

PARKS CANADA AGENCY

**BACKGROUND TO
CORPORATE PLAN**

2008-09/2012-13

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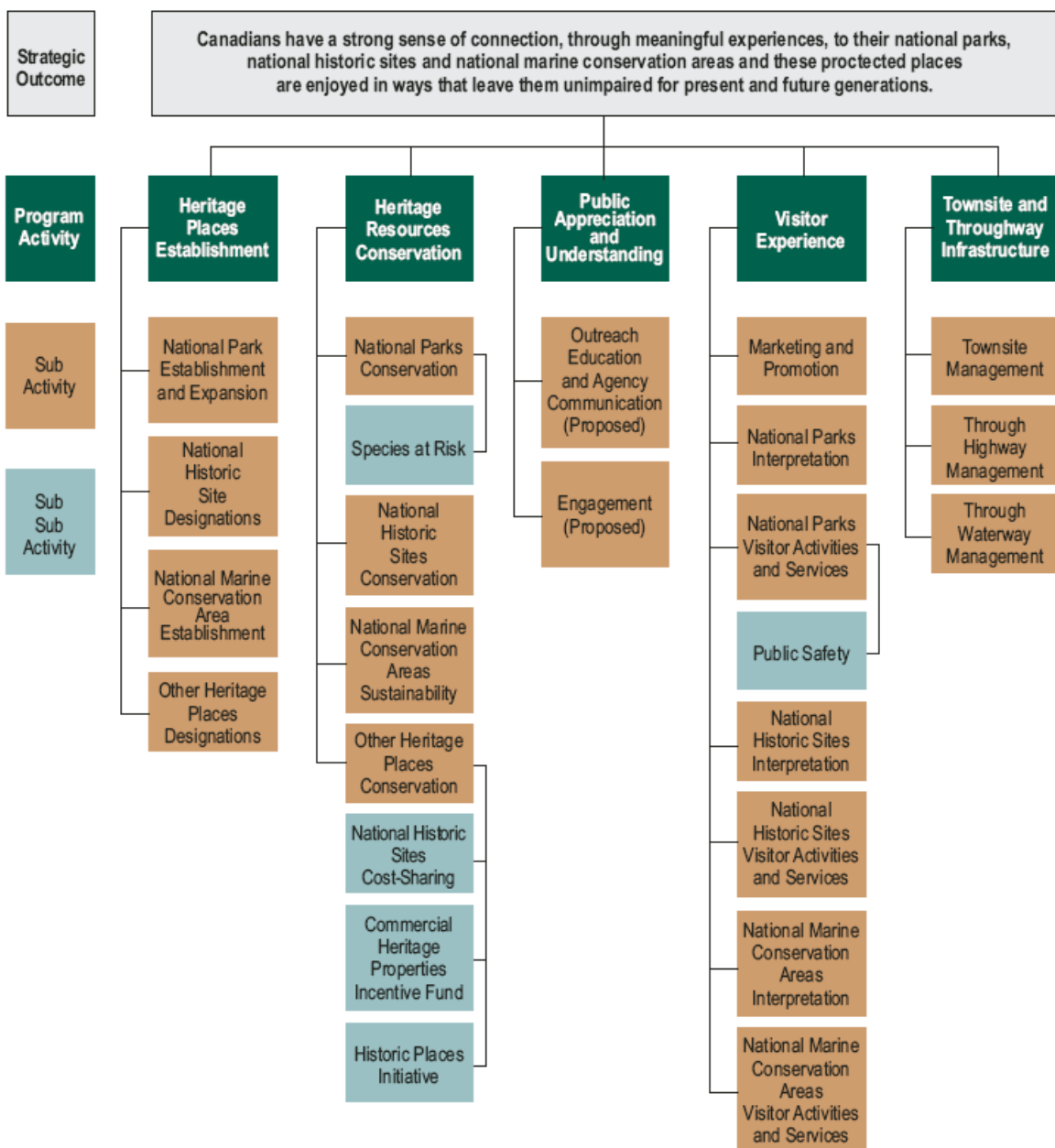
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The purpose of this background document is to provide additional information on Parks Canada performance measurement framework and methodology necessary to accomplish the targets set out in the Corporate Plan 2008/09 – 2012/13. This document should be read in conjunction with the Parks Canada Agency 2008/09 – 2012/13 Corporate Plan, available in the [library section](#) of the Parks Canada website.

STRATEGIC OUTCOME AND PROGRAM ACTIVITIES

The Corporate Plan provides detailed information on five program activities that focus on the key elements set out in Parks Canada’s mandate. Parks Canada plans its activities and reports on achieved results according to the following Program Activity Architecture:

Parks Canada Strategic Outcome and Program Activity Architecture



Strategic Outcome

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.

Performance Indicators

Targets and Dates

The overall state of ecological integrity in national parks

Maintain or improve the overall ecological integrity in all national parks from March 2008 to March 2013

The overall state of commemorative integrity of national historic sites administered by Parks Canada

Improve the overall average commemorative integrity rating from 6.0/10 in March 2008 to 6.6/10 in March 2013

Sustainable use of national marine conservation areas

To be determined*

Canadians report a personal connection to Parks Canada administered places

Establish a baseline by March 2009 for the percentage of Canadian that report a personal connection to Parks Canada administered places

* National marine conservation areas are in their early development stages and their performance framework is still to be developed.

Performance indicators and associated targets and dates have been identified to measure the Agency's performance at the strategic outcome level.

The performance indicators for Parks Canada's strategic outcome refer to concepts such as ecological integrity, commemorative integrity, sustainable use and personal connection, which are defined below.

ECOLOGICAL INTEGRITY

For information on the concept of [ecological integrity](#), please consult the Parks Canada website.

COMMEMORATIVE INTEGRITY

For information on the concept of [commemorative integrity](#), please consult the Parks Canada website. Overall average commemorative integrity rating is based on a scale of 1 to 10 and is illustrated in Table 1.

Table 1: Commemorative Integrity Rating

OVERALL RATING	
Score	State of Commemorative Integrity (CI)
10	No Impairment of CI
9	Minor Impairment of CI
8	
7	
6	Significant Impairment of CI
5	
4	
3	Major Impairment of CI
2	
1	Severe Impairment of CI

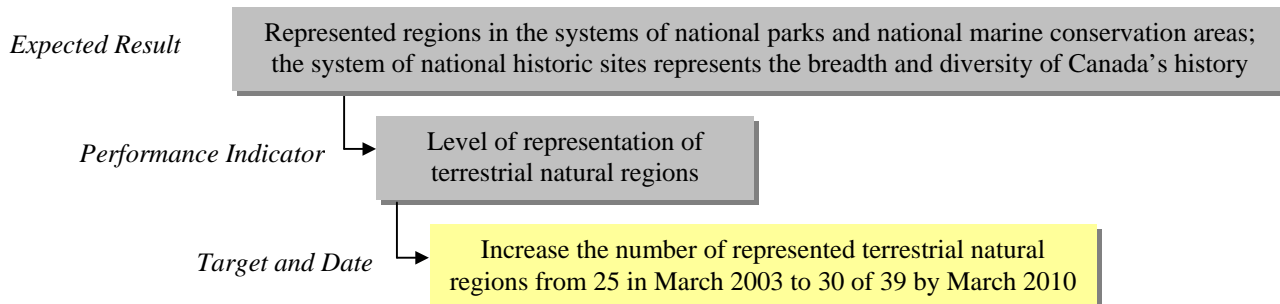
SUSTAINABLE USE

As mentioned in the 2008/09 – 2012/13 Corporate Plan, Parks Canada has modified its Program Activity Architecture and refined its performance measurement framework. As a result the methodology used to measure sustainable use is currently being defined.

PERSONAL CONNECTION

As mentioned in the 2008/09 – 2012/13 Corporate Plan, Parks Canada has modified its Program Activity Architecture and refined its performance measurement framework. As a result the methodology used to measure personal connection is currently being defined.

Program Activity 1: HERITAGE PLACES ESTABLISHMENT



CREATION OF NATIONAL PARKS/PARK RESERVES OF CANADA

The [National Parks System Plan](#) divides Canada into 39 distinct natural regions and is the foundation for the intended completion of the national parks system. The long-term goal is to have each natural region represented by at least one national park. As of March 31, 2007, there were 42 [national parks](#) representing 28 of Canada's 39 natural regions.

National parks are established according to a five-step process:

Table 2: Steps in Creation of National Parks/Park Reserves of Canada

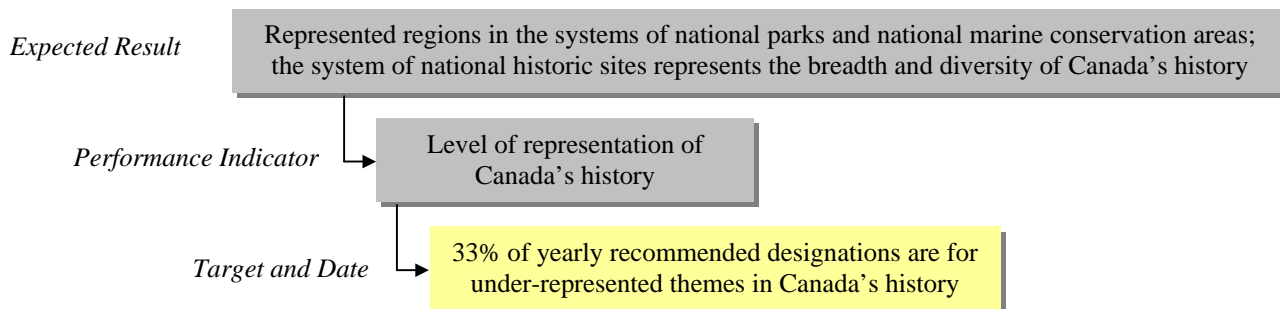
Steps	Description
1. & 2. Identify areas representative of a natural region and select a potential park proposal	Involves identifying several areas within a region that are representative of the region and in a natural state, and narrowing these possibilities down to a single potential (preferred) site based on scientific information, analysis and consultation
3. Conduct a feasibility study, including consultations	Involves working directly with the provincial/territorial government, Aboriginal groups, communities and others in studying the area's ecological resources and human uses; identifying potential regional social and economic impacts; developing ecological park boundary options; and conducting public consultations to assess if it is feasible to proceed with negotiating an agreement
4. Negotiate park establishment agreement(s)	Involves negotiations with the provincial or territorial government or sometimes as part of a comprehensive Aboriginal claim agreement. It sets out the terms and conditions of establishment and provides for land transfer to federal jurisdiction. Once the park establishment agreement has been signed, Parks Canada becomes responsible for the management and operation of the national park or national park reserve
5. Formally legislate the national park or park reserve under the <i>Canada National Parks Act</i>	The final step is protection of the park or reserve under the Canada National Parks Act .

Presently, national park proposals are in progress in the following regions:

Table 3: National Park Proposals in Five Unrepresented Natural Regions

Natural Region #	Region Title	Proposed National Park/ Park Reserve of Canada
3	Interior Dry Plateau	South Okanagan–Lower Similkameen
14	Manitoba Lowlands	Manitoba Lowlands
21	East Coast Boreal	Mealy Mountains
38	Western High Arctic	Northern Bathurst Island
17	Northwestern Boreal Uplands	East Arm of Great Slave Lake

Completing all the steps for establishing a national park can take years. Many challenges make the pace of advancement hard to anticipate and at times impossible for Parks Canada to control. These challenges include: relationship-building with Aboriginal groups, local communities and other stakeholders; need for provincial or territorial government support; competing land-use pressures and interests; and the time it takes to reach an establishment agreement and legislate a new park.



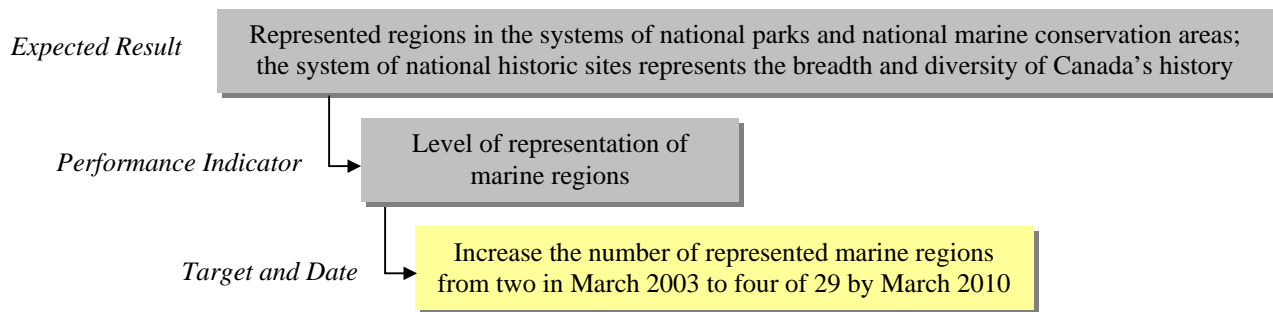
DESIGNATION OF PLACES, PERSONS AND EVENTS OF NATIONAL HISTORIC SIGNIFICANCE

As of March 31, 2007, there were 157 [national historic sites](#) administered by Parks Canada. The national historic sites component of Parks Canada is responsible for Canada's program of historical commemoration, which recognizes nationally significant places, persons and events. The Minister of the Environment, on the advice of the [Historic Sites and Monuments Board of Canada](#), makes all such designations. The steps leading to ministerial designation of places, persons and events of national historic significance are shown in Table 4.

Table 4: Steps in Designation of Places, Persons and Events of National Historic Significance

Step	Process
Nominations	Parks Canada plays a role in the nomination process through the development and promotion of the National Historic Sites of Canada System Plan , as well as by publicizing the program of national commemoration and the role of the Historic Sites and Monuments Board of Canada (HSMBC). Parks Canada occasionally proposes places, persons or events for possible designation, based on its system plan framework studies. Parks Canada provides the Secretariat for the HSMBC. The Secretariat receives public inquiries about the program of historical commemoration and possible designation of a subject.
Screening Nominations and Preparing Submission Reports	Nominations received by the Historic Sites and Monuments Board of Canada Secretariat are reviewed and screened by a Parks Canada historian or archaeologist. The HSMBC uses criteria and guidelines to evaluate the potential national historic significance of subjects nominated for its consideration, and these are published on Parks Canada's Web site. Some illustrative criteria include the requirement for a place to have been built prior to 1975 to be considered for designation, and that a person be deceased for at least 25 years (with the exception of Prime Ministers) prior to consideration for designation. A nomination is assumed to be acceptable unless, through screening, it can be demonstrated that it does not meet the criteria or guidelines, or that a precedent or benchmark by the HSMBC during past deliberations would make the designation unlikely.
Recommendations for Designations	Recommendations to the Minister of the Environment are made by the HSMBC based on submission reports, its evaluation criteria and its own expert knowledge of Canadian history. The Board meets twice a year (spring and fall) to consider submissions. It may or may not recommend designation, or may defer a recommendation by requesting supplementary information and then reconsider the submission at a later meeting.

Source: Historic Sites and Monuments Board of Canada Secretariat



CREATION OF NATIONAL MARINE CONSERVATION AREAS AND NMCA RESERVES OF CANADA

[National Marine Conservation Areas](#) are established according to a process similar to the five-step process that guides the establishment of terrestrial parks (see Table 2). The [Canada National Marine Conservation Areas Act](#) requires the preparation of an interim management plan prior to the final legislative step in national marine conservation area establishment. Depending on local circumstances, the preparation of such a plan may occur in parallel with the negotiation of an establishment agreement, but it could begin earlier, during the feasibility stage, or later. A marine region is considered to be represented in the system when stage four, negotiating an establishment, is complete. Three of Canada's 29 marine regions are currently represented.

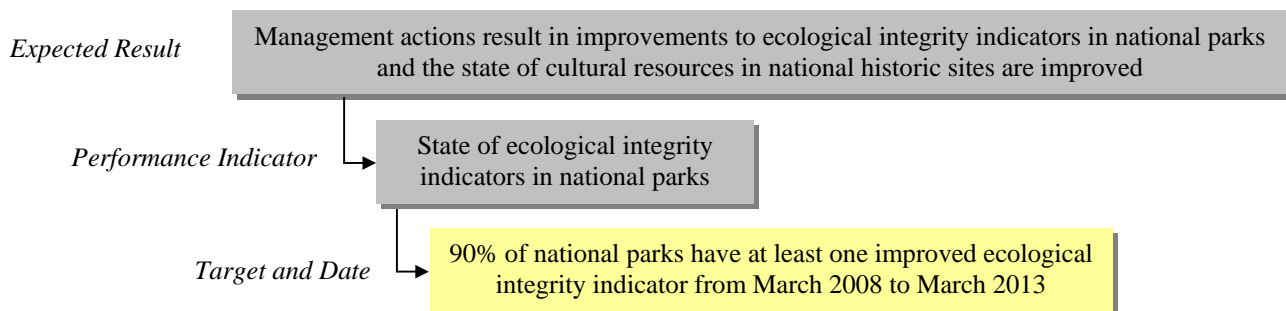
Presently, national marine conservation area proposals are in progress in the following regions:

Table 5: NMCA Proposals in Five Unrepresented Marine Regions

Natural Region #	Region Title	Proposed National Marine Conservation Area of Canada
Arctic Ocean 5	Lancaster Sound	Lancaster Sound
Pacific 1 & 2	Hecate Strait	Gwaii Haanas
	Queen Charlotte Shelf	
Pacific 5	Strait of Georgia	Southern Strait of Georgia
Atlantic 6	Magdalen Shallows	Îles-de-la-Madeleine
Atlantic 7	Laurentian Channel	South Coast Fjords*

*Area selected

Program Activity 2: HERITAGE RESOURCES CONSERVATION

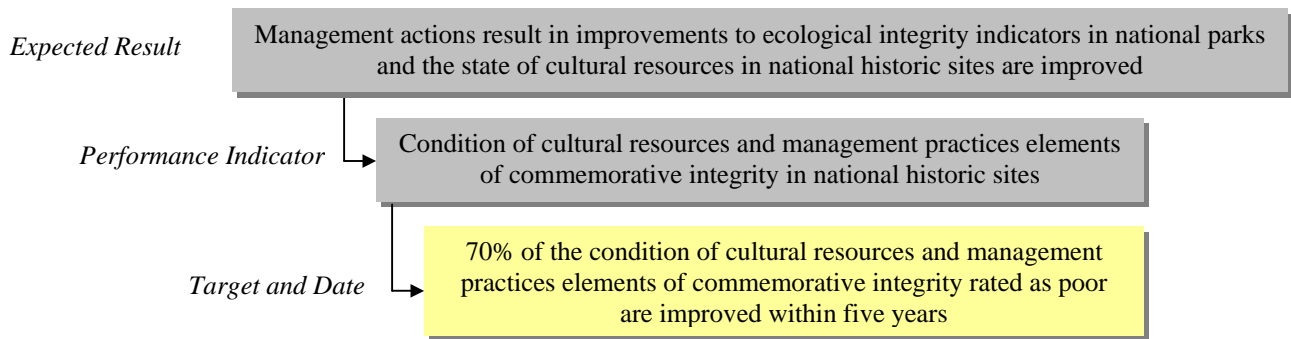


MEASURING ECOLOGICAL INTEGRITY OF NATIONAL PARKS OF CANADA

Parks Canada recognizes three major components of [ecological integrity](#): biodiversity, ecosystem processes and stressors (Table 6). These components are the basis for ecological integrity monitoring and reporting. A new suite of ecological integrity indicators has been developed to reflect the knowledge generated through the recently established ecological integrity (EI) monitoring program. These indicators will ensure the Parks Canada is responsive to recent direction from Budget 2008 to improve the effectiveness of our various environmental research, monitoring and reporting programs related to Ecological Integrity, Species at Risk, Environmental Assessments and Contaminated Sites. Data are being collected for these indicators in every national park and will be used for future reporting.

Table 6: Framework for Reporting on Ecological Integrity of National Parks

Component	Definition and Measures
Biodiversity	The natural variety of plant and animal species, and the genetic variation within individual populations that characterize ecosystems. Measures include extent to which original species diversity is maintained, extent normal predator-prey relations continue, and extent of species loss.
Ecosystem Processes	The flows of energy and matter that shape ecosystems (e.g., growth and decomposition of vegetation, fire, etc.). In normal circumstances these functions are expected to occur within an acceptable range of variation. Measures include the extent of plant growth in a park and the existence of a natural fire cycle
Stressors	Factors, either within or from outside the park, that negatively affect both its biodiversity and ecosystem processes. They may be global and long-range (e.g., climate change, long-range pollutants), or regional and local (e.g., regional land management practices around a park, road densities). Some stressors (e.g., particular diseases in neighbouring animal populations) are specific only to a few parks. Measures include extent of development and population density around a park, the extent of internal roads in a park, and the water quality (i.e., for aquatic ecosystems).



MEASURING COMMEMORATIVE INTEGRITY OF NATIONAL HISTORIC SITES OF CANADA

The [commemorative integrity](#) (CI) of a national historic site is measured by a multi-functional team composed of people from the site, service centres and the national historic sites directorate (managers, historians and heritage presentation specialists). The evaluation involves completing a detailed questionnaire based on the CI statement for the site. The assessment focuses the following elements (see also Table 7):

- The condition of, and threats to, the cultural resources and any work affecting cultural resources completed since the last formal condition assessment.
- Whether management decisions and actions respect heritage values is based on an assessment of the degree to which the site is managed according to Parks Canada's Cultural Resource Management Policy. The site is assessed on the existence of complete inventories of its resources, whether the resources have been evaluated for their historical importance, the effectiveness of interventions, the existence of monitoring and review programs for the management of the resources, and whether adequate records are kept of decisions affecting the site. If appropriate management practices are in place, it is concluded that the site's heritage values are being respected in the decisions and actions affecting the site.

Table 7: National Historic Site of Canada Commemorative Integrity Evaluation

Resource Condition*
Resources Related to the Reasons for Designation Resources Not Related to the Reasons for Designation
Cultural Resource Types:
<ul style="list-style-type: none"> • Landscapes and Landscape Features • Buildings, Structures • Archaeological Sites • Objects • Designated Place
Other Heritage Resources
Selected Management Practices*
Inventory and Cultural Resource Evaluation Respect for Cultural Resource Management Principles and Practices Records Maintenance Programs Monitoring and Remedial Action
Effectiveness of Communications**
Reasons for Designation as a National Historic Site Messages Not Related to the Reasons for Designation Audience Understanding National Historic Site General Values Effectiveness of Media Range and Complexity of Perspectives Presented

*Measured in Program Activity 2

**Measured in Program Activity 4

- The effectiveness of communication, which is measured in Program Activity 4: Visitor Experience.

Actions Taken to Address Poor Ratings of Commemorative Integrity at Parks Canada Administered National Historic Sites

Commemorative integrity ratings of poor, fair and good can be summarized as follows:

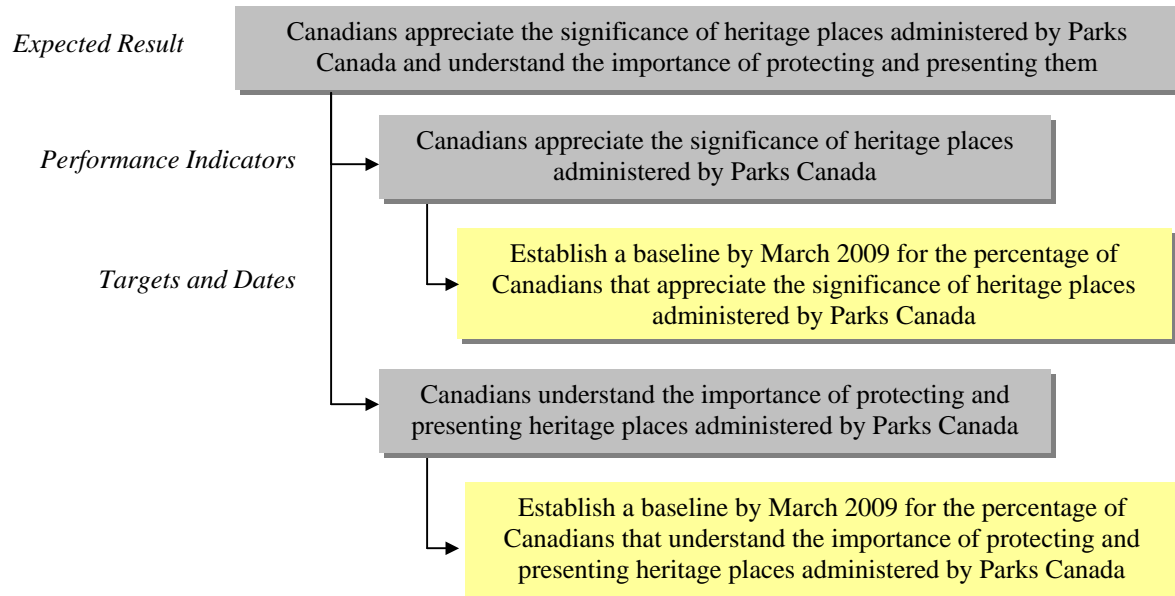
Poor: Ineffective, seriously impaired or a significant attribute missing (whether related to condition, communications or selected management practices)

Fair: Minor to moderate impairment. Requires improvement

Good: Effective, or not currently impaired. Any deficiencies are not a threat to the commemorative integrity of the site

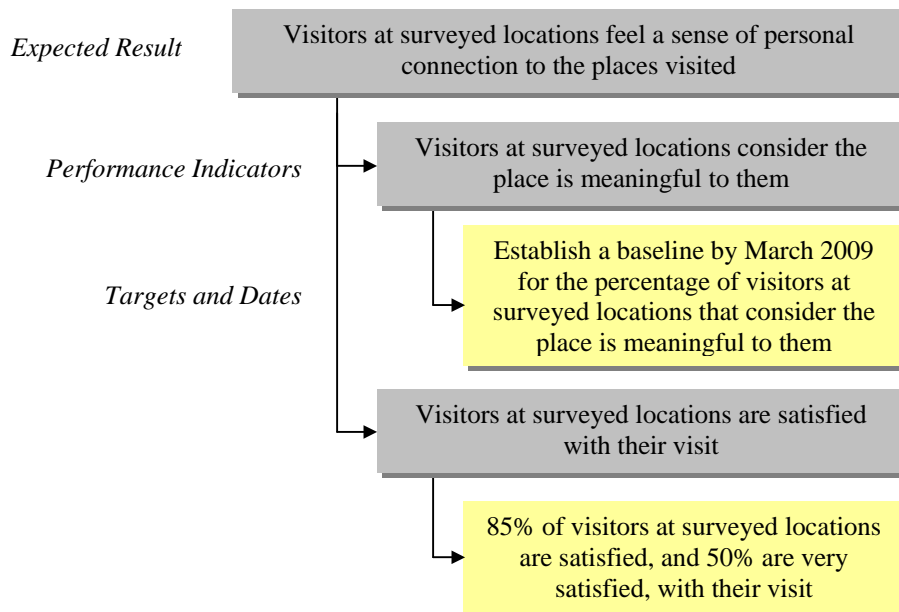
Each [national historic site](#) with poor ratings on one or more elements of CI is surveyed five years after the last CI evaluation. The aim is to conduct a reassessment of the components of CI rated as poor and report on improvements over the five-year period.

Program Activity 3: PUBLIC APPRECIATION AND UNDERSTANDING



As mentioned in the 2008/09 – 2012/13 Corporate Plan, Parks Canada has modified its Program Activity Architecture and refined its performance measurement framework. As a result, the methodology used to establish baselines for Program Activity 3 is currently being developed.

Program Activity 4: VISITOR EXPERIENCE



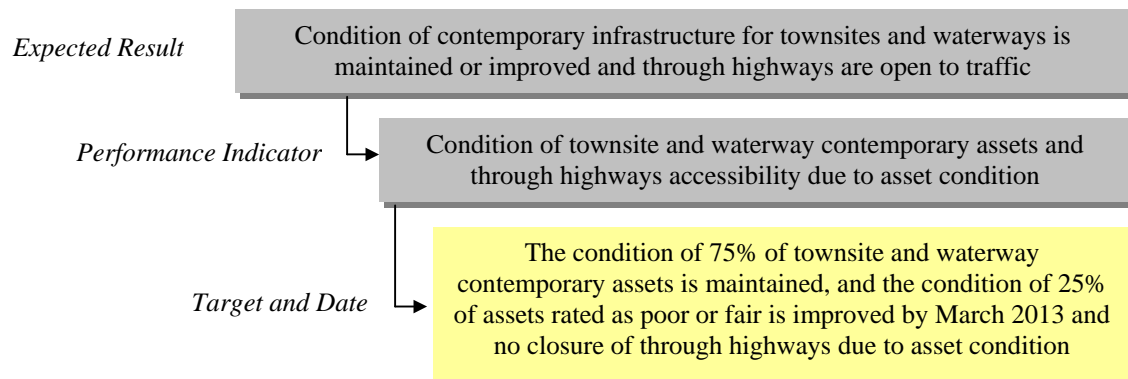
MEASURING VISITOR USE, SATISFACTION: PARKS CANADA'S VISITOR INFORMATION PROGRAM

Parks Canada's [Visitor Information Program](#) (VIP), initiated in 2000, conducts a survey every five years at 119 protected heritage places administered by Parks Canada.

The VIP collects information on 1) a core set of national indicators and 2) information for local managers on a range of site-specific topics. The national indicators are linked to planned results in the Corporate Plan and so provide key information on progress against these commitments. The core set of national indicators covers three areas:

- Sense of personal connection to the places visited
- Enjoyment of visit
- Visitors learned from experience and active participation

Program Activity 5: TOWNSITE AND THROUGHWAY INFRASTRUCTURE



MEASURING CONDITION OF TOWNSITE AND WATERWAY CONTEMPORARY ASSETS

The current rating system within Parks Canada is based on Overall Asset Condition (OAC). The OAC is determined from the ratings assigned to an asset or its components for the Health and Safety Rating (H&S), Risk to Asset Rating (RTA) and Level of Service Rating (LOS) criteria. Generally the worst condition of a major component determines the rating for the asset.

The following rating criteria apply to all asset categories and are considered to be generic, as they briefly describe an asset's condition for each of the four rating levels.

Table 8: Rating System for Contemporary Assets

Overall Asset Condition		
<ul style="list-style-type: none"> • Health and Safety Rating • Risk to Asset Rating • Level of Service Rating 		
Health and Safety Rating (H&S)		
A	Good or Normal Risk	No exposure to hazards or injuries other than day-to-day risk associated with normal operation
B	Fair or Minor Risk	Low probability of exposure to hazards or accidents that could result in non-disabling injuries
C	Poor or Significant Risk	High probability of exposure to hazards or accidents that could result in non-disabling injuries
D	Closure or High Risk	Definite probability of exposure to hazards or accidents that could result in disabling injuries. A closure rating requires Parks Canada's personnel to take immediate action
Risk to Asset Rating (RTA)		
A	Good or Normal Maintenance	Normal wear and tear with no noticeable reduction in stability or performance. The asset is maintained through routine procedures
B	Fair or Minor Deterioration	Slight loss of stability or performance, which will increase if corrective work is not done

C	Poor or Significant Deterioration	Significant loss of stability or performance. The original design standards are no longer being maintained. If corrective work is not done, rapid deterioration will occur
D	Closure or Major Deterioration	Critical loss of stability or performance. Operation of the asset is substandard and should be suspended. Other assets and components are exposed to an increased rate of deterioration or prone to failure as a result of this condition
Level of Service Rating (LOS)		
A	Good or Normal Operation	Asset is functioning and performing as designed
B	Fair or Reduced Operation	Asset has minor restrictions and operates at only 75 % capacity. The asset is still capable of fulfilling its function even with minor disruptions and despite some annoyance
C	Poor or Restricted Operation	Asset has major restrictions and operates at less than 50% of its capacity
D	Closure or Non-operational	Asset or component is inoperable or unacceptable for operation, or the asset is not operating to an acceptable capacity
Urgency*		
A	Good or No Immediate Requirements	Normal O&M procedures are required to maintain an acceptable condition in the near future.
B	Fair	The required work should be carried out within 3 to 5 years.
C	Poor	The required work should be carried out within 1 to 2 years.
D	Closure or Immediate Action Required	The work should be carried out immediately. The operation of the asset is lost due to failure or closure.

* It is important to note that ratings of this category do not address increased demand or changing needs

Maintaining Through Highways Open

Parks Canada seeks to keep highways open to through traffic barring uncontrollable environmental events (e.g., heavy snowfalls or excess rain resulting in rockslides). It measures this based on management attestation as to whether any of the highways were closed due to the condition of the asset during the year.

Table 9: Profile of Through Highways in National Parks

National Park of Canada	Total Km
Pacific Rim	21.4
Mt. Revelstoke	13.7
Glacier	44.7
Banff	149.43*
Jasper	120.3
Kootenay	93.5
Yoho	42.1
Waterton	32.15
Riding Mountain	83.6
Prince Albert	21.7
Forillon	10.7
Cape Breton	80.6
Kouchibouguac	24.1
Fundy	19
Gros Morne	98.1
Terra Nova	53.9
Wood Buffalo	114.2
National Historic Site of Canada	
L'Anse aux Meadows	2.4
Source: Internal Parks Canada data	
*Divided portions of the Trans-Canada Highway are counted twice, reflecting the fact they are four-lane highways	