass back to port.

The next step in the industrial process was flensing — the removal of the fat from the whale carcass. Once the whale was back in Red Bay it was tied up to a whaling ship moored in the Harbour and the dirty part of the job began. The first step in the production of whale oil was to strip the blubber from the whale — a process known as flensing. Basque archival documents and records of English whaling at Spitsbergen both indicate that this took place next to the ships in the harbour to make use of winches and



Figure 2.29 Early 17th-century image of flensing whales at Spitsbergen. *American Antiquarian Society*

other equipment on board. The winches were used to turn the whale as the men cut off strips of blubber with long-bladed flensing knives. An example of the blade of a flensing knife was found by terrestrial archaeologists at Red Bay in 1986. It is 62 centimetres long and measures 5 centimetres at its widest point. While corroded, it has undergone conservation and is displayed at the Visitor Interpretation Centre at Red Bay National Historic Site of Canada. Also found at Red Bay, associated with the 24M wreck site, were numerous examples of the types of block and tackle that were used on the ships to rotate



## 2. DESCRIPTION

the whales, including single and double sheave block and many examples of the hemp rope used with them.

Once the flensing was complete the whale blubber was cut into smaller pieces and taken on shore for the next and very important step in the industrial process — rendering the oil. The most important technological components for rendering whale oil were the stone ovens. Consistent with the demands of rendering whale oil, the ovens at Red Bay were parallel and adjacent to the shoreline on both sides of the Harbour fronting on deep water. This made for easy access by boat. Once ashore and cut into still smaller chunks the blubber was put into copper cauldrons set over open fires to render it to oil.

The men tending the fires built up an intense heat in order to reduce the whale blubber to liquid form.



Figure 2.30 Barrel staves as found on the 24M vessel.  
Parks Canada/P. Waddell

Fragments of the copper cauldrons used to render the whale blubber to oil have been found at Red Bay. Supply lists associated with the outfitting of whaling ships indicate that the cauldrons were valuable. They were taken back to the Basque Country at the end of the whaling season where necessary repairs were made to them so they could be used again. Researchers have concluded that the fragments found at Red Bay were from cauldrons that had collapsed from intense heat and use.

Once the fat was reduced to liquid form, the men purified the hot oil by ladling it into vats of cold, fresh water. The oil floated on the surface and any solid bits, dirt and other impurities sank to the bottom. The purified oil was skimmed off the water and put into *barricas* or barrels with a standard capacity of 211 litres.

## 2. DESCRIPTION

Each shore station also included workshops where coopers assembled the barrels required for shipping the oil. The cooperages were located on terraces above the rendering ovens providing a separation of the skilled work of the coopers from the highly industrialized activities of the rendering stations. This position also facilitated the transfer of assembled barrels which could be easily rolled down the slope to be filled with oil. The barrels were shaped and pre-assembled at cooperages in the Basque region and then re-assembled as they were required at Red Bay. The barrels had to be well-assembled and tight so that they would not leak during the long, rough voyage back to Europe.

The remains of more than 300 whale oil barrels were recovered from the 24M vessel. They were filled with oil when the ship was wrecked in the 16th century. The remains consist of the staves and head pieces, as well as the alder hoops and willow bindings that held them together. One complete example and parts of several others are displayed at the Visitor Interpretation Centre. The others have been reburied at the wreck site.

At Red Bay, a wharf was used to facilitate access for men bringing the fat ashore and also for loading the barrels of oil on the ships. While it appears that, for the most part, the whalers lived aboard their ships moored in the Harbour, rudimentary structures were built near the whale oil rendering areas to provide a place for the workers to eat and sleep on shore while the oil was being processed.

The final step in the industrial process of whaling was shipping the barrels of oil. This was done by the whaling ships that also transported the whalers across the Atlantic Ocean to and from the Strait of Belle Isle.

In addition to being the dirty part of the job, the production of whale oil was extremely labour-intensive, with men working in shifts to ensure that the blubber was rendered to oil as quickly as possible. A deposition in witness to a will written at Carroll's Cove, a few miles west of Red Bay, on Christmas Eve, 1584 says (translated) "...no other witnesses were found because it was midnight and some of the sailors of the said ship were working on land rendering whale to make train oil and the others were sleeping on board ship exhausted due to sheer work."<sup>21</sup>

### **2. B (vii) Red Bay after the Basques**

Although Basque whaling in the Strait of Belle Isle had greatly declined by the early years of the 1600s, the area's history of resource exploitation continued. Red Bay's large and well-sheltered harbour ensured that it continued to play an important role in the cod and other fisheries for the next four centuries.

## 2. DESCRIPTION

The French migratory cod fishery, which started in Atlantic Canada as early as 1504, persisted in the Strait of Belle Isle through the 17th and early 18th centuries. Fishermen from Normandy and Brittany in the northwest of France crossed the North Atlantic Ocean each spring to fish for cod during the summer season. They used harbours around Newfoundland and Labrador and other areas of Atlantic Canada, including Red Bay, to process and dry their catch before returning to Europe in the autumn.



**Figure 2.31** The remains of Constantin's trading post at Red Bay before excavation. *Memorial University of Newfoundland Archaeology Unit*

By the end of the 17th century, merchants from the colony of New France, which at the time included much of eastern North America, including present day Québec and Labrador, were also taking an interest in the natural resources of Labrador. In 1713 Pierre Constantin received a grant of land in the area that included Red Bay, where he established a post to carry on the cod and seal fisheries and to trade with the Inuit who came south for that purpose. Archaeological and documentary evidence indicates



**Figure 2.32** Mercantile premises on Penney Island, 1908. *McCord Museum*

## 2. DESCRIPTION

that Constantin's post was burnt by the Inuit in 1719 and rebuilt in 1721. In the late 1980s archaeologists found the remains of both on the west side of the Basin. Constantin and other traders continued to operate the post until 1763. It was during this period that the name "Baie Rouge" (Red Bay) first appears on maps and in documents.

In 1763, at the end of the Seven Years War, Labrador, along with most of the North American territory previously claimed by France, was ceded to England through the Treaty of Paris. A migratory fishery based in the West Country of England gradually developed along the southern Labrador coast. Records show that during the early years of the 1800s Codner and Company, a mercantile firm from Teignmouth, Devon with interests in the cod and salmon fisheries, was operating at Red Bay.

By the 1840s, the English migratory fishermen at Red Bay were replaced by fishermen from the east coast of the island of Newfoundland, who moved north in search of new opportunities as the population of that area continued to increase and space available for fishing installations became limited. The Penneys, a fish merchant family from Carbonear in Conception Bay on Newfoundland's Avalon Peninsula, set up several branches of their business in Labrador during the 1840s, including their most successful operation at Red Bay. The business attracted fishermen who eventually brought their families and became the first permanent residents of Red Bay.

A vibrant community then developed around the salt cod industry. A census taken in 1856 showed that Red Bay had 72 settlers. By 1891 the population had increased to 152 and there was a school and two churches. The community that existed at Red Bay at the end of the 1800s was located along the shoreline of the Harbour, on both Saddle Island and the mainland, and is contained within the nominated property. The 19th-century cod fishermen from Newfoundland looked for the same features as the 16th-century whalers from the Basque region when they built their premises on shore: level land near the beach that fronted on areas of deep water in the Harbour. Archaeological research at Red Bay has shown that 19th- and 20th-century fishing structures and homes were literally built on top of 16th-century whaling structures.

Red Bay was prospering by the early years of the 20th century, largely due to the establishment there in 1896 of the first cooperative business enterprise in Newfoundland and Labrador under the guidance of British missionary-doctor Sir Wilfred Grenfell. The cooperative enabled local fishermen to take control of marketing their own cod fish. Practically all fishermen in Red Bay became members; they hired a local young man as manager and within a few years had built their own business premises. The Red Bay Cooperative was able to market fish and obtain a reasonable price for it during the years of World War I and through the 1920s, which are generally considered to have been poor



## 2. DESCRIPTION

economic years in Newfoundland and Labrador. The Cooperative was in existence until about 1940, when it was dissolved and all shares acquired by the former manager.

Sir Wilfred Grenfell's influence was felt in other ways in Red Bay. Regular visits by doctors and other medical practitioners meant that the people of the community were better able to maintain their health. Family income also increased as women were encouraged to contribute to the sustenance of the family by making hooked rugs that were sold in the United States and Great Britain. In the 1920s the former Methodist Church Parsonage at Red Bay was converted to an Industrial Centre for the production of handicrafts and the women of the community were trained in weaving as another source of income.

World War II brought another beneficial influence in the form of a fleet of Canadian Navy anti-submarine vessels patrolling the Strait of Belle Isle. During the summers of 1943 and 1944, the fuel supply ship *HMCS Preserver* was stationed at Red Bay along with six Fairmile boats that carried out the patrols. Residents of the area benefitted from the medical and dental services of the Canadian Navy vessel and enjoyed other social activities, such as movies, that it offered. Local men were hired as required to carry out repairs and other services to the Fairmile boats.

In 1949, Newfoundland and Labrador became the tenth province of Canada, and the traditional lifestyle of Red Bay, based mainly on the cod fishery, began to change. The two decades following Confederation with Canada brought services such as electricity and telephones to the community. Cash was also introduced to what had been an economy based largely on the barter of salt cod for food, fishing gear and other supplies. Construction of a road along the south coast of Labrador was begun at the border with the province of Québec in 1954. It was completed to Red Bay in 1966 with the construction of a bridge across the gorge of the Pinware River. Ferry services between Southern Labrador and the Great Northern Peninsula of Newfoundland soon followed.

Local government began in 1973 when Red Bay was incorporated as a town under the *Municipalities Act* of the Government of Newfoundland and Labrador and the first Town Council was elected. This was followed by basic services, such as municipal garbage collection and a community centre, as well as by municipal taxation.

In the mid-1970s a salt cod processing plant was established at Red Bay. Fishermen could sell their catch fresh and it was processed at the plant by the women of the community. Several years later the plant was expanded to process herring as well. The processing plant meant that practically every adult in Red Bay was employed on a seasonal basis. This was the most prosperous period ever experienced by the modern-day community

## 2. DESCRIPTION



Figure 2.33 Salt cod processing plant at Red Bay in full operation during the mid-1980s. *Xabi Otero*

of Red Bay. This significant change in the economy of Red Bay coincided with the archaeological discovery of the 16th-century Basque whaling station.

### **2. B (viii) The Discovery of Red Bay’s 16th-Century History**

Red Bay’s history as the most significant Basque whaling port in the 1500s first came to light in the early 1970s with the study of documents in Basque and Spanish archives relating to the little-known subject of Basque cod fishing and whaling voyages to Atlantic Canada in the 16th and 17th centuries.

Thousands of 16th- and early 17th-century manuscripts, including charter parties, crew agreements, lawsuits, insurance policies, wills and a variety of other legal documents relating to 16th-century whaling in Terra Nova were found in more than twenty archives at places in northern Spain including Bilbao, Burgos, Oñate and Valladolid. They showed that the Basques not only prosecuted an active cod fishery, but had carried out a major whale fishery in Atlantic Canada during that period. More specifically, it was found that the whaling took place in at least twelve ports in an area that the Basques referred to as the “*Gran Baya*” or the Grand Bay.

Analysis of these documents allowed researchers to reconstruct most aspects of the Basque fisheries from the 1500s and early 1600s in Atlantic Canada. The study of other written sources, such as sailing directions and maps and charts of the time, enabled

## 2. DESCRIPTION

researchers to determine that the Grand Bay was actually the Strait of Belle Isle. They also determined that the old whaling ports referred to in the archival documents were situated along the north shore of the Strait of Belle Isle and the Gulf of St. Lawrence, ranging from Cape St. Charles in the north as far south as Harrington Harbour on the present day Québec coast. Likewise, the location of most of the individual whaling ports and their modern names were identified. For example, Gradun became present-day Middle Bay, Puerto Breton became Carroll's Cove and Buttes — the most important port — became Red Bay.

An expedition to southern Labrador in the summer of 1977 included archival researchers and archaeologists from Memorial University of Newfoundland in St. John's, the

province's capital. Together they explored several harbours along the coast and discovered tangible evidence of occupation by Basque whalers. But the most promising remains were found at Red Bay. Documents referring to large numbers of the clay roof tiles — like those still commonly used in the Basque region today — being brought to Labrador on whaling ships were among those studied. The shoreline around Red Bay was littered with fragments of these tiles. Baleen, the keratinous material from the mouths of right whales, and the remains of stone structures encrusted with burnt whale blubber were found on Saddle Island. A nearby beach was littered with large fragments of whale bones. These archaeological remains suggested that significant activity had taken place at Red Bay during the 16th-century Basque whaling period and confirmed the findings of the archival work in Europe.



Figure 2.34 Power of attorney of two harpooners regarding the loss of the *San Juan* at Red Bay. Archivo Histórico de Protocolos de Gipuzkoa, Oñati

Also among the Spanish and Basque archival material was documentary evidence of several Basque whaling galleons lost in Labrador at Red Bay,



## 2. DESCRIPTION

Chateau Bay and Pinware Bay. In the late summer of 1978, working with information provided by the archival researchers, a team of underwater archaeologists from Parks Canada surveyed Red Bay and Chateau Bay and discovered a shipwreck at each location. The greater logistical difficulties of working at Chateau Bay associated with the lack of roads, no permanent settlement and no electricity led to the decision to further investigate the wreck found at Red Bay.

After several weeks of preliminary excavation in 1978, the archaeologists tentatively linked the wreck at Red Bay to 16th-century whaling. Later that year the province of Newfoundland and Labrador recognized the historic significance of the archaeological finds at Red Bay, designating the terrestrial archaeological remains on Saddle Island and the adjacent underwater wreck site as a Provincial Historic Site.

The Government of Canada also recognized the importance of the 16th-century Basque whaling site at Red Bay in 1979 when, upon the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC), Red Bay was designated as a site of national historic significance based on the documentary and archaeological evidence already available. The HSMBC, which advises the Government of Canada regarding the commemoration of nationally significant aspects of the country's history, also noted that, "...continued archaeological investigation of the area, both on land and underwater, may well demonstrate that this is one of the most important historic sites in North America."<sup>22</sup> Later investigations at Red Bay proved that assessment to be correct.

While documentary research into historical Basque whaling in Canada continues into the present day, the bulk of archaeological research at Red Bay took place during the 1980s. The Memorial University of Newfoundland Archaeology Unit began terrestrial archaeology on Saddle Island in 1978. During the next 14 years, with support from the Government of Canada and the Government of Newfoundland and Labrador, numerous areas within the nominated property were tested and excavated. From the beginning, the terrestrial archaeology at Red Bay was supported by the Canadian Conservation Institute, which undertook the preservation and restoration of the thousands of artefacts recovered during the excavation.

Excavations centred on Saddle Island in the beginning but were later expanded to include 16th-century sites on Penney Island, Twin Islands and the mainland shore within the community of Red Bay. The archaeological features investigated include whale oil rendering ovens, cooperages, small temporary dwellings and a cemetery.

Between 1979 and 1985 underwater archaeologists from Parks Canada undertook an extensive and exhaustive study that included excavating, dismantling, recording



## 2. DESCRIPTION

and reburying the 24M vessel. Underwater archaeology at Red Bay also included a harbour survey that revealed the existence of large deposits of whale bones adjacent to on-shore oil processing sites. The investigation of one of these deposits in 1983 led to the discovery of a second galleon at the mouth of the Strand. Exploratory excavations carried out at there, known as the 27M site, in 1985, revealed that this was a 16th-century whaling vessel that had burned shortly after arrival at Red Bay. In 1984 a survey related to the installation of a sewer system at Red Bay revealed a third galleon near the 27M site. Exploration of this 29M site the following year revealed the well-preserved lower hull of a 16th-century whaling vessel that was significantly larger than the two previously recorded vessels.

Study of the massive amounts of data collected during this project continues today and has resulted in numerous publications, conference papers and journal articles since the 1980s. In 2007, Parks Canada published *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century*. This landmark five-volume report is the culmination of three decades of research related to the Red Bay Basque Whaling Station and establishes the undeniable importance of the site to the history of whaling, shipbuilding and the early European presence in North America and to the evolution of the discipline of underwater archaeology.

The collective body of knowledge gained from the years of research at Red Bay has dramatically changed the understanding of the beginning of large-scale and overseas whaling, as well as the knowledge of the early European history of North America, particularly the role that the Basques played in it. Further, in recognition of the importance of this site to the discipline of underwater archaeology, an image of the 24M vessel was selected as the logo for the 2001 UNESCO Convention on the Protection of Underwater Cultural Heritage.

### **2. B (ix) The Development of the Nominated Property**

Archaeological work at Red Bay was scaled back by the late 1980s and local attention turned to the future of the site as a tourism destination. This coincided with a period of basic infrastructure development in and around the Town of Red Bay, all of which contributed to the community's evolution as the primary tourism destination in Southern Labrador. The installation of the sewer system mentioned above was part of a larger project that provided basic water and sewer services to most of the community during the mid-1980s. By 1989, paving of the Southern Labrador Highway had also been completed to Red Bay.

## 2. DESCRIPTION



Figure 2.35 Visitor Centre opened by the Town of Red Bay in 1990. *Parks Canada*

of the heritage and the sustainable development of the nominated property. While the concept development study was underway, the Town of Red Bay, along with the Memorial University archaeology team, began to develop local tourism-related infrastructure. A self-guided walking tour was created on Saddle Island in 1988 in response to the growing numbers of visitors who wanted to tour the archaeological sites. Also in 1988, the Town of Red Bay, with assistance from government funding agencies, began construction of a visitor centre to highlight the artefacts and structures associated with the production of whale oil and other 16th-century activities at Red Bay. The Red Bay Visitor Centre was opened on 13 August 1990.

On 30 August 1989 an official Government of Canada plaque was unveiled in the community describing the significance of the Basque whaling site at Red Bay to the



Figure 2.36 Ceremonial unveiling of the Historic Sites and Monuments Board of Canada plaque at Red Bay, 30 August 1989. *Parks Canada*

In 1988 the Government of Newfoundland and Labrador commissioned a concept development study for Red Bay as part of a larger study of the tourism potential of Southern Labrador and the Northern Peninsula of Newfoundland. The study, completed in 1989, identified a number of possibilities for the future protection and presentation of Red Bay's 16th-century archaeological resources.

Since the late 1980s the community has been actively involved in the protection

history of Canada. The same year, the HSMBC stated that "...in light of the exceptional significance of the Red Bay Area at the national and indeed at the international level, it was the collective responsibility of the Federal Government and that of Newfoundland and Labrador to protect and present the resources there associated with Basque Whaling activities in the 16th century for the benefit of this and future generations." At the same time the Board further recommended that "...the Canadian

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Parks Service [now Parks Canada] be directed to enter into discussions without delay with the Government of Newfoundland and Labrador with a view to cooperating with it in order to ensure, through federal acquisition of the site or otherwise, the protection of the resources at Red Bay, both terrestrial and underwater, associated with the theme of Basque Whaling and to provide for on-going research and interpretation of the sites as appropriate in the context of a park management plan.<sup>23</sup>

Following up on the recommendation of the HSMBC, the Government of Canada and the Government of Newfoundland and Labrador signed a memorandum of understanding concerning the future protection and presentation of the Basque whaling site at Red Bay on 18 December 1991. The agreement included the preparation of a tourism development plan by the Government of Newfoundland and Labrador, the development of a site management plan by Parks Canada to include the identification of significant archaeological resources and interpretive themes, and the cooperative management of artefact collections associated with the recently completed archaeological excavations.

Also in 1991 the Labrador Straits Heritage Regions Project was undertaken by the Labrador Straits Historical Development Corporation and the Heritage Canada Foundation. Its goal was to help area residents cooperatively protect their natural and cultural heritage and use it for economic revitalization. The project report identified the development of Red Bay's Basque whaling resources as an immediate priority for the region.

With both of these elements at the forefront, Parks Canada took the lead role in working with community residents, the municipal and provincial governments and other organizations in the region to formulate plans for the future development of the 16th-century Basque whaling site at Red Bay.

Infrastructure related to visitor services and interpretation was developed at Red Bay over the course of several years in consultation with local and regional stakeholders. A new facility was constructed to provide site orientation and introductory information for visitors. This Orientation Centre sits on a prominent point in the community and provides an impressive view of Red Bay Harbour and Saddle Island. It also houses the restored 16th-century *chalupa* as part of a permanent exhibition about Basque whaling in Red Bay, which opened in 1998.

Also in 1998, 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. To tell the story of Basque whaling, this facility

## 2. DESCRIPTION



**Figure 2.37** Official opening of Red Bay National Historic Site of Canada, July 2000. *Parks Canada/Geoffrey Hancock*

includes interpretive panels, original artefacts and a variety of other information related to archaeological and archival research. Work on this building was completed in 2000 and it was opened on 29 July of that year. Additional information is provided by the self-guided interpretive trail that winds through the archaeological sites on Saddle Island.

Further regional infrastructure development began in 1999 with the start of construction of the Trans-Labrador Highway at Red Bay. Completed in 2009, the highway links Southern Labrador with the central and western parts of the region as well as Québec and the rest of North America by a circuitous route through the Labrador wilderness.

The Red Bay Basque Whaling Station was included on Canada's Tentative List for World Heritage Sites in 2004. The inclusion of the site on the tentative list acknowledges the significance of Basque whaling at Red Bay in the early European history of North America and in the development of a global whaling industry.







Remains of a large rendering oven on Saddle Island  
*Memorial University of Newfoundland Archaeology Unit*

### **3. JUSTIFICATION FOR INSCRIPTION**





### 3. JUSTIFICATION FOR INSCRIPTION

#### 3. A Criteria Under Which Inscription is Proposed

The Red Bay Basque whaling Station is nominated for inscription under criteria (iii), (iv) and (v) for the crucial role that it played in the development of the global whaling industry.

*Criterion (iii): Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay represent the historical and global importance of the whaling industry. They bear exceptional testimony to the early stages of large-scale commercial whaling and whale oil production at a time when whale oil was becoming a major source of energy for light. It was the first source of artificial light ever to be commercially produced and was burned to light streets and homes in cities across Europe and America for centuries. Whale oil later became widely used as a lubricant for machinery during the industrial era and was also used in the manufacture of paint, varnish, soap, cosmetics, perfumes, margarine and other diverse products.



**Figure 3.1** Well-preserved whale oil rendering oven located at the north end of Penney Island. Memorial University of Newfoundland Archaeology Unit



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The Basques began whaling in the Bay of Biscay as early as the 11th century, and for almost 600 years they were the world's only commercial whalers. They began overseas whaling in the first half of the 16th century during a period of expansion westward from Europe to exploit the natural resources of the Americas. By the 1540s the Basques had established the world's first industrial-scale whaling in the Strait of Belle Isle on the east coast of North America. Red Bay was the largest and most important of a dozen ports associated with what would ultimately become the start of a world-wide industry. By the time that whaling had declined in the Strait of Belle Isle at the end of the 1500s, the demand for oil was high enough to support the development of a new phase of whaling in the Barents Sea that eventually led to offshore whaling and took ships and men around the world in search of blubber for oil.

Archival research has revealed that during the peak years of whaling in the Strait of Belle Isle in the 1560s and 1570s, at least one thousand whalers in as many as ten to twelve ships annually used the sheltered harbour at Red Bay as their base for hunting whales and processing whale oil. In addition, 14 years of archaeological research on land and underwater at Red Bay has uncovered the rich remains of the 16th-century whaling port. It consisted of at least eleven whale oil processing areas that included fifteen rendering ovens, four cooperages and several other workshop areas, a number of living quarters and a cemetery. These remains, along with four whaling ships and extensive deposits of whale bones from the period, all indicate that Red Bay was the largest and most extensively used whaling port during the 16th century. Today it is the best and most complete illustration of the origins of the global whaling industry and of the traditions and techniques that came to be used around the world for centuries.

*Criterion (iv): The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process – consisting of rendering ovens, cooperages, living quarters and ships – are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay constitute an outstanding example of an early shore-based whale oil production site representing the beginning of the commercial production of whale oil as a widely-used illuminant. The nominated property contains all of the elements necessary to illustrate the industrial whaling process.

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By the 1540s the Basques were conducting the world's first industrial-scale whaling in the Strait of Belle Isle; Red Bay was the largest and most important of their whaling stations. Using techniques and technology for hunting whales and processing oil perfected in the Bay of Biscay since the 11th century, the Basques were the first to develop an overseas whaling industry. Their techniques were emulated by others and became the standard practice for whaling until the advent of steam-powered whaling boats and artificially propelled harpoons during the second half of the 1800s.

Today the nominated property at Red Bay contains an outstanding technological ensemble illustrating the production of whale oil that includes the remains of numerous structures, well-preserved ships and boats and a collection of tools and implements that is unparalleled at any other whaling site from the period.

The industrial process involved in whaling during the 16th century consisted of hunting the whales, flensing them, rendering the fat to oil, assembling the barrels used to hold the oil and shipping the finished product to Europe. All aspects of the technology required to carry out this process are exemplified by the archaeological remains found at Red Bay.



**Figure 3.2** The remains of a substantial stone rendering oven at Area C on Saddle Island. *Memorial University of Newfoundland Archaeology Unit*

Fifteen ovens, each consisting of between three and six fireboxes, were found at eleven locations. The remains of a wharf found at one location was used to facilitate access for bringing the fat to the ovens and loading the barrels of oil on the ships.

Other structures identified by archaeologists at Red Bay include four temporary structures used as living quarters by the whalers on shore, four cooperages where barrels were assembled and several less substantial structures also used as workshops for barrel assembly.

The collection of artefacts found at Red Bay includes numerous examples of the 211-litre barrels used to store and ship the oil and staves from tubs used to purify it. The unequalled collection of tools and implements includes examples of harpoons, the blades of flensing knives and fragments of the copper cauldrons.

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The only original examples of Basque whale boats or *chalupas* were found at Red Bay, including the most complete example in existence from the 16th century. The significant collection of ships and boats also includes the remains of the four well-preserved galleons.

The significant collection of artefacts recovered from the 24M shipwreck site includes several large components of the ship (the anchor, the capstan and the bilge pump), an assortment of objects associated with the rigging, and an assemblage of navigational instruments used on ships of the period.

The archaeological resources at Red Bay also include significant deposits of whale bone that are representative of the industrial process. They are, in fact, the debris of the whale oil production process.

Red Bay is the most extensively excavated and researched whaling site of the 16th century and is one of the most exemplary examples of a whaling site of any age. The number and quality of archaeological features and artefacts that together comprise the outstanding technological ensemble associated with the nominated property and our understanding of their role in the industrial process of whaling is unmatched by any other whaling site in the world.

Criterion (v): *The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.*

The nominated property is an outstanding example of human interaction with an extremely challenging environment. The extensive and well-preserved archaeological remains at Red Bay are a testament to the way that Europeans interacted with the land and the sea as they undertook seasonal, industrial activities in distant lands during the mid 16th-century.

The nominated property demonstrates the inhospitable conditions faced by the Basques in Labrador as they hunted whales and processed whale oil. It is the best known example of the use of the environment associated with early industrial-scale whaling. While coastal whaling in the Basque Country was on a much smaller scale than that developed in the Strait of Belle Isle, the centuries-old Basque whaling traditions and technology were adapted to the demands of this new world enterprise. The archaeological record clearly demonstrates how the Basque whalers made effective use of both the land and the sea

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as they adapted their whaling traditions and techniques to an environment and a climate that was much harsher and more extreme than any they had previously experienced.

#### **The Basque Whalers' Relationship with the Land**

The archaeological record at Red Bay reveals a number of significant aspects related to the use of the land by the Basque whalers at Red Bay. They took advantage of a variety of geographical features, including headlands, bedrock outcrops, level areas near the beaches and natural elevations, in order to most efficiently and effectively hunt whales and process whale oil.

The whalers used prominent headlands on Saddle Island and Twin Islands as points to look for whales and then signal their crewmates when one was spotted. Evidence of this use was found in the form of the remains of fires on the headlands and debris scattered at the base of them.

The remains of rendering ovens that were used to actually produce the whale oil were found on level terraces adjacent to the beach. Level land was required for construction of the ovens. They were located close to the shoreline to facilitate getting the whale blubber ashore and the barrels of oil into boats to be loaded on the ships. They also chose areas to build the ovens that were sheltered from the prevailing winds and had deep water close to shore, also to make the production of whale oil more efficient.

The Basques also took advantage of the natural elevations at Red Bay to build their cooperages. The cooperages identified at Red Bay are located on level terraces near the rendering ovens but at slightly higher elevations. The completed barrels were rolled down the hill to the ovens as they were needed.

The bedrock outcrops, characteristic of the geography of Red Bay, provided natural shelter for the whalers. They were used as walls for temporary living quarters that they built while working on land rendering whale oil. The whalers also incorporated readily available material such as rocks and baleen.

The relationship between the Basque whalers and the land at Red Bay is also represented by the cemetery. Located at the exposed eastern end of Saddle Island, it is the final resting place for as many as 135 whalers in single and multiple-person graves. The cemetery is situated in an area that was unsuitable for the production of whale oil: a low-lying part of the island that is exposed to almost all wind directions and that is unapproachable by boat due to shallow water and numerous rocks located just offshore. It is also a moving testament to the difficult environment in which the whalers lived and worked at Red Bay.



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#### The Basque Whalers' Relationship with the Sea

Whaling, by its very nature, demands that the whalers have a close relationship with and a deep understanding of the sea and of the behaviour of their prey. This relationship is epitomized in the galleons, boats and other artefacts found at Red Bay.

For the whalers, the sea provided the natural resources. They in turn developed the techniques and technology to harvest them. A significant testament to the whalers' relationship with the sea at Red Bay is the collection of galleons preserved in the Harbour. As the primary link across the ocean between Europe and North America, these ships brought the whalers to and from the Strait of Belle Isle with their valuable cargo.

The whale boats are a further representation of the use of the sea by the whalers at Red Bay. As previously described, the double-ended *chalupa* was the whaling vessel of choice. These boats were specially designed for use on the open ocean, with a lightweight and streamlined hull allowing them to move quickly and effortlessly across the water



Figure 3.4 The restored 16th-century *chalupa* on display at Red Bay National Historic Site of Canada. Parks Canada/Mark Clarke

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in pursuit of whales. The remains of several *chalupas* found at Red Bay include an exceptionally well-preserved example renowned as the most complete 16th-century whaling boat in the world.

In addition to activities associated with hunting whales and producing whale oil at Red Bay, archaeological evidence indicates that the 16th-century Basque whalers were using the land and sea as a source of sustenance. The remains of locally available food, such as fish, seabirds and berries associated with the 24M vessel indicate that provisions brought from Europe were being supplemented with these resources.

The nominated property is the most outstanding example of the land and sea use associated with the world's first industrial scale production of whale oil.

#### **3. B Proposed Statement of Outstanding Universal Value**

The Red Bay Basque Whaling Station is located on the north shore of the Strait of Belle Isle, in the eastern-most Canadian province of Newfoundland and Labrador. The Basques were among the earliest Europeans to exploit the rich maritime resources of eastern North America, and established the world's first large-scale commercial whaling enterprise in the Strait of Belle Isle during the first half of the 16th century.

Archaeological excavations at Red Bay have uncovered the best known and most complete example of a whaling station from this key period of the global whaling industry. The Red Bay Basque Whaling Station contains an exceptional collection of technology that illustrates all stages of whale hunting and whale oil processing during this period. The whale oil produced was the best source of artificial lighting known at this period of history and illuminated the rapidly growing cities of Europe and North America for three centuries.

Criterion iii: Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.

Criterion iv: The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process — consisting

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of rendering ovens, cooperages, living quarters and ships — are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.

**Criterion v:** The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.

#### Integrity

The boundaries of the nominated property are clearly defined and encompass all of the elements necessary to express its Outstanding Universal Value. All the known elements relating to 16th-century Basque whaling and whale oil production at Red Bay, including whale oil processing stations, well-preserved vessels and extensive whale bone deposits, are included. Owing to factors such as a remote location, cooperative management and dedicated volunteers, the property benefits from an excellent state of conservation.

#### Authenticity

The archaeological remains of the 16th-century whaling station at Red Bay have retained a high degree of authenticity. The form and design, as well as the materials used to build the ships and structures associated with whaling, are unquestionably Basque of that period. They therefore represent significant elements of the Basque whaling tradition. The location and setting, which has changed very little since the 16th century, was ideal for a successful whaling station. Traditions and techniques associated with whaling are reflected in the archaeological record at Red Bay, including those associated with shipbuilding during the period and the methods used to hunt whales and process whale oil. Other factors, such as the extensive archival material in Europe that reveals how the industry was organized and managed, and the tangible remains in the form of a large collection of artefacts found at Red Bay, further support the claim that Red Bay was the largest and most important whaling station of the 16th century.

#### Requirements for protection and management

A combination of federal, provincial and municipal legislation, policies, planning processes and mechanisms for cooperation ensures the ongoing protection and management of the nominated property and the cultural resources associated with 16th-century Basque whaling at Red Bay. Effective provincial legislation combined with strong federal policies, well-organized municipal planning and a dedicated local community

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all contribute to the long-term protection of the nominated property and ensure the preservation of its Outstanding Universal Value. The implementation of relevant federal, provincial and municipal legislation, policies and planning processes is coordinated through a management committee. A management plan for the nominated property is in place that effectively integrates key elements of the associated *Red Bay National Historic Site of Canada Management Plan*, the *Town of Red Bay Municipal Plan* and relevant legislation and policies of the Government of Newfoundland and Labrador.

#### 3. C Comparative Analysis

In order to compare the Red Bay Basque Whaling Station to other early industrial-scale whale oil production sites, it was necessary first to carry out a broad comparison based on the criteria under which the nominated property is being proposed for inscription on the World Heritage List. All areas of the world where shore-based whaling was carried out were considered, and the properties that met these criteria were then compared to the nominated property in terms of how well they illustrate the early commercial production of whale oil on a large scale, including the completeness and extent of the associated technological ensemble and the use of the land and the sea for the production of the oil. The integrity, authenticity, conservation and management of the archaeological remains of the various properties were also compared to those at Red Bay.

As described in more detail in Section 2.B, whale oil was the primary source of light until the middle of the 19th century. It also played a significant role in the industrialization of Europe, North America and other places around the world.

The commercial production of whale oil began in the Basque Country as early as the 11th or 12th century.<sup>24</sup> Large-scale production of this vital resource however, began in the Strait of Belle Isle in eastern Canada during the 16th century, a time when it was the primary source of artificial light. Red Bay is the best known example in existence of the early large-scale production of whale oil. In addition, the whaling tradition represented at Red Bay was crucial in the development of international whaling; the traditions and techniques developed by the Basques and perfected in the Strait of Belle Isle prevailed through several centuries of the industry, until they were replaced by modern mechanized methods during the 19th century.

The nominated property at Red Bay has Outstanding Universal Value because it was the largest and most important port used by Basque whalers during the early years of large-scale commercial whaling. The extensive archaeological remains of the whaling station at Red Bay present the most complete and compelling evidence of the origins of large-scale commercial whaling.



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The nominated property is the most complete and most extensive example known of a whaling station associated with this period of whaling history. It is a complete example because the technological ensemble at Red Bay contains all the significant components of the industrial whaling process. All of the structures and equipment required to hunt whales and process whale oil are represented within the nominated property. It is the most extensive because it contains more examples of these components than any other known whaling site from the period.

The technological ensemble includes four whaling ships used for the transport of men and oil across the Atlantic Ocean, fifteen rendering ovens at eleven separate whale oil production areas where whale blubber was transformed to oil, four cooperages and two other workshops where barrels for shipping the oil were assembled, two look-out/signalling stations used to spot whales, and four temporary living quarters that the workers built on shore. A large collection of artefacts associated with the industrial process have also been found at Red Bay, including the oldest known original example of a whale boat, and the tools and implements used to hunt whales and process oil.

#### **3. C (i) Criteria for Comparison**

In identifying properties for comparison to the nominated property at Red Bay, all areas of the world where shore-based whaling was carried out were considered, including ancient sites in South Korea and Norway, early commercial whaling sites in Spain, eastern Canada, New England, Iceland, Spitsbergen and Jan Mayan Island (both territories of Norway), early 19th-century shore-based whaling sites in Australia, New Zealand and South Africa, and modern whaling sites in Newfoundland and Labrador, the South Atlantic Ocean and the west coast of Canada and the United States.

As discussed above, properties were first compared to the Red Bay Basque Whaling Station based on criteria iii, iv and v. The properties that met these criteria were then compared in more detail using the framework outlined below in Table 3.1. The framework, which is the basis for the comparison that follows, is based on the proposed Statement of Outstanding Universal Value for the nominated property, as contained in Section 3.B. When Red Bay is compared to other properties that relate to the attributes contained in the framework, it emerges as the best and most complete example of an early overseas whaling station. The conclusions concerning the properties compared to Red Bay in this comparative analysis are based on published sources, archaeological reports and the work of experts in the field.

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**Table 3.1 Framework for Comparative Analysis of the Red Bay Basque Whaling Station**

Attributes	Standards for Comparison
<b>Criterion iii – early commercial whaling</b>	
Direct relation	Is the property directly related to the earliest phase of large-scale commercial whaling?
Quality of illustration	How well does the property illustrate early commercial whaling?
<b>Criterion iv – technological ensemble</b>	
Completeness	Does the technological ensemble found at the property contain all the significant components of the industrial whaling process?
Extent	How extensive are the technological components at the property?
<b>Criterion v – land and sea use</b>	
Land use	Does the property illustrate land use associated with early commercial whaling?
Sea use	Does the property illustrate sea use associated with early commercial whaling?
<b>Integrity</b>	
Archaeological remains	Are the archaeological remains stable and in good condition?
<b>Authenticity</b>	
Documentary research	How extensive are documentary sources related to the property?
Archaeological research	How extensively have the archaeological remains within the property been researched?
Records and inventory	Are records and inventory related to the property complete and available?
<b>Protection and management</b>	
Management Plan	Is a management plan in place for the property?
Monitoring	Are programs in place to monitor the condition of the remains?
Legal protection	Is the property protected by legislation?
Visitor access	Is visitor access to the property monitored and controlled?

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#### 3. C (ii) Sites on the World Heritage List or on Tentative Lists for World Heritage

There are currently no sites relating to the global whaling industry on the World Heritage List. Two sites related to whaling were identified on the Tentative List for World Heritage Sites of Norway and the Republic of Korea.

Jan Mayen Island, Norway<sup>25</sup>

Jan Mayen Island is part of a serial transnational nomination of the Mid-Atlantic Ridge system included on Norway's Tentative List for World Heritage Sites. The remains of whaling stations and associated graves found there are included as part of the island's cultural significance.

Jan Mayen Island is located in the Norwegian Sea, south of Spitsbergen and east of Greenland. From 1614 to 1636 the island was used as a seasonal station by Dutch shore whalers. This was an extension of the large-scale commercial whaling carried out by the Dutch at Spitsbergen as described in Section 3.C (v). Jan Mayen Island therefore provides



Figure 3.5 Whaling station at the North Bay of Jan Mayen Island, c. 1639. *New Bedford Whaling Museum*

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a good example of the northward expansion of commercial whaling that occurred during the 17th century.

Documentary sources from the Jan Mayen Island whaling period include the journals and log books of whaling captains and other mariners who recorded activities at the stations. These sources indicate that about 200 whalers used the island each year and that shore stations with temporary rendering ovens and tents to house the crews were initially constructed at six locations on the west coast of the island. After the first few years these stations were replaced by more permanent stations that consisted of large brick furnaces with chimneys and wooden houses at two locations: the North Bay and the South Bay. By the 1630s whales were no longer plentiful in the waters around Jan Mayen Island and the stations were abandoned after 1636.

Archaeological investigations during the 1980s found the remains of the brick rendering ovens as well as wooden dwellings and storehouses at both the North Bay and South Bay locations. The results of this excavation have been recorded and inventoried. The remains of the whaling stations on Jan Mayen Island represent the same whaling tradition as Red Bay, which Dutch whalers learned from Basques hired as part of whaling crews going to the Barents Sea during the early 17th century.

The cultural resources on Jan Mayen Island are protected by Norwegian law. As is the case at Red Bay, archaeological work is regulated and the wilful damage or destruction of archaeological resources is illegal. The management of cultural heritage on Jan Mayen Island is currently the responsibility of the Norwegian Directorate for Cultural Heritage and the Governor of Svalbard.

Natural forces on Jan Mayen Island are difficult to control. The island is volcanic and consists of unstable lava. Coastal erosion has already had a detrimental effect on the remains of the whaling stations. All of the rendering ovens and most of the other structures have washed into the ocean. Monitoring of the archaeological resources that remain is carried out on a limited basis by an archaeologist who visits the island. There is no management plan in place and visitation to Jan Mayen Island is not monitored.

#### Bangu-Dae, Republic of Korea<sup>26</sup>

Bangu-Dae, part of the Daegokcheon Stream Petro-glyphs included on the Republic of Korea's Tentative List for World Heritage Sites, is an ancient petro-glyph site that depicts whales and scenes of whaling. It has the reputation of being the world's most famous whale petro-glyph site. Although this area of the Republic of Korea has long depended on whaling for subsistence, unlike Red Bay, Bangu-Dae does not represent commercial whaling and does not contain archaeological evidence of the production of whale oil.



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#### 3. C (iii) Sites in North America

Early shore-based commercial whaling took place in two areas of North America: the Strait of Belle Isle and the Gulf of St. Lawrence in eastern Canada during the 16th century and the northeast coast of what is now the United States of America during the mid to late 17th century. Modern commercial whaling stations were established at several locations in North America during the late 19th and early 20th centuries.

##### Strait of Belle Isle, Newfoundland and Labrador, Canada<sup>27</sup>

The sites in North America that can be most usefully compared to Red Bay are found along the north shore of the Strait of Belle Isle and the St. Lawrence River in eastern Canada.

The Basques used ports along the north shore of the Strait of Belle Isle for whaling during the mid to late 16th century. These ports and the activities that took place there represent the world's first large-scale commercial whaling industry. Archaeological and/or archival work has allowed researchers to identify nine sites in Labrador that were associated with Basque whaling and whale oil production during the 16th century. They are:

- Red Bay
- Chateau Bay
- East St. Modeste
- Capstan Island
- West St. Modeste
- Carroll's Cove
- Cape Charles
- Pleasure Harbour
- Schooner Cove

Of these, Red Bay is the most complete, most extensive and best preserved example.

##### Chateau Bay

Chateau Bay is a well-documented 16th-century Basque whaling port located in the Strait of Belle Isle northeast of Red Bay. It was used as a whaling port concurrent with Red Bay. Chateau Bay is a good representation of the initial phase of commercial whaling established in the area by the Basques during the 16th century. Extensive archival documents from the Basque Country and other parts of Spain indicate that this was an important and regularly used port. Archaeological research at Chateau Bay has revealed the presence of many of the major components of a 16th-century Basque whaling port, including the remains of rendering ovens, a cooperage and a whaling ship from the

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period, as well as a significant deposit of whale bone. The results of the archaeological work at Chateau Bay have been inventoried and published.

The main rendering areas are on Stage Island, located within the naturally sheltered harbour. A smaller and less-used site is located on nearby Henley Island and a whale bone deposit is found on Castle Island. In addition, one burial that shows characteristics similar to the Basque graves at Red Bay has been investigated at Chateau Bay. While these remains represent a good example of early shore-based whaling, with only two whale oil



**Figure 3.6** Chateau Bay, Labrador – the location of a 16th-century Basque whaling station.  
*Xabi Otero*

processing areas identified, they are not as extensive as those found at Red Bay. The terrestrial archaeological sites excavated during the 1980s were stabilized once the work was complete. The remains of a whaling ship found in the harbour in 1978 have been left *in situ*.

Like Red Bay, the remains at Chateau Bay are protected by legislation of the Province of Newfoundland and Labrador. The remote location of Chateau Bay, however, with its sporadic seasonal habitation and uncontrolled visitation by pleasure boaters travelling the coast of Labrador

during the summer months leave the site vulnerable and susceptible to both inadvertent and wilful damage. No management plan is in place to protect the site, nor is it monitored on a regular basis to determine the effects of erosion and other natural factors. The remains of the whaling ship have not been investigated and have therefore not been stabilized as the examples at Red Bay have been.

East St. Modeste, Capstan Island, West St. Modeste and Carroll's Cove Archival and/or archaeological evidence has identified East St. Modeste, Capstan Island, West St. Modeste and Carroll's Cove as locations used by the Basques for operations similar to those at Red Bay. East St. Modeste has been identified only through documentary evidence. To date, no physical evidence of whaling has been found there. Roofing tile identical to that found at Red Bay has been recorded at Capstan Island and West St. Modeste, but there are no other identifiable artefacts or features that can link these sites to Basque whaling, nor are the locations mentioned in archival documents

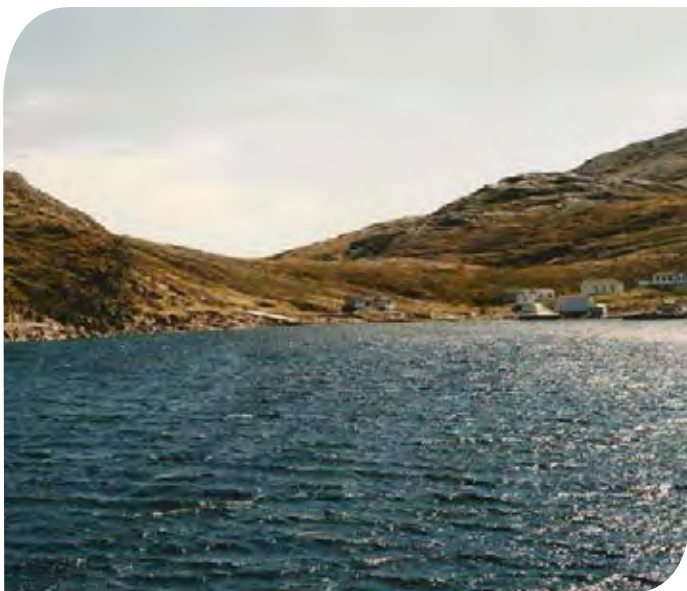
### 3. JUSTIFICATION FOR INSCRIPTION

that have been studied. Roofing tile and whale bone fragments have also been found at Carroll's Cove near Red Bay. This location is also mentioned in a number of archival documents, but the structures associated with whaling have been greatly disturbed by 19th and early 20th-century settlement at the location and very little physical evidence of whaling remains.

#### Cape Charles, Pleasure Harbour and Schooner Cove

Archaeological investigations have identified rendering oven structures at Cape Charles,

Pleasure Harbour and Schooner Cove. Pleasure Harbour and Schooner Cove are mentioned in archival documents. While each location contains between one and three sets of rendering ovens, there is no identifiable evidence of the other structures associated with whaling that have been found at Red Bay.



**Figure 3.7** The remains of Basque whale oil rendering ovens are found underneath fishing structures at Cape Charles in southern Labrador. *Parks Canada/Cindy Gibbons*

#### Gulf of St. Lawrence, Québec, Canada<sup>28</sup>

As the number of whales in the Strait of Belle Isle declined at the end of the 16th century, the focus of whaling in eastern Canada shifted to the southwest along what is now the Lower North Shore of Québec and into the estuary of the St. Lawrence River, where harbours remained ice-free later in the season, giving the whalers more opportunity to fill the ships with oil. Archival and/or archaeological research has identified a number of sites in these areas as Basque whaling sites from the late 16th and early 17th centuries. They are:

- Middle Bay
- Île aux Basques
- Blanc Sablon
- Boulet's Harbour
- Hare Harbour
- Cinq Lieues
- Anse Steven

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#### Middle Bay

The remains of a Basque whaling station are located at Middle Bay, southwest of Red Bay. A small terrestrial archaeological excavation during the 1990s identified the remains of one whale oil processing station there, including a rendering oven with two fireboxes, a cooperage and a third structure of undetermined use. This work has been documented and published. There are no known underwater archaeological resources associated with the site at Middle Bay. The port, known as Gradun at the time, is mentioned in Basque and Spanish archival documents. It appears to have been used mostly towards the end



**Figure 3.8** Site of the Basque whaling station at Middle Bay, Québec. *Lorraine Lavallee*

of the whaling period in the Strait of Belle Isle, when most whaling activity was moving southwest into the Gulf of St. Lawrence, where harbours stayed ice-free until later in the season, allowing the whalers to extend the bowhead whale hunt into the winter.

The site at Middle Bay is a fairly complete whale oil rendering station, with the large cooperage housing onshore workers' accommodations. It is however, limited to only one whale oil production area. The site is located in a small cove near a fish processing facility and is part of recent tourism-related activities developed by the community at Middle Bay. A slipway for small boat storage was recently constructed adjacent to the remains of the rendering oven. While the remains are currently stable and protected by Québec provincial legislation, they are vulnerable due to the commercial activity taking place close by. In addition, there is no management plan in place for the property, the remains are not regularly monitored and visitation to the site is uncontrolled.



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#### Île aux Basques



Figure 3.9 Whale oil rendering oven at Île aux Basques in Québec. *Mélanie Paquet*

Documents indicate that Île aux Basques, located in the estuary of the St. Lawrence River, was used by whalers from French Basque ports during the late 16th and early 17th centuries, after the decline of Spanish Basque involvement in whaling. It is a good example of the southward expansion of the initial phase of commercial whaling. Île aux Basques was designated a site of national historic significance by the Government of Canada based on the evidence of early trade between the whalers and local native groups. The archaeological work carried out at the site has been documented and

the results published. Île aux Basques is limited to the remains of four whale oil rendering ovens. No evidence of other structures associated with the technological process of whaling has been found.

The archaeological remains at Île aux Basques are protected by legislation of the Province of Québec and a protection plan is in place to ensure the long-term preservation of the archaeological remains. The site is accessed by boat from the nearby town of Trois Pistoles as a tourism-related activity during the summer months and visitor access is strictly controlled. Île aux Basques is also the inspiration for the tourism development at Trois Pistoles known as *le Parc d'aventure Basques en Amérique*.

Blanc Sablon, Boulet's Harbour, Hare Harbour, Cinq Lieues and Anse Steven Blanc Sablon is mentioned in a number of archival documents referring to whaling in the Strait of Belle Isle, but no physical evidence of Basque whaling has been found at that location to date. Deposits of roofing tile matching those found at Red Bay have been found at Boulet's Harbour and Hare Harbour to the south of Blanc Sablon. While excavations at Hare Harbour have yielded large numbers of ceramic fragments similar to those at Red Bay as well as underwater whale bone deposits that exhibit evidence of butchering associated with processing whale oil, neither of these sites contain any remains of identifiable structures that can be directly associated with whaling. Sites at Cinq Lieues and Anse Steven have yielded poorly preserved examples of rendering ovens but no other associated structures or artefacts.

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#### Eastern United States<sup>29</sup>

English and Dutch colonists began shore-based whaling during the mid-1600s at places such as Long Island and Nantucket Island on the east coast of the United States. Similar in some respects to early Basque whaling in the Bay of Biscay, this earliest phase of American whaling was essentially an opportunistic hunt that operated on a relatively small scale from areas where North Atlantic right whales passed close to shore during their annual migration along that coast. Unlike Red Bay, where there has been very limited development since the 16th century, this is one of the most densely populated areas of North America and very few physical features of the whaling industry still exist. One exception is the remains of a tavern on Great Island at Wellfleet, Massachusetts that was built in 1690 to provide hospitality to whalers in the area. It operated for several decades until shore-based whaling declined and the industry moved offshore. Despite the fact that American whalers from the New England area dominated the industry in the 18th and 19th centuries, whale hunting and whale oil production were based on board the ships at that time and shore installations were not used.

#### 20th-century whaling stations in North America<sup>30</sup>

Other shore-based whaling sites exist in North America that are associated with early 20th-century whaling. These include a number of sites around the coastline of Newfoundland and Labrador at places such as Grady Island, Hawke Harbour and



**Figure 3.10** Whaling station at Hawke Harbour in 1950.  
*Charles Handley/James Mead*

Schooner Cove in Labrador and Williamsport, Aquafort, Trinity and Dildo in Newfoundland. A variety of structural remains related to hunting whales and processing whale oil can be found at all these sites. Similarly, on the west coast of Canada in British Columbia whaling stations operated at five locations between 1907 and 1967. The west coast of the United States also had whaling stations in operation during the 20th century, particularly in the area around San Francisco and Monterey in California. All of these shore-based whaling stations are associated with modern whaling

activities of the early 20th-century and therefore represent a very different and much more advanced phase of commercial whaling than the nominated property.

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#### 3. C (iv) Sites in Europe

Whaling sites in Europe that can be compared to Red Bay are located on North Atlantic islands, namely the Norwegian territory of Spitsbergen and Iceland.

##### Spitsbergen, Norway<sup>31</sup>

During the 17th century, Dutch and English whalers were involved in the large-scale production of whale oil at Spitsbergen, the largest island in the Svalbard Archipelago located east of Greenland and north of Norway in the Barents Sea. Like Jan Mayen Island, Spitsbergen is now a Norwegian territory.



Figure 3.11 Early 17th-century image of rendering whale oil at Spitsbergen. *American Antiquarian Society*

Whale stocks were discovered in the waters around Spitsbergen at the end of the 1500s. By 1614 both Dutch and English companies were sending whaling expeditions to the area. Archaeologists have found the remains of a number of shore-based whaling stations on the west coast of Spitsbergen. These sites represent the same early commercial whaling tradition as Red Bay. In fact, the Dutch and English companies hired Basque whalers because of their experience in the Strait of Belle Isle to essentially teach their crews how to hunt whales and process whale oil.

The archaeological remains of four key whaling stations on the west coast of Spitsbergen have been identified and studied. They are good illustrations of the expansion of commercial whaling northwards that took place during the first half of the 17th century. These archaeological sites are protected and regulated by the same Norwegian law that applies to Jan Mayen Island, as described earlier. Prior to the passing of this law in 1974



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however, archaeological investigations at Spitsbergen were not well coordinated. They were carried out by archaeologists from a number of countries and, consequently, artefacts and records are kept at institutions in several different countries. Management plans are not in place for these sites and visitation to them is uncontrolled.

#### Smeerenburg

Smeerenburg, which literally means “blubber town,” is a good example of an early large-scale commercial whaling site. It was established by Dutch whalers at the northwest tip of Spitsbergen in 1614 and was used for whale oil production until about 1660.

Archaeological work carried out at Smeerenburg during the 1970s indicates that at its



**Figure 3.12** Archaeological remains at Spitsbergen.  
*Ben Bekooy, Arctic Centre, University of Groningen, The Netherlands*

peak at least 200 men worked on shore processing whale oil during the whaling season. The excavations also revealed that the site contains the remains of 16 buildings, including dwellings and storehouses, and seven furnaces for rendering whale oil. There was also a small fortress with space for two cannons for defence of the station.

Smeerenburg is in a poor state of conservation compared to Red Bay. This is due to the harsh climatic conditions and neglect over centuries. Smeerenburg was abandoned during the middle of the 17th century, when a scarcity of whales close to shore

forced the Dutch whalers out to sea for the hunt. After the site was abandoned, many of the structures were dismantled and any useful material was taken away. The rendering ovens themselves, located near the shore, have for the most part been washed into the ocean, leaving behind only the large concretions of burnt whale blubber.

#### Graveneset/Trinity Harbour

Another good example of an early European shore-based whaling site is the English shore station located at Graveneset, once called Trinity Harbour, on the west coast of Spitsbergen south of Smeerenburg. With only four rendering ovens used for just ten years, Trinity Harbour is not as extensive an example as Red Bay. Although the English whalers had abandoned Trinity Harbour as early as 1623, the cemetery was used for almost 200 years and contains about 130 graves. The rendering ovens are in a poor state



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of conservation and have suffered the adverse effects of uncontrolled tourism visits. Some graves have been disturbed.

#### Lægerneset

The remains of another English shore-based whaling station from the first half of the 1600s were found at Lægerneset, which they knew as Edge Point or Whale Head, also on the west coast of Spitsbergen. This property contains three separate whale oil processing areas and a cemetery with 17 graves. Each processing area has a rendering oven — two with a single firebox and one with a double — and between one and four permanent or temporary houses. A fourth processing area about 1,000 metres to the south contains the remains of a single firebox and three temporary houses that appear to only have been used for a single season. The complete skeleton of a bowhead whale was also found in a nearby lagoon. Written sources indicate the main processing areas at Lægerneset were used by whalers from 1613 to 1654. While archaeological investigation has determined that the remains at Lægerneset are in good condition, they are not as extensive as those at Red Bay.

#### Midterhuken

A third English whale oil processing station is found at Midterhuken, located on the tip of a peninsula to the north of Laegerneset. This property consists of a large processing area, two smaller ones and a cemetery with 14 graves. The two smaller processing areas, each with a single rendering oven and temporary house, are located in areas not favourable for landing whale blubber and loading barrels of whale oil; they were most likely only used for a single season. The larger and more substantial shore station consists of one single and three double rendering ovens, five working platforms and one permanent and three temporary houses. There is also archaeological evidence that a cooper worked at this site. Despite the fact that the remains at Midterhuken are in a good state of conservation, they do not comprise as complete or as extensive an example of a whaling station as does Red Bay.

#### Strákatangi, Iceland<sup>32</sup>

Shore-based whaling was also carried out from Iceland during the early 1600s. Archaeologists have recently found the remains of an early commercial whaling station at Strákatangi in the Westfjord region of the island. Excavations to date have revealed structures that include a cooperage, living quarters, a brick rendering oven, a blacksmith workshop and a storage area for barrels of whale oil. Several fragments of whale bone were found off-shore near the site during an underwater survey carried out in 2009. While archaeologists have so far been unable to conclusively determine the origin of the

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Figure 3.13 Archaeological remains at Strákatangi, Iceland. *Ragnar Edvardsson*

a better example of an early commercial whaling station than Red Bay. Archaeological research at Strákatangi is continuing.

#### The Basque Region (Spain and France)<sup>33</sup>

Commercial whaling started in the Basque Country as early as the 11th century. However, the development of major cities and seaports along the coast of the Basque Country and its neighbouring regions has largely eradicated any trace of structures and other physical aspects associated with whaling in these areas.



Figure 3.14 Early 20th-century whaling station at Leith Harbour on South Georgia Island. *David Nicholls*

station, the remains are similar to those excavated at Dutch whaling stations on Spitsbergen. During the 2009 season, a second rendering oven was found a short distance from the main site at Strákatangi. This one appears to be older and is constructed of stone rather than brick. It has not yet been investigated by archaeologists. Even though the archaeological remains of the whaling station at Strákatangi are in good condition, with only two rendering ovens identified and a small number of associated structures, the site is not extensive enough to be considered

#### 3. C (v) Sites in Antarctica

South Georgia Island (Great Britain)<sup>34</sup>

During the early 20th century South Georgia Island, a British overseas dependency in the South Atlantic Ocean, was an important base for Norwegian whalers. A Norwegian company established seven whaling stations under leases granted by the British governor of the Falkland Islands at Grytviken, Leith Harbour, Stromness, Prince Olav Harbour, Husvik, Godthul

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and Ocean Harbour. The remains of the whaling operations on South Georgia Island include whaling vessels, processing areas, storehouses and residential buildings. Their condition ranges from stable to very poor. In some cases, particularly at Grytviken, many of the buildings have been demolished, leaving just their concrete foundations. Unlike Red Bay, which represents the earliest stages of large-scale commercial whaling, the South Georgia Island stations represent a much more modern and advanced phase of the whaling industry.

#### **3. C (vi) Sites in Asia and the Pacific**

##### Japan<sup>35</sup>

Japan has an ancient tradition of whaling that dates to the 7th century, when whales were a source of food, oil and other materials. Organized shore whaling from open boats began in the 1570s, and a system of hunting in groups was organized a short time later. Similar to the Basque style of shore-based whaling, whales were spotted from stations along the shore and boats were launched to kill them with harpoons and lances. Nets were later used to trap whales before they were killed. The whales were flensed on shore and then stored in warehouses to await further processing. Coastal whaling in Japan eventually adopted the use of power boats and harpoon guns introduced by the Norwegians during the second half of the 19th century. By the 1930s the Japanese were using factory ships for offshore whaling. However, to the extent of our current knowledge, no significant remains of early whaling stations exist in Japan.

##### Australia and New Zealand<sup>36</sup>

Coastal whaling in Australia and New Zealand began when the area was first settled by the British during the late 18th century. Like the shore-based whaling stations at Red Bay from the 16th century, the hunting and processing activities at these sites included harpooning whales by hand from open boats and rendering the whale blubber to oil over open fires near the beach. A number of coastal whaling stations were established during the 1820s and 1830s at places such as Bather's Bay in Western Australia, Point Collision, Fowler's Bay and Sleaford Bay in South Australia and Bruny Island and Adventure Bay in Tasmania. The main whaling areas in New Zealand included the Forveaux Strait and Otago, the Banks Peninsula, Kaikoura, Port Underwood, the Tory Channel, Kapiti and Hawke's Bay. The remains in these areas vary in condition and include a combination of rendering and processing areas, storehouses and residential buildings. The sites in Australia and New Zealand, however, are from a later date and are not representative of the early shore-based whaling tradition that led to the development of the international whaling industry.

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#### **3. C (vii) Sites in South Africa<sup>37</sup>**

Shore based whaling began in South Africa in about 1792 and continued until 1975. Two whaling techniques were used during this period. Whaling from open boats with hand-held implements took place between 1792 and 1912. Techniques using steam-power catcher boats and harpoon guns were used from 1908 to 1975. Some remains of whaling stations from the early 20th century exist at Durban, Bettie's Bay and Donkergat, but no physical evidence of the earlier shore-based whaling stations has yet been found.

#### **3. C (viii) Summary**

All known areas in the world where shore-based commercial whaling was carried out were considered when identifying properties for comparison to the nominated property at Red Bay. Those sites considered the best comparisons based on the criteria identified in the introduction to this section are sites located at Jan Mayen Island, Chateau Bay in Labrador and Middle Bay and Île aux Basques in Québec, Spitsbergen (Smeerenburg, Trinity Harbour, Lægerneset and Midterhuken) and Strákatangi in Iceland. Red Bay is however, the best example of all of these sites that illustrates the beginning of large-scale commercial whaling because it is the best preserved example, it contains the archaeological remains of the complete technological ensemble required for hunting whales and processing whale oil, and adequate conservation and protection measures are in place to ensure the preservation of the nominated property for present and future generations. The results of the comparative analysis are summarized below in Table 3.2.



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**Table 3.2 Summary of Comparative Analysis for the Red Bay Basque Whaling Station**

Attributes ↓ Sites →	Red Bay	Jan Mayen Island	Chateau Bay	Middle Bay
<b>Criterion iii</b>				
Direct relation	Earliest phase	Expansion north	Earliest phase	Earliest phase
Quality of illustration	Excellent representation	Good representation	Good representation	Excellent representation
<b>Criterion iv</b>				
Completeness	Ovens, cooperages, dwellings, ships	Ovens dwellings	Ovens, cooperage, ships	Oven, cooperages
Extent	Eleven processing areas	Two processing areas	Two processing areas	One processing area
<b>Criterion v</b>				
Land use	Yes	Yes	Yes	Yes
Sea use	Yes	No	Yes	No
<b>Integrity</b>				
Archaeological remains	Excellent	Poor	Good	Good
<b>Authenticity</b>				
Documentary research	Wide	Limited	Wide	Limited
Archaeological research	Extensive	Limited	Limited	Limited
Records and inventory	Complete	Complete	Complete	Complete
<b>Protection and management</b>				
Management Plan	Yes (pending signatures)	No	No	No
Monitoring	Yes	Limited	No	No
Legal protection	Yes	Yes	Yes	Yes
Visitor access	Yes	No	No	No

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Île aux Basques	Smeerenburg	Trinity Harbour	Lågerneset	Midterhuken	Strákatangi
Expansion south	Expansion north	Expansion north	Expansion north	Expansion north	Expansion north
Good representation	Good representation	Good representation	Good representation	Good representation	Good representation
Ovens	Ovens, cooperages, dwellings	Ovens	Ovens, dwellings	Ovens, cooperage, dwellings	Ovens, cooperage, dwellings
Four processing areas	Six processing areas	Four processing areas	Three processing areas	Three processing areas	Two known processing areas
Yes	Yes	Yes	Yes	Yes	Yes
No	No	No	No	No	No
Good	Poor	Poor	Good	Good	Good
Limited	Wide	Limited	Limited	Limited	Limited
Limited	Extensive	Limited	Limited	Limited	Ongoing
Complete	Partial	Partial	Complete	Complete	Complete to date
Yes	No	No	No	No	No
Limited	Limited	Limited	Limited	Limited	Limited
Yes	Yes	Yes	Yes	Yes	Yes
Yes	No	No	Closed to visitors	Closed to visitors	No

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#### 3. D Integrity and Authenticity

##### 3. D (i) Statement of Integrity

Integrity is a measure of the wholeness and intactness of a nominated property and its attributes. The conditions of integrity set out in the Operational Guidelines are met by the nominated property at Red Bay. The property includes all the elements necessary to express its Outstanding Universal Value, it is of adequate size to ensure the complete representation of the features that convey its significance, and it does not suffer from the adverse effects of development or neglect.

**All the elements necessary to express the Outstanding Universal Value are included.**

The nominated property at Red Bay is an exceptional example of an extensive Basque overseas whaling station that was used for more than half a century. It contains the well-preserved remains of the largest and most important port associated with the world's first large-scale commercial whaling enterprise. All the key elements associated with the large-scale production of whale oil during the 16th century are preserved in their original context and setting, including four whaling ships, 15 whale oil rendering ovens at 11 different locations, four cooperages, a number of temporary habitation sites, a cemetery and several large concentrations of whale bones. The nominated property illustrates the use of the land and the sea by the Basques as they adapted their whaling traditions and techniques to the terrestrial and marine environment of Red Bay in order to successfully hunt whales and process whale oil. In addition, archaeological research at Red Bay has revealed a collection of artefacts, including tools, implements and domestic objects, that represent all aspects of life and work associated with whale oil production during the 16th century.

##### Terrestrial Remains

The terrestrial remains preserved at Red Bay were largely undisturbed until archaeological excavations started in the late 1970s. They include the stone rendering ovens where whale oil was produced. These ovens were in varying states of preservation depending on their immediate environmental conditions and the extent of use that they incurred during the 16th century. The remains of cooperages and workshops at Red Bay consist mainly of the roof tiles and iron nails used to build the structures. The stone hearths and some walls and roof frames associated with temporary living quarters are preserved at a number of locations on Saddle Island. There are deposits of whale bone associated with the Red Bay Basque Whaling Station at both the east and west ends of the nominated property. The cemetery at the east end of Saddle Island has been excavated

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and restored, including the reburial of more than half the skeletons found. More details about the condition of the terrestrial archaeological resources and their ongoing conservation are found in Chapter 4.

**Figure 3.15** Whale oil rendering oven found at Saddle Island Area G. *Memorial University of Newfoundland Archaeology Unit*

#### Underwater Remains

The remains of three of the four 16th-century whaling galleons found in the harbour at Red Bay remain in situ and preserved in their original locations. The fourth was



completely excavated, dismantled for recording and study and the components reburied in the original location. This is the most extensive and best-preserved collection of whaling ships at any single location in the world. They are a remarkable example of the ships required for the large-scale commercial whaling industry of the 1500s. An incredible collection of whale bones — the debris of 16th-century whaling — is also preserved in the harbour at Red Bay. The remains of a wharf used to access a whale oil rendering area has also been identified and recorded.

Taken together, all of these well-preserved elements and features express the Outstanding Universal Value of the nominated property at Red Bay: that it was the largest and

**Figure 3.16** Whale bones recovered from the 24M wreck site. *Parks Canada/D. Pagé*



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most important port associated with the world's first large-scale commercial whaling industry; and that today it is the most complete and best-preserved archaeological site in the world associated with the early shore-based global whaling industry.

#### **Adequate size to ensure complete representation**

The archaeological features that convey the Outstanding Universal Value of the nominated property at Red Bay consist of the ships, rendering ovens, cooperages and temporary habitations used by the 16th-century whalers for producing and shipping whale oil. They also include deposits of bone from the discarded carcasses of whales and a cemetery used during the period. The size of the nominated property ensures that all of these features are included and fully represented.

The boundaries of the nominated property encompass all areas of the Harbour and shoreline of Red Bay where these features are located. They also extend in all directions to an appropriate extent to ensure that all areas used by the whalers are included. The boundaries also encompass high points of elevation that provide views to all areas of the nominated property.

The Harbour itself is where the first stage of whale oil processing took place. The whaling ships were moored up in the Harbour throughout the whaling season, and the dead whales were tied up next to them or towed to the beach to have the fat stripped from them. Today the Harbour contains the well-preserved and stabilized remains of the whaling ships, along with the wharf remains and large deposits of whale bone.

Once the fat was removed from the whale, it was taken onshore, where the actual oil rendering process took place at the rendering ovens. The whale oil rendering areas surround the Harbour on both the Saddle Island and mainland shores. Cooperages were located nearby but at higher elevations. Temporary habitations were also close to the ovens, wherever suitable shelter could be found. All areas of the shoreline surrounding the Harbour are included within the boundaries of the nominated property. These areas contain the remains of rendering ovens, cooperages and temporary living quarters.

Areas on the periphery of the Harbour and the core processing area were also used by the whalers and contain significant remains associated with 16th-century whaling, including a cemetery at the east end of Saddle Island and prominent headlands near the cemetery and on Twin Islands that were used as signalling stations to watch for whales and send a signal to other whalers when one was sighted. These areas are included in the nominated property, as are beaches at the east and west extremities

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that contain onshore deposits of whale bone associated with the 16th-century activities at Red Bay. No remains associated with Basque whaling at Red Bay are found outside the nominated property.

#### **Absence of adverse effects of development and/or neglect**

The nominated property is free from adverse effects of development. Red Bay is located in a remote area of northeast Canada and it has never had a population of more than 350 people. Development has been limited to shoreline infrastructure related to the inshore fishery that has sustained the community for the past two centuries and minor building projects related to the fish processing facility and the Coast Guard light station.

The management tools of the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada protect the nominated property and the cultural resources that it contains. A joint management plan ensures the ongoing protection of the site from a variety of factors, both natural and human-induced, and includes land zoning, conservation policies, a harbour-use policy, development guidelines and a strategy to track and control the number of visitors to the terrestrial portion of the property. Access to the underwater portion of the site is very limited. All permits for archaeological diving are issued by the Provincial Archaeology Office under the *Historic Resources Act*. A new policy on the protection of underwater cultural resources at Red Bay being developed by the Government of Newfoundland and Labrador will create a registry to record and monitor recreational diving in the Harbour. This registry will be implemented by the Town of Red Bay as per section 8.1.1 of the Policy. The complete policy can be found in Appendix 3e.

Neither does the nominated property suffer the effects of neglect. The cooperative management approach of the Town of Red Bay, the Province of Newfoundland and



Labrador and Parks Canada ensures that the property is well cared for. The impact of both natural factors, such as erosion, and man-made ones, such as proposed developments, are carefully monitored to ensure that they have little or no effect on archaeological sites.

**Figure 3.17** Reburial mound protecting the 72M wreck site in Red Bay Harbour.  
*Parks Canada/Thierry Boyer*

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The ideal preservation conditions provided by the cold water and silt of Red Bay Harbour have contributed greatly to the excellent state of conservation of the underwater archaeological remains. The shipwreck sites have been stabilized and are monitored on a regular basis to ensure that the high standard of conservation is maintained. Details on the state of conservation of the vessels and the monitoring program can be found in Chapters 4 and 6.



**Figure 3.18** Local volunteers help stabilize a rendering oven site at Red Bay. *Parks Canada/Cindy Gibbons*

Terrestrial sites are protected from the natural processes of erosion by stabilization using sandbags and backfill material covered by local sod. The sites are monitored to ensure that the materials remain in place and are working effectively. Unexcavated sites are also monitored to ensure that there are no adverse effects from erosion.

In addition, residents of Red Bay are engaged in the protection and monitoring of the property. Many have been involved in the research and interpretation related to Basque whaling at Red Bay and have consequently developed a strong sense of stewardship for the nominated property. A willing group of volunteers assists with regular monitoring of sites, mitigation when required and general observations to ensure that the archaeological features remain in good condition and free from any adverse effects.

#### **3. D (ii) Statement of Authenticity**

A nominated property meets the conditions of authenticity if its cultural values are truthfully and credibly expressed through a variety of attributes. The authenticity of the Basque whaling station at Red Bay is demonstrated by attributes that include the form and design of various components, the materials used in construction, the traditions and techniques associated with whaling and the location and setting of the property.

The authenticity of the nominated property is further demonstrated by a vast collection

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of related archival material and an unparalleled collection of artefacts associated with the life and work of the Basque whalers at Red Bay.

#### **Form and Design**

##### Terrestrial remains

Authenticity of form and design is demonstrated by the terrestrial archaeological remains at Red Bay. The various aspects of the whaling port and the individual whale oil processing areas were situated specifically to most effectively and efficiently render whale blubber into oil.

The rendering ovens were located close to the beach so that bringing whale blubber ashore and loading the full barrels of oil into boats could both be accomplished faster and easier. The location of the ovens on the shoreline in relatively flat areas that were protected from prevailing winds made for an ideal, sheltered workplace for the processing of whale oil. The rendering ovens were designed and built specifically for rendering whale blubber to oil: the fireboxes were constructed to hold the huge copper cauldrons used to melt the fat and lined with clay to insulate them and retain as much heat as possible.

The cooperages were located to the rear of the ovens and at a higher elevation in order to easily roll the assembled barrels down the slope as they were needed. Also close by were living quarters that allowed the men to stay on shore until the work of processing the whale oil was complete.

##### Underwater remains

The well-preserved underwater archaeological remains at Red Bay also demonstrate the authenticity of form and design of the nominated property. The whaling ships found within the nominated property are without question sailing ships of what is known as the Iberian-Atlantic tradition believed to have originated in the Mediterranean. The detailed excavation and study of the 24M vessel has revealed that its hull was conceived and constructed in the manner described in Iberian shipbuilding treatises and other archival documents of the 16th and early 17th centuries. The construction techniques used to build this vessel also compare to the techniques observed and studied on other known Iberian ships from the period. Exploratory excavation carried out on the other three whaling ships at Red Bay revealed that they were built using the same basic design and techniques. The squared stern with rudder and wide beam that are characteristic of these vessels were ideal for ocean-going ships that brought valuable cargos, such as whale oil, from the Americas to Europe.

Authenticity of form and design is further demonstrated by the *chalupa* found under the hull of the 24M vessel. Described in detail in Chapter 2, the unique construction of the



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**Figure 3.19** 1:20 scale model of the 24M vessel based on archaeological evidence recovered from Red Bay. Parks Canada/G. Vandervlugt

local granite, the fireboxes were lined with insulating clay from Europe. Each complex of rendering ovens, as well as the nearby cooperages, was protected by a structure roofed with clay tiles, also from the Basque Country.



*chalupa* combined the boatbuilding techniques of overlapping planks (called “clinker”) with edge-to-edge planks (called “carvel”) to create a streamlined and lightweight craft that moved quickly and easily through the water in pursuit of whales. As such, it was an indispensable tool for the Basque whalers at Red Bay.

#### **Materials and Substance**

##### Terrestrial remains

The archaeological remains of a number of structures found on land at Red Bay demonstrate the authenticity of materials of the nominated property. A number of Basque archival documents reference barrels of clay and large quantities of tiles brought to Labrador on whaling voyages. This documentation is supported by the remains of rendering ovens at Red Bay. From archaeological research it has been determined that although they were constructed from

local granite, the fireboxes were lined with insulating clay from Europe. Each complex of rendering ovens, as well as the nearby cooperages, was protected by a structure roofed with clay tiles, also from the Basque Country.

Supply lists found in Spanish archives refer to nails as part of the cargo on ships outfitted for whaling voyages to Labrador. This too is supported by the remains at Red Bay where large numbers of hand-forged iron nails have been found that were used to construct the wooden structures that covered the rendering ovens.

**Figure 3.20** Roof fall from cooperage at Saddle Island Area B. Memorial University of Newfoundland Archaeology Unit

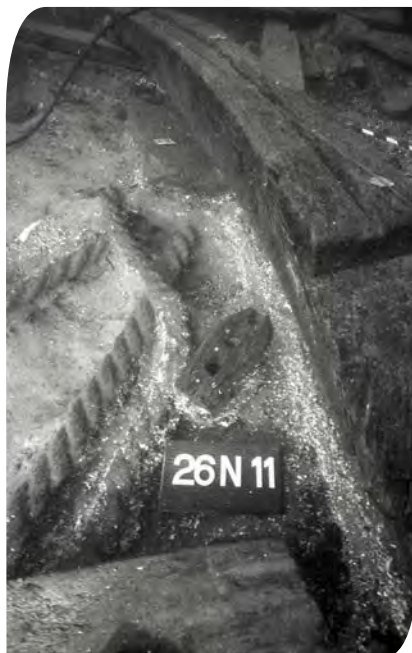
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The other substantial buildings associated with the Basque whaling station at Red Bay are the cooperages. Even though the tiles that covered the roofs of these buildings are practically all that remain of them, it can be reasonably inferred that the structures would have been fairly substantial in order to support the weight of the tiled roof. Large numbers of hand-forged iron nails have also been found in the context of the cooperages.

Other less substantial structures, such as the temporary living quarters found near some rendering ovens, have left behind evidence that baleen was used as roofing material. This keratinous material that occurs in the mouths of baleen whales is impermeable, making it an ideal roofing material.

#### Underwater remains

The original materials used in the construction of the ships and boats found at Red Bay, as well as their associated artefacts, are very well-preserved and therefore demonstrate the authenticity of materials of the nominated property. The ships and boats were



**Figure 3.21** Hemp rope recovered from the 24M wreck site. Parks Canada/D. Pagé

constructed primarily of white oak (*Quercus alba*), a tree that was cultivated in the Basque Country specifically for shipbuilding. Some components of the small boats were made from other types of wood, including softwoods native to Labrador, indicating that repairs or modifications were made to them locally during the whaling season. The keel of the 24M vessel was carved from the trunk of a single European beech tree (*Fagus sylvatica*). They grow high in the mountains of the Basque region and, devoid of branches at lower levels, allowed the ship builders to create a straight, strong keel.

The 24M vessel was built using a combination of iron nails, spikes and wooden pegs or treenails. The treenails,

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During the 1500s hemp was the predominate material used in sailcloth and rope. While it appears that the sails of the 24M vessel were salvaged at the time of the wreck, a significant quantity of the hemp rope that was used in conjunction with the vessel's rigging was found during the excavation. Unprocessed hemp mixed with pine tar was also used as caulking on the hull of the ship.

#### **Traditions and Techniques**

The traditions and techniques associated with Basque whaling in the 16th century are evident in the archaeological record at Red Bay and play a large role in demonstrating the authenticity of the nominated property.

Among the most outstanding traditions and techniques revealed by the remains at Red Bay are those associated with Iberian shipbuilding. The study of the 24M vessel has revealed that the ship was built using techniques described in Iberian shipbuilding treatises and other Basque archival documents. These included the shape and curvature of the main frames that determined the final form of the vessel and the specialized types of wood cultivated in Basque forests for various components.

The techniques directly associated with hunting whales and processing whale oil were developed in the Basque region and transferred to Labrador as the overseas industry developed. Archaeological excavations at Red Bay have uncovered the best known example of a whaling station from the beginning of the global whaling industry, complete with ships and boats, land-based structures such as rendering ovens and cooperages, and an unmatched collection of associated artefacts. Together they illustrate all stages of whale hunting and whale oil processing, from the pursuit to the final purification and storage of the oil for shipment to Europe.

A high degree of authenticity is also demonstrated by the further transfer of these techniques to subsequent phases of international whaling. The techniques, which were developed in the Basque Country and adapted for use in what was the beginning of large-scale commercial whaling, a phenomenon that is best represented at Red Bay, formed the basis of the global whaling industry.

While the 16th-century cemetery on Saddle Island, with its shallow graves and rows of stones for markers, does not closely resemble Basque cemeteries of the period, its basic structure reflects traditional European Christian burials. The graves were oriented with the heads to the west, and most of the bodies were interred in the prone position with arms folded on the chest or pelvis.

### 3. JUSTIFICATION FOR INSCRIPTION

#### Location and Setting



Figure 3.22 Red Bay Harbour. *Parks Canada/Cindy Gibbons*

The authenticity of the nominated property is further demonstrated through its location and setting, which made it an ideal place for a whaling station during the 16th century. Red Bay is located on the north shore of the Strait of Belle Isle, the narrow strip of ocean that separates the island of Newfoundland from the eastern North American continent (see Map 1). In many ways, this was the ideal location for the whale hunt. The strait is a natural bottleneck, bringing migrating species, such as the North Atlantic right whales and bowhead whales, closer to shore, making them easier to spot, pursue and kill.

The setting of the nominated property has undergone minimal change since it was the principal Basque whaling port of the 1500s. The physical features of the property that made it an ideal location for a whaling port still exist and are described below.

The sheltered conditions created by the surrounding hills and the configuration of the Harbour at Red Bay were ideal for a whaling port, providing protection for the ships that lay at anchor during the whaling season as well as for the workers as they went about the process of rendering whale blubber to oil.

The high surrounding hills offered another advantage for whalers, allowing for the stationing of sentinels and for signalling when whales were spotted. Excavation has



### 3. JUSTIFICATION FOR INSCRIPTION

uncovered the remains of two structures and hearths on or in the shelter of prominent headlands. A hearth was found at the highest point of a headland on the east end of Saddle Island and domestic debris was found at the base, and on Twin Islands the remains of a temporary structure were found at the sheltered base of the most prominent headland.

Given that there was no evidence of whale oil processing at these sites, that there are clear views from one headland to another around the Harbour, that there is evidence of crew members spending significant amounts of time at these sites, and given the Basque practise of using a series of signalling stations to communicate whale sightings, archaeologists and other researchers have concluded that these headland locations were used by the Basques to watch for whales in the Strait of Belle Isle and to send signals using fires or other means at each sighting. Other prominent points in the area may have been used in a similar manner.

Consistent with the demands of rendering whale oil, the ovens at Red Bay were parallel and adjacent to the shoreline on both sides of the Harbour fronting on deep water, making for easy access by boat. In some cases this ease of access from the water was further facilitated by piers built near the ovens. For the same reasons, areas at the east end of the Harbour used by the Basques have been favoured locations for inshore fishing operations since the community was first settled in the mid-1800s.

The cooperages, as previously described, were located on terraces above the rendering ovens providing a separation of the skilled work of the coopers from the highly industrialized activities of the rendering stations. This position also facilitated the transfer of assembled barrels which could be easily rolled down the slope to be filled with oil. The terraces and slopes near the shoreline where the cooperages were located remain visible features of the nominated property.

The whaling crews' temporary living quarters near the main work sites took advantage of natural geographical features at Red Bay and incorporated readily available materials such as rocks and baleen. The rocky outcrops used to construct these habitations are a very prominent physical feature of the nominated property.

The location of the Basques' cemetery in a low-lying area at the east end of Saddle Island is also significant in that its exposed location made it susceptible to winds from practically all directions and unsuitable for any other use associated with whaling. For these same reasons, the cemetery area was not used by subsequent inhabitants of Red Bay and has remained undisturbed and unchanged since the 1500s.

### 3. JUSTIFICATION FOR INSCRIPTION

#### Other Supporting Historical Evidence

##### Archival Documents

In support of the authenticity of the nominated property are the thousands of archival documents, held in the archives of the Basque Country and elsewhere in Spain, that describe practically every aspect of the Basque whaling industry represented at Red Bay. A summary of the types of documents found and descriptions of specific examples are contained in Appendix 9c. Maps and other documents from the 1500s were used to identify Red Bay as the Basque whaling port of Buttes. Documents specifically relating to activities at this port range from 1554 to 1603, although there are other documents that refer to whaling in the Strait of Belle Isle before and after this period.

From a business perspective, Basque whaling in Labrador, as represented at Red Bay, was highly structured. Numerous documents provide information regarding virtually all aspects of the organization and management of the industry, including crew hiring, expedition financing, ship chartering, voyage provisioning and vessel insurance.

##### Artefact Collection

Another aspect that confirms the authenticity of the nominated property is the large collection of artefacts recovered at Red Bay. The collection represents diverse aspects of life and work in a 16th-century whaling port in Labrador and helps illuminate the lifestyle of the whalers. It includes tools associated with rendering oil and assembling

barrels, implements used to hunt and flense whales, and navigational instruments and other devices that allowed early modern mariners to navigate the North Atlantic.

Of particular note is the massive number of roof tile fragments found on land and underwater. Documents refer to thousands of tiles being brought to Labrador on whaling voyages for use on the structures associated with the production of whale oil.

The most abundant of the artefacts are the whale bones from the period. They are scattered on the beaches near Red Bay and thousands more lie buried in the silt of the Harbour.



**Figure 3.23** Pile of Basque roofing tile recovered during excavations on Saddle Island.  
*Parks Canada/Cindy Gibbons*

### 3. JUSTIFICATION FOR INSCRIPTION

#### Underwater Archaeology Report

The intensive excavation and study of the remains of the 24M vessel, now reburied in the Harbour at Red Bay, has greatly contributed to the knowledge and understanding of 16th-century Basque whaling and shipbuilding and the role that they played in the history of Canada and in the development of the global whaling industry. In 2007, the results of this study were published in an extensive report entitled *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th century*. The excavation and study of the 24M vessel and the report are upheld as models in the discipline of underwater archaeology and are key components of the authenticity of the Red Bay Basque Whaling Station.



Red Bay East  
*Destination Labrador/Chris Samson*

#### **4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY**







## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### 4. A Present State of Conservation

The nominated property at Red Bay includes both terrestrial and underwater archaeological remains associated with the extensive whaling operations that took place there during the 16th century. Intensive archaeological studies during the 1970s and 1980s revealed a large collection of features that, while in varying conditions of preservation, present a very clear picture of what was the most important port associated with the world's first large-scale whaling industry.

Both the *Commemorative Integrity Evaluation*<sup>38</sup> and the *State of the Site Report* prepared for Red Bay National Historic Site of Canada by Parks Canada in 2011 indicate that the archaeological resources located within the boundaries of the nominated property are in good condition and are not impaired. All underwater cultural resources are stable and well-preserved, but some terrestrial archaeological sites have experienced erosion and need to be monitored on a regular basis. More details of these evaluations can be found in Chapter 6.

The excellent state of conservation of the nominated property and the cultural resources within its boundaries is attributable to several factors that protect the site naturally as well as through legal and policy means. These factors will help ensure the conservation of the property's heritage and Outstanding Universal Value for present and future generations.



Figure 4.1 Infrastructure associated with the contemporary inshore fishery is located throughout the nominated property. *Destination Labrador/Chris Samson*

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

The relatively isolated location and cold water conditions of Red Bay have been instrumental in the preservation of the archaeological resources in the nominated property. While the remains of post-whaling activity and an active portion of the present-day community of Red Bay are evident in the nominated property, future impacts will be limited and controlled by current conservation measures, by legislation and by planning practices that allow managed development without threatening the cultural resources of international value.

Certain natural environmental conditions also contribute to the excellent state of conservation of the nominated property. This is particularly true of the anaerobic environment created by the cold water and silt of the Harbour. That environment is largely responsible for the exceptional quality of preservation of the shipwreck remains compared to the condition of the remains of vessels from the same period found in warmer waters to the south.



Figure 4.2 Local residents clean up an area of the nominated property believed to contain 16th-century archaeological remains. Parks Canada/Cindy Gibbons

and generally rested on wooden foundations dug only a few centimetres into the surface. The area of the community that was used by the Basque whalers is not zoned for development and any new structures built there by homeowners must follow guidelines established by the Town of Red Bay to ensure that there is no impact on archaeological resources.

The state of conservation of the nominated property also benefits from strong local stewardship and a local sense of ownership and pride in the site and its international

Red Bay's location on the south coast of Labrador is not susceptible to the devastating effects of natural disasters. Monitoring programs are in place to minimize and mitigate the effects of erosion, Arctic pack ice and other minor environmental factors.

The relative isolation of Red Bay and the small population of the area have kept development at a minimum. Human activity, largely associated with the inshore fishery, has had minimal impact on the archaeological remains at Red Bay. The structures associated with the fishery, including houses, were built without basements



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

significance. Local volunteers assist with monitoring and mitigation of the archaeological sites as required.

### 4. A (i) Terrestrial Archaeological Resources



Figure 4.3 Unexcavated whale oil rendering oven at Saddle Island Area A. *Parks Canada/Jenneth Curtis*

Terrestrial archaeological resources related to 16th-century Basque whaling at Red Bay are located on both the north shore of Saddle Island and the nearby mainland. Some resources have been fully excavated by archaeologists while others have been left intact and unexcavated. Owing to factors described above, the condition of most of the extensive archaeological resources ranges from good to fair, with the condition of only one feature rated as poor.



#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

##### Unexcavated Resources

A total of eight unexcavated features related to Basque whaling have been identified within the nominated property at Red Bay; their locations are shown on Map 3. Five of these have been rated **good** and three rated **fair**.<sup>39</sup> The ratings are summarized in Table 4.1:

**Table 4.1 State of Conservation of the Unexcavated Terrestrial Archaeological Resources**

Location	Cultural Resource	Condition	Comments
<b>Saddle Island Area A1</b>	Rendering oven	Good	Large, well-preserved example
<b>Saddle Island Area A2</b>	Rendering oven	Good	Early example partly dismantled by Basques
<b>Saddle Island Area B/E</b>	Midden between areas B&E	Good	Stable, good coverage by vegetation
<b>Saddle Island Area K</b>	Lookout	Good	Location is intact as it was in the Basque period
<b>Coast Guard Building Site</b>	Rendering oven	Good	Large, well-preserved example; Coast Guard structure on site but has had little impact
<b>Red Bay Village</b>	Shore station	Fair	Abundance of Basque roof tile indicates remains of a shore station located under and amongst modern buildings
<b>Red Bay West 1</b>	Shore station with cooperage	Fair	Testing indicated presence of a cooperage; area is underneath current restaurant

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### Excavated Resources

Most of the terrestrial archaeology within the nominated property at Red Bay has taken place on Saddle Island, mainly because it was uninhabited and therefore available for excavation. Excavations were also carried out at the Red Bay East site on the mainland shore, Twin Islands and Penney Island.



Figure 4.4 Stabilization of excavated area at the Saddle Island West site. *Parks Canada*

The archaeological resources at Red Bay that remain in situ include the stonework of the rendering ovens, the footprints of other structures and some wooden components, such as roof poles and working platforms. The excavated areas were backfilled and covered with local sod after the features were recorded. The conservation goal for the excavated archaeological resources at Red Bay is to maintain them in stable condition with a good protective layer covering the structural remains.

A total of 32 archaeological resources have been excavated within the nominated property at Red Bay. Their condition is generally good, with only five features identified as fair and one as poor.<sup>40</sup> The feature rated “poor” is the remaining rear wall of a rendering oven located near the shoreline of Saddle Island. Natural erosion had washed most of the structure into the Harbour before the site was excavated. This was confirmed by underwater archaeologists, who found quantities of roof tile, wood fragments and fire-cracked rocks underwater immediately adjacent to this site. The condition of the excavated terrestrial archaeological resources is summarized in Table 4.2:

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.2 State of Conservation of the Excavated Terrestrial Archaeological Resources**

Location	Cultural Resource	Condition	Comments
Saddle Island Area A	Cooperage	Good	Protective vegetation cover in place
Saddle Island Area B	Rendering oven	Poor	Erosion had removed most of this resource before excavation in 1979; it was documented through archaeological excavation
Saddle Island Area B	Cooperage midden	Good	Protective vegetation cover in place
Saddle Island Area C	Rendering oven	Fair	A few rocks are exposed
Saddle Island Area C	Midden	Good	Vegetation cover in place
Saddle Island Area C	Structure	Good	Preserved wood <i>in situ</i>
Saddle Island Area E	Cooperage	Good	Some original roof fall remains <i>in situ</i> on bedrock slope
Saddle Island Area F	Structure	Fair	Sparse vegetation; exposed patches of sand
Saddle Island Area G	Rendering oven	Fair	Rock walls exposed
Saddle Island Area G	Structures	Good	Protective vegetation cover in place
Saddle Island Area J	Rendering oven	Good	Depressions of fireboxes evident; good vegetation cover
Saddle Island Area J	Rendering oven	Good	Protective vegetation cover in place
Saddle Island Area J	Single oven	Good	Protective vegetation cover in place
Saddle Island Area J	Structure	Fair	Sparse vegetation
Saddle Island Area K	Midden/structure	Good	Protective vegetation cover in place
Saddle Island Area L	Cemetery	Good	Restored, including rock markers
Saddle Island Area L	Structure	Good	Protective vegetation cover in place
Saddle Island Area M	Burials	Good	Restored, including rock markers
Saddle Island Area M	Shelters	Good	Protective vegetation cover in place
Adam's Point	Rendering oven	Good	Subject to erosion in the past
Saddle Island West	Rendering oven	Good	Protective vegetation cover in place
Saddle Island West	Structure	Good	Thin vegetation cover
Saddle Island West	Structure	Good	Protective vegetation cover in place
Saddle Island Ponds	Various ponds	Good	Excellent organic preservation
Saddle Island Dwellings	Various small structures	Good	Unexcavated examples may exist
Twin Island 3	Pond	Good	Excellent organic preservation
Twin Island 3	Structure and midden	Good	Protective vegetation cover in place
Organ's Island	Rendering oven	Fair	Backfill eroding along shore
Red Bay East	Rendering oven	Good	West end recently re-stabilized
Red Bay East	Rendering oven	Good	Site recently stabilized
Red Bay East	Cooperage	Good	Portions remain <i>in situ</i>

### 4. A (ii) Underwater Archaeological Resources

Underwater cultural resources identified within the nominated property include three distinct elements: shipwrecks, whale bone deposits and the remains of a wharf structure. All of these underwater cultural resources were found in an excellent state of conservation due to favourable environmental conditions on the Harbour bottom. The state of conservation is being maintained with stabilization measures and conservation methods which recreate the burial environment. The measures used include:

- covering the remains of the ships and the wharf structure with silt and further protecting them with a covering of man-made materials;
- leaving the whale bone deposits *in situ* in their original burial environment;
- installing devices within the reburial mound to allow archaeologists to monitor the immediate environmental conditions of the wrecks; and
- monitoring these devices and the mounds on a regular basis.



#### Site 24M

As previously described, this wreck was completely dismantled for study during the 1980s and the components reburied on site in order to preserve them. Visual examination of the reburial mound, chemical analysis of the water inside and outside of it and the examination of modern wood samples buried in the mound all indicate that the remains of the vessel are stable and well-preserved. The most recent monitoring exercise of the wreck site revealed evidence of ice scour around the mound and some small disturbance of the tarpaulin covering it, but the remains of the vessel inside the mound were not disturbed.

Figure 4.5 Releasing sand during the creation of the reburial mound over the remains of the 24M vessel.

*Parks Canada/D. Pagé*



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### Sites 27M and 29M

These two wrecks were found during the course of Harbour surveys and were partially excavated and then reburied. Exposed areas of the wrecks were covered with loose sand and heavy tarpaulins secured with sandbags for extra protection. Modern wood samples have recently been installed to allow archaeologists to monitor the rate of degradation of wood at the sites. Regular visits to the wrecks indicate that they are generally well-preserved, but some movement of sand has been detected in areas not covered with tarpaulins and sandbags. This does not appear to be having an impact on the state of conservation and the situation is being monitored so that mitigation measures can be undertaken if necessary.

### Site 72M

Discovered in 2004 and partially excavated in 2005, the site was then surrounded with a wall of sandbags, the centre filled with sand and the entire site covered with heavy tarpaulins held in place with cement-filled tires. This wreck is in an area exposed to ice and wave action and some evidence of disturbance to the reburial mound was observed in 2009. Results of the water and wood analysis carried out by Parks Canada underwater archaeologists in 2009 indicate that the mound is protecting the site from chemical and biological deterioration.

### Whale Bone Deposits

Six whale bone deposits have been identified on the harbour bottom where they remain *in situ*, extremely well-preserved by the silt and cold water.

### Wharf Remains

This site is located just off the shoreline of Saddle Island, adjacent to an area containing the remains of stone ovens used to render whale oil. The remains consist of a crib structure — a framework of logs secured underwater by a bed of rock — that was excavated, recorded and then reburied.

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.4 State of Conservation of Underwater Cultural Resources**

Resource Group	Condition	Comments
<b>24M Wreck</b>	Good	Remains completely excavated, recorded and reburied. Reburial area covered with special tarpaulin and held in place by cement-filled tires.
<b>27M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>29M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>72M Wreck</b>	Good	Partially excavated; site surrounded by sandbags and covered with tarpaulin.
<b>Whale Bone Deposits</b>	Good	<i>In Situ</i> ; covered in natural silt in the Harbour.
<b>Wharf Remains</b>	Good	Site excavated and recorded, then reburied.

#### **4. B. Factors Affecting the Property**

This section examines the main threats that could potentially impact the nominated property, including development, environmental and visitor/tourism pressures. Development pressures could potentially impact that part of the property occupied by the present-day community of Red Bay. Environmental pressures consist largely of the impacts of wave action and ice. While tourism and visitation to the nominated property do not currently pose a threat, the numbers are carefully monitored to ensure that they remain within manageable levels. The area encompassed by the boundaries of the nominated property and buffer zone is home to 104 people who are supportive of stewardship initiatives. This support is expected to continue, so they do not pose a significant threat to the state of conservation of the property. This section also outlines the measures that have been developed to mitigate these factors and to preserve the cultural resources and values of the nominated property.

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### 4. B (i) Development Pressures

Development pressures exist in areas of the nominated property located within the present-day community of Red Bay.



**Figure 4.6** Recent development related to docking facilities for cruise ship passengers was monitored to ensure that no cultural resources were disturbed.  
*Parks Canada/Cindy Gibbons*

Municipal Plan, described in detail in Chapter 5, requires a permit for any development activity, including residential, commercial or industrial development, within the Town's planning areas. This includes all new development and redevelopment and any change of use, alteration or improvement to land or existing buildings. Proposed development activities that may have an impact on archaeological resources, particularly those within the boundaries of the nominated property, are assessed by the Town in partnership with Parks Canada and the Provincial Archaeology Office of Newfoundland and Labrador. The Town, working with its partners, has the authority under the municipal plan to make recommendations for the approval, denial or modification of proposed developments. Development activities that are approved are carefully monitored by the Town and its partners as they proceed to ensure that they do not have any adverse effect or impact on archaeological and other cultural resources.

Development pressures have been controlled and have had a minor impact on the wreck sites at Red Bay. The 24M vessel is located in an area of the nominated property immediately adjacent to the shore of Saddle Island which is owned and administered by Parks Canada as Red Bay National Historic Site of Canada and protected under the jurisdiction of the Province of Newfoundland and Labrador. The Red Bay National Historic Site of Canada Management Plan, described in more detail in Chapter 5,

Since it was founded as the permanent community of Red Bay during the mid-1800s, settlement has had limited impact on the property due to the small population and remote location. However, the archaeological resources contained within the nominated property may be impacted by the future development of infrastructure, such as road work and new water and sewer systems, and the addition or removal of buildings in the area.

In order to minimize the impact on known or potential archaeological resources, the Town of Red Bay

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

stipulates that this area will be used for the purposes of telling the story of Basque whaling in Labrador. Any development along the shoreline adjacent to the wreck site will be limited to that associated with providing visitor experience activities. In addition, the Red Bay National Historic Site of Canada Management Plan and other management tools are designed to ensure that Parks Canada protects and presents the national historic site for the benefit and enjoyment of present and future generations.

The other wrecks are located outside the National Historic Site near the mainland shore of the nominated property and are more vulnerable to the impact of development on the adjacent shoreline. As is the case with the terrestrial sites, development in the area is controlled and managed through the permit process by the town with the cooperation of the Provincial Archaeology Office and Parks Canada to ensure minimal impact on underwater archaeological resources.

### 4. B. (ii) Environmental Pressures

The natural environment of the nominated property has in many ways been responsible for the excellent state of conservation of the property, protecting the archaeological resources along the shoreline and on the Harbour bottom from the full force of ocean



**Figure 4.7** Arctic pack ice in Red Bay Harbour over the 24M wreck site, spring 2009.  
*Parks Canada/Cindy Gibbons*

currents and discouraging organic growth that would otherwise cause deterioration of wood and other organic materials. Nonetheless, the nominated property is subject to some environmental pressures.

Many of the terrestrial archaeological resources associated with the production of whale oil in the 1500s, particularly the stone rendering ovens, are located within a few metres of the shoreline of the harbour on the islands and mainland portions of the nominated property. They are therefore subject to natural erosion from run-off and from waves.

A program is in place to regularly monitor the condition of all terrestrial archaeological sites, noting particularly any erosion that may be taking place. Mitigation measures are



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

implemented based on this monitoring. These mitigation measures include site stabilization, documentation of the changes to better understand the rate of erosion, and, in extreme cases, the documentation and excavation of the resource.

The underwater cultural resources located within the nominated property are subject to a different set of environmental pressures. The extent and impact of ice in the spring season is an unavoidable factor at Red Bay. The Strait of Belle Isle fills with pack ice that moves south from the Arctic each year. Monitoring has detected ice scouring on the Harbour bottom on several occasions, and both the 24M and 72M wreck site reburial mounds suffered surface damage from particularly heavy ice in the spring of 2009. The damage has been repaired by the Parks Canada underwater archaeology team.

Wave action and extreme weather may also have an impact on the underwater archaeological resources at Red Bay. The areas of the 27M and 29M wreck sites that were test excavated, as explained in Chapter 2, are covered by protective tarpaulins. The unexcavated areas of these sites are not covered and are therefore particularly susceptible to the effects of wave action, which can shift the loose sand and expose the wood of unexcavated areas of the wrecks. If not re-covered, the exposed wood is subject to minor wood borer damage. Wave action in the Harbour may also deposit foreign material on the wreck sites.

Regular monitoring of all underwater and terrestrial archaeological resources allows for the early identification and mitigation of issues related to these environmental factors and is crucial to minimizing the risks that they pose. The results of the monitoring exercises are used to determine whether or not additional conservation measures are required. This will become particularly important as the impacts of changing weather patterns on the natural environment are better understood.

### **4. B (iii) Natural Disasters**

Red Bay is located in a region that is not particularly susceptible to the effects of natural disasters such as earthquakes and tsunamis. The area is, however, prone to high winds, heavy rains and tidal surges associated with the hurricanes in the Atlantic Ocean.

When and if the storms come ashore as far north as the coast of Labrador in the Strait of Belle Isle, the coastal erosion and wave action noted in Section 4.B. (ii) may be greater than normal. Mitigation in such cases involves the use of sandbags to stabilize the land around the cultural resources and to minimize the immediate effects of erosion.

Permanent stabilization of the affected areas in the future will include constructing small breakwaters and other barriers as required to prevent further possible damage.

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### 4. B (iv) Visitor/Tourism Pressures

Visitor statistics have been kept at Red Bay National Historic Site of Canada since it officially opened in 2000. This information indicates that there has been no notable increase or decrease in the number of visitors recorded during the five year period between 2007 and 2011.<sup>41</sup> The current level of visitation within the nominated property remains sustainable and has no adverse effects on the archaeological resources. Table 5.1 in Section 5.H (ii) shows the number of visitors to Red Bay National Historic Site of Canada since 2000.



**Figure 4.8** A Parks Canada guide leads a guided walk for young visitors to Saddle Island.  
*Parks Canada/Greg Locke*

Saddle Island, part of Red Bay National Historic Site of Canada, is visited regularly during the tourism season from July through September each year. To minimize visitors' impact on the archaeological resources there, an established path with guided and self-guided walks leads visitors along a carefully planned route among the archaeological sites. Saddle Island has an estimated carrying capacity of 6,300 visitors per season. This is based on current practices of controlled accessibility to the island, which is provided by a private boat operator under contract to Parks Canada. The most recent data available indicates that no more than 1,000 visitors use Saddle Island per season.

and well-planned trails lead hikers to the top of Tracey Hill and to the whale bone deposits on the Boney Shore. Signage advises of the legal protection against the removal of archaeological material. The remainder of the nominated property is situated within residential areas of the Town of Red Bay and is not generally subject to tourist visits.

The Boney Shore and Tracey Hill area at the west end of the nominated property receives approximately 2,000 visits per year from both residents and non-residents.<sup>42</sup> Again, established

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

It is anticipated that visitation to Red Bay and the nominated property will increase during the next five years due to the recent completion of a new highway through Labrador and the potential addition of the property to the World Heritage List.

In the event of an increase in visitation, strategies regarding access to the nominated property will focus on the protection of its Outstanding Universal Value and associated archaeological resources. Parks Canada personnel and staff of the Town of Red Bay will be on the site to ensure that archaeological resources are not removed or in any way disturbed or compromised in areas that have been developed for visitor access, such as the Boney Shore, Tracey Hill and Saddle Island.

Undeveloped areas of the nominated property are located in residential areas of Red Bay. Access to these areas is currently unsupervised and therefore not encouraged. In order to protect the values and resources of the property and the privacy of the area's residents, planned strategies for visitation to these areas include restrictions to guided experiences only.



Figure 4.9 Cruise ship entering Red Bay Harbour.  
*Parks Canada/Cindy Gibbons*

The recent increase in cruise ship visitation to Red Bay has been identified as a concern in terms of the ongoing protection of the underwater archaeological resources located within the nominated property. Red Bay is being promoted as a key port of call to the expedition cruise ship industry. Each season, the port attracts between three and five ships that range from 100 to 500 passenger capacity.

They generally visit in September and October, with occasional stops earlier in the summer. Less frequently,

the port receives visits from larger luxury cruise ships with capacities between 500 and 1200 passengers. This occurs no more than once per season and generally at mid-summer.

While the known shipwreck sites in the Harbour are designated no-anchorage zones, there are other known and potential archaeological resources that could be impacted by the presence of smaller expedition cruise ships that use the Harbour. For example, the discovery of the 72M wreck in 2004 was the result of it being partially exposed by the propeller wash of an expedition cruise ship. In order to avoid future occurrences such

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

as this, a remote sensing survey was carried out in Red Bay Harbour in 2009 to help identify safe anchoring zones for cruise ships and other large vessels. The conclusions from the survey are incorporated into the *Policy for the Protection of Underwater Cultural Resources at Red Bay* developed by the Government of Newfoundland and Labrador (Provincial Archaeology Office) and its partners.

The impact of visitation on the nominated property will continue to be monitored and evaluated in order to protect the property and its archaeological resources and values and to optimize the quality of the visitor experience opportunities available. Increased visitation is a factor taken very seriously by managers of the nominated property. Should property visitation significantly exceed predictions or impacts on the property be observed, alternative visitor management will be employed. Possible strategies for the management of high visitation levels include limiting access to developed areas of the site; creating controlled visitor experience opportunities in currently undeveloped areas; and creating opportunities with partners to present the site in ways that reduce the level of visitation to areas that contain archaeological resources.

##### **4. B. (v) Number of Inhabitants Within the Property and Buffer Zone**

The inhabitants of the nominated property live along the mainland shore of the Harbour from the west side of Kelpy Cove westward and north-westward as far as the Red Sands, which coincides with the northwest extent of the boundary of the nominated property. Those living in the buffer zone are located just to the north of the nominated property boundary in the same area. Seasonal inhabitants of the nominated property include residents of the community who spend part of the year elsewhere and Canadians who have purchased local houses as vacation homes.

Due to factors such as out-migration and low birth rates, the number of inhabitants of the nominated property and buffer zone is not expected to increase in the future. In addition, this area is not zoned by the Town of Red Bay for future residential expansion.



#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.5 Number of Inhabitants Within the Property and Buffer Zone<sup>43</sup>**

Area of the nominated property	312.973 hectares
Estimated number of inhabitants within the nominated property	79 permanent 15 seasonal
Area of the buffer zone	285.2 hectares
Estimated number of inhabitants in the buffer zone	10 permanent 89 permanent
Estimated population total for property and buffer zone	15 seasonal
Year	2010



Sonar survey of Red Bay Harbour, 2009  
*Parks Canada/Jonathon Moore*

## **5. PROTECTION AND MANAGEMENT OF THE PROPERTY**





## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Canada is a federal state consisting of a national government, ten provincial governments and three territorial governments. There are numerous municipalities, each with a local government, within each province and territory. Responsibility for cultural heritage conservation in Canada is shared among these three levels of government. Specifically, the federal government is responsible for the cultural resources that it owns, such as national historic sites administered by Parks Canada and heritage buildings owned by government departments. Provincial and territorial governments are responsible for legislating the protection and management of cultural heritage resources within their jurisdiction and for the regulation of private property, including that with heritage value. In the context of relevant provincial and territorial legislation, municipal governments have the authority to regulate and manage planning and development at the local level. This allows them to shape heritage conservation locally.

The nominated property is therefore protected by convergent legislation at three levels. That legislation includes protective designations, resource protection and prohibited activities. There are also a number of plans and policies specific to the property which guide managers in its protection and management.

The relevant federal, provincial and municipal entities with responsibilities for the nominated property and its associated cultural resources have developed appropriate measures for its protection and management. *A Memorandum of Understanding Concerning the Joint Management and Protection of the Proposed Red Bay Basque Whaling Station World Heritage Site* (Appendix 2b) has been negotiated and is currently being circulated for signatures. The purpose of this agreement, and the management committee that it creates, is to ensure a coordinated and consistent management approach for all areas of the nominated property, regardless of jurisdiction. The committee, which will meet twice annually, is composed of representatives from each of the jurisdictions within the property boundaries, namely the Town of Red Bay, the Province of Newfoundland and Labrador, Parks Canada and the federal Department of Fisheries and Oceans. The committee will ensure that the *Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a) is implemented to the highest possible standards. The preparation of the management plan was led by Parks Canada in consultation with the other entities that have responsibilities for the protection and management of the nominated property. The plan sets out agreed objectives, policies and programs for the future management, protection and promotion of the nominated property.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

In addition to the commitment of those who have management authority within the boundaries of the nominated property, local stakeholder groups and residents have expressed great support for the World Heritage nomination process. A Steering Committee made up of representatives of regional stakeholder organizations in the Southern Labrador area came together at the beginning of the nomination process and have helped guide and shape the process in the community through initiatives such as public awareness campaigns and communications programs. One notable undertaking was the creation and signing of a community declaration in support of the World Heritage nomination for the Red Bay Basque Whaling Station. There was overwhelming support among the residents of Red Bay for the declaration (Appendix 6).

This support reflects the years of dedication and commitment by community members to the research, archaeology, preservation and promotion of the whaling station. The dedication continues as local volunteers assist with monitoring the condition of the archaeological sites, carry out required site remediation and other mitigation measures, and organize community events associated with the nominated property and its significance.

### 5. A Ownership

Approximately 85% of lands included in the nominated property are provincially owned (Crown Lands), including the coastline and islands within the nominated property (see Map 7). The Crown Lands division, part of the provincial Department of Environment and Conservation, is responsible for the administration of all provincially owned lands in Newfoundland and Labrador. These lands are part of the planning area of the Town of Red Bay, which governs their use and zoning, and the lands are subject to the statutes and laws of Newfoundland and Labrador. Parcels of land within this area are leased or granted by the Crown Lands division to homeowners and businesses in the community. Lands located underwater within the nominated property are also considered Crown Lands. While they are not part of the planning area of the Town of Red Bay, they are subject to the same legislation as terrestrial lands.

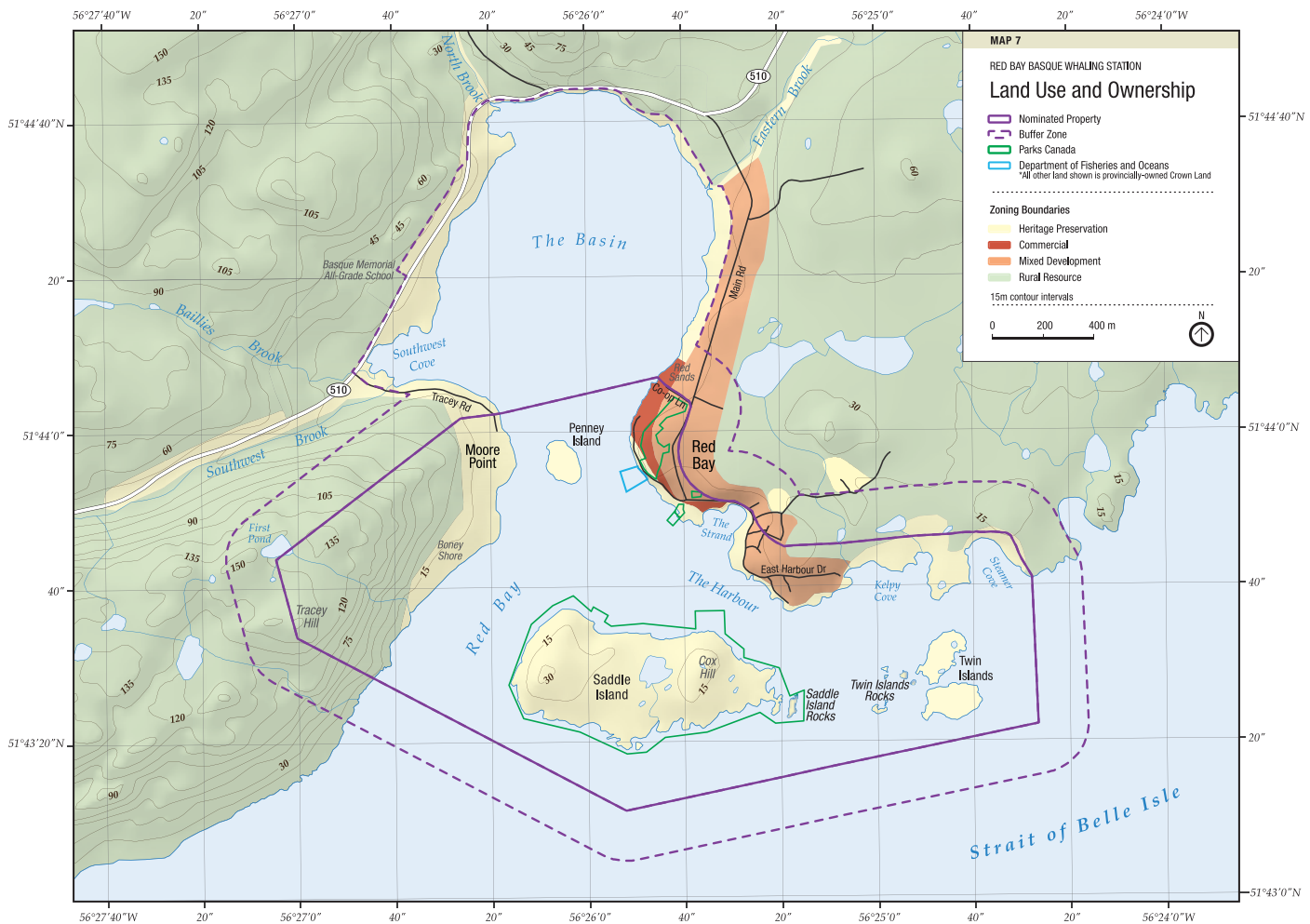
The remaining 15% of the lands within the nominated property are owned by the Government of Canada, including Saddle Island and a water lot surrounding it that contains the reburied remains of the 24M vessel. There are also several small parcels of land on the mainland that are used for administrative and interpretive purposes associated with the operation of Red Bay National Historic Site of Canada, including a water lot and submerged lands adjacent to the Visitor Interpretation Centre.



Figure 5.1 Saddle Island *Parks Canada/John McQuarrie*

The Small Craft Harbours Division of the federal Department of Fisheries and Oceans has title to a small parcel of land on the shoreline west of Parks Canada's Visitor Interpretation Centre within the nominated property that includes an adjacent water lot and its submerged land. It includes a fixed pier, a floating dock and a small boat basin and is used for a variety of purposes including berthing local inshore fishing boats and visiting pleasure crafts and disembarking cruise ship passengers. This installation and the activities that take place do not have an impact on archaeological resources. The area is administered by a local Harbour Authority committee.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



The water column covering the submerged lands within the nominated property falls under the protection and management of the federal Department of Transportation.

Map 7 illustrates the administration of lands within the nominated property and buffer zone. As described above, a memorandum of understanding among the various parties with administrative responsibilities within the property has been negotiated and is currently being signed.

### 5. B Protective Designation

Three levels of government have jurisdiction over the various parts of the nominated property at Red Bay. At the federal level, the *Navigable Waters Protection Act* governs activities related to navigation and the construction of works in, on, over and under the waters of Red Bay Harbour that are included in the nominated property. At the provincial

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

level, archaeological sites, including those located on lands underwater, are protected under the *Historic Resources Act*. It is administered by the Newfoundland and Labrador Department of Tourism, Culture and Recreation. Through the *Municipalities Act* and the *Urban and Rural Planning Act*, the provincial government gives municipalities in the province the authority to zone areas of land under their jurisdiction for certain uses and protection, including cultural resource protection. The following section briefly explains the pieces of protective legislation that apply to the nominated property.

### 5. B (i) Government of Canada

#### ***Navigable Waters Protection Act, (1995)***

*The Navigable Waters Protection Act* (Appendix 5a) is administered by the federal minister responsible for the Department of Transportation. The Act minimizes the interference to navigation on navigable waters in Canada. Navigable waters include all bodies of water that are capable of being navigated by any type of floating vessel for the purpose of transportation, recreation or commerce. The Harbour at Red Bay, which is included in the nominated property, is therefore considered a body of navigable water and is protected by the Act.

*The Navigable Waters Protection Act*, in ensuring a balance between the public right to navigate and the need to build works such as bridges, dams and docks in navigable waters, prohibits construction in navigable waters, regulates the removal or wreck and other obstacles to navigation, and prohibits the throwing or depositing of any material into navigable waters.

#### ***Parks Canada Agency Act (1998)***

The Government of Canada, represented by the Parks Canada Agency, owns several parcels of land within the nominated property that it operates as Red Bay National Historic Site of Canada. The Parks Canada Agency administers these lands under the *Parks Canada Agency Act* (Appendix 5b). All elements of national historic significance contained within these lands, including those related to the Outstanding Universal Value of the nominated property, are cared for through this Act and associated policies.

The purpose of the *Parks Canada Agency Act* as it relates to the nominated property is:

- to commemorate places, people and events of national historic significance;
- to ensure the commemorative integrity of national historic sites;
- to protect the nationally significant examples of Canada's natural and cultural heritage in national parks, national historic sites, national marine conservation areas and related heritage areas in view of their special role in the lives of Canadians and the fabric of the nation;



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

- to present that heritage through interpretive and educational programs for public understanding, appreciation and enjoyment, both for international visitors and the Canadian public, thereby enhancing pride, encouraging stewardship and giving expression to our identity as Canadians;
- to carry out Canada's international obligations and agreements to protect, conserve and present that heritage and to contribute towards the protection and presentation of the global heritage and biodiversity; and
- to manage visitor use and tourism to ensure both the maintenance of ecological and commemorative integrity and a quality experience in such heritage and natural areas for this and future generations.

### 5. B (ii) Government of Newfoundland and Labrador

#### ***Historic Resources Act, (1990)***

All archaeological resources located within the boundaries of the nominated property are protected by virtue of the *Historic Resources Act* (Appendix 5c) of the Government of Newfoundland and Labrador. The Act is administered by the minister responsible for the Department of Tourism, Culture and Recreation and implemented by the Provincial Archaeology Office. *Historic Resources Act* requires a permit for any terrestrial or underwater archaeological investigations on provincial lands. The discovery of an archaeological object or site must be reported to the minister immediately through the Provincial Archaeology Office. It must not be moved, destroyed, damaged, altered or otherwise disturbed in any way.

All archaeological resources in Newfoundland and Labrador, whether on private or Crown Land, belong to the Crown. Under the *Historic Resources Act*, the minister responsible may order a "historic resources impact assessment" to be carried out to determine the effects and implications of proposed activities on historic resources. In addition, where the minister is of the opinion that an activity has potential to damage or destroy a historic resource, he or she may issue a temporary stop-work order to salvage the resource and/or to carry out an assessment of the site.

#### ***Municipalities Act (1999) and Urban and Rural Planning Act (2000)***

Under the *Municipalities Act* (Appendix 5d) and the *Urban and Rural Planning Act* (Appendix 5e), the Town of Red Bay has developed and is implementing regulations for land zoning as well as for permitted, prohibited and discretionary uses of each zone. The areas of the nominated property that contain known and potential archaeological resources are zoned for heritage protection and development, and uses are limited to traditional and low impact activities. These regulations are explained in greater detail in section 5.C.ii.

### 5. C Means of Implementing Protective Measures



Figure 5.2 Provincial Archaeology Office and Parks Canada personnel surveying an area of the Boney Shore. *Provincial Archaeology Office/Stephen Hull*

Three levels of government – federal, provincial and municipal – work cooperatively to ensure the protection and effective management of the nominated property and its associated archaeological resources. The property benefits from the plans, policies and expertise of each of them. Each agency has mechanisms and resources at its disposal to plan for and review proposals, implement activities and monitor change. All will be used to ensure the future conservation and management of the nominated property. As indicated above, a memorandum of understanding

among the agencies responsible for the management of the nominated property, its archaeological resources and its cultural values has been prepared and is presently being circulated for signatures. The memorandum of understanding outlines the roles and responsibilities of each agency in the implementation of the management plan for the nominated property (see section 5.E). The memorandum of understanding and the management plan are intended to ensure that all areas of the nominated property, regardless of ownership or jurisdiction, are adequately and consistently protected and managed into the future.

#### 5. C (i) Federal Jurisdiction

##### Parks Canada Agency

The mandate of the Parks Canada Agency is to protect and present nationally significant examples of the country's natural and cultural heritage and to foster public understanding, appreciation and enjoyment of them in ways that will ensure their integrity for present and future generations. With regard to Red Bay National Historic Site of Canada, Parks Canada is committed to preserving the site's history and ensuring that its archaeological resources are fully protected. Parks Canada is also committed to telling the story of the site and to ensuring that Canadians and other visitors understand and appreciate the significant role that the 16th-century Basque whalers played both

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



**Figure 5.3** A Parks Canada interpreter helps local children learn the story of Basque whaling at Red Bay. *Parks Canada/Greg Locke*

in the history of Canada and the establishment of the global whaling industry.

The Parks Canada Agency is responsible for the management of the lands and submerged lands to which it has title for the purpose of operating Red Bay National Historic Site of Canada, including the conservation and management of archaeological remains located on them. Parks Canada uses a number of policy documents to guide its management of Red Bay National Historic Site of Canada.

National historic sites administered by Parks Canada are managed with a long-term vision through the management planning process. Parks Canada management plans are presented to Parliament and reviewed every five years. They are approved by the federal minister responsible for Parks Canada and provide a framework for decision making on issues related to resource protection, education and visitor experience at each site. *The Red Bay National Historic Site of Canada Management Plan* (Appendix 2d) was tabled in Parliament in December, 2011.

Everyday activities and special projects at the national historic site are designed and carried out in accordance with Parks Canada's *Cultural Resource Management Policy* (Appendix 3b), which ensures the respect and maintenance of historic values. The activities and projects are implemented using a variety of directives, manuals and guidelines related to archaeological resource management, impact assessments and conservation. Interventions on archaeological resources are planned and implemented using the *Cultural Resource Management Policy* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* (Appendix 3c).

Parks Canada regularly monitors and reports on the condition of its national historic sites. The Commemorative Integrity Evaluation assesses the condition of cultural resources, the effectiveness of communicating the site's main messages and the implementation of appropriate management practices. *The Visitor Experience Assessment* examines the various aspects of visitors' experience, from trip planning to programs and activities on site. Every five years a *State of the Site Report* compiles all

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

available information on the site's condition and is made available to the public. The first State of the *Site Report for Red Bay National Historic Site of Canada* was prepared in 2011 (Appendix 4b). It indicates that, as described in this document, the archaeological resources at Red Bay related to whaling in the 16th century are in good condition.

### 5. C (ii) Provincial Jurisdiction

#### Department of Tourism, Culture and Recreation

The Provincial Archaeology Office of the Department of Tourism, Culture and Recreation is responsible for implementing Part II of the *Historic Resources Act*, which concerns archaeological resources, including the Archaeological Investigation Permit Regulations. The associated responsibilities of the Provincial Archaeological Office include:

- selectively issuing permits to carry out archaeological activities;
- reviewing land-use applications to determine the need for archaeological assessment;
- developing policies and procedures to protect cultural resources;
- consulting with archaeologists and other researchers on fieldwork and other projects; and
- increasing the awareness of archaeology and related issues amongst the general public, all levels of government and industry.

The Provincial Archaeology Office works closely with Parks Canada, the Town of Red Bay and local volunteers to ensure that its responsibilities related to the nominated property at Red Bay are fulfilled.

Legal protection of the archaeological resources located in all areas of the nominated property rests with the *Historic Resources Act*. *The Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a) and the associated memorandum of understanding among management authorities outlines the commitment of the Government of Newfoundland and Labrador to the ongoing protection and management of the Red Bay Basque Whaling Station. This includes sharing information gathered through archaeological investigations within the nominated property with other management authorities and providing the expertise and research necessary for the protection of the property.



### 5. C (iii) Municipal Jurisdiction

#### The Town of Red Bay

Other than the lands owned by the Government of Canada, the terrestrial lands included in the nominated property fall within the planning zone of the Town of Red Bay. Under the provisions of the *Urban and Rural Planning Act*, the Town has zoned areas under its jurisdiction that contain known and potential archaeological resources as “culturally sensitive.” Activities in these areas are restricted to conservation, transportation (limited to docks on the shoreline) and recreation (limited to non-intrusive activities: hiking, cross country ski and snowmobile trails and related facilities).

*The Town of Red Bay Municipal Plan* (Appendix 2c) also contains a clause that requires any resident who accidentally discovers archaeological remains within the town to immediately contact the town office. The town then consults with the Provincial Archaeology Office and Parks Canada in order to properly protect the resource.

### 5. C (iv) Community Involvement



Figure 5.4 Local students working to stabilize a rendering oven site at Red Bay during the mid-1980s. *Cindy Gibbons personal collection*

Also at the community level is the involvement of local volunteers who assist in a variety of ways in the protection of the archaeological resources located within the boundaries of the nominated property. Since the discovery of archaeological resources at Red Bay in the late 1970s, area residents have taken an active interest in protection of the nominated property and its values. Many have been directly involved in its archaeology, research and presentation. Local volunteers continue to work with the Town of Red Bay, the Provincial Archaeology Office and Parks Canada to ensure

that the property is stable and properly protected and that issues relating to it are brought to the attention of the proper authorities.

### **5. D Existing Plans Related to Municipality and Region in which the Nominated Property is Located**

The following section provides an overview of the plans and studies for the area in and around Red Bay and the nominated property. They are related to the conservation and management of the nominated property or to the role that the remains of the Basque whaling station at Red Bay play in the development of the local community and of a broader tourism destination area.

#### **5. D (i) *Town of Red Bay Municipal Plan***

The current *Town of Red Bay Municipal Plan* (Appendix 2c) was prepared in 2010 under the specifications set out in the *Urban and Rural Planning Act* (2000). The plan was developed by an independent consultant after meetings with town councillors, community residents and other relevant organizations and individuals. During the preparation of the plan, much consideration was given to land use, to development and the local economy, and to the rich cultural heritage of the community — including the property to be nominated to the World Heritage List.

Section 1.2 of the municipal plan specifically expresses the intent of the Town of Red Bay to accommodate and support the World Heritage Site nomination for the Red Bay Basque Whaling Station. It also contains the policies needed to preserve the archaeological resources related to the nominated property's proposed Outstanding Universal Value. The land within the nominated property that contains the cultural resources has been zoned by the municipal plan for heritage preservation. Any proposed development for this area is subject to an assessment before approval. The assessment includes consultation with the Provincial Archaeology Office and with Parks Canada.

Section 2.1 of the *Town of Red Bay Municipal Plan* outlines the objectives that will be addressed by the Town of Red Bay during the 2010-2020 planning period. In terms of heritage preservation, the objectives include:

- to fully support the nomination of the Red Bay Basque Whaling Station as a UNESCO World Heritage Site;
- to support the preservation of Red Bay's heritage for residents as well as visitors;
- to support heritage preservation and presentation projects such as the development of hiking trails, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories about Red Bay; and
- to encourage the designation of all archaeological sites and sites of historic significance in all land-use designations identified by the plan.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Section 2.2 of the *Town of Red Bay Municipal Plan* outlines the land-use policies of the town and the activities that are permitted within specifically defined land-use zones, as well as other policies that apply to them. The zones that apply to the nominated property are shown on Map 7 and described below.

### Zones of mixed development

The traditional mix of residential, public and commercial uses that have always co-existed in Red Bay will continue in zones of mixed development. Some areas that contain cultural resources are included in these zones. In these cases, the Town of Red Bay will assign the highest priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay. In recognition of the international significance of the archaeological resources at Red Bay, development proposals within the mixed development zones will be sent to the Provincial Archaeology Office and Parks Canada for review. Conditions recommended by these agencies concerning the preservation of archaeological resources will be implemented.

### Heritage preservation zones and archaeological sites



Figure 5.5 The shoreline of Twin Island, which is zoned by the Town of Red Bay as an area of Heritage Protection.

*Destination Labrador/Chris Samson*

Heritage preservation zoning extends to the shoreline of the Harbour and Basin at Red Bay and also includes the islands. The general intent of this zoning is to preserve the natural and cultural heritage of Red Bay in recognition of its significance to the community, the province, the country and the world. Development in this area will be limited to those initiatives that promote the conservation of natural and cultural heritage. Trail development may be permitted in ways that are sympathetic to heritage preservation. Similarly, uses related to the fishery and marine transportation may also be permitted

provided that the proper evaluation is carried out with respect to historic resources and engineering requirements. Before any development can be authorized with a permit by the Town of Red Bay or the Crown Lands division of Newfoundland and Labrador, it must first have the approval of the Provincial Archaeology Office.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Heritage preservation and archaeological sites are also addressed in the General Policies (Section 2.2.6) of the *Town of Red Bay Municipal Plan*. The town will assign high priority to the preservation of structures and sites that demonstrate and represent the natural and cultural history of Red Bay. The municipal designation of structures and sites will be pursued under provision 248 of the *Municipalities Act*, (1999). The town also recognizes the great potential for new archaeological sites to be found within the planning area. In such cases, the town council will set a high priority on consultation with the Provincial Archaeology Office and Parks Canada.

### Commercial Zone

The nominated property contains a small area of land that is zoned for commercial development. Uses permitted within this area include those related to fishery, tourism and other water-based commercial activities.

### Rural and Resource Zones

The remainder of the lands within the nominated property are designated rural and resource zones. It is the intent of the municipal plan that the traditional use of these lands for subsistence, recreation, public utility and other purposes be continued. This designation also ensures the environmental protection of sensitive areas. These lands will generally be retained in their natural state and development will be limited to environmental conservation, passive recreation and resource-based activities. Development proposals for these lands will be evaluated to determine potential impacts on the natural environment and cultural heritage of Red Bay.

### **5. D (ii) Red Bay National Historic Site of Canada Management Plan**

*The Red Bay National Historic Site of Canada Management Plan* (Appendix 2d) was prepared in 2011 by Parks Canada using the *Parks Canada Guide to Management Planning*. The plan provides strategic direction over the next 15 years for achieving Parks Canada's mandate to protect heritage resources, facilitate visitor experience opportunities and foster public appreciation and understanding of the national historic site. The Management Plan includes:

- a vision for the future towards which the site will aspire over the next fifteen years;
- three key strategies and associated objectives which will guide the overall direction of the site;
- a five-year implementation strategy summarizing planned actions and targets for measuring the success of management actions; and
- a summary of the Strategic Environmental Assessment conducted for the Management Plan.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The vision for Red Bay National Historic Site of Canada as presented in the Management Plan is that:

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

*Visitors travel by land and by sea in increasing numbers to experience this unique place — its connection to the history of whaling, its long history spanning many Aboriginal and European cultures, its rugged northern coastal beauty, and distinctive local culture. Red Bay is considered “the place” to discover world-class practices of underwater archaeology and the otherwise unseen world of artefacts buried in the sea. Through a menu of learning, recreational, and experiential opportunities that meet visitors' varying interests and needs — such as hearing Basque music, learning about seafaring technology, hiking the trails and discovering whale bones, or hearing Aboriginal stories — visitors create their own personal connections to the site. In their own homes and in their own communities, people across Canada are inspired by Red Bay NHS and have opportunities to discover the site.*

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

The three key strategies of the management plan provide concrete direction for addressing both issues and opportunities identified relating to Red Bay National Historic Site while focusing efforts and resources on achieving the vision. The key strategies are:

**1. By Land and By Sea — Opening the Door to the Red Bay Experience.**

This strategy aims to capitalize on changing tourism trends in the Labrador region by working with partners to attract more visitors to the national historic site.

Objectives of this strategy include understanding the changing tourism trends as well as the needs, motivations and interests of visitors to Red Bay National

Historic Site of Canada, strengthening promotions for the site, and improving the pre-trip information available to potential visitors.

### **2. Red Bay and You — Facilitating Opportunities for Discovery, Enjoyment and Connection to Red Bay National Historic Site.**

This strategy is focused on facilitating meaningful visitor experiences through a selection of learning, experiential and recreational opportunities to help visitors discover, enjoy and connect to Red Bay National Historic Site, raise the profile of the site and increase visitation over the long-term. Objectives of this strategy include enhancing visitor experience opportunities to better meet the varying needs and interests of current and potential visitors, creating opportunities for visitors to discover the undeveloped stories of the site and the area, and discovery of the site by more Canadians through targeted outreach programs, satellite exhibits and a better presence on the World-Wide Web.

**3. Spirit of Relationships — Inspiring the Next Generation and Sharing Red Bay with the World.** This strategy seeks to further the engagement, support and commitment to the national historic site by community residents, the Government of Newfoundland and Labrador, Aboriginal communities and other stakeholders to the protection of the site's archaeological resources and to increase the enthusiasm for attracting more visitors and sharing Red Bay with the world, particularly among the youth of the area. The objectives of this strategy include continuing to protect the cultural resources and historic values of the site in partnership with local landowners, the Town of Red Bay, the Government of Newfoundland and Labrador and other partners, increasing the participation of local partners and stakeholders in projects, activities and events that facilitate visitor experience opportunities and attract visitors, supporting and completing the World Heritage Site nomination proposal for the Basque whaling station, and inspiring youth to get involved with the site.

The complete *Red Bay National Historic Site of Canada Management Plan*, including the implementation strategy, is included as Appendix 2d.

### 5. D (iii) *Uncommon Potential: A Vision for Newfoundland and Labrador Tourism*

In 2009 the Government of Newfoundland and Labrador released, a ten-year tourism strategy for the province. It focuses on creating a sustainable tourism industry that has economic, social and cultural benefits for the province and its residents. It recognizes tourism as a means of preserving and protecting the natural and cultural heritage of Newfoundland and Labrador and recognizes the need for strong leadership and partnerships to build a solid tourism industry in the province.

*Uncommon Potential* outlines seven strategic directions for the tourism industry in Newfoundland and Labrador (see complete strategy in Appendix 7a). While all of them are important to the industry in Red Bay and the surrounding area, two of them are essential to the continued development and sustainability of the nominated property.



**Figure 5.6** Promotional poster for a CD commemorating the Basque whaling history of Red Bay – a collaboration between local musicians, Parks Canada, the Arts Council of Newfoundland and Labrador and others. *Shirley Montague/Louis MacDonald*

*Strategic Direction 1 – Private Public Leadership: A Partnership for Tourism Growth and Development.* This strategic direction emphasizes the need to work collectively at all levels to achieve a sustainable tourism industry. Effective and dynamic partnerships are essential to the success of modern ventures. This is particularly true in the case of Red Bay, where a relatively small group of people has committed to preserving a site of international significance.

Under this strategic direction, local organizations have committed to working with various levels of government to undertake the future development and promotion of various heritage tourism attractions, including Red Bay, and creating a vibrant and successful tourism industry in the region that includes the protection of archaeological resources, properly trained and knowledgeable guides and positive economic benefits for the whole region.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

*Strategic Direction 4 – Product Development: Delivering Strategic and Sustainable Traveller Experiences.* This strategic direction focuses on developing authentic attractions and experiences that highlight the cultural heritage of Newfoundland and Labrador. The goal is to develop products, experiences and infrastructure that create economic benefits and preserve cultural assets for future generations.

Product development has been identified as crucial to the success of the tourism industry of Southern Labrador. This strategic direction is therefore very important to the partners working together to effectively present and preserve the Basque whaling station at Red Bay.

### **5.D (iv) Labrador’s Uncommon Potential, 2011-2014**

Closely associated with the Newfoundland and Labrador tourism strategy is *Labrador’s Uncommon Potential, 2011-2014* (Appendix 7b). This is the business plan developed by Destination Labrador, the destination marketing organization for the region of Labrador. Destination Labrador provides marketing support and expertise to tourism operators and partners in Labrador.

The goals of *Labrador’s Uncommon Potential, 2011-2014* include leading marketing initiatives in the region, becoming an advocate for the tourism industry in Labrador, providing professional development and market readiness assistance and generating increased tourism business.

### **5. D (v) Labrador Straits Integrated Community Sustainability Plan**



*The Labrador Straits Integrated Community Sustainability Plan* (Appendix 7c) was prepared in 2010. It identifies priorities for municipalities in the region that can be addressed on both community and regional levels and that will in turn contribute to the sustainability of the area.

**Figure 5.7** Restoration of the former light keepers’ residence on Saddle Island is an objective of Red Bay’s Integrated Community Sustainability Plan.  
*Parks Canada/Cindy Gibbons*



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The plan includes a vision, goals and objectives for each municipality in the region. It also includes a section on regional cooperation, which identifies initiatives to be pursued jointly. Many of the initiatives identified in the plan for the Town of Red Bay are associated with its history and culture, and most of them are specifically related to its 16th-century Basque whaling history.

Many of the opportunities identified for Red Bay are related to the further development of tourism infrastructure, including:

- refurbishing a former fish plant as a tourism facility;
- upgrading the attached wharf to accommodate cruise ships, expedition ships and other pleasure craft;
- expanding the existing hiking trail system; and
- encouraging businesses to develop more tourism-related products and services.

The plan also encourages the Town of Red Bay to work with Parks Canada to ensure the preservation and presentation of the community's history and heritage. It also recognizes the importance of retaining youth in the community and enabling them to develop opportunities and initiatives related to the tourism industry.

### **5. D (vi) Labrador Straits Development Corporation Strategic Economic Plan, 2011-2014**

The Labrador Straits Development Corporation (LSDC) is the regional economic development board for the southern Labrador region that extends from Red Bay to L'Anse au Claire. The overall goal of the organization is to collaborate with and support regional stakeholders to develop long-term economic development plans and initiatives that lead to a stable, growing and innovative regional business community.

The current *LSDC Strategic Economic Plan* (Appendix 7d) was developed in consultation with communities, businesses, municipalities and organizations in the region. The reports of various past initiatives were integrated into the new plan. It prioritizes initiatives to focus on those that can be reasonably achieved using available resources.

The plan calls for increasing efforts to develop experiences built on the region's heritage and historic places and identifies opportunities for development associated with heritage tourism, cruise ship shore packages, tourism package products and the continued development of anchor attractions at Red Bay and nearby Point Amour.

### 5. E World Heritage Site Management Plan

Each agency with management authority within the nominated property has a management plan and/or policies that guide its activities and decision-making. These documents guide the implementation of their individual mandates and apply only to the areas of the property under their jurisdiction. The management authorities have therefore developed a joint management plan to ensure the effective and consistent management and conservation of the entire nominated property. This integrated, joint *Management Plan for the Red Bay Basque Whaling Station* is found in Appendix 2a.

The purpose of the plan is to provide an overall management framework that guides decision-making related to the nominated property in a cohesive manner. It takes into account the responsibilities of the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada for the nominated property and its Outstanding Universal Value. It builds upon the legislation and policies that protect the archaeological resources at the federal, provincial and municipal levels and brings together elements of existing planning documents which facilitate their implementation within the nominated property.

The management plan outlines shared goals and objectives for the management authorities and others involved in the protection and presentation of the nominated property. It also builds on the responsibilities, legislation and policies of each authority to ensure a collaborative approach to information sharing and decision making for the long-term conservation of the property and its Outstanding Universal Value. The management plan is implemented through the existing plans and policies of the management authorities, as described in sections 5.C and D. The goals and objectives of the *Management Plan for the Red Bay Basque Whaling Station* are listed below.

#### Goals and Objectives

##### Goal of the Management Plan

The goal of the *Management Plan for the Red Bay Basque Whaling Station* is to ensure the overall protection, conservation and presentation of the nominated property and the attributes that support its Outstanding Universal Value.

##### Objectives

The three objectives of the *Management Plan for the Red Bay Basque Whaling Station* are:

- i. to set the framework for how all areas of the nominated property will be managed so that its Outstanding Universal Value is properly protected and conserved for present and future generations;

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

- ii. to identify a manageable plan of action to engage local and international communities in the long-term management of the site and to increase awareness of its Outstanding Universal Value; and
- iii. to identify a sustainable approach to the continued development of heritage tourism and educational initiatives that prioritizes the protection of the Outstanding Universal Value of the nominated property.

### Implementation

*Management Plan for the Red Bay Basque Whaling Station* will be implemented by the management authorities using the guidelines set out in the *Red Bay National Historic Site of Canada Management Plan*, the *Town of Red Bay Municipal Plan* and provincial legislation in the form of the *Historic Resources Act*, its archaeological regulations and the newly developed *Policy for the Protection of Underwater Cultural Heritage at Red Bay, Labrador*, which is described below.

#### Parks Canada

*The Red Bay National Historic Site of Canada Management Plan* (2011) applies to lands administered by Parks Canada as Red Bay National Historic Site of Canada. This management plan sets direction for the management of the national historic site and identifies key strategies for moving forward during the next five years. The strategies and direction of the national historic site management plan are incorporated into and an integral part of the *Management Plan for the Red Bay Basque Whaling Station*. The key strategies of the *The Red Bay National Historic Site of Canada Management Plan*, outlined in detail in Section 3.D (ii), focus on visitor attendance and visitor experience opportunities at the site, and the objectives and actions associated with Key Strategy 3 include continuing and improving efforts to monitor and maintain the excellent state of conservation of archaeological resources under the jurisdiction of Parks Canada.

#### The Province of Newfoundland and Labrador

The *Historic Resources Act* and its *Archaeological Investigation Permit Regulations* apply to all lands – terrestrial and submerged – included in the nominated property. This piece of legislation is of great importance to the long-term preservation of the archaeological resources found in the nominated property at Red Bay. The Act and its associated *Archaeological Investigation Permit Regulations* ensure that the resources are protected against unauthorized removal and wilful damage and protected as well as possible from the effects of natural forces. The new *Policy for the Protection of Underwater Cultural Heritage at Red Bay, Labrador* was developed specifically to strengthen and improve the protection of underwater archaeological resources contained within the nominated property. This policy is designed to ensure that, through monitoring and educational

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programs, activities carried out in the Harbour, including cruise ship visits, recreational boating and recreational diving, do not have an adverse impact on underwater archaeological resources.

### The Town of Red Bay

*The Town of Red Bay Municipal Plan* is applicable to all terrestrial lands included in the town's planning area. This plan supports the goals of the *Management Plan for the Red Bay Basque Whaling Station*. It recognizes the need to protect areas that contain archaeological resources and have zoned them accordingly. The plan also places emphasis on the importance of reviewing development proposals before proceeding, and on monitoring projects that are in progress, to ensure that development does not compromise attributes of the nominated property and its Outstanding Universal Value.

### 5. F Sources and Levels of Finance

As the agency directly responsible for the operation of Red Bay National Historic Site of Canada, Parks Canada has assigned an annual operating budget of \$310,000 for the site. This covers:

- staffing of the visitor facilities;
- presentation of the site's messages of significance; and
- protection of the archaeological resources under the care of Parks Canada.

The financial resources from the Provincial Archaeology Office and the Town of Red Bay come from larger budgets that cover much more than resource protection at Red Bay. The contribution that they provide to support cultural resource management at Red Bay is made on an "as needed" basis and varies from year to year. Additionally, new opportunities to augment current funding through public and private sources will continue to be pursued.

### 5. G Sources of Expertise and Training in Conservation and Management Techniques

Parks Canada provides a wide range of expertise in conservation and management to the nominated property. Red Bay National Historic Site of Canada is managed by Parks Canada's Western Newfoundland and Labrador Field Unit. The managers, engineers, technicians, maintenance workers and interpreters responsible for the site are trained in the principles of conservation through programs such as the *Agency's Cultural Resource Management Policy Orientation Course and the Standards and Guidelines for the Conservation of Historic Places in Canada*.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Red Bay is rich in archaeological resources and displays a large collection of associated artefacts. Support for their conservation and management is provided by archaeologists and conservators based at Parks Canada's Atlantic Service Centre in Halifax, Nova Scotia.



Figure 5.8 Parks Canada underwater archaeologists conduct a sonar survey of Red Bay Harbour, June 2009. Parks Canada/Jonathan Moore

Red Bay has a very significant collection of whaling galleons located *in situ* in the Harbour and a collection of associated artefacts. Full-time archaeology and conservation professionals in Parks Canada's Underwater Archaeology Services at Ottawa, Ontario provide ongoing support for the conservation and management of the underwater cultural resources at Red Bay. This team has designed and implemented a regular monitoring program to evaluate the effectiveness of the reburial techniques used for all the shipwreck sites. The professional and technical skills required

to carry on this monitoring program have been transmitted to new team members and each site visit is considered as an opportunity to improve the tools and devices used to monitor the condition of the remains. Reports created after each visit help to ensure the best possible management of the underwater archaeological resources.

In addition to Parks Canada, management and conservation assistance is also provided to Red Bay by archaeologists from the Provincial Archaeology Office and by conservators and curators at The Rooms Provincial Museum in St. John's, Newfoundland. Parks Canada and the provincial agencies work closely with the Town of Red Bay to ensure that its staff and volunteers are familiar with the basic principles of conservation and management of cultural resources.

### 5. H Visitor Facilities and Statistics

#### 5. H (i) Visitor Facilities

The primary visitor facilities related to the nominated property at Red Bay are owned and operated by Parks Canada.

##### Visitor Orientation Centre



**Figure 5.9** Visitor Orientation Centre at Red Bay National Historic Site. *Destination Labrador/Chris Samson*

Located on a prominent hill overlooking Saddle Island and the Harbour, the Visitor Orientation Centre provides visitors with an introduction to the national historic site at the core of the nominated property. Heritage guides are available during the tourism season (June – September) to help visitors plan their activities. The guides can also provide general visitor information about the community of Red Bay, the surrounding area and the rest of Labrador. At the Visitor Orientation Centre the film *The Basque Whalers of Labrador* gives visitors and tourists a 30-minute overview of the archival and archaeological research that has taken place related to Red Bay. The restored chalupa is also on display. Regular and handicapped parking spaces and facilities are available at the Visitor Orientation Centre, as well as parking space for motor coaches.

**Visitor Interpretation Centre**  
The second of Parks Canada's visitor facilities is the Visitor Interpretation Centre on the shoreline of the Harbour opposite the western end of Saddle

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The related archival material, period reproductions, video clips and scale models enhance the visitor experience with details of whaling ships and oil rendering stations. A look-out area at the top of the Interpretation Centre provides an excellent view of Saddle Island, the Harbour and other areas of the nominated property. The dock adjacent to the Visitor Interpretation Centre affords access to the water taxi service to Saddle Island.

Both the Visitor Orientation Centre and the Visitor Interpretation Centre are in general operation each year between June 1 and September 30. They are closed during the rest of the year because very few tourists visit the area outside of these months. Both Centres can, however, be visited by appointment during the off-season.

### Red Bay Right Whale Exhibit



The Town of Red Bay has also developed an interpretive exhibit that complements the Parks Canada facilities. Located at the town hall, it focuses on the North Atlantic right whales and bowhead whales hunted so successfully by the Basques. The exhibit also helps visitors assess current efforts to protect modern whale populations. The centrepiece of the exhibit is a 16th-century bowhead whale skeleton recovered during underwater archaeological excavations in the Harbour during the mid-1980s.

This exhibit is open to the public during July and August and can be visited by appointment during the off-season.

**Figure 5.10** The remains of a bowhead whale killed during the 16th century are displayed at the Town Hall in Red Bay. *Parks Canada/Cindy Gibbons*

### Public and Community Access to the Nominated Property

Because the nominated property has changed very little since the 1500s, visitors can readily appreciate it as the Basques did simply by following any of several walking trails established in and around the nominated property.

Access to Saddle Island is provided by water taxi between July 1 and September 30. On the island, visitors may take a guided or self-guided tour on a trail developed by Parks Canada. It highlights the location of various 16th-century archaeological features





Figure 5.11 View from the Boney Shore Trail. *Parks Canada/John McQuarrie*

as it winds through the island landscape. Interpretive panels that explain the features and their role in Red Bay's history as the largest and most important port associated with the beginning of the global whaling industry are placed at appropriate points.

The Town of Red Bay has developed trails on the west side of the Harbour to complement the Parks Canada experience. The Boney Shore Trail takes hikers to the most accessible on-shore whale bone deposit from the 1500s. Here hikers can see the large skull bones of at least 32 bowhead whales along with other specimens scattered on the landscape. The Tracy Hill Trail gives users an all-encompassing view of the Harbour and shoreline once used by the Basque whalers to render whale oil. A series of interpretive panels along the trail gives users a glimpse into the history and culture of the community.

These trails were developed using existing traditional footpaths that have long been used for picking berries, accessing trout ponds and, in the 19th and early 20th centuries, travelling overland to neighbouring communities. Traditional public access to these trails will be permitted as long as there is no negative impact on the cultural resources and viewsapes of that particular area of the nominated property.



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Additional information about the nominated property can be found at the following web sites:

- <http://www.pc.gc.ca/redbay>
- <http://www.labradorcoastaldrive.com>

### **Regional Considerations Regarding Visitor Facilities**

Other visitor services in and around the nominated property are operated as private businesses. A gift shop and restaurant operate immediately adjacent to the Visitor Interpretation Centre. The same business owns and operates four self-contained accommodation units located nearby. In addition, there is a five-room bed and breakfast about two kilometres from the nominated property in Red Bay. Other local business services include two convenience stores, two gas stations, a hair salon, laundry and shower facilities, a recreational vehicle hook-up service and a post office.

Red Bay is located on Highway 510 in Southern Labrador. It is at the end of an 80-kilometre stretch of paved highway and the beginning of the gravel portion of Route 510 that continues north through Labrador, eventually reaching towns located in the central and western parts of the region. Red Bay is most often accessed by driving the Viking Trail (Route 430) along the west coast of Newfoundland and taking a 90-minute ferry ride from St. Barbe to Blanc Sablon in Québec, then driving east to Red Bay. Visitors may also arrive at Red Bay by taking a gravel road from Baie Comeau in Québec that connects to the Trans-Labrador Highway in the western region of Labrador and continues east and south as Routes 500 and 510 of the Newfoundland and Labrador provincial highway system (see Map 1). Alternatively, visitors may fly into the regional airport at Blanc Sablon from St. John's, St. Anthony and Goose Bay in Newfoundland and Labrador, or from Sept-Îles in Québec. Two car rental agencies operate from the Blanc Sablon Airport.

The Labrador Straits tourism region along Route 510 includes seven communities: L'Anse au Claire, Forteau, L'Anse au Loup, Capstan Island, West St. Modeste, Pinware and Red Bay. In addition to the services at Red Bay described above, the region's largest hotel is in L'Anse au Claire. There is also a smaller hotel with additional cottages at West St. Modeste, as well as cottages at Forteau and bed and breakfast accommodations at L'Anse au Claire, Forteau, and L'Anse au Loup. The hotel and cottage accommodations also have restaurants associated with them.

### 5. H (ii) Visitor Statistics

Table 5.1 contains the number of visitors to Red Bay National Historic Site since 2000.

**Table 5.1 Visitor Statistics**

Season	Total
2000	8,369
2001	7,961
2002	9,713
2003	10,414
2004	9,829
2005	9,246
2006	8,462
2007	7,971
2008	8,304
2009	7,662
2010	7,751
2011	6,851

The peak in the number of visitors to Red Bay National Historic Site in 2003 coincided with the opening of the first phase of the Trans-Labrador Highway. For the first time ever, visitors could drive north from Red Bay through Labrador and make a link to the rest of Canada. The decline in numbers following this peak may be linked to a number of factors, including a decline in the number of Americans travelling to eastern Canada, a decline in the number of visitors arriving at the site as part of organized motor coach tours and a general weakening of the global economy.

In late 2009, the Trans-Labrador Highway linking coastal Labrador to the rest of Canada was completed and officially opened by the Government of Newfoundland and Labrador. This and other factors, such as the potential inscription of the Red Bay Basque Whaling Station on the World Heritage List, are expected to result in an increase in the number of visitors to the nominated property within the next decade. It is reasonable to expect that local tourism infrastructure will continue to develop and expand in order to accommodate this increase. These developments will be guided and monitored by the *Town of Red Bay Municipal Plan*.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The number of visitors to the nominated property will continue to be monitored at Red Bay National Historic Site of Canada. Staffing levels and conservation measures will be adjusted as necessary to address any notable increases.

### 5. I Policies and Programs Related to the Presentation and Promotion of the Property

The proper presentation and promotion of the nominated property has a high priority within the proposed *Management Plan for the Red Bay Basque Whaling Station*. Specifically, the objectives and goals in the management plan reinforce the importance of understanding and presenting the property, as well as the advancement of scientific research and educational opportunities.

#### 5. I (i) Presentation of the property



Figure 5.12 Parks Canada interpreters deliver a storytelling program on Saddle Island.  
*Parks Canada/Cindy Gibbons*

The primary presentation of the nominated property is delivered by Parks Canada at Red Bay National Historic Site of Canada. The visitor facilities contain a series of non-personal interpretive media explaining the significance and key messages of the site, including artefacts, interior and exterior exhibit panels, video excerpts, reproductions and models. The media exhibits are enhanced by heritage guides who welcome visitors, conduct guided tours, make special presentations, lead educational programs, monitor visitor activity and provide basic information about the community and the region.

Parks Canada is now implementing the *Explorer Quotient* (EQ) program. Developed in partnership with the Canadian Tourism Commission, EQ uses social values as criteria for determining visitor preferences and expectations. By analysing the social values of travellers – instead of traditional visitor criteria such as age, gender, income and education – Parks Canada can better satisfy their expectations and preferences through specially developed personalized visitor experience opportunities. More information about the *Explorer Quotient Program* can be found in Appendix 8c.

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In addition to new visitor experience opportunities being created and implemented by Parks Canada as part of the Explorer Quotient program, new and innovative programs are being developed in partnership with local businesses and stakeholders such as the Town of Red Bay. These present the stories of the nominated property and the surrounding area. The methods developed to present the story of 16th-century Basque whaling at Red Bay include storytelling, interpretive walks, dramatic presentations, traditional interpretive displays and guided tours.

### Visitor Orientation Centre



Figure 5.13 Visitors at the Visitor Orientation Centre learn about the unique *chalupa* found in Red Bay Harbour. *Destination Labrador/Chris Samson*

The Visitor Orientation Centre at Red Bay National Historic Site of Canada functions as an introduction for visitors to the nominated property. The building itself was constructed at a prime location to facilitate interpretation of the nominated property. It has views to virtually all aspects of the nominated property. The services and exhibits featured at the Visitor Orientation Centre are described in detail in Section 5.H (i).

### Visitor Interpretation Centre

The Visitor Interpretation Centre uses a variety of media to interpret the key messages and the Outstanding Universal Value of the nominated property.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

An interpretive display, *Whales, Ships and Men*, tells the story of the Basque whalers at Red Bay and the history of the site as the primary port involved in the early development of overseas whaling during the 16th century. The exhibit is enhanced by the display of an impressive collection of original artefacts recovered by archaeologists both on land and under water, including examples of the tools and implements used for hunting whales and processing whale oil, navigation instruments found on the sunken galleons,



Figure 5.14 Local children enjoy a visit to the Visitor Interpretation Centre at Red Bay National Historic Site of Canada. Parks Canada/Dale Wilson

items used in the everyday life of the whalers and personal items brought by the Basques to Labrador.

The organization and business practices related to the industry are illustrated by images and translations of original archival material found in Basque and Spanish archives. The exhibits also contain a variety of models that help explain the industry. A 1:20 scale model of the 24M vessel, based on archaeological studies of the original, gives insight into the shipbuilding techniques of the 16th century as well

as the methods of transport involved in the whaling industry. A full-scale cross-section of the vessel also illustrates these ideas and a 1:4 scale model of a whale oil rendering oven helps visitors understand the process of rendering whale blubber to oil.

### Right Whale Exhibit

To better understand the Basque whaling industry in Labrador during the 1500s and the beginning of the global whaling industry, it is necessary to learn about the whales they hunted: the North Atlantic right whale and the Greenland right or bowhead whale. The interpretive display at the Visitor Interpretation Centre has a small section that uses models of the whales, a video, scientific data and a selection of whale bones to introduce visitors to the two species of whales. This concept is expanded upon by The Red Bay Right Whale Exhibit located at the Red Bay Town Centre. This exhibit is explained in detail in section 5.H (i).

### Other Facilities Off-Site

Interpretive facilities outside the area have incorporated information about Red Bay into their displays as well. An exhibit at the Gros Morne National Park Visitor Reception Centre in western Newfoundland includes material about Red Bay. The exhibit is

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



Figure 5.15 Exhibition entitled *Basque Whaling: Danger and Daring on a Distant Shore* at the Basque Museum and Cultural Centre in Boise, Idaho. *Basque Museum and Cultural Center, Boise, Idaho*

designed to provide visitors to Gros Morne with information about sites along the Great Northern Peninsula of Newfoundland and in Southern Labrador. The Rooms Provincial Museum includes material about Red Bay and other 16th-century Basque whaling sites in Labrador in its permanent exhibit about the history and culture of Newfoundland and Labrador. At a national level, the Canada Hall exhibit at the Canadian Museum of Civilization in Gatineau, Québec (Canada's National Capital Region)

features a component on 16th-century Basque whaling in Labrador based on archival and archaeological research related to Red Bay. Internationally, information about Red Bay has been incorporated into a new exhibit at the Basque Museum in Boise, Idaho, U.S.A. In addition, Red Bay's historical link to the Basque Country is also being commemorated at museums and other venues there.

Interpretation on the World Wide Web is provided through a comprehensive website (<http://www.pc.gc.ca/redbay>) including an overview of the history and archaeology of the Basque whaling station at Red Bay, basic visitor information, learning experiences and activities related to the site. Additional information about 16th-century Basque whaling at Red Bay can be found at <http://www.labradorcoastaldrive.com> and <http://www.civilization.ca>.

### 5. I (ii) Promotion of the property

The nominated property at Red Bay is generally promoted by Parks Canada, which owns and operates Red Bay National Historic Site of Canada. Parks Canada has a national strategy for external relations and visitor experience called On Target that includes the promotion of national parks, national historic sites and national marine conservation areas to specific audiences. One of the goals of the strategy is to reach as broad an audience as possible. Specifically, Parks Canada is attempting to reach as many new Canadians, young families, young adults (aged 18-34 years) and school-age children as possible, with an emphasis on these audiences in urban areas of Canada. The complete strategy can be found in Appendix 8d.

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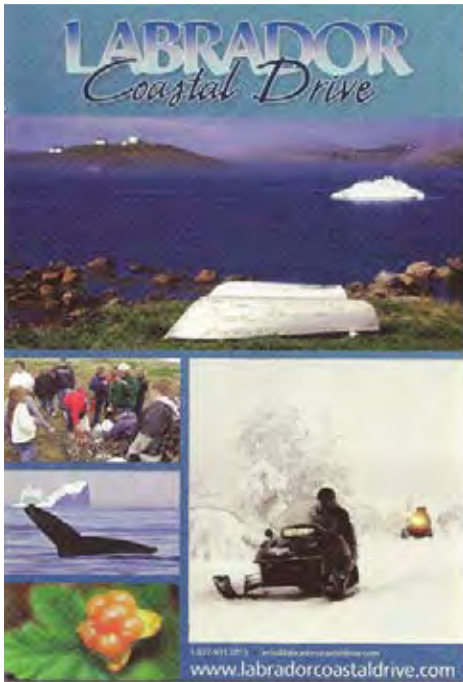


Figure 5.15 Promotional material for the Labrador Coastal Drive region features the Basque whaling site at Red Bay.  
*Labrador Coastal Drive Tourism Association*

Promotional materials created specifically for the site are distributed through Visitor Information Centres and other venues in Newfoundland and Labrador. Other Parks Canada publications promote Red Bay as well, including Tuckamore (the visitor guide to Gros Morne National Park) and the Vacation Planner for Parks Canada facilities in Atlantic Canada.

Parks Canada also works in partnership with other regional organizations and agencies to promote Red Bay. Foremost among them is the Destination Labrador program. Destination Labrador is a marketing organization responsible for the promotion of the Labrador region as a tourism destination. The 16th-century Basque whaling site at Red Bay has been identified as a key attraction in Labrador and it is promoted as such to various segments

of the travel trade, such as the cruise and motor coach industries. In addition, the Cruise Association of Newfoundland and Labrador promotes Red Bay as a port of call for cruise lines interested in visiting the province.

On a regional level, Parks Canada and the Town of Red Bay have partnered with other local organizations and businesses in the Labrador Coastal Drive marketing initiative. Red Bay has been identified as a primary and unique selling point for the southern Labrador region. Marketing strategies for the Labrador Coastal Drive include a website and a variety of print materials.

### 5. J Staffing Levels

In order to fulfil its mandate and maximize the tourism potential and economic benefit of the nominated property to the local community, Parks Canada provides the key staff directly responsible for the protection and presentation of the nominated property at Red Bay. Parks Canada's permanent positions at Red Bay include:

- a site supervisor responsible for overseeing the entire operation of Red Bay National Historic Site of Canada;

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

- a maintenance person to ensure the smooth and effective operation of both visitor facilities on the mainland and those provided on Saddle Island; and
- six seasonal heritage guides responsible for the communication of the site's Outstanding Universal Value to visitors and the general public.

In addition, Parks Canada provides expertise in the fields of interpretation, archaeology, conservation, engineering and a variety of technical trades.

The Town of Red Bay, under whose jurisdiction the majority of the nominated property (outside the Parks Canada administered lands) lies, has one full-time employee who manages the affairs of the municipality. The municipality in turn works with professionals at both the Provincial Archaeology Office and The Rooms Provincial Museum. They provide the services of archaeologists and conservators as they are needed.

In addition, a group of long-term volunteers who gained valuable experience working with both the underwater and terrestrial archaeological teams at Red Bay during the 1980s assist with various activities related to the nominated property, including monitoring the condition of archaeological sites, assisting with site remediation when necessary and organizing and implementing various programs and activities related to the site.







Monitoring terrestrial sites on Saddle Island, 2009  
*Parks Canada/Cindy Gibbons*

## 6. MONITORING





### **6. A Key Indicators for Measuring State of Conservation**

A monitoring program is in place, led by Parks Canada, to collect data on the state of conservation of the archaeological resources located within the entire nominated property. In addition, Parks Canada also monitors the quality of visitor experience opportunities available and the effectiveness of both the educational programs presented and how the property and its heritage values are being promoted.

Terrestrial sites are regularly monitored to ensure that the natural processes of erosion do not have an adverse impact on the archaeological resources and that the protective vegetative cover remains in place. Regular monitoring of the underwater sites is carried out to ensure that they are not being impacted by the movement of ice, wave action or other natural occurrences and that the reburial mounds protecting the shipwreck sites remain in place and effective. Monitoring of local activities, such as shipping and land development, will continue in order to ensure that they have no adverse effects on the archaeological resources of the nominated property.

#### **6. A (i) Terrestrial archaeological resources**

A set of key indicators has been developed to monitor the state of conservation of the terrestrial archaeological resources located within the nominated property. These indicators are the basis of a monitoring program undertaken each year by Parks Canada personnel and community volunteers. The indicators allow the quick identification of any impacts of natural or human-induced factors on the archaeological resources. The monitoring program includes a series of master photographs of the resources taken at the beginning of the program. Each year a new set of photographs is taken and compared to the master photographs using the key indicators. Every five years a detailed report is prepared and a new set of master photographs taken. The indicators are detailed in Table 6.1 below.

The results of the first monitoring exercise, carried out in 2009, are outlined in Chapter 4; the entire report is contained in Appendix 4c.



## 6. MONITORING

**Table 6.1 Indicators of the state of conservation of terrestrial archaeological resources**

Indicator	Method	Periodicity	Location of Records
The percentage of <i>in situ</i> cultural resources that remain intact	Photography and existing archaeological records	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The percentage of each cultural resource that is covered by vegetation providing a protective layer	Photography	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The rate of coastal erosion	Photography and measurements from features to known landmarks	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The number of new infrastructure and residential developments within the property	Photography and local information	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The number of visitors to the property	Point of entry counts and information gathered at trail heads	Annually	Parks Canada, Red Bay National Historic Site of Canada

## 6. MONITORING

### 6. A (ii) Underwater archaeological resources

The following indicators have been developed as part of the monitoring program used by the Parks Canada Agency's Underwater Archaeology Services to evaluate the stability of the reburied wreck sites. Monitoring of the underwater archaeological resources at Red Bay takes place every five years. These are presented in Table 6.2 below.

**Table 6.2 Indicators of the state of conservation underwater archaeological resources**

Indicator	Method	Periodicity	Location of Records
Physical changes to the reburial sites (sediment patterns, ice scour, damage to tarpaulins, movement of tires, presence of foreign material and algae growth)	Video and photography	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario
Interior temperature, pH levels, salinity and amount of dissolved oxygen inside the reburial mounds	Water sampling and recording probes	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario
Extent of degradation of wood	Modern wood samples	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario

The results of the most recent monitoring of underwater cultural resources at Red Bay is outlined in Chapter 4 and contained in Appendix 4d.

### 6. B Administrative Arrangements for Monitoring the Property

Annual monitoring of the indicators related to terrestrial archaeological features will be carried out under the leadership of Parks Canada staff at Red Bay National Historic Site of Canada, who will work in partnership with volunteers and staff associated with both the Town of Red Bay and the Provincial Archaeology Office. The five-year monitoring of indicators related to terrestrial archaeological sites will be carried out by archaeologists from Parks Canada's Atlantic Service Centre. Regular monitoring of underwater archaeological sites will be conducted by archaeologists from Parks Canada's Underwater Archaeology Services. Monitoring data is available through:

Historic Site Supervisor  
Red Bay National Historic Site of Canada  
P.O. Box 103  
Red Bay, NL  
A0K 4K0

Town Clerk  
The Town of Red Bay  
P.O. Box 108  
Red Bay, NL  
A0K 4K0

Provincial Archaeologist  
Provincial Archaeology Office  
Department of Tourism, Culture and Recreation  
P.O. Box 8700  
St. John's, NL  
A1B 4J6

Director  
Parks Canada, Atlantic Service Centre  
1869 Upper Water St.  
Halifax, NS  
B3J 1S9

Chief Marine Archaeologist  
Underwater Archaeology Services  
Parks Canada, Ontario Service Centre  
1800 Walkley Road  
Ottawa, ON  
K1A 0M5

### 6. C Results of Previous Reporting Exercises

As a requirement of the Parks Canada Agency Act, an evaluation of the commemorative integrity of Red Bay National Historic Site of Canada was carried out in October 2011 (see Appendix 4a). An explanation of the concept of commemorative integrity is included in section 4.A. The review of the condition of the archaeological resources carried out as part of the commemorative integrity evaluation includes all those contained within the nominated property.

The evaluation carried out in 2011 indicates that the commemorative integrity of the nominated property has no significant impairment. The evaluation recognizes that some work is required to improve the presentation of the property to visitors. This is being addressed by the *Red Bay National Historic Site of Canada Management Plan* and the *Management Plan for the Red Bay Basque Whaling Station*. The evaluation of the archaeological resources within the nominated property indicates that the only threats to them are from natural forces such as erosion and the annual appearance of arctic pack ice. Monitoring and mitigation programs are in place to address these issues.

Strengths identified by the evaluation include:

- the stable condition of archaeological features within the property;
- the proactive approach of the community to monitoring and protecting the property; and
- the cooperation between the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada in the overall protection of archaeological resources at Red Bay.

*The Red Bay National Historic Site of Canada State of the Site Report* prepared by Parks Canada in 2011 reflects the findings of the Commemorative Integrity Evaluation and the continued excellent state of conservation of the archaeological resources within the nominated property. *The Red Bay National Historic Site of Canada State of the Site Report* and Commemorative Integrity Evaluation are contained in Appendices 6b and 6c respectively.

Regular monitoring of the underwater archaeological sites at Red Bay has been carried out by Parks Canada underwater archaeologists on a five-year basis since the main excavation was completed in 1985. The results show very little change in the condition of the remains and confirm the stability of the site's reburial environment.



## 6. MONITORING

Videography and photography have enabled archaeologists to detect physical changes and damage to the exterior of the reburial mounds and to mitigate any problems. Both the water sampling and recording probe results indicate that the environment within the reburial mounds has remained anaerobic and stable. The new wood samples indicate no signs of degradation. Details of the underwater monitoring program are contained in Appendix 4e.

To date, the monitoring program described in sections 4.A (ii) and 6.A (ii) and involving the comparison of the physical condition of sites from year to year using photographs is the only comprehensive reporting exercise to be carried out on terrestrial archaeological resources in the nominated property.



Excavated rendering oven on Saddle Island  
*Memorial University of Newfoundland Archaeology Unit*

## 7. DOCUMENTATION





## 7. DOCUMENTATION

### **7. A Photographs, slides, image inventory and authorization table and other audiovisual materials**

#### **7. A (i) Appendix 1a**

Digital images with contact sheet and Authorization Table (CD)

#### **7. A (ii) Appendix 1b**

Video introduction to the nominated property (DVD)

### **7. B Texts relating to protective designation, copies of property management plans or documented management systems and extracts of other plans relevant to the property**

#### **7. B (i) Appendix 2 – Management Documents for the Nominated Property**

- 2a. Management Plan for the Red Bay Basque Whaling Station
- 2b. Memorandum of Understanding Concerning the Joint Management and Protection of the Proposed Red Bay Basque Whaling Station World Heritage Site
- 2c. Town of Red Bay Municipal Plan
- 2d. Red Bay National Historic Site of Canada Management Plan

#### **7. B (ii) Appendix 3 – Protection Documents**

- 3a. Red Bay National Historic Site Commemorative Integrity Statement
- 3b. Parks Canada Cultural Resource Management Policy
- 3c. Standards and Guidelines for the Conservation of Historic Places in Canada
- 3d. Status of Designations Committee Report on the Designated Place of Red Bay National Historic Site of Canada
- 3e. Policy for the Protection of Underwater Cultural Resources at Red Bay

#### **7. B (iii) Appendix 4- Monitoring and Reporting Documents**

- 4a. Commemorative Integrity Evaluation for Red Bay National Historic Site of Canada, 2011
- 4b. Red Bay National Historic Site of Canada State of the Site Report, 2011
- 4c. State of Conservation of Terrestrial Cultural Resources of the Basque Period, Red Bay, Labrador
- 4d. Red Bay National Historic Site of Canada Underwater Archaeology Survey, 2009
- 4e. Conservation of Underwater Archaeology Sites at Red Bay, Labrador

## 7. DOCUMENTATION

### **7. B (iv) Appendix 5 – Legislation**

- 5a. Navigable Waters Protection Act (Canada)
- 5b. Parks Canada Agency Act (Canada)
- 5c. Historic Resources Act (Newfoundland and Labrador)
- 5d. Municipalities Act (Newfoundland and Labrador)
- 5e. Urban and Rural Planning Act (Newfoundland and Labrador)

### **7. B (v) Appendix 6 – Community Declaration**

### **7. B (vi) Appendix 7 – Regional Plans**

- 7a. Uncommon Potential: A Vision for Newfoundland and Labrador Tourism
- 7b. Labrador’s Uncommon Potential, 2011-2014
- 7c. Labrador Straits Integrated Community Sustainability Plan
- 7d. Labrador Straits Development Corporation Strategic Economic Plan, 2011-2014

### **7. B (vii) Appendix 8 – Presentation and Promotion Plans**

- 8a. Red Bay National Historic Site of Canada Visitor Information Program, 2009 Final Report
- 8b. Red Bay National Historic Site of Canada Visitor Experience Assessment, April 26-27, 2010
- 8c. Explorer Quotient Program Information
- 8c. On Target: A Strategic Focus for External Relations and Visitor Experience

### **7. B (viii) Appendix 9 – Research Reports**

- 9a. The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century
- 9b. Archaeology at Red Bay, Labrador: 1978-1992
- 9c. A Report on Documentary Research Relating to 16th-century Whaling at Red Bay, Labrador, Carried Out in Basque and Spanish Archives Between 1972 and Present

### **7.B (ix) Appendix 10 – Miscellaneous Letters of Support**

### **7. B (ix) Appendix 11 – Maps**

- Map 1 – Regional Setting
- Map 2 – Proposed World Heritage Boundary and Buffer Zone
- Map 7 – Land Use and Ownership
- Map 8 – Archaeological Resources of the Red Bay Basque Whaling Station



## 7. DOCUMENTATION

### 7. C Form and Date of Most Recent Records or Inventory of Property

The inventory of archaeological sites for the Province of Newfoundland and Labrador is held by the Provincial Archaeology Office at St. John's, Newfoundland. It includes all known underwater and terrestrial archaeological sites at Red Bay. The inventory exists in both digital (Microsoft Access) and hard copy format. Records include the location, description, research and published and unpublished references for each recorded site. The Provincial Archaeology Office also holds the original copies of the required field season reports for archaeological work at Red Bay since 1978.

Under the Historic Resources Act for the Province of Newfoundland and Labrador, artefact collections and inventories are the jurisdiction the Province. The Rooms Provincial Museum is the repository for most provincial collections. All artefact collections and inventories associated with terrestrial archaeological sites at Red Bay, with the exception of the main Saddle Island excavation (EkBc-1), are held by The Rooms Provincial Museum at St. John's. The EkBc-1 collection and inventory are held by Memorial University's Archaeology Department in St. John's. These inventories are in digital and hard copy format. They include original artefact field tags, field notes, photographs and slides, site maps and conservation treatment records. Artefact record forms exist in both digital (Microsoft Access) and hard copy format.

Under an agreement with the Province of Newfoundland and Labrador, artefact collections and inventories associated with the underwater archaeological sites at Red Bay are held by Parks Canada's Underwater Archaeology Services at Ottawa, Ontario. These inventories consist of field record forms, artefact record forms, photographs, video and other formatted multi-media records, site maps, research notes and conservation treatment records, which are held in both digital (Microsoft Access) and hard copy format.

### 7. D Address Where Inventory, Records and Archives are Held

Provincial Archaeology Office  
Department of Tourism, Culture and Recreation  
Government of Newfoundland and Labrador  
West Block, Confederation Building  
P.O. Box 8700  
St. John's, NL  
A1B 4J6

The Rooms Provincial Museum  
9 Bonaventure Avenue  
P.O. Box 1800  
St. John's, NL  
A1C 5P6

## 7. DOCUMENTATION

Department of Archaeology  
Memorial University of Newfoundland  
Queen's College  
210 Prince Phillip Drive  
St. John's, NL  
A1C 5S7

Underwater Archaeology Services  
Parks Canada, Ontario Service Centre  
1800 Walkley Road  
Ottawa, ON  
K1A 0M5

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Red Bay shoreline  
*Destination Labrador/Chris Samson*

## **8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES**







## 8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES

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### 8. D Official Web Address

The official web site address is:

<http://www.pc.gc.ca/redbay>

The website is maintained by the Western Newfoundland and Labrador Field Unit, Parks Canada.

Contact information:

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Title: Internet Content and New Media Officer

Email: [David.Rodger@pc.gc.ca](mailto:David.Rodger@pc.gc.ca)







*Parks Canada/J. McQuarrie*

## **9. SIGNATURE ON BEHALF OF THE STATE PARTY**



9. SIGNATURE ON BEHALF OF THE STATE PARTY

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The Honourable Peter Kent, P.C., M.P.  
Minister of the Environment and  
Minister responsible for Parks Canada

December 15th, 2011

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Date

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## NOTES

<sup>1</sup> The site identification numbers 24M, 27M, 28M, 29M and 72M refer to 16th-century Basque shipwreck sites located in Red Bay Harbour. Their locations are indicated on Map 5.

<sup>2</sup> Eric J. Dolin, *Leviathan: The History of Whaling in America*. New York: W.W. Norton and Company, 2007, p.p. 12 and 35; Joe Roman, *Whale*. London: Reaktion Books Ltd, 2006, p.p. 51 and 65; Richard Ellis, *Men and Whales*. New York: Alfred A. Knopf, 1991, p.p. 144, 166 and 214.

<sup>3</sup> W. Thom, *The History of Aberdeen: Containing an Account of the Rise, Progress, and Extension of the City*, Aberdeen: 1811, p. 171; quoted in Chesley W. Sanger, “‘Oil is an Indispensible Necessity of Life.’ The Impact of Oscillating Oil and Baleen (Bone) Prices on Cyclical Variations in the Scale and Scope of Northern Commercial Whaling, 1600-1900.” *International Journal of Maritime History*, Vol. XV (2), December 2003, p. 154.

<sup>4</sup> Daniel Francis, *The Great Chase: A History of World Whaling*. Toronto: Penguin Books, 1991, p. 21.

<sup>5</sup> Republic of Korea, “Daegokcheon Stream Petroglyphs.” *Tentative List for World Heritage Sites*. Accessed at <http://whc.unesco.org/en/tentativelists/5486>.

<sup>6</sup> R. Marshall, “Whaling in Norway.” Celsius Centre for Scandinavian Studies. Accessed at <http://diemperdidi.info/nordicnotes/Volo4/articles/whales.html>.

<sup>7</sup> Sarah Lazarus, *Troubled Waters: The Changing Fortunes of Whales and Dolphins*. London: The Natural History Museum, 2006, p. 22.

<sup>8</sup> *Ibid.*, p. 23.

<sup>9</sup> J.L. Bannister, “Notes on Nineteenth Century Catches of Southern Right Whales (*Eubalaena australis*) off the Southern Coasts of Western Australia.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p. 255 and W.H. Dawbin, “Right Whales Caught in Waters Around South Eastern Australia and New Zealand during the Nineteenth and Early Twentieth Centuries.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p.p. 261-62.

<sup>10</sup> Lazarus, *Troubled Waters*, p. 46.

<sup>11</sup> Dawbin, “Right Whales,” p.p. 261-62.

<sup>12</sup> Peter B. Best, “Catches of Right Whales from Shore-based Establishments in Southern Africa, 1792-1975.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p. 275.

<sup>13</sup> Francis, *The Great Chase*, p. 41.

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<sup>14</sup> Lazarus, *Troubled Waters*, p. 32.

<sup>15</sup> Francis, *The Great Chase*, p.p. 47-48.

<sup>16</sup> Ibid, p. 55.

<sup>17</sup> Public Broadcasting Service, transcript of *Into the Deep: America, Whaling and the World*, page 19. Accessed at <http://www.pbs.org/wgbh/americanexperience/films/whaling>.

<sup>18</sup> Francis, *Great Chase*, p. 65.

<sup>19</sup> Peter Applebome, "They Used to Say Whale Oil Was Indispensable, Too." *New York Times*, August 3, 2008. Accessed at <http://www.nytimes.com/2008/08/03/nyregion/03towns.html>.

<sup>20</sup> Our present-day knowledge of the history and significance of 16th-century Basque whaling in what is now eastern Canada comes as a result of research undertaken by historical-geographer Selma Barkham in Spanish and Basque archives beginning in the early 1970s. The information contained in this section is based largely on Barkham's published and unpublished research as well as that subsequently undertaken by her son Dr. Michael Barkham.

<sup>21</sup> Will of Joanes de Echaniz, Archivo Histórico de Protocolos de Gipuzkoa, Oñati, Spain. Translation by Michael Barkham.

<sup>22</sup> Historic Sites and Monuments Board of Canada, minutes of board meeting 1979-05.

<sup>23</sup> Historic Sites and Monuments Board of Canada, minutes of board meeting 1989-11.

<sup>24</sup> Lazarus, *Troubled Waters*, p.p. 23-24; Francis, *The Great Chase*, p. 19; Richard Ellis, *Men and Whales*. New York: Alfred A. Knopf, 1991, p.p. 42-45.

<sup>25</sup> Louwrens Hacquebord, "The Jan Mayen Island Whaling Industry: Its Exploitation of the Greenland Right Whale and its Impact on the Marine Ecosystem." *Jan Mayen Island in Scientific Focus*, edited by Stig Skreslet, pp. 229 - 238. Dordrecht, The Netherlands: Kluwer Academic Publishers, 2004; personal communication with Louwrens Hacquebord, Archaeologist, Arctic Centre, University of Groningen, The Netherlands.

<sup>26</sup> Republic of Korea, "Daegokcheon Stream Petroglyphs." *Tentative List for World Heritage Sites*. Accessed at <http://whc.unesco.org/en/tentativelists/5486>.

<sup>27</sup> Reginald Auger and Marianne P. Stopp. "1986 Archaeological Survey of Southern Labrador: Quebec/Labrador Border to Cape Charles." Final report submitted to the Newfoundland Museum, 1987; Dr. David L. Keenlyside, "An Archaeological Survey of Schooner Cove, Labrador. *Archaeology in Newfoundland and Labrador 1984*, edited by Jane Sproull Thomson and Callum Thomson, pp. 248 - 271.

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<sup>29</sup> John Braginton-Smith, and Duncan Oliver. *Cape Cod Shore Whaling: America's First Whalemens*. Charleston, South Carolina: History Press, 2008; Ellis, Richard. *Men and Whales*. New York: Alfred A. Knopf, 1991; personal communication with Michael Dyer, Maritime Curator, New Bedford Whaling Museum, Massachusetts, USA.

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<sup>31</sup> Svend E Alberthson, "Archaeological Investigations of 17th century Whaling on Svalbard." *Acta Borealia* 1 (1989): 43 - 51; Louwrens Hacquebord and Dag Avango. "Settlements in an Arctic Resource Frontier Region." *Arctic Anthropology* 46.1-2 (2009): 25 - 39; Louwrens Hacquebord, Fits Steenhuisen and Huib Waterbolt. "English and Dutch Whaling Trade and Whaling Stations in Spitsbergen (Svalbard) Before



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<sup>32</sup> Ragnar Edvardsson and Magnús Rafnsson. “Basque Whaling Around Iceland: Archaeological Investigations in Strákatangi, Steingrímsfjörður.” March 2006; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2008.” Data structure report. February 2009; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2009.” Field report. February 2010; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2010.” Field report. February 2011; personal communication with Magnús Rafnsson, Archaeologist, Náttúrustofa Vestfjarða, Iceland.

<sup>33</sup> Alex Aguilar. “A Review of Old Basque Whaling and its Effect on the Right Whales (*Eubalaena glacialis*) of the North Atlantic.” *Right Whales, Past and Present Status: Proceedings of the Workshop on the Status of Right Whales, New England Aquarium, Boston, 15 - 23 June, 1983*, edited by R.L. Brownell, Jr., P.B. Best and J.H. Prescott. Reports of the International Whaling Commission, Special Issue 10, pp 191 - 199. Cambridge: International Whaling Commission, 1986; personal communication with Felipe Valdés Hansen, Whaling Historian, Galicia, Spain.

<sup>34</sup> Purcell Miller Tritton. “Inspections of the Disused Shore-Based whaling Stations for the Government of South Georgia and the South Sandwich Islands.” July 2011. Accessed at <http://www.sgisland.gs/download/Gazetteer/Main%20Report%20July%202011.pdf>.

<sup>35</sup> Ellis, Richard. *Men and Whales*. New York: Alfred A. Knopf, 1991.

<sup>36</sup> AWSANZ Project. “The Archaeology of Whaling in Southern Australia and New Zealand.” Accessed at <http://ehlt.flinders.edu.au/archaeology/department/research/projects/awsanz/index.html>; Prickett, Nigel. “The Archaeology of New Zealand Shore Whaling.” Accessed at <http://www.doc.govt.nz/upload/documents/conservation/historic/topics/archaeology-nz-shore-whaling.pdf>.

<sup>37</sup> Personal communication with Jaco Boshoff, Maritime Archaeologist, Iziko Museums, Cape Town, South Africa.

<sup>38</sup> In the context of Parks Canada, commemorative integrity describes the health or wholeness of a site. A national historic site is considered to have commemorative integrity when the resources directly related to its designation as a national historic site are not impaired or under threat, its reasons for designation are effectively communicated to the public and its heritage values are respected in all decisions and actions that affect it. A Commemorative Integrity Evaluation is carried out the National Historic Sites administered by Parks Canada every five years.

<sup>39</sup> The ratings provided in this section are based on criteria established in a report entitled “Condition Indicators for *In Situ* Archaeological Resources” (Parks Canada 2008). In the case of unexcavated archaeological resources, a good rating indicates that a major portion of the archaeological resource is *in situ* and that it is stable with no evidence of deterioration; fair indicates that a substantial portion of the resource is *in situ* and that it has sustained some

## NOTES

disturbance and may be under threat; a poor rating indicates that a minimal portion of the resource is *in situ* and that disturbance is significant and actively continuing.

<sup>40</sup> Based on criteria established in “Condition Indicators for *In Situ* Archaeological Resources,” for excavated sites good refers to resources that have complete and stable coverage by backfill and vegetation and have no need of further conservation; fair refers to resources that have the major portion covered but some patches exposed with structural rocks or backfill visible and that may need enhanced monitoring or conservation; poor refers to resources that have the major portion exposed and subject to deterioration and that need conservation.

<sup>41</sup> Records kept at Red Bay National Historic Site of Canada and managed by the Western Newfoundland and Labrador Field Unit of Parks Canada.

<sup>42</sup> Information obtained from Visitor sign-in books maintained by the Town of Red Bay at the entrance to the Boney Shore and Tracy Hill Walking Trails.

<sup>43</sup> Information from the Town of Red Bay, 2010.

WHC.RL  
 Date \_\_\_\_\_  
 Id N° \_\_\_\_\_  
 Copy \_\_\_\_\_ Item \_\_\_\_\_

**Red Bay Basque Whaling Station  
 Image Authorization Table**

ID#	1	2	3	4
Format	jpg	jpg	jpg	jpg
Caption	Whale bone deposits at the Boney Shore with Saddle Island, the Harbour and the village of Red Bay in the distance. (Photo identified for website use)	Panoramic view of the nominated property and buffer zone of the Red Bay Basque Whaling Station	View of the nominated property of the Red Bay Basque Whaling Station from the west.	View over Moore Point, Penney Island and the village of Red Bay
Date	2003	3 Aug 2010	25 Aug 2010	25 Aug 2010
Photographer/ Director	J. McQuarrie	Johnathon Earle	Cindy Gibbons	Cindy Gibbons
Copyright Owner	Parks Canada	Johnathon Earle	Parks Canada	Parks Canada
Contact Details	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 38, Red Bay, NL, A0K 4K0 Tel – 506 461 4618 Email – johnathon.earle@unb.ca	Red Bay NHSC P.O. Box 103, Red Bay, NL, A0K 4K0 Tel – 709 920 2142 Fax – 709 920 2144 E-mail – redbay.info@pc.gc.ca	Red Bay NHSC P.O. Box 103, Red Bay, NL, A0K 4K0 Tel – 709 920 2142 Fax – 709 920 2144 E-mail – redbay.info@pc.gc.ca
Non-exclusive Cession of rights	Yes	Yes	Yes	Yes

<b>ID#</b>	5	6	7	8
<b>Format</b>	jpg	jpg	jpg	jpg
<b>Caption</b>	Twin Island viewed from the west	Saddle Island viewed from the west	Western entrance to Red Bay Harbour	Tracey Hill and the Boney Shore – the western extent of the nominated property
<b>Date</b>	25 Aug 2010	2003	2009	2009
<b>Photographer/ Director</b>	Cindy Gibbons	J. McQuarrie	Chris Samson	Chris Samson
<b>Copyright Owner</b>	Parks Canada	Parks Canada	Destination Labrador	Destination Labrador
<b>Contact Details</b>	Red Bay NHSC P.O. Box 103, Red Bay, NL, A0K 4K0 Tel – 709 920 2142 Fax – 709 920 2144 E-mail – redbay.info@pc.gc.ca	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com
<b>Non-exclusive Cession of rights</b>	Yes	Yes	Yes	Yes

ID#	9	10	11	12
Format	jpg	jpg	jpg	jpg
Caption	Whale bone deposit on the Boney Shore	Whale bone deposit on the Boney Shore looking east towards the Harbour and village of Red Bay	The modern village of Red Bay and shoreline west of the Strand that shows evidence of 16th-century whaling activity	The shoreline to the west of the Strand
Date	2009	2003	2006	2009
Photographer/ Director	Chris Samson	J. McQuarrie	G. Locke	Chris Samson
Copyright Owner	Destination Labrador	Parks Canada	Parks Canada	Destination Labrador
Contact Details	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com
Non-exclusive Cession of rights	Yes	Yes	Yes	Yes



<b>ID#</b>	13	14	15	16
<b>Format</b>	jpg	jpg	jpg	jpg
<b>Caption</b>	The east end of the modern village of Red Bay, including the Red Bay East site	Shoreline at the Red Bay East Site	Site of the cooperage and large rendering oven complex at the Red Bay East Site	Residences and infrastructure associated with the inshore fishery at the Red Bay East site
<b>Date</b>	2006	2009	2009	2009
<b>Photographer/ Director</b>	G. Locke	Chris Samson	Chris Samson	Chris Samson
<b>Copyright Owner</b>	Parks Canada	Destination Labrador	Destination Labrador	Destination Labrador
<b>Contact Details</b>	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com
<b>Non-exclusive Cession of rights</b>	Yes	Yes	Yes	Yes

ID#	17	18	19	20
Format	jpg	jpg	jpg	jpg
Caption	Shoreline with inshore fishing infrastructure at the Red Bay Village site	Shoreline at the east end of the nominated property	Eastern shoreline of Twin Islands	Headland at Twins Islands used as a look-out/signalling station by 16th-century whalers
Date	2009	2009	2009	2009
Photographer/ Director	Chris Samson	Chris Samson	Chris Samson	Chris Samson
Copyright Owner	Destination Labrador	Destination Labrador	Destination Labrador	Destination Labrador
Contact Details	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com
Non-exclusive Cession of rights	Yes	Yes	Yes	Yes

ID#	21	22	23	24
Format	jpg	jpg	jpg	jpg
Caption	View to the west from the east end of Saddle Island	Shoreline of Saddle Island looking west	Site of whale oil rendering ovens at the east end of Saddle Islands	Interpretive trail on Saddle Island
Date	2003	2009	2009	2003
Photographer/ Director	J. McQuarrie	Chris Samson	Chris Samson	J. McQuarrie
Copyright Owner	Parks Canada	Destination Labrador	Destination Labrador	Parks Canada
Contact Details	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@ destinationlabrador. com	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca
Non-exclusive Cession of rights	Yes	Yes	Yes	Yes

ID#	25	26	27	28
Format	jpg	jpg	jpg	jpg
Caption	Site of cooperages and rendering ovens at Saddle Island Areas A,B and E	Cooperage site at Saddle Island Area A	View of Red Bay Harbour from the Saddle Island West site	View of Saddle Island west with Aboriginal campsite in the foreground and rendering ovens near the shoreline
Date	2009	2009	2003	2009
Photographer/ Director	Chris Samson	Chris Samson	J. McQuarrie	Chris Samson
Copyright Owner	Destination Labrador	Destination Labrador	Parks Canada	Destination Labrador
Contact Details	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com	National Photo Collection 25 Eddy St. Gatineau, QC, K1A 0M5 Tel – 819 997 3287 Fax – 819 994 2120 E-mail – photos@pc.gc.ca	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, AOP 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com
Non-exclusive Cession of rights	Yes	Yes	Yes	Yes

<b>ID#</b>	29
<b>Format</b>	jpg
<b>Caption</b>	Site of rendering ovens at the north end of Penney Island
<b>Date</b>	2009
<b>Photographer/ Director</b>	Chris Samson
<b>Copyright Owner</b>	Destination Labrador
<b>Contact Details</b>	P.O. Box 1239, Stn.C Happy Valley-Goose Bay, NL, A0P 1C0 Tel – 709 896 6507 Fax – 709 896 6508 E-mail – randy@destinationlabrador.com
<b>Non-exclusive Cession of rights</b>	Yes



# Management Plan for the Red Bay Basque Whaling Station



WHC REGISTRATION  
Date 16-01-12  
Id N° 1412  
Copy 1 Item 05



Management Plan  
for the  
**Red Bay  
Basque  
Whaling  
Station**

January 2012





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## FORWARD

The Red Bay Basque Whaling Station is nominated by Canada for inscription on the UNESCO World Heritage List. If successful, this is a distinction that would bring international attention to this place that already has special significance nationally and provincially.

The Red Bay Basque Whaling Station already has a special place in the hearts and minds of the residents of Red Bay and many others in our province and our country. It is also a site that is celebrated by the people of the Basque Country, and has enabled us to create relationships with individuals and organizations in the region.

The goal of this management plan is to provide a framework to cohesively guide the future protection, conservation and presentation of the Red Bay Basque Whaling Station. The plan is built on a long and strong history of co-operative management at Red Bay between the Town of Red Bay, the Government of Newfoundland and Labrador and the Government of Canada. The commitment of all three levels of government to the continued management and protection of the nominated property is reflected in the management plan. In addition, the unwavering support of the residents of Red Bay to their special place will continue to make an incredible contribution to the protection of the Outstanding Universal Value of the Red Bay Basque Whaling Station.

This management plan is a tool to enable us to collectively manage and protect the Red Bay Basque Whaling Station for all humanity, now and in the future.



Wanita Stone  
Mayor – Town of Red Bay



## VISION

Since the discovery of the *Red Bay Basque Whaling Station* in 1977, much of its stewardship has been achieved through the efforts and values of the people of Red Bay. Their commitment grew out of the personal relationships with the archaeologists and historians who discovered, excavated and continue to research this site. Over the years the community along with Parks Canada, the Province of Newfoundland and Labrador, and the federal Department of Fisheries and Oceans, have co-operated to ensure the protection, understanding and presentation of the Red Bay Basque Whaling Station. Today, Red Bay, Labrador is known as the site with the most extensive and best-preserved remains in the world associated with the early stages of large-scale commercial whaling. The site is being nominated for World Heritage designation. If designated, the Red Bay Basque Whaling Station will be recognized for its outstanding universal value to all humanity.

This management plan builds upon the past co-operation among the partners and formalizes their roles and responsibilities to ensure the preservation of the nominated property's outstanding universal values. If designated as a World Heritage Site, the Town of Red Bay with its partners will continue to lead the stewardship of the Red Bay Basque Whaling Station. Through the adherence to the goals and principles of the World Heritage Committee and the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the prestigious designation as a World Heritage Site, Red Bay will become a preferred heritage destination.

As a World Heritage Site, we will welcome the people of the world to share in this collective heritage and continue to foster our environment of cultural awareness by providing opportunities for education and continuing to build on our scientific knowledge. The hospitality of the people of Red Bay and their distinctive local culture, along with knowledgeable heritage presenters, will continue to ensure exceptional visitor experiences. In this way, we will contribute to humanity's understanding of the world and the people with whom we share all special places.



Red Bay Harbour  
*Parks Canada/Michael Burzinski*

**PART I: PURPOSE  
OF THE MANAGEMENT PLAN,  
DESCRIPTION OF NOMINATED  
PROPERTY AND HISTORY**







## 1. Purpose of the Management Plan

The *Operational Guidelines for the Implementation of the World Heritage Convention* states that each nominated property must have an appropriate management plan which specifies how the outstanding universal value of the property will be preserved. According to the Operational Guidelines, the purpose of the management plan is to ensure the effective protection of the nominated property for present and future generations.

The purpose of the *Management Plan for the Red Bay Basque Whaling Station* is to provide an overall management framework to cohesively guide the protection, conservation and presentation of the entire nominated property at the Red Bay Basque Whaling Station. This management plan takes into account the responsibilities of the Town of Red Bay, the Government of Newfoundland and Labrador, Parks Canada, and the federal Department of Fisheries and Oceans for the preservation and protection of the nominated property's outstanding universal value. *The Management Plan for the Red Bay Basque Whaling Station* is based on the municipal plan for the Town of Red Bay and the Parks Canada management plan for Red Bay National Historic Site and has been developed in consultation with the Provincial Archaeology Office and Department of Fisheries and Oceans. It builds upon the federal and provincial legislation that protects the archaeological remains and brings together elements of existing planning documents which facilitate the implementation of legislation at the Red Bay Basque Whaling Station.

This management plan highlights the ways in which the Red Bay Basque Whaling Station will, as a World Heritage Site, work to further the goals and uphold the principles of the World Heritage Committee and UNESCO by protecting and promoting the outstanding universal value of the nominated property. By fostering an environment of cultural awareness, providing opportunities for education and continuing to build on our scientific knowledge, we contribute to humanity's understanding of the world and the people with whom we share all special places.

To achieve this protection and understanding of the proposed Statement of Outstanding Universal Value for the nominated property, the management plan seeks:

- to set the framework for how all areas of the nominated property will be managed so that its outstanding universal value is properly protected and conserved for present and future generations;
- to identify a manageable plan of action to engage the local and international communities in the long-term preservation of the nominated property and to increase awareness of its outstanding universal value;

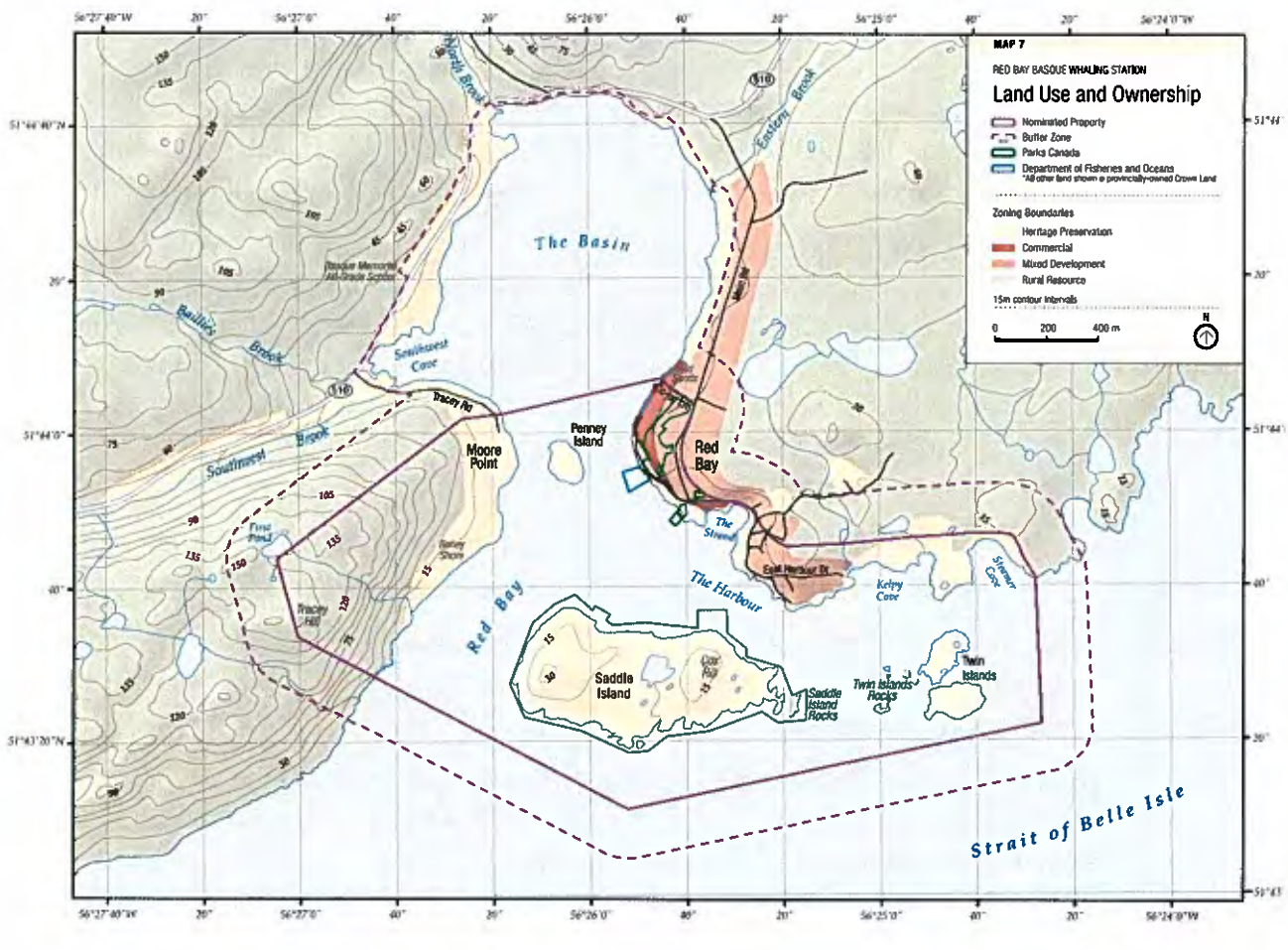
## Part I. Purpose of the Management Plan, Description of Nominated Property and History

- to identify a sustainable approach to the continued development of heritage tourism and educational initiatives that prioritizes the protection of the outstanding universal value of the nominated property.

### 2. Shared Stewardship

There is no single management jurisdiction or owner responsible for the conservation and protection of the entire nominated property. The nominated property includes a terrestrial and a marine component that both fall under various legislative authorities and ownership involving all three levels of government.

At the federal level, Parks Canada holds title to Saddle Island, two small water lots in the harbour and administrative lands on the mainland portion of the property while the Small Craft Harbours Division of the federal Department of Fisheries and Oceans (DFO) has title to a small area that includes a water lot surrounding the DFO dock.





## Part I. Purpose of the Management Plan, Description of Nominated Property and History

The remainder of the terrestrial property is mainly provincial Crown land and small areas of privately owned and leased lands that fall within the planning area of the Town of Red Bay.

Conservation and protection of the underwater portion of the nominated property is also shared. The underwater area containing the wreck labelled 24M, and believed to be the Basque whaling ship *San Juan*, falls within the jurisdiction of Parks Canada. The Small Craft Harbours Division has title to a water lot located just west of the Visitor Interpretation Centre on the mainland shore of the nominated property. Under Canada's *Harbour Commissions Act*, a harbour authority can regulate activity in the area under the jurisdiction of the Small Craft Harbours Division. The land under water in other areas of the nominated property are Crown Land under the jurisdiction of the Province of Newfoundland and Labrador and are therefore subject to the provisions of the Newfoundland and Labrador *Historic Resources Act*, as administered by the Provincial Archaeology Office. The waters themselves are subject to the provisions of the *Navigable Waters Protection Act (Canada)*, as administered by DFO. This Act protects the marine environment from damage due to navigation, shipping and other activities.



Excavated rendering ovens on Saddle Island.  
*Memorial University of Newfoundland Archaeology Unit*

this management regime. Each party to this MOU have mechanisms and resources that will be used to ensure the conservation of the property's outstanding universal value. The parties to the MOU have agreed to form a management committee that will take responsibility to implement this management plan and coordinate the implementation of relevant federal, provincial and municipal legislation, policies, and regulations to ensure the protection of the nominated property's outstanding universal values.

Since the archaeological discovery of the site in 1977, the Town of Red Bay, Parks Canada, the Provincial Archaeology Office, and the Small Craft Harbours Division of DFO have cooperated in the protection of the nominated property and its cultural resources through a combination of federal, provincial and municipal legislation, regulations, policies, planning processes and mechanisms for co-operation. These parties have signed a memorandum of understanding (MOU) to formalize

### **3. Geographic Description**

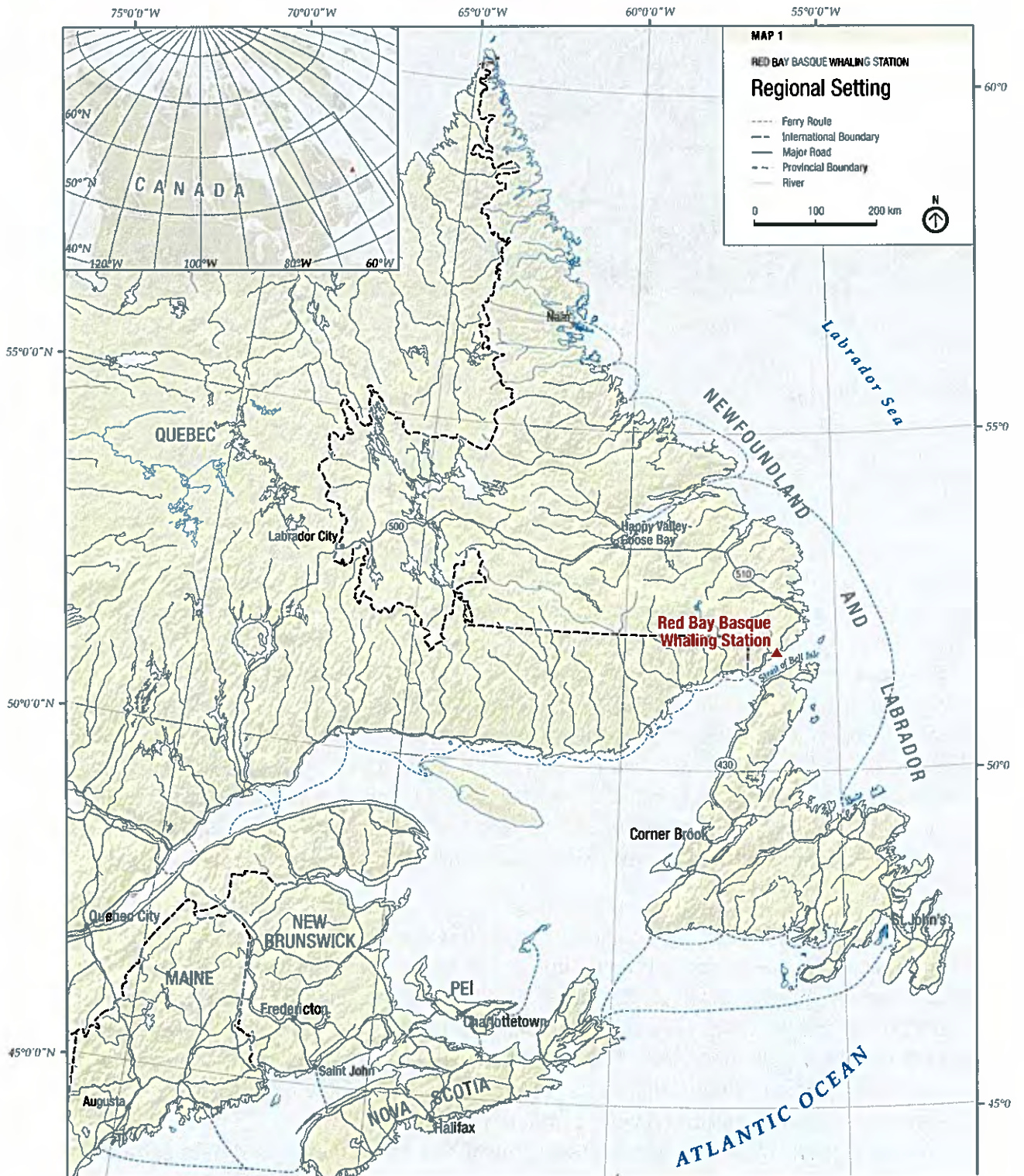
The nominated property of the Red Bay Basque Whaling Station is located at Latitude 51° 72' 7" N, Longitude 56° 43' 1" W. The area of the property is 312.973 hectares; it is surrounded by a buffer zone of 285.2 hectares.

The community of Red Bay is located on the north shore of the Strait of Belle Isle, the relatively narrow body of ocean that separates Labrador from the island of Newfoundland in the eastern-most province of Canada. The harbour at Red Bay is one of the best protected on the east coast of North America. It is surrounded to the north and west by high hills and by lower ones to the east. Saddle Island, a key part of the 16th century Basque whaling station, is located in the mouth of the harbour protecting it to the south. The harbour consists of two distinct areas, separated by a small island, that together have provided shelter for ships for almost 500 years. The outer harbour, known simply as the "Harbour" by local residents, has been the centre of commercial activity related to the whale, cod and other fisheries since the early 16th century. To the northwest, a narrow passage protected by Organ's Island opens into a large circular inner harbour known as the "Basin," which is characterized by deep water and high sheltering hills. The main entrance to the Harbour is a deep, narrow channel at the west end of the nominated property flanked by Saddle Island to the east and the soaring heights of Tracy Hill to the west. A wide but generally shallow channel at the east end of the Harbour allows access for small boats.

The small, unobtrusive village of Red Bay, settled permanently during the mid-19th century, is part of a landscape that was used by the Basque whalers of the 16th century. The landscape includes the Harbour, the rocky, barren hills and islands that support primarily arctic-alpine vegetation. Higher elevations throughout the area provide excellent vantage points with views over the nominated property and beyond into the Strait of Belle—the whaling grounds of the 16th century. The beauty of the northern setting and the sense of isolation experienced by many visitors to the vast and largely unpopulated area, are juxtaposed with the hospitable, welcoming atmosphere fostered by the people who live there. The physical features of the nominated property have changed very little since the time of the Basque whaling expeditions. Much of the area used by the Basque whalers is now occupied by the homes and fishing structures of the present-day inhabitants of Red Bay, who take advantage of the same protected harbour and deep-water access to the shoreline favoured by their 16th century predecessors.



Part I. Purpose of the Management Plan, Description of Nominated Property and History





Panoramic view of Red Bay from the top of Tracey Hill. *Johnathon Earle*

The boundaries of the nominated property of the Red Bay Basque Whaling Station coincide with the area designated as Red Bay National Historic Site by the Government of Canada. The National Historic Site designation commemorates the role that 16th century Basque whaling played in the early history of the country. The property contains all of the elements necessary to convey the outstanding universal value of the Red Bay Basque Whaling Station. The well-preserved remains of vessels used to transport whalers and whale oil are buried at the bottom of the Harbour. Deposits of whale bones associated with the butchering of whales are found in the Harbour and on beaches at the eastern and western extremities of the property. The remains of stone ovens used to render whale blubber to oil are preserved along the northern shoreline of Saddle Island and the mainland shore opposite. The footprints of cooperages, where barrels used to ship whale oil were assembled, are located nearby but farther from the shore. Traces of temporary living quarters can be found among the bedrock outcrops of Saddle Island. A cemetery containing the remains of whalers who died at Red Bay is located at the eastern-most part of Saddle Island. As such, the Red Bay Basque Whaling Station is a unique site and the most complete testimony known of the world's first industrial-scale whaling activities.

A buffer zone has been established surrounding the nominated property of the Red Bay Basque Whaling Station. This zone comprises a two-hundred-metre area immediately adjacent to the boundaries of the nominated property in all directions with the exception of an area to the north, where the buffer zone extends northward to include the entirety of the Basin, and the areas along its shoreline that have been zoned by the Town of Red Bay as areas of heritage protection. Some sections of the buffer zone contain known cultural resources, particularly the area in and around the Basin. These resources however, are either from an undetermined period or a period other than the 16th century and cannot be related to the outstanding universal value of the Red Bay Basque Whaling Station.



However, the buffer zone and the cultural resources that it contains are subject to the same protective legislation and policies that apply to the nominated property.

#### 4. History of the Nominated Property

The Basques are a genetically and culturally unique group of people that have inhabited the area of northeast Spain and southwest France adjacent to the Bay of Biscay for thousands of years. They were among the first Europeans to exploit the rich natural resources of northeastern North America. By the 1520s they were making annual voyages to the waters around Newfoundland and Labrador for cod fishing and whaling. The Basques were the first people to produce whale oil on a commercial scale, making whale oil the first of any mineral or animal oil to achieve commercial viability. It was an extremely valuable commodity and the potential of whaling was quickly realized. By the 1540s the Basques had developed the world's first large-scale commercial whale hunt in ports along the northern shore of the Strait of Belle Isle. The archaeological evidence and archival records indicate that the whaling station at Red Bay in Labrador was the largest and most productive of all these sites.



Restored 16th-century *chalupa* at Red Bay National Historic Site of Canada.  
*Parks Canada/Mark Clarke*



For the next half-century as many as a dozen galleons, large ocean going ships, crewed by one thousand men and boys made the annual voyage from the Basque region to Red Bay. The whalers pursued the North Atlantic right whale (*Eubalaena glacialis*) and bowhead whale (*Baleana mysticetus*) from small open boats known as *chalupas*. The boats were built for speed and manoeuvrability and allowed the whalers to get close enough to a whale to strike it with a harpoon. The wounded animal dove or swam away, pulling with it a long harpoon line that was attached to the boat. When the whale finally tired from pulling the boat, it came to rest at the surface and the whalers were able to kill it with a lance. A rope was attached to the tail of the whale and one or more *chalupas* pulled it back to the harbour. Once back in port, workers removed the skin and the thick layer of fat underneath, called blubber, from the whale in long strips—a process called flensing. The blubber was then taken ashore to be rendered into oil.

On shore the blubber was cut into more manageable pieces and placed in copper cauldrons over fires in oven pits. The ovens were essentially open fireplaces built from local stone and were used exclusively for rendering whale oil. The ovens were lined with insulating clay brought from the Basque region and were covered by a wooden structure roofed with red clay tiles, also brought from the Basque region. The men tended the cauldrons of melting whale blubber from wooden platforms constructed behind the ovens. Once the blubber was reduced to oil, any remaining solids were strained out and the oil was further purified by being ladled into a vat partially filled with cold water. This allowed any dirt to settle to the bottom and the purified oil to float on the surface. The oil was then skimmed off and poured into barrels that had been pre-fabricated in Europe, dismantled and re-assembled in cooperages at Red Bay. The full barrels were then sealed and loaded aboard the galleons for the voyage to Europe.

Sixteenth century Basque whalers lived and died at Red Bay. Provisions lists preserved in archives give us an idea of the food brought from home—wheat, beans, peas, cider and wine. Archaeological finds indicate that the European diet was supplemented by local food such as fish, seabirds and berries while they were in Labrador. Though it appears that whalers lived mainly on board the ships while they were anchored in the harbour during the whaling season, the archaeological record shows that they occasionally built temporary living quarters near the rendering ovens where they could sleep and prepare meals.

By the 1560s there was a noticeable decline in the number of whales in the Strait of Belle Isle and it became more and more difficult to acquire a full cargo of whale oil during the summer months. Consequently, ships stayed later and many were damaged and lost in fierce storms common to the area in the fall of the year. Most notably, a galleon called the

San Juan was sunk in a storm at Red Bay in the fall of 1565 with all her cargo on board. Winters during the 1570s were harsh and began early. The winter of 1576/77 was particularly bad and many crews were stranded in Labrador over the winter. The last will and testament of sailor Juan Martinez de Larrume, written at Red Bay in June 1577, is an example of the danger and loss faced by the whalers. The original will is located at the *Archivo Histórico de Protocolos de Gipuzkoa* in Oñati, Spain.

In the latter decades of the 1500s the number of whales continued to decline and whaling in the Strait of Belle Isle was all but over after less than 100 years of exploitation. An overwintering in 1603 is the last record of whaling at Red Bay. Although Spanish-Basques involvement in overseas fisheries declined around the same time for political reasons, the French Basques continued whaling on a smaller scale farther into the estuary of the St. Lawrence River. Large-scale whaling efforts, however, shifted to the other side of the Atlantic where new stocks of whales had been discovered around Spitsbergen in the Barents Sea.

Despite being abandoned by the Basques, the area continued to be used by French and English fishermen and by Aboriginal people during their seasonal movements. The bay was permanently settled in the 1840s by several families from the Carbonear area of the island of Newfoundland, drawn by good fishing and seal hunting. For these settlers and their descendents, the details of the Basque whaling history of the place and its significance remained unexplored until much later.

Intensive study of 16th century Basque whaling in Labrador began with the work of historical geographer Dr. Selma Barkham in Basque and Spanish archives during the early 1970s. Her work ultimately led to major archaeological discoveries on shore and under water at Red Bay. The initial underwater archaeological work, led by Robert Grenier of Parks Canada, set the international standard for underwater scientific research and conservation. Monitoring and exploration continues under the management of Parks Canada Underwater Archaeology Services. The terrestrial archaeological work was done by James A. Tuck of Memorial University of Newfoundland and, although much definitive work has been completed, significant opportunities exist for further study of the Basque and Aboriginal stories at the site. Collectively, the archival and archaeological studies related to the Red Bay Basque Whaling Station have shed light on a previously little-known aspect of Basque and Canadian history.





Excavation of a whaling ship at Red Bay, 2005  
*Parks Canada/M-A Bernier*

**PART II:  
JUSTIFICATION FOR INSCRIPTION**







## 5. Criteria under Which Inscription is Proposed

The Red Bay Basque whaling Station is nominated for inscription under criteria (iii), (iv) and (v) for the crucial role that it played in the development of the global whaling industry.

Criterion (iii): *Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay represent the historical and global importance of the whaling industry. They bear exceptional testimony to the early stages of large-scale commercial whaling and whale oil production at a time when whale oil was becoming a major source of energy for light. It was in fact the first source of artificial light ever to be commercially produced. It was burned to light streets and homes in cities across Europe and America for centuries. Whale oil later became widely used as a lubricant for machinery during the industrial era and was also used in the manufacture of paint, varnish, soap, cosmetics, perfumes, margarine and other diverse products.



Well-preserved whale oil rendering oven located at the north end of Penney Island. *Memorial University of Newfoundland Archaeology Unit*

The Basques began whaling in the Bay of Biscay as early as the 11th century, and for almost 600 years they were the world's only commercial whalers. They began overseas whaling in the first half of the 16th century during a period of expansion westward from Europe to exploit the natural resources of the Americas. By the 1540s the Basques had established the world's first industrial-scale whaling in the Strait of Belle Isle on the east coast of North America. Red Bay was the largest and most important of a dozen ports associated with

what would ultimately become the start of a world-wide industry. By the time that whaling had declined in the Strait of Belle Isle at the end of the 1500s, the demand for oil was high enough to support the development of a new phase of whaling in the Barents Sea that eventually led to offshore whaling and took ships and men around the world in search of blubber for oil.

Archival research has revealed that during the peak years of whaling in the Strait of Belle Isle in the 1560s and 1570s, at least one thousand whalers in as many as ten to twelve ships annually used the sheltered harbour at Red Bay as their base for hunting whales and processing whale oil. In addition, 14 years of archaeological research on land and underwater at Red Bay has uncovered the rich remains of the 16th-century whaling port. It consisted of at least eleven whale oil processing areas that included fifteen rendering ovens, four cooperages and several other workshop areas, a number of living quarters and a cemetery. These remains, along with four whaling ships and extensive deposits of whale bones from the period, all indicate that Red Bay was the largest and most extensively used whaling port during the 16th century. Today it is the best and most complete illustration of the origins of the global whaling industry and of the traditions and techniques that came to be used around the world for centuries.

*Criterion (iv): The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process - consisting of rendering ovens, cooperages, living quarters and ships - are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay constitute an outstanding example of an early shore-based whale oil production site representing the beginning of the commercial production of whale oil as a widely-used illuminant. The nominated property contains all of the elements necessary to illustrate the industrial whaling process.

By the 1540s the Basques were conducting the world's first industrial-scale whaling in the Strait of Belle Isle; Red Bay was the largest and most important of their whaling stations. Using techniques and technology for hunting whales and processing oil perfected in the Bay of Biscay since the 11th century, the Basques were the first to develop an overseas whaling industry. Their techniques were emulated by others and became the standard practice for whaling until the advent of steam-powered whaling boats and artificially propelled harpoons during the second half of the 1800s.



## Part II: Justification for Inscription



The remains of a substantial stone rendering oven at Area C on Saddle Island. *Memorial University of Newfoundland Archaeology Unit*

Today the nominated property at Red Bay contains an outstanding technological ensemble illustrating the production of whale oil that includes the remains of numerous structures, well-preserved ships and boats and a collection of tools and implements that is unparalleled at any other whaling site from the period.

The industrial process involved in whaling during the 16th century consisted of hunting the whales, flensing them, rendering the fat to oil, assembling the barrels used

to hold the oil and shipping the finished product to Europe. All aspects of the technology required to carry out this process are exemplified by the archaeological remains found at Red Bay.

Fifteen ovens, each consisting of between three and six fireboxes, were found at eleven locations. The remains of a wharf found at one location was used to facilitate access for bringing the fat to the ovens and loading the barrels of oil on the ships.

Other structures identified by archaeologists at Red Bay include four temporary structures used as living quarters by the whalers on shore, four cooperages where barrels were assembled and several less substantial structures also used as workshops for barrel assembly.

The collection of artefacts found at Red Bay includes numerous examples of the 211-litre barrels used to store and ship the oil and staves from tubs used to purify it. The unequalled collection of tools and implements includes examples of harpoons, the blades of flensing knives and fragments of the copper cauldrons.

The only original examples of Basque whale boats or *chalupas* were found at Red Bay, including the most complete example in existence from the 16th century. The significant collection of ships and boats also includes the remains of the four well-preserved galleons.

## Part II: Justification for Inscription

The significant collection of artefacts recovered from the 24M shipwreck site includes several large components of the ship (the anchor, the capstan and the bilge pump), an assortment of objects associated with the rigging, and an assemblage of navigational instruments used on ships of the period.

The archaeological resources at Red Bay also include significant deposits of whale bone that are representative of the industrial process. They are, in fact, the debris of the whale oil production process.

Red Bay is the most extensively excavated and researched whaling site of the 16th century and is one of the most exemplary examples of a whaling site of any age. The number and quality of archaeological features and artefacts that together comprise the outstanding technological ensemble associated with the nominated property and our understanding of their role in the industrial process of whaling is unmatched by any other whaling site in the world.

*Criterion (v): The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.*

The nominated property is an outstanding example of human interaction with an extremely challenging environment. The extensive and well-preserved archaeological remains at Red Bay are a testament to the way that Europeans interacted with the land and the sea as they undertook seasonal, industrial activities in distant lands during the mid 16th-century.

The nominated property demonstrates the harsh conditions faced by the Basques in Labrador as they hunted whales and processed whale oil. It is the best known example of the use of the environment associated with early industrial-scale whaling. While coastal whaling in the Basque Country was on a much smaller scale than that developed in the Strait of Belle Isle, the centuries-old Basque whaling traditions and technology were adapted to the demands of this new world enterprise. The archaeological record clearly demonstrates how the Basque whalers made effective use of both the land and the sea as they adapted their whaling traditions and techniques to an environment and a climate that was much harsher and more extreme than any they had previously experienced.

### **The Basque Whalers' Relationship with the Land**

The archaeological record at Red Bay reveals a number of significant aspects related to the use of the land by the Basque whalers at Red Bay. They took advantage of a variety of geographical features, including headlands, bedrock outcrops, level areas near the beaches and natural elevations, in order to most efficiently and effectively hunt whales and process whale oil.

The whalers used prominent headlands on Saddle Island and Twin Islands as points to look for whales and then signal their crewmates when one was spotted. Evidence of this use was found in the form of the remains of fires on the headlands and debris scattered at the base of them.

The remains of rendering ovens that were used to actually produce the whale oil were found on level terraces adjacent to the beach. Level land was required for construction of the ovens. They were located close to the shoreline to facilitate getting the whale blubber ashore and the barrels of oil into boats to be loaded on the ships. They also chose areas to build the ovens that were sheltered from the prevailing winds and had deep water close to shore, also to make the production of whale oil more efficient.

The Basques also took advantage of the natural elevations at Red Bay to build their cooperages. The cooperages identified at Red Bay are located on level terraces near the rendering ovens but at slightly higher elevations. The completed barrels were rolled down the hill to the ovens as they were needed.

The bedrock outcrops, characteristic of the geography of Red Bay, provided natural shelter for the whalers. They were used as walls for temporary living quarters that they built while working on land rendering whale oil. The whalers also incorporated readily available material such as rocks and baleen.

The relationship between the Basque whalers and the land at Red Bay is also represented by the cemetery. Located at the exposed eastern end of Saddle Island, it is the final resting place for as many as 135 whalers in single and multiple-person graves. The cemetery is situated in an area that was unsuitable for the production of whale oil: a low-lying part of the island that is exposed to almost all wind directions and that is unapproachable by boat due to shallow water and numerous rocks located just offshore. It is also a moving testament to the difficult environment in which the whalers lived and worked at Red Bay.





The restored 16th-century *chalupa* on display at Red Bay National Historic Site of Canada.  
*Destination Labrador/Chris Samson*

### **The Basque Whalers' Relationship with the Sea**

Whaling, by its very nature, demands that the whalers have a close relationship with and a deep understanding of the sea and of the behaviour of their prey. This relationship is epitomized in the galleons, boats and other artefacts found at Red Bay.

For the whalers, the sea provided the natural resources. They in turn developed the techniques and technology to harvest them.

A significant testament to the whalers' relationship with the sea at Red Bay is the collection of galleons preserved in the Harbour. As the primary link across the ocean between Europe and North America, these ships brought the whalers to and from the Strait of Belle Isle with their valuable cargo.

The whale boats are a further representation of the use of the sea by the whalers at Red Bay. As previously described, the double-ended *chalupa* was the whaling vessel of choice. These boats were specially designed for use on the open ocean, with a lightweight and streamlined hull allowing them to move quickly and effortlessly across the water in pursuit of whales. The remains of several *chalupas* found at Red Bay include an exceptionally well-preserved example renowned as the most complete 16th-century whaling boat in the world.

In addition to activities associated with hunting whales and producing whale oil at Red Bay, archaeological evidence indicates that the 16th-century Basque whalers were using the land and sea as a source of sustenance. The remains of locally available food, such as fish, seabirds and berries associated with the 24M vessel indicate that provisions brought from Europe were being supplemented with these resources.

The nominated property is the most outstanding example of the land and sea use associated with the world's first industrial scale production of whale oil.

## 6. Proposed Statement of Outstanding Universal Value

The Red Bay Basque Whaling Station is located on the north shore of the Strait of Belle Isle, in the eastern-most Canadian province of Newfoundland and Labrador. The Basques were among the earliest Europeans to exploit the rich maritime resources of eastern North America, and established the world's first large-scale commercial whaling enterprise in the Strait of Belle Isle during the first half of the 16th century.

Archaeological excavations at Red Bay have uncovered the best known and most complete example of a whaling station from this key period of the global whaling industry. The Red Bay Basque Whaling Station contains an exceptional collection of technology that illustrates all stages of whale hunting and whale oil processing during this period. The whale oil produced was the best source of artificial lighting known at this period of history and illuminated the rapidly growing cities of Europe and North America for three centuries. As a high quality lubricant, it also played a significant role in the industrial era that unfolded in the 18th century.

### Criterion iii

*Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.*

### Criterion iv

*The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process - consisting of rendering ovens, cooperages, living quarters and ships - are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.*

### Criterion v

*The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and*

*marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.*

### Integrity

The boundaries of the nominated property are clearly defined and encompass all of the elements necessary to express its Outstanding Universal Value. All the known elements relating to 16th-century Basque whaling and whale oil production at Red Bay, including whale oil processing stations, well-preserved vessels and extensive whale bone deposits, are included. Owing to factors such as a remote location, cooperative management and dedicated volunteers, the property benefits from an excellent state of conservation.

### Authenticity

The archaeological remains of the 16th-century whaling station at Red Bay have retained a high degree of authenticity. The form and design, as well as the materials used to build the ships and structures associated with whaling, are unquestionably Basque of that period. They therefore represent significant elements of the Basque whaling tradition. The location and setting, which has changed very little since the 16th century, was ideal for a successful whaling station. Traditions and techniques associated with whaling are reflected in the archaeological record at Red Bay, including those associated with shipbuilding during the period and the methods used to hunt whales and process whale oil. Other factors, such as the extensive archival material in Europe that reveals how the industry was organized and managed, and the tangible remains in the form of a large collection of artefacts found at Red Bay, further support the claim that Red Bay was the largest and most important whaling station of the 16th century.

### Requirements for protection and management

A combination of federal, provincial and municipal legislation, policies, planning processes and mechanisms for cooperation ensures the ongoing protection and management of the nominated property and the cultural resources associated with 16th-century Basque whaling at Red Bay. Effective provincial legislation combined with strong federal policies, well-organized municipal planning and a dedicated local community all contribute to the long-term protection of the nominated property and ensure the preservation of its Outstanding Universal Value. The implementation of this management plan, relevant federal, provincial and municipal legislation, policies and planning processes is coordinated through a management committee as established under the MOU.





Excavation of a whaling ship at Red Bay, 2005  
*Parks Canada/M-A Bernier*

**PART III:  
EXISTING RESOURCES  
AND CURRENT STATE  
OF CONSERVATION**





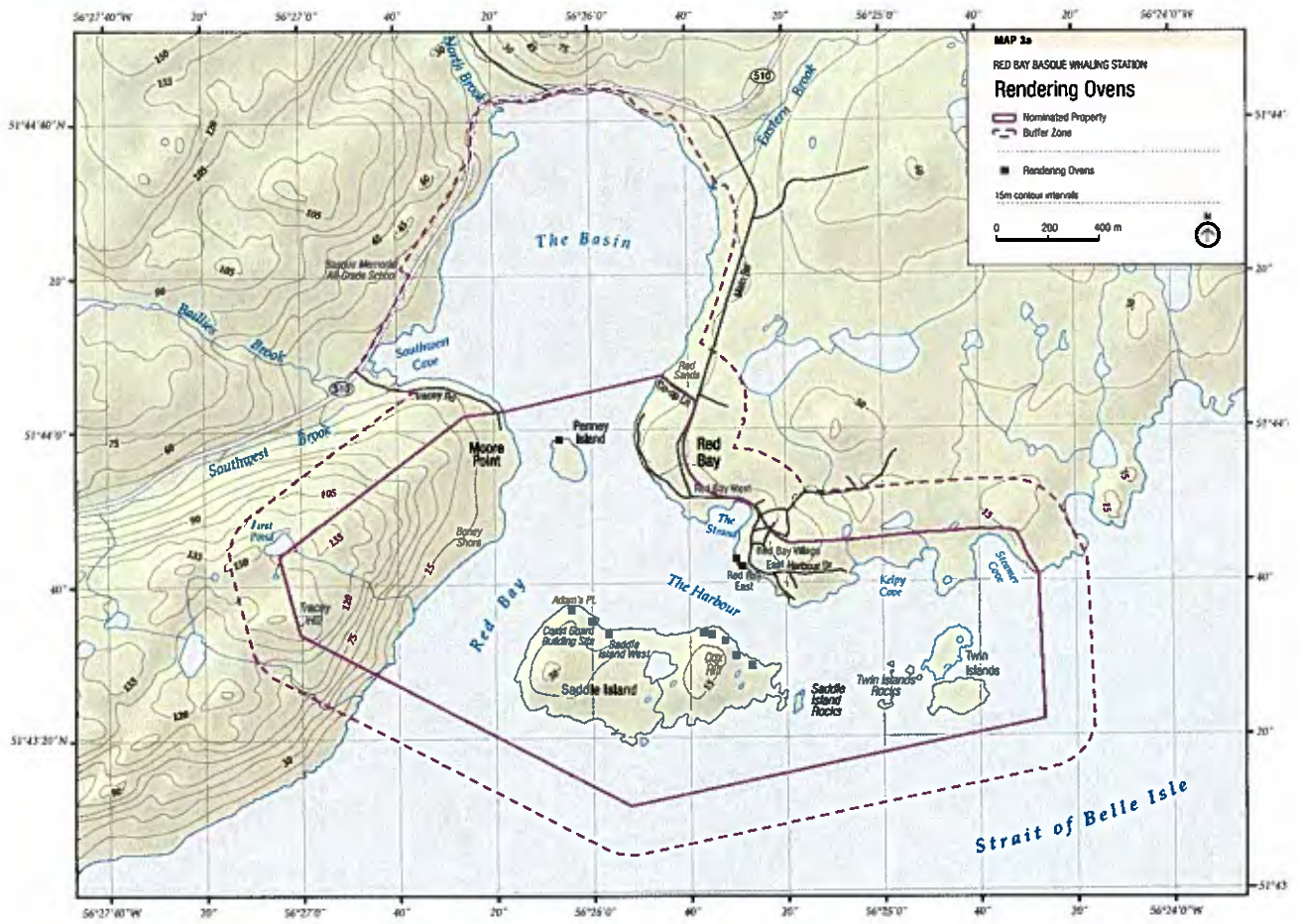


## 7. Cultural Resources

### 7.1 In-situ Archaeological Remains

#### 7.1.1 Shore Stations

The shore stations were the areas used for the actual production of whale oil during the 16th century. They consisted of the stone rendering ovens, cooperages, other workshop areas and temporary habitation sites used by the workers. The archaeological remains consist mainly of the stone ovens and the remnants of the other structures, including large numbers of clay tile fragments from roof falls. Shore stations have been identified at eleven distinct locations within the nominated property. A number of them were excavated during the terrestrial archaeological work at Red Bay. The remains were reburied along with the stonework of the rendering ovens. They have been stabilized and covered with sods to protect them from erosion and weathering. Archaeologists have indicated that other shore stations likely exist beneath privately owned houses, gardens and other structures located within the nominated property.



#### 7.1.2 Look Outs

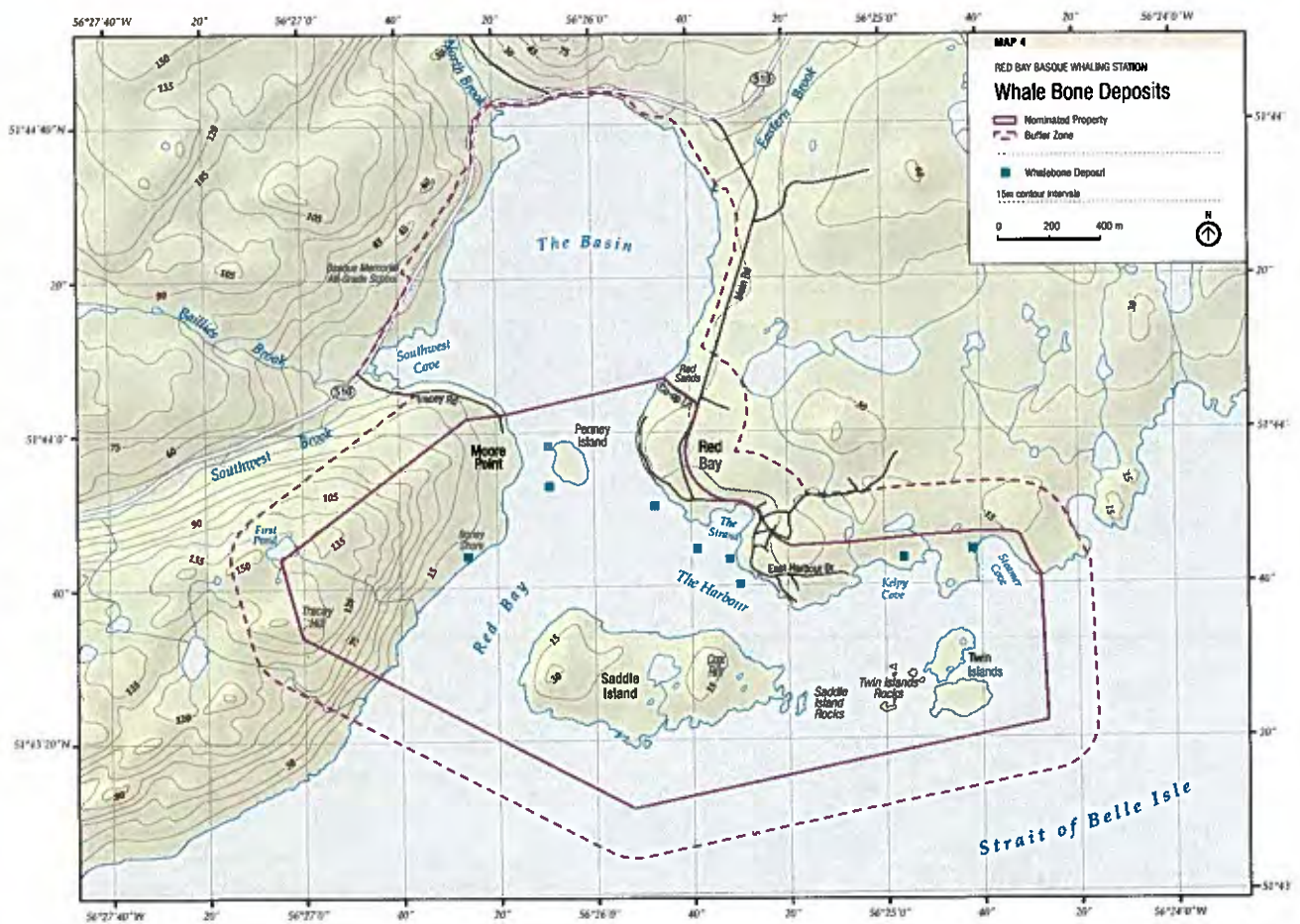
The remains of habitation sites have been found in proximity to prominent headlands that overlook the Strait of Belle Isle, leading archaeologists and historians to conclude that men were stationed there to watch for whales. Three have been identified—one at Twin Islands and one at each end of Saddle Island. All provide excellent views of the Strait of Belle Isle as well as from one to the other, leading to the theory that they may have been part of a system of signalling stations, similar to ones used in local whaling in the Basque region and later by whalers at Spitsbergen and along the New England coast. These areas have been excavated, documented and reburied for conservation.

#### 7.1.3 16th Century Cemetery

A cemetery containing the remains of between one hundred thirty-one and one hundred thirty-five individuals was found at the east end of Saddle Island. The exact number is unknown due to the poor condition of some of the remains and the style of burial; some of the individuals were interred in wooden caskets but many were part of multiple burials. The graves were marked with rows of rocks aligned with the orientation of the remains. Two of the graves yielded well-preserved sets of 16th century clothing. The cemetery was excavated and the remains from as many as fifty-five individuals were exhumed for study by anthropologists. Samples were taken from fifty-three skeletal remains which were then reburied. The remaining twenty-seven graves were found to be in extremely poor condition and were reburied without further study. The grave markers were reconstructed after excavation was completed and the area has returned to its original condition.



## Part III: Existing Resources and Current State of Conservation

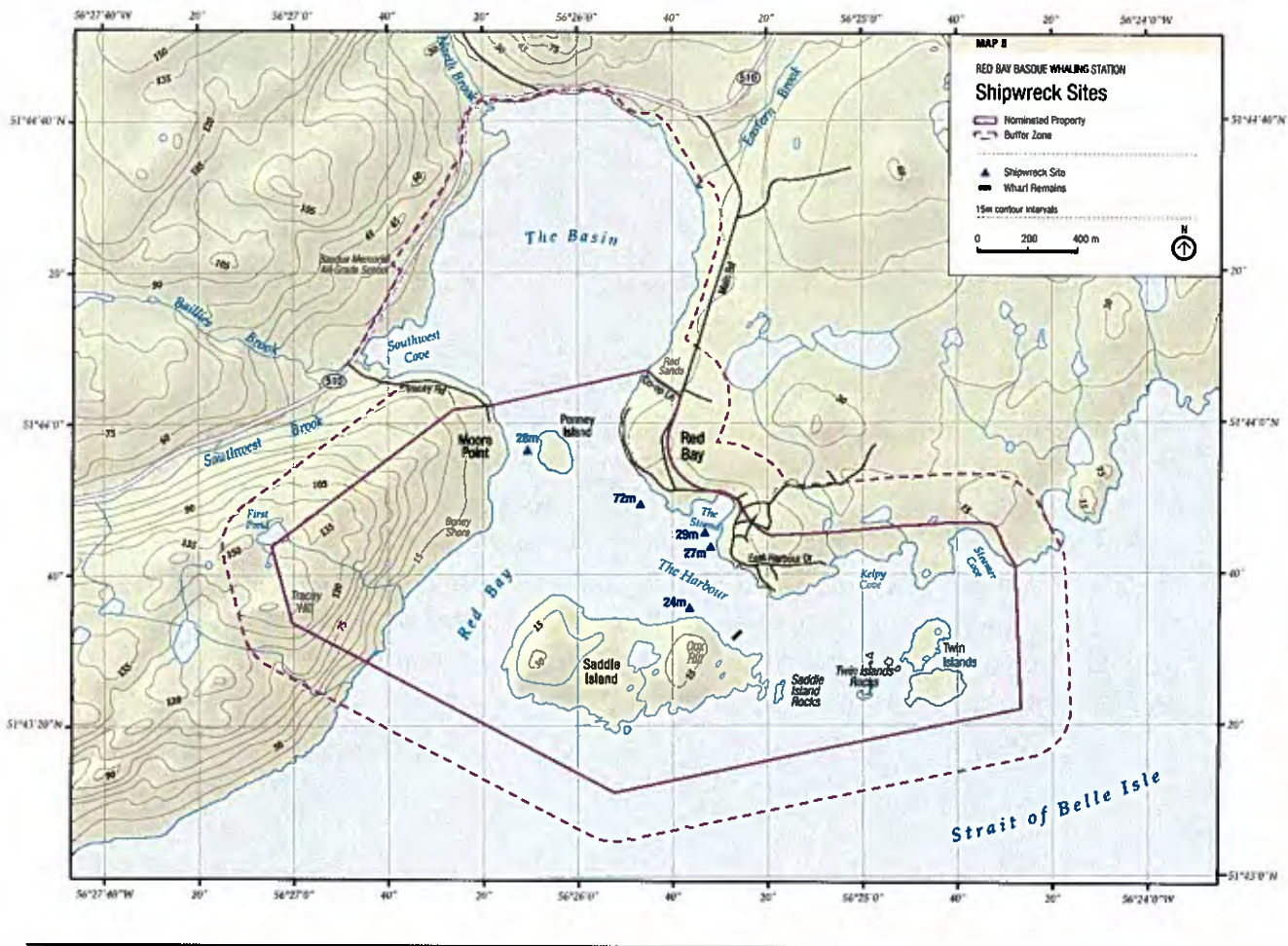


### 7.1.4 Whale Bone Deposits

Extensive deposits of whale bones associated with 16th century Basque whaling have been found on land and underwater at Red Bay. The terrestrial deposits are located on beaches at the eastern and western ends of the nominated property. Large pieces, mainly fragments from the base of the skulls, are visible on the surface. Other components, such as rib and vertebrae fragments, are buried and have been identified by archaeological testing. The underwater deposits of whale bone are located in the Harbour, just offshore from known whale oil production sites. These deposits remain buried in the silt and studies show they are in a very good state of preservation.

### 7.1.5 Whaling Ships

The remains of four 16th century whaling ships were found in the Harbour at Red Bay during explorations by underwater archaeologists. The wreck sites have been labelled 24M, 27M, 29M and 72M. Wreck 24M is the vessel believed to be the *San Juan*, which was lost at Red Bay in 1565. It has been extensively excavated, recorded and studied and is the subject of a recently released report on the underwater archaeology of Red Bay. The other three ships have undergone preliminary study to confirm that they are 16th century Iberian-built vessels associated with Basque whaling. All the wreck sites that have been studied have been reburied and are protected in reburial mounds, which involved surrounding the site with sandbags, covering the exposed remains with sand and then covering the entire area with special weighted tarpaulins. All four vessels are monitored on a regular basis, examined every five years by the Parks Canada Underwater Archaeology Services.





## 7.2 Collections

### 7.2.1 Whale Bones

A large collection of whale bones associated with the excavation of wreck 24M is permanently stored at Red Bay. The bones were desalinated and dried during the underwater archaeology project and are now stored and protected by the Town of Red Bay. The Town also displays and interprets the reconstructed skeleton of a nearly complete bowhead whale recovered from the harbour.

### 7.2.2 Boats

In addition to the four large whaling vessels found at Red Bay, underwater archaeologists have excavated the remains of a number of smaller boats associated with the 16th century Basque presence. They include three whaling boats, known as *chalupas*, a batel or ship's longboat and a third distinct type of craft tentatively identified as a barco—a double-ended vessel similar to a chalupa but more generally associated with fishing than whaling. Isolated fragments of other small boats were found elsewhere in the harbour and appear to have belonged to *chalupas*. The remains of one chalupa were reburied with the 24M vessel, and the most complete example has been conserved and restored and is now displayed and interpreted by Parks Canada at the Red Bay National Historic Site Visitor Orientation Centre. The remains of the third *chalupa* and the other boats are being stored and preserved by the Parks Canada Underwater Archaeology Services in Ottawa.

### 7.2.3 Artefacts

There are large collections of artefacts associated with both the terrestrial and underwater archaeological sites at Red Bay. Unique and selected examples are displayed at the Parks Canada visitor facilities at Red Bay as part of the site interpretation. A small sample is also displayed by The Rooms Provincial Museum in the capital city of St. John's, Newfoundland and Labrador. The rest of the terrestrial collection is held jointly by The Rooms Provincial Museum and the Memorial University of Newfoundland's Archaeology Unit in St. John's. The remaining artefacts associated with the underwater archaeology are under the care of the Parks Canada Underwater Archaeology Services in Ottawa, Ontario. In addition, a significant number of recorded and researched roofing tiles and barrels have been reburied at the 24M site. Other potential artefacts exist in unexcavated areas of the nominated property, including at known shore station sites and on the bottom of the Harbour.



## 8. Current State of Conservation

The rating system established for resource conservation is based on criteria established in a report entitled *Condition Indicators for In Situ Archaeological Resources* (Parks Canada, 2008). In the case of unexcavated archaeological resources, a “good” rating indicates that a major portion of the archaeological resource is *in situ* and that it is stable with no evidence of deterioration; “fair” indicates that a substantial portion of the resource is *in situ* and that it has sustained some disturbance and may be under threat; a “poor” rating indicates that a minimal portion of the resource is *in situ* and that disturbance is significant and actively continuing.

Inventory and evaluation of both terrestrial and underwater cultural resources at Red Bay were carried out during the summer of 2009. A summary of these evaluations are included as Appendix 1.

### 8.1 Terrestrial Resource Conservation

A total of forty terrestrial archaeological features were inventoried and evaluated within the nominated property. Of these, thirty-two have been excavated. Of the eight unexcavated sites, five are in good condition and three are in fair condition. Those sites in fair condition are located in areas still occupied by current residents of Red Bay. Of the thirty-two excavated sites, twenty-six are in good, stable condition. Five of them are in fair condition, mostly due to sparse vegetation cover necessary for natural protection. One of the excavated sites is in poor condition owing to prolonged erosion that had washed most of it into the Harbour prior to archaeological work at Red Bay. The site has been documented as much as possible through the archaeological process. See Appendix 1.1 for details of terrestrial archaeological resources and their condition.

### 8.2 Underwater Resource Conservation

Known underwater cultural resources at Red Bay include four shipwrecks in reburial mounds, a number of whale bone deposits and the remains of a wharf structure near the shore of Saddle Island.

Of the four 16th century wreck sites at Red Bay Basque Whaling Station the most significant of these is wreck 24M which is the ship archaeologists believe to be the *San Juan*. The assessment of this underwater cultural resource involved a visual examination, chemical analysis of the water in and around the existing mound, and examination of wood samples buried in the mound. After careful study, the remains of this vessel were systematically reburied in its original location. The reburial process creates a reburial mound which, for the purpose of preservation, was surrounded by a retaining wall



Reburial mound protecting the 72M wreck site in Red Bay Harbour. *Thierry Boyer*

of sandbags and covered with a special tarpaulin to protect it from ice and other potential damage. All indicators show that the vessel is in a well preserved and stable condition, due in large part to the cold waters and sedimentary deposition in the area. While regular monitoring during the summer of 2009 revealed ice scour around the reburial mound and some disturbance of the tarpaulin by ice, the remains of the vessel inside the reburial mound were not impacted.

In 2009, reburial mound 72M also showed some disturbance by ice and wave action, but water and wood analysis inside the mound indicate that chemical and biological factors are not affecting the vessel remains. Regular visits by underwater archaeologists to the 27M and 29M wreck sites indicate that they are generally well-preserved. While the remains are covered with loose sand and heavy tarpaulins, some movement of sand has been detected in adjacent areas. Modern wood samples have recently been installed at these wreck sites to allow archaeologists to monitor the rate of deterioration of wood inside the tarpaulins.

The known whale bone deposits remain *in situ* on the harbour bottom and are extremely well-preserved by the silt and cold water. The wharf remains are also considered to be in good condition. They have been excavated and recorded and the trench filled with loose sand and sandbags for stabilization. The condition of each identified underwater cultural resource is summarized in Appendix 1.2.

### 8.3 Possible Threats and Measures for Mitigation

A number of factors that could potentially impact the nominated property over the course of time have been identified including:

- future community development,
- coastal change and natural disasters,
- visitor/tourism pressures.

#### 8.3.1 Future Community Development

As a significant portion of the property is situated within the municipal planning area of the Town of Red Bay and is inhabited by residents of the community, there is a potential impact due to development pressures. To avoid any negative consequences, all infrastructure development in the area is carefully monitored by the Town of Red Bay, Parks Canada and the Provincial Archaeology Office to ensure that there is minimal impact to known or potential cultural resources. When managed correctly, development can actually enhance the goals of cultural resource protection. The current practice of adding fill to an area before building or other development takes place is actually helping to protect any cultural resources that may exist there. The removal of extant buildings also presents an opportunity to document and protect any cultural resources that may exist beneath them.

#### 8.3.2 Coastal Change and Natural Disasters

The majority of the archaeological resources associated with 16th century Basque whaling at Red Bay are located on the shoreline of both the islands and the mainland portions of the nominated property. Overall coastal sensitivity to sea-level rise is considered low due to the resistant bedrock and a trend in coastal emergence of 1.3mm per year<sup>1</sup>. However, some areas are subject to the effects of wave action and some coastal erosion has been observed. This may be due to recent observations that the Red Bay area has been experiencing higher than normal tides and increasing frequency and intensity of storms. Monitoring protocols are in place to understand the rate of erosion. If monitoring determines that an archaeological site is at risk, appropriate protection methods would be implemented or the site excavated to preserve the information that it contains. Wave action and extreme weather conditions may also have an impact on the underwater sites.



Disturbance by ice is also an unavoidable and unpredictable natural factor for submerged cultural resources at Red Bay. Ice scour has been detected on a number of occasions during regular monitoring of the sites. This has not resulted in negative impacts on the archaeological resources. Monitoring of the effects of ice movement and other natural phenomena in the area of the resources will continue on a regular basis.

### 8.3.3 Visitor/Tourism Pressures

Visitation levels within the nominated property are currently at manageable levels with an average of eight thousand three hundred people per year over the last five years, and not all features of the nominated property are used by all visitors. Saddle Island, for example, which is part of the lands administered by Parks Canada as Red Bay National Historic Site of Canada, is visited by approximately eight per cent of visitors to the site. The island is



**Bowhead whale bones found on the Boney Shore at the western side of Red Bay Harbour.**  
*Parks Canada/Cindy Gibbons*



accessed by boat from the Visitor Interpretation Centre and visitors use an established trail system where they have the option to participate in guided or self-guided walks. The most visited parts of the property are the Tracy Hill and Boney Shore areas at the western end of the Harbour. It is estimated that an average of one thousand people, both visitors and residents, use the established trails annually. In addition, the area is popular with local people for berry picking in the fall of the year, a sustainable, traditional activity that does not affect the cultural resources. The remainder of the terrestrial property situated within residential areas of Red Bay is subject to the day-to-day activities of residents but does not receive visits from tourists. In the event of an increase in visitation, strategies regarding access to the nominated property will focus on the protection of its Outstanding Universal Value and associated archaeological resources. Parks Canada personnel and staff of the Town of Red Bay will be on the site to ensure that archaeological resources are not removed or in any way disturbed or compromised in areas that have been developed for visitor access, such as the Boney Shore, Tracey Hill and Saddle Island.



Red Bay East  
*Destination Labrador/Chris Samson*

**PART IV:  
MANAGEMENT  
OF THE NOMINATED  
PROPERTY**





### **9. Role of the Management Plan**

This management plan demonstrates how the outstanding universal value of Red Bay Basque Whaling Station will be protected and transmitted in compliance with the *World Heritage Convention*. The management plan will be reviewed and updated on a regular basis as detailed in the MOU.

### **10. Implementation of the Management Plan**

As established under the MOU, a management committee will be responsible for the implementation of the Management Plan. This management plan is based on the municipal plan for the Town of Red Bay and the Parks Canada management plan for Red Bay National Historic Site and has been developed in consultation with the Provincial Archaeology Office and DFO. Implementation of the management plan will be carried out by the management committee as specified in the MOU.

The committee will be responsible for ensuring that the objectives of this plan are met. In order to do this, each party to the MOU will continue to implement their individual management plans, policies and enforce laws and regulations in their respective jurisdictions. As has been the case in the past, this will be done by each agency in consultation with and in support of the others.

The Provincial Archaeology Office of the Government of Newfoundland and Labrador works to prevent unauthorized removal of cultural resources, wilful damage and other disturbance of archaeological sites both on land and under water in the Province of Newfoundland and Labrador. Based in St. John's, the Provincial Archaeology Office works with the Town of Red Bay and Parks Canada to monitor the condition of archaeological sites in the community and ensure that they are properly protected.

The Town of Red Bay regulates and controls development within the municipality. The zoning policy of the Town of Red Bay requires that permits be obtained for any proposed development within the community boundaries. In the case of developments proposed in areas zoned for heritage protection, the town will consult with the Provincial Archaeology Office and Parks Canada regarding their appropriateness. The municipal plan requires that the recommendations made by these partner agencies be applied.

The *Red Bay National Historic Site of Canada Management Plan* applies specifically to the area of the nominated property administered by Parks Canada. Using several policies and planning documents as a basis, the purpose of that Parks Canada management plan is to provide a framework for decision-making that will ensure that the site and its cultural resources are properly protected and presented to the public. The Parks Canada management plan also makes provisions for advising and working



with the Town of Red Bay and the Provincial Archaeology Office in the protection of sites under their jurisdiction.

### 11. Conservation Program for the Nominated Property

The key to preserving the outstanding universal value of the Red Bay Basque Whaling Station is conservation to ensure that the cultural resources related to 16th century Basque whaling remain in good and stable condition. The core of the conservation regime at Red Bay will be the development, approval and implementation of a cultural resource conservation plan for the nominated property. This plan will build on Parks Canada's existing *Cultural Resource Conservation Plan* that covers most of the nominated property. This plan will be the basis to conduct regular assessments using the principles of Parks Canada's commemorative integrity review processes. When complete the cultural resource conservation plan will embody the tradition of stewardship of archaeological resources by local residents, Parks Canada's principles of commemorative integrity, and the administrative authority of parties to the MOU through their respective regulations, policies and legislation. Such a plan is essential to ensure that all cultural resources within the nominated property are cared for using the same standards, regardless of their legal jurisdiction.

#### Actions:

Develop a *Cultural Resource Conservation Plan* that will coordinate long term conservation of the cultural resources for the entire nominated property. Specifically the plan will:

- *identify and map archaeological sites, assess risks to them and identify methods for preventing or reducing damage and erosion;*
- *identify strategies for the mitigation of resources under threat or risk of degradation;*
- *identify inspection requirements and monitoring schedules.*



Local volunteers help stabilize a rendering oven site at Red Bay.

*Parks Canada/Cindy Gibbons*

In addition, the following management actions will be undertaken to maintain the high level of integrity and ensure the conservation of the nominated property's outstanding universal value.

- *Continue regular monitoring of the condition of underwater and terrestrial archaeological remains associated with 16th century Basque whaling at Red Bay.*
- *Employ monitoring and mitigation strategies to ensure that all artefacts displayed at Red Bay are properly conserved and protected.*
- *Conduct regular reviews of the state of the nominated property using the principles of Parks Canada's commemorative integrity review process. Reviews will be coordinated with Parks Canada to complete on a five-year interval.*
- *Manage any future archaeological investigations within the nominated property according to the standards of Parks Canada's Cultural Resource Management Policy, the Province of Newfoundland and Labrador's Historic Resources Act and the cultural resource conservation plan established for the nominated property.*
- *Ensure that all information and records associated with archaeological research and investigation of 16th-century Basque whaling sites at Red Bay and other locations are maintained according to Parks Canada's and Government of Newfoundland and Labrador's collections management standards.*
- *Foster and encourage the preservation and understanding of the 16th century cultural resources by residents of Red Bay by providing access to expert advice, assistance and educational opportunities.*

### **12. Protection of the Nominated Property**

During the more than thirty years since the archaeological remains were first discovered, many community residents have been involved in excavation, research and presentation activities related to 16th century Basque whaling. They have consequently acquired respect and a strong appreciation for the cultural resources of the community and the importance of protecting them. Many readily volunteer their time, expertise and support for the protection of the archaeological remains.

This desire to protect, conserve and educate the public about the significance of the Red Bay Basque Whaling Station is strong among local residents. Therefore, the protection

of the nominated property at Red Bay centers on this strong sense of community stewardship and involvement. It is supported by the parties to the MOU through their access to technical expertise and their legislative and regulatory authority.

Specific management actions related to the protection of the nominated property include:

- *identification of cultural resources and achievement of protection goals for archaeological resources located within the nominated property;*
- *identification and assessment of potential risks to cultural resources located within the nominated property and development of strategies to address them;*
- *consideration of the historic values associated with the archaeological remains in all related decisions and actions;*
- *enhancing and supporting existing informal stewardship by local residents and stakeholders to ensure their continued involvement in the monitoring and protection of known and potential archaeological resources, thereby reducing the threat of inappropriate development, wilful and accidental damage and other adverse activities;*
- *exploration of options to assess, monitor and regulate development and use of the land and both the Harbour and the Basin in order to ensure that the nominated property and its cultural resources are not adversely affected;*
- *ensuring that unimpaired and undeveloped areas of the nominated property remain so, by developing and implementing municipal zoning, harbour protection and other applicable regulations;*
- *monitoring the threat of pollution from the Town of Red Bay's sewage system, waste from ships and land run-off to ensure that submerged cultural resources are not impacted by changes to water quality in the Harbour, and plan for remedial action if it becomes necessary;*
- *consultation with all Harbour users, including cruise lines, pleasure craft operators and divers, regarding the known and potential underwater cultural resources and the importance of protection;*



- working with appropriate government departments and agencies to ensure that areas of the nominated property containing submerged cultural resources are identified and appropriately marked on all navigational charts.

### 13. Presentation of the Nominated Property

This management plan will provide a guide for the Management Committee to work together to ensure public understanding of the historical significance and outstanding universal values of the Red Bay Basque Whaling Station. Presentation of the outstanding universal value of the nominated property requires an effective communication strategy



A Parks Canada guide leads a guided walk for young visitors to Saddle Island.

*Parks Canada/Greg Locke*

and clearly defined messages of historical significance. It must provide visitors, residents and other audiences with the information they need to understand and appreciate the significance of the Red Bay Basque Whaling Station and its cultural resources.

Currently, presentation of the nominated property is primarily through Parks Canada's visitor experience program of exhibits, trails, personal programming, and outreach efforts. Messages of the historical significance of the nominated property are identified in the *Red Bay National Historic Site Commemorative Integrity Statement*. Although Parks Canada is responsible for only a portion of the nominated property, it is committed to presenting the story of 16th century Basque whaling at Red Bay in its full geographical context. Additional visitor experience opportunities are available within the nominated property but outside the Parks Canada managed site. This includes the Boney Shore Trail and Right Whale Exhibit operated by the Town of Red Bay. These were developed in co-

operation with Parks Canada to support the overall presentation of the Red Bay Basque Whaling Station.



If the Red Bay Basque Whaling Station is successfully inscribed on the World Heritage List, new messages will be developed to reflect the outstanding universal value of the nominated property and the reasons for its inscription. Presentation will continue to develop through co-operation among the Management Committee, partners, stakeholders, local residents and other interested parties. As further outlined in the *Red Bay National Historic Site of Canada Management Plan*, presentation will be enhanced through the development of new and appropriate visitor experience opportunities. Parks Canada and its partners will work together to enhance outdoor, recreational, experiential and other visitor experience opportunities to better meet the varying needs and interests of current and potential visitors while leaving the nominated property unimpaired. These initiatives will likely attract more visitors to the Red Bay Basque Whaling Station and allow them to create memorable experiences that will strengthen their connection to the place and enhance their appreciation and understanding of its outstanding universal value.

The following actions will ensure effective presentation of the Red Bay Basque Whaling Station and its outstanding universal value:

- *continue to develop presentation and visitor experience opportunities through co-operation among the management committee, partners, stakeholders, local residents and other interested parties;*
- *communicate the outstanding universal value of the nominated property to visitors through a variety of effective interpretive methods and programs that are appropriate and suitable to the nominated property and its visitors;*
- *develop outreach programs to communicate the outstanding universal value of the nominated property. Use new media and technologies to meet new trends and reach non-traditional audiences;*
- *develop new and appropriate visitor experience opportunities that strengthen connections to the nominated property, attract new audiences, and meet emerging tourism trends;*
- *oster understanding, appreciation and respect for the nominated property by presenting the story of 16th century Basque whaling in the context of the cultural landscape;*
- *ensure that the messages associated with the outstanding universal value are understood by undertaking surveys and other evaluation methods to gauge the effectiveness of the visitor experience program.*

#### 14. Engaging Communities and Stakeholder



Local residents clean up an area of the nominated property believed to contain 16th-century archaeological remains.  
*Parks Canada/Cindy Gibbons*

The parties to the MOU, who are responsible for the management of the nominated property, recognize that stakeholder and community engagement is essential to appropriate management of cultural resources. Within the community of Red Bay there is a tradition of stewardship for the nominated property. This grew out of the personal relationships with the archaeologists and historians who discovered, excavated and continue to research the nominated property. The residents of Red Bay will continue to be involved in the management of the nominated property. Other stakeholders such as heritage groups, development agencies and tourism associations are

recognized as potential stakeholders and need to be engaged to ensure the nominated property is protected, presented, and appreciated. This inclusive process will be undertaken by:

- *working with local residents and stakeholder groups to acquire and transmit the skills and understand the values needed to assist in monitoring and protecting the archaeological resources located within the nominated property, continuing the tradition of stewardship among the local population that developed during the archaeological excavations in the 1980s;*
- *working together with local residents and stakeholder groups to ensure that use of the Harbour does not threaten the integrity of known and potential underwater cultural resources. This involves directing all vessels, including the increasing number of cruise ships visiting the nominated property, away from culturally sensitive areas and notifying the appropriate authorities should a threat occur;*

- *help local residents and stakeholder groups to acquire the knowledge and appreciation of the principles of cultural resource management required to actively participate in monitoring and managing cultural resources located within the nominated property;*
- *fostering and encouraging community stewardship of cultural resources within the nominated property by supporting and providing opportunities for education and training related to cultural resource management.*

### **15. Risk Preparedness**

The primary mechanism for risk preparedness is the nominated property's comprehensive monitoring programs which will alert the responsible authorities to any threats to the cultural resources and outstanding universal value. Periodic monitoring by experts in terrestrial and underwater archaeology and seasonal monitoring by Red Bay National Historic Site staff within the nominated property is enhanced by a high level of community support; many local people watch for threats to the cultural resources and report illegal actions and other infractions of regulations to management authorities.

Red Bay is located in a relatively remote and geologically stable area of Canada that is not particularly susceptible to natural disasters. One possible exception is coastal erosion that may be caused by high winds and wave action associated with the Atlantic hurricane season. This, however, presents a low level of risk, as the archaeological sites located along the shoreline are inside the sheltered harbour at Red Bay.

Sites located along the shoreline are monitored regularly to determine rates of erosion and other threat levels. Presently, of the known archaeological sites associated with 16th century Basque whaling at Red Bay, none are prone to erosion. If they become susceptible, appropriate action will be taken to mitigate any possible negative effect to the resources. Immediate action in the case of emergency would involve use of sandbags to stabilize the land and minimize the immediate effects of erosion. Appropriate protection methods would then be implemented to provide more permanent stabilization and protection of the outstanding universal value of the nominated property.

### **16. Sustainable Tourism**

Red Bay National Historic Site of Canada is the primary attraction for the tourism industry in Southern Labrador and is promoted as such by Parks Canada and its partners in the region. Visitation to the national historic site has become the foundation for



## Part IV: Management of the Nominated Property

a number of businesses in Red Bay and the surrounding area. Due in part to its relatively remote location, visitation levels at Red Bay and specifically to the nominated property remain at very manageable levels and do not currently have any measurable negative impact. There is, in fact, room for a significant amount of tourism growth in the future.

Accurate records are kept of the number of people visiting the interpretive facilities at Red Bay National Historic Site. These numbers have remained relatively stable during the previous five years, with no significant increase or decrease. Other areas of the nominated property are located in residential areas of the community and are rarely used by visitors.



Parks Canada interpreters deliver a storytelling program on Saddle Island.  
*Parks Canada/Cindy Gibbons*

The following actions will be taken to monitor and manage the potential growth of the tourism industry at Red Bay:

- *accurate accounts of the number of visitors to Red Bay National Historic Site, including the percentage of those using the Saddle Island trail, will continue to be kept;*
- *methods will be enacted to more accurately measure the number of people using the trails at the western end of the nominated property;*
- *appropriate management strategies will be developed and implemented where potential threats from increasing visitation are identified.*

### **17. Reporting on the State of Conservation of the Nominated Property**

The majority of the data collected on the state of conservation of the nominated property at Red Bay will come from the *Cultural Resource Conservation Plan* and ongoing monitoring programs that are already in place to ensure the protection and conservation of the archaeological sites. This data will be included in the periodic report on the state of conservation of World Heritage Sites in Canada, as required by the *World Heritage Convention*.







Sonar survey of Red Bay Harbour, 2009  
*Parks Canada/Jonathon Moore*

**PART V:  
APPENDICES**



## **Appendix 1: STATE OF CONSERVATION**

The rating system established for resource conservation for coastal and underwater archaeological sites is based on criteria established in a report entitled, *Condition Indicators for In Situ Archaeological Resources* (Parks Canada, 2008). In the case of known unexcavated archaeological resources:

- a “good” rating indicates that a major portion of the archaeological resource is in situ and that it is stable with no evidence of deterioration;
- a “fair” indicates that a substantial portion of the resource is in situ and that it has sustained some disturbance and may be under threat;
- a “poor” rating indicates that a minimal portion of the resource is in situ and that disturbance is significant and actively continuing.

**Appendix 1.1: Condition of Terrestrial Cultural Resources**

**Appendix 1.1.1: Unexcavated Resources**

Location	Cultural Resource	Condition	Comments
<b>Saddle Island Area A1</b>	Rendering oven	Good	Large, well-preserved example
<b>Saddle Island Area A2</b>	Rendering oven	Good	Early example partly dismantled by Basques
<b>Saddle Island Area B/E</b>	Midden between areas B&E	Good	Stable, good coverage by vegetation
<b>Saddle Island Area K</b>	Lookout	Good	Location is intact as it was in the Basque period
<b>Coast Guard Building Site</b>	Rendering oven	Good	Large, well-preserved example; Coast Guard structure on site but has had little impact
<b>Red Bay Village</b>	Shore station	Fair	Abundance of Basque roof tile indicates remains of a shore station located under and amongst modern buildings
<b>Red Bay West 1</b>	Shore station with cooperage	Fair	Testing indicated presence of a cooperage; area is underneath current restaurant



## Appendix 1.1.2: Excavated Resources

Location	Cultural Resource	Condition	Comments
Saddle Island Area A	Cooperage	Good	Protective vegetation cover in place
Saddle Island Area B	Rendering oven	Poor	Erosion had removed most of this resource before excavation in 1979; it was documented through archaeological excavation
Saddle Island Area B	Cooperage midden	Good	Protective vegetation cover in place
Saddle Island Area C	Rendering oven	Fair	A few rocks are exposed
Saddle Island Area C	Midden	Good	Vegetation cover in place
Saddle Island Area C	Structure	Good	Preserved wood <i>in situ</i>
Saddle Island Area E	Cooperage	Good	Some original roof fall remains <i>in situ</i> on bedrock slope
Saddle Island Area F	Structure	Fair	Sparse vegetation; exposed patches of sand
Saddle Island Area G	Rendering oven	Fair	Rock walls exposed
Saddle Island Area G	Structures	Good	Protective vegetation cover in place
Saddle Island Area J	Rendering oven	Good	Depressions of fireboxes evident; good vegetation cover
Saddle Island Area J	Rendering oven	Good	Protective vegetation cover in place
Saddle Island Area J	Single oven	Good	Protective vegetation cover in place
Saddle Island Area J	Structure	Fair	Sparse vegetation
Saddle Island Area K	Midden/structure	Good	Protective vegetation cover in place
Saddle Island Area L	Cemetery	Good	Restored, including rock markers
Saddle Island Area L	Structure	Good	Protective vegetation cover in place
Saddle Island Area M	Burials	Good	Restored, including rock markers
Saddle Island Area M	Shelters	Good	Protective vegetation cover in place
Adam's Point	Rendering oven	Good	Subject to erosion in the past
Saddle Island West	Rendering oven	Good	Protective vegetation cover in place
Saddle Island West	Structure	Good	Thin vegetation cover
Saddle Island West	Structure	Good	Protective vegetation cover in place
Saddle Island Ponds	Various ponds	Good	Excellent organic preservation
Saddle Island Dwellings	Various small structures	Good	Unexcavated examples may exist
Twin Island 3	Pond	Good	Excellent organic preservation
Twin Island 3	Structure and midden	Good	Protective vegetation cover in place
Organ's Island	Rendering oven	Fair	Backfill eroding along shore
Red Bay East	Rendering oven	Good	West end recently re-stabilized
Red Bay East	Rendering oven	Good	Site recently stabilized
Red Bay East	Cooperage	Good	Portions remain <i>in situ</i>

**Appendix 1.2: Condition of Underwater Cultural Resources**

Resource Group	Condition	Comments
<b>24M Wreck</b>	Good	Remains completely excavated, recorded and reburied. Reburial area covered with special tarpaulin and held in place by cement-filled tires.
<b>27M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>29M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>72M Wreck</b>	Good	Partially excavated; site surrounded by sandbags and covered with tarpaulin.
<b>Whale Bone Deposits</b>	Good	<i>In Situ</i> ; covered in natural silt in the Harbour.
<b>Wharf Remains</b>	Good	Site excavated and recorded, then reburied.

### **Appendix 1.3: Condition of Landscape Context**

In the case of landscape context:

- “good” indicates the known function and association with other resources and the physical setting of the Basque whaling industry as well as a largely intact viewscape that creates a distinct sense of place;
- “fair” indicates the uncertain function of certain resources although they are associated with the Basque period as well as modest developments that impinge on the viewscape although the sense of place is evident;
- “poor” indicates the unknown function or relation to the Basque period as well as major developments or alterations to the viewscape that has resulted in the loss of sense of place.

Part V: Appendices

Resource Group	Condition	Comments
<b>Saddle Island Area A</b>	Good	Excellent view from cooerage
<b>Saddle Island Area B</b>	Good	
<b>Saddle Island Area C</b>	Good	
<b>Saddle Island Area E</b>	Fair	Impact of utility pole on site and modern shipwreck offshore
<b>Saddle Island Area F</b>	Fair	Function of structure is uncertain
<b>Saddle Island Area G</b>	Good	
<b>Saddle Island Area J</b>	Fair	Prominent boardwalk and view of modern shipwreck
<b>Saddle Island Area K</b>	Good	View from lookout across the Strait of Belle Isle is unimpeded and perfect for spotting whales
<b>Saddle Island Area L &amp;M</b>	Good	Cemetery restored and unimpeded views
<b>Adam's Point</b>	Good	Good view to Boney Shore
<b>Saddle Island West</b>	Good	
<b>Saddle Island Ponds</b>	Good	
<b>Saddle Island Dwellings</b>	Good	
<b>Saddle Island Living Site</b>	Fair	Function uncertain but may have included a lookout with excellent views
<b>Coast Guard Building</b>	Fair	Small modern building on site
<b>Twin Island</b>	Good	
<b>Organ's Island</b>	Good	
<b>Red Bay East</b>	Fair	Surrounded by village of Red Bay
<b>Red Bay Village</b>	Fair	Surrounded by village of Red Bay
<b>Red Bay West 1</b>	Fair	Surrounded by village of Red Bay
<b>Fowler Site</b>	Fair	Surrounded by village of Red Bay



**Appendix 2: MONITORING PLAN**

**Appendix 2.1: Monitoring of Terrestrial Archaeological Sites**

A series of indicators are outlined in the table below to facilitate monitoring of the state of conservation of the property and to quickly identify the impacts of factors affecting the property. The cultural resources are in good, stable condition if the in situ resources remain intact and are completely covered by a protective layer of vegetation. These indicators are quantified as percentages and illustrated by photographs. The viewscapes have also been documented with photographs so that any changes may be readily identified. In case of cultural resources that may be subject to erosion the rate of coastal erosion is measured based on the distance to known landmarks and prominent aspects of the features themselves. Parks Canada tracks visitor numbers on an annual basis thus future visitation rates may be compared to the present level that is sustainable.

Indicator	Periodicity	Location of Records
percentage of in situ cultural resources that remain intact	annual monitoring by staff of Red Bay NHSC and every 5 years by Parks Canada archaeologist	Red Bay NHSC and Atlantic Service Centre, Parks Canada
percentage of each cultural resource that is covered by vegetation maintaining its stability	annual monitoring by staff of Red Bay NHSC and every 5 years by Parks Canada archaeologist	Red Bay NHSC and Atlantic Service Centre, Parks Canada
rate of coastal erosion	annual monitoring by staff of Red Bay NHSC and every 5 years by Parks Canada archaeologist	Red Bay NHSC and Atlantic Service Centre, Parks Canada
degree of development within the viewscapes	annual monitoring by staff of Red Bay NHSC and every 5 years by Parks Canada archaeologist	Red Bay NHSC and Atlantic Service Centre, Parks Canada
number of visitors to the site	annual	Red Bay NHSC

### **Appendix 2.2: Monitoring of Underwater Archaeological Sites**

Underwater inspections of the wreck sites, 24M, 27M, 29M and 72M, are performed on a regular basis to evaluate their stability. During these inspections, video and photographic recordings are taken and water and wood samples retrieved to measure how physical, chemical and biological factors are affecting the sites. Various devices and techniques are used to monitor the sites:

#### **Video and Photography**

Video of all wreck sites and photography of specific features is allowing comparisons of any physical changes of the site over the years like sediment pattern, scouring, damage to the monitoring stations, foreign material, algae growth, and impacts to the reburial mounds such as tearing of tarp and movement of cement-filled tires.

#### **Water Sampling**

For wrecks 24M and 72M, water sampling tubes were inserted into the reburial mounds at the time of construction. From these tubes it is possible to extract water that represents the ambient condition into the mound. With this technique, it is possible to get immediate on-site dissolved oxygen reading that will confirm that the mound is still anaerobic.

#### **Water Probe**

For wrecks 24M and 72M, probe tubes were installed into the mounds to allow the insertion of a recording probe measuring various parameters (temperature, pH, salinity, and dissolved oxygen) over an extended period of time. The probe takes one reading a day and will gather data covering the time period between site visits. Unfortunately, the probe tube on 24M was removed in 2005 due to damage caused by ice movement over the site. The data retrieved from the probes confirm that the interior of the two mounds are stable and provide the anaerobic environment necessary to conserve the wood remains.

#### **Wood Samples**

Used on all the sites. Modern wood samples were installed inside the reburial mounds and are retrieved every five to ten years. The wood samples are analyzed to evaluate the type of degradation that occurs if any. All the wood samples retrieved so far on 24M and 72M indicate that the wood is sound with no sign of fungal attack and no wood degradation. On 27M and 29M, the wood samples were not originally installed properly and they were not useful for analysis. New wood samples were put on the site in 2009 for future analysis.

## **Appendix 3: LEGISLATIVE AUTHORITY, POLICIES AND PLANS**

### **3.1 Legislative Authority**

Since the first archaeological work on the site in 1977, a combination of federal, provincial and municipal legislation, regulations, policies, planning processes and mechanisms for co-operation has ensured the ongoing protection and management of the nominated property and the cultural resources associated with 16th century Basque whaling at Red Bay. These agencies from all levels of government continue to work together to ensure the highest standard of protection for the nominated property. These include the federal government of Canada as represented by Parks Canada and DFO; the provincial government of Newfoundland and Labrador as represented by the Provincial Archaeology Office; and the municipal government of the Town of Red Bay. These agencies work together to ensure the overall, ongoing and consistent protection and management of the nominated property at Red Bay.

The MOU has been agreed upon by the primary representatives of all three levels of government. Management of the nominated property at Red Bay is carried out in partnership between the federal, provincial and municipal levels of government under the following pieces of legislation:

#### **3.1.1 *Parks Canada Agency Act***

Under the *Parks Canada Agency Act* (1998), Parks Canada has a mandated responsibility to ensure the commemorative integrity of national historic sites. This Act also requires that every national historic site administered by Parks Canada prepare a management plan to be tabled in Parliament, and that the plan be reviewed every five years. The management plan is prepared with guidance from the *Parks Canada Guide to Management Planning* (2008), and in accordance with Parks Canada's current policy, described in *Parks Canada Guiding Principles and Operational Policies* (1994).

#### **3.1.2 *Historic Resources Act, R.S.N.L. 1990, c. H-4***

The *Historic Resources Act* provides for the protection of archaeological and paleontological resources located on land and lands under water within the Province of Newfoundland and Labrador, excepting federal land unless an agreement is in place between both parties. The Act is administered by the minister responsible for the Department of Tourism, Culture and Recreation and implemented by the Provincial Archaeology Office. The *Historic Resources Act* requires a permit before anyone can be authorized to carry out any terrestrial or underwater archaeological investigations

on provincial lands within Newfoundland and Labrador. The discovery of an archaeological object or site must be reported to the minister immediately; if an archaeological resource is found it must not be moved, destroyed, damaged, altered or otherwise disturbed in any way and contact should be made immediately with the minister, through the Provincial Archaeology Office.

All archaeological material and significant fossils in Newfoundland and Labrador, whether on private or Crown Land, belongs to the Crown. Under the Act, the minister responsible may order a historic resources impact assessment to be carried out to determine the effects and implications of proposed activities on historic resources. In addition, where the minister is of the opinion that an activity that has potential to damage or destroy a historic resource, the minister may issue a temporary stop work order to either salvage the resource and/or carry out an assessment of the site.

### **3.1.3 *Urban and Rural Planning Act, 2000, S.N.L. 2000, c. U-8***

The Town of Red Bay is bound by the *Urban and Rural Planning Act* (2000) which outlines the processes to be followed by municipalities in developing municipal plans. The Town of Red Bay zones lands that contain archaeological resources as areas of heritage protection under the *Urban and Rural Planning Act*. In order to ensure that land is controlled and used properly, Section 35(1) of this Act requires a municipal council to develop regulations for land-use zoning and to map those zones as well as to indicate permitted, prohibited and discretionary uses of each zone. A person who contravenes a regulation made under the *Urban and Rural Planning Act* may be issued a violation notice under Section 39.1.

### **3.1.4 *Navigable Waters Protection Act, R.S., 1985, c. N-22***

The *Navigable Waters Protection Act* is administered by the minister responsible for the Department of Transportation and implemented by the federal DFO. Navigable waters are defined as any body of water capable of being navigated by any type of floating vessel for the purpose of transportation, recreation or commerce. The Harbour at Red Bay, which is included in the nominated property, is therefore considered a body of navigable water. One of the goals of *Navigable Waters Protection Act* is to protect the marine environment from damage due to navigation and shipping activities. In addition, Sections 21 and 22 prohibit the dumping of refuse or debris into navigable waters that could interfere with navigation or sink to the bottom. The *Navigable Waters Protection Act* also regulates the construction of works and bridges over navigable waters as well as obstructions to navigation.



## **3.2 Policies and Plans**

### **3.2.1 Parks Canada Policy Documents**

The Parks Canada uses a number of policy documents to guide its care and management of Red Bay National Historic Site of Canada. Specific to the site are the *Red Bay National Historic Site Commemorative Integrity Statement*, which identifies the site's values and associated resources, and the management plan, which outlines the management actions required for the long-term preservation of the site. In addition, there are several overarching Parks Canada policies that guide the implementation of these documents, including the *Cultural Resource Management Policy*, the *Standards and Guidelines for the Conservation of Historic Places in Canada* and the *Guidelines for the Management of Archaeological Resources*. In addition to using these policies in its management of the Red Bay National Historic Site of Canada, Parks Canada, through its collaboration with the Town of Red Bay and the Provincial Archaeology Office, encourages and promotes their use in the management and administration of the entire nominated property at Red Bay.

### **3.2.2 Policy for the Protection of Underwater Cultural Resources in Red Bay**

The Provincial Archaeology Office, in collaboration with Parks Canada (Red Bay National Historic Site of Canada and Underwater Archaeology Services) and the Town of Red Bay, has developed a *Policy for the Protection of Underwater Cultural Resources in Red Bay*. This policy applies to shipwrecks, whale bone deposits and other submerged cultural material found at Red Bay. The policy addresses issues around use of the harbour by cruise ships, pleasure craft and commercial and recreational divers. Specifics of the policy include the identification of acceptable anchorage positions, regulating use of the harbour by recreational divers and monitoring maritime traffic at Red Bay on an annual basis.

### **3.2.3 Red Bay Municipal Plan**

The *Municipal Plan for the Town of Red Bay* (2011) is a key piece of the overall protection and management of the nominated property at Red Bay. The municipal plan, signed in 2011 under the province's *Urban and Rural Planning Act*, identifies areas of the nominated property that contain cultural resources related to 16th century Basque whaling as areas of heritage protection. The municipal plan limits development in these areas to activities that promote the conservation of natural and cultural resources and places high priority on cultural resources located within the planning area of the Town of Red Bay. The location of any new cultural resources, along with development proposals that might impact known and potential resources, will be handled in consultation with the Provincial Archaeology Office and Parks Canada. Recommendations resulting from this consultation will be considered in future management planning and decision making processes.

### **3.2.4 *Red Bay National Historic Site of Canada Management Plan (2011)***

Parks Canada regulations require that all national historic sites have a management plan in place. The management plan is a document that is meant to guide decision making related to the protection and presentation of the site and as such, it is a key document for the overall protection and management of the nominated property at Red Bay. The goal of the Parks Canada management planning process is to ensure the commemorative integrity of the national historic site. A national historic site is considered to have commemorative integrity when the resources directly related to its designation as a national historic site are not impaired or under threat, the reasons for designation are effectively communicated to the public and the national historic site's heritage values are respected in all decisions and actions that affect it.

The most recent *Red Bay National Historic Site of Canada Management Plan* was completed and approved in 2011 and is scheduled to receive final Parliamentary approval in the Fall of 2011. This plan outlines management objectives and actions designed to ensure the national historic site's commemorative integrity. It includes management actions that allow Parks Canada to work with other agencies to achieve this goal and to influence and assist these agencies in the protection and presentation of areas of the 16th century Basque whaling site at Red Bay that are outside the jurisdiction of Parks Canada.

WHC REGISTRATION  
Date 16.01.12  
Id N° 1412  
Copy 1 Item 26

**MEMORANDUM OF UNDERSTANDING ("MOU") CONCERNING  
THE JOINT MANAGEMENT AND PROTECTION OF THE PROPOSED RED BAY BASQUE  
WHALING STATION WORLD HERITAGE SITE LOCATED AT RED BAY, LABRADOR**

**BETWEEN**

**HER MAJESTY IN RIGHT OF CANADA AS REPRESENTED BY PARKS  
CANADA AGENCY (WESTERN NEWFOUNDLAND AND LABRADOR FIELD  
UNIT) AND THE DEPARTMENT OF FISHERIES & OCEANS (SMALL CRAFT  
HARBOURS DIVISION)**

**AND**

**HER MAJESTY IN RIGHT OF NEWFOUNDLAND AND LABRADOR AS  
REPRESENTED BY THE MINISTER OF TOURISM, CULTURE AND  
RECREATION AND THE MINISTER FOR INTERGOVERNMENTAL AND  
ABORIGINAL AFFAIRS**

**AND**

**THE TOWN OF RED BAY**

**COLLECTIVELY "THE PARTIES"**

(hereinafter referred to collectively as the "Parties" and individually as the "Party")

**WHEREAS** the Parties have made a commitment to the process of nominating Red Bay Basque Whaling Station for inscription on the World Heritage List;

**AND WHEREAS** the World Heritage Committee will adopt a formal *Statement of Outstanding Universal Value* should the nominated property be inscribed on the World Heritage List and will hold Canada, as a State Party to the World Heritage Convention, through the Management Committee, accountable for conserving, protecting and presenting this Outstanding Universal Value and transmitting it to future generations

**AND WHEREAS** each of the Parties is responsible for the management or administration of some portion of terrestrial or underwater property included within the boundaries of the proposed Red Bay Basque Whaling Station World Heritage Site;

**AND WHEREAS** the Parties will adopt a joint Management Plan for the proposed World Heritage Site in the event of a successful inscription by the World Heritage Committee;

**AND WHEREAS** the Parties have made a commitment to the long-term preservation and management of the cultural resources at the proposed Red Bay Basque Whaling Station World Heritage Site;

**AND WHEREAS** the Parties wish to work together to ensure the most cohesive and consistent management possible of the proposed Red Bay Basque Whaling Station World Heritage Site.

**NOW THEREFORE** the Parties hereby record their mutual intentions as follows:

## **1.0 DEFINITIONS**

In this MOU,

**"Buffer Zone"** means the area surrounding the Nominated Property.

**"Canadian Delegation to the World Heritage Committee"** means the Parks Canada officials responsible for leading implementation of the World Heritage Convention in Canada, on behalf of the Government of Canada, as a State Party to the Convention. The Canadian Delegation is led by the Vice-President, Heritage Conservation, Parks Canada and speaks on behalf of Canada with respect to official positions related to implementation of the Convention.

**"Commemorative Integrity"** refers to the condition or state of a national historic site when the site is healthy and whole. 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.

**"Communication"** means all activities related to the public transmission of information through print, radio, television, web and any other media, as well as in public events and advertising.

**"Consultation"** means the process by which the input of a stakeholder on matters affecting it is sought.

**"ICOMOS"** means the International Council of Monuments and Sites, the World Heritage Committee's official advisory body with respect to cultural heritage matters.

**"Management Committee"** means the Red Bay Basque Whaling Station World Heritage Site Management Committee, the organization identified as the site manager in the Nomination Proposal.



**“Management Plan”** means the document prepared by the Steering Committee in accordance with the sections of the Operational Guidelines regarding management of Nominated Properties and submitted as part of the Nomination Proposal.

**“Nominated Property”** means the area proposed for World Heritage inscription as described in sections 1.E and 1.F of the Nomination Proposal, known as “Red Bay Basque Whaling Station”.

**“Nomination Proposal”** means the formal documentation prepared by Parks Canada and submitted by the Canadian Delegation to the World Heritage Committee for the purpose of inscribing the Nominated Property on the World Heritage List.

**“Operational Guidelines”** means the document prepared by the World Heritage Committee officially known as *The Operational Guidelines for the Implementation of the World Heritage Convention*. Among other things the Operational Guidelines provide guidance on the requirements for the preparation of Nomination Proposals and outline the World Heritage Committee’s expectations with respect to management of World Heritage sites.

**“Outstanding Universal Value (OUV)”** means “cultural and/or natural significance which is as exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.

**“Parties”** means the organizations that decide in the course of managing the Nominated Property to collaborate and share resources to achieve the mandate of the Management Committee and includes the Parties to this MOU.

**“Red Bay NHSC”** means Red Bay National Historic Site of Canada, the federal land administered by Parks Canada and designated a national historic site by the Minister responsible for the Historic Sites and Monuments Act.

**“Regulatory Authorities”** means the federal and provincial departments or agency with authority under a specific law governing an activity within the boundaries of the Nominated Property or its Buffer Zone.

**“State Party”** means a member state of UNESCO that has ratified the World Heritage Convention.

**“Steering Committee”** means Red Bay Basques Whaling Station Steering Committee, the organization that is responsible for preparing the Nomination Proposal.

**“Terms of Reference”** (as attached hereto as Schedule A) means the Terms of Reference of the Management Committee as agreed upon by the Parties at the time of the signing of this MOU (as attached hereto as Schedule A).

**"World Heritage Centre"** means the Secretariat to the World Heritage Committee, provided by the Director General of the United Nations Educational, Scientific and Cultural Organization (UNESCO), located in Paris, France.

**"World Heritage Committee"** means the Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, as established by the World Heritage Convention.

**"World Heritage Convention"** means the international agreement formally known as the *Convention Concerning the Protection of World Cultural and Natural Heritage*

**"World Heritage List"** means the list of cultural and natural heritage properties created by the World Heritage Convention, which list consists of properties that the World Heritage Committee considers to have OUV.

**"WHS"** means World Heritage Site, the site which has been deemed by the World Heritage Committee to have OUV and is inscribed on the World Heritage List.

## **2.0 PURPOSE**

The nature of the Red Bay Basque Whaling Station is such that there are several bodies with overlapping legal jurisdiction within the Nominated Property. The purpose of this MOU is to set out the means by which the Parties agree to collaborate through mutual understanding and assistance to manage the Nominated Property. The Management Plan outlines the tools and methods to achieve this.

## **3.0 SCOPE**

This MOU covers the relationship between the Parties both during the period following the submission of a Nomination Proposal to UNESCO and a decision by the World Heritage Committee on that Nomination Proposal, and after that decision in the event of a successful inscription.

Any reference in this MOU to a WHS at Red Bay is conditional on a successful inscription by the World Heritage Committee.

## **4.0 STATEMENT OF COMMITMENT**

4.1 The Parties agree to continue supporting the Nomination Proposal and the Steering Committee up until a decision by the World Heritage Committee is made.

4.2 The Parties agree to protect the Nominated Property as described in the Nomination Proposal until a decision is made by the World Heritage Committee.

4.3 The Parties agree to protect the OUV of the WHS, and the resources and attributes of the WHS that are recognized as the basis for its OUV, as recognized by the World Heritage Committee at the time of the inscription of Red Bay Basque Whaling Station on the World Heritage List.

4.4 The Parties agree to apply the following principles to guide their actions during the term of this MOU:

Principle 1: Management of the Nominated Property will meet or exceed World Heritage standards regardless of inscription.

Principle 2: The primary focus of the Management Plan is to address issues directly related to the management and conservation of the WHS's OUV and attributes by providing a framework for advice from the Management Committee and for decision-making for the Regulatory Authorities.

Principle 3: The Management Plan recognizes that the Nominated Property is set within and surrounding the community of Red Bay where people continue to live and work. People have created, lived and worked on this land for generations and have been responsible stewards of the land. The Management Plan also recognizes the residents of Red Bay have a strong emotional attachment to it.

Principle 4: Management of the Nominated Property in relation to World Heritage guidelines will be a shared responsibility among the community, and government entities with regulatory responsibilities for the Nominated Property. The Management Plan recognizes that actions undertaken by an owner, community, or government entity with regulatory responsibilities may have a detrimental impact on the Nominated Property and that communication, coordination, and collaboration are essential to its long-term protection.

Principle 5: Management and protection will be delivered through existing boards, bodies, and government authorities, within their respective jurisdiction, supplemented by technical advice, interpretation, and education from the Management Committee and procedures developed to accommodate a designated World Heritage Site.

4.5 In addition, the Parties agree to pursue the following goals and objectives in relation to the management of the Nominated Property during the term of this MOU:

*Goal 1: To provide for the protection and continuing community use and appreciation of the Nominated Property by:*

- Informing visitors to the community, through signage and brochures, of the need to be mindful that they are entering an active community; and
- Working with the Management Committee to ensure that visitors have access to the values of the WHS without interfering with the ongoing community use.

*Goal 2: To enrich the existing tourism destination by promoting wide recognition, understanding and appreciation of the educational and cultural values represented by the Nominated Property by:*

- Promoting visitation through regional, national and international media;
- Ensuring that promotion is managed responsibly in all aspects of publicity in relation to the Nominated Property in accordance with UNESCO guidelines; and
- Developing collaborative arrangements with existing World Heritage Sites.

*Goal 3: To instil a strong sense of shared community pride and stewardship in the protection, interpretation and promotion of the Nominated Property by:*

- Providing for community input and encouraging community participation;
- Engaging residents of Red Bay and other regional stakeholders in activities that celebrate the importance of the Nominated Property;
- Employing a governance model to ensure that the interests and concerns of local residents are heard, discussed, and reflected in the advice to the different Regulatory Authorities;
- Ensuring the local schools are provided information and opportunities to incorporate the experience at Red Bay Basque Whaling Station into their curriculum.

## **5.0 ROLES AND RESPONSIBILITIES**

### **5.1 Steering Committee**

- 5.1.1 After the Nomination Proposal has been submitted, the Steering Committee will continue to lead the proposal up until a decision by the World Heritage Committee. It will maintain stakeholder support, continue to communicate with stakeholders and



government bodies and proceed with key commitments. In cooperation with the Canadian Delegation to the World Heritage Committee, it will coordinate preparations for the ICOMOS evaluation mission and provide, as necessary, any further information requested by ICOMOS subsequent to the mission.

- 5.1.2 If the Nominated Property is inscribed on the World Heritage List by the World Heritage Committee, the Steering Committee will cease to exist. If the Nominated Property is inscribed on the World Heritage List, the Parties agree to create the Management Committee.

## **5.2 Management Committee**

- 5.2.1 If the World Heritage Committee inscribes the Nominated Property on the World Heritage List, the Management Committee will act in accordance with its mandate, as described below in section 6.2.4, the Operational Guidelines, and its Terms of Reference.
- 5.2.2 If the World Heritage Committee inscribes the Nominated Property on the World Heritage List, it will expect Canada, as a State Party to the Convention, and the Management Committee to conserve, protect, and present this property's OUV and to transmit it to future generations.
- 5.2.3 The mandate of the Management Committee is to ensure the conservation, protection, presentation and transmission to future generations of the property's OUV through implementation of the Management Plan through a coordinated management approach between all Regulatory Authorities, advice to ensure the integrity of the WHS, promotion of the WHS's OUV, engagement of the stakeholders in the stewardship of the WHS, and reporting on the condition of the WHS. If it is necessary to report to the World Heritage Centre about the condition of the WHS, the Canadian Delegation to the World Heritage Committee will work cooperatively with the Management Committee to provide the necessary information.
- 5.2.4 The Management Committee includes representation from the Town (Chair), Newfoundland and Labrador, Parks Canada and DFO.

- 5.2.5 The Management Committee will develop policies and procedures for decision-making and its operations as necessary.
- 5.2.6 The Management Committee will foster and facilitate research and information sharing for the benefit of the WHS and may seek outside expertise to achieve its objectives.
- 5.2.7 The Management Committee will not have the authority to contract. The Management Committee is not an agent of its members and does not have the authority to bind its members contractually.
- 5.2.8 Parks Canada, DFO, the Town, and Newfoundland and Labrador will negotiate and bring into effect a data sharing agreement between them.

### **5.3 The Town**

- 5.3.1 The Town is a member of the Steering Committee and Management Committee.
- 5.3.2 The Town will assume the role of Chair of the Management Committee.
- 5.3.3 The Town will consult with the Management Committee on development projects, zoning issues and other matters that could have an impact on the Nominated Property and the WHS.
- 5.3.4 The Town will ensure that the Town's municipal plan is kept current and updated. The plan's provisions respecting protection of cultural resources, land use and future development will be implemented by the Town in a timely and appropriate manner.
- 5.3.5 The Town will notify the Management Committee of projects and activities that may occur within the boundary of the Nominated Property and that may have an impact on the protection of archaeological heritage.
- 5.3.6 The Town will provide support and advice to the Steering Committee and the Management Committee on a when and as required basis, subject to the availability of funds and personnel and in accordance with applicable regulations.

5.3.7 The Town will prepare submissions to other government bodies for resources required to undertake projects deemed necessary by the Steering Committee and Management Committee.

5.3.8 The Town will provide the necessary information to the Management Committee to report on the condition of the WHS.

#### **5.4 Parks Canada**

5.4.1 Parks Canada is a member of the Steering Committee.

5.4.2 Parks Canada as the custodian of Red Bay NHSC is a member of the Management Committee.

5.4.3 Parks Canada will achieve its legislated mandate to protect the Commemorative Integrity of Red Bay NHSC. It will manage the cultural resources located under its jurisdiction according to its policies in order to protect the OUV of the WHS.

5.4.4 Parks Canada will ensure that all its management activities related to land under its jurisdiction are supportive of the values and objectives of the WHS.

5.4.5 Parks Canada will ensure that minutes of meetings of the Management Committee are recorded and distributed.

5.4.6 Parks Canada will provide support to welcome visitors to the WHS and to interpret the values and importance of the WHS, subject to the availability of funds and personnel. Its priority will remain the maintenance of Red Bay NHSC's Commemorative Integrity, including the protection and interpretation of the cultural resources directly related to the reasons for designation as a national historic site.

5.4.7 Parks Canada will provide the Canadian Delegation to the World Heritage Convention under the leadership of the Vice-President, Heritage Conservation, Parks Canada. Any communications between the World Heritage Centre and the WHS will be coordinated by the Canadian Delegation.

5.4.8 Parks Canada will take a leadership role in providing technical expertise to monitor and report on activities at the WHS in accordance with UNESCO requirements.

- 5.4.9 Parks Canada will provide expertise necessary for the protection of the Nominated Property and of the WHS, subject to the availability of funds and personnel.
- 5.4.10 Working in cooperation with the Management Committee and local area communities and stakeholders, Parks Canada will support the promotion, marketing, and organization of events and activities related to the WHS, subject to the availability of funds and personnel. Parks Canada will consult the Steering Committee and the Management Committee prior to developing and implementing plans and activities in areas under its jurisdiction.

## **5.5 Newfoundland and Labrador**

- 5.5.1 Newfoundland and Labrador is a member of the Steering Committee and the Management Committee.
- 5.5.2 Newfoundland and Labrador will ensure that all its management activities related to land under its jurisdiction are supportive of the values and objectives of the WHS.
- 5.5.3 Newfoundland and Labrador will help promote the WHS and provide support for projects undertaken by the Management Committee, subject to the availability of funds and personnel.
- 5.5.4 In the spirit of collaboration guiding the protection of the Nominated Property, Newfoundland and Labrador will provide summary information reports from archaeological investigations carried out in its jurisdiction to Parks Canada in order to share the result of research and inform future direction for the protection of the Nominated Property's archaeological heritage.
- 5.5.5 Newfoundland and Labrador will provide expertise and resources necessary for the protection of the Nominated Property and of the WHS, subject to the availability of funds and personnel.
- 5.5.6 Newfoundland and Labrador will consult the Steering Committee and the Management Committee prior to the development and implementation of plans, policies and activities which could have an impact on the Nominated Property and the WHS, including in its Buffer Zone.

## **5.6 DFO**

- 5.6.1 DFO is a member of the Management Committee.



- 5.6.2 DFO will consult with the Management Committee on development projects and other matters that could have an impact on the Nominated Property and the WHS.
- 5.6.3 DFO will notify the Management Committee of projects and activities that may occur within the boundary of the Nominated Property and that may have an impact on the protection of archaeological heritage.
- 5.6.4 DFO will provide support and advice to the Steering Committee and the Management Committee on a when and as required basis, subject to the availability of funds and personnel and in accordance with applicable regulations.

## **6.0 COMMUNICATIONS**

- 6.1 The Red Bay Basque Whaling Station logo may only be used by the Steering Committee and only for the period preceding the decision by the World Heritage Committee, unless otherwise agreed by the Parties.
- 6.2 A Party will not use the marks, including organizational identifiers, of another Party without that other Party's written consent.
- 6.3 Communication, such as media relations, advertising, and public events, regarding the Nomination Proposal is managed by the Steering Committee in cooperation with and with the support of Parks Canada, Newfoundland and Labrador and the Canadian Delegation to the World Heritage Committee. Following submission of the Nomination Proposal and throughout the evaluation process leading to a World Heritage Committee decision, a coordinated Communications approach will be developed by the Steering Committee, Parks Canada, Newfoundland and Labrador and the Canadian Delegation.
- 6.4 Communication on behalf of the Steering Committee is strictly restricted to the co-chairs or their delegate as required.
- 6.5 None of the Parties will engage in Communication relating to the Nomination Proposal without providing appropriate advance notice to the Steering Committee and to the Canadian Delegation to the World Heritage Committee. If Communication with respect to World Heritage matters (for example, policies, procedures and processes related to the evaluation of nomination proposals and inscription of properties on the World Heritage List) is necessary, clause 7.6 will apply.

6.6 Communication regarding World Heritage matters (for example, policies, procedures and processes related to the evaluation of nomination proposals and inscription of properties on the World Heritage List) as they relate to the Nomination Proposal is managed by Parks Canada and the Canadian Delegation to the World Heritage Committee.

6.7 In the event of a successful inscription, a Communication strategy will be developed by the Management Committee.

## **7.0 AMENDMENTS AND TERMINATION**

7.1 This MOU will be effective as of the date it is signed by all Parties and shall remain in effect until terminated with the written consent of all Parties.

7.2 This MOU may be amended by consent of all Parties provided the amendment is in writing and signed by all Parties.

7.3 Notwithstanding section 8.1 any Party may terminate its participation in this MOU by providing to the other Parties ninety (90) days notice in writing of such termination. Upon expiration of such period of notice that Party's participation shall be terminated.

7.4 Notwithstanding section 8.1 and 8.3 if the Nomination Proposal is unsuccessful this MOU shall terminate within ninety days (90) of the decision by the World Heritage Committee.

## **8.0 GENERAL MATTERS**

8.1 Any reference in this MOU to a statute, regulation, by-law, declaration, directive, policy, approval, requirement, standard or order means the statute, regulation, by-law, declaration, directive, policy, approval, requirement, standard or order now in force, as it may be amended, revised, consolidated or substituted from time to time.

8.2 It is recognized that this MOU constitutes a statement of mutual understanding between the Parties. However, it is not intended to be and shall not be interpreted or construed as a legally enforceable agreement or as creating any legal rights or obligations between the Parties.

8.3 It is also recognized that nothing in the MOU, or in the work the Parties undertake together, is intended to be or shall be interpreted or construed as creating an agency, partnership or joint venture relationship of any kind between the Parties or as imposing on either Party any partnership, joint venture or agency duties, obligations or liabilities to the other Party or to any other person.

8.4 In dealings with other persons, the Parties will endeavour to ensure that all such persons are aware that the parties are not acting in partnership, joint venture or as an agent for each other.

8.5 Any disagreements in the interpretation or application of this MOU will be addressed solely by good faith discussions among the parties.

## 9.0 NOTICE

9.1 The Parties agree that any notice required to be given pursuant to this MOU shall be sufficiently given if personally delivered or mailed by prepaid registered mail addressed to the Parties as follows:

a. The Town :

Mayor  
Town of Red Bay  
Red Bay NL

b. Newfoundland and Labrador:

Minister,  
Department of Tourism, Culture and Recreation  
P.O. Box 8700 St. John's, NL A1B 4J6

c. DFO:

Department of Fisheries and Oceans  
Small Craft Harbours  
Corner Brook, NL

d. Parks Canada:

Field Unit Superintendent  
Western Newfoundland and Labrador Field Unit  
P.O. Box 130  
Rocky Harbour, NL A0K 4N0

9.2 In addition, notice will be given to the Steering Committee if given prior to successful inscription, and to the Management Committee if following a successful inscription, as follows:

a. To the Steering Committee:

Chair  
Red Bay Basque Whaling Station Steering Committee  
P.O. Box XX, Forteau, NL A0K 2P0

b. To the Management Committee:

Chair  
Red Bay Basque Whaling Station Management Committee  
P.O. Box 108, Red Bay, NL A0L 4K0

On behalf of the Town of Red Bay, the Mayor:

Signature

*Wanita Stone*

Date

*December 3, 2011*

On behalf of the Province of Newfoundland and Labrador:

Minister of Tourism, Culture and Recreation:

Signature

*D. Dally*

Date

DEC 15 2011

Minister for Intergovernmental and Aboriginal Affairs:

Signature

*John McGeeth*

Date

*Dec 15, 2011*

On Behalf of Parks Canada:

Vice-President, Operations-Eastern Canada

Signature

*Carol Sheedy*

Date

*January 4, 2012*



**On behalf of the Department of Fisheries and Oceans:**

**Regional Director, Small Craft Harbours**

Signature

*Alma Goldens*

Date

*December 20, 2011*

## Schedule A

### TERMS OF REFERENCE

#### RED BAY BASQUE WHALING STATION WORLD HERITAGE SITE MANAGEMENT COMMITTEE

##### 1. Definitions

**"Buffer Zone"** means the area surrounding the Nominated Property.

**"Canadian Delegation to the World Heritage Committee"** means the Parks Canada officials responsible for leading implementation of the World Heritage Convention in Canada, on behalf of the Government of Canada, as a State Party to the Convention. The Canadian Delegation is led by the Vice-President, Heritage Conservation, Parks Canada and speaks on behalf of Canada with respect to official positions related to implementation of the Convention.

**"Communication"** means all activities related to the public transmission of information through print, radio, television, web and any other media, as well as in public events and advertising.

**"Management Committee"** means the Red Bay Basque Whaling Station World Heritage Site Management Committee, the organization identified as the site manager in the Nomination Proposal.

**"Management Plan"** means the document prepared by the Steering Committee in accordance with the sections of the Operational Guidelines regarding management of Nominated Properties and submitted as part of the Nomination Proposal.

**"MOU"** means the Memorandum of Understanding concerning the Joint Management and Protection of the Proposed Red bay Basque Whaling Station World Heritage Site, Red Bay, Labrador.

**"Nominated Property"** means the area proposed for World Heritage inscription as described in sections 1.E and 1.F of the Nomination Proposal, known as "Red Bay Basque Whaling Station".

**"Nomination Proposal"** means the formal documentation prepared by Parks Canada and submitted by the Canadian Delegation to the World Heritage Committee for the purpose of inscribing the Nominated Property on the World Heritage List.

**"Operational Guidelines"** means the document prepared by the World Heritage Committee officially known as *The Operational Guidelines for the Implementation of the World Heritage Convention*. Among other things the Operational Guidelines provide guidance on the requirements for the preparation of Nomination Proposals and outline the World Heritage Committee's expectations with respect to management of World Heritage sites.

**"Outstanding Universal Value (OUV)"** means "cultural and/or natural significance which is as exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.

**"Parties"** means the organizations that decide in the course of managing the Nominated Property to collaborate and share resources to achieve the mandate of the Management Committee and includes the Parties to this MOU.

**"Regulatory Authorities"** means the federal and provincial departments or agency with authority under a specific law governing an activity within the boundaries of the Nominated Property or its Buffer Zone.

**"Steering Committee"** means Red Bay Basques Whaling Station Steering Committee, the organization that is responsible for preparing the Nomination Proposal.

**"Terms of Reference (TOR)"** means the Terms of Reference of the Management Committee as agreed upon by the Parties at the time of the signing of this MOU.

**"World Heritage Centre"** means the Secretariat to the World Heritage Committee, provided by the Director General of the United Nations Educational, Scientific and Cultural Organization (UNESCO), located in Paris, France.

**"World Heritage Committee"** means the Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage, as established by the World Heritage Convention.

**"World Heritage Convention"** means the international agreement formally known as the *Convention Concerning the Protection of World Cultural and Natural Heritage*

**"World Heritage List"** means the list of cultural and natural heritage properties created by the World Heritage Convention, which list consists of properties that the World Heritage Committee considers to have OUV.

**“WHS”** means World Heritage Site, the site which has been deemed by the World Heritage Committee to have OUV and is inscribed on the World Heritage List.

## **2. Purpose**

2.1. The Management Committee brings together representatives of various agencies with regulatory and/or administrative responsibilities for the lands that encompass the Red Bay Basque Whaling Station World Heritage Site and includes the Town, Newfoundland and Labrador, DFO and Parks Canada.

2.2. The mandate of this Committee will be to oversee the implementation of the Red Bay Basque Whaling Station World Heritage Site Management Plan and to provide advice to regulatory and administrative agencies to support the implementation of the Management Plan

## **3. Status of the Committee**

Each Regulatory Authority retains its authority in respect of the lands under its jurisdiction.

## **4. Responsibilities**

4.1. The responsibilities of the Management Committee will be to:

- a. act within its mandate and in accordance with the MOU and these Terms of Reference in respect of the WHS;
- b. implement the Management Plan through a coordinated management approach among all Regulatory Authorities;
- c. engage the stakeholders in the stewardship of the WHS;
- d. consult its members on key issues;
- e. promote the WHS's OUV;
- f. foster and facilitate research and information sharing for the benefit of the WHS;
- g. report on the condition of the property, including, as necessary, to the World Heritage Centre through the Canadian Delegation to the World Heritage Committee;
- h. obtain the approval of Regulatory Authorities; and
- i. review and approve contracts and other forms of agreements.



- 4.2. The Management Committee may establish any sub-committee it determines necessary to achieve its mandate in accordance with its Terms of Reference. These committees will advise the Management Committee regarding issues which could have an impact on the OUV of the WHS, including on its protection, interpretation, and promotion.
- 4.3. A sub-committee will be comprised of at least one member of the Management Committee.
- 4.4. The Management Committee may establish formal rules of procedure and policies that are necessary for the performance of its responsibilities.
- 4.5. The Management Committee will respond within six weeks to requests for input received from the different jurisdictions regarding development projects proposed for the area within the boundary and Buffer Zone of the WHS.
- 4.6. The Management Committee may speak informally with interested persons or groups but may not conduct formal consultations. Public Consultation is solely the responsibility of the Regulatory Authorities.

## **5. Membership**

- 5.1. The voting members of the Management Committee are from the following organizations:
  - The Mayor of the Red Bay Town Council ("The Town");
  - A representative from the Government of Newfoundland and Labrador, Department of Tourism, Culture & Recreation ("Newfoundland and Labrador");
  - A representative of the Department of Fisheries and Oceans, Small Craft Harbors Division; ("DFO") and
  - A representative of the Parks Canada Agency, Western Newfoundland and Labrador Field Unit ("Parks Canada").
- 5.2. Each organization shall delegate one representative and one alternate.
- 5.3. Delegates and alternates shall have authority to make decisions on the Management Committee on behalf of their respective organizations.
- 5.4. The terms of office of representatives are at the discretion of the appointing voting member organization.

5.5. The Parks Canada Supervisor for Red Bay National Historic Site will sit on the Management Committee, without voting rights, to report and advise the Management Committee as necessary.

5.6. Resource people may be invited to attend the meetings upon request from the Chairperson on behalf of the Management Committee to provide advice and assistance as necessary. Resource people will not have a right to vote.

5.7. Management Committee members who no longer represent the organization for which they were nominated will cease to be members of the Committee.

5.8. Experts can be added as ex-officio members of the Management Committee as required.

## **6. Chairperson**

6.1. The position of Chairperson of the Committee will be held by the Mayor of the Red Bay Town Council.

6.2. The responsibilities of the Chairperson include:

- scheduling meetings and approving agendas;
- inviting resource people to attend meetings when required by the Management Committee;
- chairing meetings;
- ensuring that all agenda items end with a decision, action or definite outcome;
- reviewing the draft minutes prior to their distribution;

6.3. The Chairperson is a member of any sub-committees created by the Committee.

## **7. Secretary**

7.1. The position of Secretary of the Management Committee will be held by an employee of Parks Canada.

7.2. The responsibilities of the Secretary are to:

- Prepare meeting agendas and issue notices of meetings 10 days prior to the meeting date, and ensure that all documents required for discussion or comment are attached to the agenda;

- Take notes and prepare minutes of Committee meetings within 10 days after the meeting;
- Provide draft minutes to the Chairperson for their review prior to distribution to the Committee;
- Ensure that the minutes of the previous meeting are approved at the beginning of the following meeting; and
- Organize the logistics of the meetings of the Committee and other meetings relating to the operations of the Committee.

## **8. Management of the World Heritage Site**

8.1. The Committee will, within its mandate as set out in the MOU, act in respect of the WHS according to the highest standards in cultural and natural heritage management, to the requirements of the Operational Guidelines, and to the Management Plan submitted at the time of the Nomination Proposal and its subsequent updates.

8.2. The Management Plan will be reviewed five years after inscription on the World Heritage List and every six years thereafter.

## **9. Meetings**

9.1. Meetings shall be held biannually in the community of Red Bay and scheduled by the Chairperson.

9.2. Special meetings shall be called by the Chairperson upon the request in writing specifying the reasons for the meeting, of two or more members of the Management Committee.

9.3. Quorum, being Seventy-five percent of voting members of the Management Committee, must be present before the meeting can proceed.

9.4. Decisions will be made by consensus but if consensus is not possible a vote will be conducted with a majority determining the decision.

9.5. Each voting member will have an opportunity at each meeting to provide a summary of concerns, issues, and opportunities that affect the respective organization they represent and discuss these as appropriate.

9.6. Meetings are public and minutes will be made available, following approval of the Committee.

9.7. As necessary, the Management Committee will call public meetings to provide a report on the management of the WHS and discuss issues, challenges, and opportunities.

## **10. Communications and Media Relations**

10.1. If a Party receives a media inquiry or proposes to engage in a media event in relation to the WHS, the party will first consult with other party members.

10.2. If the Management Committee receives a media inquiry, the Management Committee will approve media statements and designate an official spokesperson.

## **11. Funding**

The organizations represented on the Management Committee will cover the travel costs and other costs associated with the participation of their representative on the Management Committee.

## **12. Amendments or Revisions**

The Terms of Reference will be reviewed at least every three years and may be reviewed and altered in writing to meet the requirements of the Management Committee.



WHC REGISTRATION  
Date 16.01.12  
Id N° 1412  
Copy 1 Item 07

TRIM COK/2011/01021



# Municipal Plan 2010 - 2020

prepared for:  
**Town Council of Red Bay**

prepared by:



and

**Nova Consultants Inc.**

May, 2010

**Council Resolution to Adopt**

**Red Bay Municipal Plan 2010-2020**

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Council of Red Bay hereby adopts the Red Bay Municipal Plan 2010 – 2020.

Adopted by the Town Council of Red Bay on the 11 day of January, 2011

Signed and sealed this 7<sup>th</sup> day of March, 2011

Mayor: Wade Eade

(Council Seal)

Clerk: Elizabeth Yetman

**Canadian Institute of Planners Certification**

I hereby certify that this document has been prepared under the provisions of the Urban and Rural Planning Act 2000

Dennis Knight

Dennis Knight, MCIP

Dated: 03 of Feb, 2011

(MCIP Seal)



**COUNCIL RESOLUTION TO APPROVE  
Red Bay Municipal Plan 2010 - 2020**

Under the authority of sections 16, 17 and 18 of the Urban and Rural Planning Act 2000, the Town Council of Red Bay:

- a) adopted the Red Bay Municipal Plan on the 11 day of January, 2011
- b) Gave notice of the adoption of said document by advertisement inserted on the 17<sup>th</sup> Jan day and the 12<sup>th</sup> day of May, 2011 in the Northern Pen newspaper.
- c) Set the 26<sup>th</sup> day of May at 7:00 p.m. at the Selma Barkham Town Centre for the holding of a public hearing to consider objections and submissions.

Now under section 23 of the Urban and Rural Planning Act 2000, the Town Council of Red Bay approves the Red Bay Municipal Plan 2010 – 2020 as adopted.

Signed and sealed this 4<sup>th</sup> day of June, 2011

Mayor: Wanita Stone

(Council Seal)

Clerk: Elizabeth Yetman

<b>Municipal Plan/Amendment</b>	
<b>REGISTERED</b>	
Number	<u>4125-2011-001</u>
Date	<u>October 24, 2011</u>
Signature	<u>[Signature]</u>

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# 1. Background to the Plan

## 1.1 Introduction

The first Red Bay Municipal Plan was prepared in 1980. This Municipal Plan has resulted from a revision of the plan adopted by the Red Bay Council in 1992. It was prepared under the Urban and Rural Planning Act 2000.

The Red Bay Municipal Planning Area, as displayed in Map 1 attached to this document, encompasses the Red Bay municipal watershed to the north, extends west towards County Cat Pond and east beyond Steamer Cove. The planning area is coincident with the community boundary. It is the result of a re-definition in 1996 (Provincial Regulation 915), which excluded County Cat Pond but expanded the western boundary generally.

The built community of Red Bay extends from Butt's Cove in the south, around the cove known as the Strand and along the eastern and northern shoreline of the Red Bay Basin to Northern Brook (see Future Land Use Map 2). Northern Brook was also a traditional winter community for Red Bay settlers, as was Sou'west Cove on the west side of the Basin. They were chosen as winter community sites due to the shelter they provided. Other Red Bay historic sites include the former community of Tracey, Penney/Organ Island at the mouth of the Basin, Saddle Island at the harbour entrance and nearby Twin Islands. The entire shoreline of Red Bay and its environs has been occupied since the sixteenth century by settlers of European origin, preceded by aboriginal peoples for millennia. The international significance of these resources has led to Red Bay being nominated as a UNESCO World Heritage Site, as will be focused on in this document.

### Procedure for Adopting the New Municipal Plan under the Urban and Rural Planning Act 2000

Following is a summary of the current procedure for preparation and adoption of Municipal Plans under the Urban and Rural Planning Act 2000.

1. During preparation of the plan, Council shall provide an appropriate consultation opportunity for interested persons, community groups and provincial departments to offer and receive information on the plan and development regulations. Depending on the scale and complexity of planning issues to be resolved, methods of consultation may include, e.g., the posting of community notices, local media advertisements, a public information session or public meeting.

2. Once the document is forwarded in a form which Council is prepared to adopt, the plan and development regulations are forwarded to the Planning Office, Department of Municipal and Provincial Affairs, for the first of two reviews.
3. After any amendments are made following the Planning Office review, the plan is adopted by Council. The Municipality is then responsible for setting up the public hearing, selecting and compensating a Commissioner (under sections 18 and 19, Urban and Rural Planning Act 2000). A notice of adoption and the date of the public hearing is then published twice locally. The first of the two ads must be posted not fewer than 14 days before the date of the public hearing.
4. A person or association may submit written statements of objection or support (two copies), not fewer than two days before the date set for the public hearing. The public hearing may be cancelled if no objections are received.
5. After the public hearing, the Commissioner's report along with any recommended changes and background information is forwarded to Council. Where a report is submitted, Council shall consider it and may make changes to the plan and hold a new public hearing, if necessary.
6. Council shall then approve the plan and development regulations, as submitted in (2) above or as amended.
7. Two copies of the approved plan and regulations shall be forwarded to the Planning Office (2 copies of the text required and all maps signed and sealed). Specifics about public consultation during plan preparation, the hearing date, etc should also be included.
8. The Plan and regulations are reviewed by the Planning Office, Municipal and Provincial Affairs to determine if they are contrary to law or a policy of the government. If there is no such conflict, the plan and development regulations are then entered in the Departmental Planning Registry by the Director of Planning.
9. A copy of the documents are then sent back to Council, who arranges for them to be gazetted and advertised locally.

## 1.2 Summary of Findings

Following is a summary of the information collection and analysis carried out during the preparation of this Municipal Plan.

### A Rich Heritage



Red Bay and its environs has a proud cultural heritage, with aboriginal occupation extending back 9,000 years. The European presence started with the Basques in the mid 1500s. The exceptional natural harbour made Red Bay a natural choice as a site for whaling, fishing, sealing and fur trading. It was chosen by Sir Wilfred Grenfell as the location for the first Co-operative in Newfoundland and Labrador. The Penneys established major mercantile premises on Penney Island in the mid-1800s, and from there, operated a stationer fishery for many years.

Red Bay's significance on the world stage entered a new phase in 1977 with the archaeological discoveries of major Basque whaling operations in Red Bay and elsewhere in the region, after several years of intensive archival research in the Basque Country by historian Selma Barkham.

Since the original discovery, archaeological research, on land and under water, has led to discoveries in Red Bay of Basque whaling stations (over 20), grave sites, try-works, the *San Juan* and three other galleon wrecks and several smaller fishing boats from the 16<sup>th</sup> century. It has resulted also in an amazing re-assembly of a 16<sup>th</sup> century *chalupa* from its original pieces retrieved from the bottom of Red Bay harbour; the only original boat of its kind known to exist in the world.

Red Bay is a site of global uniqueness and significance as the most extensive and best preserved example of 16<sup>th</sup> century whaling and whale oil processing technology in the world. It is representative of the beginning of large-scale commercial whaling and includes all aspects of the technology, including ships and processing stations; the most complete and best preserved remains of northern Iberian ship building technology and whaling activity from the 16<sup>th</sup> century<sup>1</sup>.

The declaration of the Red Bay National Historic Site, establishment of the Parks Canada Interpretation Centre and the inclusion of Red Bay on the list of sites to be nominated by UNESCO have been major steps forward for the Town<sup>2</sup>.

The French period on the coast extended up until 1763. Pierre Constantin (1666-1750) was a Quebec Voyageur who was involved for much of his life in fishing, trapping and trading concessions in Newfoundland and Labrador. In 1713, he was granted concession to the cod and seal fisheries between Red Bay and Pinware River. Two trading posts were established; in Red Bay (near the current school site) and at West St. Modeste (the location of his post near the Pinware River has not been confirmed. One dramatic event; in 1719, Constantin's Red Bay post was totally destroyed in an Inuit attack and rebuilt a few years later. There are French and Inuit archaeological sites on Twin Island.

There is some indication of contact and co-operation between the Basques and Innu during the 16<sup>th</sup> century whaling period (which needs additional research).

In summary, Maritime Archaic, Recent Indian, Palaeoeskimo, Innu and Inuit along with the Basques, French and Settlers all lived on the same Red Bay shoreline and nearby islands over the centuries, making a rich history of occupation. The Saddle Island West site was occupied by the Recent Indian, likely the ancestors of the Innu of Labrador today.<sup>3</sup>

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<sup>1</sup> Consultation with Cindy Gibbons, Parks Canada.

<sup>2</sup> The full site designated as a National Historic Site includes the community of Red Bay, Tracey, Penney/Organ Island and Saddle Island. The area named as the "Administered Place", i.e., that which is administered directly by Parks Canada, comprises the Visitor and Interpretation Centres, Saddle Island (property owned by the Canadian Coast Guard currently being transferred to Parks Canada), a reserve surrounding Saddle Island between the high and low tide line, and a water lot containing the wreck of the San Juan. The remaining wrecks and other cultural resources at the bottom of the harbour plus the remainder of the designated National Historic Site are protected under the provincial Historic Resources Act.

<sup>3</sup> Consultation with Provincial Archaeology Office.



## The Land; its Use and Development

The majority of the planning area consists of boggy area, open barrens and exposed bedrock, with interspersions of small ponds and watercourses. Coniferous forest is found in the river valleys and sheltered sites of the planning area, including the western side of the Basin.

The built-up portion of the community is exposed to the storms of winter and has a poor soil base. Most of the community is serviced by the water system and a portion by the sewage system (to the former school near the United Church). While there are some possibilities for infill within these serviced areas (to accommodate demand for the near future) there is no viable opportunity for long term expansion. The best opportunity for the long term appears to be in the Sou'west Cove area, and particularly on the north side of the highway (Route 510), next to Basque Memorial School. Land on the opposite side of the highway is rich in archaeological sites dating back to the 17<sup>th</sup> century and should be preserved for its heritage value.

The land will have to be evaluated thoroughly in terms of its suitability for long term expansion. It is not serviced with community water and the feasibility of extending the Northern Brook system, or developing an alternative system, would need to be evaluated.

### Commercial Uses

Commercial properties are scattered throughout the community, with fishery and other marine-related uses on the waterfront. This traditional arrangement works well and will continue during the current planning period.

### Heritage Preservation

As already established in this document, Red Bay Harbour, Basin and environs is a storehouse of cultural heritage. Much of it has been researched and documented but more remains to be done. The Town Council's Heritage Advisory Committee is active in ensuring that the Town's heritage is preserved and honoured. The nomination of Red Bay as a UNESCO World Heritage Site has been a major objective of the community and it is expected to bring many benefits in terms of community pride, heritage preservation and tourism development.



In addition to its archaeological sites, the town has significant built heritage that needs to be preserved. Included are the buildings and building remains on Saddle Island and the mainland (e.g., the former Newfoundland Ranger Station, Orange Lodge, the old well house and stages/wharves along the shoreline.

These need to be preserved and put to creative use. In addition, the upkeep of older buildings throughout the Town generally should be encouraged.

The buildings on Penney/Organ Island have been a source of long-standing concern for the community. They are historic remnants of the Labrador stationer fishery era. Sadly, they are being left to rot and founder and the Town has no resources to purchase or expropriate the property. A couple of the buildings are still salvageable, at least in part. This is expected to continue as an unresolved issue, at least for the near term.

The collection of Red Bay's intangible heritage, including the stories of both older residents and ex-patriots, should also continue to be a priority.

The current Municipal Plan identifies ten sites as Historically Sensitive Areas (i.e., having valuable archaeological material). They range from Tracey to Butt's Cove, including Penney/Organ and Saddle Islands. These should continue to be protected with a strong Heritage Preservation designation in the new plan.



The Town is exploring the implementation of a Municipal Designations program to designate and protect structures and sites that it considers to be of significance to the history and culture of the community.

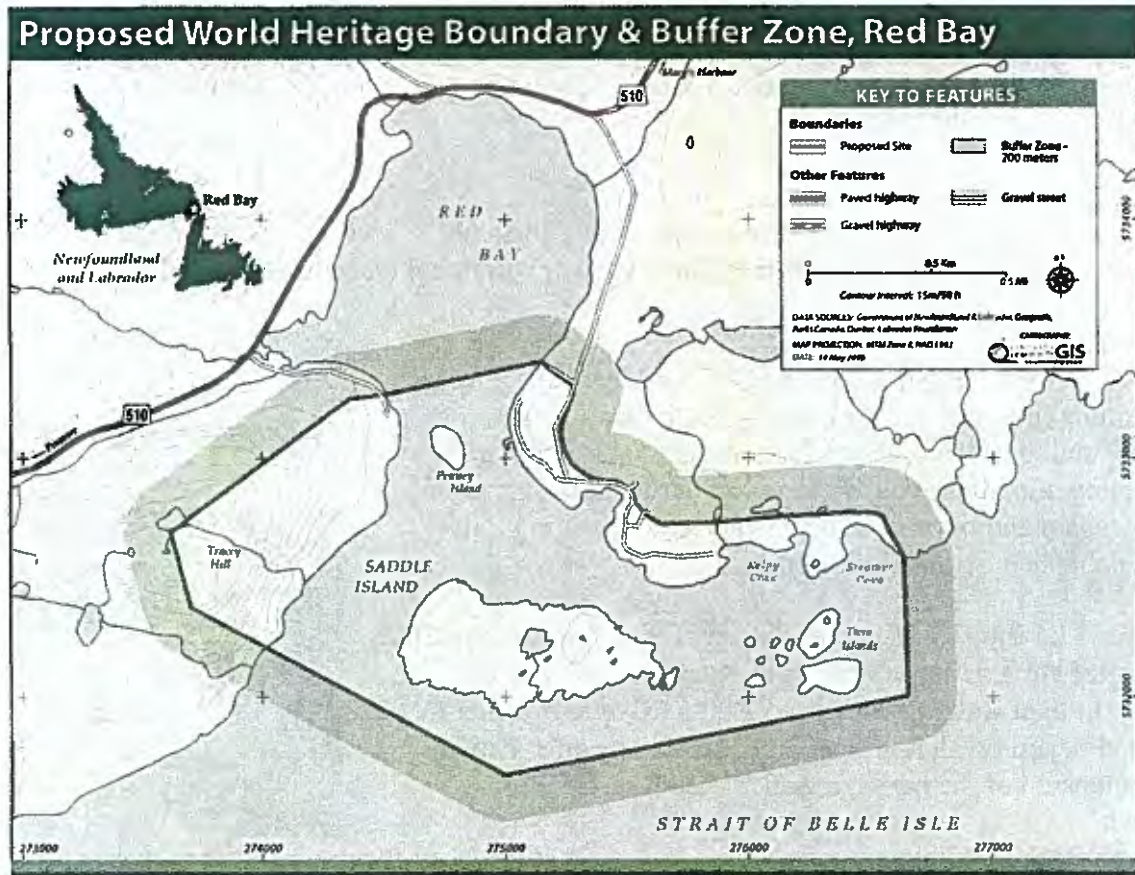
#### **UNESCO World Heritage Site**

Red Bay National Historic Site is on the short list of Canadian sites for nomination as a UNESCO World Heritage Site. Preparation of the nomination documents is underway with the objective of submission to UNESCO this year. A decision regarding designation as a World Heritage Site is expected before 2014.<sup>4</sup> The proposed World Heritage Boundary and Buffer Zone is shown on the map following. It is possible that the buffer zone will be altered as the nomination process proceeds.

It is important that the Municipal Plan express Council's intent to accommodate and support the UNESCO nomination and that it contain the policies needed to preserve the archaeological and historic resources within the World Heritage Boundary.

A significant proportion of the property within the proposed boundary is owned by Parks Canada. It is important that this land, along with the remaining land within the area be designated Heritage Preservation and/or be subject to an assessment process prior to any proposed development being considered for approval. This assessment should include consultation with Parks Canada and the Provincial Archaeology Office.

<sup>4</sup> Consultation with Cindy Gibbons, Supervisor, Red Bay National Historic Site.



**Municipal Services**

Water Supply

The municipal water system in Red Bay is supplied from a pump house located adjacent to Northern Brook. The water is chlorinated prior to entering the distribution system. A series of 200mm and 150mm diameter HDPE water mains provide water for both domestic and firefighting purposes throughout the Community. Hydrants are situated in the serviced areas of the municipality. Approximately 85% of the Community is serviced by the system.

Sanitary Sewer System

A piped sanitary sewer system consisting of PVC sewer mains, manholes, lift stations and a marine outfall services approximately 60% of the Community. The Basin area of Red Bay presently does not have a sewage collection and disposal system. Individual on-site sewage systems in the Basin area have malfunctioned, primarily due to poor soil conditions and in some cases, improper installation.

Council is interested in investigating alternative means of sewage treatment and disposal to service this area of the Community. Alternative sewage disposal systems (such as the



Bio-cycle and Blivit systems being used in Ireland for domestic and commercial purposes) are being used around the world. They are expensive but possibly would cost less than the traditional method of piping sewage into the Basin (and would be more environmentally friendly).

### Solid Waste Disposal

The disposal site in the Eastern Brook area is adequate to serve the needs of the community until the proposed regional site is operational (scheduled for 2014).

### **Recreation**

*Trails* – Building the Tracey Hill boardwalk was a major community project. The Boney Shore Trail is the beginning of the planned Pioneer Footpath which will follow the traditional walking trail along the coast to Pinware and beyond. There is also a loop hiking trail established on Saddle Island.

The Red Bay Tourism Development Plan, prepared in 2007 called for a heritage walk in the Strand area. There is also a traditional walking path from Butt's Cove to Steamer Cove and beyond which, if developed, would be an excellent extension of the heritage walk concept.



The Basque Whalers Snowmobile Trail ends at Red Bay (beginning at the Quebec border). It enters at Sou'west Cove and continues north near the intersection of the highway to Mary's Harbour (part of the Trans-Labrador Winter Trail which extends to Labrador West).

Indiscriminate ATV use is an issue in the planning area. Council has recently discussed the possibility of working with the Quebec Labrador Foundation to develop an environmental conservation plan for the community and surrounding area.

There are initiatives being undertaken in the community with Quebec Labrador Foundation and Eastern Habitat Joint Venture to protect the local population of eider ducks and other sea birds.

*Recreation Facilities* include those at Basque Memorial School, the playground and youth centre near the Town Hall.

*Community Gardening* – Residents keep vegetable gardens in two locations; south of the Town Hall and near the old well house.

### **Transportation and Communication**

The major transportation breakthrough in 2009/10 was completion of Route 510 to HVGB. This completed a highway link from the Labrador Straits to Labrador West and Baie Comeau, Quebec. With the Provincial Government's goal of paving the route, this

represents the beginning of a new era in transportation for the residents of Red Bay and Labradorians generally.

Red Bay is the transition point from the paved road to the gravel and is already showing signs of being a stopping point by travellers in both directions.

The community airstrip is owned by the provincial government. Strait Air does basic maintenance and uses it occasionally.

Other services are provided by Smart Labrador, Canadian Broadcasting Corporation and Bell Aliant.

### The Local Economy

Traditional employment sources (mostly fishery-related) have been in decline for several years, leading to significant outmigration, with young people and families seeking opportunities elsewhere. This has resulted in an aging workforce, with education levels below the provincial average<sup>5</sup>.

Employment sources in the community include Parks Canada, Basque Memorial School and retail, tourism and service outlets. The employment rate for 2005, for those aged 15 and older was 61.4%, slightly lower than the provincial rate for the period, 63.3%.<sup>6</sup> Indicators for 2008 include that 9.1% of the population received income support assistance at some point during that year. In addition, 57.1% of the labour force collected employment insurance in 2008 (compared to the provincial rate of 34%).

### Fishery

While the fishery is in a state of flux, it is the traditional source of employment in Red Bay. Local employment in the fish processing sector is still strong and contributes to the economy of Red Bay, even though workers commute to jobs in other centres.

It is hoped that it will be reinstated as a player in the local economy during the Planning Period.

### Tourism

The tourism sector shows promise for Red Bay. Of note is the investment by Parks Canada in archaeological research, infrastructure (visitor centre and information centre) and programming. Additional investment has also been made in the former Tracey Hill boardwalk, trail development, community entrance pavilion, the exhibit at the Town Hall and currently, the dock and former fish plant (as a reception centre for cruise ships).

An economic impact assessment conducted in 2004 suggested that incremental visitor expenditure in the Labrador Straits was generating GDP of around \$670,000 for the regional economy and personal income of \$485,000 (25 person years of employment). The analysis also estimated potential tourism benefits, based on the accommodations

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<sup>5</sup> Census Canada 2006 reported 41.9% of residents 18-64 years without a high school diploma (25.1% for the province).

<sup>6</sup> Community Accounts, Government of Newfoundland and Labrador, [www.communityaccounts.ca](http://www.communityaccounts.ca)



capacity existing at the time. The conclusion was that (in addition to the \$670,000), incremental GDP of \$551,000 and personal income of \$398,000 (21 person years) could be generated in the region<sup>7</sup>.

Red Bay hosted a successful visit by the Holland America cruise line in 2009 and additional visits by both adventure and large ship cruise companies can be expected with the anticipated UNESCO designation, with the expedition cruise sector holding the most potential.

The Red Bay Tourism Development Plan<sup>8</sup> proposed several development initiatives, including:

- Water based activities (boating, diving),
- Heritage walks,
- Craft development, and
- Interactive sessions with storytellers.

The prediction was for a 25-30% increase in visitation by 2015 (8-10,000 visitors recorded between 2003-2007). This could provide opportunities for small enterprise, including possibly a small inn.

There is optimism around the continued development of Labrador as an exotic destination, being pursued by Destination Labrador, [www.destinationlabrador.com](http://www.destinationlabrador.com). A multi-pronged approach is being taken, aided for example by highway access improvements and the recent announcement of Mealy Mountains National Park.

### **Oil and Gas**

- This sector could bring opportunities to the Labrador Straits for employment and service in future. From the mid 1970s to the early 1980s, an exploratory drilling program was undertaken on the Labrador Shelf by the Labrador Group of Companies, led by Petro-Canada.
- Significant reserves of gas were reported by the operators.
- One of the reasons for abandoning the project was the high risk of iceberg scours (study conducted in 1983 off Cape Harrison). Improved modelling techniques however have shown that the level of risk is “about 100 times less” than was predicted in 1983. This could result in renewed exploration activity.<sup>9</sup>

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<sup>7</sup> An Economic and Social Case Study of Tourism Development in the Labrador Straits, Paul Parsons, ACOA, 2004.

<sup>8</sup> Red Bay Development Plan, D.W. Knight Associates, as part of a project plan to re-develop the former fish plant, Nova Consultants, 2007.

<sup>9</sup> Stuckless, Janice, “Labrador Iceberg Risk Overrated”, Atlantic Business, Volume 14, Number 2, 2003.

**Conclusion**

- The combination of opportunities outlined above suggest that there will be new business and employment opportunities for Red Bay during the 2010 – 2020 Planning Period.
- The sensitive terrain and harsh climate make land expensive to service; hence the need for sound, innovative planning and engineering “green” solutions.

**1.3 Municipal Plan Projections and Recommendations**

**Population Growth**

- As shown in Table 1, the population of Red Bay has been in decline since 1986, with 9% population loss recorded in the 1986-2001 and 2001-2006 inter-censal periods.

**Table 1: Population Change, Red Bay, 1976 – 2006**

<b>Year</b>	<b>Population</b>	<b>Percent Change</b>
1976	301	-
1981	316	5.0
1986	335	6.0
2001	265	- 9.0
2006	240	-9.0

- 89.5 percent of the population was over 15 years of age compared to 82.7 for the province.
- As with other Labrador communities, the residents of Red Bay have a strong attachment to place; therefore there is a high likelihood of ex-patriots moving back when employment and business opportunities arise.
- In 2006, there were a total of 75 private dwellings in Red Bay to serve a population of 240, or 3.2 people per household.

**Growth Projection**

- The extent to which new business and employment opportunities in tourism and natural resource sectors will become available to local residents or ex-patriots is not possible to predict on any factual basis.

- For the purposes of this Municipal Plan, we assume the following:
  - ✓ A current population of approximately 230, accommodated in 75 households, and
  - ✓ Net growth of 25% over the next 10 years.
- This would result in future populations of 257 by 2015 and 288 by the end of the Planning Period in 2020.
- Based on this population projection, and if household size decreases to 3.0 during this same period, a total of 21 new dwelling units could be required in the community by 2020.

### Land Use Needs

Based on the analysis undertaken by the Planning Team, the Municipal Plan should reflect the following land use needs:

- Population Growth of over 25%, rising to 288 people by 2020.
- Housing
  - 21 new dwelling units by 2020,
  - innovative housing designs that will meet the lifestyle needs of residents and make efficient use of available land should be considered.
- Commercial/Institutional
  - Limited land will be required to accommodate Commercial and Institutional uses during the Planning Period. We are assuming that this could be accommodated in infill properties on the main road or on the waterfront.

### Heritage Preservation and Tourism Development

- Supporting the Red Bay UNESCO World Heritage Site initiative both during and following the nomination process should be a central focus of the Municipal Plan.
- The Town of Red Bay should pursue a Heritage designation for buildings, structures or sites under Section 200 of The Municipalities Act, 2000.

- A heritage hiking trail should be pursued around the Strand and extending to Steamer Cove (however, as this area is included in the proposed World Heritage Site, development has to be minimal, excluding for example a board walk).
- Attention should be paid to the improvement of small open spaces, planting and signage, particularly in the “traditional” community. This should be applied especially to public buildings and spaces, in keeping with heritage preservation principles.

### Government Funding Agencies

- Public sector funding is currently provided by (or channelled into Red Bay through) several provincial and federal departments and agencies of government, including Municipal Affairs, Works, Services and Transportation, Environment, Human Resources Development and Parks Canada.
- Red Bay’s economic and social development needs will be best served when there is:
  - effective co-ordination between these departments and agencies,
  - multi-year programming, and
  - priority given to up-front research, planning and engineering years in advance of implementation and construction.

## 2. Municipal Plan

This Municipal Plan seeks to meet the needs of the people of Red Bay during the 2010-2020 Planning Period. A second overall priority is to achieve a balance of heritage preservation and community development as the Town prepares to achieve UNESCO World Heritage Site status. The proposed World Heritage boundary and buffer zone were outlined earlier in this document. It is the responsibility of the community to ensure the long term preservation and protection of this area.

The Plan is divided into three sections:

- 2.1 Objectives,
- 2.2 Land Use Policies, and
- 2.3 Plan Implementation.

### 2.1 Objectives

This section outlines the objectives that will be addressed by Council during the 2010 – 2020 Planning Period.

#### Economy

- To pursue all avenues to stimulate development of the local economy in partnership with public sector agencies such as Parks Canada, Labrador Straits Historical Development Corporation and the Labrador Straits Development Corporation.
- To encourage further development of young entrepreneurs in Red Bay through initiatives such as awareness-raising and mentoring.
- To support the development of viable, long term business and employment opportunities in the local economy, including the fishery, tourism and public service. Council's support will include making every effort to match new development opportunities with the required municipal services.
- To support the further development of facilities and attractions that will grow the tourism industry in Red Bay such as the designation of historic buildings and community beautification programs.
- To support proposals for the adaptive-re-use of heritage buildings as a means of promoting conservation and economic development.



## Heritage Preservation

- To fully support the nomination of Red Bay as a UNESCO World Heritage Site.
- To support the preservation of Red Bay's heritage for residents as well as visitors.
- To support heritage preservation and presentation projects such as development of hiking trails, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories about Red Bay.
- To encourage the designation of all archaeological sites and sites of historic significance in all land use designations identified by this plan.

## Community Growth

- To plan for over 25% increase in the current population by 2020 (increasing from the current 230 to 288 in 2020).
- To continue to ensure that Red Bay expands with the most economical use of land and municipal services.
- To encourage less intensive uses (such as warehousing) to locate in areas not serviced by municipal water and sewerage.

## Housing

- To plan for a minimum of 21 new dwelling units by 2020.
- To establish residential lot sizes that meet the minimum safety and servicing requirements of Council and the lifestyle requirements of residents.
- To investigate innovative housing designs that increase the economical use of land and municipal services and serve the varying (functional and aesthetic) needs and interests of the population; eg, singles, extended families and seniors.

## Recreation and Community Services

- To support the sports and recreation needs of all age groups within the community through various initiatives, including:
  - skidoo trail enhancement,
  - playground enhancement,
  - activities around the creative arts and craft making,

- hosting of sporting events,
- open space development aimed at improving the aesthetic appearance and living environment, particularly around public buildings,
- To ensure that public services are available to meet the health and personal service needs of residents.

### Environment

- To oversee the wise management of the natural resources of the community, including the requirement that undertakings having significant environmental effect be registered under the *Environmental Protection Act*.
- To ensure that contamination of sites by oil and other substances, is remediated on an urgent basis.
- To require regular water quality testing of the municipal water supply.

### Municipal Services

- To prepare and implement a Capital Works Plan, in conformity with this Municipal Plan.
- To continue with expansion/improvements to the Town's sewerage, roads and municipal buildings.
- To continue to supply high quality household water to Red Bay residents.
- To continue to provide and upgrade drainage ditches for flood prevention and erosion control.

### Municipal Administration

- To administer the Municipality of Red Bay within the framework laid out in the Municipalities Act, 2000, including Part III of the Act, Administration and Staff.
- To pursue training and upgrading opportunities for municipal staff and ensure that all municipal employees are serving the town with a maximum level of productivity. This will take different forms, including:
  - Video-conferencing through the facilities of Smart Labrador, and

- Individual training requests to the Department of Municipal and Provincial Affairs.

## 2.2 Land Use Policies

Land Use Designations have been developed to express the land use policies of Council for the 2010 – 2020 Planning Period. They are: Mixed Development, Commercial, Heritage Preservation, Watershed Protection and Rural and Resource. The policies that follow and the accompanying Future Land Use Maps constitute the land use component of the Red Bay Municipal Plan 2010 – 2020. **Please refer as well to the previous section, Objectives, to understand the full scope of Council's priorities.**

### 2.2.1 Mixed Development

#### i) **General Intent**

The intent of this designation is to continue the traditional mix of residential, public and commercial uses that have always co-existed in Red Bay. It includes most of the traditional community, banded around the shoreline.

#### ii) **Uses**

Uses permitted in this designation include residential. Uses that may be permitted include public (religious, educational, medical recreational and professional), community commercial/light industrial uses related to the fishery, general retail and tourism, offices and home-based business. These uses may be permitted, provided there are no concerns re heritage preservation, public safety and amenity.

#### iii) **Commercial/Light Industrial**

Small-scale light industrial uses such as repair, manufacturing and traditional uses related to the fishery may be permitted, providing they are not a hazard or nuisance to other uses.

#### iv) **Public Service**

Uses such as recreation, education, religious, health and other services designed for the public good may be permitted in Mixed Development areas. The continuation of community gardening will be encouraged.

#### v) **Heritage Preservation**

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay and its people, including aboriginal sites.

Recognizing the international significance of the archaeological resources of Red Bay, development proposals within the Mixed Use designation will be circulated to the Provincial Archaeology Office and Parks Canada. Any conditions recommended by these agencies re the preservation of archaeological resources will be applied.

**vi) Environmental Quality**

It is the policy of Council to ensure that all environmental regulations are employed to ensure a clean environment throughout the community.

Other measures of environmental improvement will include the upgrading of small open spaces, planting and signage. Council will apply measures such as these to its buildings and will encourage other property owners to do the same.

**vii) Long-Term Expansion Area**

A long-term expansion area is identified on Map 2. The intent is that this site be given a comprehensive evaluation for this purpose once infilling opportunities have been used up. The evaluation shall include a bio-physical assessment of the site (slope, drainage, etc) and the viability of extending water service and traditional or alternative sewage disposal service to the area. If development is determined to be feasible, a plan of subdivision shall be developed for the site before any development is permitted.

## 2.2.2 Commercial

**i) General Intent**

This designation is meant to accommodate primarily commercial uses that rely on direct harbour access.

**ii) Uses**

Uses permitted within the Commercial designation shall include those related to the fishery, tourism and other water based commercial activities.

**iii) Maximum Use of Land**

Council will ensure that available land is used to the maximum in order to meet the needs of future users.

## 2.2.3 Heritage Preservation

**i) General Intent**

The intent of this designation is to preserve the cultural (both historic and pre-historic) and natural heritage of Red Bay, recognizing its community, provincial and international significance. It is extended to the shoreline of the harbour and basin and the offshore islands. Also included is the land bordering Route 510 as it approaches the community from the south and Northern and Eastern Brooks.

**ii) Uses**

Development shall be limited to that which promotes conservation of natural and cultural resources. Trail development may be permitted in the area in ways that are sympathetic to the preservation of natural and cultural heritage. Uses related to the fishery or marine transportation (e.g., slipways, wharves or storage buildings) may be permitted provided proper site evaluation is carried out with respect to historic resources and engineering requirements.

**iii) Natural Constraints**

Development shall not be permitted in areas that are susceptible to flooding, have excessive slope or other environmental hazards.

**iv) Approval required**

Approval of the Provincial Archaeology Office is required prior to any development being permitted either through the Council or Crown Lands Division. This will apply to all applications for development, including building permits, land severance and subdivisions.

## 2.2.4 Watershed Protection

**i) General Intent**

The intent of this designation is to prevent any development or extraction activity that would affect the quality of the municipal water supply.

**ii) Uses**

No development shall be permitted except those aimed at environmental conservation and passive recreation (such as hiking and canoeing). Public utility uses may be permitted subject to criteria (e.g., that it doesn't cause pollution, erosion or other major alteration).

**iii) Protection Measures**

All development proposals shall be required to show plans for grading, ditching and landscaping. Environmental monitoring and remediation shall be carried out where required.

**iv) Buffering Adjacent to Water Bodies**

An environmental buffer a minimum width of 15 metres (49 feet) shall be preserved along the high water mark of all bodies of water, including rivers, streams, ponds and wetlands. Any development within the water or within the designated buffer area must be approved under Section 48 of the *Water Resources Act* prior to the start of construction.



## 2.2.5 Rural and Resource

### **i) General Intent**

The balance of land within the Red Bay Planning Area, on Future Land Use Maps 1 and 2 is designated Rural and Resource. The intent is that the traditional use of these lands for subsistence, recreation, public utility and other purposes will be continued. Further, this designation is to ensure the environmental protection of sensitive and hazardous lands, including those subject to flooding.

### **ii) Uses**

Rural and Resource lands shall generally be retained in their natural state. Development shall be limited to environmental conservation, passive recreation (such as hiking and canoeing) and traditional, resource-based activities such as home gardening or commercial fur farming. Public utility uses may be permitted subject to criteria (eg, that it doesn't cause pollution, erosion or other major alteration). Council will evaluate each development proposal to determine impacts on the natural environment and Red Bay's cultural heritage. Development proposals will be circulated to the Provincial Archaeology Office for their recommendations.

### **iii) Mining**

When issuing a permit for any mining operation, Council may attach such conditions as, in its opinion, are necessary. These could relate to, for example,

- noise, dust and pollution control, and
- site rehabilitation.

Existing quarry sites are to be exhausted before new sites are developed.

Mineral exploration may be permitted in the Planning Area if agreeable to Council, with the understanding that any mineral development would be subject to comprehensive environmental impact assessment.

### **iv) Solid Waste Disposal**

A buffer of not less than 1.6 km (1 mile) will be maintained around the solid waste disposal site to protect against smell, rodents and other adverse environmental effects. Within the buffer zone, residential use may be permitted through infilling/rounding out of existing development and as otherwise allowed in this Plan, except where it further encroaches on the waste disposal site.

## 2.2.6 General Policies

### **i) Steep Slopes**

Any proposal to develop a structure on a site with slopes in excess of 15% is to be certified by a Professional Engineer.

**ii) Roads**

Municipal roads are to be maintained in an acceptable condition to maximize safety and convenience for the public.

**iii) Property Maintenance**

The exteriors of buildings are to be finished and maintained to the satisfaction of Council; owners of dilapidated structures shall be required to repair or remove them if they present a safety hazard.

Wrecked or inoperable vehicles, machinery or equipment of any kind shall not be stored or abandoned where they may be in general public view.

**iv) Development Near Waterbodies**

Development will not be permitted within 15 metres (49 feet) of the seashore or any watercourse or waterbody within the planning area except for the following, and then only with approval from the Departments of Environment and Conservation and Fisheries and Oceans:

- wharves, slipways and sheds along the coast to allow for marine operations, and
- public works and utilities.

**v) Non-Conforming Uses**

Existing development which does not conform with the requirements of this Municipal Plan and Development Regulations may be continued as a non-conforming use. Where a non-conforming use is causing a nuisance or otherwise infringing on other development, Council will encourage its relocation or discontinuance.

**vi) Mineral Exploration**

Mineral exploration may be permitted in the Planning Area, with the requirement that any proposed mineral development be subject to comprehensive environmental assessment.

**vii) Heritage Preservation**

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay and its people, including aboriginal sites. The designation of heritage structures will be pursued under provision 248 of the Municipalities Act:

*The council may, by regulation, designate real property as heritage buildings, structures or lands.*

**viii) Archaeological Sites**

Council recognizes the high potential for new archaeological sites to be located within the Planning Area and will make it a priority to have close consultation with the Provincial Archaeology Office and Parks Canada. Approval of the Provincial Archaeology Office is required prior to any development being permitted either through the Council or Crown Lands Division.

**ix) Off-Street Parking**

In the planning of sites for new development or re-development, consideration will be given to preserving adequate space for off-street parking of motorized vehicles. A guide to the consideration of off-street parking shall be included in the Development Regulations.

## 2.3 Municipal Plan Implementation

The adoption of this Municipal Plan represents only the start of the 2010 – 2020 planning process. The Plan will be implemented over the next ten years through ongoing review and decisions of Council and, in co-operation with Council and bodies such as Parks Canada and the Labrador Straits Historical Development Corporation. Of particular importance to Council are the following:

### 2.3.1 Municipal Plan Conformity

All development within the Planning Area shall conform to this Municipal Plan.

Should amendments to the Municipal Plan be necessary during the Planning Period, they shall be prepared according to the Urban and Regional Planning Act, Sections 16 – 30.

### 2.3.2 Development Regulations

Once this Plan is adopted, Council will adopt Land Use Zoning, Subdivision and Advertisement Regulations (or Development Regulations) pursuant to Section 35 of the Urban and Rural Planning Act 2000 which states in part:

*A council shall, to ensure that land is controlled and used only in accordance with the Municipal Plan, make development regulations respecting:*

- *land use zoning,*
- *the requirements for residential lots, and*
- *the development of and requirements for subdivisions.*

#### **Permitted and Discretionary Uses**

Each of the Use Zones laid out in Schedule ‘C’ of the Development Regulations will lay out Permitted and Discretionary Uses. The issuing of permits for permitted uses is usually straight forward, subject to the requirements set out in the Regulations and any further conditions imposed by Council.

Discretionary uses are those that may be allowed in a zone if:

- The development is not contrary to the general intent and purpose of this Municipal Plan, the Red Bay Development Regulations, or any other regulations,
- Proper public notice has been given and Council is satisfied that it is not against the public interest and will fit into the zone as a complementary or non-damaging use, and
- Council is satisfied that the discretionary use is suitably located within the zone proposed.

### **Control of Development**

Council will exercise control over all development within the Planning Area in accordance with this Municipal Plan and the Development Regulations.

Any person wishing to develop or subdivide land for any purpose within the Red Bay Planning Area shall make application for permission to Council. All new development or redevelopment as well as any change of use or alteration or improvement to any land or existing building will require a permit from Council. A separate permit will be required for all building work and the occupancy of a building. A building permit will not be granted until a development and/or subdivision permit has been obtained.

### **2.3.3 Capital Works**

Annual public works will be carried out by Council according to its Capital Works Plan, in conformity with the Municipal Plan.

It is the policy of Council to carry out multi-year programming, with pre-planning and engineering carried out years in advance of construction.

### **2.3.4 Subdivision Development**

Subdivision development will be carried out according to comprehensive analyses and conformity with planning and engineering standards as laid out in the Red Bay Development Regulations and elsewhere.

WHC REGISTRATION  
Date 16.01.12  
Id N° 1412  
Copy A Item 07

TRIM COR '2011' 01021



# Land Use Zoning, Subdivision & Advertisement Regulations (Development Regulations)

prepared for:

**Town Council of Red Bay**

prepared by:



and

**Nova Consultants Inc.**

June, 2010



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**COUNCIL RESOLUTION TO ADOPT  
TOWN OF RED BAY DEVELOPMENT REGULATIONS**

Under the authority of Section 35 of the *Urban and Rural Planning Act 2000*, the Town Council of Red Bay adopts Part I to V and Schedule A (Definitions) of the Development Regulations in order to bring the Red Bay Development Regulations into conformity with the *Urban and Rural Planning Act 2000*.

Adopted by the Town Council of Red Bay on the 11 day of January, 2011.

Signed and sealed this 7th day of March, 2011

Mayor: Wade Ewash

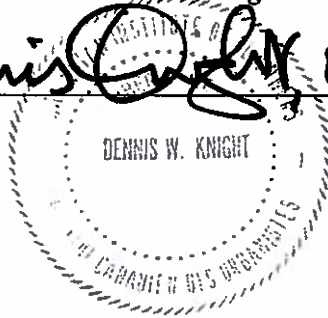
Clerk: Elizabeth Yetman



**CANADIAN INSTITUTE OF PLANNERS CERTIFICATION**

I certify that the attached Development Regulations have been prepared in accordance with the requirements of the *Urban and Rural Planning Act*.

MCIP: Dennis W. Knight 03 Feb, '11



**COUNCIL RESOLUTION TO APPROVE  
TOWN OF RED BAY DEVELOPMENT REGULATIONS**

Under the authority of Section 35 of the *Urban and Rural Planning Act 2000*, the Town Council of Red Bay:

- a) adopted Part I to V and Schedule A (Definitions) of the Development Regulations on the 11<sup>th</sup> day of January, 2010.
- b) gave notice of said adoption by advertisement inserted on the 17<sup>th</sup> day <sup>of Jan</sup> and the 12<sup>th</sup> day of May, 2010 in the Northern Pen newspaper.
- c) set the 26<sup>th</sup> day of May at 7:00 p.m. at the Town Centre for the holding of a public hearing to consider objections and submissions.

Now under Section 35 of the *Urban and Rural Planning Act 2000*, the Town Council of Red Bay approves the Red Bay Development Regulations as adopted.

Signed and sealed this 4<sup>th</sup> day of June, 2010.

Mayor: Wanita Stou

(Council Seal)

Clerk: Elizbeth Yetman

Development Regulations/Amendment	
<b>REGISTERED</b>	
Number	<u>4125-2011-001</u>
Date	<u>October 24, 2011</u>
Signature	<u>Colman</u>

## NEWFOUNDLAND AND LABRADOR REGULATION 3/01

Approved under the authority of Section 36, Urban and Rural Planning Act, 2000, January 2, 2001  
by the Honourable Joan Marie Aylward, Minister of Municipal and Provincial Affairs

### Short title

1. These regulations may be cited as the *Development Regulations*.

### Definitions

2. In these regulations,

- (a) "Act", unless the context indicate otherwise, means the *Urban and Rural Planning Act, 2000*;
- (b) "applicant" means a person who has applied to an authority for an approval or permit to carry out a development;
- (c) "authority" means a council, authorized administrator or regional authority; and
- (d) "development regulations" means these regulations and regulations and by-laws respecting development that have been enacted by the relevant authority.

### Application

- 3. (1) These regulations shall be included in the development regulations of an authority and shall apply to all planning areas.
- (2) Where there is a conflict between these regulations and development regulations or other regulations of an authority, these regulations shall apply.
- (3) Where another Act of the province provides a right of appeal to the board, these regulations shall apply to that appeal.

### Interpretation

- 4. (1) In development regulations and other regulations made with respect to a planning area the following terms shall have the meanings indicated in this section
  - (a) "access" means a way used or intended to be used by vehicles, pedestrians or animals in order to go from a street to adjacent or nearby land or to go from that land to the street;
  - (b) "accessory building" includes
    - (i) a detached subordinate building not used as a dwelling, located on the same lot as the main building to which it is an accessory and which has a use that is customarily incidental or complementary to the main use of the building or land,
    - (ii) for residential uses, domestic garages, carports, ramps, sheds, swimming pools, greenhouses, cold frames, fuel sheds, vegetables storage cellars, shelters for domestic pets or radio and television antennae,
    - (iii) for commercial uses, workshops or garages, and
    - (iv) for industrial uses, garages, offices, raised ramps and docks;
  - (c) "accessory use" means a use that is subsidiary to a permitted or discretionary use and that is customarily expected to occur with the permitted or discretionary use;
  - (d) "building height" means the vertical distance, measured in metres from the established grade to the
    - (i) highest point of the roof surface of a flat roof,

- (ii) deck line of a mansard roof, and
- (iii) mean height level between the eave and the ridge of a gable, hip or gambrel roof, and in any case, a building height shall not include mechanical structure, smokestacks, steeples and purely ornamental structures above a roof;
- (e) "building line" means a line established by an authority that runs parallel to a street line and is set at the closest point to a street that a building may be placed;
- (f) "discretionary use" means a use that is listed within the discretionary use classes established in the use zone tables of an authority's development regulations;
- (g) "established grade" means,
  - (i) where used in reference to a building, the average elevation of the finished surface of the ground where it meets the exterior or the front of that building exclusive of any artificial embankment or entrenchment, or
  - (ii) where used in reference to a structure that is not a building, the average elevation of the finished grade of the ground immediately surrounding the structure, exclusive of any artificial embankment or entrenchment;
- (h) "floor area" means the total area of all floors in a building measured to the outside face of exterior walls;
- (i) "frontage" means the horizontal distance between side lot lines measured at the building line;
- (j) "lot" means a plot, tract or parcel of land which can be considered as a unit of land for a particular use or building;
- (k) "lot area" means the total horizontal area within the lines of the lot;
- (l) "lot coverage" means the combined area of all building on a lot measured at the level of the lowest floor above the established grade and expressed as a percentage of the total area of the lot;
- (m) "non-conforming use" means a legally existing use that is not listed as a permitted or discretionary use for the use zone in which it is located or which does not meet the development standards for that use zone;
- (n) "owner" means a person or an organization of persons owning or having the legal right to use the land under consideration;
- (o) "permitted use" means a use that is listed within the permitted use classes set out in the use zone tables of an authority's development regulations;
- (p) "prohibited use" means a use that is not listed in a use zone within the permitted use classes or discretionary use classes or a use that an authority specifies as not permitted within a use zone;
- (q) "sign" means a word, letter, model, placard, board, device or representation, whether illuminated or not, in the nature of or employed wholly or in part for the purpose of advertisement, announcement or direction and excludes those things employed wholly as a memorial, advertisements of local government, utilities and boarding or similar structures used for the display of advertisements;
- (r) "rear yard depth" means the distance between the rear lot line and the rear wall of the main building on a lot;
- (s) "side yard depth" means the distance between the side lot line and the nearest side wall of a building on the lot;
- (t) "street" means a street, road, highway or other way designed for the passage of vehicles and pedestrians and which is accessible by fire department and other emergency vehicles;
- (u) "street line" means the edge of a street reservation as defined by the authority having jurisdiction;



- (v) "use" means a building or activity situated on a lot or a development permitted on a lot;
  - (w) "use zone" or "zone" means an area of land including buildings and water designated on the zoning map to which the uses, standards and conditions of a particular use zone table apply;
  - (x) "variance" means a departure, to a maximum of 10% from the yard, area, lot coverage, setback, size, height, frontage or any other numeric requirement of the applicable Use Zone Table of the authority's regulations; and
  - (y) "zoning map" means the map or maps attached to and forming a part of the authority's regulations.
- (2) An authority may, in its discretion, determine the uses that may or may not be developed in a use zone and those uses shall be listed in the authority's regulations as discretionary, permitted or prohibited uses for that area.

#### **Notice of right to appeal**

5. Where an authority makes a decision that may be appealed under section 42 of the Act, that authority shall, in writing, at the time of making that decision, notify the person to whom the decision applies of the

- (a) person's right to appeal the decision to the board;
- (b) time by which an appeal is to be made;
- (c) right of other interested persons to appeal the decision; and
- (d) manner of making an appeal and the address for the filing of the appeal.

#### **Appeal requirements**

6. (1) The secretary of the board at the Department of Municipal and Provincial Affairs, Main Floor, Confederation Building (West Block), P.O. Box 8700, St. John's, Nfld., A1B 4J6 is the secretary to all boards in the province and an appeal filed with that secretary within the time period referred to in subsection 42(4) of the Act shall be considered to have been filed with the appropriate board.

(2) Notwithstanding subsection (1), where the City of Corner Brook, City of Mount Pearl or City of St. John's appoints an appeal board under subsection 40(2) of the Act, an appeal shall be filed with the secretary of that appointed board.

(3) The fee required under section 44 of the Act shall be paid to the board that hears the decision being appealed by filing it with the secretary referred to in subsection (1) or (2) within the 14 days referred to in subsection 42(4) of the Act.

(4) The board that hears the decision being appealed shall, subject to subsection 44(3) of the Act, retain the fee paid to the board.

(5) Where an appeal of a decision and the required fee is not received by a board in accordance with this section and Part VI of the Act, the right to appeal that decision shall be considered to have been forfeited.

#### **Appeal registration**

7. (1) Upon receipt of an appeal and fee as required under the Act and these regulations, the secretary of the board as referred to in subsections 6(1) and (2), shall immediately register the appeal.

(2) Where an appeal has been registered the secretary of the board shall notify the appropriate authority of the appeal and shall provide to the authority a copy of the appeal and the documentation related to the appeal.

(3) Where an authority has been notified of an appeal that authority shall forward to the

appropriate board a copy of the application being appealed, all correspondence, council minutes, plans and other relevant information relating to the appeal including the names and addresses of the applicant and other interested persons of whom the authority has knowledge.

(4) Upon receipt of the information under subsection (3), the secretary of the board shall publish in a newspaper circulated in the area of the appropriate authority, a notice that the appeal has been registered.

(5) A notice published under subsection (4) shall be published not fewer than 2 weeks before the date upon which the appeal is to be heard by the board.

#### **Development prohibited**

8. (1) Immediately upon notice of the registration of an appeal the appropriate authority shall ensure that any development upon the property that is the subject of the appeal ceases.

(2) Sections 102 and 104 of the Act apply to an authority acting under subsection (1).

(3) Upon receipt of a notification of the registration of an appeal with respect to an order under section 102 of the Act, an authority shall not carry out work related to the matter being appealed.

#### **Hearing notice and meetings**

9. (1) A board shall notify the appellant, applicant, authority and other persons affected by the subject of an appeal of the date, time and place for the appeal not fewer than 7 days before the date scheduled for the hearing of the appeal.

(2) A board may meet as often as is necessary to conduct its work in an expeditious manner.

#### **Hearing of evidence**

10. (1) A board shall meet at a place within the area under its jurisdiction and the appellant and other persons notified under subsection 9(1) or their representative may appear before the board and make representations with respect to the matter being appealed.

(2) A board shall hear an appeal in accordance with section 43 of the Act and these regulations.

(3) A written report submitted under subsection 43(2) of the Act respecting a visit to and viewing of a property shall be considered to have been provided in the same manner as evidence directly provided at the hearing of the board.

(4) In the conduct of an appeal hearing, the board is not bound by the rules of evidence.

#### **Board decision**

11. A decision of the board must comply with the plan, scheme or development regulations that apply to the matter that has been appealed to that board.

#### **Variances**

12. (1) Where an approval or permit cannot be given by an authority because a proposed development does not comply with development standards set out in development regulations, an authority may, in its discretion, vary the applicable development standards to a maximum of 10% if, in the authority's opinion, compliance with the development standards would prejudice the proper development of the land, building or structure in question or would be contrary to public interest.

(2) An authority shall not allow a variance from development standards set out in development regulations if that variance, when considered together with other variances made or to be made with respect to the same land, building or structure, would have a cumulative effect that is greater than a 10% variance even though the individual variances are separately no more than 10%.

(3) An authority shall not permit a variance from development standards where the proposed development would increase the non conformity of an existing development.

**Notice of variance**

13. Where an authority is to consider a proposed variance, that authority shall give written notice of the proposed variance from development standards to all persons whose land is in the immediate vicinity of the land that is the subject of the variance.

**Residential non conformity**

14. A residential building or structure referred to in paragraph 108(3)(g) of the Act must, where being repaired or rebuilt, be repaired or rebuilt in accordance with the plan and development regulations applicable to that building or structure.

**Notice and hearings on change of use**

15. Where considering a non conforming building, structure or development under paragraph 108(3)(d) of the Act and before making a decision to vary an existing use of that non-conforming building, structure or development, an authority, at the applicant's expense, shall publish a notice in a newspaper circulating in the area or by other means give public notice of an application to vary the existing use of a non-conforming building, structure or development and shall consider any representations or submissions received in response to that advertisement.

**Non-conformance with standards**

16. Where a building, structure or development does not meet the development standards included in development regulations, the building, structure or development shall not be expanded if the expansion would increase the non-conformity and an expansion must comply with the development standards applicable to that building, structure or development.

**Discontinuance of non-conforming use**

17. An authority may make development regulations providing for a greater period of time than is provided under subsection 108(2) of the Act with respect to the time by which a discontinued non-conforming use may resume operation.

**Delegation of powers**

18. An authority shall, where designating employees to whom a power is to be delegated under subsection 109(3) of the Act, make that designation in writing.

**Commencement**

19. These regulations shall be considered to have come into force on January 1, 2001.

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**TOWN OF RED BAY**  
**LAND USE, ZONING, SUBDIVISION AND ADVERTISEMENT**  
**REGULATIONS**  
**(DEVELOPMENT REGULATIONS)**

**INTRODUCTORY STATEMENTS**

**Short Title**

These Regulations may be cited as the Town of Red Bay Development Regulations.

**Interpretation**

Words and phrases used in these Regulations shall have the meanings ascribed to them in Schedule A.

Words and phrases not defined in Schedule A shall have the meanings which are commonly assigned to them in the context in which they are used in the Regulations.

**Commencement**

These Regulations come into effect throughout the Red Bay Municipal Planning Area, hereinafter referred to as the Planning Area, on the date of publication of a notice to that effect in the Newfoundland Gazette.

**Municipal Code and Regulations**

The Building Code including the Plumbing Code, the Fire Code, the Electrical Code, and any other ancillary code and any Building Regulations, Waste Disposal Regulation and/or any other municipal regulations regulating or controlling the development, conservation and use of land in force in the Town of Red Bay, shall, under these Regulations apply to the entire Planning Area.

**Authority**

In these Regulations, "Authority" means the Council of the Town of Red Bay.

**PART I - GENERAL REGULATIONS**

**1. Compliance with Regulations**

No development shall be carried out within the Planning Area except in accordance with these Regulations.

**2. Permit Required**

No person shall carry out any development within the Planning Area except where otherwise provided in these Regulations unless a permit for the development has been issued by the Authority.

**3. Permit to be Issued**

Subject to Regulations 9 and 10, a permit shall be issued for development within the Planning Area that conforms to:

(a) the general development standards set out in Part II of these Regulations, the requirements of Part V of these Regulations, and the use classes, standards, requirements, and conditions

prescribed in Schedule C of these Regulations for the use zone in which the proposed development is located;

- (b) the standards set out in the Building Code and/or other ancillary codes, and any Building Regulations, Waste Disposal Regulations, and/or any other municipal regulation in force in the Planning Area regulating or controlling development, conservation and use of land and buildings;
- (c) the standards set out in Part III of these Regulations in the case of advertisement;
- (d) the standards set out in Part IV of these Regulations in the case of subdivision;
- (e) the standards of design and appearance established by the Authority.

#### **4. Permit Not to be Issued in Certain Cases**

Neither a permit nor approval in principle shall be issued for development within the Planning Area when, in the opinion of the Authority, it is premature by reason of the site lacking adequate road access, power, drainage, sanitary facilities, or domestic water supply, or being beyond the natural development of the area at the time of application unless the applicant contracts to pay the full cost of construction of the services deemed necessary by the Authority and such cost shall attach to and upon the property in respect of which it is imposed.

#### **5. Discretionary Powers of Authority**

- (1) In considering an application for a permit or approval in principle to carry out development, the Authority shall take into account the policies expressed in the Municipal Plan and any further scheme, plan or regulations pursuant thereto, and shall assess the general appearance of the development of the area, the amenity of the surroundings, availability of utilities, public safety and convenience, and any other considerations which are, in its opinion, material, and notwithstanding the conformity of the application with the requirements of these Regulations, the Authority may, in its discretion, and as a result of its consideration of the matters set out in this Regulation, conditionally approve or refuse the application.
- (2) An Authority may, in its discretion, determine the uses that may or may not be developed in a use zone and those uses shall be listed in the Authority's regulations as discretionary, permitted or prohibited uses for that area

#### **6. Variances** (*Refer to Minister's Development Regulations, Section 12, January 2, 2001*)

- (1) Where an approval or permit cannot be given by the Authority because a proposed development does not comply with development standards set out in development regulations, the Authority may, in its discretion, vary the applicable development standards to a maximum of 10% if, in the Authority's opinion, compliance with the development standards would prejudice the proper development of the land, building or structure in question or would be contrary to public interest.
- (2) The Authority shall not allow a variance from development standards set out in development regulations if that variance, when considered together with other variances made or to be made with respect to the same land, building or structure, would have a cumulative effect that is greater than a 10% variance even though the individual variances are separately no more than 10%.
- (3) The Authority shall not permit a variance from development standards where the proposed development would increase the non conformity of an existing development.

#### **7. Notice of Variance** (*Refer to Minister's Development Regulations, Section 13., January 2, 2001*)

Where the Authority is to consider a proposed variance, the Authority shall give written notice of the proposed variance from development standards to all persons whose land is in the immediate vicinity of the land that is the subject of the variance.

#### **8. Service Levy**

- (1) The Authority may require a developer to pay a service levy where development is made



possible or where the density of potential development is increased, or where the value of property is enhanced by the carrying out of public works either on or off the site of the development.

- (2) A service levy shall not exceed the cost, or estimated cost, including finance charges to the Authority of constructing or improving the public works referred to in Regulation 13(1) that are necessary for the real property to be developed in accordance with the standards required by the Authority and for uses that are permitted on that real property.
- (3) A service levy shall be assessed on the real property based on:
  - a) the amount of real property benefited by the public works related to all the real property so benefited; and,
  - b) the density of development made capable or increased by the public work.
- 4) The Authority may require a service levy to be paid by the owner of the real property;
  - a) at the time the levy is imposed;
  - b) at the time development of the real property commences;
  - c) at the time development of the real property is completed; or
  - d) at such other time as the Authority may decide.

#### **9. Financial Guarantees by Developer**

- 1) The Authority may require a developer before commencing a development to make such financial provisions and/or enter into such agreements as may be required to guarantee the payment of service levies, ensure site reinstatement, and to enforce the carrying out of any other condition attached to a permit or licence.
- 2) The financial provisions pursuant to Regulation 14(1) may be made in the form of:
  - a) a cash deposit from the developer, to be held by the Authority, or;
  - b) a guarantee by a bank, or other institution acceptable to the Minister, for expenditures by the developer, or;
  - c) a performance bond provided by an insurance company or a bank, or;
  - d) an annual contribution to a sinking fund held by the Authority, or;
  - e) another form of financial guarantee that the Authority may approve.

#### **10. Dedication of Land for Public Use**

In addition to the requirements for dedication of land under Regulation 78, the Authority may require the dedication of a percentage of the land area of any subdivision or other development for public use, and such land shall be conveyed to the Authority in accordance with the provisions of the Act.

#### **11. Reinstatement of Land**

Where the use of land is discontinued or the intensity of its use is decreased, the Authority may order the developer, the occupier of the site, or the owner or all of them to reinstate the site, to remove all or any buildings or erections, to cover or fill all wells or excavations, and to close all or any accesses, or to do any of these things or all of them, as the case may be, and the developer, occupier or owner shall carry out the order of the Authority and shall put the site in a clean and sanitary condition to the satisfaction of the Authority.

#### **12. Form of Application**

- 1) An application for a development permit or approval in principle shall be made only by the owner or by a person authorized by the owner to the Authority on such form as may be prescribed by the Authority, and every application shall include such plans, specifications and drawings as the Authority may require, and be accompanied by the permit fee required by the Authority.
- 2) The Authority shall supply to every applicant a copy of the application forms referred

to in Regulation 17(1) and a description of the plans, specifications and drawings required to be provided with the application and any information or requirements applicable to the application.

**13. Register of Application**

The Authority shall keep a public register of all applications for development, and shall enter therein the Authority's decision upon each application and the result of any appeal from that decision.

**14. Deferment of Application**

- 1) The Authority may, with the written agreement of the applicant, defer consideration of an application.
- 2) Applications properly submitted in accordance with these Regulations which have not been determined by the Authority and on which a decision has not been communicated to the applicant within eight weeks of the receipt thereof by the Authority, and on which consideration has not been deferred in accordance with Regulation 18(1), shall be deemed to be refused.

**15. Approval in Principle**

- 1) The Authority may grant approval in principle for the erection, alteration or conversion of a building if, after considering an application for approval in principle made under these Regulations, it is satisfied that the proposed development is, subject to the approval of detailed plans, in compliance with these Regulations.
- 2) Where approval in principle is granted under this Regulation, it shall be subject to the subsequent approval by the Authority of such details as may be listed in the approval in principle, which shall also specify that further application for approval of these details shall be received not later than two years from the grant of approval in principle.

**16. Development Permit**

- 1) A plan or drawing which has been approved by the Authority and which bears a mark and/or signature indicating such approval together with a permit shall be deemed to be permission to develop land in accordance with these Regulations but such permission shall not relieve the applicant from full responsibility for obtaining permits or approvals under any other regulation or statute prior to commencing the development; from having the work carried out in accordance with these Regulations or any other regulations or statutes; and from compliance with all conditions imposed thereunder.
- 2) The Authority may attach to a permit or to approval in principle such conditions as it deems fit in order to ensure that the proposed development will be in accordance with the purposes and intent of these Regulations.
- 3) Where the Authority deems necessary, permits may be issued on a temporary basis for a period not exceeding two years, which may be extended in writing by the Authority for further periods not exceeding two years.
- 4) A permit is valid for such period, not in excess of two years, as may be stated therein, and if the development has not commenced, the permit may be renewed for a further period not in excess of one year, but a permit shall not be renewed more than once, except in the case of a permit for an advertisement, which may be renewed in accordance with Part III of these Regulations.
- 5) The approval of any application and plans or drawings or the issue of a permit shall not prevent the Authority from thereafter requiring the correction of errors, or from ordering the cessation, removal of, or remedial work on any development being carried out in the event that the same is in violation of this or any other regulations or statute.
- 6) The Authority may revoke a permit for failure by the holder of it to comply with these Regulations or any condition attached to the permit or where the permit was issued in error or

was issued on the basis of incorrect information.

- 7) No person shall erase, alter or modify any drawing or specifications upon which a permit to develop has been issued by the Authority.
- 8) There shall be kept available on the premises where any work, matter or thing is being done for which a permit has been issued, a copy of the permit and any plans, drawings or specifications on which the issue of the permit was based during the whole progress of the work, or the doing of the matter or thing until completion.

**17. Reasons for Refusing Permit**

The Authority shall, when refusing to issue a permit or attaching conditions to a permit, state the reasons for so doing.

**18. Notice of Right to Appeal** (*Refer to Minister's Development Regulations, Section 5, January 2, 2001*)

Where the Authority makes a decision that may be appealed under section 42 of the Act, the Authority shall, in writing, at the time of making that decision, notify the person to whom the decision applies of the

- (a) person's right to appeal the decision to the board;
- (b) time by which an appeal is to be made;
- (c) right of other interested persons to appeal the decision; and
- (d) manner of making an appeal and the address for the filing of the appeal.

**19. Appeal Requirements** (*Refer to Minister's Development Regulations, Section 6, January 2, 2001*)

- 1) The secretary of the Appeal Board at the Department of Municipal and Provincial Affairs, Main Floor, Confederation Building (West Block), P.O. Box 8700, St. John's, Nfld., A1B 4J6 is the secretary to all Appeal Boards in the province and an appeal filed with that secretary within the time period referred to in subsection 42(4) of the Act shall be considered to have been filed with the appropriate Appeal Board.
- 2) The fee required under section 44 of the Act shall be paid to the Appeal Board that hears the decision being appealed by filing it with the secretary referred to in subsection (1) or (2) within the 14 days referred to in subsection 42(4) of the Act.
- 3) The Appeal Board that hears the decision being appealed shall, subject to subsection 44(3) of the Act, retain the fee paid to the Appeal Board.
- 4) Where an appeal of a decision and the required fee is not received by an Appeal Board in accordance with this section and Part VI of the Act, the right to appeal that decision shall be considered to have been forfeited.

**20. Appeal Registration** (*Refer to Minister's Development Regulations, Section 7, January 2, 2001*)

- 1) Upon receipt of an appeal and fee as required under the Act and these regulations, the secretary of the Appeal Board as referred to in subsections 24(1) and (2), shall immediately register the appeal.
- 2) Where an appeal has been registered the secretary of the Appeal Board shall notify the Authority of the appeal and shall provide to the Authority a copy of the appeal and the documentation related to the appeal.
- 3) Where the Authority has been notified of an appeal that Authority shall within one week of notification forward to the appropriate board a copy of the application being appealed, all correspondence, council minutes, plans and other relevant information relating to the appeal including the names and addresses of the applicant and other interested persons of whom the Authority has knowledge.
- 4) Upon receipt of the information under subsection (3), the secretary of the board shall publish

in a newspaper circulated in the area of the appropriate Authority, a notice that the appeal has been registered.

- 5) A notice published under subsection (4) shall be published not fewer than 2 weeks before the date upon which the appeal is to be heard by the board.

**21. Development Prohibited** (*Refer to Minister's Development Regulations, Section 8, January 2, 2001*)

- 1) Immediately upon notice of the registration of an appeal the Authority shall ensure that any development upon the property that is the subject of the appeal ceases.
- 2) Sections 102 and 104 of the Act apply to the Authority acting under subsection (1).
- 3) Upon receipt of a notification of the registration of an appeal with respect to an order under section 102 of the Act, the Authority shall not carry out work related to the matter being appealed.

**22. Appeal Board**

- 1) The minister may, by order, establish an Appeal Board and shall assign to the Appeal Board a specific area of the province over which it shall have jurisdiction, as outlined in section 40, of the Act.

**23. Appeals**

- 1) A person or an association of persons aggrieved of a decision that, under the regulations, may be appealed, may appeal that decision to the appropriate Appeal Board where the decision is with respect to:

- (a) an application to undertake a development;
- (b) a revocation of an approval or a permit to undertake a development;
- (c) the issuance of a stop work order; and
- (d) a decision permitted under the Act or another Act to be appealed to the board.

- 2) A decision of the Authority to adopt, approve or proceed with a municipal plan, a scheme, development regulations and amendments and revisions of them is final and not subject to an appeal.
- 3) An Appeal Board shall not make a decision that does not comply with the municipal plan, a scheme and development regulations that apply to the matter being appealed.
- 4) An appeal shall be filed with the Appeal Board not more than 14 days after the person who made the original application appealed from has received the decision being appealed.
- 5) An appeal shall be made in writing and shall include
  - (a) a summary of the decision appealed from;
  - (b) the grounds for the appeal; and
  - (c) the required fee.
- 6) A person or group of persons affected by the subject of an appeal or their representatives may appear before an Appeal Board and make representations concerning the matter under appeal.
- 7) An Appeal Board may inform itself of the subject matter of the appeal in the manner it considers necessary to reach a decision.
- 8) An Appeal Board shall consider and determine appeals in accordance with the Act and the municipal plan, scheme and regulations that have been registered under section 24, of the Act, and having regard to the circumstances and merits of the case.
- 9) A decision of the Appeal Board must comply with the plan, scheme or development regulations that apply to the matter that has been appealed to that board.
- 10) In determining an appeal, an Appeal Board may confirm, reverse or vary the decision appealed from and may impose those conditions that the board considers appropriate in the circumstances and may direct the Authority to carry out its decision or make the necessary

order to have its decision implemented.

- (11) Notwithstanding subsection (10), where the Authority may, in its discretion, make a decision, an Appeal Board shall not make another decision that overrules the discretionary decision.
- (12) The decision of a majority of the members of an Appeal Board present at the hearing of an appeal shall be the decision of the Appeal Board.
- (13) An Appeal Board shall, in writing notify the appellant and the appropriate Authority of the decision of the Appeal Board.

**24. Hearing Notice and Meetings** (*Refer to Minister's Development Regulations, Section 9, January 2, 2001*)

1) An Appeal Board shall notify the appellant, applicant, Authority and other persons affected by the subject of an appeal of the date, time and place for the appeal not fewer than 7 days before the date scheduled for the hearing of the appeal.

**25. Hearing of Evidence** (*Refer to Minister's Development Regulations, Section 10, January 2, 2001*)

- 1) An Appeal Board shall meet at a place within the area under its jurisdiction and the appellant and other persons notified under regulation 29(1) or their representative may appear before the Appeal Board and make representations with respect to the matter being appealed.
- 2) An Appeal Board shall hear an appeal in accordance with section 43 of the Act and these regulations.
- 3) A written report submitted under subsection 43(2) of the Act respecting a visit to and viewing of a property shall be considered to have been provided in the same manner as evidence directly provided at the hearing of the Appeal Board.
- 4) In the conduct of an appeal hearing, the Appeal Board is not bound by the rules of evidence.

**26. Return of Appeal Fee**

Where an appeal made by an appellant under section 42 of the Act, is successful, an amount of money equal to the fee paid by that appellant under regulation 24(2) shall be paid to him or her by the Authority.

**27. Notice of Application**

- 1) When a change in non conforming use is to be considered under Regulation 49, or when the development proposed is listed as a discretionary use in Schedule C of the Regulations, the Authority shall, at the expense of the applicant, give notice of an application for a permit or for approval in principle, by public advertisement in a newspaper circulating in the area.
- 2) When a variance is necessary under Regulation 11, and the Authority wishes to consider whether to authorize such a variance from development standards, the Authority shall give written notice of the proposed variance to all persons whose land is in the immediate vicinity of the land that is the subject of the variance.

**28. Right of Entry**

The Authority, the Director, or any inspector may enter upon any public or private land and may at all reasonable times enter any development or building upon the land for the purpose of making surveys or examinations or obtaining information relative to the carrying out of any development, construction, alteration, repair, or any other works whatsoever which the Authority is empowered to regulate.

**29. Record of Violations**

Every inspector shall keep a record of any violation of these regulations which comes to his knowledge and report that violation to the Authority.



**30. Stop Work Order and Prosecution**

- 1) Where a person begins a development contrary or apparently contrary to these Regulations, the Authority may order that person to stop the development or work connected therewith pending final adjudication in any prosecution arising out of the development.
- 2) A person who does not comply with an order made under Regulation 35(1) is guilty of an offence under the provisions of the Act.

**31 Delegation of Powers** (*Refer to Minister's Development Regulations, Section 18, January 2, 2001*)

An Authority shall, where designating employees to whom a power is to be delegated under subsection 109(2) of the Act, make that designation in writing.

**PART II - GENERAL DEVELOPMENT STANDARDS**

**32. Accesses and Service Streets**

- 1) Access shall be located to the specification of the Authority so as to ensure the greatest possible convenience and safety of the street system and the Authority may prescribe the construction of service streets to reduce the number of accesses to collector and arterial streets.
- 2) No vehicular access shall be closer than 10 metres to the street line of any street intersection.

**33. Accessory Buildings**

- 1) Accessory buildings shall be clearly incidental and complementary to the use of the main buildings in character, use and size, and shall be contained on the same lot.
- 2) No accessory building or part thereof shall project in front of any building line.
- 3) The sideyard requirements set out in the use zone tables in these Regulations shall apply to accessory buildings wherever they are located on the lot but accessory buildings on two (2) adjoining properties may be built to property boundaries provided they shall be of fire resistant construction and have a common firewall.

**34. Advertisements**

Advertisements shall not be erected or displayed except in accordance with Part III of these Regulations.

**35. Buffer Strips**

Where any industrial development permitted in any Use Zone abuts an existing or proposed residential area, or is separated from it by a road only, the owner of the site of the industrial development shall provide a buffer strip not less than ten (10) metres wide between any residential activity and the industrial area. The buffer shall include the provision of such natural or structural barrier as may be required by the Authority and shall be maintained by the owner or occupier to the satisfaction of the Authority.

**36. Building Height**

The Authority may permit the erection of buildings of a height greater than that specified in Schedule C, but in such cases the building line setback and rearyard requirements shall be varied as follows:

- 1) The building line setback shall be increased by 2 metres for every 1 metre increase in height.
- 2) The rearyard shall not be less than the minimum building line setback calculated as described in (1) above plus 6 metres.

**37. Building Line and Setback**

The Authority, by resolution, may establish building lines on an existing or proposed street or service street and may require any new buildings to be located on those building lines, whether or not such building lines conform to the standards set out in the tables in Schedule C of these Regulations.

**38. Family and Group Care Centres**

Family group care centre use is permitted in any dwelling or apartment that is adequate in size to accommodate the number of persons living in the group, inclusive of staff, provided that in the opinion of the Authority, the use of the dwelling does not materially differ from, nor adversely affect, the amenities of the adjacent residences, or the neighbourhood in which it is located. The Authority may require special access and safety features to be provided for the occupants before occupancy is permitted.

**39. Height Exceptions**

The height requirements prescribed in Schedule C of these Regulations may be waived in the case of communication masts and antennae, flagpoles, water towers, spires, belfries, or chimneys, but any such waiver which results in an increase of more than 10% of the permitted height of the structure shall only be authorized under the provisions of Regulation 11 and with notice given under the provisions of Regulation 12 and 32.

**40. Livestock Structures and Uses**

1) No structure designed to contain more than five animal units shall be erected or used unless it complies with the following requirements:

- a) The structure shall be at least 600 m from a residence, (except a farm residence or a residence which is a non-conforming use in any zone in which agriculture is a permitted use class in the Use Zone Tables in Schedule C of these Regulations), and, from an area designated for residential use in an approved Plan, and, from a Provincial or Federal Park.
- b) The structure shall be at least 60 m from the boundary of the property on which it is to be erected.
- c) The structure shall be at least 90 m from the centre line of a street.
- d) The erection of the structure shall be approved by the Department of Forestry & Agriculture and the Department of Environment & Lands.

2) No development for residential use shall be permitted within 600 m of an existing structure designed to contain more than five animal units unless the development is first approved by the Department of Forest, Resources and Agrifoods.

**41. Lot Area**

- 1) No lot shall be reduced in area, either by the conveyance or alienation of any portion thereof or otherwise, so that any building or structure on such lot shall have a lot coverage that exceeds, or a front yard, rear yard, side yard, frontage or lot area that is less than that permitted by these Regulations for the zone in which such lot is located.
- 2) Where any part of a lot is required by these Regulations to be reserved as a yard, it shall continue to be so used regardless of any change in the ownership of the lot or any part thereof, and shall not be deemed to form part of an adjacent lot for the purpose of computing the area thereof available for building purposes.

**42. Lot Area and Size Exceptions**

Where, at the time of coming into effect of these Regulations, one or more lots already exist in any residential zone, with insufficient frontage or area to permit the owner or purchaser of such a lot or

lots to comply with the provisions of these Regulations, then these Regulations shall not prevent the issuing of a permit by the Authority for the erection of a dwelling thereon, provided that the lot coverage and height are not greater than, and the yards and floor area are not less than the standards set out in these Regulations.

**43. Lot Frontage**

Except where specifically provided for in the Use Zone Tables in Schedule C of these Regulations, no residential or commercial building shall be erected unless the lot on which it is situated fronts directly onto a street or forms part of a Comprehensive Development Scheme.

**44. Non-Conforming Use** (*Refer to Minister's Development Regulations, Section 14, 15, 16, 17, January 2, 2001*)

- 1) Notwithstanding the Municipal Plan, scheme or regulations made under this Urban and Rural Planning Act, 2001, the Authority shall, in accordance with regulations made under this Act, allow a development or use of land to continue in a manner that does not conform with a regulation, scheme, or plan that applies to that land provided that the non-conforming use legally existed before the registration under section 24 of the Act, scheme or regulations made with respect to that kind of development or use.
- 2) Notwithstanding subsection (1), a right to resume a discontinued non-conforming use of land shall not exceed 3 years after the discontinuance of that use.
- 3) A building, structure or development that does not conform to a scheme, plan or regulations made under the Act that is allowed to continue under subsection (1) shall not be internally or externally varied, extended or expanded unless otherwise approved by the Authority;
  - a) shall not be structurally modified except as required for the safety of the building, structure or development;
  - b) shall not be reconstructed or repaired for use in the same non-conforming manner where 50% or more of the value of that building, structure or development has been destroyed;
  - c) have the existing use for that building, structure or development varied by the Authority to a use that is, in the Authority's opinion, more compatible with the plan and regulations applicable to it;
  - d) may have the existing building extended by approval of the Authority where, in the Authority's opinion, the extension is not more than 50% of the existing building;
  - e) where the non-conformance is with respect to the standards included in these development regulations, shall not be expanded if the expansion would increase the non-conformity and an expansion must comply with the development standards applicable to that building, structure or development;
  - f) where the building or structure is primarily zoned and used for residential purposes, it may, in accordance with the municipal plan and regulations, be repaired or rebuilt where 50% or more of the value of that building or structure is destroyed but the residential building or structure, where being repaired or rebuilt, must be repaired or rebuilt in accordance with the plan and development regulations applicable to that building or structure.
- 4) when making a decision to vary an existing use of a non-conforming building, structure or development, the Authority, at the applicant's expense, shall publish a notice in a newspaper circulating in the area or by other means give public notice of an application to vary the existing use of a non-conforming building, structure or development and shall consider any representations or submissions received in response to that advertisement.

**45. Offensive and Dangerous Uses**

No building or land shall be used for any purpose which may be dangerous by causing or promoting fires or other hazards or which may emit noxious, offensive or dangerous fumes, smoke, gases, radiation, smells, ash, dust or grit, excessive noise or vibration, or create any

nuisance that has an unpleasant effect on the senses unless its use is authorized by the Authority and any other Authority having jurisdiction.

**46. Off-street Parking Requirements**

- 1) For every building, structure or use to be erected, enlarged or established, there shall be provided and maintained a quantity of off-street parking spaces sufficient to ensure that the flow of traffic on adjacent streets is not impeded by the on-street parking of vehicles associated with that building, structure or use.
- 2) The number of parking spaces to be provided for any building, structure, use of occupancy shall conform to the standards set out in Schedule D of these Regulations.
- 3) Each parking space, except in the case of one or two-family dwellings, shall be made accessible by means of a hard surfaced right-of-way at least 3 m in width. Parking required in a Residential Zone shall be provided on the same lot as the dwelling or dwellings. Parking space for apartments shall be provided in the rear yard where possible. In a Non-Residential Zone, parking spaces shall be provided within the limits of the zone in which the use is situated and not more than 200 m distant from the use concerned.
- 4) The parking facilities required by this Regulation shall, except in the case of single or attached dwellings, be arranged so that it is not necessary for any vehicle to reverse onto or from a street.
- 5) Where, in these Regulations, parking facilities for more than four vehicles are required or permitted:
  - a) parking space shall mean an area of land, not less than 15m<sup>2</sup> in size, capable of being used for the parking of a vehicle without the need to move other vehicles on adjacent areas.
  - b) the parking area shall be constructed and maintained to the specifications of the Authority;
  - c) the lights used for illumination of the parking area shall be so arranged as to divert the light away from adjacent development;
  - d) a structure, not more than 3 m in height and more than 5 m<sup>2</sup> in area may be erected in the parking area for the use of attendants in the area;
  - e) except in zones in which a service station is a permitted use, no gasoline pump or other service station equipment shall be located or maintained on a parking area;
  - f) no part of any off-street parking area shall be closer than 1.5 m to the front lot line in any zone;
  - g) access to parking areas in non-residential zones shall not be by way of residential zones;
  - h) where a parking area is in or abuts a residential zone, a natural or structural barrier at least 1 m in height shall be erected and maintained along all lot lines;
  - i) where, in the opinion of the Authority, strict application of the above parking requirements is impractical or undesirable, the Authority may as a condition of a permit require the developer to pay a service levy in accordance with these Regulations in lieu of the provision of a parking area, and the full amount of the levy charged shall be used by the Authority for the provision and upkeep of alternative parking facilities within the general vicinity of the development.

**47. Off-Street Loading Requirements**

- 1) For every building, structure or use to be erected, enlarged or established requiring the shipping, loading or unloading of animals, goods, wares or merchandise, there shall be provided and maintained for the premises loading facilities on land that is not part of a street comprised of one or more loading spaces, 15 m long, 4 m wide, and having a vertical clearance of at least 4 m with direct access to a street or with access by a driveway of a minimum width of 6 m to a street.
- 2) The number of loading spaces to be provided shall be determined by the Authority.

3) The loading facilities required by this Regulation shall be so arranged that vehicles can manoeuvre clear of any street and so that it is not necessary for any vehicle to reverse onto or from a street.

**48. Parks and Playgrounds, and Conservation Uses**

Nothing in these Regulations shall prevent the designation of conservation areas or the establishment of parks and playgrounds in any zones provided that such parks and playgrounds are not located in areas which may be hazardous to their use and are not operated for commercial purposes.

**49. Screening and Landscaping**

The Authority may, in the case of existing unsightly development, order the owner or occupier to provide adequate and suitable landscaping or screening; and for this purpose may require the submission of an application giving details of the landscaping or screening, and these Regulations shall then apply to that application. The provision of adequate and suitable landscaping or screening may be made a condition of any development permit where, in the opinion of the Authority, the landscaping or screening is desirable to preserve amenity, or protect the environment.

**50. Services and Public Utilities**

The Authority may within any zone permit land to be used in conjunction with the provision of public services and public utilities if the use of that land is necessary to the proper operation of the public service or public utility concerned provided that the design and landscaping of any development of any land so used is, in the opinion of the Authority, adequate to protect the character and appearance of the area.

**51. Service Stations**

The following requirements shall apply to all proposed service stations:

- a) All gasoline pumps shall be located on pump islands designed for such purpose, and to which automobiles may gain access from either side.
- b) Pump islands shall be set back at least 4 metres from the front lot line.
- c) Accesses shall not be less than 7 metres wide and shall be clearly marked, and where a service station is located on a corner lot, the minimum distance between an access and the intersection of street lines at the junction shall be 10 metres and the lot line between entrances shall be clearly indicated.

**52. Side Yards**

A sideyard shall be kept clear of obstruction and shall be provided on the exposed sides of every building in order to provide access for the maintenance of that building.

**53. Street Construction Standards**

A new street may not be constructed except in accordance with and to the design and specifications laid down by the Authority.

**54. Subsidiary Apartments**

Subsidiary apartments may be permitted in single dwellings only, and for the purposes of calculating lot area and yard requirements, shall be considered part of the self-contained dwelling.

**55. Unsubdivided Land**

Development is not permitted on unsubdivided land unless sufficient area is reserved to satisfy the yard and other allowances called for in the Use Zone in which it is located and the allowances shall be retained when the adjacent land is developed.



**56. Zero Lot Line and Other Comprehensive Development**

The Authority may, at its discretion, approve the erection of dwellings which are designed to form part of a zero lot line development or other comprehensive layout which does not, with the exception of dwelling unit floor area, meet the requirements of the Use Zone Table in Schedule C, provided that the dwellings are designed to provide both privacy and reasonable access to natural daylight and the overall density within the layout conforms to the regulations and standards set out in the Use Zone Table apply where the layout adjoins other development.

**PART III - ADVERTISEMENTS**

**57. Permit Required**

Subject to the provisions of Regulation 67, no advertisement shall be erected or displayed in the Planning Area unless a permit for the advertisement is first obtained from the Authority. Permit for erection or display of advertisement on Provincial Highways shall be obtain from the Government Service Centre.

**58. Form of Application**

Application for a permit to erect or display an advertisement shall be made to the Authority in accordance with Regulation 17.

**59. Advertisements Prohibited in Street Reservation**

No advertisement shall be permitted to be erected or displayed within, on or over any highway or street reservation.

**60. Permit Valid for Limited Period**

A permit granted under these Regulations for the erection or display of an advertisement shall be for a limited period, not exceeding two years, but may be renewed at the discretion of the Authority for similar periods.

**61. Removal of Advertisements**

Notwithstanding the provisions of these Regulations, the Authority may require the removal of any advertisement which, in its opinion, is:

- a) hazardous to road traffic by reason of its siting, colour, illumination, or structural condition, or;
- b) detrimental to the amenities of the surrounding area.

**62. Advertisements Exempt from Control**

The following advertisements may be erected or displayed in the Planning Area without application to the Authority:

- a) on a dwelling or within the courtyard of a dwelling, one nameplate not exceeding 0.2 m<sup>2</sup> in area;
- b) on an agricultural holding or farm, a notice board not exceeding 1 m<sup>2</sup> in area and relating to the operations being conducted on the land;
- c) on land used for forestry purposes, signs or notices not exceeding 1 m<sup>2</sup> in area and relating to forestry operations or the location of logging operations conducted on the land;
- d) on land used for mining or quarrying operations, a notice board not exceeding 1 m<sup>2</sup> in area relating to the operation conducted on the land;
- e) on a dwelling or the grounds of a dwelling, one nameplate not exceeding 0.2 m<sup>2</sup> in area in connection with the practice of a professional person carried on in the premises;

- f) on any site occupied by a church, school, library, art gallery, museum, institution or cemetery, one notice board not exceeding 1 m<sup>2</sup> in area;
- g) on the principal facade of any commercial, industrial or public building, the name of the building or the name of the occupants of the building, in letters not exceeding one-tenth of the height of that facade or 3 m, whichever is the lesser;
- h) on any parking lot directional signs and one sign not exceeding 1 m<sup>2</sup> in size, identifying the parking lot.

**63. Approval Subject to Conditions**

A permit may only be issued for the erection or display of advertisements which comply with the appropriate conditions and specifications set out in the Use Zone Tables in Schedule C of these Regulations.

**64. Non-Conforming Uses**

Notwithstanding the provisions of Regulation 62, a permit may be used for the erection or display of advertisements on a building or within the courtyard of a building or on a parcel of land, the use of which is a non conforming use, provided that the advertisement does not exceed the size and type of advertisement which could be permitted if the development was in a Use Zone appropriate to its use, and subject to any other conditions deemed appropriate by the Authority.

**PART IV - SUBDIVISION OF LAND**

**65. Permit Required**

No land in the Planning Area shall be subdivided unless a permit for the development of the subdivision is first obtained from the Authority.

**66. Services to be Provided**

No permit shall be issued for the development of a subdivision unless provisions satisfactory to the Authority have been made in the application for a supply of drinking water, a properly designed sewage disposal system, and a properly designed storm drainage system.

**67. Payment of Service Levies and Other Charges**

No permit shall be issued for the development of a subdivision until agreement has been reached for the payment of all fees levied by the Authority for connection to services, utilities and streets deemed necessary for the proper development of the subdivision, and all service levies and other charges imposed under Regulations 13 and 14.

**68. Issue of Permit Subject to Considerations**

A permit shall not be issued when, in the opinion of the Authority, the development of a subdivision does not contribute to the orderly growth of the municipality and does not demonstrate sound design principles. In considering an application, the Authority shall, without limiting the generality of the foregoing, consider:

- a) the location of the land;
- b) the availability of and the demand created for schools, services, and utilities;
- c) the provisions of the Plan and Regulations affecting the site;
- d) the land use, physical form and character of adjacent developments;
- e) the transportation network and traffic densities affecting the site;
- f) the relationship of the project to existing or potential sources of nuisance;
- g) soil and subsoil characteristics;
- h) the topography of the site and its drainage;

- i) natural features such as lakes, streams, topsoil, trees and shrubs;
- j) prevailing winds;
- k) visual quality;
- l) community facilities;
- m) energy conservation;
- n) such other matters as may affect the proposed development.

**69. Building Permits Required**

Notwithstanding the approval of a subdivision by the Authority, a separate building permit shall be obtained for each building proposed to be erected in the area of the subdivision, and no building permit for any building in the area shall be issued until the developer has complied with all the provisions of these Regulations with respect to the development of the subdivision.

**70. Form of Application**

Application for a permit to develop a subdivision shall be made to the Authority in accordance with Regulation 17.

**71. Subdivision Subject to Zoning**

The subdivision of land shall be permitted only in conformity with the Use Zones delineated on the Zoning Maps.

**72. Building Lines**

The Authority may establish building lines for any subdivision street and require any new building to be located on such building lines.

**73. Land for Public Open Space**

1) Before a development commences, the developer shall, if required, dedicate to the Authority, at no cost to the Authority, an area of land equivalent to not more than 10% of the gross area of the subdivision or 25 m<sup>2</sup> for every dwelling unit permitted in the subdivision, whichever is the greater, for public open space, provided that:

- a) where land is subdivided for any purpose other than residential use, the Authority shall determine the percentage of land to be dedicated;
- b) if, in the opinion of the Authority, no public open space is required, the land may be used for such other public use as the Authority may determine;
- c) the location and suitability of any land dedicated under the provisions of this Regulation shall be subject to the approval of the Authority but in any case, the Authority shall not accept land which, in its opinion is incapable of development for any purpose;
- d) the Authority may accept from the developer in lieu of such area or areas of land the payment of a sum of money equal to the value of the land which would otherwise be required to be dedicated;
- e) money received by the Authority in accordance with Regulation 78(1)(d) above, shall be reserved by the Authority for the purpose of the acquisition or development of land for public open space or other public purpose.

(2) Land dedicated for public use in accordance with this Regulation shall be conveyed to the Authority and may be sold or leased by the Authority for the purposes of any development that conforms with the requirements of these Regulations, and the proceeds of any sale or other disposition of land shall be applied against the cost of acquisition or development of any other land for the purposes of public open space or other public purposes.

(3) The Authority may require a strip of land to be reserved and remain undeveloped along the banks of any river, brook or pond, and this land may, at the discretion of the Authority, constitute the requirement of land for public use under Regulation 78(1).

#### **74. Structure in Street Reservation**

The placing within any street reservation of any structure (for example, a hydro pole, telegraph or telephone pole, fire hydrant, mail box, fire alarm, sign post) shall receive the prior approval of the Authority which shall be satisfied on the question of safe construction and relationship to the adjoining buildings and other structures within the street reservation.

#### **75. Subdivision Design Standards**

No permit shall be issued for the development of a subdivision under these Regulations unless the design of the subdivision conforms to the following standards:

- a) The finished grade of streets shall not exceed 10 percent.
- b) Every cul de sac shall be provided with a turning circle of a diameter of not less than 30 m.
- c) The maximum length of any cul de sac shall be:
  - 200m in areas served by or planned to be served by municipal piped water and sewer services, as shown in the map and letter of agreement signed by the Municipality and the Minister of Municipal and Provincial Affairs in connection with municipal five-year capital works program eligibility.
  - 300m in areas not served by or planned to be served by municipal piped water and sewer services.
- d) Emergency vehicle access to a cul de sac shall be not less than 3 m wide and shall connect the head of the cul de sac with an adjacent street.
- e) No cul de sac shall be located so as to appear to terminate a collector street.
- f) New subdivisions shall have street connections with an existing street or streets.
- g) All street intersections shall be constructed within 5E of a right angle and this alignment shall be maintained for 30 m from the intersection.
- h) No street intersection shall be closer than 60 m to any other street intersection.
- i) No more than four streets shall join at any street intersection.
- j) No residential street block shall be longer than 490 m between street intersections.
- k) Streets in residential subdivisions shall be designed in accordance with the approved standards of the Authority, but in the absence of such standards, shall conform to the following minimum standards:
  - No lot intended for residential purposes shall have a depth exceeding four times the frontage.
  - Residential lots shall not be permitted which abut a local street at both front and rear lot lines.
  - The Authority may require any existing natural, historical or architectural feature or part thereof to be retained when a subdivision is developed.
  - Land shall not be subdivided in such a manner as to prejudice the development of adjoining land.

#### **76. Engineer to Design Works and Certify Construction Layout**

- 1) Plans and specifications for all water mains, hydrants, sanitary sewers, storm sewers and all appurtenances thereto and all streets, paving, curbs, gutters and catch basins and all other utilities deemed necessary by the Authority to service the area proposed to be developed or subdivided shall be designed and prepared by or approved by the Engineer. Such designs and specifications shall, upon approval by the Authority, be incorporated in the plan of subdivision.
- 2) Upon approval by the Authority of the proposed subdivision, the Engineer shall certify all work of construction layout preliminary to the construction of the works and thereupon the developer shall proceed to the construction and installation, at his own cost and in accordance with the approved designs and specifications and the construction layout certified by the Engineer, of all such water mains, hydrants, sanitary sewers and all appur-

tenances and of all such streets and other works deemed necessary by the Authority to service the said area.

**77. Developer to Pay Engineer's Fees and Charges**

The developer shall pay to the Authority all the Engineer's fees and charges for the preparation of designs and specifications and for the layout and supervision of construction; such fees and charges being percentages of the total cost of materials and labour for the construction and installation of all works calculated in accordance with the Schedule of Fees recommended by the Association of Professional Engineers of Newfoundland and in effect at the time the work is carried out.

**78. Street Works May Be Deferred**

The construction and installation of all curbs and gutters, catch basins, sidewalks and paving specified by the Authority as being necessary, may, at the Authority's discretion, be deferred until a later stage of the work on the development of the subdivision but the developer shall deposit with the Authority before approval of his application, an amount estimated by the Engineer as reasonably sufficient to cover the cost of construction and installation of the works. In the later stage of the work of development, the Authority shall call for tenders for the work of construction and installation of the works, and the amount so deposited by the developer shall be applied towards payment of the contract cost. If the contract cost exceeds the deposit, the developer shall pay to the Authority the amount of the excess. If the contract price is less than the deposit, the Authority shall refund the amount by which the deposit exceeds the contract price. Any amount so deposited with the Authority by the developer shall be placed in a separate savings account in a bank and all interest earned thereon shall be credited to the developer.

**79. Transfer of Streets and Utilities to Authority**

1) The developer shall, following the approval of the subdivision of land and upon request of the Authority, transfer to the Authority, at no cost to the Authority, and clear of all liens and encumbrances:

- a) all lands in the area proposed to be developed or subdivided which are approved and designated by the Authority for public uses as streets, or other rights-of-way, or for other public use;
- b) all services or public works including streets, water supply and distribution and sanitary and storm drainage systems installed in the subdivision that are normally owned and operated by the Authority.

2) Before the Authority shall accept the transfer of lands, services or public works of any subdivision, the Engineer shall, at the cost to the developer, test the streets, services and public works installed in the subdivision and certify his satisfaction with their installation.

3) The Authority shall not provide maintenance for any street, service or public work in any subdivision until such time as such street, service or public work has been transferred to and accepted by the Authority.

**80. Restriction on Sale of Lots**

The developer shall not develop or dispose of any lot within a subdivision for the purposes of development and no building permit shall be issued until the Authority is satisfied that:

- a) the lot can be served with satisfactory water supply and sewage disposal systems, and
- b) satisfactory access to a street is provided for the lots.

**81. Grouping of Buildings and Landscaping**

- a) Each plan of subdivision shall make provision for the grouping of building types and for landscaping in order to enhance the visual aspects of the completed development and to make the most use of existing topography and vegetation.
- b) Building groupings, once approved by the Authority, shall not be changed without written



application to and subsequent approval of the Authority.

## **PART V - USE ZONES**

### **82. Use Zones**

- a) For the purpose of these Regulations, the Planning Area is divided into Use Zones which are shown on the Zoning Maps attached to and forming part of these Regulations.
- b) Subject to Regulation 87(3), the permitted use classes, discretionary use classes, standards, requirements and conditions applicable to each Use Zone are set out in the Use Zone Tables in Schedule C of these Regulations.
- c) Where standards, requirements and conditions applicable in a Use Zone are not set out in the Use Zone Tables in Schedule C, the Authority may in its discretion, determine the standards, requirements and conditions which shall apply.

### **83. Use Classes**

The specific uses to be included in each Use Class set out in the Use Zone Tables in Schedule C shall be determined by the Authority in accordance with the classification and examples set out in Schedule B.

### **84. Permitted Uses**

Subject to these Regulations, the uses that fall within the Permitted Use Classes set out in the appropriate Use Zone Table in Schedule C shall be permitted by the Authority in that Use Zone.

### **85. Discretionary Uses**

Subject to these Regulations, the uses that fall within the Discretionary Use Classes set out in the appropriate Use Zone Table in Schedule C may be permitted in that Use Zone if the Authority is satisfied that the development would not be contrary to the general intent and purpose of these Regulations, the Municipal Plan, or any further scheme or plan or regulation pursuant thereto, and to the public interest, and if the Authority has given notice of the application in accordance with Regulation 32 and has considered any objections or representations which may have been received on the matter.

### **86. Uses Not Permitted**

Uses that do not fall within the Permitted Use Classes or Discretionary Use Classes set out in the appropriate Use Zone Tables in Schedule C, shall not be permitted in that Use Zone.

## SCHEDULE A

### DEFINITIONS

**ACCESS:** A way used or intended to be used by vehicles, pedestrians or animals in order to go from a street to adjacent or nearby land or to go from that land to the street. *(Refer to Minister's Development Regulations, January 2, 2001)*

**ACCESSORY BUILDING:**

- a) A detached subordinate building not used as a dwelling, located on the same lot as the main building to which it is an accessory and which has a use that is customarily incidental or complementary to the main use of the building or land,
  - b) for residential uses, domestic garages, carports, ramps, sheds, swimming pools, greenhouses, cold frames, fuel sheds, vegetables storage cellars, shelters for domestic pets or radio and television antennae,
  - c) for commercial uses, workshops or garages, and
  - d) for industrial uses, garages, offices, raised ramps and docks.
- (Refer to Minister's Development Regulations, January 2, 2001)*

**ACCESSORY USE:** A use that is subsidiary to a permitted or discretionary use and that is customarily expected to occur with the permitted or discretionary use. *(Refer to Minister's Development Regulations, January 2, 2001)*

**ACT:** The Urban and Rural Planning Act, 2000.

**ADVERTISEMENT:** Any word, letter, model, sign, placard, board, notice, device or representation, whether illuminated or not, in the nature of and employed wholly or in part for the purposes of advertisement, announcement or direction; excluding such things employed wholly as a memorial, or functional advertisement of Councils, or other local authorities, public utilities and public transport undertakers, and including any boarding or similar structure used or adapted for use for the display of advertisements.

**AGRICULTURE:** Horticulture, fruit growing, grain growing, seed growing, dairy farming, the breeding or rearing of livestock, including any creature kept for the production of food, wool, skins, or fur, or for the purpose of its use in the farming of land, the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds and the use of land for woodlands where that use is ancillary to the farming of land for any other purpose. "Agricultural" shall be construed accordingly.

**AMUSEMENT USE:** The use of land or buildings equipped for the playing of electronic, mechanical, or other games and amusements including electronic games, pinball games and slot machine arcades and billiard and pool halls.

**ANIMAL UNIT:** Any one of the following animals or groups of animals:

- 1 bull;
- 1000 broiler chickens or roosters (1.8 - 2.3 kg each);
- 1 cow (including calf);
- 100 female mink (including associated males and kits);
- 4 goats;
- X hogs (based on 453.6 kg = 1 unit);
- 1 horse (including foal);

125 laying hens;  
4 sheep (including lambs);  
1 sow or breed sow (including weaners and growers based on 453.6 kg = 1 unit);  
X turkeys, ducks, geese (based on 2,268 kg = 1 unit).

**APARTMENT BUILDING:** A building containing three or more dwelling units, but does not include a row dwelling.

**APPLICANT:** A person who has applied to an Authority for an approval or permit to carry out a development.

**APPEAL BOARD:** The appropriate Appeal Board established under the Act.

**ARTERIAL STREET:** The streets in the Planning Area constituting the main traffic arteries of the area and defined as arterial streets or highways in the Municipal Plan or on the Zoning Map.

**AUTHORITY:** The Town Council of Makkovik.

**BOARDING HOUSE:** A dwelling in which at least 2 rooms are regularly rented to persons other than the immediate family of the owner or tenant.

**BUILDING:** Every structure, erection, excavation, alteration or improvement whatsoever placed on, over or under land, or attached, anchored or moored to land, and includes mobile structures, vehicles and marine vessels adapted or constructed for residential, commercial, industrial and other like uses, and any part of a building as so defined and any fixtures that form part of a building.

**BUILDING HEIGHT:** The vertical distance, measured in metres from the established grade to the

- i) highest point of the roof surface of a flat roof,
- ii) deck line of a mansard roof, and
- iii) mean height level between the eave and the ridge of a gable, hip or gambrel roof, and in any case, a building height shall not include mechanical structure, smokestacks, steeples and purely ornamental structures above a roof. (*Refer to Minister's Development Regulations, January 2, 2001*)

**BUILDING LINE:** A line established by an Authority that runs parallel to a street line and is set at the closest point to a street that a building may be placed. (*Refer to Minister's Development Regulations, January 2, 2001*)

**COLLECTOR STREET:** A street that is designed to link local streets with arterial streets and which is designated as a collector street in the Municipal Plan, or on the Zoning Map.

**DAYCARE CENTRE or DAY NURSERY:** A building or part of a building in which services and activities are regularly provided to children of pre-school age during the full daytime period as defined under the Day Nurseries Act, but does not include a school as defined by the Schools Act.

**DEVELOPMENT:** The carrying out of any building, engineering, mining or other operations in, on, over, or under land, or the making of any material change in the use, or the intensity of use of any land, buildings, or premise and without limiting the generality of the foregoing, shall specifically include:

- a) the making of an access onto a highway, road or way;
- b) the erection of an advertisement or sign;

- c) the parking of a trailer, or vehicle of any description used for the sale of refreshments or merchandise, or as an office, or for living accommodation, for any period of time; and shall exclude:
- the carrying out of works for the maintenance, improvement or other alteration or any building, being works which affect only the interior of the building or which do not materially affect the external appearance or use of the building;
  - the carrying out by a highway Authority of any works required for the maintenance or improvement of a road, being works carried out on land within the boundaries of the road reservation;
  - the carrying out by any local Authority or statutory undertakers of any works for the purpose of inspecting, repairing or renewing any sewers, mains, pipes, cables or other apparatus, including the breaking open of any street or other land for that purpose;
  - the use of any building or land within the courtyard of a dwelling house for any purpose incidental to the enjoyment of the dwelling house as such.

**DEVELOPMENT REGULATIONS:** Regulations respecting development that have been enacted by the relevant Authority.

**DISCRETIONARY USE:** A use that is listed within the discretionary use classes established in the use zone tables of an Authority's development regulations. *(Refer to Minister's Development Regulations, January 2, 2001)*

**DIRECTOR:** The Director of Urban and Rural Planning.

**DOUBLE DWELLING:** A building containing two dwelling units, placed one above the other, or side by side, but does not include a self-contained dwelling containing a subsidiary apartment.

**DWELLING UNIT:** A self-contained unit consisting of one or more habitable rooms used or designed as the living quarters for one household.

**ENGINEER:** A professional engineer employed or retained by the Authority.

**ESTABLISHED GRADE:**

- a) where used in reference to a building, the average elevation of the finished surface of the ground where it meets the exterior or the front of that building exclusive of any artificial embankment or entrenchment, or
- b) where used in reference to a structure that is not a building, the average elevation of the finished grade of the ground immediately surrounding the structure, exclusive of any artificial embankment or entrenchment. *(Refer to Minister's Development Regulations, January 2, 2001)*

**FAMILY AND GROUP CARE CENTRE:** A dwelling accommodating up to but no more than six (6) persons exclusive of staff in a home-like setting. Subject to the size limitation, this definition includes, but is not limited to, the facilities called "Group Homes", "Halfway House", and "Foster Home".

**FLOOR AREA:** The total area of all floors in a building measured to the outside face of exterior walls. *(Refer to Minister's Development Regulations, January 2, 2001)*

**FRONTAGE:** The horizontal distance between side lot lines measured at the building line. *(Refer to Minister's Development Regulations, January 2, 2001)*

**FRONT YARD DEPTH:** The distance between the front lot line of a lot and the front wall of the main building on the lot.

**GARAGE:** A building erected for the storage of motor vehicles as an ancillary use to a main building on the lot.

**GENERAL INDUSTRY:** The use of land or buildings for the purpose of storing, assembling, altering, repairing, manufacturing, fabricating, packing, canning, preparing, breaking up, demolishing, or treating any article, commodity or substance. "Industry" shall be construed accordingly.

**GENERAL GARAGE:** Land or buildings used exclusively for repair, maintenance and storage of motor vehicles and may include the sale of gasoline or diesel oil.

**HAZARDOUS INDUSTRY:** The use of land or buildings for industrial purposes involving the use of materials or processes which because of their inherent characteristics, constitute a special fire, explosion, radiation or other hazard.

**INSPECTOR:** Any person appointed and engaged as an Inspector by the Authority or by any federal or provincial Authority or the agent thereof.

**INSTITUTION:** A building or part thereof occupied or used by persons who:

- a) are involuntarily detained, or detained for penal or correctional purposes, or whose liberty is restricted, or;
- b) require special care or treatment because of age, mental or physical limitations or medical conditions.

**LAND:** Includes land covered by water, and buildings and structures on, over, or under the soil and fixtures that form part of these buildings and structures.

**LIGHT INDUSTRY:** Use of any land or buildings for any general industrial use that can be carried out without hazard or intrusion and without detriment to the amenity of the surrounding area by reason of noise, vibration, smell, fumes, smoke, grit, soot, ash, dust, glare or appearance.

**LOCAL STREET:** A street designed primarily to provide access to adjoining land and which is not designated as a collector street or arterial street in the Municipal Plan, or on the Zoning Map.

**LODGING HOUSE:** A dwelling in which at least 2 rooms are regularly rented to persons other than the immediate family of the owner or tenant.

**LOT:** Any plot, tract or parcel of land which can be considered as a unit of land for a particular use or building. *(Refer to Minister's Development Regulations, January 2, 2001)*

**LOT AREA:** The total horizontal area within the lot lines of the lot. *(Refer to Minister's Development Regulations, January 2, 2001)*

**LOT COVERAGE:** The combined area of all buildings on the lot measured at the level of the lowest floor above the established grade expressed as a percentage of the total area of the lot. *(Refer to Minister's Development Regulations, January 2, 2001)*

**MINERAL WORKING:** Land or buildings used for the working or extraction of any naturally occurring substance.



**MOBILE HOME:** A transportable factory-built single family dwelling unit:

- a) which complies with space standards substantially equal to those laid down in the Canadian Code for Residential Construction and is in accordance with the construction standards laid down and all other applicable Provincial and Municipal Codes and;
- b) which is designed to be:
  - transported on its own wheels and chassis to a mobile home lot, and subsequently supported on its own wheels, jacks, posts or piers, or on a permanent foundation and;
  - connected to exterior public utilities approved by the Authority, namely, piped water, piped sewer, electricity and telephone, in order for such mobile home unit to be suitable for year round term occupancy.

**MOBILE HOME PARK:** A mobile home development under single or joint ownership, cared for and controlled by a mobile home park operator where individual mobile home lots are rented or leased with or without mobile home units placed on them and where ownership and responsibility for the maintenance and development of site facilities including underground services, access roads, communal areas, snowclearing and garbage collection, or any of them, are the responsibility of the mobile home park management, and where the mobile home development is classified as a mobile home park by the Authority.

**MOBILE HOME SUBDIVISION:** A mobile home development requiring the subdivision of land whether in single or joint ownership into two or more pieces or parcels of land for the purpose of locating thereon mobile home units under either freehold or leasehold tenure and where the maintenance of streets and services is the responsibility of a municipality or public Authority, and where the mobile home development is classified as a mobile home subdivision by the Authority.

**NON-CONFORMING USE:** means a legally existing use that is not listed as a permitted or discretionary use for the use zone in which it is located or which does not meet the development standards for that use zone. (*Refer to Minister's Development Regulations, January 2, 2001*)

**OWNER:** means a person or an organization of persons owning or having the legal right to use the land under consideration. (*Refer to Minister's Development Regulations, January 2, 2001*)

**PERMITTED USE:** means a use that is listed within the permitted use classes set out in the use zone tables of an Authority's development regulations. (*Refer to Minister's Development Regulations, January 2, 2001*)

**PIT AND QUARRY WORKING:** Carries the same meaning as Mineral Working.

**PROHIBITED USE:** means a use that is not listed in a use zone within the permitted use classes or discretionary use classes or a use that an Authority specifies as not permitted within a use zone. (*Refer to Minister's Development Regulations, January 2, 2001*)

**REAR YARD DEPTH:** means the distance between the rear lot line and the rear wall of the main building on the lot. (*Refer to Minister's Development Regulations, January 2, 2001*)

**RESTAURANT:** A building or part thereof, designed or intended to be used or occupied for the purpose of serving the general public with meals or refreshments for consumption on the premises.

**ROW DWELLING:** Three or more dwelling units at ground level in one building, each unit separated vertically from the others.

**SEASONAL RESIDENCE:** A dwelling which is designed or intended for seasonal or recreational use, and is not intended for use as permanent living quarters.

**SERVICE STATION:** Any land or building used exclusively for the sale of petroleum products, automotive parts and accessories, minor repairs, washing and polishing of motor vehicles.

**SERVICE STREET:** A street constructed parallel to or close to another street for the purpose of limiting direct access to that street.

**SHOP:** A building or part thereof used for retail trade wherein the primary purpose is the selling or offering for sale of goods, wares or merchandise by retail or the selling or offering for sale of retail services but does not include an establishment wherein the primary purpose is the serving of meals or refreshments, an amusement use, a general garage, or a service station.

**SHOPPING CENTRE:** A group of shops and complementary uses with integrated parking and which is planned, developed and designed as a unit containing a minimum of 5 retail establishments.

**SHOWROOM:** A building or part of a building in which samples or patterns are displayed and in which orders may be taken for goods, wares or merchandise, including vehicles and equipment, for later delivery.

**SIDE YARD DEPTH:** means the distance between a side lot line and the nearest side wall of any building on the lot. *(Refer to Minister's Development Regulations, January 2, 2001)*

**SIGN:** means a word, letter, model, placard, board, device or representation, whether illuminated or not, in the nature of or employed wholly or in part for the purpose of advertisement, announcement or direction and excludes those things employed wholly as a memorial, advertisements of local government, utilities and boarding or similar structures used for the display of advertisements. *(Refer to Minister's Development Regulations, January 2, 2001)*

**STREET:** means a street, road, highway or other way designed for the passage of vehicles and pedestrians and which is accessible by fire department and other emergency vehicles. *(Refer to Minister's Development Regulations, January 2, 2001)*

**STREET LINE:** means the the edge of a street reservation as defined by the Authority having jurisdiction. *(Refer to Minister's Development Regulations, January 2, 2001)*

**SUBDIVISION:** The dividing of any land, whether in single or joint ownership, into two or more pieces for the purpose of development.

**SUBSIDIARY APARTMENT:** A separate dwelling unit constructed within and subsidiary to a self-contained dwelling.

**TAKE-OUT FOOD SERVICE:** A building in which the primary purpose is the preparation and sale of meals or refreshments for consumption off the premises.

**TAVERN:** Includes a nightclub and means a building licensed or licensable under the Liquor Control Act wherein meals and food may be served for consumption on the premises and in which entertainment may be provided.

**USE:** means a building or activity situated on a lot or a development permitted on a lot. *(Refer to Minister's Development Regulations, January 2, 2001)*

**USE ZONE or ZONE:** means an area of land including buildings and water designated on the zoning map to which the uses, standards and conditions of a particular use zone table apply. *(Refer to Minister's Development Regulations, January 2, 2001)*

**VARIANCE:** means a departure, to a maximum of 10% from the yard, area, lot coverage, setback, size, height, frontage or any other numeric requirement of the applicable Use Zone Table of the Authority's regulations. *(Refer to Minister's Development Regulations, January 2, 2001)*

**ZONING MAP:** The map or maps attached to and forming part of the Authority's regulations. *(Refer to Minister's Development Regulations, January 2, 2001)*

## SCHEDULE B

### CLASSIFICATION OF USES OF LAND AND BUILDINGS

NOTE: The classification of uses set out in the following table is based on the Classification of Typical Occupancies included as Table 3.1.2.A of the National Building Code of Canada, 1980. This classification is referred to in Regulation 84.

GROUP	DIVISION	CLASS	EXAMPLES
A. ASSEMBLY USES	1. Assembly Uses for the production and viewing of the performing arts.	(a) Theatre	Motion Picture Theatres T.V. Studios admitting an audience.
	2. General Assembly Uses	(a) Cultural and Civic	Libraries, Museums, Art Galleries Court Rooms, Meeting Rooms Council Chambers
		(b) General Assembly	Community Halls, Lodge Halls Dance Halls, Gymnasia, Auditoria Bowling Alleys
		(c) Educational	Schools, Colleges (non-residential)
		(d) Place of Worship	Churches and similar places of worship. Church Halls
		(e) Passenger Assembly	Passenger Terminals
		(f) Club and Lodge	Private Clubs and Lodges (non-residential)
		(g) Catering	Restaurants, Bars, Lounges
		(h) Funeral Home	Funeral Homes and Chapels
		(i) Child Care	Day Care Centres
		(j) Amusement	Electronic Games, Arcades, Pinball Parlours, Poolrooms

**CLASSIFICATION OF USES OF LAND AND BUILDINGS**

GROUP	DIVISION	CLASS	EXAMPLES
A. ASSEMBLY USES (continued)	3. Arena-type Uses	(a) Indoor Assembly	Arenas, Armouries, Ice Rinks Indoor Swimming Pools
	4. Open-air Assembly Uses	(a) Outdoor Assembly	Bleachers, Grandstands, Outdoor Ice Rinks and Swimming Pools Amusement Parks and Fair-grounds Exhibition Grounds, Drive-in Theatres
B. INSTITUTIONAL USES	1. Penal and Correctional Institutional Uses	(a) Penal and Correctional Detention	Jails, Penitentiaries, Police Stations (with detention quarters), Prisons Psychiatric Hospitals (with detention quarters), Reformatories
	2. Special Care Institutional Uses	(a) Medical Treatment and Special Care	Children's Homes, Convalescent Homes Homes for Aged, Hospitals, Infirmarys Orphanages, Psychiatric Hospitals, Sanatoria
C. RESIDENTIAL USES	1. Residential Dwelling Uses	(a) Single Dwelling	Single Detached Dwellings Family & Group Homes
		(b) Double Dwelling	Semi-detached Dwelling, Duplex Dwellings, Family & Group Homes
		(c) Row Dwelling	Row Houses, Town Houses Family & Group Homes
		(d) Apartment Building	Apartments, Family & Group Homes



**CLASSIFICATION OF USES OF LAND AND BUILDINGS**

GROUP	DIVISION	CLASS	EXAMPLES
C. RESIDENTIAL USES (continued)	2. General Residential Uses (continued)	(a) Collective Residential	Residential Colleges & Schools University & College Halls of Residence Convents & Monasteries Nurses and Hospital Residences
		(b) Boarding House Residential	Boarding Houses Lodging Houses
		(c) Commercial Residential	Hotels & Motels, Hostels Residential Clubs
		(d) Seasonal Residential	Summer Homes & Cabins Hunting & Fishing Cabins
		(e) Mobile Homes	Mobile Homes
D. BUSINESS & PERSONAL SERVICE USES	I. Business, Professional, and Personal Service Uses	(a) Office	Offices (including Government Offices), Banks
		(b) Medical & Professional	Medical Offices and Consulting Rooms, Dental Offices & Surgeries Legal Offices, Similar Professional Offices
		(c) Personal Service	Barbers, Hairdressers, Beauty Parlours Small Appliance Repairs
		(d) General Service	Self-service Laundries, Dry Cleaners (not using flammable or explosive substances) Small Tool and Appliance Rentals Travel Agents

**CLASSIFICATION OF USES OF LAND AND BUILDINGS**

GROUP	DIVISION	CLASS	EXAMPLES
D. BUSINESS & PERSONAL SERVICE USES (continued)	1. Business, Professional & Personal Service Uses (continued)	(e) Communications	Radio Stations Telephone Exchanges
		(f) Police Station	Police Stations Without detention quarters
		(g) Taxi Stand	Taxi Stands
		(h) Take-out Food Service	Take-out Food Service
		(i) Veterinary	Veterinary Surgeries
E. MERCANTILE USES	1. Retail Sale and Display Uses	(a) Shopping Centre	Shopping Centres
		(b) Shop	Retail Shops and Stores and Showrooms Department Stores
		(c) Indoor Market	Market Halls Auction Halls
		(d) Outdoor Market	Market Grounds Animal Markets Produce and Fruit Stands Fish Stalls
		(e) Convenience Store	Confectionary Stores Corner Stores Gift Shops, Specialty Shops
F. INDUSTRIAL USES	1. Industrial uses involving highly combustible and hazardous substances and processes.	(a) Hazardous Industry	Bulk Storage of hazardous liquids and sub-stances. Chemical Plants Distilleries, Feed Mills, Lacquer, Mattress, Paint, Varnish, and Rubber Factories, Spray Painting

**CLASSIFICATION OF USES OF LAND AND BUILDINGS**

GROUP	DIVISION	CLASS	EXAMPLES
F. INDUSTRIAL USES (continued)	2. General Industrial Uses involving Limited Hazardous Substances and Processes.	(a) General Industry	Factories, Cold Storage Plants Freight Depots, General Garages Warehouses, Workshops, Laboratories Laundries, Planing Mills, Printing Plants Contractors' Yards
		(b) Service Station	Gasoline Service Stations Gas Bars
	3. Light, Non-hazardous or Non-intrusive Industrial Uses.	(a) Light Industry	Light Industry, Parking Garages Indoor Storage, Warehouses Workshops
G. NON-BUILDING USES	1. Uses not directly related to building	(a) Agriculture	Commercial Farms, Hobby Farms, Market Gardens & Nurseries
		(b) Forestry	Tree Nurseries, Sylviculture
		(c) Mineral Working	Quarries, Pits, Mines, Oil Wells
		(d) Recreational Open Space	Playing Fields, Sports Grounds, Parks Playgrounds
		(e) Conservation	Watersheds, Buffer Strips, Flood Plains Architectural, Historical and Scenic Sites Steep Slopes, Wildlife Sanctuaries
		(f) Cemetery	Cemeteries, Graveyards
		(g) Scrap Yard	Car Wrecking Yards, Junk Yards Scrap Dealers

**CLASSIFICATION OF USES OF LAND AND BUILDINGS**

GROUP	DIVISION	CLASS	EXAMPLES
G. NON-BUILDING USES (continued)	I. Uses not directly related to building. (continued)	(h) Solid Waste	Solid Waste Disposal Sanitary Land Fill Incinerators
		(i) Animal	Animal Pounds, Kennels, Zoos
		(j) Antenna	TV, Radio and Communications Transmitting and Receiving Masts and Antennae
		(k) Transportation	Airfields, Railway Yards, Docks and Harbours

## SCHEDULE C

### USE ZONE TABLES

This schedule contains tables showing the use classes that may be permitted or which may be treated as discretionary use classes for the purpose of these Regulations. The tables also indicate the required standards of development and may also include conditions affecting some or all of the use classes.

The following Use Zones are included:

Mixed Development	MD
Heritage Preservation	HP
Rural Resource	RR
Future Expansion	FE
Watershed Protection	WAT



## USE ZONE TABLE

Zone Title:    Mixed Development (MD) (Red Bay)
<b>Permitted Use Classes (see Regulation 85)</b> Single dwelling, mobile home, conservation
<b>Discretionary Use Classes (see Regulations 22 and 86)</b> Double dwelling, row dwelling, apartment building, theatre, cultural and civic, general assembly, education, place of worship, passenger assembly, club and lodge, catering, funeral home, child care, amusement, indoor assembly, medical treatment and special care, collective residential, boarding home, commercial residential, mobile home, office, medical & professional, personal service, general service, communications, taxi stand, police station, take-out food service, shopping centre, shop, indoor market, outdoor market, convenience store, service station, light industry, agriculture, general industry, veterinary, antenna, transportation, recreational open space.

## CONDITIONS

### 1. Discretionary Use Classes

The discretionary use classes listed in this table may be permitted at the discretion of the Authority provided that they are compatible or complementary to uses within the permitted use classes or that their development will not inhibit or prejudice the existence or the development of such uses.

**2. Residential**

Standards for residential development (where permitted) shall be as follows:

Dwelling Type	Min Lot Area - m <sup>2</sup> (ft <sup>2</sup> ) 1 m <sup>2</sup> = 10.76ft <sup>2</sup>	Min Floor Area - m <sup>2</sup> (ft <sup>2</sup> )	Min Frontage - m (ft)	Min Bldg Line Setback - m (ft)	Min Sideyard Width - m (ft)	Min Rearyard Depth - m (ft)	Max Lot Coverag e - %	Max Height - m (ft)
Single Dwelling	800 (8608)	80 (860)	25 (82)	6** (20)	2 (6.5)	9 (29.5)	33	8 (26)
Double Dwelling	550* (5918)	80* (860)	35 (115)	6** (20)	1.5 (5)	9 (29.5)	33	8 (26)
Row Dwelling	450* (4842)	65* (700)	15* (50)	8** (26)	1.5 (5)	9 (29.5)	33	10 (33)
Apt Bldg 1 Bed Apt	200* (2152)	40* (430)	36 (118)	8** (26)	5 (16.5)	14 (46)	33	10 (33)
2 Bed Apt	250* (2690)	50* (538)	36 (118)	8** (26)	5 (16.5)	14 (46)	33	10 (33)
3 Bed Apt	280* (3012)	70* (753)	36 (118)	8** (26)	5 (16.5)	14 (46)	33	10 (33)
4 Bed Apt	300* (3228)	70* (753)	36 (118)	8** (26)	5 (16.5)	14 (46)	33	10 (33)

\* per dwelling unit

\*\* or in accordance with the requirements of Works, Services & Transportation

1 m = 3.28 sq. ft.; 1 sq. m. = 10.76 sq. ft.

**3. Row and Apartment Housing**

Row or apartment dwellings may be permitted to satisfy the needs of, eg, families, seniors or other special needs groups, provided Council is satisfied that siting and servicing requirements have been met.

**4. Mobile Home**

- i) Development standards for residential development shall apply to mobile home development with the exception of:
  - a) Minimum floor area, and
  - b) Minimum rearyard depth.
- ii) All standards and conditions of the provincial Mobile Home Development Regulations shall apply with regard to any mobile home development.
- iii) Backlot development shall not be permitted in mobile home development.

**5. Subdivision Development**

- i) Refer to the Subdivision of Land section which forms Part IV of these Regulations"
- ii) With regard to residential subdivision design and in addition to the requirements of Part IV of these Regulations the Authority may require that;
  - a) street layout and placement of building lots conform to natural features and topography as much as possible and a grid pattern be avoided;



- b) No advertisement shall exceed 5 sq. m. (54 sq. ft.) in area.

**10. Advertisements Relating to Offsite Uses**

The conditions to be applied to the erection or display of an advertisement on any site relating to a use permitted in this or another zone, or not relating to a specific land use shall be as follows:

- a) Each advertisement shall not exceed 3 sq. m. (32 sq. ft.) in area, When the advertisements relate to a specific land use, they shall be located within a reasonable distance of, and only show thereon the name and nature of the distance or direction to the premises to which they relate.
- b) The location, siting and illumination of each advertisement shall be to the satisfaction of the Authority, having regard to the grade and alignment of streets, the location of street junctions, the location of nearby buildings and the preservation of the amenities of the surrounding area.

**11. Accessory Building**

- 1) The total of all accessory buildings associated with a permitted use in this zone shall have a lot coverage no greater than 7%, or 30 sq. m. and each building shall have a height of no more than 3 metres.
- 2) No accessory building shall project in front of any building line setback.

**12. Outdoor Market**

An outdoor market may, at the discretion of the Authority, include a used car lot, provided due consideration is given to the size and scale of the development relative to surrounding development and to the site itself. Due consideration shall also be given to buffering where appropriate, off-street parking, and to the implications of traffic movement and/or congestion as well as safe access.

**13. Access**

The number of accesses to the street shall be limited and designed to the satisfaction of the Authority, having regard to the safety and efficiency of the street for both vehicles and pedestrians.

**14. Protection of Residential Use**

Adverse effects of any proposed development on an adjacent existing residential use shall be prevented or minimized through proper site planning and the provision of buffering by the developer to the satisfaction of the Authority.

**15. Protection of Water Sources and Environment**

All development applications within 15 metres of any watercourse shall be subject to the review and approval of the Environmental Investigations Division of the Department of Environment and Lands.

**16. Service Station**

The following development standards shall apply to all proposed service stations.

- i) All gasoline pumps shall be located on pump islands designed for such purpose, and to which automobiles may gain access from either side.
- ii) Pump islands shall be set back at a minimum 4 metres from the front lot line.
- iii) Accesses shall not be less than 7 metres wide and shall be clearly marked, and where a service station is located on a corner lot, the minimum distance between an access and the intersection of the street shall be 10 metres and the lot line between entrances shall be clearly indicated.

#### **17. Mineral Exploration**

Mineral Exploration may be permitted; however, any proposed mineral development will be subject to a comprehensive environmental assessment.

#### **18. Light and General Industry**

Smaller scale light and general industrial uses such as repair, manufacturing, workshops and traditional uses related to the fishery may be permitted, providing they are not a hazard or nuisance to other uses.

#### **19. Transportation**

Transportation uses such as docks may also be permitted on the same basis as industrial uses.

#### **20. Frontage**

All development shall have street line frontage on a publicly owned and maintained road.

#### **21. Home Occupations**

- a) Home based occupations may be permitted within a dwelling on a residential building lot or in an accessory building subsidiary to the residential use, provided that the occupation is carried out by a resident of the dwelling.
- b) The use classes that may be permitted in residential dwellings and related accessory dwellings shall be restricted to the following:
  - 1) The Convenience Store use class shall be limited to specialty shops associated only with the production and/or ancillary retail sales of hand crafted or baked goods.
  - 2) The Light Industry use class shall be limited to workshops associated with the production and ancillary retail sales of wood products and furniture repair.
  - 3) The Child Care, Personal Service and Office use classes.
  - 4) Medical & Professional uses may be permitted as a discretionary use in a dwelling unit in the form of medical clinics, offices or similar uses provided that:
    - i. The use is clearly subsidiary to the residential use.
    - ii. No wholesale sales or storage of goods is carried out and any retail sales are incidental and subsidiary to the approved use.
    - iii. Medical and professional uses shall not be permitted in any building accessory to a residential use.
- c) Home occupation uses shall be compatible with adjacent uses, shall not constitute a nuisance or diminish the amenity of the surrounding area.



- d) Home occupation uses shall not occupy more than 25 percent of the floor area of a dwelling or accessory building and shall not exceed 45 m<sup>2</sup> in area in combination with the floor area of an accessory building.
- e) Retail sales shall be subsidiary to the home occupation use and may be permitted as an activity incidental to the production of specialty goods or foods.
- f) Manufacturing activities shall be limited to those commonly associated with the small scale production of specialty goods or foods.
- g) Personal Service uses on a residential building lot shall conform to the standards set out for home occupations in subsection (d).

<b>Zone Title:</b> Heritage Preservation (HP) (Red Bay)
<b>Permitted Use Classes (see Regulation 85)</b> Conservation, recreational open space.
<b>Discretionary Use Classes (see Regulations 22 and 86)</b> Cultural & civic, cemetery, transportation, communications, antenna, agriculture, light industry.

### CONDITIONS

**1. Discretionary Use Classes**

The discretionary use classes listed in this table may be permitted at the discretion of the Authority provided proper site evaluation is carried out with respect to the preservation of on-site historic resources and with consent from the Provincial Archaeology Office.

**2. Development Standards**

The priority of the Authority shall be to preserve the heritage uses existing within this use zone to the standards outlined in these regulations. The development standards for this use zone shall be as follows:

- i. Minimum building line setback 6 metres (20 ft)
- ii. Minimum sideyard width 4 metres (13 ft)
- iii. Minimum rearyard depth 10 metres (33 ft)
- iv. Maximum height 15 metres (49 ft)

**3. Cultural & Civic**

Uses such as a museum or interpretation centre may be permitted within this use class (see Condition 1).

**4. Transportation**

Uses related to the fishery or marine transportation (e.g., slipways, wharves) may be permitted (see Condition 1).

**5. Light Industry**

Storage buildings related to the fishery or marine transportation may be permitted (see Condition 1).

## USE ZONE TABLE

<b>Zone Title:</b> Rural and Resource (RR) (Red Bay)
<b>Permitted Use Classes (see Regulation 85)</b> Conservation, recreational open space
<b>Discretionary Use Classes (see Regulations 22 and 86)</b> Mineral working, cemetery, transportation, communications, solid waste disposal, antenna, agriculture

## CONDITIONS

### 1. Discretionary Use Classes

The discretionary use classes listed in this table may be permitted at the discretion of the Authority provided they are compatible or complementary to uses within the permitted use classes or that their development will not inhibit or prejudice the existence or the development of such uses.

### 2. Mineral Workings

#### 2.1 Applications

All applications for any mineral working or related development or for any development within the recommended buffer shall be subject to the review and approval of the Departments of Mines and Energy and Environment.

#### 2.2 Separation from Adjacent Uses

Unless the Authority is satisfied that the working will not create a nuisance and will not adversely affect the amenity of the specified development or natural feature, no mineral working shall be located closer than the minimum distances set out below to the specified development or natural feature.

**Minimum Distance of Pit or Quarry Working**

Existing or Proposed Residential Development (Borrow Pits)	300 metres (984 ft)
Bedrock Quarries, or where blasting may take place	1000 metres (3280 ft)
Waterbody or Watercourse	50 metres (164 ft)

**2.3 Screening**

A mineral working shall be screened in the following manner where it is visible from a public street or highway, developed area, or area likely to be developed during the life of the working:

- (a) Where no tree screens exist of sufficient width and density to constitute a visual screen, earthen berms shall be constructed to a height sufficient to prevent visibility from any part of the mineral working operation from adjacent uses (excepting forestry and agriculture) or adjacent public highways and streets. The berms shall be landscaped to the Authority's satisfaction.
- (b) Where natural topography creates a visual screen between mineral workings and adjacent land uses, additional screening may not be required.
- (c) Where effective screening for any mineral working or associated processing or manufacturing use cannot be installed or located as required above, the Authority may refuse to permit the mineral working or associated activity.

**2.4 Fencing**

The Authority may require the mineral working site or excavated area of a pit or quarry working to be enclosed by a fence designed and constructed to its specifications and no less than 1.8 metres (6 feet) in height.

**2.5 Water Pollution**

No mineral working or associated storm or sanitary drainage shall unacceptably reduce the quality of water in any waterbed or watercourse. Any access road to a pit and quarry working which crosses a brook or stream shall be bridged or culverted at the crossing in accordance with the Regulations of the Department of Environment and Lands.

**2.6 Water Ponding**

No mineral working shall result in the excavation of areas below the level of the water table nor in any way cause the accumulation or ponding of water in any part of the site. Settling ponds may be permitted with the approval of the Department of Environment and Lands.

**2.7 Erosion Control**

No mineral working shall be carried out in a manner so as to cause erosion of adjacent land.

**2.8 Site Maintenance**

The mineral working shall be kept clean of refuse, abandoned vehicles, and abandoned equipment and any derelict buildings.

**2.9 Access Roads**

During extended periods of shutdown, access roads to a mineral working shall be ditched or barred to the satisfaction of the Authority.

**2.10 Stockpiling Cover Material**

All stumps, organic material and topsoil, including the rusty coloured and iron stained layer, shall be stripped and stockpiled at least 5 metres (16 feet) from active quarry or stockpile areas. The owner or operator shall ensure that the quantity of the topsoil is not affected by dilution with other materials.

**2.11 Operating Plant and Associated Processing and Manufacturing**

The Authority may permit processing and manufacturing use associated with mineral workings provided that, in the opinion of the Authority, the use does not create a nuisance nor is liable to become a nuisance or offensive by the creation of noise or vibration, or by reason of the emission of fumes, dust, dirt, objectionable odour, or by reason of unsightly storage of materials.

All permanent or temporary buildings, plants and structures associated with processing and manufacturing will be located so as not to interfere with the present or future extraction of aggregate resources.

The Authority may specify a minimum separation distance between operating plant or associated processing and manufacturing structure or equipment and adjacent developed areas likely to be developed during the life of the mineral working.

**2.12 Termination and Site Rehabilitation**

Upon completion of the mineral working, the following work shall be carried out by the operation:

- a) All buildings, machinery and equipment shall be removed.
- b) All pit and quarry slopes shall be graded to slopes less than 20 degrees or to the slope conforming to that existing prior to the mineral working.
- c) Topsoil and many organic materials shall be re-spread over the entire quarried area.
- d) The access road to the working shall be ditched or barred to the satisfaction of the Authority.
- e) If the mineral working contains reserves of material sufficient to support further extraction operations, the Authority may require the work described above to be carried out only in areas of the site where extraction has depleted reserves.
- f) Prior to commencement of the mineral working, Council may require the developer to post a bond to be repaid once site rehabilitation has taken place. The amount of the bond shall be no less than 10% (ten percent) of the estimated cost of site rehabilitation, which shall be repaid with interest upon satisfactory termination and rehabilitation of the site.

**3. Protection of Water Sources and Environment**

An environmental buffer a minimum width of 15 metres (49 feet) shall be preserved along the high water mark of all bodies of water, including rivers, streams, ponds and wetlands. Any development within the water or within the designated buffer area must be approved under Section 48 of the *Water Resources Act* prior to the start of construction.



#### **4. Recreational Open Space Uses**

- i) No development of this kind shall be approved if it will have noticeable off-site effects from pollution, noise, visual impact or traffic which cannot be considered acceptable, or which cannot be made acceptable within the context of the surrounding area.
- ii) A site plan must be included with proposals for recreational, open space uses having more than two on-site activities; or for extensions or additional activity at the site of existing development of this kind. The site plan must clearly depict in proper scale and proportion the layout of all existing and proposed features of the site including activities, buildings and parking areas as well as any other items that Council may require.
- iii) Buffers of existing plant growth must be retained around the site, including the parking area and any part fronting along a public road for a depth of at least 3 m (10 feet). Landscaping of buffers, parking areas, accesses and of the entire development in general is required and must be to the satisfaction of Council.
- iv) All buildings on-site and otherwise associated with this development must have properly finished exteriors and be maintained to the satisfaction of Council.

#### **5. Solid Waste Disposal**

- (i) A buffer of not less than 1.6 km will be maintained around the municipal solid waste disposal site (see Map 1) to protect against smell, rodents and other adverse environmental effects. Within the buffer zone, residential use may be permitted through infilling/rounding out of existing development and as otherwise allowed in this Plan, except where it further encroaches on the waste disposal site.
- (ii) A new municipal solid waste disposal site may be permitted subject to meeting environmental and buffering requirements.

#### **6. Agriculture**

Uses that may be permitted in this use class include traditional resource-based activities such as home gardening and fur farming.

#### **7. Heritage Preservation**

The Authority will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay and its people, including aboriginal sites. This will include the preservation of archaeological sites, in consultation with the Provincial Archaeology Office and pursuing the designation of heritage structures under provision 248 of the Municipalities Act.

USE ZONE TABLE

Zone Title:     Future Expansion (C) (Red Bay)
<b>Permitted Use Classes (see Regulation 85)</b> None except maintenance and operation of existing uses.
<b>Discretionary Use Classes (see Regulations 22 and 86)</b> None.

**1. Comprehensive Planning**

The Authority will require that the area zoned Future Expansion be given comprehensive planning and engineering assessments on its suitability as a residential expansion area, including the feasibility of providing municipal services. If the site is found to be suitable, the Authority will require the development of a plan of subdivision and the Municipal Plan and these Development Regulations will be amended accordingly.

**2. Historic Resources**

Any development must be preceded by a Stage 1 Historic Resources Impact Assessment as defined by Provincial Regulation.

## SCHEDULE D

### GUIDE TO OFF-STREET PARKING

1. The off-street parking requirements for land uses set out in Schedule B are addressed in the following table. They include some uses existing in the Town and some that may be contemplated by Council at a future date.
2. In the case of developments that include more than one land use, these standards shall be regarded as cumulative.
3. Adequate off-street provision for drop-off and pickup of persons shall be provided in developments where required, such as uses within the education, passenger assembly, child care, medical treatment and special care, commercial residential and take-out food service use classes.

GROUP	DIV	CLASS	MINIMUM REQUIREMENTS	
A	1	a) Theatre	One space for every 5 seats	
		a) Cultural & Civic	One space/50 square meters of gross floor area.	
			b) General Assembly	One space/10 square meters of gross floor area.
			c) Educational	Schools – 2 spaces/classroom Further education – 1 space/5 persons using the facilities (students, faculty & staff).
			d) Place of Worship	One space/5 seats
			e) Passenger Assembly	As specified by the Authority
			f) Club & Lodge	One space/3 persons that may be accommodated at one time
			g) Catering	One space/3 persons that may be accommodated at one time
			h) Funeral Home	One space/10 square meters of gross floor area
			i) Child Care	One space/20 square meters of gross floor area
			j) Amusement	One space/10 square meters of gross floor area
	3	a) Indoor Assembly	As specified by the Authority	
	4	a) Outdoor Assembly	As specified by the Authority	
B	1	a) Penal & Correctional Detention	As specified by the Authority	

**Town of Red Bay Development Regulations 2010-2020**

	2	a) Medical Treatment & Special Care	One space/2 patients
C	1	a) Single Dwelling	Two spaces/dwelling unit
		b) Double Dwelling	Two spaces/dwelling unit
		c) Row Dwelling	Two spaces/dwelling unit
		d) Apartment Building	Three spaces/2 dwelling units
	2	a) Collective Residential	As specified by the Authority
		b) Commercial Residential	One space/guest room
		c) Seasonal Residential	One space/residential unit
		d) Mobile Home	Two spaces/dwelling unit
D	1	a) Office	One space/20 square meters of gross floor area
		b) Medical & Professional	One space/20 square meters of gross floor area
		c) Personal Service	One space/20 square meters of gross floor area
		d) General Service	One space/20 square meters of gross floor area
		e) Communications	As specified by the Authority
		f) Police Station	As specified by the Authority
		g) Taxi Stand	As specified by the Authority
		h) Take-out Food Service	One space/20 square meters of gross floor area
		i) Veterinary	One space/20 square meters of gross floor area
		E	1
b) Shop	One space/20 square meters of gross floor area		
c) Indoor Market	As specified by the Authority		
d) Outdoor Market	As specified by the Authority		
e) Convenience Stores	One space/20 square meters of gross floor area		
F	1	a) Hazardous Industry	One space/employee
	2	a) General Industry	One space/employee
		b) Service Station	One space/20 square meters of gross floor area
	3	a) Light Industry	One space/employee

**SCHEDULE E  
LAND USE ZONING MAPS  
(ATTACHED)**



DECEMBER 2011

# Red Bay

National Historic Site of Canada

## Management Plan

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by the Chief Executive Officer of Parks Canada, 2011.

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## Foreword



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

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

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

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

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

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

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

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

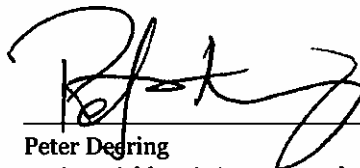
## Recommendations

*Recommended by:*



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**Alan Latourelle**  
*Chief Executive Officer*  
*Parks Canada*



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

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

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

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## Executive Summary

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

The management plan includes:

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

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

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

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

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

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

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

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

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## 1.0 Introduction



Red Bay National Historic Site of Canada. Parks Canada.

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

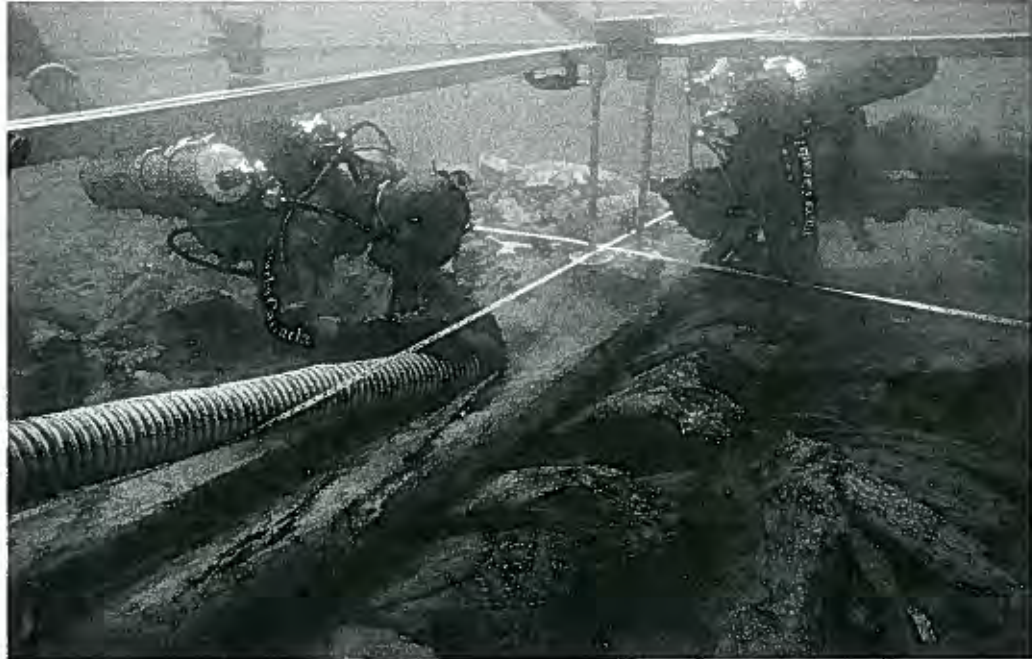
*The Parks Canada Agency Act (1998)* confers on Parks Canada the responsibility to implement the *Canada National Parks Act (2000)* and ensure the commemorative integrity of national historic sites. In accordance with this Act, management plans are prepared for national historic sites owned and/or administered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

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

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

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

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



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

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

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

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



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

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

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

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

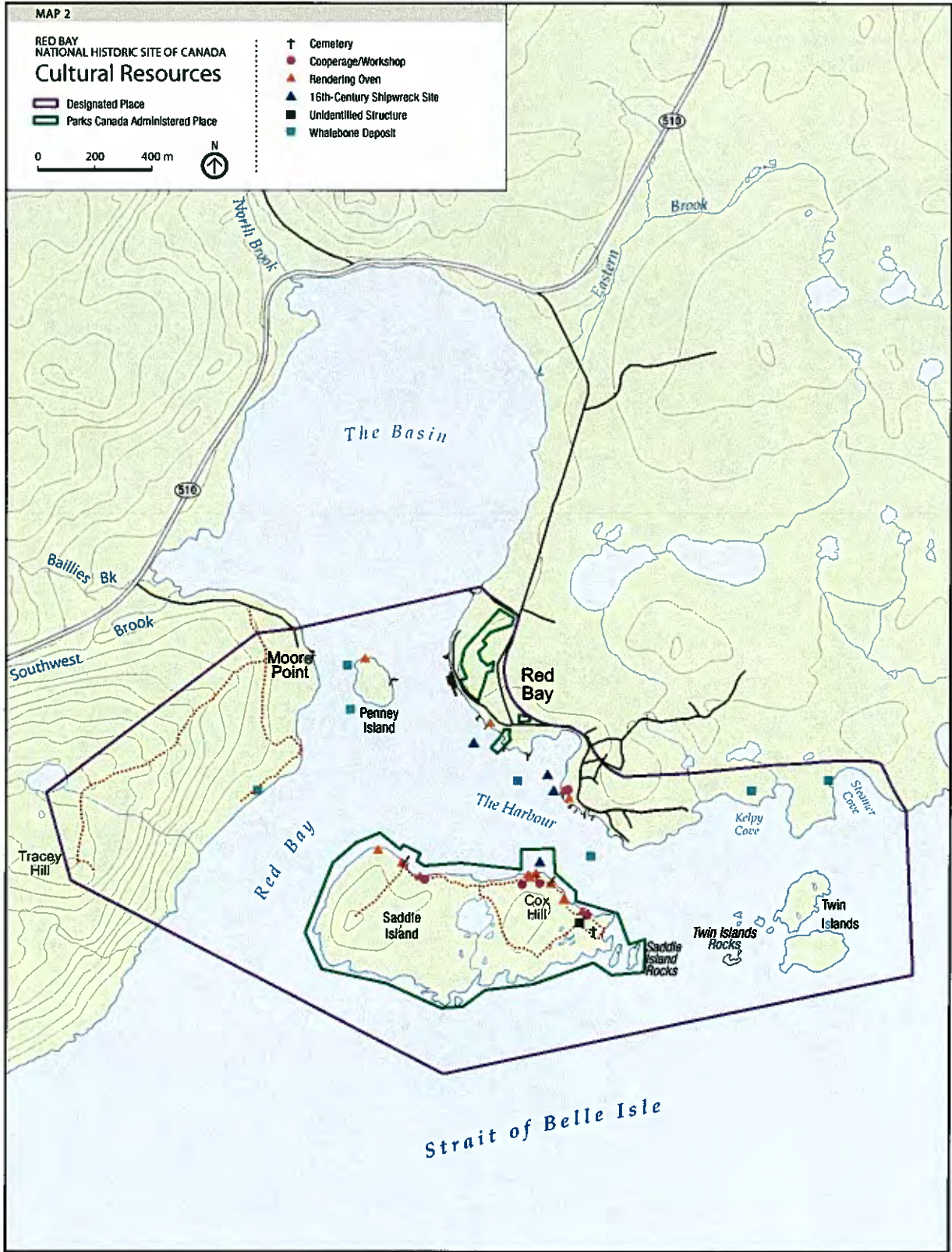
Red Bay NHS is one of several sites that commemorate the history of the Strait of Belle Isle area. These include L'Anse Amour NHS, located just south of Red Bay, which features the earliest known funeral monument in the New World, created between 6100 and 6600 B.C.E. L'Anse aux Meadows NHS, located across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

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



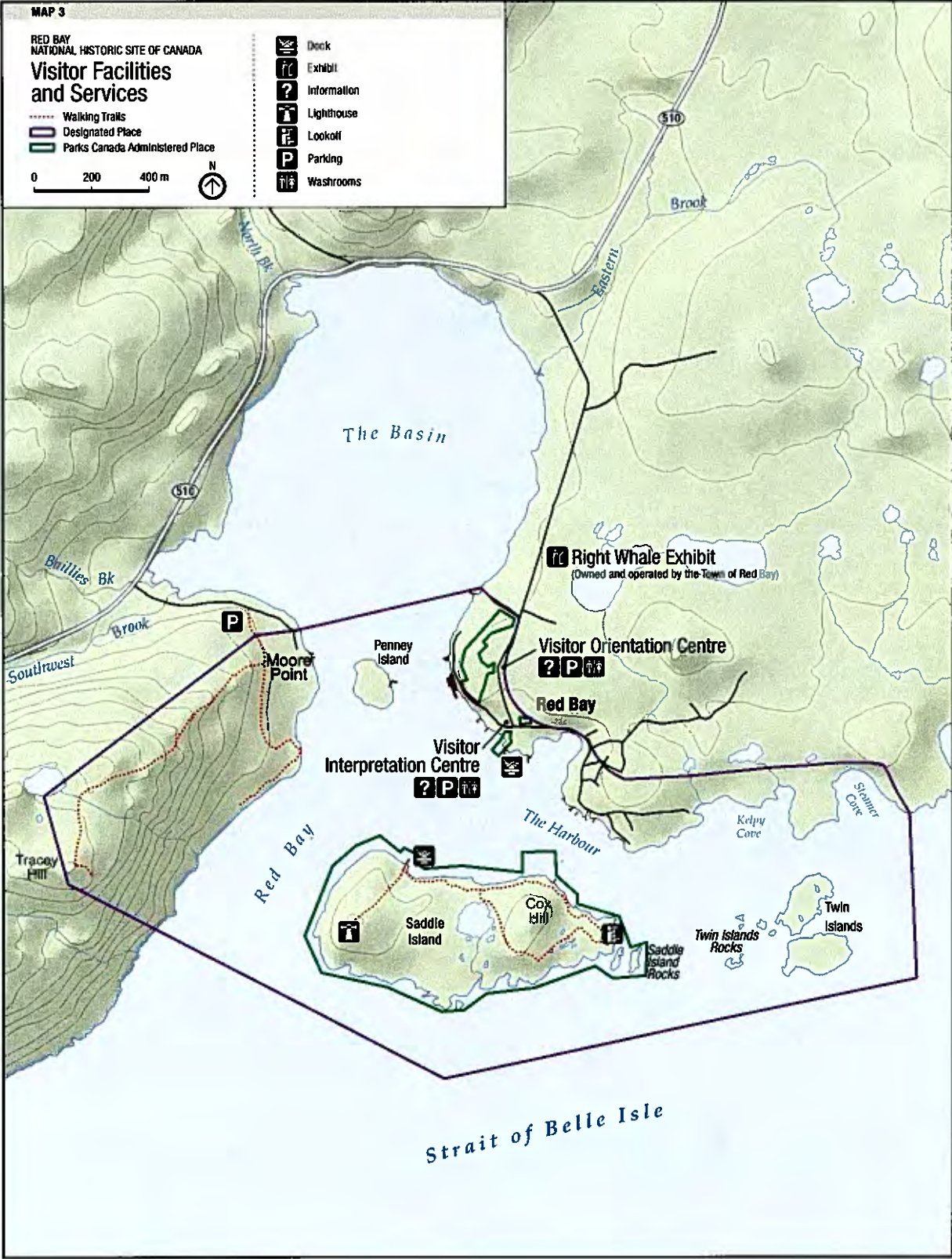
Map 1: Regional Setting





Map 2: Cultural Resources





Map 3: Visitor Facilities and Services





### 3.0 Planning Context



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

#### **Regional**

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

#### **Aboriginal Relations**

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

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

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

#### **Cultural Resources**

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

#### **Visitor Experience**

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

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

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

#### **Outreach**

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



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

#### **Partner and Stakeholder Engagement**

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

#### **Key Issues**

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

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

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

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

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

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

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

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

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

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

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

**Assets**

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

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

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

**World Heritage Site Nomination Process**

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

## 4.0 Parks Canada Principles of Management

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

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





## 5.0 Vision for Red Bay National Historic Site



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

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

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

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

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



## 6.0 Key Strategies



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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



**APPENDIX 1:**

**5-Year Implementation Strategy with Targets and Actions**

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

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

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

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

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

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

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

#### **Strategy Targets**

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

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

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

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

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

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

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

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

**Strategy Targets**

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



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

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

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

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

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

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

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

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

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

**Strategy Targets**

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



**APPENDIX 2:**

**Summary of Strategic Environmental Assessment**

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

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

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

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

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

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

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

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

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





### APPENDIX 3: Glossary

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

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

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

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

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

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

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



WHC REGISTRATION  
Date 16.01.12  
Id N° 1612  
Copy 4 Item 09

**Red Bay National Historic Site**  
**COMMEMORATIVE INTEGRITY STATEMENT**

**Parks Canada  
Canadian Heritage  
Newfoundland and Labrador  
March 1997**

**Approved by/ Approuvé par:**

*Lee*

*May 12/97*

Tom Lee,  
Assistant Deputy Minister  
Parks Canada  
Department of Canadian Heritage

Sous-ministre adjoint  
Parcs Canada  
Ministère du Patrimoine canadien

Date

*Joe O'Brien*

*24/4/97*

Joe O'Brien,  
Director General  
Eastern Canada  
Parks Canada

Directeur général  
Est du Canada  
Parcs Canada

Date

*for M.E.A. Hall*

*21/04/97*

M.E.A. Hall,  
Director  
Newfoundland and Labrador  
Department of Canadian Heritage

Directrice provinciale  
Terre-Neuve et Labrador  
Ministère du Patrimoine canadien

Date

*[Signature]*

*26/3/97*

Arlene King,  
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Terre-Neuve et Labrador  
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Date

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## **SECTION A: INTRODUCTION**

### **1. Definition and Purpose of Commemorative Integrity**

Commemorative integrity is a concept used to define the health and wholeness of national historic sites based on the commemorative intent or reasons for the site's national historic significance. Commemorative integrity is achieved when:

- the resources that symbolize or represent the importance of the site are not impaired or under threat,
- the reasons for the site's national historic significance are effectively communicated to the public, and,
- the site's heritage values are respected by all whose actions or decisions affect the site.

Commemorative integrity focuses Parks Canada's activities on what is most important about the site. It ensures that the whole site is incorporated in management and it is the basis for measuring and reporting to Canadians on the state of national historic sites.

Commemorative Integrity is the cornerstone of Parks Canada's National Historic Sites objectives:

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.
- To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources.
- To encourage and support the protection and presentation by others of places of national historic significance not administered by Parks Canada.

Canada's national historic sites reflect and symbolize our national identity and our heritage. The Government of Canada is dedicated to ensuring that the system of national historic sites represents the full range of Canada's history.

## 2. Historic Context

In late medieval Europe, whale oil was a rare and highly prized commodity. It burned brighter than the more common vegetable oils, and was used in the manufacture of soap, treatment of fabrics and in pharmaceutical products. By the mid-16th century European fishermen were pursuing this valuable commodity by exploiting the rich marine resources of the Strait of Belle Isle in the area known then as Grand Bay. Basque merchants and ship owners in France and Spain mounted regular seasonal expeditions to the south coast of Labrador and the north shore of Quebec, to hunt whales and process oil. The whalers used many harbours along the coastline where they anchored their ships and established shore stations. Red Bay, one of the most protected harbours in the region, was known as one of the largest ports.

At the height of the industry's prosperity, as many as 1,000 men may have been working out of Red Bay. In a good year one whaling ship could carry sufficient oil to more than pay for the ship. Whalers, coopers and other workers were paid on a share system. Whaling expeditions, although profitable, were dangerous ventures. Death could come to the whalers by drowning, and if caught in the ice at the end of the season, cold, hunger and scurvy took its toll due to the harsh environment of the Labrador coast in winter.

The slow-swimming bowhead whale, *Baleana mysticetus* and the North Atlantic right whale, *Eubalaena glacialis*, were hunted and harpooned from whale boats known to the Basque as *chalupas*. They then towed them to the station. They stripped the blubber from the carcass of the whales, cut it into chunks, then carried to the tryworks where it was rendered into oil in large copper cauldrons. Once rendered the oil was ladled into barrels that were assembled at the station from parts brought from the west coast of Europe. The barrels were loaded aboard the whaling ships and at the end of the season shipped back to European markets.

After several decades of prosperity, Basque whaling in Canada began to diminish in the final years of the 16th century and all but ceased by about 1620. Factors that contributed to the decline are many and may have included: over hunting, climatic change, economic viability, political circumstances, shortages of resources after the Spanish Armada disaster of 1588 and the discovery of new whaling grounds at Spitsbergen.

## **SECTION B: STATEMENT OF COMMEMORATIVE INTENT**

**The Red Bay area is designated as a national historic site because it contains the remains of numerous, well-preserved terrestrial and submerged cultural resources associated with one of the principal 16th century Basque whaling ports in Canada.**

**Furthermore, the various vessels found at Red Bay are considered to be of national historic significance for their representation of major developments in the evolution of ship design and construction in the 16th century.**

The statement of commemorative intent refers specifically to the reasons why a site has been designated as having national historic significance and is derived from the recommendations and deliberations of the Historic Sites and Monuments Board of Canada.

In June of 1979, following consideration of documentary and archaeological evidence, the Historic Sites and Monuments Board of Canada recognized the significance of the site. The Board's recommendation for Red Bay helps to define the geographical area for the commemoration:

**in view of the documentary and archaeological evidence already available the Committee has no hesitation in recommending that the Red Bay area be designated of national historic importance**

Following a decade of research the Board reconsidered the Red Bay site. Its 1989 recommendation clearly identifies the activity and the period encompassed within the commemoration:

**in light of the exceptional significance of the Red Bay area at the national and indeed at the international level, it was the collective responsibility of the Federal Government and that of Newfoundland and Labrador to protect and present the resources associated with the Basque whaling activities in the 16th century for the benefit of this and future generations.**

Through its deliberations the Board considered research and documentation related to Red Bay that demonstrated that the concentration of 16th century Basque cultural resources indicates that Red Bay was one of the larger whaling stations on the Labrador coast and that their state of preservation contributed greatly to our understanding of the activities that occurred there. Recognizing their value the Board directed that the cultural resources, both on land and below the water, be protected:

**The Canadian Parks Service be directed to enter into discussions without delay with the Government of Newfoundland and Labrador with a view to cooperating with it in order to ensure through federal acquisition of the site or otherwise, the protection of the resources at Red Bay, both terrestrial and underwater, associated with themes of Basque whaling . . .**

In June of 1996 the Board reconsidered its recommendation relating to the submerged whaling ships and boats found at Red Bay. Recognizing that the vessels are "intrinsically of national historic significance because of the contribution they make to the knowledge of shipbuilding in the 16th century" the Board expanded the 1989 recommendation to specifically include the remains of the ships and boats:

**to protect and present the resources associated with the Basque whaling activities in the 16th century, including the Basque whaling ships and boats found in the Bay.**

Further substantiation for the Commemorative Intent Statement can be derived from the approved Historic Sites and Monuments Board of Canada plaque (see Appendix A).

**SECTION C:    *COMMEMORATIVE INTEGRITY: SITE SPECIFIC  
TREATMENT OF THREE ELEMENTS***



**ELEMENT ONE:**        ***The resources that symbolize or represent the site's national historic significance are not impaired or under threat.***

**IDENTIFIER 1.1.    The Historic Place<sup>1</sup>**

**DESCRIPTION** The historic place consists of the area that contains the natural and cultural features associated with the use of Red Bay for whaling by the Basque in the 16th century. It encompasses Red Bay harbour from the reddish coloured bluffs that acted as markers for early mariners, to the islands and shoreline where whale oil was processed, from the bottom of the basin where the remains of a whale were found to the hills and vantage points surrounding the harbour that witnessed 16th century Basque activity (see figure 1).

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. It is here that the cold ocean currents from the north converge with the warm rich waters from the south resulting in an abundance of marine flora and fauna that attracted whales and other marine animals. Red Bay's location gave whalers visual and physical access to the whales that historically navigated these waters in massive numbers.

Red Bay's harbour is deep enough to anchor 16th century transoceanic vessels both in the basin and close to the shore. Saddle Island, strategically located across the mouth of Red Bay harbour, protects the inner basin from storms and strong onshore winds. The beaches and shoreline of the area provided materials and a good base for construction of oil processing facilities. Small hills and promontories at the mouth of the harbour may have acted as lookouts or signalling stations for the whalers. Archaeologists have found evidence of all these whaling activities.

Along the shorelines of Red Bay and the islands the remains of shore stations that contained tryworks, wharves and workshops are found. Living quarters and grave sites have been found on Saddle Island where there is evidence of more than one hundred burials. Pieces of clay tiles used in the roofs of tryworks and coopering structures are scattered throughout the area, along the beaches and under the water in Red Bay harbour. The remains of the archaeological sites are not visible above ground.

The submerged archaeological resources found in Red Bay harbour include the remains of whaling boats used for hunting whales, a few remains of larger boats used for servicing the shore stations, the remains of three ships used for transporting men and oil across the Atlantic Ocean and an array of associated small artifacts. A massive collection of whale bones was found in the water and along the beaches of Red Bay - many more remain just below the ground's surface at the beach in Tracey.

A reinforced enclosure, close to its original location, protects the submerged remains of one of the Basque whaling ships thought to be the *San Juan*. Two unexcavated ships remain in place close to the south east shoreline of the community. With the exception of one boat that was reburied with the *San*

---

<sup>1</sup> *The historic place/national historic site is larger than the Parks Canada administered property.*

*Juan*, the smaller vessels have been removed for conservation treatment. Together the Red Bay remains represent all major elements of 16th century Basque whaling.

**HISTORIC VALUES**      The historic place as a whole is of national significance because of:

- its prominent role in the Basque whaling industry in Canada,
- the large number and broad range of the remains that attest to the scale and scope of whaling activity that took place at Red Bay,
- the exceptional state of preservation of the resources, particularly the tryworks and vessels, that have added significantly to our understanding of the technology and organization of the Basque whaling industry, and
- the large areas of the 16th century natural and cultural landscape of Red Bay harbour, particularly on Saddle Island, that remain undisturbed by more recent developments.

**OBJECTIVES**              The historic place will be unimpaired when:

- developments, incidental damage or natural agents of erosion do not impair the remaining undisturbed areas of the cultural landscape associated with 16th century Basque whaling,
- all sites of cultural resources associated with Basque whaling are protected from further disturbance or destruction, except authorized archaeological excavation,
- all collections of artifacts, including the whale bones, associated with Basque whaling are maintained according to Parks Canada and/or the Government of Newfoundland and Labrador collections management standards, and
- visitors and all those whose decisions and actions affect the national historic site understand, appreciate and respect the historic values associated with the site.

**IDENTIFIER:** 1.2. **Shore Stations**

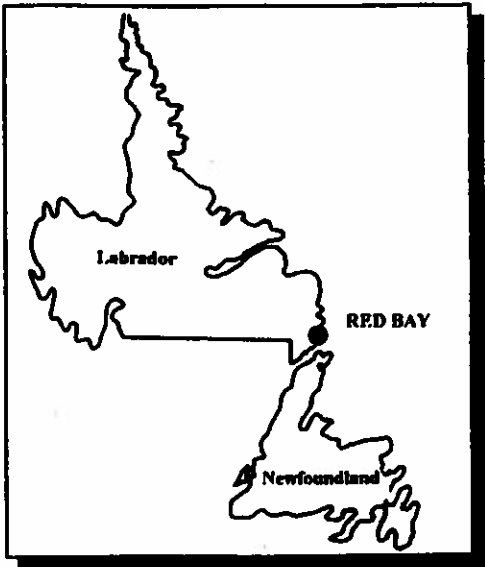
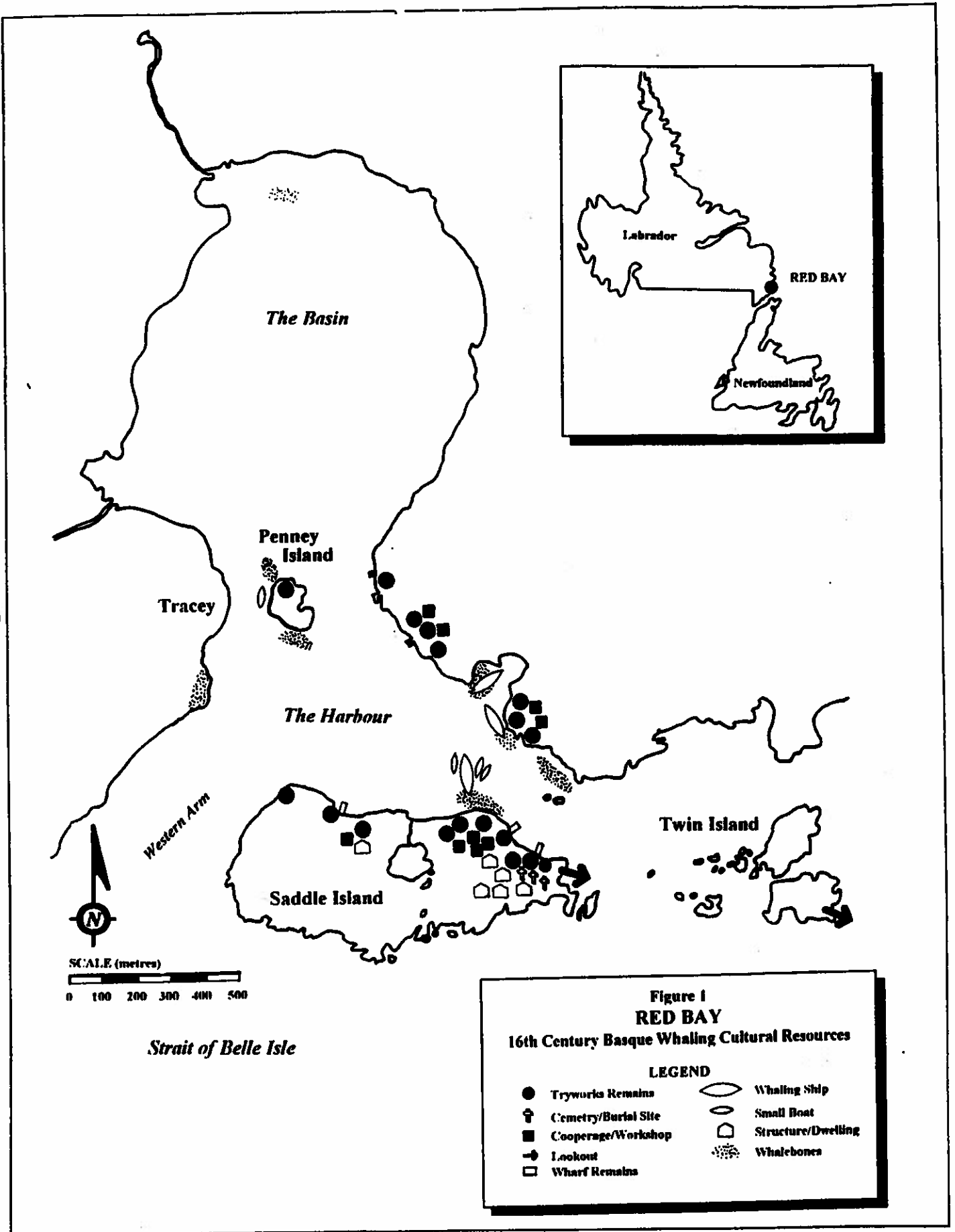
**DESCRIPTION** Shore stations consist of the remains of complexes of tryworks, cooperages/workshops, wharves, dwellings, etc. located along the shores of Red Bay harbour (see Figure 1). Many of these sites have been excavated. The in-situ physical remains consist mainly of the stone masonry of the tryworks and the footprints of the other structures. Basque roofing tiles scattered around the harbour come mainly from these stations. A volumetric reconstruction has been created at one of the shore station sites.

**HISTORIC VALUES** The remains of the shore stations are directly associated with the site's national historic significance because of their

- major role in 16th century Basque whaling at Red Bay,
- representation of the industrial processes (flensing, rendering, coopering etc.) involved in Basque whaling,
- manifestation of the scope, scale and distribution of whaling operations along the shores of Red Bay harbour,
- physical features and qualities used in the whaling station structures that represent specifically Basque design, architecture and materials,
- demonstration of the organization, function and spatial relationships within and between shore stations, and
- representation of the physical organization of the whaling industry at Red Bay as a group of individually owned and operated enterprises.

**OBJECTIVES** The shore stations will be unimpaired when:

- the in-situ remains are stable and not under threat from natural processes of erosion or weathering,
- the in-situ remains are protected against deliberate, incidental or cumulative damage that may result from disturbance, with the exception of authorized archaeological excavation,
- their appearance and structural integrity are not impaired by intrusive site development activities, and
- the historic values associated with the shore stations are understood, appreciated and respected by visitors and all whose actions or decisions affect them.



**Figure 1**  
**RED BAY**  
 16th Century Basque Whaling Cultural Resources

**LEGEND**

- Tryworks Remains
- † Cemetery/Burial Site
- Cooperage/Workshop
- Lookout
- Wharf Remains
- ◡ Whaling Ship
- ◓ Small Boat
- Structure/Dwelling
- ⋯ Whalebones

<b>IDENTIFIER</b>	<b>1.3. (?)Lookouts</b>
<b>DESCRIPTION</b>	At two locations atop natural promontories (see Figure 1), fire pits and other features have been interpreted as the remains of lookouts (or, possibly, signalling stations) related to Basque whaling activities.
<b>HISTORIC VALUES</b>	<p>The remains of the lookouts are directly associated with the national historic significance of Red Bay because of their:</p> <ul style="list-style-type: none"> <li>• believed association with Basque whaling at Red Bay, and</li> <li>• believed relationship to, and their role in, the operation of nearby shore stations (particularly those on Saddle Island).</li> </ul>
<b>OBJECTIVES</b>	<p>The lookouts will be unimpaired when:</p> <ul style="list-style-type: none"> <li>• the in-situ structural remains are stable and not under threat from natural processes of erosion or weathering,</li> <li>• the in-situ remains are protected against deliberate, incidental or cumulative damage that may result from disturbance, except for authorized archaeological excavation,</li> <li>• their historic values are understood, appreciated and respected by visitors and all whose actions or decisions affect them, and</li> <li>• their appearance and structural integrity are not impaired by intrusive site development.</li> </ul>



**IDENTIFIER** 1.4. (?)Chapel

**DESCRIPTION** The remains of a building on Saddle Island (see Figure 1) have been tentatively identified as the remains of a chapel. They consist of the footprint of the building, with some depressions suggesting where support posts once stood. A volumetric reconstruction was created at this site.

**HISTORIC VALUES** The presumed chapel contributes to the national historic significance of the site because of its:

- witness to the social and spiritual dimensions of Basque culture that accompanied the industrial whaling activities at Red Bay, and
- physical features and qualities that represent specifically Basque design, architecture and materials used in such structures in the context of a remote whaling base.

**OBJECTIVES** The presumed chapel will be unimpaired when:

- the in-situ remains are stable and not under threat from natural processes of erosion or weathering,
- the in-situ remains are protected against deliberate, incidental or cumulative damage that may result from disturbance, except for authorized archaeological excavation,
- the appearance of the site is not impaired by intrusive site development, and
- historic values associated with the chapel remains are understood, appreciated and respected by visitors and all whose actions or decisions affect them.

<b>IDENTIFIER</b>	<b>1.5. Cemetery and Grave Sites</b>
<b>DESCRIPTION</b>	A Basque cemetery of sixty-two graves containing the remains of more than 140 individuals was found at the southern end of Saddle Island (see Figure 1). Several other burials were found outside the cemetery at individual grave sites. The grave sites are marked by rows of stones placed on the surface of the ground.
<b>HISTORIC VALUES</b>	<p>The cemetery and other burial sites are directly associated with the national historic significance of the site because of their:</p> <ul style="list-style-type: none"> <li>• representation of the social and spiritual dimensions of the Basque whaling culture at Red Bay,</li> <li>• witness to the mortal dangers of 16th century Basque whaling at Red Bay, and</li> <li>• representation of Basque cemetery organization and burial practices at a remote whaling base.</li> </ul>
<b>OBJECTIVES</b>	<p>The cemetery and other burial sites will be unimpaired when:</p> <ul style="list-style-type: none"> <li>• the in-situ remains are stable and not under threat from natural processes of erosion or weathering,</li> <li>• the in-situ remains are protected against deliberate, incidental or cumulative damage that may result from disturbance, except for authorized archaeological excavation,</li> <li>• the appearance of the cemetery and burial sites is not impaired by intrusive site development,</li> <li>• physical development does not impact on the location of any grave site,</li> <li>• respect for the sacred nature of these sites is shown in all site development and operational activities, and</li> <li>• their historic values are understood, appreciated and respected by visitors and all whose actions or decisions affect them.</li> </ul>

**IDENTIFIER****1.6. Whaling Ships****DESCRIPTION**

This group of resources consists of the remains of three 16th-century Basque seagoing ships that are lying on the bottom of Red Bay harbour. One whaling ship, thought to be the *San Juan*, has been dismantled, recorded, and reburied under a massive protective covering on the harbour bottom near the original wreck site. The other ships have been left where they were found.

**HISTORIC VALUES**

The Basque whaling ships are directly associated with the site's national historic significance because of their:

- representation of a significant phase in the evolution of ship design and construction in the 16th century.
- essential role in Basque whaling at Red Bay,
- representation of the transportation aspect of the 16th century Basque whaling industry in Canada,
- exceptional state of preservation of the physical features that specifically reflect Basque design, craftsmanship and materials used in the construction of whaling ships of the period, and
- manifestation of the capital investment associated with a Basque commercial whaling enterprise.

**OBJECTIVES**

The remains of the whaling ships will not be impaired or under threat when:

- measures are in place that prevent unauthorized excavation or disturbance of the wreck sites,
- they are protected from the effects of pollution and natural processes (e.g., ice-scour),
- their condition is periodically monitored to ensure that they are maintained in their current state with no visible deterioration, and
- their historic values are understood, appreciated and respected by visitors and all whose actions or decisions affect them.

<b>IDENTIFIER</b>	<b>1.7. Boats</b>
<b>DESCRIPTION</b>	<p>The remains of four boats associated with Basque whaling at Red Bay have been found on the bottom of Red Bay harbour. These vessels range from a 10-metre vessel known to the Basque as a <i>pinaza</i> through to a smaller boat (believed to be what was known as a <i>bate!</i>) to two whale-hunting boats ( known to the Basque as <i>chalupas</i>).</p> <p>The remains of three boats have been removed for conservation while one of the <i>chalupas</i> has been reburied with the remains of the dismantled whaling ship.</p>
<b>HISTORIC VALUES</b>	<p>The boat remains are directly associated with the site's national historic significance because of their:</p> <ul style="list-style-type: none"> <li>• exceptional state of preservation of physical qualities reflecting specifically Basque design, craftsmanship and materials used in the construction of vessels for the whaling industry,</li> <li>• representation of a significant phase in the evolution of boat design, construction and assembly in the 16th century,</li> <li>• for the <i>chalupas</i> - their essential role in the whaling operation, in the hunting stages (pursuing, killing and towing), and</li> <li>• for the other vessels - their representation of the scale and complexity of the support services necessary for the operation of whaling stations.</li> </ul>
<b>OBJECTIVES</b>	<p>The boats will not be impaired or under threat when:</p> <ul style="list-style-type: none"> <li>• the reburied vessel is managed and protected in the same manner as the <i>San Juan</i>,</li> <li>• conservation treatment is completed on those boats that were raised and removed,</li> <li>• the conserved boats are secure and are maintained in a stable environment,</li> <li>• all the boat parts are managed as a collection according to Parks Canada collection management standards, and</li> <li>• their historic values are understood, appreciated and respected by visitors and all whose actions or decisions affect them.</li> </ul>

**IDENTIFIER****1.8. Artifacts****DESCRIPTION**

The artifacts consist primarily of objects recovered during excavations of both land and underwater sites and a large accumulation of butchered whalebones also recovered from the excavations (see Appendix B for further detail).

Most of the objects from the terrestrial excavations are currently held in collections at Memorial University of Newfoundland, while those from the underwater sites are at Parks Canada's Archaeological Research Division in Ottawa. The major exception to this is the large quantity of excavated Basque roofing tiles. Most of these were reburied in the backfill of the sites from which they came. The provincial Historic Resources Division manages the butchered whalebones that are stored at Red Bay.

There are a number of known artifacts, likely associated with Basque whaling, scattered on the bottom of the harbour, while others may well exist beneath the structures along the shoreline of the community where shore stations once stood. As well, most beaches in the community and on the islands contain the ubiquitous scatter of roofing tile shards worn smooth by wave action.

**HISTORIC VALUES**

The artifacts associated with the period of Basque whaling at Red Bay contribute to the national significance of the site because of their:

- reflection of all aspects of the Basque whaling industry, both the direct hunting and processing activities and the indirect socioeconomic and spiritual context,
- representation, particularly through the quantity of whalebones and roofing tile shards, of the scale of Basque whaling enterprises at this site, and
- physical reflection of the specifically Basque material culture of the whaling industry at this site.

**OBJECTIVES**

The artifacts will not be impaired or under threat when:

- those in collections have been appropriately conserved, are secure and are maintained in a stable environment,
- artifact collections are managed according to Parks Canada and/or Government of Newfoundland and Labrador collection management standards,
- the whalebone collection is maintained and managed as a collection in a suitable storage facility,
- their historic values are understood, appreciated and respected by visitors and all whose actions or decisions affect them, and
- in-situ artifacts remain undisturbed in their existing locations, i.e., visitors and others are effectively discouraged from removing in-situ artifacts from terrestrial sites, the harbour bottom and from the shores of Red Bay harbour.



**ELEMENT TWO:**

***The reasons for the site's national historic significance are effectively communicated to the public.***

**MESSAGES**

The following messages of national significance will be communicated at Red Bay and to other Canadians through outreach programs:

- Red Bay was one of the principal Basque whaling ports in Canada,
- The cultural resources of Red Bay related to 16th century Basque whaling are directly associated with the national historic significance of the site because they are numerous and are well preserved, represent all aspects of whale hunting, processing and shipping, and help us to understand the Basque whaling activities that took place at Red Bay, and
- The remains of the vessels are significant because they contribute to our understanding of the evolution of seafaring technology in the 16th century.

Integral to understanding the messages of national significance is an understanding and appreciation of:

- the nature and extent of whaling activities that took place at Red Bay,
- Red Bay's position in the organization of Basque whaling in Canada in the 16th century,
- the social, economic, environmental and political influences that drove Basque whaling in the 16th century,
- the seafaring technology and knowledge used by the Basque in the 16th century to travel across the Atlantic Ocean to Red Bay,
- the technology used to hunt whales, and to process and to ship the oil,
- the natural attributes and location of Red Bay that attracted and supported the whale oil industry,
- the whales that were hunted and the characteristics that made them attractive for hunting and the production of whale oil, and
- the innovations in design and construction of the vessels found at Red Bay in the context of the evolution of ship/boat building in the middle ages.

## **OBJECTIVES**

The reasons for Red Bay's national historic significance will be effectively communicated when:

- the public understands and appreciates the messages of national historic significance,
- the site is presented in its physical context incorporating the presentation of the historic place,
- visitors understand and appreciate the nature and extent of 16th century Basque whaling activities at Red Bay,
- the national historic significance of the site is presented through a variety of effective interpretive methods and programs that are appropriate and suitable to the site and its visitors,
- the history of the site is presented in ways that reflect differing interpretations of historical evidence,
- Canadians have opportunities to understand and appreciate the site's messages through outreach programs and products,
- heritage experiences and presentation of Level II messages do not overwhelm the communication of national significance to the public, and
- evaluation, monitoring and resultant modifications are undertaken to ensure that interpretive objectives are being met.

<b>ELEMENT THREE:</b>	<b><i>The site's heritage values are respected in all decisions and actions affecting the site.</i></b>
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<b>IDENTIFIER</b>	<b>3.1. Level II Cultural Resources</b>
<b>DESCRIPTION</b>	<p>Red Bay National Historic Site does not exist in isolation from its environment. Rather, it is an integral part of the community and its heritage. This category consists of cultural resources that possess historic value that lie within the national historic site at Red Bay that are not directly related to the commemorative intent of the site. Cultural resources<sup>2</sup> that have been identified include:</p> <ul style="list-style-type: none"> <li>• archaeological sites associated with aboriginal cultures at Red Bay,</li> <li>• remains and objects in Red Bay associated with 17th and 18th century non-aboriginal occupation (fur trading post, shipwreck, cannon balls);</li> <li>• 19th and 29th century structures and remains in Red Bay including; remains of seasonal settlement on Saddle Island, the Newfoundland Ranger Detachment house, the fishery complex on Penney/Organ Island and the Orange Lodge;</li> <li>• the vestiges and remnants of the British Naval Bakery, the Grenfell Mission House and the Red Bay Cooperative, and</li> <li>• the light station complex operated by the Coast Guard located at the western end of Saddle Island.</li> </ul>
<b>HERITAGE VALUES</b>	<p>The historic value of individual Level II cultural resources is derived from their representation of the history of Red Bay in particular and the southern Labrador coast in general,</p> <p>For the light station complex further historic value derives from its witness to the role of the provincial government in providing essential navigational services for the operation of Red Bay as a fishing community on the Labrador coast, its historic connection through several generations to a local family of lighthouse-keepers, and its value as a landmark in the community and region, and</p> <p>For the Newfoundland Ranger detachment building further historic value derives from its representation of a tangible remnant of the Newfoundland Ranger Force in Red Bay and in the Labrador Straits, and its value as a landmark in the community and the region.</p>

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<sup>2</sup> Many cultural resources have been identified, however, given the long history of human use the potential exists for other cultural resources to be found and therefore the list should not be considered to be all inclusive.

## **OBJECTIVES**

The historic and heritage values of the Level II cultural resources will be respected when:

- they are protected from disturbance by natural forces of erosion and from deliberate or incidental damage,
- provincial, community and family interests and heritage values are taken into consideration in any decisions concerning their management or disposition,
- any modifications to Level II structures respect their existing in-situ locations and their exterior architectural character,
- the historic values associated with Level II cultural resources are understood and considered by all whose actions or decisions affect them,
- visitors and others are aware of the continuum of history represented at Red Bay, and
- the development and operation of Red Bay National Historic Site is integrated within the community in ways that are consistent with the commemorative integrity of the site.

**IDENTIFIER**

**3.2. Other Values**

Other values include values associated with (1) **the site** other than those related to its national historic significance, and values associated with (2) **other significant heritage resources** in the area outside the national historic site that have special meaning.

**DESCRIPTION 3.2.1. Site**

Others value Red Bay National Historic Site for reasons separate from those associated with its national historic significance. These values can change over time and new values can arise. At the local/regional levels the site's heritage values include:

- its role as an integral component of the heritage resources of Red Bay and the south Labrador coast,
- its representation of one period in the human history of Red Bay and the Labrador Straits region that spans at least 7,500 years.

The site and its Level I cultural resources have been acknowledged nationally and internationally for their associative and physical attributes including:

- the site's representation of an early land based industrial whale oil processing complex, and
- the site's representation of an early example of Basque culture in Canada and North America.

The other heritage values of the site will be respected when:

- all those involved with the management and operation of the site adhere to the principles and practices of Parks Canada's *Cultural Resource Management Policy* in their actions and decisions, and
- the continuum of meaning ranging from local to international significance is communicated and is considered in management actions and decisions.



**IDENTIFIER****DESCRIPTION****3.2.2. Other Significant Heritage Resources**

National historic sites do not exist in isolation. They are influenced by the presence of other significant heritage resources nearby that contribute to our appreciation of heritage. People have occupied the Strait of Belle Isle region for at least 7,500 years. The earliest known aboriginal peoples were the Maritime Archaic Indians. The Norse are known to have arrived in the area around 1000 A.D. followed by Portuguese, Spanish, French, Breton and Basque fishermen. Following the whaling boom of the 16th century some Basque remained in the area. In 1763 Labrador was ceded to the British by the French and resulted in a gradual influx of British and Jersey migrants. Together with others who arrived from the Conception Bay area of Newfoundland, they became some of the first permanent non-aboriginal residents. Some of these important phases in the history of the Strait of Belle Isle region are represented outside the historic place at sites open to the public operated by government agencies and heritage groups:

- L'Anse-Amour National Historic Site, location of a Maritime archaic Indian funeral monument site 7,500 years old,
- L'Anse aux Meadows National Historic Site, where the Vikings established the first European settlement in North America 1000 years ago,
- Port au Choix National Historic Site, location of a major Maritime Archaic Indian cemetery and large Paleo-Eskimo living sites,
- Point Amour Lighthouse Provincial Historic Site, completed in 1857 by the pre-confederation province of Canada, it is the second highest in Canada,
- Battle Harbour, located near Mary's Harbour northeast of Red Bay, is a small fishing community dating to at least 1759,
- Grenfell House Museum, built in the early 1900s this heritage structure located in St. Anthony was the house of Dr. Wilfred Grenfell and his family, and
- St. Andrews Church, a restored 20th century church at L'Anse-au-Clair,

Sites containing the remains of Basque industrial activity in the *Grand Bay* region outside the historic place including:

- Henley Harbour, East Ste. Modeste, St. Peter Bay, Schooner Cove, Carrol Cove and other locations along the south Labrador coast,
- L'île aux Basque, L'île Nue de Mingan, Chaffaud aux Basque, and Trois-Pistoles in Quebec, and,
- Basque archaeological sites along the west coast of Newfoundland and in Atlantic Canada.

In addition to the Level II cultural resources at Red Bay local residents have identified a number of natural features that are valued because of their association with traditional activities related to the coastal Labrador lifestyle:

- the remains of the Bernier, a ship that went aground in 1966 at the eastern end of Saddle Island;

- **structures associated with Red Bay's traditional cultural landscape including residences, gear sheds, bakeapple sheds, garden sheds, fences, wharves, bridges etc.,**
- **natural features that are associated with traditional use in the community such as lookouts, fishing and mooring berths, fish drying areas, garden plots and berry patches, and**
- **traplines, footpaths and winter roads, and**
- **cemeteries and graveyards.**

**IDENTIFIER**

**3.3. Level II Messages**

**DESCRIPTION** Messages to be delivered to the public other than those associated with the Commemorative Intent of the site.

- the Canadian Heritage mandate,
- the Parks Canada mandate,
- the National Historic Sites mandate,
- the role of Red Bay National Historic Site in the network of national historic sites in Canada,
- the role of 16th century Basque whaling at Red Bay in the exploration and exploitation of Canada,
- researching and uncovering the 16th century Basque whaling station at Red Bay,
- the history of the Red Bay area, and
- Red Bay in relation to other Basque sites in Canada.

**OBJECTIVES**

The messages will be effectively communicated when:

- they are presented in a manner that the public/visitors can conveniently receive,
- the public understands these messages, and
- the presentation of these messages does not overwhelm the Level I messages - those related to the site's national historic significance.

**APPENDIX A**

**HISTORIC SITES AND MONUMENTS BOARD OF CANADA RECOMMENDATIONS AND APPROVED PLAQUE TEXT**

**HISTORIC SITES AND MONUMENTS BOARD OF CANADA MINUTES: NOVEMBER 1989**

The Historic Sites and Monuments Board of Canada met in Ottawa on November 17 and 18, 1989.

**Red Bay, Labrador**

**Background**

The June 1979 minutes of the Board record the following:

**"in view of the documentary and archaeological evidence already available the Committee has no hesitation in recommending that the Red Bay area be designated as a site of national historic importance."**

It further expects, however, that continued archaeological investigation of the area, both on land and underwater, may well demonstrate that this is one of the most important historic sites in North America.

Accordingly, it urges strongly:

**" that a suitable agreement be concluded between the federal and provincial authorities concerned, so that the necessary work of research may proceed with all due speed."**

As Red Bay had been the focus of a concerted research effort for a decade now, the Board asked to put forward a recommendation to the Minister respecting the appropriate nature and extent of further program involvement with the site. In order to provide a context for Board discussion on the matter, members were provided with copies of Red Bay Labrador, et les Basques du XVIème siècle: Un compte rendu des recherches depuis 1978 by Jean-Pierre Proulx and Robert Grenier, as well as of Red Bay, Labrador: World Whaling Capital A.D. 1550-1660 by James A. Tuck and Robert Grenier.

**Recommendations**

At this point in the deliberations, Mr. Robert Grenier, Head of Marine Research in the Archaeological Research Branch, joined the Board. After a few general remarks from Dr. Cameron, Mr. Grenier, noting that the Red Bay project was moving from a research focus, spoke of the nature and extent of activities which have taken place at Red Bay over the last decade, of the international interest which that research had generated and of the major contribution which that research has made to our knowledge of 18th century whaling techniques and ship building.

Mr. Grenier then responded to a number of specific questions, following which the Board stated that:

**" in light of the exceptional significance of the Red Bay area at the national and indeed at the international level, it was the collective responsibility of the Federal Government and that of Newfoundland and Labrador to protect and present the resources associated with Basque whaling activities in the 16th century for the benefit of this and future generations."**

The Board therefore had no hesitation in recommending to the Minister that:

**" the Canadian Parks Service be directed to enter into discussions without delay with the Government of Newfoundland and Labrador with a view to cooperating with it in order to ensure through federal acquisition of the site or otherwise, the protection of the resources at Red Bay, both terrestrial and underwater, associated with the theme of Basque whaling and to provide for ongoing research and interpretation of the sites as appropriate in the context of a park management plan."**



**MINUTES OF THE JUNE 1996 MEETING OF THE BOARD RECORD THE FOLLOWING:**

**Background**

The Board was asked if it believed that it would be appropriate to make specific reference to the 16th-century Basque whaling ships and boats found in Red Bay in 1970s and 80s in its recommendation respecting the area's national significance.

**Recommendation**

The Board believed that the Basque whaling ships and boats found in Red Bay were intrinsically of national significance because of the contribution which they make to the knowledge of shipbuilding in the 16th century and it recommended that its 1989 recommendation respecting Red Bay be amended to read as follows:

**"in light of the exceptional significance of the Red Bay area at the national and indeed at the international level, it was the collective responsibility of the Federal Government and that of Newfoundland and Labrador to protect and present for the benefit of future generations the resources there associated with Basque Whaling activity in the 16th century, including the Basque whaling ships and boats found in the Bay."**

**PLAQUE TEXT APPROVED BY THE HISTORIC SITES AND MONUMENTS BOARD OF CANADA  
JUNE 1988.**

**BASQUE WHALERS IN LABRADOR**

In late mediaeval Europe, whale oil was important as an illuminant and in various manufacturing processes. By the mid-16th century Spanish and French Basque whalers had extended their activities to the western Atlantic, where one of their principal harbours was known as Havre des Buttes or Butus, now identified as Red Bay. Underwater and land-based archaeology here and at other sites along the Strait of Belle Isle has revealed significant evidence of this hitherto overlooked episode in Canadian History.

## APPENDIX B: LISTING OF CULTURAL RESOURCES

The following identifies the cultural resources that have been found in the course of archaeological excavations on land and underwater at Red Bay. Many of these resources were removed from the site during excavation. In particular, the artifacts and the cultural strata and many of the structural features in which they were found are no longer in situ. The principal remains that are still in place on the sites that have been excavated are the large ships, the stone fireboxes and walls of the tryworks, the wharves associated with some of the shore stations, and several of the burials that were too fragile to be excavated (see Table 1 for a listing). At least three tryworks on Saddle Island remain unexcavated.

### Level I Cultural Resources (those associated with Basque Whaling and Shipbuilding)

#### 1. Level I Artifacts

Artifacts in collections from Red Bay are stored in four locations: those in the custody of Parks Canada are at the Marine Archaeology Unit in Ottawa, those in the custody of the Government of Newfoundland and Labrador are located at the Memorial University of Newfoundland archaeology unit and on display at the Red Bay Visitor Centre, and the whale bone collection is stored in a warehouse at Red Bay.

The following list provides some indication of the variety of artifacts associated with the Basque whaling period that have been found at Red Bay:

Woolen pantaloons	Head vices
Shirts	Gimlet
Jacket	A draw knife
Shoes	Grindstone
Boots	Axes
Buckles	Shipwrights' adze
Rosary	A whale oil ladle
Lice comb	Harpoons
Knives	Inscribed board showing a ship
Coins	A butcher's block brush
Wooden tableware	Roofing tiles
Coarse earthenware	Cauldron parts
Fine earthenware and majolica	Binnacle
A pewter flagon	Capstan
Stoneware	Rigging components
Glass stemware, vials, tumblers & bottles	Ships' timbers
Matting	Astrolabe
Fish baskets	Anchor
Tool handles	Bones from right and bowhead whales including a large collection of flippers and tail-ends
Barrel staves	
A keg-head centre piece	
Coopers' adzes	A skeleton of a black rat (possibly the first in North America)
Iron headpiece for barrel closing	

## 2. Submerged Level I Cultural Resources

**Whaling Ships** The remains of three 16th-century Basque seagoing ships have been found on the bottom of Red Bay harbour. One whaling ship, thought to be the *San Juan* wrecked in a storm, was dismantled, raised, recorded and then reburied under a massive protective covering on the harbour bottom near to the original wreck site. Two other ships were found close to shore. They were surveyed sufficiently to determine that they are associated with 16th century Basque whaling and have been left where they were found.

**Boats** Four boats associated with Basque whaling have been found in the harbour. A 10-metre vessel believed to be what was known to the Basque as a *pinaza* was next to Penney Island. Two whale-hunting boats (*chalupas*) and a boat believed to be what was known as a *batef* were found next to the *San Juan*. The remains of two of the three boats have been raised for conservation treatment. The least complete *chalupa* has been reburied with the remains of the *San Juan*.

**Artifacts** Whale bones from the Basque period are found in a number of areas around the harbour. Pieces of clay roofing tiles are scattered along the beaches of Red Bay harbour and are likely to be found on the bottom pretty much anywhere. Although many artifacts were removed from the harbour bottom, it is believed that many more remain. Apart from tiles and whale bones, artifacts similar to those raised can be expected including boat parts, remnants of tools, implements and earthen ware etc.

## 3. In-situ Level I Archaeological Resources

### Shore Stations

The remains of several, possibly as many as a dozen, shore stations have been found at Red Bay. Each of these stations typically comprise a tryworks, a cooperage and other small structures that may have served as dwellings or workshops. The greatest concentrations of the remains of these shore stations are along the eastern half of the north shore (harbour side) of Saddle Island, along the mainland shore of Red Bay harbour opposite Saddle Island, and between the houses and outbuildings of the modern settlement of Red Bay. Other shore stations are scattered along the western part of Saddle Island and one has been identified on Penney Island.

**Tryworks:** The remains of ten separate tryworks have been found on Saddle Island and at least five more locations have been identified along the shoreline of Red Bay harbour. Stone fireboxes, large quantities of roofing tiles and stone saturated with oil are typical of the remains of these structures. Many of them provide evidence of extensive use and repeated rebuilding.

**Cooperages:** Saddle Island excavations have uncovered the remains of at least three structures that produced large quantities of coopers' tools. Four similar structures have been found on the mainland. The structures have been interpreted as "cooperages" where the assembly, repair and/or fabrication of oil barrels took place. The large number of ceramics, glass and other domestic artifacts frequently found on these sites suggests that these structures may also have served as living quarters for some of the people working at the shore stations.

**Wharves:** The remains of several ballast pile structures have been found on Saddle Island and along the northeast shore of Red Bay Harbour. These structures, which are located near shore stations, would have served either as wharves or as "cutting-in" locations for butchering whales.

**Dwellings:** The remains of many small structures dating to the Basque period have been found on Saddle Island and Twin Island. Those that contained domestic remains are believed to have been used as dwellings or shelters for the men working at the shore stations.

**(?)Chapel** A rectangular structure with a tile roof and possible evidence of side benches, uncovered near the eastern end of Saddle Island, may have been a chapel. The evidence is, however, slight and ambiguous.

**Cemetery and Grave Sites** Located at the extreme south eastern end of Saddle Island is a cemetery with 62 grave sites containing the skeletal remains of more than 140 individuals. Five Basque graves were also found in an adjacent area believed to be outside the cemetery. Among the remains were one group of 13 individuals that had been laid out on the ground surface after death, and another group of somewhere between nine and 13 individuals who had been buried in a mass grave. One of the burials outside the cemetery was unusually deep and contained the remains of someone with a large wooden cross placed on his chest; another burial contained three individuals buried with three iron keys and a dagger-like object at their sides. One waterlogged burial proved to contain an almost completely preserved set of clothing (shirt, a jacket, trousers, socks, shoes).

**(?)Lookouts** The remains of firepits on top of a knoll at the eastern tip of Saddle Island have been tentatively interpreted as lookouts or perhaps signalling stations. One other lookout is located on the southern portion of Twin Island.

**3. Level II In-situ Archaeological and Cultural Resources Within the Parks Canada's Administered Area<sup>1</sup>**

**Groswater Eskimo** Groswater phase Paleo-Eskimo campsite (approx. 2,700 to 2,000 years old) has been located near Adam's Point on Saddle Island.

**Dorset Eskimo** The southern part of Saddle Island and the Saddle Island West both produced evidence of occupation by Dorset Eskimos approximately 1,700 years ago.

**Inuit** There is evidence of Inuit occupation of Saddle Island both at the time of the 18th century Constantin trading post and later, in the 19th century.

**Recent Indian & Innu** More than 150 features, mostly small hearths pertaining to aboriginal occupation in the 16th century, probably by ancestors of the modern Innu, have been excavated on Saddle Island, mostly at the Saddle Island West site.

**19th & 20th Euro-Canadian** The remains of structures and middens associated with a 19th-century seasonal settlement were found on Saddle Island near the eastern end;

A light station complex operated by the Coast Guard was built in the 1960s and is situated at the western end of Saddle Island. The complex consists of two residential buildings, a light tower, shed, gear shed and a wharf;

The Newfoundland Ranger Detachment building situated on the orientation centre site is a small one storey residence. It was constructed and used by the Newfoundland Ranger Force just prior to Newfoundland's confederation with Canada; and

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<sup>1</sup> See page 18 for a summary Level II cultural resources outside of the Parks Canada administered area.



Traditional landscape elements including two garden plots surrounding by traditional fences are found at the orientation centre site on the mainland and one on Saddle Island.

Table 1

APPENDIX C - RED BAY SITES & FEATURES

Location	Features	CRM Level	Features, Deposits or Artifacts in Situ	Condition Rating of Features and/or Site Locations good = routine monitoring & maintenance fair = minor remedial work required poor = major remedial work required critical = urgent remedial work required n/a = cannot assess
<b>SADDLE ISLAND</b>	cooperage	I	no	good
Area A	tryworks	I	Yes	good - unexcavated
	tryworks	I	Yes	good - unexcavated
Area B	tryworks	I	Yes	good
	cooperage midden	I	no	good
Area C	tryworks	I	yes	good
	wharf/cutting in area	I	yes	good
	?cooperage midden	I	no	good
	workshop/dwelling	I	no	good
	midden	I	no	good
Area E	cooperage	I	no	good
	Paleo-Eskimo deposits	II	no	good
Area F	?"chapel"	I	no	good
	Paleo-Eskimo deposits	II	no	good
Area G	tryworks	I	yes	good
	?cooperage	I	no	good
	?workshop/ dwelling	I	no	good
	19th century building	II	yes	good
	19th century midden	II	no	good
	circular structures	II	yes	good
	?cooperage/workshop/ dwelling	I	no	good
Area J	tryworks on bedrock	I	yes	good
	small tryworks	I	yes	good
	wharf or cutting-in area	I	yes	good
	sod structure	II	no	good
	clothing cache	I	no	good
Area K	lookout	I	no	good
	lookout collapse/midden	I	no	good

Location	Features	CRM Level	Features, Deposits or Artifacts In Situ	Condition Rating of Features and/or Site Locations <small>good = routine monitoring &amp; maintenance  fair = minor remedial work required  poor = major remedial work required  critical = urgent remedial work required  n/a = cannot assess</small>
Area L (cemetery)	structure	I	no	good
	structure	I	no	good
	group of 13 unburied skeletons (feature I)	I	no	good
	mass grave (burial I)	I	no	good
	57 graves in cemetery	I	some	good
Area M (adjacent to cemetery)	burial with cross	I	no	good
	triple burial	I	no	good
	empty burial pit	I	no	good
	single burial	I	no	good
	single burial	I	no	good
	burial with clothing (burial 59)	I	no	good
	Dorset deposits	II	no	good
	charcoal layer & depression	II	no	good
	C 19th trash pit	II	no	good
Adam's Point	tryworks	I	yes	good
Near Adam's Point	Groswater Site	II	no	good
Saddle Island W.	tryworks	I	yes	good
	sod structure	II	no	good
	cooperage/ dwelling	I	no	good
	?wharf/flensing area	I	yes	good
	?dwelling	I	no	good
	aboriginal hearths	II	no	good
	30m trench	II	??	good
	tryworks	I	yes	good - unexcavated
Saddle Island Ponds	several ponds containing Basque materials	I	no	good

Location	Features	CRM Level	Features, Deposits or Artifacts In Situ	Condition Rating of Features and/or Site Locations good = routine monitoring & maintenance fair = minor remedial work required poor = major remedial work required critical = urgent remedial work required n/a = cannot assess
Saddle Island Dwellings	several small Basque dwelling sites	I	no	good
Light Station Complex	light tower	II	yes	good
	residence	II	yes	good
	residence	II	yes	good
	shed	II	yes	good
	gear shed	II	yes	good
	wharf	II	yes	good
TWIN ISLAND	Basque midden	I	no	good
	pond containing Basque materials	I	no	good
PENNEY ISLAND	tryworks	I	yes	good
MAINLAND	tryworks	I	yes	good
	cooperage/dwelling	I	no	good
	tryworks	I	yes	good
	?cooperage	I	yes	n/a - not excavated - now covered by road and house.
	tryworks	I	yes	good - tiles and burnt material - not excavated
	possible station	I	yes	n/a - not excavated, built over by fish plant - little left
	possible station	I	yes	good - tiles and burnt material - not excavated
	?cooperage	I	yes	n/a - not excavated - near a present road
	tryworks	I	yes	good - not excavated
	cooperage	I	yes	n/a - not excavated - partly built over by Red Bay store
	Basque deposit	I	yes	good - tested but not excavated - organic deposit
	bone deposit	II	yes	good - mix of whale and seal bone -tested but not excavated - may be C18th
	Newfoundland Ranger detachment building	II	yes	fair - building located on a parcel of land acquired for Visitor Orientation Centre.
SHIPS & BOATS	San Juan (original location)	I	no	good

Location	Features	CRM Level	Features, Deposits or Artifacts In Situ	Condition Rating of Features and/or Site Locations good = routine monitoring & maintenance fair = minor remedial work required poor = major remedial work required critical = urgent remedial work required n/a = cannot assess
	<i>San Juan</i> (reburied remains)	I	yes	good
	whale ship	I	yes	good
	whale ship	I	yes.	good
	<i>pinnaza</i>	I	no	good - boat removed for conservation
	<i>?batel</i>	I	no	good - boat removed for conservation
	<i>chalupa</i>	I	no	good - boat removed for conservation
	<i>chalupa</i> (reburied remains)	I	yes	good



**RED BAY COLLECTIONS**

<b>Type of Collection</b>	<b>Source</b>	<b>CRM Level</b>	<b>Current Location</b>	<b>Current State of Collection</b>
Artifacts	Terrestrial Basque Sites	I	Memorial University	fair - most of collection in stable physical condition except for several items still undergoing conservation. Some items on display at Red Bay.
	Terrestrial Sites of Other periods	II	Memorial University	good - collection in stable physical condition.
	Basque Vessels & Contents	I	Parks Canada	fair - most of collection in stable condition except for several items still undergoing conservation.
Whalebones	Excavated from Red Bay Harbour and Basin	I	Provincial Storage at Red Bay	good - collection is physically stable.

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Date 16.01.12  
Id N° 1412  
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**PART III**  
**CULTURAL RESOURCE MANAGEMENT POLICY**

## **CULTURAL RESOURCE MANAGEMENT POLICY**

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## CULTURAL RESOURCE MANAGEMENT POLICY

### BACKGROUND

Parks Canada is one of the principal cultural resource management organizations in Canada. It is responsible for a vast array of cultural resources in public settings at national parks (including national marine conservation areas), national historic sites and historic canals, as well as in collections and at other properties that it administers.

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources administered by Parks Canada, whether those activities pertain primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them.

For purposes of this policy a cultural resource is a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value. Cultural resources are distinguished from other resources by virtue of their assigned historic value. This value derives from an association with an aspect or aspects of human history. Parks Canada may apply the term cultural resource to a wide range of resources in its custody, including, but not limited to, cultural landscapes and landscape features, archaeological sites, structures, engineering works, artifacts and associated records.

Frequently, cultural resources occur in complexes or assemblages. Such assemblages might include movable and immovable resources, resources that are above ground and below, on land and in water, and whose features are both natural and fabricated.

The term cultural resource embraces the whole as well as the parts that make up the whole. Because the whole is almost always greater than the sum of its parts, effective cultural resource management does not focus on the components — the discrete resources — at the expense of the overall place. Cultural resource management thus operates on two levels. *It applies to the overall management of a national historic site or a*

*historic canal (which can be considered as cultural resources), as well as to the individual cultural resources that are contained in a national historic site, national park, or historic canal.*

The challenges of managing cultural resources for public benefit are considerable. By their very nature, the most significant cultural resources are those whose protection and public presentation are most desirable, although in the case of certain sacred sites located on lands administered by Parks Canada, broad public presentation may not be appropriate. In carrying out its commitment to responsible stewardship, Parks Canada must determine how best to promote visitation and public understanding of cultural resources, without diminishing the qualities and attributes that give those resources their value. It must respond to the desire for access while safeguarding the irreplaceable resources being visited, and the values that those resources represent. It must encourage appropriate contact with cultural resources while not consuming those resources. It must integrate the management of the cultural and the natural realms. Finally, it must determine the most effective means of protection and presentation within available financial and human resources. These challenges require a policy framework which is holistic, which deals with cultural resources as symbolic as well as physical entities, and which is motivated by a sense of responsibility to pass on the legacy entrusted to us.

Cultural resource management depends on a strong corporate or organizational ethic embodied in a set of principles. In its practice, cultural resource management integrates professional, technical and administrative activities to ensure that cultural resources are identified and evaluated, and that their historic value is duly considered in all actions that might affect them. In the case of cultural heritage sites, cultural resource management provides the means for ensuring their commemorative integrity.

Canadian efforts to protect and present cultural resources for public benefit are part of a worldwide endeavour to protect, understand and appreciate our human heritage. In its stewardship of treasures of national historic significance as

well as of other valued cultural resources, Parks Canada acts within a national and international community of agencies that share the responsibility of managing our human heritage for public benefit. In so doing, Parks Canada both contributes to and benefits from the development of a national and international body of principles and practices of cultural resource management.

To promote awareness of cultural resource management, Parks Canada encourages all stewards of cultural resources to apply cultural resource management principles and practice. In addition to managing the cultural resources entrusted to it in accordance with the policy, Parks Canada will make this policy available to other trustees of cultural heritage, including the owners of national historic sites.

## **OBJECTIVE**

To manage cultural resources administered by Parks Canada in accordance with the principles of value, public benefit, understanding, respect and integrity.

### **1.0 Principles of Cultural Resource Management**

In managing cultural resources Parks Canada will adhere to principles of value, public benefit, understanding, respect, and integrity, and will proceed on a case-by-case basis. These principles are not mutually exclusive; they share common elements and work most effectively when considered as a whole rather than individually. Applying the principles is the key to sound cultural resource management, because the principles provide the means for determining the appropriateness of actions affecting cultural resources. Given the complexity of cultural resources, it is apparent that they cannot be managed on the basis of a general list of approved or prohibited activities. Consequently, all activities that might affect cultural resources, including activities relating to conservation and presentation, will be evaluated, and when approved, implemented in accordance with these principles.

An activity that compromises the commemorative integrity of a national historic site will not be permitted.

The principles provide requisite guidance for

treating both the material and non-material aspects of heritage conservation and presentation.

The principles of this policy apply to all agreements that Parks Canada makes with others respecting the management of cultural resources.

The guidance provided by these principles is made more explicit in directives, manuals, standards and guidelines developed by Parks Canada.

### **1.1 Principles of Value**

**1.1.1**  
For purposes of this policy, resources that have historic value are called cultural resources. It is for this value that cultural resources will be safeguarded and presented for public benefit.

**1.1.2**  
While all cultural resources are valued, some cultural resources are deemed to be of the highest possible value and will be protected and presented accordingly.

- Parks Canada will value most highly those cultural resources of national historic significance.

**1.1.3**  
Cultural resources rarely occur in isolation. They often derive their value from being part of a place or a site.

- Parks Canada will value cultural resources in their context and will consider resources as a whole as well as discrete parts.

**1.1.4**  
Cultural resources will be valued not only for their physical or material properties, but also for the associative and symbolic attributes with which they are imbued, and which frequently form the basis of their historic value.

**1.1.5**  
A cultural resource whose historic value derives from its witness to many periods in history will be respected for that evolution, not just for its existence at a single moment in time.

- Parks Canada will reveal an underlying or previous physical state of an object, structure or site at the expense of later forms and



material only with great caution; when historic value is clearly related to an earlier form, and when knowledge and existing material of that earlier form allow.

#### 1.1.6

A cultural resource that derives its historic value from the interaction of nature and human activities will be valued for both its cultural and natural qualities.

#### 1.1.7

Natural ecosystem features and paleontological resources frequently form an integral part of the history and landscape of national historic sites and historic canals. These features and resources in national historic sites and historic canals will be valued in a manner that reflects the role of Parks Canada as an important environmental steward.

- Parks Canada will conduct a natural ecosystem feature inventory on lands and waters within national historic sites and historic canals to determine the state of such features and to identify natural features of special significance that should be protected.
- Wildlife habitat of species that have been designated as rare, threatened or endangered by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC), or by the province or territory in which the area is located, will be protected.
- Natural ecosystem features, which by virtue of their strategic location and physical or biological characteristics are of value to government agencies involved in environmental monitoring and programs to maintain biodiversity and genetic resources in Canada, will be protected.
- Natural ecosystem features of special significance will be managed in accordance with the principles and relevant policies regarding the protection and management of natural ecosystems set out in section 3.0 of the National Parks Policy, and by the applicable directives and procedures used to guide the management of natural ecosystem features in the national parks.
- National historic sites and canals with extensive areas may be zoned in order to indicate the types of activities that are appropriate in different parts of the site or canal.

### 1.2

#### Principles of Public Benefit

#### 1.2.1

Cultural resources are dedicated and held in trust so that present and future generations may enjoy and benefit from them.

Public benefit of cultural resources will be most appropriately achieved by the protection and presentation of that which is of national historic significance.

- The continuing public benefit of a resource will be assured through ongoing maintenance and care.

#### 1.2.2

To understand and appreciate cultural resources and the sometimes complex themes they illustrate, the public will be provided with information and services that effectively communicate the importance and value of those resources and their themes.

- Parks Canada will select the means for presenting the history and cultural heritage of its national parks, national historic sites and historic canals in ways that recognize the nature and interests of the public it serves.

#### 1.2.3

Parks Canada will encourage public involvement in the protection and presentation of cultural resources at national parks, national historic sites and historic canals.

- Appropriate uses of cultural resources will be those uses and activities that respect the historic value and physical integrity of the resource, and that promote public understanding and appreciation.
- Information about cultural resources will be made available. In cases where revealing the location of a cultural resource could constitute a threat to the resource (certain fragile archaeological remains, for example), information about location may be withheld.
- In the interest of long-term public benefit, new uses that threaten cultural resources of national historic significance will not be considered, and existing uses which threaten them will be discontinued or modified to remove the threat.

### 1.3

#### Principles of Understanding

#### 1.3.1

The care and presentation of cultural resources

require knowledge and understanding of those resources, of the history they represent, and of the most effective means to communicate that history to the public for whom the resources are held in trust.

- Cultural resource management activities will be based on knowledge, and professional and technical skills and expertise.
- Parks Canada will integrate the contributions of relevant disciplines in planning and implementing cultural resource management, and will place a particular importance on interdisciplinary teamwork.
- Adequate research, recording and investigation will precede any action that might affect cultural resources and their presentation.

#### 1.3.2

The importance of genuine public understanding, appreciation and enjoyment of cultural resources will be recognized. The understanding of cultural resources requires knowledge that goes beyond a simple knowledge of the physical properties of the resources.

- Genuine public understanding may require the recording and use of traditional and other knowledge that previously did not exist in written form.
- Parks Canada will proceed on the basis that the meaning of cultural resources may exist in a continuum ranging from national significance to local or special significance for particular people, and that the two orders of significance can be communicated.
- Parks Canada will identify the nature and various interests of the public to develop effective means of communication.

#### 1.3.3

Information about cultural resources will be recorded and those records will be maintained for the future.

- Parks Canada will maintain up-to-date inventories and records on its cultural resources. Dossiers will contain basic data and related documentation, including the results of research and evaluation, records of decision and actions taken. Heritage recording will be carried out on cultural resources of national historic significance.
- When faced with loss due to human or natural forces and when long-term stabilization or

salvage is not possible, cultural resources will be recorded and documented to preserve a public record.

#### 1.3.4

Parks Canada will avoid actions that reduce the potential for long-term conservation and for future understanding and appreciation of a cultural resource and the legacy that it represents.

### 1.4 Principles of Respect

#### 1.4.1

Those who hold our heritage in trust are responsible for passing on that heritage in ways that maintain its potential for future understanding, appreciation and study. As an irreplaceable part of this heritage, cultural resources will be managed with continuous care and with respect for their historic character; that is, for the qualities for which they are valued.

- Parks Canada will respect the distinguishing features that constitute the historic character of a cultural resource.
- Uses of cultural resources will be respectful of, and compatible with, their historic character. This applies equally to the use of landscapes and structures; the display or use of artifacts and to public activities affecting cultural resources.
- Appropriate visitor activities and public uses of cultural resources at national parks, national historic sites and historic canals will respect the resources and be consistent with the purpose, themes and objectives of the park, historic site or canal.

#### 1.4.2

Trustees are obliged to act in ways that best ensure the continued survival of the resource, with minimum deterioration.

- Parks Canada will respect cultural resources by using the least destructive and most reversible means to accomplish objectives. Variance from the path of least intrusive action must be justified.
- Respectful, preventive and continuing maintenance will form an indispensable part of cultural resource management.

### 1.5 Principles of Integrity

### 1.5.1

Parks Canada will present the past in a manner that accurately reflects the range and complexity of the human history commemorated at or represented in a national historic site, historic canal or national park.

- Evidence that is specific to a resource or site will always be preferred to general evidence of a type or period.
- There are times when one may have to rely on evidence that is indirect, but which is consistent with what is highly probable in the light of known facts and patterns. Conservation and interpretation based on such evidence will be permitted only when the activities founded thereon are based on extensive knowledge, when they are carefully documented and recorded, and when, with respect to the physical features that constitute the historic character of a cultural resource, they are reversible.
- The use of indirect or comparative evidence will be acknowledged.
- History will be presented with integrity. This will include the presentation of differing contemporary views, perspectives informed by traditional knowledge, and later interpretations. Parks Canada will not play the role of arbiter of Canada's human history.
- Depictions of the past without basis in knowledge will not be considered.

### 1.5.2

Cultural resources should be distinguishable from, and not overwhelmed by, efforts to conserve, enhance and present them.

- New work of all kinds will be distinguishable from the work of the past.
- New work will be sensitive to the historic character of the resource or resources of which it forms a part and will not overwhelm those resources.
- Reconstructions and reproductions of past forms should not be confused with what is genuinely the work of the past. Reproductions and reconstructions will be suitably marked so as to distinguish them from the original and, in the case of national historic sites, will not be used when they impair the commemorative integrity of those sites.

## 2.0

### The Practice of Cultural Resource Management

Parks Canada will apply the principles of this policy within a practical framework of cultural resource management. The practice of cultural resource management is not itself a formal process distinct from the activities and processes already in place; rather, it integrates those activities and processes within an overall policy structure.

The practice of cultural resource management requires that four elements be in place in all decision-making that affects cultural resources:

- i) the inventory of resources;
- ii) the evaluation of resources to determine which are to be considered as cultural resources and what it is that constitutes their historic value;
- iii) the consideration of historic value in actions affecting conservation and presentation; and
- iv) monitoring and review to ensure that conservation and presentation objectives continue to be met effectively.

The practice of cultural resource management provides a framework for decision-making rather than a set of predetermined answers. Its aim is to ensure that the historic character for which resources are valued is identified, recognized, considered and communicated.

The practice of cultural resource management in Parks Canada recognizes those international conventions and federal policies that encourage the consideration of heritage value in management; for example, the World Heritage Convention, the Environmental Assessment and Review Process, the Federal Heritage Buildings Policy and the Federal Policy on Land Use.

## 2.1

### Inventory of Resources

All resources administered by Parks Canada will be given initial consideration as cultural resources within the meaning of this policy.

### 2.1.1

Parks Canada will develop and maintain inventories of all the resources it administers for

the purpose of determining which resources should be identified as cultural resources.

#### 2.1.2

All buildings administered by Parks Canada that are 40 years old or older will be identified for the purposes of applying the Federal Heritage Buildings Policy.

### 2.2

#### **Evaluation of Resources to Determine Cultural Resources and Their Historic Value**

Evaluation enables Parks Canada to determine which resources are cultural resources and what constitutes their value; that is to say, what particular qualities and features make up the historic character of a cultural resource. An understanding of the historic character of a resource focuses the program's efforts at protection, presentation and appropriate use.

Ministerial plaques and monuments will be managed in accordance with this policy. Resources will be evaluated for their historical associations, their aesthetic and functional qualities and their relationships to social and physical environments, for purposes of determining which of the following three levels should be ascribed to a resource:

#### 2.2.1

##### **Level I:**

National historic significance is the highest level assigned to a cultural resource in the custody of Parks Canada. National historic significance will be determined in accordance with the National Historic Sites Policy. It should be noted that there are national historic sites within the boundaries of national parks and that a number of the historic canals are also national historic sites.

#### 2.2.1.1

Evaluation to determine national historic significance is undertaken by the Historic Sites and Monuments Board of Canada. Its recommendation to the Minister, and any subsequent Ministerial designation, may specify which resources within a designated national historic site are themselves of national historic significance.

#### 2.2.1.2

Where a Ministerial designation is not specific with respect to the national historic significance of resources at a national historic site, the program will apply the commemorative intent of the designation to determine which resources are to be specifically considered of national historic significance.

#### 2.2.2

##### **Level II:**

A resource that is not of national historic significance may have historic value and thus be considered a cultural resource.

#### 2.2.2.1

Parks Canada will establish and apply criteria to determine which resources under its jurisdiction are Level II. A resource may be included in this category by virtue of its historical, aesthetic or environmental qualities. Criteria will also give consideration to such factors as regional or local association; or provincial, territorial or municipal designations.

#### 2.2.2.2

Buildings that are designated "classified" or "recognized" in accordance with the Federal Heritage Buildings Policy will automatically be considered as Level II cultural resources, unless they meet the requirements that have been described for Level I cultural resources. Buildings may also be considered Level II cultural resources in accordance with criteria described in 2.2.2.1, above.

#### 2.2.3

##### **Other:**

While all resources under the administration of Parks Canada deserve initial consideration as cultural resources, resources that are determined, upon evaluation, not to meet criteria established for Levels I and II are exempted from this policy, and will be managed under other appropriate processes and policies.

#### 2.2.3.1

Resources evaluated and deemed not to be cultural resources for purposes of this policy may be re-evaluated at a later date.

### 2.3

#### **Consideration of Historic Value in Actions**

## **Affecting Cultural Resources**

Cultural resource management requires that the concept of historic value of cultural resources be fully integrated into the planning and delivery of conservation, presentation and operational programs.

### **2.3.1**

Planning processes will recognize that resources of national historic significance are of highest value, and that resources of historic value are at the second level of importance.

### **2.3.2**

In all actions that affect cultural resources, Parks Canada will consider the potential consequences of proposed actions and the cumulative impacts of those actions on the historic character of those resources, and will plan and implement measures that respect that historic character.

### **2.3.3**

When a proposed action on lands or waters administered by Parks Canada requires an environmental assessment, that assessment will include consideration and mitigation of the impacts of the proposed action on cultural resources.

### **2.3.4**

Interventions proposed to buildings designated "classified" under the Federal Heritage Buildings Policy will be submitted for review to the Federal Heritage Buildings Review Office.

### **2.3.5**

In the case of buildings designated "recognized" under the Federal Heritage Buildings Policy, proposed interventions will be reviewed by the department, except for disposals and demolitions which will be submitted for review to the Federal Heritage Buildings Review Office.

## **2.4**

### **Monitoring and Review of Ongoing Activities**

Management processes will include the review and monitoring of activities that affect cultural resources and their presentation.

## **3.0**

### **Activities of Cultural Resource Management**

### **3.1**

## **Corporate Direction**

Parks Canada will ensure the application of the principles and practice of cultural resource management in all activities that may affect cultural resources and the historic character of those resources.

### **3.1.1**

The principles and practice of cultural resource management will apply to those contracts, leases, licences, concessions or agreements that affect cultural resources administered by Parks Canada.

## **3.2**

### **Planning**

Effective planning sets out the ways and means by which cultural resources will be cared for and presented. Planning activities flow from policy objectives and adhere to policy principles. Through these activities Parks Canada ensures that the elements of good cultural resource management practice are in place in all systems and processes.

Long-range direction for the management of the cultural resources at each national park, national historic site and historic canal is established through the processes of management and service planning.

### **3.2.1**

Given the multi-disciplinary nature of cultural resource management, planning practices will integrate in a timely fashion the contributions of responsible disciplines.

### **3.2.2**

Management planning for a national historic site will be based on the commemorative objectives that led to the designation and acquisition of the site. Primary themes developed in the course of management planning will be consistent with that designation. When, as a result of further research, it is considered that a primary theme should be changed, the matter will be referred to the Historic Sites and Monuments Board of Canada. The goal of management planning for national historic sites is to ensure the commemorative integrity of national historic sites and the application of cultural resource management principles and practice.

### **3.2.3**

Management plans for national historic sites that



have been designated World Heritage Sites will contain strategies for protecting and promoting the values that resulted in this international designation.

#### 3.2.4

Management planning that affects cultural resources in national parks will deal with cultural resources on the basis of this policy and will be consistent with human history themes established for a park.

#### 3.2.5

Because cultural resources are managed for public benefit, public consultation is essential in planning. The principles of this policy will form part of the terms of reference for all public consultation regarding the management of cultural resources.

#### 3.2.6

Parks Canada will cooperate actively with other appropriate agencies with respect to shared cultural resource management concerns in land use planning, tourism and marketing.

#### 3.2.7

If, following the acquisition or establishment of a national park, national historic site or historic canal, additional lands or objects are required to meet program objectives, these will be identified and acquired in accordance with established authorities and planning processes.

#### 3.2.8

When regulations are considered necessary for the effective management of public activities at a national historic site administered by Parks Canada, regulations made under an appropriate statutory authority will be applied.

### 3.3

#### Research

Ongoing research and investigation will be carried out as they are essential to the success of cultural resource management. Research is fundamental to the achievement of conservation objectives, high-quality interpretation and public programs, and the advancement of knowledge.

#### 3.3.1

Research and the results of research will be the basis for activities that have an impact on cultural

resources and their presentation.

#### 3.3.2

Results of research will be made available to the public in the form of publications and other media.

#### 3.3.3

Parks Canada will cooperate with other professionals, research agencies and individuals to achieve mutual objectives.

### 3.4

#### Conservation

Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its physical life. There are conservation disciplines that address different kinds of cultural resources. All share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from maintenance to modification of the cultural resource.

#### 3.4.1

##### General

##### 3.4.1.1

In planning conservation activities Parks Canada will ensure first and foremost the basic protection of its cultural resources. With regard to cultural resources, the highest obligation is to the protection and presentation of resources of national historic significance.

##### 3.4.1.2

In undertaking conservation activities Parks Canada is especially cognizant of the principles of respect for the existing form and material that constitute the historic character of a cultural resource. Conservation activities will therefore involve the least possible intervention to achieve objectives.

##### 3.4.1.3

In dealing with issues relating to the protection of existing fabric and enhancement through modification for presentation, Parks Canada will apply the five principles of cultural resource management to determine the most appropriate treatment. Respect for historic value will be the central consideration.

#### 3.4.1.4

In determining the most appropriate conservation treatment, consideration will be given to the following factors:

- i) the historic character of the cultural resource as determined through evaluation;
- ii) the physical condition, integrity and context of the resource;
- iii) the impact of the treatment on the integrity of historic fabric and character;
- iv) available documentation and information;
- v) the opportunities for presentation and potential appropriate uses of the resource; and
- vi) available financial and human resources.

#### 3.4.1.5

Activities involving some replacement are the most interventionist of conservation activities and will be the last to be considered.

#### 3.4.1.6

The reproduction, reconstruction or replication of a cultural resource will be considered as an interpretative option, not as a conservation activity. These activities are addressed in section 3.5.2 on Interpretation.

#### 3.4.2

##### **Maintenance**

Conservation involves not just a once-in-a-lifetime intervention to a cultural resource but equally its routine and cyclical maintenance. Parks Canada will employ conservation maintenance to mitigate wear and deterioration without altering the performance, integrity or appearance of a resource.

#### 3.4.3

##### **Preservation**

Preservation encompasses conservation activities that consolidate and maintain the existing form, material and integrity of a resource. Preservation includes short-term protective measures as well as long-term actions to retard deterioration or prevent damage. Preservation extends the life of the resource by providing it with a secure and stable environment.

Preservation activities will involve the least possible physical intervention and, in the case of

interim measures, be as reversible as possible, so as not to jeopardize long-term conservation options. In the case of long-term measures, preservation activities ensure the stability and security of a resource so that it can be kept serviceable through routine maintenance.

#### 3.4.4

##### **Modification**

Modification encompasses conservation activities that may change the existing form or materials through treatments, repair, replacement of missing or deteriorated parts, or recovery of earlier known forms and materials. It involves a higher level of intervention than preservation. Modification may be undertaken in order to satisfy new uses or requirements, compatible with the historic character of a resource, as in the case of appropriate adaptive re-use of a structure; or to reveal, recover or represent a known earlier state of a resource, which is called restoration. Modification may involve some replacement of fabric.

##### 3.4.4.1

Parks Canada will base modification on a sound knowledge of, and respect for, the historic character of the resource; particularly as that character is expressed by the existing form and material of the resource.

##### 3.4.4.2

Parks Canada will assess and consider the impact of proposed modification activities on the historic character of cultural resources and will identify and consider the consequences of modification using the cultural resource management principles of value, public benefit, understanding, respect and integrity.

##### 3.4.4.3

Restoration is a modification activity that will require clear evidence and detailed knowledge of the earlier forms and materials being recovered.

##### 3.4.4.4

In the case of sites and structures, modification may include the activities of period restoration, and of rehabilitation for purposes of safety, property protection and access.

- i) Period restoration is the accurate recovery of an earlier form, fabric and detailing of a site or structure based on evidence from recording, research and analysis, through the removal of later additions and the replacement of missing or deteriorated elements of the earlier period. Depending on the intent and degree of intervention, period restoration may be a presentation rather than a conservation activity.
- ii) Rehabilitation is the modification, including adaptive re-use, of a resource to meet various functional requirements while preserving the historic character of the structure.

#### 3.4.4.5

In the case of artifacts, modification includes removal of the products of deterioration such as corrosion, repair, and the infilling of missing parts. Modification also includes restoration, which returns the object or specimen to a known earlier visual state, using compatible construction methods and materials.

### 3.5

#### Presentation

Presentation encompasses activities, facilities, programs and services, including those related to interpretation and visitor activities, that bring the public into contact, either directly or indirectly, with national historic sites, national parks and historic canals. Parks Canada presents these places by promoting awareness of them, by encouraging visitation, by disseminating information about them and about opportunities to enjoy them, by interpreting them and their wider significance to visitors and non-visitors, by providing opportunities for appropriate visitor use and public involvement, and by providing essential services and facilities.

#### 3.5.1

##### General

The presentation of cultural resources offers the public a wide range of opportunities to understand, appreciate and enjoy those resources.

#### 3.5.1.1

Parks Canada will integrate its activities so that efforts at presentation will respect and enhance the historic value of the whole in order to

contribute to a positive experience for the public. A knowledge of the nature and interests of the public will enable Parks Canada to enhance that experience by appropriate means of presentation.

#### 3.5.1.2

In planning and implementing the presentation of cultural resources at national historic sites, national parks and historic canals, Parks Canada will cooperate with individuals, organizations and agencies.

#### 3.5.1.3

New structures and buildings at national historic sites will respect and be compatible with the historic character of the site. Such new work will not be detailed in such a way as to be mistaken for a historic structure.

#### 3.5.1.4

Signs at national historic sites and for cultural resources will respect the historic character of those resources. Such signs may be distinctive.

#### 3.5.1.5

Parks Canada will encourage visitors to become familiar with the risks associated with access to cultural resources, and to exercise appropriate responsibility for their own safety. The qualities (historic value) that make access to a cultural resource desirable will not be diminished or destroyed in order to provide access, especially when public safety can be achieved by means other than modification.

#### 3.5.1.6

Information about cultural resources will be accessible to all visitors. Where the location of a resource, service or facility illustrating the historic value of cultural resources prevents access by persons with disabilities, special programs or services will be offered.

#### 3.5.1.7

Information about the richness and diversity of the family of national historic sites and how these sites express various aspects of our national identity will be made available to those who visit national historic sites administered by Parks Canada.

### 3.5.2

#### Interpretation

Interpretation seeks to reveal meanings and

relationships so that the public will gain an enhanced awareness of what cultural resources signify. It includes the specialized activities by which Parks Canada communicates an understanding and appreciation of the historic value of particular places, things, events and activities to visitors and the public. This communication may be accomplished through firsthand experience of historic places, appropriate use of cultural resources and the use of media. An understanding of public needs and interests is indispensable for effective interpretation, because such understanding makes it possible to identify effective means to communicate the significance of cultural resources.

#### 3.5.2.1

In its interpretive activities Parks Canada will communicate the historic character of the cultural resources being presented, the historical significance of the specific national historic site, national park or historic canal, the relevant links between historical activities and the natural environment and the value of cultural resource management.

#### 3.5.2.2

Where there is a Ministerial designation of national historic significance, the primary interpretive obligation will be to communicate what has been designated as being of national historic significance.

#### 3.5.2.3

In selecting the most appropriate means and media for interpreting cultural resources and themes related to human history, Parks Canada will be guided by Ministerial decisions regarding the purpose and form of commemoration, and will consider the following factors:

- i) the commemorative intent, themes, purpose and objectives of the national historic site, national park or historic canal;
- ii) the historic value of the resource;
- iii) the interpretive potential of the resource and its themes;
- iv) visitor needs and expectations;
- v) the impact of interpretation activities on the resource;
- vi) the availability of knowledge on which to proceed;
- vii) opportunities for appropriate visitor use;
- viii) the relationship of specific interpretive

- options to the overall presentation of a site; and
- ix) available human and financial resources.

#### 3.5.2.4

Outreach programs will be developed to enhance knowledge and appreciation of national historic sites (including historic canals) as well as cultural resources in national parks and to promote heritage awareness and conservation.

#### 3.5.2.5

Interpretation is an ongoing activity. It will include the maintenance, monitoring and review of interpretation programs.

#### 3.5.2.6

Interpretation need not be complex to be effective. The kinds and levels of interpretation may range from letting the spirit of the place speak for itself to creating a sense of the past, although these forms are not mutually exclusive. No hierarchy of resources or interpretation activities is implied by the following examples, and all may be used at a specific location.

##### 3.5.2.6.1

#### **Spirit of Place**

Some cultural resources evoke an aura or spirit that speaks directly to visitors with minimal interpretive support material.

This interpretive approach will be considered for resources and complexes that have retained their historic uses or function or whose integrity is intact; whose meaning is readily comprehensible; whose condition will not support more intensive use and development or whose integrity would be compromised by more elaborate development.

##### 3.5.2.6.2

#### **Interpretive Media**

Parks Canada will use a variety of personal, print, exhibit and electronic media when there is a need to offer background, detail and perspective on the history of cultural resources.

##### 3.5.2.6.3

#### **Creating a Sense of the Past**

Creating a sense of the past for the visitor is an interactive interpretive approach that may use a

combination of the following activities: accurate restoration, reconstruction or replication of cultural resources; volumetric representation(s) of cultural resources; reproduction of period costumes and objects; role playing and representations of past activities. Creating a sense of the past is a comprehensive interpretive option that requires the integration of all aspects of the scene or environment being interpreted (for example, landscape treatments should be consistent with period restorations/ reconstructions).

Parks Canada will consider creating a sense of the past as an interpretive option when:

- i) there is a specific commemorative objective to provide the visitor with an understanding of a defined period in the history of a site; and
- ii) the action is consistent with the principles of value, public benefit, understanding, respect and integrity of the site and its resources; and resources and their setting possess sufficient historical integrity to support a complete scene or environment; and
- iv) there is sufficient understanding of the resource to ensure accuracy of detail; and
- v) cost can be justified in relation to historic significance and interpretive potential; and
- vi) in the case of established sites, demonstrated visitor demand or expectations warrant this type of development.

#### 3.5.2.6.3.1

Reproductions may be manufactured and used in interpretation when:

- i) sufficient knowledge exists for an accurate reproduction; and
- ii) the original object is too fragile or cannot be provided with a stable display environment; or
- iii) more than one of an object is required; or
- iv) an object is to be handled or consumed.

#### 3.5.2.6.3.2

The use of reproductions will be acknowledged.

#### 3.5.2.6.3.3

In exceptional circumstances, the period reconstruction or replication of whole structures or complexes may be considered as the best possible means of achieving public understanding of a significant aspect of the past. Period reconstruction may not be undertaken unless:

- i) reconstruction of the vanished resource

would make a significant contribution to historical, scientific or technical knowledge; and

- ii) the cost of reconstruction, including its maintenance and operation, can be justified in relation to the historic significance and interpretive potential of the work.

If these considerations are met, reconstruction may only be considered if:

- a) there are no significant preservable remains that would be threatened by reconstruction; and
- b) the action will not compromise the commemorative integrity of the site; and
- c) there is sufficient research information to support an accurate reconstruction.

#### 3.5.2.6.3.4

The use of period reconstructions will respect existing cultural resources and will be acknowledged.

#### 3.5.2.6.3.5

Period reconstruction and reproductions are by definition contemporary work and have no *a priori* historic value. Because of their special character, however, they may be managed in accordance with this policy.

### 3.5.3

#### Special Programs and Events

Special programs and events offer important opportunities to integrate the presentation of cultural resources at national historic sites, national parks and historic canals with related activities in their surrounding communities and to develop partnerships with others.

In planning for these activities and uses Parks Canada will be sensitive to the size, nature and interests of existing and potential visitor groups, while acknowledging that not all visitor expectations are compatible with the mandate for national historic sites and national parks.

#### 3.5.3.1

Activities that are consistent with the principles of cultural resource management, that are appropriate to the specific national park, national historic site or historic canal and that are acceptable will be encouraged.

#### 3.5.3.2

Where warranted, special programs for targeted



groups of visitors will be developed.

#### 3.5.3.3

Special events and uses will be encouraged where they contribute directly to public appreciation of the historic themes, resources and opportunities of a national park, national historic site or historic canal.

#### 3.5.3.4

Special events and uses will respect cultural resources and their historic character and will not impair the safety, experience and enjoyment of visitors.

#### 3.5.3.5

Some special events and uses that are otherwise appropriate may depict the past in ways that are not specifically accurate to the site. In cases where such events or special uses are permitted, these discrepancies will be acknowledged.

#### 3.5.3.6

Research and study by others of cultural resources at national historic sites, national parks and historic canals will be encouraged as an appropriate activity when such work respects the principles of this policy and is compatible with visitor activities.

### 3.5.4

#### **Services and Facilities**

#### 3.5.4.1

Facilities and services necessary to achieve public understanding, appreciation and enjoyment of cultural resources will be provided.

#### 3.5.4.2

Services and facilities may be provided through contract, lease, licence, concession or agreement.

WHC REGISTRATION	
Date	
Id N°	_____
Copy	_____ Item _____

**HISTORIC SITES AND MONUMENTS BOARD OF CANADA**

**STATUS OF DESIGNATIONS COMMITTEE REPORT**

**“To Confirm the Designated Place of Red Bay National Historic Site of Canada”**

E. Confirmation of the Designated Place of Red Bay National Historic Site of Canada

(Ref. 2010-CED-SDC-10, "To Confirm the Designated Place of Red Bay National Historic Site of Canada")

Ms. Oliver explained that the Committee is being asked to clarify the designated place of Red Bay National Historic Site of Canada, as the Board minutes are unclear on this point. They refer to the "Red Bay area" but do not provide sufficient guidance to determine the extent of the site. On the basis of the information before it and the discussion that ensued, the Committee confirmed that the designated place for Red Bay National Historic Site of Canada is:

**beginning at Point A on the south shore of First Pond at 51.728789 north latitude and 56.451298 west longitude;**  
**proceeding in a south easterly direction to Point B at 51.726031 north latitude and 56.450133 west longitude;**  
**continuing in a south easterly direction south of Saddle Island to Point C at 51.719771 north latitude and 56.431274 west longitude;**  
**proceeding in a north easterly direction to Point D at 51.722796 north latitude and 56.407478 west longitude;**  
**proceeding in a northerly direction to Point E on the south shore at the western edge of Steamer Cove at 51.728089 north latitude and 56.407774 west longitude;**  
**proceeding inland in a north westerly direction to Point F at 51.729595 north latitude and 56.409208 west longitude;**  
**proceeding in a westerly direction to Point G at 51.729186 north latitude and 56.422023 west longitude;**  
**proceeding in a north westerly direction to Point H at 51.730316 north latitude and 56.423774 west longitude;**  
**the boundary follows then northern limit of East Harbour Drive to Point I at 51.730806 north latitude and 56.424868 west longitude;**  
**continuing in a north westerly direction to Point J, situated at the eastern limit of Main Road at 51.732011 north latitude and 56.427906 west longitude;**  
**the boundary follows the eastern limit of Main Road and the and southern limit of Co-op Lane and continuing in the same trajectory to Point K located at the high-water mark of the western shore of Red Bay at 51.735265 north latitude and 56.429269 west longitude;**  
**continuing in a south westerly direction across Red Bay north of Penney Island to Point L located on Boney Shore Trail at 51.733822 north latitude and 56.440662 west longitude;**  
**proceeding in a south westerly direction returning to Point A (see Figure 2, Submission Report 2010-CED-SDC-10).**





## **Policy for the Protection of Underwater Historic Resources at Red Bay, Labrador**

### **1. Effective date**

This policy takes effect on December 15, 2011.

### **2. Introduction**

Red Bay, Labrador is one of the most important underwater archaeological sites in the Americas. More than thirty years of archaeological and historic document research revealed that 16th century Basque whalers were stationed at Red Bay. Four shipwrecked whaling galleons, a number of smaller whaling vessels, and whalebone deposits dating to the 16th century Basques have been discovered at this site. One of the smaller whaling vessels, an eight-metre chalupa, was excavated and preserved and is on display at the Red Bay Visitor Centre. All other discovered wrecks have been preserved on the seabed of Red Bay Harbour using archaeological techniques involving reburial, covering and monitoring.

The Government of Newfoundland and Labrador is working with the Town of Red Bay and Parks Canada to preserve, protect and present these internationally significant cultural heritage resources. Parks Canada manages the Red Bay National Historic Site which includes two parcels of land and the underwater site of the Basque whaling ship believed to be the *San Juan*. The Town of Red Bay, through its Municipal Plan manages land use in the uplands surrounding Red Bay Harbour. However, the underwater shipwrecks and whalebone deposits of Red Bay lack the protection of a formal policy and protocol. This policy has been prepared to specifically address protection of these underwater resources as part of an integrated management process between all three levels of government.

Increasing vessel traffic, specifically that of cruise ships, as well as an anticipated interest in recreational diving and boating should Red Bay be declared a World Heritage Site (currently under application), increases the risk of damage to the historic resources. These risks include damage by vessel anchoring, disturbance from engine thrusters, use of certain types of fishing gear, and recreational diving in the Harbour and Basin of Red Bay where known historic resources are located. This policy sets out requirements for anchoring vessels and the permitting of recreational diving and research activities at Red Bay in order to protect the underwater historic resources. Finally, the policy formalizes responsibilities for the management and protection measures for Red Bay that will support Parks Canada's submission to the United Nations Educational, Scientific and Cultural Organization (UNESCO) to have Red Bay declared a World Heritage Site.

### **3. Application**

**3.1** This policy applies to the Department of Tourism, Culture and Recreation and was prepared under the authority of section 4 of the *Historic Resources Act*.

**3.2** This policy applies to the waters of Red Bay, Labrador and lands under the waters at Red Bay, Labrador extending inland to include the inter-tidal shorewater zone to the high



water level from a line drawn between Western Point and Twin Isles (headland to headland) and shown more precisely on the map in Schedule A.

#### **4. Objectives**

**4.1** The objective of this policy is to strengthen the protection of the underwater historic resources at Red Bay, Labrador located inland from a line drawn between Western Point and Twin Isles shown more precisely in Schedule A.

**4.2** Adherence to the policy will protect the significant underwater historic resources from damage and disturbance by activities taking place in the marine environment at Red Bay, Labrador.

**4.3** This policy, together with similar protection policies by federal and municipal governments, is intended to support the application for the designation of Red Bay as a UNESCO World Heritage Site.

#### **5. Definitions**

**Historic Resource** - a work of nature or of humans that is primarily of value for its archaeological, prehistoric, historic, cultural, natural, scientific or aesthetic interest, including an archaeological, prehistoric, historic or natural site, structure or object - from *Historic Resources Act*.

**Anchor Moorings** - moorings, which are typically comprised of concrete anchor blocks, chains, rope and floats, are anchored to the bottom of a water body in open water and away from the shoreline and are used to secure a boat or to hold a channel marker in place as a navigational aid - from Department of Fisheries and Oceans NL operational statement.

**Land** - includes land covered by water, whether fresh or salt, within the province - from *Historic Resources Act*.

#### **6. Terms**

**6.1** In concert with the Red Bay Harbour Authority, manage vessel traffic to minimize impact on Historic Resources.

**6.1.1** Within the Area that is the subject of this policy, and shown more particularly in Schedule A, there shall be a clearly marked "no anchorage zone" established in Red Bay Harbour which encompasses the most vulnerable and significant underwater wreck sites. Anchoring of vessels will be prohibited within this area,

**6.1.2** Large vessels (65 ft +) shall be directed to enter and leave Red Bay Harbour along a route generally defined by deeper channels and shown conceptually in Schedule A.

**6.1.3** Known wreck sites shall be identified by buoy markers and a 30m “go slow” zone shall be established to prevent bottom disturbance from boating activity around these sites.

**6.1.4** Cruise ships shall be directed to anchor at established anchorages in Western Arm or in the Basin.

**6.1.5** No vessel or activity associated with supplying or servicing any vessel shall be permitted to dump or deposit any waste, or discharge any substance, into the waters of Red Bay that are the subject of this policy.

## **6.2 Diving and other uses**

**6.2.1** All underwater archaeological research to be conducted at Red Bay shall be carried out in accordance with the necessary permissions and approvals as per the *Historic Resources Act* and *Archaeological Investigation Permit Regulations*.

**6.2.2** Recreational divers (whether individuals or part of a group) shall be required to register prior to any diving activity taking place in Red Bay Harbour.

**6.2.3** Fishing activities that involve the use of any fishing gear dragged over the bottom or which could have potential to disturb underwater historic resources shall not be permitted within Red Bay Harbour and the Basin.

**6.2.4** No planned activity or development involving disturbance to the seabed, such as dredging, mineral or hydrocarbon exploration or development, or construction of wharves and docks shall take place without review and approval by the Provincial Archaeology Office under the provisions of the *Historic Resources Act*.

**6.2.5** Any development proposed along the shoreline or in the intertidal zone shall require approval from the Provincial Archaeology Office as provided for under the *Historic Resources Act* and any other provincial, federal and municipal acts and regulations as may be required.

## **7. Policy Implementation**

**7.1** The Provincial Archaeologist shall be responsible for:

**7.1.1** ensuring that the policy is communicated to the public, stakeholders and other levels of government, including specifically the Town of Red Bay and Parks Canada. Communication may include a public information brochure.

**7.1.2** ensuring that the policy is communicated to other Departments of the Provincial and Federal governments.

**7.1.3** the issuance of permits and approvals for underwater archaeological investigations.

**7.1.4** the review and approval of all development activities within the area subject to this policy, or any activities outside the area that is subject to this policy that have potential to impact the underwater historic resources at Red Bay.

**7.1.5** enforcement of the policy pursuant to Part V of the *Historic Resources Act*.

## **7.2 Monitoring and Reporting**

**7.2.1** Provincial Archaeology Office is responsible for monitoring and reporting on the policy. This policy shall be reviewed not later than five years after the date on which it comes into effect. The review shall evaluate the effectiveness of the policy in protecting the underwater historic resources at Red Bay and include recommendations on any measures required to improve the policy.

## **8. Responsibilities of Other Parties**

### **8.1 The Town of Red Bay:**

**8.1.1** provides support to the implementation of this policy through the maintenance of a registry of recreational divers.

**8.1.2** provides support to the implementation of this policy through reporting to the Provincial Archaeology Office any infractions or activities being carried out that are contrary to this policy.

**8.1.3** refers all proposals for development within the Town's jurisdiction to the Provincial Archaeology Office for review and comment prior to issuing a decision or approval on the application.

### **8.2 Parks Canada:**

**8.2.2** provides support to the implementation of this policy through providing direction to vessels entering/anchoring Red Bay Harbour.

**8.2.3** provides advice to the Provincial Archaeologist on any threats or disturbance to the underwater resources at Red Bay.

### **8.3 Department of Fisheries and Oceans NL (Small Craft Harbours Division):**

**8.3.1** participates in biannual meetings of the management authority committee.

**8.3.2** continues to cooperate with other partners regarding proper assessments and reviews related to all projects and other activities undertaken within the area of the nominated property over which it has jurisdiction.

## **9. References**

### **9.1 Relevant legislation**

**Government of Newfoundland and Labrador:**  
*Historic Resources Act*  
*Urban and Rural Planning Act, 2000*  
*Environmental Protection Act*

**Government of Canada:**  
*Canada Shipping Act*  
*Oceans Act*  
*Fisheries and Recreational Harbours Act*

## **9.2 Related policies**

- **Memorandum of Understanding Regarding a National Historic Site at Red Bay between the Government of Canada and the Government of Newfoundland and Labrador**
- **Town of Red Bay Municipal Plan and Development Regulations, 2011 (pending)**
- **Red Bay National Historic Site Management Plan – under revision**
- **UNESCO Convention on the Protection of the Underwater Cultural Heritage**
- **A Cultural Policy for Newfoundland and Labrador, 2002, prepared by Department of Tourism, Culture and Recreation.**
- **The Department of Fisheries and Aquaculture Provincial Coastal and Ocean Management Strategy and Policy Framework**

## **9.3 Other publications**

**Background information leading to the formulation of this policy is contained in the report Red Bay Underwater Historic Resources Draft Policy, April 2011, prepared by CBCL Limited for the Department of Tourism, Culture and Recreation.**

## **10. Enquiries**

**Please direct enquiries about this policy and its interpretation to:  
Department of Tourism, Culture and Recreation  
Provincial Archaeologist  
2<sup>nd</sup> Floor West Block  
Confederation Building  
P.O. Box 8700  
St. John's, NL A1B 4J6**

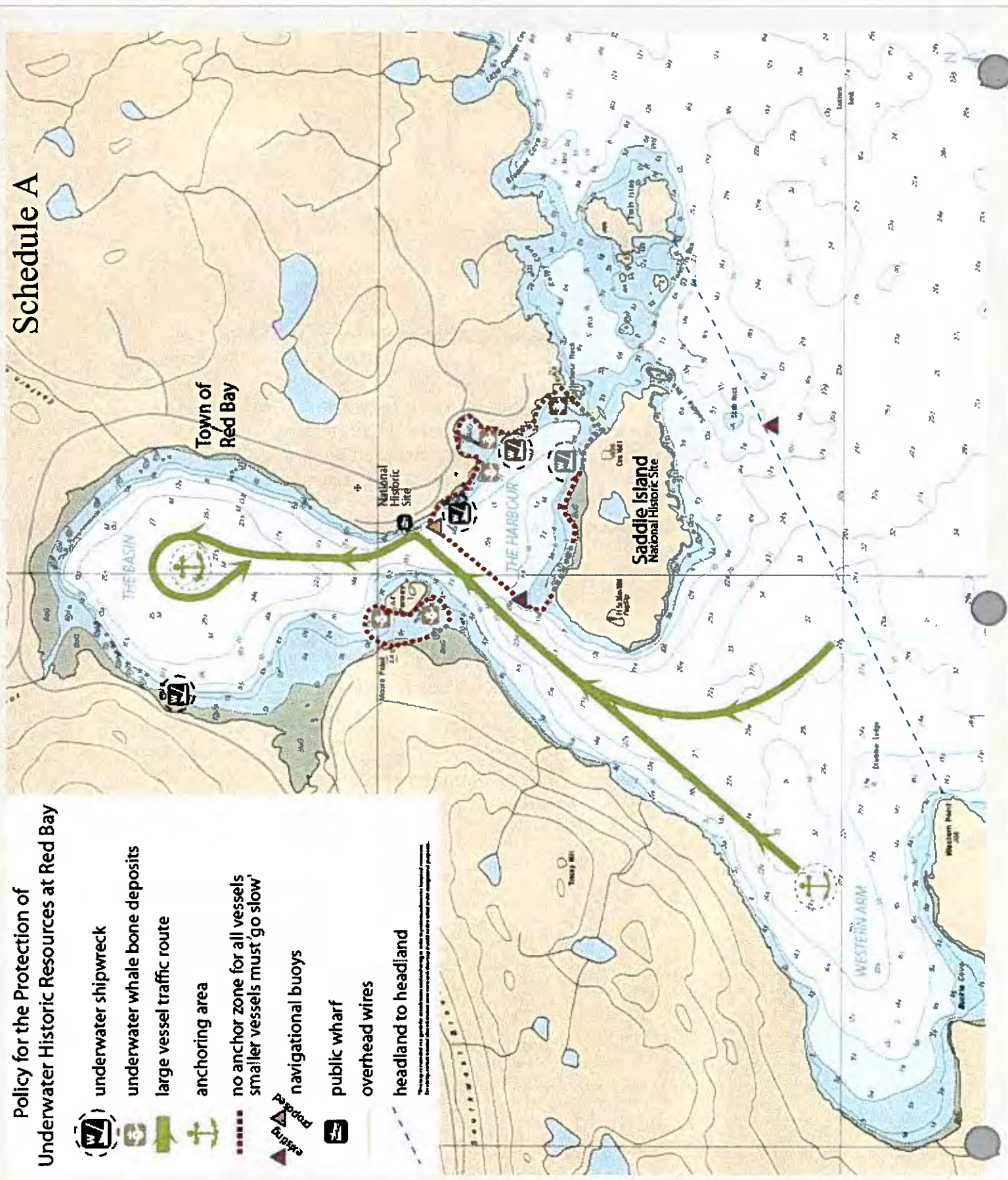


# Schedule A

## Policy for the Protection of Underwater Historic Resources at Red Bay

-  underwater shipwreck
-  underwater whale bone deposits
-  large vessel traffic route
-  anchoring area
-  no anchor zone for all vessels  
smaller vessels must go slow
-  navigational buoys
-  public wharf
-  overhead wires
-  headland to headland

This map is provided for public information and is not intended to be used for navigation purposes. For more information, please contact the appropriate authorities.







**MAP 1**  
RED BAY BASQUE WHALING STATION  
**Regional Setting**

- Ferry Route
- International Boundary
- Major Road
- Provincial Boundary
- River

Projection: UTM Zone 21  
Datum: NAD 83  
Date: January 2012



**Red Bay Basque Whaling Station**

*Strait of Belle Isle*

*Labrador Sea*

*NEWFOUNDLAND*

*AND*

*LABRADOR*

*ATLANTIC OCEAN*

CANADA

QUEBEC

NEW BRUNSWICK

MAINE

NOVA SCOTIA

PEI

Nain

Labrador City

Happy Valley - Goose Bay

Corner Brook

St. John's

Fredericton

Moncton

Charlottetown

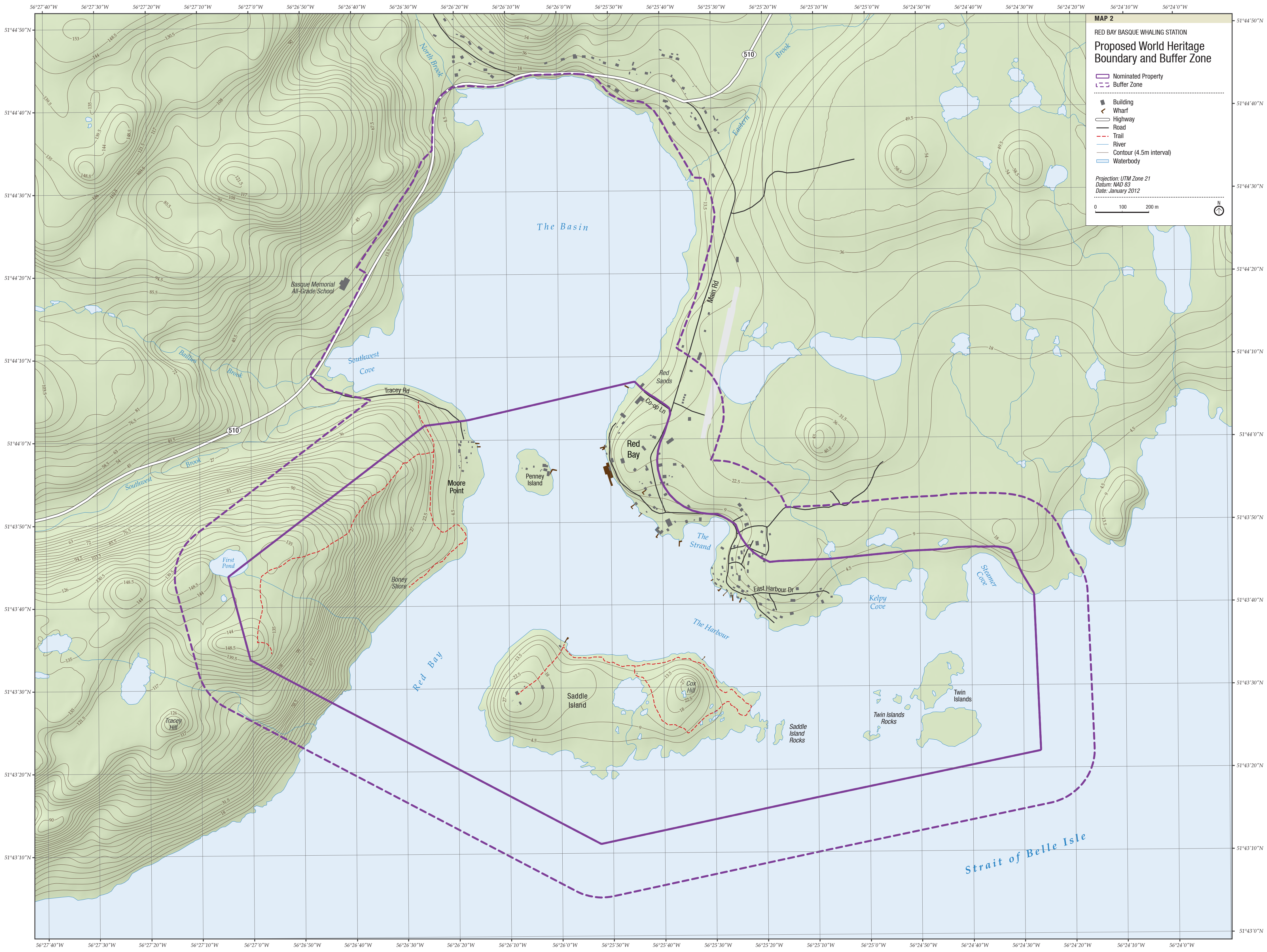
Saint John

Halifax

Québec

Augusta





**MAP 2**  
**RED BAY BASQUE WHALING STATION**  
**Proposed World Heritage Boundary and Buffer Zone**

- Nominated Property
- Buffer Zone
- Building
- Wharf
- Highway
- Road
- Trail
- River
- Contour (4.5m interval)
- Waterbody

Projection: UTM Zone 21  
Datum: NAD 83  
Date: January 2012

0 100 200 m

The Basin

Basque Memorial All-Grade School

Southwest Cove

510

Tracey Rd

Moore Point

Penney Island

Red Bay

The Strand

The Harbour

Main Rd

Red Sands

Co-op Ln

East Harbour Dr

Kelpy Cove

Steamer Cove

First Pond

Red Bay

Saddle Island

Cox Hill

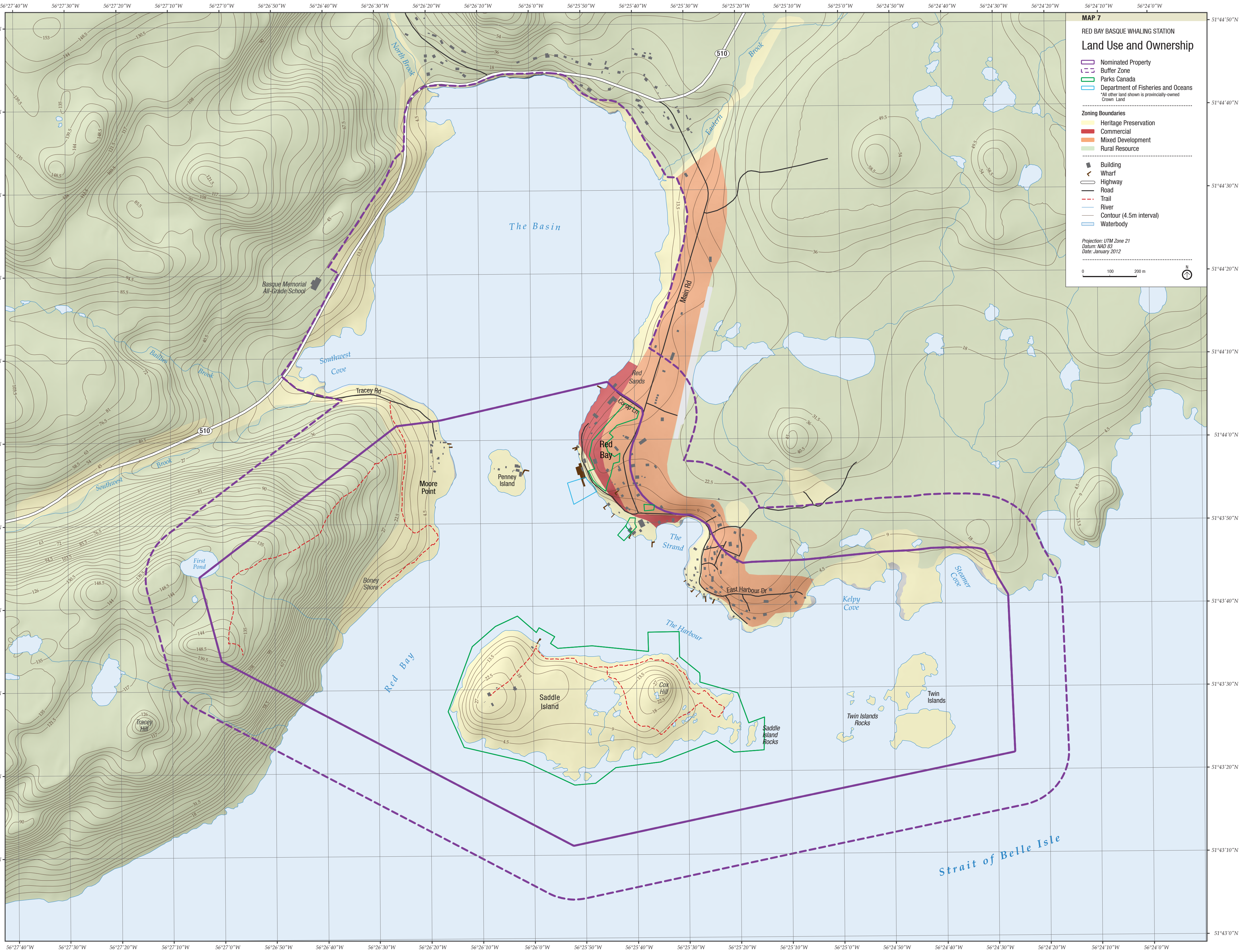
Saddle Island Rocks

Twin Islands Rocks

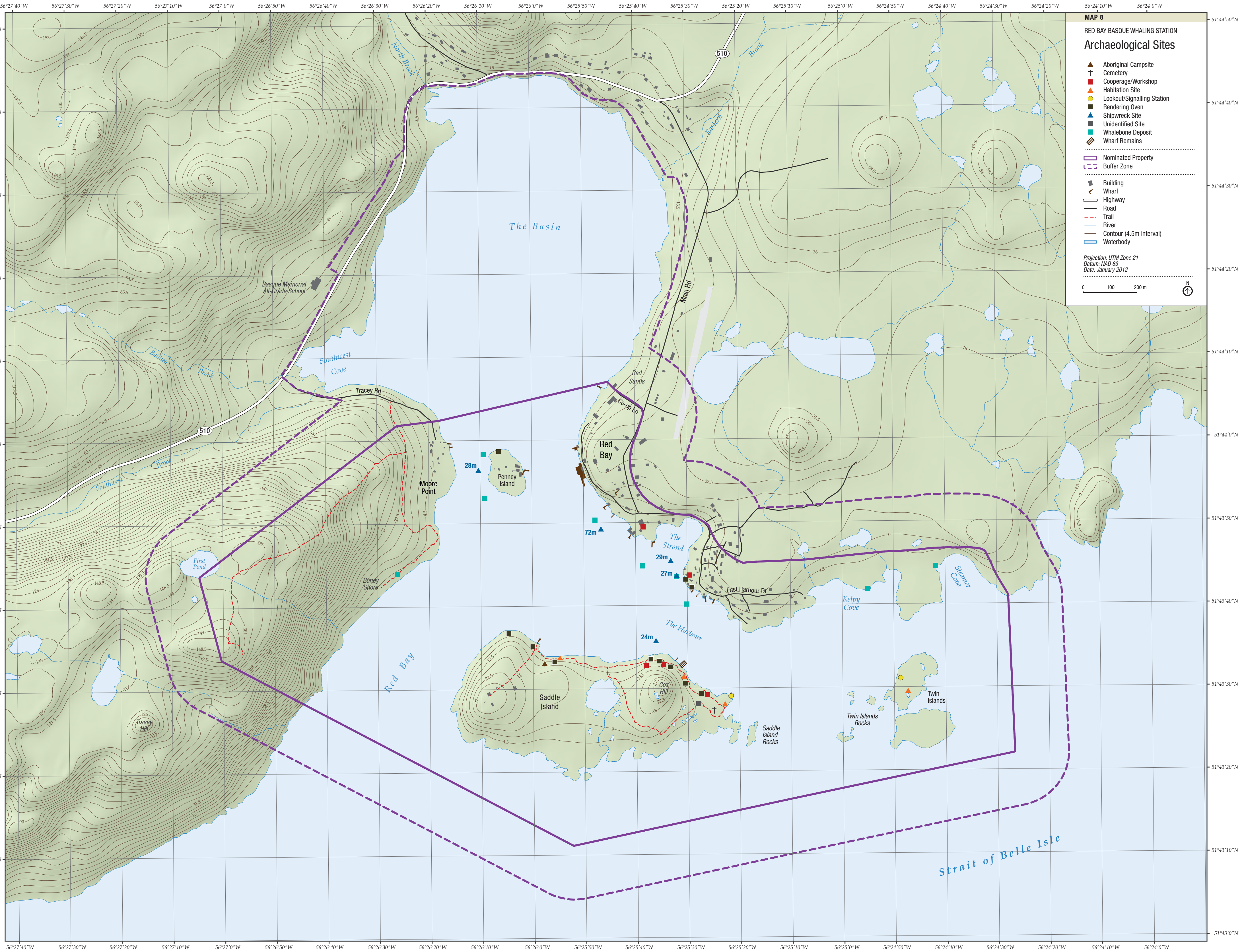
Twin Islands

Strait of Belle Isle











World Heritage  
Nomination  
for the  
**Red Bay  
Basque  
Whaling  
Station**

Newfoundland and Labrador,  
Canada  
January 2012





Minister of the Environment



Ministre de l'Environnement

Ottawa, Canada K1A 0H3

As Minister of the Environment and Minister responsible for Parks Canada, I am pleased to support the nomination of the Red Bay Basque Whaling Station for inscription on the United Nations Educational, Scientific and Cultural Organization's (UNESCO) World Heritage List. Red Bay and the stories it tells are recognized to be of national historic significance to all Canadians. These stories are universal and part of the heritage of humanity, and Canada is proud to share them with the world.

As manager of Red Bay National Historic Site of Canada—one of the key components of the nominated property—Parks Canada has been an active partner in the development of this nomination, along with the Government of Newfoundland and Labrador, the Town of Red Bay, Fisheries and Oceans Canada, the Labrador Straits Historical Development Corporation, the Labrador Straits Development Corporation, Destination Labrador and Smart Labrador. Parks Canada is fully committed to the protection, conservation and presentation of the Red Bay Basque Whaling Station and will continue to collaborate with its partners.

Sincerely,

A handwritten signature in blue ink that reads "Peter Kent".

The Honourable Peter Kent, P.C., M.P.



Canada

DEC 15 2011

**THE WORLD HERITAGE COMMITTEE:**

The Red Bay Basque Whaling Station in Labrador is known as the site with the most extensive and best-preserved remains in the world associated with the early stages of large-scale commercial whaling. As discovered in the 1970s by historical geographer Dr. Selma Barkham, whalers from the Basque region of Spain and France were attracted to the Strait of Belle Isle during the mid to late 16<sup>th</sup> century because of the once plentiful Right and Bowhead whales.

Artifacts from the work stations, along with personal items left behind by the whalers, form an incredible collection of 16<sup>th</sup> century Basque culture material that is unequalled in even the Basque Country itself.

The investigation of Red Bay was led by archaeologists from Memorial University of Newfoundland with the active participation of Parks Canada's Underwater Archaeology Service. The Basque whaling ship found in the waters off of Red Bay, believed to be the *San Juan*, represents the oldest and most complete shipwreck remains of a 16<sup>th</sup> century transatlantic merchant ship. The excavation and study of the San Juan was the largest of its time and set an international benchmark in the discipline of underwater archaeology.

The successful development, protection and designation of the Red Bay Basque Whaling Site have been a cooperative effort at the community, provincial and national levels. The Province of Newfoundland and Labrador is committed to continuing to play its role in the ongoing management, protection and monitoring of the site.

The Province of Newfoundland and Labrador proudly supports the nomination of the Red Bay Basque Whaling Station for inscription on the World Heritage List which, I believe, is an important heritage asset, not only for this province and for Canada, but for the entire world.

Sincerely,

A handwritten signature in black ink, appearing to read "D Dalley".

**DERRICK DALLEY, M.H.A.**

The Isles of Notre Dame  
Minister



## Red Bay, Labrador

**Tel: (709) 920-2197**

**Fax: (709) 920-2103**

December 7, 2011

The Red Bay Basque Whaling Station holds a special place in the hearts of the residents of this small community. Since its discovery in the late 1970s, the site has played a large and important role in this community, both during the study and excavation of it and in the ongoing presentation of its significance to Canada and the rest of the world.

The Red Bay Basque Whaling Station has brought this community both national and international attention during the past three decades. It has played a significant role in forging a tourism industry in the community and the surrounding region. Our shared history has also enabled us to create relationships with individuals and organizations in the Basque region of Spain and France.

On behalf of the residents of Red Bay, we are pleased to support the nomination of the Red Bay Basque Whaling Station for inscription on the World Heritage List. We also recognize that the preparation of this document and other elements of the final submission have involved a great deal of hard work, solid regional cooperation and strong commitment on the part of the regulatory authorities to the long-term protection and management of the proposed World Heritage Site. For this we would like to thank our partners for their contribution to the preparation of this document: the Labrador Straits Historic Development Corporation, the Labrador Straits Development Corporation, Smart Labrador, Destination Labrador, the Government of Newfoundland and Labrador and the Parks Canada Agency.

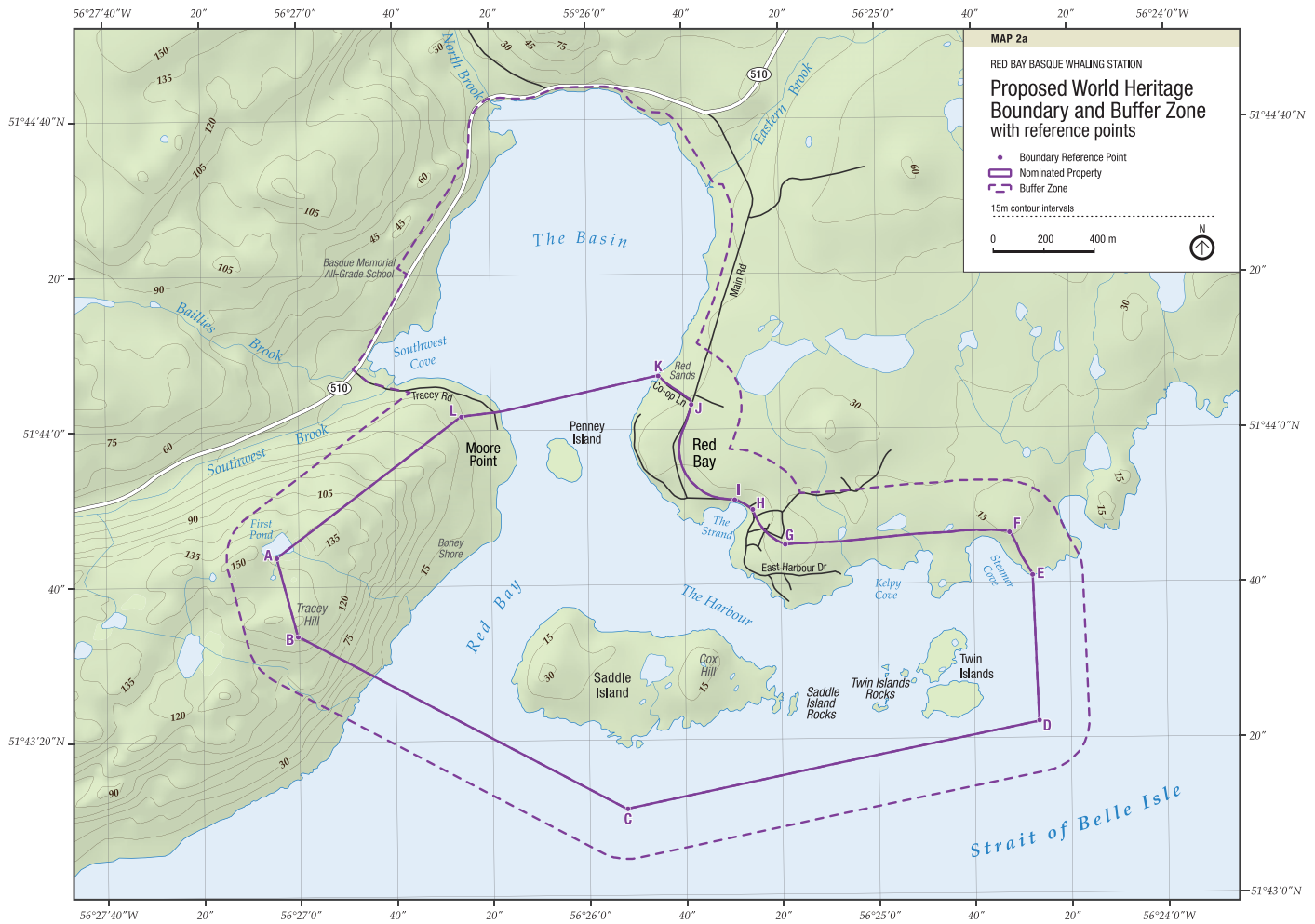
A handwritten signature in cursive script that reads "Wanita Stone".

Wanita Stone

Mayor – Town of Red Bay

50 Main Highway, P.O. Box 108, Red Bay, NL A0K 4K0

# World Heritage Nomination for the Red Bay Basque Whaling Station





### **State Party**

Canada

### **State, province or region**

Newfoundland and Labrador

### **Name of property**

Red Bay Basque Whaling Station

### **Geographical coordinates to the nearest second**

51°43'36.93"N 56°25'46.28"W (NAD 83 - UTM Zone 21N)

### **Textual description of the boundary of the nominated property**

The nominated property is situated in eastern Canada in the province of Newfoundland and Labrador. The property comprises 312.973 hectares of land and submerged land located within the Town of Red Bay on the south coast of Labrador. The boundary encompasses Red Bay Harbour and the islands and shoreline that surround it. It extends from the eastern side of Steamer Cove westward as far as the summit of Tracey Hill and from the entrance to the Basin southward to include Saddle Island and Twin Islands.

The boundary was assigned to include all of the areas at Red Bay that are known to, or could potentially, contain archaeological features and other cultural material related to 16th-century Basque whaling in that port. It coincides with the area designated by the Government of Canada to commemorate the role of Basque whaling in the history of the country. This boundary was defined by the Status of Designations Committee of the Historic Sites and Monuments Board of Canada in 2010. It is also defined by geographical and topographical features that make it easily identifiable on the ground.

The boundary of the nominated property begins at Point A on the south shore of First Pond at the top of Tracey Hill and proceeds in a south easterly direction to Point B. From there it continues southeast to Point C, which is south of Saddle Island. It then proceeds in a northeasterly direction to Point D to the east of Twin Islands and continues northwards to Point E, which is on the shoreline at the eastern edge of Steamer Cove. The boundary proceeds inland in a northwesterly direction to Point F and continues northwest to Points G and H. From there it follows the northern limit of East Harbour Drive in the community of Red Bay to Point I. It continues northwest to Point J, which



is at the eastern limit of Main Road. It follows the eastern limit of Main Road and the southern limit of Co-op Lane on the same trajectory to Point K, located at the high water mark on the eastern shore of the Basin. It then continues in a southwesterly direction across the water of the Basin to the north of Penney Island to Point L near the Tracey Road and continues southwest until it returns to Point A.

### **Justification (Statement of Outstanding Universal Value)**

The Red Bay Basque Whaling Station is located on the north shore of the Strait of Belle Isle, in the eastern-most Canadian province of Newfoundland and Labrador. The Basques were among the earliest Europeans to exploit the rich maritime resources of eastern North America, and established the world's first large-scale commercial whaling enterprise in the Strait of Belle Isle during the first half of the 16th century.

Archaeological excavations at Red Bay have uncovered the best known and most complete example of a whaling station from this key period of the global whaling industry. The Red Bay Basque Whaling Station contains an exceptional collection of technology that illustrates all stages of whale hunting and whale oil processing during this period. The whale oil produced was the best source of artificial lighting known at this period of history and illuminated the rapidly growing cities of Europe and North America for three centuries.

#### Criterion iii

Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.

#### Criterion iv

The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process — consisting of rendering ovens, cooperages, living quarters and ships - are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.

### Criterion v

The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.

### Integrity

The boundaries of the nominated property are clearly defined and encompass all of the elements necessary to express its Outstanding Universal Value. All the known elements relating to 16th-century Basque whaling and whale oil production at Red Bay, including whale oil processing stations, well-preserved vessels and extensive whale bone deposits, are included. Owing to factors such as a remote location, cooperative management and dedicated volunteers, the property benefits from an excellent state of conservation.

### Authenticity

The archaeological remains of the 16th-century whaling station at Red Bay have retained a high degree of authenticity. The form and design, as well as the materials used to build the ships and structures associated with whaling, are unquestionably Basque of that period. They therefore represent significant elements of the Basque whaling tradition. The location and setting, which has changed very little since the 16th century, was ideal for a successful whaling station. Traditions and techniques associated with whaling are reflected in the archaeological record at Red Bay, including those associated with shipbuilding during the period and the methods used to hunt whales and process whale oil. Other factors, such as the extensive archival material in Europe that reveals how the industry was organized and managed, and the tangible remains in the form of a large collection of artefacts found at Red Bay, further support the claim that Red Bay was the largest and most important whaling station of the 16th century.

### Requirements for protection and management

A combination of federal, provincial and municipal legislation, policies, planning processes and mechanisms for cooperation ensures the ongoing protection and management of the nominated property and the cultural resources associated with 16th-century Basque whaling at Red Bay. Effective provincial legislation combined with strong federal policies, well-organized municipal planning and a dedicated local community all contribute to the long-term protection of the nominated property and ensure the preservation of its Outstanding Universal Value. The implementation of relevant federal, provincial and municipal legislation, policies and planning processes is coordinated

through a management committee. A management plan for the nominated property is in place that effectively integrates key elements of the associated Red Bay National Historic Site of Canada Management Plan, the Town of Red Bay Municipal Plan and relevant legislation and policies of the Government of Newfoundland and Labrador.

### **Criteria under which property is nominated**

The Red Bay Basque Whaling Station is nominated for inscription on the World Heritage List under the following criteria:

Criterion iii: bear a unique or at least exception testimony to a cultural tradition or to a civilization which is living or which has disappeared.

Criterion iv: be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

Criterion v: be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

### **Name and contact information of official local institution/agency**

Red Bay Basque Whaling Station Management Committee  
P.O. Box 103  
Red Bay, Newfoundland and Labrador, Canada  
A0K 4K0  
Phone: 709 920 2142  
Fax: 709 920 2144  
Email: [redbay.info@pc.gc.ca](mailto:redbay.info@pc.gc.ca)

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**Atalaya:** A signal tower constructed on the Basque coast to watch for whales as they migrated through the Bay of Biscay.

**Baleen:** The keratinous material that occurs in the mouths of certain species of whales.

**Barrica:** A barrel with a standard capacity of 211 litres.

**Basque:** A culturally unique population that has inhabited the same area of northeast Spain and southwest France for thousands of years.

**Blubber:** An insulating layer of fat in whales, seals and other marine mammals.

**Buttes:** 16th-century name for the Basque whaling port at Red Bay.

**Capstan:** A device used on a ship to raise and lower an anchor.

**Chalupa (whale boat):** A specially designed and built open boat used in the pursuit of whales.

**Cooper:** A maker or repairer of barrels and casks.

**Cooperage:** A place where barrels and casks are made.

**Firebox:** An individual fire pit in a rendering oven.

**Fire-cracked rock:** A rock that has been cracked by the intense heat of fire.

**Flense:** To remove blubber from a whale.

**Flensing knife:** A long-bladed knife used to cut strips of blubber from a whale during the flensing process.

**Galleon:** A square-rigged ocean-going sailing vessel with three or more decks and masts.

**Grand Bay (*la Gran Baya*):** 16th-century term for the modern-day Strait of Belle Isle.

## GLOSSARY

**Harpoon:** A tool used to hunt whales consisting of an iron point with barbs and a wooden handle with a long rope attached.

**Lance:** A tool used to hunt whales consisting of a long wooden handle and a pointed iron blade.

**Pelagic whaling:** Whaling and whale oil production that took place on the open sea.

**Render:** To melt down whale fat.

**Rendering oven:** A stone structure with multiple fireboxes constructed for the purpose of rendering whale fat.

**Spermaceti:** A white, waxy substance found in the head of the sperm whale used in the manufacture of candles, ointments and other products.

**Terra Nova:** 16th-century term for the general area of Atlantic Canada.

**Train oil:** Oil obtained from the blubber of a whale.

**Treenails:** Hardwood pegs used to secure timbers.



Red Bay Harbour  
*Parks Canada/Michael Burzinski*

## 1. IDENTIFICATION OF THE PROPERTY



## 1. IDENTIFICATION OF THE PROPERTY

### 1. A Country/State Party

Canada

### 1. B State, Province or Region

Province of Newfoundland and Labrador

### 1. C Name of the Property

Red Bay Basque Whaling Station

### 1. D Geographical Coordinates to the Nearest Second

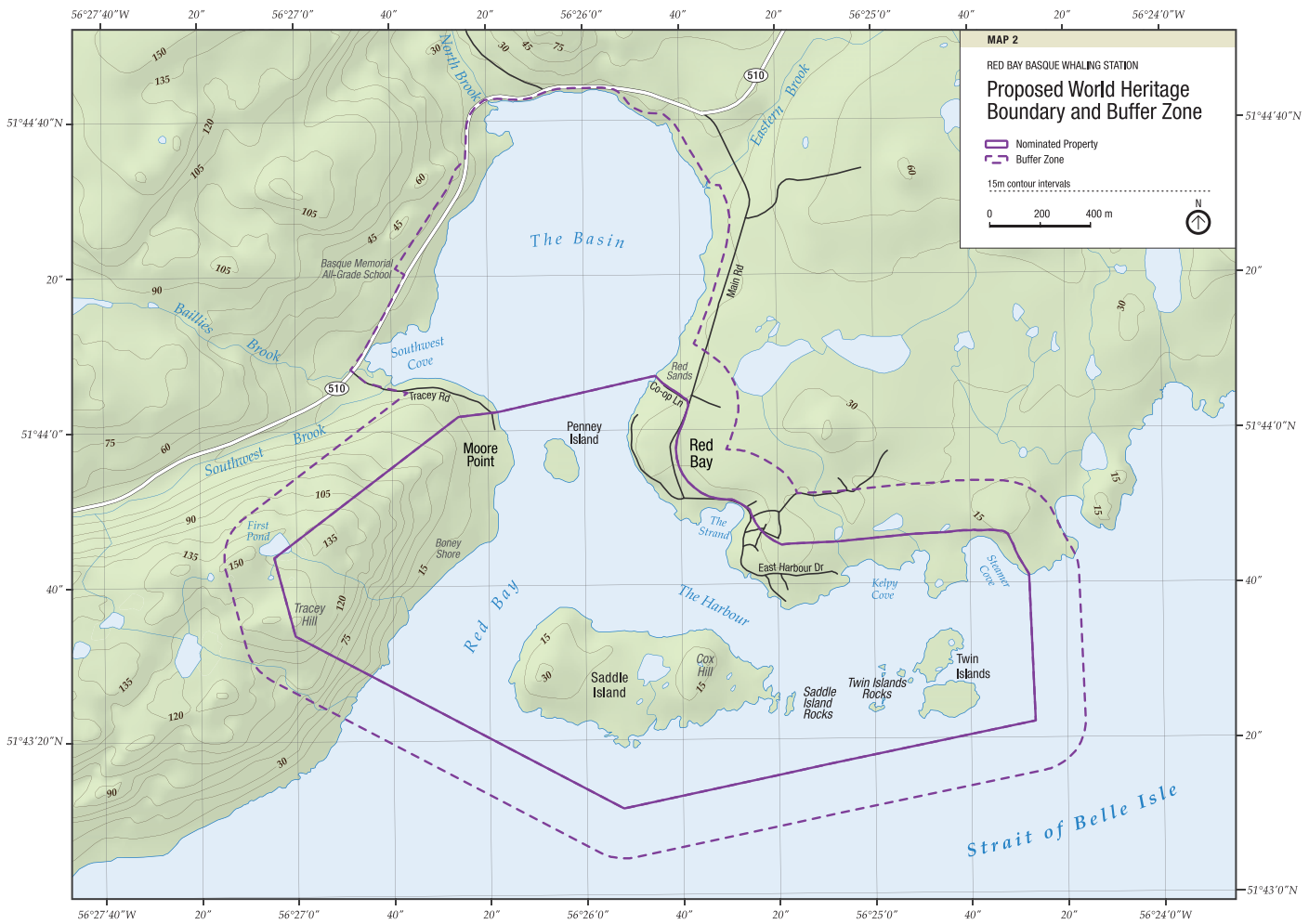
51°43'36.93"N 56°25'46.28"W (NAD 83 - UTM Zone 21N)

### 1. E Maps and Plans Showing the Boundaries of the Nominated Property and Buffer Zones

#### 1. E (i) Maps Included in this Nomination

- |         |  |
|---------|--|
| Map 1.  | Regional Setting, Section 1.E (1:9,000,000) and Appendix 11 (1:3,600,000), 2011                          |
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| Map 3.  | Terrestrial Archaeological Sites, Section 2.A (1:21,000), 2011   |
| Map 3a. | Rendering Ovens, Section 2.A (1:21,000), 2011  |
| Map 3b. | Excavated Areas on Saddle Island, Section 2.A (1:6,000), 2011  |
| Map 3c. | Other Terrestrial Archaeological Sites, Section 2.A (1:21,000), 2011                                     |
| Map 4.  | Whale Bone Deposits, Section 2.A (1:21,000), 2011.   |
| Map 5.  | Underwater Archaeological Sites, Section 2.A (1:21,000), 2011),  |
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| Map 7.  | Land Use and Ownership, Section 5.A (1:21,000) and Appendix 11 (1:8,000), 2011                           |
| Map 8.  | Archaeological Sites of the Red Bay Basque Whaling Station, Appendix 11 (1:8,000), 2011                  |

# 1. IDENTIFICATION OF THE PROPERTY





## 1. IDENTIFICATION OF THE PROPERTY

### 1. E (ii) Property Boundary

The nominated property is situated in eastern Canada in the province of Newfoundland and Labrador (Map 1). The property comprises 312.973 hectares of land and submerged land located within the Town of Red Bay on the south coast of Labrador (Map 2).

The boundary encompasses Red Bay Harbour and the islands and shoreline that surround it. It extends from the eastern side of Steamer Cove westward as far as the summit of Tracey Hill and from the entrance to the Basin southward to include Saddle Island and Twin Islands.

The boundary was assigned to include all of the areas at Red Bay that are known to or could potentially contain archaeological features and other cultural material related to 16th-century Basque whaling in that port. It coincides with the area designated by the Government of Canada to commemorate the role of Basque whaling in the history of the country. This boundary was defined by the Status of Designations Committee of the Historic Sites and Monuments Board of Canada in 2010. The Board's decision can be found in Appendix 3d. It is also defined by geographical and topographical features that make it easily identifiable on the ground.

The boundary of the nominated property begins at Point A on the south shore of First Pond at the top of Tracey Hill and proceeds in a south easterly direction to Point B. From there it continues southeast to Point C, which is south of Saddle Island. It then proceeds in a northeasterly direction to Point D to the east of Twin Islands and continues northwards to Point E, which is on the shoreline at the eastern edge of Steamer Cove. The boundary proceeds inland in a northwesterly direction to Point F and continues northwest to Points G and H. From there it follows the northern limit of East Harbour Drive in the community of Red Bay to Point I. It continues northwest to Point J, which is at the eastern limit of Main Road. It follows the eastern limit of Main Road and the southern limit of Co-op Lane on the same trajectory to Point K, located at the high water mark on the eastern shore of the Basin. It then continues in a southwesterly direction across the water of the Basin to the north of Penney Island to Point L near the Tracey Road and continues southwest until it returns to Point A. Table 1.1 contains the coordinates of the Points described above. They are shown on Map 2a.

## 1. IDENTIFICATION OF THE PROPERTY

**Table 1.1 Geographic Coordinates**

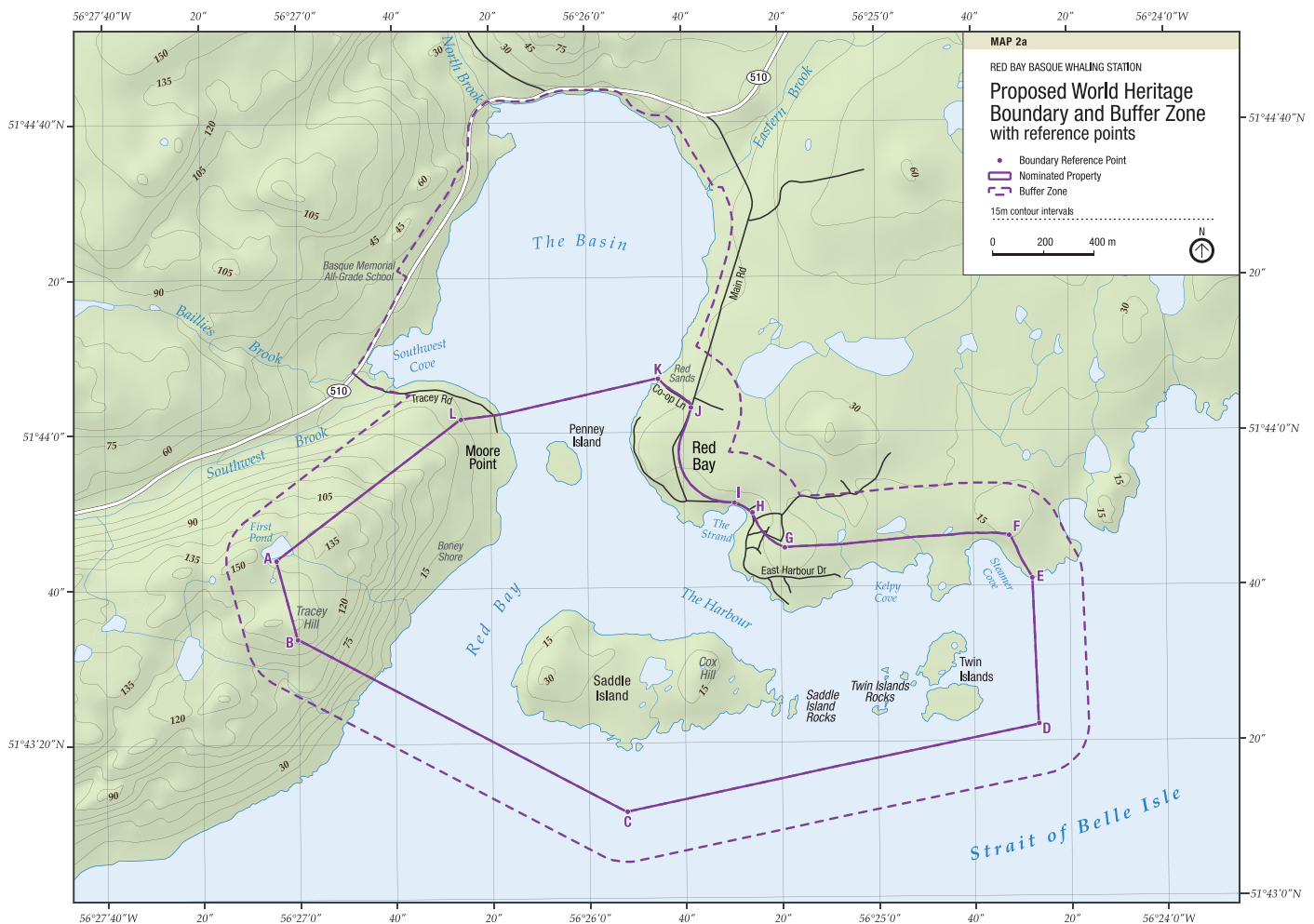
Point	Geographic Position
A	51°43'43.64"N 56°27'04.67"W
B	51°43'33.71"N 56°27'00.48"W
C	51°43'11.18"N 56°25'52.59"W
D	51°43'22.07"N 56°24'26.92"W
E	51°43'41.12"N 56°24'27.99"W
F	51°43'46.54"N 56°24'33.15"W
G	51°43'45.07"N 56°25'19.28"W
H	51°43'49.14"N 56°25'25.59"W
I	51°43'50.90"N 56°25'29.52"W
J	51°43'55.24"N 56°25'40.46"W
K	51°44'06.95"N 56°25'45.37"W
L	51°44'01.76"N 56°26'26.38"W

# 1. IDENTIFICATION OF THE PROPERTY

## 1. E (iii) Buffer Zone

A buffer zone surrounds the whole nominated property and gives an added layer of protection to the property because it is subject to the same protective legislation and policies as the nominated property itself. The nominated property at Red Bay requires a buffer zone to ensure that the integrity of the property is maintained.

The buffer zone comprises 285.2 hectares of land and submerged land surrounding the nominated property. It includes a 200-metre wide area immediately adjacent to the property boundary, with the exception of the area to the north, where the buffer zone extends to include the inner harbour, known as the Basin, and its shoreline (Map 2).



## 1. IDENTIFICATION OF THE PROPERTY

The buffer zone follows the property boundary in a southwesterly direction from Point L to Point K. From the boundary line between these two points the buffer zone extends northward. It is bounded by the east side of Highway Route 510 from Southwest Cove to Basque Memorial All-Grade School. It then extends to the west of the Highway for a distance of approximately 425 metres and is once again bounded by the east side of the Highway until it reaches Northern Brook. From there it follows the shoreline at the high water mark around the Basin in a south-easterly direction until it reaches Point K.

### **1. F Area of the Nominated Property and Proposed Buffer Zone**

The area of the nominated property at Red Bay is 312.973 hectares. The area of the buffer zone surrounding the nominated property is 285.2 hectares. The total area is 598.173 hectares.



Excavation of a whaling ship at Red Bay, 2005  
*Parks Canada/M-A Bernier*

## 2. DESCRIPTION





## 2. DESCRIPTION

### 2. A Description of the Property

The nominated property, 312.973 hectares (3.13 km<sup>2</sup>) in area, is situated in the community of Red Bay, which is located on the north shore of the Strait of Belle Isle, the narrow body of ocean that separates Labrador from the island of Newfoundland. Together Newfoundland and Labrador make up the eastern-most province of Canada (Map 1).

The Red Bay Basque Whaling Station tells the story of the origins of the large-scale commercial whaling industry as it was developed by the Basques in the Strait of Belle Isle during the 16th century. The Basques are a unique cultural group who have preserved a language, culture and identity that sets them apart from surrounding populations. They have lived in the same area of northeast Spain and southwest France for thousands of years. In this document, unless otherwise specified, “Basque” refers to whalers who came from Spanish and French seaports in this region. The Basques were among the earliest Europeans to exploit the rich natural resources of eastern North America. During the first half of the 16th century they established the world’s first large-scale commercial whaling enterprise in the Strait of Belle Isle. Whale oil, a superior illuminate and high-quality lubricant, would be in demand internationally for three centuries.

The Strait of Belle Isle, where the St. Lawrence River and the Labrador Current mix, produces ideal conditions for the growth of small crustaceans and other zooplankton on which whales feed. Large numbers of whales therefore migrated in predictable, seasonal patterns through the relatively narrow neck of water of the Strait and enabled the development of a large-scale whaling industry that is best represented at Red Bay.

The nominated property is an archaeological site that contains the features and remains of the largest and most important of thirteen 16th-century Basque whaling stations along the north shore of the Strait of Belle Isle. The archaeological features of the Red Bay Basque Whaling Stations are located both underground and underwater within the boundaries of the property. They have been reburied and stabilized as part of ongoing conservation measures and therefore, with the exception of on-shore whale bone deposits, cannot be seen. When considered together, the terrestrial and underwater archaeological remains present the lost complete picture of a whaling station representing the genesis of large-scale commercial whaling ever discovered. Research conducted at Red Bay has provided unparalleled insight into the techniques and technology used to hunt whales and process whale oil at that time and which would be emulated and adopted by others in the centuries that followed.

## 2. DESCRIPTION

Red Bay has an extremely well-protected harbour, making it an ideal location for a whaling port. It is sheltered to the north and west by the high Tracey Hill and to the east by several lower hills. The southern mouth of the harbour is protected by Saddle Island.



Figure 2.1 Panoramic view of Red Bay from the top of Tracey Hill. *Johnathon Earle*

For almost 500 years mariners sheltered their ships at Red Bay from the northwest Atlantic Ocean. Red Bay includes two distinct bodies of water separated by a small island. The outer body, known simply as “the Harbour” by local residents, has been the centre of commercial whaling and fishing activity since the early 16th century. The main entrance to the Harbour is a deep, narrow channel at the west end of the nominated property flanked by Saddle Island to the east and Tracy Hill to the west (see Map 2). A wide but generally shallow channel at the east end allows access for small boats. The north side of the Harbour also contains a small, shallow inlet known as “the Strand.”

At the northwest end of the Harbour a narrow passage protected by Penney Island opens into the second deep body of water, a large circular inner harbour known as “the Basin.” It too is sheltered by high surrounding hills.

The physical geography of the nominated property includes the sheltered Harbour and Basin and rocky, barren hills and islands that support primarily arctic-alpine vegetation. The lofty hills in the area provide excellent vantage points with views over the nominated property, the buffer zone and beyond to the Strait of Belle Isle.

## 2. DESCRIPTION

Part of the village of Red Bay, settled permanently in the mid-19th century, is located within the nominated property on the shoreline at the east end of the Harbour that was also used by the whalers during the 1500s. The homes and fishing structures of present-day inhabitants occupy less than one-third of the nominated property. Local residents have always taken advantage of the same protected harbour and deep-water access to the shore that were favoured by the early whalers, for activities related to the inshore commercial fishery.

The physical features of the nominated property remain virtually unchanged from the time that it was the most important whaling station in the world. The present-day community of Red Bay is very small and for the most part is centred along the mainland of the Harbour within the nominated property and to the north of the Basin along Highway 510 that passes just outside the buffer zone.

Extensive terrestrial and underwater archaeological resources that tell the story of 16th-century Basque whaling are located within the boundaries of the nominated property. They are listed below.

- Exceptionally well-preserved remains of vessels used to transport whalers and whale oil are buried at the bottom of the Harbour.
- Numerous deposits of whale bones associated with the butchering of whales are found in the Harbour and on beaches at the eastern and western extremities of the property.
- The remains of stone ovens used to render whale blubber to oil are preserved along the northern shoreline of Saddle Island and on the opposite mainland shore.
- The structural footprints of cooperages, where barrels used to ship whale oil were assembled, are located nearby but farther from the shore.
- Traces of temporary living quarters found among the bedrock outcrops of Saddle Island.
- A cemetery containing the remains of whalers who died at Red Bay is located at the east end of Saddle Island.

Further details about the specific archaeological resources are provided below in sections 2.A (i) and (ii).

## 2. DESCRIPTION



**Figure 2.2** Traditional wharf structures at Red Bay.  
*Destination Labrador/Chris Samson*

The mainland portion of the nominated property includes a small collection of houses and outbuildings once associated with the inshore fishery that are clustered mainly on a hill and the shoreline to the east of the Strand. The houses are of a traditional nature, consisting of one or two stories and having no basement. The outbuildings are also traditional above-ground structures and all date from the 19th and 20th centuries. Many are built on posts

driven into the ground and those at the shoreline are built on “cribbing” — a foundation structure consisting of pilings and ballast rock.

A dock and a former fish plant are also located on the mainland shore near the northern boundary of the nominated property. Last used for processing fish in the 1990s, the fish plant building is being refitted as a welcoming centre for visiting cruise ship passengers. A floating dock has also been added to the adjacent boat basin for the same purpose. The boat basin is used mainly by local residents, and visiting pleasure craft tie up at the main dock.

Visitor facilities associated with Parks Canada’s operation of Red Bay National Historic Site of Canada are also located within the mainland portion of the nominated property. The Visitor Orientation Centre is a single-storey building at the top of a hill that overlooks the Harbour, Saddle Island and the Strait of Belle Isle. Its function as an interpretive facility is explained in detail in Section 5.H.

Nearby, at the base of the hill on the shoreline, is the Visitor Interpretation Centre. This is a two-storey building that houses the main exhibits telling the story of Basque whaling at Red Bay. The structure, built during the late 1980s and refitted a decade later, occupies the site of a former business premises and was built to the dimensions of the original building at the location. Modern buildings associated with the current operation of the same business are located adjacent to the Visitor Interpretation Centre. A wharf attached to the Visitor Interpretation Centre provides the point of departure for a water taxi service taking visitors to Saddle Island. Details of the interpretive exhibits are also included in Section 5.H.

## 2. DESCRIPTION

The nominated property also includes Penney Island, a small island located in the narrow channel between the Harbour and the Basin. In addition to the archaeological resources described below, the island contains structures associated with a cod fish mercantile business that was established there during the 1840s and operated for more than a century. The structures include several warehouses, a cold storage unit and a residence. Adjacent to the structures, on a small rise, is a stone fish drying area of indeterminate age. It resembles such structures constructed by French migratory fishermen in the area during the 16th and 17th centuries but is known to have been used by local fishermen during the early 20th century.

A significant portion of the archaeological features described below are located on Saddle Island, which protects the harbour to the south. The island also contains structures and navigational aids associated with a Canadian Coast Guard station, including an automated light atop a steel tower, a fog horn, an equipment building, two former light keepers' dwellings and two sheds. The light station is located at the west end of the island overlooking the main entrance to the Harbour. A dock associated with the station now provides a landing place for the water taxi service from the mainland. An interpretive trail, further described in section 5.H, extends from the dock to the east end of the island.

Twin Islands, at the eastern entrance to the Harbour, have not been inhabited in recent years. Like the south shore of Saddle Island, the islands are home to nesting sea gulls, eider ducks and Canada geese. In addition to Twin Islands, a large number of rocks and shoals just outside the east entrance to the harbour make navigation in this area difficult.



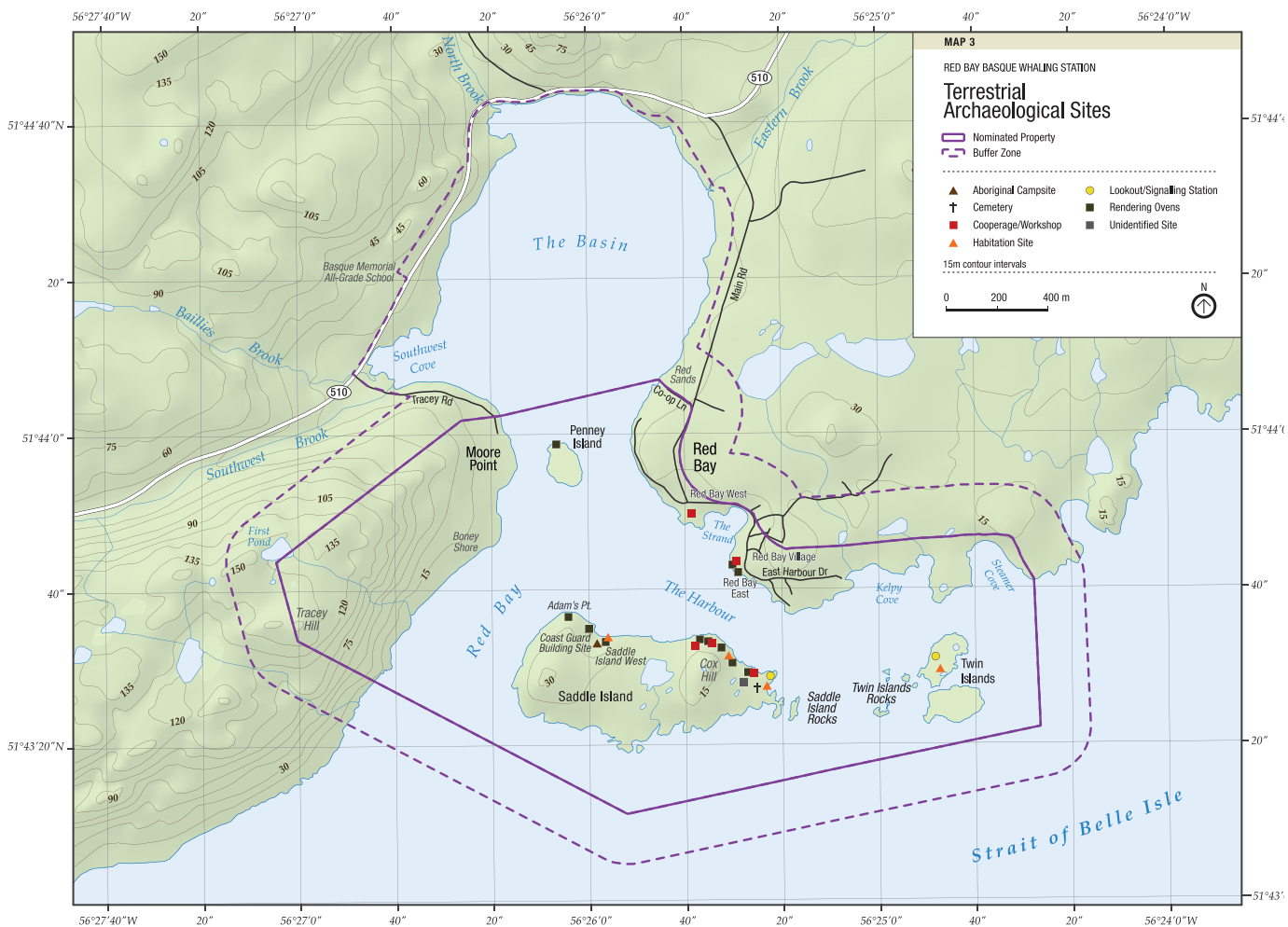
Figure 2.3 Red Bay Harbour looking east. *Parks Canada/Michael Burzinski*



## 2. DESCRIPTION

### 2. A (i) Terrestrial Archaeological Resources

Terrestrial archaeological excavations carried out between 1977 and 1992 along the shoreline at Red Bay provided detailed information through the discovery of remains of numerous structures and artefacts necessary for a whale oil production station, including rendering ovens, cooperages, living quarters and a cemetery (see Map 3).

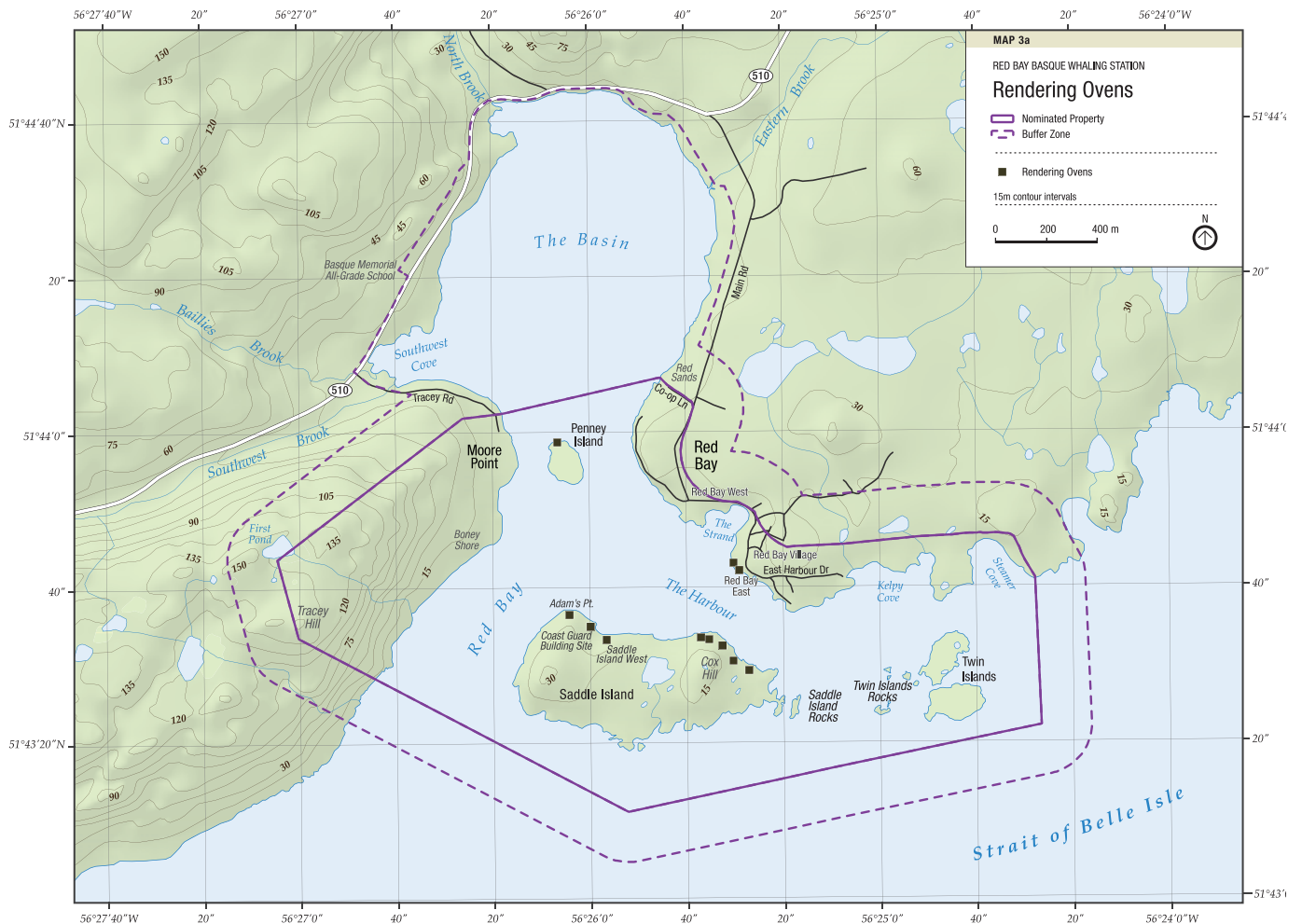


### Rendering Ovens

Whaling at Red Bay during the 16th century involved hunting whales in the Strait of Belle Isle, flensing them to remove the blubber, rendering it to produce oil and storing the final product in wooden barrels for transport to Europe. The key element of whale oil production was the stone ovens used to render whale blubber to oil. The remains

## 2. DESCRIPTION

of fifteen whale oil rendering ovens in eleven separate locations have been positively identified by archaeologists within the nominated property (see Map 3a). They appear as low, grassy mounds on the landscape.



Twelve of the ovens have been excavated, stabilized and reburied. The archaeological remains include fragments of roofing tile, burnt whale blubber and disintegrated rock. Archaeologists have learned a great deal about rendering oven construction and use through the excavations. The ovens were constructed parallel to the beach using local

## 2. DESCRIPTION

stone. Each usually contained between three and six fireboxes arranged in a linear pattern. The fireboxes themselves ranged from 1.2 to 1.5 metres in diameter and were lined with heat resistant clay brought from the Basque region. The ovens were protected by a roof structure supported by substantial posts and covered with red ceramic tiles also brought from the Basque region. There is evidence that the Basques also built wooden work platforms at the rear of the fireboxes and, for at least some of the structures, they built solid side walls as well.

The twelve excavated rendering ovens were stabilized by using sandbags to support the interior firebox walls. The entire structure was then covered with soil and local sods to promote the growth of protective vegetation. The remaining three ovens have been left *in situ*.



**Figure 2.4** A 1:4 scale model of a whale oil rendering oven constructed by lead terrestrial archaeologist Dr. James Tuck is displayed at the Visitor Interpretation Centre of Red Bay National Historic Site of Canada.  
*Parks Canada/Dale Wilson*

## 2. DESCRIPTION

The whale-oil rendering ovens are found on Saddle Island, the mainland shore, and Penney Island. Their locations and status are listed below in Table 2.1

**Table 2.1 Rendering Ovens at Red Bay**

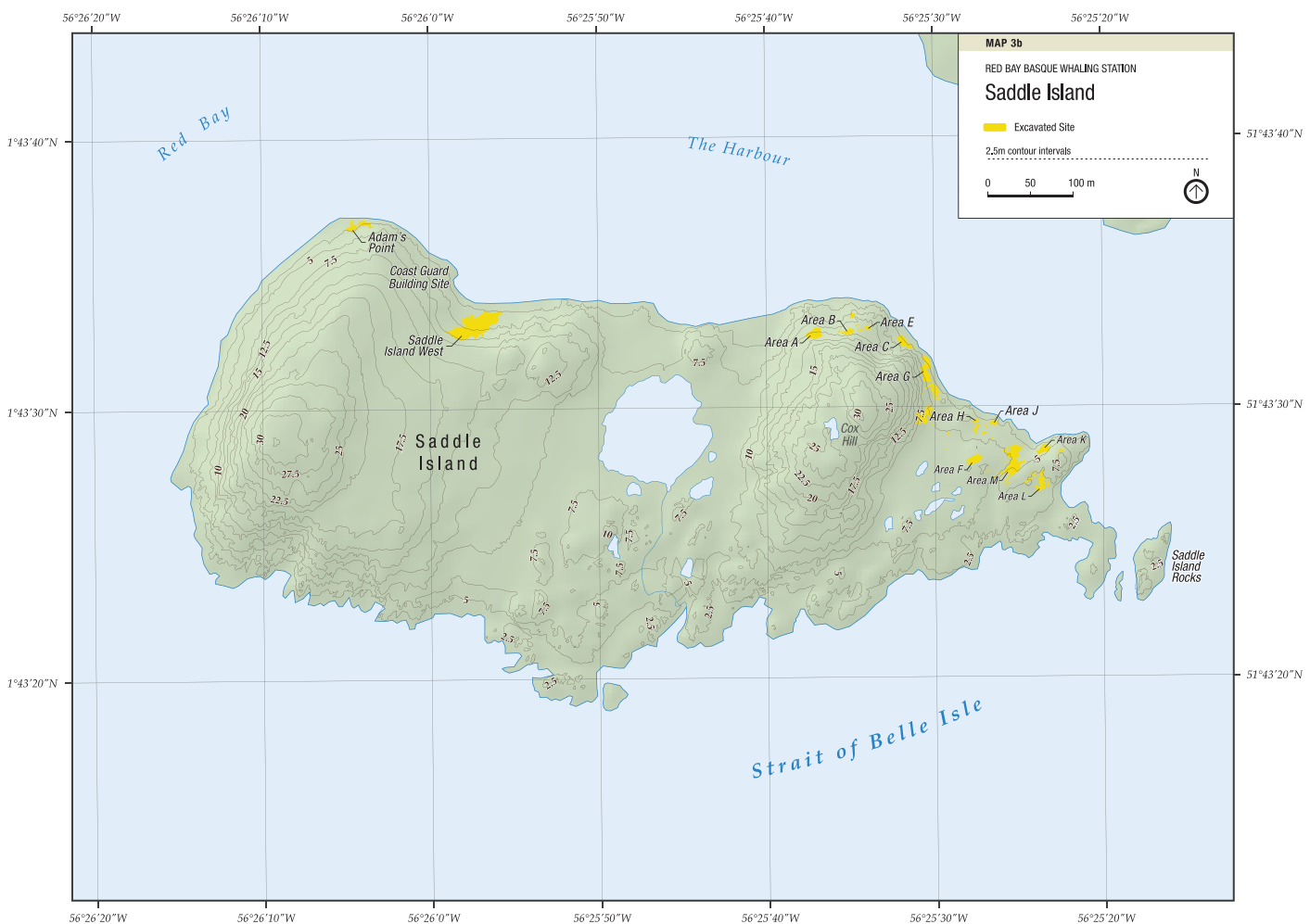
<b>Location</b>	<b>Excavation Status</b>	<b>Current Condition</b>
Saddle Island – Adam’s Point	Excavated	Stabilized; partially disturbed by 19th and 20th century activity
Saddle Island – Coast Guard Building	Unexcavated	Undisturbed
Saddle Island West	Excavated	Stabilized
Saddle Island Area A1	Unexcavated	Undisturbed
Saddle Island Area A2	Unexcavated	Undisturbed; partially dismantled in 16th century
Saddle Island Area B	Excavated	Eroded prior to excavation
Saddle Island Area C	Excavated	Stabilized
Saddle Island Area G	Excavated	Stabilized
Saddle Island Area J1	Excavated	Stabilized
Saddle Island Area J2	Excavated	Dismantled in 16th century
Red Bay East A1	Excavated	Stabilized
Red Bay East A2	Excavated	Dismantled in 16th century
Red Bay East A3	Excavated	Dismantled in 16th century
Red Bay East B	Excavated	Stabilized
Penney Island	Excavated	Stabilized

## 2. DESCRIPTION

### *The Rendering Ovens on Saddle Island*

Ten of the fifteen rendering ovens discovered have been identified on Saddle Island at eight separate locations. The excavated areas on Saddle Island referenced in the text below are shown on Map 3b.

Three ovens were identified at the west end of Saddle Island. The Adam's Point Site on Saddle Island's northwest corner contains the typical remains of a rendering oven — roof tile fragments, burnt fat, fire-cracked rocks and iron nails.



Another oven is located east of the Adam's Point Site, adjacent to a shed associated with the early 20th century light station. Test excavations carried out at this site in 2009 confirmed that it is a well-preserved and undisturbed example of a 16th-century Basque rendering oven with a minimum of four fireboxes.



## 2. DESCRIPTION



**Figure 2.5** Archaeologists used post holes and the pitch of typical Basque roofs to determine the structure that covered this oven at the Saddle Island West site.  
*Memorial University of Newfoundland Archaeology Unit*

Under a nearby ridge to the east, at the area identified as Saddle Island West, archaeologists excavated a well-preserved example of a rendering oven that fronts on a flat, rocky beach with shallow water just off-shore. Archaeologists have concluded that this particular example was built and used during the peak years of whaling when more suitable areas were already in use. This oven is also remarkable for a series of large post holes that clearly define the structure that covered it.

A central line of posts supported a gable roof, while other lines of post holes (one in front of the fire boxes and the other behind the working platform at the rear) indicate that a rectangular building about twice as large as the stonework covered the work area. Using the post holes and the known pitch of typical roofs in the Basque region, archaeologists were able to determine the form and dimensions of the structures that covered the rendering ovens.

The remaining ovens are at five locations at the east end of Saddle Island where deeper water near the shore made access easier for loading the barrels of whale oil onto the ships.

In a small valley at the area of Saddle Island designated Area A, two rendering ovens remain unexcavated. One was partially dismantled during the 16th century and the other appears to be very well preserved. Nearby, Area B contains the back wall of a rendering oven that had been subject to erosion; much of it had already been washed down the slope and into the Harbour by the time that archaeological excavations began the late 1970s. Underwater excavations in the area just off-shore revealed the presence of fire-cracked rocks, roof tile and other debris associated with the oven.

Area C contains a substantial, well-preserved rendering oven that is the largest example excavated at Red Bay. It contains five fireboxes and measures approximately twelve metres by three metres. Even though the seaward portion of the stonework had been damaged by waves, the back wall is particularly well-preserved. Behind it archaeologists found the remains of a wooden working platform made from local softwood planks resting on a bedrock outcrop the same height as the back wall.

## 2. DESCRIPTION

Further east along the shoreline of Saddle Island is Area G where archaeologists found another large rendering oven, this one with six fireboxes. A rough rock and earth embankment about two meters behind the rear wall of the structure most likely supported a working platform. Roof tile fragments and iron nails at the site indicate that a structure once enclosed the rendering oven.



**Figure 2.6** Area J on Saddle Island contains the remains of two ovens – a smaller example in the foreground that was constructed from stone used in the larger, older example at the rear. *Memorial University of Newfoundland Archaeology Unit*

The most easterly rendering ovens on Saddle Island were found at Area J. The extant oven in this area is relatively small compared to others at Red Bay and has only three fireboxes. Archaeological excavations to the rear of this structure revealed an earlier rendering oven that was about nine metres in length and contained five fireboxes. Evidence includes burn marks and fat deposits on the bedrock and rubble associated with its back and side walls. Archaeologists believe that this earlier structure was dismantled and any usable stone was salvaged for the construction of the smaller rendering oven found closer to the shoreline.

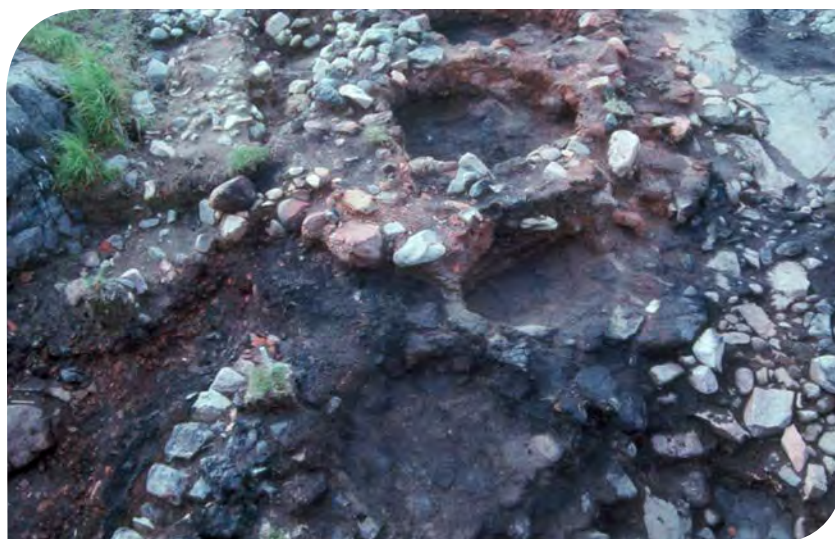
## 2. DESCRIPTION

### *The rendering ovens on the mainland shore*

Areas of the mainland shore east of the Strand were excavated by archaeologists during the mid-1980s. Shelter from most winds and adjacency to deep water made this an area favoured by the whalers of the 16th century as well as the generations of cod fishermen that followed. Subsequent use of the site by the later inhabitants of Red Bay has had an impact on the remains, but the presence of a thick layer of roofing tile and forged iron nails indicate that the area contains the remains of substantial structures associated with 16th century Basque whaling.

Archaeologists have been able to excavate at several locations in this area, which they identify as the Red Bay East Site. One site yielded the largest concentration of whale oil rendering ovens found by archaeologists at Red Bay. There is evidence that ovens were constructed, used until they were no longer suitable and then reconstructed at least three times at this site.

The most recently used oven is twelve metres long with seven fireboxes. We know that this was the most recently used of these ovens because part of it overlies the two earlier oven structures at the site. The condition of those earlier ovens varies due to two reasons. The first reason was the dismantling of the stonework by the Basques once the ovens became unusable. The second reason for the variation in conditions is erosion of the site over the centuries. At some places only circular burn stains on the bedrock indicate the presence of a firebox. With deep water near the shoreline and nothing impeding the access of boats to the area, this complex is situated at one of the most suitable locations



**Figure 2.7** Complex of rendering ovens located on the mainland shore at Red Bay. *Memorial University of Newfoundland Archaeology Unit*



## 2. DESCRIPTION

for the production of whale oil at Red Bay. Given the extensive evidence of reconstruction, it is reasonable to assume that this is the site of some of the earliest rendering ovens built there.

A second rendering oven site, located to the east of this complex, was partially excavated in 1988. The features exhibited by this structure indicate that it was not unlike fully excavated examples at Red Bay. However this site is distinctive because the wooden components of the roof had been preserved in an adjacent wet area under a layer of roof tiles, providing more complete evidence of the structures that enclosed the whale oil rendering ovens at Red Bay.

### *The rendering oven on Penney Island*

A rendering oven has also been found and excavated at the north end of Penney Island, the tiny island located at the entrance to the Basin. This island is sheltered from the winds of the Strait of Belle Isle and is adjacent to moderately deep water. The oven is the only archaeological feature on the island which can be associated with Basque whaling in the 1500s. The structure contains six fireboxes and measures 10.3 metres long. The fireboxes at the centre show evidence of more extensive use than those at either end, indicating that they were used first. When they started to collapse from the heat the cauldrons were



Figure 2.8 Site of the rendering oven at the north end of Penney Island. Parks Canada/Cindy Gibbons

## 2. DESCRIPTION

moved to the outer ones so that rendering could continue without the interruption of dismantling and rebuilding ovens each time.

In addition to the rendering ovens, a number of other structures associated with whaling and whale oil production were discovered by terrestrial archaeologists at Red Bay. They are described below and their locations shown on Map 3c.

### Cooperages and Workshops

Barrel assembly was also an essential aspect of whale oil production in the 1500s at Red Bay. The oil was shipped from Labrador to Europe in standard barrels with a capacity of 211 litres. Archaeologists have identified four cooperages where barrels were assembled at Red Bay. They excavated three, including two on Saddle Island and a third on the mainland shore near the large complex of rendering ovens described above.



**Figure 2.9** Aerial view of the remains of the cooperage at Saddle Island Area E. *Memorial University of Newfoundland Archaeology Unit*

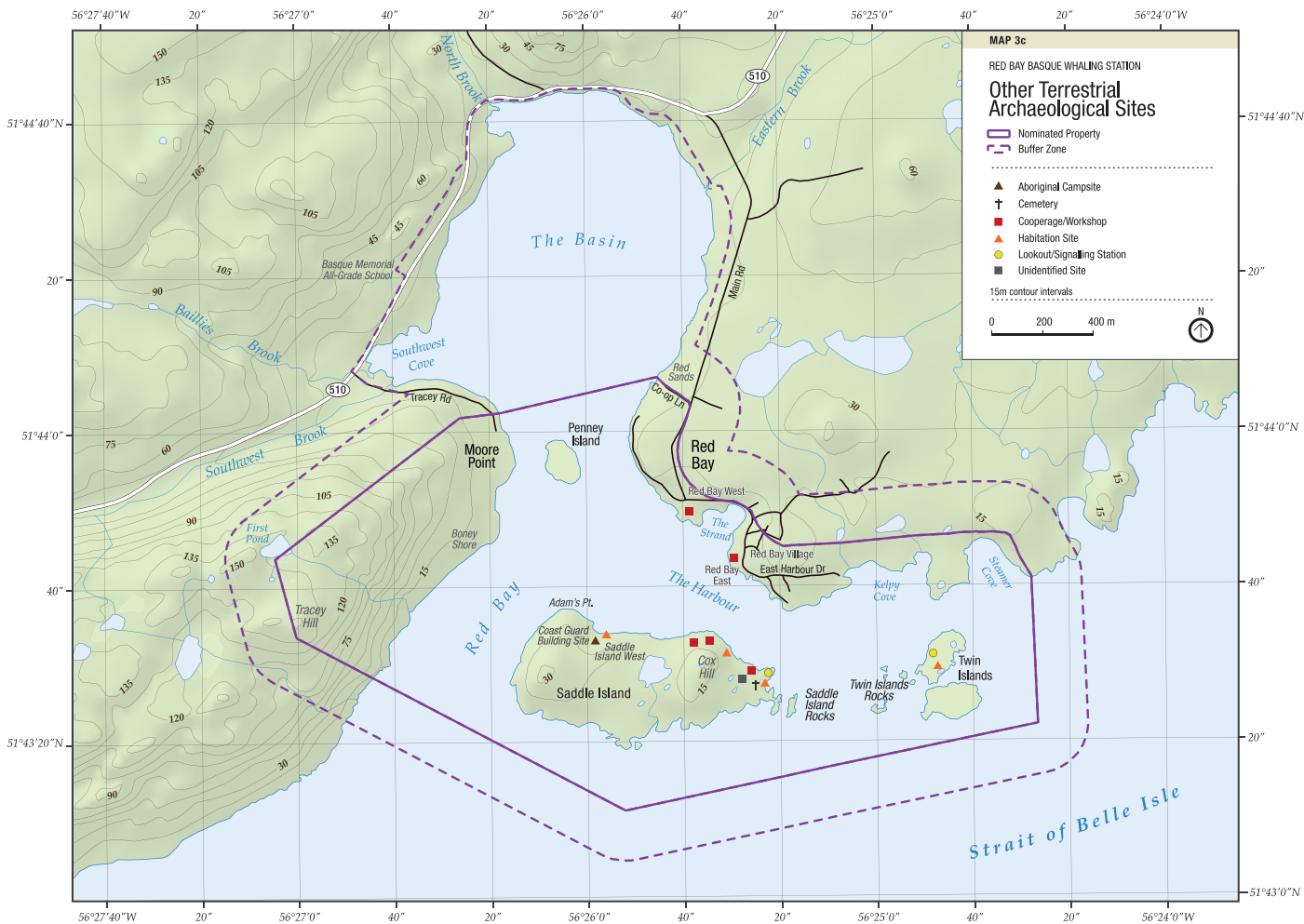
The two Saddle Island cooperages are located in close proximity to each other on a level terrace at Areas A and E overlooking the most heavily utilized of the whale oil production areas on the island. The substantial nature of the cooperages is an indication of their importance in the production of whale oil. Well-built with heavy posts and beams, both cooperages had roofs covered with the characteristic red ceramic tiles. One of the cooperages also had a drain made from the curved tiles to carry water from the wet, boggy soil on which the structure was built to the edge of the terrace. Coopering debris found associated with a less-substantial structure at Area J indicate that this was a workshop that was also likely used for barrel assembly. Another workshop located at Area C contained, along with the debris of barrel making, a large grindstone used for sharpening and maintaining the tools and implements used at Red Bay. This workshop is located in a wet, boggy area, and a wood-covered drain built to remove water from the structure was also found.

The two Saddle Island cooperages are located in close proximity to each other on a level terrace at Areas A and E overlooking the most heavily utilized of the whale oil production areas on the island. The substantial nature of the cooperages is an indication of their importance in the production of whale oil. Well-built with heavy posts and beams, both cooperages had roofs covered with the characteristic red ceramic tiles. One of the cooperages also had a drain made from the curved tiles to carry water from the wet, boggy



## 2. DESCRIPTION

The remains of a coopeage on the mainland shore were found northeast of the large rendering oven complex described above. As with the Saddle Island coopeages, it was located on a terrace behind the ovens and at a slightly higher elevation. This particular example was preserved in wet, boggy soil and yielded well-preserved debris from wooden barrel assembly. The structure itself is represented by roof tile fragments and iron nails. The site also contains the remains of a 19th-century coopeage that appears to have operated at the same spot.



Evidence has led archaeologists to conclude that a fourth coopeage is located underneath a modern business establishment on the mainland shore west of the Strand. The remains are in an area that has been used extensively for commercial purposes since the end of the 1800s and have not been excavated.

### Temporary Structures

Archaeological investigations have revealed the remains of two structures on Saddle Island associated with the rendering ovens at Area G and Saddle Island West. There are several more of these rudimentary structures at various other locations on the island. While it appears that most of the whalers lived on board the ships moored in the Harbour, these structures served as temporary living quarters for crew members working on shore. Evidence suggests that rock outcrops were often used as back walls to support wooden frames that were covered with some combination of baleen, sod and sailcloth. Domestic debris at the base of the rock outcrop at Area F indicates that workers lived there as well, most likely as they tended the fire indicated by the hearth atop the headland. This



location appears to have been used for spotting whales and signalling crew members. A temporary structure was also found at the east end of the cemetery described below.

Archaeologists found a dozen unburied human skeletons within the structure.

In 1983 and 1984, excavations on Twin Islands, just outside the Harbour entrance at the eastern extremity of the nominated property, revealed the remains of a temporary structure on the north shore of a small pond. At the base of the headland archaeologists found strips of baleen, wooden poles and scattered barrel parts preserved in the layers of peat.

**Figure 2.10** Baleen that was used to construct the roof of the temporary structure on Twin Islands. *Memorial University of Newfoundland Archaeology Unit*

## 2. DESCRIPTION

In addition to these structural remains, a significant collection of artefacts were preserved in both the pond and the peat surrounding it. Among these were fragments of wooden bowls, shards of coarse ceramic and a nearly complete footed drinking glass manufactured in the Venetian style. It is likely that this structure was also used by whalers spotting whales and signalling from the headland.

### The Cemetery

In 1982 archaeologists discovered a 16th-century cemetery delineated by bedrock outcrops at the east end of Saddle Island in a low-lying area adjacent to a small cove, which they designated Area L. In that area they found 63 graves averaging 30 centimetres in depth. Of these, 43 were single person graves. The remaining 20 held anywhere from 2 to 12 skeletons each. Included in this number were five graves outside the bedrock parameters of the cemetery which held the remains of seven people.



**Figure 2.11** A 16th-century whalers' cemetery on Saddle Island. Note the rows of stones marking the graves at the centre of the photograph. *Parks Canada/Cindy Gibbons*

Because of the poor condition of some remains, the final tally was difficult to ascertain but is believed to be between 131 and 135 skeletons. The skeletons were of adult males ranging in age from the late teens to late middle age, with the majority of them at the younger end of this range.

The remains of 52 to 55 of these individual skeletons were excavated and removed for study. They are now part of the Province of Newfoundland and Labrador's Human Remains Collection. Another 53 skeletons were excavated, sampled and reburied. The remains of the other 26 or 27 were excavated and reburied with no sampling.



## 2. DESCRIPTION

The majority of the remains were interred in a typical Christian fashion: facing up in the prone position with the top of the head to the west and the hands crossed near the waist. There are a number of exceptions to this rule that can be explained by the nature of the burial environment which included large boulders and shallow soil in some parts of the cemetery.

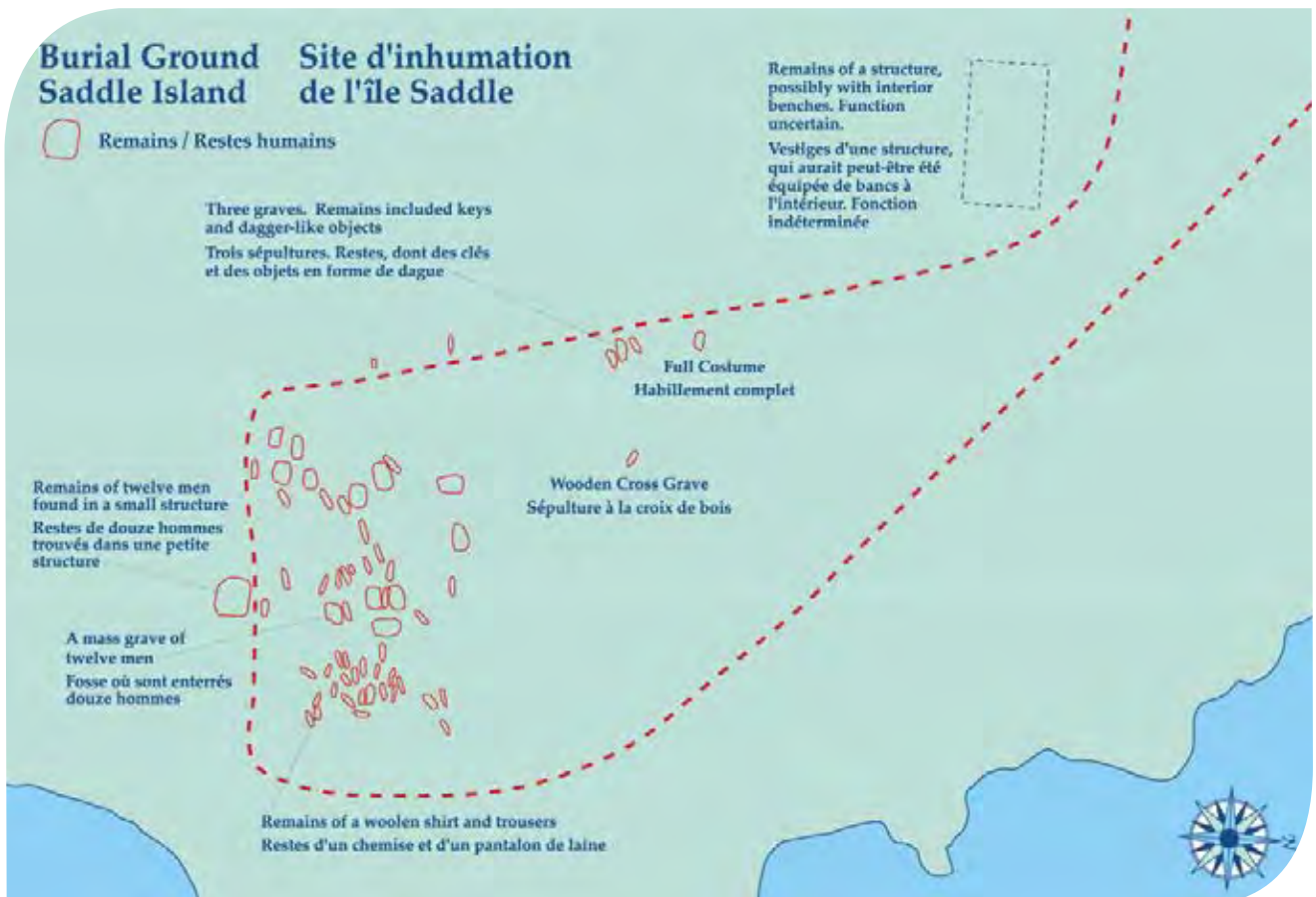


Figure 2.12 Map showing the location of burials at the cemetery on Saddle Island, Parks Canada

There are, however, a number of burials that are unusual in the overall context of the cemetery. One example is the twelve poorly preserved skeletons found inside the remains of a temporary structure at the east end of the cemetery. West of the main cemetery area an individual interred in deep soil was found with a large wooden cross on the chest. Near this deep interment were the skeletons of three individuals buried closely side by side in the same grave. The two outside individuals were buried with the heads pointed to the west and the feet to the east while the middle individual was buried with the head pointed to the east and the feet to the west. Also unusual were the iron keys and long pointed objects resembling dagger blades associated with these remains.

## 2. DESCRIPTION

The condition of the grave sites on Saddle Island varied depending on the chemical composition of the surrounding soil. The remains interred in an area of ancient beach that contains shell particles are in remarkably good condition. Other areas of the cemetery are wet and acidic and the skeletal remains are in very poor condition — some little more than stains in the earth. In two instances where individuals had been interred directly on bedrock in small areas of peat bog, the human remains have dissolved completely but their clothing has been preserved in very good condition.

### Terrestrial Concentrations of Whale Bones

Large concentrations of whale bones — the waste from 16th -century whale oil production — are found both on land and under water at a number of locations throughout the nominated property (see Map 4). The concentrations consist of bones from North Atlantic right whales and bowhead whales hunted by the Basques in the Strait of Belle Isle (see figures 2.22 and 2.23).



**Figure 2.13** Bowhead whale bones found on the Boney Shore at the western side of Red Bay Harbour.  
*Parks Canada/Cindy Gibbons*

of the skull) from at least 32 individual whales are a visible reminder of the intense whaling activity that once took place at Red Bay. A test area to the south and several metres above the high tide mark was excavated in 1980 and revealed further large accumulations of rib and vertebral fragments.

The whale bone deposit at the east end of the property extends along the shoreline above the high tide mark from Butt's Cove to Steamer Cove. About a dozen bones, including several large skull fragments of the sort found on the Boney Shore, are scattered along a relatively short stretch of beach between Butt's Cove and Kelpy Cove. The point of land

There are concentrations of whale bones on the mainland beaches at both the east and west extremities of the nominated property. Recent DNA sampling of the bones visible at the surface has revealed that both accumulations consist exclusively of bones from bowhead whales.

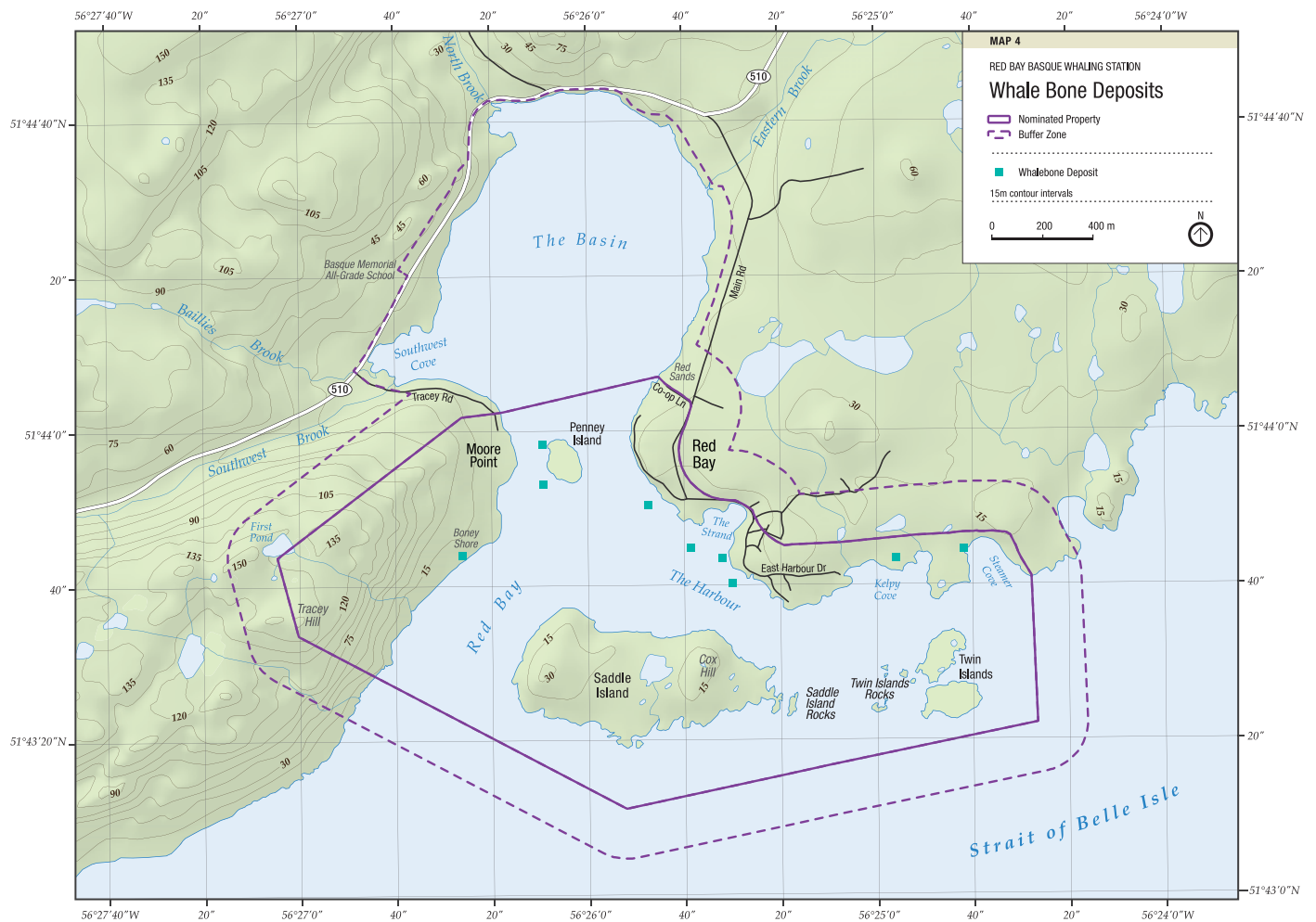
The largest concentration is found at the west end of the Harbour on a beach at the base of Tracey Hill known locally as “the Boney Shore”. At the north end of the beach the temporal bones (located at the base



## 2. DESCRIPTION

east of Kelpy Cove contains at least three large and relatively intact temporal bones. One is located just above the high tide mark, as is typical of the other deposits. However the other bones in this location have settled into an area of marshland 150 metres from the nearest shoreline. One has a portion of the supraoccipital bone (i.e. the top of the head) still attached and several associated mandible fragments are located nearby. A third concentration above the high water mark at Steamer Cove includes a dozen thoracic or lumbar vertebrae fragments.

Archaeological testing at the Boney Shore and Kelpy Cove during the summer of 2009 revealed that more 16th-century whale bones are buried in areas adjacent to the surface deposits.



## 2. DESCRIPTION

### Other Notable Features

Several other notable features associated with 16th-century Basque whaling have been found by archaeologists at Red Bay.



**Figure 2.14** View to Twin Islands from the headland at the east end of Saddle Island.  
*Parks Canada/Cindy Gibbons*

Archaeologists have identified two prominent headlands that were likely used as look-outs or signalling stations for spotting whales. At the east end of Saddle Island, the remains of a hearth were found at the top of the headland and other debris was scattered at its base. On Twin Island the remains of a structure were found at the base of the headland and were likely related to a second look-out or signalling station. The structures associated with these sites are described in the previous section. From the top of both headlands there are excellent views of the Strait of Belle Isle, Saddle Island and other significant locations in the nominated property.

## 2. DESCRIPTION

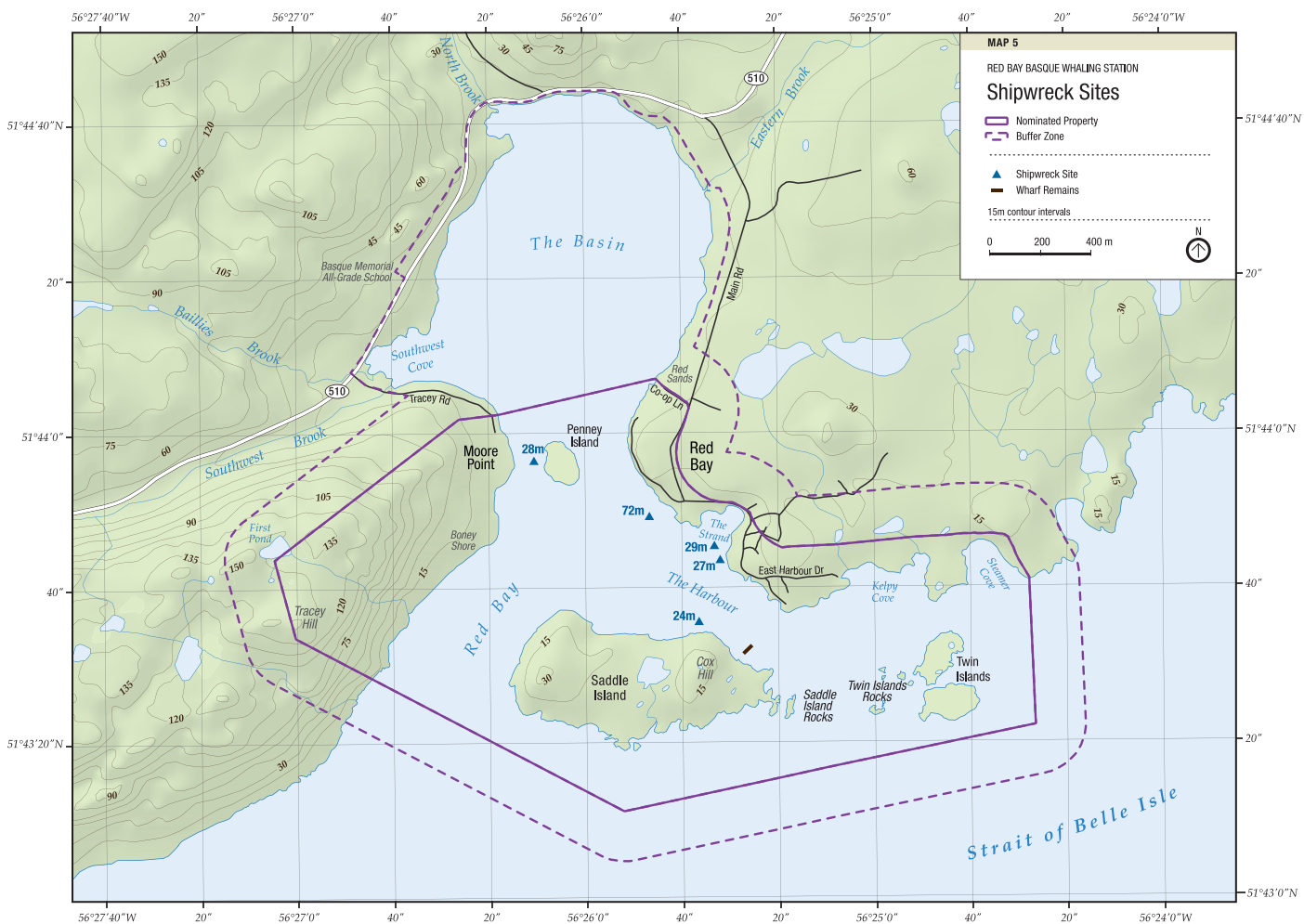
The footprint of an unusual structure was found at Area F, a well-drained area near the cemetery and removed from the whale oil production areas of Saddle Island. The structure, measuring 6 by 10 metres, is defined by a series of 17 post holes. It had a tiled roof supported by two large posts at the centre and a hearth at the southwest corner. There is not enough archaeological evidence to determine the exact function of the building, but its proximity to the cemetery suggests an association with it and provides a field for future investigations.

Another important archaeological feature of the nominated property is the large Aboriginal campsite adjacent to the ovens at the Saddle Island West site. It was occupied by the ancestors of today's Innu – the indigenous peoples of the present day Québec-Labrador peninsula. Archaeologists have excavated at least 170 hearths in this area. Radiocarbon dating of charcoal found in them indicates that the site was occupied from about 1,000 years ago until at least the 16th century. The presence of European hardwoods and iron nails in the more recent hearths indicate that the Basques and Innu were using the site during the same period. One source from the early 17th century indicates that the Innu assisted the Basques with production of whale oil in the Strait of Belle Isle. This particular aspect of the story of Basque whaling at Red Bay is intriguing and requires further study.

## 2. DESCRIPTION

### 2. A (ii) Underwater Archaeological Resources

A large portion of the nominated property consists of submerged lands and the water column above them, including the entirety of the Harbour delineated by Penney Island, the Boney Shore, Saddle Island and the mainland shore opposite. The nominated property also includes the submerged lands and water column immediately south of Saddle Island, those which surround Twin Islands and those along the mainland shore to the eastern point of Steamer Cove. The submerged lands within the Harbour contain the exceptionally well-preserved remains of four whaling galleons and other archaeological resources related to 16th-century whaling activities at Red Bay (see Map 5).





## 2. DESCRIPTION

### **Ships**

The well-preserved and rare remains of four whaling galleons from the 1500s are located at the bottom of the Harbour in Red Bay. The remains of a fifth smaller vessel were removed for further study. Three of the four galleons were discovered by Parks Canada archaeologists during the 1980s and the fourth in 2004. They form an excellent representative sampling of the ships that brought whalers to Labrador and returned to Europe with cargos of whale oil. The extensive research carried out by Parks Canada and recently published in a comprehensive five-volume report, has shown that these were sailing ships of the Iberian-Atlantic tradition – a shipbuilding tradition of the Atlantic coast of Europe that is believed to have originated in the Mediterranean. The ships found at Red Bay comprise the most extensive and best-preserved collection of Iberian-built ships at any single location in the world.



#### *The 24M site<sup>1</sup>*

In 1978, underwater archaeologists located the remains of a vessel in the Harbour near the east end of Saddle Island at a depth of about 10 meters. While the location of the vessel closely corresponds with information contained in legal documents located at the Archivo Histórico de Protocolos de Guipuzkoa at Oñati in the Basque region of Spain that relate to the loss of a vessel called the *San Juan* at Red Bay in 1565, it cannot be completely proven that it is in fact the *San Juan*. The remains of the vessel are referred to as the 24M site – the site identification number assigned by Parks Canada.

**Figure 2.15** The remains of the 24M vessel were reburied on site after excavation and recording were complete. *Parks Canada/P. Waddell*



## 2. DESCRIPTION

The 24M site was fully excavated and each of the ship's components recorded in detail by Parks Canada underwater archaeologists between 1978 and 1985. The archaeologists decided that the best way to ensure the long-term preservation of the 24M site was to recreate the environment that had preserved the ship since it sank. All of the more than 3,000 original components of the vessel were systematically reburied on the Harbour bottom. The timbers were arranged in three layers with 20 centimetres of sand on top of each layer. These are contained within a retaining wall of sandbags supported on the outside by ballast stone that had previously been excavated and studied. The mound is completely covered by a specially-designed synthetic rubber tarpaulin held in place by 60 concrete-filled rubber tires. The reburial mound created on the 24M site measures 14 by 16 metres and varies in depth from 1.2 to 1.5 metres.

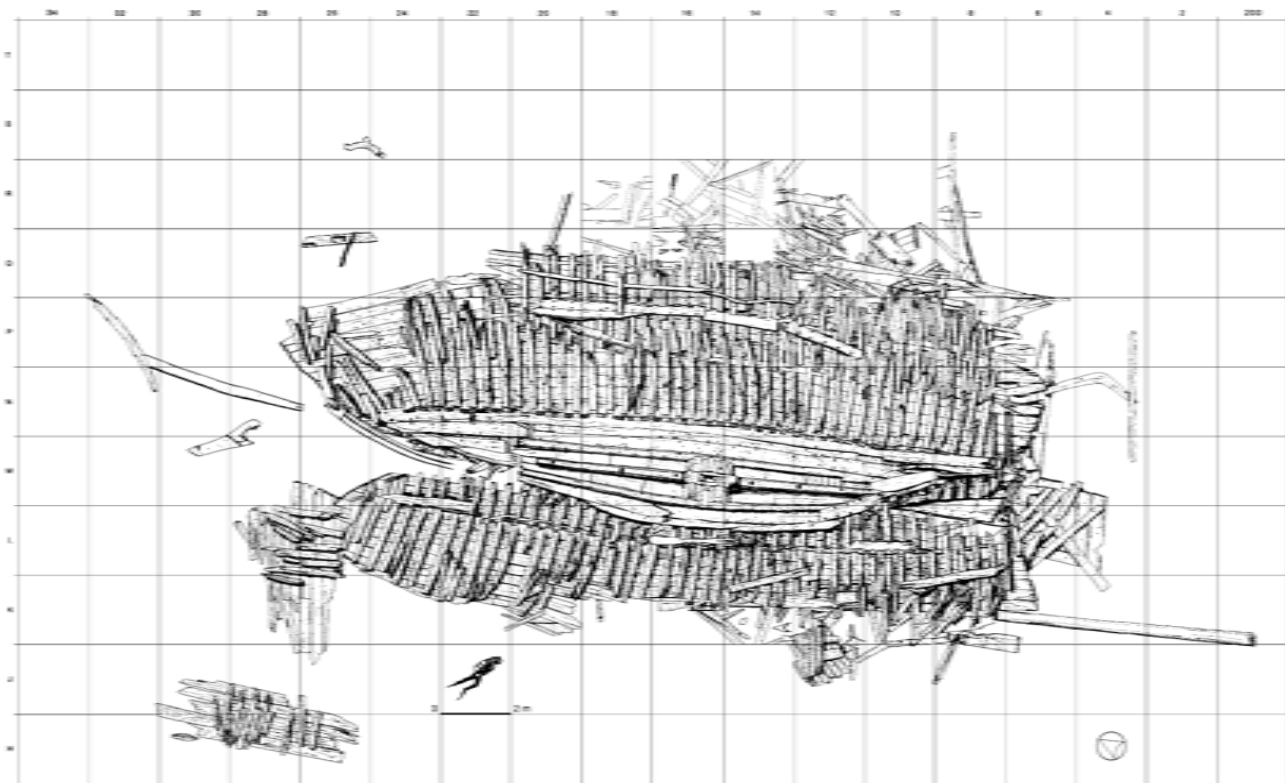


Figure 2.16 Final site plan of the 24M vessel. Parks Canada/P. Waddell and drafting team

## 2. DESCRIPTION

Buried in a trench near the main reburial mound is a large quantity of barrel staves, roof tile fragments and some small boat parts that had been recovered during the excavation of the 24M site.

The extensive excavation and study of the 24M vessel has produced a ground-breaking report that, along with the underwater archaeology of Red Bay, encompasses the development of Basque shipbuilding and the beginning of a global whaling industry. The report is included as Appendix 9a.

### *The 27M and 29M Sites*

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### *The 27M and 29M Sites*



**Figure 2.17** A partially burnt mariners' astrolabe was found in the stern area of the 27M vessel.  
*Parks Canada/G. Vanderlugt*

While the 24M site was being excavated the remains of two other galleons were found on the north side of the Harbour at the entrance to the Strand. The first of these, the 27M site, was discovered in 1983 when the investigation of a deposit of whale bone and roofing tile revealed the presence of a series of oak timbers and ballast stone — the obvious remains of a shipwreck. The 27M site is located close to shore in approximately 4 metres of water. Investigation of the remains revealed that the ship burned before sinking.

## 2. DESCRIPTION



Figure 2.18 Mast step of the 29M vessel.  
Parks Canada/D. Pagé

The remains of another galleon (the 29M site) were found in 1984 during test excavations carried out at the mouth of the Strand in relation to the installation of a sewage system. The vessel is lying on its starboard side in about 3 metres of water. The lower hull is well-preserved, and investigation revealed that it is significantly larger than the 24M and 27M vessels.

Test excavations determined that both the 27M and 29M ships are 16th-century Basque whaling vessels. The areas exposed by the excavation were covered with loose sand and then a heavy gauge tarpaulin held in place with sandbags.

### *The 72M Site*

In 2004, while retrieving whale bones from the Harbour for a DNA sampling study, Parks Canada underwater archaeologists found the remains of a fourth ship (the 72M site)



Figure 2.19 Excavation of the 72M vessel in July 2005. Parks Canada/M-A Bernier

## 2. DESCRIPTION

at Red Bay. The wreck is located near the mainland shore of the Harbour in water ranging from 7 to 10 metres deep. During the summer of 2005 Parks Canada carried out a survey and test excavation of the remains. Based on construction characteristics and associated artefacts, archaeologists were able to confirm that the ship was of 16th-century Basque origin. The remains consist of a 7-metre long articulated section of the ship's lower hull with an extensive scattering of timbers, all of which were partially buried at the time of discovery.

After the survey and test excavation in 2005, the wreck was reburied on site in a 27 by 12 metre area using the same techniques as for the 24M site.

### *The 28M Site*

In addition to the four vessels described above, underwater archaeologists recovered the remains of a smaller vessel located in the narrow channel between Penney Island and the mainland shore at the west of the Harbour (28M site). The remains were completely removed and study has revealed the vessel to be a ship's longboat, which functioned as a support boat for whaling industry activities.

### **Underwater Concentrations of Whale Bones**

Six significant concentrations of whale bones have been identified in the Harbour at Red Bay (see Map 4). A large number of whale bones were also retrieved during the excavation of the 24M wreck site. While the terrestrial concentrations of whale bones described in the previous section consist exclusively of bowhead whale bones, testing of bones found underwater has revealed some of them to be from North Atlantic right whales.

Due to the favourable environmental conditions provided by the cold water and silt of Red Bay Harbour, the most substantial and best preserved examples of 16th-century whale bones were found underwater during the excavations and surveys associated with the study of the 24M site.

Two deposits near the shore of Penney Island were found during a 1980 survey of the Harbour carried out by underwater archaeologists. The first is just offshore from the whale oil rendering oven at the north end of the island. It includes two skulls, a number of articulated vertebrae and several ribs - the remains of two flensed whales. The second deposit, off the southwest shore, includes several skulls, ribs and an ulna. Researchers have concluded that these are the remains of flensed whale carcasses that drifted to this location.



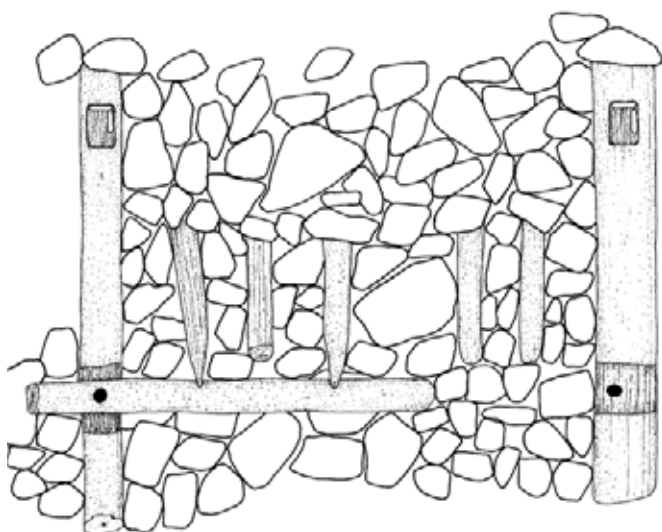
## 2. DESCRIPTION

Underwater archaeologists also investigated four other concentrations of whale bones found off the north shore of the Harbour during a 1982 survey. The bones in these deposits are mixed with fragments of roofing tile and are associated with the extensive whale oil production activities that took place on the adjacent mainland shoreline. Two of these deposits are at the entrance to the Strand. As noted above, investigation of one of these deposits resulted in the discovery of the 27M site. Large numbers of whale bones were also found in test excavation trenches adjacent to the shoreline both east and west of the Strand. The eastern trench in particular contains a large number of solidly packed skull and rib fragments that have been left *in situ* for later study.

An underwater test excavation referred to as the Shore Trench, between the 24M site and the adjacent shore of Saddle Island where whale oil production took place, revealed a concentration mainly of flipper and tail bones.

### Wharf Remains

The remains of a wharf structure are located in shallow water a few metres from the shore of Saddle Island (see Map 5). Archaeological investigations of this structure determined that it is of Basque origin and most likely provided access to a large rendering oven on the shore. The structure consists of two parallel softwood logs, approximately 1.5 metres long and spaced about 1.6 metres apart, which are joined by a smaller perpendicular log set into notches in the top of the framing logs and secured with hardwood trenails (wooden pegs used to secure timbers). Upright posts held in place with wedges made from the ends



of barrel staves were also set into the top of the framing logs. The floor of the structure was constructed by running five smaller logs parallel to the framing logs. These are held in place by a large number of ballast rocks. Excavation of the area adjacent to the wharf structure revealed whale tail and flipper bones and a layer of codfish bones. The wharf remains and a collection of associated artefacts were reburied using loose sand and covered with a layer of sandbags.

Figure 2.20 Structural plan of wharf remains. Parks Canada/D. Kappler



## 2. DESCRIPTION

### **2. A (iii) Other Archaeological Resources**

In addition to those resources directly associated with the 16th-century Basques, the nominated property contains archaeological resources related to other populations that have lived at Red Bay during the past 3,000 years. These include sites that were used by Palaeo-Eskimo groups and other sites used by the more recent Inuit (indigenous peoples of northern Canada, Greenland and Alaska) who visited the area during the 17th and 18th centuries.

There are three Palaeo-Eskimo sites on Saddle Island. Underneath the remains of the cooperage at Area E, archaeologists found numerous stone tools associated with early Palaeo-Eskimos who lived in Labrador more than 3,000 years ago. Hearths and other features typically associated with this culture were not found due to the intense activity in the location during the 16th century.

Similarly, stone tools associated with later Palaeo-Eskimo inhabitants were found towards the east end of Saddle Island at Areas F and M. Area F yielded tools associated with the Groswater Palaeo-Eskimos, who lived in Newfoundland and Labrador between 2,800 and 2,000 years ago. The Area M occupation was by Dorset Palaeo-Eskimos, who lived in Newfoundland and southern Labrador between 1,800 and 1,400 years ago. No hearths or other features were found at these locations.

A rectangular sod house was found on Twin Islands that had roof timbers resting on peat walls and a bedrock floor. The structure is located near the beach at the north end of the islands. At the top of a nearby rise archaeologists also located a tent ring made of whale vertebra. Excavation of both structures yielded artefacts that link them to the Thule Inuit culture – ancestors of the present-day Labrador Inuit who frequented the Strait of Belle Isle area to trade with Europeans during the 17th and 18th centuries.

On a ridge near the beginning of the Tracey Hill and Boney Shore trails at the northwest corner of the nominated property, archaeologists found hearths associated with the Maritime Archaic peoples. They were Palaeo-Indian peoples who lived in southern Labrador from about 8,000 to 3,500 years ago.

### **2. B History and Development**

The nominated property, located in the tiny community of Red Bay on the south coast of Labrador, has a 9,000 year human history that includes some of the earliest habitation in what is now the eastern Canadian province of Newfoundland and Labrador. These early Palaeo-Indians were followed by a succession of aboriginal cultures – all attracted by the maritime resources of the Strait of Belle Isle - that included the Maritime Archaic

## 2. DESCRIPTION

people and Groswater and Dorset Palaeo-Eskimos. The ancestors of the present-day Innu, who still inhabit areas of present-day Québec and Labrador, were present along the Strait of Belle Isle when European fishermen and whalers arrived during the early 16th century.

The most significant phase of Red Bay's history came in the 1500s when it became the largest and most important port of the world's first industrial-scale whaling enterprise developed by the Basques along the south Labrador coast. During that time the Basques crossed the Atlantic Ocean to hunt North Atlantic right whales (*Eubalaena glacialis*) and Greenland right whales (*Balaena mysticetus*), also known as bowhead whales, in the Strait of Belle Isle – known to the Basques as the “Grand Bay.” Whaling and whale oil production took place at Red Bay, which the Basques called Buttes, from the 1530s until the early years of the 1600s. Subsequently, the port was used by French merchants as a point of trade with Inuit from northern Labrador during the first half of the 18th century. Following the Treaty of Paris in 1763, Red Bay became a seasonal port for cod fishermen from the West Country of England. The first permanent settlers arrived from Carbonear in Conception Bay on the east coast of the island of Newfoundland during the 1840s.

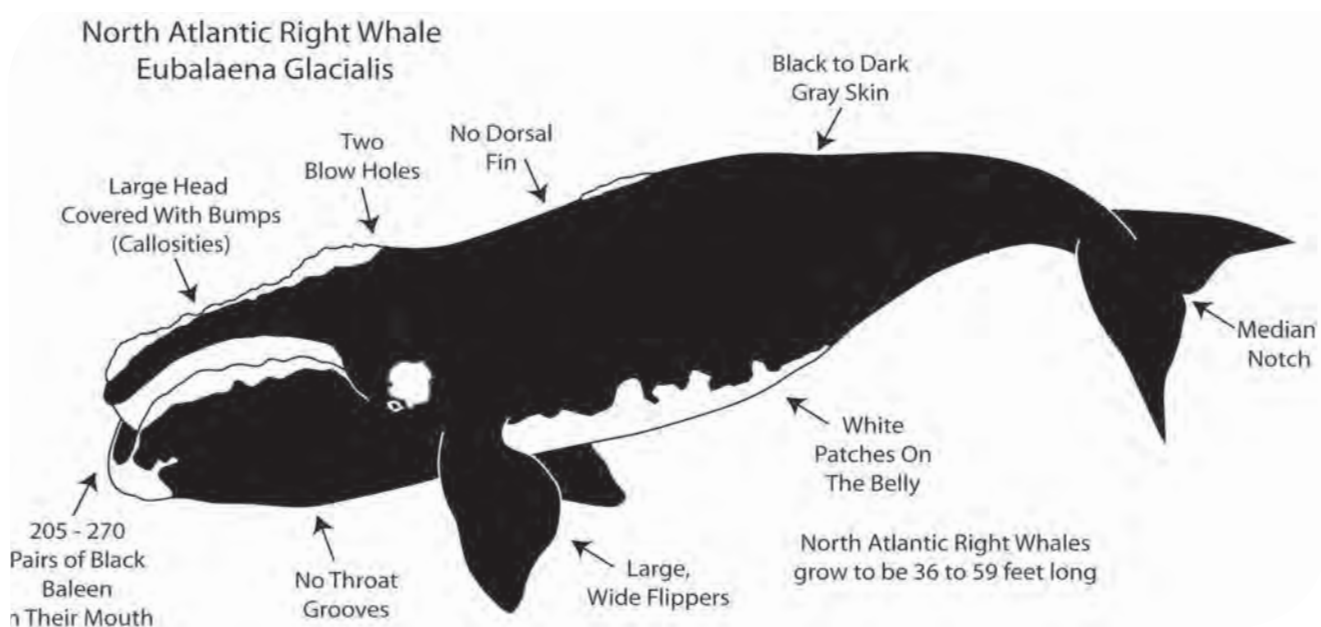


Figure 2.21 Characteristics of the North Atlantic right whale (*Eubalaena glacialis*). Town of Red Bay/Quigley Design Associates

## 2. DESCRIPTION

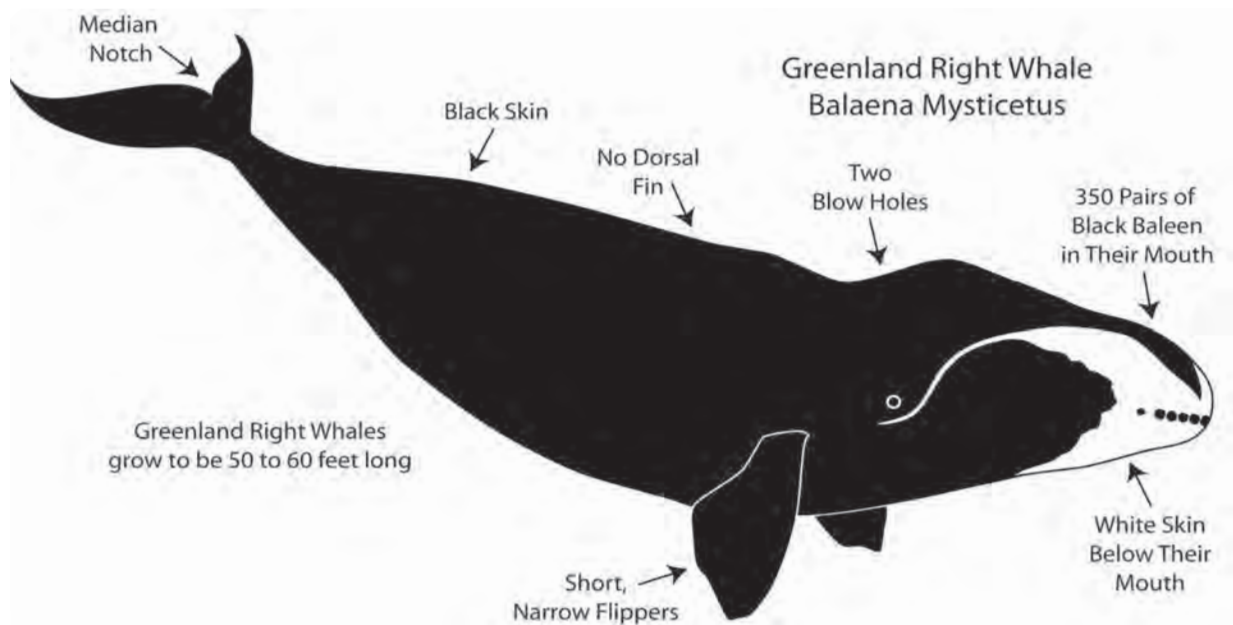


Figure 2.22 Characteristics of the Greenland right or bowhead whale (*Balaena mysticetus*). Town of Red Bay/Quigley Design Associates

Red Bay's historical significance as a 16th-century whaling port was discovered in the late 1970s through the study of archival documents in Spain and the subsequent discovery of a well-preserved 16th-century galleon in the Harbour and the remains of whale oil processing areas along the shoreline. For fifteen years archival and archaeological research drew national and international attention to the nominated property. This in-depth study eventually led to the opening of interpretive facilities at Red Bay National Historic Site of Canada by the Parks Canada Agency in 2000.

To understand the global significance of Red Bay today it is necessary to first understand the historical importance of whale oil and the origins and evolution of the commercial whaling industry around the world. The following text will provide the historical context and present greater detail of the history of the nominated property from the 16th century, when it developed into the largest and most important port associated with large-scale commercial whaling, to the present day.

## 2. DESCRIPTION

### 2. B (i) Global Importance of Whale Oil <sup>2</sup>

Human history has passed through many stages in the development of energy sources as artificial light, including pitch from pine trees, a variety of oils such as tallow from animal fat, fish oils and vegetable oils, kerosene made from coal, gas, petroleum and electricity. However, whale oil was the first source of energy ever to be commercially produced for light, and whales are the only living animals that have ever been used for the large-scale production of that energy.

Whale oil is extracted from the fat, or blubber, of the whale. Whale blubber is composed of a fibrous, fatty material that contains large cells filled with oil. When the blubber is exposed to high heat the oil separates from the fibres and produces a liquid that can be used for light and a variety of other purposes. This fuel was the catalyst first for a local enterprise in the Bay of Biscay and then for an industry that spanned the globe.

Before the realization and discovery that whale blubber could be transformed into a superior source of lighting energy, light was obtained from simple and locally available sources, such as wood and other sources of oil. The light produced from these sources was used mainly for domestic purposes.

As lamp fuel, whale oil burned brighter with less smoke than other available sources of light, such as vegetable oil and tallow candles. It quickly became the preferred source of light in Europe. By the time that the Basques were producing large amounts of whale oil at Red Bay and other ports in Labrador during the 16th century it lit homes, churches, public buildings and streets in cities across the continent. Whale oil also contributed to the improvement of living standards and the shift to urban society. In North America it became the most common oil used in lighthouses. Whale oil became so important that in 1811 a Scottish historian wrote that whale oil was “an indispensable necessity of life.”<sup>3</sup>

As described in more detail in the following section, the Basques were the first to commercially produce whale oil. Markets for their product were established in Europe during the 12th and 13th centuries and, as is the case with any newly discovered source of energy, the demand and the market for whale oil expanded steadily. As one historian has written, “oil was as crucially important to Europeans in the Middle Ages and the centuries that followed... and whales were a major source.”<sup>4</sup>

The Basques took advantage of this demand and expanded their production, first along the northwest coast of Spain and then in eastern North America. The demand for whale oil had grown so much by the end of the 16th century that the industry quickly expanded northward with the discovery of new whale stocks east of Greenland in the Barents Sea.

## 2. DESCRIPTION

The demand for whale oil continued to increase during the following three centuries. Whaling ships ventured farther and farther afield in search of new stocks of whales in order to satisfy it.

It would be more than 300 years after the Basques began large-scale commercial whaling at ports in Labrador, of which Red Bay is the best example, before an alternative source of energy for light would be discovered. But after it was discovered that kerosene could be produced from petroleum, it dominated the artificial lighting needs of the world. The direct burning of fossil fuels eventually gave way to electricity generated by a variety of means as the light source of choice. None of them, however, have yet dominated as a source of energy for artificial light in the industrialized world for as long as whale oil did.

The commercial production of whale oil marks a crucial point in the development of sources of energy for lighting, but it also paved the way for future industrialization and ultimately the development of the modern world. Among its various industrial applications was its use as a lubricant. Once it has been refined, whale oil does not re-solidify, even at extremely low temperatures. It was therefore a high-quality lubricant that could be used with all types of machinery. During the 18th century, the newly invented machinery of the Industrial Revolution required regular lubrication, and whale oil was one of the best that was available.

The light produced by whale oil played a second important role in supporting industrialization. The superior quality of lamp oil that was obtained from sperm whales beginning in the early 18th century, along with the spermaceti — the waxy substance from the head — that was used to make clean, bright candles, was used to light factories and other industrial works. The superior light that they created enabled longer working hours, which resulted in more productivity and therefore more of the innovation and growth that characterized the industrial era.

As industrialization swept across Europe and then the American colonies and other parts of the world, the demand for whale oil both for use as a lubricant and a source of light increased dramatically and drove the industry to its peak in the mid-19th century.

Whale oil was used as a cleanser in the textile industry and in the production of paint, varnish and some cosmetics and perfumes. It was also the basic ingredient in the manufacture of soap and, in the early 20th century, margarine.



## 2. DESCRIPTION

### 2. B (ii) World Whaling History

Most cultures connected to the sea have traditions of taking advantage of beached or stranded whales for the oil, bone, baleen and meat that they yielded. Certain cultures at some point began to actively pursue whales instead of waiting for them to drift ashore. Rock art carvings at Bangu-Dae in the Republic of Korea are recognized as one of the world's most outstanding examples of whales portrayed in petro-glyphs. People living in that area have a long dependence on whales as part of their livelihood, and the petro-glyphs suggest that whaling may have been practiced there as early as the late Neolithic Age. They reflect the significance of whaling both on the Korean peninsula and internationally. The Bangu-Dae petro-glyphs are included on the Republic of Korea's Tentative List for World Heritage Sites.<sup>5</sup>

In northern Norway there are petro-glyphs from the Neolithic Age (3,000 – 1,800 BC in Europe) that depict porpoise hunting. Harpoons, gaffs and other tools found at archaeological sites in that region provide evidence of whale hunting around 1,000 BC.<sup>6</sup> Early whaling in Norway involved herding pods of whales into narrow fjords and towards shallow beaches where they could be easily killed. The Norse took these techniques with them to other parts of Europe, including the Hebrides, Orkney Islands and Shetland Islands in Scotland and the Faroe Islands.<sup>7</sup>

Cultures in the Pacific Northwest attacked whales with poison-tipped lances. The Inuit of Canada's Arctic pursued whales from boats with harpoons that had a float attached to the line, allowing them to follow the whale and kill it once it had tired.<sup>8</sup> These were subsistence whaling traditions. They provided local populations with meat, oil, baleen and bone that were essential to their survival.

Commercial whaling, which involved the hunting of whales and production of whale oil for profit, was first undertaken by the Basques in the Bay of Biscay as early as the 11th century. As discussed in more detail above, the primary use for whale oil when it was first commercially produced was as a source of light. Since it started, commercial whaling was the first and only large-scale industry based on the exploitation of living resources from the sea for the production of energy (i.e. light).

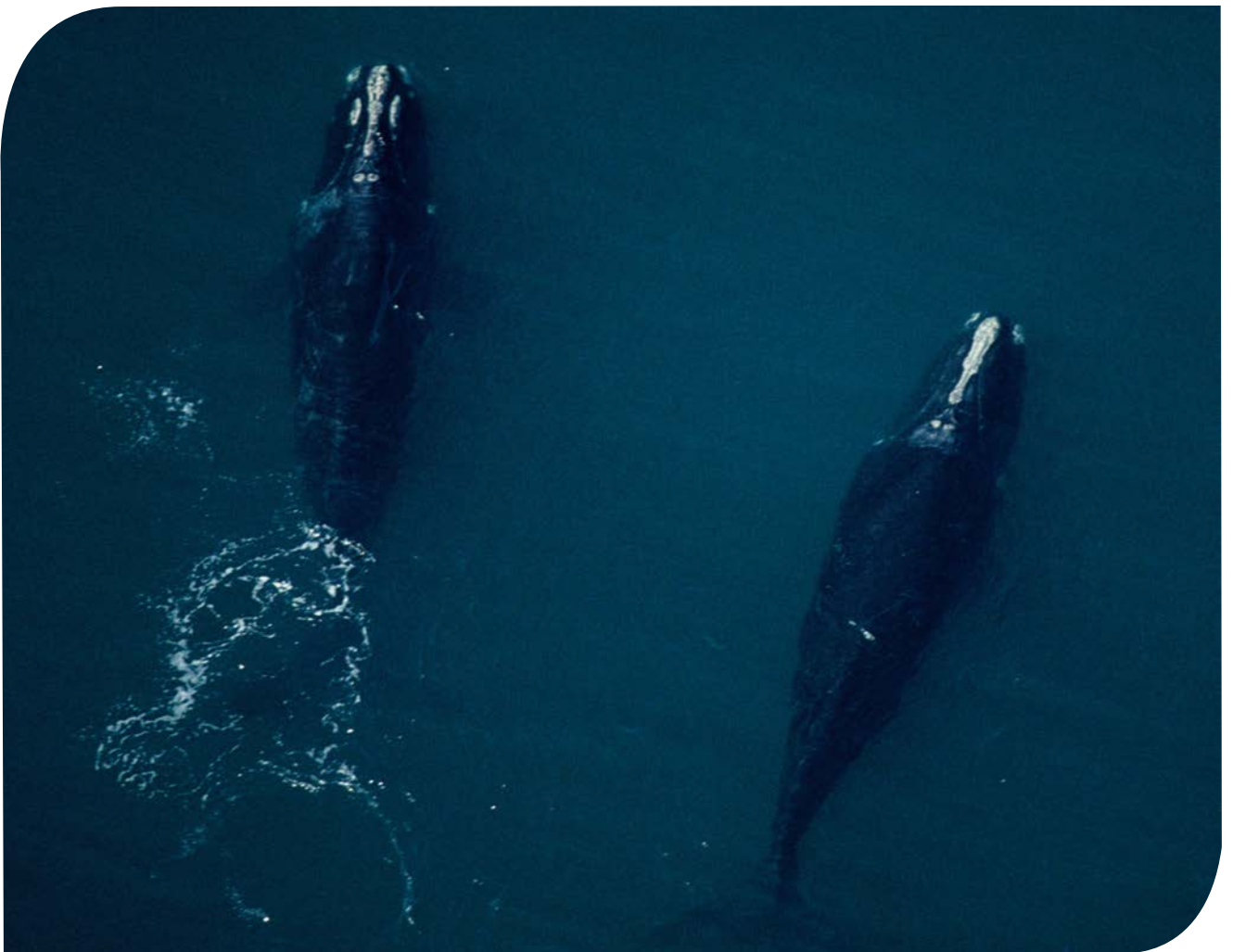
The Basques hunted whales first along their own shores and then along the neighbouring coast of northwest Spain. During the first half of the 16th century they began whaling across the Atlantic in the Strait of Belle Isle, hunting along the coast of what is now Southern Labrador and the Lower North Shore of Québec. This was the first time that whales were hunted on an industrial scale. Red Bay was the largest and most important

## 2. DESCRIPTION

of a dozen Basque whaling ports in this area. It was also the beginning of an international industry that eventually reached all of the world's oceans.

The near-shore or coastal whaling techniques developed by the Basques and later emulated by others persisted through to the late 19th and early 20th centuries in some areas. During this time, advances in industry and technology allowed the later development of other whaling techniques, namely offshore or pelagic whaling, practiced from the 1640s to the 1850s, and modern industrial whaling, which began in the 1850s.

### **Near-shore or coastal whaling**



**Figure 2.23** North Atlantic right whales – the species that first attracted Basque whalers to Red Bay and other Labrador ports. *Centre for Coastal Studies*

## 2. DESCRIPTION

The near-shore or coastal whaling associated with the Basques in the Bay of Biscay and in the Strait of Belle Isle involved pursuing slow-moving whales from open boats along the coast and towing them back to shore stations to flense them and process the oil. The Basques were the sole practitioners of coastal whaling until the end of the 1500s. Their monopoly on the industry was finally broken by Dutch and English whalers, who both laid claim to new whaling grounds discovered in the oceans around Spitsbergen in the Barents Sea at the beginning of the 17th century. For a number of political and economic reasons, the Basques withdrew from large-scale whaling at this time. Dutch and English outfitters hired Basques essentially to teach their crews how to hunt whales and process whale oil.

The Dutch and English established a number of whale oil processing stations on the west coast of Spitsbergen as they fought for control of the industry there during the first half of the 17th century. The Dutch eventually prevailed. They also set up shore-based whaling stations at Jan Mayen Island and Iceland during this period.

As Europeans moved outwards and colonized areas around the globe from America to Australia, they took their dependence on whale oil with them. This eventually led to the development of shore-based whaling in these areas to meet the demands for whale oil for light.

During the 1650s Dutch and English colonists in the New England and New York areas of what is now the United States also began coastal whaling. From boats they pursued whales during the annual migration along that coast and towed them to shore for processing. The colonists employed essentially the same techniques taught to their countrymen by the Basques at Spitsbergen.

Even though whaling had quickly developed into a large-scale overseas industry by the mid-16th century, coastal whaling persisted on a small scale in some areas into the late 19th and early 20th centuries. These areas included the Basque coast, where the last whale was reportedly killed by fishermen from Orrio in the Basque province of Gipuzkoa in 1901, and the east coast of the United States, where whales were hunted from shore into the later years of the 19th century.

In some areas of the southern hemisphere local shore-based whaling did not get started until the early years of the 19th century. Australia and New Zealand were being settled by the British at this time and coastal whaling for the southern right whale was undertaken on a relatively small scale from locations in New Zealand and Tasmania and New South Wales in Australia.<sup>9</sup> This hunt took place during the winter months when the whales migrated north to breed.<sup>10</sup> Coastal whaling in Australia peaked in the late

## 2. DESCRIPTION

1830s and in New Zealand during the mid-1840s.<sup>11</sup> In South Africa shore-based whaling for the southern right whale began around 1792 and continued more or less without interruption until 1975.<sup>12</sup>

### **Offshore or pelagic whaling**

Early offshore or pelagic whaling involved ships that ventured offshore in search of whales, which were hunted from whale boats. Initially the blubber was stored in barrels and returned to shore for processing. This practice eventually gave way to on-board rendering ovens that allowed the oil to be processed at sea.

This particular phase of whaling began in the Barents Sea during the 1640s, when the number of whales that migrated close to shore at Spitsbergen had declined and Dutch whalers were obliged to venture farther from shore to hunt them. Rather than take the time to return to shore to process the oil, they preferred to store the blubber in barrels on board the ships to be processed at the end of the voyages. This eliminated the need for shore stations and by the 1670s the second phase of commercial whaling — offshore whaling — was well established and dominated by the Dutch fleets in the waters east of Greenland.<sup>13</sup>

The Americans became involved in offshore whaling several decades later. Legend has it that a Nantucket whale captain, blown out to sea in an unexpected storm in 1712, discovered himself amidst a pod of sperm whales. Despite the stormy weather he ordered his crew to kill one, which they towed home after the storm ended and the great American whale fishery was born.<sup>14</sup> Fact or fiction, New England whalers were making long voyages out into the Atlantic in search of sperm whales during the early years of the 18th century. In increasingly larger ships, they hunted whales from the Davis Strait in the north as far south as Brazil, returning to port periodically to bring home blubber for processing before it spoiled. This link with the shore was finally broken in the 1750s, when on-board rendering ovens, or tryworks, were introduced to American vessels. This was a Basque invention from the previous century that allowed whale ships to venture as far as necessary in search of their prey.<sup>15</sup>

While the Dutch continued to dominate Arctic whaling through to the end of the 17th century, English interest was rekindled by the discovery of new whaling grounds in the Davis Strait between Greenland and the Canadian Arctic during the 1720s. By the turn of the 19th century they had taken over the dominant position in Arctic whaling.<sup>16</sup>

In the meantime, the American and British offshore whaling fleets continued to increase in size and range throughout the 18th century as they pursued sperm whales farther and

## 2. DESCRIPTION

farther. In 1789 a British whaling ship called *Emilia* rounded Cape Horn and became the first whale ship to enter the Pacific Ocean. A new era began as whalers finally pursued the object of their hunt around the globe.

By the middle of the 19th century, whaling was a huge industry, particularly in the United States where it involved more than 700 ships, an investment of 70 million dollars in infrastructure and 70,000 people who made their living from it directly or indirectly. In 1853, the most profitable year, 8,000 whales were killed and 11 million dollars in profit was generated.<sup>17</sup> This is the era portrayed in Herman Melville's great epic *Moby Dick*, the era when the Americans dominated the whaling industry.<sup>18</sup>

### **Modern commercial whaling**

The whaling techniques of hunting slow-moving whales from small boats with hand-thrown harpoons prevailed for several centuries, until the middle of the 19th century. Equally intense was the manual removal of the blubber and boiling it down over open fires in rendering ovens. This technology was developed by the Medieval Basques on their own shores and perfected during the intensive Labrador whaling period of the 1500s. Modern commercial whaling began with the advent of more efficient hunting and processing methods and coincided with the decline of the American sperm whale and other pelagic whale fisheries.

During this period, the production of whale oil returned to land and was carried out in previously underexploited areas and engaged in by new commercial whaling nations. Coinciding with modern whaling developments was the discovery of fossil fuels and the wide-spread use of kerosene as a source of light. New uses were found for whale oil, such as the manufacture of lubricants, cosmetics, soap and margarine, in order to keep the industry viable.

The hunting of whales and the processing of whale oil as an illuminant, along with its other domestic and industrial uses, prevailed for nearly a millennium, from the 11th to the 20th century — longer than any other global industry thus far. It is little wonder then that whaling has been called “one of the world's first great multinational businesses, a global enterprise of audacious reach and import.”<sup>19</sup>

### **2. B (iii) Early Basque Whaling**

As further discussed in the previous section, the Basques were the world's only commercial whalers from as early as the 11th century until the beginning of the 17th century.



## 2. DESCRIPTION



**Figure 24** The Basque port of Pasaia in northern Spain, from which whaling ships sailed to Labrador during the 16th century. *Cindy Gibbons personal collection*

Whaling in the Bay of Biscay was a cooperative venture among the fishermen of each community. Watchmen were posted at signal towers called *atalayas* to watch for the North Atlantic right whales between October and March on their annual migration through the Bay of Biscay. When a whale was spotted, the watchman signalled and fishermen set out in boats to pursue and kill it. It was then towed back to shore and processed.

Basque sailors and ships moved farther afield during the Middle Ages. Among other things, they played a key role

in maritime trade with northern Europe, they were involved in coastal whaling in northwestern Spain and they ventured as far as Ireland for the hake fishery. These undertakings required more organization and investment than maritime activities in their own region and set the stage for Basque involvement in the trans-Atlantic fisheries. They were among the first Europeans to take advantage of the rich maritime resources of northeastern North America. By the 1540s they were engaged in the world's first industrial-scale overseas whaling in the Strait of Belle Isle.

### **2. B (iv) Organizational Context of 16th-century Basque Whaling in the Strait of Belle Isle<sup>20</sup>**

The earliest known Basque voyages to Terra Nova — the general area now known as Atlantic Canada — during the 1520s were for codfish. Basque involvement in the Terra Nova cod fisheries continued until the late 16th century, with vessels from Basque ports making one trip each year to areas around the south, west and north coasts of Newfoundland. Archival documents indicate that some of these early cod fishing voyages were outfitted to kill any whales they might encounter. It quickly became apparent, however, that the large numbers of whales that migrated through the Strait of Belle Isle each summer offered an excellent opportunity for whaling. The slow-moving North Atlantic right whales had a thick layer of blubber that provided natural insulation against the frigid ocean temperatures (see figure 2.22). For the Basques these whales represented huge quantities of whale oil that could fetch a large profit in the markets that they had established and built throughout Europe since the 11th century.

## 2. DESCRIPTION



Figure 24 First page of the charter party for the 1564 Labrador whaling voyage of the Basque ship *La Concepción*. Archivo Histórico de Protocolos de Gipuzkoa, Oñati

fill the ships and they could set sail in August or September for the month-long voyage to Europe.

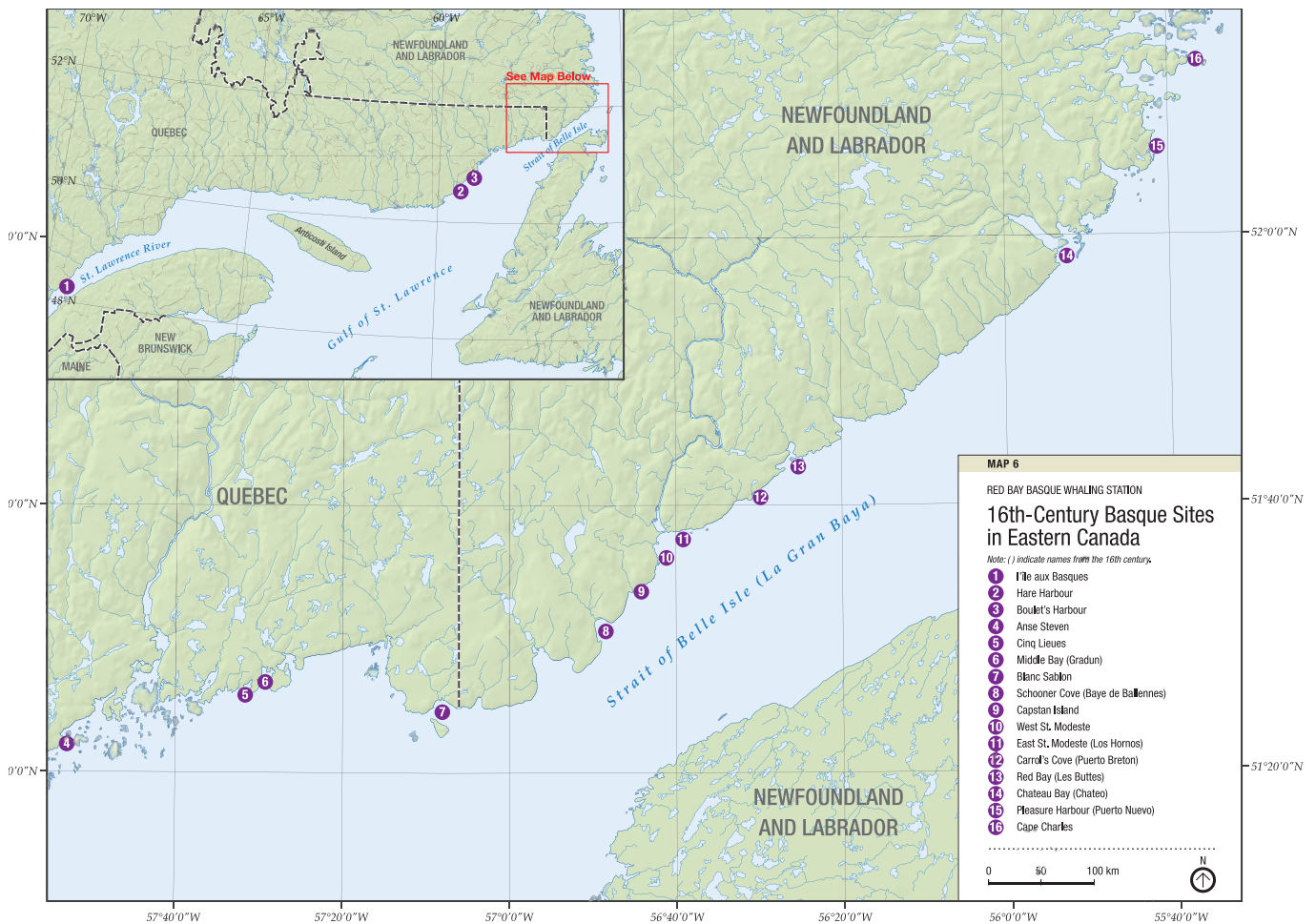
The agreement known as a charter party was negotiated for each voyage. It outlined the primary responsibilities of each party involved, including the owner, outfitter, captain and steward.

Crews for whaling voyages to the Strait of Belle Isle were hired on a traditional share system based on profit and loss. Payment was a share of the total cargo of whale oil and was paid only after the ship had safely returned to port and the cargo had been sold. The amount received depended entirely upon the success of the voyage. The success of the voyage in turn depended upon the ship's crew, especially the skilled tradesmen

By the 1540s, along with the Terra Nova cod fishing voyages, Basque merchants were investing in voyages exclusively for whaling in the Strait of Belle Isle, as that industry was well-established in at least a dozen ports in the area. These ports ranged from Cape Charles at the eastern entrance to the Strait of Belle Isle as far south as Middle Bay (see Map 6). Other ports included Chateau Bay, Red Bay and East St. Modeste. More details about these ports can be found in section 3.C.

The early whaling voyages to the Strait of Belle Isle for North Atlantic right whales were outfitted for six months. Ships left the Basque ports in April or early May in order to arrive in the Strait of Belle Isle for the summer coastal whaling season in June and July. The goal was to hunt enough whales so that the oil rendered from their blubber and stored in barrels during the summer months would

## 2. DESCRIPTION



such as harpooners, coopers and carpenters. In addition to the officers, the crew also included ordinary seamen, ship's boys and apprentices.

Ships were generally outfitted with enough victuals to provide daily rations for the crew for the duration of the expedition from the Basque region to the Strait of Belle Isle, including the six-week voyage there and the four-week voyage back. Archaeological evidence suggests that the crews regularly consumed fresh local fish, game and berries available in Labrador. It is documented that sailors also took personal food supplies with them known as *regales* to provide extra food and a break from the monotony of daily rations.

Some significant changes had occurred by the time that Basque whaling in the Strait of Belle Isle peaked during the 1560s and 1570s. It was no longer easy to hunt enough whales and process enough oil to fill the holds of the ships and leave on the voyage home



## 2. DESCRIPTION



**Figure 2.26** The Greenland right or bowhead whale.  
*Bill Koski*

by late summer. The summer whale population in the Strait of Belle Isle had effectively been decimated in just three or four decades.

Staying later in the season in an attempt to catch more whales, by the 1550s the Basques had discovered a second population of whales. These appeared in the Strait of Belle Isle late in September as they migrated south from the Arctic to over-winter in the Strait of Belle Isle and Gulf of St. Lawrence area. These whales

were Greenland right or bowhead whales. Similar to the North Atlantic right whales in body structure, the bowhead whales have a thicker layer of blubber for insulation in the frigid Arctic waters. As a result they yielded more oil. An increasing number of whalers began staying in the Strait of Belle Isle into the autumn for what they called the winter coastal whaling season. Expeditions were now outfitted for eight months to allow time to hunt the bowhead whales. Some were outfitted exclusively for the winter coastal whaling season, leaving the Basque Country in late June or early July and arriving in the Strait of Belle Isle in time for the annual bowhead whale migration.

The continued decline of whale stocks appears to have led to some fundamental changes to whaling in eastern Canada during the 1580s. The ships could only stay in Labrador ports until ice began to form in the harbours and along the coast, which usually occurred in December or January. But the bowhead whales remained in the area for several more months. Some whaling crews began moving southwest from the Strait of Belle Isle along the north shore of the Gulf of St. Lawrence, where harbours remained ice-free for longer than in the Strait, in order to extend the whaling season and take full advantage of the presence of the bowhead whales. Expeditions could now be outfitted for 10 to 12 months and voluntary over-wintering began.

At the end of the 16th century the forced detention of Spanish Basque ships and recruitment of sailors for Spanish royal fleets considerably affected Spanish Basque involvement in Terra Nova whaling and cod fishing. By the first decades of the 17th century, greatly reduced whale stocks meant all that remained of Basque whaling in

## 2. DESCRIPTION

eastern Canada was small-scale activity along the north shore of the Strait of Belle Isle and Gulf of St. Lawrence dominated by crews from French Basque ports, who were also actively trading with Aboriginal groups in the area. By that time, new stocks of whales had been discovered at Spitsbergen in the Barents Sea. English and Dutch ships led the development of a new phase of whaling in that area.

### **2. B (v) The Whaling Port at Red Bay**

Red Bay was the largest and most important of the Basque whaling ports in the Strait of Belle Isle. The earliest reference to Basque whalers at Red Bay is contained in Jacques Cartier's journal of his 1534 voyage through the Strait of Belle Isle and into the Gulf of St. Lawrence. In it Cartier describes the harbour that the Basques knew as Buttes and that we now know as Red Bay. The earliest archival documents that specifically mention Red Bay are related to an incident in 1554 involving the seizure of Spanish Basque whaling ships working at Los Hornos (known today as East St. Modeste and located approximately 20 kilometres west of Red Bay) by French Basques working at Red Bay. The information contained in these documents indicate that the whaling stations at both East St. Modeste and Red Bay were well-established and in full operation at the time of the incident.

At the peak of whaling in the Strait of Belle Isle, which occurred during the 1560s and 1570s, about 1,000 men in a dozen ships came to Red Bay each season. At that time, at least eleven shore stations were in operation at Red Bay rendering whale blubber to oil.

The archaeological record at Red Bay reveals a number of significant aspects related to the use of the land by the Basque whalers at Red Bay. They took advantage of a variety of geographical features, including headlands, bedrock outcrops, level areas near the beaches and natural elevations, in order to most efficiently and effectively hunt whales and process whale oil.

Archaeologically, it is impossible to determine which shore stations were constructed first and in what order they were constructed. What is evident, however, is that the shore stations which show the evidence of the longest and most intensive use are located on both the Saddle Island and mainland shores at the east end of the Harbour. Several of these shore stations were used so much that the ovens built first were dismantled after the stonework collapsed from the intense heat. New ovens were built immediately adjacent to the originals or, in one case, in the same location. At this same mainland shore station there is evidence that the rendering ovens were dismantled and rebuilt several times.



## 2. DESCRIPTION



Figure 2.27 Red Bay Harbour in winter. *Cindy Gibbons personal collection*

This archaeological evidence indicates that this area of the Harbour, which has the deepest water close to shore, was the area first used for processing whale oil and the one that was used the longest. It was the preferred location for shore stations. Shore stations at other locations in Red Bay show less evidence of intensive use and are located in areas not as suitable for processing activities. These areas front on shallow water or have rocks just offshore that would have prevented the easy landing of whale boats and the unloading of whale blubber. The location of these stations in less than suitable areas, and the fact that they show less evidence of use, indicate that they were built and used during peak periods of whaling at Red Bay, when areas that fronted on deep water and had good landing areas were at a premium. Once the industry had peaked and then declined, these areas were no longer used and whale oil processing was again concentrated at the east end of the Harbour.

## 2. DESCRIPTION

By the 1560s and 1570s whaling in the Strait of Belle Isle had peaked and the number of whales was declining. There are records of several expeditions to Red Bay during this period that were seriously impacted by staying for the winter coastal whaling season. For example, the *San Juan*, which stayed for the bowhead whale hunt in the autumn of 1565, ran aground in a storm at Red Bay. Documents related to an insurance claim against the loss of the vessel indicate that it was fully loaded with oil and ready to sail home to the Basque Country. Some of the cargo was recovered, but the vessel itself, including several hundred barrels of whale oil, remained in Red Bay Harbour.

Staying in the Strait of Belle Isle for the winter coastal whaling season also increased the risk of ships getting trapped by ice. In the late fall of 1574 or early winter of 1575 the whaling ship *La Madelena* was abandoned at Red Bay after it became trapped and frozen in the ice. The crew returned to the Basque Country in other ships. The owner, Martín Sanz de Aguirre, was able to retrieve part of the cargo when he returned to Red Bay the following summer. During the winter of 1576/77, a number of ships were trapped by the ice in several ports including Red Bay. Poorly prepared crews were forced to spend a winter in the Strait of Belle Isle. Hundreds of men died before relief ships arrived in the spring. Perhaps as a consequence, at least one crew refused to stay and hunt bowhead whales in 1577 and the ship returned to the Basque region in September with a nearly empty hold.

As mentioned previously, the number of whales in the Strait of Belle Isle continued to decline through the 1580s and 1590s and consequently the number of expeditions to Red Bay declined as well. The last known record of Basque whaling at Red Bay is a document from April 1604 that describes the 38-man crew of the *San Pedro* spending the previous winter there.

### **2. B (vi) The Whaling Process and the Use of the Land and Sea at Red Bay**

Annual maintenance of the shore stations was the first priority. When the crews arrived in Red Bay at the beginning of each whaling season the first task was to ensure that the structures associated with the shore processing stations were in good repair. Existing structures were repaired and new ones were built if they were required.

Based on archaeological and archival evidence, researchers have determined the details of the work carried out by the whalers at Red Bay. It was difficult, dangerous and dirty.

The whaling process began with the hunt. The high surrounding hills offered an advantage for whalers, allowing for the stationing of sentinels and for signalling when whales were spotted. Once a whale was spotted from the shore, the watchman signalled

## 2. DESCRIPTION

and men set out in pursuit of it in eight-metre boats known as *chalupas*. The *chalupa* was the original whaling boat. It was designed and built for speed and manoeuvrability, both essential for chasing down and harpooning whales. Each *chalupa* was crewed by six or seven men, including a steersman and harpooner. The harpoon, consisting of an iron head and wooden shaft with a long line that was attached to the boat, was wielded by the skilled harpooner from the bow of the *chalupa*. Once the harpoon was imbedded in the whale it was attached to the boat by the line, enabling the whalers to stay with the whale until it could be approached and killed. The design and use of this effective harpoon was a very important innovation introduced by the Basques and used for centuries afterwards, as it made the whale hunt more efficient. This was undoubtedly the most dangerous part of whaling, as a few men in small boats propelled by oars – and sails when the winds were favourable – pursued and killed enormous whales that could weigh up to 100 tonnes and exceed 18 metres in length.

The most complete original example in the world of a 16th-century *chalupa* has been recovered from Red Bay Harbour. It has undergone extensive conservation and is displayed at Red Bay National Historic Site of Canada. The overall length of the *chalupa* is 8.03 metres and it is 1.92 metres wide at the master frame (middle of the boat). It was constructed mostly of European white oak, although some local wood was used to make repairs to it.



Figure 2.28 Early 17th-century image of *chalupas* towing whales at Spitsbergen. *American Antiquarian Society*

The difficult aspect of the work began once the whale was killed. The huge dead weight had to be towed from where the whale finally died in the Strait of Belle Isle back to Red

## 2. DESCRIPTION

Bay. Insight into how the whalers managed such a feat is based on early methods of communal whaling used in the Basque region and accounts from English whaling voyages to Spitsbergen in the early 1600s, for which Basque whalers were hired. Several *chalupas* were used to tow a whale. The crew of one would attach a rope around the dead whale's tail, and then others would tie up, one to the other, to form a chain and row the carcass back to port.

The next step in the industrial process was flensing — the removal of the fat from the whale carcass. Once the whale was back in Red Bay it was tied up to a whaling ship moored in the Harbour and the dirty part of the job began. The first step in the production of whale oil was to strip the blubber from the whale — a process known as flensing. Basque archival documents and records of English whaling at Spitsbergen both indicate that this took place next to the ships in the harbour to make use of winches and



Figure 2.29 Early 17th-century image of flensing whales at Spitsbergen. *American Antiquarian Society*

other equipment on board. The winches were used to turn the whale as the men cut off strips of blubber with long-bladed flensing knives. An example of the blade of a flensing knife was found by terrestrial archaeologists at Red Bay in 1986. It is 62 centimetres long and measures 5 centimetres at its widest point. While corroded, it has undergone conservation and is displayed at the Visitor Interpretation Centre at Red Bay National Historic Site of Canada. Also found at Red Bay, associated with the 24M wreck site, were numerous examples of the types of block and tackle that were used on the ships to rotate



## 2. DESCRIPTION

the whales, including single and double sheave block and many examples of the hemp rope used with them.

Once the flensing was complete the whale blubber was cut into smaller pieces and taken on shore for the next and very important step in the industrial process — rendering the oil. The most important technological components for rendering whale oil were the stone ovens. Consistent with the demands of rendering whale oil, the ovens at Red Bay were parallel and adjacent to the shoreline on both sides of the Harbour fronting on deep water. This made for easy access by boat. Once ashore and cut into still smaller chunks the blubber was put into copper cauldrons set over open fires to render it to oil.

The men tending the fires built up an intense heat in order to reduce the whale blubber to liquid form.



Figure 2.30 Barrel staves as found on the 24M vessel.  
Parks Canada/P. Waddell

Fragments of the copper cauldrons used to render the whale blubber to oil have been found at Red Bay. Supply lists associated with the outfitting of whaling ships indicate that the cauldrons were valuable. They were taken back to the Basque Country at the end of the whaling season where necessary repairs were made to them so they could be used again. Researchers have concluded that the fragments found at Red Bay were from cauldrons that had collapsed from intense heat and use.

Once the fat was reduced to liquid form, the men purified the hot oil by ladling it into vats of cold, fresh water. The oil floated on the surface and any solid bits, dirt and other impurities sank to the bottom. The purified oil was skimmed off the water and put into *barricas* or barrels with a standard capacity of 211 litres.



## 2. DESCRIPTION

Each shore station also included workshops where coopers assembled the barrels required for shipping the oil. The cooperages were located on terraces above the rendering ovens providing a separation of the skilled work of the coopers from the highly industrialized activities of the rendering stations. This position also facilitated the transfer of assembled barrels which could be easily rolled down the slope to be filled with oil. The barrels were shaped and pre-assembled at cooperages in the Basque region and then re-assembled as they were required at Red Bay. The barrels had to be well-assembled and tight so that they would not leak during the long, rough voyage back to Europe.

The remains of more than 300 whale oil barrels were recovered from the 24M vessel. They were filled with oil when the ship was wrecked in the 16th century. The remains consist of the staves and head pieces, as well as the alder hoops and willow bindings that held them together. One complete example and parts of several others are displayed at the Visitor Interpretation Centre. The others have been reburied at the wreck site.

At Red Bay, a wharf was used to facilitate access for men bringing the fat ashore and also for loading the barrels of oil on the ships. While it appears that, for the most part, the whalers lived aboard their ships moored in the Harbour, rudimentary structures were built near the whale oil rendering areas to provide a place for the workers to eat and sleep on shore while the oil was being processed.

The final step in the industrial process of whaling was shipping the barrels of oil. This was done by the whaling ships that also transported the whalers across the Atlantic Ocean to and from the Strait of Belle Isle.

In addition to being the dirty part of the job, the production of whale oil was extremely labour-intensive, with men working in shifts to ensure that the blubber was rendered to oil as quickly as possible. A deposition in witness to a will written at Carroll's Cove, a few miles west of Red Bay, on Christmas Eve, 1584 says (translated) "...no other witnesses were found because it was midnight and some of the sailors of the said ship were working on land rendering whale to make train oil and the others were sleeping on board ship exhausted due to sheer work."<sup>21</sup>

### **2. B (vii) Red Bay after the Basques**

Although Basque whaling in the Strait of Belle Isle had greatly declined by the early years of the 1600s, the area's history of resource exploitation continued. Red Bay's large and well-sheltered harbour ensured that it continued to play an important role in the cod and other fisheries for the next four centuries.

## 2. DESCRIPTION

The French migratory cod fishery, which started in Atlantic Canada as early as 1504, persisted in the Strait of Belle Isle through the 17th and early 18th centuries. Fishermen from Normandy and Brittany in the northwest of France crossed the North Atlantic Ocean each spring to fish for cod during the summer season. They used harbours around Newfoundland and Labrador and other areas of Atlantic Canada, including Red Bay, to process and dry their catch before returning to Europe in the autumn.



**Figure 2.31** The remains of Constantin's trading post at Red Bay before excavation. *Memorial University of Newfoundland Archaeology Unit*

By the end of the 17th century, merchants from the colony of New France, which at the time included much of eastern North America, including present day Québec and Labrador, were also taking an interest in the natural resources of Labrador. In 1713 Pierre Constantin received a grant of land in the area that included Red Bay, where he established a post to carry on the cod and seal fisheries and to trade with the Inuit who came south for that purpose. Archaeological and documentary evidence indicates



**Figure 2.32** Mercantile premises on Penney Island, 1908. *McCord Museum*

## 2. DESCRIPTION

that Constantin's post was burnt by the Inuit in 1719 and rebuilt in 1721. In the late 1980s archaeologists found the remains of both on the west side of the Basin. Constantin and other traders continued to operate the post until 1763. It was during this period that the name "Baie Rouge" (Red Bay) first appears on maps and in documents.

In 1763, at the end of the Seven Years War, Labrador, along with most of the North American territory previously claimed by France, was ceded to England through the Treaty of Paris. A migratory fishery based in the West Country of England gradually developed along the southern Labrador coast. Records show that during the early years of the 1800s Codner and Company, a mercantile firm from Teignmouth, Devon with interests in the cod and salmon fisheries, was operating at Red Bay.

By the 1840s, the English migratory fishermen at Red Bay were replaced by fishermen from the east coast of the island of Newfoundland, who moved north in search of new opportunities as the population of that area continued to increase and space available for fishing installations became limited. The Penneys, a fish merchant family from Carbonear in Conception Bay on Newfoundland's Avalon Peninsula, set up several branches of their business in Labrador during the 1840s, including their most successful operation at Red Bay. The business attracted fishermen who eventually brought their families and became the first permanent residents of Red Bay.

A vibrant community then developed around the salt cod industry. A census taken in 1856 showed that Red Bay had 72 settlers. By 1891 the population had increased to 152 and there was a school and two churches. The community that existed at Red Bay at the end of the 1800s was located along the shoreline of the Harbour, on both Saddle Island and the mainland, and is contained within the nominated property. The 19th-century cod fishermen from Newfoundland looked for the same features as the 16th-century whalers from the Basque region when they built their premises on shore: level land near the beach that fronted on areas of deep water in the Harbour. Archaeological research at Red Bay has shown that 19th- and 20th-century fishing structures and homes were literally built on top of 16th-century whaling structures.

Red Bay was prospering by the early years of the 20th century, largely due to the establishment there in 1896 of the first cooperative business enterprise in Newfoundland and Labrador under the guidance of British missionary-doctor Sir Wilfred Grenfell. The cooperative enabled local fishermen to take control of marketing their own cod fish. Practically all fishermen in Red Bay became members; they hired a local young man as manager and within a few years had built their own business premises. The Red Bay Cooperative was able to market fish and obtain a reasonable price for it during the years of World War I and through the 1920s, which are generally considered to have been poor

## 2. DESCRIPTION

economic years in Newfoundland and Labrador. The Cooperative was in existence until about 1940, when it was dissolved and all shares acquired by the former manager.

Sir Wilfred Grenfell's influence was felt in other ways in Red Bay. Regular visits by doctors and other medical practitioners meant that the people of the community were better able to maintain their health. Family income also increased as women were encouraged to contribute to the sustenance of the family by making hooked rugs that were sold in the United States and Great Britain. In the 1920s the former Methodist Church Parsonage at Red Bay was converted to an Industrial Centre for the production of handicrafts and the women of the community were trained in weaving as another source of income.

World War II brought another beneficial influence in the form of a fleet of Canadian Navy anti-submarine vessels patrolling the Strait of Belle Isle. During the summers of 1943 and 1944, the fuel supply ship *HMCS Preserver* was stationed at Red Bay along with six Fairmile boats that carried out the patrols. Residents of the area benefitted from the medical and dental services of the Canadian Navy vessel and enjoyed other social activities, such as movies, that it offered. Local men were hired as required to carry out repairs and other services to the Fairmile boats.

In 1949, Newfoundland and Labrador became the tenth province of Canada, and the traditional lifestyle of Red Bay, based mainly on the cod fishery, began to change. The two decades following Confederation with Canada brought services such as electricity and telephones to the community. Cash was also introduced to what had been an economy based largely on the barter of salt cod for food, fishing gear and other supplies. Construction of a road along the south coast of Labrador was begun at the border with the province of Québec in 1954. It was completed to Red Bay in 1966 with the construction of a bridge across the gorge of the Pinware River. Ferry services between Southern Labrador and the Great Northern Peninsula of Newfoundland soon followed.

Local government began in 1973 when Red Bay was incorporated as a town under the *Municipalities Act* of the Government of Newfoundland and Labrador and the first Town Council was elected. This was followed by basic services, such as municipal garbage collection and a community centre, as well as by municipal taxation.

In the mid-1970s a salt cod processing plant was established at Red Bay. Fishermen could sell their catch fresh and it was processed at the plant by the women of the community. Several years later the plant was expanded to process herring as well. The processing plant meant that practically every adult in Red Bay was employed on a seasonal basis. This was the most prosperous period ever experienced by the modern-day community



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Figure 2.33 Salt cod processing plant at Red Bay in full operation during the mid-1980s. Xabi Otero

of Red Bay. This significant change in the economy of Red Bay coincided with the archaeological discovery of the 16th-century Basque whaling station.

### **2. B (viii) The Discovery of Red Bay’s 16th-Century History**

Red Bay’s history as the most significant Basque whaling port in the 1500s first came to light in the early 1970s with the study of documents in Basque and Spanish archives relating to the little-known subject of Basque cod fishing and whaling voyages to Atlantic Canada in the 16th and 17th centuries.

Thousands of 16th- and early 17th-century manuscripts, including charter parties, crew agreements, lawsuits, insurance policies, wills and a variety of other legal documents relating to 16th-century whaling in Terra Nova were found in more than twenty archives at places in northern Spain including Bilbao, Burgos, Oñate and Valladolid. They showed that the Basques not only prosecuted an active cod fishery, but had carried out a major whale fishery in Atlantic Canada during that period. More specifically, it was found that the whaling took place in at least twelve ports in an area that the Basques referred to as the “*Gran Baya*” or the Grand Bay.

Analysis of these documents allowed researchers to reconstruct most aspects of the Basque fisheries from the 1500s and early 1600s in Atlantic Canada. The study of other written sources, such as sailing directions and maps and charts of the time, enabled



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researchers to determine that the Grand Bay was actually the Strait of Belle Isle. They also determined that the old whaling ports referred to in the archival documents were situated along the north shore of the Strait of Belle Isle and the Gulf of St. Lawrence, ranging from Cape St. Charles in the north as far south as Harrington Harbour on the present day Québec coast. Likewise, the location of most of the individual whaling ports and their modern names were identified. For example, Gradun became present-day Middle Bay, Puerto Breton became Carroll's Cove and Buttes — the most important port — became Red Bay.

An expedition to southern Labrador in the summer of 1977 included archival researchers and archaeologists from Memorial University of Newfoundland in St. John's, the

province's capital. Together they explored several harbours along the coast and discovered tangible evidence of occupation by Basque whalers. But the most promising remains were found at Red Bay. Documents referring to large numbers of the clay roof tiles — like those still commonly used in the Basque region today — being brought to Labrador on whaling ships were among those studied. The shoreline around Red Bay was littered with fragments of these tiles. Baleen, the keratinous material from the mouths of right whales, and the remains of stone structures encrusted with burnt whale blubber were found on Saddle Island. A nearby beach was littered with large fragments of whale bones. These archaeological remains suggested that significant activity had taken place at Red Bay during the 16th-century Basque whaling period and confirmed the findings of the archival work in Europe.



Figure 2.34 Power of attorney of two harpooners regarding the loss of the *San Juan* at Red Bay. Archivo Histórico de Protocolos de Gipuzkoa, Oñati

Also among the Spanish and Basque archival material was documentary evidence of several Basque whaling galleons lost in Labrador at Red Bay,

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Chateau Bay and Pinware Bay. In the late summer of 1978, working with information provided by the archival researchers, a team of underwater archaeologists from Parks Canada surveyed Red Bay and Chateau Bay and discovered a shipwreck at each location. The greater logistical difficulties of working at Chateau Bay associated with the lack of roads, no permanent settlement and no electricity led to the decision to further investigate the wreck found at Red Bay.

After several weeks of preliminary excavation in 1978, the archaeologists tentatively linked the wreck at Red Bay to 16th-century whaling. Later that year the province of Newfoundland and Labrador recognized the historic significance of the archaeological finds at Red Bay, designating the terrestrial archaeological remains on Saddle Island and the adjacent underwater wreck site as a Provincial Historic Site.

The Government of Canada also recognized the importance of the 16th-century Basque whaling site at Red Bay in 1979 when, upon the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC), Red Bay was designated as a site of national historic significance based on the documentary and archaeological evidence already available. The HSMBC, which advises the Government of Canada regarding the commemoration of nationally significant aspects of the country's history, also noted that, "...continued archaeological investigation of the area, both on land and underwater, may well demonstrate that this is one of the most important historic sites in North America."<sup>22</sup> Later investigations at Red Bay proved that assessment to be correct.

While documentary research into historical Basque whaling in Canada continues into the present day, the bulk of archaeological research at Red Bay took place during the 1980s. The Memorial University of Newfoundland Archaeology Unit began terrestrial archaeology on Saddle Island in 1978. During the next 14 years, with support from the Government of Canada and the Government of Newfoundland and Labrador, numerous areas within the nominated property were tested and excavated. From the beginning, the terrestrial archaeology at Red Bay was supported by the Canadian Conservation Institute, which undertook the preservation and restoration of the thousands of artefacts recovered during the excavation.

Excavations centred on Saddle Island in the beginning but were later expanded to include 16th-century sites on Penney Island, Twin Islands and the mainland shore within the community of Red Bay. The archaeological features investigated include whale oil rendering ovens, cooperages, small temporary dwellings and a cemetery.

Between 1979 and 1985 underwater archaeologists from Parks Canada undertook an extensive and exhaustive study that included excavating, dismantling, recording

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and reburying the 24M vessel. Underwater archaeology at Red Bay also included a harbour survey that revealed the existence of large deposits of whale bones adjacent to on-shore oil processing sites. The investigation of one of these deposits in 1983 led to the discovery of a second galleon at the mouth of the Strand. Exploratory excavations carried out at there, known as the 27M site, in 1985, revealed that this was a 16th-century whaling vessel that had burned shortly after arrival at Red Bay. In 1984 a survey related to the installation of a sewer system at Red Bay revealed a third galleon near the 27M site. Exploration of this 29M site the following year revealed the well-preserved lower hull of a 16th-century whaling vessel that was significantly larger than the two previously recorded vessels.

Study of the massive amounts of data collected during this project continues today and has resulted in numerous publications, conference papers and journal articles since the 1980s. In 2007, Parks Canada published *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century*. This landmark five-volume report is the culmination of three decades of research related to the Red Bay Basque Whaling Station and establishes the undeniable importance of the site to the history of whaling, shipbuilding and the early European presence in North America and to the evolution of the discipline of underwater archaeology.

The collective body of knowledge gained from the years of research at Red Bay has dramatically changed the understanding of the beginning of large-scale and overseas whaling, as well as the knowledge of the early European history of North America, particularly the role that the Basques played in it. Further, in recognition of the importance of this site to the discipline of underwater archaeology, an image of the 24M vessel was selected as the logo for the 2001 UNESCO Convention on the Protection of Underwater Cultural Heritage.

### **2. B (ix) The Development of the Nominated Property**

Archaeological work at Red Bay was scaled back by the late 1980s and local attention turned to the future of the site as a tourism destination. This coincided with a period of basic infrastructure development in and around the Town of Red Bay, all of which contributed to the community's evolution as the primary tourism destination in Southern Labrador. The installation of the sewer system mentioned above was part of a larger project that provided basic water and sewer services to most of the community during the mid-1980s. By 1989, paving of the Southern Labrador Highway had also been completed to Red Bay.

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Figure 2.35 Visitor Centre opened by the Town of Red Bay in 1990. *Parks Canada*

of the heritage and the sustainable development of the nominated property. While the concept development study was underway, the Town of Red Bay, along with the Memorial University archaeology team, began to develop local tourism-related infrastructure. A self-guided walking tour was created on Saddle Island in 1988 in response to the growing numbers of visitors who wanted to tour the archaeological sites. Also in 1988, the Town of Red Bay, with assistance from government funding agencies, began construction of a visitor centre to highlight the artefacts and structures associated with the production of whale oil and other 16th-century activities at Red Bay. The Red Bay Visitor Centre was opened on 13 August 1990.

On 30 August 1989 an official Government of Canada plaque was unveiled in the community describing the significance of the Basque whaling site at Red Bay to the



Figure 2.36 Ceremonial unveiling of the Historic Sites and Monuments Board of Canada plaque at Red Bay, 30 August 1989. *Parks Canada*

In 1988 the Government of Newfoundland and Labrador commissioned a concept development study for Red Bay as part of a larger study of the tourism potential of Southern Labrador and the Northern Peninsula of Newfoundland. The study, completed in 1989, identified a number of possibilities for the future protection and presentation of Red Bay's 16th-century archaeological resources.

Since the late 1980s the community has been actively involved in the protection

history of Canada. The same year, the HSMBC stated that "...in light of the exceptional significance of the Red Bay Area at the national and indeed at the international level, it was the collective responsibility of the Federal Government and that of Newfoundland and Labrador to protect and present the resources there associated with Basque Whaling activities in the 16th century for the benefit of this and future generations." At the same time the Board further recommended that "...the Canadian



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Parks Service [now Parks Canada] be directed to enter into discussions without delay with the Government of Newfoundland and Labrador with a view to cooperating with it in order to ensure, through federal acquisition of the site or otherwise, the protection of the resources at Red Bay, both terrestrial and underwater, associated with the theme of Basque Whaling and to provide for on-going research and interpretation of the sites as appropriate in the context of a park management plan.<sup>23</sup>

Following up on the recommendation of the HSMBC, the Government of Canada and the Government of Newfoundland and Labrador signed a memorandum of understanding concerning the future protection and presentation of the Basque whaling site at Red Bay on 18 December 1991. The agreement included the preparation of a tourism development plan by the Government of Newfoundland and Labrador, the development of a site management plan by Parks Canada to include the identification of significant archaeological resources and interpretive themes, and the cooperative management of artefact collections associated with the recently completed archaeological excavations.

Also in 1991 the Labrador Straits Heritage Regions Project was undertaken by the Labrador Straits Historical Development Corporation and the Heritage Canada Foundation. Its goal was to help area residents cooperatively protect their natural and cultural heritage and use it for economic revitalization. The project report identified the development of Red Bay's Basque whaling resources as an immediate priority for the region.

With both of these elements at the forefront, Parks Canada took the lead role in working with community residents, the municipal and provincial governments and other organizations in the region to formulate plans for the future development of the 16th-century Basque whaling site at Red Bay.

Infrastructure related to visitor services and interpretation was developed at Red Bay over the course of several years in consultation with local and regional stakeholders. A new facility was constructed to provide site orientation and introductory information for visitors. This Orientation Centre sits on a prominent point in the community and provides an impressive view of Red Bay Harbour and Saddle Island. It also houses the restored 16th-century *chalupa* as part of a permanent exhibition about Basque whaling in Red Bay, which opened in 1998.

Also in 1998, 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. To tell the story of Basque whaling, this facility



## 2. DESCRIPTION



**Figure 2.37** Official opening of Red Bay National Historic Site of Canada, July 2000. *Parks Canada/Geoffrey Hancock*

includes interpretive panels, original artefacts and a variety of other information related to archaeological and archival research. Work on this building was completed in 2000 and it was opened on 29 July of that year. Additional information is provided by the self-guided interpretive trail that winds through the archaeological sites on Saddle Island.

Further regional infrastructure development began in 1999 with the start of construction of the Trans-Labrador Highway at Red Bay. Completed in 2009, the highway links Southern Labrador with the central and western parts of the region as well as Québec and the rest of North America by a circuitous route through the Labrador wilderness.

The Red Bay Basque Whaling Station was included on Canada's Tentative List for World Heritage Sites in 2004. The inclusion of the site on the tentative list acknowledges the significance of Basque whaling at Red Bay in the early European history of North America and in the development of a global whaling industry.



Remains of a large rendering oven on Saddle Island  
*Memorial University of Newfoundland Archaeology Unit*

### **3. JUSTIFICATION FOR INSCRIPTION**



### 3. JUSTIFICATION FOR INSCRIPTION

#### 3. A Criteria Under Which Inscription is Proposed

The Red Bay Basque whaling Station is nominated for inscription under criteria (iii), (iv) and (v) for the crucial role that it played in the development of the global whaling industry.

*Criterion (iii): Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay represent the historical and global importance of the whaling industry. They bear exceptional testimony to the early stages of large-scale commercial whaling and whale oil production at a time when whale oil was becoming a major source of energy for light. It was the first source of artificial light ever to be commercially produced and was burned to light streets and homes in cities across Europe and America for centuries. Whale oil later became widely used as a lubricant for machinery during the industrial era and was also used in the manufacture of paint, varnish, soap, cosmetics, perfumes, margarine and other diverse products.



**Figure 3.1** Well-preserved whale oil rendering oven located at the north end of Penney Island. Memorial University of Newfoundland Archaeology Unit



### 3. JUSTIFICATION FOR INSCRIPTION

The Basques began whaling in the Bay of Biscay as early as the 11th century, and for almost 600 years they were the world's only commercial whalers. They began overseas whaling in the first half of the 16th century during a period of expansion westward from Europe to exploit the natural resources of the Americas. By the 1540s the Basques had established the world's first industrial-scale whaling in the Strait of Belle Isle on the east coast of North America. Red Bay was the largest and most important of a dozen ports associated with what would ultimately become the start of a world-wide industry. By the time that whaling had declined in the Strait of Belle Isle at the end of the 1500s, the demand for oil was high enough to support the development of a new phase of whaling in the Barents Sea that eventually led to offshore whaling and took ships and men around the world in search of blubber for oil.

Archival research has revealed that during the peak years of whaling in the Strait of Belle Isle in the 1560s and 1570s, at least one thousand whalers in as many as ten to twelve ships annually used the sheltered harbour at Red Bay as their base for hunting whales and processing whale oil. In addition, 14 years of archaeological research on land and underwater at Red Bay has uncovered the rich remains of the 16th-century whaling port. It consisted of at least eleven whale oil processing areas that included fifteen rendering ovens, four cooperages and several other workshop areas, a number of living quarters and a cemetery. These remains, along with four whaling ships and extensive deposits of whale bones from the period, all indicate that Red Bay was the largest and most extensively used whaling port during the 16th century. Today it is the best and most complete illustration of the origins of the global whaling industry and of the traditions and techniques that came to be used around the world for centuries.

*Criterion (iv): The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process – consisting of rendering ovens, cooperages, living quarters and ships – are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.*

The extensive and well-preserved archaeological remains at Red Bay constitute an outstanding example of an early shore-based whale oil production site representing the beginning of the commercial production of whale oil as a widely-used illuminant. The nominated property contains all of the elements necessary to illustrate the industrial whaling process.

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By the 1540s the Basques were conducting the world's first industrial-scale whaling in the Strait of Belle Isle; Red Bay was the largest and most important of their whaling stations. Using techniques and technology for hunting whales and processing oil perfected in the Bay of Biscay since the 11th century, the Basques were the first to develop an overseas whaling industry. Their techniques were emulated by others and became the standard practice for whaling until the advent of steam-powered whaling boats and artificially propelled harpoons during the second half of the 1800s.

Today the nominated property at Red Bay contains an outstanding technological ensemble illustrating the production of whale oil that includes the remains of numerous structures, well-preserved ships and boats and a collection of tools and implements that is unparalleled at any other whaling site from the period.

The industrial process involved in whaling during the 16th century consisted of hunting the whales, flensing them, rendering the fat to oil, assembling the barrels used to hold the oil and shipping the finished product to Europe. All aspects of the technology required to carry out this process are exemplified by the archaeological remains found at Red Bay.



**Figure 3.2** The remains of a substantial stone rendering oven at Area C on Saddle Island. *Memorial University of Newfoundland Archaeology Unit*

Fifteen ovens, each consisting of between three and six fireboxes, were found at eleven locations. The remains of a wharf found at one location was used to facilitate access for bringing the fat to the ovens and loading the barrels of oil on the ships.

Other structures identified by archaeologists at Red Bay include four temporary structures used as living quarters by the whalers on shore, four cooperages where barrels were assembled and several less substantial structures also used as workshops for barrel assembly.

The collection of artefacts found at Red Bay includes numerous examples of the 211-litre barrels used to store and ship the oil and staves from tubs used to purify it. The unequalled collection of tools and implements includes examples of harpoons, the blades of flensing knives and fragments of the copper cauldrons.



### 3. JUSTIFICATION FOR INSCRIPTION

The only original examples of Basque whale boats or *chalupas* were found at Red Bay, including the most complete example in existence from the 16th century. The significant collection of ships and boats also includes the remains of the four well-preserved galleons.

The significant collection of artefacts recovered from the 24M shipwreck site includes several large components of the ship (the anchor, the capstan and the bilge pump), an assortment of objects associated with the rigging, and an assemblage of navigational instruments used on ships of the period.

The archaeological resources at Red Bay also include significant deposits of whale bone that are representative of the industrial process. They are, in fact, the debris of the whale oil production process.

Red Bay is the most extensively excavated and researched whaling site of the 16th century and is one of the most exemplary examples of a whaling site of any age. The number and quality of archaeological features and artefacts that together comprise the outstanding technological ensemble associated with the nominated property and our understanding of their role in the industrial process of whaling is unmatched by any other whaling site in the world.

Criterion (v): *The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.*

The nominated property is an outstanding example of human interaction with an extremely challenging environment. The extensive and well-preserved archaeological remains at Red Bay are a testament to the way that Europeans interacted with the land and the sea as they undertook seasonal, industrial activities in distant lands during the mid 16th-century.

The nominated property demonstrates the inhospitable conditions faced by the Basques in Labrador as they hunted whales and processed whale oil. It is the best known example of the use of the environment associated with early industrial-scale whaling. While coastal whaling in the Basque Country was on a much smaller scale than that developed in the Strait of Belle Isle, the centuries-old Basque whaling traditions and technology were adapted to the demands of this new world enterprise. The archaeological record clearly demonstrates how the Basque whalers made effective use of both the land and the sea

### 3. JUSTIFICATION FOR INSCRIPTION

as they adapted their whaling traditions and techniques to an environment and a climate that was much harsher and more extreme than any they had previously experienced.

#### **The Basque Whalers' Relationship with the Land**

The archaeological record at Red Bay reveals a number of significant aspects related to the use of the land by the Basque whalers at Red Bay. They took advantage of a variety of geographical features, including headlands, bedrock outcrops, level areas near the beaches and natural elevations, in order to most efficiently and effectively hunt whales and process whale oil.

The whalers used prominent headlands on Saddle Island and Twin Islands as points to look for whales and then signal their crewmates when one was spotted. Evidence of this use was found in the form of the remains of fires on the headlands and debris scattered at the base of them.

The remains of rendering ovens that were used to actually produce the whale oil were found on level terraces adjacent to the beach. Level land was required for construction of the ovens. They were located close to the shoreline to facilitate getting the whale blubber ashore and the barrels of oil into boats to be loaded on the ships. They also chose areas to build the ovens that were sheltered from the prevailing winds and had deep water close to shore, also to make the production of whale oil more efficient.

The Basques also took advantage of the natural elevations at Red Bay to build their cooperages. The cooperages identified at Red Bay are located on level terraces near the rendering ovens but at slightly higher elevations. The completed barrels were rolled down the hill to the ovens as they were needed.

The bedrock outcrops, characteristic of the geography of Red Bay, provided natural shelter for the whalers. They were used as walls for temporary living quarters that they built while working on land rendering whale oil. The whalers also incorporated readily available material such as rocks and baleen.

The relationship between the Basque whalers and the land at Red Bay is also represented by the cemetery. Located at the exposed eastern end of Saddle Island, it is the final resting place for as many as 135 whalers in single and multiple-person graves. The cemetery is situated in an area that was unsuitable for the production of whale oil: a low-lying part of the island that is exposed to almost all wind directions and that is unapproachable by boat due to shallow water and numerous rocks located just offshore. It is also a moving testament to the difficult environment in which the whalers lived and worked at Red Bay.

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#### The Basque Whalers' Relationship with the Sea

Whaling, by its very nature, demands that the whalers have a close relationship with and a deep understanding of the sea and of the behaviour of their prey. This relationship is epitomized in the galleons, boats and other artefacts found at Red Bay.

For the whalers, the sea provided the natural resources. They in turn developed the techniques and technology to harvest them. A significant testament to the whalers' relationship with the sea at Red Bay is the collection of galleons preserved in the Harbour. As the primary link across the ocean between Europe and North America, these ships brought the whalers to and from the Strait of Belle Isle with their valuable cargo.

The whale boats are a further representation of the use of the sea by the whalers at Red Bay. As previously described, the double-ended *chalupa* was the whaling vessel of choice. These boats were specially designed for use on the open ocean, with a lightweight and streamlined hull allowing them to move quickly and effortlessly across the water



Figure 3.4 The restored 16th-century *chalupa* on display at Red Bay National Historic Site of Canada. Parks Canada/Mark Clarke

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in pursuit of whales. The remains of several *chalupas* found at Red Bay include an exceptionally well-preserved example renowned as the most complete 16th-century whaling boat in the world.

In addition to activities associated with hunting whales and producing whale oil at Red Bay, archaeological evidence indicates that the 16th-century Basque whalers were using the land and sea as a source of sustenance. The remains of locally available food, such as fish, seabirds and berries associated with the 24M vessel indicate that provisions brought from Europe were being supplemented with these resources.

The nominated property is the most outstanding example of the land and sea use associated with the world's first industrial scale production of whale oil.

#### **3. B Proposed Statement of Outstanding Universal Value**

The Red Bay Basque Whaling Station is located on the north shore of the Strait of Belle Isle, in the eastern-most Canadian province of Newfoundland and Labrador. The Basques were among the earliest Europeans to exploit the rich maritime resources of eastern North America, and established the world's first large-scale commercial whaling enterprise in the Strait of Belle Isle during the first half of the 16th century.

Archaeological excavations at Red Bay have uncovered the best known and most complete example of a whaling station from this key period of the global whaling industry. The Red Bay Basque Whaling Station contains an exceptional collection of technology that illustrates all stages of whale hunting and whale oil processing during this period. The whale oil produced was the best source of artificial lighting known at this period of history and illuminated the rapidly growing cities of Europe and North America for three centuries.

Criterion iii: Red Bay is an exceptional example of the Basque whaling tradition overseas and, at its peak in the 16th century, was the largest and most important port in the world associated with the initial phase of international whaling. Through its extensive archaeological remains, it presents the most outstanding and complete evidence of the origins of the large-scale commercial whaling industry and of the associated traditions and techniques that developed and thrived globally for three centuries.

Criterion iv: The archaeological remains at Red Bay are the world's largest and most extensive technological ensemble illustrating early industrial-scale whale oil production. Remains of all components of the industrial whaling process — consisting

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of rendering ovens, cooperages, living quarters and ships — are present and preserved at Red Bay. No other site in the world provides such a complete understanding of the technology used at the genesis of the technology developed for whaling, a key industry worldwide for three centuries.

**Criterion v:** The Basque whaling station at Red Bay is the most outstanding example of land and sea use associated with early industrial-scale commercial whaling and whale oil production. The archaeological resources found at Red Bay provide unprecedented insights into the adaptation of the 16th-century Basques to the harsh terrestrial and marine environment of Labrador as they became world leaders in the hunting of whales and the processing of whale oil more than four centuries ago.

#### Integrity

The boundaries of the nominated property are clearly defined and encompass all of the elements necessary to express its Outstanding Universal Value. All the known elements relating to 16th-century Basque whaling and whale oil production at Red Bay, including whale oil processing stations, well-preserved vessels and extensive whale bone deposits, are included. Owing to factors such as a remote location, cooperative management and dedicated volunteers, the property benefits from an excellent state of conservation.

#### Authenticity

The archaeological remains of the 16th-century whaling station at Red Bay have retained a high degree of authenticity. The form and design, as well as the materials used to build the ships and structures associated with whaling, are unquestionably Basque of that period. They therefore represent significant elements of the Basque whaling tradition. The location and setting, which has changed very little since the 16th century, was ideal for a successful whaling station. Traditions and techniques associated with whaling are reflected in the archaeological record at Red Bay, including those associated with shipbuilding during the period and the methods used to hunt whales and process whale oil. Other factors, such as the extensive archival material in Europe that reveals how the industry was organized and managed, and the tangible remains in the form of a large collection of artefacts found at Red Bay, further support the claim that Red Bay was the largest and most important whaling station of the 16th century.

#### Requirements for protection and management

A combination of federal, provincial and municipal legislation, policies, planning processes and mechanisms for cooperation ensures the ongoing protection and management of the nominated property and the cultural resources associated with 16th-century Basque whaling at Red Bay. Effective provincial legislation combined with strong federal policies, well-organized municipal planning and a dedicated local community



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all contribute to the long-term protection of the nominated property and ensure the preservation of its Outstanding Universal Value. The implementation of relevant federal, provincial and municipal legislation, policies and planning processes is coordinated through a management committee. A management plan for the nominated property is in place that effectively integrates key elements of the associated *Red Bay National Historic Site of Canada Management Plan*, the *Town of Red Bay Municipal Plan* and relevant legislation and policies of the Government of Newfoundland and Labrador.

#### 3. C Comparative Analysis

In order to compare the Red Bay Basque Whaling Station to other early industrial-scale whale oil production sites, it was necessary first to carry out a broad comparison based on the criteria under which the nominated property is being proposed for inscription on the World Heritage List. All areas of the world where shore-based whaling was carried out were considered, and the properties that met these criteria were then compared to the nominated property in terms of how well they illustrate the early commercial production of whale oil on a large scale, including the completeness and extent of the associated technological ensemble and the use of the land and the sea for the production of the oil. The integrity, authenticity, conservation and management of the archaeological remains of the various properties were also compared to those at Red Bay.

As described in more detail in Section 2.B, whale oil was the primary source of light until the middle of the 19th century. It also played a significant role in the industrialization of Europe, North America and other places around the world.

The commercial production of whale oil began in the Basque Country as early as the 11th or 12th century.<sup>24</sup> Large-scale production of this vital resource however, began in the Strait of Belle Isle in eastern Canada during the 16th century, a time when it was the primary source of artificial light. Red Bay is the best known example in existence of the early large-scale production of whale oil. In addition, the whaling tradition represented at Red Bay was crucial in the development of international whaling; the traditions and techniques developed by the Basques and perfected in the Strait of Belle Isle prevailed through several centuries of the industry, until they were replaced by modern mechanized methods during the 19th century.

The nominated property at Red Bay has Outstanding Universal Value because it was the largest and most important port used by Basque whalers during the early years of large-scale commercial whaling. The extensive archaeological remains of the whaling station at Red Bay present the most complete and compelling evidence of the origins of large-scale commercial whaling.

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The nominated property is the most complete and most extensive example known of a whaling station associated with this period of whaling history. It is a complete example because the technological ensemble at Red Bay contains all the significant components of the industrial whaling process. All of the structures and equipment required to hunt whales and process whale oil are represented within the nominated property. It is the most extensive because it contains more examples of these components than any other known whaling site from the period.

The technological ensemble includes four whaling ships used for the transport of men and oil across the Atlantic Ocean, fifteen rendering ovens at eleven separate whale oil production areas where whale blubber was transformed to oil, four cooperages and two other workshops where barrels for shipping the oil were assembled, two look-out/signalling stations used to spot whales, and four temporary living quarters that the workers built on shore. A large collection of artefacts associated with the industrial process have also been found at Red Bay, including the oldest known original example of a whale boat, and the tools and implements used to hunt whales and process oil.

#### **3. C (i) Criteria for Comparison**

In identifying properties for comparison to the nominated property at Red Bay, all areas of the world where shore-based whaling was carried out were considered, including ancient sites in South Korea and Norway, early commercial whaling sites in Spain, eastern Canada, New England, Iceland, Spitsbergen and Jan Mayan Island (both territories of Norway), early 19th-century shore-based whaling sites in Australia, New Zealand and South Africa, and modern whaling sites in Newfoundland and Labrador, the South Atlantic Ocean and the west coast of Canada and the United States.

As discussed above, properties were first compared to the Red Bay Basque Whaling Station based on criteria iii, iv and v. The properties that met these criteria were then compared in more detail using the framework outlined below in Table 3.1. The framework, which is the basis for the comparison that follows, is based on the proposed Statement of Outstanding Universal Value for the nominated property, as contained in Section 3.B. When Red Bay is compared to other properties that relate to the attributes contained in the framework, it emerges as the best and most complete example of an early overseas whaling station. The conclusions concerning the properties compared to Red Bay in this comparative analysis are based on published sources, archaeological reports and the work of experts in the field.

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**Table 3.1 Framework for Comparative Analysis of the Red Bay Basque Whaling Station**

Attributes	Standards for Comparison
<b>Criterion iii – early commercial whaling</b>	
Direct relation	Is the property directly related to the earliest phase of large-scale commercial whaling?
Quality of illustration	How well does the property illustrate early commercial whaling?
<b>Criterion iv – technological ensemble</b>	
Completeness	Does the technological ensemble found at the property contain all the significant components of the industrial whaling process?
Extent	How extensive are the technological components at the property?
<b>Criterion v – land and sea use</b>	
Land use	Does the property illustrate land use associated with early commercial whaling?
Sea use	Does the property illustrate sea use associated with early commercial whaling?
<b>Integrity</b>	
Archaeological remains	Are the archaeological remains stable and in good condition?
<b>Authenticity</b>	
Documentary research	How extensive are documentary sources related to the property?
Archaeological research	How extensively have the archaeological remains within the property been researched?
Records and inventory	Are records and inventory related to the property complete and available?
<b>Protection and management</b>	
Management Plan	Is a management plan in place for the property?
Monitoring	Are programs in place to monitor the condition of the remains?
Legal protection	Is the property protected by legislation?
Visitor access	Is visitor access to the property monitored and controlled?

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#### 3. C (ii) Sites on the World Heritage List or on Tentative Lists for World Heritage

There are currently no sites relating to the global whaling industry on the World Heritage List. Two sites related to whaling were identified on the Tentative List for World Heritage Sites of Norway and the Republic of Korea.

##### Jan Mayen Island, Norway<sup>25</sup>

Jan Mayen Island is part of a serial transnational nomination of the Mid-Atlantic Ridge system included on Norway's Tentative List for World Heritage Sites. The remains of whaling stations and associated graves found there are included as part of the island's cultural significance.

Jan Mayen Island is located in the Norwegian Sea, south of Spitsbergen and east of Greenland. From 1614 to 1636 the island was used as a seasonal station by Dutch shore whalers. This was an extension of the large-scale commercial whaling carried out by the Dutch at Spitsbergen as described in Section 3.C (v). Jan Mayen Island therefore provides



Figure 3.5 Whaling station at the North Bay of Jan Mayen Island, c. 1639. *New Bedford Whaling Museum*

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a good example of the northward expansion of commercial whaling that occurred during the 17th century.

Documentary sources from the Jan Mayen Island whaling period include the journals and log books of whaling captains and other mariners who recorded activities at the stations. These sources indicate that about 200 whalers used the island each year and that shore stations with temporary rendering ovens and tents to house the crews were initially constructed at six locations on the west coast of the island. After the first few years these stations were replaced by more permanent stations that consisted of large brick furnaces with chimneys and wooden houses at two locations: the North Bay and the South Bay. By the 1630s whales were no longer plentiful in the waters around Jan Mayen Island and the stations were abandoned after 1636.

Archaeological investigations during the 1980s found the remains of the brick rendering ovens as well as wooden dwellings and storehouses at both the North Bay and South Bay locations. The results of this excavation have been recorded and inventoried. The remains of the whaling stations on Jan Mayen Island represent the same whaling tradition as Red Bay, which Dutch whalers learned from Basques hired as part of whaling crews going to the Barents Sea during the early 17th century.

The cultural resources on Jan Mayen Island are protected by Norwegian law. As is the case at Red Bay, archaeological work is regulated and the wilful damage or destruction of archaeological resources is illegal. The management of cultural heritage on Jan Mayen Island is currently the responsibility of the Norwegian Directorate for Cultural Heritage and the Governor of Svalbard.

Natural forces on Jan Mayen Island are difficult to control. The island is volcanic and consists of unstable lava. Coastal erosion has already had a detrimental effect on the remains of the whaling stations. All of the rendering ovens and most of the other structures have washed into the ocean. Monitoring of the archaeological resources that remain is carried out on a limited basis by an archaeologist who visits the island. There is no management plan in place and visitation to Jan Mayen Island is not monitored.

#### Bangu-Dae, Republic of Korea<sup>26</sup>

Bangu-Dae, part of the Daegokcheon Stream Petro-glyphs included on the Republic of Korea's Tentative List for World Heritage Sites, is an ancient petro-glyph site that depicts whales and scenes of whaling. It has the reputation of being the world's most famous whale petro-glyph site. Although this area of the Republic of Korea has long depended on whaling for subsistence, unlike Red Bay, Bangu-Dae does not represent commercial whaling and does not contain archaeological evidence of the production of whale oil.



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#### 3. C (iii) Sites in North America

Early shore-based commercial whaling took place in two areas of North America: the Strait of Belle Isle and the Gulf of St. Lawrence in eastern Canada during the 16th century and the northeast coast of what is now the United States of America during the mid to late 17th century. Modern commercial whaling stations were established at several locations in North America during the late 19th and early 20th centuries.

##### Strait of Belle Isle, Newfoundland and Labrador, Canada<sup>27</sup>

The sites in North America that can be most usefully compared to Red Bay are found along the north shore of the Strait of Belle Isle and the St. Lawrence River in eastern Canada.

The Basques used ports along the north shore of the Strait of Belle Isle for whaling during the mid to late 16th century. These ports and the activities that took place there represent the world's first large-scale commercial whaling industry. Archaeological and/or archival work has allowed researchers to identify nine sites in Labrador that were associated with Basque whaling and whale oil production during the 16th century. They are:

- Red Bay
- Chateau Bay
- East St. Modeste
- Capstan Island
- West St. Modeste
- Carroll's Cove
- Cape Charles
- Pleasure Harbour
- Schooner Cove

Of these, Red Bay is the most complete, most extensive and best preserved example.

##### Chateau Bay

Chateau Bay is a well-documented 16th-century Basque whaling port located in the Strait of Belle Isle northeast of Red Bay. It was used as a whaling port concurrent with Red Bay. Chateau Bay is a good representation of the initial phase of commercial whaling established in the area by the Basques during the 16th century. Extensive archival documents from the Basque Country and other parts of Spain indicate that this was an important and regularly used port. Archaeological research at Chateau Bay has revealed the presence of many of the major components of a 16th-century Basque whaling port, including the remains of rendering ovens, a cooperage and a whaling ship from the

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period, as well as a significant deposit of whale bone. The results of the archaeological work at Chateau Bay have been inventoried and published.

The main rendering areas are on Stage Island, located within the naturally sheltered harbour. A smaller and less-used site is located on nearby Henley Island and a whale bone deposit is found on Castle Island. In addition, one burial that shows characteristics similar to the Basque graves at Red Bay has been investigated at Chateau Bay. While these remains represent a good example of early shore-based whaling, with only two whale oil



Figure 3.6 Chateau Bay, Labrador – the location of a 16th-century Basque whaling station.  
*Xabi Otero*

processing areas identified, they are not as extensive as those found at Red Bay. The terrestrial archaeological sites excavated during the 1980s were stabilized once the work was complete. The remains of a whaling ship found in the harbour in 1978 have been left *in situ*.

Like Red Bay, the remains at Chateau Bay are protected by legislation of the Province of Newfoundland and Labrador. The remote location of Chateau Bay, however, with its sporadic seasonal habitation and uncontrolled visitation by pleasure boaters travelling the coast of Labrador

during the summer months leave the site vulnerable and susceptible to both inadvertent and wilful damage. No management plan is in place to protect the site, nor is it monitored on a regular basis to determine the effects of erosion and other natural factors. The remains of the whaling ship have not been investigated and have therefore not been stabilized as the examples at Red Bay have been.

East St. Modeste, Capstan Island, West St. Modeste and Carroll's Cove Archival and/or archaeological evidence has identified East St. Modeste, Capstan Island, West St. Modeste and Carroll's Cove as locations used by the Basques for operations similar to those at Red Bay. East St. Modeste has been identified only through documentary evidence. To date, no physical evidence of whaling has been found there. Roofing tile identical to that found at Red Bay has been recorded at Capstan Island and West St. Modeste, but there are no other identifiable artefacts or features that can link these sites to Basque whaling, nor are the locations mentioned in archival documents

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that have been studied. Roofing tile and whale bone fragments have also been found at Carroll's Cove near Red Bay. This location is also mentioned in a number of archival documents, but the structures associated with whaling have been greatly disturbed by 19th and early 20th-century settlement at the location and very little physical evidence of whaling remains.

#### Cape Charles, Pleasure Harbour and Schooner Cove

Archaeological investigations have identified rendering oven structures at Cape Charles,

Pleasure Harbour and Schooner Cove. Pleasure Harbour and Schooner Cove are mentioned in archival documents. While each location contains between one and three sets of rendering ovens, there is no identifiable evidence of the other structures associated with whaling that have been found at Red Bay.



**Figure 3.7** The remains of Basque whale oil rendering ovens are found underneath fishing structures at Cape Charles in southern Labrador. *Parks Canada/Cindy Gibbons*

#### Gulf of St. Lawrence, Québec, Canada<sup>28</sup>

As the number of whales in the Strait of Belle Isle declined at the end of the 16th century, the focus of whaling in eastern Canada shifted to the southwest along what is now the Lower North Shore of Québec and into the estuary of the St. Lawrence River, where harbours remained ice-free later in the season, giving the whalers more opportunity to fill the ships with oil. Archival and/or archaeological research has identified a number of sites in these areas as Basque whaling sites from the late 16th and early 17th centuries. They are:

- Middle Bay
- Île aux Basques
- Blanc Sablon
- Boulet's Harbour
- Hare Harbour
- Cinq Lieues
- Anse Steven

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#### Middle Bay

The remains of a Basque whaling station are located at Middle Bay, southwest of Red Bay. A small terrestrial archaeological excavation during the 1990s identified the remains of one whale oil processing station there, including a rendering oven with two fireboxes, a cooperage and a third structure of undetermined use. This work has been documented and published. There are no known underwater archaeological resources associated with the site at Middle Bay. The port, known as Gradun at the time, is mentioned in Basque and Spanish archival documents. It appears to have been used mostly towards the end



**Figure 3.8** Site of the Basque whaling station at Middle Bay, Québec. *Lorraine Lavallee*

of the whaling period in the Strait of Belle Isle, when most whaling activity was moving southwest into the Gulf of St. Lawrence, where harbours stayed ice-free until later in the season, allowing the whalers to extend the bowhead whale hunt into the winter.

The site at Middle Bay is a fairly complete whale oil rendering station, with the large cooperage housing onshore workers' accommodations. It is however, limited to only one whale oil production area. The site is located in a small cove near a fish processing facility and is part of recent tourism-related activities developed by the community at Middle Bay. A slipway for small boat storage was recently constructed adjacent to the remains of the rendering oven. While the remains are currently stable and protected by Québec provincial legislation, they are vulnerable due to the commercial activity taking place close by. In addition, there is no management plan in place for the property, the remains are not regularly monitored and visitation to the site is uncontrolled.



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#### Île aux Basques



Figure 3.9 Whale oil rendering oven at Île aux Basques in Québec. *Mélanie Paquet*

Documents indicate that Île aux Basques, located in the estuary of the St. Lawrence River, was used by whalers from French Basque ports during the late 16th and early 17th centuries, after the decline of Spanish Basque involvement in whaling. It is a good example of the southward expansion of the initial phase of commercial whaling. Île aux Basques was designated a site of national historic significance by the Government of Canada based on the evidence of early trade between the whalers and local native groups. The archaeological work carried out at the site has been documented and

the results published. Île aux Basques is limited to the remains of four whale oil rendering ovens. No evidence of other structures associated with the technological process of whaling has been found.

The archaeological remains at Île aux Basques are protected by legislation of the Province of Québec and a protection plan is in place to ensure the long-term preservation of the archaeological remains. The site is accessed by boat from the nearby town of Trois Pistoles as a tourism-related activity during the summer months and visitor access is strictly controlled. Île aux Basques is also the inspiration for the tourism development at Trois Pistoles known as *le Parc d'aventure Basques en Amérique*.

Blanc Sablon, Boulet's Harbour, Hare Harbour, Cinq Lieues and Anse Steven Blanc Sablon is mentioned in a number of archival documents referring to whaling in the Strait of Belle Isle, but no physical evidence of Basque whaling has been found at that location to date. Deposits of roofing tile matching those found at Red Bay have been found at Boulet's Harbour and Hare Harbour to the south of Blanc Sablon. While excavations at Hare Harbour have yielded large numbers of ceramic fragments similar to those at Red Bay as well as underwater whale bone deposits that exhibit evidence of butchering associated with processing whale oil, neither of these sites contain any remains of identifiable structures that can be directly associated with whaling. Sites at Cinq Lieues and Anse Steven have yielded poorly preserved examples of rendering ovens but no other associated structures or artefacts.



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#### Eastern United States<sup>29</sup>

English and Dutch colonists began shore-based whaling during the mid-1600s at places such as Long Island and Nantucket Island on the east coast of the United States. Similar in some respects to early Basque whaling in the Bay of Biscay, this earliest phase of American whaling was essentially an opportunistic hunt that operated on a relatively small scale from areas where North Atlantic right whales passed close to shore during their annual migration along that coast. Unlike Red Bay, where there has been very limited development since the 16th century, this is one of the most densely populated areas of North America and very few physical features of the whaling industry still exist. One exception is the remains of a tavern on Great Island at Wellfleet, Massachusetts that was built in 1690 to provide hospitality to whalers in the area. It operated for several decades until shore-based whaling declined and the industry moved offshore. Despite the fact that American whalers from the New England area dominated the industry in the 18th and 19th centuries, whale hunting and whale oil production were based on board the ships at that time and shore installations were not used.

#### 20th-century whaling stations in North America<sup>30</sup>

Other shore-based whaling sites exist in North America that are associated with early 20th-century whaling. These include a number of sites around the coastline of Newfoundland and Labrador at places such as Grady Island, Hawke Harbour and



**Figure 3.10** Whaling station at Hawke Harbour in 1950.  
*Charles Handley/James Mead*

Schooner Cove in Labrador and Williamsport, Aquafort, Trinity and Dildo in Newfoundland. A variety of structural remains related to hunting whales and processing whale oil can be found at all these sites. Similarly, on the west coast of Canada in British Columbia whaling stations operated at five locations between 1907 and 1967. The west coast of the United States also had whaling stations in operation during the 20th century, particularly in the area around San Francisco and Monterey in California. All of these shore-based whaling stations are associated with modern whaling

activities of the early 20th-century and therefore represent a very different and much more advanced phase of commercial whaling than the nominated property.

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#### 3. C (iv) Sites in Europe

Whaling sites in Europe that can be compared to Red Bay are located on North Atlantic islands, namely the Norwegian territory of Spitsbergen and Iceland.

##### Spitsbergen, Norway<sup>31</sup>

During the 17th century, Dutch and English whalers were involved in the large-scale production of whale oil at Spitsbergen, the largest island in the Svalbard Archipelago located east of Greenland and north of Norway in the Barents Sea. Like Jan Mayen Island, Spitsbergen is now a Norwegian territory.



Figure 3.11 Early 17th-century image of rendering whale oil at Spitsbergen. *American Antiquarian Society*

Whale stocks were discovered in the waters around Spitsbergen at the end of the 1500s. By 1614 both Dutch and English companies were sending whaling expeditions to the area. Archaeologists have found the remains of a number of shore-based whaling stations on the west coast of Spitsbergen. These sites represent the same early commercial whaling tradition as Red Bay. In fact, the Dutch and English companies hired Basque whalers because of their experience in the Strait of Belle Isle to essentially teach their crews how to hunt whales and process whale oil.

The archaeological remains of four key whaling stations on the west coast of Spitsbergen have been identified and studied. They are good illustrations of the expansion of commercial whaling northwards that took place during the first half of the 17th century. These archaeological sites are protected and regulated by the same Norwegian law that applies to Jan Mayen Island, as described earlier. Prior to the passing of this law in 1974

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however, archaeological investigations at Spitsbergen were not well coordinated. They were carried out by archaeologists from a number of countries and, consequently, artefacts and records are kept at institutions in several different countries. Management plans are not in place for these sites and visitation to them is uncontrolled.

#### Smeerenburg

Smeerenburg, which literally means “blubber town,” is a good example of an early large-scale commercial whaling site. It was established by Dutch whalers at the northwest tip of Spitsbergen in 1614 and was used for whale oil production until about 1660.

Archaeological work carried out at Smeerenburg during the 1970s indicates that at its



**Figure 3.12** Archaeological remains at Spitsbergen.  
*Ben Bekooy, Arctic Centre, University of Groningen, The Netherlands*

peak at least 200 men worked on shore processing whale oil during the whaling season. The excavations also revealed that the site contains the remains of 16 buildings, including dwellings and storehouses, and seven furnaces for rendering whale oil. There was also a small fortress with space for two cannons for defence of the station.

Smeerenburg is in a poor state of conservation compared to Red Bay. This is due to the harsh climatic conditions and neglect over centuries. Smeerenburg was abandoned during the middle of the 17th century, when a scarcity of whales close to shore

forced the Dutch whalers out to sea for the hunt. After the site was abandoned, many of the structures were dismantled and any useful material was taken away. The rendering ovens themselves, located near the shore, have for the most part been washed into the ocean, leaving behind only the large concretions of burnt whale blubber.

#### Graveneset/Trinity Harbour

Another good example of an early European shore-based whaling site is the English shore station located at Graveneset, once called Trinity Harbour, on the west coast of Spitsbergen south of Smeerenburg. With only four rendering ovens used for just ten years, Trinity Harbour is not as extensive an example as Red Bay. Although the English whalers had abandoned Trinity Harbour as early as 1623, the cemetery was used for almost 200 years and contains about 130 graves. The rendering ovens are in a poor state

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of conservation and have suffered the adverse effects of uncontrolled tourism visits. Some graves have been disturbed.

#### Lægerneset

The remains of another English shore-based whaling station from the first half of the 1600s were found at Lægerneset, which they knew as Edge Point or Whale Head, also on the west coast of Spitsbergen. This property contains three separate whale oil processing areas and a cemetery with 17 graves. Each processing area has a rendering oven — two with a single firebox and one with a double — and between one and four permanent or temporary houses. A fourth processing area about 1,000 metres to the south contains the remains of a single firebox and three temporary houses that appear to only have been used for a single season. The complete skeleton of a bowhead whale was also found in a nearby lagoon. Written sources indicate the main processing areas at Lægerneset were used by whalers from 1613 to 1654. While archaeological investigation has determined that the remains at Lægerneset are in good condition, they are not as extensive as those at Red Bay.

#### Midterhuken

A third English whale oil processing station is found at Midterhuken, located on the tip of a peninsula to the north of Laegerneset. This property consists of a large processing area, two smaller ones and a cemetery with 14 graves. The two smaller processing areas, each with a single rendering oven and temporary house, are located in areas not favourable for landing whale blubber and loading barrels of whale oil; they were most likely only used for a single season. The larger and more substantial shore station consists of one single and three double rendering ovens, five working platforms and one permanent and three temporary houses. There is also archaeological evidence that a cooper worked at this site. Despite the fact that the remains at Midterhuken are in a good state of conservation, they do not comprise as complete or as extensive an example of a whaling station as does Red Bay.

#### Strákatangi, Iceland<sup>32</sup>

Shore-based whaling was also carried out from Iceland during the early 1600s. Archaeologists have recently found the remains of an early commercial whaling station at Strákatangi in the Westfjord region of the island. Excavations to date have revealed structures that include a cooperage, living quarters, a brick rendering oven, a blacksmith workshop and a storage area for barrels of whale oil. Several fragments of whale bone were found off-shore near the site during an underwater survey carried out in 2009. While archaeologists have so far been unable to conclusively determine the origin of the



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Figure 3.13 Archaeological remains at Strákatangi, Iceland. *Ragnar Edvardsson*

a better example of an early commercial whaling station than Red Bay. Archaeological research at Strákatangi is continuing.

#### The Basque Region (Spain and France)<sup>33</sup>

Commercial whaling started in the Basque Country as early as the 11th century. However, the development of major cities and seaports along the coast of the Basque Country and its neighbouring regions has largely eradicated any trace of structures and other physical aspects associated with whaling in these areas.



Figure 3.14 Early 20th-century whaling station at Leith Harbour on South Georgia Island. *David Nicholls*

station, the remains are similar to those excavated at Dutch whaling stations on Spitsbergen. During the 2009 season, a second rendering oven was found a short distance from the main site at Strákatangi. This one appears to be older and is constructed of stone rather than brick. It has not yet been investigated by archaeologists. Even though the archaeological remains of the whaling station at Strákatangi are in good condition, with only two rendering ovens identified and a small number of associated structures, the site is not extensive enough to be considered

#### 3. C (v) Sites in Antarctica

South Georgia Island (Great Britain)<sup>34</sup>

During the early 20th century South Georgia Island, a British overseas dependency in the South Atlantic Ocean, was an important base for Norwegian whalers. A Norwegian company established seven whaling stations under leases granted by the British governor of the Falkland Islands at Grytviken, Leith Harbour, Stromness, Prince Olav Harbour, Husvik, Godthul



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and Ocean Harbour. The remains of the whaling operations on South Georgia Island include whaling vessels, processing areas, storehouses and residential buildings. Their condition ranges from stable to very poor. In some cases, particularly at Grytviken, many of the buildings have been demolished, leaving just their concrete foundations. Unlike Red Bay, which represents the earliest stages of large-scale commercial whaling, the South Georgia Island stations represent a much more modern and advanced phase of the whaling industry.

#### **3. C (vi) Sites in Asia and the Pacific**

##### Japan<sup>35</sup>

Japan has an ancient tradition of whaling that dates to the 7th century, when whales were a source of food, oil and other materials. Organized shore whaling from open boats began in the 1570s, and a system of hunting in groups was organized a short time later. Similar to the Basque style of shore-based whaling, whales were spotted from stations along the shore and boats were launched to kill them with harpoons and lances. Nets were later used to trap whales before they were killed. The whales were flensed on shore and then stored in warehouses to await further processing. Coastal whaling in Japan eventually adopted the use of power boats and harpoon guns introduced by the Norwegians during the second half of the 19th century. By the 1930s the Japanese were using factory ships for offshore whaling. However, to the extent of our current knowledge, no significant remains of early whaling stations exist in Japan.

##### Australia and New Zealand<sup>36</sup>

Coastal whaling in Australia and New Zealand began when the area was first settled by the British during the late 18th century. Like the shore-based whaling stations at Red Bay from the 16th century, the hunting and processing activities at these sites included harpooning whales by hand from open boats and rendering the whale blubber to oil over open fires near the beach. A number of coastal whaling stations were established during the 1820s and 1830s at places such as Bather's Bay in Western Australia, Point Collision, Fowler's Bay and Sleaford Bay in South Australia and Bruny Island and Adventure Bay in Tasmania. The main whaling areas in New Zealand included the Forveaux Strait and Otago, the Banks Peninsula, Kaikoura, Port Underwood, the Tory Channel, Kapiti and Hawke's Bay. The remains in these areas vary in condition and include a combination of rendering and processing areas, storehouses and residential buildings. The sites in Australia and New Zealand, however, are from a later date and are not representative of the early shore-based whaling tradition that led to the development of the international whaling industry.

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#### **3. C (vii) Sites in South Africa<sup>37</sup>**

Shore based whaling began in South Africa in about 1792 and continued until 1975. Two whaling techniques were used during this period. Whaling from open boats with hand-held implements took place between 1792 and 1912. Techniques using steam-power catcher boats and harpoon guns were used from 1908 to 1975. Some remains of whaling stations from the early 20th century exist at Durban, Bettie's Bay and Donkergat, but no physical evidence of the earlier shore-based whaling stations has yet been found.

#### **3. C (viii) Summary**

All known areas in the world where shore-based commercial whaling was carried out were considered when identifying properties for comparison to the nominated property at Red Bay. Those sites considered the best comparisons based on the criteria identified in the introduction to this section are sites located at Jan Mayen Island, Chateau Bay in Labrador and Middle Bay and Île aux Basques in Québec, Spitsbergen (Smeerenburg, Trinity Harbour, Lægerneset and Midterhuken) and Strákatangi in Iceland. Red Bay is however, the best example of all of these sites that illustrates the beginning of large-scale commercial whaling because it is the best preserved example, it contains the archaeological remains of the complete technological ensemble required for hunting whales and processing whale oil, and adequate conservation and protection measures are in place to ensure the preservation of the nominated property for present and future generations. The results of the comparative analysis are summarized below in Table 3.2.

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**Table 3.2 Summary of Comparative Analysis for the Red Bay Basque Whaling Station**

Attributes ↓ Sites →	Red Bay	Jan Mayen Island	Chateau Bay	Middle Bay
<b>Criterion iii</b>				
Direct relation	Earliest phase	Expansion north	Earliest phase	Earliest phase
Quality of illustration	Excellent representation	Good representation	Good representation	Excellent representation
<b>Criterion iv</b>				
Completeness	Ovens, cooperages, dwellings, ships	Ovens dwellings	Ovens, cooperage, ships	Oven, cooperages
Extent	Eleven processing areas	Two processing areas	Two processing areas	One processing area
<b>Criterion v</b>				
Land use	Yes	Yes	Yes	Yes
Sea use	Yes	No	Yes	No
<b>Integrity</b>				
Archaeological remains	Excellent	Poor	Good	Good
<b>Authenticity</b>				
Documentary research	Wide	Limited	Wide	Limited
Archaeological research	Extensive	Limited	Limited	Limited
Records and inventory	Complete	Complete	Complete	Complete
<b>Protection and management</b>				
Management Plan	Yes (pending signatures)	No	No	No
Monitoring	Yes	Limited	No	No
Legal protection	Yes	Yes	Yes	Yes
Visitor access	Yes	No	No	No

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Île aux Basques	Smeerenburg	Trinity Harbour	Lågerneset	Midterhuken	Strákatangi
Expansion south	Expansion north	Expansion north	Expansion north	Expansion north	Expansion north
Good representation	Good representation	Good representation	Good representation	Good representation	Good representation
Ovens	Ovens, cooperages, dwellings	Ovens	Ovens, dwellings	Ovens, cooperage, dwellings	Ovens, cooperage, dwellings
Four processing areas	Six processing areas	Four processing areas	Three processing areas	Three processing areas	Two known processing areas
Yes	Yes	Yes	Yes	Yes	Yes
No	No	No	No	No	No
Good	Poor	Poor	Good	Good	Good
Limited	Wide	Limited	Limited	Limited	Limited
Limited	Extensive	Limited	Limited	Limited	Ongoing
Complete	Partial	Partial	Complete	Complete	Complete to date
Yes	No	No	No	No	No
Limited	Limited	Limited	Limited	Limited	Limited
Yes	Yes	Yes	Yes	Yes	Yes
Yes	No	No	Closed to visitors	Closed to visitors	No

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#### 3. D Integrity and Authenticity

##### 3. D (i) Statement of Integrity

Integrity is a measure of the wholeness and intactness of a nominated property and its attributes. The conditions of integrity set out in the Operational Guidelines are met by the nominated property at Red Bay. The property includes all the elements necessary to express its Outstanding Universal Value, it is of adequate size to ensure the complete representation of the features that convey its significance, and it does not suffer from the adverse effects of development or neglect.

**All the elements necessary to express the Outstanding Universal Value are included.**

The nominated property at Red Bay is an exceptional example of an extensive Basque overseas whaling station that was used for more than half a century. It contains the well-preserved remains of the largest and most important port associated with the world's first large-scale commercial whaling enterprise. All the key elements associated with the large-scale production of whale oil during the 16th century are preserved in their original context and setting, including four whaling ships, 15 whale oil rendering ovens at 11 different locations, four cooperages, a number of temporary habitation sites, a cemetery and several large concentrations of whale bones. The nominated property illustrates the use of the land and the sea by the Basques as they adapted their whaling traditions and techniques to the terrestrial and marine environment of Red Bay in order to successfully hunt whales and process whale oil. In addition, archaeological research at Red Bay has revealed a collection of artefacts, including tools, implements and domestic objects, that represent all aspects of life and work associated with whale oil production during the 16th century.

##### Terrestrial Remains

The terrestrial remains preserved at Red Bay were largely undisturbed until archaeological excavations started in the late 1970s. They include the stone rendering ovens where whale oil was produced. These ovens were in varying states of preservation depending on their immediate environmental conditions and the extent of use that they incurred during the 16th century. The remains of cooperages and workshops at Red Bay consist mainly of the roof tiles and iron nails used to build the structures. The stone hearths and some walls and roof frames associated with temporary living quarters are preserved at a number of locations on Saddle Island. There are deposits of whale bone associated with the Red Bay Basque Whaling Station at both the east and west ends of the nominated property. The cemetery at the east end of Saddle Island has been excavated



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and restored, including the reburial of more than half the skeletons found. More details about the condition of the terrestrial archaeological resources and their ongoing conservation are found in Chapter 4.

**Figure 3.15** Whale oil rendering oven found at Saddle Island Area G. *Memorial University of Newfoundland Archaeology Unit*

#### Underwater Remains

The remains of three of the four 16th-century whaling galleons found in the harbour at Red Bay remain in situ and preserved in their original locations. The fourth was



completely excavated, dismantled for recording and study and the components reburied in the original location. This is the most extensive and best-preserved collection of whaling ships at any single location in the world. They are a remarkable example of the ships required for the large-scale commercial whaling industry of the 1500s. An incredible collection of whale bones — the debris of 16th-century whaling — is also preserved in the harbour at Red Bay. The remains of a wharf used to access a whale oil rendering area has also been identified and recorded.

Taken together, all of these well-preserved elements and features express the Outstanding Universal Value of the nominated property at Red Bay: that it was the largest and

**Figure 3.16** Whale bones recovered from the 24M wreck site. *Parks Canada/D. Pagé*

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most important port associated with the world's first large-scale commercial whaling industry; and that today it is the most complete and best-preserved archaeological site in the world associated with the early shore-based global whaling industry.

#### **Adequate size to ensure complete representation**

The archaeological features that convey the Outstanding Universal Value of the nominated property at Red Bay consist of the ships, rendering ovens, cooperages and temporary habitations used by the 16th-century whalers for producing and shipping whale oil. They also include deposits of bone from the discarded carcasses of whales and a cemetery used during the period. The size of the nominated property ensures that all of these features are included and fully represented.

The boundaries of the nominated property encompass all areas of the Harbour and shoreline of Red Bay where these features are located. They also extend in all directions to an appropriate extent to ensure that all areas used by the whalers are included. The boundaries also encompass high points of elevation that provide views to all areas of the nominated property.

The Harbour itself is where the first stage of whale oil processing took place. The whaling ships were moored up in the Harbour throughout the whaling season, and the dead whales were tied up next to them or towed to the beach to have the fat stripped from them. Today the Harbour contains the well-preserved and stabilized remains of the whaling ships, along with the wharf remains and large deposits of whale bone.

Once the fat was removed from the whale, it was taken onshore, where the actual oil rendering process took place at the rendering ovens. The whale oil rendering areas surround the Harbour on both the Saddle Island and mainland shores. Cooperages were located nearby but at higher elevations. Temporary habitations were also close to the ovens, wherever suitable shelter could be found. All areas of the shoreline surrounding the Harbour are included within the boundaries of the nominated property. These areas contain the remains of rendering ovens, cooperages and temporary living quarters.

Areas on the periphery of the Harbour and the core processing area were also used by the whalers and contain significant remains associated with 16th-century whaling, including a cemetery at the east end of Saddle Island and prominent headlands near the cemetery and on Twin Islands that were used as signalling stations to watch for whales and send a signal to other whalers when one was sighted. These areas are included in the nominated property, as are beaches at the east and west extremities

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that contain onshore deposits of whale bone associated with the 16th-century activities at Red Bay. No remains associated with Basque whaling at Red Bay are found outside the nominated property.

#### **Absence of adverse effects of development and/or neglect**

The nominated property is free from adverse effects of development. Red Bay is located in a remote area of northeast Canada and it has never had a population of more than 350 people. Development has been limited to shoreline infrastructure related to the inshore fishery that has sustained the community for the past two centuries and minor building projects related to the fish processing facility and the Coast Guard light station.

The management tools of the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada protect the nominated property and the cultural resources that it contains. A joint management plan ensures the ongoing protection of the site from a variety of factors, both natural and human-induced, and includes land zoning, conservation policies, a harbour-use policy, development guidelines and a strategy to track and control the number of visitors to the terrestrial portion of the property. Access to the underwater portion of the site is very limited. All permits for archaeological diving are issued by the Provincial Archaeology Office under the *Historic Resources Act*. A new policy on the protection of underwater cultural resources at Red Bay being developed by the Government of Newfoundland and Labrador will create a registry to record and monitor recreational diving in the Harbour. This registry will be implemented by the Town of Red Bay as per section 8.1.1 of the Policy. The complete policy can be found in Appendix 3e.

Neither does the nominated property suffer the effects of neglect. The cooperative management approach of the Town of Red Bay, the Province of Newfoundland and



Labrador and Parks Canada ensures that the property is well cared for. The impact of both natural factors, such as erosion, and man-made ones, such as proposed developments, are carefully monitored to ensure that they have little or no effect on archaeological sites.

**Figure 3.17** Reburial mound protecting the 72M wreck site in Red Bay Harbour.  
*Parks Canada/Thierry Boyer*

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The ideal preservation conditions provided by the cold water and silt of Red Bay Harbour have contributed greatly to the excellent state of conservation of the underwater archaeological remains. The shipwreck sites have been stabilized and are monitored on a regular basis to ensure that the high standard of conservation is maintained. Details on the state of conservation of the vessels and the monitoring program can be found in Chapters 4 and 6.



**Figure 3.18** Local volunteers help stabilize a rendering oven site at Red Bay. *Parks Canada/Cindy Gibbons*

Terrestrial sites are protected from the natural processes of erosion by stabilization using sandbags and backfill material covered by local sod. The sites are monitored to ensure that the materials remain in place and are working effectively. Unexcavated sites are also monitored to ensure that there are no adverse effects from erosion.

In addition, residents of Red Bay are engaged in the protection and monitoring of the property. Many have been involved in the research and interpretation related to Basque whaling at Red Bay and have consequently developed a strong sense of stewardship for the nominated property. A willing group of volunteers assists with regular monitoring of sites, mitigation when required and general observations to ensure that the archaeological features remain in good condition and free from any adverse effects.

#### **3. D (ii) Statement of Authenticity**

A nominated property meets the conditions of authenticity if its cultural values are truthfully and credibly expressed through a variety of attributes. The authenticity of the Basque whaling station at Red Bay is demonstrated by attributes that include the form and design of various components, the materials used in construction, the traditions and techniques associated with whaling and the location and setting of the property.

The authenticity of the nominated property is further demonstrated by a vast collection



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of related archival material and an unparalleled collection of artefacts associated with the life and work of the Basque whalers at Red Bay.

#### **Form and Design**

##### Terrestrial remains

Authenticity of form and design is demonstrated by the terrestrial archaeological remains at Red Bay. The various aspects of the whaling port and the individual whale oil processing areas were situated specifically to most effectively and efficiently render whale blubber into oil.

The rendering ovens were located close to the beach so that bringing whale blubber ashore and loading the full barrels of oil into boats could both be accomplished faster and easier. The location of the ovens on the shoreline in relatively flat areas that were protected from prevailing winds made for an ideal, sheltered workplace for the processing of whale oil. The rendering ovens were designed and built specifically for rendering whale blubber to oil: the fireboxes were constructed to hold the huge copper cauldrons used to melt the fat and lined with clay to insulate them and retain as much heat as possible.

The cooperages were located to the rear of the ovens and at a higher elevation in order to easily roll the assembled barrels down the slope as they were needed. Also close by were living quarters that allowed the men to stay on shore until the work of processing the whale oil was complete.

##### Underwater remains

The well-preserved underwater archaeological remains at Red Bay also demonstrate the authenticity of form and design of the nominated property. The whaling ships found within the nominated property are without question sailing ships of what is known as the Iberian-Atlantic tradition believed to have originated in the Mediterranean. The detailed excavation and study of the 24M vessel has revealed that its hull was conceived and constructed in the manner described in Iberian shipbuilding treatises and other archival documents of the 16th and early 17th centuries. The construction techniques used to build this vessel also compare to the techniques observed and studied on other known Iberian ships from the period. Exploratory excavation carried out on the other three whaling ships at Red Bay revealed that they were built using the same basic design and techniques. The squared stern with rudder and wide beam that are characteristic of these vessels were ideal for ocean-going ships that brought valuable cargos, such as whale oil, from the Americas to Europe.

Authenticity of form and design is further demonstrated by the *chalupa* found under the hull of the 24M vessel. Described in detail in Chapter 2, the unique construction of the



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**Figure 3.19** 1:20 scale model of the 24M vessel based on archaeological evidence recovered from Red Bay. Parks Canada/G. Vandervlugt

local granite, the fireboxes were lined with insulating clay from Europe. Each complex of rendering ovens, as well as the nearby cooperages, was protected by a structure roofed with clay tiles, also from the Basque Country.



*chalupa* combined the boatbuilding techniques of overlapping planks (called “clinker”) with edge-to-edge planks (called “carvel”) to create a streamlined and lightweight craft that moved quickly and easily through the water in pursuit of whales. As such, it was an indispensable tool for the Basque whalers at Red Bay.

#### **Materials and Substance**

##### Terrestrial remains

The archaeological remains of a number of structures found on land at Red Bay demonstrate the authenticity of materials of the nominated property. A number of Basque archival documents reference barrels of clay and large quantities of tiles brought to Labrador on whaling voyages. This documentation is supported by the remains of rendering ovens at Red Bay. From archaeological research it has been determined that although they were constructed from

local granite, the fireboxes were lined with insulating clay from Europe. Each complex of rendering ovens, as well as the nearby cooperages, was protected by a structure roofed with clay tiles, also from the Basque Country.

Supply lists found in Spanish archives refer to nails as part of the cargo on ships outfitted for whaling voyages to Labrador. This too is supported by the remains at Red Bay where large numbers of hand-forged iron nails have been found that were used to construct the wooden structures that covered the rendering ovens.

**Figure 3.20** Roof fall from cooperage at Saddle Island Area B. Memorial University of Newfoundland Archaeology Unit

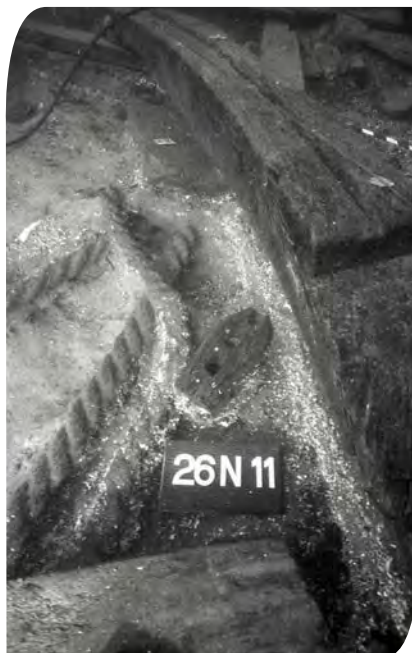
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The other substantial buildings associated with the Basque whaling station at Red Bay are the cooperages. Even though the tiles that covered the roofs of these buildings are practically all that remain of them, it can be reasonably inferred that the structures would have been fairly substantial in order to support the weight of the tiled roof. Large numbers of hand-forged iron nails have also been found in the context of the cooperages.

Other less substantial structures, such as the temporary living quarters found near some rendering ovens, have left behind evidence that baleen was used as roofing material. This keratinous material that occurs in the mouths of baleen whales is impermeable, making it an ideal roofing material.

#### Underwater remains

The original materials used in the construction of the ships and boats found at Red Bay, as well as their associated artefacts, are very well-preserved and therefore demonstrate the authenticity of materials of the nominated property. The ships and boats were



**Figure 3.21** Hemp rope recovered from the 24M wreck site. Parks Canada/D. Pagé

constructed primarily of white oak (*Quercus alba*), a tree that was cultivated in the Basque Country specifically for shipbuilding. Some components of the small boats were made from other types of wood, including softwoods native to Labrador, indicating that repairs or modifications were made to them locally during the whaling season. The keel of the 24M vessel was carved from the trunk of a single European beech tree (*Fagus sylvatica*). They grow high in the mountains of the Basque region and, devoid of branches at lower levels, allowed the ship builders to create a straight, strong keel.

The 24M vessel was built using a combination of iron nails, spikes and wooden pegs or treenails. The treenails,

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During the 1500s hemp was the predominate material used in sailcloth and rope. While it appears that the sails of the 24M vessel were salvaged at the time of the wreck, a significant quantity of the hemp rope that was used in conjunction with the vessel's rigging was found during the excavation. Unprocessed hemp mixed with pine tar was also used as caulking on the hull of the ship.

#### **Traditions and Techniques**

The traditions and techniques associated with Basque whaling in the 16th century are evident in the archaeological record at Red Bay and play a large role in demonstrating the authenticity of the nominated property.

Among the most outstanding traditions and techniques revealed by the remains at Red Bay are those associated with Iberian shipbuilding. The study of the 24M vessel has revealed that the ship was built using techniques described in Iberian shipbuilding treatises and other Basque archival documents. These included the shape and curvature of the main frames that determined the final form of the vessel and the specialized types of wood cultivated in Basque forests for various components.

The techniques directly associated with hunting whales and processing whale oil were developed in the Basque region and transferred to Labrador as the overseas industry developed. Archaeological excavations at Red Bay have uncovered the best known example of a whaling station from the beginning of the global whaling industry, complete with ships and boats, land-based structures such as rendering ovens and cooperages, and an unmatched collection of associated artefacts. Together they illustrate all stages of whale hunting and whale oil processing, from the pursuit to the final purification and storage of the oil for shipment to Europe.

A high degree of authenticity is also demonstrated by the further transfer of these techniques to subsequent phases of international whaling. The techniques, which were developed in the Basque Country and adapted for use in what was the beginning of large-scale commercial whaling, a phenomenon that is best represented at Red Bay, formed the basis of the global whaling industry.

While the 16th-century cemetery on Saddle Island, with its shallow graves and rows of stones for markers, does not closely resemble Basque cemeteries of the period, its basic structure reflects traditional European Christian burials. The graves were oriented with the heads to the west, and most of the bodies were interred in the prone position with arms folded on the chest or pelvis.

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#### Location and Setting



Figure 3.22 Red Bay Harbour. *Parks Canada/Cindy Gibbons*

The authenticity of the nominated property is further demonstrated through its location and setting, which made it an ideal place for a whaling station during the 16th century. Red Bay is located on the north shore of the Strait of Belle Isle, the narrow strip of ocean that separates the island of Newfoundland from the eastern North American continent (see Map 1). In many ways, this was the ideal location for the whale hunt. The strait is a natural bottleneck, bringing migrating species, such as the North Atlantic right whales and bowhead whales, closer to shore, making them easier to spot, pursue and kill.

The setting of the nominated property has undergone minimal change since it was the principal Basque whaling port of the 1500s. The physical features of the property that made it an ideal location for a whaling port still exist and are described below.

The sheltered conditions created by the surrounding hills and the configuration of the Harbour at Red Bay were ideal for a whaling port, providing protection for the ships that lay at anchor during the whaling season as well as for the workers as they went about the process of rendering whale blubber to oil.

The high surrounding hills offered another advantage for whalers, allowing for the stationing of sentinels and for signalling when whales were spotted. Excavation has



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uncovered the remains of two structures and hearths on or in the shelter of prominent headlands. A hearth was found at the highest point of a headland on the east end of Saddle Island and domestic debris was found at the base, and on Twin Islands the remains of a temporary structure were found at the sheltered base of the most prominent headland.

Given that there was no evidence of whale oil processing at these sites, that there are clear views from one headland to another around the Harbour, that there is evidence of crew members spending significant amounts of time at these sites, and given the Basque practise of using a series of signalling stations to communicate whale sightings, archaeologists and other researchers have concluded that these headland locations were used by the Basques to watch for whales in the Strait of Belle Isle and to send signals using fires or other means at each sighting. Other prominent points in the area may have been used in a similar manner.

Consistent with the demands of rendering whale oil, the ovens at Red Bay were parallel and adjacent to the shoreline on both sides of the Harbour fronting on deep water, making for easy access by boat. In some cases this ease of access from the water was further facilitated by piers built near the ovens. For the same reasons, areas at the east end of the Harbour used by the Basques have been favoured locations for inshore fishing operations since the community was first settled in the mid-1800s.

The cooperages, as previously described, were located on terraces above the rendering ovens providing a separation of the skilled work of the coopers from the highly industrialized activities of the rendering stations. This position also facilitated the transfer of assembled barrels which could be easily rolled down the slope to be filled with oil. The terraces and slopes near the shoreline where the cooperages were located remain visible features of the nominated property.

The whaling crews' temporary living quarters near the main work sites took advantage of natural geographical features at Red Bay and incorporated readily available materials such as rocks and baleen. The rocky outcrops used to construct these habitations are a very prominent physical feature of the nominated property.

The location of the Basques' cemetery in a low-lying area at the east end of Saddle Island is also significant in that its exposed location made it susceptible to winds from practically all directions and unsuitable for any other use associated with whaling. For these same reasons, the cemetery area was not used by subsequent inhabitants of Red Bay and has remained undisturbed and unchanged since the 1500s.



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#### Other Supporting Historical Evidence

##### Archival Documents

In support of the authenticity of the nominated property are the thousands of archival documents, held in the archives of the Basque Country and elsewhere in Spain, that describe practically every aspect of the Basque whaling industry represented at Red Bay. A summary of the types of documents found and descriptions of specific examples are contained in Appendix 9c. Maps and other documents from the 1500s were used to identify Red Bay as the Basque whaling port of Buttes. Documents specifically relating to activities at this port range from 1554 to 1603, although there are other documents that refer to whaling in the Strait of Belle Isle before and after this period.

From a business perspective, Basque whaling in Labrador, as represented at Red Bay, was highly structured. Numerous documents provide information regarding virtually all aspects of the organization and management of the industry, including crew hiring, expedition financing, ship chartering, voyage provisioning and vessel insurance.

##### Artefact Collection

Another aspect that confirms the authenticity of the nominated property is the large collection of artefacts recovered at Red Bay. The collection represents diverse aspects of life and work in a 16th-century whaling port in Labrador and helps illuminate the lifestyle of the whalers. It includes tools associated with rendering oil and assembling

barrels, implements used to hunt and flense whales, and navigational instruments and other devices that allowed early modern mariners to navigate the North Atlantic.

Of particular note is the massive number of roof tile fragments found on land and underwater. Documents refer to thousands of tiles being brought to Labrador on whaling voyages for use on the structures associated with the production of whale oil.

The most abundant of the artefacts are the whale bones from the period. They are scattered on the beaches near Red Bay and thousands more lie buried in the silt of the Harbour.



**Figure 3.23** Pile of Basque roofing tile recovered during excavations on Saddle Island.  
*Parks Canada/Cindy Gibbons*

### 3. JUSTIFICATION FOR INSCRIPTION

#### Underwater Archaeology Report

The intensive excavation and study of the remains of the 24M vessel, now reburied in the Harbour at Red Bay, has greatly contributed to the knowledge and understanding of 16th-century Basque whaling and shipbuilding and the role that they played in the history of Canada and in the development of the global whaling industry. In 2007, the results of this study were published in an extensive report entitled *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th century*. The excavation and study of the 24M vessel and the report are upheld as models in the discipline of underwater archaeology and are key components of the authenticity of the Red Bay Basque Whaling Station.



Red Bay East  
*Destination Labrador/Chris Samson*

#### **4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY**



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### 4. A Present State of Conservation

The nominated property at Red Bay includes both terrestrial and underwater archaeological remains associated with the extensive whaling operations that took place there during the 16th century. Intensive archaeological studies during the 1970s and 1980s revealed a large collection of features that, while in varying conditions of preservation, present a very clear picture of what was the most important port associated with the world's first large-scale whaling industry.

Both the *Commemorative Integrity Evaluation*<sup>38</sup> and the *State of the Site Report* prepared for Red Bay National Historic Site of Canada by Parks Canada in 2011 indicate that the archaeological resources located within the boundaries of the nominated property are in good condition and are not impaired. All underwater cultural resources are stable and well-preserved, but some terrestrial archaeological sites have experienced erosion and need to be monitored on a regular basis. More details of these evaluations can be found in Chapter 6.

The excellent state of conservation of the nominated property and the cultural resources within its boundaries is attributable to several factors that protect the site naturally as well as through legal and policy means. These factors will help ensure the conservation of the property's heritage and Outstanding Universal Value for present and future generations.



Figure 4.1 Infrastructure associated with the contemporary inshore fishery is located throughout the nominated property. *Destination Labrador/Chris Samson*



#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

The relatively isolated location and cold water conditions of Red Bay have been instrumental in the preservation of the archaeological resources in the nominated property. While the remains of post-whaling activity and an active portion of the present-day community of Red Bay are evident in the nominated property, future impacts will be limited and controlled by current conservation measures, by legislation and by planning practices that allow managed development without threatening the cultural resources of international value.

Certain natural environmental conditions also contribute to the excellent state of conservation of the nominated property. This is particularly true of the anaerobic environment created by the cold water and silt of the Harbour. That environment is largely responsible for the exceptional quality of preservation of the shipwreck remains compared to the condition of the remains of vessels from the same period found in warmer waters to the south.



Figure 4.2 Local residents clean up an area of the nominated property believed to contain 16th-century archaeological remains. *Parks Canada/Cindy Gibbons*

and generally rested on wooden foundations dug only a few centimetres into the surface. The area of the community that was used by the Basque whalers is not zoned for development and any new structures built there by homeowners must follow guidelines established by the Town of Red Bay to ensure that there is no impact on archaeological resources.

The state of conservation of the nominated property also benefits from strong local stewardship and a local sense of ownership and pride in the site and its international

Red Bay's location on the south coast of Labrador is not susceptible to the devastating effects of natural disasters. Monitoring programs are in place to minimize and mitigate the effects of erosion, Arctic pack ice and other minor environmental factors.

The relative isolation of Red Bay and the small population of the area have kept development at a minimum. Human activity, largely associated with the inshore fishery, has had minimal impact on the archaeological remains at Red Bay. The structures associated with the fishery, including houses, were built without basements



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

significance. Local volunteers assist with monitoring and mitigation of the archaeological sites as required.

### 4. A (i) Terrestrial Archaeological Resources



Figure 4.3 Unexcavated whale oil rendering oven at Saddle Island Area A. *Parks Canada/Jenneth Curtis*

Terrestrial archaeological resources related to 16th-century Basque whaling at Red Bay are located on both the north shore of Saddle Island and the nearby mainland. Some resources have been fully excavated by archaeologists while others have been left intact and unexcavated. Owing to factors described above, the condition of most of the extensive archaeological resources ranges from good to fair, with the condition of only one feature rated as poor.

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

##### Unexcavated Resources

A total of eight unexcavated features related to Basque whaling have been identified within the nominated property at Red Bay; their locations are shown on Map 3. Five of these have been rated **good** and three rated **fair**.<sup>39</sup> The ratings are summarized in Table 4.1:

**Table 4.1 State of Conservation of the Unexcavated Terrestrial Archaeological Resources**

Location	Cultural Resource	Condition	Comments
<b>Saddle Island Area A1</b>	Rendering oven	Good	Large, well-preserved example
<b>Saddle Island Area A2</b>	Rendering oven	Good	Early example partly dismantled by Basques
<b>Saddle Island Area B/E</b>	Midden between areas B&E	Good	Stable, good coverage by vegetation
<b>Saddle Island Area K</b>	Lookout	Good	Location is intact as it was in the Basque period
<b>Coast Guard Building Site</b>	Rendering oven	Good	Large, well-preserved example; Coast Guard structure on site but has had little impact
<b>Red Bay Village</b>	Shore station	Fair	Abundance of Basque roof tile indicates remains of a shore station located under and amongst modern buildings
<b>Red Bay West 1</b>	Shore station with cooperage	Fair	Testing indicated presence of a cooperage; area is underneath current restaurant

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### Excavated Resources

Most of the terrestrial archaeology within the nominated property at Red Bay has taken place on Saddle Island, mainly because it was uninhabited and therefore available for excavation. Excavations were also carried out at the Red Bay East site on the mainland shore, Twin Islands and Penney Island.



Figure 4.4 Stabilization of excavated area at the Saddle Island West site. *Parks Canada*

The archaeological resources at Red Bay that remain in situ include the stonework of the rendering ovens, the footprints of other structures and some wooden components, such as roof poles and working platforms. The excavated areas were backfilled and covered with local sod after the features were recorded. The conservation goal for the excavated archaeological resources at Red Bay is to maintain them in stable condition with a good protective layer covering the structural remains.

A total of 32 archaeological resources have been excavated within the nominated property at Red Bay. Their condition is generally good, with only five features identified as fair and one as poor.<sup>40</sup> The feature rated “poor” is the remaining rear wall of a rendering oven located near the shoreline of Saddle Island. Natural erosion had washed most of the structure into the Harbour before the site was excavated. This was confirmed by underwater archaeologists, who found quantities of roof tile, wood fragments and fire-cracked rocks underwater immediately adjacent to this site. The condition of the excavated terrestrial archaeological resources is summarized in Table 4.2:

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.2 State of Conservation of the Excavated Terrestrial Archaeological Resources**

Location	Cultural Resource	Condition	Comments
Saddle Island Area A	Cooperage	Good	Protective vegetation cover in place
Saddle Island Area B	Rendering oven	Poor	Erosion had removed most of this resource before excavation in 1979; it was documented through archaeological excavation
Saddle Island Area B	Cooperage midden	Good	Protective vegetation cover in place
Saddle Island Area C	Rendering oven	Fair	A few rocks are exposed
Saddle Island Area C	Midden	Good	Vegetation cover in place
Saddle Island Area C	Structure	Good	Preserved wood <i>in situ</i>
Saddle Island Area E	Cooperage	Good	Some original roof fall remains <i>in situ</i> on bedrock slope
Saddle Island Area F	Structure	Fair	Sparse vegetation; exposed patches of sand
Saddle Island Area G	Rendering oven	Fair	Rock walls exposed
Saddle Island Area G	Structures	Good	Protective vegetation cover in place
Saddle Island Area J	Rendering oven	Good	Depressions of fireboxes evident; good vegetation cover
Saddle Island Area J	Rendering oven	Good	Protective vegetation cover in place
Saddle Island Area J	Single oven	Good	Protective vegetation cover in place
Saddle Island Area J	Structure	Fair	Sparse vegetation
Saddle Island Area K	Midden/structure	Good	Protective vegetation cover in place
Saddle Island Area L	Cemetery	Good	Restored, including rock markers
Saddle Island Area L	Structure	Good	Protective vegetation cover in place
Saddle Island Area M	Burials	Good	Restored, including rock markers
Saddle Island Area M	Shelters	Good	Protective vegetation cover in place
Adam's Point	Rendering oven	Good	Subject to erosion in the past
Saddle Island West	Rendering oven	Good	Protective vegetation cover in place
Saddle Island West	Structure	Good	Thin vegetation cover
Saddle Island West	Structure	Good	Protective vegetation cover in place
Saddle Island Ponds	Various ponds	Good	Excellent organic preservation
Saddle Island Dwellings	Various small structures	Good	Unexcavated examples may exist
Twin Island 3	Pond	Good	Excellent organic preservation
Twin Island 3	Structure and midden	Good	Protective vegetation cover in place
Organ's Island	Rendering oven	Fair	Backfill eroding along shore
Red Bay East	Rendering oven	Good	West end recently re-stabilized
Red Bay East	Rendering oven	Good	Site recently stabilized
Red Bay East	Cooperage	Good	Portions remain <i>in situ</i>



### 4. A (ii) Underwater Archaeological Resources

Underwater cultural resources identified within the nominated property include three distinct elements: shipwrecks, whale bone deposits and the remains of a wharf structure. All of these underwater cultural resources were found in an excellent state of conservation due to favourable environmental conditions on the Harbour bottom. The state of conservation is being maintained with stabilization measures and conservation methods which recreate the burial environment. The measures used include:

- covering the remains of the ships and the wharf structure with silt and further protecting them with a covering of man-made materials;
- leaving the whale bone deposits *in situ* in their original burial environment;
- installing devices within the reburial mound to allow archaeologists to monitor the immediate environmental conditions of the wrecks; and
- monitoring these devices and the mounds on a regular basis.



#### Site 24M

As previously described, this wreck was completely dismantled for study during the 1980s and the components reburied on site in order to preserve them. Visual examination of the reburial mound, chemical analysis of the water inside and outside of it and the examination of modern wood samples buried in the mound all indicate that the remains of the vessel are stable and well-preserved. The most recent monitoring exercise of the wreck site revealed evidence of ice scour around the mound and some small disturbance of the tarpaulin covering it, but the remains of the vessel inside the mound were not disturbed.

Figure 4.5 Releasing sand during the creation of the reburial mound over the remains of the 24M vessel.

*Parks Canada/D. Pagé*



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### Sites 27M and 29M

These two wrecks were found during the course of Harbour surveys and were partially excavated and then reburied. Exposed areas of the wrecks were covered with loose sand and heavy tarpaulins secured with sandbags for extra protection. Modern wood samples have recently been installed to allow archaeologists to monitor the rate of degradation of wood at the sites. Regular visits to the wrecks indicate that they are generally well-preserved, but some movement of sand has been detected in areas not covered with tarpaulins and sandbags. This does not appear to be having an impact on the state of conservation and the situation is being monitored so that mitigation measures can be undertaken if necessary.

### Site 72M

Discovered in 2004 and partially excavated in 2005, the site was then surrounded with a wall of sandbags, the centre filled with sand and the entire site covered with heavy tarpaulins held in place with cement-filled tires. This wreck is in an area exposed to ice and wave action and some evidence of disturbance to the reburial mound was observed in 2009. Results of the water and wood analysis carried out by Parks Canada underwater archaeologists in 2009 indicate that the mound is protecting the site from chemical and biological deterioration.

### Whale Bone Deposits

Six whale bone deposits have been identified on the harbour bottom where they remain *in situ*, extremely well-preserved by the silt and cold water.

### Wharf Remains

This site is located just off the shoreline of Saddle Island, adjacent to an area containing the remains of stone ovens used to render whale oil. The remains consist of a crib structure — a framework of logs secured underwater by a bed of rock — that was excavated, recorded and then reburied.

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.4 State of Conservation of Underwater Cultural Resources**

Resource Group	Condition	Comments
<b>24M Wreck</b>	Good	Remains completely excavated, recorded and reburied. Reburial area covered with special tarpaulin and held in place by cement-filled tires.
<b>27M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>29M Wreck</b>	Fair	Partially excavated; exposed area covered with sand and tarpaulin.
<b>72M Wreck</b>	Good	Partially excavated; site surrounded by sandbags and covered with tarpaulin.
<b>Whale Bone Deposits</b>	Good	<i>In Situ</i> ; covered in natural silt in the Harbour.
<b>Wharf Remains</b>	Good	Site excavated and recorded, then reburied.

#### **4. B. Factors Affecting the Property**

This section examines the main threats that could potentially impact the nominated property, including development, environmental and visitor/tourism pressures. Development pressures could potentially impact that part of the property occupied by the present-day community of Red Bay. Environmental pressures consist largely of the impacts of wave action and ice. While tourism and visitation to the nominated property do not currently pose a threat, the numbers are carefully monitored to ensure that they remain within manageable levels. The area encompassed by the boundaries of the nominated property and buffer zone is home to 104 people who are supportive of stewardship initiatives. This support is expected to continue, so they do not pose a significant threat to the state of conservation of the property. This section also outlines the measures that have been developed to mitigate these factors and to preserve the cultural resources and values of the nominated property.

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### 4. B (i) Development Pressures

Development pressures exist in areas of the nominated property located within the present-day community of Red Bay.



**Figure 4.6** Recent development related to docking facilities for cruise ship passengers was monitored to ensure that no cultural resources were disturbed.  
*Parks Canada/Cindy Gibbons*

Municipal Plan, described in detail in Chapter 5, requires a permit for any development activity, including residential, commercial or industrial development, within the Town's planning areas. This includes all new development and redevelopment and any change of use, alteration or improvement to land or existing buildings. Proposed development activities that may have an impact on archaeological resources, particularly those within the boundaries of the nominated property, are assessed by the Town in partnership with Parks Canada and the Provincial Archaeology Office of Newfoundland and Labrador. The Town, working with its partners, has the authority under the municipal plan to make recommendations for the approval, denial or modification of proposed developments. Development activities that are approved are carefully monitored by the Town and its partners as they proceed to ensure that they do not have any adverse effect or impact on archaeological and other cultural resources.

Development pressures have been controlled and have had a minor impact on the wreck sites at Red Bay. The 24M vessel is located in an area of the nominated property immediately adjacent to the shore of Saddle Island which is owned and administered by Parks Canada as Red Bay National Historic Site of Canada and protected under the jurisdiction of the Province of Newfoundland and Labrador. The Red Bay National Historic Site of Canada Management Plan, described in more detail in Chapter 5,

Since it was founded as the permanent community of Red Bay during the mid-1800s, settlement has had limited impact on the property due to the small population and remote location. However, the archaeological resources contained within the nominated property may be impacted by the future development of infrastructure, such as road work and new water and sewer systems, and the addition or removal of buildings in the area.

In order to minimize the impact on known or potential archaeological resources, the Town of Red Bay

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

stipulates that this area will be used for the purposes of telling the story of Basque whaling in Labrador. Any development along the shoreline adjacent to the wreck site will be limited to that associated with providing visitor experience activities. In addition, the Red Bay National Historic Site of Canada Management Plan and other management tools are designed to ensure that Parks Canada protects and presents the national historic site for the benefit and enjoyment of present and future generations.

The other wrecks are located outside the National Historic Site near the mainland shore of the nominated property and are more vulnerable to the impact of development on the adjacent shoreline. As is the case with the terrestrial sites, development in the area is controlled and managed through the permit process by the town with the cooperation of the Provincial Archaeology Office and Parks Canada to ensure minimal impact on underwater archaeological resources.

### 4. B. (ii) Environmental Pressures

The natural environment of the nominated property has in many ways been responsible for the excellent state of conservation of the property, protecting the archaeological resources along the shoreline and on the Harbour bottom from the full force of ocean



**Figure 4.7** Arctic pack ice in Red Bay Harbour over the 24M wreck site, spring 2009.  
*Parks Canada/Cindy Gibbons*

currents and discouraging organic growth that would otherwise cause deterioration of wood and other organic materials. Nonetheless, the nominated property is subject to some environmental pressures.

Many of the terrestrial archaeological resources associated with the production of whale oil in the 1500s, particularly the stone rendering ovens, are located within a few metres of the shoreline of the harbour on the islands and mainland portions of the nominated property. They are therefore subject to natural erosion from run-off and from waves.

A program is in place to regularly monitor the condition of all terrestrial archaeological sites, noting particularly any erosion that may be taking place. Mitigation measures are

## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

implemented based on this monitoring. These mitigation measures include site stabilization, documentation of the changes to better understand the rate of erosion, and, in extreme cases, the documentation and excavation of the resource.

The underwater cultural resources located within the nominated property are subject to a different set of environmental pressures. The extent and impact of ice in the spring season is an unavoidable factor at Red Bay. The Strait of Belle Isle fills with pack ice that moves south from the Arctic each year. Monitoring has detected ice scouring on the Harbour bottom on several occasions, and both the 24M and 72M wreck site reburial mounds suffered surface damage from particularly heavy ice in the spring of 2009. The damage has been repaired by the Parks Canada underwater archaeology team.

Wave action and extreme weather may also have an impact on the underwater archaeological resources at Red Bay. The areas of the 27M and 29M wreck sites that were test excavated, as explained in Chapter 2, are covered by protective tarpaulins. The unexcavated areas of these sites are not covered and are therefore particularly susceptible to the effects of wave action, which can shift the loose sand and expose the wood of unexcavated areas of the wrecks. If not re-covered, the exposed wood is subject to minor wood borer damage. Wave action in the Harbour may also deposit foreign material on the wreck sites.

Regular monitoring of all underwater and terrestrial archaeological resources allows for the early identification and mitigation of issues related to these environmental factors and is crucial to minimizing the risks that they pose. The results of the monitoring exercises are used to determine whether or not additional conservation measures are required. This will become particularly important as the impacts of changing weather patterns on the natural environment are better understood.

### **4. B (iii) Natural Disasters**

Red Bay is located in a region that is not particularly susceptible to the effects of natural disasters such as earthquakes and tsunamis. The area is, however, prone to high winds, heavy rains and tidal surges associated with the hurricanes in the Atlantic Ocean.

When and if the storms come ashore as far north as the coast of Labrador in the Strait of Belle Isle, the coastal erosion and wave action noted in Section 4.B. (ii) may be greater than normal. Mitigation in such cases involves the use of sandbags to stabilize the land around the cultural resources and to minimize the immediate effects of erosion.

Permanent stabilization of the affected areas in the future will include constructing small breakwaters and other barriers as required to prevent further possible damage.



## 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

### 4. B (iv) Visitor/Tourism Pressures

Visitor statistics have been kept at Red Bay National Historic Site of Canada since it officially opened in 2000. This information indicates that there has been no notable increase or decrease in the number of visitors recorded during the five year period between 2007 and 2011.<sup>41</sup> The current level of visitation within the nominated property remains sustainable and has no adverse effects on the archaeological resources. Table 5.1 in Section 5.H (ii) shows the number of visitors to Red Bay National Historic Site of Canada since 2000.



**Figure 4.8** A Parks Canada guide leads a guided walk for young visitors to Saddle Island.  
*Parks Canada/Greg Locke*

Saddle Island, part of Red Bay National Historic Site of Canada, is visited regularly during the tourism season from July through September each year. To minimize visitors' impact on the archaeological resources there, an established path with guided and self-guided walks leads visitors along a carefully planned route among the archaeological sites. Saddle Island has an estimated carrying capacity of 6,300 visitors per season. This is based on current practices of controlled accessibility to the island, which is provided by a private boat operator under contract to Parks Canada. The most recent data available indicates that no more than 1,000 visitors use Saddle Island per season.

and well-planned trails lead hikers to the top of Tracey Hill and to the whale bone deposits on the Boney Shore. Signage advises of the legal protection against the removal of archaeological material. The remainder of the nominated property is situated within residential areas of the Town of Red Bay and is not generally subject to tourist visits.

The Boney Shore and Tracey Hill area at the west end of the nominated property receives approximately 2,000 visits per year from both residents and non-residents.<sup>42</sup> Again, established

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

It is anticipated that visitation to Red Bay and the nominated property will increase during the next five years due to the recent completion of a new highway through Labrador and the potential addition of the property to the World Heritage List.

In the event of an increase in visitation, strategies regarding access to the nominated property will focus on the protection of its Outstanding Universal Value and associated archaeological resources. Parks Canada personnel and staff of the Town of Red Bay will be on the site to ensure that archaeological resources are not removed or in any way disturbed or compromised in areas that have been developed for visitor access, such as the Boney Shore, Tracey Hill and Saddle Island.

Undeveloped areas of the nominated property are located in residential areas of Red Bay. Access to these areas is currently unsupervised and therefore not encouraged. In order to protect the values and resources of the property and the privacy of the area's residents, planned strategies for visitation to these areas include restrictions to guided experiences only.



Figure 4.9 Cruise ship entering Red Bay Harbour.  
*Parks Canada/Cindy Gibbons*

The recent increase in cruise ship visitation to Red Bay has been identified as a concern in terms of the ongoing protection of the underwater archaeological resources located within the nominated property. Red Bay is being promoted as a key port of call to the expedition cruise ship industry. Each season, the port attracts between three and five ships that range from 100 to 500 passenger capacity.

They generally visit in September and October, with occasional stops earlier in the summer. Less frequently,

the port receives visits from larger luxury cruise ships with capacities between 500 and 1200 passengers. This occurs no more than once per season and generally at mid-summer.

While the known shipwreck sites in the Harbour are designated no-anchorage zones, there are other known and potential archaeological resources that could be impacted by the presence of smaller expedition cruise ships that use the Harbour. For example, the discovery of the 72M wreck in 2004 was the result of it being partially exposed by the propeller wash of an expedition cruise ship. In order to avoid future occurrences such

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

as this, a remote sensing survey was carried out in Red Bay Harbour in 2009 to help identify safe anchoring zones for cruise ships and other large vessels. The conclusions from the survey are incorporated into the *Policy for the Protection of Underwater Cultural Resources at Red Bay* developed by the Government of Newfoundland and Labrador (Provincial Archaeology Office) and its partners.

The impact of visitation on the nominated property will continue to be monitored and evaluated in order to protect the property and its archaeological resources and values and to optimize the quality of the visitor experience opportunities available. Increased visitation is a factor taken very seriously by managers of the nominated property. Should property visitation significantly exceed predictions or impacts on the property be observed, alternative visitor management will be employed. Possible strategies for the management of high visitation levels include limiting access to developed areas of the site; creating controlled visitor experience opportunities in currently undeveloped areas; and creating opportunities with partners to present the site in ways that reduce the level of visitation to areas that contain archaeological resources.

#### **4. B. (v) Number of Inhabitants Within the Property and Buffer Zone**

The inhabitants of the nominated property live along the mainland shore of the Harbour from the west side of Kelpy Cove westward and north-westward as far as the Red Sands, which coincides with the northwest extent of the boundary of the nominated property. Those living in the buffer zone are located just to the north of the nominated property boundary in the same area. Seasonal inhabitants of the nominated property include residents of the community who spend part of the year elsewhere and Canadians who have purchased local houses as vacation homes.

Due to factors such as out-migration and low birth rates, the number of inhabitants of the nominated property and buffer zone is not expected to increase in the future. In addition, this area is not zoned by the Town of Red Bay for future residential expansion.

#### 4. STATE OF CONSERVATION AND FACTORS AFFECTING THE PROPERTY

**Table 4.5 Number of Inhabitants Within the Property and Buffer Zone<sup>43</sup>**

Area of the nominated property	312.973 hectares
Estimated number of inhabitants within the nominated property	79 permanent 15 seasonal
Area of the buffer zone	285.2 hectares
Estimated number of inhabitants in the buffer zone	10 permanent 89 permanent
Estimated population total for property and buffer zone	15 seasonal
Year	2010



Sonar survey of Red Bay Harbour, 2009  
*Parks Canada/Jonathon Moore*

## **5. PROTECTION AND MANAGEMENT OF THE PROPERTY**





## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Canada is a federal state consisting of a national government, ten provincial governments and three territorial governments. There are numerous municipalities, each with a local government, within each province and territory. Responsibility for cultural heritage conservation in Canada is shared among these three levels of government. Specifically, the federal government is responsible for the cultural resources that it owns, such as national historic sites administered by Parks Canada and heritage buildings owned by government departments. Provincial and territorial governments are responsible for legislating the protection and management of cultural heritage resources within their jurisdiction and for the regulation of private property, including that with heritage value. In the context of relevant provincial and territorial legislation, municipal governments have the authority to regulate and manage planning and development at the local level. This allows them to shape heritage conservation locally.

The nominated property is therefore protected by convergent legislation at three levels. That legislation includes protective designations, resource protection and prohibited activities. There are also a number of plans and policies specific to the property which guide managers in its protection and management.

The relevant federal, provincial and municipal entities with responsibilities for the nominated property and its associated cultural resources have developed appropriate measures for its protection and management. *A Memorandum of Understanding Concerning the Joint Management and Protection of the Proposed Red Bay Basque Whaling Station World Heritage Site* (Appendix 2b) has been negotiated and is currently being circulated for signatures. The purpose of this agreement, and the management committee that it creates, is to ensure a coordinated and consistent management approach for all areas of the nominated property, regardless of jurisdiction. The committee, which will meet twice annually, is composed of representatives from each of the jurisdictions within the property boundaries, namely the Town of Red Bay, the Province of Newfoundland and Labrador, Parks Canada and the federal Department of Fisheries and Oceans. The committee will ensure that the *Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a) is implemented to the highest possible standards. The preparation of the management plan was led by Parks Canada in consultation with the other entities that have responsibilities for the protection and management of the nominated property. The plan sets out agreed objectives, policies and programs for the future management, protection and promotion of the nominated property.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

In addition to the commitment of those who have management authority within the boundaries of the nominated property, local stakeholder groups and residents have expressed great support for the World Heritage nomination process. A Steering Committee made up of representatives of regional stakeholder organizations in the Southern Labrador area came together at the beginning of the nomination process and have helped guide and shape the process in the community through initiatives such as public awareness campaigns and communications programs. One notable undertaking was the creation and signing of a community declaration in support of the World Heritage nomination for the Red Bay Basque Whaling Station. There was overwhelming support among the residents of Red Bay for the declaration (Appendix 6).

This support reflects the years of dedication and commitment by community members to the research, archaeology, preservation and promotion of the whaling station. The dedication continues as local volunteers assist with monitoring the condition of the archaeological sites, carry out required site remediation and other mitigation measures, and organize community events associated with the nominated property and its significance.

### 5. A Ownership

Approximately 85% of lands included in the nominated property are provincially owned (Crown Lands), including the coastline and islands within the nominated property (see Map 7). The Crown Lands division, part of the provincial Department of Environment and Conservation, is responsible for the administration of all provincially owned lands in Newfoundland and Labrador. These lands are part of the planning area of the Town of Red Bay, which governs their use and zoning, and the lands are subject to the statutes and laws of Newfoundland and Labrador. Parcels of land within this area are leased or granted by the Crown Lands division to homeowners and businesses in the community. Lands located underwater within the nominated property are also considered Crown Lands. While they are not part of the planning area of the Town of Red Bay, they are subject to the same legislation as terrestrial lands.

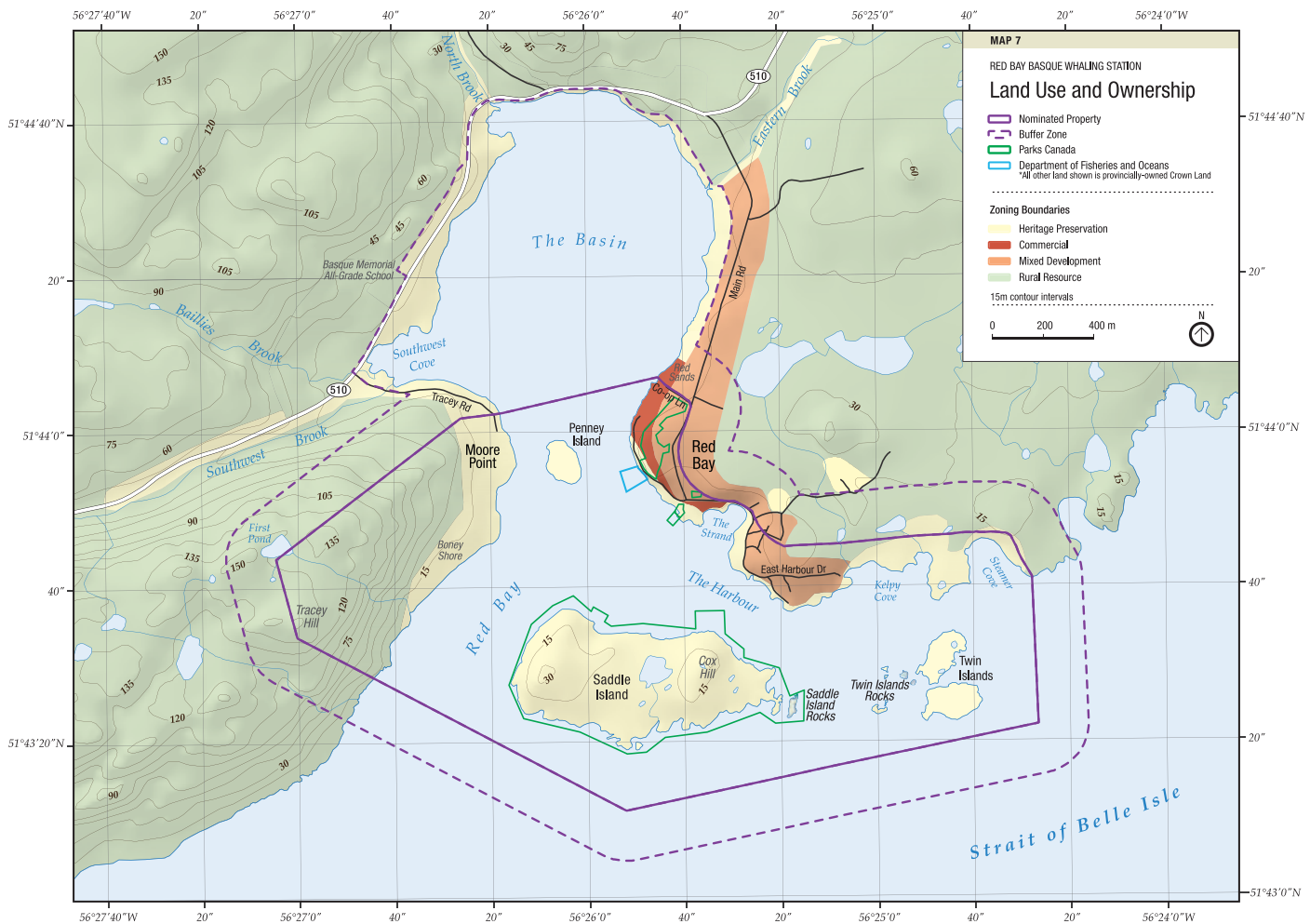
The remaining 15% of the lands within the nominated property are owned by the Government of Canada, including Saddle Island and a water lot surrounding it that contains the reburied remains of the 24M vessel. There are also several small parcels of land on the mainland that are used for administrative and interpretive purposes associated with the operation of Red Bay National Historic Site of Canada, including a water lot and submerged lands adjacent to the Visitor Interpretation Centre.



Figure 5.1 Saddle Island *Parks Canada/John McQuarrie*

The Small Craft Harbours Division of the federal Department of Fisheries and Oceans has title to a small parcel of land on the shoreline west of Parks Canada's Visitor Interpretation Centre within the nominated property that includes an adjacent water lot and its submerged land. It includes a fixed pier, a floating dock and a small boat basin and is used for a variety of purposes including berthing local inshore fishing boats and visiting pleasure crafts and disembarking cruise ship passengers. This installation and the activities that take place do not have an impact on archaeological resources. The area is administered by a local Harbour Authority committee.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



The water column covering the submerged lands within the nominated property falls under the protection and management of the federal Department of Transportation.

Map 7 illustrates the administration of lands within the nominated property and buffer zone. As described above, a memorandum of understanding among the various parties with administrative responsibilities within the property has been negotiated and is currently being signed.

### 5. B Protective Designation

Three levels of government have jurisdiction over the various parts of the nominated property at Red Bay. At the federal level, the *Navigable Waters Protection Act* governs activities related to navigation and the construction of works in, on, over and under the waters of Red Bay Harbour that are included in the nominated property. At the provincial

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

level, archaeological sites, including those located on lands underwater, are protected under the *Historic Resources Act*. It is administered by the Newfoundland and Labrador Department of Tourism, Culture and Recreation. Through the *Municipalities Act* and the *Urban and Rural Planning Act*, the provincial government gives municipalities in the province the authority to zone areas of land under their jurisdiction for certain uses and protection, including cultural resource protection. The following section briefly explains the pieces of protective legislation that apply to the nominated property.

### 5. B (i) Government of Canada

#### ***Navigable Waters Protection Act, (1995)***

*The Navigable Waters Protection Act* (Appendix 5a) is administered by the federal minister responsible for the Department of Transportation. The Act minimizes the interference to navigation on navigable waters in Canada. Navigable waters include all bodies of water that are capable of being navigated by any type of floating vessel for the purpose of transportation, recreation or commerce. The Harbour at Red Bay, which is included in the nominated property, is therefore considered a body of navigable water and is protected by the Act.

*The Navigable Waters Protection Act*, in ensuring a balance between the public right to navigate and the need to build works such as bridges, dams and docks in navigable waters, prohibits construction in navigable waters, regulates the removal or wreck and other obstacles to navigation, and prohibits the throwing or depositing of any material into navigable waters.

#### ***Parks Canada Agency Act (1998)***

The Government of Canada, represented by the Parks Canada Agency, owns several parcels of land within the nominated property that it operates as Red Bay National Historic Site of Canada. The Parks Canada Agency administers these lands under the *Parks Canada Agency Act* (Appendix 5b). All elements of national historic significance contained within these lands, including those related to the Outstanding Universal Value of the nominated property, are cared for through this Act and associated policies.

The purpose of the *Parks Canada Agency Act* as it relates to the nominated property is:

- to commemorate places, people and events of national historic significance;
- to ensure the commemorative integrity of national historic sites;
- to protect the nationally significant examples of Canada's natural and cultural heritage in national parks, national historic sites, national marine conservation areas and related heritage areas in view of their special role in the lives of Canadians and the fabric of the nation;



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- to present that heritage through interpretive and educational programs for public understanding, appreciation and enjoyment, both for international visitors and the Canadian public, thereby enhancing pride, encouraging stewardship and giving expression to our identity as Canadians;
- to carry out Canada's international obligations and agreements to protect, conserve and present that heritage and to contribute towards the protection and presentation of the global heritage and biodiversity; and
- to manage visitor use and tourism to ensure both the maintenance of ecological and commemorative integrity and a quality experience in such heritage and natural areas for this and future generations.

### 5. B (ii) Government of Newfoundland and Labrador

#### ***Historic Resources Act, (1990)***

All archaeological resources located within the boundaries of the nominated property are protected by virtue of the *Historic Resources Act* (Appendix 5c) of the Government of Newfoundland and Labrador. The Act is administered by the minister responsible for the Department of Tourism, Culture and Recreation and implemented by the Provincial Archaeology Office. *Historic Resources Act* requires a permit for any terrestrial or underwater archaeological investigations on provincial lands. The discovery of an archaeological object or site must be reported to the minister immediately through the Provincial Archaeology Office. It must not be moved, destroyed, damaged, altered or otherwise disturbed in any way.

All archaeological resources in Newfoundland and Labrador, whether on private or Crown Land, belong to the Crown. Under the *Historic Resources Act*, the minister responsible may order a "historic resources impact assessment" to be carried out to determine the effects and implications of proposed activities on historic resources. In addition, where the minister is of the opinion that an activity has potential to damage or destroy a historic resource, he or she may issue a temporary stop-work order to salvage the resource and/or to carry out an assessment of the site.

#### ***Municipalities Act (1999) and Urban and Rural Planning Act (2000)***

Under the *Municipalities Act* (Appendix 5d) and the *Urban and Rural Planning Act* (Appendix 5e), the Town of Red Bay has developed and is implementing regulations for land zoning as well as for permitted, prohibited and discretionary uses of each zone. The areas of the nominated property that contain known and potential archaeological resources are zoned for heritage protection and development, and uses are limited to traditional and low impact activities. These regulations are explained in greater detail in section 5.C.ii.

### 5. C Means of Implementing Protective Measures



Figure 5.2 Provincial Archaeology Office and Parks Canada personnel surveying an area of the Boney Shore. *Provincial Archaeology Office/Stephen Hull*

Three levels of government – federal, provincial and municipal – work cooperatively to ensure the protection and effective management of the nominated property and its associated archaeological resources. The property benefits from the plans, policies and expertise of each of them. Each agency has mechanisms and resources at its disposal to plan for and review proposals, implement activities and monitor change. All will be used to ensure the future conservation and management of the nominated property. As indicated above, a memorandum of understanding

among the agencies responsible for the management of the nominated property, its archaeological resources and its cultural values has been prepared and is presently being circulated for signatures. The memorandum of understanding outlines the roles and responsibilities of each agency in the implementation of the management plan for the nominated property (see section 5.E). The memorandum of understanding and the management plan are intended to ensure that all areas of the nominated property, regardless of ownership or jurisdiction, are adequately and consistently protected and managed into the future.

#### 5. C (i) Federal Jurisdiction

##### Parks Canada Agency

The mandate of the Parks Canada Agency is to protect and present nationally significant examples of the country's natural and cultural heritage and to foster public understanding, appreciation and enjoyment of them in ways that will ensure their integrity for present and future generations. With regard to Red Bay National Historic Site of Canada, Parks Canada is committed to preserving the site's history and ensuring that its archaeological resources are fully protected. Parks Canada is also committed to telling the story of the site and to ensuring that Canadians and other visitors understand and appreciate the significant role that the 16th-century Basque whalers played both

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**Figure 5.3** A Parks Canada interpreter helps local children learn the story of Basque whaling at Red Bay. *Parks Canada/Greg Locke*

in the history of Canada and the establishment of the global whaling industry.

The Parks Canada Agency is responsible for the management of the lands and submerged lands to which it has title for the purpose of operating Red Bay National Historic Site of Canada, including the conservation and management of archaeological remains located on them. Parks Canada uses a number of policy documents to guide its management of Red Bay National Historic Site of Canada.

National historic sites administered by Parks Canada are managed with a long-term vision through the management planning process. Parks Canada management plans are presented to Parliament and reviewed every five years. They are approved by the federal minister responsible for Parks Canada and provide a framework for decision making on issues related to resource protection, education and visitor experience at each site. *The Red Bay National Historic Site of Canada Management Plan* (Appendix 2d) was tabled in Parliament in December, 2011.

Everyday activities and special projects at the national historic site are designed and carried out in accordance with Parks Canada's *Cultural Resource Management Policy* (Appendix 3b), which ensures the respect and maintenance of historic values. The activities and projects are implemented using a variety of directives, manuals and guidelines related to archaeological resource management, impact assessments and conservation. Interventions on archaeological resources are planned and implemented using the *Cultural Resource Management Policy* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* (Appendix 3c).

Parks Canada regularly monitors and reports on the condition of its national historic sites. The Commemorative Integrity Evaluation assesses the condition of cultural resources, the effectiveness of communicating the site's main messages and the implementation of appropriate management practices. *The Visitor Experience Assessment* examines the various aspects of visitors' experience, from trip planning to programs and activities on site. Every five years a *State of the Site Report* compiles all

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available information on the site's condition and is made available to the public. The first State of the *Site Report for Red Bay National Historic Site of Canada* was prepared in 2011 (Appendix 4b). It indicates that, as described in this document, the archaeological resources at Red Bay related to whaling in the 16th century are in good condition.

### 5. C (ii) Provincial Jurisdiction

#### Department of Tourism, Culture and Recreation

The Provincial Archaeology Office of the Department of Tourism, Culture and Recreation is responsible for implementing Part II of the *Historic Resources Act*, which concerns archaeological resources, including the Archaeological Investigation Permit Regulations. The associated responsibilities of the Provincial Archaeological Office include:

- selectively issuing permits to carry out archaeological activities;
- reviewing land-use applications to determine the need for archaeological assessment;
- developing policies and procedures to protect cultural resources;
- consulting with archaeologists and other researchers on fieldwork and other projects; and
- increasing the awareness of archaeology and related issues amongst the general public, all levels of government and industry.

The Provincial Archaeology Office works closely with Parks Canada, the Town of Red Bay and local volunteers to ensure that its responsibilities related to the nominated property at Red Bay are fulfilled.

Legal protection of the archaeological resources located in all areas of the nominated property rests with the *Historic Resources Act*. *The Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a) and the associated memorandum of understanding among management authorities outlines the commitment of the Government of Newfoundland and Labrador to the ongoing protection and management of the Red Bay Basque Whaling Station. This includes sharing information gathered through archaeological investigations within the nominated property with other management authorities and providing the expertise and research necessary for the protection of the property.



### 5. C (iii) Municipal Jurisdiction

#### The Town of Red Bay

Other than the lands owned by the Government of Canada, the terrestrial lands included in the nominated property fall within the planning zone of the Town of Red Bay. Under the provisions of the *Urban and Rural Planning Act*, the Town has zoned areas under its jurisdiction that contain known and potential archaeological resources as “culturally sensitive.” Activities in these areas are restricted to conservation, transportation (limited to docks on the shoreline) and recreation (limited to non-intrusive activities: hiking, cross country ski and snowmobile trails and related facilities).

*The Town of Red Bay Municipal Plan* (Appendix 2c) also contains a clause that requires any resident who accidentally discovers archaeological remains within the town to immediately contact the town office. The town then consults with the Provincial Archaeology Office and Parks Canada in order to properly protect the resource.

### 5. C (iv) Community Involvement



Figure 5.4 Local students working to stabilize a rendering oven site at Red Bay during the mid-1980s. *Cindy Gibbons personal collection*

Also at the community level is the involvement of local volunteers who assist in a variety of ways in the protection of the archaeological resources located within the boundaries of the nominated property. Since the discovery of archaeological resources at Red Bay in the late 1970s, area residents have taken an active interest in protection of the nominated property and its values. Many have been directly involved in its archaeology, research and presentation. Local volunteers continue to work with the Town of Red Bay, the Provincial Archaeology Office and Parks Canada to ensure

that the property is stable and properly protected and that issues relating to it are brought to the attention of the proper authorities.



### **5. D Existing Plans Related to Municipality and Region in which the Nominated Property is Located**

The following section provides an overview of the plans and studies for the area in and around Red Bay and the nominated property. They are related to the conservation and management of the nominated property or to the role that the remains of the Basque whaling station at Red Bay play in the development of the local community and of a broader tourism destination area.

#### **5. D (i) *Town of Red Bay Municipal Plan***

The current *Town of Red Bay Municipal Plan* (Appendix 2c) was prepared in 2010 under the specifications set out in the *Urban and Rural Planning Act* (2000). The plan was developed by an independent consultant after meetings with town councillors, community residents and other relevant organizations and individuals. During the preparation of the plan, much consideration was given to land use, to development and the local economy, and to the rich cultural heritage of the community — including the property to be nominated to the World Heritage List.

Section 1.2 of the municipal plan specifically expresses the intent of the Town of Red Bay to accommodate and support the World Heritage Site nomination for the Red Bay Basque Whaling Station. It also contains the policies needed to preserve the archaeological resources related to the nominated property's proposed Outstanding Universal Value. The land within the nominated property that contains the cultural resources has been zoned by the municipal plan for heritage preservation. Any proposed development for this area is subject to an assessment before approval. The assessment includes consultation with the Provincial Archaeology Office and with Parks Canada.

Section 2.1 of the *Town of Red Bay Municipal Plan* outlines the objectives that will be addressed by the Town of Red Bay during the 2010-2020 planning period. In terms of heritage preservation, the objectives include:

- to fully support the nomination of the Red Bay Basque Whaling Station as a UNESCO World Heritage Site;
- to support the preservation of Red Bay's heritage for residents as well as visitors;
- to support heritage preservation and presentation projects such as the development of hiking trails, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories about Red Bay; and
- to encourage the designation of all archaeological sites and sites of historic significance in all land-use designations identified by the plan.

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Section 2.2 of the *Town of Red Bay Municipal Plan* outlines the land-use policies of the town and the activities that are permitted within specifically defined land-use zones, as well as other policies that apply to them. The zones that apply to the nominated property are shown on Map 7 and described below.

### Zones of mixed development

The traditional mix of residential, public and commercial uses that have always co-existed in Red Bay will continue in zones of mixed development. Some areas that contain cultural resources are included in these zones. In these cases, the Town of Red Bay will assign the highest priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay. In recognition of the international significance of the archaeological resources at Red Bay, development proposals within the mixed development zones will be sent to the Provincial Archaeology Office and Parks Canada for review. Conditions recommended by these agencies concerning the preservation of archaeological resources will be implemented.

### Heritage preservation zones and archaeological sites



Figure 5.5 The shoreline of Twin Island, which is zoned by the Town of Red Bay as an area of Heritage Protection.

*Destination Labrador/Chris Samson*

Heritage preservation zoning extends to the shoreline of the Harbour and Basin at Red Bay and also includes the islands. The general intent of this zoning is to preserve the natural and cultural heritage of Red Bay in recognition of its significance to the community, the province, the country and the world. Development in this area will be limited to those initiatives that promote the conservation of natural and cultural heritage. Trail development may be permitted in ways that are sympathetic to heritage preservation. Similarly, uses related to the fishery and marine transportation may also be permitted

provided that the proper evaluation is carried out with respect to historic resources and engineering requirements. Before any development can be authorized with a permit by the Town of Red Bay or the Crown Lands division of Newfoundland and Labrador, it must first have the approval of the Provincial Archaeology Office.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Heritage preservation and archaeological sites are also addressed in the General Policies (Section 2.2.6) of the *Town of Red Bay Municipal Plan*. The town will assign high priority to the preservation of structures and sites that demonstrate and represent the natural and cultural history of Red Bay. The municipal designation of structures and sites will be pursued under provision 248 of the *Municipalities Act*, (1999). The town also recognizes the great potential for new archaeological sites to be found within the planning area. In such cases, the town council will set a high priority on consultation with the Provincial Archaeology Office and Parks Canada.

### Commercial Zone

The nominated property contains a small area of land that is zoned for commercial development. Uses permitted within this area include those related to fishery, tourism and other water-based commercial activities.

### Rural and Resource Zones

The remainder of the lands within the nominated property are designated rural and resource zones. It is the intent of the municipal plan that the traditional use of these lands for subsistence, recreation, public utility and other purposes be continued. This designation also ensures the environmental protection of sensitive areas. These lands will generally be retained in their natural state and development will be limited to environmental conservation, passive recreation and resource-based activities. Development proposals for these lands will be evaluated to determine potential impacts on the natural environment and cultural heritage of Red Bay.

### **5. D (ii) Red Bay National Historic Site of Canada Management Plan**

*The Red Bay National Historic Site of Canada Management Plan* (Appendix 2d) was prepared in 2011 by Parks Canada using the *Parks Canada Guide to Management Planning*. The plan provides strategic direction over the next 15 years for achieving Parks Canada's mandate to protect heritage resources, facilitate visitor experience opportunities and foster public appreciation and understanding of the national historic site. The Management Plan includes:

- a vision for the future towards which the site will aspire over the next fifteen years;
- three key strategies and associated objectives which will guide the overall direction of the site;
- a five-year implementation strategy summarizing planned actions and targets for measuring the success of management actions; and
- a summary of the Strategic Environmental Assessment conducted for the Management Plan.

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The vision for Red Bay National Historic Site of Canada as presented in the Management Plan is that:

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

*Visitors travel by land and by sea in increasing numbers to experience this unique place — its connection to the history of whaling, its long history spanning many Aboriginal and European cultures, its rugged northern coastal beauty, and distinctive local culture. Red Bay is considered “the place” to discover world-class practices of underwater archaeology and the otherwise unseen world of artefacts buried in the sea. Through a menu of learning, recreational, and experiential opportunities that meet visitors' varying interests and needs — such as hearing Basque music, learning about seafaring technology, hiking the trails and discovering whale bones, or hearing Aboriginal stories — visitors create their own personal connections to the site. In their own homes and in their own communities, people across Canada are inspired by Red Bay NHS and have opportunities to discover the site.*

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

The three key strategies of the management plan provide concrete direction for addressing both issues and opportunities identified relating to Red Bay National Historic Site while focusing efforts and resources on achieving the vision. The key strategies are:

**1. By Land and By Sea — Opening the Door to the Red Bay Experience.**

This strategy aims to capitalize on changing tourism trends in the Labrador region by working with partners to attract more visitors to the national historic site.

Objectives of this strategy include understanding the changing tourism trends as well as the needs, motivations and interests of visitors to Red Bay National

Historic Site of Canada, strengthening promotions for the site, and improving the pre-trip information available to potential visitors.

### **2. Red Bay and You — Facilitating Opportunities for Discovery, Enjoyment and Connection to Red Bay National Historic Site.**

This strategy is focused on facilitating meaningful visitor experiences through a selection of learning, experiential and recreational opportunities to help visitors discover, enjoy and connect to Red Bay National Historic Site, raise the profile of the site and increase visitation over the long-term. Objectives of this strategy include enhancing visitor experience opportunities to better meet the varying needs and interests of current and potential visitors, creating opportunities for visitors to discover the undeveloped stories of the site and the area, and discovery of the site by more Canadians through targeted outreach programs, satellite exhibits and a better presence on the World-Wide Web.

**3. Spirit of Relationships — Inspiring the Next Generation and Sharing Red Bay with the World.** This strategy seeks to further the engagement, support and commitment to the national historic site by community residents, the Government of Newfoundland and Labrador, Aboriginal communities and other stakeholders to the protection of the site's archaeological resources and to increase the enthusiasm for attracting more visitors and sharing Red Bay with the world, particularly among the youth of the area. The objectives of this strategy include continuing to protect the cultural resources and historic values of the site in partnership with local landowners, the Town of Red Bay, the Government of Newfoundland and Labrador and other partners, increasing the participation of local partners and stakeholders in projects, activities and events that facilitate visitor experience opportunities and attract visitors, supporting and completing the World Heritage Site nomination proposal for the Basque whaling station, and inspiring youth to get involved with the site.

The complete *Red Bay National Historic Site of Canada Management Plan*, including the implementation strategy, is included as Appendix 2d.



### 5. D (iii) *Uncommon Potential: A Vision for Newfoundland and Labrador Tourism*

In 2009 the Government of Newfoundland and Labrador released, a ten-year tourism strategy for the province. It focuses on creating a sustainable tourism industry that has economic, social and cultural benefits for the province and its residents. It recognizes tourism as a means of preserving and protecting the natural and cultural heritage of Newfoundland and Labrador and recognizes the need for strong leadership and partnerships to build a solid tourism industry in the province.

*Uncommon Potential* outlines seven strategic directions for the tourism industry in Newfoundland and Labrador (see complete strategy in Appendix 7a). While all of them are important to the industry in Red Bay and the surrounding area, two of them are essential to the continued development and sustainability of the nominated property.



**Figure 5.6** Promotional poster for a CD commemorating the Basque whaling history of Red Bay – a collaboration between local musicians, Parks Canada, the Arts Council of Newfoundland and Labrador and others. *Shirley Montague/Louis MacDonald*

*Strategic Direction 1 – Private Public Leadership: A Partnership for Tourism Growth and Development.* This strategic direction emphasizes the need to work collectively at all levels to achieve a sustainable tourism industry. Effective and dynamic partnerships are essential to the success of modern ventures. This is particularly true in the case of Red Bay, where a relatively small group of people has committed to preserving a site of international significance.

Under this strategic direction, local organizations have committed to working with various levels of government to undertake the future development and promotion of various heritage tourism attractions, including Red Bay, and creating a vibrant and successful tourism industry in the region that includes the protection of archaeological resources, properly trained and knowledgeable guides and positive economic benefits for the whole region.

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*Strategic Direction 4 – Product Development: Delivering Strategic and Sustainable Traveller Experiences.* This strategic direction focuses on developing authentic attractions and experiences that highlight the cultural heritage of Newfoundland and Labrador. The goal is to develop products, experiences and infrastructure that create economic benefits and preserve cultural assets for future generations.

Product development has been identified as crucial to the success of the tourism industry of Southern Labrador. This strategic direction is therefore very important to the partners working together to effectively present and preserve the Basque whaling station at Red Bay.

### **5.D (iv) Labrador’s Uncommon Potential, 2011-2014**

Closely associated with the Newfoundland and Labrador tourism strategy is *Labrador’s Uncommon Potential, 2011-2014* (Appendix 7b). This is the business plan developed by Destination Labrador, the destination marketing organization for the region of Labrador. Destination Labrador provides marketing support and expertise to tourism operators and partners in Labrador.

The goals of *Labrador’s Uncommon Potential, 2011-2014* include leading marketing initiatives in the region, becoming an advocate for the tourism industry in Labrador, providing professional development and market readiness assistance and generating increased tourism business.

### **5. D (v) Labrador Straits Integrated Community Sustainability Plan**



*The Labrador Straits Integrated Community Sustainability Plan* (Appendix 7c) was prepared in 2010. It identifies priorities for municipalities in the region that can be addressed on both community and regional levels and that will in turn contribute to the sustainability of the area.

**Figure 5.7** Restoration of the former light keepers’ residence on Saddle Island is an objective of Red Bay’s Integrated Community Sustainability Plan.  
*Parks Canada/Cindy Gibbons*

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The plan includes a vision, goals and objectives for each municipality in the region. It also includes a section on regional cooperation, which identifies initiatives to be pursued jointly. Many of the initiatives identified in the plan for the Town of Red Bay are associated with its history and culture, and most of them are specifically related to its 16th-century Basque whaling history.

Many of the opportunities identified for Red Bay are related to the further development of tourism infrastructure, including:

- refurbishing a former fish plant as a tourism facility;
- upgrading the attached wharf to accommodate cruise ships, expedition ships and other pleasure craft;
- expanding the existing hiking trail system; and
- encouraging businesses to develop more tourism-related products and services.

The plan also encourages the Town of Red Bay to work with Parks Canada to ensure the preservation and presentation of the community's history and heritage. It also recognizes the importance of retaining youth in the community and enabling them to develop opportunities and initiatives related to the tourism industry.

### **5. D (vi) Labrador Straits Development Corporation Strategic Economic Plan, 2011-2014**

The Labrador Straits Development Corporation (LSDC) is the regional economic development board for the southern Labrador region that extends from Red Bay to L'Anse au Claire. The overall goal of the organization is to collaborate with and support regional stakeholders to develop long-term economic development plans and initiatives that lead to a stable, growing and innovative regional business community.

The current *LSDC Strategic Economic Plan* (Appendix 7d) was developed in consultation with communities, businesses, municipalities and organizations in the region. The reports of various past initiatives were integrated into the new plan. It prioritizes initiatives to focus on those that can be reasonably achieved using available resources.

The plan calls for increasing efforts to develop experiences built on the region's heritage and historic places and identifies opportunities for development associated with heritage tourism, cruise ship shore packages, tourism package products and the continued development of anchor attractions at Red Bay and nearby Point Amour.

### 5. E World Heritage Site Management Plan

Each agency with management authority within the nominated property has a management plan and/or policies that guide its activities and decision-making. These documents guide the implementation of their individual mandates and apply only to the areas of the property under their jurisdiction. The management authorities have therefore developed a joint management plan to ensure the effective and consistent management and conservation of the entire nominated property. This integrated, joint *Management Plan for the Red Bay Basque Whaling Station* is found in Appendix 2a.

The purpose of the plan is to provide an overall management framework that guides decision-making related to the nominated property in a cohesive manner. It takes into account the responsibilities of the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada for the nominated property and its Outstanding Universal Value. It builds upon the legislation and policies that protect the archaeological resources at the federal, provincial and municipal levels and brings together elements of existing planning documents which facilitate their implementation within the nominated property.

The management plan outlines shared goals and objectives for the management authorities and others involved in the protection and presentation of the nominated property. It also builds on the responsibilities, legislation and policies of each authority to ensure a collaborative approach to information sharing and decision making for the long-term conservation of the property and its Outstanding Universal Value. The management plan is implemented through the existing plans and policies of the management authorities, as described in sections 5.C and D. The goals and objectives of the *Management Plan for the Red Bay Basque Whaling Station* are listed below.

#### Goals and Objectives

##### Goal of the Management Plan

The goal of the *Management Plan for the Red Bay Basque Whaling Station* is to ensure the overall protection, conservation and presentation of the nominated property and the attributes that support its Outstanding Universal Value.

##### Objectives

The three objectives of the *Management Plan for the Red Bay Basque Whaling Station* are:

- i. to set the framework for how all areas of the nominated property will be managed so that its Outstanding Universal Value is properly protected and conserved for present and future generations;

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- ii. to identify a manageable plan of action to engage local and international communities in the long-term management of the site and to increase awareness of its Outstanding Universal Value; and
- iii. to identify a sustainable approach to the continued development of heritage tourism and educational initiatives that prioritizes the protection of the Outstanding Universal Value of the nominated property.

### Implementation

*Management Plan for the Red Bay Basque Whaling Station* will be implemented by the management authorities using the guidelines set out in the *Red Bay National Historic Site of Canada Management Plan*, the *Town of Red Bay Municipal Plan* and provincial legislation in the form of the *Historic Resources Act*, its archaeological regulations and the newly developed *Policy for the Protection of Underwater Cultural Heritage at Red Bay, Labrador*, which is described below.

#### Parks Canada

*The Red Bay National Historic Site of Canada Management Plan* (2011) applies to lands administered by Parks Canada as Red Bay National Historic Site of Canada. This management plan sets direction for the management of the national historic site and identifies key strategies for moving forward during the next five years. The strategies and direction of the national historic site management plan are incorporated into and an integral part of the *Management Plan for the Red Bay Basque Whaling Station*. The key strategies of the *The Red Bay National Historic Site of Canada Management Plan*, outlined in detail in Section 3.D (ii), focus on visitor attendance and visitor experience opportunities at the site, and the objectives and actions associated with Key Strategy 3 include continuing and improving efforts to monitor and maintain the excellent state of conservation of archaeological resources under the jurisdiction of Parks Canada.

#### The Province of Newfoundland and Labrador

The *Historic Resources Act* and its *Archaeological Investigation Permit Regulations* apply to all lands – terrestrial and submerged – included in the nominated property. This piece of legislation is of great importance to the long-term preservation of the archaeological resources found in the nominated property at Red Bay. The Act and its associated *Archaeological Investigation Permit Regulations* ensure that the resources are protected against unauthorized removal and wilful damage and protected as well as possible from the effects of natural forces. The new *Policy for the Protection of Underwater Cultural Heritage at Red Bay, Labrador* was developed specifically to strengthen and improve the protection of underwater archaeological resources contained within the nominated property. This policy is designed to ensure that, through monitoring and educational



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programs, activities carried out in the Harbour, including cruise ship visits, recreational boating and recreational diving, do not have an adverse impact on underwater archaeological resources.

### The Town of Red Bay

*The Town of Red Bay Municipal Plan* is applicable to all terrestrial lands included in the town's planning area. This plan supports the goals of the *Management Plan for the Red Bay Basque Whaling Station*. It recognizes the need to protect areas that contain archaeological resources and have zoned them accordingly. The plan also places emphasis on the importance of reviewing development proposals before proceeding, and on monitoring projects that are in progress, to ensure that development does not compromise attributes of the nominated property and its Outstanding Universal Value.

### 5. F Sources and Levels of Finance

As the agency directly responsible for the operation of Red Bay National Historic Site of Canada, Parks Canada has assigned an annual operating budget of \$310,000 for the site. This covers:

- staffing of the visitor facilities;
- presentation of the site's messages of significance; and
- protection of the archaeological resources under the care of Parks Canada.

The financial resources from the Provincial Archaeology Office and the Town of Red Bay come from larger budgets that cover much more than resource protection at Red Bay. The contribution that they provide to support cultural resource management at Red Bay is made on an "as needed" basis and varies from year to year. Additionally, new opportunities to augment current funding through public and private sources will continue to be pursued.

### 5. G Sources of Expertise and Training in Conservation and Management Techniques

Parks Canada provides a wide range of expertise in conservation and management to the nominated property. Red Bay National Historic Site of Canada is managed by Parks Canada's Western Newfoundland and Labrador Field Unit. The managers, engineers, technicians, maintenance workers and interpreters responsible for the site are trained in the principles of conservation through programs such as the *Agency's Cultural Resource Management Policy Orientation Course and the Standards and Guidelines for the Conservation of Historic Places in Canada*.

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Red Bay is rich in archaeological resources and displays a large collection of associated artefacts. Support for their conservation and management is provided by archaeologists and conservators based at Parks Canada's Atlantic Service Centre in Halifax, Nova Scotia.



Figure 5.8 Parks Canada underwater archaeologists conduct a sonar survey of Red Bay Harbour, June 2009. Parks Canada/Jonathan Moore

Red Bay has a very significant collection of whaling galleons located *in situ* in the Harbour and a collection of associated artefacts. Full-time archaeology and conservation professionals in Parks Canada's Underwater Archaeology Services at Ottawa, Ontario provide ongoing support for the conservation and management of the underwater cultural resources at Red Bay. This team has designed and implemented a regular monitoring program to evaluate the effectiveness of the reburial techniques used for all the shipwreck sites. The professional and technical skills required

to carry on this monitoring program have been transmitted to new team members and each site visit is considered as an opportunity to improve the tools and devices used to monitor the condition of the remains. Reports created after each visit help to ensure the best possible management of the underwater archaeological resources.

In addition to Parks Canada, management and conservation assistance is also provided to Red Bay by archaeologists from the Provincial Archaeology Office and by conservators and curators at The Rooms Provincial Museum in St. John's, Newfoundland. Parks Canada and the provincial agencies work closely with the Town of Red Bay to ensure that its staff and volunteers are familiar with the basic principles of conservation and management of cultural resources.

### 5. H Visitor Facilities and Statistics

#### 5. H (i) Visitor Facilities

The primary visitor facilities related to the nominated property at Red Bay are owned and operated by Parks Canada.

##### Visitor Orientation Centre



**Figure 5.9** Visitor Orientation Centre at Red Bay National Historic Site. *Destination Labrador/Chris Samson*

Located on a prominent hill overlooking Saddle Island and the Harbour, the Visitor Orientation Centre provides visitors with an introduction to the national historic site at the core of the nominated property. Heritage guides are available during the tourism season (June – September) to help visitors plan their activities. The guides can also provide general visitor information about the community of Red Bay, the surrounding area and the rest of Labrador. At the Visitor Orientation Centre the film *The Basque Whalers of Labrador* gives visitors and tourists a 30-minute overview of the archival and archaeological research that has taken place related to Red Bay. The restored chalupa is also on display. Regular and handicapped parking spaces and facilities are available at the Visitor Orientation Centre, as well as parking space for motor coaches.

**Visitor Interpretation Centre**  
The second of Parks Canada's visitor facilities is the Visitor Interpretation Centre on the shoreline of the Harbour opposite the western end of Saddle

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The related archival material, period reproductions, video clips and scale models enhance the visitor experience with details of whaling ships and oil rendering stations. A look-out area at the top of the Interpretation Centre provides an excellent view of Saddle Island, the Harbour and other areas of the nominated property. The dock adjacent to the Visitor Interpretation Centre affords access to the water taxi service to Saddle Island.

Both the Visitor Orientation Centre and the Visitor Interpretation Centre are in general operation each year between June 1 and September 30. They are closed during the rest of the year because very few tourists visit the area outside of these months. Both Centres can, however, be visited by appointment during the off-season.

### Red Bay Right Whale Exhibit



The Town of Red Bay has also developed an interpretive exhibit that complements the Parks Canada facilities. Located at the town hall, it focuses on the North Atlantic right whales and bowhead whales hunted so successfully by the Basques. The exhibit also helps visitors assess current efforts to protect modern whale populations. The centrepiece of the exhibit is a 16th-century bowhead whale skeleton recovered during underwater archaeological excavations in the Harbour during the mid-1980s.

This exhibit is open to the public during July and August and can be visited by appointment during the off-season.

**Figure 5.10** The remains of a bowhead whale killed during the 16th century are displayed at the Town Hall in Red Bay. *Parks Canada/Cindy Gibbons*

### Public and Community Access to the Nominated Property

Because the nominated property has changed very little since the 1500s, visitors can readily appreciate it as the Basques did simply by following any of several walking trails established in and around the nominated property.

Access to Saddle Island is provided by water taxi between July 1 and September 30. On the island, visitors may take a guided or self-guided tour on a trail developed by Parks Canada. It highlights the location of various 16th-century archaeological features



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



Figure 5.11 View from the Boney Shore Trail. *Parks Canada/John McQuarrie*

as it winds through the island landscape. Interpretive panels that explain the features and their role in Red Bay's history as the largest and most important port associated with the beginning of the global whaling industry are placed at appropriate points.

The Town of Red Bay has developed trails on the west side of the Harbour to complement the Parks Canada experience. The Boney Shore Trail takes hikers to the most accessible on-shore whale bone deposit from the 1500s. Here hikers can see the large skull bones of at least 32 bowhead whales along with other specimens scattered on the landscape. The Tracy Hill Trail gives users an all-encompassing view of the Harbour and shoreline once used by the Basque whalers to render whale oil. A series of interpretive panels along the trail gives users a glimpse into the history and culture of the community.

These trails were developed using existing traditional footpaths that have long been used for picking berries, accessing trout ponds and, in the 19th and early 20th centuries, travelling overland to neighbouring communities. Traditional public access to these trails will be permitted as long as there is no negative impact on the cultural resources and viewsapes of that particular area of the nominated property.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

Additional information about the nominated property can be found at the following web sites:

- <http://www.pc.gc.ca/redbay>
- <http://www.labradorcoastaldrive.com>

### **Regional Considerations Regarding Visitor Facilities**

Other visitor services in and around the nominated property are operated as private businesses. A gift shop and restaurant operate immediately adjacent to the Visitor Interpretation Centre. The same business owns and operates four self-contained accommodation units located nearby. In addition, there is a five-room bed and breakfast about two kilometres from the nominated property in Red Bay. Other local business services include two convenience stores, two gas stations, a hair salon, laundry and shower facilities, a recreational vehicle hook-up service and a post office.

Red Bay is located on Highway 510 in Southern Labrador. It is at the end of an 80-kilometre stretch of paved highway and the beginning of the gravel portion of Route 510 that continues north through Labrador, eventually reaching towns located in the central and western parts of the region. Red Bay is most often accessed by driving the Viking Trail (Route 430) along the west coast of Newfoundland and taking a 90-minute ferry ride from St. Barbe to Blanc Sablon in Québec, then driving east to Red Bay. Visitors may also arrive at Red Bay by taking a gravel road from Baie Comeau in Québec that connects to the Trans-Labrador Highway in the western region of Labrador and continues east and south as Routes 500 and 510 of the Newfoundland and Labrador provincial highway system (see Map 1). Alternatively, visitors may fly into the regional airport at Blanc Sablon from St. John's, St. Anthony and Goose Bay in Newfoundland and Labrador, or from Sept-Îles in Québec. Two car rental agencies operate from the Blanc Sablon Airport.

The Labrador Straits tourism region along Route 510 includes seven communities: L'Anse au Claire, Forteau, L'Anse au Loup, Capstan Island, West St. Modeste, Pinware and Red Bay. In addition to the services at Red Bay described above, the region's largest hotel is in L'Anse au Claire. There is also a smaller hotel with additional cottages at West St. Modeste, as well as cottages at Forteau and bed and breakfast accommodations at L'Anse au Claire, Forteau, and L'Anse au Loup. The hotel and cottage accommodations also have restaurants associated with them.

### 5. H (ii) Visitor Statistics

Table 5.1 contains the number of visitors to Red Bay National Historic Site since 2000.

**Table 5.1 Visitor Statistics**

Season	Total
2000	8,369
2001	7,961
2002	9,713
2003	10,414
2004	9,829
2005	9,246
2006	8,462
2007	7,971
2008	8,304
2009	7,662
2010	7,751
2011	6,851

The peak in the number of visitors to Red Bay National Historic Site in 2003 coincided with the opening of the first phase of the Trans-Labrador Highway. For the first time ever, visitors could drive north from Red Bay through Labrador and make a link to the rest of Canada. The decline in numbers following this peak may be linked to a number of factors, including a decline in the number of Americans travelling to eastern Canada, a decline in the number of visitors arriving at the site as part of organized motor coach tours and a general weakening of the global economy.

In late 2009, the Trans-Labrador Highway linking coastal Labrador to the rest of Canada was completed and officially opened by the Government of Newfoundland and Labrador. This and other factors, such as the potential inscription of the Red Bay Basque Whaling Station on the World Heritage List, are expected to result in an increase in the number of visitors to the nominated property within the next decade. It is reasonable to expect that local tourism infrastructure will continue to develop and expand in order to accommodate this increase. These developments will be guided and monitored by the *Town of Red Bay Municipal Plan*.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

The number of visitors to the nominated property will continue to be monitored at Red Bay National Historic Site of Canada. Staffing levels and conservation measures will be adjusted as necessary to address any notable increases.

### 5. I Policies and Programs Related to the Presentation and Promotion of the Property

The proper presentation and promotion of the nominated property has a high priority within the proposed *Management Plan for the Red Bay Basque Whaling Station*. Specifically, the objectives and goals in the management plan reinforce the importance of understanding and presenting the property, as well as the advancement of scientific research and educational opportunities.

#### 5. I (i) Presentation of the property



Figure 5.12 Parks Canada interpreters deliver a storytelling program on Saddle Island.  
*Parks Canada/Cindy Gibbons*

The primary presentation of the nominated property is delivered by Parks Canada at Red Bay National Historic Site of Canada. The visitor facilities contain a series of non-personal interpretive media explaining the significance and key messages of the site, including artefacts, interior and exterior exhibit panels, video excerpts, reproductions and models. The media exhibits are enhanced by heritage guides who welcome visitors, conduct guided tours, make special presentations, lead educational programs, monitor visitor activity and provide basic information about the community and the region.

Parks Canada is now implementing the *Explorer Quotient* (EQ) program. Developed in partnership with the Canadian Tourism Commission, EQ uses social values as criteria for determining visitor preferences and expectations. By analysing the social values of travellers – instead of traditional visitor criteria such as age, gender, income and education – Parks Canada can better satisfy their expectations and preferences through specially developed personalized visitor experience opportunities. More information about the *Explorer Quotient Program* can be found in Appendix 8c.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

In addition to new visitor experience opportunities being created and implemented by Parks Canada as part of the Explorer Quotient program, new and innovative programs are being developed in partnership with local businesses and stakeholders such as the Town of Red Bay. These present the stories of the nominated property and the surrounding area. The methods developed to present the story of 16th-century Basque whaling at Red Bay include storytelling, interpretive walks, dramatic presentations, traditional interpretive displays and guided tours.

### Visitor Orientation Centre



Figure 5.13 Visitors at the Visitor Orientation Centre learn about the unique *chalupa* found in Red Bay Harbour. *Destination Labrador/Chris Samson*

The Visitor Orientation Centre at Red Bay National Historic Site of Canada functions as an introduction for visitors to the nominated property. The building itself was constructed at a prime location to facilitate interpretation of the nominated property. It has views to virtually all aspects of the nominated property. The services and exhibits featured at the Visitor Orientation Centre are described in detail in Section 5.H (i).

### Visitor Interpretation Centre

The Visitor Interpretation Centre uses a variety of media to interpret the key messages and the Outstanding Universal Value of the nominated property.



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

An interpretive display, *Whales, Ships and Men*, tells the story of the Basque whalers at Red Bay and the history of the site as the primary port involved in the early development of overseas whaling during the 16th century. The exhibit is enhanced by the display of an impressive collection of original artefacts recovered by archaeologists both on land and under water, including examples of the tools and implements used for hunting whales and processing whale oil, navigation instruments found on the sunken galleons,



Figure 5.14 Local children enjoy a visit to the Visitor Interpretation Centre at Red Bay National Historic Site of Canada. Parks Canada/Dale Wilson

items used in the everyday life of the whalers and personal items brought by the Basques to Labrador.

The organization and business practices related to the industry are illustrated by images and translations of original archival material found in Basque and Spanish archives. The exhibits also contain a variety of models that help explain the industry. A 1:20 scale model of the 24M vessel, based on archaeological studies of the original, gives insight into the shipbuilding techniques of the 16th century as well

as the methods of transport involved in the whaling industry. A full-scale cross-section of the vessel also illustrates these ideas and a 1:4 scale model of a whale oil rendering oven helps visitors understand the process of rendering whale blubber to oil.

### Right Whale Exhibit

To better understand the Basque whaling industry in Labrador during the 1500s and the beginning of the global whaling industry, it is necessary to learn about the whales they hunted: the North Atlantic right whale and the Greenland right or bowhead whale. The interpretive display at the Visitor Interpretation Centre has a small section that uses models of the whales, a video, scientific data and a selection of whale bones to introduce visitors to the two species of whales. This concept is expanded upon by The Red Bay Right Whale Exhibit located at the Red Bay Town Centre. This exhibit is explained in detail in section 5.H (i).

### Other Facilities Off-Site

Interpretive facilities outside the area have incorporated information about Red Bay into their displays as well. An exhibit at the Gros Morne National Park Visitor Reception Centre in western Newfoundland includes material about Red Bay. The exhibit is



## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY



Figure 5.15 Exhibition entitled *Basque Whaling: Danger and Daring on a Distant Shore* at the Basque Museum and Cultural Centre in Boise, Idaho. *Basque Museum and Cultural Center, Boise, Idaho*

designed to provide visitors to Gros Morne with information about sites along the Great Northern Peninsula of Newfoundland and in Southern Labrador. The Rooms Provincial Museum includes material about Red Bay and other 16th-century Basque whaling sites in Labrador in its permanent exhibit about the history and culture of Newfoundland and Labrador. At a national level, the Canada Hall exhibit at the Canadian Museum of Civilization in Gatineau, Québec (Canada's National Capital Region)

features a component on 16th-century Basque whaling in Labrador based on archival and archaeological research related to Red Bay. Internationally, information about Red Bay has been incorporated into a new exhibit at the Basque Museum in Boise, Idaho, U.S.A. In addition, Red Bay's historical link to the Basque Country is also being commemorated at museums and other venues there.

Interpretation on the World Wide Web is provided through a comprehensive website (<http://www.pc.gc.ca/redbay>) including an overview of the history and archaeology of the Basque whaling station at Red Bay, basic visitor information, learning experiences and activities related to the site. Additional information about 16th-century Basque whaling at Red Bay can be found at <http://www.labradorcoastaldrive.com> and <http://www.civilization.ca>.

### 5. I (ii) Promotion of the property

The nominated property at Red Bay is generally promoted by Parks Canada, which owns and operates Red Bay National Historic Site of Canada. Parks Canada has a national strategy for external relations and visitor experience called On Target that includes the promotion of national parks, national historic sites and national marine conservation areas to specific audiences. One of the goals of the strategy is to reach as broad an audience as possible. Specifically, Parks Canada is attempting to reach as many new Canadians, young families, young adults (aged 18-34 years) and school-age children as possible, with an emphasis on these audiences in urban areas of Canada. The complete strategy can be found in Appendix 8d.

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

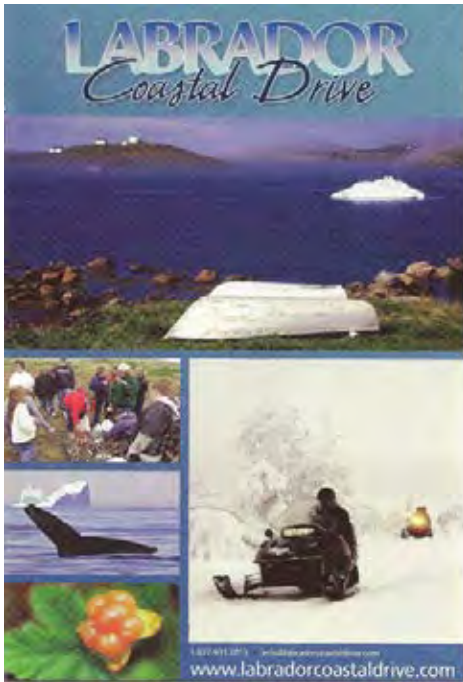


Figure 5.15 Promotional material for the Labrador Coastal Drive region features the Basque whaling site at Red Bay.  
*Labrador Coastal Drive Tourism Association*

Promotional materials created specifically for the site are distributed through Visitor Information Centres and other venues in Newfoundland and Labrador. Other Parks Canada publications promote Red Bay as well, including Tuckamore (the visitor guide to Gros Morne National Park) and the Vacation Planner for Parks Canada facilities in Atlantic Canada.

Parks Canada also works in partnership with other regional organizations and agencies to promote Red Bay. Foremost among them is the Destination Labrador program. Destination Labrador is a marketing organization responsible for the promotion of the Labrador region as a tourism destination. The 16th-century Basque whaling site at Red Bay has been identified as a key attraction in Labrador and it is promoted as such to various segments

of the travel trade, such as the cruise and motor coach industries. In addition, the Cruise Association of Newfoundland and Labrador promotes Red Bay as a port of call for cruise lines interested in visiting the province.

On a regional level, Parks Canada and the Town of Red Bay have partnered with other local organizations and businesses in the Labrador Coastal Drive marketing initiative. Red Bay has been identified as a primary and unique selling point for the southern Labrador region. Marketing strategies for the Labrador Coastal Drive include a website and a variety of print materials.

### 5. J Staffing Levels

In order to fulfil its mandate and maximize the tourism potential and economic benefit of the nominated property to the local community, Parks Canada provides the key staff directly responsible for the protection and presentation of the nominated property at Red Bay. Parks Canada's permanent positions at Red Bay include:

- a site supervisor responsible for overseeing the entire operation of Red Bay National Historic Site of Canada;

## 5. PROTECTION AND MANAGEMENT OF THE PROPERTY

- a maintenance person to ensure the smooth and effective operation of both visitor facilities on the mainland and those provided on Saddle Island; and
- six seasonal heritage guides responsible for the communication of the site's Outstanding Universal Value to visitors and the general public.

In addition, Parks Canada provides expertise in the fields of interpretation, archaeology, conservation, engineering and a variety of technical trades.

The Town of Red Bay, under whose jurisdiction the majority of the nominated property (outside the Parks Canada administered lands) lies, has one full-time employee who manages the affairs of the municipality. The municipality in turn works with professionals at both the Provincial Archaeology Office and The Rooms Provincial Museum. They provide the services of archaeologists and conservators as they are needed.

In addition, a group of long-term volunteers who gained valuable experience working with both the underwater and terrestrial archaeological teams at Red Bay during the 1980s assist with various activities related to the nominated property, including monitoring the condition of archaeological sites, assisting with site remediation when necessary and organizing and implementing various programs and activities related to the site.



Monitoring terrestrial sites on Saddle Island, 2009  
*Parks Canada/Cindy Gibbons*

## 6. MONITORING



### **6. A Key Indicators for Measuring State of Conservation**

A monitoring program is in place, led by Parks Canada, to collect data on the state of conservation of the archaeological resources located within the entire nominated property. In addition, Parks Canada also monitors the quality of visitor experience opportunities available and the effectiveness of both the educational programs presented and how the property and its heritage values are being promoted.

Terrestrial sites are regularly monitored to ensure that the natural processes of erosion do not have an adverse impact on the archaeological resources and that the protective vegetative cover remains in place. Regular monitoring of the underwater sites is carried out to ensure that they are not being impacted by the movement of ice, wave action or other natural occurrences and that the reburial mounds protecting the shipwreck sites remain in place and effective. Monitoring of local activities, such as shipping and land development, will continue in order to ensure that they have no adverse effects on the archaeological resources of the nominated property.

#### **6. A (i) Terrestrial archaeological resources**

A set of key indicators has been developed to monitor the state of conservation of the terrestrial archaeological resources located within the nominated property. These indicators are the basis of a monitoring program undertaken each year by Parks Canada personnel and community volunteers. The indicators allow the quick identification of any impacts of natural or human-induced factors on the archaeological resources. The monitoring program includes a series of master photographs of the resources taken at the beginning of the program. Each year a new set of photographs is taken and compared to the master photographs using the key indicators. Every five years a detailed report is prepared and a new set of master photographs taken. The indicators are detailed in Table 6.1 below.

The results of the first monitoring exercise, carried out in 2009, are outlined in Chapter 4; the entire report is contained in Appendix 4c.



## 6. MONITORING

**Table 6.1 Indicators of the state of conservation of terrestrial archaeological resources**

Indicator	Method	Periodicity	Location of Records
The percentage of <i>in situ</i> cultural resources that remain intact	Photography and existing archaeological records	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The percentage of each cultural resource that is covered by vegetation providing a protective layer	Photography	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The rate of coastal erosion	Photography and measurements from features to known landmarks	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The number of new infrastructure and residential developments within the property	Photography and local information	Annually by staff and volunteers at Red Bay and every five years by Parks Canada archaeologist	Parks Canada, Red Bay National Historic Site of Canada and Atlantic Service Centre, Halifax, Nova Scotia
The number of visitors to the property	Point of entry counts and information gathered at trail heads	Annually	Parks Canada, Red Bay National Historic Site of Canada

## 6. MONITORING

### 6. A (ii) Underwater archaeological resources

The following indicators have been developed as part of the monitoring program used by the Parks Canada Agency's Underwater Archaeology Services to evaluate the stability of the reburied wreck sites. Monitoring of the underwater archaeological resources at Red Bay takes place every five years. These are presented in Table 6.2 below.

**Table 6.2 Indicators of the state of conservation underwater archaeological resources**

Indicator	Method	Periodicity	Location of Records
Physical changes to the reburial sites (sediment patterns, ice scour, damage to tarpaulins, movement of tires, presence of foreign material and algae growth)	Video and photography	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario
Interior temperature, pH levels, salinity and amount of dissolved oxygen inside the reburial mounds	Water sampling and recording probes	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario
Extent of degradation of wood	Modern wood samples	Every five years by Parks Canada Underwater Archaeology Services	Parks Canada, Underwater Archaeology Services, Ottawa, Ontario

The results of the most recent monitoring of underwater cultural resources at Red Bay is outlined in Chapter 4 and contained in Appendix 4d.

### 6. B Administrative Arrangements for Monitoring the Property

Annual monitoring of the indicators related to terrestrial archaeological features will be carried out under the leadership of Parks Canada staff at Red Bay National Historic Site of Canada, who will work in partnership with volunteers and staff associated with both the Town of Red Bay and the Provincial Archaeology Office. The five-year monitoring of indicators related to terrestrial archaeological sites will be carried out by archaeologists from Parks Canada's Atlantic Service Centre. Regular monitoring of underwater archaeological sites will be conducted by archaeologists from Parks Canada's Underwater Archaeology Services. Monitoring data is available through:

Historic Site Supervisor  
Red Bay National Historic Site of Canada  
P.O. Box 103  
Red Bay, NL  
A0K 4K0

Town Clerk  
The Town of Red Bay  
P.O. Box 108  
Red Bay, NL  
A0K 4K0

Provincial Archaeologist  
Provincial Archaeology Office  
Department of Tourism, Culture and Recreation  
P.O. Box 8700  
St. John's, NL  
A1B 4J6

Director  
Parks Canada, Atlantic Service Centre  
1869 Upper Water St.  
Halifax, NS  
B3J 1S9

Chief Marine Archaeologist  
Underwater Archaeology Services  
Parks Canada, Ontario Service Centre  
1800 Walkley Road  
Ottawa, ON  
K1A 0M5

### 6. C Results of Previous Reporting Exercises

As a requirement of the Parks Canada Agency Act, an evaluation of the commemorative integrity of Red Bay National Historic Site of Canada was carried out in October 2011 (see Appendix 4a). An explanation of the concept of commemorative integrity is included in section 4.A. The review of the condition of the archaeological resources carried out as part of the commemorative integrity evaluation includes all those contained within the nominated property.

The evaluation carried out in 2011 indicates that the commemorative integrity of the nominated property has no significant impairment. The evaluation recognizes that some work is required to improve the presentation of the property to visitors. This is being addressed by the *Red Bay National Historic Site of Canada Management Plan* and the *Management Plan for the Red Bay Basque Whaling Station*. The evaluation of the archaeological resources within the nominated property indicates that the only threats to them are from natural forces such as erosion and the annual appearance of arctic pack ice. Monitoring and mitigation programs are in place to address these issues.

Strengths identified by the evaluation include:

- the stable condition of archaeological features within the property;
- the proactive approach of the community to monitoring and protecting the property; and
- the cooperation between the Town of Red Bay, the Province of Newfoundland and Labrador and Parks Canada in the overall protection of archaeological resources at Red Bay.

*The Red Bay National Historic Site of Canada State of the Site Report* prepared by Parks Canada in 2011 reflects the findings of the Commemorative Integrity Evaluation and the continued excellent state of conservation of the archaeological resources within the nominated property. *The Red Bay National Historic Site of Canada State of the Site Report* and Commemorative Integrity Evaluation are contained in Appendices 6b and 6c respectively.

Regular monitoring of the underwater archaeological sites at Red Bay has been carried out by Parks Canada underwater archaeologists on a five-year basis since the main excavation was completed in 1985. The results show very little change in the condition of the remains and confirm the stability of the site's reburial environment.

## 6. MONITORING

Videography and photography have enabled archaeologists to detect physical changes and damage to the exterior of the reburial mounds and to mitigate any problems. Both the water sampling and recording probe results indicate that the environment within the reburial mounds has remained anaerobic and stable. The new wood samples indicate no signs of degradation. Details of the underwater monitoring program are contained in Appendix 4e.

To date, the monitoring program described in sections 4.A (ii) and 6.A (ii) and involving the comparison of the physical condition of sites from year to year using photographs is the only comprehensive reporting exercise to be carried out on terrestrial archaeological resources in the nominated property.





Excavated rendering oven on Saddle Island  
*Memorial University of Newfoundland Archaeology Unit*

## 7. DOCUMENTATION



## 7. DOCUMENTATION

### **7. A Photographs, slides, image inventory and authorization table and other audiovisual materials**

#### **7. A (i) Appendix 1a**

Digital images with contact sheet and Authorization Table (CD)

#### **7. A (ii) Appendix 1b**

Video introduction to the nominated property (DVD)

### **7. B Texts relating to protective designation, copies of property management plans or documented management systems and extracts of other plans relevant to the property**

#### **7. B (i) Appendix 2 – Management Documents for the Nominated Property**

- 2a. Management Plan for the Red Bay Basque Whaling Station
- 2b. Memorandum of Understanding Concerning the Joint Management and Protection of the Proposed Red Bay Basque Whaling Station World Heritage Site
- 2c. Town of Red Bay Municipal Plan
- 2d. Red Bay National Historic Site of Canada Management Plan

#### **7. B (ii) Appendix 3 – Protection Documents**

- 3a. Red Bay National Historic Site Commemorative Integrity Statement
- 3b. Parks Canada Cultural Resource Management Policy
- 3c. Standards and Guidelines for the Conservation of Historic Places in Canada
- 3d. Status of Designations Committee Report on the Designated Place of Red Bay National Historic Site of Canada
- 3e. Policy for the Protection of Underwater Cultural Resources at Red Bay

#### **7. B (iii) Appendix 4- Monitoring and Reporting Documents**

- 4a. Commemorative Integrity Evaluation for Red Bay National Historic Site of Canada, 2011
- 4b. Red Bay National Historic Site of Canada State of the Site Report, 2011
- 4c. State of Conservation of Terrestrial Cultural Resources of the Basque Period, Red Bay, Labrador
- 4d. Red Bay National Historic Site of Canada Underwater Archaeology Survey, 2009
- 4e. Conservation of Underwater Archaeology Sites at Red Bay, Labrador

## 7. DOCUMENTATION

### **7. B (iv) Appendix 5 – Legislation**

- 5a. Navigable Waters Protection Act (Canada)
- 5b. Parks Canada Agency Act (Canada)
- 5c. Historic Resources Act (Newfoundland and Labrador)
- 5d. Municipalities Act (Newfoundland and Labrador)
- 5e. Urban and Rural Planning Act (Newfoundland and Labrador)

### **7. B (v) Appendix 6 – Community Declaration**

### **7. B (vi) Appendix 7 – Regional Plans**

- 7a. Uncommon Potential: A Vision for Newfoundland and Labrador Tourism
- 7b. Labrador's Uncommon Potential, 2011-2014
- 7c. Labrador Straits Integrated Community Sustainability Plan
- 7d. Labrador Straits Development Corporation Strategic Economic Plan, 2011-2014

### **7. B (vii) Appendix 8 – Presentation and Promotion Plans**

- 8a. Red Bay National Historic Site of Canada Visitor Information Program, 2009 Final Report
- 8b. Red Bay National Historic Site of Canada Visitor Experience Assessment, April 26-27, 2010
- 8c. Explorer Quotient Program Information
- 8c. On Target: A Strategic Focus for External Relations and Visitor Experience

### **7. B (viii) Appendix 9 – Research Reports**

- 9a. The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century
- 9b. Archaeology at Red Bay, Labrador: 1978-1992
- 9c. A Report on Documentary Research Relating to 16th-century Whaling at Red Bay, Labrador, Carried Out in Basque and Spanish Archives Between 1972 and Present

### **7.B (ix) Appendix 10 – Miscellaneous Letters of Support**

### **7. B (ix) Appendix 11 – Maps**

- Map 1 – Regional Setting
- Map 2 – Proposed World Heritage Boundary and Buffer Zone
- Map 7 – Land Use and Ownership
- Map 8 – Archaeological Resources of the Red Bay Basque Whaling Station

## 7. DOCUMENTATION

### 7. C Form and Date of Most Recent Records or Inventory of Property

The inventory of archaeological sites for the Province of Newfoundland and Labrador is held by the Provincial Archaeology Office at St. John's, Newfoundland. It includes all known underwater and terrestrial archaeological sites at Red Bay. The inventory exists in both digital (Microsoft Access) and hard copy format. Records include the location, description, research and published and unpublished references for each recorded site. The Provincial Archaeology Office also holds the original copies of the required field season reports for archaeological work at Red Bay since 1978.

Under the Historic Resources Act for the Province of Newfoundland and Labrador, artefact collections and inventories are the jurisdiction the Province. The Rooms Provincial Museum is the repository for most provincial collections. All artefact collections and inventories associated with terrestrial archaeological sites at Red Bay, with the exception of the main Saddle Island excavation (EkBc-1), are held by The Rooms Provincial Museum at St. John's. The EkBc-1 collection and inventory are held by Memorial University's Archaeology Department in St. John's. These inventories are in digital and hard copy format. They include original artefact field tags, field notes, photographs and slides, site maps and conservation treatment records. Artefact record forms exist in both digital (Microsoft Access) and hard copy format.

Under an agreement with the Province of Newfoundland and Labrador, artefact collections and inventories associated with the underwater archaeological sites at Red Bay are held by Parks Canada's Underwater Archaeology Services at Ottawa, Ontario. These inventories consist of field record forms, artefact record forms, photographs, video and other formatted multi-media records, site maps, research notes and conservation treatment records, which are held in both digital (Microsoft Access) and hard copy format.

### 7. D Address Where Inventory, Records and Archives are Held

Provincial Archaeology Office  
Department of Tourism, Culture and Recreation  
Government of Newfoundland and Labrador  
West Block, Confederation Building  
P.O. Box 8700  
St. John's, NL  
A1B 4J6

The Rooms Provincial Museum  
9 Bonaventure Avenue  
P.O. Box 1800  
St. John's, NL  
A1C 5P6

## 7. DOCUMENTATION

Department of Archaeology  
Memorial University of Newfoundland  
Queen's College  
210 Prince Phillip Drive  
St. John's, NL  
A1C 5S7

Underwater Archaeology Services  
Parks Canada, Ontario Service Centre  
1800 Walkley Road  
Ottawa, ON  
K1A 0M5

### 7. E Bibliography

#### 7. E (i) History and Significance of the Red Bay Basque Whaling Station

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### Personal Communications

Boshoff, Jaco. Maritime Archaeologist, Iziko Museums, Cape Town, South Africa.

Dyer, Michael. Maritime Curator, New Bedford Whaling Museum, Massachusetts, USA.

Hacquebord, Louwrens. Archaeologist, Arctic Centre, University of Groningen, The Netherlands.

Hansen, Felipe Valdés. Whaling Historian, Galicia, Spain.

Lepage, Michel. La Société Provancher d'histoire naturelle du Canada.

Rafnsson, Magnús. Archaeologist, Náttúrustofa Vestfjarða, Iceland.

Sanger, Chesley. Professor Emeritus, Department of Geography, Memorial University of Newfoundland, St. John's, Newfoundland.

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Red Bay shoreline  
*Destination Labrador/Chris Samson*

## **8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES**



## 8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES

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## 8. CONTACT INFORMATION OF RESPONSIBLE AUTHORITIES

### 8. D Official Web Address

The official web site address is:

<http://www.pc.gc.ca/redbay>

The website is maintained by the Western Newfoundland and Labrador Field Unit, Parks Canada.

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Name: David Rodger

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*Parks Canada/J. McQuarrie*

## **9. SIGNATURE ON BEHALF OF THE STATE PARTY**



9. SIGNATURE ON BEHALF OF THE STATE PARTY

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The Honourable Peter Kent, P.C., M.P.  
Minister of the Environment and  
Minister responsible for Parks Canada

December 15th, 2011

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Date

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## NOTES

- <sup>1</sup> The site identification numbers 24M, 27M, 28M, 29M and 72M refer to 16th-century Basque shipwreck sites located in Red Bay Harbour. Their locations are indicated on Map 5.
- <sup>2</sup> Eric J. Dolin, *Leviathan: The History of Whaling in America*. New York: W.W. Norton and Company, 2007, p.p. 12 and 35; Joe Roman, *Whale*. London: Reaktion Books Ltd, 2006, p.p. 51 and 65; Richard Ellis, *Men and Whales*. New York: Alfred A. Knopf, 1991, p.p. 144, 166 and 214.
- <sup>3</sup> W. Thom, *The History of Aberdeen: Containing an Account of the Rise, Progress, and Extension of the City*, Aberdeen: 1811, p. 171; quoted in Chesley W. Sanger, “‘Oil is an Indispensible Necessity of Life.’ The Impact of Oscillating Oil and Baleen (Bone) Prices on Cyclical Variations in the Scale and Scope of Northern Commercial Whaling, 1600-1900.” *International Journal of Maritime History*, Vol. XV (2), December 2003, p. 154.
- <sup>4</sup> Daniel Francis, *The Great Chase: A History of World Whaling*. Toronto: Penguin Books, 1991, p. 21.
- <sup>5</sup> Republic of Korea, “Daegokcheon Stream Petroglyphs.” *Tentative List for World Heritage Sites*. Accessed at <http://whc.unesco.org/en/tentativelists/5486>.
- <sup>6</sup> R. Marshall, “Whaling in Norway.” Celsius Centre for Scandinavian Studies. Accessed at <http://diempdidi.info/nordicnotes/Volo4/articles/whales.html>.
- <sup>7</sup> Sarah Lazarus, *Troubled Waters: The Changing Fortunes of Whales and Dolphins*. London: The Natural History Museum, 2006, p. 22.
- <sup>8</sup> *Ibid.*, p. 23.
- <sup>9</sup> J.L. Bannister, “Notes on Nineteenth Century Catches of Southern Right Whales (*Eubalaena australis*) off the Southern Coasts of Western Australia.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p. 255 and W.H. Dawbin, “Right Whales Caught in Waters Around South Eastern Australia and New Zealand during the Nineteenth and Early Twentieth Centuries.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p.p. 261-62.
- <sup>10</sup> Lazarus, *Troubled Waters*, p. 46.
- <sup>11</sup> Dawbin, “Right Whales,” p.p. 261-62.
- <sup>12</sup> Peter B. Best, “Catches of Right Whales from Shore-based Establishments in Southern Africa, 1792-1975.” In Robert L. Brownell, Peter B. Best and John H. Prescott (eds.), *Right Whales: Past and Present Status*. Reports of the International Whaling Commission, Special Issue 10, Cambridge, 1986, p. 275.
- <sup>13</sup> Francis, *The Great Chase*, p. 41.

## NOTES

<sup>14</sup> Lazarus, *Troubled Waters*, p. 32.

<sup>15</sup> Francis, *The Great Chase*, p.p. 47-48.

<sup>16</sup> Ibid, p. 55.

<sup>17</sup> Public Broadcasting Service, transcript of *Into the Deep: America, Whaling and the World*, page 19. Accessed at <http://www.pbs.org/wgbh/americanexperience/films/whaling>.

<sup>18</sup> Francis, *Great Chase*, p. 65.

<sup>19</sup> Peter Applebome, "They Used to Say Whale Oil Was Indispensable, Too." *New York Times*, August 3, 2008. Accessed at <http://www.nytimes.com/2008/08/03/nyregion/03towns.html>.

<sup>20</sup> Our present-day knowledge of the history and significance of 16th-century Basque whaling in what is now eastern Canada comes as a result of research undertaken by historical-geographer Selma Barkham in Spanish and Basque archives beginning in the early 1970s. The information contained in this section is based largely on Barkham's published and unpublished research as well as that subsequently undertaken by her son Dr. Michael Barkham.

<sup>21</sup> Will of Joanes de Echaniz, Archivo Histórico de Protocolos de Gipuzkoa, Oñati, Spain. Translation by Michael Barkham.

<sup>22</sup> Historic Sites and Monuments Board of Canada, minutes of board meeting 1979-05.

<sup>23</sup> Historic Sites and Monuments Board of Canada, minutes of board meeting 1989-11.

<sup>24</sup> Lazarus, *Troubled Waters*, p.p. 23-24; Francis, *The Great Chase*, p. 19; Richard Ellis, *Men and Whales*. New York: Alfred A. Knopf, 1991, p.p. 42-45.

<sup>25</sup> Louwrens Hacquebord, "The Jan Mayen Island Whaling Industry: Its Exploitation of the Greenland Right Whale and its Impact on the Marine Ecosystem." *Jan Mayen Island in Scientific Focus*, edited by Stig Skreslet, pp. 229 - 238. Dordrecht, The Netherlands: Kluwer Academic Publishers, 2004; personal communication with Louwrens Hacquebord, Archaeologist, Arctic Centre, University of Groningen, The Netherlands.

<sup>26</sup> Republic of Korea, "Daegokcheon Stream Petroglyphs." *Tentative List for World Heritage Sites*. Accessed at <http://whc.unesco.org/en/tentativelists/5486>.

<sup>27</sup> Reginald Auger and Marianne P. Stopp. "1986 Archaeological Survey of Southern Labrador: Quebec/Labrador Border to Cape Charles." Final report submitted to the Newfoundland Museum, 1987; Dr. David L. Keenlyside, "An Archaeological Survey of Schooner Cove, Labrador. *Archaeology in Newfoundland and Labrador 1984*, edited by Jane Sproull Thomson and Callum Thomson, pp. 248 - 271.



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<sup>28</sup> William W. Fitzhugh, Anja Herzog, Sophia Perdikaris and Brenna McLeod. "Ship to Shore: Inuit, Early Europeans and Maritime Landscapes in the Northern Gulf of St. Lawrence." *The Archaeology of Marine Landscapes*, edited by B. Ford, pp. 99 - 128. Springer Science and Business Media, 2011; William W. Fitzhugh, "Borders, Bifaces and Basques: Archaeological Surveys on Quebec's Lower North Shore." *From the Arctic to Avalon: Papers in Honour of Jim Tuck*, edited by Lisa Rankin and Peter Ramsden. Proceedings of the Conference From the Arctic to Avalon: Transforming the History of Northeastern North America, St. John's, Newfoundland, October 14 - 16, 2006, BAR International Series 1507, pp. 53-70. Oxford: British Archaeology Reports, 2006; Allison McGain, "Archaeological Survey of Possible Courtemanche Site and Assessment of Chance Discoveries in the Municipality of Bonne-Espérance, Lower North Shore." Canada Economic Development and Municipality of Bonne-Espérance, 2004; F. Niellon, "L'occupation humaine de la Basse-Côte-Nord et son interprétation : dossier sur les ressources archéologiques." Municipalité de la Côte-Nord du Golfe St - Laurent, 1984; Françoise Niellon, "Intervention archéologique sur les sites historiques de la baie Les Cinq Lieues et de la baie du Milieu (Basse-Côte-Nord) - Été 1985." Municipalité de la Côte-Nord du Golfe St. Laurent, 1986; F. Niellon and A. McGain, "Intervention archéologique sur les sites historiques des baies de Blanc-Sablou et du Milieu (Basse - Côte - Nord) - Été 1988." Municipalité de la Côte - Nord du Golfe St. Laurent, 1989; F. Niellon and A. McGain, "La station baleinière basque de la baie du Milieu : recherche archéologique 1987 sur le site EiBi - 10." Municipalité de la Côte - Nord du Golfe St. Laurent, 1987; Historic Sites and Monuments Board of Canada, "L'île aux Basques: un Carrefour de l'histoire." Formulaire de demande - lieu. 2000.

<sup>29</sup> John Braginton-Smith, and Duncan Oliver. *Cape Cod Shore Whaling: America's First Whalemens*. Charleston, South Carolina: History Press, 2008; Ellis, Richard. *Men and Whales*. New York: Alfred A. Knopf, 1991; personal communication with Michael Dyer, Maritime Curator, New Bedford Whaling Museum, Massachusetts, USA.

<sup>30</sup> Anthony B. Dickinson and Chesley W. Sanger. *Twentieth-Century Shore-Station Whaling in Newfoundland and Labrador*. Montreal and Kingston: McGill-Queens University Press, 2005; Ellis, Richard. *Men and Whales*. New York: Alfred A. Knopf, 1991.

<sup>31</sup> Svend E Alberthson, "Archaeological Investigations of 17th century Whaling on Svalbard." *Acta Borealia* 1 (1989): 43 - 51; Louwrens Hacquebord and Dag Avango. "Settlements in an Arctic Resource Frontier Region." *Arctic Anthropology* 46.1-2 (2009): 25 - 39; Louwrens Hacquebord, Fits Steenhuisen and Huib Waterbolt. "English and Dutch Whaling Trade and Whaling Stations in Spitsbergen (Svalbard) Before

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<sup>32</sup> Ragnar Edvardsson and Magnús Rafnsson. “Basque Whaling Around Iceland: Archaeological Investigations in Strákatangi, Steingrímsfjörður.” March 2006; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2008.” Data structure report. February 2009; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2009.” Field report. February 2010; Magnús Rafnsson and Ragnar Edvardsson. “Foreign Whaling in Iceland: Archaeological Excavations at Strákatangi in Hveravík, Kaldrananeshreppi, 2010.” Field report. February 2011; personal communication with Magnús Rafnsson, Archaeologist, Náttúrustofa Vestfjarða, Iceland.

<sup>33</sup> Alex Aguilar. “A Review of Old Basque Whaling and its Effect on the Right Whales (*Eubalaena glacialis*) of the North Atlantic.” *Right Whales, Past and Present Status: Proceedings of the Workshop on the Status of Right Whales, New England Aquarium, Boston, 15 - 23 June, 1983*, edited by R.L. Brownell, Jr., P.B. Best and J.H. Prescott. Reports of the International Whaling Commission, Special Issue 10, pp 191 - 199. Cambridge: International Whaling Commission, 1986; personal communication with Felipe Valdés Hansen, Whaling Historian, Galicia, Spain.

<sup>34</sup> Purcell Miller Tritton. “Inspections of the Disused Shore-Based whaling Stations for the Government of South Georgia and the South Sandwich Islands.” July 2011. Accessed at <http://www.sgisland.gs/download/Gazetteer/Main%20Report%20July%202011.pdf>.

<sup>35</sup> Ellis, Richard. *Men and Whales*. New York: Alfred A. Knopf, 1991.

<sup>36</sup> AWSANZ Project. “The Archaeology of Whaling in Southern Australia and New Zealand.” Accessed at <http://ehlt.flinders.edu.au/archaeology/department/research/projects/awsanz/index.html>; Prickett, Nigel. “The Archaeology of New Zealand Shore Whaling.” Accessed at <http://www.doc.govt.nz/upload/documents/conservation/historic/topics/archaeology-nz-shore-whaling.pdf>.

<sup>37</sup> Personal communication with Jaco Boshoff, Maritime Archaeologist, Iziko Museums, Cape Town, South Africa.

<sup>38</sup> In the context of Parks Canada, commemorative integrity describes the health or wholeness of a site. A national historic site is considered to have commemorative integrity when the resources directly related to its designation as a national historic site are not impaired or under threat, its reasons for designation are effectively communicated to the public and its heritage values are respected in all decisions and actions that affect it. A Commemorative Integrity Evaluation is carried out the National Historic Sites administered by Parks Canada every five years.

<sup>39</sup> The ratings provided in this section are based on criteria established in a report entitled “Condition Indicators for *In Situ* Archaeological Resources” (Parks Canada 2008). In the case of unexcavated archaeological resources, a good rating indicates that a major portion of the archaeological resource is *in situ* and that it is stable with no evidence of deterioration; fair indicates that a substantial portion of the resource is *in situ* and that it has sustained some

## NOTES

disturbance and may be under threat; a poor rating indicates that a minimal portion of the resource is *in situ* and that disturbance is significant and actively continuing.

<sup>40</sup> Based on criteria established in “Condition Indicators for *In Situ* Archaeological Resources,” for excavated sites good refers to resources that have complete and stable coverage by backfill and vegetation and have no need of further conservation; fair refers to resources that have the major portion covered but some patches exposed with structural rocks or backfill visible and that may need enhanced monitoring or conservation; poor refers to resources that have the major portion exposed and subject to deterioration and that need conservation.

<sup>41</sup> Records kept at Red Bay National Historic Site of Canada and managed by the Western Newfoundland and Labrador Field Unit of Parks Canada.

<sup>42</sup> Information obtained from Visitor sign-in books maintained by the Town of Red Bay at the entrance to the Boney Shore and Tracy Hill Walking Trails.

<sup>43</sup> Information from the Town of Red Bay, 2010.





**MAP 1**  
RED BAY BASQUE WHALING STATION  
**Regional Setting**

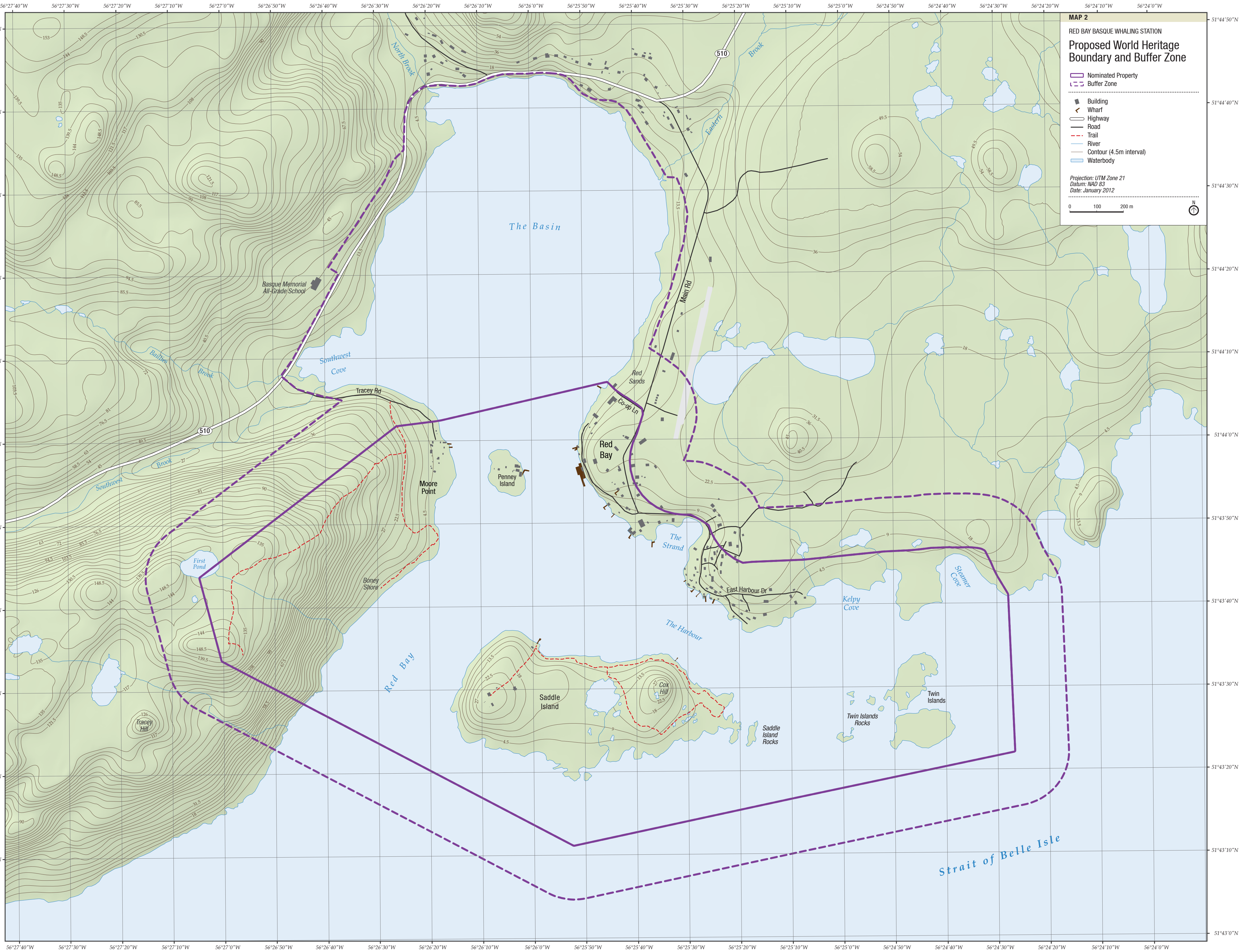
- Ferry Route
- International Boundary
- Major Road
- Provincial Boundary
- River

Projection: UTM Zone 21  
Datum: NAD 83  
Date: January 2012

0 50 100 km

N





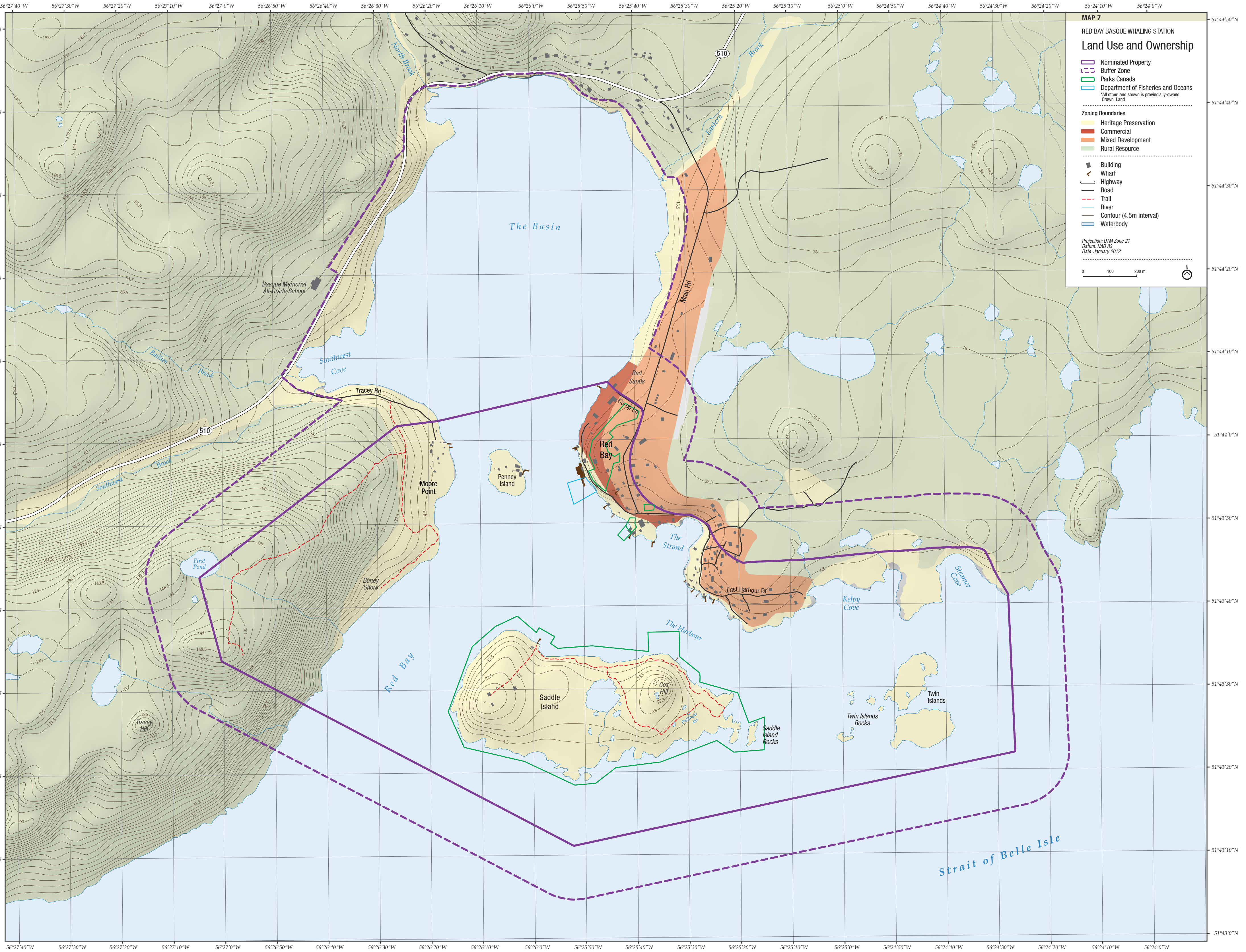
**MAP 2**  
**RED BAY BASQUE WHALING STATION**  
**Proposed World Heritage**  
**Boundary and Buffer Zone**

- Nominated Property
- Buffer Zone
- Building
- Wharf
- Highway
- Road
- Trail
- River
- Contour (4.5m interval)
- Waterbody

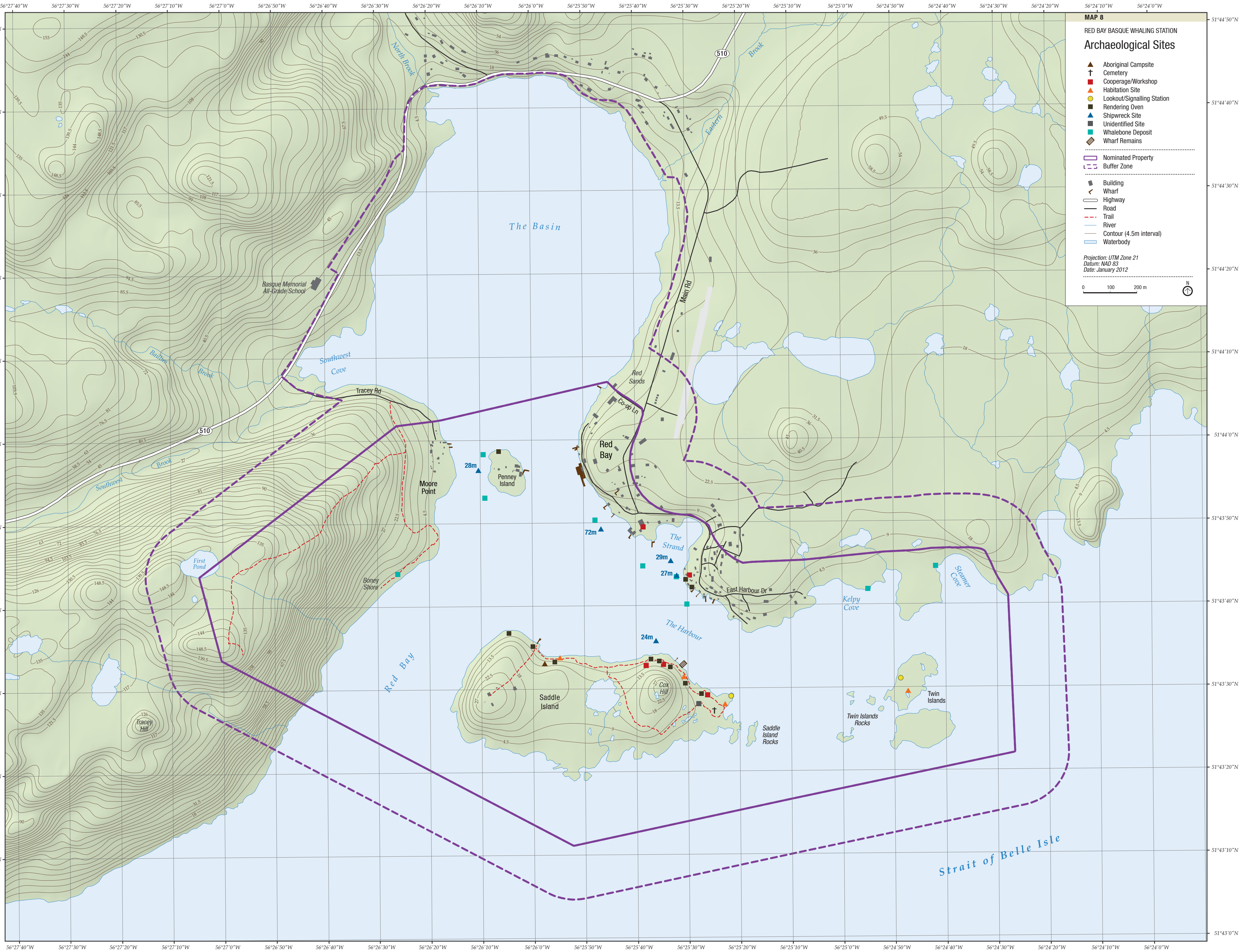
Projection: UTM Zone 21  
Datum: NAD 83  
Date: January 2012











The Basin

Basque Memorial All-Grade School

Southwest Cooe

Tracey Rd

First Pond

Moore Point

Boney Shore

Red Bay

Saddle Island

The Harbour

Kelpy Cove

Steamer Cooe

Strait of Belle Isle

510

Main Rd

Red Bay

Co-op Ln

Red Sands

Cox Hill

Saddle Island Rocks

Twin Islands

Twin Islands Rocks

28m

72m

29m

27m

24m

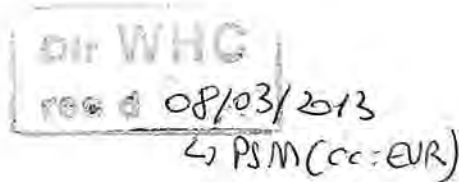




Parcs  
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Mr. Kishore Rao  
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FEB 26 2013

**Subject:                    Supplementary information requested by ICOMOS  
for the *Red Bay Basque Whaling Station* nomination**

Dear Mr. Rao:

On behalf of Canada, I am writing in response to the letter from ICOMOS of December 21<sup>st</sup>, 2012 addressed to H.E. Jean-Pierre Blackburn, Ambassador and Permanent Delegate of Canada to UNESCO, and email correspondence of January 17<sup>th</sup>, 2013 addressed to John Pinkerton, with respect to Canada's nomination of the *Red Bay Basque Whaling Station* for inscription on the World Heritage List.

I am pleased to provide you (attached) with the requested supplementary information.

Thank you for your collaboration in the implementation of the World Heritage Convention in Canada.

Yours sincerely,

Larry Ostola  
Vice President  
Heritage Conservation and Commemoration Directorate, Parks Canada Agency  
and  
Head of Canadian Delegation to the World Heritage Committee

Attachment

Canada

cc H.H.E. Jean-Pierre Blackburn, Ambassador and Permanent Delegate of Canada to UNESCO  
Yasemin Heinbecker, Deputy Permanent Delegate of Canada to UNESCO  
Myriam Montrat, Secretary-General, Canadian Commission for UNESCO  
Vincent Garneau, Policy Advisor, Democracy, Commonwealth and Francophonie Division, Foreign Affairs and International Trade Canada  
Alessandro Balsamo, Programme Specialist, World Heritage Centre  
Regina Durighello, Director, World Heritage Programme, ICOMOS  
Carol Sheedy, Vice-President, Operations, Eastern Canada  
Michaela Kent, A/Field Unit Superintendent, Western Newfoundland & Labrador Field Unit, Parks Canada

**Response to request for clarification from ICOMOS**

***Red Bay Basque Whaling Station***

**World Heritage nomination**

**(Canada)**

**26 February 2013**



ICOMOS, in a letter dated December 21st, 2012, requested additional information from Canada regarding the World Heritage nomination for the *Red Bay Basque Whaling Station*. The request is summarized as follows:

1. Could the State Party significantly reinforce the analysis of the socio-technical system that operated at the Red Bay site (nature and economics of the fuel, cooperage wood, technical structure and operation of rendering ovens, storage units and circulations on the site, state of health of populations, etc) in order to better justify criterion (iv)?
2. Could the State Party, in order to reinforce knowledge about the property, present the scientific results obtained from the study of human remains from the Basque cemetery with regard to the state of health of the populations (the response to this point may be incorporated with the previous point)?
3. Could the State Party provide additional information about the Management Committee, its composition, the way it functions now and will function in the future, and its role as the coordinating authority for the management of the property?
4. Could the State Party consider extending the buffer zone in order to better ensure sustainable protection of the property's visual integrity?
5. Could the State Party provide information on the monitoring and protection of the underwater remains?

Canada sought clarification on the first question in the above correspondence by means of an e-mail to ICOMOS on January 15th, 2013, which read as follows:

*As we prepare this additional information, it would be helpful to have further clarification of one point.*

*Specifically, would you be able to please clarify the definition of 'socio-technical' as used in this letter? Is it broadly interpreted to mean bringing a human dimension to the archaeological presentation made for criterion (iv)? Any additional comments you can provide on these points will be greatly appreciated and taken into consideration during our work in developing a response to ICOMOS.*

In response ICOMOS provided further clarification by e-mail on January 17th, 2013.

*Système sociotechnique" est utilisé dans le sens usuel donné à ce terme en histoire ou en archéologie, et tout particulièrement en histoire des techniques. Il indique qu'une bonne connaissance du système sociotechnique permet de comprendre l'ensemble des facteurs matériels, techniques, humains et économiques associés à une activité humaine de production ou de consommation, ainsi que les corrélations entre ces facteurs.*

*Ici, il indique le besoin de beaucoup mieux décrire la succession des processus matériels en œuvre, du double point de vue technique et social. L'exemplarité technique du bien, nécessaire à l'établissement du critère (iv), doit être démontrée non seulement par les éléments archéologiques effectivement présents, mais aussi par une connaissance scientifique d'ensemble suffisante des processus en jeu, tant d'un point de vue technique (description et fonctionnement des dispositifs techniques, structure et flux de l'exploitation, matières premières, produits, etc.) que d'un point de vue social et économique, au sens le plus large de ces termes (savoir-faire, structure sociale, organisation du travail, flux économiques en jeu (ici particulièrement importants), modes de vie, état sanitaire des populations, etc.).*

*En d'autres termes, l'analyse de certains aspects est partielle (venant manifestement de spécialistes différents) ou relativement succincte (extrait de documents de communication grand public) ou encore absente (ils sont indiqués dans la lettre du 21 décembre 2012) et doivent faire l'objet d'une synthèse historique, dans l'optique notamment de mieux justifier le critère (iv).*

An English translation of this correspondence is provided as Appendix 1 to this document.

Canada is pleased to provide responses to the above questions in the text that follows.

***Question 1: Could the State Party significantly reinforce the analysis of the socio-technical system that operated at the Red Bay site (nature and economics of the fuel, cooperage wood, technical structure and operation of rendering ovens, storage units and circulations on the site, state of health of populations, etc) in order to better justify criterion (iv)?***

***Question 2: Could the State Party, in order to reinforce knowledge about the property, present the scientific results obtained from the study of human remains from the Basque cemetery with regard to the state of health of the populations (the response to this point may be incorporated with the previous point)?***

ICOMOS requested that Canada significantly reinforce the analysis of the socio-technical system that operated at the *Red Bay Basque Whaling Station* in order to better justify criterion iv, as well as provide further information of the study of human remains. The following response describes that system and how it contributes to our knowledge and understanding of the *Red Bay Basque Whaling Station* as an exceptional example of a technological ensemble representing the earliest stages of large-scale commercial whaling. ICOMOS also requested that the State Party, in order to reinforce knowledge of the nominated property, present the scientific results of the study of the human remains from the Basque cemetery at Red Bay with regards to the state of health of the whalers. Analysis of the burial patterns and human skeletal remains found at Red Bay is the subject of an ongoing study by Memorial University of Newfoundland Master of Arts student Lori White. White has prepared a paper that outlines her findings to date as they relate to additional information requested by ICOMOS concerning the nomination of the Red Bay Basque Whaling Station. Information from this report has been incorporated into a combined response to questions one and two. The complete report is attached to this response as Appendix 2.

Please note that detailed descriptions of the technical components of the Red Bay Basque Whaling Station, including the ships, are contained in section 2A(i) and (ii) of the main nomination document. Section 2B(vi) of that document contains a description of the technical processes involved in whaling and whale oil production at Red Bay.

For several centuries whaling had been a local industry centred along the Basque coast in the Bay of Biscay. Whaling at Red Bay and other Labrador ports started in the 1520s after Basque cod fishermen noticed large numbers of whales in the Strait of Belle Isle during their summer voyages to Atlantic Canada. The earliest voyages for whales were combined with cod fishing expeditions. When French explorer Jacques Cartier made his first voyage through the Strait of Belle Isle in 1534, whaling operations at Red Bay were well-established and in full production. With the demand for whale oil in Europe growing, Basque outfitters and investors had recognized the potential of overseas whaling, and by the 1540s they were sending ships to Labrador solely for the purpose of whaling.

Whaling at Red Bay during the 16th century was part of a long-established Basque tradition and is recognized as the world's first large-scale commercial whaling operation. The Basques had developed the skills and techniques of whaling at home in the Bay of Biscay. They were streamlined and adapted to

large-scale production at Red Bay and other Labrador ports during the 16th century and, subsequently, during the early 17th century Basques were hired to teach these skills and techniques to Dutch and English whaling crews at Spitsbergen. These skills and techniques then formed the basis of the huge offshore whaling industry that developed during the following centuries. The basic techniques did not change until the development of modern industrialized whaling practices in the 19th century.

A description of the technical process of whaling as taught by Basques to English whalers at Spitsbergen in 1613<sup>1</sup> forms part of our knowledge base, along with the archaeological remains at Red Bay and evidence from Spanish and Basque archives, of the socio-technical system that existed at the Red Bay Basque Whaling Station.

Whaling voyages to Red Bay and other Labrador ports were organized in the Basque Country through charter parties<sup>2</sup> – agreements between ship owners and outfitters. The selection of crew members was split. The outfitters appointed a captain who was then responsible for engaging crew members. The ship owners, however, reserved the right to hire certain crewmembers, which allowed them to maintain some control of the whaling expeditions to the other side of the Atlantic Ocean. Beyond this, we do not have a complete understanding of the process of recruiting crew for a whaling expedition because most hiring contracts were verbal<sup>3</sup>.

The whaling crews that came to Red Bay during the 16th century consisted of three distinct groups: the *oficiales* (officers), mariners, and apprentices and pages. As well as the usual officers in charge of the ship, such as the captain, master, pilot, boatswain and steward, the officers on a whaling voyage included skilled tradesmen such as coopers, harpooners and flensers. These were the highest paid members of the crew. The mariners or ordinary seamen were less well paid but were expected to perform the more difficult and dangerous work associated with whaling, such as rowing the whaleboats and tending the pots of boiling oil. These men therefore had to be strong and in the prime of life. The apprentices and pages consisted of several categories. Apprentice tradesmen were generally 11 or 12 year old boys and were often the sons or nephews of the skilled tradesmen. Apprentice whalers were grown men and the work required of them was extremely hard and dangerous. Apprentices were paid part of the share earned by the masters from whom they were learning their trade. Ships boys and pages were the lowest paid members of the expedition. They were at the service of the crew and were required to carry out tasks that ranged from cleaning the ship to reciting the morning and evening prayers<sup>4</sup>.

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<sup>1</sup> Robert Fotherby's journal of a 1613 English whaling expedition to Spitsbergen (referred to as Greenland at the time) is held by the American Antiquarian Society. A digital copy of the original document can be accessed at [http://www.americanantiquarian.org/Exhibitions/View/3/fig3\\_10.htm](http://www.americanantiquarian.org/Exhibitions/View/3/fig3_10.htm).

<sup>2</sup> Charter parties were among the many documents studied by researchers Selma and Michael Barkham in Basque and Spanish archives. A summary of their work is found in Appendix 9c of the World Heritage nomination document for the Red Bay Basque Whaling Station.

<sup>3</sup> Jean-Pierre Proulx, "Basque Whaling Methods, Technology and Organization in the 16th Century." In Robert Grenier, Marc-André Bernier and Willis Stevens (Eds), *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century*, Vol I, pp. 42-96. Ottawa: Parks Canada, 2007, pp. 58-59.

<sup>4</sup> Proulx, "Basque Whaling Methods," pp. 59-60.

The spiritual and physical health of the whalers was a significant concern of the organizers of the expeditions. Documents indicate that the crews of larger vessels going to Red Bay and other whaling ports included a chaplain and surgeon. They administered to the needs of all whalers at the port and often travelled to other nearby ports as they were required<sup>5</sup>.

The religious beliefs of the whalers that came to Red Bay during the 16th century are reflected in the burial practices observed during study of the cemetery located on Saddle Island (Area L and a portion of Area M on Map 3b found on page 34 of the nomination document). The west-east orientation of the remains, the extended burial positions and the position of the hands and feet of the individuals buried at Red Bay are indicatively Christian<sup>6</sup>. Further evidence of the deep and strong Christian beliefs of the whalers comes from documents found in Basque archives. For example, the will of Juan Martinez de Larrume, written at Red Bay in June 1577, contains requests for masses to be said at churches in his home town of Orio and at other churches in the Basque Country. There are also a number of bequests to the various churches<sup>7</sup>.

A significant part of preparing for a whaling voyage was the outfitting. According to charter parties that have been studied by researchers in Basque archives, the outfitters were required to supply the expedition with all the equipment necessary for a successful whaling voyage, including whale boats, harpoons, lances and other whale hunting tools, copper cauldrons for rendering the oil and materials necessary for building and repairing structures at the whaling station.

The outfitters were also responsible for providing enough food and drink for the crew during the entire expedition. The expedition depended on it, as without a sufficient diet the whalers would not have been able to carry out the difficult tasks required of them. Several archival documents have been found that list the types of provisions provided for the whalers at Red Bay<sup>8</sup>. The daily diet of the whalers at Red Bay included ships biscuit<sup>9</sup>, bacon, beans, peas, wine and cider. The outfitter also sometimes provided additional supplies such as salt cod, sardines and olive oil. Vinegar, mustard seed, garlic and/or butter were also provided to add some flavour to the diet.

Whalers also took a private supply of food with them to Red Bay, increasing the amount of food that they had available each day and adding a little variety to their diet. These private stores included items such as nuts, raisins, cheese, good wine and extra cider. In addition, archaeological remains of a variety

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<sup>5</sup> Proulx, *ibid*, p. 59.

<sup>6</sup> Lori White, "Research Paper Addressing ICOMOS Question 2." Prepared for the Department of Tourism, Culture and Recreation, St. John's, NL, 16 February 2013, pp. 8-9.

<sup>7</sup> Original of the Will of Juan Martinez de Larrume is held by Archivo Histórico de Protocolos de Gipuzkao, Oñati, Spain. Information cited here is based on a translation by M. Barkham.

<sup>8</sup> Details of the provisions taken on several whaling voyages to Labrador can be found in Michael Barkham, "Aspects of Life Aboard Spanish Basque Ships During the 16th Century, with Special reference to Terranova Whaling Voyages." In Robert Grenier, Marc-André Bernier and Willis Stevens (Eds), *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century*, Vol V, pp. 45-64. Ottawa: Parks Canada, 2007, pp. 46-49.

<sup>9</sup> A simple biscuit made from flour, water and sometimes salt. It was inexpensive and was commonly used on long sea voyages because it kept a long time without spoiling.



of land animals, birds, fish and berries indicate that the whalers at Red Bay supplemented their diet with locally available food.

Based on this documentary and archaeological evidence, researchers have concluded that the whalers at Red Bay were generally healthy and well-nourished<sup>10</sup>. The combination of European rations and locally available food comprised a healthy and balanced diet. The dried beans and peas provided some protein that was supplemented by the fish and game taken locally. Also, the large amount of apple cider taken on the voyages provided the whalers with essential vitamins. Researchers estimate that each whaler received approximately 2.7 litres of cider per day during the expedition<sup>11</sup>. The Vitamin C in the diet of the whalers was also likely supplemented by the availability of a variety of wild berries found at Red Bay, such as bakeapples (cloudberries), partridgeberries (lingonberries) and blackberries (crowberries).

The overall good health of the whalers at Red Bay is also substantiated by Lori White's ongoing study of the human remains found in the cemetery area on Saddle Island. Her overall assessment of the remains of the whalers is that they were a young, strong and healthy group. There is evidence that some of the individuals suffered from dietary deficiencies as children but none as adults<sup>12</sup>.

Whaling at Red Bay was a seasonal operation, with whaling crews arriving in the spring, hunting whales and processing oil for several months and then sailing back to the Basque Country. Whaling crews at Red Bay consisted of 50 to 120 men, depending on the size of the ship. Whale oil processing stations have been found by archaeologists at eleven distinct locations at Red Bay. Based on archival documents that refer to the size of whaling crews and the extent of the archaeological remains at Red Bay, archaeologists have estimated that as many as 1,000 whalers came to Red Bay each year during the 1560s and 1570s.

The nature of a seasonal operation did not lead to permanent settlement or construction of any of the structures usually associated with it, such as dwelling houses, chapels or hospitals. The goal of the expeditions was to kill enough whales and process enough oil to fill the ships and head back to Europe to sell it as quickly as possible. The emphasis was on building and maintaining the structures that were essential, namely the rendering ovens and cooperages, without time to build or construct anything permanent that was not necessary for the quick and efficient production of whale oil.

The archaeology of the site has revealed that these structures, the most important and only permanent structures erected at Red Bay, were roofed with tiles. The ovens, which typically consisted of anywhere between three and seven fireboxes, were constructed of local granite stones. The fireboxes were lined with insulating clay and wooden structures with ceramic tile roofs were built over the ovens to shelter them and the workers from the worst of the Labrador elements. Both the clay and the tiles were brought from the Basque Country. Archaeological evidence from two rendering oven sites at Red Bay has yielded wooden elements associated with the structures that covered them, built of local softwood

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<sup>10</sup> Barkham, "Aspects of Life," p. 56.

<sup>11</sup> Proulx, "Basque Whaling Methods," p. 57.

<sup>12</sup> White, "Research Paper Addressing," p. 11.

that grows in the areas surrounding the inner harbour at Red Bay. Three cooperages which had wooden walls and tiled roofs have also been excavated.

With no permanent dwellings constructed on land, the living and eating quarters of the whalers at Red Bay were therefore on board the whaling ships moored in the harbour. There are, however, a couple of exceptions based on archaeological evidence. Domestic debris associated with the cooperages indicates that the coopers lived as well as worked in the workshops. The other exception is the presence of rudimentary structures located near the rendering ovens. These shelters were generally built using rock faces as one or two walls and covered with sail cloth, whale baleen or other available materials. There was a place to build a small fire and space for a couple of men to sleep. It is possible that some whalers preferred to sleep on land during the warmer months and perhaps prepare their own food.

The crews arrived at Red Bay each year in late May or early June after spending about six weeks at sea. The first task upon arrival was to ensure that the previous year's structures associated with the shore stations or processing areas (the rendering ovens and cooperages) were in good shape. This work was the responsibility of the carpenters and involved building new structures or making repairs to existing ones, depending on the amount of damages incurred during the previous winter. This work could involve replacing stones in the fireboxes of the ovens, lining them with fresh clay, replacing tiles on the roofs and making repairs to the wooden parts of the structures. It was also the responsibility of the carpenters to ensure that the wooden structures that covered the ovens were in good repair. Tiles usually had to be replaced on the roofs after the harsh Labrador winter.

The necessary repairs to the shore stations were completed as quickly as possible so that the real business of whaling could begin. Archaeological evidence for lookout or signalling stations has been found at two headlands at Red Bay, at which men were posted to watch for whales. On a small island with no other evidence of whaling activity, a small shelter was found at the base of a large rock outcrop that provides a wide view of the Strait of Belle Isle. The remains of a firepit at the top of one rock outcrop and domestic debris at the base of it suggests that men were tasked with signalling when whales were spotted. Once the signal went up the whaleboats, which the Basques called chalupas, set out in pursuit. These boats, manned by crews of five to seven men that included a harpooner, were specially designed to move lightly and quickly over the water. The whaleboats were generally rowed but were also equipped with sails to take advantage of favourable wind conditions.

It was the responsibility of the oarsmen to manoeuvre the boat close enough to the whale for the harpooner to make his initial strike. It was more important at this point to firmly attach a harpoon to the whale than to actually kill it. Once struck, the whale generally reacted by swimming away from its pursuers and a long line attached to the shaft of the harpoon played out as the whale swam away. The end of this line was attached to the boat, enabling the crew to stay with the whale and acting as a mechanism to slow down and further tire the injured whale. Once it had exhausted itself, the buoyant whale came to a rest and floated on the surface of the water. At this point the oarsmen could get their whaleboat close enough for the harpooner to kill the whale with a well-aimed strike of his lance to the whale's blowhole.

After the whale died it continued to float on the surface. The men attached a tow rope to the tail of the whale and towed it back to the harbour at Red Bay. Each whaleboat assisted by attaching ropes to the others to make the task easier. Tied together, several whaleboats formed a train to tow the huge whale back to the harbour.

Upon return to Red Bay the men did what was necessary to quickly get the whale flensed and the oil processed. Consequently, particularly during peak periods, whale oil production could be a 24-hour a day process, with the men working in shifts to get the whale oil rendered and stored in barrels in an effort to fill the ship and head back home as quickly as possible.

Flensers were among the well-paid skilled workers of the expedition. The whale was taken to the ship moored up in the harbour. The ship's tackle was used to help the men strip the blubber from the whale. Specially made slings suspended from the side of the ship were placed around the body of the whale to hold it in place. Long-bladed flensing knives were used to cut into the fat of the whale and a hook at the end of a rope from the ship was attached to the fat. A winch, capstan or other device attached to the rope on the ship was turned to remove a large strip of blubber from the whale as it was rotated in the slings.

The strips of blubber were cut into smaller pieces and taken ashore to the rendering ovens, where they were placed in copper cauldrons over open fires in the fireboxes to render out the oil. Men were responsible for keeping the fires going and tending the cauldrons full of hot, melting blubber from platforms built behind the fireboxes.

Once the fat had melted and all the oil was extracted, it was ladled into barrels for transfer to the ships. The barrels, with a standard capacity of 211 litres, were pre-made in the Basque Country, broken down into bundles of staves and reassembled at Red Bay. Each whaling crew at Red Bay included a cooper and his apprentices. The cooperages found at Red Bay were located near the rendering ovens, but further from the beach and at a higher elevation. This kept the skilled work of the coopers a little distant from the heat and smells of the rendering ovens and also took advantage of the higher elevations to make it easier to move the completed barrels to the rendering ovens by rolling them downhill.

The rendered oil was purified by a very simple but effective method before being poured into the barrels. A vat or other large container was half filled with fresh water and the oil poured in on top. The oil floated on the water and any dirt and impurities settled to the bottom of the vat. The finished oil was then skimmed off and ladled into the barrels. The filled barrels were rolled down to the beach and floated out to the ships. Once the ship was filled with oil the crew packed up their tools and personal belongings and set sail for Europe.

In her study of the remains of the whalers found in the cemetery at Red Bay, Lori White has observed evidence of occupational stress on the majority of the skeletons, which generally manifests itself in unusual patterns of degenerative arthritis. Osteoarthritis is present in most of the skeletons that she has

studied. The most common evidence of occupational stress that she observed is found on the arms and shoulders, which is consistent with the tasks carried out by the whalers at Red Bay<sup>13</sup>.

The whaling industry of the mid-16th century was incredibly lucrative. Although it is difficult to determine the value of the cargo in modern currency, in 1985 researchers concluded that a barrel of oil was valued at approximately \$6,000 (1985 Canadian dollars)<sup>14</sup>. The ships at Red Bay had an average capacity of about 1,000 barrels, meaning that their cargo was valued at about \$6,000,000. We know from archival documents that when men signed on for a whaling voyage they agreed to work on the shore system. That is, they worked in exchange for a percentage of the total value of the cargo when it was sold. Documents show that a full share of a whaling voyage was worth 4.5 barrels of oil in 1565. The number of shares allotted to crew members depended on their rank within the crew hierarchy. Harpooners, for example, were entitled to three full shares<sup>15</sup>. Based on the above estimates, a harpooner at that time would have made the equivalent of about \$80,000 per voyage. The whalers who came to Red Bay were often attracted by the fact that they could earn much more on a single whaling voyage than most people who worked on land at home could earn in the same time<sup>16</sup>. There was a substantial financial incentive for the men to work hard to ensure that the ship was filled with oil and returned safely across the ocean as quickly as possible. For them, the end return was worth the hard work and the dangers encountered on whaling expeditions that often lasted eight or nine months.

The Basques initially crossed the Atlantic Ocean to hunt North Atlantic right whales. At that time the whaling voyages were completed by late summer and the ships headed back to Europe. Documentary research has revealed that the duration of whaling voyages during the 1550s was getting longer<sup>17</sup>. The demand for whale oil was continuing to increase and the number of investors sending ships to take advantage of the growing demand was also increasing. Increased hunting was affecting the number of whales available in the Strait of Belle Isle during the summer and the crews had to stay in Labrador longer in order to fill their ships. The lateness of the departures actually led to the discovery of a different whale population that migrated south through the Strait of Belle Isle during autumn. According to Barkham's research, by the 1560s Basque ships were being outfitted for an extended season of eight or nine months and staying in Red Bay and other Labrador ports until November or December. The extension of the whaling season provided the stock of whales necessary for the industry to peak during the 1560s and 1570s.

The new stock of whales that was the impetus for the extended whaling season was bowhead whales. The bowhead whale is generally larger than the North Atlantic right whale and has a thicker layer of fat, therefore yielding more barrels of oil per whale for the 16th-century whalers. Recent scientific studies looking at the DNA of whale bones associated with Basque whaling at Red Bay and several other whaling

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<sup>13</sup> White, "Research Paper Addressing," p. 13.

<sup>14</sup> Robert Grenier, "Excavating a 400-year-old Basque Galleon." *National Geographic* 168.1 (1985), p. 58.

<sup>15</sup> Proulx, "Basque Whaling Methods," p. 76 & note 487 on p. 95.

<sup>16</sup> *Ibid*, p. 76.

<sup>17</sup> Michael Barkham, personal communication, October 2005; research results remain unpublished.

ports from the period have concluded that the bowhead whale was the primary target of the 16th-century whale hunt in the Strait of Belle Isle<sup>18</sup>.

The whaling crews that stayed at Red Bay into the late fall and early winter during the peak years of whaling ran the risks associated with the cold, harsh climate of Labrador in order to avoid returning home without a full cargo of oil. Documentary evidence and extensive archaeological study of a burial ground at Red Bay reveal that these men took great risks during a whaling expedition. Several burial sites within the cemetery contain multiple burials, suggesting that they died at the same time. For example, a group of seven men buried together is consistent with the crew of a whaleboat and may be the result of an accident. Ships were lost due to the harsh conditions, such as the *San Juan*, which broke its moorings in a wind storm at Red Bay in the fall of 1565. There are also records of ships being frozen in the ice by early freeze-ups. For example, in 1576/77 crews were trapped in at least three Labrador harbours, including Red Bay, by the ice and were forced to spend the winter in Labrador. They were not prepared for this, as the expeditions had only been outfitted for a standard whaling season. They did not have the food and clothing necessary to withstand a Labrador winter. Hundreds of men died before relief arrived the following spring in the form of new expeditions. It is possible that one of the multiple graves found at Red Bay was the result of a forced over-wintering such as the one that occurred in 1577. A minimum of 12 unburied individuals were found inside the remains of a small structure at the eastern extremity of the cemetery area<sup>19</sup>.

Given these conditions, living and working as a whaler at Red Bay during the 16th century required a significant amount of preparation. Clothing was an extremely important aspect of preparing for a whaling voyage. By the time that whaling at Red Bay reached its peak in the 1560s and 1570s expeditions extended from late spring to late fall, requiring that the whalers have a variety of clothing with them to protect them from a variety of weather conditions. Our knowledge of the clothing worn by whalers comes from both archival documents that detail the clothing necessary for whalers and other Basque seamen from the period as well as archaeological evidence from two grave sites at Red Bay. These sources indicate that the whalers were generally well prepared for the conditions and carried several changes of clothing with them.

The standard dress of the whalers at Red Bay included an overcoat or large cape made of heavy woollen cloth. It was made of raw wool that retained the natural oils, making the garment both warm and waterproof – two essential qualities to guard against the climate of Red Bay. The whalers also had several garments that could be worn under the overcoat. These garments were made of a variety of materials, including wool, sheepskin or goatskin with the hair still attached and both coarse and finer cloths. The varying weights of the garments meant that they could be changed according to the weather and temperature. The whalers also wore woollen knee-length breeches. Two examples found at Red Bay indicate that the breeches were made of varying weights of woollen fabric as well. One pair was made of coarse undyed wool and the other from a finer woollen fabric that had been dyed blue.

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<sup>18</sup> B.A. McLeod, M.W. Brown, M.J. Moore, W. Stevens, S.H. Barkham, M. Barkham and B.N. White, "Bowhead Whales, and Not Right Whales, Were the Primary Target of 16th- to 17th-century Basque Whalers in the western North Atlantic." *Arctic* 16.1 (2008), p. 70.

<sup>19</sup> White, "Research Paper Addressing," p. 10.



Each whaler also had five or six pairs of woollen stockings that came to the knees as well as several metres of fabric that they wrapped around their legs to make gaiters for extra warmth and protection. The footwear of the whalers consisted of a pair of calfskin boots and several pairs of shoes made from goatskin or sheepskin. Other items worn by whalers at Red Bay included linen undershirts, gloves and woollen hats. The gloves and hats in particular were essential as the whaling voyages extended into the fall. In addition, one of the burials containing garments at Red Bay indicated that the whalers layered their clothing to provide extra warmth – the unfortunate whaler was wearing two woollen shirts when he was buried<sup>20</sup>.

Archaeological remains at Red Bay, along with several supporting documents related to the Basques in the Strait of Belle Isle, point to a possible relationship between the Basques and Aboriginal peoples at Red Bay. At the time of the arrival of the Basque whalers in Red Bay, the south coast of Labrador was home to Aboriginal peoples who were ancestors of the Innu, the Aboriginal peoples of the Québec-Labrador Peninsula. Archaeologists have excavated an Aboriginal campsite in a field adjacent to the rendering ovens at Saddle Island West that contains the remains of at least 170 hearths used over a period of about 500 years. Descriptions of this site can be found on pages 35 and 47 of Section 2A(i) in the main nomination document. Radio-carbon dating has revealed that the most recent hearths in the campsite were used concurrently with the Basque whaling station during the 16th century. A 1542 document recording depositions from Basque fishermen regarding the activities of French explorers in North America refers to early contact between Basques and North American natives in the Strait of Belle Isle. According to these documents, Basque fishermen regularly met with natives and exchanged European goods for furs. It was also noted that the natives could understand European languages<sup>21</sup>. In 1620 English seafarer and colonial governor of Newfoundland, Captain Richard Whitbourne, wrote that the native peoples encountered by the whalers readily assisted with the “killing, cutting and boyling of whales”<sup>22</sup>. Along with the archaeological remains of the Aboriginal campsite, these documents indicate that a relationship existed between the Basques and the natives in the Strait of Belle Isle. Further research is required to fully understand the nature of these possible relationships at Red Bay.

Owing to a variety of factors, including a decline in whale stocks, embargoes placed on Basque whaling ships by the King of Spain to assemble a war fleet, and the defeat of the Spanish Armada by the English in 1588, the peak years of whaling at Red Bay and other Labrador ports had ended by the 1580s. Historians have identified only 13 whaling expeditions to Labrador during the 1580s compared to 10 times that number identified during the peak years between 1560 and 1575<sup>23</sup>. Because many of the records studied do not specifically identify which ports the expeditions were bound for, we do not know

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<sup>20</sup> Details of the sailors’ clothing from the 16th century are from Barkham, “Aspects of Life,” pp. 55-56.

<sup>21</sup> H.P. Biggar, *A Collection of Documents Relating to Jacques Cartier and the Sieur de Roberval*. Ottawa: Public Archives of Canada, 1930, pp. 447-54 and 459-64.

<sup>22</sup> Captain Richard Whitbourne, *A Discourse and Discovery of Newfoundland*. London: Felix Kingston for William Barret, 1620, p. 2.

<sup>23</sup> Jean-Pierre Proulx, “The Presence of Basques in Labrador in the 16th Century.” In Robert Grenier, Marc-André Bernier and Willis Stevens (Eds), *The Underwater Archaeology of Red Bay: Basque Shipbuilding and Whaling in the 16th Century*, Vol I, pp. 25-42. Ottawa: Parks Canada, 2007, p. 34.

how many crews came to Red Bay during the final years of the industry. The last known recorded presence of Basque whalers at Red Bay however, was a crew that over-wintered in 1603/04<sup>24</sup>.

The archaeological resources associated with the *Red Bay Basque Whaling Station* comprise the largest, most extensive and most important technological ensemble known in the world that illustrates early industrial-scale whale oil production. The remains of all necessary components of the whaling process are preserved at Red Bay. Combined with archival and historical documentation, no other site in the world provides such a complete understanding of the socio-technical system that supported an industry which became a world-wide endeavour for three centuries. As the first-known large-scale whaling site in the world, the evidence provided by the *Red Bay Basque Whaling Station* is key to our understanding of the genesis of the global whaling industry.

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<sup>24</sup> Michael Barkham, personal communication, 20 March 2009.

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**Question 3: Could the State Party provide additional information about the Management Committee, its composition, the way it functions now and will function in the future, and its role as the coordinating authority for the management of the property?**

The terrestrial and marine areas which fall within the nominated property for the *Red Bay Basque Whaling Station* come under the jurisdiction of four different government agencies or departments that are recognized within the country of Canada. They include Parks Canada and the Department of Fisheries and Oceans, an agency and department respectively of the federal government. The remaining two are the Department of Tourism, Culture and Recreation, of the province of Newfoundland and Labrador and the municipality, the Town of Red Bay. Each of these have as a part of their mandate or function a responsibility to protect any cultural resources which may be found within their jurisdiction and they have worked collaboratively since artefacts were first discovered at Red Bay in the 1970s. Through the process of preparing the nomination to have the *Red Bay Basque Whaling Station* inscribed on the World Heritage List, this relationship of shared protection, conservation and presentation has been formalized by a Memorandum of Understanding (MOU) of signing authorities representing each jurisdiction. By signing the MOU, this group has agreed to collectively take on the responsibility as World Heritage Site manager in the event of a successful inscription, at which time it would become known as the Management Committee.

The above-mentioned MOU was signed in December 2011 and is attached to the main nomination document as Appendix 2b. The MOU indicates that if the World Heritage Committee inscribes the nominated property on the World Heritage List, the Management Committee will act in accordance with its mandate, its Terms of Reference and the *Operational Guidelines for the Implementation of the World Heritage Convention*.

The purpose of the MOU and the Management Committee it has created is to ensure a coordinated and consistent management approach for all areas of the nominated property, regardless of jurisdiction. The Committee will ensure that the *Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a of the nomination) is implemented to the highest possible standard.

The World Heritage Site Management Plan outlines goals and objectives for the protection, conservation and presentation of the nominated property that support its Outstanding Universal Value. It also details management actions that will achieve these goals and objectives. They include:

- providing for the protection and continuing community use and appreciation of the nominated property by informing visitors that they are entering an active community and ensuring that they have access to the values of the site without interfering with the ongoing community use;
- enriching the existing tourism destination by promoting recognition, understanding and appreciation of the values of the nominated property by promoting visitation through the media, ensuring that promotion is responsibly managed and developing collaborative arrangements with existing World Heritage Sites; and
- instilling a sense of shared community pride and stewardship in the protection, interpretation and promotion of the nominated property by seeking community input and encouraging community participation, engaging community residents and other stakeholders in activities celebrating the importance of the nominated property, ensuring that the interests and concerns of local residents are heard, discussed and reflected in management practices and

ensuring that local schools receive information and opportunities to incorporate the experience of the *Red Bay Basque Whaling Station* into their curriculum.

Each of the Parties that signed the MOU has regulatory responsibilities for the nominated property and its associated cultural resources. The Management Committee includes representatives from each of these organizations. The details of the composition of the Management Committee are outlined in detail in the Terms of Reference (MOU Schedule A) included in Appendix 2b of the nomination proposal. Specifically, the Management Committee will be comprised of the following voting members: the Mayor of the Town of Red Bay; a representative of the Government of Newfoundland and Labrador, Department of Tourism, Culture and Recreation; a representative of the federal Department of Fisheries and Oceans, Small Craft Harbours Division; and a representative of the Parks Canada Agency, Western Newfoundland and Labrador Field Unit.

The Parks Canada Supervisor for Red Bay National Historic Site will sit on the Management Committee, without voting rights, to report and advise the Management Committee as necessary. The position of Chairperson of the Committee will be held by the Mayor of the Town of Red Bay. Each organization shall delegate one representative and one alternate.

The MOU signed between the Parties covers the relationship between them both during the period following the submission of the nomination to the World Heritage Centre, and after the World Heritage Committee decision, in the event of a successful inscription.

The Terms of Reference for the Management Committee outline how the committee will function if the nominated property is inscribed on the World Heritage List. Meetings will be held biannually in the community of Red Bay and will be scheduled by the Chairperson. Special meetings shall be called by the Chairperson upon the request in writing by two or more members of the Management Committee specifying the reasons for the meeting. A quorum, being seventy-five percent of voting members of the Management Committee, must be present before the meeting can proceed. Each voting member will have an opportunity at each meeting to provide a summary of concerns, issues and opportunities that affect the respective organization they represent and discuss these as appropriate. Meetings will be public and minutes made available, following approval of the Committee. As necessary, the Management Committee will call public meetings to provide a report on the management of the World Heritage Site and discuss issues, challenges, and opportunities.

The responsibilities of the Management Committee will be to:

- act within its mandate and in accordance with the MOU and the Terms of Reference in respect of the World Heritage Site;
- to implement the Management Plan through a coordinated management approach among Regulatory Authorities;
- to engage the stakeholders in the stewardship of the WHS, to consult its members on key issues;
- to promote the World Heritage Site's Outstanding Universal Value;
- to foster and facilitate research and information sharing for the benefit of the World Heritage Site;
- to report on the condition of the property, including, as necessary, to the World Heritage Centre through the Canadian Delegation to the World Heritage Committee;
- to obtain the approval of Regulatory Authorities; and



- to review and approve contracts and other forms of agreements.

The Management Committee may establish any sub-committee it determines necessary to achieve its mandate in accordance with its Terms of Reference. These committees will advise the Management Committee regarding issues which could have an impact on the Outstanding Universal Value of the World Heritage Site, including its protection, interpretation and promotion.

The purpose of the MOU and the Management Committee it has created is to ensure a coordinated and consistent management approach for all areas of the nominated property, regardless of jurisdiction. The Committee will ensure that the *Management Plan for the Red Bay Basque Whaling Station* (Appendix 2a of the nomination) is implemented to the highest possible standard.

***Question 4: Could the State Party consider extending the buffer zone in order to better ensure sustainable protection of the property's visual integrity?***

ICOMOS asked if the State Party would consider extending the buffer zone so as to better ensure sustainable protection of the visual integrity of the nominated property.

The current buffer zone for the *Red Bay Basque Whaling Station* is described on page 21 and illustrated on Map 2a, also on page 21, of the World Heritage nomination document for the site. It comprises a 200-metre wide area immediately adjacent to the boundaries of the nominated property, with the exception of the area to the north, where the buffer zone extends to include the body of water known as the Basin and its shoreline. The buffer zone is subject to the same protective legislation and policies as the nominated property. It therefore provides an added layer of protection and ensures that the integrity of the nominated property is maintained.

When establishing the existing buffer zone for the *Red Bay Basque Whaling Station*, the State Party took into consideration the fact that protective legislation and policies of the Province of Newfoundland and Labrador, namely the *Historic Resources Act* and the *Red Bay Municipal Plan*, provide the same protection for the buffer zone as they provide for the nominated property. These same regulations and policies apply to the area beyond the buffer zone. The terrestrial area adjacent to but immediately beyond the buffer zone is located within the municipal boundaries of the Town of Red Bay and is zoned as a Rural and Resource area. The Red Bay Municipal Plan aims to retain the use of these lands for subsistence, recreational, public utility and other purposes. The environmental protection of sensitive areas within this zone is ensured by the Municipal Plan. These areas will be retained in their natural state and development will be limited to environmental conservation, passive recreation and resource-based activities. This area can be seen in Image #2 of Appendix 1a of the nomination document and throughout the video attached as Appendix 1b.

Given the remote location of the nominated property (see Map 1 on page 16 of the nomination document) and the small population of the community of Red Bay (194 people in 2011<sup>25</sup>), it is unlikely that developments which compromise the views to and from the property will be an issue in this area. Any developments that are proposed for this area will be reviewed by the Town of Red Bay, which consults with the Provincial Archaeology Office, Parks Canada and, in the event of a successful World Heritage inscription, the Management Committee for the *Red Bay Basque Whaling Station*, to determine whether or not that development is appropriate and does not compromise the values of the nominated property.

With this in mind, if ICOMOS and/or the World Heritage Committee could explain the rationale for doing so in relation to the “sustainable protection of visual integrity”, Canada could consider extending the buffer zone of the *Red Bay Basque Whaling Station* site. That said, Canada would also like to benefit

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<sup>25</sup> 2011 Census of Canada.

from the results of the upcoming expert meeting on visual integrity to be held in Agra, India in March, 2013 before considering any work to modify the buffer zone in regards to visual integrity.

To extend the buffer zone, an amendment to the Red Bay Municipal Plan would have to be made that meets public approval. It would then need to be approved by the Government of Newfoundland and Labrador before being adopted and implemented by the Town of Red Bay. Canada would like to assure ICOMOS and the World Heritage Committee that the standard process would be followed should an extension to the buffer zone for this proposed World Heritage Site be considered.

***Question 5: Could the State Party provide information on the monitoring and protection of the underwater remains?***

Further to the information provided in chapters 5 and 6 of the nomination, as well as appendices 3e, 4d, 4e and 5c, Canada is pleased to provide the following information.

The Newfoundland and Labrador *Historic Resources Act* (Appendix 5c of nomination document) is administered by the provincial Minister responsible for the Department of Tourism, Culture and Recreation. The *Historic Resources Act* requires archaeologists to have permits to carry out any terrestrial or underwater archaeological investigations within the province of Newfoundland and Labrador. The discovery of an archaeological resource must be reported to the Minister immediately and it is not to be moved, destroyed, damaged, altered or otherwise interfered with. Under the Act, the Minister may also order an assessment to be carried out to determine the effects of proposed activities on historic resources.

Lands located underwater within the Province of Newfoundland and Labrador are Crown Lands and thus under the jurisdiction of the province and subject to the *Historic Resources Act*. Under the Memorandum of Understanding (MOU) referred to in the response to Question 4, there is joint management and protection of the proposed World Heritage Site. The approved MOU sets out the responsibilities of all four parties involved: the Provincial Archaeology Office as part of the Department of Tourism, Culture and Recreation, the federal Department of Fisheries and Oceans, Parks Canada Agency and the Town of Red Bay.

The Policy for the Protection of Underwater Cultural Resources at Red Bay, Labrador (Appendix 3e of nomination document) was established in December 2011 to ensure the protection and preservation of underwater cultural resources specifically at Red Bay, Labrador. Underwater cultural resources include shipwrecks, whalebone deposits and any other identified cultural material that is located underwater. The policy sets out the various responsibilities of the municipal, federal and provincial partners to ensure that underwater cultural resources are not negatively impacted by visiting cruise ships, recreational diving, and are not threatened by collectors or carvers using whalebone.

Under the MOU previously mentioned, Parks Canada is responsible for taking the leadership of the monitoring of the submerged historic resources at Red Bay. Following the various underwater archaeological interventions since discovery of the remains, each submerged site has been partly or completely reburied. A simple but comprehensive monitoring program based on qualitative and quantitative data was put in place immediately after the completion of the large-scale excavation program in 1985. This monitoring program calls for periodic visits on a five-year cycle where a number of observations are taken and scientific samples collected. As per Table 6.2 of the nomination, data collected through video and photographic recordings, water samplings and electronic probes from within the mounds, and analysis of the extent of wood degradation through the collection of pre-positioned modern wood samples is used to monitor any physical changes to the reburial sites or changes to its condition. The results of this monitoring program have shown that since its installment in

1986 the submerged historic resources at Red Bay are in a very stable environment and have not suffered notable degradation. The next monitoring visit by Parks Canada underwater archaeologists to Red Bay is scheduled to take place in 2014.



## **Appendix 1: Excerpt of correspondence from ICOMOS, January 15<sup>th</sup>, 2013, English Translation**

“Socio-technical system” is used in the usual sense of the term in history and archaeology, particularly in the history of technology. It indicates that good knowledge of the socio-technical system facilitates understanding of the material, technical, human and economic factors associated with human production or consumption activities, as well as the correlations between these factors.

Here it is indicated the need to describe much more fully the succession of material processes in operation, from both the technical and social viewpoints. The technical exemplarity of the asset, which is required to establish criterion (iv), must be demonstrated not only by the archaeological elements actually present, but also through sufficient overall knowledge of the processes at work, both from a technical viewpoint (description and operation of the technical features, structure and operating flows, raw materials, products, etc.) and a social and economic viewpoint, in the broadest sense of the terms (know-how, social structure, organization of work, economic flows at play [particularly important here], lifestyles, health status of populations, etc.]).

In other words, there is only a partial analysis of certain aspects (clearly by different specialists), a relatively succinct one (excerpt from public awareness documents) or none at all (indicated in the letter of December 21, 2012). They require a historical summary with a view to more fully justifying criterion (iv), in particular.

**Appendix 2: Report on human remains from the Saddle Island cemetery at Red Bay, Labrador**

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February 16, 2013

This paper provides an overview of past and ongoing studies on the human remains from the 16th-century Basque cemetery on Saddle Island, Red Bay, Labrador. These studies include isotopic, histological, craniometric, osteological, and burial pattern analyses associated with the 16th-century Basque whaling operation in Red Bay. The human remains archaeology collection is officially designated Saddle Island, EkBc-01, but for the purposes of this paper it will be referred to as, Red Bay.

## PREVIOUS RESEARCH

### $\delta^{13}\text{C}$ Isotope Analysis Study

According to faunal data at the site, the whalers had a protein rich diet available to them while in Labrador which consisted of fish, a large variety of seabirds, marine and terrestrial mammals (Kennedy 1988:103; Tuck and Grenier 1989:54). Personal and ship provision lists suggest Spanish Basques relied heavily on fresh local food while in Labrador (Barkham 1981:8). In fact, the diet of a 16th-century mariner was restricted so the protein-rich Labrador diet may have provided better subsistence than at home in the Basque Country during the 16th century. However, a diet high in protein would not necessarily guarantee overwintering whalers from deficiency diseases such as scurvy (Tuck 1986:153).

Brenda V. Kennedy, University of Calgary, was the lead physical anthropologist overseeing the burial excavations on Saddle Island from 1982-1986. Kennedy's doctoral thesis included the Red Bay human remains in an isotope study of  $\delta^{13}\text{C}$  variability between seven Post-Medieval populations. A total of 32 whalers were sampled with 22 useable results, as well as faunal bones (cod, seal, whale, bear, and dog) for comparison from the 16th-century whaling operation (Kennedy 1988:101-102,144). The variation of  $\delta^{13}\text{C}$  values among individuals from Red Bay range from -16.5 to -18.1 and indicate a near equal reliance on terrestrial (46%) and marine (54%) foods. Red Bay showed the highest contribution of marine carbon among the Post-Medieval populations in the study (Kennedy 1988:142, 145-146).

Red Bay exhibited one of the more varied diets in the study of Post-Medieval populations. It may be expected that a group with a common heritage, originates from a small geographic region of the Basque Country, and shares seasonal employment would exhibit less variability between each other. However, Kennedy attributes the range of  $\delta^{13}\text{C}$  values between burials at Red Bay to the varying number of seasons each man spent whaling along the Strait of Belle Isle consuming foods that greatly differ from their traditional diet, as well as a 100 year period in which each whaler died in Labrador (1988:150-151).

The Red Bay sample included individuals from single and multiple occupancy burials. Individuals buried together exhibited similar  $\delta^{13}\text{C}$  values. Kennedy suggested individuals buried side-by-side with similar isotope values represent whalers who were related or originate from the same community also working and occasionally died together in whaling accidents or a fast-acting outbreak of infectious disease (Kennedy 1988:151).

The rate of collagen turnover is greater in cancellous bones (ribs) and reflects a more recent dietary history of an individual than a long bone would. Approximately half of the Red Bay collagen samples came from rib specimens and, not surprisingly, generally score higher for marine foods. This lends support to the hypothesis that the Basque whalers availed of the local food resources while in Red Bay (Kennedy 1988:142, 153).

### **Histological Analysis of Cortical Bone Age Estimation**

Kennedy also collected bone samples from ten whalers for cortical bone age testing to compare against her gross morphological age techniques. These samples were forwarded to Dr. Susan Pfeiffer, University of Guelph, for histological analysis. Pfeiffer commented that the samples were difficult to prepare and showed signs of decay (micro-organisms), chemical change (discolouration and staining), and physical trauma (cracks). The age estimates between the two techniques differed up to 50 years for the same individual (S. Pfeiffer to B. Kennedy, letter, 13 July 1987, University of Guelph, Guelph) so Kennedy deemed the histological age estimates “problematic” due to condition of the bone (1988:101). Pfeiffer’s results remain unpublished.

### **Craniometric Study**

Emily Webb, Memorial University, studied cranial asymmetry within and between two populations; a hunter-gatherer population of Newfoundland Maritime Archaic from Port au Choix, Newfoundland, and four colonial-era European skeletal samples. This research was the focus of Webb’s Masters degree. The Red Bay skeletal collection was one of four early European populations involved in the study and the only 16th-century group. Webb’s research was not intended to create a site-specific osteometric description of the Red Bay crania and mandibles but rather include the metric data to develop a set of measurements and a functional interpretive model that could be used to describe cranial asymmetry in any single individual, as well as entire populations (Webb 2006:128).

Webb chose specimens with complete or partial crania and/or mandibles, which included 17 individuals from the Red Bay collection (2006:153-155). Apart from a general description of cranial asymmetry within the group of four Colonial-era European populations there were no specific observations made regarding the Red Bay whaling population alone.

## **ACTIVE RESEARCH**

### **Burial Patterns and Human Osteology Study**

Analyses of the burial patterns and human skeletal remains are currently under study by Memorial University Masters student, Lori White. The final results will be available later in 2013.

#### Burial Patterns

How we dispose of our dead often says more about the society that buried them than the

deceased themselves. How did a transatlantic whaling lifestyle affect the manner in which those who died on these journeys were laid to rest at Red Bay? Analysing mortuary patterns at the Red Bay Basque cemetery can help us answer questions like this.

The Red Bay cemetery is divided into two areas; Area L which is bordered by a large natural bedrock ridge and Area M located just NW of Area L. Cemetery excavation on Saddle Island uncovered a total of 63 burial features; 58 located in Area L (1982-1985), and five in Area M (1986). The burial remains include human bone and teeth, clothing, artefacts, and burial containers (Figure 1).

### Recovery Success

All burial remains were removed for analysis, however, the preservation condition of the majority of burials was considered in too poor condition to be completely removed from the ground. In these instances samples of bone and, or, teeth were removed when possible. Skeletal samples vary from nearly complete elements, to unidentifiable bone material. In some instances burials were partially or fully block excavated, meaning they were removed with adhering substrate to keep fragile skeletal remains intact.

There are three levels of bone recovery; Complete Recovery, Sampled-Reburied, and Recorded-Reburied. Complete bone recovery success means all human remains that could be removed from the grave were removed from the grave. Bone recovery success, however, is not a measurement of bone condition or bone preservation. Recorded-Reburied recognizes grave features with the least successful recovery of burial data. In such instances the skeleton was represented by trace human remains in the form of an organic outline or stain within (and often barely discernible in) the burial matrix. Remains found in extremely poor states of preservation were not sampled or removed during excavation. Once all possible observations were recorded and documented the remains were covered with a lens of clean sifted sand and shell (Tuck 1985:225).

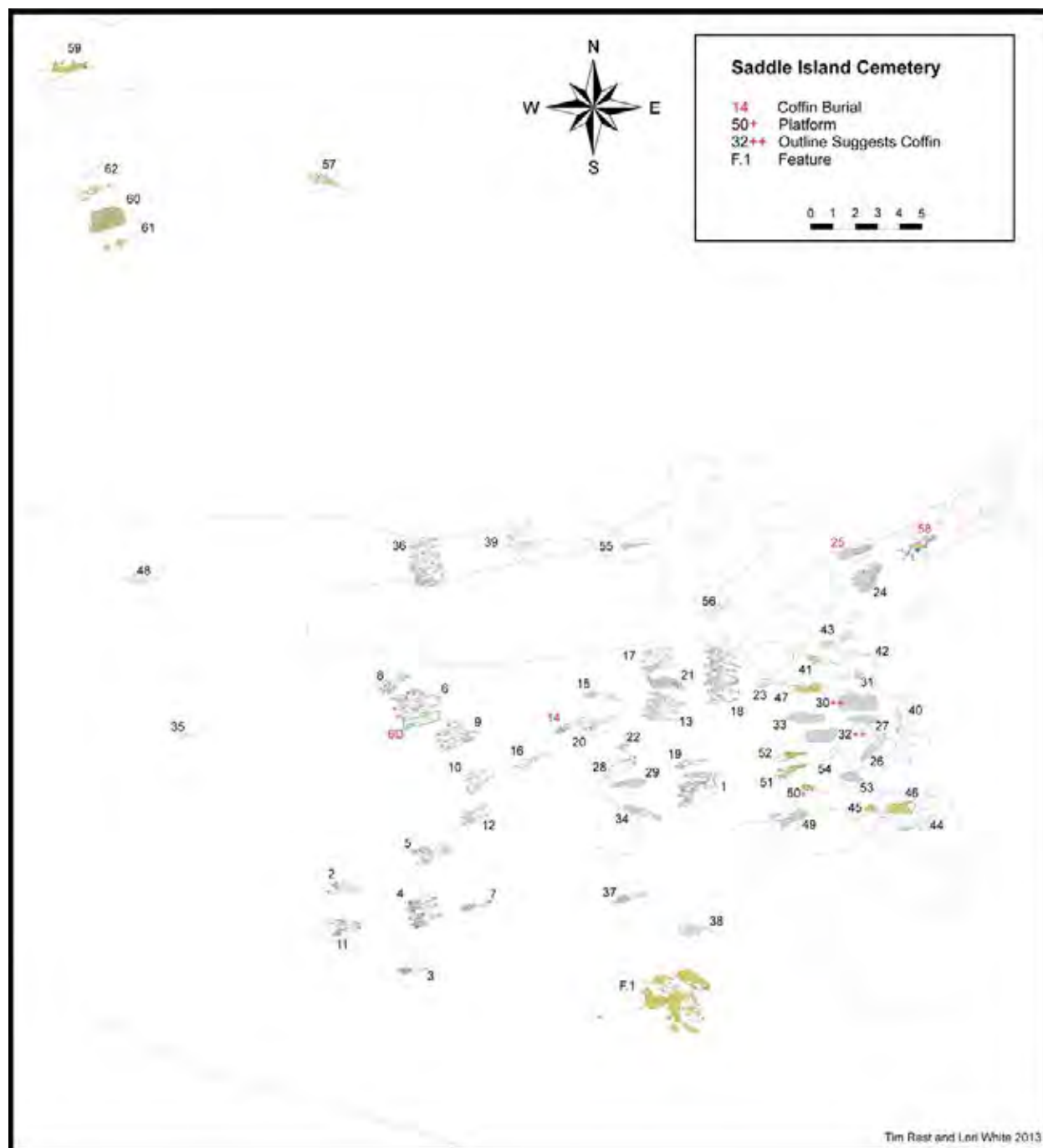
Data from burial features were evaluated for recovery success, totaling 132 individual observations (minimum). Skeletal remains representing 106 individuals (80.3%) were removed from the cemetery for analysis; of these, 49 (37.1%) excavated fully, and 58 (43.2%) sampled only. Only 24 (18.2%) individuals are considered to have greater than, or equal to, 75% skeletal preservation (Table 1).

**Table 1. Bone Recovery Success**

Recovery Success	No. Individuals; (%)	Breakdown		
Complete Recovery	49; (37.1%)	24; (18.2%) complete	25; (18.9%) fragmentary	--
Sampled-Reburied	57; (43.2%)	31; (23.5%) bone sample	10; (7.6%) tooth sample	16; (12.1%) bone and tooth sample
Recorded-Reburied	26; (19.7%)	26; (19.7%)	--	--



132; (100%)



**Figure 1. Map of Saddle Island Cemetery. Sixty-three burial features associated with the 16th-century Basque whaling enterprise, Red Bay, Labrador. Note: The five burials in the NW corner of the map comprise Area M. Textile is depicted in yellowy-green.**

## Occupancy

Interments within the Red Bay cemetery contained between 1 and 12 (minimum) individuals with the majority holding between 1 and 4 individuals (92.1%).

There are 42 single person interments, accounting for 66.7% of all burials. The remaining 21 burial features are multiple person interments containing between 2 and 12 (minimum) individuals. Multiple burials represent 33.3% of all cemetery interments and contain 68.2% of total individuals (Table 2).

**Table 2. Burial Feature Occupancy**

Occupancy	Number of Burial Features (/63)	Percentage of Burial Features (%)	Minimum Number of Individuals Represented (/132)
1	42	66.7	42
2	8	12.7	16
3	3	4.8	9
4	5	7.9	20
6	1	1.6	6
7	1	1.6	7
9	1	1.6	9
11 (+)	1	1.6	11 (+)
12 (+)	1	1.6	12 (+)

## Grave Markers

A number of graves had large rocks placed at ground surface. These rocks were arranged in lines or clusters in groupings of 1-14 and were identified in the field as “grave markers”. Burials that were clearly mapped to have stone grave markers were primarily located at the eastern extent of Area L and in Area M. These stones marked 12/58 (20.7%) graves in Area L: 26, 27, 30, 31, 32, 33, 41, 42, 43A-B, 47, 55, and 58; and 4/5 (80%) graves in Area M: 59; 60A-C, 61, and 62.

Two burials that were not indicated to have grave markers on the cemetery map appear in notes that mention locations “under a mass of rocks”, as with Burial 36; or Burial 52 including a possible wooden [cross] grave marker (nails and vertical wood piece), and “rocks west of individual”, none of which were mapped.

Of course, the rocks designated as “grave markers” could have been placed to deter scavengers from disturbing the graves, as suggested by Tuck and Grenier (1989:58). If so, why was this deterrent limited to the eastern extent of Area L, and Area M? It is unknown to this researcher if the burials with grave markers were shallower than those unmarked in Area L, but the burials marked in Area M were some of the deepest burials in the entire cemetery.

## Grave Placement and Type

Tuck (2005:24-25) summarizes the majority of human burials in Areas L and M as shallow graves, located below a peat layer, in a sandy gravel subsoil, less than 30 cm below ground surface.

All but one burial feature holds individuals placed below ground surface, representing 98.4% of all burial features. They hold the remains of 120 (90.9%) individuals interred in graves that were excavated into the ground, or placed in natural depressions and covered by soil and or rocks, such that all human remains were located below ground surface. Feature 1 is the only exception to this pattern. Feature 1 represents the remains of at least 12 individuals who were placed uncovered, on the ground, upon a shallow 16th-century midden or earthen living floor (Tuck 1982:102; 1983:74; Tuck and Grenier 1989:60).

There is evidence for four coffins in the cemetery. Three of these are single individuals interred in single occupant graves (Burials 14, 25, and 58). The fourth coffin contains one individual (6D) buried alongside five other individuals within Burial 6. Two additional graves suggest possible coffin burials according to the roughly rectangular shape of residual organic stains located at grave level but the data is inconclusive.

One additional burial exhibits use of a structural support placed beneath skeletal remains in a burial. Burial 50 contains a single individual who was positioned in the grave upon a burial support, or platform, created from barrel parts.

There is no apparent pattern to the location of coffins within the cemetery. The coffin burials may represent individuals who held a higher position among the crew, or who may have had a family member on the crew who tended to special treatment of the deceased. A coffin could also represent an individual who died prior to the others, possibly aboard the ship en route to Red Bay, and was temporarily contained and transported ashore to Saddle Island where he was then buried in the established cemetery.

There was some discussion of whether Burial 1 was a poorly preserved multiple burial containing at least eleven individuals, haphazardly arranged with visible skulls adhering loosely to the westward direction, or if it should be interpreted as a mass burial. The confusion lies in if it should be classified as a disorderly multiple burial that looks disarticulated because of poor preservation, or if the overlapping of individuals, chaotic arrangement, and poor preservation are also disarticulated. This study will interpret Burial 1 as a mass grave because it stands out from the other graves due to an increased incidence of crowding and haphazard placement of individuals overlapping one another. This burial feature exhibits a sense of urgency and weakened care in the interment of this group of individuals.

There is one burial feature that could be considered a mass grave. Burial 1 contains some individuals that are disarticulated and, or, missing skeletal elements more reflective of poor preservation, than if the individuals skeletons were disarticulated as might be expected from dismantled primary graves and reburial. It appears that there was some haste in burying the dead

in Burial 1, whether that was from an outbreak of disease and, or, time pressures due to inclement weather or frost, is unknown.

### Orientation and Alignment

Orientation and alignment were measured from burial maps. Orientation uses one direction to describe the position of one end of an individual, the head or the feet, for example. Alignment uses two directions, such as head-to-foot.

The two largest burial features (Burial 1 and Feature 1) were omitted from the general observations due to complications arising from position, overlap, preservation and, or, textile involvement. The head-to-foot body alignment azimuth for individuals that could be measured involved 94 of a total 109 measurable individuals. Instances where feet could not be observed the head-to-sacrum alignment was recorded.

The dominant head-to-foot alignment is West-East with a slight WSW-ENE bias. Deviations from the dominant alignment are found in 7/94 burials where skeletons are placed approximately 180° from “normal”. Tuck attributes most variances from the normal burial position of head to the west as a result of natural obstacles encountered when digging the grave, such as bedrock outcrops, though in several instances there was no apparent reason for breaking with adherence to the west (Tuck 1985:225).

### Body Flexure

The position of each individual was assessed according to the degree of flexure at the hip between the torso and thigh (spine and femora), and at the knees (femur to tibia and fibula) in order to attribute the degree of flexure in each of these joints; extended (180°), semi-flexed (180°-90°), flexed (90°-10°), or tightly flexed (10°-0°).

Overall body flexure was measured for 112/132 individuals. The majority of individuals were interred in an extended position (65.2%). The remainder of individuals were positioned in semi-flexed (33%) or flexed (1.8%) positions.

### Limb Position

Hand position was observable for 79 individuals. Hands and, or, wrists were most frequently observed together over the pelvis or waist (79.7%; 63/79), and most commonly crossed right-over-left. Hands placed over the chest was the next second most common observation (12.7%; 10/79).

Foot position was observable for 96 individuals. The majority of observations for the feet together or crossed at the ankles (80.2%; 77/96), predominantly right-over-left.

The burial type, alignment, flexure, and positions at Red Bay are all indicative of Christian burial practice. From what we understand of 16th-century Spanish Basque merchants and mariners is they were deeply religious and supporting their church was important. Whaler's wills and testaments often mention bequests of the deceased's to less fortunate with many

merchants making regular contributions to their local church. Religion was a vital component of Spanish Basque life and it guided the way they lived and worked together in Labrador and influenced the way they treated each other. Ships were regularly called after saints, a portion of cargo profits were frequently donated by merchants and shipowners to the church, even the wills and last testaments written in Labrador include bequests to help the less fortunate. Priests often accompanied crews on the Terranova voyage to deliver mass regularly (Barkham 2001:112-114).

### Textile

Leather and textile preserved in association with 18.9% (25/132) of individuals across 14 burial features, representing 22.2% of all burials in the cemetery. Other artefacts associated with clothing include a metal clasp, buckle, eyelet, and 6 metal discs (6E, 10B, 12B, 13C, 16, and 46).

In areas outside of where people live permanently personal items are likely reused or sold to other crewmembers. Christian burial would mean the individuals were likely left somewhat clothed but outerwear and personal belongings could be removed for reuse by fellow fishers or sale and compensation for the deceased families.

### Areas L and M

Excavation showed that Area L contained enough unused ground/space to question why the five burials located in Area M were so far removed from the main concentration in Area L (Tuck 1987:223). The burials located in Area M are demarcated by evidence of burial inclusions other than clothing, as found in Area L. It is possible that Area M was used temporally before Area L, or rushed and/or treated so differently that personal items such as daggers, a lance, and keys would not be removed from the dead prior to burial.

### Human Osteology

The Red Bay population affords us an opportunity to study a distinct population with a specialized occupation, over a relatively short time frame, and known, or at least suspected, biological affinity. The archaeology at Red Bay provides a rare glimpse of how a 16th-century whaling station operated but little is known about the individuals who lived far from home for eight months of the year in inhospitable conditions of a harbour filled with smoking cauldrons of melting blubber, surrounded by rotting whale carcasses and everything coated in oil.

The individuals chosen as whalers would be selected for their health and physical strength. The health of individuals represented in the Red Bay cemetery is partly determined by any evidence of pathology, including diseases of malnutrition, infectious disease and fractures. When studying an archaeological group of skeletons it is unusual for the cause of death to be known. Lack of skeletal evidence for cause of death could support an argument for death by drowning, for example, which was an occupational hazard. However, overwintering whalers may have also suffered frostbite, starvation or other deficiency diseases. Many of these pathological and anomalous conditions rarely leave traces in the skeleton.



There are no decisive observable indications for cause of death from any of the skeletons from Red Bay; however, some of the multiple interments may offer circumstantial evidence of how these men met their death. A burial containing seven whalers may be the result of a whaling accident that resulted in the death of a full crew aboard a whaleboat (Tuck and Grenier 1989:60), or it could also represent consecutive interments of multiple individuals who succumbed to a single event of disease. It only makes sense that the dangerous tasks involved in whaling would occasionally result in disaster. Some of the single interments may be whalers who drowned in pursuit of the kill. Feature 1 contains a minimum of 12 unburied individuals inside a small structure and may represent a group of whalers who died during a forced overwintering (Tuck 1983:103). Such overwinterings were known to have happened during the winters of 1574-1575, 1576-1577 and 1604-1605 when the rapid onset of ice trapped the last galleons before they could depart for Spain in December (Barkham 1984:516). The overwintering of 1576-1577 was disastrous for several ships in at least three Labrador ports (Barkham 1982:62). While suffering scurvy incurred by the wintering in Labrador, Juan Martinez de Larrume delivered his last will and testament at Red Bay on June 22, 1577 (Barkham 1977:579, Tuck and Grenier 1989:56). It is likely that many whalers suffered the same fate during these harsh unexpected winters in Labrador.

### Age

The results of using various aging methods often give widely differing values. Poor preservation also affects the precision of age determination. Individuals were assigned to the following age groups: Juvenile (up to age 12), Adolescent (13-18), Young Adult (19-30), Middle Adult (31-40) or Old Adult (41+), unless more reliable age determinations could be assigned.

With the exception of two juvenile individuals exposed in 1984 (Tuck 1985:225), age estimates obtained from available human remains represent young, middle, and old adult categories, ranging in age of 20-60 years old.

### Sex

The documentary resources provide a strong indication that all individuals aboard the whaling vessels were male; “the only people who were automatically left behind [in the Basque Country] were the women” (Barkham 1978:18). Osteological analysis confirms male sex estimation for all observable specimens.

### Stature

The leg bones, particularly the femur and tibia, provide the most accurate estimates of stature but all available data was assessed. The majority of stature estimates for the whalers fall within 158 cm – 171.5 cm (5’2” – 5’6”) in height.

### Ancestry

Burial patterns, artefacts, and historical documents present a more refined picture, stating the Basques held undisputed sway over the whaling industry in Labrador (Barkham 1980a:70).

Most criteria for determining ancestry rely on non-metric and dental traits located on the bones and teeth. Poor preservation of crania in particular made thorough observations difficult. However, skeletal analysis of available human remains represents European ancestry.

## Health and Disease

Individuals chosen as whalers would be selected for their health and physical strength. The health of individuals represented in the cemetery is partly determined by any evidence of pathology, including diseases of malnutrition, infectious disease and fractures. When studying an archaeological group of skeletons it is unusual for the cause of death to be known. A lack of skeletal evidence for cause of death could support an argument for death by drowning, for example, which was an occupational hazard. However, overwintering whalers may have also suffered frostbite, starvation, or other deficiency diseases.

Analysis of the pathological conditions of the Red Bay human remains is ongoing. Overall, the Red Bay population is young, strong, and healthy showing marked muscle attachments. Below is a summary of the types of pathologies describing the Red Bay collection, to date.

There are varying degrees of malnutrition, or dietary deficiencies. These deficiencies do not always show up on the skeleton before individuals succumb to death. In some cases they last as only short episodes in the life of the individual. Occasionally bioarchaeologists are afforded the opportunity to observe the effects of dietary stressors on the skeleton:

### Cribra Orbitalia

Iron deficiency anaemia can result in lesions of the skull. Cribra orbitalia manifests as pitting along the roof and margins of the interior eye sockets. There are two cases of healed cribra orbitalia among the Red Bay whalers suggesting they may have experienced malnutrition as children but no longer suffer the deficiency. It should also be noted that scurvy can produce similar lesions and it is not always easy to differentiate how each manifests on bone to make a correct diagnosis.

### Enamel Hypoplasia and Foramen Cecum Hypoplasia

Enamel Hypoplasia manifests as a pattern horizontal pits or bands across tooth enamel as the tooth forms during childhood. Foramen cecum hypoplasia manifests as a hole between cusps on the buccal crown of molars. Both of these hypoplastic defects are common among the Red Bay sample and tells us many of these men experienced a dietary deficiency, or a possible viral infection, that would have interrupted their enamel growth in childhood.

### Scurvy

Scurvy is caused by a prolonged vitamin C (ascorbic acid) deficiency. In human remains collections where bone preservation is mostly fair-to-poor, as with the Red Bay human remains, diagnosing pathologies can be challenging. Scurvy, for example, shares similar osseous changes

with other diseases and diagnosing these changes on incomplete skeletons in poor condition is difficult. The analysis of the Red Bay collection does not allow for unequivocal diagnoses of scurvy, however, there is possible evidence of the disease in at least one skeleton. Dark staining on bones and teeth is complicated by poor preservation and staining from burial matrix but evidence of longitudinal splintering along both fibulae may be indicative of fractures under stress of haemorrhaging associated with scurvy.

### Miscellaneous Pathologies

One whaler displays an unusual porosity (fine pitting) over most of the bones in his feet, particularly along non-articular surfaces, and over some rib surfaces. This may be the result of a non-specific infection.

Osteitis is an inflammation of bone. Burial 3 exhibits signs of ventral osteitis on several ribs that show active signs of healing.

One individual exhibits lytic lesions on the vertebral centrams of three cervical vertebrae (C1-C3).

### Congenital or Developmental Anomalies

The Red Bay population shows at least two cases of aplasias, or underdevelopment, of vertebral spinous and, or, transverse processes.

Vertebral arch defects are also observed in several individuals along cervical and thoracic vertebrae. Sacral development anomalies are most common in the form of a sacral hiatus, or sacral cleft, where the sacral arches do not form properly. A single case of sacral spina bifida occulta (S2-S5) is also observed.

A developmental anomaly observed in the hands limb of one individual caused malformation of some distal hand phalanges.

### Spondyloarthropathy

Spondyloarthropathy is a type of arthritis that tends to affect sacroiliac joints and the spine. It most commonly manifests asymmetrically along the vertebral column. This case could be more precisely diagnosed as ankylosing spondylolitis, or Marie-Strumpell's Disease, causing the right side of Burial 7's sacrum (S1-S5) to completely fuse with his right innominate. It is possible, however, that this individual's gait could have been fairly unimpeded, even with one hip fused to the base of the spine.

### Trauma

The two possible cases of inter-personal trauma so far identified among the Red Bay whalers are on Individual 4A. The first is a probable depressed skull fracture, and the second is a fracture at the distal end of a left fibula. Both show signs of periosteal reaction and have healed.

## Ossified Ligaments and Cartilage

Ossified ligaments and cartilage can be indicators of age and, or, musculoskeletal stress. One individual exhibits ossification of their ossified apical ligament (C1-C3), ossified obturator externus (left femur), as well as ossified thyroid cartilage.

## Dental Health

Calculus was present as slight to moderate in several individuals. Calculus is often more difficult to observe in loose teeth since calculus frequently forms at the enamel-root juncture. Many of the teeth recovered were loose and suffered root loss due to the wet burial matrix.

Caries were common in most individuals but there was never an incidence of more than 3 caries in any one individual. All caries measured small to medium-size.

Periodontal disease was observed in all specimens with complete and incomplete mandible and, or, maxilla fragments. Alveolar resorption was significant in many cases causing teeth to be loose or postmortem tooth loss.

Tooth loss was evident in most observable individuals. A high incidence of alveolar resorption due to periodontal disease often meant teeth became loose postmortem and compromised preservation. This made it difficult to differentiate between antemortem and postmortem tooth loss.

## Dental Trauma

The only obvious incidence of dental trauma observed in the Red Bay collection was infraction, or chipped teeth, observed in several individuals. Postmortem damage was common in the enamel of many specimens and often made it difficult to conclusively identify dental trauma.

## Activity-Related Skeletal Changes

Occupational stress is often manifested in the skeleton by unusual patterns of degenerative arthritis. Osteoarthritis is a type of arthritis marked by progressive cartilage deterioration in synovial (freely moving) joints and vertebrae (Thomas 1997:1364). Osteoarthritis, or degenerative joint disease (DJD) as it is sometimes called, is the most common disease to affect joint surfaces in both modern populations and archaeological groups (Ortner and Putschar 1985; Rogers and Waldron 1995:32, 44). Given the labour intensive demands on a whaler's body it is not surprising that osteoarthritis is present in the majority of Red Bay skeletons with preserved postcranial skeletons. Most cases were scored in the early stages of degenerative change. The Red Bay whaling population presents examples of osteoarthritis in all major joints in the upper and lower limbs, and along the spine. The most common activity-related pathological changes observed in spines at Red Bay include:

1. Pitting of the facet joints in the vertebrae (osteoarthritis)

2. Osteophytes, or extra/new bone, around joint surfaces and margins (marginal osteophytes)
3. Pits or indentations in the vertebral body surfaces (Schmorl's nodes)
4. Spinal ligaments that turn to bone (ossified ligamentum flavum)

Possible activity-related vertebral trauma includes two cases of a compression injury causing a wedge-shaped centrum.

Musculoskeletal stress markers (enthesopathies) refer specifically to a distinct skeletal mark that occurs where a muscle, tendon or ligament inserts into the periosteum and into the underlying bony cortex. Osteon remodelling is stimulated by increased blood flow caused in muscle-, tendon-, and ligament-bone junctions that are regularly subjected to minor stress and develops where there is greatest muscular activity (Hawkey and Merbs 1995:324). These areas will often show areas of greatest robusticity.

The most common incidence of musculoskeletal stress markers on the upper limbs include the radius (biceps brachii), clavicle (costoclavicular ligament), humerus (deltoideus; distal humerus), ulna (brachialis), and scapula (accessory teres major).

Lower limb musculoskeletal stress markers are frequently observed on the femoral head (ligamentum teres), femur (greater/lesser trochanters), calcaneus (Achilles), and os coxa (various insertions). A posterior rim fracture at the hip joint (acetabular) may also be attributed to activity-related trauma.

There are a several observations of impingement syndromes in the form of squatting facets on several femora, tibiae, and tarsals among the Red Bay population, including one case of 'soccer'/'footballers' ankle on a left talus.

Additional observations and conclusions will be forthcoming upon completion of this study in 2013.

## Summary

Archival data suggests there may have been upwards of 800-1000 whalers around Red Bay during the peak years of the whaling trade. In conjunction with the hazards of the trade it is surprising that the Red Bay cemetery indicates an average death rate of less than 1% per year for the peak years 1540 to 1600, an estimate that seems unusually low for such a dangerous occupation (Tuck 1986:152). In a 1619 statement Juan de Echevet recalled 540 people dying during the overwintering of several ships in 1576-1577 (Proulx 2007:I:33), a number which is thought to be a far too high by other scholars (Barkham 1987:104).

It seems unlikely the Red Bay cemetery was the only cemetery of its kind along the southern Labrador coast considering the estimated number of whalers and the hazards of the job; however, it is the only one to be found and systematically investigated. The study of the human remains and mortuary behavior from Red Bay provides personal stories of life and death of a



16th-century whaler and offers us a rare and unique opportunity to understand the men who sailed annually from the Basque Country to hunt whales to light the streets of Europe.

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