Department of Tourism, Culture and Recreation



Annual Report 2006-07





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Minister's Message

I am pleased to present the Annual Report for fiscal year 2006-07 for the Department of Tourism, Culture and Recreation (TCR). The department's mandate is to support economic growth and employment in the tourism industry, cultivate contemporary arts, preserve the province's cultural heritage and promote recreation and sport and the benefits of active living for the well being of the people of the province.

In 2006-07, the department successfully combined a new Internet Marketing Strategy, Travel Trade and Travel Media Relations with traditional advertising to develop heightened brand awareness in the key markets of Ontario and the Maritimes and the secondary markets in the northeastern United States.



The development of *Creative Newfoundland and Labrador: The Blueprint for Development and Investment in Culture* in March 2006 laid the groundwork for much of the department's work in 2006-07 in support of culture. This included increased funding for both the Arts and Letters Awards and the Newfoundland and Labrador Arts Council, establishing a Minister's Committee on Status of the Artist, providing operational assistance to community heritage institutions, completing a Heritage Interpretation Systems Plan and proceeding with development plans for the Colonial Building.

In 2006-07, the department also completed the background work for the development of a provincial recreation and sport strategy. Working in collaboration with provincial recreation and sport organizations and other Provincial Government departments, the Department of TCR developed the basis for this strategy which will be released early in 2007-08.

I thank all our partners for their assistance in the effective implementation of the department's mandate, especially the many volunteers in all sectors – tourism, heritage, the arts, recreation and sport – whose contributions are invaluable.



Minister's Message

The 2006-07 annual report for the Department of Tourism, Culture and Recreation is submitted in accordance with the Government of Newfoundland and Labrador's commitment to accountability and addresses the Department of TCR's activities and outcomes from April 1, 2006 to March 31, 2007. I am accountable for the actual results reported.

TOM HEDDERSON, M.H.A.

Harbour Main-Whitbourne

Tom Hedduson

Minister of Tourism, Culture and Recreation



Vision

The vision of the Department of Tourism, Culture and Recreation is of a province which benefits from sustainable tourism and cultural industries, fosters creativity through the arts, preserves and interprets the province's cultural heritage and promotes physical activity, recreation and sport development.

Mission

By 2011, the Department of Tourism, Culture and Recreation will have supported and promoted the development of the tourism, cultural and heritage industries, and increased participation in physical activity and sport, to improve the economic, social and physical well being of the people of Newfoundland and Labrador.

Lines of Business

The department undertakes its mandate through the following lines of business:

- Tourism Marketing which consists of marketing Newfoundland and Labrador as a top-of-mind travel destination. Programs include: Advertising and Communications and Market Development and Travel Trade.
- Strategic Tourism Product Development which consists of working with the
 tourism industry to develop high-quality, competitive products and a professional
 tourism industry. Programs include: Quality Services and Visitor Information
 Centres (VICs) and Strategic Product Development (including Regional Services
 and Outdoor Product Development).
- Cultural Heritage which seeks to protect, preserve and interpret the province's
 cultural heritage in association with the Heritage Foundation of Newfoundland
 and Labrador (HFNL), and provides attractions and infrastructure in support of
 the tourism industry. Programs include: Provincial Historic Sites (PHS), Provincial
 Archaeology Office (PAO), Built Heritage and Grants to Community Museums
 and Archives.
- Contemporary Arts which provides financial assistance to artists through the Newfoundland and Labrador Arts Council (NLAC), support to the film industry through the Newfoundland and Labrador Film Development Corporation (NLFDC) and cultural infrastructure such as Arts and Culture Centres. It encompasses supporting artistic expression of the province's unique and diverse culture through all forms of artistic endeavour and sustaining dynamic and diverse cultural industries. Programs include: Cultural Economic Development Program (CEDP), Arts and Letters Awards and Arts and Culture Centres.



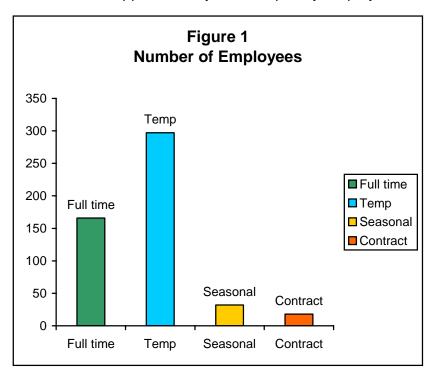
 Recreation and Sport encompasses active living, sport and community recreation programs in support of healthier lifestyles and community-based organizations and support for provincial and national sports programs. Programs include: Community Recreation and Active Living, Sport Development, Provincial Training Centers and Pools, Newfoundland and Labrador Winter and Summer Games, Canada Games, Athlete Assistance, National Coaching Certification, Consulting Services and Grants to Provincial Recreation and Sport Organizations.

Number of Employees

In June 2006, the Department of Tourism, Culture and Recreation had 166 permanent full-time employees. In addition, there were approximately 297 temporary employees

(clerks, theatre ushers and assistants, museum interpreters and technicians, lifeguards and swimming instructors), 32 seasonal and 18 contractual employees. This total complement of 513 was composed of 176 male and 337 female employees.

The department has a higher ratio of female-to-male directors (5:3) and is cognizant of and seeks to apply gender-based analysis in the recruitment, training and retention of all employees.



Physical Location

The department's head office is located in St. John's, with various divisions and business entities located in St. John's, Grand Bank, Lewisporte, Gander, Grand Falls-Windsor, Stephenville, Corner Brook, Happy Valley-Goose Bay, Labrador City-Wabush, Point Amour, Boyd's Cove, Bonavista, Trinity and Heart's Content.



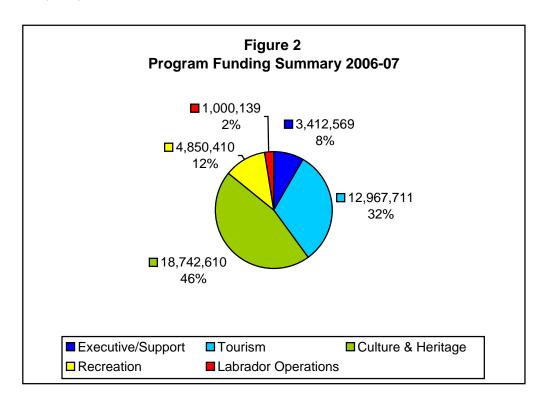
Other Key Statistics

Financial Statistics

Expenditure and revenue figures included in this document are based on public information provided in the *Report on the Program Expenditures and Revenues of the Consolidated Revenue Fund for the year ended 31 March 2007.*

Figure 2 – Program Funding Summary 2006-07

Please note: percentages of total funding allocated to divisions are based on draft total expenditure of \$40,973,439.00 net of related revenue.



Budget Highlights

The following are highlights from the Government of Newfoundland and Labrador's Budget 2006-07 for the Department of Tourism, Culture and Recreation:

- \$3.9 million in direct support of professional artists and the creative process and the continued growth of cultural industries including:
 - Increased investment in the Arts and Letters Awards by \$50,000 annually, almost doubling the program's allocation
 - An additional \$300,000 for the Newfoundland and Labrador Arts Council and a commitment to bring its total budget to \$1.8 million within three years



- \$200,000 boost for the Cultural Economic Development Program
- \$3.25 million to develop the province's cultural industries, including the fields of music, publishing, film and video and export development.
- The Provincial Government committed \$760,000 to help fund heritage organizations, community museums and archives and undertake research and development in the heritage sector including:
 - \$300,000 in 2006-07 (doubling the 2005-06 budget) in core funding for heritage sites and community museums and archives
 - The development of a heritage framework, a cultural tourism strategy and an expanded archaeology program.
- The Provincial Government committed \$3.8 million in Budget 2006-07 toward improving and revitalizing the province's Arts and Culture Centres, Provincial Historic Sites, the System of Regional Museums and other cultural institutions including:
 - \$1.35 million for improvements at the Arts and Culture Centres
 - \$500,000 to renovate and expand the LSPU Hall
 - \$790,000 in Provincial Historic Sites and the System of Regional Museums, with a total investment of \$4.174 million over three years
 - \$500,000 in 2006 to develop plans to restore and interpret the Colonial Building
 - \$125,000 for infrastructure improvements and interpretation at the Corner Brook Museum, with a total investment of \$325,000 over two years.
- Budget 2006-07 invested \$4.5 million to further develop the tourism industry including:
 - \$2.1 million infusion into the marketing and product development budget, bringing the total budget to \$10 million
 - \$1.6 million over two years to create leading edge and technologically-based provincial visitor information centres
 - \$482,500 over three years to support the creation and operation of a new visitor information centre at St. John's Airport in partnership with the City of St. John's and the St. John's Airport Authority.
- Budget 2006-07 provided \$2.55 million to champion the province's athletes and to support opportunities for Newfoundlanders and Labradorians to participate in organized sport and recreational activities including:
 - \$700,000 in 2006-07 for a total renewed provincial contribution of \$2 million toward the creation and operation of a new Provincial Training Centre
 - \$400,000 per year to cover a three-year extension of the Bilateral Agreement-National Sports Policy Program which is cost-shared with the Government of Canada.



The Department of Tourism, Culture and Recreation collaborates with key partners – agencies, boards and committees – who help provide better services to our customers, access to additional resources and enable our clients and stakeholders to have input into our programs and services.

The Rooms Corporation of Newfoundland and Labrador

The Rooms is a Crown corporation created in 2002 under the *Corporations Act* to govern the Provincial Art Gallery of Newfoundland and Labrador, the Provincial Archives of Newfoundland and Labrador and the Provincial Museum of Newfoundland and Labrador. The Minister of Tourism, Culture and Recreation announced the members of Board of Directors of The Rooms in September 2003. The Board of Directors, under Chair Dr. Priscilla Renouf, is responsible to ensure that the Provincial Museum, the Provincial Archives, and the Provincial Art Gallery conserve, exhibit, and present the artifacts, archival records and art of Newfoundland and Labrador on a world-class level.

The Rooms was confirmed as a statutory corporation upon the passage of the *Rooms Act* in 2005. The Rooms supports the Department of TCR in the implementation of its strategic directions, notably the direction which states that Newfoundland and Labrador's heritage is protected and promoted, our identity celebrated and cultural creativity championed.

Heritage Foundation of Newfoundland and Labrador (HFNL)

As stipulated in the *Historic Resources Act*, the mandate of the Heritage Foundation is "to stimulate an understanding of and an appreciation for the architectural heritage of the province; to support and contribute to the preservation, maintenance and restoration of buildings and other structures of architectural or historical significance in the province; and to contribute to the increase and diffusion of knowledge about the architectural heritage of the province." HFNL accomplishes this mandate by designating buildings of architectural and historical significance, by providing matching grants to owners of designated buildings for restoration purposes and by educating the public and by advising the Minister.

The foundation delivers the Historic Places Initiative (HPI), a national program to protect the architectural heritage of Canada, on behalf of the Department of TCR. The HFNL also supports the department in the implementation of its strategic directions, notably the direction which states that Newfoundland and Labrador's heritage is protected and promoted, our identity celebrated and cultural creativity championed. The foundation is also instrumental in ensuring that Newfoundland and Labrador's distinctive tangible and intangible cultural heritage is preserved, strengthened and celebrated.



Newfoundland and Labrador Arts Council (NLAC)

Under the *Arts Council Act*, the mandate of the Newfoundland and Labrador Arts Council is to "foster and promote the study, enjoyment of and the production of works of art of the province and to encourage the preservation and public awareness of cultural heritage." The mandate is accomplished by offering grants to individuals and companies for the creation of new works in all disciplines, by offering sustaining grants to arts organizations, by recognizing outstanding contributions through Arts Awards, and by other means.

The council, which operates under the direction of a Board of Directors mainly composed of members of the arts community, is the key vehicle by which government supports the creative process of the arts. The NLAC supports the Department of TCR in working to ensure that the province's vibrant artistic community is recognized for its cultural and economic contributions. The council's programs offer stable working conditions to professional artists through public and private sector support and provide support toward the development of sustainable creative enterprises and cultural industries (including heritage industries).

Newfoundland and Labrador Film Development Corporation (NLFDC)

The NLFDC was created in 1997 with a mandate to foster and promote the development of the province's indigenous film and video industry and to establish Newfoundland and Labrador as a competitive jurisdiction for on-location shooting. The NLFDC administers two programs: the Equity Investment Fund (EIP) and the Newfoundland and Labrador Film and Video Industry Tax Credit. The corporation operates at arms length from the Provincial Government through an independent Board of Directors and staff.

In 2006-07, the NLFDC committed \$1,669,120 under the Equity Investment Program, \$312,354 of which was invested in development loans and leveraged external investment of \$785,018. Of the \$1,356,766 remaining in equity investment funding, \$407,844 actually went into production in 2006-07 and leveraged an additional \$1,993,825, resulting in \$2,777,145 in film production activity for the province. When all projects go into production, it is anticipated the equity investment made in 2006-07 will leverage a total of \$8.5 million in external investments to the province.

The NLFDC also supports the department in the implementation of its strategic directions, notably the direction which states that Newfoundland and Labrador's heritage is protected and promoted, our identity celebrated and cultural creativity championed. It also supports the direction that sustainable creative enterprises and cultural industries (including heritage industries) are developed



Newfoundland and Labrador Tourism Marketing Council (NLTMC)

The Newfoundland and Labrador Tourism Marketing Council has been in place since September 2003. The council's mandate is to assist with preparing strategic marketing and annual marketing plans, to monitor the implementation of marketing programs, to assist the department with developing industry marketing partnership programs and to report annually to the Minister and industry on marketing programs and their results. Inclusion of industry in a formal process provides a forum to enhance the department's marketing efforts as industry and the Provincial Government work more collaboratively to achieve common goals.

Atlantic Canada Tourism Partnership (ACTP)

Founded in 1991 and renewed for consecutive three-year terms, the ACTP is a joint partnership of the Atlantic Canada Opportunities Agency (ACOA), the four Atlantic Provinces and their provincial tourism associations. ACTP seeks to market Atlantic Canada as a tourism destination for foreign visitors, focusing on the tourism marketing of the Atlantic region in international markets. The Atlantic Canada Tourism Partnership has allowed Newfoundland and Labrador to strengthen its tourism marketing efforts in the United States, Europe and Japan. These efforts continue to help build tourism and deliver solid economic returns within the province. Over the next three years, the ACTP will invest \$19.95 million to support the implementation of research-driven, integrated consumer and trade marketing campaigns designed to attract more visitors to Atlantic Canada from key markets in the United States and overseas.

Canadian Tourism Commission (CTC)

Since the formation and re-organization of the CTC in 2001, the Department of Tourism, Culture and Recreation has maintained a working relationship with the commission concerning marketing activities related to travel trade, consumer advertising initiatives and travel media relations and product development programs. These activities relate to specific opportunities for expansion and diversification including Outdoor Product, Culture and Health and Wellness. The province has also benefited from participation on working groups and committees including the Research Committee, the US and Europe Marketing Committees and the Product Innovation and Enhancement Committee (PIE). These benefits have included market intelligence, participation in leading-edge tourism research, product development and technology and skills transfer.

Recreation and Sport Partners and Stakeholders

The three provincial federations – Recreation Newfoundland and Labrador, School Sports Newfoundland and Labrador and Sport Newfoundland and Labrador -- work in partnership with the Department of TCR on various projects and collaborate on a wide



variety of initiatives to assist the Provincial Government in the areas of Sport, Recreation and Active Living. The federations envision a society that values a clean environment, an active lifestyle for people of all ages and a commitment to provide recreation, sport and active living opportunities for all. For more than 30 years, these groups have worked to improve the quality of life in the province through sport and recreational activities. The department works in partnership with 35 Provincial Sport Organizations and about 300 town councils and recreation committees and commissions in advancing sport, recreation and active living in the province.

Other Partners

The Department of TCR works with numerous other associations and groups in all parts of the province, including tourism associations, the Newfoundland and Labrador Snowmobiling Federation (NLSF), the Newfoundland and Labrador Outfitters Association (NLOA), the Association of Cultural Industries (ACI), the Association of Heritage Industries (AHI), Hospitality Newfoundland and Labrador (HNL), Destination St. John's (DSJ) and other associations representing various parts of the tourism, arts and heritage sectors. These associations play critical roles in developing departmental policy and implementing many initiatives.

The department also relies on partnerships and collaboration with other provincial and federal government departments and agencies for funding and other resources to deliver broad initiatives as well as specific projects. Collaborators include, but are not limited to, the Atlantic Canada Opportunities Agency (ACOA), Human Resources and Social Development (HRSD), the Department of Canadian Heritage (DCH) and the provincial Departments of Innovation, Trade and Rural Development, Education and Health and Community Services.

Federal, Provincial and Territorial Ministers Meetings

In December 2006, Canada's tourism ministers agreed on a National Tourism Strategy framework which provides the basis for more cooperative approaches to addressing key challenges facing the industry. Ministers also agreed to establish a committee of senior officials to develop an action plan to implement the National Tourism Strategy. In February 2006, provincial and territorial ministers responsible for sport, physical activity and recreation urged the Federal Government to recognize that sport, recreation and physical activity infrastructure should be of the highest priority in the 2006-07 Federal Budget to address the growing incidence of physical inactivity and obesity among Canadians. They also agreed on the parameters of a potential sport, recreation and physical activity infrastructure program and requested that the federal Minister of Health support their views with the Federal Cabinet.



Highlights and Accomplishments

Workforce Plan Completed

In March 2007, in support of the Provincial Government's continuing effort to coordinate and facilitate workforce planning, the Department of Tourism, Culture and Recreation developed a Workforce Plan for the period 2007-08 to 2011-12. This Workforce Plan outlined the focus of the department, the skills of its employees (both current and in development), the current and projected rates of job turnover, and the key strategies identified to enhance the workforce and the workplace.

New Web Update Service for Tourism Operators

In April 2006, the Department of Tourism, Culture and Recreation launched its revamped Tourism Destination Management System (TDMS). Through this system, tourism operators were now able to update their own information online, providing operators with the ability to make efficient changes, through the world- wide web, to information relating to their operations. The new web-based system was designed to enhance departmental marketing efforts and to better manage tourism operator information.

Free Admission to Provincial Historic Sites and Museums

In conjunction with Tourism Awareness Week (June 5-11, 2006), and to encourage resident visitation around the province, the Minister of Tourism, Culture and Recreation announced free admission to all Provincial Historic Sites and the System of Provincial and Regional Museums during Tourism Week. Museums and Provincial Historic Sites are among the province's most important tourist attractions, especially in rural areas where they have anchored the development of the tourism industry. This initiative presented opportunities for residents to learn more about the province's culture and history.

Launch of Satellite-Based Iceberg Finding System and Website

On May 17, 2006, the Minister of Tourism, Culture and Recreation joined Hospitality Newfoundland and Labrador (HNL), the Centre for Cold Ocean Resources Engineering (C-CORE) and the Atlantic Canada Opportunities Agency (ACOA) to announce the official launch of www.lcebergFinder.com, the premier source for locating icebergs off the coast of Newfoundland and Labrador. Development of the website provided an excellent opportunity to merge leading edge technology (satellite imagery) with the tourism industry. The new website also provided intriguing facts about icebergs, visitor information, driving itineraries, scientific information regarding iceberg detection and an array of spectacular iceberg photos.



Highlights and Accomplishments

Plans for Development of the Colonial Building

In November 2006, the Minister of Tourism, Culture and Recreation announced the appointment of an advisory committee to provide guidance on plans for the restoration of the Colonial Building and the interpretation of the political history of Newfoundland and Labrador. The Minister also announced the awarding of contracts for the development of a historic structure report and the provision of an interpretation plan on the province's political history.

Archaeology Conference in Battle Harbour, Labrador

In June 2006, members of the Provincial Archaeology Office participated in an archaeology conference, *The Many Faces of Labrador: Community and Archaeology in the Big Land,* which took place in Battle Harbour, Labrador. The three-day conference brought together interested community leaders and top archaeologists from across the province and Canada to discuss the state of archaeological research in Labrador.

Provincial Archaeology Office Works with Nunatsiavut Government

Under the terms of the Labrador Inuit Land Claims Agreement, the Department of TCR was required to provide copies of all archaeological records dealing with Labrador Inuit Lands to the Nunatsiavut Government. To assist in the development of archaeological expertise for the Nunatsiavut Government, the department also committed to accommodating an archaeology intern to work closely with the Provincial Archaeology Office (PAO).

To meet this commitment, the PAO, through a Young Canada Works grant, hired a third-year Memorial University of Newfoundland (MUN) archaeology student from Makkovik as an intern for a period in 2005. This individual earned a degree in archaeology in May, 2006 and, through an agreement between the department and the Nunatsiavut Government, joined the PAO for another six-month intensive internship in June 2006. In December 2006, the individual was successful in winning the position of Archaeologist with the Nunatsiavut Government.

Budget For Arts and Letters Awards Doubled

In December 2006, the Minister of Tourism, Culture and Recreation announced that the total prize money for the Arts and Letters Awards would be \$46,000, almost double the amount of the previous year. Compensation for all awards was increased and the department added 27 additional awards. The awards program, now in its 55th year, encourages and stimulates the creative and artistic talents within the genres of literary arts, musical composition and visual arts that flourish within Newfoundland and Labrador.



Highlights and Accomplishments

Funding of \$2.1 Million Approved under Cultural Economic Development Program (CEDP)

The CEDP provides support for both arts and heritage initiatives. In 2006-07, the arts component of the program supported a total of 68 projects with an expenditure of \$1,115, 329. This included \$200,000 in support for six publishing companies under the new Publishers Assistance Program. The program also supported literary, visual, film, dance, theatre, music festivals and multi-disciplinary projects.

A total of \$975,000 was also expended in support of heritage projects. Expenditures included: \$595,000 in operational support for 100 community heritage groups, \$180,000 in operational support for provincial heritage sector organizations, \$175,000 to support 34 heritage-related projects and initiatives including professional development and \$25,000 for Intangible Cultural Heritage Research.

Premier's Athletic Awards

In May 2006, 92 athletes from across the province who represented 33 sports were recognized for their athletic accomplishments at the annual Premier's Athletic Awards ceremony in St. John's. Premier Danny Williams presented award winners with grants in the amounts of \$500, \$1,000 and \$1,500 to help offset the costs associated with training. The Premier's Athletic Awards are designed to assist the province's elite athletes by providing financial assistance to support them while competing at the Atlantic, national and international levels. Approximately 200 athletes applied for assistance under the Premier's Athletic Awards Program in 2006-07.

Canada Winter Games

Nearly 300 athletes, coaches, managers, artists and mission staff from Newfoundland and Labrador participated in the 2007 Canada Winter Games which took place from February 23, 2007 to March 10, 2007 in Whitehorse, Yukon. A total of 19 teams representing 17 different sports made up Team Newfoundland and Labrador which had athletes representing all parts of the province. Provincial medalists at the Games were: George Kalunga-Loksa of St. John's, winner of a silver medal in boxing, Matthew and Alexandra Young of Corner Brook, bronze medal winners in pre-novice mixed-pairs figure skating and Katalyn Osmond of Marystown who win a bronze medal in pre-novice single female figure skating. A number of the province's cultural artists also accompanied the athletes as part of the National Artists Program associated with the Winter Games.



1. Tourism Marketing - Strategic Overview

One of the strategic issues identified by the Newfoundland and Labrador Tourism Marketing Strategy Review was the low level of market awareness of Newfoundland and Labrador as a tourism destination. The province also faces a highly competitive market from the other Atlantic Provinces as well as from destinations across North America and internationally. The Department of TCR's marketing strategy is to sell the province as a tourism destination, especially in its primary target markets of Ontario and the Maritime Provinces.

The Progressive Conservative 2003 policy document, *Blueprint for Prosperity*, committed \$5.0 million dollars to tourism marketing, and committed to increase marketing funding by \$1.0 million dollars annually until provincial marketing expenditures approached the spending levels of other Atlantic provinces. In fiscal year 2006-07, the budget for tourism marketing was \$10 million.

The outcome related to this issue is increased non-resident visitation and associated revenue. For the period of the department's current strategic plan, the goal is increased market awareness of the province as a travel destination.

Strategic Issue 1: The province must increase the market awareness of Newfoundland and Labrador as a travel destination compared to other better-known travel destinations.

Goal: By 2008, raised the market awareness of Newfoundland and Labrador as a travel destination.

Objective 2007: By 2007, continued implementation of the marketing strategy to raise awareness.

Results and Benefits:

Level of awareness in selected targeted markets

- The 2006 Canada Awareness Tracking Study revealed an Unaided Ad Recall of 27 per cent for Newfoundland and Labrador. This was a benchmark study and therefore results are not comparable to those obtained in 2005. Newfoundland and Labrador's results compared very favourably to Unaided Ad Recalls of 16.5 per cent for Ontario, 14 per cent for PEI, nine per cent for both Nova Scotia and British Columbia and ranges of less than one per cent to five per cent for all other provinces.
- The 2006 ACTP New England Study indicated a dramatic increase in levels of aided awareness for Newfoundland and Labrador since 2002. Awareness of Newfoundland and Labrador increased from 10 per cent in 2002 to 50 per cent in



2006. In the *Canada Awareness Study*, 21 per cent of those asked indicated they were definitely interested in visiting Newfoundland and Labrador in the benchmark study. In the tracking study conducted three months later, this number increased to 27 per cent.

Number of inquiries (including web inquiries) (Target: increase)

- The 2006 USA advertising campaign generated 6,588 inquiries with a conversion rate of 29 per cent or 1,913 visiting parties. Average party expenditure was \$2,030, generating a return on investment (ROI) of \$33.90:1 for every advertising dollar spent, despite very poor USA market conditions. The target ROI was 14:1 and, with a return of 33.9:1, the department far exceeded its target.
- From January to December 2006, general inquiries were down by 10 per cent compared to inquiries in the same time period in 2005. This decline is considered to be associated with the same issues which impacted tourism generally in all jurisdictions. These included:
 - Volatile energy and fuel costs which resulted in higher fuel costs for both home heating and vehicle fuel, and thus lowered discretionary travel funds
 - The high Canadian dollar which made the Canadian domestic market sluggish and provided less favourable exchange rates for inbound tourism
 - Increased border security and impacts of the anticipated Western Hemisphere Travel Initiative (WHTI) which resulted in a decline in arrivals from the United States
 - Increased competition from new, emerging destinations with greater air access.

Number of non-resident visitors (Target: increase)

Non-resident visitors from January 1, 2006 to December 31, 2006 were 496,400.
Tourism recorded another growth year in 2006, with tourism visits from out-ofprovince estimated to be up over five per cent compared to 2005. Gains in intraprovincial and international travel meant Newfoundland and Labrador exceeded
the growth in other Atlantic Provinces and more than held its own with the rest of
Canada.

Origin of non-resident visitor

- There was an overall increase in non-resident visitors to the province in 2006 compared to 2005. While tremendous growth in air traffic and robust convention and cruise markets resulted in an overall increase in non-visitors, auto traffic to the province was reduced and this hurt some rural areas in particular.
- Concerning non-resident auto visitors in 2006 by market, there was a decrease in the number of non-resident auto visitors travelling to the province from the Maritime Provinces, Ontario, Quebec and the United States in 2006, compared to 2005. Non-resident auto visitors from Western Canada in 2006, however,



increased compared to levels in 2005. Specifics numbers of visitors by place of origin were as follows:

- o Maritimes, 55,939 down by three per cent
- o Ontario, 33,266 down by 10 per cent
- o Quebec, 7,638 down by one per cent
- Western Canada, 8,840 -- up by six per cent
- USA, 15,976 down by 2.5 per cent.
- Concerning non-resident air visitors in 2006 by market, there was an increase of 11 per cent in the numbers of non-resident visitors travelling to the province by air in 2006, compared to 2005. Estimates of non-resident air visitors by geographic origin are as follows:
 - o Maritimes, 91,600
 - o Ontario, 125,900
 - o Quebec, 16,400
 - Western Canada, 50,400
 - o USA, 33,200
 - o International, 32,200.

Total revenue (Target: increase)

 Revenue generated from January 1, 2006 to December 31, 2006 was estimated at \$365 million. This was an increase of nearly nine per cent compared to revenue generated in 2005.

Expenditures per visitor (Target. increase)

• Average per-visitor expenditure for 2006 was \$738.00, a three per cent increase over average per-visitor expenditure in 2005.

Objective 2008: By 2008, continued implementation of the marketing strategy to raise awareness.

Measure for 2007-2008

Raised market awareness.

Indicators for 2007-08

- Level of awareness in selected targeted markets
- Number of inquiries from non-resident markets
- Origin of non-resident visitors.



2. Strategic Tourism Product Development - Strategic Overview

The 2004 study, A Special Place, A Special People: the Future for Newfoundland and Labrador Tourism, was commissioned by the Department of Tourism, Culture and Recreation to assist in the formulation of a tourism product development strategy. This strategy identified feasible tourism products that could be developed or enhanced to meet existing and latent market demand.

The study has provided guidance for decision making in the tourism sector. By implementing the recommendations of the product development strategy in a fiscally responsible manner over a number of years, the department will contribute to the development of a tourism industry which is attractive to visitors and economically beneficial to the province. This is a long-term, continuing goal which will be achieved incrementally over a number of planning periods extending beyond the two-year period of the current strategic plan.

As a long-term goal, the department recognizes its role in assisting the tourism industry in identifying and responding to changes and new opportunities in the tourism market.

Strategic Issue 2: Address strategic tourism sector opportunities.

Goal: By 2008, contributed to the development of a tourism industry that is attractive to tourists and economically beneficial to the province by implementing approved recommendations of the product development strategies for strategic sectors.

Objective 2007: By 2007, implemented select components of the product development strategy, specifically, completed a sector strategy for the outfitting sector.

Results and Benefits:

Outfitting sector strategy completed

 The Department of TCR completed the Outfitting Sector Strategy and presented it to the Newfoundland and Labrador Outfitters Association. Regulation and policy reviews were initiated and some of the short-term recommendations were implemented. Resources were sought for the implementation of longer-term recommendations and actions identified in the strategy.

Objective 2008: By 2008, implemented approved recommendations of the outfitting strategy relevant to the Government of Newfoundland and Labrador.

Measures for 2007-08

Approved, relevant recommendations of the outfitting strategy implemented.



Indicators for 2007-08

- Symposium held for outfitters
- Position of Manager of Outdoor Product filled.

3. Tourism-Related Provincial Infrastructure - Strategic Overview

The Government of Newfoundland and Labrador owns and operates critical tourism infrastructure in the province. The tourism product development study (referenced above) and the 2006 *Creative Newfoundland and Labrador: The Blueprint for Development and Investment in Culture* (provincial strategic cultural plan), both identified the need for strategic investment in tourism-related provincial infrastructure. Such investment supports and leverages opportunities for tourism development and cultural preservation and development.

Given the nature of industry development, the life cycle of infrastructure and the size of the total fiscal investment required, renewal or enhancement of tourism-related infrastructure is a long-term goal. Achievement of this goal will extend into future planning cycles.

Strategic Issue 3: Increase strategic investment in the enhancement or renewal of tourism-related provincial infrastructure.

Goal: By 2008, strategically enhanced or renewed tourism-related provincial infrastructure.

Objective 2007: By 2007, implemented the approved recommendations for 2007 from the tourism product development strategy and the strategic cultural plan for investment in tourism-related provincial infrastructure.

Results and Benefits:

Number of projects developed

- In July 2006, the department, in partnership with the City of St. John's and the St. John's International Airport Authority, opened a new Visitor Information Centre (VIC) at St. John's International Airport. In 2006-07, other approved recommendations of the product development strategy were implemented.
- These included completion of the planning and architectural design work for upgrading the Port Aux Basques VIC, completion of an infrastructure assessment of other provincial VICs, completion of preliminary design work for replacement of Whitbourne VIC, construction of the gateway VIC in Port Aux Basques and the completion of preliminary plans for a gateway VIC in Whitbourne.



 Development of the new VIC at St. John's International Airport and the upgrading and replacement of other provincial Visitor Information Centres resulted in enhanced public infrastructure which strengthened the tourism industry.

Amount of investment in tourism related infrastructure

- Budget 2006-07 invested nearly \$4.0 million dollars to improve and revitalize the province's arts and culture centres, provincial historic sites, regional museums, and other cultural institutions.
- Budget 2006-07 invested \$790,000 in Provincial Historic Sites and the System of Regional Museums, \$500,000 for the Colonial Building restoration and interpretation plans and \$125,000 for the Corner Brook Museum.

Number of actual and virtual visits

- Visitation at Provincial Historic Sites in 2006 increased over visitation levels at these sites in 2005. The visitation by 65,787 people in 2006 resulted in an increase of two per cent over the number of people who visited the sites in 2005.
- Because of differences in operating seasons in 2005 and 2006, a common interval was selected in order to compare performance. Visitor Information Centres and Provincial Historic Sites associated with the season extension project (see below Section 4) recorded higher visitation because of the longer season. Visitation during this extended time was not included.

Objective 2008: By 2008, implemented the approved recommendations for 2008 from the product development strategy and the strategic cultural plan for investment in tourism-related provincial infrastructure.

Measures 2007-08

• Implemented the approved recommendations.

Indicators 2007-08

- Number of projects developed with tourism industry
- Amount of investment in tourism-related infrastructure.

4. Expanding the Tourism Season – Strategic Overview

With the tourism operating season limited to the peak tourism period from late June to early September for many tourism operators, expanding the tourism season is critical to building a sustainable tourism industry. Provincial Government policy places specific focus on pursuing a strategy of extending the season to increase the growth of the tourism industry. The Department of Tourism, Culture and Recreation supports this



strategic direction of the Provincial Government that Newfoundland and Labrador become a multi-season tourism destination through its destination marketing activities and its product development initiatives.

In its efforts to support the extension of the tourism season, the Department of TCR, in partnership with the Discovery Trail Tourism Association (DTTA), undertook a pilot project in the Bonavista Peninsula region to extend the tourism season. Successfully extending the tourism season requires a critical mass of market-ready products as well as market awareness by the travelling public. The pilot project allowed the department and participating tourism operators to evaluate the potential market and identify aspects which require further development and focus in subsequent seasons.

Strategic Issue 4: Expand the tourism season to contribute to a more sustainable tourism industry.

Goal: By 2008, completed a season extension pilot project in a region (including creating market awareness) and completed the development of the winter tourism strategy.

Objective 2007: By 2007, completed a season extension project in a region including extension of the season for relevant provincial tourism assets (for example, Provincial Historic Sites and Visitor Information Centres).

Results and Benefits:

Season extension project completed

 The season extension pilot project with the Discovery Trail Tourism Association (DTTA) was completed in the fall of 2006.

Number of tourism operators participating

 A total of 40 tourism operators associated with the DTTA participated in the pilot program. In addition, eight Provincial Visitor Information Centres and Provincial Historic Sites took part in the pilot program.

Number of visitors to the region during the season extension (Target: increase)

- The pilot program operated from September 1, 2006 to October 31, 2006. The
 average occupancy rate for the pilot region for September 2006 was 47 per cent,
 a nine per cent increase over the occupancy rate in 2005. This increase
 exceeded the DTTA's goal of 45 per cent occupancy for Phase One of the
 Tourism Season Extension Pilot Program.
- Data for the month of October 2006 showed an occupancy rate of 32 per cent, an increase of four per cent over the same period in 2005.



Results of project evaluations by industry participants

 The primary objective of the extension pilot project was to reverse the trend of declining visitation to the Discovery Trail area during the months of September and October. The opinion among the majority of participants was that the program – notwithstanding some drawbacks – was a success and they hoped it would continue the following year.

Objective 2008: By 2008, expanded the season extension (that is, increased the number of industry participants) and completed the development of the winter tourism strategy.

Measures for 2008

- Season extension project expanded
- Winter tourism strategy completed.

Indicators for 2008

- Increase in the number of operators participating in the expansion project
- Number of provincial tourism facilities participating in the expansion project
- Number of visitors to the region during the season expansion project increased
- Completion of winter tourism strategy.

5. Development of Tourism Industry in Labrador – Strategic Overview

In 2005, the Provincial Government committed \$300,000 over a three-year period to support Destination Labrador, an arms-length organization mandated to market Labrador as a tourism destination. At this early stage of tourism development in Labrador, the Department of TCR, through support to industry and sub-regional groups, will focus on supporting strategic product development at a pace that will enable Labrador operators to meet demand generated through destination marketing.

Strategic Issue 5: Support the development of the tourism industry in Labrador.

Goal: By 2008, contributed to the development of the tourism industry in Labrador by supporting the tourism product and market readiness of tourism opportunities in Labrador.

Objective 2007: By 2007, promoted and offered product development and marketing programs and services to tourism operators in Labrador and continued to support and work with Destination Labrador.



Results and Benefits:

Product development and marketing programs promoted and offered (Target. increase)

- There was no movement in organizing and coordinating product development initiatives for tourism operators in Labrador.
- Destination Labrador hired M5 Advertising as their agency of record. A draft marketing plan was developed but not approved by the Board of Directors by the end of fiscal 2006-07.

Destination Labrador supported

 Budget 2006-07 invested \$100,000 in Destination Labrador to assist in marketing activities.

Explanation of variance

• There was a variance between the objective and the outcome in promoting and offering product development and marketing programs and services to tourism operators in Labrador. This arose mainly from changes within Destination Labrador's staff and the Board of Directors in 2006-07. Destination Labrador experienced challenges retaining staff and was without an executive director for a period of time in 2006-07. Without this capacity in place at Destination Labrador, it was difficult to promote and offer product development and marketing programs and services to tourism operators in the region.

Objective 2008: By 2008, supported tourism product readiness and market awareness.

Measure for 2007-08

Tourism product awareness and market awareness supported.

Indicators for 2007-08

- Product and market awareness support provided to Destination Labrador
- Product and market awareness support provided to tourism industry operators
- Number of tourism operators participating in development programs and projects.

6. Newfoundland and Labrador's Heritage - Strategic Overview

In March 2006, the Department of Tourism, Culture and Recreation released *Creative Newfoundland and Labrador: the Blueprint for Development and Investment in Culture.* This document stated:



A critical piece in the colourful mosaic we call our culture is our tangible heritage: our historic buildings, museums, sacred places, monuments, libraries, burial sites, structures, archaeology, artifacts and archives. Alongside our natural heritage, many of these make up the physical world we see and experience every day. Together, they constitute a precious legacy from our ancestors and a strong thread in our collective identity today.

The province's distinctive tangible and intangible cultural heritage is an integral part of its unique identity - an identity the province is proud to celebrate and promote. The preservation of the province's tangible and intangible cultural heritage also contributes to the tourism industry, as visitors and residents of the province have an opportunity to experience and explore Newfoundland and Labrador's diverse heritage and culture.

In part, the issues and goals identified in the section on tangible and intangible heritage in the department's strategic plan begin the implementation phase of the *Blueprint*. The preservation and presentation of heritage resources in the province is a long-term goal. The objectives identified for 2007 and 2008 are incremental steps toward achieving that goal.

Strategic Issue 6: Preserving tangible and intangible cultural heritage.

Goal: By 2008, advanced efforts to preserve tangible and intangible cultural heritage by completing a Heritage Framework to guide heritage conservation and development in the province and implementing the Designation and Commemorations Program.

Objective 2007: By 2007, implemented the Designations and Commemorations Program for designating significant people, places and events.

Results and Benefits:

Designation and Commemorations Program implemented

The Designations and Commemorations Program was not implemented.

A nomination and application process for the program implemented

 The nomination and application process was approved in fiscal 2006-07 and will be developed and approved by the Provincial Historic Commemorations Board (see below).

Provincial Historic Sites and Monuments Board established (reports to the Minister)

 The establishment of the board was approved and the board (to be named the Provincial Historic Commemorations Board) is expected to be in place by January 2008.



People, places and events designated as being significant

• There were no designations under the program in 2006-07.

Explanation of Variance

- While both the Designation and Commemorations Program and the nomination and application process for the program were not implemented by the end of fiscal 2006-07, approval was granted for both the program and the process at this time. With the approvals in place, it is anticipated that the program and the nomination and application process will be implemented by March 2008.
- Similarly, the establishment of the Provincial Historic Commemorations Board was delayed and could not be finalized in the defined time. This work was carried out in the latter part of 2006-07 and the board will be in place by March 2008.
- Once the approved process is implemented and the board is in place (anticipated by March 2008) designations as being of provincial significance will be applied to people, places, events and aspects of culture.

Objective 2008: By 2008, completed the Heritage Framework, including developing and implementing the interpretation and redevelopment plans for the Provincial Historic Sites.

Measures for 2007-08

- Heritage framework completed
- Interpretation and redevelopment plans for Provincial Historic Sites completed.

Indicators for 2007-08

- Heritage framework completed
- Number of Provincial Historic Sites for which interpretation and redevelopment plans are developed
- Number of Provincial Historic Sites for which interpretation and redevelopment plans are implemented.

7. Supporting the Arts – Strategic Overview

Recognition of the unique cultural, economic and social contributions of professional artists (including acknowledgement of their professional status) is a long-standing issue nationally and provincially. Through *Creative Newfoundland and Labrador: the Blueprint for Development and Investment in Culture*, the Provincial Government reiterated its support of initiatives that recognize the contribution of professional artists, improve their working conditions (including the stability of income and social and economic benefits),



improve access to artists' work and improve professional artists' access to professional development. These initiatives are in keeping with the Provincial Government's strategic directions regarding professional artists and their endeavours.

Strategic Issue 7: Recognizing and supporting professional artists.

Goal: By 2008, improved recognition and working conditions for professional artists.

Objective 2007: By 2007, strengthened the capacity of the Newfoundland and Labrador Arts Council to assist professional artists.

Results and Benefits:

The Arts Council Strategy Framework adopted

 The Arts Council Strategy Framework was completed and approved in 2006-07 by the Minister of Tourism, Culture and Recreation and the Transparency and Accountability Office (TAO) of the Provincial Government.

Increased support to the Newfoundland and Labrador Arts Council

- Budget 2006-07 provided an additional \$300,000 for the Newfoundland and Labrador Arts Council. The Provincial Government will continue to provide increased investment in the Arts Council, doubling its existing budget by 2008-09 to \$1.8 million.
- This funding will allow the Arts Council to expand upon its existing grant programs and develop new programs for artists and arts organizations.

Minister's Advisory Committee on Status of the Artist

• A Minister's Advisory Committee on Status of the Artist was formed in March 2007. The committee is composed of two representatives from the Department of TCR and four practicing artists who participate in the Newfoundland and Labrador Arts Council, the Association of Cultural Industries and the Aboriginal Artists' Association. The committee is chaired by Pam Hall, a well-known Newfoundland and Labrador artist. Other government departments will be invited to join the committee to deal with specific issues as they arise. This committee was established to ensure the department is in a position to meet the objectives related to this issue in 2008.

Objective 2008: By 2008, completed a review of the major issues concerning Status of the Artist and explored the feasibility of appropriate legislation.

Measures for 2007-08

Major issues related to Status of the Artist reviewed



Feasibility of appropriate legislation explored.

Indicators for 2007-08

- Functioning of the Minister's Advisory Committee on Status of the Artist
- Number of priority issues identified and reviewed by the Minister's Advisory Committee on Status of the Artist
- Participation in review by representatives from other government departments
- Feasibility of appropriate legislation explored.

8. Cultural Industries Development – Strategic Overview

The cultural industries are in an early stage of development in Newfoundland and Labrador. Increasing business support services, enhancing management capacity and supporting professional development for creative businesses and individuals are all necessary to ensure a solid basis for the industry. The continuing development of the cultural industries on a sustainable basis also will include expanding their participation in Canadian and export markets. Achieving growth and sustainability of the cultural industries is a long-term goal which will require support and investment in many aspects of the industry. The objective identified for 2007 was an incremental step toward achieving that goal.

Strategic Issue 8: Growth and sustainability of cultural industries.

Goal: By 2008, contributed to the growth and sustainability of the province's cultural industries through improved support and investment.

Objective 2007: By 2007, supported the development of an export strategy.

Results and Benefits:

Cultural Export Strategy supported

 The Department of Tourism, Culture and Recreation worked in collaboration with and supported the Association of Cultural Industries (ACI) in completing the provincial Cultural Export Strategy in 2006-07. In addition the Department, working with the Atlantic Canada Opportunities Agency (ACOA) and the cultural departments of the other Atlantic Provinces, participated in the Atlantic Cultural Export Conference and Strategy.

Objective 2008: By 2008, offered effective programs and services for the support of cultural industries.



Measures for 2007-08

Effective programs and services offered.

Indicators for 2007-08

Effective programs and services offered.

9. Recreation and Sport - Strategic Overview

The residents of Newfoundland and Labrador have some of the lowest rates of physical activity and the highest rates of obesity in Canada. Federal/Provincial/Territorial Ministers Responsible for Recreation and Sport set a target to increase physical activity levels by 10 per cent in each province by 2010. Indications to date are that specific population groups have not advanced toward the 10 per cent target and a significant portion of the general population is still not active enough to receive optimal health and other benefits.

In keeping with the strategic directions relating to recreation and sport, the province is committed to improving participation in physical activity, which leads to improved health and quality of life for the people of Newfoundland and Labrador.

Strategic Issue 9: Need for a recreation and sport strategy for the province.

Goal: By 2008, completed a critical step in planning to improve participation in physical activity by developing the recreation and sport strategy for the province and implementing the approved recommendations.

Objective 2007: By 2007, completed the recreation and sport strategy for the province.

Results and Benefits:

Recreation and sport strategy completed

 By the end of 2006-07 the Department had completed the draft provincial Recreation and Sport Strategy. Cabinet approval was sought to establish a date when the document could be released to the general public.

Objective 2008: By 2008, implemented approved recommendations of the recreation and sport strategy.

Measures for 2007-08

 Implemented approved recommendations of the recreation and sport strategy.



Indicators for 2007-08

• Implemented approved recommendations of the recreation and sport strategy.



Opportunities and Challenges Ahead

Tourism Outlook

Such barriers as travel distance, travel time, travel costs and accessibility (whether perceived or real) are significant obstacles to the growth of the tourism industry. The short season, capacity constraints at peak times, shortage of appropriate infrastructure and facilities and underdeveloped tourism experiences -- all present challenges to tourism growth.

Becoming a successful tourism destination involves a sustained and consistent effort over time. The competition for tourists is great and the timeline for building awareness and demand is gradual and long term. To assist the Department of TCR in its marketing efforts, the Provincial Government has been increasing the tourism marketing budget on an annual basis so that it has almost doubled since 2003.

The needs and desires of travellers are changing and it appears that many external factors will have an impact on travel in the coming years. Therefore, the Department of TCR, in collaboration with Hospitality Newfoundland and Labrador, will be assessing the province's competitive position as a tourism destination through the completion of a provincial tourism vision and plan that will identify and confirm the direction in which the province should be moving to reach its tourism goals.

Strategic Tourism Product Development

The main challenge related to strategic tourism product development continues to be the development of quality tourism products and experiences which meet market demand. Changing demographics, especially in rural areas of the province, are becoming an issue as operators are finding it more difficult to retain support staff to maintain quality products and services. The province does, however, have products which meet the demand of the "new" traveller and which can be developed to full advantage through an aggressive, coordinated and targeted approach by the Department of Tourism, Culture and Recreation and its public and private sector partners.

Significant improvements being carried out to Provincial Visitor Information Centres (VICs) will enable the department to provide enhanced services to tourists and travellers who are seeking in-depth and detailed information on events and activities. The enhanced VICs will satisfy travellers' needs and influence them to stay longer and expand itineraries to travel further around the province.

Arts and Heritage

There are many challenges facing the preservation and sustainability of arts and heritage in the province. While the arts community in Newfoundland and Labrador



Opportunities and Challenges Ahead

enjoys a national profile which also provides a base for building the industry, one of the challenges facing the Department of TCR is to develop and implement a model for private sector investment in the arts. The department also has concerns about the sustainability of community-run heritage sites and attractions and the preservation of important cultural knowledge, traditions and diversity as well as such community landmarks as churches, stages, cemeteries and community and institutional buildings. This is in light of increased demands for government support, an aging population, demographic shifts and changing lifestyles.

To address these concerns, the department must work with a variety of agencies and heritage groups in the province to advance the Intangible Cultural Heritage Strategy and to address issues around the preservation of ecclesiastical structures, public buildings and Aboriginal heritage. The continued revitalization of Provincial Historic Sites, development of provincial incentives for heritage building restoration and the refinement of cultural tourism will all contribute to the sustainability of the province's arts and heritage.

Arts and Culture Centres

In 2006, Creative Newfoundland and Labrador: The Blueprint for Development and Investment in Culture pledged to put in place an Advisory Committee on Arts and Culture Centres to oversee the review of their future use as vibrant regional and community centres. The Department of TCR has committed to the completion of a strategic and operational review of Arts and Culture Centres.

A strategic and operational review will help government chart new directions for the province's arts and culture centres by reinforcing what is already strong and valued by the communities in which they operate. It will also help realize opportunities for renewal and change that have been, and will be, suggested to government by the management and staff of the centres, artists, advocates, volunteers and community members.

Recreation and Sport

Changing demographics in the province are demanding a shift in programming that encourages more citizens of all ages to get physically active through sport and recreation. The physical plant for recreation and sport in the province is aging and we must assess the use and viability of these facilities now and for the future. The Department of Tourism, Culture and Recreation and its partners have developed a provincial Recreation and Sport Strategy and must now work together to implement the recommendations which will promote active living and thereby contribute to the increased health and well-being of the general population, while reducing health care costs related to sedentary lifestyles. In this, the Department of TCR must work cooperatively with the Departments of Education and Health and Community Services,



Opportunities and Challenges Ahead

as well as the provincial sport and recreation federations and provincial and community sport and recreation organizations. The Department of TCR must also continue to develop more formal partnerships with other provincial and federal government departments to advance the physical activity levels and health of all Canadians.



Financial Statements 2006-07

Expenditures and Revenues for the Department of Tourism, Culture and Recreation, as reflected in the following table, were provided in the **Report on the Program Expenditures and Revenues of the Consolidated Revenue Fund** for the year ended 31 March 2007.

Department of Tourism, Culture and Recreation

Statement of Expenditure and Related Revenue For The Year Ended 31 March 2007

Division	Actual (\$)	Estimates Amended (\$)	Estimates Original (\$)
Executive and Support Services	3,412,569	4,428,627	4,424,300
Tourism	12,967,711	13,094,000	13,168,500
Culture and Heritage	18,742,610	19,514,300	19,652,000
Recreation Services and Facilities	4,850,410	4,968,600	4,829,700
Labrador Operations	1,000,139	1,050,300	937,100
Total Department	40,973,439	43,055,827	42,011,600