



SIGNAL HILL

NATIONAL HISTORIC SITE
OF CANADA

Management Plan



FEBRUARY 2007

SIGNAL HILL

NATIONAL HISTORIC SITE OF CANADA

Management Plan

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CLOCKWISE FROM TOP LEFT: *Gibbet Hill*, Parks Canada, 1998; *Queen's Battery Gun Positions*, Kevin Redmond, 2003; *Military Animator*, Kevin Redmond, 2003; *Cabot Tower*, Pamela Coristine, 2000; *Noon-day Gun*, Kevin Redmond, 2003

Foreword



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

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

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

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

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

These values form the foundation of the new management plan for Signal Hill 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 Signal Hill National Historic Site of Canada Management Plan.

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

John Baird
Minister of the Environment

Recommendations

Recommended by:



Alan Latourelle
Chief Executive Officer
Parks Canada



William (Bill) Brake
Field Unit Superintendent
Newfoundland East Field Unit, Parks Canada

Executive Summary

Signal Hill National Historic Site of Canada (NHSC) was designated as a national historic site because “it [Signal Hill] is importantly associated with Canada’s defence and communications history.” Overlooking the Narrows – the entrance to St. John’s harbour – and crowned by Cabot Tower, Signal Hill NHSC is a local, provincial, and national symbol. It is also a part of the Family of National Historic Sites of Canada, with a wealth of cultural resources and landscape features that reflect three centuries of defence and communications history. Signal Hill NHSC is comprised of land on both the north and south sides of the Narrows. The south side, although included in the designation, is not administered by Parks Canada.

Signal Hill NHSC is administered by the Parks Canada Agency as part of a system of national historic sites across Canada. Each national historic site within this system protects and presents an important part of Canada’s history. Parks Canada raises the awareness, understanding and appreciation of Canadians about our common heritage by offering opportunities to learn about and experience Signal Hill NHSC and other national historic sites across Canada.

This management plan replaces one prepared in 1986, and was developed with input from stakeholders of the Site. The management plan aims to realize Parks Canada’s mandate through the delivery of three key mandate elements that are interrelated and integrated: heritage protection, public education and visitor experience. This management plan articulates a fifteen-year vision for the Site: Signal Hill NHSC will remain a distinctive

landmark within the cultural landscape of St. John’s, and will be a recognized symbol of St. John’s, of Newfoundland and Labrador, and of Canada. The cultural and heritage values of the Site will be protected and presented, and the cultural resources on the south side of the Narrows will be valued and managed as an integral part of the commemoration of Signal Hill. Visitors and other audiences will understand and support the national historic significance of the Site, particularly through experiencing the Site and participation in programs. Local residents will continue to enjoy the Site with a greater appreciation for its national historical significance. The Site will be better integrated with other thematically related attractions and will be regarded as a key draw in the regional tourism offer.

The management plan provides strategic management direction for the next five years that may be achieved within the sustainable operations of Parks Canada and that is judged to have no significant impacts or cumulative effects on the natural or cultural values of the Site. As well, for the south side of the Narrows, the management plan offers a framework for the relationship between Parks Canada and those who administer those cultural resources. The proposed management direction aims to ensure the commemorative integrity of Signal Hill NHSC, to provide for public education and outreach, and to offer opportunities for meaningful visitor experiences. Subsequent detailed planning, implementation and management will in turn be guided broadly by this management plan.

Priorities for management of Signal Hill NHSC over the next five years are:

Heritage Protection

- Create and maintain a Site Dossier that records all management actions and decisions affecting the Site's cultural resources.
- Communicate information about significant historic view planes, requesting their protection and providing relevant input into municipal planning and development approval processes.
- Develop and use Resource Conservation and Maintenance Plans for the *in-situ* cultural resources under Parks Canada's administration.
- Submit structures to the Federal Heritage Building Review Office (FHBRO) for evaluation.
- Carry-out an archaeological inventory of the Chain Rock Battery area, then stabilize and present its cultural resources.
- Participate in planning and management activities that may affect the Fort Amherst/south side of the Narrows area.
- Provide training opportunities to Fort Amherst/south side of the Narrows partners, and share knowledge and best practices.
- Provide professional and technical advice and assistance for cultural resources on the south side of the Narrows.
- Participate in activities to understand and protect cultural resources on the south side of the Narrows in collaboration with south side partners, when resources are available.

Public Education and Engaging Canadians

Education Communications

- Refurbish the Visitor Information Centre, installing interpretive media that better reflect the Site's messages and that better meet the needs and expectations of visitors.
- Install orientation and introduction nodes at key Site entrance points.
- Continue to develop and implement the Site's outreach and school programs, and enhance the Parks Canada Web site.
- Continue researching the needs and expectations of visitors, monitor and

evaluate the effectiveness of the Site's heritage presentation to meet those needs, and respond to changes as they arise.

Program/Service Communications

- Focus on ensuring that the Site's national historic significance is communicated by its marketing partners, and respected by those who use the Site for filming, special events and advertisements.

Agency Communications and Community Involvement

- Provide opportunities for cross-training the staff from historically connected sites in commemorative integrity and heritage presentation.
- Continue to encourage and participate in special events and activities that are consistent with commemorative integrity and that foster public support.
- Keep partners and stakeholders informed about Parks Canada's progress on implementing the management plan, through meetings, presentations and electronic distribution of planning products and/or by posting them to the Parks Canada Website.

Visitor Experience

- Undertake research to determine needs, interests, expectations and desired experiences of visitors.
- Study visitor use of the Site examining traffic, parking, visitor numbers and circulation.
- Update the Site's Public Safety Plan.
- Maintain existing trails, upgrading them where needed to meet heritage presentation and public safety requirements.

Environmental Stewardship

- Update the Site's natural resource inventory.
- Evaluate and/or screen any new developments or operational activities using the Site's commemorative integrity statement, Parks Canada's *Cultural Resource Management Policy* and the *Canadian Environmental Assessment Act*.
- Incorporate natural heritage values and messages into the Site's heritage presentation experience where appropriate.

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1.0 Introduction



Cabot Tower overlooking the Narrows. *Andre Cornellier 1988*

Canada's national historic sites exemplify thousands of years of human history and hundreds of years of nation building – and they are part of the inheritance of all Canadians. Every national park and national historic site administered by Parks Canada has a management plan that establishes the long-term direction for its activities and, as a first priority, sets the direction for achieving and maintaining commemorative integrity at national historic sites and ecological integrity at national parks. These plans are the Minister of the Environment's commitment to the nation's public to responsibly protect, present and govern the use of these special places.

The *Historic Sites and Monuments Act* is the legislative authority for the national historic sites program. It gives the minister the authority to commemorate national historic sites. The *Parks Canada Agency Act* makes Parks Canada responsible for ensuring the commemorative integrity of each national

historic site it administers, and advises that each historic site prepare a management plan every five years, which is then tabled in Parliament.

1.1 THE GOAL OF MANAGEMENT PLANNING

The goal of individual management plans is to ensure the commemorative integrity of national historic sites, and guide the application of cultural resource management principles and practices. While respecting this primary goal, the management plan also guides the provision of services and facilities for appreciation and enjoyment of each national historic site. Both protection and presentation are fundamental to commemoration, since without protection there can be no national historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians.

This management plan was developed to guide Parks Canada and its partners in the protection, presentation and management of Signal Hill NHSC, in whole and in part. Applying this plan will protect and maintain commemorative integrity in the Parks Canada administered portion of the Site, and provide direction for Parks Canada and its partners to work together to achieve commemorative integrity in the portion of the Site on the south side of the Narrows.

The previous management plan for Signal Hill National Historic Site of Canada was tabled in 1986. Since that time, much has changed that affects how Parks Canada approaches site management and plans for the future. Parks Canada undertook a management plan review process, guided by the principles, practices and values outlined in Parks Canada's *National Historic Sites Policy* and *Cultural Resource Management Policy*. A multi-disciplinary team with expertise in fields relevant to the Site (including architecture, landscape architecture, history and archaeology), which also included a representative from the Historic Sites Association of Newfoundland and Labrador, performed the review. This management plan reflects the input they received during meetings and consultations, and from documents submitted by Site partners, the public, and major stakeholders.

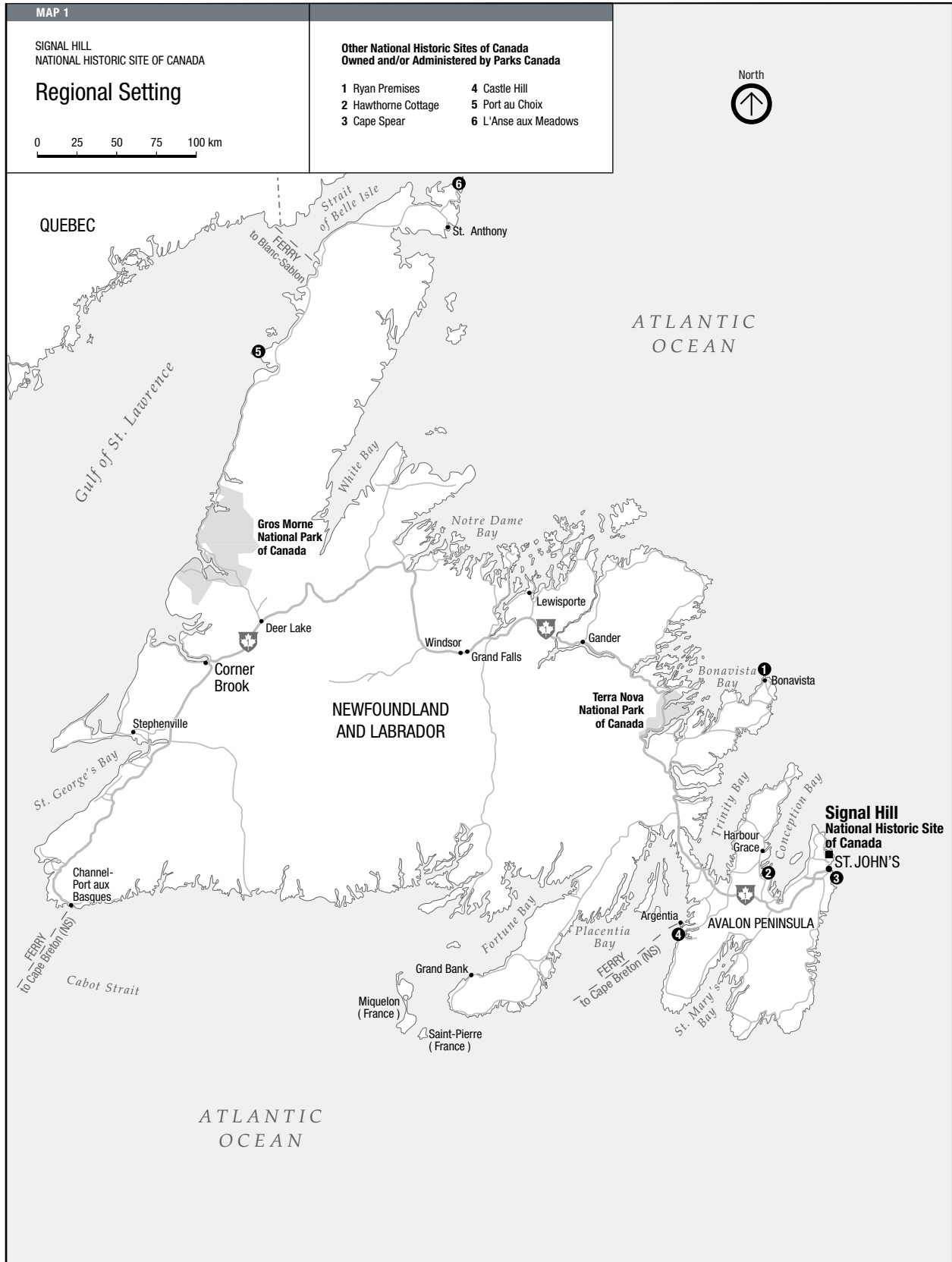
1.2. BACKGROUND

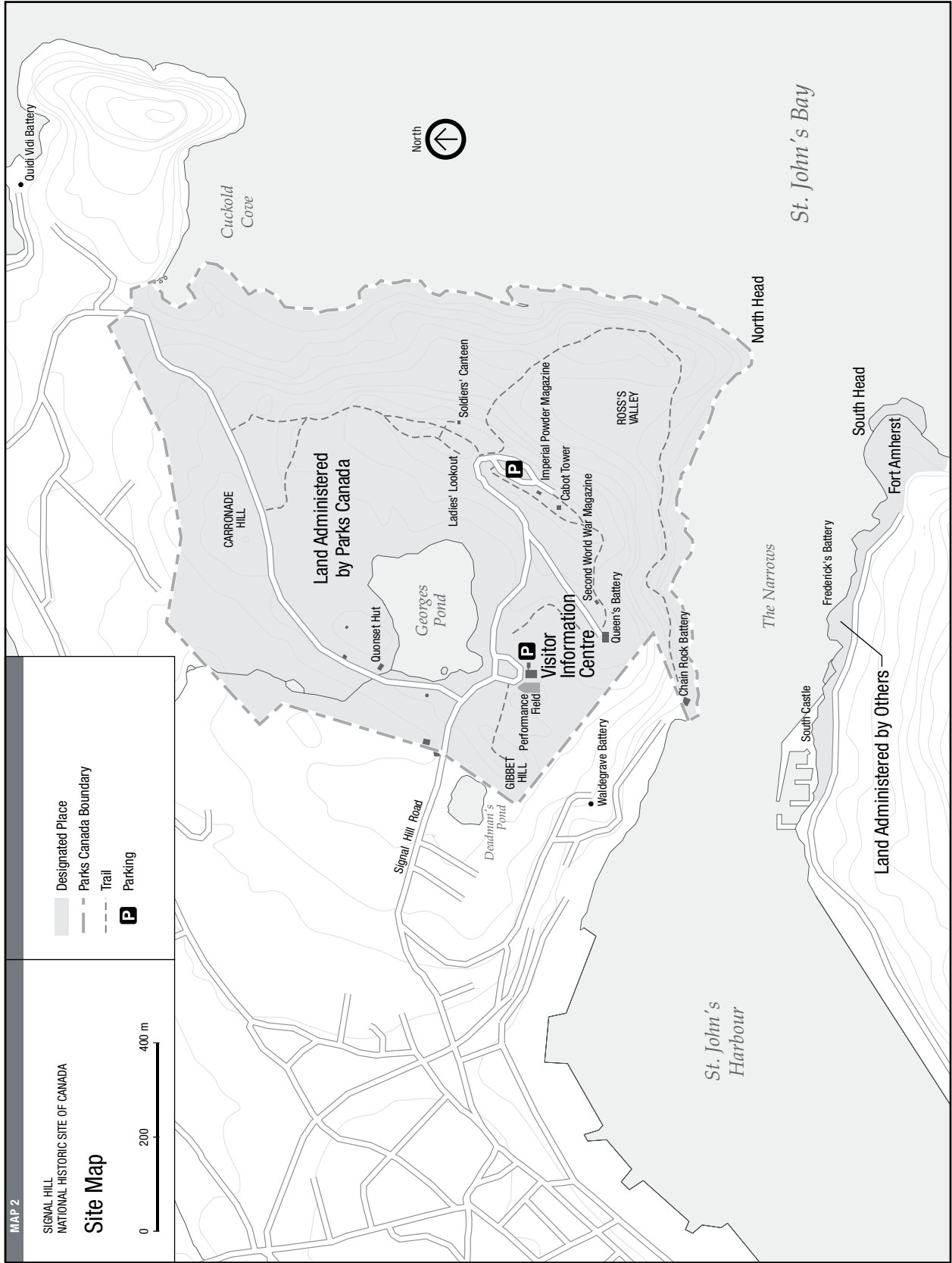
Located in St. John's – Newfoundland and Labrador's capital city – Signal Hill, Cabot Tower, and the Narrows are among Canada's most distinctive landmarks. Signal Hill was designated a national historic site in 1951, the same year that Fort Amherst (on the south

side of the Narrows) was cited for its national historic significance. In 1998, recognizing that the cultural resources on the south side of the Narrows were an integral part of Signal Hill's defence and communications history, the Historic Sites and Monuments Board of Canada recommended that they be included within Signal Hill's historic site designation. Today, the Designated Place of Signal Hill NHSC encompasses land on both sides of the Narrows (see MAP 2).

The Parks Canada-administered site is 106 hectares and consists of the major portion of the Signal Hill peninsula, which overlooks St. John's Bay, Fort Amherst, the Narrows, St. John's Harbour and the Quidi Vidi waterway.

The ribbon of shoreline that completes the Designated Place contains Fort Amherst National Historic Site of Canada and two historic sites recognized by the Government of Newfoundland and Labrador: Frederick's Battery and South Castle. The south side of the Narrows played a significant role in the city's defence for at least three centuries. The area has seen continuous human settlement since the early 1800s, when Newfoundland's first lighthouse was built at Fort Amherst. Although this land and its resources are included in the Designated Place, Parks Canada does not own or administer them. That responsibility is divided amongst the Government of Newfoundland and Labrador, the City of St. John's, private landowners, and various agencies of the federal government including Fisheries and Oceans Canada - Canadian Coast Guard, the St. John's Port Authority, Transport Canada, and the Fort Amherst Small Boat Basin Corporation.





2.0 Importance of Signal Hill NHSC to the System of National Historic Sites



Cabot Tower at the summit of Signal Hill. Pam Coristine 2001

Signal Hill National Historic Site of Canada is part of the network of national parks and national historic sites stretching from one coast of Canada to the other. There are more than 900 national historic sites nationwide. Each site has had a nationally significant impact on Canadian history or illustrates a nationally important aspect of the history of Canada.

Collectively, Canada's system of national historic sites represents thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life. Along with sites such as Fort Rodd Hill NHSC on the west coast of Canada, the Fortifications of Quebec NHSC and the Halifax Defence Complex, Signal Hill NHSC commemorates important aspects of Canada's defence history. As well, the Site's communications history is linked to the Marconi NHSC and the Alexander Graham Bell NHSC in Nova Scotia, among others.

The national program of commemoration consists of several distinct but interlocking

parts. In addition to the places that are commemorated, more than 360 persons and 300 other aspects of our history, including historic events, have been commemorated for their national significance.

National historic sites are owned by federal, provincial and municipal governments, by businesses and heritage organizations, and by private citizens. Together they form the "Family of National Historic Sites" in whose stewardship all Canadians share. Parks Canada now administers more than 150 national historic sites across Canada, and contributes to the other national historic sites in the family through cost-sharing agreements and the Government of Canada's *Historic Places Initiative*.

Canada's national historic sites are a significant, irreplaceable legacy. By preserving their commemorative integrity today, we ensure that they will be here for the benefit and enjoyment of future generations, as well as our own.

3.0 Commemorative Integrity



Gun barrels at Artificers Yard near Queen's Battery. Pam Coristine 2000

The cornerstone of the *National Historic Sites Policy* is:

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.

Parks Canada's primary responsibility at Signal Hill National Historic Site of Canada is to ensure its commemorative integrity. Commemorative integrity describes the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when:

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

3.1 COMMEMORATIVE INTENT

Commemorative intent focuses our understanding of what is being commemorated at a national historic site. The guiding *Statement of Commemorative Intent* for each site refers to the specific reasons for a site's national historic significance, as identified by the Historic Sites and Monuments Board of Canada's (HSMBC) recommendations. Signal Hill's national

historic significance is determined by the 1998 HSMBC minute, which reads: “it [Signal Hill] is importantly associated with Canada’s defence and communications history.”

3.2 DESIGNATED PLACE

“Designated Place” refers to the entire area designated as historically significant by the Minister, acting on the recommendation of the HSMBC – irrespective of current land ownerships or jurisdictional boundaries. A Designated Place can be larger or smaller than the boundaries of the Parks Canada administered site; at Signal Hill NHSC it is larger (MAP 2), and consists of two areas:

- the land inside the administrative boundary of Signal Hill NHSC (located on Signal Hill);
- the fortification and communications sites on the south side of the Narrows, including the sites of Noone Room¹, South Castle², Frederick’s Battery³ and Fort Amherst.

3.3 THE MESSAGE OF NATIONAL SIGNIFICANCE

The goal of the second element of commemorative integrity is to ensure that a national historic site’s reasons for designation are effectively communicated through clear messages derived from the Site’s Statement of Commemorative Intent. Signal Hill NHSC’s message of national significance is:

Signal Hill is importantly associated with Canada’s defence and communications history.

Context Messages

Context messages support the message of national significance and are essential for communicating the context of the Site’s national significance.

Defence

- Signal Hill NHSC is linked to other national historic sites through its association with military defence.

- Signal Hill and the south side of the Narrows served as important defensive locations through three centuries due mainly to their location and natural qualities.
- The strategic importance of Signal Hill and the south side of the Narrows for defence purposes is tied to the strategic importance of St. John’s and St. John’s harbour.
- Signal Hill and the south side of the Narrows were integral parts of St. John’s defence systems from the 1640s to the Second World War.
- Signal Hill played an important role in the defence of Canada from the 1640s to the Second World War.

Communications

- Because of its strategic location and view planes, Signal Hill played an important role in military signalling ca. 1704 -1870. Flags were raised from a mast on the summit of Signal Hill to notify the British garrison of the arrival of ships, and cannons and muskets were fired to regulate the daily activities of the military or to notify mariners that fog was making visual signalling ineffective.
- Reflecting the rise of St. John’s as an important commercial port, Signal Hill’s signalling shifted to mercantile/civilian purposes around 1820 and continued to ca. 1958. During this period, mercantile flags were raised to notify crews and officials of the impending arrival of mercantile vessels, and noon-day and fog guns were fired.
- Apart from its commemorative purpose, Cabot Tower was built to be a flag signalling tower and served that function from 1900 to 1958.
- Signal Hill played an important role in transatlantic communications in 1909 when the Site received its first transatlantic cable, which was landed at Cuckold’s Cove by the Commercial Cable Company – the first direct telegraph link from Ireland to St. John’s and St. John’s to New York. By 1931, eight cables at Signal Hill connected Ireland to insular Newfoundland, Canada and the U.S.A.

1. Also known as Gunner’s Cove and Ring Noone.

2. Also known as South Fort, South Redoubt and the Castle.

3. Also known as Fort Rederick, Fort Charles and South Battery.

- Lighthouse signalling at Fort Amherst began in 1810 and still continues. The light at Fort Amherst had important communications and defence roles.
- On December 12, 1901, Guglielmo Marconi received the first transatlantic wireless signal on Signal Hill. Later, on 23 July, 1920, the Canadian Marconi Company transmitted the human voice across the Atlantic Ocean from Cabot Tower. In 1933, they opened a wireless station on the Site, which operated until 1949; it continued operations under the Canadian Department of Transport until 1960.
- Signal Hill NHSC is linked to other national historic sites through its association with communications.

Designation as a National Historic Site

- A national historic site is a place designated by the Government of Canada as a site of importance to all Canadians because of its national historic significance.

Secondary Messages

Signal Hill NHSC does not exist in isolation, nor does its nationally significant history represent the only historical activity at the Site. Secondary Messages communicate the broader historic values of the Site. The Secondary Messages for Signal Hill NHSC are:

- Signal Hill, the Narrows and Cabot Tower are important symbols of St. John's and Newfoundland and Labrador.
- Cabot Tower was built to commemorate the 400th anniversary of John Cabot's voyage to North America and the 60th anniversary of Queen Victoria's reign.
- Cabot Tower's architecture reflects Newfoundland and Labrador's historic ties to Britain and the historic defence role of Signal Hill (even though the Tower was not built for military purposes).
- Signal Hill and some of its cultural resources are an important part of the medical and penal history of Newfoundland.
- Fort Amherst is an important part of Newfoundland and Labrador's lightkeeping history.
- Cuckold's Cove and the south side of the Narrows are linked to Newfoundland's fishing heritage.
- The buildings and cultural landscape of Fort Amherst and the south side of the Narrows typify the traditional Newfoundland outport style.

4.0 Current Situation Analysis



The Battery at the foot of Signal Hill. *Unknown Photographer 2003*

4.1 HERITAGE PROTECTION

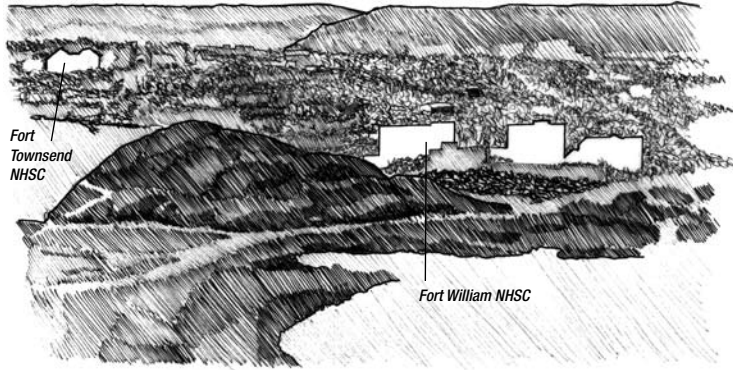
Parks Canada is responsible for protecting the cultural resources and other heritage values of those national historic sites under the Agency's administration, and offers visitors opportunities for meaningful experiences at these sites. A site's cultural resources and heritage values provide an authentic setting that is central to engaging and meaningful experiences for visitors of the site.

In Canada's national historic sites, cultural resources have two classifications. Level I cultural resources are those directly associated with the reasons for the site's national significance. Level II cultural resources are those not directly related to national significance, but which have historic value. Parks Canada manages both types of cultural resources in accordance with its *Cultural Resource Management Policy*, and encourages its partners to do the same with the resources that are outside Parks Canada's administration.

A. Cultural Resources Within Parks Canada's Administration

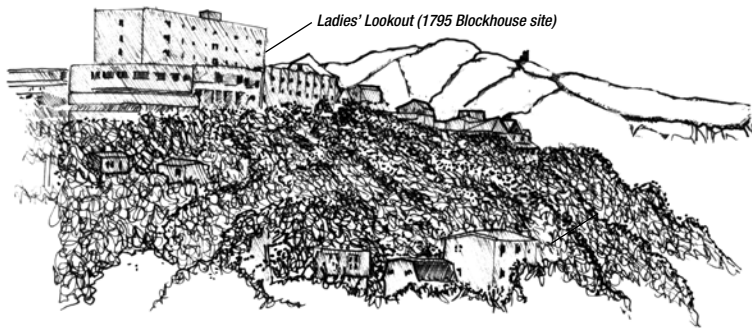
As part of the management planning program the cultural resources managed by Parks Canada at Signal Hill NHSC were evaluated in light of the Site's commemorative integrity statement¹. Identified were their existing condition, and current or potential threats or risks. Management practices at the Site were reviewed to determine whether principles and practices existed to ensure that management decisions were based on respect for cultural resources. Record keeping, maintenance regimes and monitoring programs were reviewed. The evaluation assigned Poor, Fair, and Good ratings (see APPENDIX 3 for ratings descriptions, and APPENDIX 4 for a summary of the Commemorative Integrity Evaluation).

1. Signal Hill NHSC Commemorative Integrity Evaluation, 2003; see Appendix 4 for a summary.



**Signal Hill NHSC -
View Planes At Risk**

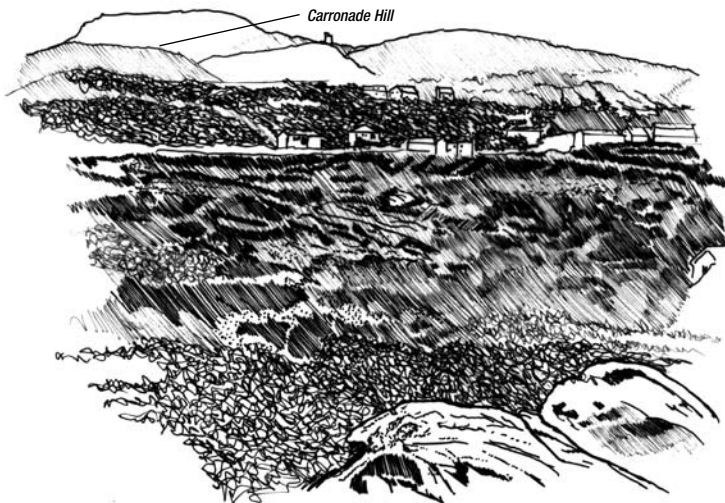
View from Ladies' Lookout (former Blockhouse c 1795) to Fort Townsend NHSC and Fort William NHSC. These sites are now occupied by contemporary structures.



View from Fort William NHSC to Ladies' Lookout (Blockhouse c 1795). This view is now obstructed by a contemporary structure outside Parks Canada's administrative boundary. Future developments in this area could further obstruct historic views to Gibbet Hill and Cabot Tower.



View from Carronade Hill to Quidi Vidi Pass Batteries Provincially recognized site. This view has the potential to be obstructed by developments in the foreground outside the boundary of Signal Hill NHSC.



View from Quidi Vidi Pass Batteries to Carronade Hill

During this review and analysis, some issues were identified as systemic (i.e., they affect the whole site or all of its resources). Management solutions to these issues need to be holistic, and apply to all cultural resources at the Site. These global issues are dealt with first, below. The following sections cover issues that pertain to groups of resources and their individual parts.

Managing Information – Since the establishment of Signal Hill NHSC much research and study has taken place, greatly increasing Parks Canada’s knowledge and understanding of the Site and its history. The work includes archaeological investigations, historical research, and the generation of associated studies and reports. Records and information have steadily been acquired that relate to interventions to the Site’s historic resources, and decisions about its development or programs. Parks Canada’s *Cultural Resource Management Policy* states, “Parks Canada will maintain up-to-date inventories and records on its cultural resources.” This has been done for Signal Hill NHSC, but the records are currently in a variety of formats and are located on-site, at the Parks Canada offices in St. John’s, in Halifax with Public Works and Government Services Canada, and at Parks Canada’s Atlantic Service Centre – a situation that makes it difficult for staff to quickly pull together information when it’s needed.

This resource material must be organized into an easily accessible Site Dossier (kept as close to the Site as possible), as per the *Cultural Resource Management Policy* (which directs, “...Dossiers will contain basic data and related documentation, including the results of research, evaluation, records of decisions and actions taken...”).

Views and Visual Integrity – The views from and to Signal Hill NHSC are integral to its historic significance. The hill’s prominence on the landscape and its location overlooking St. John’s Bay and St. John’s Harbour are the reason for its historic defence and communications activities. Losing sight lines that contain views of St. John’s harbour, Cape Spear, Quidi Vidi Pass Batteries, and Fort Townshend, would mean losing the best

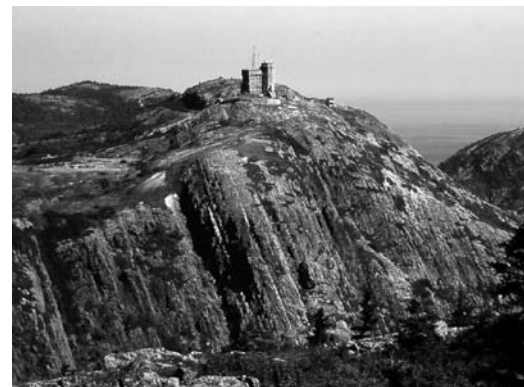
opportunities to interpret the Site’s historic connections to these places.

Historic visual links also exist within the Site’s boundaries, between specific features that were critical for defending the hill, such as the view from North Point Battery to the landing places in Cuckold’s Cove. These view planes and viewscapes reveal the context – and often the *raison d’être* – for the location of these features on the Site. If they were lost, visitors would be less likely to understand the features’ purpose and context, and the Site’s heritage value would be diminished.

Since the last management plan was adopted, outside developments and proposals that could affect these views have increased and some historic views have been lost. Many, however, still remain. Cabot Tower, for instance, built to be seen clearly from the mercantile properties that lined St. John’s harbour, still retains its visual integrity. Through municipal development approval processes Parks Canada is kept informed and monitors proposals for developments adjacent to the Site that could impair its visual integrity. Even so, some views that are now unimpaired may be at risk, due to existing municipal development regulations.

Parks Canada will share information and work with the City of St. John’s to be better able to ensure the preservation of Signal Hill NHSC’s historic view planes.

Cultural Landscape and Landscape Features – Signal Hill NHSC’s topography, and its natural and cultural landscape features are among its most distinguishing characteristics. Many of the defensive works on Signal Hill and the south side of the Narrows were located and



Signal Hill viewed from the top of the South Side Hills. Dave Taylor 2004



Second World War Quonset Hut. Don Parsons 2006

designed specifically to take advantage of a natural feature. Today, in many cases, the only visible remnants of these activities are marks on the landscape that were left when a natural feature was adapted for human use. A *Cultural Landscape Study of Signal Hill NHSC* was initiated in 2001-02 to document the Site's cultural landscape features and to help guide decisions related to developments at and near the Site.

Generally, the Site's cultural landscape features are in Good condition. The few areas of concern are:

- several locations along trails where there is evidence of erosion;
- Burma Road and Carronade Hill where vegetation is obscuring landscape remnants;
- the terrace at Chain Rock Battery where there is evidence of instability.

Only the terrace at the Chain Rock Battery site is considered to be under threat at this time. Parks Canada will give priority to stabilizing that site, and addressing the areas that are eroding, or may erode. Parks Canada needs to monitor the erosion sites, assess how visitors use them through a Visitor Use Study, and then develop solutions. Options for vegetation management that will reveal Burma Road and Carronade Hill will be explored in conjunction with trail planning, and with full consideration of environmental effects.

Buildings and Structures – The surviving historic structures at Signal Hill NHSC are modest remnants of what once existed. They include the Imperial Powder Magazine, Cabot Tower, Queen's Battery Barrack, the Quonset Hut, the Second World War Magazine, and the Chain Rock Battery. With the exception of Cabot Tower, they were all built for military purposes and represent the construction practices of different periods of military occupation. All structures on Signal Hill are exposed to severe climatic influences: high gusting winds, rapid temperature changes, freezing rain and ice, and the corrosive effects of a saltwater environment.

Overall, the historic structures are in Fair condition. Those that have undergone major intervention (Cabot Tower, the Imperial Powder Magazine and Queen's Battery Barrack) are in Good condition. Stabilizing and continuing to maintain them mitigated the environmental threats to these structures. To ensure this status continues, however, the maintenance regime needs to be formalized into a routine, cyclical program that incorporates what has been learned from previous work. Parks Canada will develop comprehensive Resource Conservation and Maintenance Plans for these structures to ensure they retain their commemorative integrity over the long term.

Structures built during the Second World War are now reaching the end of their serviceable use. The Quonset Hut, the Second World War Magazine and the structures of the Chain Rock Battery have not undergone major



Imperial Powder Magazine. Pam Christine 2000

intervention, and are deteriorating at an accelerated rate. It is time for Parks Canada to undertake long-term stabilization of these structures, particularly Chain Rock Battery.

All the historic structures administered by Parks Canada at Signal Hill NHSC are owned by the federal government and are more than 40 years old. The *Treasury Board Heritage Buildings Policy* therefore applies to them, and it requires that the Federal Heritage Building Review Office (FHBRO) evaluate them. Together with Parks Canada's *Cultural Resource Management Policy*, this evaluation will provide direction for interventions and modifications of the Site's buildings. Two structures have already been submitted for evaluation: Cabot Tower and the Quonset Hut. Cabot Tower was designated a Classified building, the highest rating bestowed on a heritage building by FHBRO. The Quonset Hut was not given a designation under the FHBRO system, but is a Level I cultural resource according to the *Cultural Resource Management Policy*.

The Imperial Powder Magazine, the Chain Rock Battery and the Second World War Magazine will be submitted to FHBRO prior to any intervention or modification.

Context of Buildings – In its most recent deliberations regarding Signal Hill NHSC, the Historic Sites and Monuments Board of Canada acknowledged that the upper parking lot on the summit ridge of Signal Hill is visually intrusive. The occupation and reoccupation of the area for various military purposes over time has left it about a metre

higher than it was two centuries ago. As a result the Imperial Powder Magazine now appears to sit in a depression. Furthermore, both Cabot Tower and the Imperial Powder Magazine are surrounded by asphalt and concrete, much of it in poor condition. These hard landscaping elements change the context of the historic structures. Removing the fill from the summit ridge to restore the original context of the buildings would be a major intervention, however; it might also conflict with direction given in Parks Canada's *Cultural Resource Management Policy* to value the evolution of resources: "A cultural resource whose historic value derives from its witness to many periods in history [in this case, the Summit Ridge] will be respected for that evolution, not just for its existence at a single moment in time."

Parks Canada must find ways to improve the context of Cabot Tower and the Imperial Powder Magazine without destroying the layers of history contained under the adjacent parking lot. Options to improve the landscape surrounding Cabot Tower and the Imperial Powder Magazine, such as developing a landscape architecture that is historically sympathetic will be considered.

Archaeological Sites – Signal Hill NHSC is rich in archaeological resources. Generally, all areas excavated to date by Parks Canada are in Good condition, and stable. Parks Canada's archaeological staff inspects them annually; Site staff monitors them more frequently. Parks Canada will formalize this inspection program to ensure that these sites continue to be maintained to the same standard.

In keeping with current standards, the archaeological resources of the Site will be located using a Geographic Information System (GIS) and digitally mapped to make information more accessible and useable by the staff.

Since the last management plan, Parks Canada acquired remains at the Chain Rock Battery and no archaeological investigation of this area has yet taken place. The Second World War battery and some remnants of the earlier fortifications (ca. 1600s -1870) are visible. According to Parks Canada's *Cultural Resource Management Policy*, the care of these resources must be based on research and



Interior of Queen's Battery barracks. Ray Fennelly 1997

knowledge. An archaeological investigation of the area is needed to expand what is known. This is a priority item, as the terrace on which these resources are located is threatened by erosion.

Artifacts in Collections – Parks Canada has three collections of artifacts that relate to Signal Hill NHSC. They are:

1. the Curatorial Collection, on display in Signal Hill Visitor Information Centre;
2. the National Reference Collection, housed at Parks Canada's Collections Management facility, in Liverpool Court, Ottawa;
3. the Atlantic Service Centre Collection, in storage at Parks Canada facilities in Halifax.

All of the artifacts are maintained to Parks Canada's Collections Management Standards and are considered to be in Good condition, and stable.



The Narrows and aerial view of the designated place. Bob Cracker 1996

On-site Artillery – The artillery at Signal Hill NHSC is in Fair condition, and stable, with the exception of the 75mm QF gun from the Chain Rock Battery. Previous conservation-related interventions to the on-site artillery have been done as needed, and although the condition of the pieces has been monitored, no regular maintenance program is in place. As is the case for Signal Hill NHSC's historic buildings, Resource Conservation and Maintenance Plans need to be developed for

the Site's *in-situ* historic objects. The proposed Site Dossier will support these new Resource Conservation and Maintenance Plans by making information and previous decisions about *in-situ* artillery easily accessible.

Chain Rock Battery's 75mm QF gun was removed from its site because it was exposed to the weather. It is now stored indoors on-site to prevent further deterioration. Parks Canada intends to conserve the gun and return it to its original location when the Chain Rock Battery has been stabilized.

B. Cultural Resources Outside Parks Canada's Administration

Parks Canada has a special relationship with those who protect and present the resources on the south side of the Narrows. This area is integral to the commemoration of Signal Hill NHSC even though it is outside Parks Canada's administration. The national historic sites program has always depended on partnerships with others who own heritage places. This trend has increased in recent years. Accordingly, Parks Canada does not intend to acquire land on the south side of the Narrows. Parks Canada has an important role to play on the south side, however: cooperating and sharing information with those who are responsible for the resources located there. Historic resources at the light tower site and at the Fort Amherst Small Boat Basin are federally owned/administered and are subject to the Government of Canada's legislation and policies. The other historic resources in the area are protected by provincial legislation under the Government of Newfoundland and Labrador's *Historic Resources Act*.

Along with other stakeholders and owners, Parks Canada was involved in a recent initiative to direct future developments in the Fort Amherst/Narrows area. The Grand Concourse Authority, on behalf of the St. John's East Rotary Club, produced the *Fort Amherst Feasibility Analysis and Site Development Plan* in 2001-02 with the support and/or involvement of landowners and property administrators. Adopted by the City of St. John's, the report defines a strategy for municipal planning, development controls, infrastructure and programs that will allow



Fort Amherst Lighthouse and Second World War emplacements. Dave Taylor 2003

the heritage tourism potential of the area to be realized. The following outlines the cultural resources associated with Signal Hill NHSC located in the Fort Amherst/Narrows area, their condition and directions established in the above noted plan.

Landscapes and Landscape Features – The cultural landscape features of national historic significance on the south side of the Narrows are:

1. South Head, a natural headland where navigational aids and defensive works are located;
2. Frederick's Cove, a small protected cove in the Narrows;
3. the shoreline connecting these two areas.

The locations of other historic landscape features – including Gunners Cove and Pancake Rock – were filled in when the Fort Amherst Small Boat Basin industrial complex was developed in the late 1980s. According to the *Fort Amherst Feasibility Analysis and Site Development Plan* these cultural landscape features will not be affected by future development.

Buildings and Structures – A Second World War battery is located at the base of South Head. The complex is in Fair to Poor condition. Little remains of searchlight emplacements that were on the rocks near sea level. At a higher elevation, the gun emplacements, which had deteriorated severely, underwent short-term stabilization in 2001-02 that included removing their roofs. The Grand Concourse Authority undertook this work as an interim measure until direction for the site could be developed through the *Fort Amherst Feasibility Analysis and Site Development Plan*. It proposes that the ruins “be stabilized in a way that they are protected as an important historical resource, and are safe for visitors to move around in.” This direction is in keeping with Parks Canada’s *Cultural Resource Management Policy*.

The Fort Amherst lightkeeping complex, located above the Second World War Battery at South Head, has three structures. The first is a contemporary light tower, which is a Level I resource and is operated by the Canadian Coast Guard Branch of Fisheries and Oceans Canada. Built in the 1950s on the stone base of the original fort and tower it has the HSMBC plaque commemorating Fort Amherst affixed to its base. The light tower

is well maintained and its condition is stable. The two remaining structures are lightkeepers' residences (Level II), which are owned by the City of St. John's. One is used as a private residence, the other as a Museum and Tea Room. The *Fort Amherst Feasibility Analysis and Site Development Plan* proposes that these buildings be maintained in their existing locations. Both are currently well maintained and are not under threat.

There are approximately forty structures identified as Level II cultural resources located on the south side of the Narrows in the community of Fort Amherst. They are built in the traditional Newfoundland outport style and include one- and two-storey dwellings, a schoolhouse, sheds, and various outbuildings. The direction proposed by Parks Canada's Fort Amherst partners is to maintain the traditional historic appearance of these structures by creating development guidelines. These structures are not currently under threat. Future direction for them will result in preservation of their unique features and elements.

Archaeological Sites – The Anchor Point area underwent archaeological excavation in the late 1980s and again in the mid-1990s, this time as part of the industrial boat basin development. The remains of South Castle (1703-1709) are secured by a chain-link fence and are partially stabilized with sandbags. Several hundred metres to the east of the boat basin, the Frederick's Battery site has visible remains of a cut-stone wall overlooking the Narrows. The Historic Resources Division of the Government of Newfoundland and Labrador monitors these sites. Having an active archaeological program at the South Castle site is one of the concepts proposed for the Fort Amherst/Narrows area.

There are some physical remains of the 18th and 19th century military occupation of Fort Amherst. They include several traversing gun platforms with rails mounted on partial circles of cut stone, and cut stones that were apparently moved from their original locations and used in the foundations of later military structures. These ruins are not considered to be under threat. Parks Canada's Fort Amherst partners have identified the

need to do a comprehensive archaeological investigation before making any decisions about future development in this area. This direction is in keeping with Parks Canada's *Cultural Resource Management Policy*, which states, "adequate research, recording and investigation will precede any action that might affect cultural resources and their presentation." With Parks Canada's expertise in resources related to military and defence, there may be opportunities to collaborate to ensure that these resources are understood.

In addition to the ruins of the Second World War battery, there are many 20th century concrete remains associated with defence in the Fort Amherst/south side area. Although they are not fully understood, these resources are not considered to be under threat. In its efforts to achieve and maintain commemorative integrity for areas outside its administration, Parks Canada will encourage, support and collaborate in efforts to inventory and document these resources.

As the south side of the Narrows site is further developed, Parks Canada will continue to play a role by providing a basic level of support that includes input into development initiatives, and sharing information and expertise to help those responsible for these resources make informed decisions. Parks Canada's priority is for resources under its own administration. However, where nationally significant resources outside its



Noon Day Gun. Unknown 2000

administration are in Poor condition or under threat, Parks Canada can enhance its support through meaningful collaboration with site owners. Parks Canada's level of involvement will be strategic and based on sustainability principles. Priority is given to sites that are underrepresented in the Parks Canada System and projects that have strong partnership commitment, are affordable and sustainable in the long term.

Historic Objects – The only artillery on the south side of the Narrows is a 75mm QF gun in its original location inside the remains of a Second World War gun emplacement. It has deteriorated severely and is not considered salvageable.

The two plaques in the area are the HSMBC plaque and a provincial historic site marker near the remains of Frederick's Battery. These plaques are Level II resources; both are in Good condition.

A small collection of artifacts relating to the history of Fort Amherst and the Narrows is on display inside the Fort Amherst Museum and Tea Room. Owned and cared for by the operators (the Power family), or on loan to them from community residents, the collection includes tools, equipment, archival materials and household effects.

The Government of Newfoundland and Labrador Collection has 1,852 catalogued artifacts recovered during the 1988-89 and 1993 archaeological investigations at the South Castle site. They are stored in Memorial University of Newfoundland's conservation facilities, and are managed according to provincial standards.

4.2 PUBLIC EDUCATION AND ENGAGING CANADIANS

Parks Canada has the mandate to present the national historic significance of those national historic sites under the Agency's administration. Providing compelling information about a site in interesting and engaging ways that suit different target audiences contributes to visitors' and others' understanding and appreciation of the site.

Recent polls show that Canadians value their national historic sites, national parks and national marine conservation areas. The

more Canadians know about these heritage places and their resources, and the issues and challenges facing them, the more likely they will be to appreciate them and support the work needed for their conservation and protection. Parks Canada has developed a strategy for delivering priority messages consistently across the organization. It clearly states that each Parks Canada site has a role to play in helping to encourage understanding, appreciation and stewardship of the site, and also encourage support for Parks Canada's mandate. Parks Canada's *Engaging Canadians Framework* outlines three types of communications activities for achieving these goals:

- Education Communications, which are the interpretation and outreach elements of Heritage Presentation;
- Program/Service Communications, which include communicating with visitors, marketing and influencing the travel trade and media;
- Agency Communications, which include corporate reporting; and public, community, media and stakeholder relations.

4.2.1 Education Communications

Comprising both on-site interpretation and outreach activities, heritage presentation is integral to maintaining a site's commemorative integrity. It is the main vehicle for achieving public understanding of why a site is important to Canada's history and for imparting information about the site's other heritage values through presentation of the site's cultural resources and the delivery of the site's messages (see Section 3.3 for Signal Hill NHSC's messages). Together with facilities such as roads and trails, reception and orientation services, authentic cultural resources and natural features etc. the Site's heritage presentation programs and services contribute to an overall experience for the visitor. Parks Canada's aim is to facilitate experiences that make visitors feel they have stepped out of the ordinary and feel a sense of personal growth and accomplishment. To achieve this aim, Parks Canada will strive to understand the Site's visitors and provide a range of opportunities to meet their needs and expectations.

A. Heritage Presentation Administered by Parks Canada

Signal Hill NHSC receives approximately 750,000 visitors annually. Many visitors to the Site are from other provinces in Canada. The majority of visitors are attracted to the Site during the summer months for sightseeing and hiking. Moderately high off-season visitation is growing due to increasing numbers of conventions and conferences in the St. John's area.

There are opportunities for visitors to learn about Signal Hill year-round through access to the Site and to the Visitor Information Centre. The Visitor Information Centre contains exhibits related to the Battle of Signal Hill, the history of St. John's, and the history of Newfoundland and Labrador. In addition to trail signs and plaques, there are interpretive panels at the summit, around Cabot Tower, and at Queen's Battery.

Cabot Tower, open from April to January, contains exhibits related to Guglielmo Marconi and short wave radio. Staff guides are on-site through the summer months to welcome visitors, provide information and lead regularly scheduled tours. The Signal Hill Tattoo also performs regularly from July to mid-August. The Signal Hill Tattoo Committee offers school programs in the late spring.

Communication of Designated Place – Currently, the Site brochures, orientation panels and Site media predate the 1998 expansion of the expanded Designated Place. None of them, therefore, properly present the scope and messages of the entire historic site.

Parks Canada will incorporate the south side of the Narrows into maps and other media depicting the geographical area of Signal Hill NHSC. The portion of the Site administered by Parks Canada will be clearly differentiated.

Messages of National Significance in Outdoor Media – Most of Signal Hill NHSC's interpretation was developed before the adoption of the Site's Commemorative Integrity Statement. Although messages delivered by staff guides have been revised to better reflect the Commemorative Integrity

Statement, most of the Site's fixed interpretive media are outdated. The overall on-site heritage presentation experience does not adequately:

- convey the reasons why the Site is importantly associated with Canada's defence and communications history;
- impart information about the Site's links to other national historic sites;
- communicate the values associated with Parks Canada's system of national historic sites.

Outdoor media will be updated as part of a Heritage Presentation Plan for the Site.

Visitor Needs and Expectations

In 1997 a product-market-match study was undertaken as part of an Options Analysis to inform planning of the Visitor Information Centre and Annex. This study identified the following key directions and elements for the Site's market segments:

Local Visitors – Expand the popular Signal Hill Tattoo program to better reflect military life at the Site and provide opportunities and infrastructure for more special programs.

Visiting Family and Relatives – Increase and improve outdoor interpretive media in high use locations.

Canada/US Touring – Improve site orientation, update the presentation offer inside the Visitor Information Centre, improve the Marconi (Communications) presentation and provide more interpretation of the Site's Second World War history.

International – Develop special programs for cruise ship visitors to better suit their expectations for high quality heritage and cultural experiences.

School Groups – Provide indoor/outdoor curricula related tours and programs at the Site to meet demand.

Meetings and Convention Travelers – Explore the feasibility of packaging in partnership with others to provide meeting space and theme related evening programs and events.

Since 1997 as part of the Visitor Information Centre Annex project and various heritage presentation initiatives at the Site,



Marconi Exhibit, Visitor Information Centre. Shane Kelly 2002

Parks Canada has completed many elements identified above. There are now a variety of new features and activities at the Site:

- At the summit, outdoor interpretive media has been expanded and a new communications presentation installed inside Cabot Tower.
- An annex has been built onto the Visitor Information Centre. As result the Signal Hill Tattoo has a larger presence on the Site and a multi-purpose space is available off-season use for school group programs and meeting space.
- The Tattoo program was re-mustered to reflect earlier military history with planning now underway to add elements of the Site's First World War and Second World War history.
- In personal programming Parks Canada has developed and piloted special interactive tour programs for cruise ship visitors and curricula related programs for school groups.

The outstanding elements including updated heritage presentation inside the Visitor Information Centre, improved exterior site orientation and a theatre for special programs are being addressed in the refurbishment of the Visitor Information Centre.

Parks Canada will continue to research the needs and expectations of visitors, monitor and evaluate the effectiveness of the Site's heritage presentation to meet those needs, and respond to changes as they arise.

Visitor Information Centre – The prime venue for imparting information about the Site is the Visitor Information Centre. The presentation inside was developed in the 1970s and is now outdated and no longer appealing. The building does not attract visitors and the main interpretive exhibit does not present the messages outlined in the Site's Commemorative Integrity Statement. In short, the Visitor Information Centre is not effective in terms of today's communications requirements, nor does it meet the needs and expectations of visitors. The agenda for remedying this begins with upgrading the Visitor Information Centre building to current standards, refreshing interpretive media and programs, and devising strategies for attracting more visitors.

Parks Canada will revitalize the building and its exhibits within the time frame of this management plan. Funding for the project will be provided by Parks Canada with a contribution from the Historic Sites Association of Newfoundland and Labrador, an organization which has been a significant partner of the Site and the National Historic Sites program in Newfoundland and Labrador for over twenty years.

Trail Entrances – Signal Hill NHSC is linked to the city's walkways and trail systems. The hike up Signal Hill is considered to be one of the best in St. John's, and the Site receives a large number of visitors on foot this way. However, these visitors are not currently receiving the Site's messages. Placing welcome/orientation signs at key trail entrance nodes that communicate the Site's messages, direct them to the Site's offerings, and provide information about the safe use of the Site will be considered in the Site's Heritage Presentation Plan.

Archaeological Sites – Some cultural resources are not being presented, including the St. George's Hospital/Barracks site where the footprints of buildings and gardens are visible. Devising ways to introduce and interpret these sites will be part of the Heritage Presentation Plan.

Second World War Resources – The Second World War buildings and structures have trails leading to them, but no information explaining their context or purpose. Visitors are not provided with opportunities to understand and appreciate these resources nor their role at the Site during the Second World War. During consultations for this management plan, Parks Canada’s partners and stakeholders expressed a desire to see more interpretation about this period of the Site’s history. In addition, market research indicates that there is a growing interest in Second World War history. The resources directly related to the Second World War provide the best opportunity to interpret this aspect of the Site’s history. The Heritage Presentation Plan will find ways to make these structures more accessible, and provide for their interpretation.

Outreach – Parks Canada has developed and offers a school-group program based on the recommendations of the *Heritage Outreach Program Report* (1999), which was developed as a joint project of Parks Canada and the Historic Sites Association of Newfoundland and Labrador. As well, the Parks Canada/Signal Hill NHSC Web site provides general information about the Site and its history. Recent improvements to the Web site are helping virtual visitors better understand the significance of the Site. Both of these efforts will be expanded to increase outreach to the public and to school groups.

Visitor Research – The product-market match study that was undertaken in 1997 for planning and design of the Visitor Information Centre Annex needs to be updated to better reflect current trends. Although visitor information surveys have been undertaken in the last five years², there has not been a comprehensive visitor survey done since 1984. As well, there is a need for recent empirical information and research about the number of Site visitors, and how they enter, use and move through the Site. Without this information, it is difficult to plan visitor experiences and effective and focused heritage presentation programs and media to support them. Parks Canada will undertake

research to update information about visitor needs and expectations and determine the number of Site visitors and how they are using the Site and moving through it.

B. Heritage Presentation Outside of Parks

Canada’s Administration

Approximately 3,000 people visit the Fort Amherst/south side area each year³. The Fort Amherst Tea Room and Museum is open in the summer season. In addition to its exhibits, the operators of the Museum and Tea Room provide personal interpretation. The Canadian Coast Guard stations a former lightkeeper at their site to promote the history and culture of lightkeeping. The remains of the Second World War Fort Amherst Battery can be viewed from the plaza surrounding the Fort Amherst light tower, and from Signal Hill. In addition to the two historic site plaques, an interpretive panel installed by the Grand Concourse Authority provides a short history of the Narrows. Together they communicate some of the values associated with the Level I resources and some messages related to the area’s national historic significance.

Parks Canada has already provided input into the heritage presentation activities of the Grand Concourse Authority for interpretive media located near the South Castle site. As well, Parks Canada was involved in the *Fort Amherst Feasibility Study and Site Development Plan*. In keeping with Parks Canada’s directions for working with other owners of national historic sites, the focus for involvement will be on collaborating with partners to ensure the elements needed to achieve commemorative integrity are in place. Parks Canada’s will now work with its Fort Amherst partners to present the messages related to the national historic significance of the Site that are not being communicated.

4.2.2 Program/Service Communications

Program/Service Communications include communications with the travel industry (to provide pre-visit information about the Site), the media (for public relations and advertising activities), and others who use the Site or its images for commercial purposes.

2. Signal Hill NHS Visitor Information Survey, 2000

3. Fort Amherst Feasibility Study and Site Development Plan: Project Overview, Grand Concourse Authority, 2002. Prepared for St. John’s East Rotary Club and the City of St. John’s.

Target Audiences and Promotional Vehicles

Touring/sightseeing – Includes touring/sightseeing groups and individuals, as well as people seeking cultural heritage experiences and learning vacations, and those in the region to visit family and relatives (VFR). Vehicles for reaching this market segment include the province’s Travel Guide, vacation planners, consumer shows, cooperative marketing, welcome flyers, advertising, and on-site signage.

Travel Trade – Includes media and/or travel writers, and tour and motor coach operators. Media-related vehicles include media kits, media marketplaces, sales calls and local media relations. Marketing activities for travel writers include travel-writers’ kits, familiarization (FAM) tours, trade shows, new-and-notable programs and short-stay programs.

Industry – Includes agencies and organizations involved in supporting the tourism industry. Parks Canada is represented at local and regional tourism associations and participates in trade shows, conferences, and other fora that bring the tourism industry together.

Media – Includes local, regional, national and international news media, as well as specialty media that focus on history, conservation, education and commemorative integrity. Promotional vehicles for this group include press releases and personal contact.

Local – Includes local residents interested in the Site and/or who use it regularly. Local residents are notified of Site activities through public service announcements, public information advertisements, media interviews, electronic mail, and by personal invitation to special events.

Parks Canada’s Newfoundland East Field Unit works with the City of St. John’s, the Province of Newfoundland and Labrador, Parks Canada Atlantic Service Centre and other regional and national agencies to provide pre-trip information about Signal Hill NHSC for the travel industry. Specifically, this means contributing to marketing campaigns and visitor guides; providing up-to-date images and information about the Site’s offerings, special events, and fees; and collecting and sharing visitor information. The Site is marketed and promoted with the other national historic sites and national parks in the Field Unit. Recent marketing activities have been focused on communicating the Site’s messages of national historic significance and information about the Parks Canada system.

Signal Hill NHSC is a provincial and national icon. The Site attracts more visitors than any other Site or tourist attraction in the province. Most visitors, however, do not participate in all the Site has to offer – they are attracted to the summit ridge area, but do not



Signal Hill Tattoo. Don Parsons 2006

visit features or participate in programs elsewhere on the Site. In addition, most visitors spend 45 minutes or less at the Site. Improved pre-visit communications about the Site's offerings will encourage better and/or longer visits. Some of the Site's products and services also need updating, to attract more visitors and better meet visitors' needs. Key among these are the Visitor Information Centre and the Site's military animation program, the Signal Hill Tattoo.

Cabot Tower atop Signal Hill is one of the most frequently used images in the travel trade media. Images of it find their way onto an array of tourism and cultural products including posters, fine art, postcards, photographs, t-shirts, caps, books, compact disks and mugs. Popular bands, celebrities and the film industry frequently use Signal Hill NHSC as a backdrop for commercials, advertisements and films. Unfortunately, not all images convey that the area is a national historic site or that the venue is administered by Parks Canada. Parks Canada's challenge is to ensure that the Site is portrayed in ways that respect its national significance and, where possible, to communicate its messages of national significance, its offerings, and that it is part of a national Parks Canada system of heritage places.

4.2.3 Agency Communications and Community Involvement

Parks Canada is committed to the participation of stakeholders, interested organizations and the public in the management of Signal Hill NHSC. Greater involvement by these parties increases community commitment to, and a sense of ownership of, national historic sites and helps to build a stronger heritage constituency.

Public involvement at Signal Hill NHSC falls into three categories: on-site partners, stakeholders, and the community at large. All these groups were involved in the development of this management plan.

On-site Partners – A variety of organizations and agencies contribute to or support Signal Hill NHSC, many of them right on-site. They help the Site realize objectives outlined in Parks Canada's *Engaging Canadians Framework*. On-site partners deliver products and services

that are beyond Parks Canada's core mandate, enhancing on-site and off-site visitors' experiences and learning opportunities. Our partners at Signal Hill NHSC include the following groups:

- *Historic Sites Association of Newfoundland and Labrador*, which operates a gift shop at the Site and contributes to projects, programs and special events and activities there.
- *Signal Hill Tattoo Committee*, which operates the summer Tattoo program on Signal Hill.
- *The Society of Newfoundland Radio Amateurs (SONRA)*, which operates a short-wave radio station from Cabot Tower and is involved in special activities and events associated with the Site's communications heritage.
- *Johnson Family Foundation*, whose involvement at the Site is exemplified by the Signal Hill Lookout Project which built viewing platforms and associated interpretive panels on the summit ridge.
- *Grand Concourse Authority*, which developed trails and installed interpretive panels and markers to link the Site to St. John's trail systems.
- Bus tour operators, who provide their clients such as cruise ship visitors with tours of the Site.
- Provincial and regional education systems, which provide input into interpretation programs.
- *Johnson GEO Centre*, located on Signal Hill (but not within the boundaries of the Site), which offers programs and presentations incorporating information about the geology of Signal Hill.

Stakeholders – Additional stakeholders are the people or groups affected by the Site, or who affect it in some way. They can be involved in cultural heritage, natural heritage, tourism, the administration of land and/or the control of development adjacent to the Site. They include municipal, provincial and federal government agencies, non-profit and interest groups, local residents, educators and individuals with an interest Signal Hill. Some operate historic sites thematically connected to Signal Hill NHSC, such as Quidi Vidi Battery and Commissariat House Provincial Historic Sites, or the Johnson GEO Centre

(which presents information about the geology of Signal Hill). Others are involved in activities that could affect the Site, such as the City of St. John's through its municipal planning processes and development controls.

Community at Large – This category includes groups and individuals who use the Site, those who are interested in specific aspects or issues connected with the Site, and those who value the Site for its symbolism and/or its contribution to the city's green space. The community at large has a high level of interest in Signal Hill. City residents in particular have a strong sense of ownership of Signal Hill NHSC and like to be involved in decisions that affect it.

On-site partners enhance heritage presentation in interesting and lively ways, and they ensure Signal Hill NHSC's integration into the community. The challenge in working with partners – whose mandates and priorities occasionally differ from those of Parks Canada – is ensuring that Parks Canada's heritage presentation objectives are met. Parks Canada's priority is communicating messages associated with Signal Hill's national significance. Sometimes partners do not communicate this theme clearly or accurately; it can also be overwhelmed by competing messages. Site partners' delivery of Parks Canada's messages needs to be improved in ways that respect the other heritage values these partners honour and promote on the Site.

As all on-site activities operated by others require contracts, licences or permits, Parks Canada will clearly communicate its requirements in these agreements. To support such formal arrangements, Parks Canada will also provide major Site partners with opportunities for training and information sharing in areas such as heritage presentation, commemorative integrity, and cultural resource management.

The consultation program undertaken during this management planning process has figured largely in recent communications with the Site's stakeholders and the community. Parks Canada will follow-up these consultations by continuing to inform stakeholders and the community at large about Parks Canada's progress on implementing management-plan proposals.

4.3 VISITOR EXPERIENCE

Parks Canada regards the opportunity for visitors to meaningfully experience a national historic site as a means of promoting understanding, appreciation and ultimately building public support for the site.

Accordingly, Signal Hill NHSC offers diverse opportunities for visitors to experience the site, ranging from informal recreation on the administered property, such as hiking, and offering unparalleled views of the City of St. John's, St. John's Harbour and the surrounding landscape, to more structured visitation, including a visit to the Visitor Information Centre and participation in dynamic interpretive programming.

4.3.1 Target Audiences

The programs at Signal Hill NHSC target on-site and off-site audiences. These audiences can be differentiated by the experience they seek.

General Touring – Mainly consisting of adults and family groups, this group includes visitors from within the province, Canada and the USA. They are the traditional touring market and are drawn to the province for its natural coastal attractions, heritage and culture. They are seeking interesting and informative attractions to visit. Coastal features such as whales and icebergs and dramatic scenery along with heritage elements and/or cultural activities are preferred. Many are first time Site users and will explore the Site and its offerings to the fullest if provided with opportunities to do so. Parks Canada's objectives for this group are to maintain existing audience and to extend their stay at the Site.

School Groups – This group includes students in the local and regional school systems, and youth groups. Local schools are seeking programs and activities linked to their curriculum. Some are taking advantage of a school-group program offered by the Signal Hill Tattoo Committee, which focuses on military history. Many use the Site for end-of-school-year outings. Parks Canada's objectives for this group are to meet existing demand for curricula related school group programs.



Visitor Information Centre. Don Parsons 2006

Commercial Tour Groups – Arriving by bus, commercial tour groups include small, local operators who give tours to individuals and groups visiting the city, and the larger cruise ship and touring-motor-coach visitor groups. Commercial tour-group operators package Signal Hill NHSC with other attractions in the area. The Site is usually one stop on their tours, and their visits are usually completed in less than an hour. They are seeking a sightseeing experience primarily consisting of taking in the views from the Summit Ridge and touring Cabot Tower. Parks Canada’s objectives for this group are to extend their stay and improve the quality of their experience so that they better understand and appreciate the national historic significance of the Site.

Local Residents – The sheer prominence, visibility and accessibility of Signal Hill make it a popular attraction for St. John’s residents. They use the Site for recreation, hiking, family outings and as a lookout. This group visit the Site frequently, participating in events and programs. Parks Canada’s objectives for this group are to strengthen the sense of ownership of Signal Hill NHSC and to foster and encourage value, appreciation and respect for the Site’s resources

Special-event Participants – Members of the public attend many special events at Signal Hill NHSC including the New Year’s Sunrise Ceremony, Canada Day Celebrations, Citizenship Ceremonies, etc. Organizers and participants are seeking a high-profile place with a tradition for celebrations. Parks Canada’s objectives for this group are to create a lasting memory of the event and to better understand and appreciate the Site.

Virtual Visitors – This group can be subdivided into two main segments. The first consists of people seeking information about the Site for travel-planning purposes. The second consists mostly of young people seeking information about the Site for learning objectives such as school projects. This group also includes professional and amateur historians, archaeologists, and radio buffs who seek information about the history and/or resources of the Site. Parks Canada’s objectives for this group are to encourage them to visit the Site and to make the information they are seeking accessible and easy to use.

4.3.2 Visitor Services and Facilities

Visitors may access the Parks Canada administered property without service fees. The height of land is accessed by road, with a parking lot and Cabot Tower at the summit of Signal Hill; this point is popular with local residents for its views and trailhead. Cultural resources and their interpretation are accessed free by visitors along the trails and throughout the site as well. Those visitors who enter the Visitor Information Centre or participate in programs are charged a fee. Visitor facilities are designed to meet the interests and expectations of current and potential visitors, and Parks Canada's requirements for heritage presentation, heritage protection, public safety and accessibility.

Trails – A number of developed trails provide pedestrian access to the main attractions at Signal Hill NHSC; others link the Site to the city's pedestrian trail systems. Recreational trail use by city residents is high and increasing, and some erosion due to foot traffic is evident. Parks Canada continually monitors and deals with public safety issues related to trail conditions and visitor use. The last Public Safety Plan for the Site was developed in 1995; it may no longer reflect all current uses of the trails nor current user numbers.

Parks Canada needs to better understand how visitors use the Site and what the potential usage conflicts are, and then assess the risks associated with different types of trail use. Also, heritage presentation needs may require upgrading the Site's trail network to better present archaeological and cultural landscape features. A comprehensive Visitor Use Study will better help Parks Canada update the Site's Public Safety Plan, and plan and develop strategies for maintaining, upgrading, or altering existing trails.

Corporate Identity – Signal Hill NHSC's trails, walkways and outdoor interpretation nodes were installed intermittently over the last half-century. They were developed by Parks Canada, or in some instances in partnership with others, according to then-current design standards. Consequently, the landscape architectural elements and presentation media now vary in design and materials from

location to location across the Site. This diversity is confusing and does not clearly communicate that Signal Hill is administered by Parks Canada. There is a need for coherence and consistency in the Site's built landscape elements and exterior media to better reflect Parks Canada's corporate identity.

Visitor Information Centre – Built in the late 1960s, the Visitor Information Centre houses a reception area, washrooms and exhibits. Annexed to it is a multipurpose building, which was built in 1998; it houses the Site's military animation program during the summer and a variety of activities and programs during the winter. The Visitor Information Centre has been in need of major work since the early 1990s. Some of its deficiencies were addressed in 1998 during the construction of the annex. The Newfoundland East Field Unit is now refurbishing the Visitor Information Centre; it is anticipated that this work to be completed within the time frame of this management plan.



A visitor on the North Head Trail. Pam Coristine 2000

As noted earlier, only a small proportion of visitors to Signal Hill NHSC currently visit the Visitor Information Centre, in large part because it is not highly visible from the Site's main entrance. Strategies for attracting more visitors to the centre include increasing the Visitor Information Centre's visibility, improving signage and reviewing traffic flow. Parks Canada will explore these options as part of the planning for the Visitor Information Centre refurbishment.

Entry Fees – Visitors to Signal Hill NHSC are not charged a fee to enter the Site. This situation differs from most Parks Canada sites, where all visitors pay site entry fees that in turn contribute to programs and services provided at the Site. At Signal Hill NHSC, Parks Canada must rely on other sources of revenue. Fees are charged for services and facilities that provide personal benefits or that enhance the Site's core service. Such fees include, for example, an entry for the Visitor Information Centre and fees charged for special programs and events such as the Signal Hill Tattoo performances. These fees help offset costs associated with these projects. Entry fees at the renovated Visitor Information Centre will be an important aspect of its long-term sustainability.

4.4 ENVIRONMENTAL STEWARDSHIP

Signal Hill NHSC's natural heritage values will continue to be respected and protected. Since the last management plan was developed for Signal Hill NHSC, tools for measuring and managing natural resources have improved. For instance, the use of digital mapping and Geographic Information Systems (GIS) is now considered to be standard practice in the management of Parks Canada's natural resources. In addition, better direction (through improved policies and legislation) now brings ecological considerations into decision-making and the assessment of plans and proposed developments.

To ensure that the natural heritage values of Signal Hill NHSC are respected, and that its natural resources are managed in accordance with Parks Canada's current directions and policies, information about the Site's natural resources needs to be updated, and current tools (such as GIS) need to be employed in their management.

5.0 Vision Statement

Signal Hill, crowned by Cabot Tower, will remain a distinctive landmark and symbol of St. John's, of Newfoundland and Labrador, and of Canada. Specifically, regarding the resources under the administration of Parks Canada, all elements of commemorative integrity will be ensured and cultural resources will be protected and presented according to Parks Canada's *Cultural Resource Management Policy*. All of the historic structures and buildings on the Site will be stabilized and their values properly presented to the public. The public will understand the Site's archaeological resources and cultural landscape features, which will be appropriately interpreted.

The cultural resources on the south side of the Narrows will be regarded as an integral part of the commemoration of Signal Hill. Landowners in the area will understand the historic values associated with the resources located there and they will possess the knowledge and tools to manage them in accordance with Parks Canada's *Cultural Resource Management Policy*.

Visually, Signal Hill's historic links to other sites in St. John's will be maintained and the dominance of Signal Hill on the cultural landscape of the downtown and harbour front will remain unobstructed. Information about past management decisions and practices will be accessible, enabling Parks Canada to address issues and threats effectively.

All visitors to Signal Hill NHSC will gain a basic understanding of why this site is of national historic significance. Through a variety

of experiences they will be given opportunities to understand and appreciate the evolution of the defensive works from the Narrows to Signal Hill. The Site's Visitor Information Centre will be appealing to visitors and meet both their and Parks Canada's expectations for positive and memorable learning experiences. The school group program will be an integral part of the curriculum at local schools, and the Visitor Information Centre will be a place for students to learn about the Site's history. Visitors and the general public will understand that this site is part of a system of national historic sites, i.e. that it is linked to national historic sites in St. John's, elsewhere in the province, and throughout Canada. Anyone unable to visit the Site will have access to global interactive outreach programs on the Parks Canada Web site, which will be easy to use by young learners.

Signal Hill NHSC will be connected to a community that shares a sense of stewardship and ownership, and that appreciates the role that such national historic sites play in defining who we are as Canadians. Local residents will continue to enjoy the Site for its other values, but will better appreciate and respect its national historical significance. The Site's role in regional tourism will evolve to be better integrated with other thematically related attractions through cooperation and coordination with other sites, government agencies, and stakeholders. Signal Hill National Historic Site of Canada will continue to instill pride in our national defence and communications heritage.

6.0 Management Objectives and Actions

Parks Canada's mandate is to protect and present nationally significant examples of Canada's natural and cultural heritage, and to foster public understanding, appreciation and enjoyment in ways that ensure ecological and commemorative integrity of these places for this and future generations. To achieve this mandate, Parks Canada has developed management direction that will guide Site managers during the next five to ten years. Where this management plan does not address an issue, Parks Canada's *Cultural Resource Management Policy* and its principles will guide decisions.

6.1 HERITAGE PROTECTION

A. For Resources Within Parks Canada's Administration

Goals

- Ensure that the Site's cultural resources and their associated values are respected.
 - Base management decisions on adequate and sound information, in accordance with Parks Canada's *Cultural Resource Management Policy*.
 - Protect cultural resources and ensure that their associated values are not lost or impaired due to natural processes or human actions within or outside the Site.
 - Communicate the historic values of resources to visitors and the general public.
 - Build on existing community support and sense of stewardship for the Site.
- create and maintain a Site Dossier that includes updated information about cultural resources, current and past management decisions, and all other actions that have affected or will affect the Site's *in-situ* cultural resources;
 - make information in the Site Dossier available to Parks Canada staff in an electronic format, giving priority to resources that may be at risk or under threat;
 - communicate the importance of preserving view planes and key vantage points to municipal, provincial and federal agencies involved in land-use planning, by identifying them on maps, plans, and documents;
 - continue to provide input into municipal plans and regulations, development proposals and new land uses adjacent to the Site, requesting protection of significant view planes;
 - develop and implement Resource Conservation and Maintenance Plans for the *in-situ* cultural resources of the Site (i.e., cultural landscape features, on-site objects and historic structures);
 - submit the Imperial Powder Magazine, Second World War Magazine and Chain Rock Battery to the Federal Heritage Building Review Office (FHBRO) for evaluation;
 - integrate the historic structures' heritage character elements (as identified by the FHBRO) into their management and into the Site's heritage presentation program;
 - undertake an archaeological inventory / investigation of the Chain Rock Battery site;
 - undertake stabilization of the Chain Rock Battery in accordance with Parks Canada's *Cultural Resource Management Policy* and FHBRO requirements;

Actions

Parks Canada will:

- show the entire area of the Designated Place on all maps, brochures, Web site images and encourage and support Parks Canada's partners to do the same;

- explore options to improve the landscape/settings of Cabot Tower and the Imperial Powder Magazine;
- monitor erosion in areas of concern and undertake appropriate preventive or remedial measures;
- develop and implement a monitoring program for the Site's archaeological resources;
- update Parks Canada's archaeological records to current standards (i.e., include digital mapping);
- explore options for vegetation management in the Burma Road and Carronade Hill areas to reveal cultural landscape vestiges (following appropriate impact studies that include environmental impact studies as per the *Canadian Environmental Assessment Act*);
- continue to evaluate and/or screen any new developments or operational activities using the Site's commemorative integrity statement, Parks Canada's *Cultural Resource Management Policy* and the *Canadian Environmental Assessment Act*;
- where possible and appropriate, incorporate natural heritage values into the Site's heritage presentation;
- manage natural resources in accordance with Parks Canada's *Cultural Resource Management Policy*;
- update and make more accessible the Site's natural resource inventory, by using a GIS-based information system to allow information to be more accessible.

B. For Resources Outside Parks Canada's Administration

Goals

- Protect and stabilize Level I cultural resources that are under threat.
- Encourage and support individuals and organizations whose actions and decisions could affect Level I resources to practise the principles of Parks Canada's *Cultural Resource Management Policy*, and to respect the features and components that give these resources their values.
- Build alliances and share best practices.
- Influence decisions that could affect the Level I historic resources.

Actions

Parks Canada will:

- provide input on development decisions for the Fort Amherst/Narrows area by participating in planning studies, development programs and advisory committees;
- provide training opportunities to Fort Amherst/south side of the Narrows partners to inform them about Signal Hill NHSC heritage presentation and Parks Canada's *Cultural Resource Management Policy*;
- contribute to and provide opportunities for sharing knowledge and best practices with partners through workshops, conferences and other fora;
- provide technical or professional advice and assistance in the management of cultural resources in Poor condition or under threat;
- collaborate with owners to address specific threats to Level I cultural resources based on affordability and sustainability;
- encourage, support and, where feasible, participate in efforts to inventory and document the cultural resources of the Fort Amherst/Narrows area.

6.2 PUBLIC EDUCATION AND ENGAGING CANADIANS

Parks Canada's *Engaging Canadians Framework* directs the Agency to create effective communications at the Parks Canada administered portion of Signal Hill NHSC that will inform, influence and involve target external audiences about the importance of this nationally significant heritage area. Parks Canada must also ensure consistency and cohesion in its communications efforts. The overarching goals of the framework are to:

- contribute to public awareness of Parks Canada's system of national parks, national historic sites and national marine areas (i.e., inform);
- foster understanding and enjoyment of the sites in ways that respect commemorative integrity (i.e., influence);
- strengthen emotional connections to, and the sense of ownership of, the sites as important distinguishing symbols of Canada and our shared citizenship (i.e., involve).



Marconi 100th Anniversary celebrations at Signal Hill NHSC.
 Parks Canada / Jeremy Roop 2001

These goals apply to all Parks Canada external communications, including on-site heritage presentation, outreach, public and partnership relations, and marketing.

6.2.1 Education Communications

Education communications include on-site and off-site heritage presentation. They consist of activities, facilities, products and services that promote awareness of the Site as part of Canada's network of protected heritage places, as well as those that foster the enjoyment, appreciation and understanding of the Site's history and heritage resources.

Goals

- The historic values of Level I cultural resources are communicated to visitors and the general public.
- The overall heritage presentation experiences convey the reasons for the national historic significance of the Site.
- Site stewards, visitors (who experience the heritage presentation) and non-visitors (i.e., virtual visitors) understand the reasons for the site's national historic significance.
- Part of the heritage presentation experience conveys the Secondary Messages (i.e., messages not related to national significance).
- Secondary Messages do not overwhelm or detract from the presentation and understanding of the site's national significance.
- All visitors and non-visitors who receive Context and Secondary Messages understand them.

- Outreach educational opportunities are available for non-visiting audiences.
- The effectiveness of the site's heritage presentation program are monitored and evaluated to ensure effective communication and understanding.

Methods

To communicate important messages at Signal Hill NHSC a wide range of experiences will be available for visitors to choose from. Outdoor experiences include: orientation nodes, personal interpretation, animation programs, trails to Site features and view-points – as well as non-personal interpretation, such as a walking-tour brochure and interpretive panels. The primary indoor location for visitors to receive messages related to the whole site and its history would be the Visitor Information Centre. At Cabot Tower, the interpretive focus will be on communications. Signal Hill NHSC's outreach program will present the messages about the Site's national significance and it's other heritage values to non-visitors through a Web site and outreach programs.

Actions

Parks Canada will develop and implement a Heritage Presentation Plan that includes these elements:

- Orientation/introduction nodes at the summit and Visitor Information Centre parking lots.
- Orientation/introduction panels on trails that originate elsewhere and enter the Site.
- Upgrades to the existing Visitor Information Centre to make the building more functional for heritage presentation and to better meet visitor needs and expectations.
- New exhibits in the Visitor Information Centre that focus on the messages related to the Site's commemorative integrity.
- Presenting Chain Rock Battery and its 75mm QF gun *in-situ*, following stabilization of both.
- Improvements to the Signal Hill NHSC Web site to better serve potential visitors, students and teachers by providing information about Signal Hill NHSC and

the Parks Canada system, and by being a portal to thematically linked Web sites.

- Improvements to presenting/interpreting these Level I resources: archaeological remains of George's Barracks/Hospital and gardens, the Second World War Magazine, the Imperial Powder Magazine, the Quonset Hut, Ross's Valley, the Burma Road, Carronade Hill and Fort Amherst.
- Opportunities for local experts to contribute to stories presented at the Site.
- Evaluation and revision of the curricula-related school program currently being piloted and further development if required.

Research, Monitoring and Evaluation of Heritage Presentation

Parks Canada will continue researching the needs and expectations of visitors and potential visitors. The effectiveness of the Site's approaches to heritage presentation will be measured using several methods to ensure that the messages of national significance are communicated to intended audiences. Parks Canada will continue to gather information about Site visitors and on-site presentation through its Visitor Information Program. This program incorporates biannual surveys undertaken in collaboration with Parks Canada's Atlantic Service Centre.

The Web site will have two built-in evaluation tools: a counter to record usage, and a Guest Book to solicit comments. The Field Unit will also make use of research conducted by Parks Canada at regional and national levels to better understand the Web site's virtual audiences. Participants and teachers will evaluate school and other outreach programs by means of surveys and evaluations.

The information gathered through research, visitor counts, surveys, comments and evaluations will be used to modify and change programs and other heritage presentation initiatives to ensure that Parks Canada achieves its learning objectives in effective and efficient ways.

6.2.2 Program/Service Communications

The Program/Service Communications of Parks Canada's *Engaging Canadians Framework*

encompasses marketing, promotion and public relations activities that aim to communicate with potential visitors, and influence the travel trade and the media.

Goals

- Ensure potential visitors are aware of Signal Hill NHSC's offerings and significance.
- Ensure the Site is promoted accurately by the travel trade.
- Increase the average length of visits to the Site.
- Increase visitation to the refurbished Visitor Information Centre.
- Ensure others portray the Site in ways that respect its national historic significance.
- Encourage news-media agencies and representatives to understand and appreciate the Site and its messages.

Actions

Parks Canada will:

- continue to partner with regional, provincial and national travel and tourism agencies to provide pre-trip information to potential visitors, and focus more on communicating the Site's many offerings and important messages;
- continue to ensure that Parks Canada's marketing is guided by Parks Canada's *Engaging Canadians Framework* and Messages Toolkit for Staff;
- undertake new initiatives to promote and market the upgraded Visitor Information Centre and on-site heritage presentation programs;
- require people using the Site for filming/advertising to respect the Site and, where possible, to deliver the Site's messages;
- develop and provide media outreach materials such as backgrounders, media lines and media kits that reflect the Site's messages.

6.2.3 Agency Communications and Community Involvement

Parks Canada works with a broad range of government agencies, the private sector, groups and individuals to achieve mutually compatible goals and objectives. These relationships are vital for regional and community integration, for the delivery of services that



South Head and Fort Amherst. Dave Taylor 2005

are beyond Parks Canada's core mandate, and for fostering a sense of public stewardship of the Site. This element of Parks Canada's activities is an integral part of the Agency's *Engaging Canadians Framework* and has an important communications component.

Parks Canada is committed to building on and improving successful partnerships that have enhanced heritage presentation at the Site. Initially the focus with existing partners will be on ensuring accuracy and integrity in the delivery of the Site's messages.

In addition, new relations and cooperative opportunities emerged during the management-planning program. Local groups and agencies that administer sites related thematically to Signal Hill NHSC, for example the Quidi Vidi Battery Provincial Historic Site, have shown interest in collaborating and cooperating more to achieve shared goals.

Goals

- Continue to build support for the Site through enhancing positive relationships with stakeholders and the public.
- Strengthen the public's connections to, and sense of ownership of, Signal Hill NHSC.
- Enhance heritage presentation and protection at the Site by involving partners and stakeholders in the development and delivery of programs.
- Provide advice and assistance to heritage presentation partners.

- Ensure that messages of national significance are communicated and the history of Signal Hill is presented accurately by partners and stakeholders.

Actions

Parks Canada will:

- keep partners and other stakeholders informed about Parks Canada's progress on implementing management plan actions – through meetings, presentations and electronic distribution of planning products and/or posting to the Parks Canada Web site;
- provide opportunities for training on-site partners, staff from connected sites, and stakeholders in the areas of commemorative integrity and heritage presentation;
- formalize agreements with on-site partners that clearly identify Parks Canada's commemorative integrity requirements;
- involve heritage presentation partners and stakeholders in planning activities, when appropriate;
- continue to encourage and participate in special events and activities that are consistent with commemorative integrity and that foster public support;
- provide input when others develop presentation media and programs that encourages them to present messages related to Signal Hill NHSC.

6.3 VISITOR EXPERIENCE

Goal

Provide meaningful and unique visitor experiences that meet the interests, expectations and needs of visitors that contribute to visitors' understanding and appreciation of Signal Hill NHSC and that are safe and enjoyable. Consideration must be given to cost efficiency and operational sustainability.

Actions

Parks Canada will:

- undertake research to determine current and potential visitor's interests and expectations for the Site;
- recapitalize the Visitor Information Centre;
- explore strategies to increase visitation to the Visitor Information Centre including increasing its visibility, improving signage and reviewing traffic flow, in conjunction with the Visitor Information Centre refurbishment;
- maintain existing trails, upgrading them where necessary to augment the visitor experience of the site for heritage presentation and public safety requirements;



Ladies' Lookout trail from Ladies' Lookout to Burma Road. Pam Coristine 2000

- undertake a Visitor Use Study examining traffic, parking, visitor numbers and circulation within the Site;
- develop comprehensive and consistent presentation standards that incorporate Parks Canada's corporate identifiers (where appropriate) for all hard landscape elements at the Site, implementing changes as damaged or outdated facilities and exterior media are replaced;
- evaluate and/or assess infrastructure changes using the Site's commemorative integrity statement, Parks Canada's *Cultural Resource Management Policy* and the *Canadian Environmental Assessment Act*;
- ensure public-safety messages are communicated by incorporating them into the Site's heritage presentation experience;
- update the Site's *Public Safety Plan*.

6.4 ENVIRONMENTAL STEWARDSHIP

Goal

Ensure that natural heritage values of Signal Hill NHSC are respected and that natural resources are managed in accordance with Parks Canada's current policies and standards, that information about the Site's natural resources is updated to inform site operation and administration.

Actions

Parks Canada will:

- update Signal Hill NHSC's Natural Resource Inventory;
- manage natural resources in accordance with Parks Canada's *Cultural Resource Management Policy*;
- evaluate and/or screen any new developments or operational activities using the Site's commemorative integrity statement, Parks Canada's *Cultural Resource Management Policy* and the *Canadian Environmental Assessment Act*;
- incorporate natural heritage values and messages into the Site's heritage presentation experience where appropriate.

7.0 Impact Evaluation and Environmental Assessment

Federal initiatives submitted to Cabinet or to the Minister for consideration require a Strategic Environmental Assessment, which determines their environmental impacts and identifies mitigation measures if a harmful impact is expected. Strategic environmental assessments of draft management plans provide an opportunity to determine the probable broad impacts of proposed programs, and assess the cumulative effects on the environment of multiple projects or activities. In accordance with the 1999 *Cabinet Directive on the Environment Assessment of Policy, Plan and Program Proposals*, the strategic environmental assessment of the Signal Hill NHSC Management Plan Final Draft deemed that the potential stresses to Signal Hill NHSC have been identified, and strategies for ensuring that they do not become real stresses have been proposed.

The management plan's proposed projects that may have environmental effects and that were identified and analyzed with respect to the applicability of CEAA include:

- an archaeological inventory of the Chain Rock Battery area;
- stabilization and presentation of structures located at Chain Rock Battery;
- refurbishment of the Visitor Information Centre and possible changes to the grounds, roadways and parking lot surrounding it;
- installation of orientation and introduction nodes;
- potential upgrading/changes to existing trails;
- vegetation management along the Burma Road and Carronade Hill areas to reveal cultural landscape vestiges.

As these projects are further defined and detailed, they will be reviewed as required during project planning, and assessed for individual and cumulative impacts. Monitoring visitor use and impacts at the Site in a Visitor Use Study will help Parks Canada better understand how visitation may affect Signal Hill NHSC in the future.



Cabot Tower. Don Parsons 2006

8.0 Implementation Strategy

This management plan provides long-term direction for the Signal Hill NHSC. It is also a framework for more detailed planning, investigation and decision making. Implementation of the plan's elements depends on the availability of financial resources, which are determined within the Field Unit's sustainable business planning process. Therefore the plan's priorities are

directly linked to the service lines in the Field Unit's *Sustainable Business Plan* and to the five-year business-planning cycle. Implementation will be reported through the Field Unit's annual business plan performance and through Parks Canada's *State of Protected Heritage Areas Report*, which is updated every few years.

Management Plan Implementation Schedule

Component	Project	First 5 years	Second 5 years
<i>Protection of Heritage Resources</i>	Show entire area of Designated Place on maps, brochures and website as these products are revised	■	■
	Create and maintain Site Dossier	■	■
	Develop Conservation and Maintenance Plans for <i>in-situ</i> cultural resources		■
	Communicate important viewplanes to planning agencies	■	■
	Provide input into municipal plans and adjacent developments	■	■
	FHBRO evaluation of Second World War Magazine, Chain Rock Battery and Imperial Powder Magazine	■	
	Develop and implement Resource Conservation and Maintenance plans for <i>in-situ</i> cultural resources		■
	Archaeological investigation Chain Rock Battery	■	
	Evaluation and stabilization of Chain Rock Battery structures and terrace	■	
	Stabilization of the Quonset Hut and Second World War Magazine		■
	Develop and implement monitoring program for archaeological resources		■
	Update archaeological records to current standards (inventory and evaluation of 1989 excavations)		■
	Explore options for vegetation management Burma Road and Carronade Hill cultural landscape features	■	

Component	Project	<i>First 5 years</i>	<i>Second 5 years</i>
<i>Protection of Heritage Resources</i>	Explore options to improve context of Cabot Tower and the Imperial Powder Magazine		■
	Provide training in CIS, CRM and best practices for Fort Amherst/south side of the Narrows	■	■
	Provide professional and technical advice and assistance to Fort Amherst/ south side of the Narrows partners for protection and presentation of Level I cultural resources	■	■
	Collaborate with Fort Amherst/south side partners to ensure understanding of Level I archaeological resources	■	■
	Collaborate with Fort Amherst/south side partners to ensure protection of Level I cultural resources that are at risk or under threat	■	■
<i>Public Education and Engaging Canadians</i>	Develop Heritage Presentation Plan	■	
	Develop and install orientation and site-introduction media	■	
	Implement school-group program	■	
	Install exhibits and media in the Visitor Information Centre	■	
	Present Chain Rock Battery		■
	Update Web site	■	
	Improve presentation of <i>in-situ</i> Level I resources especially Second World War		■
	Update visitor needs and expectations research		■
	Monitor, evaluate and update heritage presentation	■	■
	Undertake new initiatives to promote and market the refurbished Visitor Information Centre and new programs	■	
	Develop new media outreach materials to better reflect Site messages	■	
	Keep partners and stakeholders informed about management plan actions	■	■
	Provide cross- training for Site partners from thematically connected sites in St. John's area	■	■
Provide input into marketing products of others	■	■	
<i>Visitor Experience</i>	Visitor Use Study (trails, roads, facilities)	■	
	Visitor needs and expectations research	■	■
	Update Public Safety Plan	■	
	Refurbish / recapitalize Visitor Information Centre	■	
<i>Environmental Stewardship</i>	Update the Site's Natural Resource Inventory	■	

Acknowledgments

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APPENDIX 1

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APPENDIX 2

Glossary

Commemoration: Ministerial recognition of the national significance of specific lands or waters by acquisition or by agreement, or by another means deemed appropriate within the Minister’s authority, for purposes of protecting and presenting heritage places and resources, erection of a plaque or monument.

Commemorative Integrity Statement (CIS): A document that defines the “commemorative integrity” for a particular national historic site. It describes the Designated Place, its resources, values, objectives and messages.

Commemorative Intent (CI): The reasons for a location’s designation as a national historic site, as determined by the Ministerially approved recommendations of the Historic Sites and Monuments Board of Canada.

Cultural Landscape: Any geographical area that has been modified, influenced or given special cultural meaning by people.

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

Historic Sites and Monuments Board of Canada (HSMBC): An independent advisory group with representatives from all provinces and territories that reviews submissions and provides impartial and expert advice to the Minister on the national historical importance of each proposal.

Historic Value: A value assigned by Parks Canada to a resource that marks it as a “cultural resource.” All resources have a connection to history; only those considered to have importance above and beyond their age, have historic value.

In-situ: Cultural resources that are in their original historical location.

Intervention: Any condition-altering activity – including maintenance, repair, preservation, stabilization, restoration, or rehabilitation performed on cultural resources by those responsible for them.

Recapitalize: Within Parks Canada’s context, “recapitalize” refers to renewing assets by investing new capital in them to bring them up to current standards.

Statement of Commemorative Intent: A formal statement that provides the reason and date an historic Site was officially designated by the Minister responsible for the *Historic Sites and Monuments Act*.

View plane: The line-of-sight from a specific location to another location.

Viewscope: The line-of-sight from a specific location to a landscape or a portion thereof.

Viewshed: A sequence of views or panorama from a given vantage point.

APPENDIX 3

Cultural Resources Current Condition Rating Definitions

Rating	Cultural Resource Category			CIS / CRM Management Practices
	<i>Buildings, structures, landscapes</i>	<i>Archaeological sites</i>	<i>Historic Objects</i>	
<i>Good</i>	No appreciable deterioration of critical components; maintained through regular maintenance.	Routine monitoring for site whose integrity or wholeness is not threatened and intervention is minimal.	<i>Off-site:</i> No work required (stable). <i>On-site:</i> No immediate action required to stabilize objects.	Effective - any deficiencies do not threaten commemorative integrity
<i>Fair</i>	Minor deterioration of critical components requiring some level of corrective work; other components placed at minor risk if condition not improved in required time frame.	Minor salvage work required to mitigate a threat.	<i>Off-site:</i> Will require stabilization in 3+ years. <i>On-site:</i> Action desirable but objects in no immediate danger.	Acceptable - requires minor improvement
<i>Poor</i>	Critical components no longer maintain level of original design or purpose (where that original purpose or performance is relevant to the historic value of the resource), or is substandard to a point where operation of resource should be suspended until condition is improved; other components will suffer if condition not rectified within required time frame; abnormal or accelerated deterioration is evident.	Major work required to mitigate a threat to the integrity of the site.	<i>Off-site:</i> Will require stabilization in less than 3 years. <i>On-site:</i> Action is mandatory to prevent further damage.	Ineffective

APPENDIX 4

Summary of the Commemorative Integrity Evaluation

- GREEN** good, effective, or not currently impaired. Any deficiencies are not a threat to the commemorative integrity of the site.
YELLOW fair, acceptable, or minor to moderate impairment or threat. Requires improvement.
RED poor, ineffective, seriously impaired or a significant attribute missing (whether related to condition, communications or management practices).
N/A not applicable; the question does not apply to this site.
N/R not rated or not reported on because the information is not available.
+ or – the actual state is on the high or low borderline side of the colour.
↑ or ↓ indicates a trend, either improving or deteriorating.

RESOURCE CONDITION	RATING
<i>OVERALL RATING</i>	YELLOW
Resources Related to the Reasons for Designation	YELLOW
Resources Not Related to the Reasons for Designation	GREEN

Cultural Resource Types:

Designated Place	GREEN
Landscape Features	RED
Buildings, Structures	RED
Archaeological Sites	RED
Objects	YELLOW
Other Heritage Resources	N/A

EFFECTIVENESS OF COMMUNICATIONS

<i>OVERALL RATING</i>	RED
Reasons for Designation	RED ↑
Messages Not Related to the Reasons for Designation	YELLOW
Effectiveness of Media	YELLOW
Audience Understanding	RED
Range and Complexity of Perspectives Presented	GREEN
National Historic Site General Values	YELLOW +

MANAGEMENT PRACTICES

<i>OVERALL RATING</i>	YELLOW
Inventory and Cultural Resource Evaluation	GREEN
Respect for Cultural Resource Management Principles and Practices	YELLOW
Records	YELLOW +
Maintenance Programs	GREEN
Monitoring and Remedial Action	YELLOW