Park Management Plans: Understanding Visitor and Tourism Policy

by

Julia Coburn

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AUTHOR'S DECLARATION

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners.

I understand that my thesis may be made electronically available to the public.

Abstract

A park management plan is an important tool used in protected areas to successfully develop and achieve goals and objectives. Planning in modern protected area environments is challenging due to the requirement of finding the balance between its primary goal of preserving ecological and cultural features while managing to achieve tourism and visitation objectives. There are different perspectives regarding the purpose of a management plan and the role that the public should play in having an influence over the decision making process, including access to information required. This study evaluated the amount of detail in visitor and tourism policies that was found in park management plans compared to the amount of detail that park stakeholders desired, revealed through a case study of Ontario Provincial Parks. Findings include: a consistently low level of detail provided in park management plans; a large gap between the larger amount degree of detail desired by stakeholders' compared to the sparse detail contained in plans; and a significant difference in the degree of detail desired by stakeholders affiliated with one park, Algonquin Park, over others.

The low level of detail contained in management plans can be a reflection of five elements: 1) a low value of visitation and tourism, 2) a blueprint planning goal of management plans, 3) a weak role of the public in decision making, 4) sparse human resources/finances, and 5) imprecise legislation and guiding provincial policy. The large gap between the detail stakeholders desire compared to the content provided in plans reflect weak public participation and governance principles such as transparency, accountability, and fairness and power sharing. Lastly, differences in the degree of detail desired based on park affiliation suggest that park features, beside park classification and park visitation levels, also have an effect on the degree of detail expected from park stakeholders.

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Dedication

To all the individuals tirelessly working to maintain and improve our protected area systems.

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Chapter 1
Introduction

Chapter 1of this thesis contains three components. First, the purpose and rationale for the study will be provided. Second, a background on management planning, Ontario Provincial Parks, the three case study parks Algonquin, Pinery, and Sandbanks, and the five key stakeholders examined in this thesis will be provided. Third, the study purpose statement and research questions will be provided.

1.1 Purpose and Rationale

Protected areas are globally considered one of the primary strategies to combat biodiversity loss (Andam et al, 2008; Joppa and Pfaff, 2011; Rands, et al, 2010). This strategy is so pervasive more than 100,000 protected areas exist around the world; occupying 17.1 million km^2 and 11.5% of the world's terrestrial surface (Naughton-Treves, et. al, 2005). It is believed that people decided to protect land for various natural, social, and cultural purposes for thousands of years, starting in India and subsequently in Europe (Eagles, McCool, and Haynes, 2002). Historically, protected areas have not always had this primary ecological preservation function. The ecological motivation arrived in the second half of the last century as the concept of ecology took hold in western society.

The first parks in Ontario, Canada had a recreation focus. The first major park in Ontario was created in 1885 to manage tourism at Niagara Falls. According to the 1893 legislation, *An Act to Establish the Algonquin National Park of Ontario,* the objective for managing Algonquin Park, the second major park created in Ontario, was "as a public park and forest reservation, fish and game preserve, health resort and pleasure ground for the benefit, advantage and enjoyment of the people of the province" (Wilkinson and Eagles, 2001). This recreation-centered park objective continued into the 1940s and 50s where urbanization increased the commodity for outdoor recreation spaces (OMNR, 1992); in the 1950s and 60s there was subsequently a significant growth of Ontario Parks from 8 to 94 parks (Wilkinson and Eagles, 2001).

Over time the roles given to protected areas reflected changing societal values (Eagles, 2010a). A shift in the primary objective of parks in Ontario, from an outdoor recreation to an environmental protection focus, occurred in the 1960s as the environment, particularly with regard to air and water pollution, increasingly became a public concern (McNamee, 2002). In 1988, a clause in the National Parks Act responded to this shift in public opinion by adding 'ecological integrity' as the first priority of Canada's National Parks (Dearden and Rollins, 2002). It was not until 2006 that the protection and

maintenance of ecological integrity was stated legally as the primary goal of parks in Ontario Park legislation (Eagles, 2010).

The Ontario public, directly or indirectly, serves a political, social, and financial role in the maintenance and expansion of protected areas. A clause in the *Provincial Parks and Conservation Reserves Act* (2006) positions the public in a central role by dedicating the parks to them, stating in section 6 that "Ontario's provincial parks and conservation reserves are dedicated to the people of Ontario and visitors for their inspiration, education, health, recreational enjoyment and other benefits with the intention that these areas shall be managed to maintain their ecological integrity and to leave them unimpaired for future generations". Adding to their political function of inspiration, education, health and recreation citizens of Ontario fill the role of property owners of all Crown Land, in which Ontario Parks is a part (Wilkinson and Eagles, 2001).

In addition to the above stated political functions, the public increasingly serves a financial role as park visitors help pay for management. Approximately 80% of Ontario Park funding currently is sourced through tourism, with the remaining 20% of funds provided through government funding (Eagles, 2008; ECO, 2007). This shift in Ontario Park funding from government to tourism occurred as a result of substantial government cutbacks to an agency which traditionally relied on societal taxes for its sustenance (Van Sickle and Eagles, 1998). This became particularly troublesome as the number of parks increased while funding simultaneously was taken away. Specifically, more than 30% purchasing power was cut from Ontario Provincial Park system from 1980 to 1993, while the number of its parks doubled (Van Sickle and Eagles, 1998).

Despite the political and financial significance of park visitors, there is concern about the potential destructiveness of visitation in parks in compromising its ecological integrity (Rollins and Robinson, 2002). The form and extent that visitation is permitted in protected areas is thus greatly contested (Rollins and Robinson, 2002). It is a balancing act to outweigh the costs with the benefits of visitor activity. Visitation, if not managed properly, can compromise the ecological value in which protected areas stand, yet without any public visitation in parks there is a risk of losing political and financial support for their very existence (Eagles, McCool, and Haynes, 2002). Thus it is particularly important to undertake visitor and tourism planning in protected areas (Rollins and Robinson, 2002).

The concept of land use planning, with which protected area visitor and tourism planning falls under, is generally associated most strongly with the urban environment and the notion of development. This is evident in the planning definitions provided by both the Canadian and American professional planning associations stating its urban or rural planning focus (Canadian Institute of Planners, 2011; American Planning Association, 2011) and planning theory literature describing the process of planning as an act of intervention (Campbell and Fainstein, 2003). Planning in a protected area environment does

not fit under either urban or rural planning, nor is there always an intention to intervene. There will, however, be relationships between concepts underlying planning in an urban/rural environment and planning in a protected area environment, for example with regard to plan evaluation and public participation, which will be explored in this study.

For the purposes of this thesis, the concept of planning will align with the definition provided in an International Union for the Conservation of Nature (IUCN) protected area guideline. Eagles, McCool, and Haynes (2002) in *Sustainable Tourism in Protected Areas: Guidelines for Planning and Management* describe planning as "a process that involves selecting a desirable future out of a range of plausible alternatives, and implementing strategies and actions that will achieve the desired outcome" p.13. This definition can be applied to both urban and protected area environments and does not confine planning as a process that facilitates development, but instead defines it as a process of selecting a desired future.

The concept of a protected area, for the remainder of this thesis, will align with an IUCN guideline, Dudley's (2008, p.8) publication entitled *Guidelines for Applying Protected Area Management Categories*, defines a protected area as "a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values". The IUCN is a global leader in environmental issues, including protected areas, and is the self-proclaimed oldest and largest environmental network (IUCN, 2010); and thus this definition is an internationally recognized concept of what a protected area is today.

There is little consensus over the common identity of the planning professional beyond the process of plan making (Talen, 1996). It is for this reason that since the 1990s, the issue of plan quality became an important topic in the academic planning literature (Berke, et. al., 2006). The majority of academic literature focuses on understanding the plan making process, however, more select literature, (e.g. Baer, 1997; Berke et al, 2006; Berke and Godshalk, 2009; Brody, 2003; Morckel, 2002; Nelson and French, 2002; Norton, 2008; Tang and Brody, 2009) focus on the plan itself, attempting to define what makes a "good plan". Understanding what constitutes a "good plan" and evaluating plans against a set standard is critical to providing legitimacy in the planning process, and to planning as a profession (Berke and Godshalk, 2009).

An exploration of concepts regarding plan quality will be supplemented by a discussion of the function and components of a plan from a protected area perspective (Alexander, 2008; Alder et al, 1994; Baer 1997; Clarke 1999; Eagles and McCool, 2002; Eagles, McCool, and Haynes, 2002; Thomas and Middleton, 2003; Young and Young, 1993). The legislation and policy documents guiding Ontario Park management plan development will be examined to understand how this direction provided effects plan content (OMNR, 2005; OMNR, 2009; OMNR, 1996; Provincial Parks and Conservation Reserves Act, 2006).

Lastly, the function of public participation and public participation quality will be reviewed (Arnstein 1969; Conrad et al, 2011; Creighton, 1986; Fung 2006; Freeman et al, 2004; Handley and Moroney, 2010; Irvin and Stansbury, 2004; Kaplowitz and Witter, 2008; Kloprogge and Van der Sluijs, 2006; Merckel, 2002; Laurian and Shaw, 2009; Ozerol and Newig, 2008; Thomas and Poister, 2004; Vella et al, 2009, Yetano et al, 2010). In this thesis, the relationship between the function and quality of public participation will be examined against how information is presented in a plan. Further, concepts regarding organizational attitudes toward transparency, inclusiveness, fairness and power sharing and accountability in its governance structure and public participation process will be examined.

1.2 Background Literature

A case study of Ontario Parks was undertaken in this study. Ontario Parks in 2007 had 329 provincial parks, 111 of which are operating, 218 which are non-operating (Ontario Parks, 2007). The Ontario Parks system also contains hundreds of Conservation Reserves, though these will not be the subject of this research (OMNR, 2009). A provincial park that is operating contains visitor services provided to facilitate park use (Ontario Parks, 2007). Non-operating parks, on the other hand, often have visitation, though it is not formally recorded or managed (P.F.J. Eagles, personal communication, 2011). All provincial parks and conservation reserves in Ontario are controlled and managed by the Minister of Natural Resources; and a superintendent is designated by the Minister to manage each individual provincial park (Provincial Park and Conservation Reserves Act, 2006).

Ontario Parks are divided under six different administrative zones: Algonquin Parks Zone, Central Parks Zone, Northeast Parks Zone, Northwestern Parks Zone, Southeast Parks Zone, and Southwest Parks Zone (Ontario Parks, 2009). There is no publicly available information that states how these management zones affect management planning, however, the Service Ontario directory does list planners based on respective administrative zones (Service Ontario, 2008). This implies that specific plans in a park administrative zone are given supervisory powers in regards to the preparation of management plans.

1.2.1 Park Classification

The Ontario Parliament mandated four central objectives for Ontario Provincial Parks in the *Provincial Parks and Conservation Reserves Act* (2006). In summary, the objectives for establishing and managing provincial parks are found in Section 2(1) of the Act. These are:

1. To permanently protect representative ecosystems, biodiversity and provincially significant elements of Ontario's natural and cultural heritage and to manage these areas to ensure that ecological integrity is maintained.
2. To provide opportunities for ecologically sustainable outdoor recreation opportunities and encourage associated economic benefits.
3. To provide opportunities for residents of Ontario and visitors to increase their knowledge and appreciation of Ontario's natural and cultural heritage.
4. To facilitate scientific research and to provide points of reference to support monitoring of ecological change on the broader landscape.

Due to Ontario Park legislation, it is understood that these objectives are to be targeted on a system-wide basis, this means that all four objectives do not have to be achieved at each individual park (Provincial Parks and Conservation Reserves Act, 2006). Section 1 of the Provincial Parks and Conservation Reserves Act (2006) describes the nature of this park system, in stating "the purpose of the Act is to permanently protect a system of provincial parks and conservation reserves that includes ecosystems that are representative of all of Ontario's natural regions, protects provincially significant elements of Ontario's natural and cultural heritage, maintains biodiversity and provides opportunities for compatible, ecologically sustainable recreation".

The IUCN has distinguished six different types of protected areas, according to various primary management objectives. These categories are intended to create consistency in the understanding of protected areas both nationally and internationally by creating a global framework of protected area categories (Dudley, 2008). The categories are I) a) Strict Nature Reserves, b) Wilderness Areas; II) National Park; III) Natural Monument; IV) Habitat Species Management Area; V) Protected Landscape/Seascape; and VI) Managed Resource Protected Area (Dudley, 2008). The management objectives are briefly: I) science; II) ecosystem protection and recreation; III) conservation of natural feature; IV) conservation through management intervention; V) landscape/seascape conservation; and VI) sustainable use of ecosystem; respectively. A table listing the purpose of each IUCN protected area category taken from Dudley (2008) is listed in table 1-1 below.

Category I: **a) Strict Nature Reserves** **b) Wilderness Areas**	Protected area managed mainly for science or wilderness protection
Category II: **National Park**	Protected area managed mainly for ecosystem protection and recreation
Category III: **Natural Monument**	Protected area managed mainly for conservation of specific natural features
Category IV: **Habitat Species Management Area**	Protected area managed mainly for conservation through management intervention

Category V: Protected Area Landscape/Seascape	Protected area managed mainly for landscape/seascape conservation and recreation
Category VI: Managed Resource Protected Area	Protected are managed mainly for the sustainable use of natural ecosystems

Table 1-1: IUCN Protected Area Categories (Adapted from Dudley, 2008)

The governing Ontario Park legislation has similarly distinguished its own seven park classification categories to apply to provincial parks in Ontario. The categories as found in Section 8(1) of the Act are: Wilderness Class Parks; Nature Reserve Class Parks; Cultural Heritage Class Parks; Natural Environment Class Parks; Waterway Class Parks; Recreation Class Parks; and Aquatic Class Parks (Provincial Park and Conservation Reserves Act, 2006). The objectives of each park class as stated in the *Provincial Parks and Conservation Reserves Act* (2006) are listed in table 1-2. The objectives of each park class are aimed to meet one or more of the four central park system objectives listed in Ontario Park legislation. Despite the various IUCN park category options; there are some Ontario Parks, particularly cultural heritage class parks, which cannot be classified using the IUCN system (Eagles and McCool, 2002).

Wilderness Class Park	"To protect large areas where the forces of nature can exist freely and visitors travel by non-mechanized means, except as may be permitted by regulation, while engaging in low-impact recreation to experience solitude, challenge and integration with nature" 2006, c.12, s.8 (2)
Nature Reserve Class Park	"To protect representative ecosystems and provincially significant elements of Ontario's natural heritage, including distinctive natural habitats and landforms, for their intrinsic value, to support scientific research and to maintain biodiversity." 2006, c.12, s.8 (3)
Cultural Heritage Class Park	"To protect elements of Ontario's distinctive cultural heritage in open space settings for their intrinsic value and to support interpretation, education and research." 2006, c.12, s.8 (4)
Natural Environment Class Park	"To protect outstanding recreational landscapes, representative ecosystems and provincially significant elements of Ontario's natural and cultural heritage and to provide high quality recreational and educational experiences." 2006, c.12, s.8 (5)
Waterway Class Park	"To protect recreational water routes and representative and significant terrestrial and aquatic ecosystems and associated natural and cultural features and to provide high quality recreational and educational experiences." 2006, c.12, s.8 (6)
Recreational Class Park	"To provide a wide variety of compatible outdoor recreation opportunities in attractive natural surroundings." 2006, c.12, s.8 (7)
Aquatic Class Park	"To protect aquatic ecosystems and associated natural and cultural features for their intrinsic value, to support scientific research and to maintain biodiversity." 2006, c.12, ss.57(2), 67(2)

Table 1-2: Ontario Provincial Park Classes

As visitor and tourism policies are the focus of this study, Natural Environment Class parks, with a strong visitation objective, have been chosen for analysis. According to the objectives listed in the *Protected Areas and Conservation Reserves Act* (2006), Natural Environment class parks have a higher standard for visitation than other park classes, including the Recreation class parks, since the legislation provides the objective that parks in this class must provide "high quality recreational and educational experiences". It is important to note that this particular definition of a Natural Environment class park has been applicable only since 2006.

1.2.2 Planning Structure

In 2006, new legislation introduced a requirement for Ontario Provincial Parks to establish a management direction for each park, on its own or in combination with one or more Provincial Parks or Conservation Reserves. This management direction can take the form of either a management statement or, for more complex sites, a management plan (Provincial Parks and Conservation Reserves Act, 2006, Section 10). Management plans are intended to provide a 20 year foresight (Section 10 (3) b) ; they are required during their creation, revision, and amendment process to have more than one opportunity for stakeholder consultation (Section 10(6)); and will subsequently be reviewed by the Minister of Natural Resources every 10 years (Section 10(7)(Provincial Parks and Conservation Reserves Act, 2006).

Thomas and Middleton (2003) in the IUCN guideline entitled *Guidelines for Management Planning of Protected Areas* provide a planning hierarchy diagram, adapted from the ANZECC Working Group (2000) listed in figure 1-1. This diagram positions management plans in a central position in the planning hierarchy, and outlines the various legislation and policies that guide its development, and subsequently, the policies which are guided in kind by the management plan itself. The hierarchical structure of this diagram is important as policies become more specific as they move down the pyramid. Also, as policies move up the pyramid, the planning document type becomes more influential but more general in wording. There is some debate on what level of detail should be contained in each of the planning levels. For example, should detailed information in regards to a tourism policy, such as visitor use monitoring, be found in the agency's provincial policies, a park management plan or a development plan? This thesis will explore this important concept of policy detail in park plans.

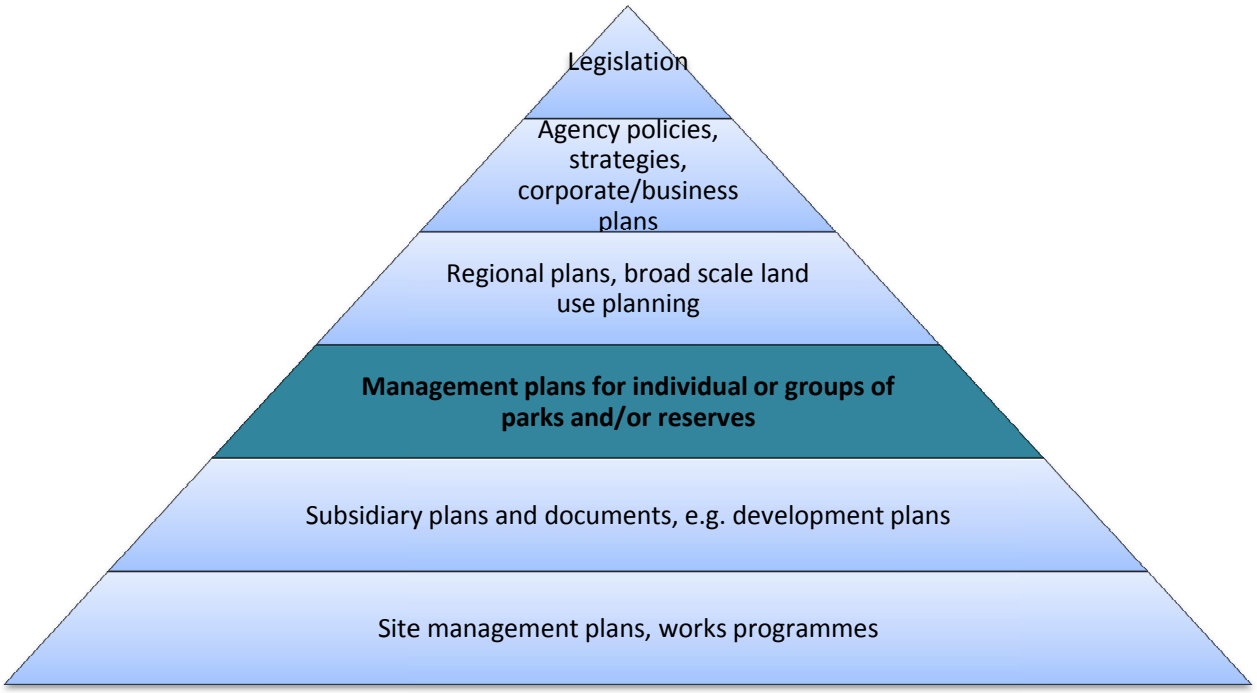

Figure 1-1: Planning Hierarchy Diagram (Adapted from Thomas and Middleton, 2003)

The management plan, defined by Thomas and Middleton (2003, p.1) as "a document which sets out the management approach and goals, together with a framework for decision making, to apply in the protected area over a given period of time", will be the focus subject of this study. This document, as stated in the *Provincial Parks and Conservation Reserves Act* (2006) operates at the park level, and at times, multi-park level. By examining management plans, comparisons can be made between protected area plans within an agency, between plans of different protected area agencies, and also between protected area and municipal, regional, and provincial plans.

1.2.3 Case Study Introduction

Algonquin, Pinery, and Sandbanks Provincial Parks were chosen as case studies for this research. All three parks are Natural Environment class parks; all have a high level of visitation; and each park represents a different park management zone. Each will be described in more detail below.

1.2.3.1 Location, Management Zones, and Visitation

The park administrative zones containing the case study parks are: Algonquin in the Algonquin Park Zone, Pinery in the Southwest Zone, and Sandbanks in the Southeast Zone. A map of the Ontario Park management zones according to Ontario Parks (2010) is provided in figure 1-2. Thus by selecting parks from different park zones, a broader representation of perspectives across the province can be achieved.

Figure 1-2: Ontario Park Administrative Zones

Algonquin Park is located in south-central Ontario, and can be accessed by29 different access points around the park plus the Highway 60 corridor which crosses the southern part of the park. It covers 7, 630 km^2 (Friends of Algonquin Park, 2011). It borders many towns including Dwight, Whitney, Huntsville to its south, and the City of North Bay to its north. It is approximately 300 km from both Toronto and Ottawa, the closest major cities in Ontario (Friends of Algonquin Park, 2011).

The Pinery Provincial Park is located in south-western Ontario, and borders Lake Huron to the west and the town of Grand Bend to the north-east (Friends of Pinery Park, n.d). The Pinery is located less than 100 km away from the City of London and Sarnia. The park is 25.6 km^2 which is a large park for southwestern Ontario, yet is significantly smaller than Algonquin (Friends of Pinery Park, n.d).

Sandbanks Provincial Park is located in south-eastern Ontario, and borders Lake Ontario in Prince Edward County (Ontario Parks, 2003). It is located approximately 50 km from Belleville and 100 km from Kingston, both medium sized cities. The park is 15.09 km^2 which is a sizeable park, yet smaller than Algonquin (Ontario Parks, 2003).

According to the Ontario Parks (2010) *Park Statistics*, Algonquin Park had over 866,000; Pinery had 625,000; and Sandbanks had 567,000 visitors in 2009. Each of these parks had the highest level of visitation for its respective park administrative zone. With a total visitation count for all Ontario Parks at 9,447,413, Algonquin, Pinery and Sandbanks together account for approximately 22% of all Ontario Park visitation in 2009. Overall in 2006, visitors to Ontario Parks came from within the province at 82 %, other

provinces accounted for 7 % of visitation, and lastly the USA and other countries accounted for 11 % of visitation (Ontario Parks, 2010).

1.2.3.2 History and Planning Background

In 1893, Algonquin Park was created as the first national park created by a provincial government, subsequently to become the first provincial park in Ontario (Wilkinson and Eagles, 2001). It would later become the prototype for Ontario Provincial Parks and spearhead what is now the provincial park system (Wilkinson and Eagles, 2001). The Provincial Parks Act, created in 1913, allowed for the accelerated growth of the park system in Ontario (Wilkinson and Eagles, 2001). Algonquin is rich in cultural significance; attracting thousands of visitors as early as 1933 with the advent of Highway 60 to its south-end. The park is also known for inspiring the likes of Tom Thomson, and Pierre Elliot Trudeau (Eagles and Bandoh, 2009). It is additionally unique in being the only provincial park in Ontario that continues to permit forestry within its borders (Provincial Parks and Conservation Reserves Act, 2006).

The first Algonquin Provincial Park master plan was prepared in 1974; it was the third master plan created for a provincial park in Ontario, after Pinery in 1971 and Bronte Creek in 1972 (Eagles and Bandoh, 2009). Later versions of the plan were called management plans. The latest and most current plan is dated from 1998. Visitor and tourism policies listed in Hyslop and Eagles (2001) were used by Eagles and Bandoh (2009) to evaluate the 1998 Algonquin Management Plan. A description of the findings from the analysis of this 94 page document is provided under section 2.2.4 of the literature review.

The Pinery Provincial Park was created in 1957, and 14 years later in 1971 this park had the first approved park plan in Ontario; and the first management plan for any park in Canada (Eagles, 2010a). The most recent management plan for the Pinery, however, was written in 1986 at 9 pages (OMNR, 1986), making it 25 years old and long overdue to be re-written. Eagles (2010a) examine the evolution of the Pinery Provincial Park planning and management over almost a fifty year period from 1957 to 2009. More information about these findings, particularly with respect to the change in values regarding visitors over time, will be described in section 2.1.1 of the literature review.

In 1967 both park classification and zoning policy for Ontario Parks were introduced (Eagles, 2010a). It was intended that this zoning system, that designated acceptable uses by area, would be implemented by the creation of a park master plan (Eagles, 2010a). The Pinery was the first park to execute this type of plan and created a precedent for Ontario Park plans to come (Eagles, 2010a). From 1971 to 1986, the Pinery management plan evolved into a slightly more complex document, adding brief information about key park objectives, resource management, client services, development principles, and implementation strategies (OMNR, 1986).

Sandbanks Provincial Park was created in 1962, though it had previously been a Forestry Station since 1921. The park had its first management plan created in 1979 (OMNR, 1993). The most recent park management plan for Sandbanks was published in 1993 at 54 pages (OMNR, 1993). The chapters included in the current Sandbanks management plan are: introduction, summary of significant issues, classification and goal, park objectives, park boundary and zoning, resource management policies, operations policies, development policies, implementation policies, and summary of public consultation (OMNR, 1993). There is a significant increase in the amount and detail of information provided in the Sandbanks management plan compared to the Pinery management plan; which reveals that as the process of creating these plans evolved, it moved into a state of greater complexity. The Sandbanks management plan has been in place for 18 years, and is therefore out of date.

Section 7 of *Provincial Park and Conservation Reserves Act* (2006) states that the "Ministry shall examine all plans that have been in place for 10 years or more and shall determine the need for amendment or review of the directions". Under this section it is apparent that the management plans for all three case study parks should be considered for review and possible amendment. This thesis can contribute to this amendment process.

1.3 Study Participant Introduction

Eagles, McCool, and Haynes (2002) identified 22 stakeholder groups that could potentially contribute their opinions during the park planning process, particularly with regard to visitation and tourism issues. These stakeholders contain their own set of values and objectives (Eagles, 2010a). They include, but are not limited to the following: park planners and managers, park volunteers, park visitors, park employees, local community, aboriginal community, local residents, local landowners, resource extraction interests, government ministries, other government agencies, private sector, non-governmental organizations, environmental groups, economic developmental organizations, concessionaires and permit holders, hospitality industry, tour operators, destination marketing organizations, educational institutions, research bodies, and the media (Eagles, McCool, and Haynes, 2002).

Four stakeholder groups were further highlighted by Eagles, McCool, and Haynes (2002) as exhibiting particular importance in influencing visitor and tourism policies in protected areas. These groups were identified as: 1) society at large, with special emphasis on local communities, 2) park managers, 3) tourism operators, and 4) park visitors. For this reason, as well as for practical research implications, this study will focus on five stakeholder groups: visitors, park staff, local residents, tourism operators, and non-governmental organization (NGO) staff and key members. One group, NGO staff and key members, was added to the list of key park stakeholders that would be contacted in this study as they have played a major role in effecting policy in Ontario Parks (Dearden and Dempsey, 2004).

There can be broad interpretations of who can be included under each stakeholder group, thus definitions for each stakeholder group are provided below. Only one definition will be taken from the literature.

Visitor: is an unpaid person who visits a protected area (Algonquin, Pinery, or Sandbanks) for the purposes mandated by the protected area (Eagles, McCool, and Haynes, 2002).

Park Staff: is a person who is either currently or formerly employed by the Ministry of Natural Resources working as park staff either at the park itself (Algonquin, Pinery, or Sandbanks), or at its various offices located in Ontario.

Local Resident: is a person who self-identifies themselves as an individual residing nearby Algonquin, Pinery, or Sandbanks Provincial Park.

Tourism Operator: is a person who either owns or works for a business that is providing a service for visitors of Algonquin, Pinery, or Sandbanks Provincial Park. The tourism operator can include outfitters, tour group companies, resorts, and cottages.

NGO Staff or NGO Member: is a person who either works for or is an unpaid central member of a non-governmental organization that aim to effect or are affected by actions occurring in Algonquin, Pinery or Sandbanks Provincial Parks. NGO organizations include environmental organizations, recreational organizations, and educational organizations.

1.4 Purpose Statement

This study will contrast the degree of detail on park tourism policy currently provided in plans compared to the degree of detail park stakeholders believe should be included in plans through a case study of Ontario Provincial Parks. The results of this study will provide insight into current practices of the Ontario Park agency regarding: visitation and tourism, management planning, and public participation. It should also inform future practices in park management planning in regards to tourism.

The research conducted in this study will be of an exploratory nature. The research questions in this thesis examine the detail that visitor and tourism policy is currently described in Ontario Provincial Park management plans and the level of detail that various park stakeholders, respondents with different degrees of planning knowledge, and respondents with different park affiliations believe visitor and tourism policy should be described in management plans.

Central Research Question

Is there a difference between the level of policy detail desired by stakeholders compared to the level of detail policies are currently utilized in park management plans?

Sub-Questions:

1. Is there a difference in the level of detail that policies are stated between park plans?
2. Do perceptions of the desirable level of detail of policies differ amongst stakeholder groups?
3. Do perceptions of the desirable level of detail of policies differ amongst individuals with park planning knowledge and those without?
4. Do perceptions of the desirable level of detail of policies differ amongst individuals affiliated with different Ontario Parks of the same park class (Algonquin, Pinery, or Sandbanks Provincial Park)?

Chapter 2
Literature Review

2.0 Introduction

Chapter 2 of this thesis contains the literature review. This chapter is divided into five sections: 1) visitation and tourism perceptions in protected areas; 2) the meaning of a good plan and how to evaluate it; 3) the purpose, components and values regarding management planning in protected areas; 4) the legislation, policy, and human/financial resources aiding management planning in Ontario Parks; and lastly, 5) the purpose and factors affecting qualities of public participation, as well as related governance principles.

2.1 Visitation and Tourism Values in Protected Areas

This section will investigate the literature on visitor and tourism management in protected areas in regards to the prevailing values regarding visitation and tourism as they change over time. These values regarding visitation and tourism can reflect the amount of detail provided on visitor and tourism policies in park management plans, a topic that will be examined in section 5.2.2 of the Discussion.

Visitor management is described by Graham et al. (1988) as managing the tension between the resource and the visitor. It has two primary concerns: enhancing the quality of the visitor experience, and decreasing the environmental and social impacts of visitor use (Eagles and McCool, 2002; Eagles, McCool, and Haynes, 2002). Visitor and tourism management, according to Eagles and McCool (2002), is one of three major interrelated subjects in which park management must address; the other two are natural and cultural resource management, and financial, staff, legal, and political management. The terms visitor management and visitor and tourism management will be used interchangeably.

2.1.1 Evolving Attitudes toward Visitation and Tourism in Protected Areas

Perceptions toward visitation in protected areas have changed over time from the mid-20th Century to present (Eagles and McCool, 2002). Visitation in the early decades of Provincial Park management in Ontario was viewed positively, with an emphasis on increasing the capacity for visitation in the 1950s and 60s in response to a growing demand for outdoor recreation opportunities (Eagles, 2010a, Eagles and McCool, 2002). In fact, in an effort to address overcrowding issues in Pinery Provincial Park, there was an initiative to nearly double the visitor facilities available in 1957; this was further encouraged by an increase in government funding in the early 1960s toward increasing visitation capacity (Eagles, 2010a).

By the late 1960s, visitor use in the park began to be viewed in a more negative light, as overcrowding was starting to demonstrate visibly negative impacts to the environment (Eagles, 2010a). In the late 1960s, among many other environmental issues, park overuse notably became accredited by Hardin (1968) as an issue of the "tragedy of the commons", stating that not creating limits to the use of public property can cause "ruin to all". Hardin (1968) suggested that limiting public use of protected area land would provide a solution to this problem. In 1971 this issue of limiting visitor use was addressed in the Pinery Provincial Park management plan in an attempt to reduce the carrying capacity of the park to visitor levels that would be less disruptive to the landscape (Eagles, 2010a). The initial Pinery management plan of 1971 also discussed recreation quality, as well as visitor quantity (Eagles, 2010a).Therefore this first management plan in Ontario Provincial Parks used the concept of carrying capacity as the underlining theoretical concept underpinning visitor management. It reduced visitor use to a more sustainable level and developed many policies to enhance visitor quality.

2.1.2 Current Perceptions of Visitation and Tourism in Protected Areas

There are three current perceptions of visitation and tourism in protected areas that will be explored. There is literature implying a negative relationship with visitation and tourism; there is literature that implies that visitation and tourism is not a primary concern of protected areas; and finally, there is literature that implies a positive relationship between visitation and tourism in protected areas, with the condition that protected areas are planned and managed effectively.

It is presently a common opinion that any human activity in a protected area environment is a negative one, particularly if the alternative is thought to be an environment isolated from any human impact (Eagles and McCool, 2002). Some authors contend that the rise in visitor numbers has a direct correlation with negative environmental impacts (Pickering and Hill, 2007; Lynn and Brown, 2003). It is undeniable that visitor activity, or development to accommodate visitor use, can negatively impact the environment. For example, facility development can clear existing vegetation (Pickering and Hill, 2007); constructing roads in the park can result in changing hydrology and soil erosion; cars can spread pathogens and weeds (Trombulak and Frissell, 2000; Pickering and Hill, 2007); and development in the park can cause habitat fragmentation, commonly cited to have an extensive impact on wildlife (Spellerberg, 1998; Trombulak and Frissell, 2000; Fahrig, 2003). Further, the impact of visitor activity on its own can cause negative environmental impacts due to vandalism, destruction of trees for firewood, and root damage from trail activity (Pickering and Hill, 2007).

One method of addressing visitor use impacts is the utilization of the concept of carrying capacity, which determines through a mathematical relationship, the acceptable level of visitor use based on different elements of concern (Farrell and Marion, 2002). Based on this system, quotas can be

determined for the number of acceptable visitors that can be permitted (Farrell and Marion, 2002). Alternatively, the Limits of Acceptable Change visitor management framework views visitation differently than many other approaches that address carrying capacity; according to (Eagles and McCool, 2002; Stankey and McCool, 1984; McCool and Cole, 1997), instead of viewing visitors negatively asking how many visitors are too many, it seeks to determine the acceptable biophysical and social state of a protected area and actions needed to achieve that state. Limits of Acceptable Change, along with the Visitor Experience and Resource protection process (VERP) are the most common visitor management frameworks used in protected area management (Leung and Marion, 2000), but are not the only systems available. Other visitor management frameworks include the Tourism Optimization Management Model (TOMM), Visitor Impact Management (VIM) planning model, and Visitor Activity Management Planning (VAMP) (Eagles and McCool, 2002).

Visitor numbers became a major park management concern in consideration of impacts to the environment; however, visitor numbers are not the only indicator of human impact to the environment (Eagles and McCool, 2002). In addition to visitor numbers, other factors that have an environmental impact as a result of tourism and recreation are: visitor behavior, season of use, and management approaches (Leung and Marion, 2000; Eagles and McCool, 2002). Environmental factors such as climate, placement of trails and the resiliency of plant biota can also account for variation in environmental impact of recreational use according to various recreation ecology studies (Leung and Marion, 2000). This has significant management implications, as managing visitor use impacts has been demonstrated by numerous studies to be compounded by many variables (Leung and Marion, 2000); thus limiting the number of visitors alone is an insufficient approach to address visitor and tourism impacts.

Tourism and visitation in the international protected area classification system developed by the IUCN is not addressed directly, indicating the paucity of value regarded toward visitation and tourism in protected areas by this influential organization. The IUCN classification system, as discussed in Chapter 1, is intended to be the prototype for protected area categorization globally and thus sets a precedent toward the role that visitation and tourism is viewed in parks (Eagles and McCool, 2002). The six IUCN categories primarily discuss the type of ecosystem management approach to be used in parks, though almost all of the categories do not address the degree of human activity acceptable in parks (Dudley, 2008). Eagles and McCool (2002) suggested that an alternative to the IUCN classification system would be to reclassify the categories based on the intrusiveness of human impact permitted – from minimal visitor activity and supporting infrastructure permitted in Category I to the permission of extractive activities and mechanical visitor use in Category VI (Eagles and McCool, 2002). The Ontario Park classification system, alternatively, places a greater emphasis on recreation and tourism than do the IUCN categories, containing three park classifications that do not have an IUCN category equivalent (Eagles

and McCool, 2002). This implies that despite the IUCN park categories, there is recognition of the role of visitation and tourism in the Ontario Parks classification system; demonstrating the potential for this organization to act independently.

The *United Nations List of National Parks and Protected Areas* contains information on the number and area that protected areas were represented globally by IUCN category and by IUCN/WCPA region (Chape et al, 2003). However this global list does not contain information regarding park use statistics, which reflects the manner in which tourism and visitation is valued by the IUCN/WCPA. It does not necessarily imply that the IUCN views tourism and visitation in parks negatively, but does indicate that it is not a primary issue.

A third perception of visitation and tourism can regard visitors as an asset. Authors including (Eagles and McCool, 2002; Rollins and Robinson, 2002; Hanna et al, 2008) argue that a negative perception of visitors is ineffective, as they view the creation and management of protected areas as a political process pushed forward by public and private interests. With increasing pressures for alternative land uses, protected areas are starting to look like islands in a human dominated landscape (Woodley, 2002). Many authors believe that the values individuals feel toward a protected area must be stronger than those toward other competing interests in order for protected areas to remain viable (Eagles and McCool, 2002; Funk and Richardson, 2002; Margules and Pressey, 2000). Further, the act of biological conservation in recent literature has commonly been called "the science of triage" referring to the grueling process of making the choice of which areas can be conserved, and which cannot (Cadotte and Davies, 2010). In addition, according to conservation biology theory, conserving biodiversity in a series of isolated patches will be ineffective in the long term to maintain healthy ecosystems (Butler and Hvengaard, 2002; Theberge and Theberge, 2002).

McNeely (1994) further suggests that more biological diversity is present in agricultural, pastoral, forestry, and other human dominated landscapes than in protected areas. To account for some of the limitations of natural resource management, the concept of taking an ecosystem-based approach to managing protected areas was first endorsed as a primary management framework at the Fifth Conference of the Parties to the Convention on Biological Diversity in Nairobi, Kenya (IUCN, 2009). The IUCN document entitled *The Ecosystem Approach: Learning from Experience* regards ecosystems as overlapping and interconnected and identifies specifically that other areas adjacent to protected areas need to be taken into account in protected area planning efforts (Shepherd, 2008). The ecosystem approach has 12 principles that address a wide variety of management topics including: stakeholder participation, economic issues, the scale of ecosystem management, and adaptive management over space and time (Shepherd, 2008). In *Our Sustainable Future* (OMNR, 2005, p.7) the Ministry of Natural Resources long-term strategic planning document, it states that an ecosystem approach will be "considered in the

management of natural resources". An ecosystem approach according to this OMNR (2005, p.7) document "enables a holistic perspective of social, economic, and ecological aspects, and provides the context for integrated resource management". This principle reflects the direction that the Ministry of Natural Resources would desire to see its protected areas managed in the long term.

Lastly, there is a significant volume of literature that addresses the relationship between experiences in natural environments and pro-environmental behavior. It is a common theme in the field of environmental psychology to understand what encourages environmentally responsible behavior; particularly when an element of self-sacrifice often occurs as a result, for example by taking the bus instead of the car it can add time to your trip (Howes and Gifford, 2009). Porter (2001), when surveying recreationists at two Canadian Provincial Parks, found the most common feedback describing why respondents were willing to increase their level of participation in conservation efforts toward protected areas was a personal history and connection to parks. Kals et al (1999) found a relationship between emotional affinity toward nature and pro-environmental behavior, and Halpenny (2006) found a positive correlation between place attachment and pro-environmental intentions toward the case study park in a study of visitors at Point Pelee National Park, Ontario. This result is compounded by strong evidence between an emotional affinity toward nature and experience in nature (Kals et al 1999; Lyons and Breakwell, 1994; Finger, 1994); demonstrating that tourism and visitation in protected areas has the potential to increase pro-environmental behavior.

Eagles and McCool (2002) created a diagram to showcase a relationship between visitation and park creation and management; demonstrating the socio-political relationship between visitor experiences and park management and development. Represented in figure 2-1, this diagram demonstrates a cycle between visitation, visitor appreciation, political action, and resulting park creation and park management when visitors have a positive attitude toward their experiences in protected areas (Eagles and McCool, 2002).

Figure 2-1: Relationship between Visitation and Park Creation and Management. Adapted from Eagles and McCool (2002)

The concept of sustainable development, brought forth in 1987 by the World Commission on Environment and Development has influenced the public, academics and tourism planners to desire a sustainable form of tourism in protected areas (Eagles and McCool, 2002). The importance of sustaining the environment in the tourism industry emerged in the 1990s. Notably, the Globe '90 Conference held in British Columbia, Canada motioned five goals of sustainable tourism: 1) to gain greater awareness and understanding of how tourism can positively make contributions to the environment and the economy; 2) to promote equity and development; 3) to improve quality of life in adjacent communities to the tourist destination; 4) to provide a high quality experience for the visitor; and 5) to maintain quality of the environment in which tourism depends (Fennell, 2008). This caliber of tourism and visitation would not be possible without strong management and good planning (Eagles and McCool, 2002).

2.2 Plan Quality and Plan Evaluation

This section will examine the literature on plan quality. First literature defining the concept of a "good plan" and factors that determine plan quality will be explored; second the connection between plan quality and both plan implementation success and plan process quality will be investigated; third the means to evaluate plan quality will be examined; and fourth the key findings of the Algonquin Provincial Park plan evaluation conducted by Eagles and Bandoh (2009) will be provided.

Some plan quality characteristics identified in the literature will be used to evaluate management plans, as discussed in section 3.3.2 of the Research Methods. Comparisons will be made between plan evaluation techniques recently used in the literature to the technique used to evaluate plans in this study in section 5.5 of the Discussion. Findings discovered in the Algonquin plan analysis conducted by Eagles and Bandoh (2009) will be used to supplement results of the plan content analysis conducted in this thesis, in section 5.2.1. Lastly, the impacts of plan quality on plan implementation success and plan process quality are discussed in this section to identify additional implications of plan quality, a topic discussed in section 5.8 as an area greatly in need of further research.

2.2.1 Defining Plan Quality – What Makes a "Good Plan"?

In the 1990s, the issue of plan quality became an important topic in the academic literature, after decades of not addressing this central planning issue (Berke, et al., 2006). Understanding what defines a "good plan" is particularly important as the act of plan making is the central thread that joins the planning profession together (Talen, 1996; Morckel, 2010). Baer (1997) expressed a lack of discussion regarding what constitutes a "good plan", whereas the majority of literature in the field has focused on investigating the methods and processes of "plan making". It is easier for a planner to distinguish a good plan from a bad plan, and much more difficult to determine the elements that define plan quality (Baer, 1997). Currently, there is still no consensus in the planning profession on what constitutes a "good plan" (Morckel, 2010).

Literature detailing characteristics of plan quality, which were subsequently used to evaluate plans, come from a small subset of publications (e.g. Berke et al, 2006; Brody, 2003; Brody, 2003a; Norton, 2008; Berke and Godschalk, 2009). The plan quality characteristics identified in six publications are listed in table 2-1. Common characteristics of plan quality found in three or more of the six publications include: 1) factual base (Berke et al, 2006; Berke and Godschalk, 2009; Brody, 2003; Brody, 2003a; Norton, 2008); 2) goals (Berke and Godschalk, 2009; Brody, 2003a; Brody, 2003); 3) implementation (Berke and Godschalk, 2009; Brody, 2003; Norton, 2008); 4) policies (Berke and Godschalk, 2009; Brody, 2003a; Brody, 2003); and 5) internal consistency (Berke et al, 2006; Berke and Godschalk, 2009; Norton, 2008). In addition, monitoring (Berke et al, 2006; Berke and Godschalk, 2009), interorganizational coordination (Berke and Godschalk, 2009; Brody, 2003), and plan presentation (Berke and Godschalk, 2009; Norton, 2008) were characteristics used to describe plan quality in two of the six publications.

Berke et al, (2006)	Berke and Godschalk, (2009)	Brody, (2003a)	Brody, (2003)	Norton, (2008)
Overall Plan Characteristics	**Internal Plan Characteristics**	**Overall Plan Characteristics**	**Overall Plan Characteristics**	**Plan Analytical Quality**
1)Clear identification of issues **2)**Thorough fact base **3)**Internal plan consistency **4)**Monitoring provisions to measure goal and objective success	**1)**Issue identification and vision **2)**Goals **3)**Fact base **4)**Policies **5)**Implementation **6)**Monitoring and Evaluation **7)**Internal Consistency	**1)**Factual base **2)**Clear goals **3)**Policies	**1)**Factual base **2)**Goals and objectives **3)**Interorganizational coordination **4)**Policies **5)**Implementation	**1)**Factual base (Accuracy) **2)**Infrastructure capacity analysis (Accuracy) **3)**Land suitability analysis (Accuracy) **4)**Plan presentation (Comprehensibility and Legitimacy) **5)**Public participation (Legitimacy) **6)**Implementation program (Comprehensibility, **7)**Legitimacy, and Sincerity)
	External Plan Characteristics			**Plan Consistency**
	1)Organization and presentation **2)**Interorganizational coordination **3)**Compliance			**1)**Vertical mandate/coordination (Sincerity) **2)**Horizontal (Sincerity) **3)**Internal (Sincerity) **4)**Implementation (Sincerity)

Table 2-1: Plan Quality Characteristics Defined in Literature

Berke and Godstalk (2009) define plan quality in terms of both its internal and external quality, where the internal plan quality refers to the content and format of the plan, and the external plan quality refers to the plans relevance as a reflection of stakeholder values. Berke and Godschalk (2009), with one of the most extensive lists of plan quality characteristics, provide clear definitions of each plan quality element, these definitions are provided in table 2-2.

INTERNAL CHARACTERISTICS

1. **Issue Identification and Vision: broad background description and values of what the community wants** 2. **Goals: desired future conditions as a reflection of stakeholder values** 3. **Fact Base: key facts regarding current and future conditions** 4. **Policies: more specific principles to guide decisions and to be tied to actions** 5. **Implementation: action plan identified including timeline, funding sources, and division of work** 6. **Monitoring and Evaluation: plans to monitor objectives including timelines** 7. **Internal Consistency: different elements of the plan reinforce each other**
EXTERNAL CHARACTERISTICS
1. **Organization and Presentation: provisions made to make the plan understandable to a wide audience** 2. **Interorganizational Coordination: vertical and horizontal consistency with other plans and guiding documents within the institution** 3. **Compliance: content in the plan is consistent with its mandate and elements that are required in the plan are present**

Table 2-2: Plan Quality Characteristics (Adapted from Berke and Godschalk, 2009 p.231)

2.2.2 Plan Quality, Plan Implementation Success and Planning Process Quality

Many authors believe, though it is important to create a "good plan", it is more important to understand whether or not a plan has been successfully implemented (Morckel, 2010; Talen, 1996). A commonly documented planning problem is that substantial effort is placed in the plan making process and not in the plan implementation or plan evaluation process (Morckel, 2010; Burby, 2003; Steelman and Hess, 2009; Brody and Highfield, 2005); often creating a condition in which a plan exists that is not put into use, or if it is put into use, the outputs and outcomes of the plan are not understood (Steelman and Hess, 2009). This general planning phenomenon has also regularly been cited in the protected area planning context (Thomas and Middleton, 2003).

Plans are frequently criticized by the public for being costly and at times are believed to not make a difference (Newcomer, 1997; Laurian et al., 2010); this state is exacerbated when we have limited empirical knowledge of the outcome of plans. Plans are rarely evaluated, however, for a variety of reasons, including: the challenge of creating indicators to evaluate success (Seasons, 2003; Laurian et al., 2010); limitations in time, staff and expertise (Seasons, 2003; Laurian et al., 2010); as well as a deficiency in methodology, particularly with regard to outcome evaluation (Laurian et al., 2010; Talen, 1996).

Planning success, in which the implementation of a plan can be gaged, is defined in a variety of ways. Planning literature primarily discusses how plans can be evaluated against either outputs or outcomes (Laurian et al, 2010; Vedung 1997). Morrison and Pearce (2000) describe outputs as what is produced by an organization; and outcomes as the combined effects of the planning system, or in the case of this study, the effects of the plan. An output can refer to products or services, such as programs or

plans developed (Morrison and Pearce, 2000). An outcome refers to the impact of planning outputs; according to Vedung (1997) outcomes can be immediate, intermediate, or ultimate. Using an example described by Vedung (1997) of a refugee program distributing tents and blankets, an immediate outcome would be if the items were actually used, an intermediate outcome would be whether or not the items relieved a problem, and an ultimate outcome could be the long-term impact of refugee assistance programs. Laurian et al (2010) and Baum (2001) suggest that most plan evaluation studies evaluate outputs as opposed to outcomes.

What is meant by implementation success is a highly complex topic (Talen 1996; Morckel, 2010). Some authors take a conformance-based approach and others a performance-based approach to comprehend the implementation success of a plan. In the conformance-based approach, planning success is systematically determined by how closely subsequent policies and actions align to the plan (Laurian et al, 2004; Brody and Highfield, 2005; Morrison and Pearce, 2000); where in the performance-based approach, planning success is determined by how the plan influences future decisions in the planning process (Laurian et al, 2004; Morckel 2010; Mastop and Faludi, 1997). Laurian et al. (2004) adheres that conformance-based evaluation is more suitable for day-to-day local land use decisions, aligning with the rational-comprehensive planning paradigm (Laurian et al., 2010); and a performance-based evaluation approach is more suitable for long-term, highly uncertain planning decisions, aligning with the communicative planning paradigm (Laurian et al., 2010).

Some authors distinguish between the type of evaluation that can be conducted based on the function of the plan; where it would be more suitable for a project plan that provides a "blueprint" function to be evaluated by means of conformance and not for a strategic plan that acts as a "vision" document (Brody and Highfield, 2005; Laurian et al., 2004). The subject of plan function and purpose will be discussed in greater detail in section 2.3.1. Regardless of taking a conformance-based or performance-based approach, it is difficult to understand how much of an effect a plan has had on implementation success when a comparison cannot be made to a condition without the plan in existence, in its counterfactual state (Baum, 2001; Brody and Highfield, 2005; Morrison and Pearce, 2000).

The quality of a plan is often used as an indirect measure of plan implementation success and as a reflection of quality in the planning process (Brody, 2003a). There is presently not a significant volume of literature, however, to provide strong empirical evidence supporting these relationships (Steelman and Hess, 2009). Some of the studies that have been conducted to understand the relationship between plan quality and plan implementation success have found that there is not a strong relationship between these two variables (e.g. Brody and Highfield, 2005; Steelman and Hess, 2009); though the results are not definitive. Both publications investigating this topic (Brody and Highfield, 2005; Steelman and Hess,

2009) identified reasons, other than there being no relationship between plan quality and plan implementation success, which they believe could have impacted the results. Some limitations to these study findings could include: the amount of time that has passed since the plan was created and the plan evaluation (Steelman and Hess, 2009; Brody and Highfield, 2005); the criteria that were used to evaluate plan quality (Steelman and Hess, 2009); limitations of conformance-based evaluation (Brody and Highfield, 2005); and perception biases of survey participants (Steelman and Hess, 2009).

Other possible explanations, besides plan quality, that were determined by Laurian et al. (2004, p.472) to influence plan implementation include: "1) the commitment of the agency to implementing the plan; 2) the inclusion in the plan of provisions for implementation and of management techniques to implement plan policies; 3) the specification of appropriate management techniques in development permits, and 4) the actual use of these management techniques by developers". Other than item 2), which is just one element of plan quality, the remaining aspects are extraneous to the content of the plan. It is possible that one or more of these factors can have a greater influence on plan implementation success than the quality of the plan itself, but again there is not enough empirical evidence to support either claim.

There have also been studies investigating the relationship between plan quality and the quality of the planning process (e.g. Burby, 2003; Steelman and Hess, 2009), though publications are minimal on this topic. Burby (2003) adheres to a relationship between plan quality and the quality of the planning process by stating that "strong plans stem from planning processes that involve a broad array of stakeholders, and strong plans accompanied by broad stakeholder involvement are needed if plans are to have a significant effect on actions of local governments" p.33. Burby (2003) proclaims that one source of a plan being ineffective is caused by a disconnect between what is a concern for planners and what is a concern for the public; causing some planning motions to be without public support. Burby (2003) discovered a strong relationship between the breadth of stakeholders participating in plan making, and the strength of the plan, including implementation success in a study of hazard mitigation policies in Florida and Washington local government plans. When the number of stakeholder groups participating rose from 5 to 10, for example, 72% more proposed hazard mitigation proposals were stated in plans (Burby, 2003).

2.2.3 Plan Quality Evaluation Methods and Findings

Evaluation was defined by Weiss (1998), and restated by Baum (2001) and Seasons (2003) as "the systematic assessment of the operation and/or the outcomes of a program or policy, compared to a set of explicit or implicit standards, as a means of contributing to the improvements of the program or policy" Baum (2001 p.4). This definition provides substantial flexibility in how evaluation can be executed, where either implicit or explicit standards can be used, and where the operation or outcomes can be

assessed. This definition does not describe by whom evaluation can be conducted, which will be a topic examined in greater detail in section 2.5.

Oliveira and Pinho (2010) detail four reasons for evaluation in planning, which include: 1) increasing legitimacy; 2) providing assistance for complex decision making; 3) tracking planning effectiveness; and, 4) maintaining the planning practice in a continual learning process. Plan evaluation strategies from Brody and Highfield (2005) and Berke and Conroy (2000) will be examined. There has been debate over evaluation criteria used to assess plan quality (Steelman and Hess, 2009); however, these two publications identify relatively recent strategies.

Brody and Highfield (2005) evaluated plan quality of local comprehensive plans in Florida on a scale of 0 to 2 by the level of detail two main components were presented: 1) each of seven identified environmental policies; and 2) each of eleven identified implementation policy indicators. The ordinal scale used in this evaluation indicated "0" as not identified or mentioned in the plan; "1" as suggested, but not detailed in the plan; and "2" as fully detailed or mandatory in the plan (Brody and Highfield, 2005). Berke and Conroy (2000) evaluated plan quality in relation to sustainability principles contained in plans by extracting three items of information from every policy statement: 1) the sustainability principle promoted by the policy; 2) the management technique, for example zoning or a capital management program, which would be used to promote that policy; and 3) whether the policy was suggested (rated "1") or required (rated "2") by the plan (Berke and Conroy, 2000). Words that would indicate that the policy was "suggested" include: encourage, consider, intend, and should; whereas words that would imply the policy was "required" include: shall, will, require, or must (Berke and Conroy, 2000).

As identified by (Brody and Highfield, 2005; Berke and Conroy, 2000) factors other than plan quality are likely to also influence plan implementation success. Common factors that have been identified in the literature include: commitment from elected officials (Steelman and Hess, 2009); commitment to evaluation (Steelman and Hess, 2009); public and stakeholder participation (Burby, 2003; Steelman and Hess, 2009); enforcement (including sanctions for failure to implement the plan) (Brody and Highfield, 2009); monitoring plan effectiveness and planning outcomes (Brody and Highfield, 2009); and level of coordination between jurisdictions (Steelman and Hess, 2009; Bengston et al., 2004).

2.2.4 Algonquin Provincial Park Plan Evaluation Findings

Eagles and Bandoh (2009) provide an in-depth, qualitative, examination of visitor and tourism policies stated within the 1998 Algonquin Park management plan using 30 visitor and tourism policy categories developed by Hyslop and Eagles (2007). These 30 visitor and tourism policy categories will be described in further detail in Chapter 3. For each category, the policy is described, the manner in which

the policy is stated in the park management plan is outlined, and commentary on the current state of how Algonquin Park is managing for that policy is explained.

Eagles and Bandoh (2009) found that the Algonquin Park management plan was consistently weak at presenting goals and objectives for visitor and tourism policies. They also discovered that there is much greater complexity in activities occurring at Algonquin Park than is being stated in the management plan itself (Eagles and Bandoh, 2009). Eagles and Bandoh (2009) thus recommended that the future Algonquin Park management plan provide more holistic and prescriptive information regarding visitor and tourism policies. They further argue that all major visitor and tourism policies should be addressed in the management plan in a prescriptive and measurable format, with more specific issues being detailed in subsidiary plans (Eagles and Bandoh, 2009). They suggest that the content of the subsidiary plans be clearly linked to the management plans, so that readers are made aware of the cross plan connections.

2.3 Management Planning Values in Protected Areas

This section will investigate management planning values in protected areas. First, academic literature, IUCN guidelines, and Ontario Park legislation/policy regarding the purpose of park management plans will be explored. Second, the purpose and relationship between information contained in park management plans versus park subsidiary plans will be examined.

Purposes of a management plan identified in this literature review will be compared to the purposes identified by Ontario Park legislation and provincial policy in section 5.2.2.2 of the Discussion; subsequently the minimum level of detail required to satisfy that management plan purpose will be measured against the detail contained in plans. Differences between the level of detail policies should be described in subsidiary plans compared to in management plans will be explored in section 2.3.2 of this literature review and in the results in section 4.6; this information will be used in the recommendations section 5.6.

2.3.1 Purpose and Function of Management Plans

Having a clear understanding of the purpose of a management plan is critical in order to evaluate the implementation success of that management plan (Morckel, 2010). In addition, different criteria need to be used to evaluate plan quality based on the function of the plan, as stated by Baer (1997) who describes eight potential plan types. Through an investigation of IUCN guidelines and academic literature, compared to Ontario Park legislation and policy, it is evident that there is not always a consistent purpose and function of management plans in the protected area context.

There are eight purposes of a management plan that have been identified based on IUCN guidelines and academic literature. They include, in no particular order that a management plan:

1) communicate clear information where decisions can be traced and defended, if necessary (Eagles, McCool, and Haynes, 2002; Alexander, 2008);

2) explicitly communicate value judgments (Eagles, McCool, and Haynes, 2002; Eagles and McCool, 2002; Alexander, 2008);

2) incorporate an understanding of stakeholder perceptions (Eagles, McCool, and Haynes, 2002; Eagles and McCool, 2002; Alexander, 2008);

3) provide an opportunity for public contribution (Eagles, McCool, and Haynes, 2002; Eagles and McCool, 2002; Alexander, 2008);

4) be a document that sets the precedence for following plans (Thomas and Middleton, 2003);

5) guide and control management of a protected area (e.g. Thomas and Middleton, 2003; Eagles, McCool, and Haynes, 2002; Young and Young, 1993);

6) satisfy legislative requirements (Thomas and Middleton, 2003; Eagles, McCool, and Haynes, 2002); and,

7) is a document that is made to be implemented (Clarke, 1997; Alexander, 2008; Eagles, McCool, and Haynes, 2002; Eagles and McCool, 2002).

The purposes indicated by Ontario Park legislation in the *Provincial Parks and Conservation Reserves Act* (2006) include that a management plan: 1) is a legislative requirement; 2) a management guide; and 3) provides an opportunity for public consultation. This information was retrieved from the following three statements of the *Provincial Park and Conservation Reserves Act* (2006): 1) it is a legislative requirement following section 10(1) "the Minister shall ensure that the Ministry prepare a management direction that applies to each provincial park and conservation reserve."; 2) it is a management guide following section 10(5) "a management plan is a document approved by the Minister that provides a policy and resource management framework that addresses substantial and complex issues or proposals or both for substantial capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them."; and, 3) it provides opportunity for public consultation following section 10(6) "during the process for producing, reviewing and amending a management statement there shall be at least one opportunity for public consultation and during the multi-stage process of producing, reviewing and amending a management plan, there shall be more than one opportunity for public consultation".

The *Protected Areas Planning Manual* (OMNR, 2009), which was developed by the Ministry of Natural Resources to identify legal and policy framework for provincial protected areas, is consistent with

the *Provincial Park and Conservation Reserves Act* (2006) in identifying the same three management planning purposes, which are to: 1) satisfy legislative requirements; 2) guide management of protected areas; and 3) provide an opportunity for public contribution. The Manual (OMNR, 2009) purports in the introduction section to have established a "provincially consistent, transparent, and predictable approach to protected area planning" p.i, where decisions can be "clear, repeatable, and defendable" p.i; though it does not elaborate on how these objectives will be achieved. The *Provincial Parks and Conservation Reserves Act* (2006) and the *Protected Area Planning Manual* (OMNR, 2009) both do not explicitly state the following purposes that a management plan should serve in Ontario Parks, to: 1) communicate clear information where decisions can be traced and defended; 2) explicitly communicate value judgments; 3) incorporate an understanding of stakeholder perceptions; 4) be a document that sets the precedence for following plans; and 5) is a document that is made to be implemented. The Blue Book (OMNR, 1992), a document no longer intended to be in use once the *Protected Areas Planning Manual* was established in 2009, stated that one of the functions of an Ontario Provincial Park management plan is to provide guidance for subsidiary plans; it is possible that this is still an intention of Ontario Parks.

In addition to understanding the various potential purposes of a management plan, it is important to understand the function a plan is intended to serve. Baer (1997) provides eight frameworks, defining the different functions in which a plan can serve: a vision, a blueprint, a land use guide, a remedy, an administrative requirement, a process, pragmatic action, and a response to governmental planning mandates; summarized in table 2-3. There is great consistency between IUCN guidelines, academic literature, that determine the management plan function in a protected area context is primarily a "land use guide"; however, there are differences in opinions between two IUCN guidelines regarding the level of comprehensiveness and level of commitment that should be contained in plans. In accordance with Ontario Park legislation (Provincial Park and Conservation Reserves Act, 2006) and its *Protected Areas Planning Manual* (2009) there is a different interpretation of both the primary function and level of comprehensiveness and commitment that should be contained in plans.

A Vision: communicating a future state that is attractive to the reader both emotionally and intellectually. This function is common in current planning practice.
A Blueprint: the notion of limiting the scope of the plan to what could be seen on a map. This type of plan focused most heavily on zoning ordinances and was seen most frequently in early planning practice.
A Land Use Guide: a general plan that focused on the vision, policy statement, and goal formulation. It did not focus on a blueprint or priority and action setting. This type of plan came into practice in the 1950s and still currently exists, though now with more information on implementation and public participation.
A Remedy: these plans focused on providing a solution to a problem and were thus limited in scope and

duration. For example, in the 1950s these types of plans were used to address the issue of "urban slums". These types of plans later became more complex, encompassing a broader scope.
An Administrative Requirement: government funding allowed for planning to extend into non-traditional areas in the 1960s, for example, employment, housing and transportation plans were being implemented. Plans were thus divided upon functional units as a result of legal rules, intergovernmental relations and government funding. This process helped introduce the concept of the regional plan.
A Process: starting in the 1960s the planning process began to be emphasized as being more important than the plan itself; expressing that a place is shaped by its interrelated parts. The success of a plan was evaluated more in terms of how well its content reflected the needs of its stakeholders.
A Pragmatic Action: in the 1970s, there began to be a concern with the procedural elements of a plan and less emphasis was set on a plan's direction setting attributes. This resulted in the introduction of policy plans.
A Response to Government Planning Mandates: this type of plan reflects broad planning mandates set by different levels of government based on specific topics. For example, concerns over the environment have triggered such plans as habitat conservation plans. This type of planning often enforced strong intergovernmental vertical and horizontal consistency in its plans, with the general plan acting as a "switchboard" for subsequent plans.

Table 2-3: Potential Plan Functions (Adapted from Baer, 1997)

Thomas and Middleton (2003) in the IUCN *Guidelines for Management Planning of Protected Areas* define a management plan as "a document that sets out the management approach and goals, together with a framework for decision making, to apply in the protected area over a given period of time" p.1; and outline the following components that should be present in a management plan "a) a descriptive section of the site in question (geographical, social, economic, biophysical), b) a description of any laws, norms and agreements that apply to the park; c) a strategic plan (prioritizing actions, stating strategies of what needs to be done and how it should be implemented); and d) a zoning plan (defining park zones and what land uses will be permitted in each)" p.69. Thomas and Middleton (2003), do not imply that the plan be comprehensive, and gage level of commitment by prioritizing action items. They also suggest that the level of detail policy items are described in management plans can vary depending on the purpose of the management plan and legal requirements. Other factors, according to Thomas and Middleton (2003) that can influence this variability include: the availability of other planning systems, whether or not a management plan is to guide day-to-day management activities, risks to the objectives, number of competing interests, level of stakeholder involvement, and issues external to the park.

Eagles, McCool, and Haynes (2002) in the IUCN guidelines *Sustainable Tourism in Protected Areas: Guidelines for Planning and Management* define a management plan as "the vehicle for determining and listing all park policies" (p.43) and "comprehensive in character" and outline that

objectives in the plan should be written in an "1) output-oriented; 2) time-bound; 3) specific; 4) measurable; and 5) attainable manner" p.46. The function of a plan as expressed by Eagles, McCool, and Haynes (2002) is more comprehensive in nature and entails a higher level of commitment to action than that expressed by Thomas and Middleton (2003).

Academic literature provided by (e.g. Clarke, 1999; Alexander, 2008; Eagles and McCool, 2002) demonstrate consistency with the two IUCN guidelines in providing definitions of a management plan that align with the "land use guide" function (Baer, 1997). Similarities also exist in the literature with regards to the level of comprehensiveness and level of commitment believed should be provided in management plans. The authors (Clarke, 1999; Alexander, 2008; Eagles and McCool, 2002) all suggest that plans should be comprehensive in nature and that there is a need for prescriptive information to be contained in management plan to assist in plan implementation.

The *Provincial Parks and Conservation Reserves Act* (2006, s.10 (5)) (PPCRA) states that a management plan is: "a document approved by the Minister that provides a policy and resource management framework that addresses substantial and complex issues or proposals or both for substantial capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them" This notion that the management plan should address "substantial" or "complex" issues or proposals implies that the plan is likely not to be comprehensive in nature. The legislation does not address the level of commitment that should be provided in plans; nor is there a statutory obligation to implement plans once they have been established (Eagles, 2009). This researcher has designated the intended function of this plan type as a "blueprint" because the *Provincial Park and Conservation Reserves Act* (2006) does not identify the creation of a vision or goal formulation that was a minimum requirement to be considered a plan with a "land use guide" function as defined by Baer (1997).

This is further enforced by the *Protected Area Planning Manual* (2009, p.3), (otherwise referred to as the Planning Manual), which states the primary role of management plans is to "identify the contribution(s) that a protected area makes to the achievement of objectives set out in the PPCRA, and to identify management policies aimed at maintaining or enhancing that contribution". The Planning Manual (OMNR, 2009, p. 24) states that information should be contained in the plan under the following categories: "introduction; protected areas legislation and objectives; protected area values and pressures; purpose, vision, and site objectives for the protected area; zoning; permitted uses; resource management activities; operations activities; development activities; implementation priorities; and monitoring activities".

Consistent with the *Provincial Parks and Conservation Reserves Act* (2006) the Planning Manual (OMNR, 2009) does not imply that the management plan be comprehensive in nature; leaving significant interpretation as to what type of information can be contained in the document that would contribute to

PPCRA objectives. The Planning Manual (OMNR, 2009) requires a greater level of commitment than stated in the PPCRA (2006) by creating "implementation priorities", but does not address the need for an implementation plan. According to the information provided in the *Protected Areas Planning Manual* (2009) the primary function of the management plan is intended as a "land use guide"; however, vision and goal/objective formulation are only stated in relation to the protected area as a whole and not with regard to individual policies.

2.3.2 Role of Subsidiary Plans

The role of subsidiary plans is important to understand in relation to the management plan in Ontario Parks. Subsidiary plans focus on more specific policy information and operate on a shorter time frame than management plans (OMNR, 2009); they also, notably, do not require stakeholder participation in their preparation, though it is often encouraged. Thomas and Middleton (2003) provide a list of potential subsidiary plans that a protected area may choose to establish, these are described in table 2-4. Due to the direction provided by the *Provincial Parks and Conservation Reserves Act* (2006), implying that management plans do not need to be comprehensive documents, it is likely that a substantial volume of information is contained in subsidiary plans.

Subsidiary plans are considered as amendments to a management plan and are supposed to be made available to the public along with the management plan in print and online format (OMNR, 2009); however, currently there are very few subsidiary plans posted online along with the park management plans on the Ontario Parks website (Ontario Parks, 2010). The *Provincial Parks and Conservation Reserves Act* (2006) established that within 5 years of section 10(1) proclaimed, (i.e. by 2011), all existing Provincial Parks and Conservation Reserves must prepare a management direction (management plan or management statement), if they do not have one already. It is possible that Ontario Provincial Parks are currently undergoing this process and that a substantial volume of both management plans and subsidiary plans will be posted online in the near future.

Operational Plans	• Present detailed information on how actions are to be implemented, operating on a shorter timeframe than management plans
Corporate Plans	• Presents a business plan for a protected area agency and provides a means to measure operational performance
Business Plans	• Provides information and implementation strategies on how to make a park more financially self-sufficient
Zoning Plans	• Provide information on how different areas of a protected area are zoned, the boundaries of the zones, and how the zones are to be managed
Sectoral Plans	• Provide direction for specific management activities such

	as interpretation, visitor management, and species protection
Development Plans	• Provide information guiding plans and investment needed for new development such as infrastructure
Site Management Plans	• Provide more detailed information on particular sites within a larger protected area that require special attention
Conservation Plans	• Refers primarily to cultural heritage site conservation when action such as conservation and restoration is being planned to take place. This plan details the significance of the current site in light of the upcoming action

Table 2-4: Subsidiary Plan Types (Adapted from Thomas and Middleton, 2003)

2.4 Legislation/Policy Guidelines and Human and Financial Resources for Plans

In this section Ontario Park legislation and policy guidelines that provide direction for management plans will be examined, as well as the human and financial resources that are dedicated by Ontario Parks toward the process of plan making and plan implementation. This information will provide insight into the type and quality of information, particularly visitor and tourism policy information, which would be expected as a result, discussed in sections 5.2.1, 5.2.2, 5.2.2.4, and 5.2.2.5 of the Discussion.

2.4.1 Ontario Park Legislation and Guiding Policy Documents

According to an interview with Ontario Park staff published in Eagles and Bandoh (2009), there is a suggestion that park management plans in Ontario Parks are intended to be simple documents. In full, this quote states that "Ontario Parks has designed park management plans to be simple documents which provide general policy direction with regard to appropriate use, protection, development and access. Structure and content is largely dictated by the Ontario Provincial Park Management Planning Manual – and related directives" (Eagles and Bandoh, 2009 p.95). Direction provided by the *Provincial Parks and Conservation Reserves Act* (2006), *Our Sustainable Future* (OMNR, 2005), and the *Protected Areas Planning Manual* (OMNR, 2009) regarding the type and quality of information that should be contained in a management plan will be examined, especially with regard to visitor and tourism policies.

2.4.1.1 Our Sustainable Future

Our Sustainable Future (OMNR, 2005) is a long-term strategic planning document that provides overall guidance towards the future and current priorities directing the Ministry of Natural Resources (MNR) in its task of protecting Ontario's natural resources. Ontario Parks is one of many MNR mandated responsibilities. This document is intended to be broad and understandably does not provide specific

direction on what particular policies should be described in park management plans and to what level of detail they should be stated (OMNR, 2005). It does, however, firmly emphasize a primary focus on reaching tangible results that can be measured and evaluated through a monitoring process (OMNR, 2005). There is also a goal stated in this document to report to the public on monitoring and assessment of implementation success on a regular basis to ensure transparency and accountability (OMNR, 2005).

Our Sustainable Future (OMNR, 2005) describes six topics in which monitoring and measuring implementation success should be considered. These topics are: 1) ecosystem health and natural resource sustainability, 2) social and economic benefits, 3) customer service, 4) fiscal effectiveness, 5) partnership effectiveness, and 6) organizational excellence (OMNR, 2005). It further states that specific measures and standards for the above topics will be "set out and reported on regularly" (OMNR, 2005). All of these topics could apply to one or more visitor and tourism policy listed by Coburn and Eagles (2011) in table 3-2 in Chapter 3.

2.4.1.2 Provincial Parks and Conservation Reserves Act

The *Provincial Parks and Conservation Reserves Act* (PPCRA) (2006) is legislation that outlines the legal structure for Ontario Provincial Parks and Conservation Reserves. The PPCRA (2006) provides direction for management planning by stating system-wide park goals and objectives and central values held regarding the purpose of Ontario Parks. Some sections in the legislation provide guidance that is relevant to visitor and tourism policies, such as on the topics of: land use zoning; permitted land uses; permitted resource access roads and trails; permitted facilities and services; fees and rentals; and enforcement (Provincial Parks and Conservation Reserves Act, 2006).

There is no direct statement on the level of detail that policies should be described within park management plans, except for what can be implied from the PPCRA (2006) definition of a management plan, examined in section 2.3.1 of this literature review. This definition implies that the management plan does not need to be a comprehensive document. General values regarding the topic of tourism and visitation in Ontario Parks, however, can be implied from goals and objectives stated in the PPCRA (2006).

First, section 1 of the PPCRA (2006) states "providing opportunities for compatible, ecologically sustainable recreation" as one element of the purpose of the act. Second, section 6 of the PPCRA (2006) dedicates Ontario Parks to "the people of Ontario and visitors" for their "inspiration, education, health, recreational enjoyment and other benefits with the intention that these areas shall be managed to maintain their ecological integrity and to leave them unimpaired for future generations". Third, section 2(1) of the PPCRA (2006) lists four primary objectives of Ontario Provincial Parks, emphasizing in objectives 2 and 3 values regarding tourism and visitation, such as "to provide opportunities for ecologically sustainable

outdoor recreation opportunities and encourage associated economic benefits" and "to provide opportunities for residents of Ontario and visitors to increase their knowledge and appreciation of Ontario's natural and cultural heritage".

In describing these objectives, it uses very general language "to provide opportunities"; however the term "opportunities" is not described in the PPCRA (2006). It is made clear that these "opportunities" must be compatible with the primary goal of maintaining and restoring ecological integrity in Ontario Parks; however, there is no indication about the quality and extent that these "opportunities" must be met. Also, there is no definition in the PPCRA (2006) or the Protected Areas Planning Manual (OMNR, 2009) that describes the specific parameters of opportunities that are "compatible" in the park with respect to the ecological integrity objective.

Section 11 (3) of the PPCRA (2006) has required the Minister to publish a report on the provincial park and conservation reserves system at least once every five years. According to section 11 (2) this report is to "provide, but shall not be limited to, a broad assessment of the extent the objectives of provincial parks and conservation reserves, as set out in this Act, are being achieved, including ecological and socio-economic conditions and benefits, the degree of ecological representation, number and area of provincial parks and conservation reserves, known threats to ecological integrity of provincial parks and conservation reserves and their ecological health and socio-economic benefits". In 2011, the first *State of Ontario's Protected Areas Report* (OMNR, 2011) was published. It is a document containing detailed and comprehensive information stating current facts about the park system and the policy, legislation, and key factors influencing decision making, including that of tourism and visitation and management planning. This document is important in providing a framework for adaptive management; however, it rarely critically discusses how the Ontario Parks system has measured against objective indicators and ways in which the parks system can improve.

2.4.1.3 Protected Areas Planning Manual

The *Protected Areas Planning Manual* (also referred to as Planning Manual), established in 2009, highlights the minimal process and content requirements for Ontario Provincial Park management plans (OMNR, 2009). The Planning Manual (OMNR, 2009) intends to provide "consistent, transparent and predictable" direction to management planning throughout the Ontario Parks system. It explicitly describes the planning process as "an ongoing cycle of collecting and analyzing information, decision-making, monitoring and evaluation" (OMNR, 2009 p.i). The Planning Manual provides more specific direction for management planning than was provided by the Blue Book (OMNR, 1992); the former document that acted as a guide to planning and management of all Ontario Provincial Parks. On the other hand, the Blue Book (OMNR, 1992) contains information that was not transferred into the *Protected*

Areas Planning Manual (OMNR, 2009), particularly with regard to park zoning; which can suggest that it may still be used in practice. In fact, the Planning Manual (OMNR, 2009) references the Blue Book with regard to the topic of zoning on page 21.

The Planning Manual (OMNR, 2009, p.9) states that during the process of setting plan and management priorities, the planning team is to "work to develop site specific, measurable, and achievable site objectives associated with the objectives in the PPCRA". This statement provides general direction on the level of detail recommended for policies to be "specific, measurable, and achievable"; however, does not explicitly state that this level of detail is required to be stated within the management plan itself. The concept of "objectives associated with the objectives in the PPCRA" allows significant room for interpretation at the park level; as the objectives provided in the PPCRA are broad and use general language, as discussed in section 2.4.1.2. This degree of interpretation to be determined at the park level permits opportunities for inconsistency between park plans, counter to the objective of the Planning Manual (OMNR, 2009) to provide "consistent" management planning direction.

The Planning Manual (OMNR, 2009) further emphasizes, on multiple occasions within the document, the importance of monitoring and adaptive management in the planning process. It discusses the role of the adaptive management approach in measuring plan effectiveness by stating that "monitoring allows assessment of the effectiveness of planning direction and management actions, and enables an adaptive management approach" (OMNR, 2009 p.9). The Planning Manual (OMNR, 2009, p.27) defines the application of adaptive management as "continual improvement of management policies and practices by learning from the outcomes of their application". Measuring the effectiveness of a management plan requires that there are clear indicators that can be measured; implying a level of detail that can accommodate this need in the plan.

There is a greater emphasis in the Planning Manual (OMNR, 2009) on guiding the planning process than on guiding plan content. There are extensive checklists for most stages of the planning process – scoping, background information, management proposals, preliminary management direction, and approved management direction - that can be used as a guide to the plan making process (OMNR, 2009). There is much more general information provided to guide the content that should be contained in the management plan.

In addition to the information discussed above, the Planning Manual (OMNR, 2009) provides direction for plan content by means of a list of headings that are to be contained in the preliminary management plan; it is assumed that this same structure would be used for the approved management plan. These headings are: "introduction; protected areas legislation and objectives; protected area values and pressures; purpose, vision, and site objectives for the protected area; zoning; permitted uses; resource management activities; operations activities; development activities; implementation priorities; and

monitoring activities" (OMNR, 2009 p.24). There is no checklist, as there is listed for the planning process, providing direction toward the type of policies that can or should be contained under each heading; this provision would likely help increase "consistency" , "transparency", and "predictability" across the planning system. This measure could also build in flexibility that can be used at the discretion of individual protected areas.

2.4.2 Human and Financial Resources Dedicated to Management Planning

There is very limited publicly available information regarding the human and financial resources that are dedicated to management planning at Ontario Parks; however, both of these conditions could have a drastic effect on plan quality as well as on the plan making, implementation, and evaluation processes. Traditionally, starting in the 1950s, park staff educated in park management at the college or university level, were trained primarily on topics regarding natural resource management, whereas there were much fewer opportunities for individuals to be trained in park planning and administration (Eagles and McCool, 2002). Most park planning staff in Ontario Parks are currently not formally trained with a background in planning, though there is no documented evidence of this fact except for conversation with Eagles (personal communication, 2011), an expert on park planning, including in Ontario Parks. In addition, most planners are hired on a contract basis (P.F.J. Eagles, personal communication, 2011). This entails that there may not be a significant duration of time for planning staff to familiarize themselves with the park planning system of Ontario Parks and make any major adjustments to the system for improvement.

It is also notable that there is no individual hired by Ontario Parks to specifically oversee tourism management operations across the park system (P.F.J. Eagles, personal communication, 2011). The closest existing position, according to Eagles (personal communication, 2011), is the Ontario Parks Social and Economic Analyst. The fact that there is no position dedicated to overseeing tourism management in Ontario Parks is indicative of the value the agency places on this aspect of park management.

Secondly, as there is a trend of increasing the number of parks, but at the same time, decreasing the societal taxes dedicated to managing parks; there is potential for this condition to lead to management ineffectiveness if alternative funding for parks is not addressed, according to Eagles and McCool, (2002). There is no publicly available information providing financial records of each of the Ontario Provincial Parks; it is currently uncertain how much funding is provided to the parks as a result of visitation and tourism and also what proportion of this funding is dedicated to various park management requirements. Funding is likely to be dedicated to areas in which the park values most, the analysis provided in section 5.2.2 detailing the value of management plans in protected areas can allow for speculation that there is not a significant amount of funding dedicated to the creation, implementation, and evaluation of management

plans. In addition, following common trends in planning practice, it is likely that more funding is dedicated to plan creation than is dedicated to plan implementation and plan evaluation (e.g. Seasons, 2003; Laurian et al, 2010).

2.5 Public Participation Values

In this final section of the literature review, information providing insight into the values of public participation will be discussed. First, the purpose, benefits, and limitations of public participation will be examined. Second, an overview of factors that influence the scope, representativeness, timeliness, comfort and convenience, and influence of public participation will be undertaken. Third public participation and its relationship to organizational governance, particularly with regard to transparency and accountability, will be reviewed.

The purpose of public participation as discussed in the literature will be examined as one of five elements influencing the level of detail contained in management plans in section 5.2.2.2. Evaluations developed in the public participation and governance literature for transparency, accountability, and fairness and power sharing will be used to test results found in this thesis in section 5.3.1.

2.5.1 Public Participation Purpose, Benefits, and Limitations

A stakeholder is defined by Carroll and Nasi (1997) as "any individual or group who affects or is affected by the organization or its processes, activities, and functioning" p.46. This definition permits for a broad interpretation of who can be considered a stakeholder in a protected area context. In a protected area that operates partially under the constructs of an international network (Eagles, McCool, and Haynes, 2002) there can potentially be broad impacts, which could extend the parameters of who can be considered a stakeholder to include individuals on a local, regional, national, and even an international scale. Stakeholders are often discussed as a separate entity from "the public" in publications such as (e.g. Thomas and Middleton, 2003; Ozerol and Newig, 2008) that differentiate "public and stakeholder" participation. The public, however, is no longer recognized from a postmodernist perspective in planning theory as being comprised of one homogeneous group of people with a common public interest (Campbell and Fainstein, 2003). The public is instead recognized as being comprised of a heterogeneous group of people "with many voices and interests" (Campbell and Fainstein, 2003 p.13), fitting with the definition of stakeholder provided by Carroll and Nasi (1997). Therefore, "stakeholder participation" will be described interchangeably with "public participation" in this section.

The role of the public in decision making has evolved in the field of planning. During the second half of the twentieth century an emphasis in the planning field shifted from a focus on the plan to a focus on the planning process (Oliveira and Pinho, 2010), due to a criticism of the rational-comprehensive

planning model and the desire to seek broad contributions from a wide variety of stakeholders. Since the 1980s and 1990s there has been a greater emphasis on a communicative planning; promoting democratic forms of planning (Laurian and Shaw, 2009).

Throughout the 20th century, however, decision making in protected areas was dominated by experts (Eagles and McCool, 2002). McCool and Patterson (2000) express that decision making by an expert, as supported by the rational comprehensive planning model, is not effective in an environment containing uncertainty and diverse stakeholder opinions. In a "messy" planning environment McCool and Patterson (2000) suggest that learning, collaborative action, and consensus-building approaches to planning should precede scientific analysis; emphasizing the political nature of planning. Adaptive management is an approach that addresses limitations to decision making in an uncertain environment by enacting decision making an iterative and ongoing process that is monitored, evaluated, and modified as needed (Mitchell, 2000). Francis (2008) and Kloprogge and Van Der Sluijs (2006) adhere that 'post-normal' problems, in which issues are both complex, uncertain and have high implications, are the rule rather than the exception with regards to environment and resource management and that engaging in the public participation process is a common method of addressing this complexity. Due to the ecological integrity priority of protected areas in Ontario Parks (Provincial Parks and Conservation Reserves Act, 2006), planning in protected areas, would by the logic provided by Francis (2008), contain a high degree of 'post-normal' problems to address.

There is a wide body of literature that cites the potential benefits of public participation. Some of the most common benefits discussed include: 1) increasing legitimacy of an organization (Laurian and Shaw, 2009; Thomas and Poister, 2004; Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Burby, 2002); 2) attaining democracy (Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Laurian and Shaw, 2009); 3) facilitating implementation (Laurian and Shaw, 2009; Ozerol and Newig, 2008; Eagles, McCool, and Haynes, 2002); 4) increasing awareness of issues (Ozerol and Newig, 2008; Laurian and Shaw, 2009; Burby, 2003); 5) creating opportunities for mutual learning (Thomas and Poister, 2004; Laurian and Shaw, 2009; Ozerol and Newig, 2008); 6) enhancing the quality of decisions made (Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Eagles, McCool, and Haynes, 2002); and 7) creating an opportunity for stakeholders to take ownership of decisions (Thomas and Poister, 2004; Eagles, McCool, and Haynes, 2002). The role of stakeholder involvement, according to Ozerol and Newig (2008), should be clear before the public participation process ensues, including what issues participation will help address and what the intended outcomes of participation will be. Laurian and Shaw (2009 p. 297) created a table providing a comprehensive list of potential goals of participation and evaluation criteria that can measure the success of those participation goals; this is provided in table 2-5.

Understanding intended outcomes of public participation is needed to evaluate public participation success, though, as stated by Laurian and Shaw (2009) it is rarely measured in practice. Some participation goals as stated by Laurian and Shaw (2009) will be evaluated in this thesis in Chapter 5, in particular "democratic process" goals.

Goals of Participation	Evaluation Criteria
Process Based Goals **- Mutual learning** **- Increase public awareness** **- Increase agency awareness of public views**	- Participants and general public are informed about issue, stakes, and decision-making processes. - Agency is aware of public views, concerns, and preferences.
Democratic Process **- Transparency** **- Inclusiveness** **- Fairness and power sharing**	- Public understands decision making process. Information about issues and process is available. - Broad attendance. All stakeholders and views are given standing, expresses, heard, respected, and considered. - Fair ground rules, decision making, solutions, and implementation. No dominating group. Shared decision-making power (e.g. through binding agreements). How process fares on Arnstein's ladder of citizen participation.
Outcome Based Goals	
Issue Related Outcomes **- Meet statutory requirements** **- Find solution, reach consensus** **- Improve quality of decision**	- Requirements met - Acceptable solution found - Decision integrates broad knowledge base and public input
Governance Outcomes **- Increase legitimacy of agency** **- Increase legitimacy, acceptability, of decisions** **- Avoid or mitigate conflict** **- Facilitate implementation of solution**	- Agency and individuals seen as legitimate by participants and general public - Assessment of implementation, level of opposition/ acceptance of decision - Presence/ absence and degree of conflict - Solution implemented
Social Outcomes **- Build institutional capacity, resilience** **- Increase trust in planning agency** **- Build social networks, mutual understanding among participants, social capital, sense of citizenship** **- Improve outcomes for most of disenfranchised**	- Community capacity to participate and act in the future - Agency seen as responsive to public input, committed, and capable to implement decisions - Participants feel included in governance, build trust and lasting relationships (among themselves and with administrators), understand and are committed to the public good identified - Distribution of the costs and benefits of outcomes

User Based Goals **- Participants satisfied** **- Other goals defined by participants**	- Overall satisfaction, satisfaction with process and outcomes - Criteria depend on participants' goals

Table 2-5: Goals of Participation and Evaluation Criteria (Adapted from Laurian and Shaw, 2009 p.297)

Despite the long list of potential benefits that have been attributed to public participation, simply executing a public participation program will not insure that these benefits will be attained (Ozerol and Newig, 2008). In fact, as expressed by Burby (2003, p.36), some believe what "passes" as participation by legislation is simply a process of "going through the motions". Irvin and Stansbury (2004) discuss that there are both advantages and disadvantages to public participation to the extent that public participation if executed poorly or in the wrong conditions can result in a series of negative effects. For citizens, it can be time consuming (Irvin and Stansbury, 2004; Laurian and Shaw, 2009), there can be communication difficulties (Laurian and Shaw, 2009; Diduck and Sinclair, 2002); there can be an unequal distribution of knowledge (Laurian and Shaw, 2009; Kloprogge and Van Der Sluijs, 2006); and it can cause more problems if their contributions are ignored or if their concerns were not sufficiently addressed (Irvin and Stansbury, 2004; Laurian and Shaw, 2009; Diduck and Sinclair, 2002). For decision makers, it can also be time consuming (Irvin and Stansbury, 2004; Diduck and Sinclair, 2002), costly (Irvin and Stansbury, 2004; Diduck and Sinclair, 2002), cause a loss of control (Irvin and Stansbury, 2004), can result in politically motivated decision making (Irvin and Stansbury, 2004), and can potentially cause more conflict than less (Irvin and Stansbury, 2004).

Conrad et al. (2011) describe a gap in what is considered good public participation practice and what is occurring in reality, in a European context with notably high standards for public participation. They define good public participation practice by qualities such as: scope (the degree of participant involvement); representativeness (including individuals that are affected inclusively); timeliness (the time and frequency of involvement); comfort and convenience (including participation notification, and time and location); and influence (how participation had an effect on the outcome) (Conrad et al, 2011). Factors that can affect these public participation qualities will be discussed in the next section 2.5.2.

Irvin and Stansbury (2004) describe public participation on a spectrum of low cost to high cost indicators, and low benefit to high benefit indicators; with the ultimate scenario to conduct public participation considered when both low cost and high benefit indicators are present. A table summarizing the key factors affecting each indicator is listed in table 2-6.

Public Participation Indicators			
Low Cost	**High Cost**	**Low Benefit**	**High Benefit**
1)Stakeholders have enough income to	**1)**Public is not interested in	**1)**Public is not hostile toward decision makers	**1)**Representatives with great influence in the

participate **2)**The community is relatively homogeneous **3)**Participation does not require technical knowledge **4)**Project benefits the entire community **5)** It is easy for stakeholders to reach meetings	participating **2)** The public does not identify the issue a problem **3)** Stakeholders are widely dispersed geographically **4)** Stakeholders are very heterogeneous **5)** Stakeholders do not have the income to participate regularly **6)** Participation requires technical knowledge	**2)** Decisions have previously been made successfully without public involvement **3)** There is a large stakeholder population **4)** Stakeholders do not have authority to make policy decisions **5)** Decisions made by the decision maker is likely to be the same as the stakeholders	community are interested in participating **2)** The participation facilitator is respected by all representative stakeholders **3)** Project/issue is of great interest to stakeholders **4)** Participation is needed to begin action **5)** The public is hostile toward decision makers

Table 2-6: Public Participation Cost and Benefit Indicators (Adapted from Irvin and Stansbury, 2004)

2.5.2 Factors Affecting Public Participation Qualities

This section will discuss factors that affect the nature of public participation using the five qualities stated by Conrad et al (2011). Theoretical based as well as some empirical based recommendations stated in the literature will be discussed with regards to each quality – scope, representativeness, timeliness, comfort and convenience, and influence. All of these five quality characteristics, however, are interrelated (Conrad et al., 2011).

2.5.2.1 Scope

The scope of public participation refers to the degree of public involvement (Conrad et al., 2011). Stakeholder input, according to Kloprogge and Van Der Sluijs (2006), can be obtained from either a top-down or bottom up approach and through active or passive mediums. Creighton (1986) similarly describes varying degrees of stakeholder involvement from low to high – from having knowledge about decisions to forming or agreeing to decisions - with associated techniques of involvement for each level represented in table 2-7.

Kloprogge and Van Der Sluijs (2006) suggest that the type of stakeholder input that is sought depends on the purpose or goal of stakeholder involvement. Stakeholder input received from a bottom-up approach, for example, would be expected if there is an attempt to enhance quality and receive feedback on "specific" issues (Kloprogge and Van Der Sluijs, 2006). Top-down, passive stakeholder participation is seen to be more appropriate in situations where a range of opinions on a more "general" topic is sought. In terms of issues of policy formation, active participation is preferred over passive participation to gain public support (Kloprogge and Van Der Sluijs, 2006).

High Level	Level of Participation	Technique
	1)Forming/agreeing to decisions	Joint decision making
		Conciliation/mediation
		Assisted negotiation
	2)Having an influence on decisions	Collaborative problem-solving
		Facilitation/ interactive workshops
		Task force/ advisory groups
Low Level	**3)**Being heard before decision	Conferences
		Public hearings
	4)Knowledge about decisions	Public information

Table 2-7: Stakeholder Participation Categories (Adapted from Creighton, 1986)

2.5.2.2 Representativeness

Ozerol and Newig (2008) maintain that full public participation is unrealistic and suggest that the form and purpose of participation, as for example described by Laurian and Shaw (2009), affects the range of participants involved. If the range involves the whole public, for example, equal opportunity to access information and provide feedback must be given to everybody; on the contrary, Ozerol and Newig (2008) suggest that conducting a stakeholder analysis of the existing stakeholders and the degree to which their interests, knowledge, and experience relates to the issue or topic at hand can help refine the stakeholder scope. Further supported by Thomas and Middleton (2003); the IUCN *Guidelines for Management Planning of Protected Areas* provide four questions that can help managers decide on the key stakeholders to involve in the public participation process. These questions are: "1.What are people's relationships with the area – how do they use and value it? 2. What are their various roles and responsibilities? 3. In what ways are they likely to be affected by any management initiative? and 4. What is the current impact of their activities on the values of the protected area?" (Thomas and Middleton, 2003 p.56). Prell et al. (2009) describe a recent trend of using Social Networks Analysis, a process that seeks to understand the manner in which stakeholders are connected to one another in a network, in the process of determining the key stakeholders to include in public participation process.

Further, the decision on whether to have an open or closed contribution of input from stakeholders, according to Kloprogge and Van Der Sluijs (2006), depends on whether it is decided that a topic requires expert input or a more broad set of stakeholder inputs. The opportunity for opening two-way communication with either the entire public or even a more refined base of stakeholder groups would regardless suggest providing access to information about decision making that is written in a clear and comprehensible manner (Ozerol and Newig, 2008).

Laurian and Shaw (2009) express that participants included in the public participation process are commonly unrepresentative of the general population. Yetano et al. (2010) further describes inequalities

in the democratic process based on qualities such as wealth, voice, knowledge, and access to information. There is also evidence to suggest that some participants are deterred from participation due to overly technical information or information overload (Robson et al., 2010). Brody et al. (2003) describes how multiple sources of information and also information provided by participants themselves can increase participation rates. Burby (2003) suggests five actions, as summarized from the literature, that can increase public participation: "1) Choice of objectives: provide information to as well as listen to citizens; empower citizens by providing opportunities to influence planning decisions; 2) Choice of timing: involve the public early and continuously; 3) Choice of whom to target: seek participation from a broad range of stakeholders; 4) Choice of techniques: use a number of techniques to give and receive information from citizens, and in particular, provide opportunities for dialogue; 5) Choice of information: provide more information in a clearly understood form, free of distortion and technical jargon" p.37.

2.5.2.3 Timeliness

Literature commonly cites that public participation should begin early and continue on an ongoing basis (e.g. Vella et al., 2009; Ananda, 2007; Merckel, 2010; Burby, 2003; Thomas and Middleton, 2003); however, ongoing stakeholder participation in the planning process can be both expensive and time consuming. There are certain times within the planning process where participation is thought to be most valuable, for example, authors such as Kaplowitz and Witter (2008) and Duram and Brown (1999) suggest that public input is particularly important in the issue identification and issue prioritization planning stages. The issue of deciding the policy content that should be present in park management plans would fit under this category. Brody et al. (2003) further suggests that the time and money contributed to the public participation process can potentially save time and money in the long term if it assists in the successful implementation of planning decisions.

2.5.2.4 Comfort and Convenience

Diduck and Sinclair, (2002) identified a variety of structural and individual barriers that can reduce public participation, including: complexities as a result of modern life, and deficiencies of the public participation process such as time, money, and notification constraints. Irvin and Stansbury (2004) discuss some participation indicators associated with comfort and convenience that can affect the costs and benefits of participation, including: the ease of participants being able to reach meetings and the income of participants to participate in regular meetings. Some authors, such as Ozerol and Newig (2008), suggest that participants should be compensated for their time to ensure that participants understand the value of their involvement. Ozerol and Newig (2008) further maintain that capacity building of

participants could assist in improving the quality of public participation, especially with regard to more active public participation processes.

2.5.2.5 Influence

A lack of opportunities for participants to provide meaningful feedback is a commonly discussed limitation of public participation in the literature (e.g. Burby, 2003; Bartholomew, 2007; Yetano et al, 2010; Arnstein, 1969). Arnstein (1969) in the article *A Ladder of Citizen Participation* describes public participation on a scale, rating the level of influence the public has on decision making as either an element of "nonparticipation", "degrees of tokenism", or "degrees of citizen power"; though self-proclaims this ladder approach as an oversimplification. Arnstein (1969) describes the process of informing and consulting the public as "degrees of tokenism", as the public in these forms of participation do not have the final "right to decide"; whereas, partnership, delegated power, and citizen control are considered forms of "citizen power" where the public has varying degrees of decision making power. The concepts contributed by this seminal paper continue to be sourced in planning literature to date. The concept that feedback provided during the public participation process is either ignored or not incorporated sufficiently into decision making continues to be stated as a problem in the planning process (Brody et al., 2003). Brody et al. (2003), on the other hand, provide evidence that participation levels will increase where there are more opportunities for participants to have a "genuine impact" on planning decisions.

2.5.3 Relationship between Public Participation and Governance

The United Nations (2011) describes governance, a concept most commonly discussed in the development literature, as "the process of decision making and the process by which decisions are implemented". Graham et al. (2003), using criteria created by the United Nations Development Programme, suggests good governance can be understood through five good governance principles as summarized from nine major categories recognized by the UNDP (2011, p.3): "1) public participation, 2) consensus orientation, 3) strategic vision, 4) responsiveness, 5) effectiveness and efficiency, 6) accountability, 7) transparency, 8) equity, and 9) rule of law"; Eagles (2009) further divides efficiency and effectiveness into two separate categories. The five good governance principles discussed by Graham et al. (2003) are: legitimacy and voice, direction, performance, accountability, and fairness, which are related in this paper specifically to the protected area context. Through a study that received stakeholder feedback regarding 12 governance principles in BC Parks, further dividing governance categories discussed by Graham et al. (2003) from 9 to 12, it was discovered that there were significant differences

identified between most of the 12 categories. This evidence supports the approach of splitting governance categories rather than lumping them together (Eagles et al., 2010).

Governance accountability measures described by Graham et al. (2003, p.23) are particularly relevant to this study, they are: "1) clarity (the assignment of responsibilities), 2) coherence and breadth (considerations of both broad and traditional views of accountability), 3) role of political leaders (the appropriateness of the roles assigned to leaders), 4) public institutions of accountability (includes access to information, ability to get action, and comprehensiveness of mandates), 5) civil society and the media (the effectiveness of demanding accountability), and 6) transparency (the capacity to access information regarding management performance)". There is a relationship between these governance concepts and democratic concepts regarding public participation, particularly with regard to transparency and accountability as discussed by (e.g. Conrad et al., 2011; Arnstein, 1969; Laurian and Shaw, 2009).

Lockwood (2010) discusses outcome indicators for seven identified governance principles; the outcome indicators relevant to transparency and accountability are most relevant to this study. The outcome indicators for transparency are: "1) governance and decision making is open to scrutiny by stakeholders, 2) the reasoning behind decisions is evident, 3) achievements and failures are evident, and 4) information is presented in forms appropriate to stakeholders needs" (Lockwood, 2010 p.763). The outcome indicators for accountability are: "1) the governing body and personnel have clearly defined roles and responsibilities, 2) the governing body has demonstrated acceptance of its responsibilities, 3) the governing body is answerable to its constituency (downward accountability), 4) the governing body is subject to upward accountability, and 5) the level at which power is exercised (local, sub-national, etc.), match the scale of associated rights, needs, issues, and values" (Lockwood, 2010 p.763).

There are few publications in the academic literature which discuss governance principles in the protected area context (Eagles, 2009). Governance of protected areas has become a more pressing issue, however, as citizens are becoming more knowledgeable and now have greater access to information (Lockwood, 2010). Hannah (2006) further discusses the shift from a focus on the creation of protected areas to a focus on effective protected area management. The UNEP (2004) in fact, stated poor governance as one of the top threats to protected areas not meeting their objectives, alongside threats to biodiversity and insufficient funds.

Chapter 3
Research Methods

3.1 Introduction

This chapter describes the research methods used in this study, including study framework, sampling method, research instrument, reliability and validity of data, and data analysis. The three phases of my research: 1) plan content analysis, 2) multi-stakeholder survey, and 3) multi-stakeholder interviews, will be outlined accordingly.

3.2 Study Framework

This study has three objectives:

1) to identify the level of detail found in park management plans in regards to visitor and tourism policies;
2) to understand various stakeholder perspectives on the level of detail they believe visitor and tourism policies should be stated in park management plans; and,
3) to gain a qualitative understanding of various stakeholder perspectives on park planning topics, including an explanatory description of the level of detail they believe should be stated in park management plans.

An investigation of these objectives was undertaken in three steps: first a quantitative content analysis of park management plans, second a quantitative multi-stakeholder survey, and third qualitative multi-stakeholder interviews.

Data collection and analysis in this study used a mixed methods approach. Mixed methods research methods, referring to the collection and analysis of both quantitative and qualitative data, are often used to research complex and interdisciplinary research questions. Taking a mixed methods approach helps to "offset the weaknesses" that both quantitative and qualitative methods contain, where a quantitative approach helps generalize the data, a qualitative approach helps provide context to the data (Creswell and Clark, 2007).

The approach taken in this study also followed the pragmatism paradigm, defined by Creswell and Clark (2007) as "problem-centred, pluralistic, and real-world practice oriented". This paradigm allows for the incorporation of aspects of multiple paradigms in a manner that is suitable to the particular problem at hand, and is exceptionally applicable to mixed methods research studies. This study followed a mixed methods approach by using three methods of data collection. This study also used an embedded

correlational mixed methods design as both qualitative and quantitative data were collected to answer different questions. In this research design, qualitative data supplemented the largely quantitative type of data collected (Creswell and Clark, 2007). A diagram outlining the data collection process that was used in this thesis can be found in figure 3-1.

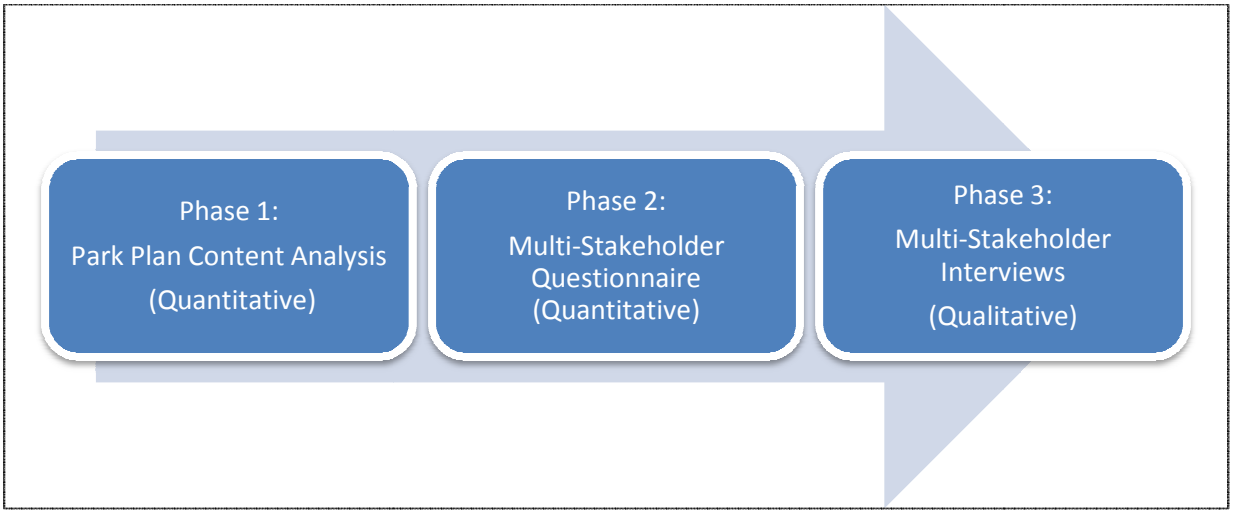

Figure 3-1: Thesis Data Collection Process

The three phases of this research each correspond to a research question(s). Phase 1 investigated: *Is there a difference in the level of detail policies are described between park plans?* A comparison of the results found in Phase 2 and Phase 1 investigated: *Is there a difference between the level of detail stakeholders want policies described compared to the level of detail policies are currently described in park management plans?* Phase 2 also investigated: *Do perceptions of the level of detail policies should be described differ among stakeholder groups? Do perceptions of the level of detail policies should be described differ among individuals with park planning knowledge and those without? Do perceptions of the level of detail policies should be described differ among individuals affiliated with different Ontario Parks of the same park class (Algonquin, Pinery, or Sandbanks Provincial Park)?* Results from Phase 3 provided explanatory, qualitative information that assisted in responding to the research questions, supplementing the findings discovered in Phase 1 and Phase 2.

A cross-sectional analysis of all publicly available Natural Environment class park management plans, excluding some park plans as discussed in section 3.3, was executed in the Phase 1 plan content analysis. A multiple case study approach was undertaken in phases 2 and 3 of this study to gain an understanding of perceptions of stakeholders at Algonquin Provincial Park, Pinery Provincial Park, and Sandbanks Provincial Park, using both a qualitative and a quantitative form of data collection. This multiple case study was used to conduct exploratory research on the perceptions of multiple stakeholder groups regarding the level of detail policies should be stated in management plans and the level of detail

specifically visitor and tourism policies should be stated in management plans. Due to the in-depth, holistic nature of the research questions at hand, a case study approach was preferable to gain detailed information (Yin, 2008). Focusing on only three parks of the same park class, assisted in isolating other extenuating contextual variables associated with the management objectives of parks in other park class categories.

The three parks that were selected for the case study analysis were chosen for three reasons. First, each of the case study parks is a Natural Environment class park; second, each of the parks chosen has a high level of visitation; and third, each park represents a different park administrative zone within the Ontario Parks system. Thus by selecting parks from different park zones, a more broad representation of perspectives within the confines of the same park class can be achieved. The findings of a case study have the potential to be generalizable to other Provincial Parks, in particular Natural Environment Class parks, in Ontario. Yin (2008) argues that even single case studies, like single experiments, can be generalizable from a theoretical perspective. The perceptions of park stakeholders from Algonquin, Pinery, and Sandbanks Provincial Parks investigated in phase 2 and 3 of this study were contrasted with the cross-sectional content analysis of Natural Environment class park management plans that were be analyzed in phase 1 of this research. This helped identify any divergence from stakeholder perceptions of the level of detail policies should be described in park plans from the level of detail that policies are currently stated in park plans.

In phase 3, qualitative interviews of Algonquin, Pinery, and Sandbanks stakeholders contributed to this study by providing information on the broad perceptions of what level of detail each policy should be stated from the more personal points of view of interview participants (Kvale and Brinkmann, 2008). These qualitative interviews supplemented the quantitative questionnaire conducted in phase 2, which asked participants to rate the specific level of detail they believe each of the 30 modified Hyslop and Eagles (2007) visitor and tourism policies should be stated.

Hyslop and Eagles (2007) originally identified 30 visitor and tourism policy categories important for protected areas to address. These 30 categories were modified for the purposes of this study. Table 3-1 outlines: 1) the previous 30 Hyslop and Eagles (2007) categories, 2) the revised Coburn and Eagles (2011) categories, and 3) the rationale describing why the modifications have been made. The subsequent table 3-2, provides a description of each of the 30 visitor and tourism policy categories used by Coburn and Eagles (2011) for the purposes of this thesis.

Original Hyslop and Eagles (2007) Visitor Management Categories	Modified Hyslop and Eagles (2007) Visitor Management Categories – Coburn and Eagles (2011)	Modification Rationale

Original Hyslop and Eagles (2007) Visitor Management Categories	Modified Hyslop and Eagles (2007) Visitor Management Categories – Coburn and Eagles (2011)	Modification Rationale
1)Goals or Objectives of Visitation	**1)**Goals of Visitation	Omitted "objectives" as it implies a "level of detail" category (found in table x) that can be stated for all Visitor Management policies
2)Visitor Use Plan	**2)**Visitor Use Plan	No changes made.
3)Use of an Established Visitor Management Framework	**3)**Established Visitor Management Framework	Omitted "use of an" for simplification
4)Permitted/Encouraged Visitor Levels and Uses	**4)**Permitted and Encouraged Visitor Levels and Uses	Included "and" as opposed to "/"
5)Conflict Management	**5)**Conflict Management	No changes made.
6)Methods of Transportation	**6)**Methods of Transportation	No changes made.
7)Trails and Markings	**7)**Trails and Markings	No changes made.
8)Noise Restrictions	**8)**Noise Restrictions	No changes made.
9)Restricted Items	**9)**Restricted Items	No changes made.
10) Zoning and Temporary Area Restrictions	**10)**Land Use Zoning and Temporary Area Restrictions	Included "land use" before zoning to specify the type of zoning
11) Accessibility (for the Disabled)	**11)**Accessibility (for the Disabled)	No changes made.
12) System of Reservation	**12)**System of Reservation	No changes made.
13) Dates and Hours of Operation	**13)**Dates and Hours of Operation	No changes made.
14) Length of Stay	**14)**Length of Stay	No changes made.
15) Fees and Pricing	**15)**Fees and Pricing	No changes made.
16) Visitor Education and Interpretation	**16)**Visitor Education and Interpretation	No changes made.
17) Risk Management	**17)**Risk Management	
18) Emergency Response	N/A	Amalgamated this category as one component within the "Risk Management" category
19) Backcountry Trips	**18)**Backcountry Trips	No changes made.
20) Enforcement of Rules of Law	**19)**Enforcement and Rules of Law	No changes made.
21) Facilities	**20)**Facilities	No changes made.
22) Accommodation	**21)**Accommodation	No changes made.
23) Waste Management	**22)**Waste Management	No changes made.
24) Retail Services and Concessions	**23)**Retail Services and Concession	No changes made.
25) Human Resources Required for Visitation (i.e. Number of Staff)	**24)**Human Resources Required for Visitation	Omitted "i.e. number of staff" because I have instead provided a brief description of each category in Table x
26) Marketing and Competition for Visitation	N/A	Split this "Marketing and Competition for Visitation"

Original Hyslop and Eagles (2007) Visitor Management Categories	Modified Hyslop and Eagles (2007) Visitor Management Categories – Coburn and Eagles (2011)	Modification Rationale
		category into two "Advertising" and "Market Analysis"
N/A	**25)**Advertising	Split this "Marketing and Competition for Visitation" category into two "Advertising" and "Market Analysis"
N/A	**26)**Market Analysis	Split this "Marketing and Competition for Visitation" category into two "Advertising" and "Market Analysis"
27) Measurement of Economic Impacts of Visitation	**27)** Economic Impacts of Visitation	Omitted "measurement" as it implies a "level of detail" category
28) Visitor Use Monitoring (numbers and activities)	**28)**Visitor Use Monitoring	Omitted the subtext (numbers and activities)
29) Assessment of Visitor Satisfaction	**29)**Visitor Satisfaction	Omitted "assessment of" as it implies a "level of detail" category
30) Assessment of Attainment of Objectives	**30)**Assessment of Attainment of Objectives	No changes made

Table 3-1: Visitor and Tourism Policy Category Modifications

Table 3-2 provides a description of each of the visitor and tourism policy categories outlined in Table 3-1.

Visitor and Tourism Policy Categories	Description
1)Goals of Visitation	Policies on: overall goals which direct all visitor management in the park
2)Visitor Use Plan	Policies on: an overall, clearly identified, strategy to guide visitor management
3)Established Visitor Management Framework	Policies on: the use of an established visitor management framework that provide directives for visitor management (such as Limits of Acceptable Use and Visitor Impact Management)
4)Permitted and Encouraged Visitor Levels and Uses	Policies on: permissible/encouraged activities and visitor numbers that conform with park goals and objectives (such as low impact recreational and interpretation activities)
5)Conflict Management	Policies on: conflicts that may arise in the park (such as, between visitors and managers, between recreationists, and between recreation and non-recreational activities)
6)Methods of Transportation	Policies on: methods of transportation within the park (such as roads, tracks, airstrips, and boat landings)
7)Trails and Markings	Policies on: trails and markings within the park (such as signs and trails for education and enforcement purposes)
8)Noise Restrictions	Policies on: noise restrictions within the park

Visitor and Tourism Policy Categories	Description
9)Restricted Items	Policies on: restricted items within the park (such as firearms)
10)Land Use Zoning and Temporary Area Restrictions	Policies on: land use zoning within the park (such as allowable and timing of activities)
11)Accessibility (for the Disabled)	Policies on: the provision of accessible programming, services, and facilities for persons with disabilities
12)System of Reservation	Policies on: reservation systems (such as for accommodation, programs, and facilities)
13)Dates and Hours of Operation	Policies on: dates and hours of operation for the park as a whole, as well as for specific facilities (such as visitor centre, restaurant), and specific services (such as boat tour, educational program)
14)Length of Stay	Policies on: length of stay for visitation in the park (such as seasonal restrictions and campsite use)
15)Fees and Pricing	Policies on: fees and pricing for park entry, facilities, and services (such as in light of different park seasons, locations, and visitor types)
16)Visitor Education and Interpretation	Policies on: visitor education and interpretation within the park (such as guided walks and evening programs)
17)Risk Management	Policies on: risk management within the park, including emergency response and search and rescue
18)Backcountry Trips	Policies on: backcountry trips (such as permissible activities and visitor numbers)
19)Enforcement and Rules of Law	Policies on: enforcement and rules of law within the park (such as, preventing illegal, dangerous, or unwarranted activity)
20)Facilities	Policies on: park facilities (such as the number and quality of washrooms, showers, and visitor centre(s))
21)Accommodation	Policies on: park accommodation (such as accommodation type, location, facilities)
22)Waste Management	Policies on: waste and sewage produced in the park (such as waste treatment and recycling)
23)Retail Services and Concession	Policies on: what types of items will be sold (food, drink, clothing), by whom (contractors, park staff), and where (restaurant, visitor centre, on beach)
24)Human Resources Required for Visitation (i.e. Number of Staff)	Policies on: the number, type, qualifications, and training of park human resources (such as skilled workers, temporary workers, and volunteers) for specified roles and for specified times (seasonal, special projects, full time)
25)Advertising	Policies on: advertising the park and its programs and facilities
26)Market Analysis	Policies on: market analysis with regard to the competition the park faces
27)Economic Impacts of Visitation	Policies on: measurement and calculation of economic impacts (such as directing economic impacts to chosen targets)
28)Visitor Use Monitoring	Policies on: a program to measure visitor use and numbers into and within the park.
29)Visitor Satisfaction	Policies on: visitor satisfaction (such as creating a certain degree of visitor satisfaction that can encourage visitor spending, or repeat visitation)
30)Assessment of Attainment of	Policies on: a program to measure whether the park plan policies

Visitor and Tourism Policy Categories	Description
Objectives	have been attained.

Table 3-2: Visitor and Tourism Policy Category Descriptions

3.3 Phase 1: Park Plan Content Analysis

Phase 1 of the research utilized content analysis. Content analysis is defined by Neuendorf (2002) as "the systematic, objective, quantitative analysis of message characteristics". This type of analysis provided quantitative data to highlight patterns in an objective manner regarding the level of detail that policies are described. This section outlines the sampling method, research instrument, reliability and validity measures, and data analysis methods that were used in conducting this first research phase.

3.3.1 Phase 1: Sampling Method

The management plans selected for this content analysis followed three criteria: 1) must be an approved Park Management Plans, as opposed to Preliminary Park Management Plans; 2) must have been published from the year 2000 onward; and, 3) must be a Natural Environment class park. These criteria were chosen to provide consistency amongst the plans. Natural Environment class parks were chosen for two reasons: 1) along with Recreation class parks, there are more approved plans available in this class than any other park classes, and 2) Natural Environment class parks have an arguably higher standard for visitor management than Recreation class parks in having an objective to provide "high quality recreational and educational experiences" according *Provincial Parks and Conservation Reserves Act* (2006). As this legislation was just enacted in 2006, it is important to note, however, that this particular definition of a Natural Environment class park has been applicable only from 2006 onward. Park management plans that were published in the year 2000 onward were chosen to: 1) maintain the relevancy of park management plans, and 2) ensure that a large enough sample size could be attained. Management plans of both operating and non-operating parks were evaluated to compare the content provided between these park types.

The management plans used for this analysis were available on the Ontario Parks planning website (Ontario Parks, 2010). Table 3-3 lists all Provincial Park plans found on the Ontario Parks website which have either a Park Management Plan or Preliminary Park Management Plan. If the management plan was published in the year 2000 or later, the park class is also listed in the subsequent column. Ten parks meet the requirements of these parameters; however, further refinements were made, reducing the selected plans to six. The park Kap-Kig-Iwan was not selected as only minor amendments in 2009 were added to the 1984 plan. Spanish River Valley Park and Algoma Headwaters Park were also not selected as they are Signature Sites and would be more difficult to make comparisons to the other plans.

Lastly, Pinery and Sandbanks Provincial Parks were not selected as their most recent plans were published in 1986 and 1993, respectively. Algonquin Park was not selected for three reasons. First, as Eagles and Bandoh (2009) have previously executed a thorough analysis of this plan; second, the management plan for Algonquin Park is significantly longer and more complex than all of the comparable management plans, and third, the other two case study parks could not be examined as a comparison. Therefore, six parks remain and are highlighted in grey in table 3-3: Charleston Lake, Komoka, Mashkinonje, Neys, Ruby Lake, and Sleeping Giant. These are the park plans that were subject to content analysis.

Park Name	Preliminary(PMP) or Final (MP)	Year Published	Park Class
Aaron	PMP	2009	Recreation
Algoma Headwaters	MP	2007	Signature Site (Natural Environment)
Algonquin (N/A)			
Blue Lake	PMP	2010	Natural Environment
Charleston Lake	**MP**	**2007**	**Natural Environment**
Dana-Jowsey Lakes	MP	1992	
Driftwood	MP	2001	Recreation
Dupont	MP	2009	Nature Reserve
East Sister Island	MP	2009	Nature Reserve
Esker Lakes	MP	1988	
Fairbank	MP	2001	Recreation
Finlayson Point	MP	1986	
Fish Point	MP	2005	Nature Reserve
French River	MP	1985	
Fushimi Lake	MP	1986	
Greenwater	MP	1979	
Hockley Valley	MP	2005	Nature Reserve
Ivanhoe Lake	MP	1984	
Kap-Kig-Iwan	MP	1984 (amended 2009)	Natural Environment
Kawartha Highlands	PMP	2007	Natural Environment
Kettle Lakes	MP	1980	
Killarney	MP	1985	
Komoka	**MP**	**2010**	**Natural Environment**
Lake Superior	MP	1995	
Larder River	MP	1998	
Laverendyre	MP	1993	
Lighthouse Point	MP	2005	Nature Reserve
Manitou Islands	MP	1990	
Marten River	MP	2001	Recreation
Mashkinonje	**MP**	**2004**	**Natural Environment**
Mattawa River	MP	1988	
Misery Bay	MP	1996	
Missinaibi	MP	2004	Waterway

Park Name	Preliminary(PMP) or Final (MP)	Year Published	Park Class
Nagagamisis	MP	1980	
Neys	**MP**	**2004**	**Natural Environment**
O'Donnell Point	MP	2007	Nature Reserve
Pakwash	PMP	2009	Natural Environment
Pancake Bay	MP	1988 (amended 2006)	Recreation
Peter's Woods	MP	2009	Nature Reserve
Polar Bear	MP	1980	
Pushkin Hill	MP	1988	
Rainbow Falls	MP	2004	Recreation
Rondeau	MP	1991	
Ruby Lake	**MP**	**2009**	**Natural Environment**
Samuel de Champlain	MP	1990 (amended 1998)	
Sandbar Lake	PMP	2010	Natural Environment
Sandbanks	PMP	1993	
Schaber Channel	MP	1985	
Six Mile Lake	MP	2005	Recreation
Sleeping Giant	**MP**	**2007**	**Natural Environment**
Spanish River Valley	PMP	2007	Signature Site (Natural Environment and Waterway and Conservation Reserves)
Temagami	MP	2007	Wilderness and Waterway
Tidewater	MP	1986	
Turtle River-White Water Lake	PMP	2010	Waterway
White Lake	MP	1987	
Windy Lake	MP	1988	
WJB Greenwood	PMP	2008	Recreation
Woodland Caribou	MP	2007	Wilderness and Recreation

Table 3-3: Park Management Plan Selection for Content Analysis

3.3.2 Phase 1: Research Instrument

For Phase 1 human facilitated coding, as opposed to computer facilitated coding was undertaken by a single researcher to provide a conceptual analysis of the level of detail policies are currently stated in park management plans. Content analysis of visitor and tourism policies within the selected six management plans was undertaken in two stages. First, every statement within the management plan that applied to one of the 30 visitor and tourism policies listed in table 3-2 was written under the policy heading verbatim. If a statement contained information that overlapped between two separate categories, the statement was copied verbatim into each applicable category.

Second, the verbatim content that was listed under each policy category was coded as containing information that fits into one of five level of detail categories provided in table 3-4**.** These levels of detail categories were formulated as a result of a literature review investigating key stages of the planning process, as well as through consultation with the Professor Paul Eagles.

Thus these 5 levels move from Level 1, no detail, through progressive levels of complexity, to Level 5, comprehensive detail. Level 1, no detail, includes no information about that policy in the plan. Level 2, minimal detail, includes only a background description of current visitor activities. Level 3, general detail, includes the attributes found in minimal detail plus objectives of current and future visitor activities. Level 4, very detailed, includes general detail plus an action or implementation plan. Level 5, comprehensive detail, includes very detailed plus a monitoring and evaluation plan.

The level of detail categories, from level 1 to level 5, incrementally represent more detailed information that can be written in a plan regarding a specific policy; for example, statements regarding a "background description of current visitor activities" provide more detail than if a policy were "not included in a plan", and so on. The level of detail categories that were identified represent information that could potentially be written about a policy in a plan to assist in the planning process, each new category provides information that does not overlap with the category before it; for example an "action plan" provides information that is new and does not overlap with information regarding "objectives of current and future visitor activities". It is important to note that each new category of "level of detail" adds a piece of information about a policy that superimposes on the information provided in the category before it; for example, the general detail category adding "objectives of current and future visitor activities" also assumes that information containing a "background description of current visitor activities" was also provided for that category, and so on. Thus each new level of detail category provides more information of greater complexity.

1)	**No Detail** = Not included in plan
2)	**Minimal Detail** = Background description of current visitor activities
3)	**General Detail** = Minimal Detail + Objectives of current and future visitor activities
4)	**Very Detailed**= General Detail + Action/Implementation Plan (who, what, where, and when)
5)	**Comprehensive Detail** = Very Detailed + Monitoring and Evaluation Plan

Table 3-4: Level of Detail Categories

There can be a variation of opinions regarding the quality of information that must be required for a policy to be described in level of detail categories 2 through 5. Definitions were created for each level of detail category from 2 through 5 to ensure transparency and assist in the reliability of the results. These definitions were taken as park planning best practices from a combination of IUCN guidelines and plan

evaluation literature and were used as a standard in which to test visitor and tourism policy statements found in management plans. These definitions are listed as follows:

Current background description: Can include a description of what stakeholders want and issue identification as well as statements of key social, economic, and environmental facts, including inventories of current park features and amenities (Berke and Godshalk, 2009; Thomas and Middleton, 2003).

Current and future objectives: An objective refers to statements of "what" is desired to occur. To meet the "objective" level of detail, an objective statement must be output/outcome oriented, time-bound, specific, measureable, and attainable (Eagles, McCool, and Haynes, 2002; Schoemaker, 1984). Note, an objective does not state "how" this output/outcome is to be achieved (Eagles, McCool, and Haynes, 2002) (Thomas and Middleton, 2003).

Action/Implementation plan: An implementation plan states "how" objectives are to be met, including who is responsible, and when and where action is to occur. Note, alternative implementation plans can be written to build in flexibility to the plan (Thomas and Middleton, 2003).

Monitoring and Evaluation Plan: A monitoring and evaluation plan must state "indicators" that will be used to measure and evaluate implementation success, a timeline by which monitoring and evaluation will occur, and designate responsibility for who will undertake the process. Note, monitoring can be thought of as the process of collecting information on indicators and evaluation can be thought of as the process of reviewing outputs/outcomes against set objectives (Eagles, McCool, and Haynes, 2002) (Thomas and Middleton, 2003) (Hockings, Stolton, and Dudley, 2000).

In the event that there was detail about a policy regarding a high level of detail category, for example monitoring and evaluation, but there was no information about that policy regarding a lower level of detail category, such as an action/implementation plan, the high level of detail for that policy could not be recorded. This is due to the belief that the level of detail categories are to be regarded in an incremental fashion. Also, it must be stated that the presence or absence of all possible policies that can fall under each policy category were not be accounted for in this content analysis. The highest level of detail for any policy that falls under a policy category was the level of detail recorded.

To help provide insight into the topics that were discussed under each policy and the nature in which topics were discussed, a sample of the content analysis is provided in Appendix D. The table in Appendix D summarizes the visitor and tourism content that was provided in the Charleston Lake Park Management Plan under four headings – Current Background Description, Current and Future Objectives, Implementation Plan(who, what, where, when, how), and Monitoring and Evaluation Plan.

3.3.3 Phase 1: Reliability and Validity

The analysis for Phase 1 was conducted using human coding, not computer-based coding. This allowed for messages within the plan documents to be analyzed within their context, as opposed to simply counting the frequency of words within a document using computer software.

3.3.4 Phase 1: Data Analysis

A univariate frequency tables demonstrated the results for each policy category. It outlined the level of detail provided by each management plan analyzed in regards to each of the 30 visitor and tourism policies. This provided information on the general trends in park management content between and within park management plans on a policy by policy basis.

3.4 Phase 2: Multi-Stakeholder Survey

Phase 2 of this research utilized a multi-stakeholder survey to gain feedback from stakeholders on the level of detail they believed visitor and tourism policies should be described in a management plan. This section outlines the sampling method, research instrument, reliability and validity measures, and data analysis methods that will be used in conducting this second research phase.

3.4.1 Phase 2: Sampling Method

The multi-stakeholder survey was conducted simultaneously with the multi-stakeholder interviews, in phase 3, using a convenience sampling technique, due to the confined pool of potential participants available. Five stakeholder groups were targeted for both phase 2 and phase 3: 1) Park Staff 2) Non-Governmental Organization (NGO) staff and key members; 3) Visitors; 4) Local Residents; and 5) Tourism Operators. This composition of stakeholders is not a comprehensive selection of all possible stakeholder groups, as identified by Eagles, McCool, and Haynes (2002). However, these groups were chosen due to their importance in influencing visitor and tourism policy in protected areas. Park staff members are an obviously important group to consult on any park planning topic. NGO staff and key members are an exceptionally active group with a history of contributing input toward park policy in Ontario Provincial Parks (Eagles and Bandoh, 2009). Visitors are considered a key stakeholder group as all visitor management policy is ultimately aimed at managing members of this group; they are also the group in which parks are intended to ultimately benefit (Provincial Parks and Conservation Reserves Act, 2006). Local residents are a key stakeholder group as they are strongly affected by visitor and tourism impacts from residing nearby a park. Tourism operators in and around parks have a vested interest in all park visitor management policy as they represent the private sector interest.

Within each stakeholder group, descriptive information was requested of participants. First, participants were asked about their level of park planning knowledge. In terms of this study park planning knowledge means that a participant had either 1) read a park management plan or 2) had been involved in the park planning process. Secondly, participants were asked to state which of the three case study parks they associated with most closely – Algonquin, Pinery, or Sandbanks.

Ethics clearance to conduct phase 2 and 3 of this study was granted by the University of Waterloo, Office of Research Ethics on March 1, 2011, (Appendix A). A research application for conducting research in Ontario Parks was submitted online in order to gain support from the Ministry of Natural Resources for this project and in order to gain access to research participants of all stakeholder groups, in particular park staff and visitors (Ontario Parks, 2011). Permission was not granted by the Ministry of Natural Resources, (Appendix E).The researcher made further contact with an MNR representative, to ensure the research objectives were presented more clearly by means of phone and email conversations. Further research applications to Ontario Parks were not made as it would have been a highly time consuming process that was not likely to provide greater opportunities to form contacts with stakeholder groups outside from park staff. In addition, some current, but mostly former park staff did respond to both phase 2 and 3 of this study, despite this limitation.

A breakdown of the participants that were contacted to participate in this study is provided in table 3-5 with the corresponding percentage of individuals who responded for each stakeholder group category. This percentage is not a response rate as the exact number of individuals who were contacted is unknown; however, a calculation of the percentage of the number of survey respondents representing each stakeholder category against the number of organizations or individuals contacted in that stakeholder category group was provided. This percentage demonstrates how some organizations were successful at contacting further study participants, as for example, 36 individuals representing the "visitor" stakeholder group were contacted, yet 75 visitors responded to the survey resulting in a 208% "percentage of respondents" for this category.

I sought the collaboration of non-governmental organization groups that participated in activities that either had an influence on or was influenced by visitor and tourism policy in one or more of the case study parks. Fifty non-governmental organizations were contacted by email and phone in this process, some with environmental focus, some with a recreation focus, and some with an educational focus. Some NGOs were able to submit information to their members via mailing lists and by introducing the opportunity during meetings, and by posting the opportunity on their websites. This provided an opportunity to access participants both for the survey and interviews that fell under all stakeholder categories.

I also contacted by email and phone 49 tourism operators whose business was directly associated with one or more of the three case study parks. These tourism operators were mostly local businesses, in particular cottages and lodges. Tourism operators that provided excursions to one of the three case study parks were also contacted, even if their head office was not located nearby the park.

Additional participants were sought through academia, such as by contacting professors and post-graduate students whose research focus aligned with the topic of this study. Emails were sent out to all Faculty of Environment students to participate in this study via a list-serv. I also had the opportunity to contact students from Professor Eagles' Recreation 433 class entitled Ecotourism and Park Tourism to participate in this study. As this class had knowledge of both park plans as well as visitor management, their feedback was very useful.

The anonymity of all research participants will be preserved as only information will be provided about participants' stakeholder category, level of planning knowledge, and park affiliation. I will never publicly release any of the participants' names or titles. All of the emails and documents I will have on file containing participant contact information will be put in a secure file on only my personal computer throughout the duration of the research and will be deleted immediately upon the completion of my study. At the completion of my study, I will email all participants who are interested a copy of my study results.

Stakeholder Category	Number of Organizations or Individuals Contacted (N)		Number of Individuals Responded To Survey (N)	Percentage of Respondents
Visitor	Present or Past Students	29	75	208%
	Academics at Other Universities	7		
NGO Staff or NGO Member	Organizations	50	16	29%
	Specific Individuals	6		
Tourism Operator	Tourism Operator - Algonquin	19	13	27%
	Tourism Operator - Pinery	12		
	Tourism Operator - Sandbanks	18		
Park Staff	Ontario Parks	Did Not Receive Assistance	8	100%
	Current and	8		

	Former Staff Contacted			
Local Residents	Newspaper Ad – Near Algonquin	3	5	N/A
	Newspaper Ad – Near Pinery	2		
	Newspaper Ad – Near Sandbanks	2		

Table 3-5: Participant Recruitment

3.4.2 Phase 2: Research Instrument

A quantitative survey was prepared using online survey software called SurveyGizmo. The survey asked participants to rate the level of detail they believed each of the 30 visitor and tourism policies should be stated in a park management plan after having identified a park affiliation (either Algonquin, Pinery, or Sandbanks). Participants were asked to rate each policy on the Level of Detail scale (table 3-4) from "No Detail" to "Comprehensive Detail" to determine the level of detail they would desire that policy category represented in the park management plan. Participants also had the option to respond "Not Applicable" or "Do Not Know" if they either disagreed with the statement, or if they did not feel capable of responding to the statement. A word document version of the survey is located in Appendix B.

The survey took participants approximately 10 minutes to complete. A pre-test with Professor Eagles' Rec 433 class was conducted on March 2011 to confirm this response time as well as to identify any changes that needed to be made to provide greater clarification. Changes to the survey were made as a result of this pretest; including: 1) simplifying the level of detail categories, and 2) using more clear instructions repeated on every page, except for the introduction and thank you pages. There was a discussion to change the level of detail categories to simple numbers on a Likert scale, to simplify the survey for participants. We requested feedback from pre-test participants regarding this potential change and received approximately 50% of responses in support and 50% of participants who did not support this change. A decision was made to maintain the level of detail categories in a word format to maintain consistency between the level of detail categories used in the survey and in the plan content analysis; as a direct parallel between these two stages was to be made in the study analysis.

After these changes were made to the survey, a link to the questionnaire was emailed to survey participants to submit on their feedback on their own time. Questions were asked at the beginning of the survey to identify whether or not a respondent has participated in the interview stage prior to responding to the questionnaire, as the interview was thought to potentially have an impact on how participants responded. If the respondent has not been interviewed, a follow-up question inquiring about their level of planning knowledge was asked.

There was one link created for all participants to respond to the online survey, and each participant was only permitted to respond once to the survey. Limitations in the number of times a participant could respond were based on a computer to computer basis. A cookie was placed on the participants' computer once they had taken the survey which limited their ability for multiple submissions. For individuals who did not wish to respond to the survey online, an option to complete the survey via mail or over the phone was provided. Only two of 117 survey respondents decided to respond to the survey via mail or over the phone.

3.4.3 Phase 2: Reliability and Validity

This phase of research helps contribute construct validity in combination with the results from phase 3 of this study, as it provides multiple sources of evidence to help understand a single concept (Yin, 2008).

3.4.4 Phase 2: Data Analysis

Using IBM Statistical Package for the Social Sciences (SPSS) Statistics Version 19, 117 completed surveys were analyzed. With the results of this online survey, frequency tables were developed to present the data in a manner that could compare and contrast responses with phase 1 of this study. Chi-square analysis was also conducted to develop an understanding of potentially significant findings based on a) stakeholder group, b) planning knowledge, and c) park affiliation. Further, this information provided an opportunity to compare quantitative data with the qualitative, contextual information provided by participants in the interview phase.

3.5 Phase 3: Multi-Stakeholder Interviews

In Phase 3 of this study, semi-structured interviews were conducted with members of five park stakeholder groups to provide a qualitative investigation of the research topic. Qualitative interviews help a researcher understand the perspectives of their research subjects (Miller and Glassner, 2004). This section outlines the sampling method, research instrument, reliability and validity measures, and data analysis methods that were used in conducting this third research phase.

3.5.1 Phase 3: Sampling Method

The same participants that were asked to respond to phase 2 of this study were also asked to respond to phase 3, see table 4-3. As participating in an interview is a more time consuming process than completing an online survey, participants were first asked to participate in the online survey, followed by a request to participate in an optional interview. Most, but not all, participants were asked to participate in

an interview. If a participant expressed time constraints, they were not asked to participate in an interview.

3.5.2 Phase 3: Research Instrument

Semi-structured, qualitative interviews were conducted in order to gain knowledge of various stakeholder perceptions on a common topic, park management planning. The goal of a qualitative interview is to encourage the interview participant to describe their opinion or experience in the greatest amount of detail they can (Kvale and Brinkmann, 2008). The questions were open to ensure that preconceived ideas of the researcher did not restrict the information that could be obtained from interview participants. The research questions were structured, however, to ensure that particular responses pertain to the research question at hand and that interview questions are shaped by the literature (Kvale and Brinkmann, 2008).

Interviews were conducted over the phone for approximately a 20 to 40 minute period. The information sought in qualitative interviews is described by Rubin and Rubin (2004) as 'thick description'. This is the detail and depth found from an individuals' first hand experiences (Rubin and Rubin, 2004). The basic interview questions that were asked of interview participants are found in Appendix C**.**

These questions are semi-structured as they are based on key concepts regarding management planning content in the literature, yet they are open-ended as to not impose the interviewers own perceptions on the topic. Both what is said and what is not said in an interview is information available for analysis (Rubin and Rubin, 2004). Additional follow-up questions were asked of participants depending on the answers that they provide to each question expanding on key words, concepts or themes that arise from their statements. These questions were asked to learn more detail about the perspectives of the particular individual (Rubin and Rubin, 2004). The style of interview conducted in this research is referred to by Rubin and Rubin (2004) as 'responsive interviewing'. This means that although there is structure to the interview, many individual questions were modified depending on the knowledge of each individual interview subject.

3.5.3 Phase 3: Reliability and Validity

To enhance the reliability and validity of the information obtained from this interview phase, the following measures were taken. First, the statements recorded from each interview participant were transcribed and emailed back to participants for confirmation that the statements a participant has made are true (Yin, 2008). Second, between interviews the researcher was able to self-reflect to evaluate if interview participants were being led into certain types of responses by means of the addition or omission

of follow-up questions. It was important to be aware of my own biases during the process and to limit influencing research participants' decisions in any way possible (Rubin and Rubin, 2004).

It is important to acknowledge that reliability of qualitative interviews can be compromised due to the nature of the data collection format. Information collected from participants in this format is likely not to be replicable over time, even if the same individual were to respond, because of changes in context and knowledge (Kvale and Brinkmann, 2008).

3.5.4 Phase 3: Data Analysis

Manual qualitative data analysis was used to analyze semi-structured interview data by means of a coding technique recommended by Auerbach and Silverstein (2003). This technique identifies six stages, described in table 3-6, as developed from grounded theory (Auerbach and Silverstein, 2003). Steps five and six were omitted from this analysis due to a lack of theoretical frameworks that can be used in this research. Key themes were identified based on responses to interview questions 3 to 9, listed in Appendix C. Due to the low sample size of participants in this stage, results were examined to determine overall patterns regardless of stakeholder group, planning knowledge and park affiliation. With a pragmatism theoretical framework in mind, the analysis and categorization of themes based on 9 questions, outlined in table 3-7, was examined. Interview content was coded and divided into logical categories for analysis. Patterns found in the coding were thereafter interpreted (Rubin and Rubin, 2004).

Making the Text Manageable
1) Explicitly state your research concerns and theoretical framework.
2) Select the relevant text for further analysis. Do this by reading through raw data with step 1 in mind, and highlighting relevant text.
Hearing What Was Said
3) Record repeating ideas by grouping together related passages of relevant text.
4) Organize themes by grouping repeating ideas into coherent categories.
Developing Theory
5) Develop theoretical constructs by grouping themes into more abstract concepts consistent with your theoretical framework.
6) Create theoretical narrative by retelling the participant's story in terms of theoretical constructs.

Table 3-6: Qualitative Analysis Coding Process (Adapted from Auerbach and Silverstein, 2003 p. 43)

Interview Questions
1) What is the role of planning in protected areas?
2) What is the purpose of a park management plan?
3) What factors affect the level of detail in a plan?
4) In what way does park class and park type affect content in plans?
5) In what conditions should content be contained in a subsidiary plan?

6) What is the purpose of public participation [in the management planning context]?
7) What determines the type of decisions in which stakeholders should be involved and the timing of their involvement?
8) What factors could potentially limit stakeholder involvement?
9) What additional comments and recommendations do you have regarding park planning?

Table 3-7: Interview Questions for Analysis

Chapter 4
Results

4.1 Introduction

In Chapter 4, the results of data that were collected and analyzed, as outlined in the research methods in Chapter 3 will be presented, divided into 4 sections: 1) level of detail within and between plans, 2) level of detail park stakeholders' desire in plans, 3) level of detail stakeholders desire compared to level of detail in plans, and 4) qualitative feedback. Descriptive data, as well as a summary of key findings will be provided for the plan content analysis and multi-stakeholder survey. The content analysis and survey segments will both be described separately and in comparison to one another, and finally the interview segment will provide explanatory, qualitative insight to the primarily quantitative results found.

4.2 Level of Detail within and between Plans

Six Natural Environment Class park management plans were analyzed to understand if there were patterns in the level of detail that was provided within and between different park plans. As discussed in the Research Methods, Chapter 3, content analysis was conducted using 30 visitor and tourism policies, listed in table 3-2, by rating the level of detail found in the plans regarding each policy against a list of five level of detail categories, listed in table 3-4, from "no detail" to "comprehensive detail". Where 1 entails "no detail", 2 entails "minimal detail", 3 entails "general detail", 4 entails "very detailed", and 5 entails "comprehensive detail".

Generally, the language used in all park plans analyzed was consistently ambiguous, for example, there were many statements describing how a development, program, or activity "may occur", instead of stating it "shall", "will", or "must" occur (Berke and Conroy, 2000). This type of ambiguous language made the distinction between level of detail categories difficult to determine; and is the reason why specific definitions for each level of detail category were created (as described in section 3.3.2), to mitigate this ambiguity. Another challenge occurred when detailed information was presented regarding some topics under a given policy, but there was a lack of information on other topics regarding that same policy. An example is the policy category Risk Management, where there was often a high level of detailed information on the topic of fire response, but not in regard to most other risk management topics, including emergency response. When this occurred, the highest level of detail possible was chosen.

Table 4-1 represents the level of detail that all 30 visitor and tourism policies were described in the 6 park management plans analyzed – Charleston Lake, Komoka, Mashkinonje, Neys, Ruby Lake, and Sleeping Giant. Three of these parks are operating and three are not operating. The plans are presented in alphabetical order from left to right, the number of pages in the plan, and whether the plan was operating

or non-operating is written in brackets. Half of the plans analyzed were operating and the other half were non-operating parks, all plans were published in 2004 or later, and all of the plans analyzed had a similar page length.

Table 4-1 indicates that policies are described in relatively the same level of detail between different park plans, in most occasions. Commonly, there is a range in the degree of detail described between plans by one level of detail degree - Goals of Visitation, Trails and Markings, Land Use Zoning, Accessibility for the Disabled, Dates and Hours of Operation, Length of Stay, Risk Management, Backcountry Trips, Enforcement and Rules of Law, Waste Management, Retail Services and Concessions, Advertising, Market Analysis, Visitor Use Monitoring, Visitor Satisfaction, Visitor Satisfaction, Assessment of Attainment of Objectives. There are two policies in which there are two level of detail degrees difference between various plan descriptions; 1) Visitor Education and Interpretation and 2) Accommodation. Both of these policies were described in more detail in the Neys Provincial Park plan.

Visitor and Tourism Policy Category	Charleston Lake Management Plan, 2007 (operating, 36pp)	Komoka Park Management Plan, 2010 (non-operating, 34pp)	Mashkinonje Park Management Plan, 2004 (non-operating, 36pp)	Neys Park Management Plan, 2004 (operating, 30pp)	Ruby Lake Management Plan, 2009 (non-operating, 25pp)	Sleeping Giant Management Plan, 2007 (operating, 30pp)
1)Goals of Visitation	2	2	2	2	2	3
2)Visitor Use Plan	1	1	1	1	1	1
3)Established Visitor Use Framework	1	1	1	1	1	1
4)Permitted and Encouraged Visitor Levels and Uses	2	2	2	2	2	2
5)Conflict Management	1	2	2	2	2	2
6)Methods of Transportation	2	2	2	2	2	2
7)Trails and Markings	2	3	2	3	3	3
8)Noise Restrictions	1	1	1	1	1	1
9)Restricted Items	2	2	2	2	2	2
10)Land Use Zoning and Temporary Area Restrictions	2	2	2	2	2	3

Visitor and Tourism Policy Category	Charleston Lake Management Plan, 2007 (operating, 36pp)	Komoka Park Management Plan, 2010 (non-operating, 34pp)	Mashkinonje Park Management Plan, 2004 (non-operating, 36pp)	Neys Park Management Plan, 2004 (operating, 30pp)	Ruby Lake Management Plan, 2009 (non-operating, 25pp)	Sleeping Giant Management Plan, 2007 (operating, 30pp)
11)Accessibility for the Disabled	2	1	2	1	1	2
12)System of Reservation	1	1	1	1	1	1
13)Dates and Hours of Operation	1	1	2	2	1	2
14)Length of Stay	2	2	2	1	2	2
15)Fees and Pricing	2	2	2	2	2	2
16)Visitor Education and Interpretation	3	2	2	4	2	3
17)Risk Management	4	3	3	4	3	3
18)Backcountry Trips	1	1	1	2	2	2
19)Enforcement and Rules of Law	2	3	2	2	2	2
20)Facilities	2	2	2	2	2	2
21)Accommodation	2	1	2	3	2	3
22)Waste Management	2	2	1	2	2	2
23)Retail Services and Concessions	2	1	2	2	2	2
24)Human Resources Required for Visitation	2	2	2	2	2	2
25)Advertising	2	2	3	2	2	2
26)Market Analysis	1	2	2	2	1	2
27)Economic Impacts of Visitation	2	2	2	2	2	2
28)Visitor Use Monitoring	1	2	1	2	2	2
29)Visitor Satisfaction	1	1	1	2	1	2
30)Assessment of Attainment of Objectives	3	3	3	2	3	3

Table 4-1: Plan Content Analysis Results

Table 4-2 provides information that will help interpret whether there is a difference in the level of detail policies are described between and within plans. It summarizes the range in level of detail provided within all management plans analyzed. It lists vertically, from top to bottom, the policies with the greatest amount of detail present, to policies with the least amount of detail present in plans. The two columns furthest to the right provide information on the range of detail provided in operating, and in non-operating park plans. This can provide information on whether the operational status of a park plays a role in the level of detail that will be provided in a management plan.

Visitor and Tourism Policy Category	Level of Detail Range in all Plans	Level of Detail Range in plans Operating Parks	Level of Detail Range in plans for Non-Operating Parks
1)Risk Management	3-4	3-4	3
2)Visitor Education and Interpretation	2-4	3-4	2
3)Goals of Visitation	2-3	2-3	2
4)Trails and Markings	2-3	2-3	2-3
5)Land Use Zoning and Temporary Area Restrictions	2-3	2-3	2
6)Enforcement and Rules of Law	2-3	2	2-3
7)Advertising	2-3	2	2-3
8)Assessment of Attainment of Objectives	2-3	2-3	3
9)Accommodation	1-3	2-3	1-2
10)Permitted and Encouraged Visitor Levels and Uses	2	2	2
11)Methods of Transportation	2	2	2
12)Restricted Items	2	2	2
13)Fees and Pricing	2	2	2
14)Facilities	2	2	2
15)Human Resources Required for Visitation	2	2	2
16)Economic Impacts of Visitation	2	2	2
17)Conflict Management	1-2	1-2	2
18)Accessibility for the Disabled	1-2	1-2	1-2
19)Dates and Hours of Operation	1-2	1-2	1-2
20)Length of Stay	1-2	1-2	2
21)Backcountry Trips	1-2	1-2	1-2
22)Waste Management	1-2	2	1-2
23)Retail Services and Concessions	1-2	2	1-2
24)Market Analysis	1-2	1-2	1-2
25)Visitor Use Monitoring	1-2	1-2	1-2
26)Visitor Satisfaction	1-2	1-2	1

Visitor and Tourism Policy Category	Level of Detail Range in all Plans	Level of Detail Range in plans Operating Parks	Level of Detail Range in plans for Non-Operating Parks
27)Visitor Use Plan	1	1	1
28)Established Visitor Use Framework	1	1	1
29)Noise Restrictions	1	1	1
30)System of Reservation	1	1	1

Table 4-2: Plan Content Analysis Results by Policy

It is evident in table 4-2 that there is a difference in the level of detail different policies are described within plans. Some policies, such as Risk Management and Visitor Education and Interpretation, are consistently described in more detail than other policies such as Visitor Use Monitoring and Visitor Satisfaction. The majority of policies are described in a "minimal" level of detail, nine policies are described in some plans in a "general" level of detail, and only two policies were described by any plan in a "very detailed" manner, Risk Management and Visitor Education and Interpretation. Fifteen policies were not presented in at least one plan analyzed, and finally, four policies were not described in any of the six plans analyzed, Visitor Use Plan, Established Visitor Use Framework, Noise Restrictions, and System of Reservation.

Plans of both operating and non-operating parks generally provided the same level of detail, with only four exceptions, highlighted in grey, they are: Visitor Use Satisfaction, Accommodation, Visitor Education and Interpretation, and Risk Management. With regard to these four policies, operating park plans generally provided more detail than non-operating park plans.

It is interesting that the non-operating parks had visitor policy detail at any level above minimal. All of these parks have no park staff and therefore have virtually no capacity for visitor management. One would think that the visitor policy statements for such parks would be very simple as there is no activity in the field. For example, there are no people to collect fees or to undertake risk management so one might think that the policy should simply state the obvious facts that occur when a park is non-operating.

It is also interesting that the policies for the operating parks are not that much different in the level of detail included from the non-operating parks. It would seem that operating parks should have much more detail in regards to all aspects of visitor management since they actually have visitor activity. This finding of the plan content analysis suggests that the park management policies in regards to visitation and tourism are not a realistic reflection of the actual level of visitor activity in the parks.

4.3 Level of Detail Park Stakeholders Desire in Plans

Using IBM Statistical Package for the Social Sciences (SPSS) Statistics Version 19, 117 completed surveys were analyzed. Analysis was conducted to discover the overall level of detail respondents listed policies in priority order; the existence of statistical significance that stakeholder group, planning knowledge/experience, and park affiliation had on the responses; and descriptive data to help explain the existence or absence of statistical significance as a result of these variables.

4.3.1 Respondent Frequencies

The following four tables provide information regarding the frequency of respondents representing each category. There were 117 participants who completed the survey and in addition there

were 73 participants who partially completed the survey. The 73 participants who partially completed the survey did not fill out information on the level of detail categories they believed each visitor and tourism policy should be represented; for this reason, further information regarding these participants is not presented in the four tables below. There are a variety of reasons why an individual would chose not to respond to a survey, for example, due to: time constraints, lack of interest, and perhaps a feeling of not knowing the answers or not feeling qualified to provide answers.

Table 4-3 demonstrates that, 75 Visitors, 16 NGO Staff and key members, 13 Tourism Operators, 8 Park Staff, and 5 Local Residents responded to the survey. It is evident that significantly more individuals who identified themselves as visitors responded to the survey than any other stakeholder group category.

Stakeholder Group	Number of Respondents (N)
Visitor	75
NGO Staff or Key Member	16
Tourism Operator	13
Park Staff	8
Local Resident	5
Total	117

Table 4-3: Survey Responses by Stakeholder Group

When respondents were asked to provide their level of park planning knowledge/experience, 66 participants responded that they did have park planning knowledge/experience, whereas 51 participants responded that they did not (Table 4-4). The 66 respondents that were considered to have "park planning knowledge/experience" selected one or more of the options: read a park plan, provided comment, attended meetings, on an advisory board, on an advisory sub-committee, worked as a park staff on developing a park plan, and other (Table 4-5).

Park Planning Knowledge/Experience	Number of Respondents (N)
Planning Knowledge	66
No Planning Knowledge	51

Table 4-4: Survey Response Rate by Planning Knowledge

Types of Planning Knowledge/Experience	Number of Respondents (N)	
Read a Plan	Yes	49
	No	68
Provided Comment	Yes	26
	No	91
Attended Meetings	Yes	21
	No	96

Types of Planning Knowledge/Experience	Number of Respondents (N)	
On Advisory Board	Yes	2
	No	115
On Advisory Sub-Committee	Yes	1
	No	116
Worked as Park Staff on Developing a Park Plan	Yes	11
	No	106
Other	Yes	11
	No	106

Table 4-5: Survey Response Rate by Types of Planning Knowledge

Lastly, respondents were asked to indicate between Algonquin, Pinery, and Sandbanks Provincial Park, which park they most affiliate with. Table 4-6 demonstrates that 77 respondents choose Algonquin, 26 choose Pinery, 11 choose Sandbanks, and 3 did not respond to this question. It is evident that a large proportion of the respondents affiliated themselves most strongly with Algonquin Park.

Park Most Affiliated	Number of Respondents (N)
Algonquin	77
Pinery	26
Sandbanks	11
No Response	3

Table 4-6: Survey Response Rate by Park Affiliation

4.3.2 Overall Level of Detail Responses – Policies Listed in Priority Order

In order to demonstrate the level of detail survey respondents would like to see each visitor and tourism policy represented in park management plans, a series of tables were created listing policies in priority order. Each policy is listed in a table in order of the "level of detail category" it was ranked highest by percentage of overall responses. Policies are listed in "priority order", with policies that have the highest percentage in that level of detail category listed at the top of the table. The highest percentage of responses for all visitor and tourism policies fell under one of three level of detail categories, either: monitoring and evaluation plan (comprehensive detail), implementation/action plan (very detailed), or current and future objectives (general detail). Policies are divided in three separate tables depending on whether it was ranked highest overall under "comprehensive detail", "very detailed", or "general detail".\

4.3.2.1 Comprehensive Level of Detail

Overall, respondents ranked "comprehensive detail", meaning the policy was desired to contain detail up to a monitoring and evaluation plan, the highest for the following seven categories listed in table 4-7: land use zoning and temporary area restrictions, permitted and encouraged visitor levels and uses,

established visitor use framework, visitor use plan, methods of transportation, assessment of attainment of objectives, and visitor satisfaction.

4.3.2.2 Very Detailed Level of Detail

Overall, respondents ranked “very detailed”, meaning the policy was desired to contain up to an implementation/action plan, the highest for the following eleven categories listed in table 4-8: backcountry trips, visitor education and interpretation, enforcement and rules of law, trails and markings, risk management, noise restrictions, waste management, conflict management, visitor use monitoring, restricted items, and economic impacts of visitation.

4.3.2.3 General Level of Detail

Overall, respondents ranked “general detail”, meaning the policy was desired to contain up to current and future objectives, the highest for the remaining twelve categories listed in table 4-9: advertising, system of reservation, accommodation, facilities, dates and hours of operation, length of stay, retail services and concessions, accessibility for the disabled, goals of visitation, human resources required for visitation, fees and pricing, and market analysis.

Visitor and Tourism Policies Desired at Comprehensive Detail	Percentages of All Responses in Each Level of Detail Category					
	Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)
1)Land Use Zoning and Temporary Area Restrictions	0	5.1	17.1	25.6	47.0	5.1
2)Permitted and Encouraged Visitor Levels and Uses	0.9	3.4	23.9	28.2	41.0	2.6
3)Established Visitor Use Framework	0.9	3.4	17.9	36.8	36.8	4.3
4)Visitor Use Plan	0	2.6	25.6	33.3	35.0	3.5
5)Methods of Transportation	0.9	4.3	30.8	27.4	34.2	2.6
6)Assessment of Attainment of Objectives	0.9	3.4	27.4	29.9	33.3	4.3
7)Visitor Satisfaction	2.6	8.5	29.1	24.8	30.8	4.4

Table 4-7: Survey Results - Policies with which Comprehensive Detail Desired

Visitor and Tourism Policy Desired at Very Detailed	Percentages of All Responses in Each Level of Detail Category					
	Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)
1)Backcountry Trips	0	5.1	19.7	44.4	20.5	10.3
2)Visitor Education and Interpretation	0	6.8	34.2	40.2	16.2	2.6
3)Enforcement and Rules of Law	0	4.3	25.6	40.2	27.4	2.6
4)Trails and Markings	0	6.8	28.2	37.6	24.8	2.6
5)Risk Management	0	4.3	21.4	35.9	35.0	3.5
6)Noise Restrictions	0.9	8.5	32.5	35.0	20.5	2.6
7)Waste Management	0	7.7	23.9	34.2	30.8	3.4
8)Conflict Management	0.9	7.7	30.8	32.5	25.6	2.6
9)Visitor Use Monitoring	2.6	6.0	29.9	31.6	27.4	2.6
10)Restricted Items	0.9	6.0	30.8	30.8	29.9	1.7
11)Economic Impacts of Visitation	2.6	10.3	25.6	29.1	25.6	6.9

Table 4-8: Survey Results - Policies with which Very Detailed Desired

Visitor and Tourism Policy Desired at General Detail	Percentages of All Responses in Each Level of Detail Category					
	Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)
1)Advertising	5.1	14.5	47.0	14.5	14.5	4.3
2)System of Reservation	2.6	4.3	46.2	22.2	21.4	3.4
3)Accommodation	0.9	6.0	46.2	26.5	15.4	5.2
4)Facilities	0	6.0	45.3	32.5	12.8	3.5
5)Dates and Hours of Operation	0.9	16.2	43.6	23.1	12.0	4.3
6)Length of Stay	2.6	17.1	40.2	23.1	14.5	2.6
7)Retail Services and Concessions	4.3	18.8	40.2	17.9	14.5	4.3
8)Accessibility for the Disabled	0	7.7	39.3	26.5	22.2	4.3
9)Goals of Visitation	0.9	5.1	35.0	28.2	26.5	4.3
10)Human Resources Required for Visitation	6.8	11.1	35.0	24.8	17.9	4.3
11)Fees and Pricing	2.6	13.7	34.2	27.4	19.7	2.6
12)Market Analysis	9.4	17.1	29.9	23.9	13.7	6.0

Table 4-9: Survey Results - Policies with which General Detail Desired

The results of the overall responses indicate a distinction amongst policies and the level of detail participants would like to see them described in park management plans. It demonstrates that respondents made distinctions between policies they would like to see in more or less detail, and also that priorities were made. Respondents, overall, desired policies to be described in a "general" level of detail at a minimum, and subsequently distinguished between policies they believed should be described in more detail. It was common to find a significant percentage of respondents desiring most policies to be described anywhere between a "general" to a "comprehensive" level of detail, since this is where the majority of responses ranged. Two policies had an equal number of overall responses in two level of detail categories. In this occasion, the level of detail category was chosen based on the second highest overall response.

4.4 Perceptions based on Stakeholder Group, Planning Knowledge, and Park Affiliation

A chi-square analysis was conducted to understand the relationship between the level of detail respondents desired for each policy against the respondents'1) stakeholder group, 2) planning knowledge, and 3) park affiliation. Chi-square analysis was also conducted to find relationships between each stakeholder group, degree of planning knowledge, and park affiliation against all 30 visitor and tourism policies, individually. The response rate was not high enough for each stakeholder group and each park affiliation category for every option to be analyzed separately. The chi-square analysis of stakeholder group by policy category thus compared responses from the "visitor" stakeholder group against responses from "all other" stakeholder categories. The analysis of park affiliation compared responses from an "Algonquin Park" affiliation against affiliations with both the "Pinery and Sandbanks" Parks combined.

Table 4-10 below provides the 2 sided asymptomatic significance (Asymp. Sig.) results of the chi-square test against stakeholder group, planning knowledge, and park affiliation, respectively. All of the statistically significant findings were highlighted in grey, with a star placed to its right. The conventional p-value of 0.05 or less was considered a significant result. In the occasion where the response rate for a particular level of detail categories was very low (below 5 responses) and thus limiting the opportunity to conduct a chi-square analysis, that level of detail category was dropped from the analysis. In the event where a response rate was noticeably high in one row, but not the other, to the point where chi-square analysis could not be conducted without dropping that category, a "Not Applicable" was written in table 4-10.

Visitor and Tourism Policy Category	Asymp. Sig. (2 sided)		
	Stakeholder (Visitor versus All Other Groups)	Planning Knowledge (Knowledge versus No Knowledge	Park Affiliation (Algonquin versus Pinery and Sandbanks)
1) Goals of Visitation	0.516	0.356	0.005*
2) Visitor Use Plan	0.116	0.879	0.001*
3) Established Visitor Use Framework	0.041*	0.205	0.291
4) Permitted and Encouraged Visitor Levels and Uses	0.350	0.101	0.104
5) Conflict Management	0.442	0.057	0.165
6) Methods of Transportation	0.850	0.545	0.000*
7) Trails and Markings	0.240	0.299	0.005*
8) Restricted Items	0.450	0.419	0.082
9) Noise Restrictions	0.060	0.130	0.005*
10) Land Use Zoning and Temporary Area Restrictions	0.899	0.868	0.482
11) Accessibility for the Disabled	0.185	0.511	0.506
12) System of Reservation	0.925	0.830	0.429
13) Dates and Hours of Operation	0.521	0.709	N/A
14) Length of Stay	0.650	0.999	0.349
15) Fees and Pricing	0.079	0.909	0.656
16) Visitor Education and Interpretation	0.402	0.466	0.130
17) Risk Management	0.036*	0.574	0.537
18) Backcountry Trips	0.476	0.965	0.203
19) Enforcement and Rules of Law	0.761	0.623	0.542
20) Facilities	0.187	0.880	N/A
21) Accommodation	0.231	0.470	0.125
22) Waste Management	0.555	0.316	0.128
23) Retail Services and Concessions	0.154	0.650	0.123
24) Human Resources Required for Visitation	0.847	0.251	N/A
25) Advertising	0.980	0.342	N/A
26) Market Analysis	0.549	0.326	N/A
27) Economic Impacts of Visitation	0.782	0.733	N/A
28) Visitor Use Monitoring	0.430	0.707	0.160
29) Visitor Satisfaction	0.484	0.940	N/A

Visitor and Tourism Policy Category	Asymp. Sig. (2 sided)		
	Stakeholder (Visitor versus All Other Groups)	Planning Knowledge (Knowledge versus No Knowledge	Park Affiliation (Algonquin versus Pinery and Sandbanks)
30) Assessment of Attainment of Objectives	0.302	0.088	0.050*

Table 4-10: Chi-Square Analysis Summary

As a result of the chi-square analysis, there were two significant results based on stakeholder group, which was visitors vs. all others, they are: Established Visitor Use Framework and Risk Management. In these cases the visitors were much more likely to desire a lower level of detail than all other stakeholder groups.

There were no significant results based on park planning knowledge. Apparently, the self-declared level of park planning knowledge had no effect on the respondent's feelings on the level of detail that should be included in the plans.

There were six statistically significant results based on park affiliation, which was Algonquin vs. Pinery and Sandbanks, they are: Goals of Visitation, Visitor Use Plan, Methods of Transportation, Trails and Markings, Noise Restrictions, and Assessment of Attainment of Objectives. These six policies are highlighted in grey in table 4-13. In these cases, participants affiliated with Algonquin were much more likely to desire a higher level of detail than participants affiliated with Pinery and Sandbanks. There were also seven policies that received a "Not Applicable", where a chi-square could not be conducted to find the relationship between park affiliation and policy category. The following three tables, 4-11, 4-12, and 4-13, provide the frequency of responses provided under each level of detail category, first by stakeholder group, second by planning knowledge, and third by park affiliation, to assist in recognizing the patterns of why significant differences were found and what the nature of these differences were.

4.4.1.1 Percentage of Stakeholder Group by Level of Detail Category

The frequency table 4-11 lists the percentage of responses in each level of detail category for each visitor and tourism policy by stakeholder group – visitor and all other. Upon observation of the frequency table, it appears that visitors ranked the two policies, Established Visitor Use Framework and Risk Management, at a significantly lower level of detail than other stakeholder groups. These two policies are highlighted in grey in table 4-11.

4.4.1.2 Percentage of Planning Knowledge Level by Level of Detail Category

The frequency table 4-12 lists the percentage of responses in each level of detail category for each visitor and tourism policy by planning knowledge level – knowledge and no knowledge. There were no statistically significant findings as a result of the chi-square analysis in a relationship between park planning knowledge/experience and the level of detail participants desired to see policies described in park management plans. The frequency table 4-12 below provides further confirmation of this trend.

4.4.1.3 Percentage of Park Affiliation Group by Level of Detail Category

The frequency table 4-13 lists the percentage of responses in each level of detail category for each visitor and tourism policy by park affiliation in two categories: –1) Algonquin and 2) Pinery and Sandbanks. As a result of the chi-square analysis there were five statistically significant results in the following policies: Goals of Visitation, Visitor Use Plan, Methods of Transportation, Trails and Markings, Noise Restrictions, and Assessment of Attainment of Objectives. With regard to all of these listed policies, participants with an affiliation with Algonquin Park ranked the corresponding policy level of detail statistically higher than participants with an affiliation with Pinery or Sandbanks Parks. In particular, respondents with an affiliation with Algonquin Provincial Park more consistently desired a monitoring and evaluation plan level of detail for policies to be described.

It must also be noted that a chi-square analysis could not be conducted for seven policies due to the relatively large number of responses in either the current background description or monitoring and evaluation plan category for one park affiliation type but a very low number of responses for that level of detail category in the other park affiliation groups. These policies are: Dates and Hours of Operation, Facilities, Human Resources Required for Visitation, Advertising, Market Analysis, Economic Impacts of Visitation, and Visitor Satisfaction. Without dropping the level of detail category, a chi-square analysis could not be conducted, however, if a chi-square analysis were conducted, it would provide a misrepresentation of the results.

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
1)Goals of Visitation	**Visitor**	1.3	6.7	30.7	29.3	28	4	75
	All Other	0	2.4	42.9	26.2	23.8	4.8	42
2)Visitor Use Plan	**Visitor**	0	4	26.7	26.7	40	2.7	75
	All Other	0	0	23.8	45.2	26.2	4.8	42
3)Established Visitor Use Framework*	**Visitor**	1.3	5.3	24	30.7	24	1.3	75
	All Other	0	0	7.1	47.6	35.7	9.5	42
4)Permitted and Encouraged Visitor Levels and Uses	**Visitor**	1.3	4	26.7	24	42.7	1.3	75
	All Other	0	2.4	19	35.7	38.1	4.8	42
5)Conflict Management	**Visitor**	0	8	28	33.3	29.3	1.3	75
	All Other	2.4	7.1	35.7	31	19	4.8	42
6)Methods of Transportation	**Visitor**	1.3	4	30.7	29.3	33.3	1.3	75
	All Other	0	4.8	31	23.8	35.7	4.8	42
7)Trails and Markings	**Visitor**	0	5.3	24	41.3	28	1.3	75
	All Other	0	9.5	35.7	31	19	4.8	42
8)Restricted Items	**Visitor**	1.3	4	33.3	28	33.3	0	75
	All Other	0	9.5	26.2	35.7	23.8	4.8	42
9)Noise Restrictions	**Visitor**	0	8	29.3	44	18.7	0	75

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	All Other	2.4	9.5	38.1	19	23.8	7.1	42
10)Land Use Zoning and Temporary Area Restrictions	**Visitor**	0	8	17.3	26.7	45.3	1.3	75
	All Other	0	0	16.7	23.8	50	9.5	42
11)Accessibility for the Disabled	**Visitor**	0	6.7	37.3	25.3	28	2.7	75
	All Other	0	9.5	42.9	28.6	11.9	7.1	42
12)System of Reservation	**Visitor**	0	5.3	48	24	21.3	1.3	75
	All Other	7.1	2.4	42.9	19	21.4	7.1	42
13)Dates and Hours of Operation	**Visitor**	0	13.3	45.3	24	14.7	1.3	75
	All Other	2.4	21.4	40.5	21.4	7.1	7.1	42
14)Length of Stay	**Visitor**	0	14.7	41.3	24	18.7	1.3	75
	All Other	7.1	21.4	38.1	21.4	7.1	4.8	42
15)Fees and Pricing	**Visitor**	0	10.7	30.7	33.3	24	1.3	75
	All Other	7.1	19	40.5	16.7	11.9	4.8	42
16)Visitor Education and Interpretation	**Visitor**	0	5.3	34.7	38.7	20	1.3	75
	All Other	0	9.5	33.3	42.9	9.5	4.8	42
17)Risk Management*	**Visitor**	0	5.3	26.7	28	37.3	2.7	75
	All	0	2.4	11.9	50	31	4.8	42

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	Other							
18)Backcountry Trips	**Visitor**	0	6.7	22.7	41.3	21.3	8	75
	All Other	0	2.4	14.3	50	19	14.3	42
19)Enforcement and Rules of Law	**Visitor**	0	4	24	41.3	29.3	1.3	75
	All Other	0	4.8	28.6	38.1	23.8	4.8	42
20) Facilities	**Visitor**	0	4	42.7	37.3	14.7	1.3	75
	All Other	2.4	9.5	50	23.8	9.5	4.8	42
21)Accommodation	**Visitor**	0	6.7	41.3	30.7	17.3	4	75
	All Other	2.4	4.8	54.8	19	11.9	7.1	42
22)Waste Management	**Visitor**	0	9.3	24	30.7	33.3	2.7	75
	All Other	0	4.8	23.8	40.5	26.2	4.8	42
23)Retail Services and Concessions	**Visitor**	2.7	20	36	24	14.7	2.7	75
	All Other	7.1	16.7	47.6	7.1	14.3	7.1	42
24)Human Resources Required for Visitation	**Visitor**	5.3	13.3	34.7	26.7	17.3	2.7	75
	All Other	9.5	7.1	35.7	21.4	19	7.1	42
25)Advertising	**Visitor**	2.7	14.7	49.3	16	14.7	2.7	75
	All Other	9.5	14.3	42.9	11.9	14.3	7.1	42
26)Market Analysis	**Visitor**	9.3	16	32	28	12	2.7	75

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	All Other	9.5	19	26.2	16.7	16.7	11.9	42
27)Economic Impacts of Visitation	Visitor	2.7	10.7	26.7	28	28	4	75
	All Other	2.4	9.5	23.8	31	21.4	11.9	42
28)Visitor Use Monitoring	Visitor	4	6.7	33.3	28	26.7	1.3	75
	All Other	0	4.8	23.8	38.1	28.6	4.8	42
29)Visitor Satisfaction	Visitor	4	9.3	25.3	25.3	33.3	2.7	75
	All Other	0	7.1	35.7	23.8	26.2	7.1	42
30)Assessment of Attainment of Objectives	Visitor	1.3	5.3	22.7	33.3	32	4	75
	All Other	0	0	35.7	23.8	35.7	4.8	42

Table 4-11: Percentage of Stakeholder Group by Level of Detail

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
1)Goals of Visitation	Knowledge	0	3	42.4	30.3	24.2	0	66
	No Knowledge	2	7.8	25.5	25.5	29.4	9.8	51
2)Visitor Use Plan	Knowledge	0	1.5	27.3	36.4	34.8	0	66
	No	0	3.9	23.5	29.4	35.3	7.8	51

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	Knowledge							
3)Established Visitor Use Framework	**Knowledge**	0	1.5	13.6	40.9	42.4	1.5	66
	No Knowledge	2	5.9	23.5	31.4	29.4	7.8	51
4)Permitted and Encouraged Visitor Levels and Uses	**Knowledge**	0	0	22.7	37.9	39.4	0	66
	No Knowledge	2	7.8	25.5	15.7	43.1	5.9	51
5)Conflict Management	**Knowledge**	1.5	7.6	39.4	31.8	19.7	0	66
	No Knowledge	0	7.8	19.6	33.3	33.3	5.9	51
6)Methods of Transportation	**Knowledge**	0	3	34.8	30.3	31.8	0	66
	No Knowledge	2	5.9	25.5	23.5	37.2	5.9	51
7)Trails and Markings	**Knowledge**	0	7.6	31.8	39.4	19.7	1.5	66
	No Knowledge	0	5.9	23.5	35.3	31.4	3.9	51
8)Restricted Items	**Knowledge**	1.5	6.1	31.8	34.8	25.8	0	66
	No Knowledge	0	5.9	29.4	25.5	35.3	3.9	51
9)Noise Restrictions	**Knowledge**	1.5	9.1	28.8	42.4	16.7	1.5	66
	No Knowledge	0	7.8	37.3	25.5	25.5	3.9	51
10)Land Use Zoning and Temporary Area Restrictions	**Knowledge**	0	1.5	16.7	27.3	51.5	3	66
	No Knowledge	0	9.8	17.6	23.5	41.2	7.8	51

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
11)Accessibility for the Disabled	**Knowledge**	0	9.1	37.9	30.3	19.7	3	66
	No Knowledge	0	5.9	41.2	21.6	25.5	5.9	51
12)System of Reservation	**Knowledge**	4.5	3	48.5	22.7	19.7	1.5	66
	No Knowledge	0	5.9	43.1	21.6	23.5	5.9	51
13)Dates and Hours of Operation	**Knowledge**	1.5	18.2	40.9	24.2	12.1	3	66
	No Knowledge	0	13.7	47.1	21.6	11.8	5.9	51
14)Length of Stay	**Knowledge**	3	18.2	42.4	24.2	12.1	0	66
	No Knowledge	2	15.7	37.3	21.6	17.6	5.9	51
15)Fees and Pricing	**Knowledge**	3	13.6	31.8	28.8	21.2	1.5	66
	No Knowledge	2	13.7	37.3	25.5	17.6	3.9	51
16)Visitor Education and Interpretation	**Knowledge**	0	4.5	36.3	45.5	13.6	0	66
	No Knowledge	0	9.8	31.4	33.3	19.6	5.9	51
17)Risk Management	**Knowledge**	0	3	19.7	40.9	34.8	1.5	66
	No Knowledge	0	5.9	23.5	29.4	35.3	5.9	51
18)Backcountry Trips	**Knowledge**	0	1.5	21.2	48.5	21.2	7.6	66
	No Knowledge	0	9.8	17.6	39.2	19.6	13.7	51
19)Enforcement and Rules of Law	**Knowledge**	0	3	24.2	45.4	27.3	0	66
	No Knowledge	0	5.9	27.5	33.3	27.5	5.9	51

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
20)Facilities	**Knowledge**	1.5	4.5	48.5	31.8	13.6	0	66
	No Knowledge	0	7.8	41.2	33.3	11.8	5.9	51
21)Accommodation	**Knowledge**	1.5	3	50	31.8	13.6	0	66
	No Knowledge	0	9.8	41.2	19.6	17.6	11.8	51
22)Waste Management	**Knowledge**	0	3	30.3	36.4	28.8	1.5	66
	No Knowledge	0	13.7	15.7	31.4	33.3	5.9	51
23)Retail Services and Concessions	**Knowledge**	6.1	15.2	44	18.2	15.2	1.5	66
	No Knowledge	2	23.5	35.3	17.6	13.7	7.8	51
24)Human Resources Required for Visitation	**Knowledge**	6.1	7.6	42.4	25.8	16.7	1.5	66
	No Knowledge	7.8	15.7	25.5	23.5	19.6	7.8	51
25)Advertising	**Knowledge**	7.6	12.1	51.5	16.7	10.6	1.5	66
	No Knowledge	2	17.6	41.2	11.8	19.6	7.8	51
26)Market Analysis	**Knowledge**	9.1	15.2	36.4	24.2	10.6	4.5	66
	No Knowledge	9.8	19.6	21.6	23.5	17.6	7.8	51
27)Economic Impacts of Visitation	**Knowledge**	1.5	10.6	28.8	30.3	24.2	4.5	66
	No Knowledge	3.9	9.8	21.6	27.5	27.5	9.8	51
28)Visitor Use Monitoring	**Knowledge**	1.5	4.5	30.3	31.8	31.8	0	66
	No Knowledge	3.9	7.8	29.4	31.4	21.6	5.9	51

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
29)Visitor Satisfaction	Knowledge	1.5	6.1	31.8	27.3	31.8	1.5	66
	No Knowledge	3.9	11.8	25.5	21.6	29.4	7.8	51
30)Assessment of Attainment of Objectives	Knowledge	0	1.5	34.8	24.2	36.4	1.5	66
	No Knowledge	2	5.9	17.6	37.3	29.4	7.8	51

Table 4-12: Percentage of Planning Knowledge by Level of Detail

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
1)Goals of Visitation*	Algonquin	1.3	6.5	35.1	22.1	33.8	1.3	77
	Pinery and Sandbanks	0.0	2.7	37.8	43.2	8.1	8.1	37
2)Visitor Use Plan*	Algonquin	0.0	2.6	19.5	28.6	46.8	2.6	77
	Pinery and Sandbanks	0.0	2.7	37.8	43.2	10.8	5.4	37
3)Established Visitor Use Framework	Algonquin	1.3	0.0	16.9	35.1	42.9	3.9	77
	Pinery and Sandbanks	0.0	10.8	21.6	37.8	24.3	5.4	37
4)Permitted and Encouraged Visitor	Algonquin	0.0	1.3	23.4	24.7	49.4	1.3	77

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
Levels and Uses	**Pinery and Sandbanks**	2.7	8.1	24.3	35.1	24.3	5.4	37
5)Conflict Management	**Algonquin**	1.3	6.5	27.3	33.8	29.9	1.3	77
	Pinery and Sandbanks	0.0	10.8	37.8	32.4	13.5	5.4	37
6)Methods of Transportation*	**Algonquin**	1.3	2.6	22.1	24.7	48.1	1.3	77
	Pinery and Sandbanks	0.0	8.1	45.9	35.1	5.4	5.4	37
7)Trails and Markings*	**Algonquin**	0.0	6.5	28.6	31.2	32.5	1.3	77
	Pinery and Sandbanks	0.0	8.1	29.7	51.4	5.4	5.4	37
8)Restricted Items	**Algonquin**	0.0	7.8	31.2	23.4	36.4	1.3	77
	Pinery and Sandbanks	2.7	2.7	32.4	40.5	18.9	2.7	37
9)Noise Restrictions*	**Algonquin**	1.3	7.8	36.4	24.7	27.3	2.6	77
	Pinery and Sandbanks	0.0	10.8	27.0	51.4	8.1	2.7	37
10)Land Use Zoning and Temporary Area Restrictions	**Algonquin**	0.0	3.9	13.0	27.3	49.4	6.5	77
	Pinery and Sandbanks	0.0	8.1	21.6	24.3	43.2	2.7	37
11)Accessibility for the Disabled	**Algonquin**	0.0	5.2	41.6	24.7	26.0	2.6	77
	Pinery and Sandbanks	0.0	13.5	32.4	29.7	16.2	8.1	37
12)System of Reservation	**Algonquin**	2.6	2.6	45.5	20.8	26.0	2.6	77
	Pinery and	2.7	8.1	48.6	21.6	13.5	5.4	37

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	Sandbanks							
13)Dates and Hours of Operation	**Algonquin**	1.3	15.6	44.2	18.2	16.9	3.9	77
	Pinery and Sandbanks	0.0	18.9	43.2	29.7	2.7	5.4	37
14)Length of Stay	**Algonquin**	2.6	14.3	41.6	22.1	18.2	1.3	77
	Pinery and Sandbanks	2.7	24.3	37.8	24.3	8.1	2.7	37
15)Fees and Pricing	**Algonquin**	2.6	13.0	32.5	26.0	23.4	2.6	77
	Pinery and Sandbanks	2.7	16.2	37.8	27.0	13.5	2.7	37
16)Visitor Education and Interpretation	**Algonquin**	0.0	7.8	33.8	37.7	19.5	1.3	77
	Pinery and Sandbanks	0.0	5.4	35.1	48.6	5.4	5.4	37
17)Risk Management	**Algonquin**	0.0	3.9	19.5	35.1	39.0	2.6	77
	Pinery and Sandbanks	0.0	5.4	21.6	40.5	27.0	5.4	37
18)Backcountry Trips	**Algonquin**	0.0	3.9	23.4	44.2	26.0	2.6	77
	Pinery and Sandbanks	0.0	8.1	13.5	43.2	8.1	27.0	37
19)Enforcement and Rules of Law	**Algonquin**	0.0	5.2	23.4	39.0	31.2	1.3	77
	Pinery and Sandbanks	0.0	2.7	29.7	40.5	21.6	5.4	37
20) Facilities	**Algonquin**	0.0	3.9	50.6	28.6	14.3	2.6	77
	Pinery and Sandbanks	0.0	10.8	35.1	37.8	10.8	5.4	37
21)Accommodation	**Algonquin**	1.3	2.6	49.4	23.4	19.5	3.9	77

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
	Pinery and Sandbanks	0.0	13.5	35.1	35.1	8.1	8.1	37
22)Waste Management	Algonquin	0.0	3.9	24.7	31.2	37.7	2.6	77
	Pinery and Sandbanks	0.0	16.2	21.6	40.5	16.2	5.4	37
23)Retail Services and Concessions	Algonquin	5.2	16.9	41.6	14.3	19.5	2.6	77
	Pinery and Sandbanks	2.7	24.3	35.1	24.3	5.4	8.1	37
24)Human Resources Required for Visitation	Algonquin	5.2	11.7	27.3	27.3	26.0	2.6	77
	Pinery and Sandbanks	10.8	10.8	45.9	21.6	2.7	8.1	37
25)Advertising	Algonquin	5.2	13.0	42.9	15.6	20.8	2.6	77
	Pinery and Sandbanks	5.4	16.2	54.1	13.5	2.7	8.1	37
26)Market Analysis	Algonquin	6.5	18.2	27.3	24.7	18.2	5.2	77
	Pinery and Sandbanks	16.2	16.2	35.1	18.9	5.4	8.1	37
27)Economic Impacts of Visitation	Algonquin	2.6	6.5	26.0	28.6	31.2	5.2	77
	Pinery and Sandbanks	2.7	18.9	24.3	27.0	16.2	10.8	37
28)Visitor Use Monitoring	Algonquin	1.3	9.1	24.7	29.9	32.5	2.6	77
	Pinery and Sandbanks	5.4	0.0	40.5	32.4	18.9	2.7	37
29)Visitor Satisfaction	Algonquin	1.3	9.1	28.6	18.2	37.7	5.2	77
	Pinery and Sandbanks	5.4	8.1	29.7	37.8	16.2	2.7	37

Visitor and Tourism Policy Category		Do Not Include in Plan	Current Background Description	Current and Future Objectives	Implementation/Action Plan	Monitoring and Evaluation Plan	Other (Do Not Know, Not Applicable, and No Response)	Total N
30)Assessment of Attainment of Objectives*	**Algonquin**	1.3	3.9	24.7	24.7	40.3	3.9	77
	Pinery and Sandbanks	0.0	2.7	32.4	40.5	18.9	8.1	37

Table 4-13: Percentage of Park Affiliation by Level of Detail

4.5 Level of Detail Stakeholders Desire Compared to Level of Detail in Plans

A comparison was made between the results found in the plan content analysis (Phase 1) to the results found in the survey analysis (Phase 2). These results are intended to gain an understanding of whether there is a difference in the level of detail that stakeholders' desire policies to be described compared to the level of detail policies currently described in plans. Table 4-14 lists all 30 visitor and tourism policies in decreasing order from policies that have the greatest "difference" to the least "difference" between what stakeholders want and what is present in existing plans. Again, the categories range from 1 to 5, the level of detail categories go from "no detail" to "comprehensive detail". The "level of detail desired by (most) stakeholders" number came from the level of detail category that received the highest percentage of responses from overall survey participants, as listed in tables 4-7, 4-8, and 4-9. The "level of detail range existing in plans" number came from the range in level of detail contained in current park management plans that were analyzed in table 4-2. The column furthest to the right contains a number that represents the "difference" between what stakeholders want and what is existing in plans by subtracting "level of detail desired by (most) stakeholders" by "level of detail range existing in plans".

Visitor and Tourism Policy Category	Level of Detail Desired by Stakeholders	Level of Detail Range Existing in Plans	Difference (What Stakeholders Want minus What is Existing in Plans)
1)Established Visitor Use Framework	5	1	**4**
2)Visitor Use Plan	5	1	**4**
3)Visitor Satisfaction	5	1-2	**3-4**
4)Permitted and Encouraged Visitor Levels and Uses	5	2	**3**
5)Methods of Transportation	5	2	**3**
6)Noise Restrictions	4	1	**3**
7)Land Use Zoning and Temporary Area Restrictions	5	2-3	**2-3**
8)Assessment of Attainment of Objectives	5	2-3	**2-3**
9)Backcountry Trips	4	1-2	**2-3**
10)Waste Management	4	1-2	**2-3**
11)Conflict Management	4	1-2	**2-3**
12)Visitor Use	4	1-2	**2-3**

Visitor and Tourism Policy Category	Level of Detail Desired by Stakeholders	Level of Detail Range Existing in Plans	Difference (What Stakeholders Want minus What is Existing in Plans)
Monitoring			
13)Restricted Items	4	2	**2**
14)Economic Impacts of Visitation	4	2	**2**
15)System of Reservation	3	1	**2**
16)Enforcement and Rules of Law	4	2-3	**1-2**
17)Trails and Markings	4	2-3	**1-2**
18)Dates and Hours of Operation	3	1-2	**1-2**
19)Length of Stay	3	1-2	**1-2**
20)Retail Services and Concessions	3	1-2	**1-2**
21)Accessibility for the Disabled	3	1-2	**1-2**
22)Market Analysis	3	1-2	**1-2**
23)Visitor Education and Interpretation	4	2-4	**0-2**
24)Accommodation	3	1-3	**0-2**
25)Facilities	3	2	**1**
26)Human Resources Required for Visitation	3	2	**1**
27)Fees and Pricing	3	2	**1**
28)Risk Management	4	3-4	**0-1**
29)Advertising	3	2-3	**0-1**
30)Goals of Visitation	3	2-3	**0-1**

Table 4-14: Difference between Detail Stakeholders Want and What Exists in Plans

Table 4-14 reveals that overall; there is a large difference between the level of detail desired by stakeholders compared to the level of detail policies currently described in plans. In all cases, stakeholders desire more detail than the plans now provide. Almost all policies contained at least 1 level of detail difference; twelve policies had up to 2 levels of detail difference; nine policies had up to 3 levels of detail difference, and three policies had up to 4 levels of detail difference. This means there were three policies that the majority of stakeholders desired a "comprehensive level of detail" where there was no

detail available in the current park plans analyzed; these policies are: Established Visitor Use Framework, Visitor Use Plan, and Visitor Satisfaction.

Table 4-14 reveals a major planning practice gap between park stakeholder interests and park plan content. The stakeholders want much more detail than now occurs in the plans. This can be construed as a demand for more transparency. Since all accountability is dependent upon transparency, this finding is a call for more accountability in regards to the visitor and tourism policies in Ontario Provincial Park management plans. This topic will be discussed in greater detail in section 5.3.1.

4.6 Qualitative Feedback

Using manual coding, as outlined in Auerbach and Silverstein, 2003, 21 interviews were analyzed, extracting key concepts and themes from various stakeholder opinions regarding 9 questions listed in table 3-7 of Chapter 3, Research Methods. For each question, repeating ideas from various interview participants were grouped into themes. Each participant that shared this theme in their response was listed in the subsequent column, with their participant number. Key quotes will be used in the discussion section, in Chapter 5, to further highlight thoughts or ideas that contribute to providing qualitative, explanatory responses to research questions.

Table 4-15 provides background information on the interview participants, containing their identified 1) stakeholder group, 2) planning knowledge, and 3) park affiliation. This information can be used as a reference, but will not be used in great detail in analysis, due to the low sample size of interview participants. Out of 21 interview participants, 7 identified themselves as an NGO staff or key member, 6 as a visitor, 4 as a tourism operator, 3 as former park staff, and one as a combination of stakeholder categories; and 10 participants identified with more than one stakeholder group. Sixteen participants had previously read at least portions of a park management plan. Twelve participants had experience being involved in the park planning process to some degree, whereas four participants had neither read a park management plan nor been involved in the park planning process. These participants were interviewed regardless due to either their close affiliation with a particular park, or their knowledge or park planning through formal education. Lastly, 10 participants most closely associated themselves with Algonquin, five with Sandbanks, two with Pinery, one with none of the above (yet with extensive and broad park planning background), and three did not directly or indirectly specify.

Participant Number	Primary Stakeholder Group	Other Stakeholder Groups	Read a Park Plan (yes/no)	Park Planning Experience (yes/no)	Park Affiliation (Algonquin, Pinery, Sandbanks)
1	NGO	Local Resident, Visitor	Yes	Yes	Algonquin
2	Tourism Operator	N/A	No	No (however park planning directly impacts local business)	Sandbanks
3	Visitor	No	Yes	No	Algonquin
4	NGO	Park Staff, Local Resident	Yes	Yes	Algonquin
5	Park Staff (former)	N/A	Yes	No	Algonquin
6	Visitor	No	Yes	Yes	None (Presquile)
7	NGO	Tourism Operator, Visitor, Local Resident	Yes	Yes	Algonquin
8	Visitor	Local Resident, Park Staff (Retired MNR)	Yes	Yes	N/A
9	NGO	Visitor, Local Resident	No	N/A	Sandbanks
10	Visitor	No	No	No (however, student of park planning)	Pinery
11	NGO	Local Resident, Visitor	Yes	Yes	N/A
12	Park Staff (former)	N/A	Yes	Yes	Sandbanks
13	NGO	Tourism Operator, Visitor	Yes	Yes	Algonquin
14	Tourism Operator	Local Resident, NGO	Yes	Yes	Algonquin
15	NGO	N/A	No	No	Sandbanks
16	Visitor	N/A	Yes	Yes	N/A
17	Tourism	N/A	No	No	Sandbanks

Participant Number	Primary Stakeholder Group	Other Stakeholder Groups	Read a Park Plan (yes/no)	Park Planning Experience (yes/no)	Park Affiliation (Algonquin, Pinery, Sandbanks)
	Operator				
18	Visitor	No	Yes	Yes	Pinery
19	Tourism Operator	N/A	Yes	No	Algonquin
20	Tourism Operator, Visitor, Local Resident	Does not associate with one more than others	Yes	N/A	Algonquin
21	Park Staff (former)	Visitor	Yes	Yes	Algonquin

Table 4-15: Interview Participant Backgrounds

The following tables 4-16 to 4-23 provide a compilation of responses to interview questions, summarized under key headings. If a participant did not provide a direct statement of a particular response, that participant may still share those stated values; however, unless explicitly stated that a participant shares or does not share a particular value, an interpretation can be made that that value is not a priority to the research participant. The responses summarized in the tables below represent statements that were directly contributed by interview participants.

Table 4-16 lists a compilation of common themes of what various stakeholders believe park planning objectives should be, also comparing park planning objectives to municipal planning objectives. It is evident that the majority of participants (13 participants) believe the purpose of planning in protected areas should be for natural, and sometimes cultural, resource protection. Fewer participants (3 participants) stated that visitor and tourism management, or topics relevant to it, should be a role of planning in parks. A significant proportion of participants (19 participants) suggested that planning in protected areas and planning in a municipality have different objectives, yet four participants identified that planning principles remain the same.

Q1. Role of Planning in Protected Areas	
Themes	**Participant Responses N**
A. Protected Area Planning Objectives	
1.Natural (and cultural) resource protection **2.Outdoor recreation/visitor experience**	**1)** 13 (Participants: 1, 5, 6, 7, 11, 12, 13, 14, 15, 16, 17, 18, 19) **2)** 3 (Participants: 12, 17, 18)

Q1. Role of Planning in Protected Areas	
Themes	**Participant Responses N**
3.Promote accessibility of use **4.Scientific study** **5.Economic sustainability**	**3)** 2 (Participant: 12, 20) **4)** 1 (Participant: 13) **5)** 1 (Participant: 13)
B. Planning in Protected Area versus Municipality	
1.Objectives are different – protection versus growth/development **2.Objectives are different - human management and human impact are at different extremes (tourism management versus management for other human uses, greater consideration for wildlife)** **3.Planning principles are similar but with different planning objectives** **4.Planning in protected area and municipalities should be aligned (with regard to environmental policies)**	**1)** 12 (Participants: 1, 3, 4, 6, 7, 8, 9, 12, 16, 18, 19, 20) **2)** 7 (Participants: 3, 4, 10, 11, 13, 17,21) **3)** 4 (Participants: 2, 3, 5, 21) **4)** 3 (Participants: 13, 14, 16)

Table 4-16: Interview Themes – Role of Planning in Protected Areas

Table 4-17 outlines a compilation of responses regarding the purpose of the park management plan, broken into three sections: planning objectives, functional role, and plan content. Conforming to results found in table 4-16, a significant proportion of participants (8 participants) believe the management plan should serve the role of natural (and cultural) heritage protection. The same proportion of participants (8 participants) stated visitor activity should be addressed in the management plan, with the condition that it is compatible with natural heritage protection. In terms of the functional purpose of the park management plan, 8 participants stated it should guide and control park management decisions, 6 stated it should be used to communicate with park users and the public, and 6 stated it should provide an opportunity to gain input from a broad set of stakeholders. Fewer comments were provided regarding the content that should be provided in park management plans, although 7 participants stated the park management plan should contain long term goals.

Feedback from table 4-17 assist in providing explanatory responses in the discussion of the democratic and governance implications of the difference between the level of detail stakeholders' desire and the detail contained in park management plans, in section 5.3.1. Key findings include: 1) most interview participants provided responses that assume the park management plan is to be viewed by the public; 2) nine participants stated that the park management plan should be made either easily accessible to the public or easy for the public to comprehend; 3) eight participants stated that a purpose of the

management plan is to guide and control management decisions; and 4) thirteen participants expressed opinions that the purpose of a park management plan is to communicate or engage the public in the planning process to some extent.

Q2. Purpose of Park Management Plan	
Themes	**Participant Responses N**
A. Objectives of Management Plan	
1.Natural (and cultural) heritage protection **2.Permit visitor activity, that is compatible with priority natural heritage protection objectives** **3.Park needs to benefit a broad range of stakeholders** **4.Achieve goals within reasonable budget** **5.Park accessible to "every day person"**	**1)** 8 (Participants: 2, 3, 4, 11, 14, 16, 17, 20) **2)** 8 (Participants: 4, 7, 8, 11, 14, 18, 20,21) **3)** 2 (Participants: 2, 7) **4)** 1 (Participant: 17) **5)** 1 (Participant: 2)
B. Functional Role	
1.Guide and control park management decisions **2.Communication with park users/public** **3.Input from broad set of stakeholders** **4.Involve periodic public involvement** **5.To help achieve complex objectives** **6.To help implement goals and objectives** **7.To achieve long-term sustainability** **8.Plan needs to be monitored, using adaptive management framework** **9.Allow opportunity to identify areas for expansion (i.e. expanding park)**	**1)** 8 (Participants: 1, 5, 7, 12, 15, 18, 19, 21) **2)** 6 (Participants: 1, 5, 13, 14, 15, 18) **3)** 6 (Participants: 2, 6, 7, 14, 17, 20) **4)** 3 (Participants: 1, 12, 13) **5)** 3 (Participants: 2, 7, 11) **6)** 3 (Participants: 3, 9, 13) **7)** 3 (Participants: 4, 8, 9) **8)** 2 (Participants: 3, 13) **9)** 1 (Participant: 12)
C. Plan Content	
1.State short and long term objectives, depending on scenario **2.State permissible and restricted items and activities** **3.State long term goals** **4.Provide clear information** **5.Have process to be revised** **6.Content should be accessible to public (easy to read)** **7.Plan should be tailored to each individual park's needs** **8.Identify current state of park, key facts** **9.Explicitly state park values**	**1)** 5 (Participants: 1, 3, 6, 10,21) **2)** 4 (Participants: 3, 6, 18, 19) **3)** 2 (Participants: 2, 12) **4)** 2 (Participants: 5, 8) **5)** 1 (Participant: 1) **6)** 1 (Participant: 14) **7)** 1 (Participant: 9) **8)** 1 (Participant: 11) **9)** 1 (Participant: 16) **10)** 1 (Participant: 19)

Q2. Purpose of Park Management Plan	
Themes	**Participant Responses N**
10.State park education information	

Table 4-17: Interview Themes – Purpose of Park Management Plan

Table 4-18 outlines a compilation of responses regarding factors that participants believe should or currently are affecting the level of detail policies are stated in park management plans, broken into five sections: park priorities, plan audience, resources, park qualities, and plan implementation. Fourteen participants stated that policies with a greater level of impact, particularly long-term, environmental impacts, should be stated in greater detail. A majority of participants provided responses that assumed the park management plan is to be viewed by the public and 9 stated it should be made either easily accessible to the public or easy for the public to comprehend. Eight participants stated that all park policies should be stated in the park management plan, though at different degrees of detail, while three participants stated that not all policies need to be described in the park management plan. Six participants identified time and money as affecting the detail policies can be present in a management plan. Five participants discussed the role of park qualities, such as visitor number, as having an impact on level of policy detail in plans. Lastly, six participants discussed the role of level of detail on impacting the plan implementation process.

Feedback from table 4-18 assist in providing explanatory responses in the discussion of the democratic and governance implications of the difference between the level of detail stakeholders' desire and the detail contained in park management plans, in section 5.3.1. Key findings include: 1) four participants stated that different individuals will require different types and levels of information; 2) eight participants suggested all policies should be described in the management plan, but in different levels of detail; and 3) three participants stated that a comprehensive amount of detail in a management plan document would decrease its readability and accessibility by the general public.

Feedback from table 4-18 also assists in providing explanatory responses in the discussion of factors that can affect the level of detail found in management plans of different parks, in section 5.4.3. Key findings include: 1) 26 factors were identified as potential explanations for variation in the level of detail in park management plans; 2) six participants stated that the more money and time available, the more detailed a plan can be; and 3) parks with greater environmental sensitivity require greater detail.

Q3. Factors that Affect the Level of Detail in a Management Plan	
Themes	**Participant Responses N**

Q3. Factors that Affect the Level of Detail in a Management Plan	
Themes	**Participant Responses N**
A. Park Priorities	
1.Policies with significant environmental impact need to be described in greater detail **2.Some policies need more detail than others due to level of impact, complexity or risk (particularly degree of long-term impacts)** **3.Policies relevant to the goals of the park require more detail than others** **4.Influence of interest groups can affect the level of detail on specific issues** **5.Legislation effects level of detail, if stated in legislation the policy will be represented**	**1)** 9 (Participants: 2, 3, 6, 7, 11, 13, 14, 16, 17) **2)** 5 (Participants: 1, 6, 11, 14, 16) **3)** 4 (Participants: 5, 9, 11, 19) **4)** 1 (Participant: 7) **5)** 1 (Participant: 18)
B. Plan Audience	
1.All park policies should be described in management plan, though each policy does not need comprehensive detail **2.Information should be made easily accessible for the public** **3.Different degree of detail depending on different users – more detailed areas for implementation, less detail areas for communication** **4.Not all park policies need to be described in the plan** **5.Information in a plan should be clear and easy to read by a broad audience** **6.Different issues require different level of detail depending on the plan audience** **7.Plan directed to public requires degree of accountability**	**1)** 8 (Participants: 3, 5, 13, 15, 17, 18, 20, 21) **2)** 6 (Participants: 5, 12, 13, 15, 16, 20) **3)** 4 (Participants: 12, 13, 14, 18) **4)** 3 (Participants: 6, 8, 11) **5)** 3 (Participants: 7, 13, 20) **6)** 2 (Participants: 2, 8) **7)** 2 (Participants: 2, 10)
C. Resources	
1.The more time and money available, the more detailed a plan can be **2.Amount of detail depends on available information** **3.Politics affects level of detail (commitment to objectives)** **4.Plan content should limit redundancy (policies already described in other documents)**	**1)** 6 (Participants: 3, 4, 7, 10, 12, 21) **2)** 2 (Participants: 9, 21) **3)** 2 (Participants: 10, 21) **4)** 1 (Participant: 9)

Q3. Factors that Affect the Level of Detail in a Management Plan	
Themes	**Participant Responses N**
D. Park Qualities	
1.Park with higher visitor use need greater level of detail **2.Parks with greater environmental sensitivity require more detail** **3.Park with larger scope of affected stakeholders requires greater level of detail**	**1)** 4 (Participants: 1, 5, 11, 14) **2)** 4 (Participants: 1, 2, 4, 11) **3)** 2 (Participants: 5, 14)
E. Plan Implementation	
1.The more detail, the greater opportunity for implementation success **2.Information in plan should allow for flexibility** **3.More detail, the better decisions that will be made** **4.More detail, the more public participation will take place** **5.More detail should be stated for short to medium term objectives, versus long-term objectives** **6.Less detail should be provided in management plan format regarding policies that regularly change**	**1)** 4 (Participants: 4, 10, 13, 18) **2)** 2 (Participants: 8, 10) **3)** 1 (Participant: 4) **4)** 1 (Participant: 4) **5)** 1(Participant: 13) **6)** 1(Participant: 21)

Table 4-18: Interview Themes – Factors that Affect the Level of Detail in a Management Plan

Table 4-19 outlines a compilation of responses regarding the effect that park class and other park qualities has on park content. This information can be used to explore how provincial park policy can guide the management planning process, determining which factors can influence the policies that are discussed in a park plan and areas where there can be consistency between park plans. Eleven participants stated that there should be differences in policies described in plans based on park class, although five participants described areas where policies can be written consistently across all parks, particularly with regard to environmental sustainability policies. Nine participants stated that regardless of park class, the different characteristics of individual parks will impact the type of policies described in plans. Eighteen participants supported the suggestion for the development of a standardized list of policy categories that should be addressed by all parks of the same park class in their management plans, with room for flexibility.

Feedback from table 4-19 also assists in providing explanatory responses in the discussion of factors that can affect the level of detail found in management plans of different parks, in section 5.4.3.

Key findings include: 1) four participants stated that parks with higher visitor levels and two participants stated that parks with a larger scope of affected stakeholders would or should contain more detail; and 2) two participants stated that there was a broad variation in the character of parks of the same park class; and 3) 18 out of 21 participants stated it would be beneficial to create a standardized set of park categories for all parks of the same park class to address in the management plan, with room for flexibility.

Q4. Park Class or Type and Plan Content	
Themes	**Participant Responses N**
A. Park Objectives	
1.Should be differences in policy descriptions based on park class, with different objectives **2.Some policies can be consistent across parks, particularly environmental sustainability policies** **3.Should not be significant differences in policies addressed in plans, if priorities are the same** **4.Some activities occurring in parks do not follow objectives of park class** **5.Policies should be stated for transparency purposes**	**1)** 11 (Participants: 2, 5, 6, 7, 8, 10, 12, 18, 19, 20, 21) **2)** 5 (Participants: 8, 9, 13, 14, 16) **3)** 2 (Participants: 3, 16) **4)** 1 (Participant: 4) **5)** 1 (Participant: 16)
B. Park Qualities	
1.Different characteristics and opportunities within parks will reflect different types of policies at park level **2.Large variation between parks of same park class, broad categories** **3.Similar policies addressed in plans in same park class, regardless of park size** **4.Different policies due to size of park, ultimately the outside impact of park decisions** **5.Number of stakeholders affects content**	**1)** 9 (Participants: 3, 7, 8, 10, 12, 13, 14, 15, 21) **2)** 2 (Participant: 4, 16) **3)** 1 (Participant: 6) **4)** 1 (Participant: 12) **5)** 1 (Participant: 13)
C. Content Consistency	
1.Standardized set of policy categories for all parks of same class to address in plan, with room for flexibility **2.Plans should have consistency in format and layout, for easier readability and usability** **3.General policies applying to all parks**	**1)** 18 (Participants: 1, 2, 3, 5, 6, 7, 8, 9, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21) **2)** 4 (Participants: 12, 16, 18, 20) **3)** 1 (Participant: 4)

would result in missing details	

Table 4-19: Interview Themes – Park Class or Type and Plan Content

Table 4-20 outlines a compilation of responses regarding the content that can be contained in a subsidiary plan compared to a management plan. Primary differentiations between the content that participants believe should be contained in a subsidiary plan compared to a management plan include: it should contain more detailed information (9 participants), less important information (7 participants), and information that has an impact on the short-term, which is easier to change (11 participants).

Feedback from table 4-20 assist in providing explanatory responses in the discussion of the democratic and governance implications of the difference between the level of detail stakeholders' desire and the detail contained in park management plans, in section 5.3.1. Key findings include: 1) eleven participants stated a subsidiary plan should contain short-term information.

Q5. Conditions Content Should be Contained in Subsidiary Plan	
Themes	**Participant Responses N**
A. Type of Content in Subsidiary Plan	
1.Subsidiary plans should contain more short-term information that is easier to change **2.Subsidiary plan should contain more detailed information than management plan** **3.Less important details of a policy can be contained in the subsidiary plan** **4.Subsidiary plans can expand on important or unique policies of a particular park, already stated in management plan** **5.Subsidiary plan should contain information that does not require public consultation** **6.Policies that do not apply to the park as a whole can be in a subsidiary plan**	**1)** 11 (Participants: 6, 7, 8, 9, 10, 11, 12, 13, 16, 17, 21) **2)** 9 (Participants: 1, 2, 4 , 7, 12, 13, 17, 18, 19) **3)** 7 (Participants: 2, 5, 9, 11, 14, 16, 20) **4)** 3 (Participants: 3, 10, 11) **5)** 2 (Participants: 1, 21) **6)** 1 (Participant: 13)

Table 4-20: Interview Themes – Conditions Content should be contained in Subsidiary Plans

Table 4-21 outlines a compilation of responses regarding public participation, broken down into four sub-sections: purpose of public participation, timing of public participation, type of decisions that should require public participation, and limitations to public participation. A wide variety of purposes for public participation were expressed by interview participants, including: to gain input from a broad set of

stakeholder groups (15 participants), to gain new knowledge from stakeholders (6 participants), and to gain public support for decisions (5 participants). Six participants stated that the timing of public participation should take place at all planning stages, if possible; six participants stated that participation should begin at the start of the planning process; there was a theme of four participants stating that participation should occur at stages that would permit meaningful input; and lastly four participants stated that the timing of participation should be different depending on the stakeholder groups and the issue at hand. In terms of the types of decisions with which participants believe public participation should occur, a major trend occurred in statements referring to decisions that will have a significant impact, though with variations, such as: an environmental impact (5 participants), an economic impact (3 participants), an impact on park users (3 participants), and decisions that simply have a significant impact (3 participants). Some participants (4 participants) believe public participation should occur for all decisions but at different degrees, whereas other participants (3 participants) believe that not all decisions should require public participation. In terms of limitations to public participation, a significant number of responses showed a trend in limitations influencing the quality of public participation, such as: lack of participation representativeness (5 participants), lack of knowledge about the topic or planning process (4 participants), lack of opportunity to make meaningful contributions (4 participants), and language or communication barriers (3 participants).

Feedback from table 4-21 assist in providing explanatory responses in the discussion of the democratic and governance implications of the difference between the level of detail stakeholders' desire and the detail contained in park management plans, in section 5.3.1. Key findings include: 1) fifteen participants stated that public participation should seek input from a wide variety of stakeholders; 2) three participants stated that there is low awareness of planning activity by some stakeholder groups; 3) four participants stated that greater effort needs to be made to access a broader range of stakeholders in participation; 4) four participants stated that it may be necessary or more effective to alter the timing and type of public participation based on stakeholder type; 5) two participants stated the presence, or the impression, that there are dominating groups that have more influence in the decision making process than others; 6) six participants stated a concern that there are limitations to participation based on personal availability of time, income, and geographic location; 7) participants stated limitations to participation can and do occur due to lack of knowledge of the planning process or lack of knowledge about the planning topic (4 participants), and barriers due to the overuse of technical and scientific language (3 participants); 8) six participants stated that more meaningful public participation opportunities should be developed.

Q6, 7, and 8. Public Participation – Purpose, Timing, Type, and Limitations	
Themes	**Participant Responses N**
A. Purpose of Public Participation	
1.Gain input from a broad (wide variety) of stakeholder groups **2.Gain new knowledge from stakeholders** **3.Gain public support for decisions** **4.To increase quality of decisions made** **5.To build public awareness of issues** **6.Come to mutual understanding among stakeholders** **7.Do not need to make consensus decision, but ensure that input is listened to** **8.Increase implementation success** **9.To limit future conflicts** **10.Build partnerships/relationships** **11.Facilitate discussion among stakeholders** **12.To serve the needs of park users, represent their interests proportionately** **13.To honor and respect public support** **14.To gain new opportunities** **15.To satisfy legal requirements** **16.To ensure the park is relevant to stakeholders**	**1)** 15 (Participants:1, 2, 4, 5, 6, 7, 8, 9, 10, 12, 14, 17, 18, 19, 21) **2)** 6 (Participants: 1, 4, 7, 11, 20, 21) **3)** 5 (Participants: 10, 11, 13, 17, 21) **4)** 4 (Participants: 4, 7 , 11, 19) **5)** 4 (Participants: 8, 10, 11, 21) **6)** 3 (Participants: 1, 12, 17) **7)** 2 (Participants: 6, 7) **8)** 2 (Participants: 10, 13) **9)** 2 (Participants: 12, 19) **10)** 2 (Participants: 11, 13) **11)** 1 (Participant: 3) **12)** 1 (Participant: 5) **13)** 1 (Participant: 11) **14)** 1 (Participants: 11) **15)** 1 (Participants: 16) **16)** 1 (Participants: 18)
B. Timing of Public Participation	
1.Participation should take place at all planning stages, if possible **2.Start participation from beginning (to make input recognized)** **3.Timing and type of involvement depend on stakeholder type** **4.Participation should occur before action takes place, for meaningful input** **5.Input after preliminary plan has been developed** **6.If limitations, public input more important after preliminary plan has been formed** **7.Input after final draft complete** **8.Can ask for input on as needed basis or on scheduled basis**	**1)** 7 (Participants: 2, 3, 6, 8, 10, 16, 21) **2)** 6 (Participants: 1, 4, 6, 12, 14, 19) **3)** 4 (Participants: 9, 11, 13, 18) **4)** 4 (Participants: 7, 17, 20, 21) **5)** 2 (Participants: 1, 9) **6)** 1 (Participants: 3) **7)** 1 (Participant: 1) **8)** 1 (Participant: 1)

Q6, 7, and 8. Public Participation – Purpose, Timing, Type, and Limitations	
Themes	**Participant Responses N**
C. Type of Decisions that should Require Public Participation	
1.Decisions that will have an environmental impact on the park **2.Public participation should happen for every decision, but with different degrees of participation** **3.Decisions that will have economic impact on stakeholders** **4.When changes or modifications are made** **5.Land use decisions** **6.Smaller issues will not require public participation** **7.Decisions having impact on park users** **8.Decisions that will have a significant impact** **9.Developing long-term, more fixed goals** **10.Stakeholders should not be involved in decisions of biological nature, for experts to decide** **11.Controversial issues** **12.To fill in gaps, where difficult for park managers to make a decision** **13.Decisions relevant to the purpose of the park**	**1)** 5 (Participants: 4, 9, 10, 13, 20) **2)** 4 (Participants: 3, 16, 17, 18) **3)** 3 (Participants: 1, 6, 8) **4)** 3 (Participants: 5, 10, 13) **5)** 3 (Participants: 2, 19, 21) **6)** 3 (Participants: 9, 11, 18) **7)** 3 (Participant: 10, 18, 21) **8)** 3 (Participants: 14, 17, 21) **9)** 2 (Participants: 11, 13) **10)** 1 (Participant: 5) **11)** 1 (Participant: 8) **12)** 1 (Participant: 12) **13)** 1 (Participants: 16)
D. Limitations to Public Participation	
1.Lack of funds **2.Lack of participation representativeness** **3.Lack of knowledge about the topic or planning process** **4.Lack of opportunity to make meaningful contributions** **5.Time limitations** **6.Lack of public interest** **7.Language or communication barriers** **8.Inconvenience in location or timing of meetings** **9.Potential for conflict** **10.Thought that participation is not useful** **11.There is nothing that should be a limitation to participation**	**1)** 5 (Participants: 1, 4, 10, 18, 21) **2)** 5 (Participants: 3, 8, 13, 14, 20) **3)** 4 (Participants: 2, 4, 7, 17) **4)** 4 (Participants: 4, 8, 11, 14) **5)** 4 (Participants: 6, 10, 12, 21) **6)** 3 (Participants: 5, 18, 21) **7)** 3 (Participants: 7, 9, 13) **8)** 3 (Participants: 1, 8, 21) **9)** 2 (Participants: 10, 13) **10)** 2 (Participants: 10, 18) **11)** 2 (Participants: 16, 19) **12)** 1 (Participant: 1) **13)** 1 (Participant: 13)

Q6, 7, and 8. Public Participation – Purpose, Timing, Type, and Limitations	
Themes	**Participant Responses N**
12.Limited frequency of meetings **13.Limited access to information**	

Table 4-21: Interview Themes – Public Participation

Lastly, table 4-22, outlines additional comments and recommendations interview participants suggested regarding the current state of planning in Ontario Parks and future recommendations for improvement. Many statements focused on improving access to information and the readability of management plans, such as: a low stakeholder awareness of planning activity (3 participants), it is difficult to find and access management plans (1 participant), management plans are difficult to read (1 participant), and some plans that do exist are not currently on the Ontario Parks website (1 participant); four participants stated that plans should be made more accessible, particularly on the Ontario Parks website. Another common trend requested the inclusion of a broader set of stakeholders in public participation process (4 participants); two participants stated that some stakeholders have greater influence on decision making than others and six participants stated more opportunities should be developed for meaningful public participation. Although some participants stated that planning in parks is hierarchical (1 participant), other participants believe that planning is becoming less insular (1 participant), and six participants stated that planning in Ontario Parks is moving in the right direction.

Feedback from table 4-22 assist in providing explanatory responses in the discussion of the democratic and governance implications of the difference between the level of detail stakeholders' desire and the detail contained in park management plans, in section 5.3.1. Key findings include: 1) one participant expressing concerns regarding the difficulty of accessing management plans; 2) one participant further stating that some plans in existence are not available online; 3) four participants stated a greater effort must be made in reaching and providing information to a broader set of stakeholder groups, particularly small business owners; 4) six participants stated that Ontario Parks is on the right track in terms of park planning; 5) two participants stated that the management plan is not reviewed regularly enough to maintain its relevancy.

Additional Comments and Recommendations Regarding Park Planning	
Themes	**Participant Responses N**
A. Comments	
1.Ontario Parks is generally on the right track in terms of park planning	**1)** 6 (Participants: 1, 12, 14, 17, 19, 20) **2)** 3 (Participants: 2, 3, 17)

Additional Comments and Recommendations Regarding Park Planning	
Themes	**Participant Responses N**
2.Low stakeholder awareness of planning activity **3.Planning tends to be hierarchical** **4.Some stakeholder groups have greater influence than others in the planning process** **5.Difficult to find and access management plans** **6.Professionals as well as stakeholder participants often do not acknowledge what they do not understand** **7.Park planning is becoming less insular and providing more opportunities for public participation** **8.Park superintendent has significant influence on direction of park, exceptions to park class objectives are common** **9.Content in current park management plans are often difficult to read and repetitive** **10.Management plans are being developed and updated to the website slowly** **11.Some plans that do exist are not presently listed on the website** **12.Subsidiary plans are commonly not located on the website**	**3)** 2 (Participant: 11, 16) **4)** 2 (Participants: 14, 16) **5)** 1 (Participant: 3) **6)** 1 (Participant: 4) **7)** 1 (Participant: 13) **8)** 1 (Participant: 16) **9)** 1 (Participant: 18) **10)** 1 (Participant: 21) **11)** 1 (Participant: 21) **12)** 1 (Participant: 21)
B. Recommendations	
1.More opportunities should be developed for meaningful planning contributions in participation process **2.Needs to be more effort to reach broader stakeholder groups, including small business owners** **3.Plans should be made more accessible and easy to understand on the Ontario Parks website** **4.The management plan should be revisited on a more frequent basis, to maintain relevancy** **5.Staffing levels should be stated in plans on the basis of park type** **6.If going to plan, plan properly** **7.Long term environmental interests should be protected in plans**	**1)** 6 (Participants: 6, 10, 11, 12, 16, 21) **2)** 4 (Participants: 2, 4, 14, 17) **3)** 4 (Participants: 3, 4, 9, 14) **4)** 2 (Participants: 9, 12) **5)** 1 (Participant: 1) **6)** 1 (Participant: 4) **7)** 1 (Participant: 6) **8)** 1 (Participant: 11) **9)** 1 (Participant: 18)

Additional Comments and Recommendations Regarding Park Planning	
Themes	**Participant Responses N**
8.Planning needs to recognize current and past human relationships with the landscape **9.All parks should have a visitor management plan**	

Table 4-22: Interview Themes – Additional Comments and Recommendations Regarding Park Planning

Chapter 5
Discussion

5.1 Introduction

Chapter 5 of this thesis contains the discussion. The four sections in this chapter contain discussions comparing results from this study with findings discovered in the literature review on: 1) the level of detail contained between park plans; 2) the difference in detail that stakeholders desire compared to the detail contained in plans; 3) differences in perceptions of detail based on (a) stakeholder group, (b) planning knowledge, and (c) park affiliation, and 4) plan evaluation techniques and their ability to measure plan quality characteristics. The first three of these sections will relate the results of this thesis to one or more of five key topics addressed in the literature review: 1) value of visitation and tourism; 2) purpose of management plan; 3) role of public in decision making; 4) human resources/finances; and, 5) legislation and guiding provincial policy. This study benefited from both quantitative and qualitative data to provide responses to the research questions regarding "what" was occurring (quantitative) and "why" (qualitative).

5.2 Level of Detail between Plans

5.2.1 Generally Strong Horizontal Interorganizational Coordination

The results of this study, showcased in section 4.2, indicate that: 1) there are differences in the level of detail various policies are described within different park management plans; and 2) there are no major differences in the level of detail policies are described between park management plans of the same park class. This result would indicate strong horizontal interorganizational coordination between park management plans, an indicator of plan quality described by Berke and Godschalk (2009).

This would infer that there is a degree of consistency between plans that can result from consistency through human resources or could also reflect consistency in the direction provided in legislation and guiding provincial policy. The *Protected Area Planning Manual* (OMNR, 2009) provides the most detailed amount of guidance toward the content that should be provided in park management plans, yet, the direction provided in this document is not specific enough to warrant this level of interorganizational coordination. For example, the greatest detail provided in the Planning Manual (OMNR, 2009), with regard to the content contained in management plans, is a list of headings that should be contained in plans, again they are: "introduction; protected areas legislation and objectives;

protected area values and pressures; purpose, vision, and site objectives for the protected area; zoning; permitted uses; resource management activities; operations activities; development activities; implementation priorities; and monitoring activities" (OMNR, 2009 p.24).

It is also an interesting finding that the level of detail contained in plans is largely consistent between plans of operational and non-operational parks. This means that despite some parks having active visitor services, the detail regarding tourism and visitation is no different than parks that do not. This evidence would lead to a presumption that the content of Ontario Provincial Park plans follows the guidance of other existing plans, a "copy-paste" approach, so to speak, rather than the planning dealing directly with the amount of visitor activity taking place in the park. This is likely due to direction provided by management experience within the agency and due to the manner in which the process of plan writing is coordinated by the agency; however, there is no public information available on this topic to make this confirmation. It appears that the plans have been written in a form and content similar to those that have gone before, without strong guidance from the planning literature or the Planning Manual.

The exception of evidence determining strong horizontal inter-organizational coordination, with regard to Natural Environment park class management plans, is the 1998 Algonquin Park management plan. This plan, analyzed by Eagles and Bandoh (2009), is a much longer document than the six plans that were analyzed in this thesis, containing 94 pages versus the range of 25 to 36 pages for the plans analyzed. The Algonquin Park management plan is a much more descriptive document than average for a Natural Environment park class management plan. This may be the result of the larger size (Friends of Algonquin Park, 2011), greater volume of tourists in the park (Ontario Parks, 2010), higher cultural and historical significance (Eagles and Bandoh, 2009), and separate administrative zone designated for Algonquin Park (Ontario Parks, 2010). Both Sandbanks and Pinery Provincial Park also have a high volume of park visitation (Ontario Parks, 2010), though they are both significantly smaller in size than Algonquin (Friends of Pinery Park, n.d; (Ontario Parks, 2003), and do not have their own designated administrative zones (Ontario Parks, 2010). There is some evidence that level of park visitation has an effect on the content of management plans, as the most recent park management plan for Sandbanks Provincial Park, released in 1993, is 54 pages (OMNR, 1993), nearly double the average length of the six plans analyzed in this study. A similar comparison cannot be made with Pinery, as its most recent plan was published in 1986 and is very short (OMNR, 1986).

5.2.2 Low Level of Detail in Plans

A major finding in the content analysis of park plans, in section 4.2, is that the level of detail provided on visitor and tourism policies is generally low; where the majority of policies were described in a "minimal" level of detail, some were described in "general" detail, even fewer described in a "very detailed" manner, and some policies were "not included" in the plans at all. This finding could be a reflection of a combination of the five key topics: 1) value of visitation and tourism, 2) purpose of management plan, 3) role of public in decision making, 4) human resources/finances, and 5) legislation and guiding provincial policy.

5.2.2.1 Value of Visitation and Tourism

The level of detail contained in management plans regarding visitor and tourism policies could reflect the value that Ontario Parks holds toward visitation and tourism in provincial parks, with particular attention to Natural Environment class parks. In order to understand how strongly visitation and tourism is valued in Ontario Parks, comparisons can be made to: how strongly other objectives are valued in the park; how strongly visitation and tourism objectives are presented between different park classes; and how strongly visitation and tourism objectives are presented in protected areas with stronger or weaker tourism mandates.

It was recommended that a study investigating natural and cultural resource management policies, one of the other three primary park management subjects described by Eagles and McCool (2002), could provide assistance in identifying whether the low level of detail provided for visitation and tourism policies is due to a lack of value towards visitation and tourism, or due to the nature that management plans are written generally. Also, a parallel content analysis of park management plans of a different park class with different visitation and tourism objectives would provide insight on whether stronger or weaker visitation and tourism objectives have an effect on the level of detail policies are described in plans. Lastly, the park management plans in park systems with stronger or weaker values toward visitation and tourism could be compared with management plans in the Ontario Parks system. Ontario Parks, compared to the IUCN classification system, have a higher value toward visitation and tourism (Eagles and McCool, 2002), which could entail that many parks systems following the IUCN classification system more closely would provide less detail on visitation and tourism policies than in Ontario Parks. Evidence provided through the content analysis conducted listed in table 4-2, however, would suggest that visitation and tourism in the park is not a primary concern in Ontario Parks as there are many policies that are either described in minimal detail or not included in the plan at all. In addition, this point is confounded by the

lack of human resources specifically dedicated in Ontario Parks to coordinating visitation and tourism park system wide (Eagles, personal communication, 2011).

The lack of detail regarding visitor and tourism policies in park management plans also confirms findings discovered by the Eagles and Bandoh (2009) analysis of the Algonquin park management plan. These findings concluded that there are many activities occurring in the park, with regard to the 30 visitor and tourism policies developed by Hyslop and Eagles (2007), which are not recorded in the park management plan. It is likely that there are also activities also occurring in the six parks, which plans were analyzed in this study. This could imply that the park management plans for many parks are not entirely a statement of actual management activities, but more a reflection of content provided in previous park plans that were used as templates. These results may also suggest that the primary function of the park management plan is a blueprint and less so a land use guide, as defined by Baer (1997). This finding would confirm the direction provided in Ontario Park legislation and guiding policy, as discussed in section 2.3.1. However, the blueprint function of a management plan is not supported by academic literature on park management plans (e.g. Clarke, 1999; Alexander, 2008; Eagles and McCool, 2002) and two IUCN guidelines (e.g. Eagles, McCool, and Haynes, 2002; Thomas and Middleton, 2003) that suggest that the park management plan should have a "land use guide" function (Baer, 1997).

5.2.2.2 Purpose of Management Plan

The level of detail contained in management plans regarding visitor and tourism policies could reflect the purpose that an organization, in this case Ontario Parks, believes a management plan should serve. The eight purposes identified in the literature review, in section 2.3.1, have been examined one by one in table 5-1 to determine: 1) the minimum level of detail that would be required to satisfy the goal, and 2) if the level of detail provided in the plans analyzed in this study meets that requirement. The management plan purposes specifically identified by the *Provincial Parks and Conservation Reserves Act* (2006) and the *Protected Areas Planning Manual* (OMNR, 2009) have been marked "Yes" and the purposes not identified marked by "No" in the far right column of table 5-1.

Management Plan Purpose	Minimum Level of Detail Required	Level of Detail Provided in Plans Analyzed Meets Requirement (Yes or No)	Management Plan Purposes Implied in Policy/Legislation
1) communicate clear information where decisions can be traced	General Detail (Current and Future Objectives)	No	No

Management Plan Purpose	Minimum Level of Detail Required	Level of Detail Provided in Plans Analyzed Meets Requirement (Yes or No)	Management Plan Purposes Implied in Policy/Legislation
and defended, if necessary			
2) explicitly communicate value judgments	General Detail (Current and Future Objectives)	No	No
3) incorporate an understanding of stakeholder perceptions	General Detail (Current and Future Objectives)	No	No
4) provide an opportunity for public contribution	General Detail (Current and Future Objectives)	No	**Yes**
5) be a document that sets the precedence for following plans	General Detail (Current and Future Objectives)	No	No
6) guide and control management of a protected area	General Detail (Current and Future Objectives)	No	**Yes**
7) satisfy legislative requirements	Minimum Detail (Current Background Description)	**Yes**	**Yes**
8) is a document that is made to be implemented	General Detail (Current and Future Objectives)	No	No

Table 5-1: Management Plan Purpose Analysis

As demonstrated by table 5-1, all but one purpose for a management plan, as described in the literature, requires a general level of detail at minimum to be satisfied; meaning a clearly stated objective should be present. This does not entail that a general level of detail is the most ideal level of detail to be present in a management plan, but simply is the minimum to satisfy the stated requirements. In order for a management plan to serve the purpose of satisfying legislative requirements, on the other hand, only a minimum level of detail would be required, as the *Provincial Parks and Conservation Reserves Act* (2006) and the *Protected Areas Planning Manual* (OMNR, 2009) do not require any level of detail to be provided in plans beyond a minimal level of detail for select visitor and tourism policies. If the results of the plan content analysis are compared to all of the eight purposes summarized from the literature (e.g. Thomas and Middleton, 2003; Eagles, McCool, and Haynes, 2002; Young and Young, 1993; Alexander, 2008; Clarke, 1997); only one purpose would be satisfied based on the predominately "minimal" level of detail present in the park management plans analyzed – to satisfy legislative requirements. This means that even out of the three purposes of a management plan implied from the *Provincial Parks and Conservation Reserves Act* (2006) and the *Protected Areas Planning Manual* (OMNR, 2009); only one

purpose would be satisfied based on this analysis – to satisfy legislative requirements. The remaining two implied purposes – to provide an opportunity for public contribution and to guide and control management – would not be satisfied.

The purpose to provide an opportunity for public contribution was listed in this analysis as requiring a general level of detail. A minimal level of detail was decided not to be sufficient as it would only provide the public with information on past decisions or facts about the current state of the park. This amount of detail would not satisfy requirements for providing "knowledge about decisions", the lowest level of public participation stated by Creighton (1986). A general level of detail, at the very least, would allow the public to gain knowledge about decisions that will be made in the future. This would allow the public to potentially have a genuine impact on planning decisions, stated commonly in the literature as a major concern in the public participation process (e.g. Burby, 2003; Bartholomew, 2007; Yetano et al, 2010; Arnstein, 1969; Brody et al, 2003). On the other hand, there are advantages for an organization to provide very minimal detail in plans, such as: reducing accountability, reducing expectations, and reducing costs. It allows for an organization to have greater autonomy in the decision making process, without significant public input, which may be viewed as a threat to management control.

Lastly, the purpose to guide and control management in a protected area was also listed in this analysis as requiring a general level of detail. There is a trend in the literature (e.g. Clarke, 1999; Alexander, 2008; Eagles and McCool, 2002; Eagles, McCool, and Haynes, 2002) that suggests that a park management plan should be comprehensive and prescriptive; though Thomas and Middleton (2003) with the important IUCN guideline to management planning in protected areas do not definitively suggest that a management plan needs to be either comprehensive or highly prescriptive. The general level of detail was seen to align with the majority of park management planning literature in meeting the requirements of guiding and controlling management, by taking a more prescriptive approach. As a result of the plan content analysis conducted in this study, this purpose - to guide and control management in a protected area - has not been met. This finding is compounded by results identified by Eagles and Bandoh (2009) in their analysis of the 1998 Algonquin Park management plan, which found that there were many management activities occurring in Algonquin Park that were not stated in the management plan. This implies that the management plan did not consistently "guide or control" decisions that were made in the park.

5.2.2.3 Role of Public in Decision Making

The level of detail contained in management plans regarding visitor and tourism policies could reflect the role that Ontario Parks believes the public should serve in the decision making process. Seven potential benefits of public participation were summarized from an analysis of the literature. Again the benefits are described as: 1) increasing legitimacy of an organization (Laurian and Shaw, 2009; Thomas and Poister, 2004; Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Burby, 2002); 2) attaining democracy (Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Laurian and Shaw, 2009); 3) facilitating implementation (Laurian and Shaw, 2009; Ozerol and Newig, 2008; Eagles, McCool, and Haynes, 2002); 4) increasing awareness of issues (Ozerol and Newig, 2008; Laurian and Shaw, 2009; Burby, 2003); 5) creating opportunities for mutual learning (Thomas and Poister, 2004; Laurian and Shaw, 2009; Ozerol and Newig, 2008); 6) enhancing the quality of decisions made (Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Eagles, McCool, and Haynes, 2002); and 7) creating an opportunity for stakeholders to take ownership of decisions (Thomas and Poister, 2004; Eagles, McCool, and Haynes, 2002).

Stated as goals of participation, all of these seven potential benefits are outlined in table 2-5 as modified by Laurian and Shaw (2009 p.297), with associated evaluation criteria listed to test whether or not goals of participation have been met. Only two of these goals of participation will be tested in this thesis – 1) increasing legitimacy of an organization and 2) attaining democracy. In particular, the transparency goal can be tested most strongly in this thesis, as results from this study can help inform whether or not "information about issues and process is available" (Laurian and Shaw, 2009 p.297). This analysis will be conducted in section 5.3 when comparing the level of detail that stakeholders want to the detail that is present in current management plans.

5.2.2.4 Human Resources/Finances

The level of detail contained in management plans regarding visitor and tourism policies could reflect the low level of human and financial resources available for both management planning and visitor and tourism management in Ontario Parks. There is no information publicly available to indicate the amount of funding dedicated to either activity in parks; however, conversation with Eagles (personal communication, 2011) indicates that there are deficiencies in regards to human resources in both management planning and visitor and tourism management. Most park planning staff in Ontario Parks are currently not formally trained with a background in planning and are hired on a contract basis Eagles (personal communication, 2011), also, there is no individual hired by Ontario Parks to specifically

oversee tourism management operations across the park system (P.F.J. Eagles, personal communication, 2011). This could imply that the low level of detail in management plans could also partially be a result of human resources and financial deficiencies. The implications of hiring short term, contract staff that are not trained in planning can help to explain why the "copy-paste" approach to management planning was observed, as discussed in section 5.2.1. It is possible if targeted human resources and a larger budget were dedicated to management planning and visitor and tourism management, a higher degree of detail would be provided on this subject within park management plans.

5.2.2.5 Legislation and Guiding Provincial Policy

The level of detail contained in management plans regarding visitor and tourism policies could reflect the legislation and provincial policy available to guide management planning in Ontario Parks. Three documents that guide management planning in Ontario Parks were analyzed in the literature review: *Our Sustainable Future* (OMNR, 2005), the *Provincial Parks and Conservation Reserves Act* (PPCRA) (2006), and the *Protected Areas Planning Manual* (OMNR, 2009). On the one hand, guidance provided by these documents recommend reaching tangible results that can be measured and evaluated through a monitoring process (OMNR, 2005) and describes the planning process as "an ongoing cycle of collecting and analyzing information, decision-making, monitoring and evaluation" (OMNR, 2009 p.i). Further, the adaptive management approach to planning is recommended in the *Protected Areas Planning Manual* (OMNR, 2009). This adaptive management approach to planning is conducive to providing content in a management plan that can be monitored and evaluated, which would not be possible with a minimal level of detail provided in plans.

The adaptive management approach is supported by the use of visitor use frameworks, such as Limits of Acceptable Change, which identify a state of the park that managers will seek to maintain (Eagles and McCool, 2002; Stankey and McCool, 1984; McCool and Cole, 1997). Adaptive management is not supported by the simple carrying capacity approach, as described by Farrell and Marion (2002). In addition, visitor use frameworks that focus on maintaining a park state are supported by (e.g. Leung and Marion, 2000; Eagles and McCool, 2002) that provide evidence suggesting visitor numbers are not the only, or necessarily the predominant, factor of park visitation effecting the degree of environmental impacts. The adaptive management approach is also supported as one element within the ecosystem approach, as stated by Shepherd (2008). The ecosystem approach is further supported by provincial policy in *Our Sustainable Future* (OMNR, 2005), where this approach is to be "considered".

On the other hand, despite general ambitions by the agency to reach tangible goals and engage in an adaptive management approach to planning, Ontario Park guidelines to management planning, through the *Protected Areas Planning Manual* (OMNR, 2009) and the *Provincial Parks and Conservation Reserves Act* (PPCRA) (2006), do not provide sufficient guidance to meet this objective. There is significant room for interpretation at the park management plan level with regard to both what visitor and tourism policies should be discussed in the management plan and to what degree of detail they should be discussed. In section 10(5) of the PPCRA (2006) a management plan is stated as "a document approved by the Minister that provides a policy and resource management framework that addresses substantial and complex issues or proposals or both for substantial capital infrastructure or resource management projects for one or more provincial parks or conservation reserves or for a combination of them". The Planning Manual (OMNR, 2009) further states that in the plan scoping process the Ontario Parks planning team is to "work to develop site specific, measurable, and achievable site objectives associated with the objectives in the PPCRA" p.9. This means that the planning team must decide which issues or proposals are 1) related to the objectives of the PPCRA, and 2) are complex or substantial. There is no definition in the PPCRA (2006) or the Planning Manual (OMNR, 2009) that describes what can be considered "complex" or "substantial".

There is ambiguity in the direction provided by the PPCRA (2006) and the Planning Manual (OMNR, 2009) to understand what issues are related to the objectives of the PPCRA (2006). The PPCRA (2006) objectives also leave room for interpretation by consistently using broad language, such as "to provide opportunities"; however the term "opportunities" is not described in the PPCRA (2006). It is made clear that these "opportunities" must be compatible with the primary goal of maintaining and restoring ecological integrity in Ontario Parks; however, there is no indication about the quality and extent that these "opportunities" must be met. Also, there is no definition in the PPCRA (2006) or the Planning Manual (OMNR, 2009) that describes the specific parameters of opportunities that are "compatible" in the park with respect to the ecological integrity objective.

In addition, although the Planning Manual (OMNR, 2009) provides an extensive checklist guiding the plan making process, this same degree of detail is not provided to guide the content that is contained within the plan. There are no statements that guide, for example, which policies should be discussed in a plan and to what degree of detail. The Planning Manual (OMNR, 2009) does list 13 headings which a management plan should contain, two of which "implementation priorities" and "monitoring activities" would imply a higher degree of detail contained in the plan. The heading "implementation priorities", however, only implies that actions that are a priority in the park should be

listed, but does not entail that an "implementation plan" should be described for these policies. The "monitoring activities" heading implies again that items or actions that are monitored should be listed, but does not entail that a "monitoring plan" should be described.

5.3 Level of Detail Stakeholders Desire Compared to Detail in Plans

Results comparing the difference between the level of detail stakeholders desire in plans to the level of detail currently contained in plans found that stakeholders desire a much higher degree of detail on visitor and tourism policies than is present in plans. This finding was a result of subtracting the level of detail contained in the six management plans analyzed from the most prevalent level of detail desired by survey respondents for a given visitor and tourism policy, found in table 4-14. While most policies were described in a "minimal" degree of detail in the plans analyzed, most stakeholders responding to the survey desired policies to be described in a "general" to "comprehensive" degree of detail. Most survey respondents desired some policies to be described in a higher degree of detail than others, however, desired all policies to be described in a "general" level of detail, at minimum. This finding can provide insight into 1) whether potential goals of public participation have been met, and 2) whether some governance principle goals have been met. Two tests will be evaluated, the democratic process public participation test as stated by Laurian and Shaw (2009 p.297), and the transparency and accountability governance principles test as stated by Lockwood (2010 p. 763).

5.3.1 Stakeholders Desire a Higher Degree of Detail than is stated in Plans

5.3.1.1 Public Participation "Democratic Process" Test

Laurian and Shaw (2009) listed four groups of public participation goals and provided evaluation criteria that could be used to test whether or not goals have been met, adapted in table 2-5; one of these public participation goals, "democratic process", can be tested based on the results of this thesis. Under the heading "democratic process", there are three goals: 1) transparency, 2) inclusiveness, and 3) fairness and power sharing.

The transparency goal can be tested by two items: 1) whether the "public understands the decision making process" and 2) whether "information about issues and process is available" (Laurian and Shaw, 2009 p.297). Based on the feedback provided by interview participants, there is a very different perception in public understanding of the park planning process compared to the understanding expressed by the Ontario Parks agency. The majority of interview participants provided responses that

assumed the park management plan is to be viewed by the public and nine participants stated that the park management plan should be made either easily accessible to the public or easy for the public to comprehend. Although a significant number of participants (8 participants) stated that a purpose of the management plan is to guide and control management decisions, 13 participants expressed opinions that the purpose of a park management plan is to communicate or engage the public in the planning process to some extent. Communicating with the public was not a goal of the management plan, however, expressed through Ontario Park legislation or guiding provincial policy, as identified in table 5-1.

In the letter provided by the Ministry of Natural Resources, listed in appendix E, declining acceptance for research authorization, it states that park management plans "are not intended to explain the details of park management to the general public". This is a very important excerpt that clearly states that the park agency does not intend to describe park management activities to the public in the management plan. There is, however, an indication in Ontario Park legislation and guiding provincial policy that the management plan should provide opportunity for public contribution, which would operate under the assumption that management plans should both be accessed and made easy to comprehend by the public. The purpose of park management plans as well as the role of the public in the decision making process in Ontario Parks, following direction provided by Ozerol and Newig (2008), should be made more explicitly clear in legislation and provincial guiding policy to increase the transparency of the planning process.

The gap in information that stakeholders desire in management plans compared to the existing content; provide evidence to support the conclusion stated by Eagles and McCool (2002) that decision making in protected area environments is dominated by experts; while rejecting the trend of communicative planning observed in other planning fields, as stated by Laurian and Shaw (2009). This is further supported by findings identified by Kloprogge and Van Der Sluijs (2006) suggesting an open or closed system for stakeholder input depends on whether it is decided that a topic requires expert input or a more broad set of stakeholder inputs. Due to the limited volume of information provided in park management plans, there are implications to suggest a relatively closed, expert dominated decision making system is supported by the agency.

Secondly, as evident by the study results, there is a large difference in the content that stakeholders would like to see in plans compared to the content that is currently present in management plans. This finding further compromises the transparency governance goal as stated by (Laurian and Shaw, 2009, p.297). If a purpose of the management plan is to communicate with the public, or to create

an opportunity for the public to comment on the management plan, this information should be made both easily accessible and easy to understand by the public. Interview participants expressed concerns regarding difficulty of accessing management plans (1 participant); including plans that already are in existence (1 participant). It was identified by some participants (4 participants) that different individuals will require different types and levels of information; while a significant number of participants (8 participants) suggested that all policies should be described in the management plan, but in different levels of detail.

Including a comprehensive amount of detail in a management plan document would decrease its readability and accessibility by the general public, as identified by three interview participants. One participant (participant 20) provided a suggestion that could mitigate both needs in the following statement, "so, say on the website, it's just one or two sentences to describe the policy and then hyperlinked so you can find out more information about that…Just very to the point and if they want more information about that specific topic they can have the resources available to research it". This participant suggested providing brief statements on the Ontario Park website of all policies that would be hyperlinked to more information on that policy. In fact, four additional interview participants suggested that plans should be made more accessible, specifically on the Ontario Parks' website. This strategy could also increase the relevancy of park planning information by providing an opportunity to join subsidiary planning documents, containing more short-term information, with the more visionary and long-term oriented management plan. This suggestion is supported by findings of the Algonquin park plan analysis conducted by Eagles and Bandoh (2009). This is also conducive to information provided in the Planning Manual (OMNR, 2009), which considers subsidiary plans as amendments to a management plan that are supposed to be made available to the public along with the management plan in print and online format.

There were also concerns by some participants (2 participants) that the management plan is not reviewed regularly enough to maintain its relevancy. One participant (7) expressed this concept as maintaining subsidiary plans as living documents, in stating "They have to be able to change based on conditions and circumstances. So, although it might be etched in stone to begin with, I think they have to very clearly make sure that they keep it a living document, where some change is necessary or could be necessary".

The inclusiveness goal can be tested by whether "all stakeholders and views are given standing, and expresses heard, respected, and considered" (Laurian and Shaw, 2009 p.297) and the fairness and power sharing goal can be tested by whether there are: 1) "fair ground rules for decision making,

solutions, and implementation, 2) there is "no dominating group" and shared decision-making power (e.g. through binding agreements)" and, 3) "how the process fares on Arnstein's ladder of citizen participation" (Laurian and Shaw, 2009 p.297). As there is overlap between both inclusiveness and fairness and power sharing goals, they will be evaluated together. Many interview participants (15 participants) stated that public participation should seek input from a wide variety of stakeholders; although three participants suggested that there is low awareness of planning activity by some stakeholder groups and four participants suggested that greater effort needs to be made to access a broader range of stakeholders in participation. Public participation literature, such as (e.g. Ozerol and Newig, 2008; Thomas and Middleton, 2003; Kloprogge and Van Der Sluijs, 2006), as well as some interview participants (4 participants) suggest that it may be necessary or more effective to alter the timing and type of public participation based on stakeholder type; this can be executed through stakeholder analysis. However, this request for involvement of a wide variety of stakeholders contradicts the statement provided in Appendix E, stating that the details of park management plans are not intended for the public to view. Stakeholders cannot provide input if they are unable to view the park management policies in place.

With regard to the management planning process, some participants, particularly participants who operate small, local tourism businesses, identified a gap in information provided to them regarding management planning. This supports findings of inequality described by Yetano et al. (2010) in the democratic process. One participant (participant 2) expressed this gap in this statement, "I think the level of awareness regarding stakeholder input is pretty low. I mean, I'm a tourism operator, like I said. My business is very closely related to that provincial park and I'm less than a kilometer away from their head office and I didn't even know that a park plan existed". Thomas and Middleton (2003) developed four questions to assist park managers in defining key stakeholders, they are: "1.What are people's relationships with the area – how do they use and value it? 2. What are their various roles and responsibilities? 3. In what ways are they likely to be affected by any management initiative? and 4. What is the current impact of their activities on the values of the protected area?" According to the questions provided by Thomas and Middleton (2003), local tourism operators should be considered key stakeholders, as they have: 1) a close relationship with the area, 2) have many roles and responsibilities related to the park, 3) are highly impacted by many management decisions, and 4) can have a significant impact on the protected area.

In addition, this lack of knowledge of management planning demonstrates a weakness in satisfying one of the four primary park system objectives for providing "opportunities for ecologically

sustainable outdoor recreation opportunities and encourage associated economic benefits" (Provincial Parks and Conservation Reserves Act, s.2 (1), 2006). There is no publicly accessible information discussing the body(s) that is responsible for tourism services in Ontario Parks, however, tourism operators, such as those interviewed in this study, have demonstrated an ability to address this park objective. In this case, the management plan should considered a highly relevant document to tourism operators associated with Ontario Parks, though evidence through the interview process demonstrates that this is not so. This provides evidence to suggest that although some interview participants (6 participants) stated that that Ontario Parks planning is generally moving in the right direction, there are areas in great need of improvement with regard to increasing the inclusiveness public participation goal.

With regard to the fairness and power sharing public participation goal, there is also evidence from interviews to suggest that there is room for improvement. Two participants identified the presence, or the impression, that there are dominating groups that have more influence in the decision making process than others. One participant (participant 14) described an assumption that larger companies are given a greater opportunity to participate in the decision making process than smaller companies, by stating "Well, for example, if the Algonquin Forest Authority - they are the ones creating this new logging system. Specific invitations to anyone that's involved in tourism in the park. I think there are some broad emails in the park, but I know that for some of the small companies, we haven't necessarily gotten word from them. I'm sure larger companies, like some of the resorts, and people have heard from them". This is evidence that contradicts the goal of public participation in attaining democracy, as stated by (e.g. Kloprogge and Van der Sluijs, 2006; Ozerol and Newig, 2008; Laurian and Shaw, 2009). The existence of an unequal distribution of knowledge supports a potentially negative effect of public participation, as described by (e.g. Laurian and Shaw, 2009; Kloprogge and Van Der Sluijs, 2006). This supports the statement provided by Ozerol and Newig (2008) that simply executing a public participation program, which in the case of the Ontario Park management planning process is required by law (Provincial Parks and Conservation Reserves Act, 2006), will not insure that all potential public participation benefits will be attained.

Some participants also expressed a concern, as identified by Yetano et al. (2010) that there are limitations to participation based on personal availability of time, income, and geographic location. Due to the public nature of Ontario Provincial Parks, this issue is particularly challenging as park stakeholders can exist in broad geographic locations, and represent wide demographics of society; there are potential disadvantages of public participation, particularly expressed by Irvin and Stansbury (2004), which must

be considered. Again, the role of the public, and decisions with regard to which stakeholders will be involved in the public participation process, should be transparent and accessible information to the public (Ozerol and Newig, 2008).

Some participants further stated limitations to participation can and do occur due to lack of knowledge of the planning process, lack of knowledge about the planning topic, and barriers due to the overuse of technical and scientific language, as addressed by Robson et al (2010). One participant (participant 4) described a common phenomenon observed in public participation meetings where individuals do not acknowledge their lack of knowledge, impinging on the quality of decisions made by stating further "as a result, these things have a habit of sailing through, regardless of whether they're good or not and the end product shows that, hey everybody was O.K. with this, it must be a good idea - it may not necessarily have been".

Six participants further suggested that more meaningful public participation opportunities should be developed. Burby (2003, p.37) suggests that public participation rates can increase, if the quality of the public participation process is enhanced, such as by: "1) Choice of objectives: provide information to as well as listen to citizens; empower citizens by providing opportunities to influence planning decisions; 2) Choice of timing: involve the public early and continuously; 3) Choice of whom to target: seek participation from a broad range of stakeholders; 4) Choice of techniques: use a number of techniques to give and receive information from citizens, and in particular, provide opportunities for dialogue; 5) Choice of information: provide more information in a clearly understood form, free of distortion and technical jargon". On Arnstein's ladder (Arnstein, 1969), providing information to the public is considered the first "degree of tokenism" and the lowest level of participation as described by Creighton (1986); However, Ontario Parks makes it clear in writing, in Appendix E, that park management plans "are not intended to explain the details of park management to the general public". The limited access to information in park management plans does not meet the fundamentals of Arnstein's ladder of public participation (Arnstein, 1969).

The level of detail in management plans provided to the public is not meeting stakeholder expectations, according to the survey and interview research conducted for this thesis. To increase the capacity of public participation, adjustments should be made to provide this information to the public in a clear and accessible manner.

5.3.1.2 Governance Accountability and Transparency Test

Lockwood (2010) describes evaluation mechanisms to test seven governance principles, two of which, accountability and transparency; will be tested against the results of this thesis. The outcome indicators for transparency are: "1) governance and decision making is open to scrutiny by stakeholders, 2) the reasoning behind decisions is evident, 3) achievements and failures are evident, and 4) information is presented in forms appropriate to stakeholders needs" (Lockwood, 2010 p.763). The outcome indicators for accountability are: "1) the governing body and personnel have clearly defined roles and responsibilities, 2) the governing body has demonstrated acceptance of its responsibilities, 3) the governing body is answerable to its constituency (downward accountability), 4) the governing body is subject to upward accountability, and 5) the level at which power is exercised (local, sub-national, etc.), match the scale of associated rights, needs, issues, and values" (Lockwood, 2010 p.763).

According to analysis provided in section 5.3.1.1, evaluating the "democratic process test" provided by Laurian and Shaw (2009), improvements are needed to suffice the requirements listed in the Lockwood (2010) transparency and accountability tests. There is evidence to suggest that decision making is open to scrutiny by stakeholders, however, information provided to stakeholders and the provision of opportunities to participate in providing input on planning decisions are not sufficient, particularly with regard to stakeholders representing smaller organizations. Stakeholders virtually unanimously desire a greater level of accountability than the agency is willing to provide. As expressed by Arnstein (1969), planning is engaged in the politics of power. It is evident through the results of this study that Canadians expect to be living in a society with greater transparency in the decision making process of governments and government agencies.

5.4 Perceptions based on Stakeholder Group, Planning Knowledge, and Park Affiliation

5.4.1 Stakeholder Group

There were not enough research participants in both the survey and interview phase of this study to determine if there were significant differences in the manner in which each different stakeholder groups responded to the level of detail that should be contained in park management plans. A comparison could be made, however, to determine if there was a significant difference between the manner in which the visitor stakeholder group responded compared to all other stakeholder groups. Only two statistically significant differences were present, in table 4-10, with regard to the established visitor use framework

and risk management policy categories. With regard to these two categories, a significant percentage of the visitor stakeholder group desired a lower level of detail than other stakeholder groups. Insufficient information is available to hypothesize why these differences have occurred; however, speculation is possible. Visitors may not see the need for an overall visitor use framework, similar to the way that consumers of a product do not understand the marketing strategy used to produce a product. In addition, the phrase risk management may not be explanatory to visitors. If a phrase such as search and rescue management was used, a different result may have occurred. Other than these two incidents, the visitor stakeholder groups responded in a similar manner than other stakeholder groups.

When asked the question "To which of the following park stakeholder groups (past and present) do you belong?" in the interview phase of this study, it was discovered that some individuals that are also members of other stakeholder groups may choose to identify themselves primarily as a visitor. In fact, many respondents had contact with parks in several categories. One participant, for example, was a former staff member, who is also currently a visitor and local resident. Further investigation, once again, would need to be examined to gain a greater understanding of the motivations individuals use to identify themselves with one stakeholder group over another.

Lastly, a concern was addressed by the Ministry of Natural Resources, see Appendix E that "most visitors have not read park management plans and would be unable to answer the proposed questions". This may be true, however out of five interview participants who identified themselves primarily as a visitor; four had read a park management plan (table 4-16). There are certainly more visitors, that have not been interviewed, who have also had the opportunity to read a park management plan. The statement by the park agency staff may reflect a lack of awareness of the actual level of knowledge held by visitors.

5.4.2 Planning Knowledge

There were no significant differences between the responses of survey participants who had planning knowledge compared to participants who did not have planning knowledge, as identified by the criteria in table 4-5. There are a variety of plausible explanations for this finding. First, the modest response may mask differences. Individuals who had any form of planning knowledge, listed in table 4-5, ranging from having read a park management plan to being involved as a park staff member in the plan development process, were grouped together and compared to individuals that had none of the listed criteria. However, knowledge of a subject and one's attitude towards that subject are two different things.

It is possible that one's attitudes towards issues such as transparency and accountability occur irrespective of how much one knows about a specific government policy.

Second, it is possible that the wrong criteria were used in this analysis to distinguish individuals with sufficient knowledge for responding to a survey regarding park management. The most recent Pinery and Sandbanks park management plans are 25 and 19 years old, respectively, which makes these plans less relevant to the current park condition (OMNR, 1986) (Ontario Parks, 2003). The Pinery park management plan, in fact, cannot be accessed on the Ontario Parks website, making the ability for stakeholders to have read the plan very challenging (Ontario Parks, 2010). In addition, as discussed in section 5.3.1.1, some park stakeholders who have a close affiliation and both directly impact and are impacted by the park are not aware of planning documents. Through the interview process, these individuals were capable of providing meaningful feedback to the questions asked regarding park planning. This finding demonstrates that individuals can have significant knowledge about the park and park management, without having read a park management plan. In addition, there were notably 73 individuals, who viewed the study survey though did not provide responses to the survey. There are a variety of reasons why an individual could choose not to complete a survey. It is possible that some individuals decided that they had insufficient knowledge to answer the survey questions. This could have led to a scenario in which survey participants self-selected their own competency in responding to park planning questions. Perhaps the criteria that should have been used to determine competency in responding to survey and interview questions should have been the level of knowledge about the park itself.

5.4.3 Park Affiliation

There was not a high enough response rate to compare participants affiliated with all three parks against one another, however, when comparing responses from individuals with an Algonquin affiliation to individuals with a combination of Pinery and Sandbanks affiliation there were six statistically significant results, for policies: Goals of Visitation, Visitor Use Plan, Methods of Transportation, Trails and Markings, Noise Restrictions, and Assessment of Attainment of Objectives. There were also seven policies that received a "Not Applicable", where a chi-square could not be conducted to find the relationship between park affiliation and policy category. It is possible that there would also have been statistically significant results with regard to one or more of these policies if more data had been available. Upon further analysis of the five policies that contained statistically significant results, it was

found that individuals who associated with Algonquin desired a higher level of detail than individuals associated with Pinery and Sandbanks, as demonstrated in table 4-10.

This result is consistent with findings identified in the interview phase of this study. With regard to factors that affect the level of detail in a management plan, interview participants identified 26 factors that could be potential explanations for this phenomenon, in table 4-18. First, participants (6 participants) hypothesized that the more money and time available, the more detailed a plan can be; this hypothesis could potentially be supported as Algonquin Park is designated to its own administrative park zone whereas all other parks are in park administrative zones containing many other parks (Ontario Parks, 2007). One participant (participant 3) also discussed how Algonquin has greater economic activity within the park than Pinery and Sandbanks, by stating "Algonquin has logging and cottagers within it, and so there has to be policies to address that, whereas Sandbanks and Pinery - they don't have those sorts of economic activities happening in them". Conversely, one could say that since recreation and tourism are the dominant human uses in Pinery and Sandbanks, these activities should be given detailed treatment in the plans as well.

Interview participants also hypothesized that parks with higher visitor levels (4 participants) and parks with a larger scope of affected stakeholders (2 participants) would or should contain more detail. All three case study parks have high levels of visitation, where Algonquin Park had over 866, 000; Pinery had 625000; and Sandbanks had 567,000 visitors in 2009 (Ontario Parks, 2010). Visitation level is likely not a strong factor impacting the significant differences in the survey responses. Scope of affected stakeholders, on the other hand, is more likely to be a factor impacting these differences, as Algonquin covers a significantly larger land area at 7, 630 km^2 (Friends of Algonquin Park, 2011) than either the Pinery 25.6 km^2 (Friends of Pinery Park, n.d) and Sandbanks 15.09 km^2 (Ontario Parks, 2003). One participant (participant 5) further expressed the broad range of stakeholders affected by Algonquin in this statement, "whereas Algonquin, you've got tons of different stuff like loggers, researchers doing biological fieldwork all over the park, there's cottagers, campers, people with motorboats, people with canoes - tons of different things. So, I think that's probably why Algonquin's management plan is like, 96 pages".

Some interview participants described Algonquin as being a park with unique features. One participant (participant 4) suggested that Algonquin is so unique that perhaps it should be in its own park class, promoting the viewpoint that parks with different characteristics, such as Pinery and Algonquin, should not be "lumped" together, in stating "Each individual park is indeed an individual park, but if you

want to put them into certain categories, you're going to have a lot of overlap and you're going to have a lot of differences, even though they're in the same park [class]. Ideally, we were doing too much lumping by putting a park like Pinery in with a park like Algonquin - I think that's lumping. I think - of course, I'm biased, but - I think Algonquin should almost have its own category because it's been lumped in with other things".

Two participants suggested that there was a broad variation in the character of parks of the same park class. One participant (participant 16) expanded on this point by suggesting that decision making at the park level is strongly determined by individual park managers, in stating "what I find is that the personality of the park manager really determines how the park is going to go forward. There should be some standards, but there is not. So, if you have a park manager who really wants to have a busy park, that person can make the decisions that will enhance that. If you have a park manager who really thinks that there's too many people in the park and things are getting eroded and they're noticing that in certain areas, there's no more nesting birds, etc. that park manager might work towards that".

It was common for interview participants to recognize the unique character of each individual park; however, 18 out of 21 participants suggested it would be beneficial to create a standardized set of park categories for all parks of the same park class to address in the management plan, with room for flexibility. Ideally, there are objectives in which parks of the same park class must consistently adhere to, as outlined in the PPCRA (2006). The concept of Algonquin being a unique park, exceptional to other Natural Environment class parks, is an important topic to understand in further detail, however is beyond the scope of this research.

5.5 Plan Evaluation Technique Comparisons

As stated by Steelman and Hess (2009), there has been debate over evaluation criteria used to assess plan quality. There is also no standard definition of plan quality (Morckel, 2010); however, an evaluation of literature addressing the topic of plan quality identified five plan quality characteristics that were most commonly cited. They are: 1) factual base (Berke et al, 2006; Berke and Godschalk, 2009; Brody, 2003; Brody, 2003a; Norton, 2008); 2) goals (Berke and Godschalk, 2009; Brody, 2003a; Brody, 2003); 3) implementation (Berke and Godschalk, 2009; Brody, 2003; Norton, 2008); 4) policies (Berke and Godschalk, 2009; Brody, 2003a; Brody, 2003); and 5) internal consistency (Berke et al, 2006; Berke and Godschalk, 2009; Norton, 2008).

In section 2.2.3, the plan evaluation techniques used in two publications was described, Brody and Highfield (2005) and Berke and Conroy (2000). A comparison between these plan evaluation techniques to the technique used in this study against the five identified plan quality characteristics has been made in table 5-2. A "yes" has been placed next to the plan quality characteristic if that evaluation method measured that characteristic, and "no" if it did not. As a result of this analysis, it is evident that there are deficiencies in these evaluation methods, particularly with regards to measuring the fact base, goals, and internal consistency.

Evaluation of Plan Quality Evaluation Methods			
Plan Quality Characteristics	**Brody and Highfield (2005) Method**	**Berke and Conroy (2000) Method**	**Coburn and Eagles (2011) Method**
Fact Base	no	no	**yes**
Goals	no	**yes**	**yes**
Policies	**yes**	**yes**	**yes**
Implementation	**yes**	**yes**	**yes**
Internal Consistency	no	no	no

Table 5-2: Comparison of Plan Evaluation Methods

The plan evaluation technique used in this study has advantages and disadvantages compared to the other two methods examined. On the one hand, it accounts for measuring more plan quality characteristics, where internal consistency is the only element not accounted for. On the other hand, the Coburn and Eagles (2011) plan evaluation method does not account for the individual quality of each plan quality characteristic as each plan quality characteristic is connected incrementally to each other on a policy by policy basis. The other two methods presented by Brody and Highfield (2005) and Berke and Conroy (2000) measure the quality of each plan quality characteristic in isolation from one another. This type of evaluation would permit an investigation of the individual strengths and weaknesses of each plan quality characteristic. The Coburn and Eagles (2011) method uses definitions, provided in section 3.3.2, that help to account for the quality of characteristics, starting at the objective level. The quality of the factual base is not accounted for in this method, in addition, the quality of implementation and monitoring plan may be not be recorded if the quality of the objective is not suitable, as each level of detail is dependent on the previous level of detail.

Another plan quality method discussed in section 2.2.4, was used by Eagles and Bandoh (2009) to evaluate the 1998 Algonquin Park management plan. The plan quality evaluation method used by Eagles

and Bandoh (2009) provides detailed information, allowing for a large volume of feedback to be provided regarding the selected case study. This method is beneficial if it is intended to undergo a thorough evaluation of a small subset of plans; however, time limitations would constrain the use of this method if intended to evaluate a larger volume of plans. Understanding the elements that should be present in a plan to achieve "plan quality" and effective methods that can be used to evaluate their success should be an endeavor pursued in the education of modern planners.

Chapter 6
Conclusion

6.1 Introduction

This final chapter is the conclusion. It contains five sections: 1) summary of study findings; 2) recommendations; 3) study limitations; 4) areas for further research; and, 5) the final conclusion.

6.2 Summary of Study Findings

Through a literature review and three phases of primary data analysis, this study attempted to answer five research questions, one central research question, and four sub research questions. The primary study findings are as follows:

Central Research Question

Is there a difference between the level of policy detail desired by stakeholders compared to the level of detail policies are currently utilized in park management plans?

The results of the comparison between the level of detail visitor and tourism policies stated in park management plans (Phase 1: Plan Content Analysis) and the level of detail stakeholders desire to be stated (Phase 2: Multi-stakeholder Survey) in park management plans show a large difference. Stakeholders desire a much greater level of detail than is currently present in park management plans. This finding implicates that improvements need to be made with regard to public participation and governance principles, in particular transparency and accountability.

Sub Research Questions

1. Is there a difference in the level of detail that policies are stated between park plans?

The results of the content analysis of six Natural Environment park management plans indicate that there was generally no difference in the level of detail that policies are described between park plans, suggesting generally strong horizontal interorganizational coordination. This finding occurred, despite limited information provided in provincial legislation and guiding provincial policy documents; suggesting that contemporaneous park management plans are likely used as templates for new park management plans. There is evidence provided by Eagles and Bandoh (2009) who conducted a content analysis of the Algonquin park management plan that would suggest a departure from strong

interorganizational coordination; whereby the Algonquin park management plan likely contains a higher level of detail than other plans of the same park class.

2. Do perceptions of the desirable level of detail of policies differ amongst stakeholder groups?

Due to a limited number of survey responses, a comparison could only be made between the visitor group and all other stakeholder groups. Results of this study by means a multi-stakeholder survey in Phase 2 and multi-stakeholder interviews in Phase 3 indicate that there was generally no significant difference in the level of detail desired between visitors and all other stakeholder groups. This finding may be caused by three factors: 1) there is no significant difference, 2) individuals who also were a member of other stakeholder groups chose to identify themselves as a visitor, and 3) the visitors who responded to the survey were more educated about park planning than the average visitor. There were, however, statistically significant results with regard to two policies, Established Visitor Use Framework and Risk Management; whereby visitors desired a lower level of detail than all other stakeholder groups. It can be speculated that the lower level of detail desired of Established Visitor Use Framework was due to a lack of understanding of the term "visitor use framework" or a belief that this policy category was not very important and that the lower level of detail desired of Risk Management can be due to a lack of understanding of the term "risk management" held by some visitor stakeholder members.

3. Do perceptions of the desirable level of detail of policies differ amongst individuals with park planning knowledge and those without?

The results of this study by means a multi-stakeholder survey in Phase 2 and multi-stakeholder interviews in Phase 3 indicate that there were no significant differences in the level of detail desired by individuals with park planning knowledge and those without. This finding may have occurred for a variety of reasons: 1) there is no significant difference, 2) individuals had a lack of opportunity to be engaged in park planning activities, 3) the ability to respond to survey questions relied more on knowledge about the park itself as opposed to park planning, and 4) separating different levels of park planning knowledge or park planning experiences could have resulted in significant differences.

4. Do perceptions of the desirable level of detail of policies differ amongst individuals affiliated with different Ontario Parks of the same park class (Algonquin, Pinery, or Sandbanks Provincial Park)?

Due to a limited number of survey responses, a comparison could only be made between individuals affiliated with Algonquin and individuals affiliated with both Pinery and Sandbanks combined. Results of this study by means a multi-stakeholder survey in Phase 2 and multi-stakeholder interviews in Phase 3 indicate that there is generally a significant difference with individuals affiliated with Algonquin wanting more detail than individuals affiliated with Pinery and Sandbanks. Individuals affiliated with Algonquin generally desired a higher level of detail than individuals affiliated with Pinery and Sandbanks. As all three case study parks have high visitation levels, this factor was ruled out as affecting this difference. This finding may have occurred due to two factors identified in the interview phase: 1) Algonquin has more time and money dedicated to park planning, and 2) Algonquin has a broader range of engaged stakeholders involved in a more complex set of management issues. In addition, some interview participants identified a large divergence in the character and management of some parks that are designated in the same park class. Nearly all interview participants, however, supported a development of standardized set of policy categories for all parks of the same park class to address in management plans, with room for flexibility.

6.3 Recommendations

As a result of the findings discovered through the discussion, six major recommendations are made to the park planning effort in Ontario Provincial Parks. They are:

1) explicitly describe the purpose of management plans;
2) provide more specific direction in provincial policy guidelines,
3) explicitly describe the role of the public in the decision making process,
4) enhance human resources for management planning and visitor and tourism management,
5) make management plans more publicly accessible, and,
6) make subsidiary planning documents, including financial records, more publicly accessible.

These six recommendations are dedicated to all park stakeholders. In the following section point form statements highlighting actions that can be taken are written under each major recommendation.

These recommendations are supported by the above discussion analysis comparing the results of this study with relevant literature.

6.3.1 Explicitly Describe the Purpose of Management Plans

- Based on the literature review, eight major purposes were identified: 1) to communicate clear information where decisions can be traced and defended, if necessary, 2) explicitly communicate value judgments, 3) incorporate an understanding of stakeholder perceptions, 4) provide an opportunity for public contribution, 5) be a document that sets the precedence for following plans, 6) guide and control management of a protected area, 7) satisfy legislative requirements, and 8) is a document that is made to be implemented. Ontario Parks should identify which of these purposes management plans should serve. This information should be stated in the *Protected Areas Planning Manual*.
- Ontario Parks should also state a procedure for evaluating whether or not the goals of the management plan have been achieved. This information can be provided in the State of the Parks Report conducted by the Minister.
- If the management plan goals are not being met, the adaptive management approach should be used to make necessary changes.

6.3.2 Provide More Specific Direction in Provincial Policy Guidelines

- The terms "complex", "substantial", and "compatible opportunities" should be defined in the *Protected Areas Planning Manual.*
- In the *Protected Areas Planning Manual*, a template should be created containing policy categories that all parks of the same park class must or should address. This template should contain the 30 visitor and tourism policy categories discussed in this thesis and state the level of detail each policy category should or must be described in all parks of the same park class.

6.3.3 Explicitly Describe the Role of the Public in the Decision Making Process

- Following Conrad et al. (2011) and Ozerol and Newig (2008), make a list of different planning scenarios and explicitly state the scope, representativeness, timeliness, comfort and convenience, and influence the public should expect to occur during each scenario

- A cost/benefit analysis table such as provided by Irvin and Stansbury (2004) in section 2.5.1, can act as a guideline to help determine which type of issues are more likely to have a certain type of public participation process. Stakeholder analysis can be conducted to determine which stakeholders should be involved in the public participation process and when, by asking questions such as those outlined by Thomas and Middleton (2003).

6.3.4 Enhance Human Resources for Management Planning and Visitor and Tourism Management

- Hire more staff with a planning background or train staff to develop a stronger foundation in planning.
- Maintain planning staff for longer durations to be engaged in the plan making, plan implementation, and plan monitoring process.
- Dedicate time and resources towards plan implementation and plan monitoring, in addition to the plan development process.
- Hire individuals to work specifically to address visitor and tourism management in Ontario Parks, including the creation of specialist position at the head office.

6.3.5 Make Management Plans More Accessible

- Even for the purpose of permitting the public opportunity to provide input, park management plans should be written in a manner that is easy to understand and should be easy for the public to access.
- Consider moving from the old paper version of management plans to computer based, hypertext documents that enable virtual integration with policies at higher and lower levels and allow for rapid policy updates.
- Adding to the suggestion above, park planning could become more transparent and the Ontario Parks agency could demonstrate greater accountability by providing web links to new policies contained in subsidiary plans that are relevant to policies contained in the park management plan.
- To maintain the relevancy of park planning documents, park management plans could be revised more frequently than every 10 years, perhaps a revision every 5 years would make the plans more current.

6.3.6 Make Subsidiary Plans, Including Financial Records, Publicly Available

- To increase organizational transparency and accountability subsidiary plans should also be made easy for the public to access.
- These subsidiary plans should be clearly linked to the overall management plan.
- Financial records should be made publicly available, though maintaining the privacy of individuals or sensitive information. General financial information can be provided, for example, on how much income is coming into the park and how much income is spent on different areas of park management on a yearly basis.

6.4 Study Limitations

There were several limitations within this research study.

6.4.1 Time and Funding Limitations

- A broader set of stakeholder groups, notably First Nations stakeholders, could not be contacted due to funding limitations.
- The number of interview participants was limited due to time and funding constraints. The researcher was not able to travel to areas near case study sites in person, which could have increased the response rate and perhaps could have permitted the researcher to attain a more diverse set of interview participants.
- There was a very low response rate from the local resident stakeholder group. Some stakeholders, including local residents, belonged to more than one stakeholder group and it is likely that many local residents that did participate in my study identified themselves primarily as another stakeholder group other than local resident. Recruiting this local resident stakeholder group in person would likely have resulted in a significantly higher response rate.

- Due to time and funding limitations, further applications to have the study approved by the Ministry of Natural Resources were not made as there was no guarantee of having a significantly higher response rate from park staff as well as other stakeholder groups. There would have also not been the opportunity, as stated in the letter listed in Appendix E, for assistance from the Ministry of Natural Resources in accessing more visitor participants for this study. It is the hope of this researcher that results of this study will continue to be of use for the agency.

6.4.2 Plan Quality Definition and Plan Evaluation Instrument

- The plan evaluation instrument was not able to measure all plan quality characteristics described in the literature review. There continues to be no standard understanding in the planning profession of what characteristics constitute plan quality.

6.4.3 Survey Instrument

- The level of detail categories were seen as too complex for some respondents to understand, though other respondents commented positively on the categories; this likely resulted in a reduced response rate. A decision was made to maintain the level of detail categories in their current format to maintain a consistent understanding of level of detail between the plan content analysis and survey analysis.
- It would have been useful to learn how park stakeholders interpreted the level of detail terms such as “objective”, “implementation plan”, and “monitoring plan”. This information could be obtained through the qualitative interview process.

6.5 Further Research

There are two major areas that have been identified as a result of this study as in need of future research. They are:

A better understanding of the relationship between plan quality and 1) plan process quality, and 2) plan implementation success needs to be developed.

- There is a large gap in the literature regarding this topic as cited by (e.g. Brody and Highfield, 2005; Steelman and Hess, 2009). The impact of plan quality is so vital to the planning profession (Talen 1996), yet it is poorly understood.
- A professional standard needs to be developed to understand plan quality based on these results. In this regard, plan quality analysis could be conducted and compared between many different types of plans.
- The relationship between visitor and tourism values and quality of visitor and tourism policies in plans should be investigated. A comparison can be made, for example, between a park system with park classification more closely aligned with the IUCN park categories and a park system with a greater emphasis on visitation and tourism in its park classification.

A better understanding of plan quality, plan process quality, and plan implementation success in relation to 1) legislation and guiding policy, 2) human resources, and 3) financial resources needs to be gained.

- To what degree does the prescriptiveness of legislation and guiding policy have an effect on plan quality, plan process quality, and plan implementation success?
- To what degree does the training and investment in human resources have an effect on plan quality, plan process quality, and plan implementation success?
- To what degree does the amount of financial resources have an effect on plan quality, plan process quality, and plan implementation success? Is there a threshold that must be reached to cross the line between low to high quality?

6.6 Conclusion

A management plan is a tool that can have many purposes, including communicating with stakeholders and providing transparent information about the planning direction and planning decisions in protected areas. There are many factors that influence the detail that policies are described in park management plans, particularly due to the unique features of each individual park, however, standardized and more detailed direction from provincial legislation and guiding policy can assist in the clarity, consistency, transparency, and accountability of park policies.

Public participation is a complex topic, though is one which must be addressed with great transparency in a democratic organization. There are many advantages to public participation, but there are also potential disadvantages to the public participation process, particularly when there are limited resources, that must be considered. Decisions must be made and clearly stated in guiding provincial

policy regarding the role that the public will have in the public participation process, including the scope, representativeness, timeliness, and influence the public will have in various future decision-making scenarios.

The Ministry of Natural Resources were not willing to participate in this study due to a belief that "most visitors have not read a park management plan and so would be unable to answer the proposed questions" (Appendix E). Results from this study indicate that this statement is not an accurate conclusion for three reasons. First, there were visitors who responded to this study who have read a park management plan. Second, some individuals, belong to more than one stakeholder group, but choose to identify themselves primarily as a park visitor. Third, results demonstrated that individuals can be highly knowledgeable about a park and park management without having read a park management plan.

This study has discovered a large gap in the detail that various stakeholders' desire compared to the detail policies are currently stated in park management plans. The manner in which planning is executed reflects the values of our society, including the division of power in the decision making process. It is evident through study findings that park stakeholders virtually unanimously desire more accountability than the agency is willing to provide. In fact, a second reason why the Ministry of Natural Resources was not willing to participate in this study was a belief that park management plans are "not intended to explain the details of park management to the general public" (Appendix E). With the exception of sensitive information, the public should have the opportunity to access the information they desire in a manner that is easy to comprehend, even simply for the purpose to provide input on management plans. Information from subsidiary plan documents and financial information regarding general fiscal inputs and outputs should also be provided in an easily accessible manner. Updating and reviewing management and subsidiary plans on a more frequent basis will assist in maintaining the relevancy of these documents to the current park condition.

Many research participants stated that Ontario Parks is moving in the right direction and providing more opportunities for public participation. This researcher is hopeful that Ontario Parks will continue moving in this direction. Park management planning, particularly with regard to visitor and tourism planning and management, is complex and many uncertainties remain. Future research can assist in the mitigation of these uncertainties, in particular by developing a greater understanding of the relationship between plan quality and implementation success, and the long-term, ecosystem scale impact of various visitor and tourism activities in parks. This study has assisted the arena of evaluation by identifying key plan quality characteristics listed in the literature and evaluating current plan evaluation

techniques against these standards. Continuing to gain a common understanding of what constitutes a "good plan" and evaluating plans against these standards will assist in providing legitimacy to the planning process and should be a topic rigorously addressed in the education of our future planners. With greater organizational transparency, and a continuous process of adaptive management, it is hopeful that higher quality decision making can be made.

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Appendix A
Research Ethics Approval

ORE Ethics Application System <OHRAC@uwaterloo.ca> Tue, Mar 1, 2011 at 3:08 PM

To: mseasons@uwaterloo.ca, sslocomb@wlu.ca, eagles@uwaterloo.ca

Cc: coburnju@gmail.com

Dear Researcher:

The recommended revisions/additional information requested in the ethics review of your ORE application:

Title: Park Management Plans: Understanding Visitor Management Policy

ORE #: 17071

Collaborator: Professor Mark Seasons (mseasons@uwaterloo.ca)

Collaborator: Professor Scott Slocombe (sslocomb@wlu.ca)

Faculty Supervisor: Professor Paul Eagles (eagles@uwaterloo.ca)

Student Investigator: Julia Coburn (coburnju@gmail.com)

have been reviewed and are considered acceptable. As a result, your application now has received full ethics clearance.

A signed copy of the Notification of Full Ethics Clearance will be sent to the Principal Investigator or Faculty Supervisor in the case of student research.

****

Note 1: This clearance is valid for five years from the date shown on the certificate and a new application must be submitted for on-going projects continuing beyond five years.

Note 2: This project must be conducted according to the application description and revised materials for which ethics clearance have been granted. All subsequent modifications to the protocol must receive prior ethics clearance through our office and must not begin until notification has been received.

Note 3: Researchers must submit a Progress Report on Continuing Human Research Projects (ORE Form 105) annually for all ongoing research projects. In addition, researchers must submit a Form 105 at the conclusion of the project if it continues for less than a year.

Note 4: Any events related to the procedures used that adversely affect participants must be reported immediately to the ORE using ORE Form 106.

Best wishes for success with this study.

Julie Joza, B.Sc.,
Manager
Office of Research Ethics
NH 1045
519.888.4567 ext. 38535
jajoza@uwaterloo.ca

Appendix B

Survey Instrument

Ontario Park Management Plans: Policy Detail Questionnaire

Page One

INFORMATION LETTER

You are invited to participate in a research study conducted by Julia Coburn, under the supervision of Professor Paul Eagles from the School of Planning at the University of Waterloo, Canada. The objective of this research study is to identify the level of detail various park stakeholders perceive policies should be stated in park management plans in Ontario Provincial Parks. The study is for a Master's thesis.

If you decide to volunteer, you will be asked to complete a 10-minute online survey that is completed anonymously. Survey questions will ask your opinion of the level of detail policies should be described in park management plans. Your opinion will be asked on a variety of categories to rate the "level of detail" you would like that policy to be described in a plan from "no detail" to "comprehensive detail". If you prefer not to complete the survey on the web, please contact us and we will make arrangements to provide you another method of participation. Participation in this study is voluntary. You may decline to answer any questions that you do not wish to answer and you can withdraw your participation at any time by not submitting your responses. There are no known or anticipated risks from participating in this study.

It is important for you to know that any information that you provide will be confidential. All of the data will be summarized and no individual could be identified from these summarized results. Furthermore, the web site is programmed to collect responses alone and will not collect any information that could potentially identify you (such as machine identifiers).

This survey uses SurveyGizmo(TM) whose computer servers are located in the USA. Consequently, USA authorities under provisions of the Patriot Act may access this survey data. If you prefer not to submit your data through SurveyGizmo(TM), please contact one of the researchers so you can participate using an alternative method (such as through an email or paper-based questionnaire). The alternate method may decrease anonymity but confidentiality will be maintained.

The data, with no personal identifiers, collected from this study will be maintained on a password-protected computer database accessible only to researchers directly involved in this study. As well, the data will be electronically archived after completion of the study and maintained for two years and then erased.

I am aware that information from this questionnaire may be included in the thesis and/or publications to come from this research, with the understanding that my identity will be anonymous. I am also aware that information from this questionnaire will be presented to Ontario Parks, with the understanding that my identity will be anonymous.

Should you have any questions about the study, please contact either Julia Coburn at (519) 501-6758 or by email at jcoburn@uwaterloo.ca or my supervisor, Professor Paul Eagles at (519) 888-4567 ext. 32716 or email eagles@uwaterloo.ca. Further, if you would like to receive a copy of the results of this study, please contact either investigator.

I would like to assure you that this study has been reviewed and received ethics clearance through the Office of Research Ethics at the University of Waterloo. However, the final decision about participation is yours. If you have any comments or concerns resulting from your participation in this study, please feel free to contact Dr. Susan Sykes, Director, Office of Research Ethics, at 1-519-888-4567 ext. 36005 or by email at ssykes@uwaterloo.ca.

Thank you for considering participation in this study.

CONSENT TO PARTICIPATE

With full knowledge of all foregoing, I agree, of my own free will, to participate in this study.

( ) I agree to participate

( ) I do not wish to participate (please close your web browser now)

Page 2

2.) To which of the following park stakeholder groups (past and present) do you belong? (Please choose the one most applicable)

( ) Park Staff

( ) NGO Staff or NGO member

( ) Visitor

( ) Local Resident

( ) Tourism Operator

3.) Have you participated in an interview for this study prior to taking this survey?

( ) Yes

( ) No

[IF SELECTED YES TO QUESTION 3])

If you have participated in an interview, please select the park you are affiliated with. (Please choose only one)

( ) Algonquin Provincial Park

( ) Pinery Provincial Park

( ) Sandbanks Provincial Park

[IF SELECTED NO TO QUESTION 3])

If you have not participated in an interview, please indicate in what capacity you have participated in the Park Management planning process. (Please note all that apply)

[ ] Read a park management plan

[ ] Provided comment through mail, email, phone, or fax

[ ] Attended meetings or an open house

[ ] A member of a park Advisory Board

[ ] A member of a park Advisory Sub-Committee

[ ] Worked as park staff on developing a park plan(s)

[ ] I have not participated

[ ] Other (please specify)

[IF SELECTED NO TO QUESTION 3])

For the remaining survey statements, please refer to only one of the following Ontario Provincial Parks when answering. Please think about the one Ontario Provincial Park that you are most affiliated with. (Please choose one)

( ) Algonquin Provincial Park

( ) Pinery Provincial Park

( ) Sandbanks Provincial Park

Page 3

INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

Please respond to each of the statements below with respect to the park you have selected on the previous page: [question ("value"), id="7"] [question ("value"), id="9"].

1) NO DETAIL = Do NOT include in plan

2) MINIMAL DETAIL = Background description of CURRENT visitor activities

3) GENERAL DETAIL = MINIMAL DETAIL + Objectives for CURRENT and FUTURE visitor activities

4) VERY DETAILED = GENERAL DETAIL + Action/Implementation Plan (who, what, where and when)

5) COMPREHENSIVE DETAIL = VERY DETAILED + Monitoring and Evaluation plan

4.) Goals of Visitation

Policies on: overall goals which direct all visitor management in the park (such as Transportation and Conflict Management)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

5.) Visitor Use Plan

Policies on: an overall, clearly identified, strategy to guide visitor management

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

6.) Established Visitor Use Framework

Policies on: the use of an established visitor management framework that provide directives for visitor management (such as Limits of Acceptable Use and Visitor Impact Management)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

7.) Permitted and Encouraged Visitor Levels and Uses

Policies on: permissible/encouraged activities and visitor numbers that conform with park goals and objectives (such as low impact recreational and interpretation activities)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

8.) Conflict Management

Policies on: conflicts that may arise in the park (such as, between visitors and managers, between recreationists, and between recreation and non-recreational activities)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

Page 4

INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

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3) GENERAL DETAIL = MINIMAL DETAIL + Objectives for CURRENT and FUTURE visitor activities

4) VERY DETAILED = GENERAL DETAIL + Action/Implementation Plan (who, what, where and when)

5) COMPREHENSIVE DETAIL = VERY DETAILED + Monitoring and Evaluation plan

9.) Methods of Transportation

Policies on: methods of transportation within the park (such as roads, tracks, airstrips, and boat landings)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

10.) Trails and Markings

Policies on: trails and markings within the park (such as signs and trails for education and enforcement purposes)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

11.) Restricted Items

Policies on: restricted items within the park (such as firearms)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

12.) Noise Restrictions

Policies on: noise restrictions within the park

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

13.) Land Use Zoning and Temporary Area Restrictions

Policies on: land use zoning within the park (such as allowable and timing of activities)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

Page 5

INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

Please respond to each of the statements below with respect to the park you have selected on the previous page: [question ("value"), id="7"] [question ("value"), id="9"].

1) **NO DETAIL** = Do NOT include in plan

2) **MINIMAL DETAIL** = Background description of CURRENT visitor activities

3) **GENERAL DETAIL** = MINIMAL DETAIL + Objectives for CURRENT and FUTURE visitor activities

4) **VERY DETAILED** = GENERAL DETAIL + Action/Implementation Plan (who, what, where and when)

5) **COMPREHENSIVE DETAIL** = VERY DETAILED + Monitoring and Evaluation plan

14.) Accessibility for the Disabled

Policies on: the provision of accessible programming, services, and facilities for persons with disabilities

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

15.) System of Reservation

Policies on: reservation systems (such as for accommodation, programs, and facilities)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

16.) Dates and Hours of Operation

Policies on: dates and hours of operation for the park as a whole, as well as for specific facilities (such as visitor centre, restaurant), and specific services (such as boat tour, educational program)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

17.) Length of Stay

Policies on: length of stay for visitation in the park (such as seasonal restrictions and campsite use)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

18.) Fees and Pricing

Policies on: fees and pricing for park entry, facilities, and services (such as in light of different park seasons, locations, and visitor types)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

Page 6

INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

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5) COMPREHENSIVE DETAIL = VERY DETAILED + Monitoring and Evaluation plan

19.) Visitor Education and Interpretation

Policies on: visitor education and interpretation within the park (such as guided walks and evening programs)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

20.) Risk Management

Policies on: risk management within the park, including emergency response and search and rescue

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

21.) Backcountry Trips

Policies on: backcountry trips (such as permissible activities and visitor numbers)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

22.) Enforcement and Rules of Law

Policies on: enforcement and rules of law within the park (such as, preventing illegal, dangerous, or unwarranted activity)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

23.) Facilities

Policies on: park facilities (such as the number and quality of washrooms, showers, and visitor centre(s))

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

Page 7

INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

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1) NO DETAIL = Do NOT include in plan

2) MINIMAL DETAIL = Background description of CURRENT visitor activities

3) GENERAL DETAIL = MINIMAL DETAIL + Objectives for CURRENT and FUTURE visitor activities

4) VERY DETAILED = GENERAL DETAIL + Action/Implementation Plan (who, what, where and when)

5) COMPREHENSIVE DETAIL = VERY DETAILED + Monitoring and Evaluation plan

24.) Accommodation

Policies on: park accommodation (such as accommodation type, location, facilities)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

25.) Waste Management

Policies on: waste and sewage produced in the park (such as waste treatment and recycling)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

26.) Retail Services and Concessions

Policies on: what types of items will be sold (food, drink, clothing), by whom (contractors, park staff), and where (restaurant, visitor centre, on beach)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

27.) Human Resources Required for Visitation

Policies on: the number, type, qualifications, and training of park human resources (such as skilled workers, temporary workers, and volunteers) for specified roles and for specified times (seasonal, special projects, full time)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

28.) Advertising

Policies on: advertising the park and its programs and facilities

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

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INSTRUCTIONS FOR RATING ALL REMAINING STATEMENTS

Please rate the level of detail you BELIEVE each of the following visitor management policies should be described in an Ontario Provincial Park Management Plan according to the rating scale options given below.

Please respond to each of the statements below with respect to the park you have selected on the previous page: [question ("value"), id="7"] [question ("value"), id="9"].

1) NO DETAIL = Do NOT include in plan

2) MINIMAL DETAIL = Background description of CURRENT visitor activities

3) GENERAL DETAIL = MINIMAL DETAIL + Objectives for CURRENT and FUTURE visitor activities

4) VERY DETAILED = GENERAL DETAIL + Action/Implementation Plan (who, what, where and when)

5) COMPREHENSIVE DETAIL = VERY DETAILED + Monitoring and Evaluation plan

29.) Market Analysis

Policies on: market analysis with regard to the competition the park faces

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

30.) Economic Impacts of Visitation

Policies on: economic impacts (such as directing economic impacts to chosen targets)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

31.) Visitor Use Monitoring

Policies on: a program to measure visitor use into and within the park

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

32.) Visitor Satisfaction

Policies on: visitor satisfaction (such as creating a certain degree of visitor satisfaction that can encourage visitor spending, or repeat visitation)

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

33.) Assessment of Attainment of Objectives

Policies on: a program to measure whether the park plan policies have been attained

( ) Not Applicable ( ) No Detail ( ) Minimal Detail ( ) General Detail ( ) Very Detailed

( ) Comprehensive Detail ( ) Do Not Know

Thank You!

Thank you for participating in our Ontario Parks Management Plans: Policy Detail Questionnaire. Your feedback is extremely valuable!

I would like to thank you for your participation in this study. As a reminder, the purpose of this study is to identify various park stakeholder perspectives on the level of detail they believe policies should be stated in park management plans.

The data collected during this questionnaire will contribute to a better understanding of the function of a park management plan and the level of detail visitor management policy should be present in park management plans specifically. As all three parks examined in this study are Natural Environment class parks, findings from this case study can potentially be applied to other Provincial Parks of the same park class. This data will also be compared to the level of detail visitor management policies are found to be stated in current park management plans through a content analysis conducted of Natural Environment class park management plans in Ontario.

Please remember that any data pertaining to you as an individual participant will be kept confidential. Once all the data are collected and analyzed for this project, I plan on sharing this information with the research community through seminars, conferences, presentations, and journal articles. If you are interested in receiving more information regarding the results of this study, or if you have any questions or concerns, please contact me at the email address listed at the bottom of the page. If you would like a summary of the results, please let me know now by providing me with your email address. When the study is completed, I will send it to you. The study is expected to be completed by October 1, 2011.

As with all University of Waterloo projects involving human participants, this project was reviewed by, and received ethics clearance through, the Office of Research Ethics at the University of Waterloo. Should you have any comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes in the Office of Research Ethics at 519-888-4567, Ext., 36005 or ssykes@uwaterloo.ca.

Julia Coburn
University of Waterloo
School of Planning
jcoburn@uwaterloo.ca

Professor Paul Eagles
University of Waterloo
Recreation and Leisure Studies
eagles@uwaterloo.ca

Appendix C

Interview Questions

1.	**To which of the following park stakeholder groups (past and present) do you belong?** a) Visitors b) Park staff c) NGO staff or Member d) Local resident e) Tourism Operator
2.	Have you read a park management plan or been involved in the park planning process? If so, please describe your experience.
3.	What do you believe is the role of planning in protected areas? a) How does planning in protected areas compare to planning in a municipality?
4.	What do you believe is the purpose of a park management plan? a) Please describe the specific functions that you believe a park management plan should serve.
5.	What factors affect the level of detail policies should be described within a park management plan? (For example, whether the policy objectives, implementation plan, or monitoring plan are described within) a) Is there a certain level of detail that every policy should be described in a management plan?
6.	Are there differences in the policies that should be described in a management plan depending on the park class? Please describe. a) Are there differences in the policies that should be described in park management plans of the same park class? Please describe.
7.	What is the difference between information contained within a park management plan and a subsidiary plan? **a)** In what conditions should information be contained in a subsidiary plan?
8.	What do you believe is the purpose of stakeholder consultation in the management planning process? a) What stages in the decision making process is stakeholder input necessary? b) For what type of decisions is stakeholder input necessary? c) Can you describe factors that would limit the ability to involve stakeholders in decision-making?
9.	Please feel free now to add any further comments about park management plans in Ontario.

Appendix D

Plan Content Analysis Example

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
1)Goals of Visitation	*Current Background Description:* Not Included. *Current and Future Objectives:* Includes statements of the overall Ministry mandate of Ontario Parks, goals and objectives for Natural Environment Class Parks, and overall goals and objectives of Charleston Lake Park. These goals and objectives include statements on "providing high quality recreational and educational experiences", "sustainable development", "recreation", "tourism", and "education". Goals for visitation are written under general goal statements, and not specifically on its own. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
2)Visitor Use Plan	Not Included.	1
3)Established Visitor Management Framework	Not Included.	1
4)Permitted and Encouraged Visitor Levels and Uses	*Current Background Description:* Includes a statement of how the recreation objective was met from the past master plan. Includes a statement to "provide day use, camping, and related outdoor recreation opportunities appropriate to the park", emphasizing "non-mechanized" and "low-impact" experiences that complement the natural and cultural heritage values as well as tourism objective. Discusses the type of recreational opportunities that will be permitted in the park. Divides permissible activities by zone. *Current and Future Objectives:* No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
5)Conflict Management	Not Included.	1
6)Methods of Transportation	*Current Background Description:* States in which zones primary, secondary, and interior roads are located and who is permitted to use them. Also states where portages are located. States recommendations for road ownership and allowances. *Current and Future Objectives:* States to what standards roads will be maintained. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* States who will work to maintain roads (Ontario Parks and township), but does not describe any specific timeline. (Not enough information to justify the inclusion of implementation plan for this category) *Monitoring and Evaluation Plan:* Not Included.	2
7)Trails and Markings	*Current Background Description:* States that the trails currently service recreational objective of the park. States in which zones trails are located with their length and access points. States the type of activities that are permitted on trails. States that "unauthorized trails" will be closed and possibly rehabilitated. States general considerations prior to creating a new trail: trail design, parking, signs, user safety, and park resources. States that development within specified zones include trail expansion and that new trails will be considered based on environmental values and access requirements. States that public consultation will be sought in this process. *Current and Future Objectives:* States broad educational objectives of the park trail system. States plans for the development of specific trails in certain locations, but with no mentioned timeline. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included *Monitoring and Evaluation Plan:* Not Included.	2
8)Noise Restrictions	Not Included.	1
9)Restricted Items	*Current Background Description:* States restrictions on motorized vehicle/vessel use in certain areas of	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	the park and in support of certain activities. *Current and Future Objectives:* Not Included. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	
10)Land Use Zoning and Temporary Area Restrictions	*Current Background Description:* Describes four zoning categories within the park and provides a general breakdown of each. Includes information about what amenities are located within each zone as well as permissible activities allowed and not allowed. States zoning as one method to protect park values and features that operate as a whole. *Current and Future Objectives:* States the broad objectives of each zone category. States broad objectives of each individual zone within zone categories. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
11)Accessibility (for the Disabled)	*Current Background Description:* Describes as a side note that wheelchair use is permitted on a specific trail. *Current and Future Objectives:* Not Included. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
12)System of Reservation	Not Included.	1
13)Dates and Hours of Operation	Not Included.	1
14)Length of Stay	*Current Background Description:* States that opportunities for both day use and overnight use is currently available at the park.	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	Current and Future Objectives: States that opportunities for both day use and overnight use will be made available at the park. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	
15)Fees and Pricing	*Current Background Description:* States when park fees will be collected and from whom park fees will be collected. *Current and Future Objectives:* No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
16)Visitor Education and Interpretation	*Current Background Description:* States that the park has "high interpretive value" and describes some physiological characteristics why that is so. Discusses the roles of the Friends of Charleston Lake Park not-for-profit group in executing educational programming. Discusses the existence of a "Natural Heritage Education Operating Plan" which it states will discuss programs and educational facilities in more detail. *Current and Future Objectives:* States an overall objective for Natural Environment class parks, as well as Charleston Lake in particular, to provide "high quality" educational experiences. States under heritage appreciation that individual and group exploration and appreciation will be encouraged as long as it is compatible with park objectives. States that education will be used to help protect park values and features. States how the relationship with Friends of Charleston Lake Park will continue to be fostered. States that a review of the "Natural Heritage Education Operating Plan" will occur annually and be updated when required. *Implementation Plan (who, what, where, when, how):* Not Included.	3

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	Monitoring and Evaluation Plan: Not Included.	
17)Risk Management	*Current Background Description:* Describes that information regarding rabies is posted in the park and that MNR works with other agencies to increase "public awareness". Provides a background description of "fire management". *Current and Future Objectives:* States that Ontario Parks and MNR fire program will together create a statement of fire intent. States that a "Fire Management Plan" will be created if it is found necessary. States that the "Fire Emergency and Evacuation Plan" will be updated. States that monitoring fire responses may be considered to reduce hazards. *Implementation Plan (who, what, where, when, how):* Describes in detail how Ontario Parks will respond in the event of a fire. *Monitoring and Evaluation Plan:* Not Included	4
18)Backcountry Trips	Not Included.	1
19)Enforcement and Rules of Law	*Current Background Description:* States the Charleston Lake Provincial Park "Operating Plan" will contain information on enforcement, among other topics. *Current and Future Objectives:* States that all-terrain vehicle use will be monitored and enforced. States that speed limits along with other boating regulations will be enforced. States that the park "Operating Plan", of which enforcement is a part, will be "reviewed annually and updated as required. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included	2
20)Facilities	*Current Background Description:* Describes how the recreation objective was met by providing facilities, among other things. States that facility development will be "subject to provincial legislation and policies governing parks". Describes the facilities that are located in each zone and whether or not they are in use. Also describes the lack of facilities in some zones.	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	Current and Future Objectives: States that some facilities may or may not be developed, subject to need and approvals. States that the boathouse will be replaced. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	
21)Accommodation	*Current Background Description:* Describes how the recreation objective was met by providing camping accommodation, among other things. Describes the location and type of accommodation available in each applicable zone, at times detailing the capacity of this accommodation. *Current and Future Objectives:* States that certain types of accommodation (ski cabins) in specified zones will be removed as "resources permit". States that roofed accommodation proposals will be considered and lists the various options. States that new campsites may or may not be required, but there are currently no plans for campsite expansion. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
22)Waste Management	*Current Background Description:* States where and how different type of sewage and waste will be disposed. *Current and Future Objectives:* Not Included. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
23)Retail Services and Concession	*Current Background Description:* States that tourism services can be developed through Ontario Parks or concession agreements.	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	Current and Future Objectives: Not Included. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	
24)Human Resources Required for Visitation	*Current Background Description:* States the Charleston Lake Provincial Park "Operating Plan" will contain information on staffing, among other topics. *Current and Future Objectives:* States that the park "Operating Plan", of which staffing is a part, will be "reviewed annually and updated as required. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included	2
25)Advertising	*Current Background Description:* States that tourism services can be developed through Ontario Parks or concession agreements. *Current and Future Objectives:* States that a "Marketing Plan" will be developed for the park and discusses elements that will be discussed within the plan. No objectives stated had all the following qualities: output-oriented, time-bound, specific, measurable, and attainable. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	2
26)Market Analysis	Not Included.	1
27)Economic Impacts of Visitation	*Current Background Description:* States the amount of visitor expenditures in the year 2000/01 and provides a general estimate of the economic impact the park has in the area. States that the park will continue to provide information regarding amenities and activities in the surrounding areas. *Current and Future Objectives:* Not Included.	2

Charleston Lake Park Management Plan, 2007		
Visitor and Tourism Policy Category	**Summary of Topic in Management Plan**	**Level of Detail (1 to 5 scale)**
	Implementation Plan (who, what, where, when, how): Not Included. *Monitoring and Evaluation Plan:* Not Included.	
28)Visitor Use Monitoring	Not Included.	1
29)Visitor Satisfaction	Not Included.	1
30Assessment of Attainment of Objectives	*Current Background Description:* Not Included. *Current and Future Objectives:* States that the park management plan will be reviewed every 10 years to consider amendments. *Implementation Plan (who, what, where, when, how):* Not Included. *Monitoring and Evaluation Plan:* Not Included.	3

Appendix E

Ministry of Natural Resources Letter

Please note, for privacy purposes the signature was removed.

MINISTRY OF NATURAL RESOURCES

Parks and Protected Areas Policy Section
Policy Division
300 Water Street, 6th Floor South
Peterborough, ON K9J 8M5
Telephone: 705-755-1729
Fax : 705-755-1701

Ontario

Date: April 28, 2011

Issued to: Julia Coburn
University of Waterloo
161 Glengarry Avenue
Toronto, ON M5M 1E1
519-501-6758
coburnju@gmail.com

Project Title: **Park Management Plans: Understanding Visitor Management Policy**

Thank you for your interest in conducting research in Ontario's protected area system. Unfortunately, your application has not been granted authorization. The reviewers concluded that the project had methodological concerns and would conflict with visitor participation in other survey initiatives this season.

Our other concerns include:

1) The overall goal of the project was unclear
2) Most visitors have not read park management plans and so would be unable to answer the proposed questions.
3) Park management plans are written to guide the work of an individual park over a 20 year period and are not intended to explain the details of park management to the general public