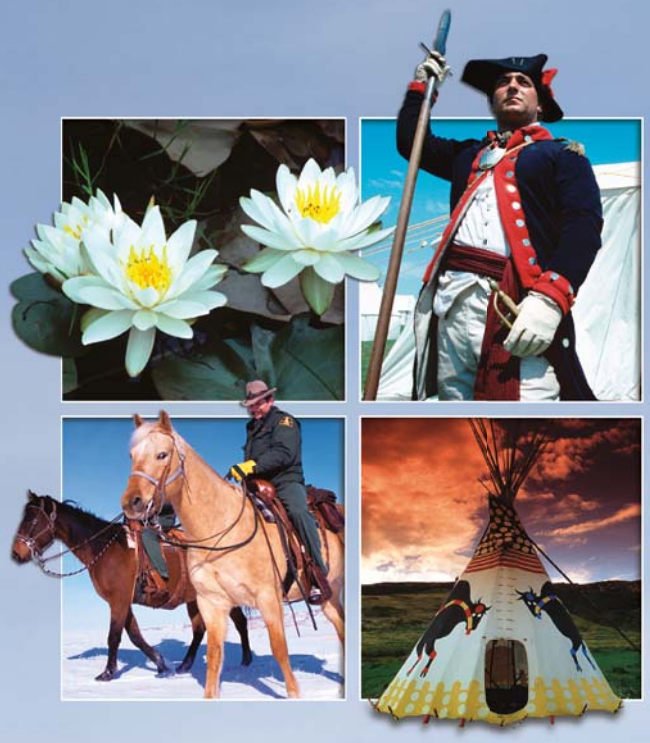
PARKS CANADA AGENCY

# BACKGROUND

## *for Parks Canada's Performance Report*



Parks Canada Parcs Canada

Canada

*Serving Canadians*

# The Parks Canada Charter

## Our Mandate

*On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations.*

## Our Role

*We are guardians* of the national parks, the national historic sites and the national marine conservation areas of Canada.

*We are guides* to visitors from around the world, opening doors to places of discovery and learning, reflection and recreation.

*We are partners,* building on the rich traditions of our Aboriginal people, the strength of our diverse cultures and our commitments to the international community.

*We are storytellers,* recounting the history of our land and our people — the stories of Canada.

## Our Commitments

*To protect,* as a first priority, the natural and cultural heritage of our special places and ensure that they remain healthy and whole.

*To present* the beauty and significance of our natural world and to chronicle the human determination and ingenuity which have shaped our nation.

*To celebrate* the legacy of visionary Canadians whose passion and knowledge have inspired the character and values of our country.

*To serve* Canadians, working together to achieve excellence guided by values of competence, respect and fairness.

2002

PARKS CANADA AGENCY

# BACKGROUND

## *for Parks Canada's Performance Report*

Fragrant Water-Lily (Nymphaea odorata) Kejimkujik National Park of Canada by A. Holbrook, 1979

Encampment National battlefields of Quebec National Historic Site of Canada by P. St. Jacques, 1994

Wardens Patrolling Park Grasslands National Park of Canada by J. Page, 2001

Indoor Exhibit Head-Smashed-In-Buffalo Jump National Historic Site of Canada by Jazhart Studios, 1993

**Bottom Landscape**
Snowy Mountain, Mount Revelstoke National Park of Canada (Parks Canada)
Lake and mountains (Parks Canada)
Motherwell Homestead National Historic Site of Canada (Parks Canada)
Fortress of Louisbourg National Historic Site of Canada (Parks Canada)
Château Frontenac National Historic Site of Canada (P. St.-Jacques, 1994)
Fall foliage (Parks Canada, Michael Wood, 1997)
Waves (Parks Canada, André Cornellier, 1991)

www.parkscanada.gc.ca

# Table of Contents

This document provides background information for Parks Canada's Performance Report. It includes some explanation of how heritage places are established or designated, how management plans are developed, details of specific designations made during the reporting year and the operations of other heritage programs, as well as information on how various aspects of the Agency's performance are measured.

## 1. How National Parks Are Established

National parks are usually established according to a five-step sequence. Steps one and two, identifying representative areas and selection of a park proposal, rely primarily on a scientific approach. Step three, feasibility assessment, is more complex and time-consuming because it involves: studying the area's ecological resources and human uses; identifying potential social and economic impacts on local residents; developing ecological park boundary options; and conducting public consultations to share information and seek input. Step four, negotiating a park agreement, can also be time-consuming since it may involve comprehensive land claims by Aboriginal peoples, complications in determining final park boundaries, and decisions about land acquisition. Step four is completed when the Minister, with Cabinet approval, signs the negotiated park establishment agreement. Parks Canada is then responsible for the operation of the national park or national park reserve under the authority of various provincial, territorial and/or federal regulations. For system planning purposes, a natural region is represented in the system when step four is completed and the land that is to be formally protected under the Canada National Parks Act has been transferred to Canada. The fifth and final step is protection of the park or reserve under the *Canada National Parks Act*.

It often takes years to move through all the steps of establishing a national park. Many issues, including the need for local community and provincial or territorial government support, competing land-use pressures, and the need to secure funds for the establishment and operation of new parks make the pace of advancement hard to anticipate and at times difficult for Parks Canada to control. The length of time required and the complexity of the negotiation process create risks that some representative examples of natural regions will disappear before they can be protected and that costs for completing the system will continue to escalate.

## 2. How National Marine Conservations Areas Are Established

National marine conservation areas are established according to a process similar to the five-step procedure that guides the establishment of terrestrial parks (i.e., identifying and selecting representative marine areas through studies of area resources and quality of representation assessments, assessing the feasibility of, and public support for a specific proposed national marine conservation area, negotiating a formal federal-provincial-territorial agreement setting out the terms and conditions under which the national marine conservation area will be established and managed; and establishing a new national marine conservation area in legislation). The *Canada National Marine Conservation Areas Act* requires the preparation of an interim management plan prior to the final legislative step in national marine conservation area establishment. Depending on local circumstances, the preparation of such a plan may occur in parallel with the negotiation of an establishment agreement, but it could begin earlier, during the feasibility stage, or later. A region is considered to be represented in the system when stage four, negotiating a federal-provincial-territorial agreement, is complete.

## 3. How Parks Canada Screens Nominations for Designation of Places, Persons, and Events

Nominations received by the Historic Sites and Monuments Board of Canada Secretariat are reviewed and screened by a Parks Canada historian or archaeologist. Detailed criteria and guidelines on nominations are published on Parks Canada's Web site (www.pc.gc.ca). Some illustrative criteria include the requirement for a place to have been built prior to 1975 to be considered for designation, and that a person be deceased for at least 25 years (with the exception of Prime Ministers) prior to consideration for designation. A nomination is assumed to be acceptable unless, through screening, it can be demonstrated that it does not meet the criteria or guidelines, or that a precedent or benchmark by the HSMBC during past deliberations would make the designation unlikely.

## 4. Designations Related to Strategic Priorities in the National Historic Site System Plan (2004-05)

**ABORIGIONAL HISTORY:** this priority area includes the full record of the presence and activities of First Nations, Inuit and Métis people in Canada. Although the National Historic Sites of Canada system includes a number of sites, persons, events and other phenomena commemorating aspects of Aboriginal history, gaps in representation remain.

| | |
|---|---|
| Áísínai'pi – One of the most important sites in the sacred geography of the Niitsítapi; contains the largest concentration of rock art images on the Great Plains | Writing-on-Stone Provincial Park, Alberta |

**ETHNOCULTURAL COMMUNITIES HISTORY:** a term adopted by Parks Canada to describe identifiable ethnocultural groups that make up the Canadian social mosaic. This program definition does not include peoples of French, British or Aboriginal origins.

| | |
|---|---|
| Struggle to abolish slavery in British North America between 1783 and 1860 | Chatham, Ontario |

**WOMEN'S HISTORY:** women's history in Canada is now a major field of study. By identifying women's history as one of its strategic priorities, Parks Canada intends to reflect this important trend in its commemorative program.

| | |
|---|---|
| L.M. Montgomery's Cavendish – Intimately associated with Lucy Maud Montgomery's formative years and early productive career | Cavendish, Prince Edward Island |

# 5. Details of Six Other Heritage Programs

## National Program for the Grave Sites of Canadian Prime Ministers

| | Goal/Objective/Management | Parks Canada Role and Budget | Targets and Performance Information |
|---|---|---|---|
| **Designation** | The objective of the National Program for the Grave Sites of Canadian Prime Ministers is to ensure that the grave sites are conserved and recognized in a respectful and dignified manner, and to provide Canadians with information on the lives and accomplishments of each former prime minister, as well as the locations of their final resting places. | Parks Canada is responsible for this program that was launched in February 1999.<br><br>The program is managed under the Historic Sites and Monuments Board of Canada Secretariat with one person dedicating a small amount of time to the program's management.<br><br>Dedication ceremonies are arranged in cooperation with the families of former Prime Ministers and the respective cemeteries. Parks Canada does not control the timing of these activities. | Dedication ceremonies for 12 prime ministers were held prior to 2003-2004. No ceremonies were held in 2004-2005. Ceremonies for the remaining three former prime ministers (Sir John Abbott, Louis S. St-Laurent and Pierre Elliott Trudeau) are pending family approval. |
| **Protection** | Parks Canada is responsible for the maintenance of grave sites. | The *Master Conservation Strategy for Prime Ministers' Grave Sites* (1999) provides a standardized approach for the conservation and maintenance of the resources, while at the same time being respectful of family expectations. Guided by the Strategy, comprehensive conservation plans were prepared for each of the 15 grave sites being maintained by Parks Canada between April 2000 and May 2002. Each Conservation Plan contains an inventory and description of the site, and a summary of the condition assessment, and outlines the maintenance activities that are to be completed on a five-year cyclical basis. | Each of the grave sites is rated as being in good condition based on the assessments made prior to May 2002. |

## Federal Heritage Buildings Review Office

<table>
<tr><th></th><th>Goal/Objective/Management</th><th>Parks Canada Role and Budget</th><th>Targets and Performance Information</th></tr>
<tr><td>Designation</td><td>In accordance with the Treasury Board Heritage Building Policy, all government departments must acquire, use and dispose of buildings in a way that protects their heritage character.<br><br>All buildings 40 years or older under government ownership must be evaluated against criteria that measure historical association, architectural significance and the building's place within its current environment. A building may be designated either as "classified" (the higher level of significance) or as "recognized" by the Minister, or not designated.</td><td>Parks Canada administers this policy through the Federal Heritage Buildings Review Office (FHBRO). The office acts as a secretariat supported by a manager and two employees. It is responsible for coordinating the evaluation of buildings, submitting recommendations for designation to the Minister of the Environment, providing advice and recommendations to custodial departments and maintaining the Register of the Government of Canada Heritage Buildings (budget of $215,000 in 2003-2004 of which $195,000 was directed towards the translation of Heritage Character Statements). All evaluations of heritage buildings, as well as the review of interventions to these buildings are conducted by Public Works and Government Services Canada through an agreement with Parks Canada ($605,000 in 2003-2004 and a supplementary agreement of $51,000). Policy and technical training related to the protection of heritage buildings is also provided for under this agreement.</td><td>Buildings may be Classified, the highest heritage designation, or Recognized, the second highest designation, designated by the Minister of the Environment<br><br><table><tr><th></th><th>2004-2005[1]</th><th>1982-2004[2]</th></tr><tr><td># designated beginning of year</td><td>1,338</td><td>0</td></tr><tr><td># evaluated during year</td><td>400</td><td>n/a</td></tr><tr><td># Classified</td><td>4</td><td>269</td></tr><tr><td># Recognized</td><td>13</td><td>1,069</td></tr><tr><td>Net Adjustments[3]</td><td>-20[4]</td><td>n/a</td></tr><tr><td># designated buildings</td><td>1,335</td><td>1,338</td></tr></table><br>In 2004-2005, 17 buildings were recommended as either a Classified or Recognized federal heritage building, (one is owned by Parks Canada). Over the last three years the program has designated 56 buildings.</td></tr>
<tr><td>Protection</td><td>Custodial departments are responsible for all decisions affecting the heritage character of their designated federal heritage buildings including ensuring that the heritage character of their federal heritage buildings is protected throughout the course of an intervention (e.g. seeking conservation advice from FHBRO prior to an intervention) and consulting with FHBRO prior to selling, or dismantling/demolishing a designated building.</td><td>In accordance with the Treasury Board Heritage Building Policy FHBRO provides custodial departments with advice concerning the protection of the heritage character of the building.<br><br>1) In the case of a 'classified' heritage building, the custodial departments must consult with FHBRO prior to undertaking any intervention that may affect the building's heritage character.<br><br>2) In the case of a 'recognized' heritage building, departments must seek expert conservation advice before undertaking any intervention that may affect the heritage character of the building.<br><br>3) Parks Canada must be consulted before a 'classified' or 'recognized' heritage building is dismantled, demolished or sold.<br><br>4) FHBRO is not mandated nor resourced to monitor the outcome of the interventions. Does not track whether advice is followed.</td><td>The number of proposed interventions for which the Federal Heritage Building Review Office has provided advice and guidance is shown below.<br><br><table><tr><th></th><th>2004-2005</th><th>2003-2004</th><th>2002-2003</th></tr><tr><td># of proposed interventions</td><td>132</td><td>95</td><td>84</td></tr></table><br>Nineteen of these involved interventions to buildings owned by Parks Canada.</td></tr>
</table>

## Heritage Railway Stations

<table>
<tr><th></th><th>Goal/Objective/Management</th><th>Parks Canada Role and Budget</th><th>Targets and Performance Information</th></tr>
<tr><td>Designation</td><td>The Heritage Railway Stations Protection Act, proclaimed in 1990, affirms the federal Government's commitment to safeguard the heritage character of heritage railway stations under the ownership of federally regulated railway companies.<br><br>The Governor in Council makes designations of heritage railway stations based upon the recommendation of the Minister of the Environment who is advised by the HSMBC. Railway stations that are more than 40 years old and owned by railway companies to which Part III of the Canada Transportation Act applies, are evaluated using criteria that measure historical and architectural significance, the character of the environment and the station's status within its community. If the station meets the criteria, it is designated.</td><td>Parks Canada contributes part of two positions to the management of the program each year. It provides research support to the Historic Sites and Monuments Board of Canada on the stations brought forward for consideration by the board and maintains the heritage railway stations database (www.pc.gc.ca/clmhc-hsmbc). Through an agreement with Public Works and Government Services Canada ($110,000 in 2003-2004), Parks Canada receives professional and technical advice, e.g. intervention reviews and heritage recording.</td><td>Between 1989 and 1996, 306 heritage railway stations were documented. Of these, 292 were evaluated by the HSMBC and 174 were designated.[5] Eight of these designated stations have since been delisted, primarily due to destruction by fire or demolition, leaving 166 (57%) designated heritage railway stations as of March 2005. Of these 166 stations, 12 are also designated as national historic sites.[6] There were no new designations in 2004-2005.<br><br>Seventy stations have been sold to outside parties that are not regulated by the Canadian Transportation Act and are now protected under provincial legislation. The remaining 96 stations are owned by railway companies to which Part III of the Canada Transportation Act applies. These stations remain under federal jurisdiction and are protected under the Heritage Railway Stations Protection Act.</td></tr>
<tr><td>Protection</td><td>Under the Heritage Railway Stations Protection Act (HRSPA), the Governor in Council (GiC), on the recommendation of the Minister of the Environment, authorizes all proposed interventions to, or disposal through sale or transfer of, a heritage railway station.<br><br>If a station is sold or transferred to a party not regulated by the Canada Transportation Act, it is no longer protected under the HRSPA. The potential purchaser is however required to provide the Historic Sites and Monuments Board of Canada with written assurances that they will respect the heritage character of the station and obtain a commitment to designate the site under provincial legislation. The owner is not required to advise Parks Canada of interventions to the building.<br><br>If a station is sold to a party that is regulated by the Canada Transport Act, it remains protected under the HRSPA.</td><td>All requests for authorization for an intervention, disposal or transfer are evaluated by Parks Canada, who then prepares a recommendation to the Minister to approve or deny the request.<br><br>Although a monitoring program is not required under the HRSPA and regulations, due diligence with respect to the GiC approvals is exercised through subsequent intervention reviews and heritage recording. Upon the sale of a station, the owner is not required to seek Parks Canada's approval of interventions. A letter of record indicating that the station is protected under provincial legislation is on file with Parks Canada. The station retains its heritage designation under the HSMBC.</td><td>For each of the 166 designated heritage railway stations, a Heritage Character Statement has been prepared identifying the station's heritage and environmental values. The Statements also guide proposed interventions.<br><br>The number of interventions over the past four years are:<br><br>
<table>
<tr><th></th><th>2004-2005</th><th>2003-2004</th><th>2002-2003</th><th>2001-2002</th></tr>
<tr><td>Approved</td><td>1 alteration<br>4 sales</td><td>4 alterations</td><td>3 alterations<br>2 sales</td><td>2 alterations<br>6 sales</td></tr>
<tr><td>Denied</td><td>0</td><td>0</td><td>1</td><td>1</td></tr>
</table>
</td></tr>
</table>

## The Canadian Heritage Rivers System (CHRS)

| | Goal/Objective/ Management | Parks Canada Role and Budget | Targets and Performance Information |
|---|---|---|---|
| **Nomination and designation** | The Canadian Heritage Rivers System (CHRS) is a cooperative program of the Government of Canada, the ten provinces and three territories to give national recognition to Canada's outstanding rivers and to ensure long-term management that will conserve their natural, cultural and recreational values for the benefit and enjoyment of Canadians, now and in the future (www.chrs.ca/). The Canadian Heritage Rivers Board, comprised of members appointed by the federal, provincial and territorial governments, manages the program.<br><br>Becoming a Canadian Heritage River is a two-step process – nomination and designation. The Minister of the Environment and the provincial/ territorial Minister of the nominating government must grant formal approval of both the nomination and designation. | Parks Canada operates a small secretariat consisting of a manager and two staff, who coordinate the day-to-day management of the program on behalf of the Board, with a budget of $222,000 in 2004-2005. Parks Canada directly supports the work of the Board by submitting recommendations to the Minister for designation of new heritage rivers and providing technical and financial assistance to provincial and territorial governments for the preparation of studies, as well as nomination and designation documents. Specific Parks Canada activities associated with the program include coordinating the national planners meetings, conducting public consultations, monitoring the implementation of the Canadian Heritage Rivers System Charter and Strategic Plan and preparing the Annual Report and other publications. | As of March 2004, there were 32 designated rivers in Canada and eight nominated for designation. Six of the designated rivers are in national parks or national historic sites. There were no new river nominations in 2004-2005. Of the eight rivers nominated, three were designated during 2004-2005:<br><br>• the Tatshenshini River in the Yukon,<br>• the Missinaibi River in Ontario and<br>• the Three Rivers in Prince Edward Island,<br><br>bringing the total number of designated Canadian Heritage Rivers to 35 (8,192 km in total length). None of these rivers are located within Parks Canada managed heritage places.<br><br>The following CHR are located in NP and NHS of Canada:<br><br>Alsek River, Kluane NP; South Nahanni River, Nahanni NPR; Athabasca River, Jasper NP; North Saakatchewan River, Banff NP; Kicking Horse River, Yoho NP; Rideau Waterway, Rideau Canal NHS. |

## The Canadian Heritage Rivers System (CHRS) *(cont'd)*

<table>
<tr><th></th><th>Goal/Objective/ Management</th><th>Parks Canada Role and Budget</th><th>Targets and Performance Information</th></tr>
<tr><td>Protection</td><td>A jurisdiction that nominates a heritage river for designation<br>1) Must first receive approval for its management plan or strategy. These plans and strategies describe how the river will be managed to conserve its outstanding values, within three years of the river being nominated.<br>2) Once the river has been designated, the managing jurisdiction must then submit an annual report to the Canadian Heritage Rivers System Board. The report includes checklists showing where positive or negative changes to the river's heritage values have occurred.<br>3) Jurisdictions must also table a Ten Year Monitoring Report with the Board, detailing changes in the condition of river or integrity values, as well as activities that could potentially affect river values, and how these impacts are being or will be mitigated.</td><td>Parks Canada is responsible for protecting the heritage rivers it directly managers and for preparing the required documents.<br>Parks Canada does not have a direct role in influencing heritage protection in other jurisdictions managing heritage rivers, other than promoting the program, conducting studies for the Board and maintaining documents for the Board.</td><td>As of March 2005, Parks Canada was largely compliant with all the requirements (i.e. management plans, annual reports and 10 year monitoring reports. The overall condition of the all the rivers, including those managed by Parks Canada, is good.<br><table><tr><th></th><th colspan="3">Rivers Administered by Parks Canada</th></tr><tr><th></th><th>Management Plan</th><th>Annual Report</th><th>Ten Year Report</th></tr><tr><td>Number Required as of March 2005</td><td>6</td><td>6</td><td>5</td></tr><tr><td>Number Submitted</td><td>6</td><td>4</td><td>5</td></tr><tr><td>% Compliant with requirement</td><td>100%</td><td>67%</td><td>100%</td></tr></table><br><table><tr><th></th><th colspan="3">Rivers Administered by Others</th></tr><tr><th></th><th>Management Plan</th><th>Annual Report</th><th>Ten Year Report</th></tr><tr><td>Number Required as of March 2005</td><td>26</td><td>26</td><td>10[7]</td></tr><tr><td>Number Submitted</td><td>26</td><td>15</td><td>10</td></tr><tr><td>% Compliant with requirement</td><td>100%</td><td>58%</td><td>100%</td></tr></table><br>Other jurisdictions were largely compliant with the requirements for submission of management plans and ten-year monitoring reports and somewhat compliant for the annual reports</td></tr>
</table>

## World Heritage Convention

The Convention is overseen by the World Heritage Committee, which is composed of representatives from 21 of the States Parties. The Committee is supported by UNESCO's World Heritage Centre in Paris, which advises States Parties on the preparation of site nominations, organizes technical assistance on request and coordinates reporting on the condition of sites. It also coordinates emergency action to protect threatened sites and administers the World Heritage Fund. Parks Canada was designated in 1976 as the lead agency for the implementation of the World Heritage Convention in Canada.

| | Goal/Objective/Management | Parks Canada Role and Budget | Targets and Performance Information |
|---|---|---|---|
| **Designation** | The UNESCO General Conference in 1972 adopted the Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). Currently, 180 "States Parties" have ratified it, including Canada in 1976 (www.pc.gc.ca).<br><br>The Convention established the World Heritage List as a means of recognizing that some places, either natural or cultural, are of sufficient importance to be the responsibility of the international community as a whole. By joining the Convention, states pledge to care for the World Heritage Sites in their territory and to avoid deliberate measures that could damage World Heritage Sites in other countries. As such, the World Heritage List serves as a tool for conservation. | Parks Canada is the lead federal agency for the implementation of the World Heritage Convention in Canada and provides a secretariat to manage the implementation of the Convention in Canada. In 2004-2005, the Secretariat:<br><br>1) Maintained a documentation centre for all program records<br><br>2) Prepared and submitted the nomination dossier for the World Heritage designation of the Rideau Canal National Historic Site of Canada and provided information listed on Canada's Tentative List of World Heritage Sites | As of July 2004, there were 788 sites on the World Heritage List, 13 of which are located in Canada. Nine World Heritage Sites are managed in whole or part by Parks Canada. During 2004-2005, Parks Canada prepared and submitted the nomination dossier for the World Heritage designation of the Rideau Canal National Historic Site of Canada and provided information and assistance in the preparation of nomination dossiers for the sites listed on Canada's Tentative List of World Heritage Sites. The 11 sites on this list may be nominated for a World Heritage designation over a ten-year period beginning in 2005. Within these 11 sites, national parks, national historic sites and a heritage canal/waterway are represented. |
| **Protection** | World Heritage Centre acts as a Secretariat, advising on the preparation of site nominations, coordinating the preparation of site nominations as a WHS and receiving periodic reports from State. The World Heritage Centre may also request Reactive Monitoring Reports in response to issues raised by non-government organizations, concerned citizens, or local media concerning the state of conservation of a WHS. | 3) Coordinated and submitted the **Periodic Report to the World Heritage Committee** including reporting on the status of each site under its jurisdiction and reviewing other managers' reports for completeness.<br><br>4) Parks Canada produces **Reactive Monitoring Reports** directly for the WHS it administers, and coordinates the response for sites it does not administer (e.g., directs correspondence to the responsible authority requesting information on how the issue will be addressed and then coordinates the response to the World Heritage Centre). | The **Periodic Report to the World Heritage Committee** details the implementation of the World Heritage Convention in Canada including the protection of natural and cultural heritage by all levels of government. Work on the first report began in 2002-2003. The Report was submitted to the World Heritage Committee as part of the North American Periodic Report in February 2005.<br><br>Since 2000-2001, requests for twelve **Reactive Monitoring Reports** have been received, four concerning WHS involving national parks. In most cases, Parks Canada's statutory requirements and management practices are sufficient to alleviate the World Heritage Committee's concerns. In 2004-2005, Reactive Monitoring reports providing information on situations/issues at four WHS (involving 3 national parks) were submitted. In addition, the Secretariat advised the World Heritage Centre of two situations concerning the Old Town Lunenburg World Heritage Site[8]. |

### Man and Biosphere

| | Goal/Objective/Management | Parks Canada Role and Budget | Targets and Performance Information |
|---|---|---|---|
| **Designation** | Man and Biosphere is a collaboration program of local communities, business enterprises and governments that lead to the creation of biosphere reserves in Canada. Biosphere Reserves are areas of terrestrial and coastal/marine ecosystems, or a combination thereof, which are internationally recognized within the framework of UNESCO's Program on Man and the Biosphere (MAB) (www.Biosphere-Canada.Ca).<br><br>A biosphere reserve is composed of a core area, buffer zone and an area of cooperation. | Parks Canada is a member of the Canadian Biosphere Reserves Association (CBRA), the national coordinating organization for all biosphere reserves within Canada. Parks Canada maintains a Director position with the CBRA and provides a part time executive secretary position to assist with managing the program within and outside of Parks Canada. Minimal funding ($2,500 in 2004-2005) is provided to five of the six biosphere reserves where a national park is located (total of $12,500) and an additional $14,500 is provided to the Association in support of its annual meeting and newsletter. | As of November 2004, there were 459 biosphere reserves in the world, 13 of which are located in Canada. National parks comprise the core area for six of the Canadian reserves. The newest Canadian Biosphere Reserve, Georgian Bay Littoral was designated in October 2004, the core of the reserve being Georgian Bay Islands National Park of Canada. This brings the total number of biosphere reserves with national parks comprising the core area to 7. |
| **Protection** | | Parks Canada's policy is that the management plans for national parks with international or national designations, such as designation as a biosphere reserve, must include strategies for the protection and promotion of the values that resulted in the designations.<br><br>Parks Canada does not directly influence the protection and promotion of biosphere reserves it does not administer. | At this time, no national monitoring of (Parks Canada's) commitments, relative to biosphere reserves contained in management plans, is occurring. |

## 6. Management Planning Processes at Parks Canada

The *Canada National Parks Act* requires that all national parks have a management plan approved by the Minister and tabled in Parliament within five years of park establishment, and that the plan be reviewed every five years. The *Parks Canada Agency Act* sets out the same requirements for national historic sites and other protected areas.

For both national parks and national historic sites, management planning starts with the preparation of a scoping document that identifies the main issues to be addressed and the proposed time frame to complete the plan. Once the CEO of Parks Canada approves the scoping document, formal management planning is launched. Public consultations that may include issue identification, the generation of solutions and reviewing of draft plans are required in all management planning. Once a plan is completed, it is submitted to the Minister for approval, on the recommendation of the CEO and, in some cases, the recommendation of other organizations. The process typically takes one to two years to complete, depending on the complexity of the issues involved.

The management planning process for national parks also includes the preparation of a State of the Park Report (SOP) prior to the scoping document. The SOP report is focused on the state of ecological integrity in the park. Its findings are a key consideration in evaluating the effectiveness of the park's current management plan, and the magnitude of adjustments that may be required.

The management planning process for national marine conservation areas is similar to that of the national parks and historic sites with two exceptions. First, the *Canada National Marine Conservation Areas Act* requires that an interim management plan be prepared before a National Marine Conservation Area can be formally established under the Act. There is no such requirement for national parks or historic sites. Second, because national marine conservation areas are managed in collaboration with Department of Fisheries and Oceans, any provisions of a national marine conservation area management plan that deal with fisheries management must be agreed to by the Minister of Fisheries and Oceans.

## 7. EI Monitoring Program Evaluation Process

In December 2003, a national meeting was held to launch the implementation of the new monitoring and reporting process. Subsequent to the meeting, a multi-step process was developed to create new EI Monitoring and Reporting programs (EIMRPs) for national parks.

The first step in this process involved grouping all 41 existing national parks into one of six ecologically similar bioregions (i.e., parks within a region which share similar characteristics such as landscape, species, stressors, etc., and which can work together operationally.) In each bioregion, six to eight common park EI indicators (e.g., aquatic ecosystems, biodiversity, and terrestrial ecosystems) were identified.

Each park then self-assessed each of its existing monitoring projects according to nine criteria characteristic of a good project. This assessment, along with a strategy outlining how the park would address gaps and improve its overall program, form its EI Monitoring and Reporting Work Plan. A National Ecological Integrity Monitoring Committee then independently evaluated each Work Plan against six higher-level criteria characteristic of a good overall monitoring program (i.e., Scientific Credibility, Data Management and Statistical Design, Bioregional Cooperation, Stakeholder Involvement, Linkage to Plans, Strategy for Assembling Monitoring Program). Scores on each criterion could range between 0 and 1. The criterion was considered met if the program had an overall score of .75.

The April 2005 evaluation process was essentially the same as in 2003-2004, except for two changes. First, there were no new project self-assessments completed in 2004-2005. The previous year's scores were used in the calculations. Parks will complete self-assessments for the 2005-2006 report. Second, a small calculation adjustment in criterion 5 (i.e., linkage to plans had to be made to account for the fact that some parks had been rated on a one to three scale while others on a zero to three scale. Transforming these ratings to a common scale meant that some parks that were judged to have met the criteria in 2003-2004 no longer did so.

## 8. Measures of Elements of Ecological Integrity

The following table provides some background on the measures and standards used for measuring and reporting on the state of ecological integrity in Canada's national parks.

| | Measure | Ratings |
|---|---|---|
| Biodiversity | **Diversity**<br>Ecosystems with more species are flexible in responding to change and generally operate more efficiently than ecosystems with fewer species. Parks Canada maintains lists of the species present in each park rated according to abundance. The expected number of species in a park is determined based on an analysis of the average species numbers found within a given zone across North America. Not surprisingly, more species are expected in hotter areas. | **Green:** the number of species is close to or greater than what is expected for the climate (i.e., within one standard deviation[1] of the expected number)<br>**Yellow:** the number of species is between one and two standard deviations lower than the expected number<br>**Red:** the number of species is more than two standard deviations lower than expected for the climate |
| | **Predator & Prey**<br>In healthy ecosystems, the populations of predators and their prey maintain a rough balance over time. Loss of a key predator or a large change in abundance (either up or down) can lead to large-scale ecosystem impacts (e.g., lack of a predator can lead to overgrazing by its usual prey with impacts on vegetation, soil erosion and loss of nutrient cycling). Scientists in Parks Canada determine whether characteristic predators and prey are present in a park in sufficient number, and the extent to which loss of characteristic predators and/or prey is having larger impacts on the ecosystem. | **Green:** all native large predators and prey are present in numbers consistent with historical variability<br>**Yellow:** the abundance of at least one native large predator or prey is outside levels of historical variability, but no secondary impacts on the ecosystem are presently known<br>**Red:** the abundance of at least one native large predator or prey is outside the range of historical variability and there is evidence of significant secondary ecosystem impacts |
| | **Species Loss**<br>In a healthy ecosystem, viable populations of breeding native species are maintained over time. Parks Canada tracks the number of breeding species within a park in its species database. A determination of whether a species has been lost reflects the consensus of our scientists who study species at risk. How many species an ecosystem can afford to lose is a matter of judgement. Generally, the loss of one or two species in a park would reduce the number of species by less than one per cent; a loss of several species would reduce the numbers by less than 15 per cent. Greater loss implies more ecosystem change. | **Green:** less than 1% of native, breeding species lost.<br>**Yellow:** between 1% and 1.5% of species are lost, suggesting concern that all aspects of the ecosystem are not working properly<br>**Red:** more than 15% of species are lost, indicating possible loss of whole groups of organisms and definite ecosystem change |
| Functions | **Plant Growth**<br>An important question to ask about an ecosystem is whether the rate of plant growth is consistent over time. A strong increase in plant growth creates the potential for native species to be replaced, while a steep decline in plant growth leads to a weak response to other changes.<br>An indirect measure of plant growth is the amount of light absorbed each year by plants and soils. Satellite photography – the same images used for daily weather reports can measure light absorption quite precisely over large areas. This information was used to study whether plant growth in national parks was increasing or declining over the 1993-2001 period. | **Green:** no identifiable trend in plant growth.<br>**Yellow:** a slight change up or down (a slope[2] between two and four standard errors[3] from zero) in plant growth<br>**Red:** a definite change up or down (a slope greater than four standard errors from zero) in plant growth |
| | **Forest Fires**<br>Over time, fire changes and rearranges the age and composition of vegetation within national parks and contributes to the existence of healthy ecosystems with greater biodiversity. The historic average number of hectares burned per year has been determined for twenty-four national parks based on fire history studies (e.g., a combination of physical fire evidence, historical accounts and vegetation age stand analysis). | **Green:** annual average area burned is 20% or more of the area burned historically<br>**Yellow:** average 5% to 20% of the area burned historically<br>**Red:** annual average of area burned is 5% or less of the area burned historically |

| | Measure | Ratings |
|---|---|---|
| Stressors | **Developed Area**<br>Developed areas in and around parks can disrupt native species and natural ecological processes. An indirect measure of the extent of human development is the percentage of the greater park ecosystem that contains outdoor light in excess of specific levels. Parks Canada is able to calculate this percentage using U.S. Defence Department satellite images of Earth at night (2000). Studies have suggested thresholds for the percentage of a given area in which development (as indicated by light levels) is likely to have disruptive effects on native species. | **Green:** 3% or less development<br>**Yellow:** 3% to 41% of the greater park ecosystem developed<br>**Red:** 41% or more development |
| | **Population Density**<br>Another indication of stress on ecosystems is density of human population. A recent study of U.S. national parks shows that human population density is correlated with the rate of species loss. Parks Canada calculates human population density in greater park ecosystems by matching population density values from Statistics Canada's 2001 census tracks to the greater park ecosystem and computing the average number of persons in a square kilometre. | **Green:** less than one person per square kilometre.<br>**Yellow:** one to 100 people per square kilometre<br>**Red:** more than 100 people per square kilometre. |
| | **Internal Road Densities**<br>Roads are a dominant type of human infrastructure in national parks. Roads contribute to landscape fragmentation, reduced habitat range, higher levels of invasive species and increased species mortality. The density of roads within national parks is measured from national topographical series maps produced by Natural Resources Canada (e.g., the number of metres of road per square kilometre of national park area). Reviews of scientific literature on road density have suggested that densities beyond certain critical values have negative effects on large mammal species. | **Green:** Density 200 metres or less of road per square kilometre<br>**Yellow:** Density of 200-600 metres of road per square kilometre<br>**Red:** Density of more than 600 metres of road per square kilometre |

1 – Standard deviation is a statistic that describes how ordinary a value is. At one standard deviation from the average a value is slightly odd, while two standard deviations from the average is quite unusual.

2 – Slope describes how rapidly a relationship changes (in this case, with each successive year).

3 – A standard error is a standard deviation corrected for the number of observations made.

## 9. Measuring Commemorative Integrity

Small multi-functional teams composed of eight to ten people from the site, service centres and the national historic sites directorate (managers, historians, heritage presentation specialists), complete evaluations of commemorative integrity over a one to three day period. The evaluation involves the completion of a detailed questionnaire based on the commemorative integrity statement for the site. The assessment focuses on:

- The condition of, and threats to, the resources based on information in existing asset inventory systems, and any work completed since the last formal condition assessment, as well as the expertise of the evaluation team in assessing the overall condition of the site and threats to the resources.

- The effectiveness of communication, based on the content of the presentation program, the media used and its effectiveness, and audience understanding of the messages. The assessment draws on surveys of visitors' understanding of key messages or local evaluations when these are available (see the Heritage Presentation section for more detail on the surveys), and expert judgment by the team on the quality and completeness of the presentation program.
- Whether management decisions and actions respect heritage values, is based on an assessment of the degree to which the site is managed according to Parks Canada's Cultural Resource Management Policy. The site is assessed on the existence of complete inventories of its resources, whether the resources have been evaluated for their historical importance, the effectiveness of interventions, the existence of monitoring and review programs for the management of the resources, and whether adequate records are kept of decisions affecting the site. If appropriate management practices are in place, it is concluded that the site's heritage values are being respected in the decisions and actions affecting the site.

## 10. Survey of Actions Taken to Address Poor Ratings of Elements of Commemorative Integrity

In 2004-2005, national historic sites administered by Parks Canada that have been subject to a commemorative integrity evaluation in 2001-2002 and that received an overall poor rating in one or more of the CI elements, were asked to submit a report describing actions taken to improve the poor ratings during the three years since the original evaluation. The three-year period allows sufficient time for sites to develop and implement strategies to address deficiencies.

Each site was provided with a template including the summary table from the CI evaluation questionnaire for any element that received an overall poor rating and the relevant section from the Executive Summary of the CI evaluation, which identified the specific challenge(s) for the site. Sites were requested to identify specific actions taken over the last three years (completed and ongoing), and future action identified in their Field Unit Business Plan planned for the short term (1- 2 years). They were also asked to provide an opinion on whether the problem(s) that led to the overall poor rating for the CI element where completely resolved, partially resolved, or not resolved. Finally, they were asked to provide documentation supporting the actions reported.

The intent is to do a follow-up every three years so that those sites evaluated in 2001-2002 are expected to report again by March 31, 2008.

Neither the three-year nor six year report is a formal re-evaluating of any CI element. A formal CI evaluation involving an on-site review by a multi-disciplinary team is not scheduled to occur until ten years after the initial evaluation.

## 11. Survey of Other Owners of National Historic Sites

In 2004-2005, Parks Canada commissioned a survey of other owners of national historic sites to collect benchmark information about how owners manage sites, their experiences with Parks Canada services, and their orientation and practices as they relate to CI. Parks Canada expects to repeat the survey process on a 2 to 3 year cycle in order to track the extent of awareness and of access to information.

At the time of the survey there were 755 other owners of historic sites including aboriginal groups/bands, educational institutions, federal, provincial or municipal governments, historical societies, incorporated enterprises, and religious

groups. Parks Canada was able to provide a database of 559 sites with some contact information. Of these sites 19 were dropped from the survey because they were inappropriate for the study questions (e.g., archaeological sites) leaving an effective sample of 540 sites. Using telephone numbers provided by Parks Canada, or those obtained through other means, initial interviews were conducted using a screening questionnaire to identify a suitable respondent at each site. Once the correct person (owner/manager) was reached, the purpose of the study was explained to them and an interview a date and time was scheduled. A letter detailing this information was e-mailed or faxed to them so that they could have these details available at the time of the interview. Using this procedure, telephone interviews were conducted with of 291 owners throughout Canada, between October 20 and December 7, 2004 or 56% of the original 559 sites. Results should not be generalized to sites for which no contact information was available.

## 12. Measuring Visitor Attitudes – Parks Canada's Visitor Information Program

Parks Canada's Visitor Information Program aims to conduct a survey every five years, starting in 1999-2000, at 114 of the national parks, national historic sites, or heritage places and exhibits administered by Parks Canada. Of the 114 sites, 110 report on the number of person-visits to the site. These 110 sites account for 98% of the recorded visits to national parks and national historic sites. The number of unique locations conducting surveys over the last five years is shown in Figure 1 along with the percentage of recorded visits to Parks Canada at the locations surveyed.

As of March 2005, 85 locations had conducted a VIP survey. In total, 75% of the 114 participating sites, representing about 79% of the person-visits to Parks Canada-administered heritage places, will have been covered in the first five-year cycle. The 29 locations where surveys were not conducted during the first cycle will be captured during the second cycle.

The second five-year cycle will begin in 2005-2006 with the same number of eligible locations (114).

It should be noted that some locations exclude some visitors from the target groups for the survey (e.g., visitors who arrive on bus tours, or in the case of canals, only surveying land-based visitors and not boaters).

In order to control potentially misleading results due to the refusal to accept or failure to return a survey, all visitors who are approached to participate in the survey are asked to respond to a few questions. The characteristics of those who return surveys are then compared to those who do not participate or do not return surveys. In all cases, where the groups differed, survey results were weighted to more accurately reflect the specific population of visitors of interest at the park or site.

Parks Canada carried out a review of the attendance monitoring and visitor information programs between September 2003 and March 2004. The report *Review of Parks Canada's Attendance Monitoring and Visitor Information Program* is available at www.pc.gc.ca/

**Figure 1: Number and Percentage of Participating Locations in Visitor Information Program (First five-year cycle)**

| Year | Number of Participating Locations | % of Eligible Locations (n=114) | Participating Locations % of Recorded Visits |
|---|---|---|---|
| 2005-2004 | 9* | 8 | 1 |
| 2004-2003 | 7* | 6 | 1 |
| 2003-2002 | 12 | 11 | 9 |
| 2002-2001 | 30* | 26 | 15 |
| 2001-2000 | 27 | 24 | 53 |
| **Total** | **85** | **75** | **79** |

* A survey(s) took place at a location that did not report attendance data nationally in each of these years.

**Figure 2: Number and Percentage of Participating Locations in Visitor Information Program (Second five-year cycle)**

| Year | Number of Participating Locations | % of Eligible Locations (n=114) | Participating Locations % of Recorded Visits |
|---|---|---|---|
| 2006-2005 | 28* | 25 | 24 |

* Twelve of the participating locations represent a park or site that conducted a survey in cycle 1.

## 13. Measuring Visitor Attendance

Person-visit information is useful for communicating the extent of the demand for heritage places, for calculating the economic impacts of these places, for operational planning and for obtaining contextual information about the potential environmental effects of people on natural resources.

Parks Canada's national person-visit information is based on data collected from 128 reporting units (36 national parks, two national marine conservation areas, and 90 national historic sites and exhibits administered by Parks Canada). At 61 of these sites, the number of person-visits is counted directly. However, in most national parks and national historic sites the number of visits must be estimated because multiple uncontrolled points of entry make a precise count of the number of visitors impossible. In these cases, the estimate is based on, for example, counts of vehicle traffic in the park or site and periodic surveys. The surveys identify the average number of people travelling by vehicle, the reasons for visiting and the number of people re-entering the park on the same day. Similar kinds of surveys can be undertaken at the places where visitors arrive on foot (e.g., the Forks National Historic Site of Canada in Winnipeg or the Fortifications of Quebec National Historic Site of Canada in Quebec) or by boat (e.g., Rideau Canal National Historic Site of Canada, in Ontario).

Parks Canada is committed to continually improving its procedures for estimating the number of person-visits, particularly at the 20 parks or sites that attract 78% of visits. Each location is expected to have a methodology that leads to at least moderate confidence in the data, which is defined as having estimates of the number of visits from all access points and a survey to adjust counts of visitor traffic within the last ten years. As of March 2005, 16 of the

20 sites with the most person-visits meet these criteria. The frequency in which sites are able to review and update their methodology is the major issue in meeting these commitments.

In some cases, reporting units do not provide information on the number of visits for part or all of their operating season due to problems with measuring equipment or changes in personnel or measurement approaches. In these situations, Parks Canada uses the previous years visit total for the same period as the best estimate of the missing information. In 2004-2005 visits were estimated for 20 reporting units using this method, and these visits accounted for 2% (0.4 million person-visits) of the total person-visits reported during the year. Three reporting units (i.e., Kooteney/Yoho National Parks of Canada and Rideau Canal National Historic Site of Canada) account for more than 95% of the visitation data that is estimated in this way. Problems that were encountered in 2003-2004 for the collection of visitation data in Kootenay/Yoho National Parks of Canada were addressed in 2004-2005.

## 14. Increasing Visitation to National Historic Sites

Fourteen potential national historic sites were chosen and assessed against the following nine considerations for participation in a new Marketing Program for National Historic Sites of Canada:

1. Regional Population Base – size and composition of market for local and repeat visit potential
2. Number of Visitors to Region – Canadian visitors traveling 80 km
3. Distance to Major Markets – travel time
4. Venue Capacity – physical capacity, access issues
5. Organizational Capacity – ability to deliver higher volumes
6. Revenue Potential – increase in paying customers
7. External Opportunities – DMO support/partnerships, positioning
8. Regional Considerations – distribution, markets, east/west mix
9. Thematic Mix Overall – variety of themes, stories, experiences

Based on the assessment, Fort Langley National Historic Site of Canada, in British Columbia, Fort George National Historic Site of Canada, in Ontario, Fort Lennox National Historic Site of Canada, in Quebec, and the Fortress of Louisbourg National Historic Site of Canada, in Nova Scotia, were chosen to participate in the marketing program. Three sites are close to major urban areas and the fourth, Fortress of Louisbourg National Historic Site of Canada, is a major attraction outside of a smaller urban area.

## 15. Survey of the Number of Safety Incidents

As part of the Public Safety Evaluation, Parks Canada conducted a written survey of all 32 field-units to gather baseline public safety information. The survey asked field units to report incident data for fiscal years 1998-1999 to 2002-2003. Respondents were asked to estimate the number of incidents in each of the following categories: Green: uninjured search and rescue (SAR) or, non-life threatening injuries (e.g. ankle fracture); Yellow: potentially life threatening injuries (e.g. femur fracture); Red: life-threatening injuries (e.g. unconscious head injury); and Black: deceased. The data was also broken into SAR or non SAR where a search to locate the victim was not required.

Twenty-seven out of 32 field units responded to the survey. Some field units provided several responses, one for each of their parks or sites. A few of the field units provided their data for calendar years as opposed to fiscal years. In these cases, the data was included in the fiscal year where most of the visits to the park actually take place. For example, 1999

calendar year incident data for a park where most visits take place in the summer was reported in the 1999-2000 fiscal year. There is no standard definition of a public safety incident and field units may include different types of incidents in their reporting (e.g., some field units report through highway traffic accidents as part of their public safety data, while other field units do not). Data on incidents involving a park assisting another jurisdiction in search and rescue outside the boundary of the park were not included. Finally the field units were asked to state their level of confidence in the data, based on the availability of supporting records. Twenty-one of the responses indicated "high level of confidence" (complete records), 15 reported "moderate level of confidence" (partial records, or complete records for some of data), and one reported "low confidence" (inadequate records).

## 16. Occurrence Tracking System

The Occurrence Tracking System (OTS) is the national incident tracking and reporting system for Resource Conservation. As the core data management tool used by park wardens, it provides a centralized database to manage occurrence reporting information in areas of law enforcement, public safety, wildlife-human conflict management, fire management and environmental protection.

The OTS is capable of tracking all public safety related occurrences within the protected heritage areas. Currently, all sites are connected to the OTS, and improvements to line speed are occurring on a continued basis. Although there were no site-level reporting capabilities in 2004-2005, an analytical reporting system is expected in 2005-2006, capable of covering everything that resides within the OTS. The Agency is in the process of developing a user guide and a lexicon to ensure data entry consistency across the system.

Given that the OTS is new, it only contains partial data. The majority of sites are in the process of entering historical data, going back to 2003. It would be very difficult and resource intensive to transfer all the historical data from the previous databases to the OTS.

# Endnotes

[1] In 2004-2005, 17 buildings were evaluated and recommended for designation. The Minister has not formally approved the recommendations.

[2] In 2003-2004, 11 buildings were evaluated and recommended for designation. The Minister has not formally approved the recommendations.

[3] Adjustments are a result of a file and database review.

[4] Twenty-two building were removed (building transferred to a province, municipality or private party) from the federal heritage-building inventory and 2 were added.

[5] Fourteen of the 306 documented stations were not evaluated, 11 because they were not yet 40 years old and three because they fell under provincial jurisdiction.

[6] Two designated stations are administered by Parks Canada: the former Via Rail station in Churchill, Manitoba, which is now used as a visitor reception centre for Prince of Wales Fort National Historic Site of Canada and Wapusk National Park of Canada, and the former CN station in Jasper, Alberta (Jasper National Park of Canada), which now serves as the park administration office.

[7] Includes the Manitoba section of the Bloodvein River designated in 1987.

[8] One situation concerned the sale of lands within the WHS and the other about the loss of two heritage buildings outside the WHS. See 2005/2006-2009/2010 Corporate Plan.