



Parks Canada

Guide to Management Planning



2008



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Parks Canada

Guide to Management Planning

Torngat Mountains
National Park Reserve
of Canada

Photo: Heiko Wittenborn

Grasslands
National Park
of Canada

Photo: Parks Canada

Fortifications of
Québec National
Historic Site of
Canada

Photo: Parks Canada

Fathom Five
National Marine
Park of Canada

Photo: Parks Canada

La Mauricie
National Park
of Canada

Photo: Parks Canada

2008

Foreword

Our National Historic Sites, National Marine Conservation Areas and National Parks are dedicated to the people of Canada for their use, enjoyment, education and recreation in a way that leaves them unimpaired for the enjoyment of future generations.

Management plans are key instruments for ensuring that we deliver on our commitments to the people of Canada as communicated through the Agency's Corporate Plan. They represent the accountability tool between the Field Unit Superintendent and the Chief Executive Officer for each of our heritage places and also between the Chief Executive Officer and the Minister. At the local level, management planning is the main engagement process to ensure that we meet our legal obligation to allow stakeholders, partners and aboriginal communities an effective voice in shaping the future of each of the heritage places under our responsibility and assisting the Agency in establishing priorities.

This *Guide* sets out the legal and policy foundation for management planning for all Parks Canada heritage places. This *Guide* explains Parks Canada's integrated approach to implementing its mandate for protecting heritage resources, facilitating opportunities for visitor experience, and providing public education for each heritage place. Over the years, the Agency has fully established itself - in the community, in Canada, and around the world - as a leader in these areas. While there may be others involved in protecting natural or cultural resources, Parks Canada is the only federal organization spanning the country that integrates protection, public education and visitor experiences.

Management planning is a continuous cycle of consultation, decision-making, monitoring, and reporting. The *Guide* describes process and content requirements for each step in the cycle. It is intended to be used by Field Unit Superintendents and others involved in various aspects of the planning cycle from plan preparation to reporting on implementation. The common thread throughout the cycle is the clear link to Field Unit Superintendent accountability to the CEO for planning and reporting on the integrated approach to implementing our mandate.

The Parks Canada Agency is committed to fully engaging and involving people in the future of their protected heritage places and to ensuring that the Agency and the special places entrusted to its care are fully representative of the diversity of Canada's cultural and natural heritage.

Alan Latourelle
Chief Executive Officer
Parks Canada Agency
January 2008

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Purpose of the Guide

This [Parks Canada Guide to Management Planning \(2008\)](#) documents the Agency's approach to management planning for national parks (NPs), national historic sites (NHS), and national marine conservation areas (NMCAs). It highlights the role of management planning to help the Agency achieve its corporate planned results at the field level. Designed to clarify accountabilities and establish a nationally consistent approach, the Guide provides direction for developing and reviewing planning documents, and sets out content requirements for each type of heritage place. It replaces the Parks Canada Guide to Management Planning (2000).

Who should use this Guide?

The *Guide* is intended for all those involved in the Parks Canada management planning process. It provides direction for Parks Canada staff, including the Chief Executive Officer (CEO) and other executives, staff in the National Office and Service Centres, Field Unit Superintendents (FUS), planners and planning teams. It is also useful for those involved in the establishment process to ensure they properly set the stage for later management planning. Part B of the Guide is particularly relevant to planning staff leading the development of management plans.

The *Guide* can also be a useful resource for the broad range of stakeholders who provide input into the management planning process. This includes all those involved in cooperative management arrangements with Parks Canada, such as Aboriginal groups, community partners, and members of the public.

What the Guide includes

The *Guide* is divided into three sections:

Part A presents:

The Planning Context — An overview of the Parks Canada planning process and results framework, and a description of roles and responsibilities.

About the icons

For ease of navigation, the Guide includes several icons identifying additional information and related sources. An explanation of the icons is provided below.

× “Go to”: refers users to related sections of the Guide (unless another source is indicated).



Recommended page length

The Guide also uses a variety of “sidebars” — boxes on the side of the page (such as this one) — to provide information in support of the main text.

Part B includes:

Management Planning Preparation Process — a step-by-step description of the planning process for all components of the planning cycle; and

Contents of Planning Documents — an outline of contents common to all “state of” reports, scoping documents and management plans.

Part C includes:

Production, Printing and Distribution — Information on Parks Canada standards for production, printing and distribution of management plans.

The Parks Canada Agency Intranet site includes a variety of useful tools and resources, such as sample planning documents, templates for copy setting and cover pages, a glossary of terms, and links to supporting documents.

Note that, although the *Guide* provides broad direction and sets out expectations for the process and content of management planning, it is also designed to be flexible so that plans can be tailored to reflect individual circumstances and needs.

For more information about the Guide, contact:

Manager of Policy and Planning,
Legislation and Policy Branch,
National Parks Directorate

or

Manager of Planning,
Planning and Programs Branch,
National Historic Sites Directorate

or

Manager of Visitor Experience
Planning, External Relations and
Visitor Experience Directorate

PART A. The Planning Context

Part A of the Guide contains:

- the Agency mandate as the foundation of planning;
- legislative and policy requirements;
- an overview of the Parks Canada planning cycle;
- background on the Agency's approach to managing for results; and
- who does what — a summary of key roles and responsibilities in the planning process, including who approves planning documents.

1 Parks Canada's Mandate

1.1 The Agency's Mandate

The mandate of Parks Canada describes what the Agency does. This mandate, which underpins all management planning, has remained essentially unchanged for three quarters of a century:

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.

This mandate comprises three elements:

- Protecting heritage resources;
- Facilitating opportunities for visitor experience; and
- Providing public education.

The *Guide* requires an integrated approach to management planning that promotes the interdependency and synergies among all three mandate elements. However, it is useful to begin with an explanation of what each element means.



Figure 1. Parks Canada's Mandate

Protecting Heritage Resources

Protection includes all those activities related to the protection of cultural and natural resources and natural processes at all of our protected heritage places. It starts with the identification of these resources and their values, through processes that lead to establishment of new parks and new marine conservation areas, and to the designation of new national historic sites.

In practical terms, protection includes:

- protecting the natural resources and natural processes in national parks;
- protecting the ecosystem structure and functions while allowing for sustainable uses in national marine conservation areas;
- protection and management of cultural resources of national historic sites under the administration of Parks Canada;
- protection of natural resources at national historic sites; and
- the protection of cultural resources and values at national parks and national marine conservation areas.¹

Activities such as research, monitoring, adaptive management and incorporation of traditional knowledge help in gaining a better understanding of the state of the natural and cultural resources. These activities result in informed decision-making for prioritizing actions to improve on the ecological integrity of national parks and the ecological sustainability of national marine conservation areas.

¹ Reference to protection of resources throughout the document takes into consideration all aspects of protection for natural and cultural resources in all protected heritage areas.

In the practice of cultural resource management, the inventory, evaluation and consideration of the historic value of cultural resources provides the means to achieve the desired state or condition, conservation and protection of national historic sites, and helps ensure a site's commemorative integrity. It requires application of the [Cultural Resources Management Policy](#) at all of our protected heritage places.

While undertaking activities to protect significant natural and cultural resources, Parks Canada also ensures that these protected heritage places provide opportunities for visitor experiences and education of the public about their value and significance. The actions taken to protect these resources vary according to the nature of the place and are tailored to reflect the management principles applicable to each type of heritage place.

Facilitating Opportunities for Visitor Experiences

Visitor experience is defined as the sum total of a visitor's personal interaction with protected heritage places and people, an interaction that awakens the senses, affects the emotions, stimulates the mind, and leaves the visitor with a sense of attachment to these special places.

The nature of the experience depends first and foremost on the visitor. By understanding why a person chooses to visit (or not to visit) a protected heritage place, we are better able to provide products and services that will meet visitor expectations. This promotes an enjoyable and satisfying visit that contributes to a sense of connection to the place. Positive first-hand experiences help ensure the continuing relevance of our protected heritage places to Canadians and help foster ongoing support for their sustainability.

Visitor experiences are a shared objective. Together with Aboriginal peoples and its partners, the Agency works to create opportunities for visitors to connect with the unique values of protected heritage places before, during and after a visit. Parks Canada has been involved for over 100 years in providing opportunities for Canadians to learn about, enjoy and appreciate Canada's natural and cultural heritage. In recent years, changing Canadian demographics and social trends require that Parks Canada better understand current and potential visitors' needs and interests. Visitors construct their own unique experience enabled by the resources, infrastructure, personnel and programs that we make available. Parks Canada does not define the visitor's experience, but the Agency takes actions to help visitors have experiences that are both memorable and meaningful. Management planning takes into account ways for the Agency to facilitate opportunities for visitors to enjoy engaging, safe and high-quality experiences that are linked to the protection of natural and cultural values and that integrate a learning dimension.

An integrated management response

Kejimikujik National Park and National Historic Site of Canada

Mi'kmaw petroglyphs (images inscribed in soft slate) are found along the shorelines of Kejimikujik and George lakes in Kejimikujik National Park and National Historic Site of Canada. The petroglyphs are level I cultural resources — some of which are located in areas of high visitor use. The petroglyphs are fading due to natural erosion. Over the years, graffiti and other acts of vandalism have caused permanent damage. New opportunities are needed to provide visitors with the opportunity to enjoy and appreciate the petroglyphs in a way that makes this a special Kejimikujik experience while ensuring the protection of the resource.

What are the issues?

Protection: high risk of losing resources from vandalism and natural causes.

Education: insufficient information conveyed on significance of petroglyphs.

Visitor Experience: damage diminishes site experience; access to all sites is restricted; few opportunities for contact between local Mi'kmaq and visitors.

Integrated Management Response

What actions need to be put in place to ensure that the integrity of the petroglyphs is enhanced? How can access be provided that would include educational content for visitors while allowing them to learn the significance of and challenges of maintaining these special resources? The management team considered how a Mi'kmaw Guardian Program could incorporate an approach to integrate all mandate elements.

How would a Guardian program help *facilitate visitor experience* while *protecting the resources*?

- Having the guardians lead guided tours acknowledges and honours the Mi'kmaw connection to the petroglyphs and enhances the visitor experience by conveying directly to the public the significance and challenges of maintaining these sensitive resources.
- The Mi'kmaw guardians can provide valuable support and expertise in protecting the petroglyphs and contribute to the monitoring of their condition.

How would a Guardian program contribute to the *protection of the resources* while offering *education opportunities*?

- Members of the guardian program can provide field support to research and other activities such as documenting the resources or recording petroglyph images using tracings, molds, and 3-D photography to ensure their availability in the future. The recordings can supplement traditional knowledge and educational content of visitor programming.
- Members of the Guardian program can participate in the development of new methods of documentation in collaboration with other partners to educate visitors about the significance of the resources and to encourage stewardship actions on the part of visitors. This would be particularly useful where access is restricted through zoning or other management tools.
- The guardian program can help monitor compliance to any restricted area and help assess success of new educational methods that explain the need for closures.
- The guardian program can facilitate access to traditional knowledge of the petroglyphs within the Mi'kmaw community

The Guardian program can also play a crucial role in welcoming and facilitating the experiences of Mi'kmaq who have unique needs and preferences when coming into the park.

Providing Public Education

Public education includes a wide range of activities from on-site interpretation programming and products to outreach education initiatives reaching Canadians at home, at leisure, at school, and in their communities. Providing public education contributes to fostering a sense of connection to place and to ensuring the sustained relevance of national parks, national historic sites and national marine conservation areas in the lives of Canadians. Public education is linked to the Agency's efforts to facilitate visitor experience and plays a fundamental role in achieving heritage resource protection goals by building public support for the protection and presentation of Canada's natural and cultural heritage. It leads to a common understanding and appreciation of: the natural and/or cultural heritage values that make a protected heritage place of national significance; the significant challenges to maintaining ecological and/or cultural heritage values; and to engagement, through collective and individual action, to address these challenges.

1.2 Integrated Delivery of the Agency Mandate

The mandate describes *what* the Agency does. Integration describes *how* that mandate is carried out. Protection, presentation and visitor experience issues at protected heritage places can be complex and multi-faceted. Integrated management planning requires that solutions for all aspects of the mandate be carried out concurrently, and results in improvements to each aspect in a mutually supportive manner. Integration means looking at issues holistically: that is, planning for visitor experience and public education entails also planning for protection; making decisions about protection means also considering actions for visitor experience and public education.

Integrated delivery of the Agency mandate is critical to what we accomplish. The strategic outcome of the Agency is:

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

(Parks Canada Program Activity Architecture, 2007)

This strategic outcome is the ultimate aim of all the mandate activities and is to be set out in the Agency Corporate Plan. In managing protected heritage places to achieve this outcome, Parks Canada has identified planned results guided by the following concepts: ecological integrity, commemorative integrity, ecological sustainability, and connection to place

- Ecological integrity is a concept for managing national parks and the long-term preservation of biodiversity and key ecosystem processes. The [Canada National](#)

[Parks Act](#) provides direction that: “Maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks” ([s. 8\(2\)](#)). This Act defines ecological integrity as “a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes.” When managing for ecological integrity, the principles of ecosystem-based management are promoted. Ecosystem-based management helps build shared understanding, common purpose and collective actions within and beyond national park boundaries.

- Commemorative integrity is the concept used for national historic sites to describe the site’s health and wholeness, and addresses the national historic significance of these places by maintaining their lasting contribution to Canada’s national identity. A national historic site possesses commemorative integrity when the resources directly related to the reasons for its designation as a national historic site are not impaired or under threat, when the reasons for its designation are effectively communicated to the public through educational opportunities, and when the site’s heritage values (including those not directly related to the reasons for designation) are respected in all decisions and actions affecting the site. The reasons for national significance help identify the resources and their values, which must be protected and presented. Managing for commemorative integrity is values-based, which involves identifying resources and their values to determine the national significance of protected heritage places. Values-based management entails respect for the integrity of the resources and their values and the messages conveyed about them.
- Ecological sustainability in national marine conservation areas requires that renewable resources be used and managed without compromising the long term viability of their associated ecosystems. The [Canada National Marine Conservation Areas Act](#) provides that: “Marine conservation areas shall be managed and used in a sustainable manner that meets the needs of present and future generations without compromising the structure and function of the ecosystems, including the submerged lands and water column with which they are associated” ([s. 4\(3\)](#)). The Act also directs that the primary considerations in developing and modifying management plans shall be principles of ecosystem management and the precautionary principle ([s. 9\(1\)](#)).
- Connection to place reflects the relevance and importance of protected heritage places to Canadians. The concept expresses the emotional, intellectual, and spiritual attachment Canadians and visitors feel toward our natural and cultural heritage places. Parks Canada works to foster this sense of attachment through meaningful opportunities for enjoyment and learning provided on-site and through outreach education. Respecting, understanding, and facilitating the relationship between heritage places and Canadians, including Aboriginal peoples, visitors, partners and stakeholders help promote a shared sense of

responsibility for heritage places and engage minds and hearts to support their protection and presentation now and for future generations.

Each of these concepts represents key aspects of what the Agency strives to achieve in carrying out its mandate. An integrated approach ensures that the Agency addresses these concepts holistically. Parks Canada's activities for its three core mandate elements all contribute to maintaining or restoring ecological integrity in national parks, ensuring ecological sustainability in national marine conservation areas, achieving commemorative integrity at national historic sites and allowing people to form special connections with all our protected heritage places.

The management planning process is critical to implementing the Agency's mandate and achieving corporate priorities and goals. This Guide explains how to use key steps in the planning process, such as developing a vision, key strategies, and area concepts to focus planning efforts on ensuring an integrated delivery of actions for all elements of the mandate.

The planning process starts with a vision statement that provides an engaging portrayal of the future desired state of the protected heritage place, and that encompasses all of the mandate elements. This vision statement is the basis for devising key strategies that outline the broad direction for protection, visitor experience, and public education for the heritage place as a whole. The key strategies highlight the relationship among the three elements and reflect the major approaches for achieving desired results. The planning process also identifies geographic areas within national parks, national historic sites and national marine conservation areas where groupings of resource values, visitor opportunities, and operational considerations lend themselves to a common management approach. This process is more fully described in Part B.

A management plan that organizes strategies and actions according to separate elements of the mandate may inadvertently lead to an implementation approach in which the relationships among the mandate elements are understated, absent or, in some cases, conflicting. Using key strategies and an area management approach helps to ensure that actions for protection, visitor experience and public education are mutually supportive, and can create greater clarity for the public and staff on how the vision and key strategies will be achieved. It can also make it easier to implement the management plan and to ensure that an integrated approach carries through into day-to-day operations and decisions.

1.3 Links between the current establishment process and management planning

In essence, the context for the planning process for national parks and national marine conservation areas is set during the establishment stage of individual sites. During a feasibility study, extensive consultations are undertaken with Aboriginal people, local communities, and stakeholders to begin an interactive process of sharing knowledge and values, to determine support for creating a protected area, and to begin building

relationships. As part of these discussions, Parks Canada facilitates the expression of a draft vision for the place that reflects its special character and an integrated delivery of the mandate.

As part of the feasibility study process, research on a variety of topics is undertaken: records of public and First Nations consultations are produced; an ideal boundary is developed and the impact of any compromises identified; a range of stakeholder issues is identified and addressed; and a basic management framework, including objectives, is confirmed. In the development of the first management plan, planners must consult this material as well as the members of the establishment team.

The negotiation of a park or NMCA establishment agreement sets out certain understandings that must be reflected in the future planning and management of the site. The general approach taken in such negotiations is to defer until the management planning phase specific considerations, including the exact site of administrative and visitor centres, the developments needed to facilitate visitor experiences and other program specifics.

For national marine conservation areas, a unique element in the establishment process is the requirement for an interim management plan. This document is part of the establishment process since its purpose is to demonstrate to Parliament and Parliamentarians the initial approach to managing a national marine conservation area.

The process for the establishment of national historic sites is unlike that for national parks or national marine conservation areas. A site becomes a national historic site of Canada upon the recommendation of the Historic Sites and Monuments Board of Canada to the Minister. Of the over 900 national historic sites of Canada, just over 150 are owned and administered by Parks Canada; only those owned and administered by the Agency require management plans.

Before initiating the management planning cycle for a national historic site, it is preferable to first develop a commemorative integrity statement (CIS). If there is a significant delay in the creation of a CIS, a management plan can be developed without one, in order to respect the legislative requirement. The source material for the CIS is the submission paper for the Historic Sites and Monuments Board of Canada and the Minutes of the Historic Sites and Monuments Board meetings. These submission papers and minutes are usually the only documents that the planner would need to develop a CIS.

2 Foundations for Management Planning

Management planning in the Agency is grounded in general principles and is carried out within an extensive legislative and policy framework. In addition to requirements specific to planning, the process is also informed by broad obligations for public engagement, strategic environmental assessment, zoning, and cultural resource management.

2.1 Parks Canada Legislation

Various statutes provide legislative support for achieving the Parks Canada mandate. The 1998 [Parks Canada Agency Act](#) established Parks Canada as a separate agency. The [Canada National Parks Act](#), enacted in 2000, modernized the Agency's historic role, but also continued the legislative tradition of dedicating national parks to the people of Canada for their benefit, education and enjoyment, charging the Agency to ensure that they are maintained and made use of so as to leave them unimpaired for the enjoyment of future generations (s. 4). This Act also affirms maintenance or restoration of ecological integrity as the first priority when considering all aspects of the management of national parks.

The [Canada National Marine Conservation Areas Act](#), passed in 2002, provides for the creation and management of national marine conservation areas representative of the country's ocean areas and Great Lakes, and contains a purpose clause similar to the dedication clause for parks. The [Saguenay-St. Lawrence Marine Park Act](#) is specific legislation establishing the Saguenay-St. Lawrence Marine Park and setting out a governance regime for a region where Canada and the Province of Quebec collaborate with respect to their respective marine and terrestrial parks. Parks Canada also has responsibilities under the [Historic Sites and Monuments Act of 1953](#), which provides for the designation of national historic sites — regardless of ownership — as well as a legislative basis for acquiring them and for contributing directly to their care and preservation.

Parks Canada, the Department of Fisheries and Oceans, and Environment Canada all have responsibility for implementing the [Species at Risk Act](#). This Act is an important tool for the conservation of Canada's species at risk and it fulfills a major component of the United Nations Convention on Biological Diversity. Parks Canada also administers other legislation, including the [Heritage Railway Stations Protection Act](#) and the [Historic Canals Regulations](#) pursuant to the [Department of Transport Act](#).

Additional information on legislative requirements relating specifically to management planning is provided in [Appendix A](#).

2.2 Policy Requirements

The [Parks Canada Guiding Principles and Operational Policies](#) (1994) provide the broad policy basis for management planning. Planners should refer to this document as necessary, for general policy direction on Agency operations.

Other direction with particular relevance to management planning is contained in: [Setting our Future — Parks Canada's Vision](#) (2007). The vision outlined in this document emphasizes the integrated delivery of resource protection, visitor experience, and public education activities as the foundation for the Agency's work. Programs and activities that cultivate understanding through memorable visitor experiences and public education are fundamental to maintaining and restoring ecological and commemorative integrity, achieving ecological sustainability and connection to place. Similarly, the resource protection actions at these protected heritage places are essential to promoting a sense of connection to place for Canadians.

2.3 Principles of Management Planning

Based on legislation and policy, the principles set out below guide Parks Canada in meeting its requirements for management planning.

Integration — Management planning focuses on an integrated delivery of the Parks Canada mandate.

Results-based — Management plans provide a vision for protected heritage places, articulate that vision through strategic objectives, set out actions to achieve that vision and provide a basis for monitoring and reporting on progress.

Engagement — The management planning process recognizes the role and value of partners, constituents and stakeholders, and engages them in a way that responds to their needs and expectations.

Respect for Aboriginal peoples — Parks Canada works collaboratively with Aboriginal peoples to incorporate traditional knowledge, values and cultural heritage throughout the planning process.

Fiscal responsibility — Management plans are developed and implemented in a manner that is fiscally responsible and builds on realistic expectations for implementation within the expected financial resources of the field unit.

Clarity and brevity — Management plans and all ancillary public documents are written in clear, concise and plain language.

Timeliness — Everyone involved in the management planning process has a role to play in ensuring that plans are developed, reviewed and implemented in a timely and effective manner.

2.4 Public Engagement

“The more that Parks Canada reaches out to Canadians, the more we provide Canadians with understanding and the more we give them the means to direct the future of Parks Canada, the better we can meet the mandate set for the Agency by Parliament and the better we can serve Canadians” (Message from the Chief Executive Officer, Parks Canada Agency Corporate Plan 2005/06 to 2010/11, pp. 3-5).

Parks Canada is committed to enhancing public involvement in the protection and presentation of Canada’s nationally significant heritage places. The Agency’s success in safeguarding these areas for future generations will depend on its ability to fully engage Canadians through a sense of connection to the heritage place, to share its passion for the use and enjoyment of these special places, and to build commitment to long-term ecological and commemorative objectives.

The Agency has a long history of consulting with stakeholders and Aboriginal peoples. In fact, consultation on management plans is a legal requirement for national parks and national marine conservation areas and a policy requirement for national historic sites. Consultation, however, is only one aspect of public engagement. The Agency is now moving beyond consultation to more fully engaging and involving Canadians in shaping the vision for managing protected heritage places. This means maintaining an organizational culture that fully embraces internal and external engagement. The management planning cycle is one of many opportunities the Agency can use to involve stakeholders and Aboriginal peoples in defining heritage values and in the planning and operation of heritage places.

2.4.1 Engagement Through Involvement and Collaboration

Each planning program faces a unique set of circumstances that require site-specific approaches. Meaningful public involvement and collaboration is not an intermittent endeavour, but rather an ongoing commitment to relationship building. Key participants need to be involved in determining how they want to be engaged. The management planning process is an opportunity to:

- work collaboratively with Aboriginal peoples to incorporate traditional knowledge, values and heritage in the management of protected heritage places;
- engage Canadians and stakeholders in building awareness and support;
- involve all stakeholders who are affected by the outcome of the planning process;
- build shared understanding on trans-boundary matters;
- enable knowledgeable persons to provide their perspectives; and
- initiate or strengthen long-term relationships with the public, stakeholders and partners.

Key Elements of Involvement and Collaboration

The following factors relating to involvement and collaboration should be considered in the management planning process:

- Public involvement programs must be open, transparent and equitable. Parks Canada should strive to make participants aware of the specific roles that Aboriginal peoples, local or regional communities, external groups and individuals play in visioning and identifying the scope of the issues, and any limitations in addressing them, as well as in developing the rationale for accepting or rejecting specific views.
- Elected officials representing the nationally significant protected heritage places are an important audience. Specific requirements for involving them should be identified in the scoping document.
- Innovative approaches are required to reach those persons and ethno-cultural groups who have not traditionally been involved in Parks Canada's programs. New ways of communicating with these groups in a manner that respects their particular views and values need to be used.
- Effective feedback mechanisms can help to evaluate the effectiveness of public engagement, determine which engagement methods meet participants' and Agency needs, and identify needed adaptations.
- Providing interested parties with updates on how their comments have been incorporated or what milestone has been achieved helps to maintain on-going relationships with partners and stakeholders.
- Stakeholder/public involvement in crafting or updating the vision and key strategies for protected heritage places assists all in understanding and supporting the Agency mandate.
- Parks Canada must learn about and respect the position of all participants in order to build shared understanding and a sense of common purpose.

Through the management planning cycle, Parks Canada works to actively develop alliances that bring together the broadest possible range of interests to work on shared

priorities and concerns. To be effective, these partnerships must reflect the realities of changing Canadian demographics, one that is characterized by increasing urbanization, a rapidly expanding visible minority population and a growing proportion of seniors. It is essential that management plans be developed by multidisciplinary planning teams that benefit from the ongoing involvement of affected communities, stakeholders and the general public. Seeking out and involving many different perspectives at the same time and in the same forums support the Agency's integrated approach. This helps to lead to a common understanding of the issues and development of a vision that has widespread support and ownership.

2.4.2 Working with Aboriginal Peoples

Maintaining strong and trusting relationships with Aboriginal communities continues to be key to Parks Canada's success in achieving its mandate. The Agency develops opportunities to fully involve Aboriginal peoples when protecting and presenting Canada's special protected heritage places — as collaborators to promote the relevance of parks and sites through connection to place, as sources of knowledge to strengthen the understanding and appreciation of parks, sites and cultures, and as leaders in establishing and managing natural and cultural resources and their values.

Aboriginal peoples contribute in many ways to the planning process, bringing traditional knowledge, consensus building skills, and culturally sensitive ways of engaging their communities. Their involvement in management and planning programs for protected heritage places goes beyond that of a stakeholder, especially in areas of the country where Aboriginal groups have or may have Aboriginal and treaty rights. Processes for the involvement of Aboriginal peoples must be tailored to the expressed needs of specific Aboriginal groups and must acknowledge the understandings formalized during the process to establish the protected heritage place.

In some cases, land claim agreements, park establishment agreements and bilateral memoranda of understanding include special conditions for how Parks Canada administers its national parks, historic sites and marine conservation areas. Such special requirements must be incorporated into planning processes from the outset. Because each situation is different, it is important to maintain relationships and to work with the appropriate Aboriginal groups as early as possible in the planning process to ensure a common understanding of the commitments made in prior agreements and their reflection in the planning process.

Strategies for the ongoing engagement of Aboriginal peoples in the protection and presentation of protected heritage places are an essential component of management planning. However, in some cases, the Agency will have a formal legal duty to consult with Aboriginal peoples on management planning issues; in other cases, it is good practice to carry out consultations. National Office and the Legal Services Unit can provide additional guidance on the scope and extent of these consultation requirements. Information and insights on consulting with Aboriginal peoples can be found in the

[Handbook for Parks Canada Employees on Consulting with Aboriginal Peoples](#) prepared by the Aboriginal Affairs Secretariat [[* Handbook on Consultation with Aboriginal Peoples](#)] and its companion document, on consultation in a management planning context [[* Parks Canada Agency Guidelines for Aboriginal Consultation and Accommodation in Management Planning](#)].

2.4.3 Cooperative Management

Over one-third of all national parks and several national historic sites and national marine conservation areas that are administered by Parks Canada are managed in cooperation with others, and are subject to the provisions of land claim or establishment agreements, or bilateral management agreements. In addition, the [Canada National Marine Conservation Areas Act](#) requires the establishment of management advisory committees, and the [Saguenay-St. Lawrence Marine Park Act](#) provides for a coordinating committee. These committees provide advice in preparing a management plan for each NMCA.

The influence of a cooperative management arrangement on planning and management may come from a variety of legal instruments with differing levels of authority. If the obligation for cooperation in planning and management is included in a treaty or land claim agreement, it has constitutional protection. Establishment agreements with cooperative management obligations may be federal-provincial agreements or other agreements with Aboriginal peoples. Under many of these agreements, cooperative management boards advise the Minister on aspects of heritage place planning and operation, and on the means to achieve the purposes set out in the agreements. The management plan should explain the context of the obligation for cooperative management and the mechanisms established for its operation. When working with cooperative management boards, managers and planners must take into account the time, costs and personal commitment of staff needed to foster a trusting working relationship within and beyond the timelines of the planning cycle.

2.5 Strategic Environmental Assessment

A strategic environmental assessment (SEA) of management plans is required under the [Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals](#) (2004). This applies to the SEA of management plans for an NP, NHS or NMCA. Environmental assessments done in compliance with the cabinet directive need to be strategic in nature. Roles and responsibilities for a SEA, as well as the timing and anticipated budget requirements, should be determined at the outset of the planning exercise.

The type and extent of documentation of the SEA may vary depending upon the scope of the management plan and of the SEA itself. The documentation can range from a separate SEA document to a fully integrated SEA where environmental considerations

are directly incorporated into the relevant sections of the management plan. Regardless of the format, a SEA summary is required for public website posting. Additional details on the SEA timing, methodology and content requirements can be found in Part B of this Guide and in the [Parks Canada Guide to the Environmental Assessment of Management Plans](#) (2002). [** Parks Canada Guide to the Environmental Assessment of Management Plans* (2002)]. Other information and tools to help conduct strategic environmental assessments can be found on the Parks Canada intranet site under ecosystem management and protection.

2.6 Zoning and Declaration of Wilderness Areas

Zoning is an important tool, and a required element in the planning, development and management of national parks and national marine conservation areas. A management plan for a national park must contain a zoning plan based on the five zones described in the [Parks Canada Guiding Principles and Operational Policies](#) (1994). Although not a legislative requirement, the zoning system can be applied to other protected heritage places as appropriate. Zoning can be used in national historic sites and canals with an extensive geographic footprint as a tool to plan for different uses in the various parts of the site or canal.

Table 1. Zoning in national parks

Zone I - Special Preservation	Specific areas or features that contain or support unique, threatened or endangered natural or cultural features or values, or are among the best examples of a natural region. Preservation is the key consideration.
Zone II - Wilderness	Areas that are good representations of a natural region and will be conserved in a wilderness state. Perpetuation of ecosystems with minimal management intervention is encouraged.
Zone III - Natural Environment	Areas managed as natural environments, and that provide opportunities for visitors to experience a park's natural and cultural heritage values through outdoor recreation activities requiring minimal services and facilities of a rustic nature. Motorized access, where allowed, is controlled.
Zone IV - Outdoor Recreation	Limited areas capable of accommodating a broad range of opportunities for understanding, appreciating and enjoying the park's heritage values and related essential services and facilities, in ways that impact the ecological integrity of the park to the smallest extent possible. Direct access by motorized vehicles is allowed.
Zone V - Park Services	Communities in existing national parks that contain a concentration of visitor services and support facilities. Major park operation and administrative functions may also be accommodated in this zone.

Other tools or designations that may be applied as a complement to zoning include environmentally sensitive sites (ESS), culturally sensitive sites (CSS), and temporal zoning. ESS and CSS may be shown on a zoning map, but not in sufficient detail that could lead to impact by inappropriate use. Temporal zoning can take seasonal variations into account but without compromising the management objectives implied by the zone designation. Temporal zoning may require an environmental assessment, therefore you may consider consulting an environmental assessment specialist.

For NMCAs, the [Canada National Marine Conservation Areas Act](#) requires the establishment of at least two zones: a protected zone and a sustainable use zone. Work is underway to develop detailed zoning guidelines for NMCAs and to review the zoning policy for national parks.

Any change to zoning for NPs or NMCAs constitutes a major amendment to a management plan and may only be made following a strategic environmental assessment, public notice and public participation.

2.6.1 Declaration of Wilderness Areas in National Parks

Any region of a park that exists in a natural state or is capable of returning to a natural state may be declared a wilderness area. Declared wildernesses are those areas where the public will have a high degree of assurance that development and use inconsistent with wilderness character will not occur. Section 14 of the [Canada National Parks Act](#) (2000) provides for the declaration, by regulation, of wilderness areas within a national park. The Minister must recommend the declaration within one year following tabling of the plan.

A formal regulatory process is needed to establish or change the boundaries of a declared wilderness area. For activities that have been authorized under ss. 14(3) of the Act, the Minister has the authority to impose conditions necessary to ensure the integrity of the wilderness area. These activities may be authorized through the park management plan, agreements or park use permits. The Field Unit Superintendent may then impose conditions on park use permits that are consistent with ss. 14(3) of the Act.

In general, the declared wilderness area boundaries follow Zone II - Wilderness boundaries. In addition, where Zone I - Special Preservation areas are included in or are adjacent to Zone II areas, or are large enough to be considered on their own, they may be included in declared wilderness areas.

Boundaries and activities to be allowed in the declared wilderness areas are determined with public input during the preparation or review of a management plan. Final administrative map plans are prepared in both official languages by a certified lands surveyor and approved by Natural Resources Canada. The administrative map plan and public consultation are two fundamental precursors to a wilderness area declaration. The process for declaration of a wilderness area and mapping conventions are described

in greater detail in [Parks Canada's Wilderness Declaration Action Plan](#) (2000) [*× Parks Canada's Wilderness Declaration Action Plan* (2000)].

2.7 Commemorative Integrity Statements for National Historic Sites

A Commemorative Integrity Statement (CIS) articulates for each national historic site the reasons for its designation as a national historic site and its designated place based upon the recommendations of the Historic Sites and Monuments Board of Canada. This document identifies the resources and their values that are directly related to the reasons for designation, the messages of national significance, and all other values and messages (including those not directly related to the reasons for designation) that must be respected at each individual site². A CIS forms the basis for planning at all national historic sites. The CIS addresses resources and their values, and the messages that form the basis of the public education program.

Each national historic site administered by Parks Canada is required to have a CIS that conforms to the requirements of the [Guide to the Preparation of Commemorative Integrity Statements](#), and is approved by the Director General of the National Historic Sites Directorate [*× Guide to the Preparation of Commemorative Integrity Statements*].

The CIS is meant to be a long-term document that represents the enduring national legacy at any particular site. It informs all aspects of resource protection, public education and visitor experience, and underpins the evaluation of the site through the commemorative integrity evaluation exercise. There may be circumstances under which it is appropriate to revise a CIS, including: significant new research which adds a new dimension to the current understanding of the significance of the site; messaging that needs adjusting; or failure to capture fully the protection and presentation needs. Contact National Office for advice on how to proceed in such cases.

2.8 Cultural Resource Value Statements for National Parks and National Marine Conservation Areas³

The legacy of past human activities, notably Aboriginal use and occupation, is manifest within national parks and national marine conservation areas. For this reason, Parks Canada's Cultural Resource Management Policy applies to the protection and presentation of all cultural resources and values under the responsibility of Parks Canada, including those in national parks and national marine conservation areas. A Cultural Resource Value Statement (CRVS) is a strategic document that identifies cultural resources and values for places, other than national historic sites, that are under

² This includes the natural resources and their values in a NHS

³The CIS identifies both cultural and natural resources and associated values at a NHS.

the responsibility of Parks Canada. It identifies historic/ heritage values and their attributes (both tangible and intangible) associated with a national park or national marine conservation area as a whole, as well as the range of cultural resources that contribute to these values.

A CRVS for all national parks and national marine conservation areas is one of Parks Canada's Corporate Plan goals. A CRVS serves as a benchmark and reference tool for management planning and reporting purposes with regard to Cultural Resource Management objectives. The development of this document will require the involvement of a multidisciplinary team, including partners, and especially Aboriginal partners. Contact the Director, Policy and Government Relations, National Historic Sites Directorate for advice on the development of a CRVS.

2.9 Federal Heritage Buildings

Under the Treasury Board Policy on Management of Real Property, departments (including Parks Canada) are responsible for working with the Federal Heritage Buildings Review Office (FHBRO) to ensure that all the buildings they administer, or intend to acquire, that are 40 years of age or older, are evaluated to determine their level of designation (Classified, Recognized or Not Designated) and their heritage character. Field Unit Superintendents are responsible for all decisions affecting the heritage character of the federal heritage buildings they administer. A Heritage Character Statement is created for each federal heritage building. This statement serves to identify those physical features of a building, which are to be protected.

FUSs are required to consult with FHBRO before undertaking any action that could affect the heritage character of a Classified building and seek appropriate conservation advice before undertaking any action that could affect the heritage character of a Recognized building. Any intervention must be guided by the [*Standards and Guidelines for the Conservation of Historic Places in Canada*](#) [*Standards and Guidelines for the Conservation of Historic Places in Canada*]

3 The Context for Management Planning

This section outlines the key components of the management planning process. Management planning is an iterative process of engagement, assessment, decision-making, monitoring and revision. The key components of the process for each NP, NHS and NMCA are the “state of” report, scoping document, management plan, annual implementation report and five-year review.

3.1 The Management Planning Cycle

While the management plan is the key public accountability document for an NP, NHS or NMCA, it is only one component of the management planning cycle, as illustrated in Figure 2. A brief description of the each stage in the planning cycle is provided below. Greater detail on the contents of each document and on the preparation process can be found in Part B of this Guide.

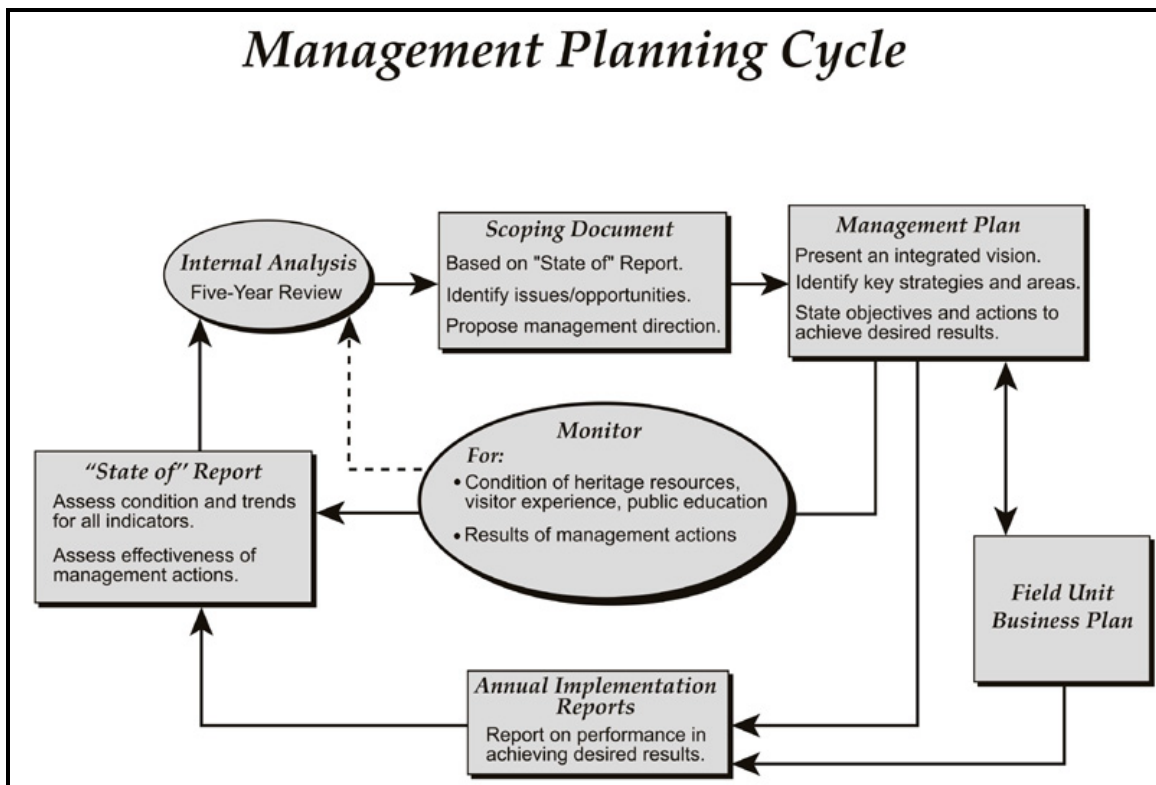


Figure 2. Parks Canada Management Planning Cycle

3.2 Planning Cycle Components: Purpose and Scope

The purpose of the management planning process is to develop clear direction on how Parks Canada will implement the mandate elements in an integrated fashion. It identifies desired results and outlines how those results will be achieved.

3.2.1 “State of” Reports for National Parks, National Historic Sites and National Marine Conservation Areas

The “state of” report is a fact-based document. It provides a synopsis of the current condition of a NP, NHS or NMCA, and assesses performance in meeting established objectives for indicators associated with the Agency’s mandate. It is the responsibility of the FUS to produce these reports every five years. The “state of” reports and the internal analysis are the basis for the scoping document and five-year management plan review.

The purpose of the “state of” report is to:

- portray the state of the heritage place regarding ecological integrity, or commemorative integrity, or ecological sustainability, and connection to place;
- report on what we have done to maintain or improve that state. This includes the results of management actions in respect of resource protection for natural and cultural resources, visitor experience and public education;
- serve as a tool for informed decision-making with respect to issues associated with each of the mandate elements and their interconnection;
- report back to the CEO on the state of the heritage place every five years; and
- communicate the state of the protected heritage place to a wide public audience.

The “state of” report covers the following aspects for each type of heritage place:		
National Parks	National Historic Sites	National Marine Conservation Areas
Ecological Integrity	Commemorative Integrity	Ecological Sustainability
Connection to Place	Connection to Place	Connection to Place
Cultural Resources	Environmental Resources	Cultural Resources

The “state of” report is based upon the results of on-going monitoring of natural and cultural resources, commemorative integrity analyses, and visitor experience assessments. Other documents such as interpretation plans may also help in the analysis and description of the state of the protected heritage place. All of these assessments are initiated prior to the production of the “state of” report and provide necessary information and context for both the internal analysis and the “state of” report.

The findings in these reports are important for evaluating the effectiveness of management actions. They can point out deficiencies in current management approaches to be addressed in the next planning cycle. The reports provide the factual basis for scoping documents.

“State of” reports are public documents that provide an objective evaluation, in concise format and non-technical language. Over time, they will be part of an established long-term monitoring and reporting strategy.

3.2.2 Scoping Documents

A scoping document is required for all management plans and management plan reviews for national parks, national historic sites and national marine conservation areas. Based on the “state of” report and internal analysis, it identifies the key issues to be addressed in the upcoming planning cycle. The priorities set out in the Parks Canada Agency Corporate Plan help inform the planning process when preparing the scoping document.

The purpose of the scoping document is to inform the CEO of Parks Canada of the planning program’s intended scope and context, and to receive authorization to proceed. Issues that are controversial or have national policy or legal implications should be identified. However, scoping documents are not a forum for comprehensive analysis of all the issues and challenges to be addressed in a plan.

The scoping document is generally not a public document. However, cooperative management boards or other groups formally established under land claims agreements or park establishment agreements, or third-party managers of national historic sites owned by Parks Canada, should be involved before the document is submitted to the CEO.

3.2.3 Management Plans

A management plan sets out a long-term vision to achieve the Parks Canada mandate and deliver on Corporate Plan priorities for national parks, national historic sites administered by Parks Canada, and national marine conservation areas. Management

plans, which are approved by the Minister and tabled in Parliament, serve a number of functions, including:

- stating the long-term vision and objectives (planning for results);
- determining how key elements of Parks Canada's mandate will be delivered in an integrated way in the achievement of established objectives for Canada's protected heritage places;
- engaging Canadians, Aboriginal peoples, cooperative partners and stakeholders in determining how protected heritage places will be managed;
- expressing how the corporate plan direction is being carried out in each heritage place;
- constituting the management contract between the FUS and the CEO; and
- acting as key public accountability documents between the Minister and the Canadian public.

The vision statement is a critical component of the management plan. It articulates in an engaging manner the special character of the national heritage place and paints a picture of its desired future. The vision statement also portrays the integrated relationship of all mandate elements. All vision statements must be prepared with the involvement of the public, Aboriginal communities, stakeholders, partners, and staff.

Details on the key plan elements and content requirements are described in Part B of this Guide.

Interim Management Plans for National Marine Conservation Areas

The [Canada National Marine Conservation Areas Act](#) requires that interim management plans be prepared as part of the establishment process for NMCAs. The Act requires the Agency to table with the relevant standing committees of both houses of Parliament a report that includes:

- a summary of consultations with coastal communities, Aboriginal peoples and stakeholders;
- any agreements reached respecting the establishment of the NMCA;
- the results of any mineral or energy resource assessments undertaken; and
- an interim management plan that sets out management objectives and a zoning plan.

National marine conservation areas allow multiple, concurrent uses, including fishing and navigation, to continue within a protected area. An interim management plan provides information to local communities and stakeholders regarding how the area will

be managed, and can be used to encourage support for the eventual establishment of the NMCA.

The interim management plan is a clear and concise document intended to guide business planning and management actions over the first five years of NMCA operations. It is based on current knowledge of the state of the area and is not intended to cover all management issues. It should capture the spirit and intent of discussions with coastal communities, Aboriginal peoples and stakeholders over the course of the feasibility study, embodying the underlying values that people hold for the area. It should also reflect discussions and negotiated agreements among the federal and provincial or territorial governments and affected Aboriginal groups. A crucial component of the interim management plan is the vision for the national marine conservation area.

There is no comparable document requirement for new national parks or national historic sites. Parks Canada's legislation and policy, and the provisions of any applicable land claims agreements and/or park establishment agreements are typically sufficient to guide operations until a management plan is completed within five years of park or site establishment. In some extraordinary cases, interim management guidelines may need to be developed for national park reserves to guide administration and operations, pending resolution of key issues.

3.3 Implementing the Plan

Once the management plan for a heritage place has been approved, the FUS is responsible for its implementation. Plans use key strategies and an area approach to identify implementation priorities for achieving results. These implementation priorities, expressed through objectives and actions, concentrate primarily on what can be achieved during a 5-year planning cycle. They focus on actions and results that can realistically be achieved, taking into account available resources and timeframes.

To facilitate tracking of implementation, the planned actions could be set out in a table as an appendix to the plan. This could also facilitate any future amendment of the management plan. Provided no alteration is needed to the long-term direction set out in the plan, a new table showing the next 5-year implementation phase may be the only part of the plan requiring amendment (see Section 3.3.4 on amendment below).

3.3.1 Monitoring

Figure 2 shows that management planning is not a static process. Monitoring of the ongoing implementation of the management plan provides essential information to ensure that planned actions are effective in achieving desired results and to allow for adjustments, if necessary.

Monitoring covers two aspects: effectiveness and conditions. Effectiveness monitoring looks at what we did and whether those actions accomplished what we set out to do. Performance in achieving desired results is shown in the annual implementation report, as well as in the “state of” report.

Condition monitoring, on the other hand, is designed to answer the question- “What is the state of the protected heritage place?” Condition monitoring is done through the ongoing process of collecting and analyzing data on a suite of carefully selected monitoring indicators in a rigorous and consistent manner, and comparing and reporting the results to pre-identified management targets. Parks Canada is currently working to identify indicators and measures to assess how all mandate elements (protecting heritage resources, facilitating visitor experiences, and providing public education) are being implemented. This work includes establishing measurable targets to permit the Agency to monitor and assess its progress toward achieving the vision for each protected heritage place. As this is an evolving area, those involved in the management planning process need to keep informed of the latest developments. (** Guide, Part A, Section 3.5, for information on planning and managing for results.*)

The FUS is responsible for monitoring implementation of the plan, as well as reporting on progress and adjusting the plan’s activities, as needed.

3.3.2 Relationship to Field Unit Business Plans

Every year, each field unit prepares a business plan for the next five years. This internal document outlines the key expenditures and planned activities that contribute to the Agency planned results outlined in the Corporate Plan.

Although the business plan addresses much more than implementing the management plans within the field unit, there is a strong link between the two. The business plan provides an opportunity for the field unit to report to the Parks Canada Executive Board on how it will implement priority actions for the coming five years, and by seeking direction and approval where needed. These priority actions should focus on the key strategies identified in the management plan. The FUS can provide information on the status of plan implementation with a short report attached to the annual business plan.

3.3.3 Annual Reporting to Stakeholders

Annual reporting on how the management planning is being implemented is a policy requirement for all national parks, national historic sites administered by Parks Canada, and for national marine conservation areas. Reporting may range from distributing a short printed report to holding a professionally facilitated, multi-day forum.

Regular reporting provides a useful flow of information throughout the planning cycle. It helps to ensure that stakeholders and the public continue to be engaged in important decisions affecting the protected heritage place. It also sets the stage for the required five-year plan review, provides input to “state of” reporting, and can help identify significant management issues for the scoping document stage. With regular public reporting, stakeholders will be up to date regarding implementation progress and aware of amendments that might be required through the five-year review.

Annual reporting requirements for both operational and non-operational national historic sites associated with a national park can be streamlined by linking their annual reporting to that of the national park. Similarly, reporting may be combined for several national historic sites that are geographically or thematically linked. Where streamlining does occur, clear distinction must be made between the national historic site and the national park. This assists in raising the site’s profile.

Annual implementation reporting should:

- report on actions taken to achieve key strategies;
- address progress made in achieving objectives and targets;
- highlight priorities for implementation; and
- inform and engage cooperative managers, partners, Aboriginal peoples, stakeholders, and the interested public in identifying plan priorities for the next planning cycle.

Annual implementation reports are approved by the FUS and forwarded to the Director General (DG) for Eastern Canada, or Western and Northern Canada for information.

3.3.4 Five-Year Management Plan Reviews

By legislation, the Minister reviews management plans every five years and tables any amendments in Parliament. This applies to national parks, national historic sites administered by Parks Canada and national marine conservation areas. The exception is Saguenay–St. Lawrence Marine Park, whose legislation calls for a seven-year plan review cycle. The five-year review enables the FUS to evaluate whether the direction set by the current plan is valid or whether amendment is needed. It is a results-based assessment of progress in implementing the management plan. (*× Guide, Part A, Section 3.5, for information planning and managing for results.*) Note that the “state of” report for a NP, NHS or NMCA is critical to these reviews.

Given the long timeframes required to achieve desired results of ecological integrity, commemorative integrity, ecological sustainability, connection to place, and other cultural and natural resource management objectives, a phased approach is required. Some planned actions will start within the first five years after approval of the management plan, but not all will be completed within this timeframe. Subsequent actions will depend on the outcome of the preceding phase of actions and their nature and scope will be informed by what has been learned during the planning cycle. This is the basis of adaptive management.

Phasing helps to bridge the qualitative statements in the vision with the measurable objectives, targets and actions identified in management plans. It also allows staff at protected heritage places to process new information and use it creatively to adapt to changing circumstances, and to resolve complex and evolving issues. As well, the phasing approach to planning helps staff plot and achieve incremental progress toward fulfilling the vision for that place.

The FUS assembles a multi-functional review team to assess whether the direction in the current plan is valid, and whether the management plan actions are making reasonable progress in achieving desired results. At the same time, the team considers whether major changes in the previous five years or significant new proposals require that the plan be amended.

In light of this internal assessment and the “state of” report, the FUS prepares a scoping document for discussion with the CEO. The scoping document sets out the results of the field unit’s assessment of the plan’s validity and continued relevance. It recommends either that the current plan stand a further five years, that it be amended and tabled in Parliament or that a new plan is written.

⇒ *If the CEO agrees that the plan is valid for a further five years:*

The CEO briefs the Minister and recommends that the plan remain in force for another five years. With the Minister’s agreement, stakeholders are informed that the plan will remain as is. While nothing is tabled in this case, it is important to record the Ministers approval.

⇒ *If the CEO agrees that the plan requires amendment:*

In this case, the approved scoping document launches the amendment process, including steps for involving the public.

There are no formal criteria for determining whether a change is significant enough to warrant an official amendment to a management plan. This is a matter of judgment on the part of the CEO and FUS, applied on a case-by-case basis. Figure 3 illustrates the steps leading to and following the five-year review.

⇒ *If the CEO agrees that a new plan is required:*

In this case, the approved scoping document launches the revision process.

Are there other benefits to the five-year review?

The five-year review is an opportunity to celebrate successes and to encourage support for decisions taken. At the discretion of the FUS, this point in the planning cycle can be used as part of a stakeholder engagement strategy.

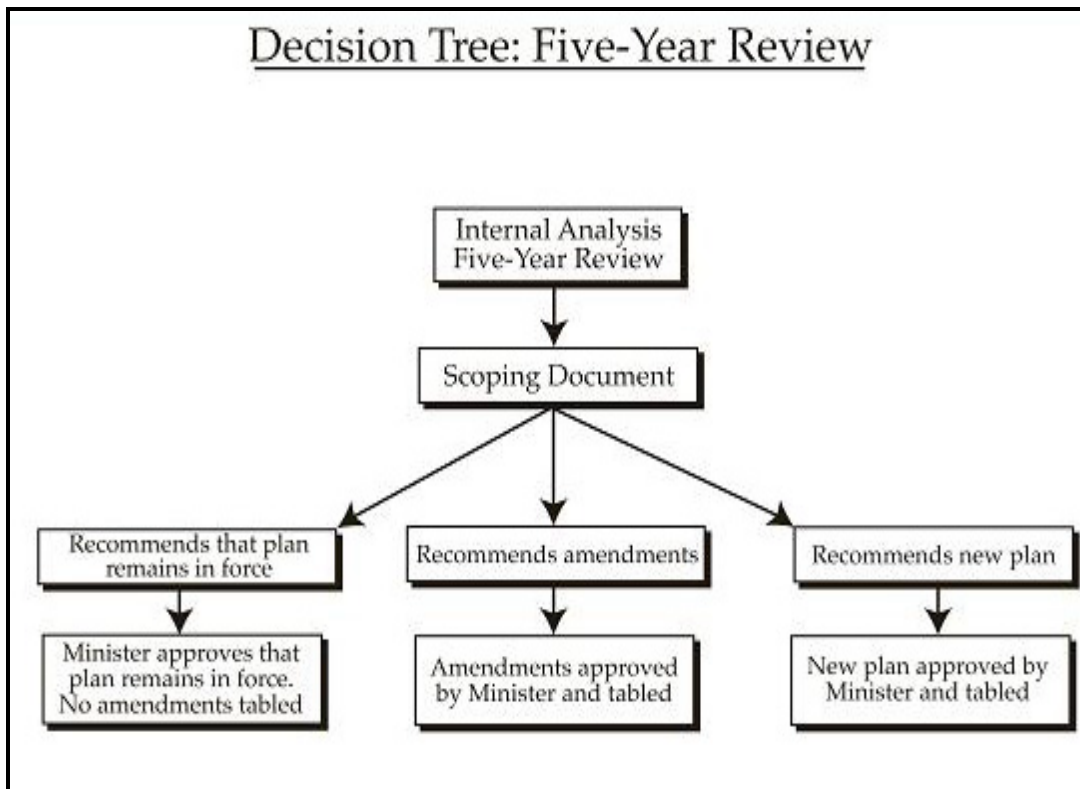


Figure 3. Five Year Review

Generally, a plan should be amended:

When changed circumstances affect major plan objectives both directly and significantly. These circumstances include, but are not limited to, the following:

- important new legislation, or major changes in policy or the external environment;
- significant changes in tourism, and visitation trends or in visitor or other audience interests and expectations have been identified;
- newly identified and significant natural or cultural resources warrant management intervention;
- substantial new threats or deteriorating conditions have been documented and are not adequately addressed in the existing plan; or
- consultations with aboriginal peoples or with stakeholders have raised significant issues to be addressed in the plan.

When significant new strategies or initiatives are proposed, that will require a substantive revision to plan objectives. For example:

- major new strategies, including key strategies not in the previous plan, have been developed since the management plan was approved;
- a change in land-use zoning is being proposed; or
- a wilderness area designation is being proposed or revised.

There is a significant opportunity to respond to new corporate direction.

An amendment can range from replacing one page with another or one section with an updated section, to adding new direction throughout the plan. The extent and nature of amendments are determined at the scoping document stage. There are two likely scenarios for amending the plan:

1. When a plan review determines that changed circumstances will have a significant impact on plan objectives and its continued validity (see above), and will require an amendment, a complete rewrite may not be warranted. Rather the amendment(s) is forwarded with a recommendation for Ministerial approval and future tabling in Parliament. The existing plan is not re-approved, but accompanies any amendments that are being tabled. Page length for amendments will vary in accordance with the number and complexity of issues being addressed.
2. In some instances, there will be no significant changed circumstances to consider, other than the fact that the current plan pre-dates the direction indicated in this *Guide*. If the plan's program activities, vision and main elements remain relevant, then rewriting is not warranted. In this situation, the following amendment should be included: a set of integrated key strategies, based on the existing plan direction, that clarify the relationship between mandate elements, provide direction for any specific areas/locations identified, and address key gaps (for example, specific geographic management areas not identified at the time of the plan). As in the first scenario, above, the whole plan is not re-approved. Rather, the amendment is forwarded with a recommendation for Ministerial approval and future tabling in Parliament, along with a copy of the existing plan.

Generally, a new plan is written:

- ⇒ *If there are major changed circumstances and fundamental changes are required, then the plan should be rewritten using this Guide. In this scenario, the approved scoping document guides the revision. The Minister is asked to approve the new plan and table it in Parliament.*

In order to respect the legislated five-year cycle, the review process should generally be initiated with a "state of" report on the nationally significant heritage place three or four years after the Minister approves the management plan. The FUS is responsible for

ensuring that the review and any amendment required can be completed within the timeframe of the legislated planning cycle.

3.4 Parks Canada Strategic Planning

The management planning process must occur within the context of the Agency's strategic direction. The following documents provide that direction.

The Corporate Plan is the 5-year plan developed to achieve Agency objectives. It sets overall planned results that must be reflected in the management planning process for each heritage place. It informs the management planning carried out at the park or site level by establishing Parks Canada priorities and a strategic planning framework for the entire Agency. Site-specific management planning must ensure that planned objectives and actions contribute to achieving planned results identified in the Corporate Plan.

The Annual Performance Report contains an assessment of the Agency's performance framework set out in the Corporate Plan.

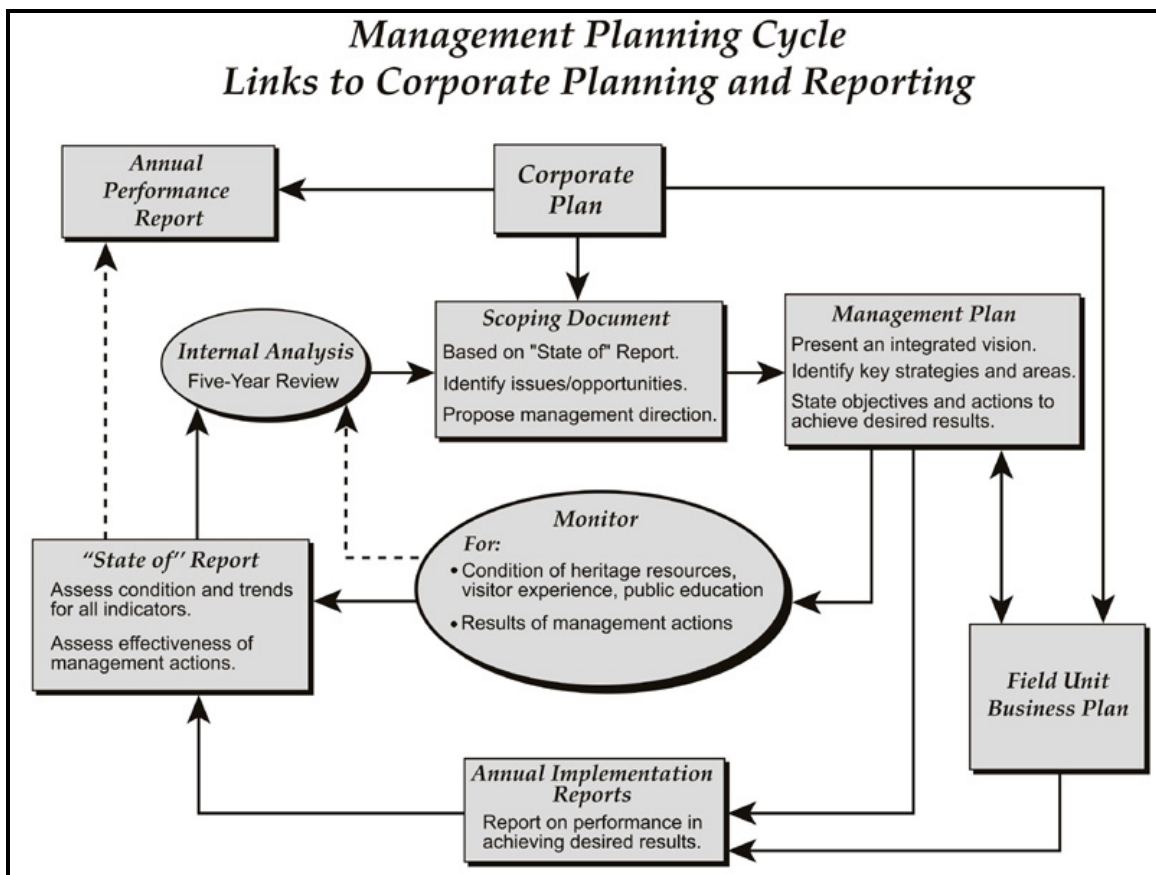


Figure 4. Planning Cycle and Links to Corporate Planning and Reporting

3.5 Planning and Managing for Results (Results Framework)

Parks Canada delivers its mandate through the program activity architecture (PAA) set out in the Corporate Plan. The PAA reflects how accountabilities are managed in the Agency and is the basis for reporting to Parliament and to Canadians. Management planning for individual parks, sites or marine conservation areas implements the direction set out in the Corporate Plan for all program activities and uses key strategies to deliver results and achieve outcomes. These plans are key accountability documents and inform the public about how Parks Canada carries out its mandate. A focus on results is of primary importance in this reporting structure.

In the planning cycle, managing for results begins by establishing the long-term desired future condition of the protected heritage place. This needs to be articulated in the vision statement for each NP, NHS and NMCA — a crucial foundation of each management plan. The management plan then sets out key strategies, objectives and actions for achieving that vision. Annual implementation reports record performance in putting the management plan into action and in achieving the desired results identified in it.

The cycle incorporates monitoring and evaluation to assess progress towards meeting objectives as well as planning for adaptive measures, as necessary. Performance in meeting targets established for objectives is assessed in the “state of” reports for the NP, NHS and NMCA. This assessment forms the basis for the five-year management plan review, and for determining major issues and strategic priorities in the next management plan planning cycle.

The major issues and potential key strategies are articulated in the scoping document. Specific objectives and targets are determined and/or reviewed in developing the next management plan, and actions are established to ensure that the plan’s implementation will either achieve or move toward the targets set and ultimately help achieve the vision.

For the purposes of management planning, a *result* is defined as a change in, or maintenance of the desired condition of a national park, national historic site, or national marine conservation area, when the change is caused by deliberate management actions. The desired condition may be ecological integrity, commemorative integrity, ecological sustainability, or connection to place. It may also refer to a planned result in the Corporate Plan such as conserving and mitigating cultural resource conditions through management practices, or efficient management of town site throughway infrastructure. The results defined for management plans should specify both *what* will be changed and set *targets* to measure the expected change.

The Agency has established a number of components to help it manage for results, including:

- bio-regional indicators for ecological integrity and nationally consistent indicators for commemorative integrity; work is underway to develop nationally consistent indicators for ecological sustainability, and for connection to place;
- measures for monitoring and reporting on the key national and bio-regional indicators; and
- a consistent framework for public reporting through “state of” reports for each nationally significant heritage place.

A results framework establishes work to be done in the heritage place to achieve the desired conditions of ecological integrity, or commemorative integrity, or ecological sustainability, and connection to place. Clear links must be made to the Corporate Plan’s performance expectations, priorities, and planned results.

3.5.1 Linking Results to Agency Priorities

The Agency’s annual Corporate Plan sets out a corporate strategic planning framework, which defines results and performance expectations for program activities. Each management plan must identify and focus on achieving results that contribute to the attainment of the Agency’s planned results. Management plans make the link between corporate and park/site results in two ways:

- by illustrating the strategy and approach the protected heritage place will use to contribute to achieving the planned corporate results; and,
- by clearly showing how specific actions support the management plan’s priorities.

3.5.2 Monitoring and Reporting for Results

Monitoring and reporting is a crucial part of the management planning cycle and the results management framework embedded in it. Without regular information on the status of our resources and the quality of our interaction with Canadians, our plans lack perspective. Monitoring tracks the status of these interactions and resources, including those over which we have little influence, and shows whether planned actions are effective.

Table 2. Parks Canada Monitoring Terminology

Term	Definition
Indicator	A nationally or bio-regionally consistent summary reporting statement that provides a comprehensive synopsis of each element of the Agency mandate. It is based on a combination of data, measures and critical success factors that provide a clear message about current conditions and the change since the last measurement.
Measure	Data, surveys or other measurements that present conditions or trends. Measures are components of indicators.
Threshold	Level of an indicator or measure that represents a “good”(green), “fair” (yellow), or “poor” (red) condition. It represents the point of transition between the three levels of condition on which the Agency reports.
Target	Aim or objective set by managers and to be achieved within a specified time frame.

The results framework uses indicators, measures, thresholds and targets as basic tools for communicating information on conditions (or current situation), trends or other reporting information associated with a protected heritage place, and the results of management actions (see Table 2 for definitions of terms). Planners should acknowledge the role that traditional knowledge plays in monitoring for results.

Collected over time, monitoring data measures the condition of ecological and commemorative integrity or of ecological sustainability (for NMCAs), and the extent of peoples’ connection to the protected heritage place. This monitoring data comprises a suite of *measures* related to each indicator. Visitor experience and public education indicators play a large role in evaluating connection to place.

Monitoring focuses on both the *condition* and *trend* of an indicator. Its condition is based on an assessment of where the indicator is in relation to established thresholds, while the trend is a determination of change relative to the last assessment. These indicators and their measures must be publicly understandable and supported by sound natural and social science.

Monitoring also focuses on the *effectiveness* of management actions taken, or in other words, what results the actions have achieved. It allows measurement of incremental progress toward achieving management plan objectives and, ultimately, the vision for a heritage place. It is important to design actions and their corresponding measures at the same time. This ensures that appropriate measures are built into the planning process, and that the monitoring system provides appropriate information to assess whether planned actions will bring the desired results or require adaptation in the next planning cycle.

The results of effectiveness monitoring will:

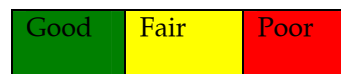
- allow assessment of extent to which activities that address protection, visitor experience and public education are achieving desired results;
- demonstrate success in achieving desired results for ecological integrity, or commemorative integrity, or ecological sustainability, and connection to place;
- allow assessment and demonstrate success in protecting cultural resources in national parks and national marine conservation areas and natural resources in national historic sites and canals; and
- enable assessment of whether resources (staff, time, money) are being effectively applied to achieve the desired results.

The colour rating system for indicator results

The “state of” reports identify the condition of, and trends in, protected heritage places. A system of green/yellow/red markers (representing good/fair/poor) is used to rate the ecological and commemorative integrity, and the connection to Place indicators that apply to those protected areas.

In addition to reporting on the “state of” for protected areas, a system of arrows to indicate whether the condition of the indicator is stable, declining or improving is also used.

For example, a result would be the change (in this case, improvement) of the condition of an indicator from red to yellow in 15 years.



The results and indicators presented in the management plan should be consistent with the latest corporate guidance. Where no established indicators exist, planning teams should not develop their own, but consult with National Office on how best to use the general information on results and indicators.

4 Roles and Accountabilities

This section describes the responsibilities and roles of key Parks Canada participants in the endorsement, formal recommendation and approval of steps in the management planning cycle. A summary of approval authorities for various planning documents is set out in the table below.

Table 3. Approvals Required for Planning Documents

Document	Formal Recommendation	Final Approval
Commemorative Integrity Statement	FUS	DG, National Historic Sites (NHSD)
“State of” Report		FUS
Interim Management Plans for National Marine Conservation Areas	FUS DG, NPD CEO	Minister
Scoping Document	FUS	CEO
Management Plan	FUS CEO	Minister
Annual Implementation Report		FUS
Five-Year Plan Reviews	FUS CEO	Minister

4.1 Field Unit Superintendent (FUS)

The FUS have primary accountability for ensuring implementation of the Parks Canada mandate in their respective field units. One of the key mechanisms in fulfilling this accountability is ensuring that all aspects of the management planning cycle are carried out in a timely and complete manner. Associated responsibilities include:

- ensuring that all documents prepared as part of the management planning cycle are in compliance with all legal and policy requirements, including zoning, strategic environmental assessment, declaration of wilderness areas; ensuring Agency standards for publication quality; providing copies to national office; and posting on the internet site;
- maintaining ongoing engagement and involvement of Aboriginal groups and other partners, stakeholders and interested Canadians;
- ensuring that each stage of the planning cycle advances the integrated delivery of the Agency's mandate elements;
- ensuring that the results and actions proposed can reasonably be achieved in the timeframe set out in the plan;
- ensuring that the plan is financially feasible and responsible, and that a suitable budget for carrying out the planning process is established;
- ensuring that appropriate professional and technical planning support is used through field unit, service centre and national office staff, or through contracted professionals who can manage and deliver planning programs, facilitate specific aspects of the planning process or provide advice, as needed;
- managing the implementation process; and
- monitoring and reporting on performance in achieving results identified in the approved management plan.

The FUS and the Director of Park Establishment share accountability for the interim management plan for NMCAs. This plan is a bridge between the establishment of these areas — a National Office responsibility — and the transfer of its operation to the FUS.

4.2 Service Centres

Service Centre professionals can provide a full spectrum of services needed at various stages of the management planning cycle. This may include:

- professional planners, who can manage and deliver planning programs, facilitate specific aspects of the planning process or provide professional advice, as requested by the field unit;
- professional expertise in fields relating to various stages and aspects of the management planning cycle, including research, monitoring, reporting, public engagement, Aboriginal relations, and strategic environmental assessment; and
- technical expertise relating to document design, editing, translation and publication.

4.3 Directors General, Eastern Canada, and Western and Northern Canada (DG)

The Directors General for Eastern Canada, and Western and Northern Canada are responsible for:

- providing advice to the FUS on the broad requirements of legislation, regulation, policy and directives;
- reviewing “state of” reports, scoping documents, and management plans in a timely fashion;
- providing policy advice to the CEO on policy, legal and precedent-setting matters contained in scoping documents; and
- ensuring adequate resources are identified in each field unit business plan to fulfill necessary management planning requirements.

4.4 Directors General, National Parks Directorate (NPD), National Historic Sites Directorate (NHSD), External Relations and Visitor Experiences Directorate (ERVED), and Strategy and Plans Directorate

These Directors General are responsible for:

- developing policy relating to management planning;
- providing guidance to the FUS on the requirements of legislation, regulation, policy and directives;

- providing policy advice to the CEO on policy, legal and precedent-setting matters contained in scoping documents;
- developing and providing training, guidelines and other supporting tools;
- providing advice on “state of” reports and scoping documents for national consistency; and
- reporting at a national level on the status and results of the management planning process.

Each DG will identify senior representatives in their directorate with whom the FUS will consult regarding outstanding legislative and policy matters.

The DG, National Historic Sites Directorate, approves the Commemorative Integrity Statement, a responsibility derived from the direct linkage with the Historic Sites and Monuments Board of Canada. The DG, National Parks Directorate, is involved in recommending approval of interim management plans for the establishment of new NMCAs.

4.5 Chief Executive Officer (CEO)

The CEO approves scoping documents and is accountable for recommending all management plans and interim management plans for Ministerial approval. The CEO’s Office will:

- secure, on behalf of the CEO, Ministerial approval and tabling in Parliament of management plans for all protected heritage places administered by the Agency, and of interim management plans for national marine conservation areas; and
- keep the Minister’s Office regularly informed of the status of management planning initiatives across the system, raise issues as required or where appropriate, and advise when plans will be submitted for approval.

PART B. Management Planning Documents: Process and Content

Part B of the Guide contains:

- advice on critical components of management planning
- a process overview of the “state of” report, scoping document and management plan
- a content summary of the “state of” report, scoping document and management plan

Part A of the Guide describes the context in which management planning occurs. Part B sets out requirements and expectations for the steps in the planning cycle, including the approval process, and provides general direction on the contents of planning documents. Note that some flexibility in content is required to adapt to individual circumstances and the preferences of cooperative managers. Part B summarizes process and content requirements for the following key products in the management planning cycle:

- the “state of” report
- the scoping document
- the management plan

INTRODUCTION

Field Unit Superintendents adapt the implementation of aspects of the management planning process to the particular needs and circumstances of the protected heritage places they manage. When starting the planning process, they should consider the following general guidelines on critical components.

Terms of reference

A recommended (but optional) first step in initiating the planning process is to develop its terms of reference (TORs). This generally involves:

- understanding the content and process requirements for all required planning documents— by reviewing this Guide, as well as other relevant guidance documents cited in the Guide;

- assessing the readiness of key inputs, and of the staff that will be involved in preparing the documents. The assessment should be brief, setting out the resources needed. Attention should be paid to the quality of “state of” reporting data and indicators, and to planners’ experience with developing a results management framework. Where critical gaps exist, allowances should be made in the TORs, schedule and budget (e.g. by filling in the data gaps or analysis, providing planners with training, coaching/mentoring, or allowing more time and resources to do the work); and
- deciding on the team and setting responsibilities, work planning, scheduling and budgeting.

Issues Analysis/ Options Analysis

An issue or option analysis takes place at various stages of the planning cycle:

- **Internal analysis:** at this stage, the FUS and planners conduct an internal review to analyze the data in the “state of” report and any other pertinent assessment or evaluation in order to define the issues to be addressed in the next planning cycle. This is also the moment to evaluate the results of actions carried out under the management plan and reassess priorities for ongoing efforts to achieve the vision. At this stage the FUS determines whether the direction in the current plan remains valid or whether to recommend amendment.
- **Scoping document:** based on the internal analysis, the scoping document identifies the most critical issues and potential key strategies to address them and proposes planning areas. These broad themes will be part of the public consultation. Critical issues include those that are precedent setting, controversial, or essential to achieving the vision for the protected heritage place. The scoping document must also be aligned with the direction set in the Corporate Plan.
- **Management plan:** Prior to consultation, the planning team does the necessary brainstorming and research to set out possible options for addressing issues identified at the scoping stage. The team then determines which options are feasible to be presented during public consultation. Some options will be discarded as inconsistent with policy, while others may be unrealistic in terms of resource requirements or may not promote an integrated approach to implementation. Based on input from the consultation process, the FUS and planners choose among potential options to finalize key strategies and planning areas, and establish objectives and actions for each. The focus is on developing solutions that facilitate an integrated approach to implementation.

What type of issue analysis are we talking about?

An issue such as falling visitation rates needs to be analyzed to develop options, such as increasing marketing, changing services or products, introducing new products or services, or even a combination of these options.

Generally speaking the issue or option analysis is an internal process. However, some field units may choose to involve external advisory or consultative bodies.

Consultation

The Agency is required by legislation to carry out consultations for management plans for national parks and national marine conservation areas. It consults for national historic sites as a matter of policy. ([✕ Guide, Appendix A, Legislative Requirements for Management Planning.](#)) Note that Parks Canada may also have a legal requirement to consult Aboriginal groups during the management planning process. Additional guidance on this is found in the [Parks Canada Agency Guidelines for Aboriginal Consultation and Accommodation in Management Planning.](#)

Consultations carried out for the management plan build on the ongoing public engagement strategy that may be developed for the protected heritage place. A consultation plan should spell out the consultation roles and responsibilities of the members of the planning team. The type and scope of consultations should be tailored to fit the particular set of circumstances of each heritage place but the process must conform to the latest corporate guidance on public engagement. A variety of methods and tools are available to encourage and achieve optimal involvement. In situations involving cooperative management boards, consultation may be more extensive, including a review of the final management plans. ([✕ Guide, Part A, Section 2.4, for information about public engagement.](#))

Consultation should focus on crafting or updating the vision statement, clarifying the issues to be addressed in the management plan, proposing key strategies, and identifying specific management areas.

Vision statement

The vision statement for a protected heritage place is developed in two stages: the scoping document stage and the management plan stage. An initial vision is often prepared during the establishment phase for national parks and national marine conservation areas. Provisions in the establishment agreements, land transfer agreements, and impact and benefit agreements for these protected heritage places can provide guidance in crafting a vision statement. Although not formally required by legislation, vision statements for national historic sites are required as a matter of policy.

The vision statement helps all stakeholders and Agency staff to understand what is significant about the protected heritage place. The vision statement evokes the long-term desired state of the protected heritage place. It should communicate the special character of the protected heritage area and portray what the NP, NHS or NMCA will be like in the future. As the cornerstone that helps management and planning teams address complex and controversial issues and day-to-day management, it should generally remain constant, while management objectives may change over time.

An effective vision statement is:

- vivid and conveys the special character of the place (avoid generic elements that could apply to any heritage place);
- short (its length is a paragraph to a page);
- passionate and inspirational, so that it can be easily embraced by staff, stakeholders and the public;
- stated in terms of results for all mandate elements;
- broadly understood and supported by the local area residents and key stakeholders;
- clear and written in language that promotes understanding and ensures its longevity; and
- challenging but realistic. It should challenge within the bounds of what is doable.

In crafting the vision statement, planners can also draw inspiration from the role of the heritage area in the broader landscape, in ecological, social and cultural terms. It can portray how the protected area affects the broader landscape and contributes to the lives of the people who live on and care for the lands beyond the site boundary.

Key Strategies

Key strategies are a critical integrating tool for management planning. They translate the vision underpinning the plan into concrete strategic direction by identifying the overarching strategies in a park/site-wide context. The vision statement serves as a basis for key strategies to focus on the broad management approaches needed to address major issues for heritage resource protection, visitor experience, and public education. The key strategies should give the reader a clear overview of how the protected heritage place will be managed, and how the three mandate elements will be achieved in a mutually supportive manner.

At the scoping document stage, key strategies outline in general terms how issues will be addressed. At the management plan stage, key strategies provide the framework for setting objectives, targets and actions for the protected heritage place as a whole, and for specific geographic areas or locations identified within the heritage place. They help clarify the issues and opportunities, establish clear statements that are results-based and set priorities for actions to achieve those results.

Possible themes for key strategies could include some of the following:

- the integrated approach needed to achieve objectives of ecological integrity, commemorative integrity, ecological sustainability, and connection to place;
- sensitive areas and species at risk, together with the broad management approach to addressing related issues;
- the approach for managing cultural resources;
- the approach for working within the broader regional ecosystem and regional socio-economic context;
- ways to ensure that key target outreach audiences and visitor markets have opportunities to become connected to the place;
- a basic approach for managing commercial activities and working with operational partners;
- major changes needed to services to support the intended visitor experience opportunities, and to reach target audiences; and
- the role of Parks Canada, Aboriginal peoples and partners in achieving the vision.

(※ [Guide, Part B, Sections 6.2.4](#) and [7.2.10](#), for their use in scoping documents and management plans.)

Area management approach

The area management approach is a way of ensuring an integrated mandate approach in a specific geographic area or location within a protected heritage area. An area can be proposed based on any of the following criteria:

- i) it faces complex issues requiring a greater level of direction;
- ii) it contains logical groupings of resource values and visitor opportunities that call for an approach specific to that area;
- iii) it represents an area to which visitors, local residents or the public have formed a special attachment or connection; or
- iv) it lends itself to a distinct management approach (for example, green spaces around a national historic site)

An area approach involves describing an integrated set of objectives for resource protection, visitor experience opportunities, and public education to be achieved over time in a distinctive area of the protected heritage place. It also details the management actions required to make progress towards those objectives. An area focus helps increase understanding of, and support for, management objectives and actions by all stakeholders. As well, it contributes to the results framework by connecting a vision of the desired long-term state for a specific location to an integrated set of objectives, targets and actions for achieving that vision.

The number of areas at each protected heritage place will vary according to the size of the heritage place or complexity of issues involved. However, the number should be

limited to avoid excessive detail or duplication. In some circumstances, it may not be desirable or necessary to divide the protected heritage place into management areas to achieve an integrated approach to implementation.

Setting up a greater degree of specificity for certain geographic areas allows a field unit to take a more focused site planning approach when integrated decisions are being considered. For example, areas near to the towns of Banff and Jasper, the Lake Minnewanka Loop or to the backcountry area of the Tonquin Valley in Jasper all face complex, inter-related issues that benefit from using an area approach. In the case of Pacific Rim National Park Reserve of Canada, three units — the West Coast Trail, the Broken Group Islands and Long Beach — are required to effectively address realities in that park reserve.

The area management approach lends itself well to many national historic sites. By applying the area approach to a national historic site in an integrated fashion, issues and opportunities related to heritage resource protection, public education, and visitor experience opportunities can be addressed. Visitor experience activities can be tailored to accommodate the relative vulnerability or sturdiness of the cultural resources that need protection, whatever the level of designation. For instance, the open area immediately surrounding a fort is usually a level 1 resource. But it is also usually a fairly stable resource, which could lend itself well to a variety of fairly robust visitor experience activities. By contrast, the smaller spaces and greater fragility of the interior structures of a fort suggest visitor experiences that will have less impact on resources. Choice of areas underlines the need for a thorough understanding of the condition of resources, and may suggest the need for a conservation plan. At very small national historic sites there may be only two, or perhaps even just one, area. The scoping document is the place to identify and justify the number and types of areas proposed.

(※ [Guide, Part B, Sections 6.2.4 and 7.2.11](#), for their use in scoping documents and management plans.)

Link among vision, key strategies, and area approaches

The vision, key strategies and area approach are the critical, unifying concepts of the management planning process. Figure 5 depicts how all three are linked. It shows that all key strategies are directly related to the vision, but that not all are linked to the area approach. Generally key strategies apply to the entire protected heritage area; some have particular application in all area approaches, while others may apply only to certain areas. Figure 5 merely illustrates the connections among the vision, key strategies and planning areas. The number of key strategies and planning areas will vary according to the number and complexity of management issues at each heritage place.

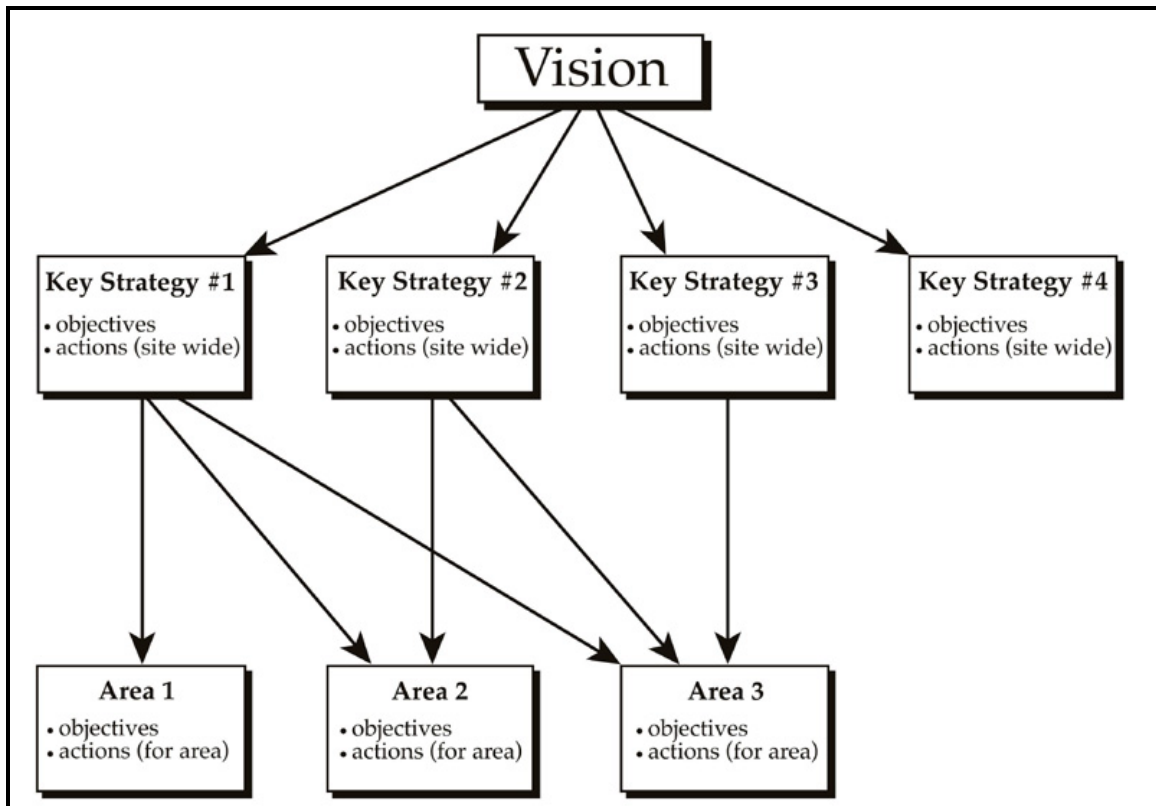


Figure 5 Link between three critical concepts of the management process

Setting up a Results Framework

A results framework links the objectives, actions and desired results for each key strategy as well as for each area/location identified for a specific management approach (See Figure 5 above). The management plan should identify what actions will be taken to achieve planned results. Targets (for management purposes) should be established to facilitate measuring and reporting on progress in achieving such results. Targets should be realistic, feasible, and measurable.

In designing the results framework for a management plan, planning teams must keep management plans strategically focused, integrated and succinct. The management plan does not list every action taken to manage the operation of heritage places, only those that are crucial to achieving the planned results for each key strategy and area. This information could be reflected in a table appended to the plan. This table can form the basis for annual reporting on management plan implementation and for assessing management effectiveness in the “state of” report. This is one way to simplify annual reporting and to ensure that links among the components of the planning cycle are maintained in a way that is easily understandable. It is advisable to ensure that clear links are made to the Corporate Plan’s planned results and performance expectations.

[\(× Guide, Part B, Sections 7.2.20 on Summary of Actions.\)](#)

5 “State of” Reports

5.1 How to Prepare a “State of” Report

Parks Canada has broadened its approach to reporting on the state of its protected heritage places, moving from ecological integrity reports and commemorative integrity evaluations to a more integrated format that addresses all desired results (ecological integrity, commemorative integrity, ecological sustainability, protection of natural resources at NHS, protection of cultural resources at NPs and NMCAs, and connection to place) from an integrated approach to implementing the mandate.

The “state of” report presents the current condition of a NP, NHS or NMCA. ([✕ Guide, Part A, Section 3.3, for information on the purpose of the “state of” report in the management planning cycle.](#))

Key Inputs to the “State of” Report

Key inputs for preparing a “state of” report for a protected heritage place can include any or all of the following: the CIS, the Cultural Resource Value Statements for NPs and NMCAs, previous commemorative integrity evaluations, previous ecological integrity statements, previous management plans, results of ongoing monitoring of natural and cultural resources including recognized federal heritage buildings, surveys, visitor experience assessments, evaluations of public education and annual implementation reports. Note that a “state of” report is not a compendium of all these evaluations, but rather a snapshot of the current state of the heritage place. Guidelines and templates for preparing a “state of” report posted on the Intranet will be updated from time to time as practice evolves.

The commemorative integrity statement (CIS)

The CIS is fundamental to the management planning process for national historic sites. It is the site-specific statement of why a site has been designated by the Minister on the recommendation of the Historic Sites and Monuments Board of Canada. The CIS identifies the resources that are directly related to the reasons for designation of national historic significance, the messages that must be communicated to the public about its significance, and other resources and values that require consideration. For more information, consult: [Parks Canada Guide to the Preparation of Commemorative Integrity Statements \(2002\)](#).

The first “state of” report for national parks and national marine conservation areas should be based on feasibility studies and reports to Parliament required as part of the establishment process, including strategic environmental assessments.

“State of” reports will evolve in form and content as the Agency develops and refines its indicators, monitoring program, and integrated approach to mandate implementation. Planners should consult the Intranet or National Office for the latest guidance.

The “state of” report is one of the key inputs for the scoping document and is fundamental to identifying results-based strategies for management planning. The “state of” report addresses indicators and monitoring for all the Agency’s mandate elements. While the report does not summarize all available measurement data, it should focus on those best suited to illustrate the state of the indicator or trend. To ensure the report remains focused on the most relevant measures and results, reporting on indicators for all mandate elements should be succinct and based on the heritage place’s monitoring framework.

What is the process for preparing the “state of” report?

The FUS is responsible for preparing the “state of” report assembles a team and prepares the report in accordance with the content requirements outlined in Section 5.2, Content of a “State of” Report. In preparing the “state of” report, the FUS may consult the National Office directorates for national parks, national historic sites, and external relations and visitor experience. Given the importance of the “state of” report in informing the planning process, the FUS should also consider including planners on the team to ensure continuity with the management planning process. Some FUS have also included partners and stakeholders to enhance the credibility of the report.

In preparation for writing the “state of” report, the team should meet to ensure they have all information to:

- describe the purpose and scope of the report;
- identify data and human resource needs;
- address all mandate elements; and
- produce a work plan with identified roles, responsibilities and a timeline.

It is important to ensure national consistency with national monitoring and reporting standards for both natural and social sciences. This requires the involvement of experts on natural and social sciences from National Office or Service Centers.

5.2 Content of a “State of” Report

The contents of a “state of” report for national historic sites, national parks and national marine conservation areas are summarized in this section. While the length of a “state of” report varies according to the complexity of the issues involved and the availability of data, it should be as succinct as possible

“State of” report content checklist:	√
<i>Executive Summary</i>	
<i>Introduction</i>	
<i>Evaluation of State of:</i> <ul style="list-style-type: none"> • <i>Ecological Integrity (NPs)</i> • <i>Commemorative Integrity (NHS)</i> • <i>Ecological Sustainability (NMCAs)</i> • <i>Connection to Place (all heritage places)</i> • <i>Cultural resources (NPs and NMCAs)</i> • <i>Natural resources (NHSs)</i> 	
<i>Evaluation (Results) of Management Plan Actions</i>	
<i>Condition of Information Base</i>	
<i>Key issues and Challenges</i>	

5.2.1 Executive Summary

The executive summary includes:

- a conclusion about the overall state of ecological integrity, or commemorative integrity, or ecological sustainability, and connection to place;
- a conclusion about the state of cultural resources in national parks or national marine conservation areas, or natural resources in national historic sites, visitor experience and public education;
- a presentation of the results of management actions taken toward realizing the vision; and
- a summary of key issues and challenges.

The executive summary can be used as a succinct public communications tool. It can also provide the platform for the scoping document's presentation of key issues and challenges that must be taken into consideration in establishing priorities for management action in the next planning cycle.

5.2.2 Introduction

The introduction briefly identifies the purpose and context for the report, including:

- a summary of the purpose and requirements for the report and its relationship to the management planning and reporting cycle;
- a concise explanation of methodology (including processes, assumptions and risks with data interpretation) for determining the state of the protected heritage place; and
- an explanation of the indicators and measures used. For example, in the case of EI indicators for NPs or NMCAs this may take the form of a conceptual model or a description of ecosystem structure and function.

5.2.3 Evaluation of State of Ecological Integrity/Commemorative Integrity/Ecological Sustainability/Connection to Place

This section provides an evaluation of the state of (or current condition) for each of the desired results for the Agency mandate: ecological integrity, commemorative integrity, ecological sustainability, and connection to place. It should also convey information, where applicable, on other planned results in the Corporate Plan, such as throughway and waterway management. (* *Guide, Part A, Section 3.5, for information on planning and*

managing for results, and [Part B, Section 7.2.17, for information on describing indicators and monitoring in the management plan.](#))

The evaluation section may include:

- an assessment of the state of the natural and cultural resources of the protected heritage place⁴;
- an assessment of the extent of peoples' connection to the protected heritage place through measures of visitor experience and public education;
- a summary of the condition of and, where applicable, trends for each indicator. This can be presented in a summary table showing conditions and trends for key indicators. Condition should be evaluated relative to established thresholds. Trend is determined based on the changes from the last measurement (to the extent that data are available);
- a presentation of representative measures showing condition and trend of the indicator, a summary of the data analysis and a brief discussion of the results; and
- a description of key issues and challenges relative to the trends and indicators. ([✖ Guide, Part B, Section 6, for information on the scoping document.](#))

5.2.4 Evaluation of Cultural Resources in NP and NMCA, and of Natural Resources in NHS⁵

This section assesses the state of the cultural resources for national parks and national marine conservation areas. To ensure a comprehensive evaluation of cultural resources and their values for NPs and NMCAs, the development of a Cultural Resource Values Statement (CRVS) is necessary (see Section 2.8). An evaluation questionnaire and rating guide have been developed to provide a framework for assessing the condition of cultural resources, effectiveness of communicating the values of cultural resources and specific management practices. This type of evaluation would be similar to those conducted to assess the state of commemorative integrity for national historic sites. Where a CRVS does not yet exist, in the interim, a template has been developed which focuses reporting on specific aspects of cultural resource management.

⁴ This includes cultural resource protection in national parks and national marine conservation areas, and stewardship of natural resources in national historic sites.

⁵ The evaluation of the environmental stewardship of the natural ecosystem features for NHS will be added when the guidelines for "state of" reporting are available.

5.2.5 Evaluation of Management Actions

This section assesses the effectiveness of the management plan actions in achieving the key strategies identified in the previous planning cycle. It should summarize:

- the main issues, challenges or opportunities;
- objectives for key actions;
- assessment of key actions (those taken, or not taken and why);
- results and associated measurements before and after the action taken (relative to the objective and established management targets); and
- the effect of the management action (reported against management targets and science-based thresholds for indicators); this information may be summarized from annual implementation reports.

5.2.6 Condition of Information Base

This section provides an evaluation of the credibility and reliability of the information used. It discusses the availability of relevant monitoring data, significant gaps and data quality (e.g., robustness, statistical power, historical coverage) and includes the condition of inventories, baseline data, research results and monitoring data.

As the first “state of” report is typically limited by the availability of existing data and ongoing monitoring results, the management plan should identify initiatives to fill data gaps. “State of” reports will evolve in form and content as the Agency develops and refines its indicators and monitoring program.

5.2.7 Key issues and Challenges

This section synthesizes the results of the monitoring information. It provides an assessment of the overall state of the protected heritage place, and presents key issues and challenges to be considered in the next planning cycle. The scoping document will highlight the most critical or controversial issues identified. ([*✕ Guide, Part B, Section 6, for information on the scoping document.*](#))

5.3 Document Review and Approval Process

Figure 6 illustrates the steps involved in reviewing a “state of “report and obtaining approvals.

Step 1. The FUS assembles a “state of “ report team. The preparation of a “state of” report will involve input from numerous staff and may include managers, planners, ecologists and social scientists, visitor services, historians, archaeologists and outside partners.

Step 2: The “state of” report team will plan for and prepare the report using templates and other support tools developed by National Office (NO). Upon request, NO will provide a “state of “ report planning workshop and timely advice and guidance on outlines and drafts. The “state of “ report team provides a final draft to the FUS. Certain heritage places involve stakeholders, outside reviewers, and cooperative partners in the preparation of these reports. This input should be obtained before the report is presented to the FUS.

Step 3: The FUS reviews the “state of “ report and ensures that it conforms to national guidelines. If not, the report is sent back to the team for revisions. If the FUS requests guidance on any aspect of the report, the FUS will forward the draft to the National Office directorate whose advice is sought. The Directorate consulted replies directly to the FUS.

Step 4: After approval the FUS sends the final “state of “ report to National Office’s NP, NHS and ERVE directorates, to the appropriate service centre, and makes it accessible to the protected heritage place staff and partners, and the general public.

 Take note:

If the preparation of the scoping document is delayed beyond the five-year cycle, the FUS still has the responsibility to send a “state of” report to the CEO at the end of every five-year planning cycle.

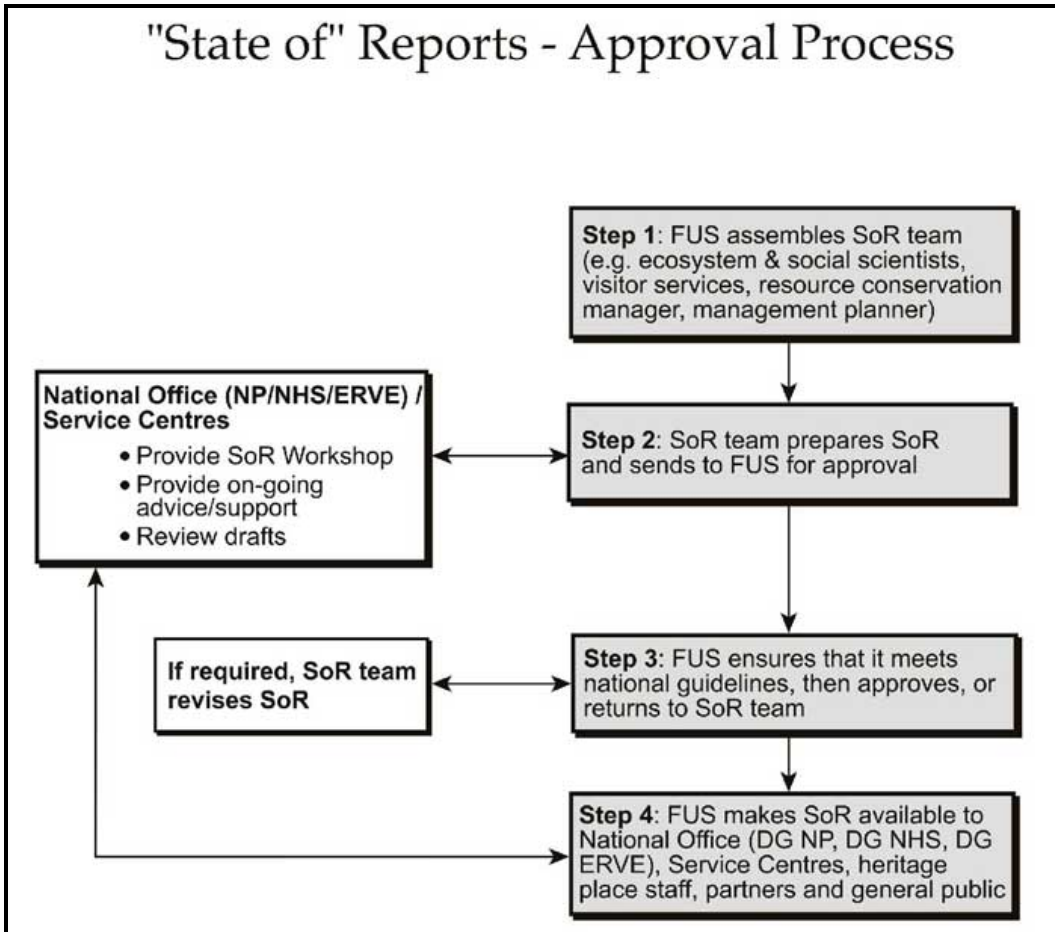


Figure 6 "State of" report Approval Process

6 Scoping Document

6.1 How to Prepare a Scoping Document

A scoping document is required for all management plans and management plan reviews for national parks, national historic sites and national marine conservation areas. The purpose is to inform the CEO of the intended scope and context of the planning program, and to obtain endorsement to proceed. The scoping document also is the opportunity for the FUS to determine with the CEO the scope and nature of proposed plan amendments, based on the five-year plan review.

Key inputs to the scoping document

The most important inputs are the “state of” report for the protected heritage place and the results of the internal assessment of the key issues and challenges. The scoping document must also take into account links to the planned results and performance expectations set out in the Corporate Plan. ([* Guide, Part A, Section 3.3, for information on the purpose of the scoping document in the management planning cycle.](#))

 Take note:

In preparing the first scoping document for national parks and national marine conservation areas, it is essential to reflect the commitments made in the establishment agreements entered into with provincial or territorial governments, impact and benefit agreements or other similar agreements with Aboriginal peoples; feasibility studies; strategic environmental assessments of each park or marine conservation area project; and reports to Parliament on specific national parks and national marine conservation area establishment/expansion proposals.

What is the process for preparing a scoping document?

The scoping document is prepared by the FUS, planners and planning teams. It is the point at which the FUS should seek advice on legal, policy and precedent-setting issues. Given the need to identify these issues at the scoping stage, the FUS and planners are encouraged to consult NPD, NHSD and ERVED early in the preparation of the document.

At this stage, the FUS can also decide whether to prepare one management plan for several protected heritage places that may be thematically or geographically linked (e.g., two or more national historic sites or two or more national parks), or to prepare one management

plan for a national park/national marine conservation area, as well as the national historic sites that are found within the larger protected area. The scoping document also identifies areas or locations within the protected heritage place that require specific management action, or justifies why an area approach is not appropriate. The proposed approach should be confirmed with the CEO in the scoping document.

6.2 Content of a Scoping Document

The following section provides a summary of the content of a scoping document. The document should not exceed 10 pages in length.

Scoping document content checklist	√
<i>Planning Context</i>	
<i>Proposed Vision Elements</i>	
<i>Significant Issues and Challenges</i>	
<i>Anticipated Management Approach</i> <ul style="list-style-type: none"> • <i>Key Strategies</i> • <i>Area Approach</i> 	
<i>Consultation/Public Engagement</i>	
<i>Financial Considerations</i>	
<i>Planning Program Schedule</i>	

6.2.1 Planning Context

This section summarizes the current planning context, and includes key input from the “state of” report. More specifically, it sets out:

- highlights of the current “state of” report and information from the internal analysis;
- requirements associated with the protected area establishment;
- partnership or cooperative management considerations;
- the state of current plan implementation; and
- information gaps and required research.

6.2.2 Vision Statement or Proposed Vision Elements

The scoping document should validate the vision already developed in the previous planning cycle, or propose modifications, if appropriate. For those protected heritage places that do not yet have a vision statement, the scoping document should identify potential long-term horizon directions for achieving the desired results for that place. In these cases, the key elements of the vision are presented to the CEO in the scoping document.

The *vision* evokes the long-term desired state of the protected heritage place. It should communicate the special character of the heritage place and provide a holistic portrayal of what the NP, NHS or NMCA will be like in the future.

6.2.3 Significant Issues and Challenges

This section describes significant issues identified in the “state of” report that need to be addressed in the next planning cycle. It should also reference major issues or matters not included in the “state of” report but identified in the Corporate Plan, the Commemorative Integrity Evaluation or visitor experience assessment or during the five-year review. Specifically, the section proposes how issues can be managed and problems/risks mitigated, and seeks direction on matters beyond the authority and responsibility of the FUS. ([✕ Guide, Part B, Sections 5.2.3 through 5.2.6, for information on the evaluation of mandate elements and management actions.](#))

This section presents issues that may be controversial for Aboriginal groups, partners, stakeholders and the public, or that challenge national policy, together with an indication of how the issues will be approached. It should also identify difficulties encountered with licensees, third-party operators or volunteer groups that may surface during the consultation phase.

6.2.4 Anticipated Management Approach

Key Strategies

This section of the scoping document identifies potential key strategies that will be essential in realizing the vision for the heritage place. It also discusses whether direction (or key strategies) in the existing plan is still relevant or whether adjustments are needed.

Potential key strategies are proposed to translate the vision into the direction needed to make progress toward achieving the vision. Using the vision statement (or vision elements) as a basis, key strategies focus on the broad management approaches needed to address major issues for heritage resource protection, visitor experience, and public education. Key strategies must clearly outline the synergistic relationship of the mandate elements. The key strategies address the things that are most important about the heritage place and ensure that they are adequately considered in planning and management. At the scoping document stage, they are described as potential approaches to give the CEO an overall sense of the management approach. Additional detail is developed in the management plan. ([✕ Guide, Part B, Introduction, for information on key strategies in the management plan.](#))

Area approach

This section also discusses whether the plan will address one or more protected heritage places and identifies geographic planning areas or locations within each heritage place that require a focused management approach. The number of areas at each protected heritage place will vary according to the size of the site or complexity of issues involved. The scoping document should outline the planning areas or the rationale for not using them. ([✕ Guide, Part B, Introduction, for information on area approach.](#)) The key strategies and area management approach together frame an integrated approach for actions addressing the Agency's mandate elements.

6.2.5 Public Consultation

This section describes the general nature of the consultation program for partners, stakeholders and the interested public, including:

- Proposed consultation approach for the management plan; and
- Steps to develop a mutually agreeable consultation approach with Aboriginal peoples.

The scoping document should also indicate how the consultation approach for the management plan relates to ongoing engagement strategies for the protected heritage place. ([✕ Guide, Part A, Section 2.2, for information on public engagement and on consultation with Aboriginal people.](#))

6.2.6 Financial Considerations

This section provides:

- a statement of the financial context; and
- a summary of extraordinary planning matters with financial implications for CEO advice and direction, typically accompanied by an issue analysis.

Management planning processes that create unrealistic expectations with respect to investment undermine the Agency's credibility. At the same time, a plan with a 15-year horizon needs to be creative and visionary. The challenge for the FUS is to exercise judgment in finding the necessary balance. The scoping document provides an opportunity, on an exceptional basis, to receive direction from the CEO on potential funding requirements that exceed a field unit's A-base budget, prior to involving Aboriginal peoples, partners, stakeholders and the general public.

6.2.7 Planning Program Schedule

This section outlines the milestones and timelines for completing the management plan, including:

- technical and professional support requirements; and
- an outline of key stages and participants for developing the plan and recommending it to the CEO.

6.3 Document Review and Approval Process

Figure 7 illustrates the steps in the process of reviewing a scoping document and obtaining approvals.

Step 1. The FUS and planners prepare the scoping document based on the "state of" report and internal assessment of key issues.

Step 2. The FUS signs the final scoping document, attesting that it meets the legislative and policy requirements, is mindful of precedents and is financially sustainable.

Step 3. The appropriate regional Director General reviews the scoping document and returns it to the FUS.

Step 4. The FUS transmits the signed scoping document to the CEO, via the Executive Correspondence Office (ECO), together with a copy of the "state of" report. The Office ensures that the documents are circulated to the appropriate national office Directors General (NPD, NHSD, ERVED, Strategies and Plans Directorate) and national office

directors responsible for management planning so that there is an opportunity to provide advice to the CEO on any outstanding legal, policy or precedent-setting issues.

The CEO may discuss issues in the scoping document with the FUS, appropriate Directors General, and others such as members of Cooperative Boards or Aboriginal partners as required.

Step 5. After approval, ECO sends a copy to the applicable National Office directorate responsible for system-level tracking. Approval authorizes the FUS to proceed with formal public consultation for the management plan.

 Take note:

If the preparation of the scoping document is delayed beyond the 5 year cycle, the FUS still has the responsibility to send a “state of” report to the CEO at the end of every five year planning cycle

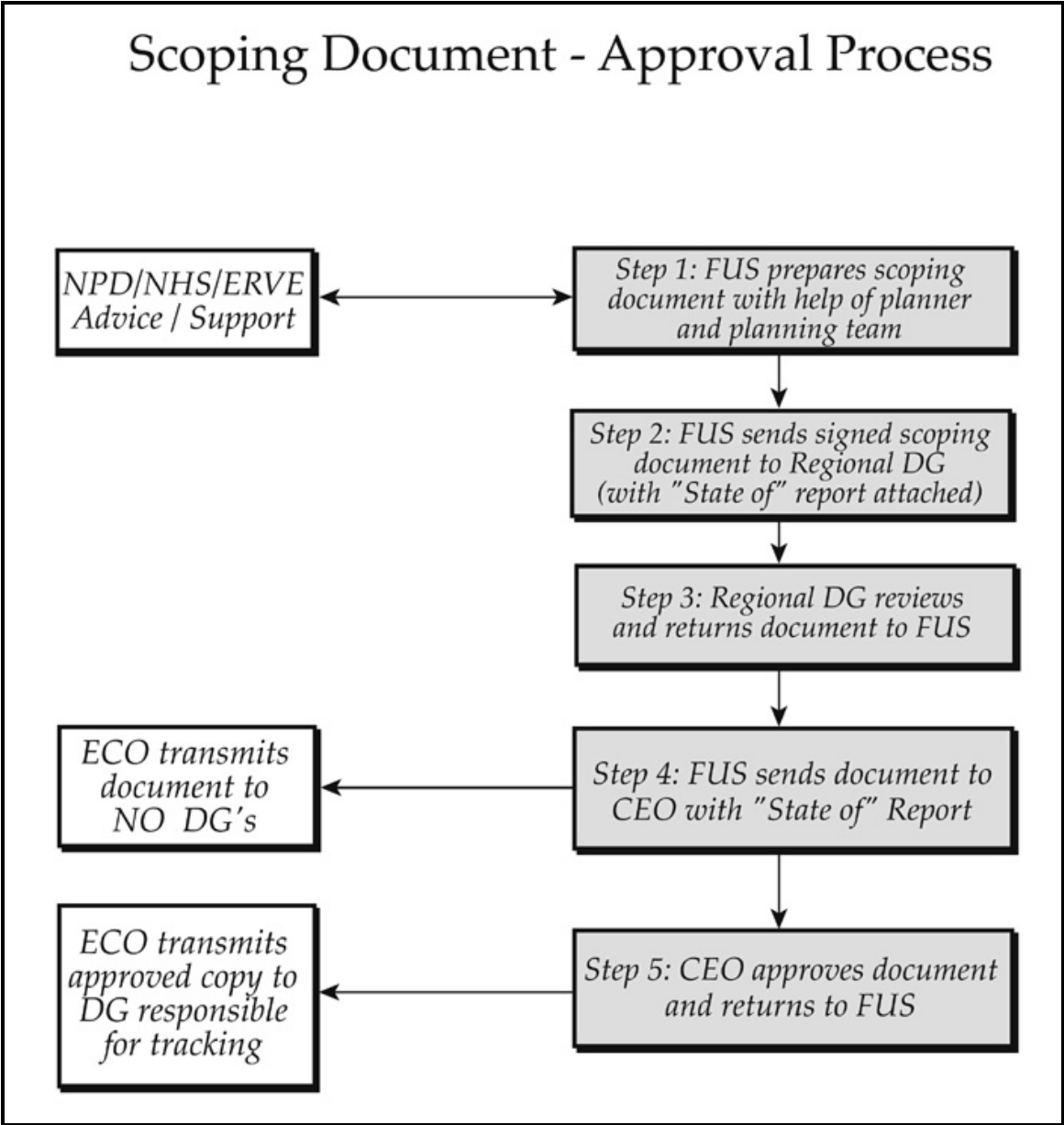


Figure 7. Scoping Document Review and Approval Process

7 Management Plans

7.1 How to Prepare a Management Plan

The management plan sets out a long-term vision (15 years) for achieving the Agency's mandate and associated direction for protected heritage places. This section describes the steps involved in preparing the management plan. The sequence of these steps may vary or overlap depending on circumstances.

Key inputs and steps

The key inputs for preparing a management plan include the "state of" report and scoping document. Planners may also wish to review documents that were part of the internal assessment and five-year review, such as annual implementation reports, natural and cultural resource inventories, visitor experience assessments and evaluations of public education initiatives. Not all documents may be available for all sites.

The planners should consider the following steps in preparing a management plan: establishing the terms of reference; conducting the analysis and setting options; crafting a vision statement; formulating key strategies and area approaches for the heritage place; consulting with and engaging the public; and fitting it all within a results framework.

When preparing the first management plan for national parks and national marine conservation areas, planners must consult the following documents:

- establishment agreements entered into with provincial or territorial governments;
- impact and benefit agreements or other similar agreements with Aboriginal peoples;
- feasibility studies;
- strategic environmental assessments required during the establishment process; and
- reports to Parliament on specific national parks and national marine conservation area establishment/expansion projects.

The plan must reflect the commitments made in the establishment agreements and should conform to the content requirements set out in Section 7.2. It should use non-technical language and, where appropriate, include graphics/maps, tabular and visual material so that it will be understandable to the public, stakeholders, partners, Aboriginal peoples, parliamentarians, and Parks Canada staff. Any technical details should be referenced in appendices. Finally, the plan should be prepared using required template material (for example, the Minister's foreword).

7.2 Content Description of a Management Plan

The following is a section-by-section outline of the contents of management plans for national historic sites, national parks and national marine conservation areas. Where content requirements differ for any of the three protected heritage areas, these special requirements are identified in the text.

The completed management plan should generally not exceed 50 pages in length. Management plans covering multiple sites may be longer. For guidance, recommended page lengths for some sections have been identified in the margins of this Guide.

Management Plan content checklist	√
<i>Title Page</i>	
<i>Foreword</i>	
<i>Recommendation Statement</i>	
<i>Executive Summary</i>	
<i>Table of Contents</i>	
<i>Introduction</i>	
<i>Importance of the Protected Heritage Place</i>	
<i>Planning Context/Current Situation</i>	
<i>Vision Statement</i>	
<i>Key Strategies</i>	
<i>Area Management Approach</i>	
<i>Partnership and Public Engagement</i>	
<i>Transportation and Public Utilities (where appropriate)</i>	
<i>Townsites (NPs only)</i>	
<i>Zoning and Wilderness Area Declaration (NPs and NMCAs only)</i>	
<i>Administration and Operations</i>	
<i>Monitoring</i>	
<i>Summary of Strategic Environmental Assessment</i>	
<i>References</i>	
<i>Appendices</i>	
<i>Summary of Actions</i>	

Achieving the appropriate level of detail is an issue in most management planning exercises. Precise guidance cannot be given because of the uniqueness and diversity of Canada's protected heritage places. Generally speaking, to reflect the long-term vision for the protected heritage place, and to ensure the direction remains relevant for more than one planning cycle, the FUS and planners should keep the contents of the management plans at a strategic level. To do so, plans should focus on key strategies and desired results and show how planned actions or processes lead to achieving those results.

7.2.1 Title Page

The title page includes:

- the title of the management plan; and
- the date the plan was approved by the Minister (month and year).

7.2.2 Foreword

The foreword acknowledges the Minister's approval/endorsement of the management plan. It is written by Parks Canada National Office and approved by the Minister's communications staff. The foreword is posted on the Agency Intranet site.

 Take note:

When a management plan deals with more than one protected heritage place, the title page must clearly indicate the official names of all nationally significant protected heritage places referred to in the plan.

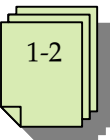
 Take note:

For NMCAs, the foreword should identify any agreement(s) made between the Minister responsible for Parks Canada and the Minister of Fisheries and Oceans, and/or Transport. Details should be highlighted in the document and, if appropriate, appended to the plan.

7.2.3 Recommendation Statement

This section includes an endorsement by Parks Canada and a recommendation for Ministerial approval. It also includes:

- the signature of Parks Canada’s CEO;
- the signature of the FUS; and
- the endorsement of cooperative managers (where appropriate) or management advisory committees.



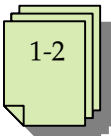
7.2.4 Executive Summary

The executive summary is a non-technical overview of the management plan that describes:

- major management issues;
- key strategies and actions to be taken to address those issues; and
- anticipated results.

7.2.5 Table of Contents

Provide a complete list of the chapters and other main sections (e.g., foreword, appendices and references) of the plan in the order in which they appear, and identify the page number of the first page of each section.



7.2.6 Introduction

The introduction briefly sets the context for the management plan, providing key information about:

- the purpose of the management plan, including its legislative and policy basis (* [Guide, Part A, Sections 1 and 2](#), for more information on the legislative and policy context);
- how the management approach integrates

 Take note:

Consult the Agency Intranet site for the current template for the recommendation statement.

Why is the executive summary important?

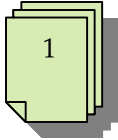
The executive summary may be the only section of the plan that people read, so make sure it succinctly communicates the full intent and anticipated impact of the plan. It should be suitable as a stand-alone document and demonstrate an integrated approach to delivery of the mandate elements.

 Take note:

Include a map(s) to provide geographical context for your heritage place. To save time and resources, and for consistency, use existing maps from the “state of” report, CIS or scoping document.

implementation of actions for all of the Agency's mandate elements;

- any formal third-party involvement or cooperative planning and management obligations;
- regional context and geographic location (include a map); and,
- the planning process, including public engagement, and advisory or management board role.



7.2.7 Importance of the Heritage Place

This section briefly describes why a historic site was designated or the role a national park or national marine conservation area has in the context of the national systems plans, and includes:

- a description of the protected heritage place, its role in the Parks Canada national system, and the values for which the site has been designated (for NHS, this section should summarize the key elements of the CIS);
- the protected heritage place in its regional setting, including its place in a network of sites of similar cultural or ecological value;
- the role of the heritage place in meeting broad public policy objectives, including those under other departmental legislation (such as the *Fisheries Act* or the *Oceans Act* in the case of NMCAs), as well as other important contributions through designation as a Canadian Heritage River;
- any international designations, such as a World Heritage Site, RAMSAR site, or Biosphere Reserve (where applicable). For national parks and national historic sites designated as World Heritage Sites under the UNESCO World Heritage Convention, consult the Intranet site for a template to explain how Parks Canada carries out its obligations under the Convention; and,
- any establishment and/or land claim agreements.

What message should the section on the Importance of the Heritage Place convey?

This section should answer the following questions:

- Why was the site established (i.e., what is distinctive or significant about it)?
- Why is this site important to the protected heritage places system?
- Why is the site important to Canada and the world (i.e., what heritage values does it represent)?
- How does this site demonstrate leadership (e.g., with respect to resource protection, commemoration, environmental stewardship, public education, visitor experience, tourism and socio-economic contribution)?



**7.2.8 Current Planning Context/
Situation**

This section summarizes the current planning context and includes key information from the “state of” report for the heritage place relating to the three core elements of the Agency’s mandate. It focuses on:

- Brief description of EI or CI or ecological sustainability and of Connection to Place (define the terms used to make them understandable);
- the current state of opportunities for visitor experience, resource protection and provision of public education;

 Take note:

Refer to the “state of” report that incorporates CI evaluation findings on threats and impairments to resource protection and on the effectiveness of public understanding/education. In addition, the “state of” report contains information related to the public awareness and visitor experience elements of the Agency’s planning framework. It is not necessary or desirable to repeat all of the information in the “state of” report, but you should provide a summary of the most relevant aspects in this chapter of the management plan.

- the special characteristics of the protected heritage place that make it special for visitor experience or public education opportunities and its role in regional heritage tourism;
- brief description of the current audience;
- the history of the heritage place;
- the planning history;
- traditional use and subsistence harvesting activities;
- the engagement of local Aboriginal communities, stakeholders and local residents in planning and management;
- cooperative management practices; opportunities; and
- a summary of key issues, challenges. (*× Guide, Part A, Section 2.4.3, for information on cooperative management.*)



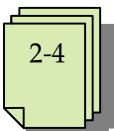
7.2.9 Vision Statement

The management plan reaffirms or amends the vision from previous plans or sets out a new vision. For new management plans, the key elements of the vision identified in the scoping document provide the foundation for crafting or adjusting the vision statement. (*× Guide, Part B, Section 6.2.2, for information on the scoping document vision elements.*)

The vision sets out an inspiring and engaging statement that conveys the special character of the protected heritage place. It paints a picture of the future desired state of the national park, national historic site or national marine conservation area. The statement should highlight and reinforce the special heritage values and characteristics of the protected heritage place.

It is important to take the time to craft the vision statement so that it can stand alone as an effective communication tool. It should also serve as a point of reference for all management planning decision-making. ([*× Guide, Part B, Introduction, for information on crafting a vision statement.*](#))

7.2.10 75



7.2.11 Key Strategies

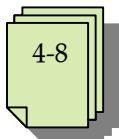
Key strategies are the backbone of the management plan. They convert the vision set out in the plan into concrete strategic direction. Key strategies focus on the broad management approaches needed to address major issues for heritage resource protection, visitor experience, and public education in a way that clearly outlines the interdependence and synergistic relationship of the three mandate elements.

The key strategies should be forward looking and give the reader a clear overview of how the protected heritage place will be managed. The key strategies provide the framework for setting objectives, targets and actions for the protected heritage place as a whole, and for specific geographic areas or locations identified within the heritage place. They help clarify the issues and opportunities, establish clear result statements and identify the strategic direction required to achieve those results. To be effective, key strategies should:

- be succinct (page length will depend on the size and complexity of the heritage place);
- focus on a holistic approach to managing the heritage place;
- clearly reflect the integrated delivery of the mandate elements; and
- address how they apply for any specific area.

([Guide, Part B, Introduction, for information on key strategies.](#))*

Annual reporting focuses on the key strategies and the steps taken to implement them.



7.2.12 Area Management Approach

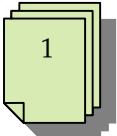
While key strategies focus on addressing issues and challenges that affect the park, site or marine conservation area as a whole, there will be certain areas within a protected heritage place that merit a specific management focus. The fundamental purpose of presenting the management plan by area/location is to facilitate the integration of planning solutions and their subsequent implementation. (*[* Guide, Part B, Introduction, for information on area approach.](#)*)

A separate section of the plan should be devoted to each area/location. The section should identify resource protection, visitor experience, and public education objectives, targets and actions to achieve the vision and key strategies. The section should also address the main challenges and specific strategies to address them, and show how actions for each of the mandate elements will be achieved in a mutually supportive manner.

To avoid too much detail, direction for each area should be at a strategic level. As a general rule, direction for each area/location should be limited to between two and four pages. A map showing the management area/location boundaries should also be provided.

Zoning and management areas

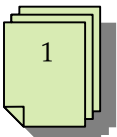
Zoning and area-specific approaches are management planning tools. An area focus promotes an integrated approach to implementing the Agency's mandate. Zoning can be a tool to complement management objectives in areas identified for a localized geographic management approach. However, the geographic management areas will not necessarily coincide with zoning plans and should not be interpreted as being the same as zoning.



7.2.13 Partnership and Public Engagement

This section of the management plan briefly recognizes and describes:

- the role of management boards (where appropriate);
- any formalized involvement, consultation or partnerships, including any cooperative agreements with other government agencies and cooperating associations, local tourism boards as well as local/regional business groups;
- principles and strategies to ensure effective and ongoing engagement of Aboriginal peoples, partners, stakeholders and interested Canadians in management planning and problem solving;
- keys areas for pursuing regional coordination and relationships (e.g., provision of complementary or support services); and
- strategies for monitoring the effectiveness of partnerships and public engagement initiatives.



7.2.14 Through Highways, Through Waterways, and Utilities (where appropriate)

The planned results for through highways, through waterways and utilities infrastructure are set out in the Corporate Plan. Management plans for heritage places that contain throughways and utility infrastructure should provide:

- a description of the throughways and/or utility corridors, and any current issues;
- a strategy for managing throughways and utility corridors;
- management objectives, targets and actions to mitigate negative impacts and ensure the safe public use of ground, marine and air transportation and utility corridors; and
- an approach for monitoring, assessing and reporting on the results of the management actions.

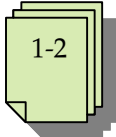
 Take note:

Where major infrastructure changes are anticipated, the management plan should:

- consider how any impacts would be addressed;
- recognize that these are “basic and essential services” and ensure that transportation and/or utilities are considered in, and consistent with, zoning for the protected heritage places; and
- where applicable, highlight any agreements with other departments or agencies (e.g., Department of Transport) regarding corridors.

Note that, depending on the nature of the park/site, it may be more appropriate to include the approach to transportation and utilities issues in the area management approach

identified in Section 7.2.11. Where transportation and utilities cut across several geographic planning areas, then a separate chapter is warranted.

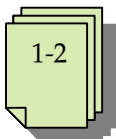


7.2.15 Townsites (National Parks only)

When townsites are located within Canada's national parks, the management plan should include direction on it in the appropriate planning subsection. Townsites can have a significant impact on adjacent park lands and play an important role in supporting visitor experience and public education. As such, the relationship of the townsite to the surrounding area and to the park as a whole should be clearly outlined. Management plans for parks with town sites should provide:

- a description of the history and nature of the town site, its relationship to the park and any major challenges;
- the status of the existing town site plan, including development limits;
- a role statement for the town site (i.e., the key purpose the town site will serve in the park);
- broad direction for achieving the legislated principles for town sites: no net negative environmental impact; responsible growth management; appropriate use; leadership in environmental stewardship and heritage conservation; and
- the role the town site will play in contributing to the objectives of protection, visitor experience and public education.

The town site may also lend itself to the area management approach outlined in section 7.2.11.



7.2.16 Zoning and Wilderness Area Declaration (NPs and NMCAs)

Management plans for NPs and NMCAs should provide:

- a brief explanation of the zoning system;
- an explanation of how the zones have been applied;
- a brief description of environmentally sensitive sites and culturally sensitive sites, if any; and
- a zoning map of the protected heritage area.

For National Parks: the management plan review is a good opportunity to assess the zoning system and address any changes. The management plan should indicate any area(s) to be declared as wilderness and specify the activities to be allowed in these areas. Prepare a National Park Wilderness Area Administrative Map Plan to show the boundaries of declared wilderness areas.

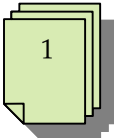
Consultations on the management plan support the formal regulatory process needed to establish or change boundaries of a declared wilderness area. Obtaining public input during the planning process avoids having to carry out a separate consultation to satisfy regulatory requirements.

For National Marine Conservation Areas: A zoning plan is required for the interim management plan. The plan should describe at least one zone that fully protects special features or sensitive elements or ecosystems, and at least one zone that encourages sustainable use of marine resources. This requirement is only for the interim plan. A zoning framework for NMCAs is currently under development.

For national historic sites and canals with an extensive geographic footprint, zoning can be used as a tool to plan for different uses in the different parts of the site or canal. The zoning can be based on the zoning framework for national parks.

 Take note:

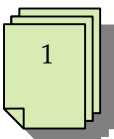
Consult [Parks Canada Guiding Principles and Operational Policies](#) (1994) and the [2000 Action Plan for the Designation of Wilderness Areas](#) for more information on zoning and other designation tools.



7.2.17 Administration and Operations (where applicable)

This section addresses issues traditionally associated with site administration and operations. It also addresses management plan policies related to environmental stewardship. Where administrative and operational facilities are located within park communities, the direction for related facilities is addressed in the park town site plan. Only outside facilities are addressed in a separate chapter. Where there are only a few facilities, the direction could be incorporated into the individual planning area. If a separate chapter is warranted, it should include a summary of:

- proposed changes in operational facilities and structures, including offices, maintenance facilities and staff accommodations (where applicable); and
- the environmental stewardship strategy.



7.2.18 Monitoring

Condition monitoring

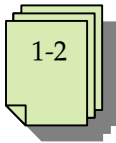
This section of the management plan should briefly describe the ongoing effort to measure aspects of EI, CI, Ecological Sustainability, and Connection to Place and to summarize these

in a few indicators. The indicators should be listed and plans for major changes or upgrades in the monitoring scheme should be described.

Effectiveness Monitoring

Monitoring of the results of management actions will focus on selected measures in specific locations over a defined period of time. Management targets will be established for those measures of resource sustainability and connection to place that arise out of the key strategies. Links with ongoing condition monitoring should be discussed in this section.

([Guide, Part A, Section 3.5, for information on planning and managing for results.](#))*



7.2.19 Summary of Strategic Environmental Assessment (SEA)

This section summarizes the management plan's strategic environmental assessment, in compliance with the requirements of the [Cabinet Directive on Environmental Assessment Policy, Plan and Program Proposals \(2004\)](#). The summary should describe:

- the scope and methodology of the SEA;
- the potential environmental effects, both positive and negative (including cumulative effects); and
- strategies for avoiding or reducing adverse impacts and enhancing positive environmental effects.

It is important to ensure that all objectives and actions in the plan are reviewed for their environmental results. The scope of this review goes beyond the boundaries of the heritage place to consider the effects of the management plan in combination with external sources of stress.

The assessment includes the key issues, along with the appropriate geographical area under consideration. This analysis should consider the individual and cumulative impacts from existing use, development and facilities, both inside and outside the park, site or marine conservation area, combined with strategies or actions proposed in the plan, as well as likely future use, development and facilities outside the heritage place. The broad economic and social implications of a plan should be identified, and the positive effects of strategies and actions proposed in the plan. It should also present strategies for avoiding or reducing adverse impacts and enhancing positive environmental effects.

The section describes the acceptability of any residual adverse impacts in the context of federal and Parks Canada legislation and policies, the zoning system, and the "state of" heritage place reports. It should also evaluate the impacts in the context of existing indicators and associated targets or thresholds. Follow-up monitoring requirements are specified for any environmental or cultural components that are considered vulnerable due to uncertainty about the impact of prediction or the effectiveness of mitigation measures.

Additional information on preparing a SEA can be found in the [Parks Canada Guide to the Environmental Assessment of Management Plans](#) and on the Parks Canada Intranet site under Ecosystem Management and Protection.

7.2.20 References

This section should only include material cited in the management plan. References are listed in alphabetical order by author, and include the author's name, the complete title of the cited work, the title of the source, the volume number, issue number, year of publication, and pages cited. Do not include any abbreviations.

7.2.21 Appendix on Summary of Planned Actions

The sections on key strategies and area management set out the objectives, targets and major actions to be undertaken to address the issues identified. The list of actions should not be comprehensive, but give an indication of where effort will be directed in the first five years and where priorities lie. The implementation of the management plan is directly linked to field unit business plans, where resources are specifically allocated to implement the management plan.

The types of actions to be undertaken during the planning cycle should be presented in a simple format, such as an action table appended to the management plan. The information in this table can be used to assist with annual reporting on what has been done to implement the management plan. It also simplifies any required amendments at the end of the planning cycle. If the strategic direction for the plan remains valid, the only amendments may be to the planned actions appendix.

7.2.22 Other Appendices

Other appendices include supplementary information pertaining to the management plan. These appendices may include:

- a list of contributors (where appropriate);
- an acknowledgement page (if appropriate);
- a glossary of terms;
- a list of acronyms;
- references to agreements with other departments, agencies, organizations, boards, etc.;
- strategic environmental assessment report (optional); and
- any other relevant material referred to in the text of the plan

7.3 Plan Review and Approval Process

Figure 8 illustrates the steps in the process of reviewing a management plan and obtaining approvals.

Step 1. The FUS and planners draft the management plan using templates, models and other support tools developed by NPD, NHSD and ERVED. On request, these directorates provide timely advice and guidance. If the FUS requests guidance on any aspect of the plan, the FUS will forward the draft to the National Office director responsible for management planning in the directorate whose advice is sought (Legislation and Policy Branch for NPs and NMCAs, the Planning and Programs Branch for NHS, the Visitor Experience Branch for ERVED). The directorates consulted reply directly to the FUS.

Step 2. Once the management plan is written, the FUS forwards it and related documents to the regional Director General, together with a briefing note that highlights any critical or potentially sensitive issues. The management plan approval package includes (in both official languages):

- management plan;
- cover page;
- recommendation page;
- Minister's foreword;
- briefing note from the FUS to the CEO (language of author only);
- briefing note from the CEO to the Minister;
- press release;

- communications plan; and
- tabling letters to the Clerks of the House of Commons and the Senate.

Step 3. Following review by the regional Director General, the FUS signs the recommendation page, attesting that the management plan:

- meets legal and policy requirements;
- is mindful of precedents;
- does not raise public expectations that cannot be met;
- has been developed through appropriate staff and public engagement;
- presents proposals that are financially sustainable; and
- meets Parks Canada Identity Program and corporate communication standards.

The FUS transmits the plan package for CEO approval and signature to ECO, which ensures transmission of a copy to the appropriate National Office director responsible for management planning. The package is sent in electronic format, and the signed recommendation page is sent by courier. The communications staff at Parks Canada and the Minister's Office review the communications plan and press release concurrently.

Step 4. The CEO, who may consult National Office Directors General in reviewing the management plan, either recommends the plan or requests revisions.

- ⇒ If the CEO recommends the plan, the package is transmitted to the Minister's Office with the signed recommendation page.
- ⇒ If the CEO requests revisions, the management plan is sent back to the FUS for revisions. The FUS then returns the complete package to the CEO's Office for recommendation, as in Step 3.

Step 5. After the Minister approves the management plan, ECO notifies the FUS and the appropriate National Office director responsible for management planning. ECO retains the tabling letters to the Clerks, and couriers the recommendation page and final signed Minister's foreword to the FUS.

The FUS arranges for any final revisions, translation, printing and shipping of the required number of management plans to the CEO's Office for tabling in Parliament. From there, the printed management plans and tabling letters are transmitted to Parliament for tabling in both Houses. (Consult Appendix C for printing and tabling details.) In some circumstances, the CEO's Office requests a minimum number of laser copies to be printed immediately after receiving the signature pages so that the plan can be tabled under a tighter than normal timeframe.

After printing, the FUS couriers six copies of the management plan in each official language to ECO for tabling and holds the remaining copies for distribution. ECO transmits the tabling letters and management plans to the House of Commons and the Senate, and

immediately notifies the FUS and everyone on the original FUS distribution list, including the appropriate National Office director responsible for management plan tracking. The FUS immediately implements the communications plan and distributes the remaining management plans according to requirements.

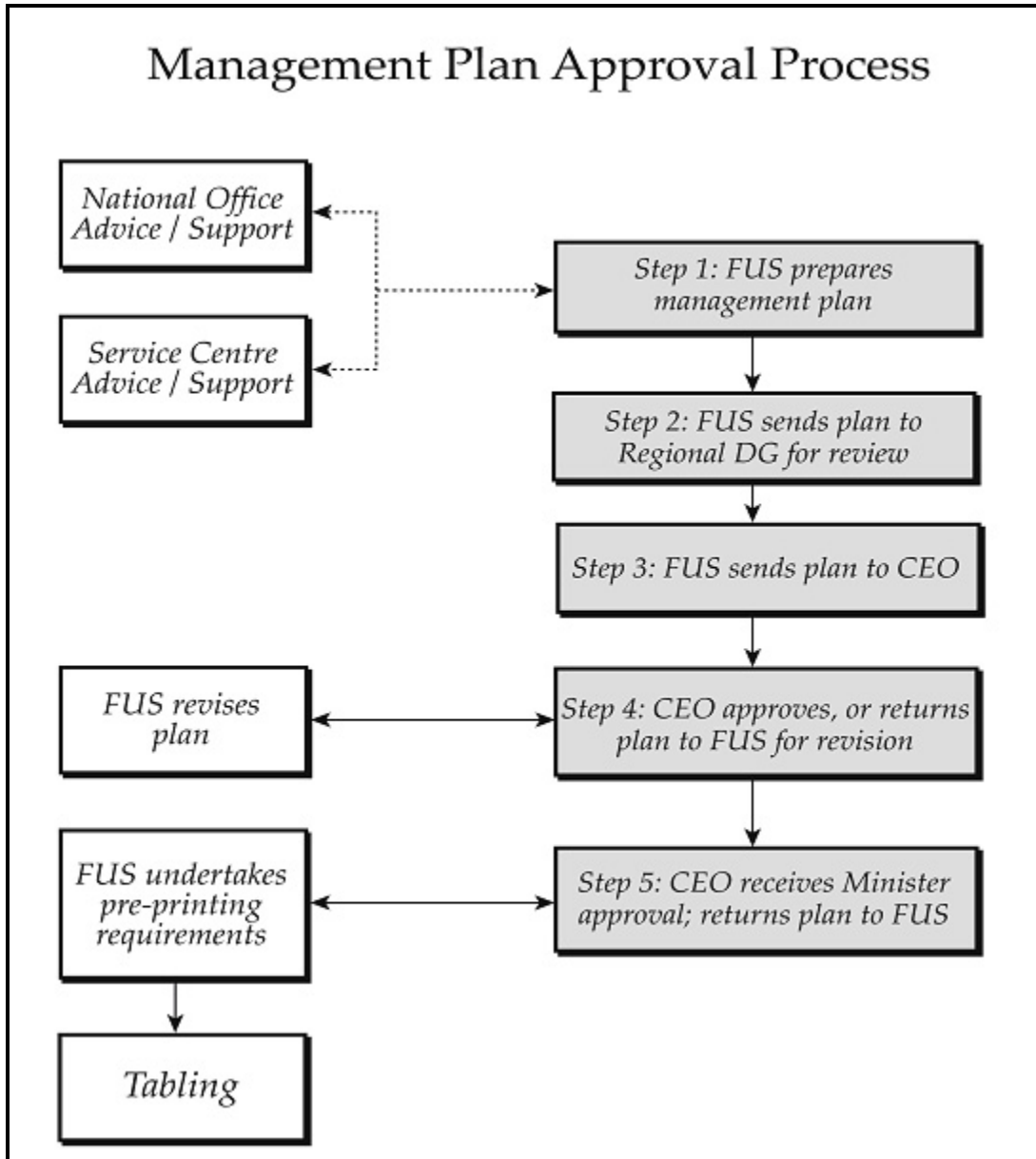


Figure 8 . Management Plan Approval Process

PART C. Production, Printing and Distribution

Part C of the Guide contains:

- information on Parks Canada standards for production, printing and distribution of management plans.

8 Production

8.1 Style Requirements for Management Plans

8.1.1 Language

- All plans must be published in both official languages.
- Nunavut Field Unit must publish in Inuktitut as well.

8.1.2 Writing/Editing

- Plans must be well written and well edited in all languages.
- Translations must be checked for accuracy against the original language and for correct use of terminology.
- Authors of management plans should make use of Parks Canada Messages Toolkit for Staff (2001). It provides standard messages which, when delivered consistently and repeatedly, strengthen and clarify the image of national parks, national historic sites and national marine conservation areas. The toolkit is located at:
http://intranet/content/engagecdns/orig/MessagesToolkit_2001_ch1-3_PDF.pdf

① For more information:

1. [Parks Canada Identity Program Guidelines](#) provide guidance on all aspects of publishing.
2. Contact Service Centre graphic design/print production specialists for more information about design, production and printing.

8.1.3 Length

Document length will depend on the complexity of the site or park's planning issues, but should be no longer than 50 pages.

8.2 Government of Canada Publication Requirements

- notice of copyright to protect the Crown
- ISSN (or ISSN or ISMN) number
- catalogue number
- catalogue in publication (CIP) number

Note that, for desktop production, it may be more cost effective to print the minimum number required and keep a CD copy available for future printing needs. You should also take into account the field unit's ability to store extra copies

8.3 Binding

- In offset printing, saddle stitching, spiral and cerlox binding are often less expensive than perfect binding (which allows printing on the spine);
- In advanced digital printing, saddle stitching and perfect binding are often more reasonably priced.

8.4 Distribution

Following the tabling of the plan, field units distribute to:

- Parliamentary Distribution Centre;
- Depository Services Program of the National Library;
- Documentation centres of the National Office; and
- National Office planning units.

8.5 Required Numbers and Formats

Copies go to:

- Parliamentary Distribution Centre: 5 tumbled or 5 in each language;
- Depository Services Program: 70 tumbled or 70 English and 30 French ; the minimum requirement for the depository services are 55 English and 25 French.;

- Documentation centres — National Office: 10 English and 5 French for NP and NMCA and 1 of each for NHS-Knowledge Center
- National Office planning units: five tumbled or five in each language for NP; one of each for NHS and one of each for ERVE;
- Field Unit: at the discretion of the FUS.

Note that copies can either be paper or CD copies. Contact recipients for their preferences on format and number of copies they wish to receive. Regular updates on required numbers and formats will be posted on the Parks Canada intranet site.

8.6 Posting Management Plans on the Internet

In accordance with section 18(f) of Treasury Board Directive, "[Communications Policy of the Government of Canada](#)," all field units are responsible for providing electronic copies of the management plan in French and English in PDF and HTML formats for posting on the Parks Canada external Web site. It is the Field Unit Superintendent's responsibility to ensure that the plan has been posted on the Internet. Consult the Parks Canada Intranet site under management planning for the latest instructions, or use the following contact information: contactweb@pc.gc.ca.

Posting of strategic environmental assessment summaries

For SEA, the [Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals](#) (2004) requires that Parks Canada provides a public statement summarizing the strategic environmental assessment at the time of any public announcement of the approval of the management plan. The final summary of the strategic environmental assessment should be sent to the environmental assessment section of National Office who will have them posted on the Parks Canada public website once the management plan has been approved by the Minister.

Appendix A: Legislative Requirements for Management Planning

Management plans must be consistent with national legislation and policy. This section of the Guide gives an overview of the key aspects of relevant legislation that support the policy context for management planning.

Specific requirements for preparing and tabling management plans are contained in the [Parks Canada Agency Act](#) (1998) (PCAA), the [Canada National Parks Act](#) (2000) (CNPA), the [Canada National Marine Conservation Area Act](#) (2002) (CNMCAA) and the [Saguenay-St. Lawrence Marine Park Act](#) (1997) (SSLMPA). The key legislative requirements related to planning are outlined below:

- *Timing:* A management plan must be prepared and provided to the Minister within five years of the establishment of all national parks, national historic sites owned by Parks Canada, and national marine conservation areas (PCAA, s. 32(1), CNPA, s.11 (1), and CNMCAA, s. 9(1));
- *Tabling:* Management plans must be tabled by the Minister in each house of Parliament (PCAA, s. 32(1), CNPA, s. 11(1), CNMCAA, s. 9(1) and SSLMPA, s. 9(1));
- *Review:* The plans must be reviewed every five years and any amendments tabled in Parliament. Saguenay-St.-Lawrence Marine Park is an exception, however, as its legislation provides for a seven-year review. (PCAA, s. 32 (2), CNPA, s. 11(2), CNMCAA, s. 9(2), and SSLMPA, s. 9(2));
- *Contents:* Management plans must contain:
 - *for national parks:* a long-term ecological vision for the park, a set of ecological integrity objectives and indicators, and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation (CNPA, s. 11(1))
 - *for national marine conservation areas:* a long-term ecological vision, and provisions for ecosystem protection, human use, zoning, public awareness and performance evaluation (CNMCAA, s. 9(1))
 - *for national historic sites:* provisions for commemorative integrity, resource protection and visitor use (PCAA, s. 32(1))
 - *for the Saguenay-St. Lawrence Marine Park:* resource protection, zoning and visitor use (SSLMPA, s. 9(1))
- *Establishment:* An interim management plan, including management objectives and a zoning plan, must be tabled along with a report to Parliament when a national marine conservation area is formally established (CNMCAA, s. 7(1)).
- *Consent:* The provisions of a management plan or interim management plan for a national marine conservation area respecting fishing, aquaculture or fisheries management are subject to agreement between the Minister of the Environment and the Minister of Fisheries and Oceans (CNMCAA, s. 9(4)). Provisions respecting marine navigation and marine safety are subject to agreement between the Minister of the Environment, the Minister of Transport and the Minister of Fisheries and Oceans (CNMCAA, s. 9(4.1)). For the Saguenay–St. Lawrence Marine Park, the Minister of the Environment draws up the

management plan jointly with the responsible Quebec minister (SSLMPA, s. 9(1)).

- *Consultation:* The management planning preparation and revision process for national parks must provide opportunities for public consultation at the local, regional and national levels (CNPA s.12 (1)). The complex jurisdictional nature of NMCAs entails a broad range of consultation and advisory committee requirements that are contained in the [Canada National Marine Conservation Areas Act \(ss. 10\(1\) and 11\(1\)\)](#). This includes establishing an advisory committee for each national marine conservation area to advise the Minister on the formulation, review and implementation of the management plan. Legislation requires the establishment of a committee to ensure harmonization in implementing activities and programs of the federal and Quebec governments with respect to the Saguenay–St. Lawrence Marine Park. As well, a coordinating committee must make recommendations to both levels of government on implementing the management plan (SSLMPA, ss.15, 16(1)).
- Note that case law has clarified the legal duty to consult with Aboriginal peoples. These consultations are distinct from the consultation requirements of Parks Canada’s enabling legislation.

Appendix B: List of Associated/Supporting Documents

The following documents are support material, and are referred to in various sections. New documents will be added as they become available.

- [A Framework for Visitor Experience Performance Measurement](#) (2006)
- [Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals](#) (2004)
- [Canada. Strategic Environmental Assessment: The Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals. Guidelines for Implementing the Cabinet Directive. Ottawa: Published jointly by the Privy Council Office and the Canadian Environmental Assessment Agency, 2004. 10p.](#)
- [Cultural Resources Management Policy](#) (Parks Canada, 1994)
- [Handbook for Parks Canada Employees on Consulting with Aboriginal people](#) (2007)
- [Monitoring and Reporting Ecological Integrity in Canada's National Parks. Volume 1: Guiding Principles](#) (2005) and [Volume 2: A Park-Level Guide to Establishing EI Monitoring](#) (2007).
- [National Action Plan for the Declaration of Wilderness Areas](#) (Parks Canada, October, 2000)
- [National Environmental Management System \(EMS\) Framework](#) (March 2003)
- Parks Canada Agency Annual Reports
- [Parks Canada Agency Guidelines for Aboriginal Consultation and Accommodation in Management Planning](#) (2007)
- [Parks Canada Corporate Plans \(annually\)](#)
- [Parks Canada Guide to the Environmental Assessment of Management Plans](#) (2002)
- [Parks Canada Guide to the Preparation of Commemorative Integrity Statements](#) (2002)
- [Parks Canada Guiding Principles and Operational Policies](#) (Parks Canada, 1994)
- [Parks Canada Messages Tool Kit for Staff](#) (2001)
- [Recreational Activity And Special Event Assessments - Management Bulletin # 2.6.10](#) (2008)

- Skills for working together in the management of protected heritage areas (Participant Training Manual, 2006) [*Schedule to be updated in 2009*]
- [Standards and Guidelines for the Conservation of Historic Places in Canada](#) (2005)
- [Visitor Experience Assessment and Action Planning Guide](#) (2006)
- [Visitor Risk Management Handbook](#) (Parks Canada, 1996) and associated directives regarding public safety and emergency planning, including reference to cooperative safety management with others (e.g., RCMP, Coast Guard)

Glossary

Aboriginal Peoples

Descendants of the original inhabitants of North America. The Canadian Constitution recognizes three groups of Aboriginal people – Indians, Métis and Inuit. These are three separate peoples with unique heritages, languages, cultural practices and spiritual beliefs.

Corporate Plan

A yearly 5-year plan developed to achieve Agency objectives. It is a single document that outlines the Agency's overall corporate direction for the next five years. It is Agency wide and assigns responsibilities, authorities and accountabilities at the corporate level.

Annual Implementation Report

At the field unit level, a process to review the results of actions taken to achieve key strategies set out in the approved plan which provides a basis for on going relationship with partners, stakeholders and Aboriginal peoples. Its format may range from a short, printed report to a multi-day forum.

Annual Performance Report

This document reports on operations for the completed fiscal year that a Minister is required, normally by a department's or agency's enabling statute, to table before Parliament at a designated time. There are specific Treasury Board guidelines regarding the structure, content and focus of the report and how the work done and results achieved during the past fiscal year are to be presented.

Area management approach

An approach to ensure the integrated delivery of the Agency mandate in a specific geographic area. The area can be based on: the complexity of issues; the size of the heritage place; the logical grouping of resources; the special attachment to the area by local residents or visitors; or simply lends itself to a distinct management approach.

Commemorative Integrity

Commemorative integrity describes the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when: the resources directly related to the reasons for designation as a national historic site are not impaired or under threat; the reasons for designation as a national historic site are effectively communicated to the public; and the site's heritage values (including those not related to the reasons for designation as a national historic site) are respected in all decisions and actions affecting the site.

Commemorative Integrity Evaluation

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

Commemorative Integrity Statement

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

Connection to Place

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

Consultation

The term public consultation refers to the two-way process of Parks Canada providing and seeking information and advice from the general public, governments, Aboriginal peoples, interest groups and others on the management of protected heritage places. Consultation is only one of the many aspects of the overall public engagement.

Cooperative Management

Generally refers to “the sharing of power and responsibility between government and local resource users”. At Parks Canada, it refers to varying degrees of participation with Aboriginal parties from close working relationships such as advisory boards to more formal agreements such as Aboriginal management boards.

Culturally Sensitive Sites

Sites that warrant special management, due to the sensitive nature of the cultural resources found there. Guidelines for the protection and use of these sites may be required.

Directorate

Parks Canada organizational component of its National Office, which provide functional guidance on specific issues relevant to the mandate of the Agency. Directorates relevant to this Guide include, External Relations and Visitor Experience Directorate, National Historic Sites Directorate, and National Parks Directorate.

Ecological Integrity

Defined as “a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes” ([CNPA s. 2\(1\)](#)).

Ecologically Sustainable Use

A fundamental concept for national marine conservation areas which requires that resources “be managed and used in a sustainable manner that meets the needs of present and future generations without compromising the structure and function of the ecosystems, including the submerged lands and water column with which they are associated” ([CNMCAA, s. 4\(3\)](#)).

Education

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

Environmentally Sensitive Sites

Sites that warrant special management, due to the sensitivity of the natural resources found there. Guidelines for the protection and use of these sites may be required.

Field Unit

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

Field Unit Business Plans

A document that outlines the key planned activities and expenditures for field units, service centers and national office administrative divisions.

Impact and Benefit Agreement

An agreement between Parks Canada and a land claim beneficiary group that addresses any matter connected with a protected heritage place owned and administered by Parks Canada, that might have a detrimental impact on the beneficiary group or that could reasonably confer a benefit on the beneficiary group.

Indicator

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

Interim Management Plan

A document that is intended to “guide business planning and management actions over the first five years of national marine conservation area operations.

Key strategy

Concrete expression of the vision statement that provides heritage place-wide direction. Must give a clear overview of how the protected heritage place will be managed and how the three mandate elements will be achieved in a mutually supportive manner.

Land Claim Agreement

A constitutional protected treaty with an Aboriginal group whose Aboriginal rights have never been extinguished by means of a treaty or any other legal process. The Federal Government seeks to clarify the rights of ownership and use of the land and resources, as well as the right of self-government by means of a final settlement that is fair to the Aboriginal Peoples involved and other Canadians. These agreements may apply within all protected heritage places that are owned and administered by Parks Canada.

Management Plan

A document that outlines the objectives for managing a protected heritage place as well as the implementation means and strategies established to achieve these objectives.

Measure

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

National Historic Site of Canada

A “historic place” as defined in the [Historic Sites and Monuments Act](#) or a place set aside as a national historic site under section 42 of the [Canada National Parks Act](#). The name is commonly used to refer to the area administered by Parks Canada, or another owner, as a national historic site.

National Marine Conservation Area of Canada

A national marine conservation area named and described in Schedule 1 to the [Canada National Marine Conservation Areas Act](#).

National Park of Canada

A national park named and described in Schedule 1 to the [Canada National Parks Act](#) or a park established pursuant to a federal-provincial agreement that is under the responsibility of the Parks Canada Agency and that is not described in Schedule 1 to the [Canada National Parks Act](#).

National Park reserve

A national park reserve named and described in Schedule 2 to the [Canada National Parks Act](#) or a national park reserve that is under the responsibility of the Parks Canada Agency and that is not described in Schedule 2 to the [Canada National Parks Act](#).

Park Establishment Agreement

An agreement which is negotiated between Parks Canada, the Provincial and/or Territorial Government, and/or Aboriginal Peoples having constitutional authority regarding the lands for the proposed national park or national marine conservation area. The agreement will commit the parties to establishing a national park or national marine conservation area under the [Canada National Parks Act](#) or the [Canada National Marine Conservation Areas Act](#), as appropriate, and will set out the terms and conditions under which the establishment will take place. It may also set out terms and conditions of all third party interests in the proposed park or marine conservation area.

Result

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

Results Framework

A framework that focuses on results in every aspect of management planning and implementation. Based on the vision of what is to be achieved, it establishes a clear set of objectives, actions and targets to measure and evaluate the results achieved in carrying out key strategies. Actions and targets are adjusted as required, on the basis of what has been learned in the implementation process.

Scoping Document

It is a document to inform the Chief Executive Officer of Parks Canada of the planning program's intended scope and context, and to receive endorsement to proceed with the planning process.

Service Centre

A network of professional and technical staff that provide guidance, advice and expertise to field units. There are four service centers across the country.

Stakeholder(s)

Someone or some organization, other than a federal, provincial or territorial government or local Aboriginal group with an interest in the undertaking.

“State of” Report

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

State of Protected Heritage Areas Report

A public report that documents progress in achieving Parks Canada’s mandate. The report is required by legislation and is presented to the Minister every two years.

Strategic Environmental Assessment

A systematic, comprehensive process of evaluating the environmental effects of a proposed policy, plan or program and its alternatives. A SEA is needed when there is a proposed policy, plan or program that requires Cabinet or Ministerial approval *and* when it may result in important environmental effects either positive or negative.

Target

Aim or objective set by managers and to be achieved within a specified time frame.

Temporal Zoning

One of the tools of Parks Canada zoning system. Used in circumstances when seasonal changes can justify a temporal change in prevailing management objectives and uses of a given zone.

Threshold

Level of an indicator or measure that represents a good (green) fair (yellow) or poor (red) condition. It represents the point of transition between the three levels of condition on which the Agency reports.

Vision Statement

A passionate, inspirational, unique, picture of the heritage place at its desired future. It must portray the integrated relationship between the mandate components and be prepared with the involvement of the public, Aboriginal communities, stakeholders and partners.

Visitor Experience

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

Zoning

The zoning system is an integrated approach by which the land and water areas within a park are classified according to ecosystem and cultural resource protection requirements, and their capability and suitability to provide opportunities for visitor experiences.

Acronyms

CEO	Chief Executive Officer
CI	Commemorative Integrity
CIE	Commemorative Integrity Evaluation
CIS	Commemorative Integrity Statement
CNMCAA	<i>Canada National Marine Conservation Areas Act</i>
CNPA	<i>Canada National Parks Act</i>
CRVS	Cultural Resource Value Statement
CSS	Culturally Sensitive Sites
DG	Director General
EA	Environmental Assessment
ECO	Executive Correspondence Office
EI	Ecological Integrity
ERVED	External Relations and Visitor Experience Directorate
ESS	Environmentally Sensitive Sites
FUS	Field Unit Superintendent
IUCN	The World Conservation Union
NHS	National Historic Sites
NHSD	National Historic Sites Directorate
NMCA	National Marine Conservation Areas
NP	National Parks
NPD	National Parks Directorate
PCAA	<i>Parks Canada Agency Act</i>
SARA	<i>Species at Risk Act</i>
SSLMPA	<i>Saguenay-St. Lawrence Marine Park Act</i>
TORs	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organization