

# **Parks Canada Agency**

**2004-2005 Estimates**

**A Report on Plans and Priorities**

**Approved**

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**Minister of the Environment**

## Message from the Minister

More and more, Canadians from all over the country are marvelling at our nation's breathtaking natural heritage and appreciating the wide diversity of our culture, both of which help to make Canada a truly unique place in the world. From one end of our vast land to the other, we celebrate our identity as Canadians with pride and with hope for the future.

By safeguarding the rich history of our cultural mosaic and the ecological health of our protected natural areas, Parks Canada plays an active and major role in preserving and presenting our common identity. Since the Government of Canada established the world's first Parks service in 1911, the Agency has acted with vigilance, both as a sentinel and as the nation's conscience, in protecting these priceless treasures, which are places of incredible beauty and great historical importance.

Thanks to the efforts of the Parks Canada Agency and several other stakeholders, Canadians can better appreciate and enjoy our historic sites and natural heritage. Moreover, they recognize that these areas are essential to their health, to the vitality of our economy, to our understanding of the nation and to the quality of life we find here.

The numerous initiatives undertaken by Parks Canada on behalf of the Canadian people help to connect the roots of our past to the promises of our future and Canadians to each other.

I would hope that this report will meet with the approval of those whom the Agency seeks to serve better, stimulate their increased participation and contribute to fostering in them and all Canadians a better sense of identity and belonging.

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Stéphane Dion  
Minister of the Environment

## **Management Representation**

This document has been prepared based on the reporting principles and disclosure requirements contained in the Guide to the preparation of the 2004-2005 Report on Plans and Priorities:

- It accurately portrays the organization's plans and priorities.
- The planned spending information in this document is consistent with the directions provided in the Minister of Finance's Budget and by Treasury Board Secretariat.
- It is comprehensive and accurate.
- It is based on sound underlying corporate information and management systems.

The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.

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Alan Latourelle  
Chief Executive Officer  
Parks Canada

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Date

# Parks Canada Charter

## OUR MANDATE

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

## OUR ROLE

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

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

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

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

## OUR COMMITMENTS

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

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

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

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



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<sup>1</sup> This document, and other Parks Canada documents referred to in this plan are accessible on the Parks Canada Web site at [www.pc.gc.ca](http://www.pc.gc.ca) under Library.

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# **Message from the Chief Executive Officer**

## **The Basic Issue — Sharing the Passion, Sharing the Leadership**

Since Canada established the first national parks service in the world, national parks have played an important role in the life of our country and in the lives of individual Canadians. National parks are part of what we represent as a country and what we stand for as citizens. The Rockies or Nahanni National Park Reserve are not just treasured by Canadians as gifts. They are world heritage sites, symbols of Canada to the world.

Of equal importance, Canada's national historic sites mark the vital achievements, triumphs and tragedies in our history as a country. Those historic sites also define what we are and who we are. They chronicle the human determination and ingenuity which have shaped our nation.

On behalf of Canadians and in partnership with them, Parks Canada's responsibility has been to care for those priceless national parks and national historic sites. Less than two years ago, Members of Parliament passed legislation expanding Parks Canada's mandate by adding the responsibility to move forward on the creation of a new system of national marine conservation areas that is representative of the Pacific, Arctic and Atlantic oceans and the Great Lakes.

The new legislation states that the marine conservation areas will be "for the purpose of protecting and preserving representative marine areas for the benefit, education and enjoyment of the people of Canada and the world." That wording echoes the words Parliament used some years ago in confirming the role of national parks: "The national parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment" and "the parks shall be maintained and made use of so as to leave them unimpaired for future generations."

Parks Canada will only be successful in safeguarding these national treasures for future generations if we are successful in fully engaging Canadians and have more and more Canadians share the passion and commitment to protecting and presenting Canada's natural and cultural heritage.

We all want our grandchildren and great-grandchildren to have the same national park and national historic site experience as most of us had growing up. That cannot be accomplished by Parks Canada alone. It cannot be done without a firm commitment by all Canadians to protecting the ecological integrity of our national parks and the commemorative integrity of our national historic sites. We need to reach out far more to find the means to protect the ecological health of our parks while simultaneously ensuring that all Canadians from all parts of the country and all backgrounds feel they reap the "benefit, education and enjoyment" of a visit to a national park or a national historic site. All Canadians should feel that our heritage areas are part of their birthright.

We must diligently pursue ecological integrity of national parks, sustainable use of marine areas and commemorative integrity of national historic sites so we can live up to the responsibility that

we have to future generations, it is our legacy to them. We will do so by building passion and commitment through first-hand, real life learning experiences. Take a child for a hike in a national park and make her an instant advocate for parks and environmental stewardship. People protect what they value and a wilderness experience builds far more passion than reading a book about the wilderness.

Standing in a place where millions of immigrants first set foot in Canada or visiting a Viking settlement or an old fort where great battles in our history were fought can bring to life an enduring commitment to protect our country's historic sites and, indeed, a stronger sense of pride of Canada.

At Parks Canada, our objective over the next decade is to ensure that Parks Canada programs are representative of Canada and relevant to all Canadians.

To achieve this objective and protect and present our national treasures, we will strive to move beyond consultation of Canadians to involvement of Canadians as full partners in the development of the vision and the management of each of our existing national parks and national historic sites, and the establishment of all new national heritage areas. While simple in concept, this will create real challenges. If Parks Canada is to truly engage Canadians, we will need to share the leadership. That means creating an organizational culture that fully embraces internal and external engagement and dialogue, and allows all thoughtful views to be expressed and to be heard with open minds. This also means ensuring that, as we involve more and more Canadians in decision-making, these decisions are guided by objective and impartial scientific, community and traditional knowledge.

As Parks Canada seeks to have its thinking and actions representative of the country and relevant to its people, we must actively strive to develop and broaden effective and respectful partnerships with more and more Canadians and groups of Canadians. This needs to go beyond developing strong bilateral relationships. We need to move towards broad partnerships where the widest range of interests is sitting down at the same table and working together.

The Government of Canada has mandated Parks Canada to move towards the creation of ten new national parks and five new national marine conservation areas over the next five years. That's neither feasible nor wise without involving a wide range of people from the outset.

We have started to take the steps required to turn this vital objective into reality. As I write this, we are very close to formalizing a new national marine conservation area which will cover a vast area of Lake Superior, potentially the world's largest freshwater marine protected area.

That is going to be possible because local cities, towns and villages were engaged from the outset. Members of Parliament, the provincial government, Aboriginal peoples, tourism operators, environmentalists, academics, fishing fleets, and a large cross-section of citizens were involved. This team approach is leading to an extraordinary accomplishment and has brought a sense of shared stewardship for the potential national marine conservation area.



Parks Canada must make it an overarching priority to engage and involve Canadians, and we need to do so with an understanding of how Canada and Canadians are changing. Despite our love of wide-open spaces, Canada is now one of the most urbanized countries in the world. Also, the number of visible minorities in Canada has quadrupled in the past two decades. How do we provide meaningful parks and heritage learning experiences for those new Canadians?

In 1966, the median age of Canadians was 25.4; thirty-five years later, the median age had reached 37.6, while life expectancy continues to grow. How do we need to change campground or other visitor services to meet the expectations of a rapidly rising number of seniors while achieving our protection objectives?

We also need to recognize the important economic contribution made by heritage areas. Almost one-quarter of Canadians visited a national park last year and 2.5 million visited a national historic site, contributing more than \$1.2 billion into Canada's Gross Domestic Product. Heritage places are often the main economic driver in many rural and isolated communities in particular. We need to work in partnership with these local communities to develop regional protection strategies while ensuring sustainable tourism.

From a Parks Canada operating perspective, we manage assets of over \$7 billion – ranging from canal locks to buildings to exhibits to monuments. As described by the Auditor General in her most recent report to Parliament, only 30% of those assets are in good condition. We will be developing a long term strategy to deal effectively with this challenge.

The Parks Canada Agency team is composed of extremely dedicated and professional individuals. The fact is, however, that Parks Canada must become more reflective of the diversity of the Canadian population. Canadians have to see themselves reflected in our organization. We have made significant progress over the past few years with respect to the role of Aboriginal peoples in Parks Canada. As of today, 8% of our workforce and 12% of our executives are Aboriginal peoples. We need to achieve comparable results for visible minority Canadians and Canadians with disabilities. We are certainly not there yet. When I was a child, I saw the drive to include Francophone Canadians like me in the public service. That lesson remains with me as others seek to take their rightful place. There is no excuse for failure to take strong action.

### **The Decade Ahead – Fundamental Challenges and Opportunities**

The work before Parks Canada and our partners is significant and serious. It is about our obligation to future generations.

#### *New Natural and Cultural Heritage Areas*

Expansion of the system of national parks and establishment of the new system of national marine conservation areas will require considerable good will and a willingness to put the overall interest ahead of our own particular interests, no matter how valid those interests may be. As Canadians, we still have an opportunity to protect representative areas of our great country.

However, we need to act in the next decade, as these opportunities may be lost forever. We owe it to our great-grandchildren to demonstrate leadership and to protect the natural and cultural heritage of our country such as establishing the first national park in Labrador.

Expansion of our national historic sites system will be guided by greater recognition of the accomplishments of women, Aboriginal peoples, and ethnocultural communities and individuals. In just the past few months, a new outreach to multicultural organizations is helping to make strides forward but far more needs to be done over the coming decade.

### *Improving Ecological and Commemorative Integrity*

It is essential that the ecological health of our existing and new national parks be improved and that our cultural resources be protected in all national historic sites and in national parks and national marine conservation areas. That can be accomplished by making it possible for far more Canadians to have the opportunity to learn up-close the importance of natural and cultural history. It can also be accomplished by environmental leadership from our partners and Parks Canada.

With the involvement of an increasingly broad range of Canadians, we will develop a visionary and practical management plan for each heritage place to address the ecological or commemorative objective, the visitor experience objective and the public education objective. We will find means to assess and report on those objectives through a credible natural, cultural and social science program. We will involve our partners in determining which restoration projects are most important. Together, we will develop targeted heritage presentation and learning strategies; in fact, doing so is a critical component of our drive to improve ecological integrity and commemorative integrity.

### *Visitor Experience, Visitor Education*

Encouraging Canadians to have personal national parks or national historic sites experiences does not stop when visitors arrive at a national park or national historic site. The passion we hope to instill is also accomplished one-on-one onsite. It is important to learn that national parks are home to half of the endangered species in Canada. It is important to learn that Canada is home to 20% of the world's wilderness. It is important to learn about how national parks contribute to air quality and clean water. Improved education services will be a Parks Canada priority in the decade ahead. We will increase our investment in education services supplemented by partnerships with the tourism industry and non-governmental environmental organizations to achieve that end.

### *First Peoples Focus*

Another key priority in the next ten years must be an ever improving focus on First Peoples. The historic places of Aboriginal peoples go back ten thousand years in Canada. And frankly, we would be unable to establish and manage the majority of new national parks and many national

historic sites without the enthusiastic determination of Aboriginal peoples. Parks Canada will return that enthusiasm by working closely with Aboriginal peoples at the local, regional and national levels. I am confident that with the wise counsel of Elders and Chiefs across the country, we can continue on our journey of healing and learning to ensure that Aboriginal voices and stories become an inherent part of all Parks Canada programs.

### *Asset Conditions*

The most fundamental operational issue facing Parks Canada is also the least glamorous one. We need to develop a long term sustainable strategy for ensuring the well-being of the assets with which we are entrusted by Canadians. We are engaged in expenditure review along with the rest of the federal government. We are also looking at the advice provided by the biennial Minister's Round Table on Parks Canada in which a diverse range of Canadians urged Parks Canada to act to protect the key assets first.

Everyone at Parks Canada understands that we cannot risk losing the history of Canada, we cannot fail to protect our amazing natural blessings. We will conduct a review of all assets and determine which are critical to providing services to Canadians – while keeping in mind the need to fund new facilities which meet the needs of an evolving population. We will look hard – with a wide diversity of partners – at a revised fee strategy where any potential fee increases would be completely reinvested in upgrading Parks Canada facilities. We will also seek and listen to Canadians' opinions on developing all possible Parks Canada funding options.

### *Historic Places Initiative*

Canada's historic places can be buildings, battlefields, shipwrecks, parks, sacred Aboriginal sites, bridges, homes, grave sites, railway stations, entire urban districts, ruins, schools, canals, courthouses, theatres or markets. The stark reality is that over the last generation, Canada has lost 20% of that historic fabric. That is why the Government of Canada launched a comprehensive series of consultations on the best means to preserve and celebrate the country's historic places. There has been a tremendous sense of cooperation and good will from the provinces and territories, municipalities, Aboriginal peoples, Members of Parliament, other elected officials, heritage experts and volunteers, archaeologists, planners and a host of other Canadians.

Out of the consultations has arisen a broad-based strategy – the Historic Places Initiative. This is the most important conservation undertaking in Canada's history. On behalf of the federal government, Parks Canada will continue to work with the provinces and territories, the Federation of Canadian Municipalities, the Heritage Canada Foundation and all our other partners to develop the tools and programs to help all Canadians to protect our country's historic places. There is already significant cooperative progress on the development of an online Canadian Register of Historic Places. The Register will make information easily available on some 20,000 historic places. We have also achieved major steps forward in the development of Canadian Conservation Standards and Guidelines, more in-depth consultations with Aboriginal communities, and a 'heritage first' mindset across federal departments and agencies. Fulfilling

the objectives of the Historic Places Initiative will require years of collective dedication as Canadians act together to honour and safeguard the historic places that have defined our country's destiny and forged our Canadian identity.

*Parks Canada's People*

I am grateful to be part of a team that plays an important part in protecting and presenting the wonders of a country that is home to one-quarter of the earth's total wetlands and boreal forests, the world's longest coastline, 9% of the globe's freshwater, and a nation whose history is woven by women and men of more than 200 ethnic backgrounds, the first officially multi-cultural country in the world. There is no doubt, however, that the greatest pleasure flows from the personal and collective energy and vibrancy of the people who work at Parks Canada.

In the past few years, the Parks Canada team has faced major legislative, regulatory, environmental and administrative changes. The team has performed with distinction. I am deeply grateful for the way Parks Canada's employees have embraced the ongoing need for change and innovation.

In this plan, my first after a full year as CEO, I am calling on everyone at Parks Canada to rededicate ourselves to vigorous expansion of engagement and involvement with Canadians, from elected officials to volunteers. If past experience is prologue to the future, I know we will succeed.

Many of Parks Canada's most excitingly enthusiastic, passionate and professional people will be retiring over the next few years. As we seek to build a team that is reflective and representative of the new Canada, I hope we can draw on the inspiration of those Canadians who have shown an all-encompassing competence, professionalism, and love of the spaces and places and history that define Canada.

I would like to conclude with a challenge. Whether you are a Parks Canada employee, a business owner operating in or near a heritage area, a member of a non-governmental organization or an interested Canadian, I ask you to consider the objectives of Parks Canada and to become involved in our journey. In sharing our passion and the power of our ideas, we can continue to demonstrate international leadership in protected areas management and ensure that we leave these national treasures in a better state for future generations.

Alan Latourelle  
Chief Executive Officer  
Parks Canada Agency

# Chapter 1: Planning Overview

This chapter will illustrate the work that Parks Canada does to fulfil its mandate. There is a summary of the Agency's legislative base, organizational structure, budget, key programs, important partnerships, operating environment and major challenges, planning model and Agency-wide objectives. The following chapters detail how Parks Canada will build on its current work and seek to meet those objectives.

## KEY PARKS CANADA LEGISLATION

In 1998, Parliament passed the *Parks Canada Agency Act*, removing Parks Canada as a program of the Department of Canadian Heritage and establishing it as separate Government of Canada agency. In 2000, Parliament passed the *Canada National Parks Act* which modernizes Parks Canada's historic role and establishes ecological integrity as the first priority. The *Canada National Marine Conservation Areas Act* of 2002 calls for the creation of a system of marine conservation areas representative of the country's oceanic and Great Lakes waters.

## ORGANIZATIONAL STRUCTURE

In December 2003, the Prime Minister named the Minister of the Environment as responsible for the overall direction of Parks Canada and accountable to Parliament for the Agency. This responsibility and accountability previously rested with the Minister of Canadian Heritage.

### Organization Chart



Parks Canada's Executive Board, comprised of the Chief Executive Officer and other senior managers depicted in the Organization Chart, set the priorities for the organization. The Chief Executive Officer reports directly to the Minister of the Environment.

Program delivery, including on-site services to visitors, is the responsibility of Parks Canada's 32 field units. Field units are groupings of national parks, national historic sites and national marine conservation areas. There are four service centres, which support the organization in a variety of professional and technical disciplines, such as biology and history.

## **NATIONAL PROGRAMS**

Canada's first national park – Banff – was established in 1885. In 1912, Canada created the first national parks service in the world. Today, Parks Canada manages three major programs: national parks, national historic sites and national marine conservation areas. As of this year, Parks Canada also manages the federal role in the important Historic Places Initiative. Parks Canada is further responsible for direction or coordination of programs related to the grave sites of former Prime Ministers, federal heritage buildings, heritage railway stations, heritage rivers, federal archaeology, and the UNESCO's Man and the Biosphere.

## **INTERNATIONAL OBLIGATIONS**

Parks Canada leads implementation of Canada's obligations related to the World Heritage Convention, the protected areas elements of the Convention on Biological Diversity, and other international heritage conservation agreements. With respect to the World Heritage Convention, Parks Canada is working with other levels of government, Aboriginal representatives and other organizations to determine possible future Canadian World Heritage Sites, and to prepare the first ever report setting out the status of and challenges related to the thirteen existing Canadian World Heritage Sites.

## **PARKS CANADA PARTNERS**

The *Parks Canada Agency Act* requires that the Minister convene, at least every two years, a round table of persons interested in matters for which the Agency is responsible. The Minister's Round Table on Parks Canada brings together a wide range of people who are passionate about Canada's protected heritage areas. The Round Table is a unique opportunity for the Agency to hear how it can strengthen its priorities and their implementation. The Minister is obliged to prepare a full public report on actions taken in response to round table recommendations. The next meeting will be held no later than March, 2005.

As outlined in the Message from the Chief Executive Officer, Parks Canada is moving beyond consultation with the Round Table every two years towards involvement of a broad cross-section of Canadians as full partners in the vision and management of all existing and new national parks, national historic sites and national marine conservation areas. Canadians are passionate about their natural and cultural heritage. Parks Canada is actively expanding its partnerships and outreach because such an approach is both desired by Parliamentarians and the public and is also the most effective way for Parks Canada to meet its mandate. Parks Canada will only be successful in safeguarding Canada's national treasures for future generations if it is successful in engaging more and more Canadians in valuing, experiencing, protecting and presenting those treasures. This Plan is entirely premised on an understanding that Parks Canada must be willing to share leadership if it is to succeed in the full mandate dictated by Parliament. The strategies detailed throughout the Plan are, therefore, subject to improvement following advice from an ever expanding number of partners.

## AGENCY BUDGET

Over the planning period the Parks Canada budget is forecast as:

Planned Spending and Full Time Equivalents (FTE) (\$ thousands)

Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
\$519,112*	<b>\$469,538</b>	\$485,442	\$506,459	\$501,459	\$492,459
4,000 FTE	<b>4,020 FTE</b>	4,040 FTE	4,040 FTE	4,040 FTE	4,040 FTE

\*Reflects the best forecast of total net planned spending to the end of the fiscal year.

## OPERATING ENVIRONMENT

Parks Canada delivers its programs and services in a complex and ever changing environment. To keep pace with the expectations of its visitors and retain stakeholder confidence, the Agency must clearly identify the risks and challenges it faces and address them by organizing its priorities and investments accordingly. This section summarizes the key aspects of Parks Canada's current operating environment.

### Parks Canada Challenges

- Protection of Heritage Areas
- Government Commitments
- Infrastructure Recapitalisation
- Building Strong Aboriginal Relations
- Increasing Public Support
- Addressing Changing Demographics
- Tourism Market Pressures

**1. Protection of Heritage Areas.** In the past decade, the State of Protected Heritage Areas reports have highlighted the stressors affecting the ecological health of many national parks. The Panel on the Ecological Integrity of Canada's National Parks in March 2000 confirmed the progressive loss of native biodiversity and habitat and highlighted the threats such as invasive species to the parks ecosystems. Canadians have always recognized that the protection of the natural heritage in national parks is of primary importance. Immediate actions such as monitoring and reporting the state of health of parks, along with a long-term science strategy are required to meet the daunting challenge of maintaining and improving ecological integrity and to provide high quality visitor experience and public education for current and future generations.

As recognized by the Auditor General Canada's built heritage is threatened. 20% of heritage buildings in Canada have been lost in one generation and two-thirds of Parks Canada's cultural assets are in fair or poor condition. Once lost, these resources are irreplaceable. Parks Canada needs to carefully monitor the condition of the resources it manages. This information will be important in identifying critical requirements for managing these protected heritage areas, setting priorities for sustainable prevention strategies, and providing high quality visitor experience and public education for current and future generations.

**2. Government Commitments.** In October 2002, the Government of Canada announced an Action Plan to create ten new national parks and five new national marine conservation areas, and expand three existing national parks, by the end of 2008. The government has also announced new funding to maintain and improve the ecological integrity of Canada's existing national parks, as well as initiatives to support the protection of built heritage. Funding to complete a significant portion of the initiatives outlined in the announcements was provided in *Budget Plan 2003*. This new funding will drive a significant portion of the Parks Canada's agenda over the next three to five years:

- **National Parks.** Parks Canada has identified 39 terrestrial regions of Canada.



The goal of the Agency is to ensure that each of these regions is represented by at least one national park of Canada. The job of cooperatively planning, establishing park agreements, purchasing land and ensuring ongoing operations for ten new national parks will be a major undertaking for Parks Canada. An additional 100,000 square kilometres of wilderness and natural areas will become part of the national parks system. That will expand the size of the system by 50%. These new parks will have important economic benefits for rural, Aboriginal and northern communities.

- **National Marine Conservation Areas.** Parks Canada has identified 29 different Canadian marine regions. The Government's objective is to eventually establish a national marine conservation area in each one of those regions. The guiding principle for these new marine conservation areas is ecologically sustainable use. Currently selected areas will offer protection to an additional 15,000 square kilometres of marine areas, including potentially the largest freshwater protected area in the world.

When the new national parks and national marine conservation areas are established, the total amount of land and water protected by Parks Canada will be roughly 360,000 square kilometres.

- **Heritage Conservation Incentives.** *Budget Plan 2003* provided \$30 million over four years to establish and operate the Commercial Heritage Properties Incentive Fund. The program is an integral part of the Historic Places Initiative.
- **Ecological Integrity.** *Budget Plan 2003* provided \$75 million over five years and \$25 million in ongoing funding to improve the ecological health of Canada's 41 existing national parks. This funding comes as part of the Government's ongoing response to the recommendations of the blue ribbon Panel on the Ecological Integrity of Canada's National Parks. Parks Canada will make certain that it has in place the capacity, tools and partnerships required to accomplish this vital goal of ecological integrity. The Budget also provided close to \$30 million to Parks Canada for the corollary purpose of protecting species at risk.

**3. Infrastructure Recapitalization.** Parks Canada has contemporary and cultural assets worth approximately \$7 billion in its 41 national parks and 149 national historic sites. Many of Canada's national historic sites are under severe threat from age-related deterioration and other causes. Nearly two thirds of national park facilities across the country are in need of repair. Parks Canada is working internally and externally to develop the best service, pricing, funding and management initiatives to meet these major challenges. To address this challenge, Parks Canada is reviewing its service delivery. It is also proposing a new multi-year pricing strategy, and has obtained one-time government funding for some of the most urgent recapitalization requirements. The key challenge over this next planning period will be to identify those facilities and assets that will be phased out, and to

continue to work with the Government's Central Agencies to find an enduring long-term solution to preserve, restore and protect those which remain in the inventory. Unless a solution is found, the deterioration of cultural assets will lead to the closure of facilities, or the permanent loss of national treasures.

**4. Aboriginal Relations.** The establishment and preservation of a very large number of heritage areas is only possible thanks to active leadership and partnership from Aboriginal communities. This is appreciated on a daily basis by the people at Parks Canada but may not be widely appreciated by the wider population. As indicated repeatedly in this Plan, continuing to build strong and trusting relationships with Aboriginal communities is key to Parks Canada's success in achieving its mandate.

**5. Public Support.** Recent polling shows about one quarter of Canadians visited a national park in the past year, and 8% visited a national historic site. Past polling has underscored the strong support that exists among Canadians for national systems of protected natural and cultural areas. However, an Environics 2003 poll suggests that the importance Canadians place on national historic sites, relative to other national symbols, is not as high as it was in 2000. Many Canadians are unaware that Parks Canada is the steward of their nation's natural and cultural heritage, but those familiar with the Agency are of the view that it does an excellent job of protection. This underscores the need for Parks Canada to involve more and more Canadians in setting the vision and plans for Canada's national protected areas.

**6. Demographics.** Census data released in 2003 show that Canada is becoming more urban, and that immigration patterns are increasing ethnic diversity in its major cities. According to Statistics Canada, twenty years ago, there were 405,000 visible minority citizens in the Toronto census area; today, there are more than 1.7 million. Canada's per capita immigration rate is twice that of the United States. The average age of Canadians has also increased significantly over the past decades. Parks Canada needs both new and long time Canadians to view national parks and national historic sites as national treasures that need to be protected and as preferred destinations that meets their needs, expectations and interests for experiential learning.

**7. Tourism.** On average, people visit Canada's national parks, national historic sites and national marine conservation areas 26 million times each year. In economic terms, this contributes more than \$1.2 billion to Canada's gross domestic product and the equivalent of 38,000 full-time direct jobs. The worldwide tourism industry has suffered since September 11, 2001, due to economic conditions as well as public concerns about terrorism and travel safety. More recently, international fear of SARS, the increased value of the Canadian dollar, and the fires in western Canada have significantly affected Canada's tourism industry. Fortunately, positive economic indicators such as the rebounding U.S. economy, strong underlying consumer confidence and renewed business investment are pointing to optimistic forecasts for improved GDP growth in 2004. The tourism outlook is cautiously optimistic, with Parks Canada's Canada-wide tourism partners anticipating

a rebound over the coming years. During this next planning period, the challenge will be for Parks Canada to continue working with its tourism partners using sustainable tourism as the basis for success.

## **PLANNING MODEL**

This plan identifies strategic objectives over the five years covered by this Plan as outlined in the Strategic Planning Framework illustrated on page 14. There is also discussion of performance expectations which provide benchmarks for determining measurable results in meeting the long term objectives and five year plan. Perhaps most significantly, the following chapters put forward the strategies Parks Canada will pursue over the next one to five years to meet its ongoing performance expectations, the planned results of this Plan and the long term objectives. It needs to be reiterated that this Plan is subject to improvement by guidance by Parliamentarians and the Agency's collaborative work with our partners in the years ahead.

The following chapters set out how the agency will respond to the many challenges in its operational environment.

## Strategic Planning Framework

### Our Mandate

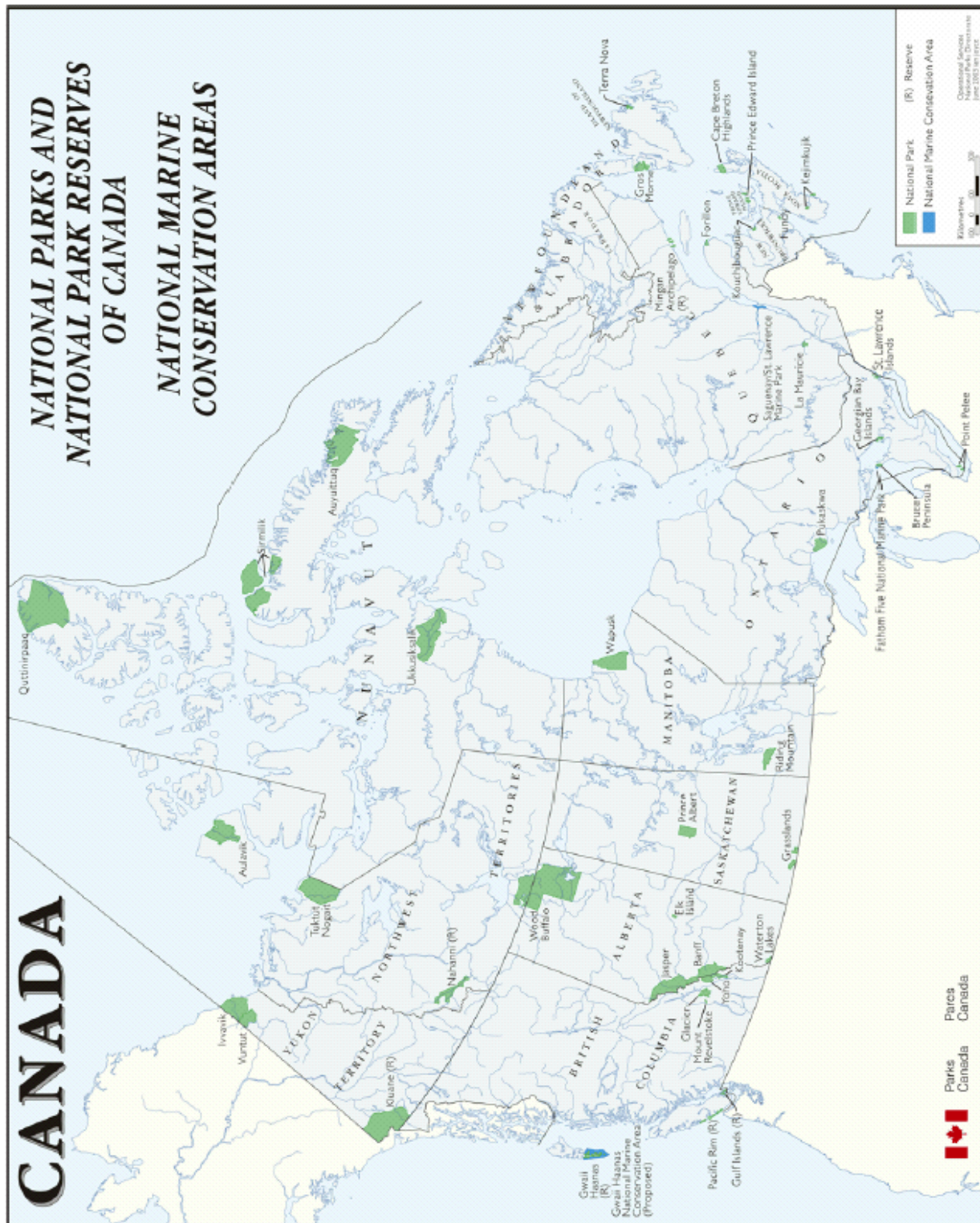
*On behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations.*

Business Line	I Stewardship of National Heritage Places			II Use and Enjoyment by Canadians			III Corporate Services	
	1. Establishment of National Heritage Places	2. Heritage Resource Protection	3. Heritage Presentation	4. Visitor Services	5. Town Sites	6. Through Highways	7. Management of Parks Canada	8. People Management
Strategic Objectives	To substantially complete the systems of national parks and significantly advance the system of national marine conservation areas in representing all of Canada's terrestrial and marine regions and to enhance the system of national historic sites which commemorate Canada's history.	Ensure better-functioning ecosystems, by ensuring the ecological integrity of national parks and the sustainability of national marine conservation areas; ensure the commemorative integrity of national historic sites so that resources of national significance are not threatened, messages of national significance are communicated, and other heritage values are respected; to manage cultural resources at national parks and at national historic sites in accordance with the principles of value, public benefit, understanding, respect and integrity.	To raise awareness, and foster understanding, enjoyment, and sense of ownership of, and strengthen emotional connections to Canada's national parks, national historic sites and national marine conservation areas.	To provide visitors with services to enable them to enjoy and appreciate heritage places.	Parks communities are effectively governed and efficiently administered as models of sustainability.	To maintain reliable, safe through-transit that minimizes ecological impact.	To maintain or improve management integrity, particularly focussing on effective decision making and results-based management.	To manage Human Resources so that a qualified Parks Canada workforce, representative of the Canadian population, works in a positive and enabling environment.

**Our Role:** *We are Guardians, Guides, Partners and Storytellers*

**Our Commitments:** *We Protect, Present, Celebrate and Serve*

# National Parks System Map



## National Historic Sites System Map



### National Historic Sites of Canada Administered by Parks Canada

#### *Newfoundland and Labrador*

1. Cape Spear
2. Signal Hill
3. Havelland Cottage
4. Castle Hill
5. Ryan Premises
6. L'Anse aux Meadows
7. Port au Choix
8. Red Bay
9. Hopedale Mission

#### *Nova Scotia*

10. Fortress of Louisbourg
11. Marconi
12. Grassy Island Fort
13. Canso Islands
14. St. Peter's Canal
15. St. Peter's
16. Alexander Graham Bell
17. Fort McNab
18. Georges Island
19. Halifax Citadel
20. Prince of Wales Tower
21. York Redoubt
22. Fort Edward
23. Grand-Pré
24. Kejimikujik
25. Fort Anne
26. Scots Fort
27. Port-Royal
28. Melancon Settlement

#### *Prince Edward Island*

29. Port-la-Joye-Fort Amherst
30. Ardgowan
31. Province House
32. Dalvay-by-the-Sea Hotel

#### *New Brunswick*

33. Fort Gasparcaux
34. Fort Beauséjour
35. La Cope Dry Dock
36. Monument Lefebvre
37. Boisdubert
38. Beaubears Island Shipbuilding
39. Carleton Martello Tower
40. St. Andrews Blockhouse

#### *Quebec*

41. Battle of the Restigouche
42. Pointe-au-Père Lighthouse
43. Grosse Île and the Irish Memorial
44. Lévis Forts
45. Saint-Louis Forts and Châteaux
46. Cartier-DeBeaufort
47. Fortifications of Quebec
48. Mailou House

#### *Quebec continued*

49. Quebec Garrison Club
50. Montmorency Park
51. Louis S. St. Laurent
52. Forges du Saint-Maurice
53. Saint-Ours Canal
54. Chambly Canal
55. Fort Chambly
56. Fort Lennox
57. The Fur Trade at Lachine
58. Lachine Canal
59. Louis-Joseph Papineau
60. Sir George-Étienne Cartier
61. Battle of the Châteauguay
62. Sainte-Anne-de-Bellevue Canal
63. Sir Wilfrid Laurier
64. Côteau-du-Lac
65. Carillon Barracks
66. Carillon Canal
67. Manoir Papineau
68. Fort Témiscamingue

#### *Ontario*

69. Glengarry Cairn
70. Sir John Johnson House
71. Inverarden House
72. Battle of the Windmill
73. Fort Wellington
74. Laurier House
75. Rideau Canal
76. Merrickville Blockhouse
77. Bellevue House
78. Murney Tower
79. Shoal Tower
80. Cathcart Tower
81. Fort Henry
82. Trent-Severn Waterway
83. Peterborough Lift Lock
84. Mnjikaning Fish Weirs
85. HMCS *Haida*
86. Navy Island
87. Queenston Heights
88. Butler's Barracks
89. Fort George
90. Fort Mississauga
91. Mississauga Point Lighthouse
92. Battlefield of Fort George
93. Bethune Memorial House
94. Saint-Louis Mission
95. Woodside
96. Southwold Earthworks
97. Point Clark Lighthouse
98. Fort Malden
99. Boxer Island Lighthouse
100. Fort St. Joseph
101. Sault Ste. Marie Canal

#### *Manitoba*

102. York Factory
103. Prince of Wales Fort
104. Lower Fort Garry
105. St. Andrew's Rectory
106. The Forks
107. Riel House
108. Riding Mountain Park East Gate Registration Complex
109. Linear Mounds

#### *Saskatchewan*

110. Fort Esperance
111. Fort Pelly
112. Fort Livingstone
113. Motherwell Homestead
114. Batoche
115. Battle of Fish Creek
116. Fort Battleford
117. Frenchman Butte
118. Fort Walsh

#### *Alberta*

119. Frog Lake
120. First Oil Well in Western Canada
121. Bar U Ranch
122. Rocky Mountain House
123. Skoki Ski Lodge
124. Cave and Basin
125. Henss Pass
126. Banff Park Museum
127. Abbot Pass Refuge Cabin
128. Sulphur Mountain Cosmic Ray Station
129. Jasper Park Information Centre
130. Athabasca Pass
131. Yellowhead Pass
132. Jasper House
133. Henry House

#### *British Columbia*

134. Kicking Horse Pass
135. Twin Falls Tea House
136. Rogers Pass
137. Fort Langley
138. Stanley Park
139. Gulf of Georgia Cannery
140. Figard Lighthouse
141. Fort Rodd Hill
142. Fort St. James
143. Kitswanga Fort
144. Nan Sdins
145. Chilko Trail

#### *Yukon Territory*

146. S.S. Klondike
147. Dredge No. 4
148. Dawson Historical Complex
149. S.S. *Leno*

October 2003



## Chapter 2: Objectives, Strategies and Expectations

This chapter describes Parks Canada's three business lines and eight service lines, and key activities for the next five years.

### BUSINESS LINE I: STEWARDSHIP OF NATIONAL HERITAGE PLACES

Parks Canada's objectives with respect to its stewardship of national heritage places are: protecting and presenting national heritage places; fostering understanding of and respect for these national symbols; ensuring that all Canadians recognize and value national heritage places as being central to their sense of identity and nationhood; and showing leadership, in encouraging partnership for protecting and presenting heritage places.

Planned Spending and Full Time Equivalents (FTE)

(\$ thousands)

Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
\$266,498*	<b>\$245,168</b>	\$244,478	\$254,781	\$254,781	\$254,781
2,130 FTE	<b>2,150 FTE</b>	2,160 FTE	2,160 FTE	2,160 FTE	2,160 FTE

\*Reflects the best forecast of total net planned spending to the end of the fiscal year.

This business line is delivered through three service lines:

1. Establishment of National Heritage Places,
2. Heritage Resources Protection and
3. Heritage Presentation.

#### SERVICE LINE 1: ESTABLISHMENT OF NATIONAL HERITAGE PLACES

##### *Description*

This service line includes establishing national parks, national historic sites and national marine conservation areas. This process involves identifying candidate areas, undertaking feasibility studies, building partnership involvement and support from the outset, working with partners to set the overall vision and plans for national heritage places, and obtaining Ministerial and/or Parliamentary approval for the formal establishment of the new heritage place.

### *Strategic Objective, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
1. Create national parks and national marine conservation areas in unrepresented regions. 2. Complete or expand some existing parks.	1. 34 of 39 terrestrial regions and 8 of the 29 marine regions are represented by March 2008. 2. Expand 3 national parks and increase the percentage of land holdings in 3 unfinished national parks by March 2008.
3. Designate and commemorate, people, places and events of national historic significance, particularly in under-represented priority areas. 4. Designate other heritage places (e.g., Historic Places Initiative, FHBRO, Heritage Rivers, Railway Stations, PM Grave sites, World Heritage Sites, Man and Biosphere).	3. On average, designate 27 new sites, persons and events per year of which, on average, 11 relate to Aboriginal People, ethnocultural communities and women. 4. On average, 30 commemorative plaques placed annually. 5. Heritage programs meet their registration or designation targets.

### *Strategies to Achieve Planned Results*

The Agency will rely on four key strategies under this service line.

#### **1. Creation of New National Parks**

Parks Canada will work closely with partners to meet the Government's commitment to establish ten new national parks by April 2008. Lands will also be added to expand three existing national parks through agreements with partners (Waterton Lakes, Tuktut Nogait and Nahanni). As well, Parks Canada will continue to add land to incomplete national parks pursuant to their park establishment agreements (Bruce Peninsula, Grasslands and Gulf Islands).

Last year's *Budget Plan 2003* provided Parks Canada \$144 million over five years to move forward on the Government's commitments, and subsequent ongoing funding of \$29 million per year to operate the resulting new national parks and national marine conservation areas. This funding level will allow significant progress in many areas across the country, but will not allow for full implementation of the program. Parks Canada will continue negotiations and conclude as many agreements as possible within approved funding levels. The Agency will also endeavour to seek all potential means available to meet the Government's commitment in its entirety.

Recently, agreements were signed for two new national parks, Ukkusiksalik National Park of Canada in the Wager Bay area of Nunavut, and Gulf Islands National Park Reserve of Canada in British Columbia. Parks Canada will take the formal steps required to list these two parks under the Canada National Parks Act.

The Government's expansion plan builds on Parks Canada's continuing efforts to complete the national parks system by ensuring that each of the 39 natural regions Parks Canada has identified across the country is represented in the system. These natural regions have distinctive geology, landforms, vegetation and wildlife. At present, 27 of those distinctive natural regions are



represented in Canada's national parks system.

In addition to the two new national parks for which agreements have already been completed, Parks Canada will continue to work with its partners to achieve the following six potential national parks:

- **Torngat Mountains**, Labrador (negotiations in progress) – Parks Canada will work to complete a Land Transfer Agreement with the Government of Newfoundland and Labrador, to sign a Park Impact and Benefit Agreement when the final agreement for the Labrador Inuit land claim is ratified by Parliament, and consult with partners, the Nunavik Inuit in 2004/05;
- **Manitoba Lowlands**, Manitoba (negotiations to begin 2004) – Parks Canada will work with the Government of Manitoba to achieve a park establishment agreement by March 2006, and will seek to involve Aboriginal and local communities fully in these negotiations from the outset;
- **Bathurst Island**, Nunavut (negotiations to begin 2004) – Parks Canada will approach Inuit for the purpose of opening negotiations on a park establishment agreement by March 2005. These negotiations will be guided by the Nunavut Land Claim Agreement;
- **Mealy Mountains**, Labrador (feasibility study in progress) – Parks Canada will work with a wide range of partners to complete the current park feasibility study and public consultations in order to achieve a park establishment agreement by March 2007. Parks Canada will also work to achieve this national park through the Government's land claims process in this area;
- **East Arm of Great Slave Lake**, Northwest Territories (feasibility study was started in 2003) – Parks Canada will continue to work with the community of Lutsel K'e and through the Akaicho Process to achieve the establishment of this national park;
- **South Okanagan Valley - Similkameen**, British Columbia – the feasibility study undertaken with a range of partners including the Government of British Columbia and Aboriginal people will be guided by the terms and conditions of the Memorandum of Understanding signed by Canada and British Columbia in October 2003.

Parks Canada will identify candidate sites for the final two new national parks envisioned by the Action Plan by March 2005. They will be located in the Northern Interior Plateaus and Mountains Natural Region of Yukon and British Columbia; and the Great Lakes St. Lawrence Natural Region of Ontario.

Parks Canada will work with its partners to expand various national parks through the addition of adjacent lands:

- **Nahanni National Park Reserve of Canada**, Northwest Territories – work to expand the boundary of the national park reserve will be guided by the 2003 Memorandum of Understanding signed by Parks Canada and Deh Cho First Nations and is to be achieved by March 2007;
- **Tuktut Nogait National Park of Canada**, Northwest Territories and Nunavut – Parks

- Canada will work with the Sahtu and Inuit to expand this national park, guided by the land claim agreements that Canada has signed with each Aboriginal group;
- **Waterton Lakes National Park of Canada**, Alberta – Parks Canada remains interested in assessing the feasibility of expanding these boundaries, subject to the support of the Government of British Columbia.

Parks Canada will continue to acquire land to complete three unfinished national parks - Bruce Peninsula, Grasslands, and Gulf Islands. All three parks are guided by park establishment agreements that provide for land acquisition.

## **2. Creation of New National Marine Conservation Areas**

In its announcement that Canada would establish five new national marine conservation areas, the Government named three: Gwaii Haanas in British Columbia; Western Lake Superior in Ontario; and Southern Strait of Georgia in British Columbia. The remaining two sites will be determined by March 2005.

New funding provided in *Budget Plan 2003* has allowed Parks Canada to continue progress on the proposed Gwaii Haanas National Marine Conservation Area Reserve in the Queen Charlotte Islands of B.C., and a national marine conservation area reserve in the Southern Strait of Georgia. This will be accomplished with the cooperative spirit of the Haida people, other federal departments and an array of determined British Columbians. In 2004, our partners and Parks Canada will move forward together on detailed, long term management plans for Gwaii Haanas.

In a comparable spirit, the Government of Ontario and Parks Canada are moving ahead smoothly on an agreement to establish and manage a national marine conservation area in western Lake Superior. Sufficient good will has been displayed that this site, potentially the largest freshwater protected area on the globe, should be formally established in March 2005. It is important to underscore the point made in the Message from the Chief Executive Officer about this large undertaking. The full involvement of local communities is fundamental to our shared progress. A complete range of elected officials, Aboriginal peoples, businesses, environmentalists, academic experts and citizens is working towards an exceptional achievement and an ongoing sense of shared responsibility. This model of engaging citizens early and fully is the template for all of Parks Canada's future projects and a cornerstone of this Plan.

Following the successful Memorandum of Understanding reached by the Governments of Canada and British Columbia in the autumn of 2003, Parks Canada and the provincial government and a large group of other communities, organizations and individuals will be engaged in 2004 in a feasibility assessment for the establishment of the proposed national marine conservation area in the Southern Strait of Georgia.

For the final two sites, Parks Canada will consider in 2004 sites, such as Magdalen Islands, that are representative of their natural region and would provide balance to the still very young and growing national marine conservation areas system. Sites will only be selected if provincial or

territorial governments wish to proceed and where local communities approve. In short, Parks Canada will identify a number of areas of distinctive oceanography and biology, in cooperation with other levels of government and local residents.

### **3. Designation and Commemoration of Places, Persons and Events**

Based on its *National Historic Sites of Canada System Plan* (2000), Parks Canada will continue to do more to mark the historic achievements of Canadians, in particular Aboriginal peoples, women and ethnocultural communities.

Parks Canada's goal is to bring about 135 new designations of national historic significance within a five year window, including 55 designations specifically commemorating the history of Aboriginal people, ethnocultural communities and women.

It should be understood that while the Minister of the Environment and Parks Canada are responsible for officially honouring the designated places or people, the actual choice of designations is made by the Minister on the advice of the independent Historic Sites and Monuments Board of Canada. Any Canadian individual, group or government can make a formal submission to the Board.

That said, it takes time, effort and extensive know-how to learn about the process and to complete the requisite submission. The process is rigorous because Canadians expect any national historic recognition to have deep meaning and importance. But, that puts those without knowledge of the system or process at a distinct disadvantage in making submissions. Parks Canada has launched major efforts in the past few years to ensure that more Canadians know how to initiate and complete a submission. A good example is a major outreach program to ethnocultural communities launched last year; the program consists of both information meetings and user-friendly educational material. Parks Canada is going to communities and asking for their participation rather than waiting for communities to come to it.

The Agency's recent efforts have ensured that sufficient nominations have been submitted to the Historic Sites and Monuments Board of Canada to meet our overall goal, of an annual average of 27 new designations. Parks Canada is confident that it will achieve its targeted goal of eleven new designations a year specifically related to the achievements of ethnocultural communities, women and Aboriginal peoples.

To achieve the three strategic designation priorities (women, aboriginal and ethnocultural communities) identified in the system plan, Parks Canada will maintain its focus on partnership efforts with Aboriginal people, building awareness of the commemoration program, expanding our work with ethnocultural communities, and strengthening its strategic planning related to the history of women. Given these enhanced efforts in the early years of this planning period, the target for designations will be reviewed annually, with the aim to ensure that the historic achievements of Canadians of both genders and from all backgrounds are appropriately honoured by the nation.

Designation of people, places or events is important but it is only the beginning. Parks Canada is responsible for maintaining many of our country's most important historic sites. Indeed, protection of its heritage resources is central to the mandate of Parks Canada and one of the big challenges in the years ahead.

Cultural resources take a range of forms: masonry fortifications, log buildings, marine engineering works, archaeological resources or collections, and places that long ago defined the shaping of Canada. Cultural resources face many threats: some of the most common are associated with erosion, water infiltration, frost action, harsh marine environments, invasive vegetation and, of course, human activities.

Parks Canada has received the pragmatic recommendation from the Minister's Round Table held last year to act to ensure the protection of its most important assets first. In 2004, Parks Canada will even more closely monitor the state of its national historic sites and the condition of the cultural resources it manages. This information will be important in identifying requirements for managing its protected heritage areas, in setting priorities for sustainable prevention strategies and in identifying requirements for emergency treatments.

#### **4. Historic Places Initiative**

The Government of Canada recognizes that Canada's historic places capture the meaning and values of Canada, as well as the drive, sacrifices, ideas and hard work of those who shaped the country over generations. That is an understanding shared by all governments in Canada and by Canadians at large. This appreciation of the importance of historic places does not just apply to places with national designation but to a large number of places in every community and every corner of Canada. Heritage buildings make cities more interesting places to live in and can revitalize downtown cores. Historic places can also draw in tourism dollars for rural communities, small towns and urban centres alike. Restoration and redevelopment of historic buildings help the environment by capitalizing on the energy invested in the original structures. Most significantly, historic sites and buildings provide places of learning for our children and places of understanding for all of us.

Despite this positive sentiment towards historic places, the reality was that year after year, decade after decade, more and more historic places were being lost. Recognizing the need to deepen its resolve to ensure that Canadians will be able to enjoy our rich heritage both now and in the future, the Government three years ago announced a new Historic Places Initiative with a \$24 million investment by the federal government to kick-start the process.

The keystone of the Initiative is federal-provincial/territorial-municipal cooperation coupled with equally valuable collaboration with Members of Parliament, Aboriginal peoples, heritage experts, and a comprehensive number of institutions, organizations, communities and individuals.

Consensus has emerged on where Canada and Canadians need to be when the Historic Places

Initiative is fully implemented and Parks Canada will play both a leadership and partnership role to make that consensus move from concept to reality. Strategies will focus on helping Canadians build a culture of conservation. Parks Canada, on behalf of the federal government, will continue to work together with other levels of government to achieve our common goals – including the need to provide all Canadians with the practical information and tools they need to protect historic places. Parks Canada further recognizes that it is imperative for the federal government to become a model custodian of its own historic places; in that regard, Parks Canada will work cooperatively across federal departments, agencies and crown corporations.

The Historic Places Initiative is the most significant conservation effort related to historical sites in our national history. The preservation, restoration and redevelopment of Canada's historic places is a major cultural, economic, environmental and social issue for our country, and it will take many years to complete – but real success is at hand.

Thanks to the excellent teamwork of all the provinces and territories, and the Federation of Canadian Municipalities and Heritage Canada Foundation, 2004 will see the first tangible results of the Historic Places Initiative.

This year, partners from other levels of government and Parks Canada will launch the online Canadian Register of Historic Places. For the first time, in one place, Canadians will have a register of all the buildings and sites that are recognized as historic by any level of government. It is anticipated that the Register will contain approximately 20,000 historic places when it is fully launched. The Register will be an important Internet-based source for planners, policymakers, community organizations, teachers and students, and families who wonder how they can learn about and help preserve the past.

The various levels of government have also made major progress in developing new Canadian Standards and Guidelines for the Conservation of Historic Places. Parks Canada has already adopted them. The Agency will also encourage all other jurisdictions to adopt the Standards and Guidelines so that there will a common benchmark for conservation practices in Canada.

In the year ahead, Parks Canada will also implement the Commercial Heritage Properties Incentive Fund, a new program – announced late in 2003 – to encourage the rehabilitation of historic places. The Fund is a four-year, \$30 million plan to tip the balance in favour of heritage conservation over demolition. Taxable Canadian corporations will be eligible for reimbursement of a portion of the cost of restoring historic properties for commercial use. To qualify, buildings must be on the new Canadian Register, projects must follow the new Standards and Guidelines, and all submissions will be evaluated by a new Parks Canada certification process involving expert evaluation. At the end of the four years, Parks Canada will review results with the intention of determining the value of recommending permanent incentives to the Government.

Parks Canada will strengthen the dialogue already begun with Aboriginal peoples in order to meet practical needs so that Aboriginal peoples may be fully engaged in the Historic Places Initiative. While many of Canada's other historic places are buildings, for Aboriginal peoples,

those places are far more likely to be found in petroglyphs, ceremonial places or sacred grounds. Parks Canada will draw upon the wisdom of Elders and others to find appropriate ways to ensure full Aboriginal inclusion in the Historic Places Initiative.

To ensure that the federal house is in order with respect to the Government's responsibilities to historic places under its jurisdiction, Parks Canada will complete preparation of a legislative initiative for consideration by the Minister of the Environment and Cabinet to offer full Parliamentary legal protection for all historic places on federal lands and all archaeological resources on or under federal lands or waters.

## SERVICE LINE 2: HERITAGE RESOURCES PROTECTION

### *Description*

This service line relates to Parks Canada's mandate to maintain or improve the ecological integrity of national parks, the sustainability of national marine conservation areas, and the commemorative integrity of national heritage places that are managed or influenced by the Agency.

### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
5. Maintain or improve ecological integrity of national parks and the sustainability of national marine conservation areas.	6. All national parks have fully functioning ecological integrity monitoring and reporting systems by March 2008. 7. Improve aspects of the state of ecological integrity in each of Canada's 41 national parks by March 2014. 8. Minimize environmental impacts of Parks Canada's operations. 9. National park plans are up to date and consistent with latest management plan guidelines by March 2010.
6. Maintain or improve commemorative integrity of national historic sites; maintain or improve the state of other cultural resources administered by Parks Canada.	10. Improve elements of commemorative integrity that are rated as poor. 11. Improve the state of other cultural resources managed by Parks Canada by March 2014. 12. All national historic sites administered by Parks Canada have a current, management plan by December 2006.
7. Support and encourage commemorative integrity of national historic sites; maintain or improve the state of heritage resources not administered by Parks Canada.	13. Other owners of National Historic Sites are aware of commemorative integrity and have access to information on best practices in maintaining commemorative integrity. 14. Interventions on built cultural heritage not administered by the Agency are certified.

### *Strategies to Achieve Planned Results*

Parks Canada will pursue its objectives by wide inclusion of partners, stabilization of the heritage resources administered by the Agency, and providing tools to improve the state of all of Canada's heritage resources.

#### **1. Improve the State of Ecological Integrity in National Parks**

Parks Canada's objective is to maintain or improve the ecological integrity of Canada's national parks. Building passion among Canadians for the protection of those national parks is a key part of meeting that objective. Cultivating visitor understanding through education and enhancing the park experience are fundamental to making certain that our national parks are healthy.

*Budget Plan 2003* allocated \$105 million over five years for Parks Canada to implement the government's plan to maintain or improve the ecological integrity of existing national parks and

to address the issue of species at risk in national parks. At the end of five years, Parks Canada's funding for ecological integrity will be permanently increased by \$25 million per year.

The Agency will invest these funds in four key areas:

- better understanding of national park ecosystems,
- restoration of those ecosystems,
- regional partnerships,
- protection of species at risk

## **2. Better Understanding of National Park Ecosystems**

The strategy to attain better park management will oblige Parks Canada and its partners to enhance our understanding of ecosystems and their biodiversity functions and processes. The Agency will therefore implement an integrated monitoring and reporting program, using traditional and scientific knowledge and indicators of ecological objectives, to build a credible information base to support decision-making, park management planning, and state of the park reporting.

As a priority the Agency will conduct research into the stresses and influences (natural and human generated) which impair ecological integrity in national parks. Research projects will be identified collaboratively with other levels of government, academic experts and all interested parties. These research results will provide better information to Canadians on park ecosystems, including human influences. By providing the necessary scientific information, and presenting it in an understandable and easily accessible format, Parks Canada can help build the essential public support required to meet the long term ecological integrity objective.

## **3. Ecosystem Restoration**

Restoration work will be undertaken in three areas: reintroducing fire into fire-dependant ecosystems, restoring degraded natural areas and impaired ecological processes, and implementing strategies to optimize human use. Priorities for these active management initiatives will be set with the involvement of Parks Canada's partners.

## **4. Parks Canada's Partners**

National parks are usually only a component within a landscape, and so Parks Canada will also focus on engaging partners at the regional and local level to identify strategies to improve ecological integrity in national parks. Field Units will reach out to fully engage neighbouring communities, other governments, tourism and other business sectors within greater park ecosystems to accomplish this goal.

Parks Canada will continue to develop mechanisms for improving regional cooperation and relationships with Aboriginal peoples. The Agency will ensure full inclusion of Aboriginal



communities in planning of ecological integrity initiatives, drawing upon the wisdom and practical experience of Aboriginal peoples as neighbouring land owners and traditional users of national parks. A greater emphasis will be placed on including traditional knowledge in park management decisions. Aboriginal communities have played an increasingly active and positive role in helping establish and manage national parks, and this is a trend that Parks Canada intends to build upon throughout its operations.

## **5. Species at Risk**

Parks Canada received approximately \$30 million in *Budget Plan 2003* to help implement the National Strategy for the Protection of Species at Risk in Canada's protected heritage areas over the next five years. Over half of Canada's endangered and threatened species at risk occur in the protected heritage areas administered by Parks Canada. Parks Canada will protect these species and their critical habitat in Agency protected areas, lead the development and implementation of recovery strategies, undertake the surveying and monitoring of species at risk, and conduct public education programs.

What is simple to appreciate but easy to overlook is that an endangered species is not bound by some law of nature to remain within the boundaries of a national park. A rare bird or mammal will follow its own instincts or community. This means that a key priority for Parks Canada will be an integrated effort with other governments and local communities to protect species at risk. For those who live in urban areas, this seems very easy. For ranchers or farmers or others who make their living from the land, the issues are often far more complex. Parks Canada appreciates that theory is often difficult in practice and will ensure that throughout the life of this Plan, the emphasis is on finding cooperative solutions to shared objectives.

## **6. Ensure Commemorative Integrity**

At each national historic site managed by Parks Canada on behalf of Canadians, the prime objectives are safeguarding the cultural resources directly related to the reasons for the site's designation, communicating the reasons for the site's designation, and ensuring that the historic value of the site's heritage values are considered in all decisions and actions that affect the site. These three interlocking considerations guide Parks Canada in its stewardship of national historic sites.

## **7. Management Planning**

By legislative fiat, Parks Canada should have provided its Minister by 2003 with a detailed and long term management plan for each national historic sites it administers. Parks Canada fell far short of this deadline - and improving that record and respecting the wishes of Parliament are an imperative of this Plan. By the end of 2003, management plans for 31 sites had been approved by the Minister. Management plans for nine additional sites were ready for approval and plans for 21 more had been drafted. By December 2004, Parks Canada expects approval of plans for 60 of the 149 national historic sites it currently administers. The Agency will take every measure to

meet the will of legislators in the shortest time frame possible.

## **8. Commemorative Integrity Statements**

In conjunction with the development of management plans, the Agency will continue to develop commemorative integrity statements for the national historic sites it administers. A commemorative integrity statement is the foundation of a sound management plan. By December 2004, Parks Canada expects that commemorative integrity statements will have been approved for 125 of those 149 national historic sites.

Parks Canada will undertake 15 new commemorative integrity evaluations annually, and will complete commemorative integrity evaluations for all of the sites it administers by 2011. The purpose of the evaluations is to ensure that site management practices achieve the full intention of each site's commemorative integrity statement.

## **9. Cultural Resource Management**

The principles and practice of cultural resource management apply to national parks as well as to national historic sites. At the parks, sites, and marine conservation areas for which it is responsible, Parks Canada will inventory, manage, conserve and present cultural resources and ensure that their condition is monitored.

## **10. National Historic Sites Managed by Others**

Canadians expect Parks Canada to take a broad view of the country's national historic sites, not limited to just those sites which Parks Canada administers. As part of the national historic sites program, Parks Canada has an obligation to encourage other national historic site owners to preserve and improve Canada's heritage resources. The Agency will provide access to best practices, offer cultural resource management training, help in the development of commemorative integrity statements, or look at entering into contribution agreements. While realistic about available federal resources, Parks Canada will do what it can to assist those Canadians who have volunteered their valued time and effort to preserve and present all national historic sites.

## **11. Informing and Involving Canadians**

The Agency will invest in strengthening its interpretation and outreach education programming in each national park to recognize the importance of engaging Canadians in the effort to maintain or improve ecological integrity. Parks Canada will build its programming capacity by adding heritage presentation capacity, by developing learning tools and activities, and by putting a particular focus on the full involvement of members of local communities the tourism industry and other partners with a regional interest.

Engaging young Canadians through its National School Curriculum Program is another high

priority for the Agency. Parks Canada has had considerable success through cooperation with teachers and young people's magazines. The Agency is working with determination to meet Canada's youth on their turf. Innovative videos, Internet virtual experiences and the development of new hands-on Canada Discovery Centre experiences are the tip of the iceberg when it comes to reaching out to the next generation of national parks stewards. Finding ways to give Canada's young people real life, online and in school national parks experiences, is a driving impetus in building long term enthusiasm for protecting the well-being of Canada's national parks and other natural and cultural blessings.

This same ethos towards meeting the needs of contemporary Canada means that in national parks planning and programs, Parks Canada will reach out to new Canadians. For those who grew up in Canada, many have enjoyed a national parks experience and felt that experience was relevant. Parks Canada will step up effort to engage new Canadians in appreciating and experiencing our shared national heritage areas. Parks Canada understands that protecting national parks is a huge and costly responsibility. All Canadians need to have parks experiences that meet their needs if the country is to pull together collectively to meet the ongoing commitment to expand our national parks system and protect the health of national parks.

Parks Canada recognizes that every member of its team has an important and valued role to play in protecting and presenting Canada's national treasures. The Agency will move from stakeholder consultation to the effective and ongoing involvement of more and more Canadians in managing Canada's national protected heritage areas and in shaping the vision for these special places.

## **12. International Obligations**

Parks Canada will continue to lead implementation of Canada's obligations related to the World Heritage Convention, the protected areas elements of the Convention on Biological Diversity, and other international conventions and protocols dealing with heritage conservation. For the World Heritage Convention, Parks Canada with the involvement of other levels of government, Aboriginal representatives and other organizations will update the Tentative List of future Canadian World Heritage Sites, and prepare the first ever monitoring report setting out the status of, and challenges related to the 13 existing sites.

### SERVICE LINE 3: HERITAGE PRESENTATION

#### *Description*

This service line addresses Parks Canada's system-wide mandate to engage Canadians. It encompasses the key communication activities undertaken to raise awareness, to foster understanding, enjoyment and a sense of ownership of, and to imbue personal and shared connections to Canada's national parks, national historic sites and national marine conservation areas.

#### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
8. Canadians, visitors and stakeholders appreciate and understand the significance of heritage places and support their protection.	15. 50% of national park visitors and 80% of national historic site visitors participate in a learning experience related to natural and/or cultural heritage. 16. 85% of visitors are satisfied, 50% are very satisfied with onsite heritage presentations programming. 17. 75% of visitors understand the significance of the heritage place. 18. Canadians, visitors and stakeholders actively support the integrity of heritage places.

#### *Strategies to Achieve Planned Results*

As emphasized throughout this Plan, Parks Canada must inform and involve all Canadians if the Agency is to meet the expectations of Canadians and the mandate set by Parliament. Activities will be undertaken in three areas: Agency Communications, program and service Communications, and education

#### **1. Agency Communications**

As indicated throughout this Plan, Parks Canada's management is of the firm understanding that the Agency cannot and should not do it alone. Partnerships are the watchword, the necessity and the expectation of taxpayers. Efforts will be placed on strengthening relationships with and engaging the help and support of provincial, territorial and municipal governments, Aboriginal communities, environmental and cultural heritage organizations, and the tourism industry in the protection and presentation of Canada's national treasures. Parks Canada will seek to involve its partners through different means, including the Minister's Round Table. The Agency will also continue to build strong partnerships with hundreds of local communities adjacent to protected areas.

Parks Canada recognizes that every member of its team has an important and valued role to play in protecting and presenting Canada's national treasures. This is not only democratically right, it is the only practical way to achieve national objectives in a country of 31 million people who occupy the second largest nation on earth and possess the world's longest coastline.

## **2. Program and Service Communications**

Building on the Sustainable Tourism Accord signed with the Tourism Industry Association of Canada in 2001, Parks Canada will work cooperatively with tourism industry partners to maintain or improve ecological and commemorative integrity in or near national parks and national historic sites through sustainable tourism approaches. Best practices learned from new initiatives will be shared with tourism industry members and all private and public sector partners.

The Agency will work in partnership with business and labour to reach new audiences and expand message delivery through innovative means. Building on existing relationships with the tourism industry and its employees, new partnerships will be established in print, television, radio, the Internet and all emerging sources of information. Parks Canada understands that ten years ago, almost no Canadians could “log on”. Now there is a need to convey enduring values through contemporary means of communication.

Getting visitors to the right place at the right time and with the right expectations requires that they have a clear understanding of what Parks Canada offers in terms of heritage experiences. Agency strategy is to work with tourism industry partners to provide appropriate information to visitors prior to their arrival at the parks and sites. In particular, the Agency will pursue efforts with the travel trade and travel media so that they can better communicate with audiences and help Parks Canada meet visitor expectations.

Parks Canada will provide pre-visit information via its toll-free call centre and, with the assistance of its partners, will continue to improve the visitor information available on the Agency’s website.

Parks Canada management and employees also understand the irony that while human use of national parks must be managed more thoughtfully, the number of visits to national historic sites are below what they could well be. In order to increase visitation to national historic sites, the Agency will undertake, over the next five years, a major marketing campaign to have more Canadians connect to their history by experiencing their sites. The onsite programming and external communications at a series of national historic sites will be revitalized. Four sites have been selected for the first phase of the project. A series of marketing initiatives will be undertaken with tourism industry partners to raise interest in national historic sites, in general, and the selected sites in particular.

## **3. Education Communications**

To tell the stories of Canada, foster understanding and appreciation of the country’s heritage places, and help audiences understand Parks Canada’s mandate and the challenges that it faces require not just national, but local strategies. Presentations by onsite staff interpreters and guides, a variety of onsite exhibits, and educational programming that occurs before, during and after a Parks Canada experience are complementary to fulfilling the mandate of Parks Canada.

Parks Canada will improve heritage presentation through investments in personal interpretation. The Agency will invest in replacing or improving aging displays, exhibits and audiovisual presentations, and will develop strategic alliances with the private sector in the area of heritage presentation.

To engage young Canadians and new Canadians, programs will be offered in cooperation with environmental and cultural heritage organizations, the tourism industry partners, and youth and multicultural organisations.

Nothing replaces a real life parks experience and so Parks Canada has a priority to find means to expose more young people to national parks and national historic sites and marine conservation areas while simultaneously protecting the health of those places. In fact, first hand experience is the best communications tool for building a generation committed to resource protection.

Those real life experiences will be supplemented by the most entertaining and modern education strategies. In harmony with the premise of the rest of this Plan, the next five years will be geared to communications strategies that do not just talk to Canadians but to those which involve and interact with Canadians, particularly young people.

To underscore one of the most essential themes of this Plan, Parks Canada must effectively reach the 5.6 million students in Canadian schools. Parks Canada will work with teachers, teachers' associations, school boards, faculties of education, school text book producers and curriculum developers to ensure that stories of Canada's national parks, national historic sites and national marine conservation areas are part of students' learning experiences in classrooms across the country.

Parks Canada will target more school programming geared primarily to students in Grades six, seven and eight. Efforts will focus on those people and those events whose contributions to Canada have been insufficiently presented in the past. This will reinforce the Agency's overall efforts to recognize the role of women, Aboriginal peoples and ethnocultural communities. One-third of children entering kindergarten in Canada this year will be Aboriginal or visible minorities. It is vital that Parks Canada build long term school programs that speak to their heritage.

With an increasingly urban youth population, Parks Canada will work with the tourism industry, non-governmental organizations, community groups and others to make sure that those young people have the most enlightening and engaging learning experiences.

Building on the understanding that a majority of Canadians do not live in proximity to national parks or national historic sites, Parks Canada will substantially increase its outreach efforts in order to help all Canadians connect to their national heritage. The Agency will support broadcast programming on national parks and national historic sites in partnership with private sector partners. The Agency will also seek new partnership opportunities to engage urban audiences.

Parks Canada has undertaken a number of initiatives to tell important chapters of Canadian history in a variety of ways. To help more Canadians appreciate the importance of the Underground Railroad and the history of African Canadians, the Agency mounted a travelling exhibit in coordination with the Royal Ontario Museum. This was reinforced by the preparation of both straightforward booklets and the development of a school curriculum with the primary message being that the history of Black Canadians goes back hundreds of years. This multidimensional communications approach to one important topic will be the model for several initiatives over the coming five years.

## BUSINESS LINE II: USE AND ENJOYMENT BY CANADIANS

Parks Canada welcomes 26 million visits each year. Parks Canada's guiding objective is to help Canadians and our foreign guests experience, enjoy, appreciate and benefit from our system of national heritage places and build a commitment to the betterment of those places. Those places are often the cornerstones of regional, provincial or territorial tourism strategies. Parks Canada will work over the next five years to maintain, repair, replace or improve visitor services to meet the needs of visitors and local communities, infrastructure requirements, and the goals of ecological and commemorative integrity. The Parks Canada service offer, which complements some private sector services, is delivered through three service lines:

4. Visitor Services,
5. Townsites and
6. Through Highways.

### Planned Spending and Full-Time Equivalents (FTE)

(\$ thousands)

Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
\$199,033*	<b>\$171,696</b>	\$188,400	\$197,475	\$192,475	\$183,475
1,430 FTE	<b>1,430 FTE</b>	1,440 FTE	1,440 FTE	1,440 FTE	1,440 FTE

\*Reflects the best forecast of total net planned spending to the end of the fiscal year.

### SERVICE LINE 4: VISITOR SERVICES

#### *Description*

Parks Canada works to ensure that visitors have satisfying experiences in national parks, national historic sites and national marine conservation areas in ways that safeguard both the natural and cultural resources, and the visitors. The major visitor services include: public access, recreational opportunities, visitor reception and orientation, and public safety.

#### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
9. Visitors are welcomed, have safe visits, are satisfied with service quality.	19. 10% increase in the number of visits to targeted national historic sites by March 2008. 20. 85% of visitors are satisfied and 50% are very satisfied with their visit. 21. Minimize public safety incidents.



## *Strategies to Achieve Planned Results*

Parks Canada's mandate is to provide quality experiences for visitors to national parks, national historic sites and national marine conservation areas. The Agency recognizes the importance of ensuring that these experiences support the appreciation, understanding enjoyment and protection of Canada's heritage places.

Over the course of this Plan three areas will be targeted for improvements in providing quality visitor experiences: visitor information, recapitalisation of visitor facilities and public safety

Parks Canada will also expand its work with the Agency's tourism partners in the implementation of sustainable tourism principles set forth in the cooperatively reached Tourism Industry Association of Canada/Parks Canada Sustainable Tourism Accord.

### **1. Visitor Information**

In order to be better aware of current and potential visitor needs and requirements, Parks Canada will continue its audience research work and will do so in harmony with the efforts of other levels of government and tourism associations. The Visitor Information Program (VIP) allows the Agency to monitor visitor markets, the quality of services provided and various other visitor characteristics which managers use to adapt and modify programs and services. It is important to understand which Canadians are coming to national heritage sites and how they enjoy their visits. That helps build better programs and will also help Parks Canada reach out to those Canadians who are not visiting our national places of natural and cultural heritage.

Parks Canada provides pre-visit information via a toll-free telephone line, its tourism industry partners and the Agency's website. In 2004, Parks Canada will offer a new campground reservation system for a number of national parks. This service will also provide pre-visit information, helping Parks Canada to meet visitor expectations and helping visitors understand the importance of protecting the ecological integrity of national parks. Following the pilot phase, the reservation system will be expanded in 2005. Parks Canada wants campers to have great vacations while ensuring that those same vacations are available for others in generations to come.

A national park or national historic site experience helps visitors define their sense of Canada and their place in Canada's history or in Canada's natural environment. That said, as indicated earlier in this Plan, visits to national historic sites are not as high as might be expected in a country with so much fascinating history. When Canadians visit and value national historic sites, they become advocates for the actions necessary to preserve our history. Beginning in 2004, Parks Canada will expand its marketing program for national historic sites with the intent of encouraging more Canadians overall and more segments of the Canadian population to experience their cultural heritage in national historic sites.

## **2. Quality Services and Facilities**

Quality services and facilities are key to providing visitors the learning and recreational experiences they expect in national parks and national historic sites. Many visitor facilities, including campgrounds, visitor reception centres, trails and exhibits were constructed between the late 1950's and early 1970's and have now reached the end of their normal life cycles. Some no longer meet the health and safety standards of the day. Parks Canada budgets are not adequate to maintain all of these facilities and the related services. Potential strategies to address this shortfall include the closure of facilities and the reduction of services and increase to the fees paid by visitors to access and enjoy the national parks and national historic sites. When asked in extensive polling, seven out of ten Canadians preferred price increases to service reductions and facility closures. Proposed price increases will allow Parks Canada to partially address its challenge with assets that have reached the end of their life cycle. It is very important to state, however, that Parks Canada will not unilaterally institute significant price changes. As indicated throughout this document, Parks Canada will work with our broad range of partners from the start on any major new projects and, obviously, a new national pricing program, if undertaken, would be a major project. What is more, no significant pricing changes would be instituted without thorough review and approval by the Minister of the Environment. This issue of pricing is one on which Parks Canada particularly welcomes the views of Members of Parliament.

At the end of 2003, Parks Canada initiated public discussions on a potential national pricing strategy for the next five years to provide the funds Parks Canada requires help to maintain its current service offer, and to recapitalize and refurbish visitor facilities. The strategy will also establish a national price structure, setting similar and consistent prices across Canada for similar visits and services. It is Parks Canada's intent to ensure that any increased revenues from pricing lead to improvements in national parks and national historic sites. Parks Canada will continue to offer price incentives for youth, seniors, families, school classes, repeat visitors and high-volume commercial group tour operators. A summary of the proposed changes appears on page 61.

Finally, as the modernization and the refurbishment of its facilities will be ongoing, Parks Canada will ensure it conducts an ongoing dialogue with more and more Canadians so that the infrastructure and the services provided meet the needs and expectations of Canadians.

## **3. Public Safety**

Parks Canada's Public Safety Program is a coordinated effort to provide visitors to national parks, national historic sites (including canals), and national marine conservation areas with enjoyable and safe experiences. A performance measurement framework for public safety has been developed and is in use at several national parks and some national historic sites. The framework will be used by Parks Canada to undertake evaluations of public safety, and to take the necessary actions to enhance safety. The first year of operation of the performance framework was 2003. Targets and future desired results will be established from the initial results.

Parks Canada is committed to implementing the 36 recommendations outlined in the independent Backcountry *Avalanche Risk Review* released in July 2003. The goals of these recommendations include enhancing backcountry safety, ensuring that users understand the risks, and ensuring that emergency response systems are as effective as possible.

#### **4. Sustainable Tourism**

Sustainable tourism is a shared responsibility- integrating the efforts and activities of travellers, the travel industry and government agencies in a vision of sustainable enjoyment of Canada's heritage. Working in full cooperation with provincial-territorial tourism organizations and commercial operators, Parks Canada will continue to implement the sustainable tourism principles of the Tourism Industry Association of Canada/Parks Canada Accord in national parks and national historic sites. Parks Canada will also work actively with the Centre of Excellence for Adventure and Sustainable Tourism in Atlantic Canada, located in Gros Morne National Park, whose programs aim to support the development and delivery of quality services and sustainable visitor facilities.

## SERVICE LINE 5: TOWNSITES

### *Description*

This service line includes all activities related to Parks Canada's management of seven communities located within national parks. The Agency is responsible for five townsites:

- Field (Yoho National Park of Canada, British Columbia),
- Lake Louise (Banff National Park of Canada, Alberta),
- Wasagaming (Riding Mountain National Park, Manitoba),
- Waskesiu (Prince Albert National Park of Canada, Saskatchewan) and
- Waterton (Waterton Lakes National Park of Canada, Alberta).

The Banff Townsite has been self-governed since 1990 under a federal-provincial agreement, and is not directly administered by Parks Canada. In 2001, Jasper moved to a self-governance model, with Parks Canada retaining authority for land-use planning and development.

### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
10. Park Communities are efficiently administered and are models of environmental stewardship.	22. 100 % cost recovery for municipal services (water sewer, and garbage collection). 23. Minimize environmental impacts of townsites.

### *Strategies to Achieve Planned Results*

The Agency's primary activity over the next five years will be to implement the plans placed before Parliament in November 2003. Achieving the essential results requires true teamwork between those Canadians living inside national parks and Parks Canada.

#### **1. Park communities as Models of Environmental Stewardship**

Community plans for the national park communities provide a strategy for the management of growth and development in each community. These plans, which were tabled in Parliament in November, 2003, are consistent with the following principles:

- no net negative environmental impact;
- responsible environmental stewardship;
- heritage conservation.

The principles, which support ecological integrity and sustainable development, are put into action as the community plans are implemented. Parks Canada will work with community groups to achieve these ends. Parks Canada's environmental stewardship will require systems for monitoring and reporting to ensure its long-term success. Through the life of this Plan, Parks

Canada will work with communities and experts to develop indicators and management systems that support effective reporting for all communities.

The principle of No Net Negative Environmental Impact has been established for all national park communities to ensure that communities can help maintain and improve the ecological health of the parks where they are located. A No Net Negative Environmental Impact framework that includes both monitoring and concrete actions to improve the ecological state of townsites will be in place for each of the park communities by March 2005.

Parks Canada is continuing to invest in upgrades to drinking water facilities at townsites in our national parks. The Agency is also committed to upgrading sewage treatment facilities to ensure that effluent quality meets or exceeds national and provincial standards.

Monitoring of the effects of townsites on the ecological integrity of the parks where they are located currently occurs only to a limited and patchwork extent. The No Net Negative Environmental Impact framework will outline a comprehensive monitoring framework. The complete monitoring program will be in place by the end of 2005 and results will form the basis from which each community can measure its No Net Negative Environmental Impact, manage that impact and achieve the goal of the framework.

The implementation of each framework and its success will be completely reviewed by Parks Canada and its partners at least every five years, an integral part of the review and improvement of the management plan for the relevant national park.

Community plans for all townsites have been tabled in Parliament. By the end of the life of this Plan, every community plan will have been reviewed to ensure the plans are meeting the principles set before the House of Commons. Updated plans will also be tabled in the House of Commons. It should be understood that the review schedule is staggered in order to maximize resources over the course of the next five years, a management plan for a particular park might be just beginning or drawing to a close. Parks Canada will ensure that the review of community plans is done in a manner which gives each townsite both full support from Parks Canada and sufficient time for each plan to be up and running. If a community plan receives its first review in two years, the same level of success will not be expected as a community plan which receives its first review in year five. The Banff townsite, because of its self-governing structure, conducts a separate formal community plan review process.

## SERVICE LINE 6: THROUGH HIGHWAYS

### *Description*

This service line includes the operation, maintenance and repair of the provincial and interprovincial highways that pass through national parks and national historic sites.

Parks Canada is responsible for roughly 900 kilometres of provincial and interprovincial highways, including six sections of the Trans-Canada and Yellowhead highways. This responsibility stems from the location of these sections of the highways within national park boundaries. The highways are integral to Canada's national highways system, as identified by Transport Canada, and various highways have significant year-round traffic volumes ranging from 1.4 to 5.7 million vehicles per year. Parks Canada has the obligation to keep highways open, and minimize safety incidents and environmental impacts.

### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
11. Highways are safe and open to through traffic and minimize ecological impact.	24. Highways are open to through traffic. 25. Safety incidents are minimized. 26. Minimize environmental impacts of Highways.

### *Strategies to Achieve Planned Results*

Parks Canada has no regular capital budget for highways. Instead the Agency has sought periodic approval of emergency highway funding from the President of Treasury Board. The highways that traverse national parks cannot be closed nor allowed to deteriorate into safety risks. Parks Canada will continue to work with the Treasury Board and others to seek a permanent source of funding. The Agency will do so with a full appreciation of the Government's commitment to review and control federal expenditures.

In the past year, Parks Canada received \$8 million for highway repairs. These funds are being used to complete emergency reconstructions of sections of:

- Highways 430 and 431 in Gros Morne National Park of Canada, in Newfoundland and Labrador,
- The Cabot Trail in Cape Breton Highlands National Park of Canada, in Nova Scotia,
- The Haffner Creek Bridge on Highway 93 in Kootenay National Park of Canada, in British Columbia.

As part of the government's effort to improve Canada's infrastructure and cooperate with provincial and territorial needs, Parks Canada also received funding of \$50 million over four years to continue twinning the portion of the Trans-Canada Highway that runs through Banff National Park of Canada. The money will help to:

- improve motorist safety
- reduce wildlife-traffic conflicts
- foster other related environmental improvements
- increase the efficient movement of people and commercial goods.

Parks Canada's national goal is to mitigate the environmental effects of the highways running through national parks. An ecological reporting framework for highways will be completed by March 2005 with implementation in the following year.

## BUSINESS LINE III: CORPORATE SERVICES

This section of the Plan discusses the overall management of Parks Canada. The following pages will provide an understanding of the Agency's current work and future plans to bring about innovative procedures and practices to strengthen its modern financial comptrollership and human resources strategies. A vital function of corporate services is to provide direction and support to all parts of Parks Canada in order to deliver programs and services in an effective and efficient manner for all Canadians, our partners and international visitors. There is particular emphasis in this section on the importance of making sure Agency employees are treated in the fairest possible way and are given the maximum opportunity to make their full contribution to the success of Parks Canada. There is renewed emphasis on ensuring that employees are more and more truly representative of the increasingly multicultural population of our country. They also include providing leadership and direction in the creation of a policy framework to support program delivery and help the Agency to fulfil its mandate.

The Corporate Services business line is delivered through the following service lines:

7. Management of Parks Canada; and
8. People Management.

Planned Spending and Full Time Equivalents (FTE)

(\$ thousands)					
Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
\$53,581*	<b>\$52,674</b>	\$52,564	\$54,203	\$54,203	\$54,203
440 FTE	<b>440 FTE</b>	440 FTE	440 FTE	440 FTE	440 FTE

\*Reflects the best forecast of total net planned spending to the end of the fiscal year.

### SERVICE LINE 7: MANAGEMENT OF PARKS CANADA

#### *Description*

The service line includes: senior management; the provision of corporate services including budgeting and programming; financial investment and administrative management; real property and asset management; the development of legislation and policy; and the management of relations with third parties including partners and citizens at large.



### *Strategic Objectives, Planned Results and Performance Expectations*

<i>Planned Results</i>	<i>Performance Expectations</i>
12 Demonstrate accountability, effective decisions and deliver timely, accessible, reliable management services.	27. Implement Modern Management Action Plan by March 2005. 28. Information is reliable, accessible, secure and managed in compliance with government standards. 29. Meet or exceed 3% annual target for Aboriginal procurement.

### *Strategies to Achieve Planned Results*

To achieve the objectives identified, Parks Canada will focus over the next five years on achieving major results in four specific areas: management modernization, information technology, asset management, and enhanced participation of Aboriginal peoples and communities throughout the work of Parks Canada.

#### **1. Management Modernization**

Parks Canada will continue to implement the Management Modernization Action Plan that was approved by the Treasury Board in February 2003.

Parks Canada is focussing on:

- bringing the Agency's values and principles to life
- ensuring sustainable business practices;
- integrating asset management with other management;
- aligning financial and non-financial performance information;
- accountability.

Parks Canada is also improving its Action Plan to include important initiatives on learning and training. The revised plan will be completed in 2004.

#### **2. Information Technology and Management**

Parks Canada is constantly enhancing its information technology and use of new media to improve its services. Initiatives over the next five years will enhance the Agency's ability to improve the visitor experience, including the learning experience for visitors both onsite and online; enhance other visitor services; reach and engage new audiences, especially young Canadians and new Canadians, more effectively; involve citizens, partners and researchers; and provide a common virtual services and meeting place for the employees of Parks Canada. Effective and active management of its information and technology assets is essential as the Agency works to fulfil its very strong commitment to enhance the awareness and involvement of Canadians in conserving the ecological and commemorative health of Canada's national parks, national historic sites and national marine conservation areas.

Parks Canada will enhance its ability to ensure the right information is available to the right people at the right time and place. This will support effective decision making by Parks Canada and its partners, and contribute to Parks Canada's management modernization initiative.

### **3. Asset Management**

Parks Canada is a major custodian of Government-owned assets, and is responsible for holdings ranging from modern digitally controlled buildings to 19<sup>th</sup> century dams to highways cut through the Rocky Mountains. The current replacement cost of these assets is \$7.1 billion.

Parks Canada faces a formidable challenge with respect to the management of its assets. For many years, the funding available to undertake necessary maintenance and repair work has been limited. As a result, Parks Canada expenditures on this work have been considerably below (less than 50% of) industry benchmarks. Additional funding provided through the Government's Rust-Out and Program Integrity Program allowed Parks Canada to arrest the most acute asset deterioration concerns, but very major problems still exist and Parks Canada must address them. A national review of the Agency's assets found that only 30% are in good condition. That is obviously not acceptable when it comes to assets which are essential to the well-being of the country's most important natural and cultural heritage, and the safety of visitors.

The accelerating deterioration of Parks Canada's assets, which will be visited by an anticipated 130 million people over the next five years, poses health, safety and legal risks. Parks Canada is actively exploring all options, including fee increases, to generate the revenues necessary to rebuild or replace assets that have reached the end of their life cycle. Revenue increases will reduce the shortfall and help the Agency maintain quality visitor services. The alternative is to reduce Parks Canada services at national parks and national historic sites, as most of the Agency's contemporary assets are linked to visitor services. Unless a solution is found, the deterioration of cultural assets will lead to the closure of facilities, or the permanent loss of national treasures. Parks Canada understands its obligations and our people will take every innovative measure imaginable to fulfil the Agency's responsibilities to Canada and to Canadians.

As part of its determined efforts to revitalize its assets, Parks Canada developed an asset management framework in 2003. Many of the components of the framework would seem technical to most Canadians – including even most people knowledgeable about the work of Parks Canada – but they are vital steps in moving forward on protection of important national assets. The framework will:

- allow for real time access to verify asset condition ratings;
- establish minimal national standards and guidelines to maintain assets; and
- improve strategic decision making.

The Minister's Round Table in 2003 advised the Agency to set assets in priority based on core and non-core service criteria. Parks Canada has begun that review to ensure that it applies its

limited resources to the Agency's core mandate. Parks Canada may begin to close assets that have the lowest priority in fulfilling its mandate.

A top issue requiring much of the time of Parks Canada management over the months and years ahead will be to develop a long term strategy to deal effectively with this major challenge of the deteriorating condition of assets.

Parks Canada should be investing \$140 million per year in restoring or replacing its asset base. Only \$40 million a year is spent, leaving an annual shortfall of \$100 million. The Minister of the Environment and Parks Canada will continue to work with key Government bodies, including the Privy Council, the Treasury Board and the Department of Finance to seek solutions to address the problem. In addition, Parks Canada welcomes the advice of Members of Parliament, other levels of government, our partners and the Canadian public as it determines how to address this very important matter head on.

#### **4. Enhanced Participation of Aboriginal Peoples**

Parks Canada recognizes that developing partnerships and strong working relationships with Aboriginal peoples contribute to the Agency's operations at all levels.

Over the next five years, Parks Canada will continue to build relationships in five areas, with particular attention on economic development and Aboriginal tourism opportunities. The Aboriginal Affairs Secretariat will provide national leadership on these key issues:

1. Community Relations: Develop strong relationships with Aboriginal communities strengthening the foundation for a broad range of formal and informal arrangements; continue communication between Field Units and Aboriginal peoples; and explore cooperative management agreements with Aboriginal peoples through land claim processes.
2. Employment: Commit to increase Aboriginal employment; provide training and development opportunities for Aboriginal employees, particularly in the areas where specific employment commitments exist (as specified in land claim or park establishment agreements, for example); and ensure that Aboriginal peoples are well represented in Parks Canada to achieve its fairness objectives and meet the goals specified in formal agreements.
3. Economic Opportunities: Pursue greater inclusion of Aboriginal peoples in economic development planning, as recommended in the Senate Sub-Committee Study for Northern Parks; and strengthen economic opportunities through tourism opportunities, employment, the Aboriginal procurement process and the development of partnerships at the operational level.
4. Presentation of Aboriginal Themes: Refine interpretive messages and create opportunities for the public to learn about Aboriginal peoples; and meet the challenge and opportunity to ensure that every national park and national historic site, where relevant, will present Aboriginal themes over the next five years.

5. Commemoration of Aboriginal History: Continue to strengthen Agency efforts to encourage proposals and nominations for the national designation of people, places and events commemorating Aboriginal history and heritage.

## SERVICE LINE 8: PEOPLE MANAGEMENT

### *Description*

It is obvious that the people at Parks Canada are the lynchpin to the success of the Agency. It is important to recognize that in the past few years, the employees of Parks Canada have successfully adapted to new legislation, new responsibilities, administrative changes and changes in the operating environment of the Agency. This Plan sets forth an equally ambitious course for change and innovation over the next five years. In return for the dedicated work of its people, Parks Canada will – while exercising within the requirements of Government-wide expenditure restraint – do everything possible over the coming five years to do what is fair and just in the areas of labour relations, compensation, occupational safety and health, corporate classification, human resource strategies and programs, internal communications and administration. As indicated in the messages from the Minister of the Environment and Parks Canada's Chief Executive Officer at the start of this Plan, for the large majority of the women and men at Parks Canada, their work is not just a job, it is a passion.

### *Strategic Objectives, Planned Results and Performance Expectations*

Planned Results	Performance Expectations
13. A diverse and capable workforce, working in a positive and enabling environment.	30. Workplace is representative of the Canadian population. 31. Key business capabilities are identified and acquired. 32. Workforce accidents and injuries are minimized.

### *Strategies to Achieve Planned Results*

The values of competence, respect and fairness are the very heart of Parks Canada's human resources policies. All Agency employees are informed of these policies, and expected to abide by them as they work together to achieve its mandate. In order to transform these values from theory into practice, Parks Canada has adopted seven operating principles: accountability, efficiency, effectiveness, consistency, adaptability, simplicity and openness.

The primary operational documents for fair and effective management and treatment of Parks Canada's people are the Strategic Framework for People Management and the Accountability Framework for People Management. Both documents are continuously modernized and contemporary revisions will be completed by September 2004.

## **1. The Parks Canada Employee Survey**

Parks Canada conducted its first comprehensive employee survey in 2003. The survey provided essential information for a third-party report on the Agency's human resources management regime. Analysis of the results of the survey will lead to improved setting of priorities and decision making on recruitment and retention of employees, and a general improvement

of all Parks Canada's human resources policies.

Follow-up on the results of the survey will be completed in 2004 and new priorities will become part of the human resources strategy this year. Specific action plans will be developed to strengthen the Agency's ability to manage according to its values and principles and help ensure an innovative workforce ready and able to meet requirements for change.

## **2. Official Languages Requirements**

Parks Canada will continue to ensure that its workforce reflects the proportion of English-speaking and French-speaking Canadians in the general population. The Agency will ensure that managers and supervisors create a work environment conducive to the use of either official language by employees. Over the next year, the second language proficiency of managers will be monitored and language training will be scheduled and completed within prescribed time frames.

## **3. Employment Equity and Diversity**

Parks Canada's objective is to achieve proportionate representation of Canadians of all backgrounds within its workforce, subject only to labour market availability.

The Chief Executive Officer has made workforce diversity one of Parks Canada's most important goals and will personally oversee the Agency's efforts to ensure we are more reflective of Canada Agency goal setting, monitoring and strategies to overcome potential barriers will be priorities for the Agency's Executive Board.

A principal objective for 2004-2005 is for one out of every four new employees to be a Canadian with a disability, a visible minority or Aboriginal. This is a far more ambitious goal than in the past. It is also a far fairer goal. Parks Canada's Executive Board will review the results annually and put in place necessary improvements and new goals for the future.

The Agency will broaden and deepen working relationships with Aboriginal communities and ethnocultural communities. This underscores Parks Canada's understanding that all Canadians must have a say in setting the vision and management for the safeguarding of the country's priceless wonders.

## **4. Implementing Human Resources Succession Plans**

Led by senior managers, Parks Canada will develop pragmatic succession plans for retiring employees over the next five years. A significant number of Parks Canada's most talented, committed and experienced professionals will be retiring over the coming years, including many of those who have turned Parks Canada into the federal organization with the highest approval ratings from Canadians. Parks Canada will make certain that there is a pool of qualified staff to replace the dedicated people we are losing. Specific plans are, or will be, established, to address critical positions, skill requirements, and staffing needs. Parks Canada will take full advantage of

hiring flexibility, its employment equity and diversity opportunities, and the opportunity to develop employees in a fair, respectful, as well as timely manner.

## **5. Review of Occupational Safety and Health**

Parks Canada has undertaken a comprehensive review of its Occupational Safety and Health Program. Policy and program framework improvements will be implemented within the next year to reduce workforce accidents and injuries. Mandatory training for all managers and staff regarding their Canada Labour Code obligations will be instituted and monitored, and job hazard analyses will be completed with essential changes to follow.

## Chapter 3: Financial Information

This chapter outlines Parks Canada's funding sources, multi-year planned spending, planned capital projects and financial requirements for new parks, historic sites and marine conservation areas.

The financial tables that follow highlight the Agency's planned spending of about \$470 million annually<sup>2</sup>. Approximately half of resources is devoted to personnel costs (salaries, allowances and benefits) with the remaining half devoted to operating, capital and other costs.

As outlined earlier, the most significant resource challenge facing the agency is asset recapitalization.

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The financial information displayed in the following tables of this Plan corresponds with the content and procedures of the 2004-2005 Report on Plans and Priorities.

a) the information is on a cash basis, not on an accrual basis.

b) the forecast for fiscal year 2003-04 is the Main Estimates, plus funding of approved Supplementary Estimates plus increase in operational revenues.

c) fiscal year 2004-05 equate to the Main Estimates plus an increase in operational revenue plus possible funding from the National Infrastructure Program.

d) fiscal years 2005-06 onwards equate to the Agency's approved reference levels plus an increase in operational revenue plus possible funding from the National Infrastructure Program.



**TABLE 1 - INCOME: PLANNED APPROPRIATIONS (in millions of dollars)**

Table 1 displays the funding approved by Parliamentary Appropriations and projected operating revenues.

Note: The Parks Canada Agency Act provides for the spending of moneys equal to the amount collected (on a cash basis) from Operational Revenues. This is shown as a Statutory Vote.

	Forecast					
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Program Expenditures Vote	394.9	335.8	344.6	358.6	348.6	339.6
Payment to the New Parks and Historic Sites Account	7.8	5.0	5.0	5.0	5.0	5.0
(S) Expenditures equivalent to Operating Revenues	78.0	86.0	93.0	100.0	105.0	105.0
(S) Contributions to Employee Benefit Plans	38.4	42.8	42.9	42.9	42.9	42.9
<b>Total</b>	<b>519.1</b>	<b>469.6</b>	<b>485.5</b>	<b>506.5</b>	<b>501.5</b>	<b>492.5</b>

(S) Statutory

**TABLE 2 - INCOME: PLANNED NEW PARKS AND HISTORIC SITES ACCOUNT (in millions of dollars)**

Table 2 displays the moneys to be deposited in the New Parks and Historic Sites Account from appropriations, donations, and revenues from the sale of surplus lands and buildings.

	Forecast					
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
<b><i>Appropriations</i></b>						
Payment from Appropriations	7.8	5.0	5.0	5.0	5.0	5.0
Carryforward of Previous Years	11.6	0.0	0.0	0.0	0.0	0.0
<b><i>Total Appropriations</i></b>	<b>19.4</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>
<b><i>Revenues to the New Parks and Historic Sites Account</i></b>						
Sales of Land and Buildings	0.7	0.5	0.5	0.5	0.5	0.5
General Donations	0.0	0.0	0.0	0.0	0.0	0.0
<b><i>Total revenues to the New Parks and Historic Sites Account</i></b>	<b>0.7</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>
<b>TOTAL INCOME</b>	<b>20.1</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>

**TABLE 3 - PLANNED REVENUE (in millions of dollars)**

Table 3 displays the various sources of revenues from both operations and the New Parks and Historic Sites Account.

	Forecast 2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
<b><i>Operational Revenues</i></b>						
Entrance Fees	32.0	38.5	43.0	46.9	50.6	50.6
Recreational Fees	26.0	26.0	27.3	29.4	30.5	30.5
Rents from Land, Buildings, and Concessions	13.0	14.3	15.5	16.4	16.5	16.5
Other	4.0	4.2	4.2	4.3	4.4	4.4
Municipal Service Fees	3.0	3.0	3.0	3.0	3.0	3.0
<b><i>Total Operational Revenues</i></b>	<b>78.0</b>	<b>86.0</b>	<b>93.0</b>	<b>100.0</b>	<b>105.0</b>	<b>105.0</b>
<b><i>New Parks and Historic Sites Account</i></b>						
Sales of Land and Buildings	0.7	0.5	0.5	0.5	0.5	0.5
General Donations	0.0	0.0	0.0	0.0	0.0	0.0
<b><i>Total New Parks and Historic Sites Account</i></b>	<b>0.7</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>
<b>GROSS REVENUES</b>	<b>78.7</b>	<b>86.5</b>	<b>93.5</b>	<b>100.5</b>	<b>105.5</b>	<b>105.5</b>

**TABLE 4 - PLANNED USE OF FUNDS: BY BUSINESS AND SERVICES LINES (in millions of dollars)**

Table 4 displays the planned expenditures by Business Line and by Service Line.

	Forecast					
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
<b><i>Stewardship of National Heritage Places - Business Line 1</i></b>						
Establishment of National Heritage Places	21.7	19.5	19.4	20.3	20.3	20.3
Heritage Resources Protection	173.6	160.0	159.6	166.3	166.3	166.3
Heritage Presentation	71.2	65.7	65.5	68.2	68.2	68.2
<b>Sub-Total - Business Line 1</b>	<b>266.5</b>	<b>245.2</b>	<b>244.5</b>	<b>254.8</b>	<b>254.8</b>	<b>254.8</b>
<b><i>Use and Enjoyment by Canadians - Business Line 2</i></b>						
Visitors Services	154.6	135.7	140.9	148.0	153.0	153.0
Townsites	12.2	8.6	8.4	8.4	8.4	8.4
Through Highways	32.2	27.4	39.1	41.1	31.1	22.1
<b>Sub-Total - Business Line 2</b>	<b>199.0</b>	<b>171.7</b>	<b>188.4</b>	<b>197.5</b>	<b>192.5</b>	<b>183.5</b>
<b><i>Corporate Services - Business Line 3</i></b>						
Management of Parks Canada	39.7	39.1	39.0	40.2	40.2	40.2
People Management	13.9	13.6	13.6	14.0	14.0	14.0
<b>Sub-Total - Business Line 3</b>	<b>53.6</b>	<b>52.7</b>	<b>52.6</b>	<b>54.2</b>	<b>54.2</b>	<b>54.2</b>
<b>TOTAL</b>	<b>519.1</b>	<b>469.6</b>	<b>485.5</b>	<b>506.5</b>	<b>501.5</b>	<b>492.5</b>

**TABLE 5 - PLANNED USE OF FUNDS: BY TYPE OF EXPENDITURE**  
**(in millions of dollars)**

Table 5 displays the major type of expenditures.

Note: Approximately 50% of the Agency's Budget is for salaries and benefits.

	Forecast					
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
<b><i>Type of Expenditures</i></b>						
Salaries and Wages	216.0	198.9	199.3	199.4	199.4	199.4
Employee Benefit Plans	38.4	42.8	42.9	42.9	42.9	42.9
Operating Goods and Services	171.7	161.5	160.4	170.6	181.5	181.5
Capital	84.4	59.3	72.6	80.6	74.6	65.6
Grants and Contributions	8.6	7.1	10.3	13.0	3.1	3.1
<b>TOTAL *</b>	<b>519.1</b>	<b>469.6</b>	<b>485.5</b>	<b>506.5</b>	<b>501.5</b>	<b>492.5</b>

\* Totals include expenditures out of the New Parks and Historic Sites Account.

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**NEW PARKS AND HISTORIC SITES ACCOUNT**

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<b><i>Type of Expenditures</i></b>						
Capital	8.4	7.9	4.7	3.5	3.5	3.5
Contributions (Cost-Sharing)	1.0	0.1	0.8	2.0	2.0	2.0
<b>TOTAL</b>	<b>9.4</b>	<b>8.0</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>	<b>5.5</b>

**TABLE 6 - AGENCY PLANNED SPENDING, SUMMARY OF CHANGES (\$ thousands)**

(\$ thousands)	Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
Total Main Estimates *	400,369	<b>456,538</b>	453,442	465,459	465,459	465,459
Adjustments:						
Funding to expand Canada's system of national parks and marine conservation areas	27,200					
Costs related to the Inuit Impact and Benefit Agreement for the establishment of the Ukkusiksalik National Park of Canada	3,518					
Forest fire suppression in British Columbia and Alberta and for damages caused by Hurricane Juan in Nova Scotia	28,300					
Highway emergency repairs in national parks	7,240					
Additional funding to improve the natural health of Canada's national parks	4,956					
Support to businesses for the preservation of commercial heritage properties	2,889					
Additional funding for various capital projects related to the new Gulf Islands national Park and for the restoration of HMCS Haida	3,300					
TB Vote 10 - Government wide initiatives	160					
TB Vote 15 - Collective Agreements	1,700					
Increase to operational revenues	5,842	<b>8,000</b>	15,000	22,000	27,000	27,000
Funding from the National Infrastructure Program	0	<b>5,000</b>	17,000	19,000	9,000	0
Carryforward from 2002/03	33,638					
Total Adjustments	118,743	<b>13,000</b>	32,000	41,000	36,000	27,000
<b>Net Planned Spending **</b>	519,112	<b>469,538</b>	485,442	506,459	501,459	492,459
Plus: Cost of Services received without charge	38,646	<b>39,417</b>	39,790	39,986	39,986	39,986
Net Cost of Program	557,758	<b>508,955</b>	525,232	546,445	541,445	532,445
Full Time Equivalents	4,000	<b>4,020</b>	4,040	4,040	4,040	4,040

\* The Main Estimates and the Planned Spending include amounts equivalent to revenue pursuant to Section 20 of the *Parks Canada Agency Act*, as detailed in Table 3.

\*\* Reflects the best forecast of total planned spending to the end of the fiscal year.

**TABLE 7 - REPRESENTATIVE PLANNED MAJOR CAPITAL PROJECTS  
EXCEEDING \$2 MILLION AND DEVELOPMENT PROGRAM (in millions of dollars)**

Table 7 displays the major Capital Projects.

Note: the total estimated cost of each project must be over \$2 million.

	Current Estimated Total Cost	Forecast Spending to 31-Mar-04	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07	Future Years Spending
<i>Stewardship of National Heritage Places</i>						
<b>Yukon</b>						
SS Klondike NHS-Retrofit (S-DA)	2.6	2.2	<b>0.4</b>	-	-	-
<b>British Columbia</b>						
Gwaii Haanas NP - Haida Heritage Centre (S-DA)	4.5	0.8	<b>1.7</b>	2.0	-	-
Gulf Islands NP - Park Administration Building & Compound (I-DA)	3.1	0.2	<b>0.8</b>	1.9	0.2	-
Gulf Island NP - Payment to British Columbia for land and assets transferred from the province under the Pacific Marine Heritage Agreement (S-DA)	2.0	-	<b>2.0</b>	-	-	-
<b>Alberta</b>						
Kananaskis Summit Environmental Legacy - Wildlife Crossing over the Rundle Canal near Canmore (S-DA)	3.0	2.6	<b>0.4</b>	-	-	-
<b>Ontario</b>						
Bruce Peninsula NP - Land Acquisition (I-DA)	13.5	7.2	<b>0.3</b>	0.3	0.3	5.4
Fort Henry NHS Major Repairs (I-DA)	10.0	4.3	<b>3.0</b>	2.7	-	-
HMCS Haida NHS Restoration and Relocation (S-DA)	6.3	6.3	-	-	-	-
Trent-Severn Waterway Swift Rapids Dam - Major Repairs (S-DA)	2.1	2.1	-	-	-	-
<b>Quebec</b>						
Fort Temiscamingue NHS Development (S-DA)	4.0	3.6	<b>0.2</b>	0.1	0.1	-
Saguenay Marine Park Development (S-DA)	30.4	29.3	<b>1.1</b>	-	-	-
<i>Use and Enjoyment by Canadians</i>						
<b>British Columbia</b>						
Yoho NP - Field Sewage Treatment Plant Major Repairs and Upgrade (S-DA)	3.1	3.0	<b>0.1</b>	-	-	-
<b>Alberta</b>						
Banff NP - Trans Canada Highway Twinning (I-PPA)	50.0	-	<b>5.0</b>	17.0	19.0	9.0



	Current Estimated Total Cost	Forecast Spending to 31-Mar-04	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07	Future Years Spending
<b>Manitoba</b>						
Riding Mountain NP Wasagaming Sewage Treatment Plant Major Repairs and Upgrade (S-DA)	2.2	0.1	<b>2.1</b>	-	-	-
Riding Mountain NP Wasagaming Water Treatment Plant Major Repairs and Upgrade (S-DA)	4.1	3.0	<b>1.1</b>	-	-	-
<b>Ontario</b>						
Bruce Peninsula NP - New Visitor Centre (I-DA)	7.3	1.2	<b>2.9</b>	3.2	-	-
Trent-Severn Waterway Ranney Falls Locks 11-12 - Major Repairs (I-DA)	5.3	3.7	<b>1.6</b>	-	-	-
Canada Marine Discovery Centre - Hamilton Building and Site Development (I-DA)	8.4	8.2	<b>0.2</b>	-	-	-
Discovery Centres - Exhibits and Galleries (I-DA)	2.7	2.7	-	-	-	-
<b>Nova Scotia</b>						
Cape Breton National Park - Cabot Trail Major Repairs (S-DA)	3.6	1.5	<b>2.1</b>	-	-	-
<b>Newfoundland</b>						
Gros Morne National Park - Highways 430 & 431 Major Repairs (S-DA)	6.6	4.6	<b>2.0</b>	-	-	-

**Definition of a Major Capital Project** - A departmental undertaking that involves the design and development of new programs, equipment, structures, or systems, and has above-normal risk, is deemed to be a major capital project when:

- The estimated expenditure exceeds the project approval authority granted to the Department by Treasury Board; or
- The project is particularly high-risk, regardless of estimated expenditure.

When a high-risk government project exceeds \$100 million in estimated expenditures or includes special requirements, it is deemed to be a Major Crown Project. The Major Crown Project reporting requirements are identified in this Guide originated with the Third Report of the Standing Committee on Public Accounts dated April 29, 1985. It was subsequently formalized through TB Circular 1991-1, which dealt with Reporting on Major Capital and Major Crown Projects in Part III of the Estimates. The reporting requirements identified in this Guide are consistent with those original intentions and direction.

Table 7 lists each individual Capital Project by Program (if applicable) and then by Business Line. To help identify the type or class of Estimates, five definitions have been listed below. The code (in brackets) is used to identify the class and is displayed at the end of each project.

*Substantive Estimate (S)* - This estimate is one of sufficiently high quality and reliability so as to warrant Treasury Board approval as a cost objective for the project phase under consideration. It is based on detailed system and component design and takes into account all project objectives and deliverables. It replaces the classes of estimates formerly referred to as Class A or B.

*Indicative Estimate (I)* - This is a low-quality order of magnitude estimate that is not sufficiently accurate to warrant Treasury Board approval as a cost objective. It replaces the classes of estimates formerly referred to as C or D.

*Preliminary Project Approval (PPA)* - This defines Treasury Board's authority to initiate a project in terms of its intended operational requirement, including approval of, and expenditure authorization for, the objectives of the project definition phase. Sponsoring departments and agencies are to submit for PPA when the project's complete scope has been examined and costed, normally to the indicative level, and when the cost of the project definition phase has been estimated to the substantive level.

*Delegated Authority (DA)* - Projects for which Treasury Board has delegated authority to the Agency.

**TABLE 8 - SUMMARY OF TRANSFER PAYMENTS (\$ thousands)**

(\$ thousands)	Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
<b>Grants</b>						
Stewardship of National Heritage Places	3,423	<b>23</b>	23	23	23	23
Use and Enjoyment by Canadians	0	<b>0</b>	0	0	0	0
<b>Contributions</b>						
Stewardship of National Heritage Places	3,252	<b>6,808</b>	9,329	10,788	900	900
Use and Enjoyment by Canadians	949	<b>189</b>	189	189	189	189
<b>Contributions from the New Parks and Historic Sites Account</b>						
Stewardship of National Heritage Places	1,000	<b>100</b>	800	2,000	2,000	2,000
Total Grants, Contributions and other Transfer Payments	8,624	<b>7,120</b>	10,341	13,000	3,112	3,112

**TABLE 9 - NET COST OF PROGRAM FOR 2004-2005 (\$ thousands)**

(\$ thousands)	<b>Parks Canada Program</b>
Net Planned Spending	<b>469,538</b>
<i>Plus: Services Received without Charge</i>	
Contributions covering employees' share of employees' insurance premiums and expenditures paid by TBS	<b>15,914</b>
Accommodation provided by Public Works and Government Services Canada (PWGSC)	<b>15,014</b>
Services provided by the Department of Canadian Heritage for information management, information technology, finance, human resources, and administrative support	<b>7,510</b>
Salary and associated expenditures of legal services provided by Justice Canada	<b>594</b>
Audit services provided by the Office of the Auditor General	<b>250</b>
Worker's compensation coverage provided by Human Resources Canada	<b>135</b>
	<b>39,417</b>
<i>Less: Non-Re-spendable Revenue</i>	<b>0</b>
<b>2004-2005 Net Cost of Program</b>	<b>508,955</b>

**TABLE 10 - NATIONAL PRICING STRATEGY - FEE PROPOSALS<sup>3</sup>**

Name of Fee Activity	Fee Type	Fee Setting Authority	Reason fo Fee Introduction or Amendment	Effective date of planned change to take effect	Planned Consultation & Review Process
National Park and National historic Site Entry Fees - Amending	Service	Parks Canada Agency Act	Maintain and improve services and facilities through an increased level of cost recovery	2004/05, 2005/06, 2006/07, 2007/08	<p>The Parks Canada Agency act requires that all fee increases be subject to consultation with the public and stakeholders.</p> <p>Parks Canada is consulting locally with the public and stakeholders through meetings with advisory and client groups and through direct mailings in order to develop a proposal to present to the Minister.</p> <p>On a corporate level, Parks Canada consults with national stakeholders and interest groups. Notice is also provided on the Parks Canada website on proposals for fee increases.</p> <p>Disputes regarding external charges are resolved at three progressive levels:</p> <ol style="list-style-type: none"> <li>1. Field Unit Superintendent</li> <li>2. Directors General Eastern Canada and Western Canada</li> <li>3. Chief Administrative Officer Parks Canada</li> </ol>
National Park Camping Fees - Amending	Service	Parks Canada Agency Act	As above	2005/06, 2006/07, 2007/08	
Historic Canal Lockage Fees - Amending	Service	Parks Canada Agency Act	As above	2005/06, 2006/07, 2007/08	
Golf Fees - Amending	Service	Parks Canada Agency Act	As above	2005/06, 2006/07, 2007/08	
Hot Pool Fees - Amending	Service	Parks Canada Agency Act	As above	2005/06, 2006/07, 2007/08	
National Park and National Historic Site Recreation Fees - Amending	Service	Parks Canada Agency Act	As above	2004/05, 2005/06, 2006/07, 2007/08	
Business Licenses - Amending	Rights and Privileges	Parks Canada Agency Act	To permit the government to earn a fair return for the use of publically own resources	2005/06, 2006/07	
Film and Location Fees - New	Rights and Privileges	Parks Canada Agency Act	As above	2004/05	

<sup>3</sup>

According to Sections 23 and 24 of the *Parks Canada Agency Act*, the Minister sets all fees and charges for rights and privileges. When consultations are completed, the Chief Executive Officer will develop a fee proposal for the Minister's consideration.

## **Appendix 1: Summary of Parks Canada Report on Plans and Priorities: 2004/05**

### **Mandate:**

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

<i>Business Line</i> Key Result	<i>Business Line #1: Stewardship of National Heritage Places</i> The establishment, protection and presentation of places that are of natural and cultural heritage significance		
<i>SERVICE LINE:</i> Strategic Objectives	1: <i>ESTABLISHMENT OF NATIONAL HERITAGE PLACES</i> To substantially complete the systems of national parks and significantly advance the system of national marine conservation areas in representing all of Canada's terrestrial and marine regions and to enhance the system of national historic sites which commemorates Canada's history.	2: <i>HERITAGE RESOURCE PROTECTION</i> Ensure better-functioning ecosystems, through the ecological integrity of national parks and the sustainability of national marine conservation areas; ensure the commemorative integrity of national historic sites so that resources of national significance are not threatened, messages of national significance are communicated, and other heritage values are respected; manage cultural resources at national parks and at national historic sites in accord with the principles of value, public benefit, understanding, respect and integrity.	3: <i>HERITAGE PRESENTATION</i> To raise awareness, and foster understanding, enjoyment, and sense of ownership of, and strengthen emotional connections to Canada's national parks, national historic sites and national marine conservation areas.

Planned Results	<p>1. Create national parks and national marine conservation areas in unrepresented regions.</p> <p>2. Complete or expand some existing parks.</p>	<p>3. Designate and commemorate, people, places and events of national historic significance, particularly in under-represented priority areas.</p> <p>4. Designate other heritage places (e.g., Historic Places Initiative, FHBRO, Heritage Rivers, Railway Stations, PM Grave sites, World Heritage Sites, Man and Biosphere).</p>	<p>5. Maintain or improve ecological integrity of national parks and the sustainability of national marine conservation areas.</p>	<p>6. Maintain or improve commemorative integrity of national historic sites; maintain or improve the state of other cultural resources administered by Parks Canada.</p> <p>7. Support and encourage commemorative integrity of national historic sites; maintain or improve the state of heritage resources not administered by Parks Canada.</p>	<p>8. Canadians, visitors and stakeholders appreciate and understand the significance of heritage places and support their protection.</p>
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Performance Expectations	<p>1. 34 of 39 terrestrial regions and 8 of the 29 marine regions are represented by March 2008.</p> <p>2. Expand 3 national parks and increase the percentage of land holdings in 3 unfinished national parks by March 2008.</p>	<p>3. On average, designate 27 new sites, persons and events per year of which, on average, 11 relate to Aboriginal People, ethnocultural communities and women.</p> <p>4. On average, 30 commemorative plaques placed annually.</p>	<p>5. Heritage programs meet their registration or designation targets.</p> <p>6. All national parks have fully functioning ecological integrity monitoring and reporting systems by March 2008.</p> <p>7. Improve aspects of the state of ecological integrity in each of Canada's 41 national parks by March 2014.</p> <p>8. Minimize environmental impacts of Parks Canada's operations.</p> <p>9. National parks plans are up to date and consistent with latest management plan guidelines by March 2010.</p>	<p>10. Improve elements of commemorative integrity that are rated as poor.</p> <p>11. Improve the state of other cultural resources managed by Parks Canada by March 2014.</p> <p>12. All national historic sites administered by Parks Canada have a current, management plan by December 2006.</p> <p>13. Other owners of National Historic Sites are aware of commemorative integrity and have access to information on best practices in maintaining commemorative integrity.</p> <p>14. Interventions on built cultural heritage not administered by the Agency are certified.</p>	<p>15. 50% of national park visitors and 80% of national historic site visitors participate in a learning experience related to natural and/or cultural heritage.</p> <p>16. 85% of visitors are satisfied, 50% are very satisfied with onsite heritage presentations programming.</p> <p>17. 75% of visitors understand the significance of the heritage place.</p> <p>18. Canadians, visitors and stakeholders actively support the integrity of heritage places.</p>
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<i>Business Line</i> Key Result	Business Line #2: <i>Use and Enjoyment by Canadians</i> Canadians use and enjoy national heritage places while supporting and participating in the conservation of Canada's heritage		
<i>SERVICE LINE:</i> Strategic Objectives	<i>4. VISITOR SERVICES</i> To provide visitors with services to enable them to enjoy and appreciate heritage places.	<i>5. TOWNSITES</i> Park communities are effectively governed and efficiently administered as models of sustainability.	<i>6. THROUGH HIGHWAYS</i> To maintain reliable, safe through-transit that minimizes ecological impact.
Planned Results	9. Visitors are welcomed, have safe visits, are satisfied with service quality.	10. Park Communities are efficiently administered and are models of environmental stewardship.	11. Highways are safe and open to through traffic and minimize ecological impact.
Performance Expectations	19. 10% increase in the number of visits to targeted national historic sites by March 2008. 20. 85% of visitors are satisfied and 50% are very satisfied with their visit. 21. Minimize public safety incidents.	22. 100 % cost recovery for municipal services (water sewer, and garbage collection). 23. Minimize environmental impacts of townsites.	24. Highways are open to through traffic. 25. Safety incidents are minimized. 26. Minimize environmental impacts of Highways.

<i>Business Line</i> Key Result	Business Line #3: <i>Corporate Services</i> Parks Canada's strong leadership, both directly and indirectly, in effectively and efficiently managing its resources to protect and present heritage places	
<i>SERVICE LINE:</i> Strategic Objectives	<i>7: MANAGEMENT OF PARKS CANADA</i> To maintain or improve management integrity, particularly focussing on effective decision making and results-based management.	<i>8: PEOPLE MANAGEMENT</i> To manage Human Resources so that a qualified Parks Canada workforce, representative of the Canadian population, works in a positive and enabling environment.
Planned Results	12 Demonstrate accountability, effective decisions and deliver timely, accessible, reliable management services.	13. A diverse and capable workforce, working in a positive and enabling environment.
Performance Expectations	27. Implement Modern Management Action Plan by March 2005. 28. Information is reliable, accessible, secure and managed in compliance with government standards. 29. Meet or exceed 3% annual target for Aboriginal procurement.	30. Workplace is representative of the Canadian population. 31. Key business capabilities are identified and acquired. 32. Workforce accidents and injuries are minimized.

## **Appendix 2: Strategic Environmental Assessment**

(Summary)

The strategic objectives of the plan are not expected to result in any unacceptable environmental impacts. Some strategic objectives are particularly key to environmental protection. The identification of specific actions and performance expectations is a valuable tool to communicate how these objectives will be implemented. For example, within individual field units, the challenges of managing human use and infrastructure must be guided by information resulting from improved internal science capacity, refined park monitoring programs, and social science research. The ability to monitor and report on a select suite of indicators and targets for national parks and the completion of management plans for all national historic sites is vital. Strategic environmental assessments of management plans for national parks and national historic sites should consider how such information has been used in decision-making to support ecological and commemorative integrity.

More detailed environmental assessments may be required as the Plan leads to specific initiatives at the field unit level. These assessments are an essential resource in the planning and implementation of specific projects. Strategic environmental assessment should continue to be an integral part of the business planning process to ensure that environmental consequences of alternatives are considered and to support informed decision-making.

## Appendix 3: New Parks and Historic Sites Account

The following criteria identify which potential new protected heritage areas, and unfinished national parks, national marine conservation areas, national historic sites are eligible for funding from the New Parks and Historic Sites Account:

1. All national parks, national marine conservation areas and national historic sites established after 1988 that have not reached a level where they provide basic resource protection, visitor service and heritage presentation as specified in their initial management plan, or have not completed all the development initiatives set out in their respective establishment agreements, including, over the planning period:

National Parks	National Historic Sites	National Marine Conservation Areas
<u>Incomplete:</u> Sirmilik Tuktut Nogait Wapusk Ukkusiksalik Gulf Islands <u>Proposed:</u> Manitoba Lowlands Torngat Mountains Bathurst Island Mealy Mountains East Arm of Great Slave Lake South Okanagan - Similkameen <u>Expansions to:</u> Waterton Lakes, Nahanni, and Tuktut Nogait	HMCS Haida	<u>Incomplete:</u> Saguenay-St. Lawrence <u>Proposed:</u> Lake Superior Gwaii Haanas Southern Strait of Georgia two additional sites to be identified later

2. All national historic sites not administered by Parks Canada which are approved by the Minister for cost-sharing contributions.

In addition to the above, the following guidelines also determine the types of expenditures that may be made from the account:

1. All capital expenditures exceeding \$10 000 related to the acquisition of lands and extinguishment of resource and development rights.
2. All capital development expenditures exceeding \$10 000 including planning, design and construction of specific facilities and infrastructure; cultural and ecological

resource stabilization and restoration; development of heritage presentation media; and initial fleet and equipment acquisitions.

## Appendix 4: Glossary

### Assets

Parks Canada owns and manages an inventory of 15,233 contemporary assets (75% of total asset value), 2,398 cultural assets (24%) and 1,023 heritage presentation assets (1%).

**Contemporary assets** include campgrounds, visitor reception centres, roads and highways, bridges, contemporary canal locks and dams, water and water waste facilities, all of which are used by the visitors and resident public. In addition, Parks Canada has holdings in administration facilities, staff houses, works compounds as well as a fleet of vehicles and heavy equipment. Parks Canada applies a comprehensive condition rating program to the management of its assets based on risk to asset, health and safety, level of service and overall asset condition.

**Cultural assets** are core to Parks Canada's mandate and the Agency is responsible for their preservation and protection for future generations. Cultural assets are defined as Level I and II and are located in Parks Canada installations. Cultural assets include built assets (buildings, bridges, fortifications, marine works, grounds, monuments and plaques), collections and in-situ archeological resources.

**Heritage presentation assets** are the physical products, tools or venues which assist in delivering education information about the significance of Parks Canada and the natural and cultural heritage of the country. These include exhibits, interpretive signage, audio visual productions and equipment.

### Commemoration

Commemoration is Ministerial recognition of the national significance of specific lands or waters by acquisition or by agreement, or by another means deemed appropriate within the Minister's authority for purposes of protecting and presenting heritage places and resources, erection of a plaque or monument.

### Commemorative Integrity

Commemorative integrity describes the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- the resources directly related to the reasons for designation as a national historic site are not impaired or under threat,
- the reasons for designation as a national historic site are effectively communicated to the public, and
- the site's heritage values (including those not related to designation as a national historic site) are respected in all decisions and actions affecting the site.

**Ecological Integrity**

“Ecological integrity means, with respect to a park, a condition that is determined to be characteristic of its natural region and likely to persist, including abiotic components and the composition and abundance of native species and biological communities, rates of change and supporting processes”.

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