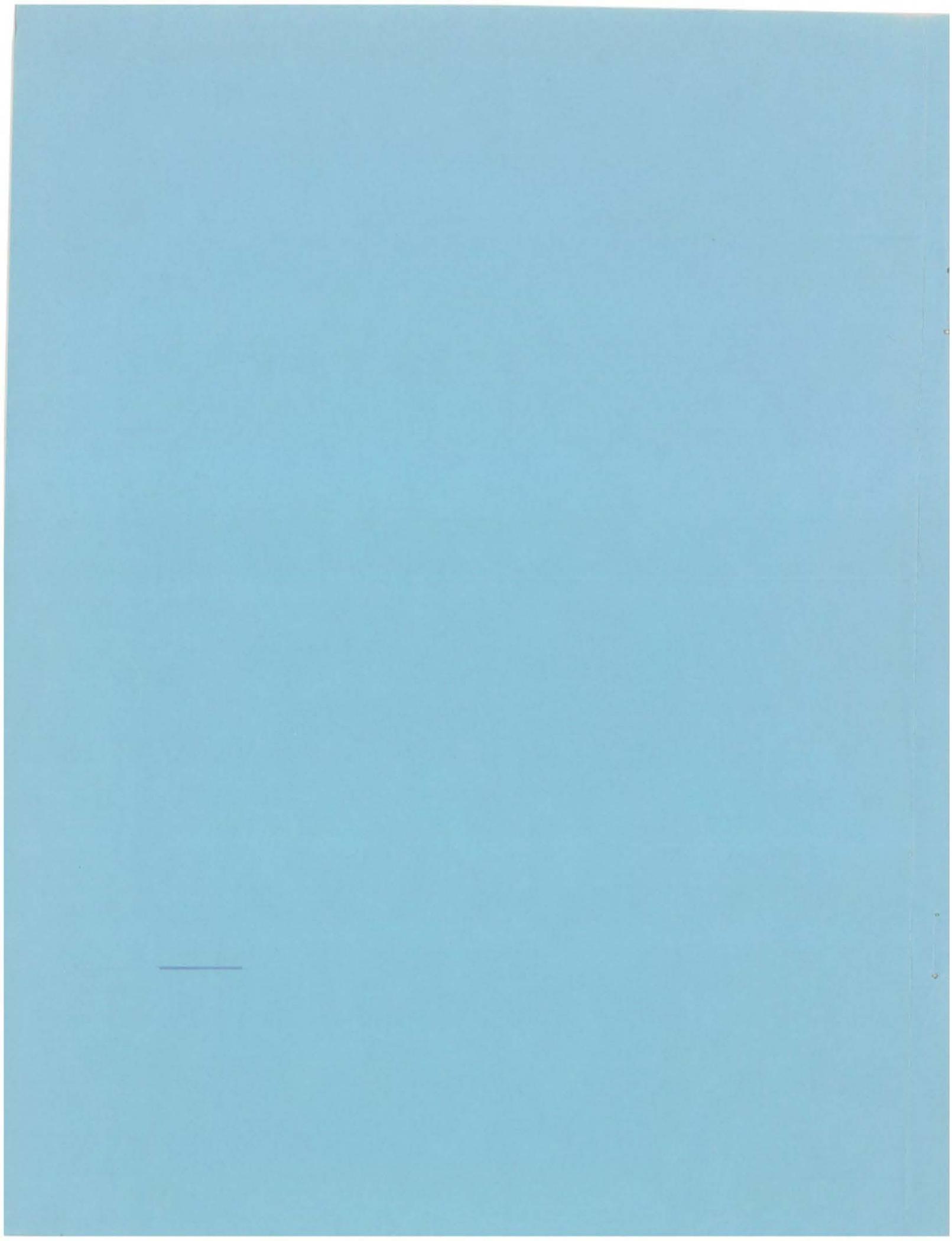


Planning Process for National Parks

 Parks Canada Parcs Canada

OCTOBER 1978



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Parks Canada
October, 1978

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FOREWORD

The park management planning process described in this paper is the approved planning process for National Parks. Its purpose is to guide planning activity and to serve as a reference for both Parks Canada staff and the public.

The planning process fulfills a long standing need to define a common approach to planning National Parks, the nature of resulting plans, and the roles and responsibilities of those involved in the process. Such definitions are regarded as an important requirement for effective planning.

The description provided is brief. It deals only with the major elements of the process. It indicates what is to be accomplished, rather than how. In this way, the process allows for different planning techniques to be applied, so long as the major elements of the process are satisfied. The brief process description also serves as the basis for more detailed specifications of related activities such as sub-activity planning, plan evaluation and approval process, and detailed planning, to give procedural guidance.

The preparation of this process definition coincided with the introduction of the Park Management Plans in place of the traditional Master Plans. Park Management Plans are less detailed but more comprehensive than the earlier plans. A Management Plan may be defined as the guide by which Parks Canada manages the resources and uses of a National Park. It contains the management objectives and the means and strategies for achieving them. The management plan is not an end in itself; rather it constitutes a framework within which subsequent management, implementation and detailed planning will take place. Thus the level of detail in the plan is confined to the definition of the type, character,

locale of developments, and the provision of guidelines for resource management, interpretation and visitor use. The plan, in effect, is an expression of policy at the park level and, as a public document, it informs the public of the opportunities which are available to enjoy the park and of the degree of protection which is necessary for different zones within the park.

The planning process will be tested over the next few years. Improvements in it will be introduced in the light of experience gained through its application.

1 INTRODUCTION

In June 1977, an interdisciplinary Task Force was established to carry out a study on the Planning Process for National Parks under the direction of a Steering Committee and with the assistance of a group of Advisors. Terms of Reference for the study were approved by the Steering Committee in September.*

The Task Force draft report was submitted to the Steering Committee and reviewed at a meeting in Ottawa in April 1978. As a result, a report was prepared for approval at the June, 1978 Program Management Committee meeting. The report was provisionally approved and, following revisions introduced on the basis of further reviews, it was given final approval at the October, 1978 Program Management Committee meeting. The report provides:

- a) a general description of the National Park planning process; the major components and resultant products; a definition of the Park Management Plan; the purpose and content of each product and the roles and responsibilities of those involved in the process. The focus is clearly on park management planning** as called for by the Terms of Reference. However, in order to indicate the necessary linkages in the process, reference is made to the program context within which the process must take place, as well as to the activity products that follow. The linkages underline the continuous nature of the process and help to define the limits of the park management planning portion of the process.

*The Terms of Reference required the examination of planning related to National Parks only.

**The term is used to denote the activity formerly referred to as "master planning".

For simplicity, the Environmental Assessment and Review Process (E.A.R.P.) and public participation have not been incorporated in the process diagram on page 6, however, it is recognized they are an integral part of this process and are dealt with in separate sections with diagrams which show their relationship to the overall process. Interim Management Guidelines are regarded to lie outside the process itself. Because of their importance, they are also discussed in a separate section.

- b) a summary list of the roles and responsibilities in the planning process, and a section on the form and content of the Park Management Plan to serve as ready reference. Levels of approval specified in the narrative coincide with the recognized management levels of Superintendent, Regional Director, Director of the National Parks Branch and the Assistant Deputy Minister (A.D.M.). It is understood that in many instances responsibility for action is delegated to other levels. Because delegation is at the discretion of individual managers, lower responsibility levels are not generally identified.

The report is based in part on the views expressed to the Task Force during extensive consultations with Headquarters and Regional staff and with the Advisors.

Useful ideas have been incorporated from Task Force visits to the Denver Service Centre of the U.S. National Park Service and to the British Columbia and Ontario Provincial Park agencies.

A basic premise of the report was the need to describe a planning process that is responsive to management requirements. It has become apparent that the achievement of this is dependent on the clarification of roles and responsibilities in the planning process. It is emphasized that planning is carried out to serve management and contribute to decision making. The role of management is to set the framework and requirements for planning, carry out periodic reviews during the process and make decisions on the basis of plans produced. The role of planners is to co-ordinate, analyze, synthesize and document the inputs from the many components of the organization and the public, to formulate alternatives and create a plan in a team situation for the use and management of National Parks. The report shows how these roles have to be integrated in the overall planning process.

2 PLANNING PROCESS FOR NATIONAL PARKS

2.1 Preamble and Principles

Plans are required as a means of achieving priorly determined objectives in a rational fashion. The park management planning process which follows is applicable to all national park management planning activities. It is the program reference describing the basic steps in the setting of planning objectives, in determining the scope and nature of planning, the various inputs, reviews and approvals, and the required action in implementation, evaluation and monitoring.

Five basic product levels are described within the process. These are program and system plans, Park Management Plans, Area Concept Plans, Sub-activity Plans and Development/Facility/Site Plans. The related inputs, activities, responsibilities and approval points are identified.

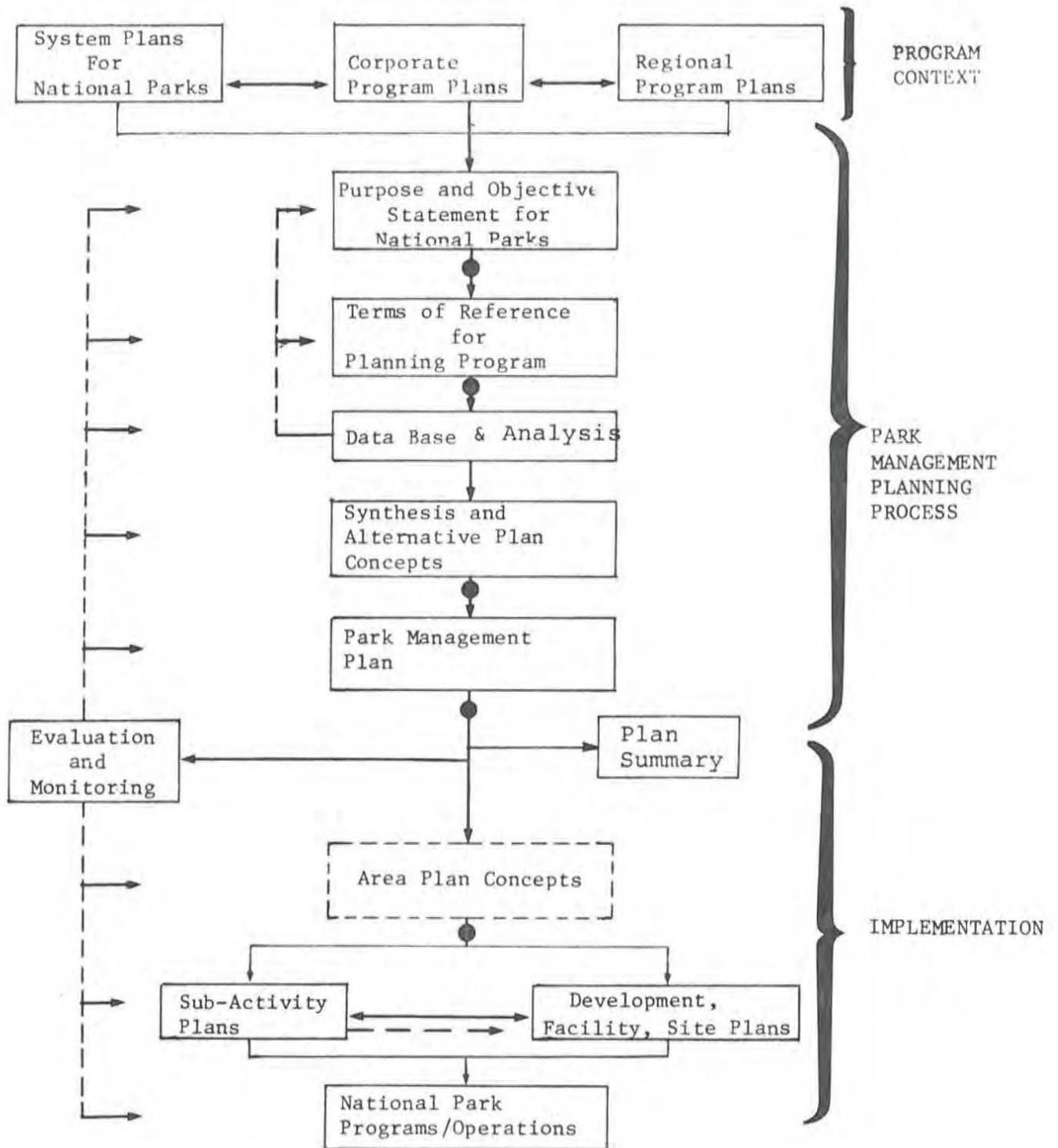
The basic principles of the process involve:

- a) integrated senior program management and planning responsibilities;
- b) a Park Management Plan characterized by flexibility, park-wide coverage, general level in detail, comprehensive treatment of information, issues, concepts and interrelationships;
- c) multidisciplinary team approach;
- d) public involvement;

- e) broad environmental impact assessment;
- f) long range application and formal recognition of the Park Management Plan;
- g) continuity in plan preparation, implementation, evaluation and plan review.

FIGURE 1

PLANNING PROCESS FOR NATIONAL PARKS



● SENIOR MANAGEMENT REVIEWS/APPROVAL POINTS

2.2 Process Description

PROGRAM CONTEXT

The program context within which park management planning can proceed effectively consists of three functions: Corporate Planning, Regional Program Planning and Systems Planning.

Corporate Program Planning: provides direction on the relative emphasis to be placed on each of the three program elements (National Parks, National Historic Parks and Sites, and Agreements for Recreation and Conservation), and Regional emphasis.

It should consist of statements of long term strategies to ensure rational distribution of resources (manpower and financial) on a national scale, and shorter term program priorities designed to meet overall governmental and program needs. They form a framework within which all program activities take place.

Corporate program planning is generally a Headquarters responsibility involving senior management, senior policy advisors and senior programming officers.

Regional Program Planning: establishes priorities and direction for each Region which also satisfy the broader requirements of Corporate programs.

This level of planning will again specify the relative emphasis to be placed on each of the three program elements (National Parks, National Historic Parks and Sites, and

Agreement for Recreation and Conservation) on a Regional basis so that logical Regional programs can be formulated and priorities assigned for further actions (including park management planning). Priorities will be set among Parks, Sites and Corridors.

Systems Planning: provides comprehensive plans denoting present parks, possible future parks, and the relationship which they have with the natural and cultural features of the regions within which they lie. Systems planning is required, in part, so that Corporate program decisions may be made and priorities established on a national basis. While providing input to Corporate programs, systems plans must also recognize the possible constraints imposed by it. Systems planning will produce a definitive statement of National Parks' purpose within the national context, a first level of resource information to be used in park management planning, and a summary of conditions for management and planning (e.g. negotiated commitments), socio-economic studies and profiles of regions in which parks exist and assessments of potential impacts on local regions.

Also, to facilitate resource information inventory required for new park planning, systems planning will provide Regional offices with a literature review and bibliography, recent aerial photography, and a data base equivalent to a biophysical land classification at the level of land district and land region.

When systems planning has reached a point at which concrete park proposals are formulated and negotiated, regional planning will be involved.

A form of public consultation must be provided at the systems planning stage so that national, regional and local considerations are accounted for.

The Director of the National Parks Branch is responsible for systems planning. Approval of the systems plan and its integration with Corporate planning rests with the A.D.M.

STATEMENT OF PURPOSE AND OBJECTIVES
FOR THE NATIONAL PARK

Purpose and Content

Within the program context described, the first product to be prepared in the park management planning process is the Purpose and Objective Statement. This Statement will consist of:

- a) Statement of Park Purpose;
- b) Statement of Management Objectives.

The purpose of the statement is to define the specific role of the park within the National Parks System and the park management objectives consistent with the stated purpose of the park.

Statement of Park Purpose

This statement will highlight the significance of the park's resources and describe its special features, themes and representations. It will define the role of the park in terms of relative emphasis placed on preservation, presentation and visitor use and its role in the region within which it exists.

Statement of Management Objectives

This statement is fundamental to all management and planning decisions directed at fulfilling the park's purpose. It entails park specific definitions of management philosophy and intent, presented as a set of objectives, but not the means for achieving them. The statement is prepared to provide direction for resource preservation, management practices, visitor use, interpretation and for the integration of the park into

*not to be used
for planning*

its regional setting. The statement may be subject to change or refinement upon the completion of the analysis of data collected for the planning process. The National Parks Act, policy and negotiated commitments are examples of sources from which objectives will be derived.

Roles and Responsibilities

The Systems Planning Division at Headquarters is responsible for the preparation of the Statement of Park Purpose. For existing parks the statement will be prepared by the Systems Planning Division in collaboration with Regional and Park staff. The Superintendent and the Regional Director are responsible for the preparation of the Statement of Management Objectives.

Approvals

The Purpose and Objective Statement for a National Park will be approved by the A.D.M., Regional Director and the Superintendent.

TERMS OF REFERENCE
FOR PLANNING PROGRAM

Purpose and Content

To ensure that the park management planning activity will result in decisions and actions that satisfy the Purpose and Objective Statement for a National Park, a comprehensive Terms of Reference for planning tasks is required. The Terms of Reference for Planning Program is a document approved by management that specifies and identifies:

- a) objectives and priority for planning program;
- b) nature of and time-frame for planning program;
- c) key management review and decision points;
- d) nature and level of data collection and research activities;
- e) level and type of public involvement;
- f) financial guidelines for possible developments;
- g) Planning Project Manager, composition of planning team, responsibility and authorities;
- h) resources available to carry out planning program;
- i) environmental assessment requirements;
- j) policies, program context, thrusts, initiatives and priorities.

Once formulated, the Terms of Reference define the responsibility of the planning team to carry out the planning program and represent the formal commitment of management to the provision of the required resources. They are also management's mechanism for control of the planning program.

Roles and Responsibilities

The Regional Director and the Superintendent will initiate the formulation of the Terms of Reference for the Planning Program. Park and Regional staff will participate in the process as directed.

Approval

The Regional Director and the Superintendent will approve the Terms of Reference for the Planning Program.

DATA BASE AND ANALYSIS

Purpose and Content

A basis for sound park planning and management is good information. The assembly and analysis of a data base provide the information required for methodical and rational planning and management. The data base can be categorized under broad topics such as legislation and policies, national and regional relationships, regional socio-economic information, park resources and public uses, wants and needs. Within the context of such topics, information is required on natural and cultural resources, resource sensitivities, socio-economic characteristics of use and users, recreation capabilities, interpretive potentials, land use relationships, policies and park operations, and the results of public consultation.

A basic minimum level of resource inventory is required to describe the type and pattern of features which led to the establishment of the park. In addition, depending on the size of the park, resource information will be assembled to the appropriate scales that will enable the preparation of Park Management Plans. With the exception of the smallest parks, comprehensive resource information will be assembled up to the Land Systems or equivalent level of Biophysical Classification (1:125,000-1,250,000). For smaller parks, Area Concept Plans and more detailed site planning, more detailed information may be required. Whenever possible information will be assembled from existing sources, and new information will be obtained as required to attain the required data base.

A general analysis will serve to integrate the known biotic and abiotic components to best reflect at that point in time the ecosystem relationships in the park and the limitations and capabilities of the resource base to support National Park activities.

The analysis of data base may indicate the need for additions to, or refinement of, both the Objective Statement and the Terms of Reference for the Planning Program.

The basic inventory program and analysis, generally a two year activity, will be completed prior to, or overlapping with, the early stages of the park management planning program. In part, the attainment of this time frame is dependent on the availability of information from Systems Planning previously described, the scope of public participation and environmental impact assessment requirements specified in the Terms of Reference, and the nature of new information required to complete the data base.

It is recognized that negotiated commitments may require early development of facilities. At such times decisions will be made on the basis of the best information available.

Roles and Responsibilities

The data base will be established by the planning team identified for the project. Clearly, it will be derived in part from prior efforts by groups such as systems planning, legal services, and the senior program policy group. The analysis will be done by

relevant sections in the park and in the Regional office (e.g. resource conservation, visitor services, interpretation).

Approval

No management approval is required; adequacy of the data base will be confirmed by the planning team by assessing it in relation to the requirements specified in the Terms of Reference.

SYNTHESIS AND ALTERNATIVE PLAN CONCEPTS

Purpose and Content

Following the establishment of a data base, planning activity will focus on identifying strategies to meet the objectives set for the park and the planning program, in rational ways relative to the data base.

Methods will be employed which will allow comparisons to be made between different data elements (e.g. resource characteristics of an area, as compared to existing or potential public demands for use) and values will be placed on these different data elements. In such a fashion, the constraints and opportunities afforded by the park environment for meeting objectives will be identified. Potential impacts of various alternatives on the surrounding areas will also be assessed.

The combining of different and frequently diverse data (physical, cultural resource data, public wants, needs, uses, national and regional relationships, legislation and policies) can be summarized as synthesis, and could be accomplished by a variety of techniques including, but not limited to composite mapping, weighting of data, and matrix tabulations.

Upon arriving at a synthesis, plan concepts will be developed for protection of park resources, visitor use, and the type and character of public and private facilities necessary to support and administer activities. These plan concepts will be derived in such a way as to meet objectives and reflect the constraints and opportunities identified for the park.

The concepts will be comprehensive in terms of topics covered, but details provided will be only general as to the kind, type, location, and scale of proposals. The level of detail will be sufficient to resolve problems, make decisions and to demonstrate that the concepts are feasible within the Terms of Reference. Design details and standards, detailed management techniques or programs and interpretive program details will not be a part of these concepts. When possible, given the general nature of the alternatives, their broad consequences in terms of capital and operating expenses will be identified, to assist in final plan selection.

Roles and Responsibilities

The role of synthesis rests with the Project Manager in consultation and collaboration with the planning team. Similarly, the Project Manager prepares in consultation and collaboration with the planning team the alternative concepts to recommendation level. Conflicts or differences within the planning team should be resolved by the Project Manager. When they cannot be resolved, the Project Manager must seek resolution with the proper authority outside the team.

Approvals

The Superintendent, the Regional Director and the A.D.M. formally approve alternative concepts. This is a critical step since it expresses evaluations and values (i.e a level of decision making) within the range of which a final set of decisions will be arrived at for the park.

PARK MANAGEMENT PLAN

Purpose and Content

The Park Management Plan is a statement of management objectives and the means and strategies for achieving them, stated in a broad but comprehensive manner. The level of detail is confined to the definition of the type, character, locale of developments, and the provision of guidelines for resource management, interpretation and visitor use. It is not an end in itself; rather it constitutes a framework within which subsequent management, implementation and detailed planning will take place. The plan is a result of selections from alternatives previously conceived and evaluated and represents the many decisions made by management during the planning process.

It must include documentation of the national park purpose and management objectives, the data, analyses, and syntheses leading to the actual plan, and the plan components themselves. Zoning, one of the major results of the process, is a vital component of the plan. It depicts on a map the different type of management areas of a park for the use of management and visitors alike. Changes to zoning require a review of the plan and public involvement. A zoning plan will also be a part of the Plan Summary document which will be signed by the Minister. Further, a broadly defined set of implementation procedures and requirements, including phasing in terms of land use relationships, identifiable park priorities and subsequent planning activities will form a part of the Park Management Plan. Broad capital and operating estimates, indicating the order of magnitude, will not be included in the plan, however, they will be provided separately for information purposes when the plan is submitted for final approval.

In addition, the plan must identify and address the concerns of those segments of the public who will be affected by, or will affect, the management of the park.

The level of detail of the plan components will be general; not detailed to an immediate 'pre-design' or 'design' stage in terms of scale, siting and standards. That is, the judgements and activities of professionals, such as Superintendents, resource management planners, interpreters, landscape architects and engineers will not be constrained beyond a general guideline level.

Although general in the level of detail, the plan does require a thorough and systematic process of objective setting, data assembly, analysis, and synthesis. It must also be comprehensive in terms of topics covered, the total park area, and the array of rationale to support actual plan strategies put forward. Thus the plan will define comprehensively but generally the variety, type, location and scale of land uses and related developments (roads, trails, campgrounds, zones, etc.). However, only the general framework for resource management, interpretation and visitor services, and their requirements, will be included in the plan. More detailed planning, implementation steps or activities lie outside the park management planning process, but are tied logically to it as illustrated in Figure 1.

Ideally, the park management planning process will be completed in a maximum period of 3 calendar years, with about two years allowed for resource inventory and analysis, and two years for planning with one year overlap. It is recognized that this is not always achievable for reasons previously discussed under the Data Base and Analysis section, but also because of possible changes in program priorities, available resources, etc. The plan is regarded as a public docu-

ment and will be available to the public upon request. The Plan Summary, produced in both official languages, will be used for general distribution.

Roles and Responsibilities

The responsibility for recommending to the Superintendent a plan selected from the alternatives is that of the Project Manager.

Approvals

The recommended plan requires the approval of the Minister. The Park Management Plan is the basic reference and statement of program policy for a park. Therefore, it is to have the highest level of commitment and approval possible in the program. The Superintendent, Regional Director and A.D.M. must approve the plan prior to the approval by the Minister.

The approval of the plan does not represent the commitment of funds for implementation. The 5 year forecast, based on phasing and priorities in the plan, will identify the funding required for implementation in terms of subsequent planning, research and development.

AREA PLAN CONCEPTS

Purpose and Content

Area Plan Concepts are an optional product in the overall process. Following confirmation of a plan for the park, the issues and strategies identified may be sufficiently complex in certain areas within the park, that the five step management planning process needs to be reapplied at a smaller geographic level. The Area Plan Concepts would result from a stepwise progression exactly like the park management planning process. The level of detail would remain general, but objectives on the use/preservation spectrum would be refined for the area in question, and analyses, synthesis and plan proposals would be developed accordingly.

Area Plan Concepts are distinctly different from "Area Development Plans", in that they are not limited to development but deal with preservation objectives as well. Further, they are not of design level of detail and do not replace the need for Site and Area Development Plans and designs, prepared by appropriate professionals such as landscape architects, architects and engineers. They can be most simply thought of as a reapplication of the management plan process to a part of the park.

Roles and Responsibilities

Area Plan Concepts would be developed within the framework of an approved Park Management Plan as requirements are identified by the Superintendent, Regional Director, and Project Manager. The planning divisions in Regions would be responsible for producing these as required, usually employing a team approach.

Approvals

The Superintendent and Regional Director approve Area
Plan Concepts.

DEVELOPMENT/SITE/FACILITY PLANS

Purpose and Content

Development/Site/Facility Plans form part of implementation and represent the step immediately following approval of the Park Management Plan (or Area Concept Plan where it exists). They will be prepared concurrently with those Sub-Activity Plans required and represent the stage at which responsibility for planning passes from the Project Manager to Engineering and Architecture. Although the Project Manager could remain involved as a member of the planning/site/design team, he will no longer take a lead role.

Products at this level are:

- a) Area Development Plan;
 - b) Corridor Development Plans;
 - c) Pre-design briefs;
 - d) Site Development Plans;
 - e) Engineering and Architecture Plans;
 - f) Specifications;
 - g) Cost estimates.
- } Detailed design

The purpose of these products is to specify the requirements with respect to capacity, site, detailed location, scale, standards and accurate costing of facilities and developments. Townsite plans are considered a special form of these plans. Because of their major policy and capital development implications, they require the approval of the A.D.M., as well as that of the Superintendent and Regional Director.

Roles and Responsibilities

The Regional Manager of Engineering and Architecture is responsible for functional direction in the

preparation of these products. The amount of detail required from the Park Management Plan/Area Plan Concepts must be sufficient to give Engineering and Architecture an adequate starting point but not so detailed as to assume their responsibilities.

Approvals

Approvals would be required by the Superintendent and the Regional Director for (a), (b) and (c). At the conclusion of detailed design (d, e, f, & g) the Regional Manager of Engineering and Architecture will approve the design from a technical standpoint with overall responsibility for approval resting with the Superintendent and the Regional Director.

SUB-ACTIVITY PLANS

Purpose and Content

Sub-activity plans provide for another level of achievement of the overall park goals and objectives set out in the Park Management Plan. Sub-activity plans should describe in detail procedures, program requirements and practices necessary to meet sub-activity goals and requirements. They may deal with an area, problem or program, in conjunction with area concept planning or separately and contain sub-objectives, problem identification, analysis, methods, and strategies for implementation. Where developments are identified as part of these plans, more detail will be offered than in the Park Management Plan. However, design details will be provided by Engineering and Architecture. This interrelationship between sub-activity planning and Development, Site and Facility planning is shown in Figure 1.

Typical sub-activity plans that may follow upon a Park Management Plan include Natural Resource Management Plans, Interpretation Plans and Visitor Services Plans.

Roles and Responsibilities

It is the responsibility of each sub-activity (resource conservation, visitor services, interpretation) to develop specific program goals and objectives required to achieve their part of a Park Management Plan and to develop sub-activity plans as required. All sub-activity plans must be prepared in consultation with

other responsibilities that may be affected (e.g. Engineering and Architecture and Regional Planning Division). Programming and Development activities and plans must also be consulted to ensure that all interrelated functions are properly phased and co-ordinated.

Approvals

Sub-activity plans require the approval of the Superintendent and the Regional Director.

EVALUATION AND MONITORING

Purpose and Content

There is a need for an ongoing, at least annual, monitoring of the Park Management Plan and the subsequent implementation activities related to it, including area concept planning and sub-activity planning to ensure that they are in line with stated objectives. This requirement arises from the dynamics of the real park situation (its natural environment, uses, availability of program funds, etc.) and the information descriptions, analyses, etc., upon which the Park Management Plan is based. This can be achieved through the annual program forecast and operations review when applicable.

A formal review of the Park Management Plan would take place every 5 years.

Roles and Responsibilities

Responsibility for evaluation and monitoring on an annual basis is that of the Superintendent. To carry out the formal 5 year review, a small, efficient committee should be set up, reporting to the Regional Director. This committee would consist of the Superintendent, Regional Chiefs of Planning, Programming, Visitor Services, Interpretation, Resource Conservation and the Regional Manager of Engineering and Architecture. They would act jointly, or in some smaller group, to carry out the formal review as a basis for recommendation to the Regional Director.

Approvals

Reviews and new product approvals will be required at all points including and following that at which change is proposed. For example, if it is proposed to change park management objectives, not only would this require a new A.D.M. approval, but the effects of the change through the entire balance of the process would require tracing and approval.

NATIONAL PARK PROGRAMS/OPERATIONS

The National Park planning process in terms of all its activities and products is not an end in itself but is a series of services aimed at contributing to a more effective management approach to National Park programs and operations which precede, continue during and following the planning process.

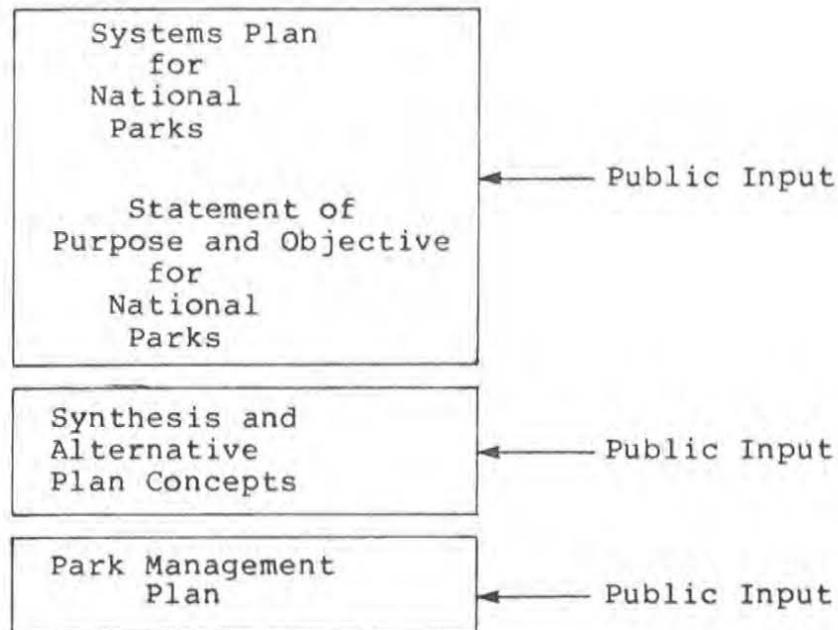
Figure 2 SUMMARY OF ROLES AND RESPONSIBILITIES

	<u>Responsibility</u>	<u>Input</u>	<u>Approvals</u>
Systems Plan for National Parks	Director, National Parks	Park System Planning, Corporate program, SERD, Publics, Regional Planning and Operational Divisions	A.D.M., Director of National Parks Branch
Corporate Program Plans	A.D.M.	P.M.C., Senior Policy Advisor	A.D.M.
Regional Program Plans	Regional Director	Corporate program, P.M.C., Park System Planning, Regional Section Heads, Assistant Regional Directors	Regional Director, Director General
Statement of Purpose and Objective for the National Park	Park System Planning, Superintendent Regional Director	Regional staff, e.g. Resource Conservation, Interpretation, SERD, Park staff, Publics, Regional Planning Division	A.D.M., Regional Director, Superintendent
Terms of Reference for Planning Program	Regional Director, Superintendent	Regional Staff	Regional Director, Superintendent
Data Base and Analysis	Planning Team	Planning team and Resource Conservation, Interpretation, SERD, Park staff, Visitor Services	No management approval required; data base confirmed by planning team
Synthesis and Alternative Plan Concepts	Regional Planning Division	Planning team, E&A, Publics	A.D.M., Regional Director, Superintendent
Park Management Plan	Regional Planning Division	Planning team, E&A, Publics	Minister, A.D.M., Regional Director, Superintendent

Evaluation and Monitoring	by Committee e.g. Section Heads	Sections e.g. Program Planning	Regional Director
Area Plan Concepts	Regional Planning Division	Planning team E&A, Resource Conservation, Interpretation, Visitor Services	Regional Director, Superintendent
Sub-Activity Plans	Regional Sub-activity Chiefs, Park staff	Planning team e.g. E&A, Regional Planning Division	Superintendent, Regional Director
Development, Site, Facility Plans	E&A	Programming, Sub-activities, Regional Planning Division Park staff	Regional Director, Superintendent, Regional Manager of E&A.
National Park Program-Operation	Superintendent	Headquarters, Regional office, Park staff	Not applicable

2.3 Public Consultation

It is Parks Canada policy to provide for public participation at national, regional and local levels in the development of plans. The minimal points at which a form of public input should be provided for are as follows:



This is an indication of minimal commitment but "publics" could be involved in all product steps illustrated in the National Park Planning process diagram. The extent, manner and responsibility for public involvement will be specified in the Terms of Reference.

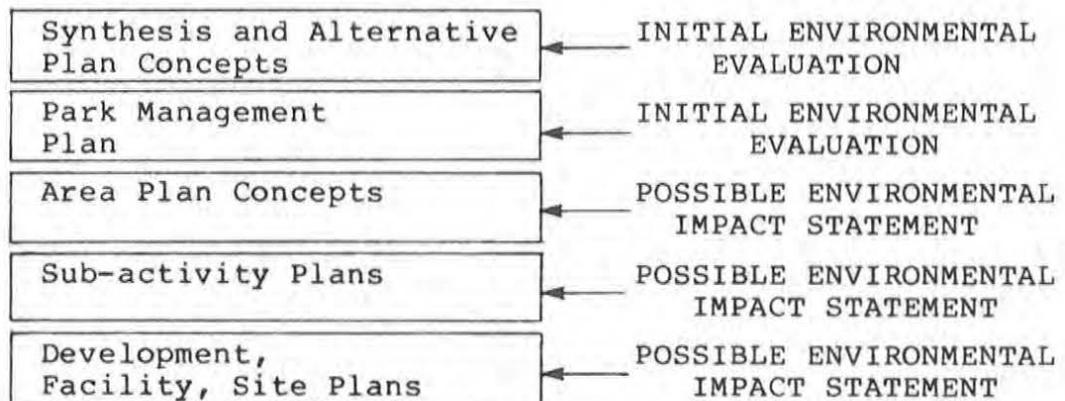
2.4 Environmental Assessment and Review Process

The Environmental Assessment and Review Process (EARP) was established by decision of Cabinet on December 20, 1973. Subsequently procedures were established that

apply to all federal departments and agencies for projects or groups of projects initiated by the federal government, where federal funds are solicited, or where federal property is involved. The procedures apply to plans, programs and activities as well as capital projects. Consequently Park Management Plans, Resource Management Plans, Interpretive Plans, etc., should be subjected to an environmental assessment and review process, as defined in the EARP Guide.

If "Significant Effects" should be identified, the rest of the EARP procedure should be carried out. If effects are not fully known, an Initial Environmental Evaluation should be prepared with the knowledge that Environmental Impact Assessment could be required at the next stage of the process. Sub-activity plans and Development Plans must also adhere to the EARP to the extent that an "Environmental Impact Statement" be prepared and publicly reviewed if "Significant Effects" are identified.

The following illustrates the stages of the planning process at which environmental assessment will be undertaken. Regional Resource Conservation will be responsible for co-ordinating the EARP process.



2.5 Interim Management Guidelines

Interim Management Guidelines are necessary, but they are not a constituent part of the park management planning process. They do not replace the need for the application of the full park management process in all national parks.

Interim Management Guidelines will be developed for parks that do not have an immediate prospect of a Park Management Plan. They will be based on clearly defined park objectives and their tone will be essentially restrictive regarding development pressures and initiatives. Interim Management Guidelines are operational in character and do not require a systematic synthesis and formulation of alternatives based on an evenly developed data base. They should be produced relatively quickly (one calendar year or less) and, it should be the responsibility of the Superintendent to produce them in consultation with Resource Management specialists.

Annual review of Interim Management Guidelines should be conducted by the Superintendent and they should be approved by the Regional Director. The planning process described could be applied as a possible guide to the preparation of Interim Management Guidelines, in various degrees and in a shorter timeframe.

3. FORM AND CONTENT OF THE PARK MANAGEMENT PLAN

A level of uniformity in plan format and content is regarded as necessary to facilitate plan production, plan review and approval, and to foster greater public acceptance of plan presentations. Consequently the following specifications are described:

a) Form of Park Management Plan

- The form of the plan will be 8 1/2" x 11" or its metric equivalent;
- The plan will be bound by means which permit easy revisions and update;
- Maps and illustrations will conform to page size, and if this is not practical, they will be of the fold-out type or will be placed in a pocket inside the back cover.

b) Content of Park Management Plan

Typically the plan will include the following major headings:

- Approval Statement
- Acknowledgements
- Table of Contents

- I Introduction
 - Statement of Park Purpose
 - Statement of Park Management Objectives
 - Brief Background to the Park Management Plan
 - Purpose of the Park Management Plan

- II Plan Highlights

- III Park Management Plan

Zoning

Resource Conservation and Management

Information/Interpretation/Extension

Visitor Use and Services

Administration

Facility Appearance Guidelines

Strategy for Implementation

General Programming and Phasing Proposals

Operational and Maintenance Implications

Research and Sub-activity Planning Requirements

- IV Initial Environmental Evaluation

- Appendices - examples

Terms of Reference for the Planning Program

Legislation

Policy

Regional Context and Implications

Ecological Resources

Cultural Resources

History

Analyses of Park Resources

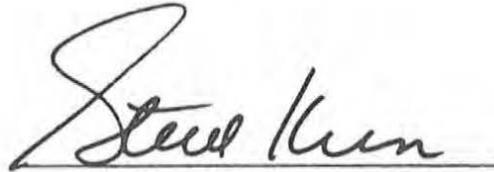
Public Participation Program

User Potential Assessment

Park Management Plans should conform with the requirements set out in PRM 40-5 entitled "Parks Canada Identification Manual" for the identification of federal insignia and Parks Canada logo on report covers.

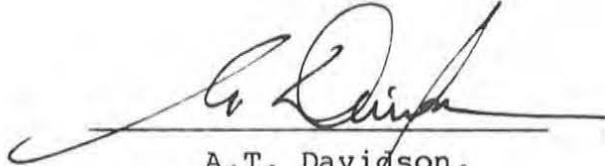
A Plan Summary for public information, signed by the Minister, will be provided.

Recommended by

A handwritten signature in cursive script, appearing to read "S.F. Kun", written over a horizontal line.

S.F. Kun,
Director,
National Parks Branch.

Approved by

A handwritten signature in cursive script, appearing to read "A.T. Davidson", written over a horizontal line.

A.T. Davidson,
Assistant Deputy
Minister.