

**Governance of Protected Areas:
Sharing Power and Decision-Making at Pukaskwa National Park and Lake
Superior National Marine Conservation Area**

by

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of the Requirements for the Degree of

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in the Department of Geography

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Abstract

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Protected Areas (PAs) are one effective means to address biodiversity loss. Unfortunately, the history of PA establishment includes forced removal of people from lands that become parks and restrictions on access and use of lands and waters by local people. Relationships between PA managers, stakeholders, including local people, remain in many instances, difficult. This challenges the ability to create new PAs in Canada, where consent by local residents and other stakeholders is critical for PA establishment.

This research examines governance of PAs as a means to improve relationships between PA authorities and local communities. Determining how much power communities wish to have over decision-making and their preferred methods for sharing power permits greater understanding of how to build relationships with communities, stakeholders and partners that are respectful, trustworthy and sustainable.

Pukaskwa National Park and Lake Superior National Marine Conservation Area (NMCA) both in Northwestern, Ontario on the North Shore of Lake Superior, were studied along with their relationships to the nearby communities of Marathon and Terrace Bay,

respectively. Pukaskwa, has been present on the landscape for over thirty years, while Lake Superior NMCA is in the process of establishment. The proximity of the PAs to each other and the communities to the PAs, along with the evolution of the respective guiding legislations, offered uniquely complex circumstances to investigate.

A mixed methods approach to the research was employed involving the analysis of 190 community surveys and oral interviews with members of Town Councils from both communities. Few studies in Canada have examined governance of PAs and no study has examined governance of federally PAs in Northern Ontario.

The results indicate that residents of the communities of Marathon and Terrace Bay, support the purposes of the PAs and multiple means of communicating with them about decisions made about the PAs. Clearly favouring the involvement of local people in decision-making about the PAs, respondents also recognized the importance of involving PA staff and scientists in decision-making. Visitors to Pukaskwa were also found to be important to decision-making.

The findings further show that community members are resolute that Parks Canada have some control over decision-making. Marathon residents are comfortable with less collaboration and power sharing with Parks Canada than are residents of Terrace Bay.

The results are sentinel to achieving approaches to citizen involvement in decision-making about PAs in ways that are meaningful to local residents. Achieving local support for PAs secures an option for governments to use that is critical to addressing biodiversity loss, important for improving human health and maintaining society's connection to nature.

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Dedication

To park and protected area professionals around the world who are striving to protect and conserve wild biodiversity amidst increasing complexity and difficulty – thank you for working every day to protect what is special about our planet, inspire us and provide places for all people, regardless of abilities, the opportunity to explore the beauty of which we are all a part.

And – to those absent.

1 Introduction

From mountain tops to sea floors our planet is home to special areas where for generations societies have taken action to set them aside and protect them (Needham, Dearden, Rollins & McNamee, 2016). Protected areas (PAs) therefore are human constructs, created by what Harvey (1984) describes as “political ordering of space and its consequences” (p. 3). According to Dearden, (1995) a PA immediately begins to deliver ecological and social functions important to society. For example, Dearden proposes that the social value of PAs can include roles such as: museum, to preserve the past; art gallery, because of the PAs aesthetic appeal; zoo, because of wildlife viewing; playground, as places to play and recreate; theatre, as a form of distraction from everyday life; cathedral, acknowledging the spiritual value of the landscape; and factory, for its potential for income generation. The ecological roles Dearden suggests include: bank, where ecological capital is grown; reservoir, where ecosystem services are stored; hospital, where ecosystem processes go to heal; laboratory, where knowledge is created; and schoolroom, where education occurs. Therefore, it is prudent at this early stage of the dissertation to introduce a definition of a PA so that readers might know the term and to what it refers. According to Dudley, (2008) a PA is:

a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values. (p. 8)

Is it then urgent to find a way to make more, and larger PAs faster in the world? Some would answer yes, pointing to the threat biodiversity loss means to life on the planet and the need to return to places where the pressures of every-day life are suspended in favour of life every day (Locke, 2015; Woodley et al., 2012). Those that answered no, likely are fearful of losing access to the lands and waters presently accessible or have been forced off lands once used for sacred ceremonies, gathering food or medicines, hunting, trapping, tree harvesting, mining, snowmobiling or motorboating (Lemelin, Koster, Bradford, Strickert & Molinsky, 2015; Nadasdy, 2003).

The establishment of PAs in Canada and around the world is, to some, a narrative of loss or gain (Cantrill, James, Thomas & William, 2000; Roe, 2008). But it shouldn't be. Recognizing the futility of processes that enrich some and impoverish others, PA scholars turned to examining the role governance plays in assuring PAs continue as a legitimate choice to slow biodiversity loss and a valued global choice for the protection of human rights and human dignity (Bennett & Dearden, 2014a; Borrini-Feyerabend, Pimbert, Farvar, Kothari, & Renard, 2007; Locke & Dearden, 2005; Plummer, 2009). Governance, as understood by the UNDP (1997) is “the exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance comprises the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations (Executive summary, para. 2). Governance is important to PA establishment and management because understanding how much power communities wish to have over decision-making and their preferred methods for sharing power, permits greater understanding of how to build relationships with communities, stakeholders and partners that are respectful, trustworthy and sustainable.

This dissertation examines governance at two PAs in Canada: Pukaskwa National Park, a terrestrial national park and Lake Superior National Marine Conservation Area (NMCA), a marine PA. Both are located in Northwestern, Ontario (Figure 1-1).

These areas were selected because of their relationships to the nearby communities of Marathon and Terrace Bay, respectively. Pukaskwa, has been present on the landscape for over thirty years, while Lake Superior NMCA is in the process of establishment. The proximity of the PAs to each other and the communities to the PAs, along with the evolution of the respective guiding legislations, offered uniquely complex circumstances to investigate. In addition, the close proximity of the PAs helped minimize the socio-economic differences between the communities enabling a clearer picture to arise of the differences between the different types of PAs and the differences that emerge over time.



Figure 1-1 Location of Lake Superior NMCA and Pukaskwa National Park

Adapted from Lake Superior NMCA Interim Management Plan (p.8), Parks Canada, 2016. Ottawa.

Graham, Amos and Plumtre (2003) write that governance is fundamentally about “power, relationships and accountability: who has influence, who decides, and how decision-makers are held accountable” (p. 3). Since this description, considerable work has been done on the subject of governance of PAs (Agyare, Murray, Dearden, 2016; Armitage et al., 2009; Borrini-Feyerabend et al., 2007; Borrini-Feyerabend & Hill, 2015; Eagles, 2009; Lockwood, 2010; Ruhanen, Scott, Ritchie, & Tkaczynski, 2010), including the identification of principles of good governance for PAs by the IUCN (Borrini-Feyerabend et al., 2013). However, the description provided by Graham et al., remains relevant and easily understood.

Given that PAs are human constructs, without local support for the idea of the PA, at the location proposed, in the time proposed, it is unlikely that PAs can be established without conflict (Madden & McQuinn, 2014; McShane, Hirsch, Tran Chi, Songorwa & Kinzig, 2011; Yochim, 2015). This has been recognized for some time and was a major theme running through World Parks Conferences since the 1983, Bali Conference (Scriabine, 1983).

While conflict may be inevitable, how it is addressed, according to Madden and McQuinn, (2014), influences whether the outcomes are constructive or injurious.

Therefore, conflict in and of itself is not necessarily bad. Conflict can result in the identification of mutually acceptable solutions, benefitting both the PA and the individual or community. Bennett and Dearden, (2014a) observe, for example, “fairness and equity could be increased through creating means to share benefits of conservation locally, particularly by supporting local economic and tourism development, capacity building programs, and hiring practices” (p. 114). While considerable benefits can accrue from the presence of PAs for local communities, Rollins, Dearden and Fennell (2016) caution that formal attention needs to be directed towards constructing relationships with PAs that achieve benefits for local visitors and tourists alike. Such benefits are not axiomatic. Hill, Miller, Newell, Dunlop and Gordon (2015) warn of the importance of addressing governance to address why “biodiversity loss continues apace despite the extent of PAs increasing” (p. 365)

Getting governance right mitigates against negative outcomes of conflict and gets PA establishment to become a win-win situation. If the world wishes to establish PAs, the right governance approach for the context in which the PA will operate is critical to achieving long term, sustainable local support for PAs (Baird & Dearden, 2003; Bennett & Dearden, 2014b; Borrini-Feyerabend & Hill, 2015).

Canada has few studies where the governance characteristics of public PAs are specifically examined. Dearden, Bennett and Johnston (2005), present important findings about characteristics of governance and future action from the first global study on the subject that remain instructive to present governance research. For example, Dearden et al., call for the need to recognize the importance of context for PA governance. They write, “Global PA governance has no ‘one best way’. Improved governance can follow multiple pathways. The challenge is to understand the particular context of the PA systems, globally, nationally, and locally and the various pathways and their advantages and disadvantages” (p. 99).

Buteau-Duitschaever’s 2009 Master’s thesis “A Comparison of Five Stakeholders’ Perceptions of Governance under Ontario Provincial Parks’ Management Model” and

Buteau-Duitschaever, McCutcheon, Eagles, Havitz and Glover's, 2010 paper exploring "Park visitors' perceptions of governance: a comparison between Ontario and British Columbia provincial parks management models", address governance principles and respondents' perspectives toward their importance. The researchers conclude "perceptions of governance criteria for a park system act as an indicator of the level of public support for each of the governance areas measured and as an indicator for the level of political support present" (p. 46). The presence or absence of political support for a PA, likely is influenced by the strength of local support for the PA or the system (Needham, Dearden, Rollins & McNamee, 2016). To this point, Buteau-Duitschaever et al., call for park practitioners "to better design the governance approaches that overarch the management of a park system" (p. 46).

Other Canadian research examines governance of private PAs, governance of natural resources or management effectiveness of Canadian PAs. For example, Hannah (2006), investigated principles of governance and PAs owned by non-government organizations, corporations, First Nations and individuals, located in Manitoba, Ontario, British Columbia and the Yukon. Fortin and Gagnon (1999), looked to understand the social impacts of national parks on communities in Quebec. Cantrill, Potter and Stephenson (2000) report on opinions of decision-makers toward PAs in the Lake Superior Basin. Guénette and Adler (2007), took a Pan-Canadian approach examining Marine Protected Areas (MPAs) establishment efforts on all three coasts. Heck's 2010 doctoral dissertation, assessed management effectiveness at Marine Protected Areas off the coast of Vancouver Island. Vodden (2015), examined collaborative governance in Canadian coastal waters in Newfoundland, Nova Scotia and Vancouver Island. These and other studies on governance will be reviewed in more detail in Chapter 2.

Engaging local communities in Canada, requires researchers to be attentive to the diversity of people and cultures in the communities. Researchers are increasingly responsive to recognizing the important role that Aboriginal people play in the application of natural resource management systems through the application of traditional knowledge and governing systems (Augustine & Dearden, 2014; Bennett, Lemelin,

Koster, & Budke, 2012; Berkes & Davidson-Hunt, 2006; Turner & Berkes, 2006). As Turner and Berkes (2006) point out “indigenous resource management systems are not mere traditions but adaptive responses that have evolved over time” (p. 487). Accessing this additional way of “knowing”, often requires increased power sharing and decision-making with local Aboriginal peoples in the form of co-management and cooperative management agreements (Dearden & Langdon, 2009; Dearden & Bennett, 2016; Lemelin & Bennett, 2010; McGregor, 2011). Awareness of the tools available for use by Governments and First Nations, may inspire similar approaches by non-Aboriginal stakeholders. Ultimately, First Nations, and non-First Nations people will need to engage in respectful decision-making processes to confirm how PAs will be governed and managed in Canada. Both Pukaskwa National Park and Lake Superior NMCA, are located on lands and waters traditionally held by Ojibway people. The future of the two PAs is closely linked to local First Nations.

No studies have specifically examined governance preferences at federal PAs in Northern Ontario. This study is the only one to specifically investigate governance related to Lake Superior National Marine Conservation Area and Pukaskwa National Park.

This work draws from deep personal, professional and academic experience spanning a lifetime. As a student studying outdoor recreation in the early 1980s at Lakehead University, living in Thunder Bay, and working summer jobs in the communities along the North Shore of Lake Superior, the frustrations that local people had with government decision makers from “outside” their communities or “down south”, was clear. Later, graduate research undertaken in the 1990s exploring values and beliefs held by residents of communities of Marathon and Terrace Bay, as well as other communities on the north shore, about mechanized and non-mechanized wilderness use, again touched on the frustration experienced by “northerners” as they struggled to understand why it was necessary for things to change in pursuit of conservation and protection.

After graduating, I was hired as the Economic Development Manager for the Town of Marathon, the closest organized community to Pukaskwa National Park. Working in

Marathon included experiences as the Economic Development Manager, working in human resources at the town's single largest employer, the local pulp mill and eventually with Parks Canada as the Manager, Visitor Experience at Pukaskwa National Park. This began a twenty-three year career with Parks Canada that concluded back in Thunder Bay, after managing national park and national historic site programs across the country. As the Field Unit Superintendent for Northern Ontario, Pukaskwa National Park and Lake Superior National Marine Conservation Area were part of my responsibilities.

I was married in Northwestern Ontario. Two of my three children were born in Marathon, the other in Thunder Bay. Family still reside in Marathon and throughout the region. To say I have a deep understanding of the communities risks criticism from those communities. I do however, have the benefit of insight to the challenges, fears, aspirations and love for the region that being part of a community of residents of Northwestern, Ontario yields.

The following section traces the origins of National Parks in Canada, revealing the close relationship Canada and the United States have historically shared in promoting the National Parks idea. This is followed by an exploration of the important role PAs play in slowing the loss of biodiversity. Canada's effort to slow biodiversity loss through the Species at Risk Act is examined before returning to the discussion on the effectiveness of PAs.

The chapter continues with an exploration of the challenge of parks, people and local communities through the lens of ecosystem based management. Descriptions of the study areas and the importance of the research close the chapter.

1.1 National Parks in Canada: the historical context

It is helpful to briefly explore the early events that would have such profound influence over Canadians' relationship with what eventually would include, national parks, national

historic sites and national marine conservation areas. The societal efforts to realize the value of PAs in early Canada were many but fundamentally there were three: (1) The opportunities to generate wealth through tourism by bringing people to the landscapes (Brown, 1969; Buteau-Duitschaever, 2010), (2) the romantic, spiritual connection to the landscape mostly expressed by city dwellers, who felt the loss of the majestic landscapes (Dawson & Hendee, 2009; Hassell, Moore & Macbeth, 2015) and (3) powerful, influential individuals who took up the cause, particularly individuals who were in key positions within the emerging bureaucracies of land management services (Brinkley, 2009; Hart, 2010).

In 1885 Canada's national PAs began as a postage stamp sized set aside around a hole in the ground. Originally claimed by two Canadian Pacific Railway workers, the land was secured by the fledgling Government of Canada to create what would become the flagship of Canada's National Park system: Banff National Park. With the support of the Prime Minister, the then Minister of Interior, The Honourable Thomas White, determined that "it is important to reserve by Order in Council, the sections on which the springs are and those about them" (Lothian, 1987, p. 17). Subsequently, Order in Council No. 2197 received approval by the Government on November 25, 1885 and ordered approximately 26 km² to be "set aside for future park use". The Order read in part:

His Excellency by and with the advice of the Queen's Privy Council for Canada has been pleased to order and it is hereby ordered, that whereas near the station of Banff on the Canadian Pacific Railway, in the Provisional District of Alberta, North West Territories, there have been discovered several hot mineral springs which promise to be of great sanitary advantage to the public, and in order that proper control of the lands surrounding these springs may be vested in the crown, the said lands in the territory including said spring and their immediate neighbourhood, be and they are hereby reserved from sale or settlement or squatting,
(Lothian, 1987, p. 17)

Canada's first National Park, undeniably humble in its inception was immutable. Undaunted by the long shadow of the creation of Yellowstone National Park by the United States in 1872, the new park carried with it the aspirations of a newly founded nation eager to find its place in the world. Two years later amidst debate surrounding the

bill to establish what would be referred to as The Rocky Mountains Park Act, the Prime Minister, Sir John A. Macdonald rose in the House on April 22, 1887 to lend his voice:

I do not suppose in any portion of the world there can be found a spot, taken all together, which combines so many attractions and which promises in as great a degree not only large pecuniary advantage to the Dominion, but much prestige to the whole country by attracting the population, not only on this continent, but of Europe to this place. It has all the qualifications necessary to make it a great place of resort. . . . There is beautiful scenery, there are the curative properties of the water, there is a genial climate, there is prairie sport and there is mountain sport; and I have no doubt that that will become a great watering place. (Lothian, 1987, p. 22)

The bill received Royal assent on June 23, 1887 creating “a public park and pleasure ground for the benefit, advantage and enjoyment of the people of Canada” (Lothian, 1987, p. 23). Originally, The Cave and Basin, and then The Rocky Mountains Park, followed closely President Grant’s dedication of Yellowstone National Park in 1872 as a “public park or pleasuring-ground for the benefit and enjoyment of the people” (The Yellowstone Act, 1872).

Early adopters of the Yellowstone model for a nation’s park include Canada, Australia, New Zealand and South Africa (Hendee, Stankey, & Lucas, 1990). Characteristics of the model include ownership and control of the park’s lands by the federal government and a top-down decision-making process (Phillips, 2003).

It would not be until 1930 with the proclamation of the first National Parks Act that the park would be known as Banff National Park (Hart, 2010; Lothian, 1987). However, between 1887 and 1930 three significant events took place that would shape the course and history of Canada’s National Park System. Firstly, Canada organized its internal bureaucracy to establish a Dominion Parks Branch. Secondly, Canada named its first Commissioner of National Parks, James B. Harkin and thirdly, Harkin shepherded the 1930 National Parks Act through Parliament.

Harkin assumed the role of Commissioner of the Dominion Parks Branch in 1911, taking on the leadership of the world's first parks service. The United States confirmed its National Park Service in 1916 with the passage of the Organic Act. The Act records the mission of United States National Parks as "to conserve the scenery and the natural and historic objects and the wild life therein, and to provide for the enjoyment of the same in such manner ... as will leave them unimpaired for the enjoyment of future generations" (Keiter, 2011, p. 240). The wording used in the Organic Act is closely repeated in Canada's 1930 National Park Act. Noticeably, many similarities are present in the birth stories of our nations' national parks and national park systems. If imitation is the highest form of flattery, Harkin, greatly flattered the Americans by repeating wording found originally in the American's Organic Act in Canada's first National Parks Act.

Canada's understanding of what national parks are can be attributed to Harkin's early writings and policy direction (Hart, 2010). Harkin, by his own admission promoted national parks as a nation's park. He writes, "National Parks exist for the people. They are the people's share of the natural beauty of mountain, lake and stream" (1914, p. 8). Sentimentally sharing what he believed to be important about National Parks and facing opposition similar to what was taking place in the United States related to the withdrawal of large tracts of land to the public domain (Brinkley, 2009), Harkin's focus and consistent approach to the significance of national parks was twofold: protection and use. In this, as recorded by Williams (1957), Harkin envisioned a single purpose for Canada's national parks. They would be the peoples' parks, accessible and maintained in a natural state:

The day will come when the population of Canada will be ten times as great as it is now but the National Parks ensure that every Canadian, by right of citizenship, will still have free access to vast areas possessing some of the finest scenery in Canada, in which the beauty of the landscape is protected from profanation, the natural wild animals plants and forests preserved, and the peace and solitude of primeval nature retained. (p.9)

In 1930 the National Parks Act became law wherein the mandate to protect, use and leave unimpaired for future generations was confirmed. The National Parks Branch, 1931 "Report of the Commissioner" (p. 5) highlights the new Act:

The National Parks Act emphasizes the inviolable nature of the parks of Canada, and confirms to the people absolute ownership Section 4 of the National Parks Act reads: The parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, ... and such parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.

Often referred to as a “dual mandate” for protection and use, (Campbell, 2011, p. 11; Needham et al., 2016, p. 7) Parks Canada staff has struggled to find the balance between the understood priorities. The distinction though is a false one when measured against Harkin’s vision for the purpose of National Parks. The responsibility for Parks Canada to protect the resources, invite use and leave the resources unimpaired for future generations, as a single emphasis remains operative.

The complexity associated with achieving protection and use of natural resources has challenged scholars, researchers and policy makers for decades (Dawson & Hendee, 2009; Parks Canada, 2000; Shelby, 1986). Somewhere between excluding or severely restricting human access to the natural resources and permitting access up to the point where the natural resources become impaired, governance is operating. In understanding governance, one begins to see the possibility of resolution to difficult problems in natural resources management, such as the loss of global biodiversity and the establishment of PAs, such as national parks.

The following sections of the Introduction frame the important role PAs play in slowing the loss of biodiversity, describe the challenges of parks and people, reports on the significance of ecosystem based management (EBM) as an approach to protection and use, introduce the study areas and describe the importance of the research.

1.2 The Biodiversity Challenge

The 1992 Earth Summit in Rio de Janeiro brought together 150 heads of government to address biodiversity loss as a serious threat to the world’s security. In creating the

Convention on Biological Diversity (CBD), the world took its first significant united step toward cooperatively and collaboratively addressing biodiversity loss.

The Convention's goals are three: the conservation of biological diversity, the sustainable use of its components, and the fair and equitable sharing of the benefits from the use of genetic resources" (Lockwood, 2006, p. 80). Efforts by officials responsible for implementing the CBD focused on preparing workplans consistent with the Articles in the Convention. Shadie (2006) reports, "the principle provisions of the CBD dealing with protected areas are found under Article 8 of the convention. However, almost all other articles of the CBD make reference to protected areas and the contribution that they offer to achieving the overall objectives of the convention" (p. 706).

Noss (1992), in advance of the Convention wrote: "despite growing dangers of pollution, acid rain, toxic wastes, greenhouse effects, and ozone depletion, direct habitat alteration by humans remains the greatest of all threats to terrestrial and aquatic biodiversity, from Panama to Alaska and beyond" (p. 10). Following the signing of the convention other voices continued to keep world leaders, academia and the public aware of the continuing decline in the health of both terrestrial and marine ecosystems, mostly due to human behaviour (Agardy, 1994; Hanna, 1997; Redford & Sanderson, 2000; Vallega, 2001). Research contributing to The Millennium Ecosystem Assessment pointedly warned that the earth's ecosystems were at risk with negative consequences for humanity (Duralappah, 2005; Hassan, Scholes & Ash, 2005).

In the face of mounting concerns regarding the continuing decline in environmental conditions despite the signing and implementation of the CBD world leaders again stood to take action. In 2002, through the CBD, world leaders agreed to achieve significant reductions in biodiversity loss by 2010. Efforts that were already underway received a renewed focus. For example, in February 2004 at the Seventh Conference of the Parties, the Parties committed to the creation of a global system of PAs by 2015, including design considerations for cores, corridors, buffer zones and connections recognizing the interconnectedness of plants, animals and humans (SCBD, 2004; 2005).

The idea of connectivity amongst PAs is not a new idea and follows closely from the theory of Island Biogeography (MacArthur & Wilson, 1967). Improving connectivity was advocated by writers such as Noss (1992) as a way to slow biodiversity loss describing, “systems of interlinked wilderness areas and other large nature reserves, surrounded by multiple-use buffer zones managed in an ecologically intelligent manner, offer the best hope for protecting sensitive species and intact ecosystems” (p. 10).

The “core”, “corridor”, and “buffer” approach achieves, space on the landscape where at the core, ecosystem function and ecological integrity are of primacy. The core area is where restrictions to certain human uses apply most strongly. Many would recognize this as a national park, for example (SCBD, 2005).

The buffer or multiple use area deflects industrial activity and agriculture away from the core. For many, the buffer could be seen as a working landscape where multiple species are present, habitats are available to support them and fewer restrictions apply.

Corridors, achieve connectivity and species distribution among core areas, in order to permit movement of species and contribute to ecosystem functionality. As Noss (1992) describes, “in order to maintain their ecological integrity, many or most core reserves will have to be functionally joined to other protected areas” (p. 17).

According to the CBD (2005, p. 4), the following applies to an interconnected network of PAs: Core areas, are where “conservation of biodiversity takes primary importance”.

Corridors, “serve to maintain vital ecological or environmental connections by maintaining physical (though not necessarily linear) linkages between the core areas”.

Buffer zones, “protect the network from potentially damaging external influences and are essentially transitional areas characterized by compatible land uses” and, sustainable-use areas, are “where opportunities are exploited within the landscape mosaic for the sustainable use of natural resources together with the maintenance of ecosystem functions”.

The approach adopted by the CBD, long advocated by conservation scientists (e.g. Noss, 1992; Soulé, 1991) moves PAs from isolated islands of non-development surrounded by development to an integrated landscape choice, connected to the larger landscape, each serving important natural and social functions. Additionally, the role humans play as part of the landscape and their role in decision-making about what takes place on the landscape is inclusive to the process (CBD, 2005).

To meet the 2015 goal of a global PA system, targets were set for 2008 and 2010 for terrestrial PAs and 2012 for marine protection. This goal was not met and indeed, none of the CBD targets in any area were met. The new PA targets have been moved to 2020 (Dearden, 2016; Woodley, 2015) but the intent of the commitment remains “for countries to develop participatory, ecologically representative and effectively managed national and regional systems of protected areas, stretching, where necessary, across national boundaries, integrated with other land uses and contributing to human well-being” (Shadie, 2006 p. 704). Regarded as an ecosystem based management (EBM) approach (discussed later in this chapter and in more depth in Chapter 2), Shadie, confirms EBM is the framework for action under the CBD (p. 706). Significantly, governance of PAs was identified as a priority to address in PA design and advocated as an alternative approach to commonly understood models [e.g. the Yellowstone Model] “that exclude the local resident populations and perceive their concerns as incompatible with conservation” (Borrini-Feyerabend, 2004, p. 100). Governance, according to the CBD:

is crucial for the achievement of protected area objectives (management effectiveness), determines the sharing of relevant cost and benefits (management equity), is key to preventing or solving social conflicts, and affects the generation and sustenance of community, political and financial support (Borrini-Feyerabend, 2004, p. 100).

Importantly, governance of PAs, found its way to the forefront of the world’s agenda on biodiversity loss. The focus brought to the subject through the CBD has inspired new research on the subject and advanced understanding about the relationships between people, the environment and PAs (Agyare et al., 2015; Schultz, Folke, Österblom, & Olsson, 2015).

The decades following the signing of the CBD have realized significant gains in the amount of knowledge associated with biodiversity as well as increasing warnings about rates of species loss (Butchart et al., 2010; Hooper et al., 2005; Mace, 2014; Naeem, Thompson, Lawler, Lawton & Woodfin, 1994; Wardle, 2012).

In a comprehensive review of progress toward the 2010 commitment, Butchart et al., (2010) synthesized available global data and concluded, “biodiversity has continued to decline over the past four decades” (p. 1165) and that “it is highly unlikely that the 2010 target has been met (p.1168). In support of this, Butchart et al., (2010) write:

8 out of 10 state indicators showed negative trends (e.g. declines in population trends of vertebrates, habitat specialist birds, shorebird populations worldwide, extent of forest, mangroves, seagrass beds, condition of coral reefs); the majority of indicators of pressures on biodiversity show increasing trends (e.g. aggregate human consumption of the planet’s ecological assets, deposition of reactive nitrogen, number of alien species in Europe, proportion of fish stocks overharvested, impact of climate change on European bird population trends. (p. 1165)

In a later review of biodiversity loss, Cardinale et al., (2012) reviewed twenty years of research and produced six consensus statements pertaining to biodiversity ecosystem function, identified four emerging trends and generated four “balance of evidence” statements (Table 1-1). The information at times makes declarative statements based on evidence and at other times strongly suggests likely conclusions based on the state of knowledge. The balance of evidence statements reveal the need to continue research to address inconclusive results, mixed results and results contrary to expectations. What is abundantly clear from this review is that despite global declarations and treaties and the global increase in PAs, biodiversity continues to decline.

Table 1-1 Consensus, Trends and Balance of Evidence Concerning Biodiversity LossConsensus Statements

1. There is now unequivocal evidence that biodiversity loss reduces the efficiency by which ecological communities capture biologically essential resources, produce biomass, decompose and recycle biologically essential nutrients.
2. There is mounting evidence that biodiversity increases the stability of ecosystem functions through time.
3. The impact of biodiversity on any single ecosystem process is nonlinear and saturating, such that change accelerates as biodiversity loss increases.
4. Diverse communities are more productive because they contain key species that have a large influence on productivity, and differences in functional traits among organisms increase total resource capture.
5. Loss of diversity across trophic levels has the potential to influence ecosystem functions even more strongly than diversity loss within trophic levels.
6. Functional traits of organisms have large impacts on the magnitude of ecosystem functions, which give rise to a wide range of plausible impacts of extinction on ecosystem function.

Four emerging trends reported are:

1. The impacts of diversity loss on ecological processes might be sufficiently large to rival the impacts of many other global drivers of environmental change.
2. Diversity effects grow stronger with time, and may increase at larger spatial scales.
3. Maintaining multiple ecosystem processes at multiple places and times requires higher levels of biodiversity than does a single process at a single place and time.
4. The ecological consequences of biodiversity loss can be predicted from evolutionary history.

The balance of evidence statements are:

1. There is now sufficient evidence that biodiversity per se either directly influences (experimental evidence) or is strongly correlated with (observational evidence) certain provisioning and regulating services.
2. For many of the ecosystem services reviewed, the evidence for effects of biodiversity is mixed, and the contribution of biodiversity per se to the service is well defined.
3. For many services, there are insufficient data to evaluate the relationship between biodiversity and the service
4. For a small number of ecosystem services, current evidence for the impact of biodiversity runs counter to expectations.

Note. Adapted from “Biodiversity loss and its impact on humanity” by Cardinale et al., 2012. Nature. Vol. 486. pp. 60-63.

Biodiversity loss in Canada is not a new phenomenon. As the country was settled and natural resources were utilized to serve the growing population, the structure and function of forests began to change. In particular, Canada's boreal forest continues to experience biodiversity loss due to forest harvesting, fragmentation associated with road building, flooding, agricultural expansion and the development of the oil and gas industry in western Canada (Hagy, Yaich, Simpson, Carrera & Haukos, 2014; Pasher, Seed & Duffe, 2013; Venier, Thompson, Fleming, Malcolm & Aubin, 2014). Examining fundamental questions related to biodiversity loss and the boreal forest, Venier, et al., (2014) offer hope about the state of biodiversity loss indicating "there is little current evidence that species are in danger of complete extirpation from the boreal zone as a result of industrial activity" (p. 476) and caution that other locations in the world where boreal forests exist with longer experience in forest management "have seen the rapid decline of many species with 739 threatened forest invertebrate species in Sweden and 727 in Finland". Concerningly, the authors warn of possible extinction of boreal species in Canada when considering the cumulative effects of landscape change.

The purposes of Canada's Species at Risk Act are "to prevent wildlife species from being extirpated or becoming extinct, to provide for the recovery of wildlife species that are extirpated, endangered or threatened as a result of human activity and to manage species of special concern to prevent them from becoming endangered or threatened" (Government of Canada, 2002b, p. 8). The Act is an important contribution to reducing loss of biodiversity in Canada.

While the preamble to the Act calls on all governments in Canada to work cooperatively, SARA, as federal legislation focuses on migratory birds, aquatic species and any species on federal lands such as National Parks and National Marine Conservation Areas (NMCAs). Provinces and territories have distinct control over and responsibility for wildlife and their habitats within their jurisdictions and manage species at risk within their jurisdictions through provincial and territorial mechanisms. However, because the Act intends to "provide authority to prohibit the destruction of the critical habitat of a listed wildlife species anywhere in Canada" (Douglas, 2002, p. 1), the federal

Environment Minister is compelled to take action if he or she is of the opinion that territorial or provincial laws “[do] not effectively protect the species or the residences of its individuals (Douglas, 2002, p. 12).

Achieving cooperation, can at times prove challenging when provincial and territorial governments face what might be perceived as unequal power when the federal government can reach into provincial and territorial jurisdiction. This is raised to illustrate the complexity of managing for biodiversity loss in Canada from two perspectives: the scientific approach requiring dealing with species and their needs and managing geo-political boundaries that have no relationship to ecological functionality and species requirements.

Even though SARA directs consideration of an ecosystem approach in protecting species at risk, achieving for example clarity in mapping and intergovernmental collaboration within Canada and between Canada and the U.S. has been challenging (Hagy et al., 2014; Pasher et al., 2013). Additionally, the process to identify, protect and recover species at risk has been criticized as slow and complex, resulting in little meaningful change in the status of endangered species in Canada (Olive, 2014).

In a recent comprehensive comparison of Canadian and American recovery strategies for shared endangered species (Olive, 2014) describes Canada as having “531 species listed ‘at risk’ but currently 87 recovery strategies are more than five years overdue and only six Action Plans have ever been completed” (p. 266). Further, Olive reports that of 30 species that share endangered status between the United States and Canada, the United States has 24 recovery plans in place including action plans. Canada, in comparison has 24 recovery strategies in place but only one action plan. In that Canada and the United States are similar in culture, values, conservation understanding and geographically share lands and waters, one would expect a high degree of collaboration and cooperation in planning for, and addressing, issues related to biodiversity loss, ecological integrity and ecosystem management. Unfortunately, such seamless cooperation and management is the exception rather than the rule. While nature abhors boundaries, geo-political

boundaries appear to hinder efforts to achieve reductions in the loss of biodiversity in Canada. For example, Hagy et al., (2014) report conservation of wetlands directly related to the sustainability of waterfowl requires “diverse and nuanced approaches” (p. 347) in Manitoba, Saskatchewan and Alberta. Concluding remarks by Olive, reflect on this circumstance in terms of the world’s biodiversity status: “biodiversity loss is on the rise across the planet so North America will be no exception. There will come a time when collaborative ecosystem management is absolutely necessary” (2014, p. 273).

While biodiversity loss can expect to continue (Cardinale, 2012; Janetos, et al., 2005; Lockwood, Worboys, & Kothari, 2006; Pimm et al., 2014; Young et al., 2006), and despite criticism about Canada’s record on meeting international commitments (Needham et al., 2016), governments have and are responding, albeit, perhaps not quickly enough (Dearden, 2016). The 1992 Convention on Biological Diversity inspired “several hundred papers reporting results of >600 experiments that manipulated more than 500 types of organisms in freshwater, marine and terrestrial ecosystems” (Cardinale, 2012, p. 59), assisting conservation scientists in gaining knowledge to address species loss.

The focus created and the impetus to carry on the program of work generated by the CBD persists, despite missing previous CBD targets. The 2010 Conference of the Parties (COP) tenth meeting to the Convention on Biological Diversity, held in Nagoya, Japan, produced “The Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets” (COP, 2010). Of significance to this research is Aichi Target 11 which calls for by 2020:

At least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscape and seascapes”. (p.9)

Aichi Target 11 wording, introduces two important concepts, of significance to governance and addressing biodiversity loss through PAs. The target points to (emphasis added) “*equitably managed*, ecologically representative and well connected systems of

protected areas *and other effective area-based conservation measures*, and integrated into the wider landscape and seascapes”. These are discussed further in Chapter 2 but for purposes here, it is important to note that PAs focus on the protection of biological diversity as per IUCN’s definition of a PA:

A clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values” (Dudley, 2008, p. 8)

The effectiveness of PAs in protecting biological diversity is not without debate. Protected areas are understood by some to contribute to the protection of biodiversity, play a role in influencing land use decisions in favour of biodiversity and mitigate against climate change (Butchart et al., 2010; Geldmann et al., 2013; Hagerman & Satterfield, 2014; Leverington, Costa, Pavese, Lisle & Hockings, 2010; Pimm et al., 2014; Woodley et al., 2012). Woodley et al., acknowledge “protected areas are a tried and tested approach to nature conservation... they remain one of the most diverse and adaptable management and institutional tools for achieving conservation” (p. 23).

Phillips (2003), observed that the “classic” (i.e. The Yellowstone Model), view of PAs was not meeting the needs of future generations and called for a “new paradigm” that advocated a “more people-focused protected areas legislation” (p. 20) partially because he suggests “many PAs are too small to function effectively (p. 21). Phillips was Head of the UK National Park system and advocated a more global adoption of the UK model of human-dominated PAs.

Arguing that PA establishment leads to biodiversity declines, Hill et al., (2015) reveal, in part, “protected area creation gives new access for people to view and enjoy biodiversity in areas that were often previously not accessible because industry, private or community governance arrangements excluded public access (p. 365). Geldmann et al., (2013) while supportive of PAs, point out, “where external threats are high PAs are still experiencing dramatic habitat losses within their boundaries” (p. 235). Others, contend that establishing PAs ineffectively in some cases can accelerate biodiversity loss due in part

to management, governance, policy and resourcing issues (Chapin, 2004; Dearden et al., 2005; Hill, Miller, Newell, Dunlop, & Gordon, 2015).

Some, return to viewing PA models as hindering the creation of new knowledge about biodiversity loss. For example, researchers, Smith, Kinnison, Strauss, Fuller, and Carroll (2014) challenge, “time is of the essence as many species are declining precipitously and will almost surely become extinct without dramatic or even radical intervention. It is important to overcome the fear of experimentation, such as the prohibition on experiments in National Parks and protected areas” (p. 9).

Perhaps the best way to understand whether or not PAs are assisting in addressing the loss of biodiversity is expressed by, Pimm et al., 2014:

Protected areas deliver substantial outcomes for preventing extinctions. Globally, species with >50% of the sites of particular importance for them protected are sliding toward extinction only half as rapidly as those with <50% of their important sites protected (p. 1246752-6).

What is known about PAs and biodiversity is that the establishment of PAs is a favoured approach to the protection of biodiversity globally by governments, they are to be administered equitably, they don't have to be traditional PAs, such as a national park but need to achieve biodiversity protection, they remain the preferred approach by conservation experts, scientists and researchers and the amount of area set aside in the world as protected, is increasing. (Butchart et al., 2010; Corson, Gruby, Witter, & Hagerman, 2014; Hagerman & Satterfield, 2014; Le Saout et al., 2013; Popescu, 2015; Woodley et al., 2012). Still, as discussed, PAs draw fire over their effectiveness.

Part of the debate about the effectiveness of PAs arises from the great range of areas that have been set aside as “protected areas” that confer very different degrees of protection. Concern over this breadth (Locke & Dearden, 2005) led IUCN to clarify the definition of “protected area” (Dudley, 2008) to emphasize the primacy of biodiversity protection as a necessary pre-requisite for all PAs. IUCN recognizes different categories of PA within this definition (Table 1-2) that reflect varying levels of protection.

Table 1-2 IUCN Protected Area Categories and Governance Type

Management Category	Governance Type			
	A. Governance by government	B. Shared governance	C. Private governance	D. Governance by indigenous peoples and local communities
	Federal or national ministry or agency in charge	Sub-national ministry or agency in charge	Government-delegated management (e.g. to an NGO)	Transboundary governance
		Collaborative governance (various forms of pluralist influence)	Joint governance (pluralist governing body)	
			Conserved areas established and run by individual landowners	
			...by non-profit organisations (e.g. NGOs, universities)	
			...by for-profit organisations (e.g. corporate landowners)	
			Indigenous peoples' conserved areas and territories – established and run by indigenous peoples	
			Community conserved areas and territories – established and run by local communities	
I a. Strict Nature Reserve				
Ib. Wilderness Area				
II. National Park				
III. Natural Monument				
IV. Habitat/ Species Management				
V. Protected Landscape/ Seascape				
VI. Protected Area with Sustainable Use of Natural Resources				

Note. Reproduced from *Governance of Protected Areas: From Understanding to action*, by G. Borri-Feyerabend, N. Dudley, T. Jaeger, B. Lassen, N.P. Broome, A. Phillips, and T. Sandwith, 2013, p. 44. Copyright 2013 by the International Union for Conservation of Nature and Natural Resources.

It is noteworthy that the recent expansion in area in PAs globally has been driven by expansions in categories V and VI, the ones that confer the least degree of protection to biodiversity (Dearden, 2016).

In Canada, the number and extent of PAs have increased over the last twenty years (Lemieux, Beechey & Gray, 2011). Environment and Climate Change Canada (2016) reports “as of the end of 2014, 10.3% (1 026 682 km²) of Canada’s terrestrial area (land and freshwater), and about 0.9% (51 572 km²) of its marine territory have been recognized as protected” (p.5). The report concludes, “in 2014, federal jurisdictions protected 511 075 km²”. The Canadian Council on Ecological Areas reports as of December 31, 2015 slight increases in both marine and terrestrial protection. Through the

Conservation Areas Reporting and Tracking System (CARTS), terrestrial area protection is recorded at 1,063,153 km² and marine protection at 62,400 km².

While progress has been made, it can be described as very slow. Dearden (2016), points out for example, that Parks Canada had not met its own internal targets for representation of 34 of 39 terrestrial regions or 8 of 29 marine regions by 2008 (p. 28). Presently recorded at 28 of 39 represented terrestrial regions, and 5 of 29 marine regions, Parks Canada's efforts to date have not resulted in significant progress toward representivity.

Confounded by climate change, human population growth and missed targets, the outlook for reversing the trends identified by Cardinale et al., (2012) and described by others is ominous. However, it is not impossible.

Efforts to meet the 2020 Aichi target of 17% terrestrial protection, according to Venter et al., (2014) requires 5.8 million km² of land to be added to the PA inventory by 2020. Further, the authors suggest it is cost effective at \$42.4 billion annually (in 2012 USD) to advance a land acquisition approach that sees threatened species and their habitats secured (p. 5).

Estimating the resources required to meet the Aichi target, a report prepared by the United Nations Development Program and the Convention on Biological Diversity, projects 5.5 million km² of new PAs is needed, and 33.75 billion USD annually or a total commitment of \$270 billion (Ervin, 2012). To further illustrate the financial costs, Ervin & Gidda, 2012 explain, "\$270 billion equates to \$33.75 billion annually – equal to only .000472% of the world's gross domestic product (less than \$5/person globally) and only .0013% of the GDP of the top 20 wealthiest countries" (p. 30).

The financial costs, for some will read staggering and for others it will seem reasonable to assist in addressing global biodiversity loss. Regardless of readers' reactions, action is required from citizens to create the political will necessary for government to prioritize investment in PAs, including land acquisition.

For many, the costs associated with PA establishment are not only financial. The choice to support PAs is a hard choice, representing changing lifestyles and the possibility of livelihood opportunities in natural resources harvesting and extraction lost to conservation priorities (Bennett & Dearden, 2014a; Cartwright, 2003; Phillips, 2003; McShane et al., 2011).

People have been part of the landscape for millennia. How they choose to interact with it includes choices about supporting the establishment of PAs. Clearly, larger landscape spaces are needed to achieve networks of interconnected PAs. The size, configuration and connectivity of future PAs, requires engagement of landowners, governments and stakeholders. Hard choices, made by local people and politicians will need to be made to address biodiversity loss. Ecosystem based management as an approach to landscape scale species conservation, regularly confronts challenging social and ecological realities. Through ecosystem based management, experts and non-experts can discuss and identify priorities for the protection of biodiversity.

The next section turns the reader's attention to the challenges of parks and people in the context of local communities and ecosystem based management (EBM). Contemporary issues are identified that are influencing the evolution of EBM and its relationship to parks and people.

1.3 The Parks and People Challenge

Protected areas have long been believed to be places that benefit the health and well-being of people (Harkin, 1914; Needham, et al., 2016). They are also places where, according to Mackenzie (2012), "benefits tend to accrue globally, while PA creation results in a complex web of gains and losses for local people" (p. 119). Additionally, the experiential and personal benefits of visiting PAs are becoming increasingly well understood (Lemieux et al., 2012; Russell et al., 2013; Weiler, Moore & Moyle, 2013). Yet, despite these understandings, people, whether in Canada or other places in the

world, when confronted with the possibility of a PA being established are often cautious and demonstrate concern about loss of access to land and waters in ways they always have, fearing they will have little voice in the decisions that will directly affect them (Dearden, Chettamart, Emphandu & Tanakanjana, 1996; Dimitrakopoulos et al., 2010; Madden & McQuinn, 2014).

For many local people, particularly indigenous peoples, the benefits derived from access to natural resources for their livelihood are interrupted by the presence of a PA. The circumstance is further complicated when insufficient alternatives are provided and little reassurance is given that local concerns will be addressed (Bennett, Lemelin, Koster & Budke, 2012; Borrini-Feyerabend & Hill, 2015; West, Igoe & Brockington, 2006).

PAs may also result in the displacement of known and familiar outdoor activities such as hunting and trapping, due to restrictions on harvesting of species or means of access (e.g. motorized access). As Brockington and Igoe (2006) describe, “people dwelling on the edge of a park but unable to gather firewood or wild foods, to hunt, or fish, or unable to walk to their farms on the other side of the park, would be unable to live as they were before (p. 425).

While welcoming increased spending in the community of tourist dollars, local communities also face negative impacts such as “land speculation, a rise in the cost of living, an increase in property taxes, and an influx of workers and new residents” (Fortin & Gagnon, 1999 p. 201). Other negative effects, as identified by Rollins et al., (2015) include, “congestion at stores, banks, service stations, beaches and other locations” (p. 399). Brockington and Igoe (2006) caution that local people can face “the commodification of wildlife and nature into things which tourists can purchase, but which locals can then no longer afford” (p. 425).

In some instances, the establishment of a PA is an affront to local community members because of the path taken by officials to determine its feasibility. For example, at Rosspport, Ontario, a community adjacent to Lake Superior National Marine Conservation

Area, “the rejection of local stewardship activities and the local knowledge of Rossport residents by provincial and federal conservation authorities in the latter part of the twentieth century resulted in feelings of distrust and, in some cases, open hostility to proposed protected area strategies and some tourism initiatives” (Lemelin, et al., 2015, p. 174).

Mace, (2014) describes four main phases in conservation spanning from before the 1960s to present time that assists in understanding the evolving relationship people have with PAs.

1. Prior to the 1960s conservation was approached as “nature for itself”. In this phase, many of the earliest conservation efforts, including national park establishment, are recognizable. Defining characteristics include the concept of wilderness and humans excluded from nature.

2. The 1970s and 80s are cast by Mace as “nature despite people”. During this period the threats to species and their habitats rose in awareness and efforts to minimize human impact on species through viable population size estimation and sustainable yield analysis took hold.

3. The late 1990s recorded the inescapable truth that efforts to reverse species decline were failing and pressures on biodiversity were increasing. As well, a fundamental shift occurred in conservation thinking moving from a species focus to ecosystems. Ecosystem thinking emerged as a dominant paradigm as did the recognition that the planet’s biodiversity was producing essential goods and services for the sustainability of the planet including humans. Importantly, during this time, humans began to recognize themselves as part of the ecosystem and not outside of it as previously thought. This “nature for people” approach encouraged thinking about measuring the benefits of nature in a cost-benefit approach, angering some and providing for others a way to communicate to decision-makers through economic terms.

4. Mace, describes the most recent years as those that reflect a “people and nature” ethos where the interactions between humans and nature are simultaneously local and global and carefully built for sustainability and resiliency. Mace points out that

“current conservation science and practice includes all four framings” causing “frictions and tensions” (p. 1559).

Most of Canada’s national parks were established following “the Yellowstone model” and falling within the “nature for itself” category described by Mace. Over time, this approach changed to reflect a “nature for people” approach to their management that recognized national parks as part of a broader landscape. In fact, ecosystem management was formally adopted over 20 years ago by Parks Canada as an approach foundational to its operating model:

Ecosystem management provides a conceptual and strategic basis for the protection of park ecosystems. It involves taking a more holistic view of the natural environment and ensuring that lands use decisions take into consideration the complex interactions and dynamic nature of park ecosystems and their finite capacity to withstand and recover from stress induced by human activities. The shared nature of ecosystems also implies that park management will have effects on surrounding lands and their management. (Parks Canada, 1994, p. 33)

By adopting an ecosystem management approach Parks Canada accepted it would be addressing biodiversity protection because ecosystem management “promotes the protection of ecosystems and natural habitats, the maintenance and recovery of viable wild populations of species in natural settings, as well as the environmentally sound management of surrounding or adjacent areas” (1994, p. 9). This required a shift in thinking from focusing internally or only within the park boundaries to practices that embraced thinking outside of the PA boundaries into greater park ecosystems. It was a key step in accepting that what happens outside park boundaries, for example, road construction for forest harvesting resulting in increased illegal access through park boundaries by all terrain vehicle users, affects what happens inside park borders, such as reductions in wildlife populations such as moose, due to poaching, and vice versa, for example, damage caused to neighbouring farms or ranches from wildlife using the PA as core habitat (Dearden, Chettamart & Emphandu, 1998; Parks Canada, 2000; Theberge, Theberge & Dearden, 2016; Walton, 1997). Ecosystem management fundamentally recognizes that all things are connected and interrelated as advocated by Aldo Leopold over 80 years ago (Leopold, 1966).

Ecosystem management or ecosystem based management (EBM) achieves integrated landscape and sea/lake-scape management from an holistic perspective, taking into account all the parts of the system rather than individual parts (Slocombe & Dearden, 2009). Its purpose is to bring voice and legitimacy to the process of conservation so that the distribution of, and access to, available natural resources is determined in ways that respect the needs of species and people to which an intact ecosystem yields benefits (Grumbine, 1994 & 1997; SCBD, 2005, p. 10).

Importantly, as noted earlier, EBM acknowledges humans are part of ecosystems. EBM integrates natural science, social science, economics and politics in decision-making processes where the existence of power and the need to manage it is acknowledged (Grumbine, 1994). Ecosystem based management is intended to create the systems and processes that allow for input by citizens in ways that are responsive to citizens' abilities and capacity to participate through an adaptive management approach (Slocombe & Dearden, 2009). Adaptive management, according to Plummer and Armitage, (2007a, para. 2) involves, "generating alternative hypotheses, assessing the value of more information, developing models for future learning and hypotheses, formulating policy options, building criteria to facilitate option comparisons, and conducting option evaluation (Hilborn and Walters 1992)". The intended inclusiveness of EBM, and its attentiveness to transparency in decision-making (Grumbine, 1994, 1997; Lemieux et al., 2011; Levin, Fogarty, Murawski & Fluharty, 2009), permits PA managers, stakeholders and partners, to explore solutions to existing conflicts and together, avoid future ones.

Three decades have passed since Grumbine's seminal paper about ecosystem management. Since that time much has been learned about what it is and how it functions, as discussed further in Chapter 2. Despite considerable evidence that supports the need for cross boundary collaboration (Bernard, Penna & Araujo, 2014; Craigie et al., 2010; Laurance et al., 2012) and consideration of the PA's regional setting, or greater park ecosystem (Theberge et al., 2016), Parks Canada has turned increasingly inward, focusing on developing management actions and ecological monitoring programs solely for the purposes of reporting on the ecological integrity within PA boundaries (Parks

Canada, 2005). The greater park ecosystem approach is less visible across the system today than it was in the 1990s. This can be attributed to alignment with the federal Conservative's government direction and reduced capacities within the organization due to budget reductions. Unfortunately, positions once dedicated to greater park ecosystem work, have been eliminated at many parks. A case in point is Pukaskwa National Park, where the position was eliminated due to budget constraints and shifting priorities. The focus, within the Resource Conservation function across the national park system, and at Pukaskwa, remains implementing ecological integrity monitoring programs (Parks Canada, 2007) while at the same time adjusting to respond to Corporate priorities related to increasing visitation and enhancing visitor experiences (Parks Canada, 2014a).

This operating reality raises significant challenges in two ways: First, an internal focus is not what garners the support of local communities that are interested in understanding how the presence on the landscape of a national park or NMCA might benefit them and how they might influence its management and decision-making through appropriate EBM and governance arrangements. Second, as lands and waters adjacent to existing national parks and NMCAs change due to development and populated areas continue to expand into areas of high biodiversity, PAs will be faced with the challenge of establishment in highly populated, highly biologically diverse areas (Geldmann, Joppa, & Burgess, 2014) or continuing, as in past practice, to establish in more remote, less populated and less biologically diverse areas (Venter et al., 2014).

Joppa and Pfaff (2009) completed the first “comprehensive global assessment of the distributions across space of all of the national PA networks of any significant magnitude (>100 km²)” (p. 2) and concluded “that protected areas in IUCN categories I and II, i.e. the more highly protected areas, are on significantly higher and steeper lands further away from roads and urban centers than are IUCN category III – VI protected areas” (p. 3). The authors suggest that PAs with greater emphasis on biodiversity protection tend to be located in areas where less biodiversity exists and fewer people live.

Given the targets globally for terrestrial and marine PA establishment, it is inevitable that PA establishment will face conflict where more people and competing land uses are present (Schultz et al., 2015, p. 7372; West, Igoe & Brockington, 2006; Wuerthner, Crist, & Butler, 2015). Perhaps anticipating such tensions, the “Global Biodiversity Outlook 4” (SCBD, 2014) identifies the need to “[enhance] cooperation with indigenous and local communities in the creation, control and management of protected areas” (p. 85).

This dissertation seeks to provide additional understanding about the relationship among PAs, governance and local communities within the Canadian context and particularly related to areas administered by Parks Canada. Given the global and national onus to address both terrestrial and marine PA establishment, examples in both habitats were sought and preferably in close proximity to each other to facilitate comparison. The very low number of marine conservation areas established in Canada led to focus on the new NMCA designated on the North Shore of Lake Superior, and Pukaskwa National Park, a longer established national park some 80 kms away. The selection of terrestrial and a marine area, established under different legislation and over different time periods yet nearby to each other, facilitates comparison regarding the current and potentially future impacts of these PAs on adjacent communities. The next section provides greater detail on the areas selected for the case studies.

1.4 The Case Studies

Important questions remain regarding the nature of stakeholder participation in PA decision-making. Pointedly, NMCA governance in Canada remains in its infancy and terrestrial governance of PAs is evolving. For example, established national parks have been moving to increased stakeholder consultation in their governance (Dearden, et al., 2005; Parks Canada, 2000). There are however, different requirements for stakeholder consultation between national parks and NMCAs, as detailed in the relevant Acts, and this will be reviewed in more detail in Chapter 2.

Across Canada, existing and proposed PAs are close neighbours or share boundaries with, municipal jurisdictions. The degree to which the two bodies interact or have influence over each other is unclear. Yet, the call for greater engagement and cooperation with decision makers within greater park and PA ecosystems persists, despite Parks Canada's recent internal focus. The juxtaposition of an established national park and a proposed NMCA in the same region and in relatively close proximity, provides opportunity to gain a historical perspective on PA/local community interaction as well as perspective on how governance of a new form of PA, the NMCAs, may differ from that of the established national park.

The differing phases of development between the two sites permits the collection of respondents' perceptions about how things have worked and are working in an area where there is 31 years of history of a national park operating and compare these findings to those where a new kind of PA, a National Marine Conservation Area, is "under construction". Additionally, because the community of Marathon is neighbour to Pukaskwa National Park and the community of Terrace Bay is adjacent to LSNMCA, this provides opportunity to compare relationships that exist between the communities and the PAs, including the role local governments might play. The case studies are also similar in that residents of Northwestern Ontario tend to share a deep rooted sense of alienation from the rest of the province generally (Johnston & Payne, 2012) and for some, along the North Shore of Lake Superior, mistrust of government is heightened due to past negative experiences with provincial land use and PA planning (Cartwright, 2003; Lemelin et al., 2015; Wozniczka, Koster & Lemelin, 2010).

1.4.1 Case Study – Pukaskwa National Park

Pukaskwa National Park, opened in 1983, is located on the North Shore of Lake Superior half-way between Sault Ste. Marie, Ontario and Thunder Bay, Ontario (Figure 1-1). Originally administered out of offices in the community of Marathon, 25 kilometres west

of the national park, the park is now fully operational through its headquarters office located in the park, near Hattie Cove.

The park is a wild and rugged landscape 1,878 square kilometres in size protecting the Boreal Highlands ecoregion of Canada representing Natural Region #18 in Parks Canada's Systems Plan (Parks Canada, 1990). The Trans Canada Highway #17 and the Canadian Pacific Railway, are about 10 kms away from the park boundaries. It is in fact due to the ruggedness of the land that the railway and highway did not traverse what is now Pukaskwa National Park. The communities of White River, Mobert First Nation, Pic River First Nation, Heron Bay and Marathon are the park's closest communities. Only the community of Pic River First Nation is adjacent to the park boundaries (Figure 1-1).

The park is yet to be established formally by the Government of Canada as a National Park. It is however, not a National Park Reserve because Canada recognizes the Robinson Superior 1850 Treaty as in effect. National Park Reserve status refers to those circumstances where land claims are under negotiation. Achieving National Park status, requires, resolution of issues related to asserted Aboriginal rights and title (Parks Canada, 2014a) and addressing Clause 10 of the Federal and Provincial Agreement to establish the park, which reads "If any lands within the proposed National Park are subject to the rights or claims of Indians, Canada will, at its expense, make such arrangements with the Indians as Canada deems necessary" (Government of Canada, 1978).

Full time employment at the park has declined over the years with the most recent reductions occurring in 2012. Early projections for staffing at Pukaskwa identified 35 full time positions, and 16 seasonal (Parks Canada, 1972). In 2015, eleven staff were full time and 25 identified as seasonal, meaning 4 to 10 months recurring employment (S. Hayes, personal communication, December 16, 2015).

As federal lands, federal statutes apply, for example, The Species At Risk Act, The Migratory Birds Act, The Fisheries Act and The Canadian Environmental Assessment

Act, as well as others. As “owners” of the land, Parks Canada has recourse to Provincial legislation, for example the Trespass to Property Act, and in cooperation with provincial authorities may choose to apply provisions of other provincial statutes i.e. The Fish and Wildlife Conservation Act, in order to achieve the intent of the National Parks Act. Since 1978, with the release of the Park’s “Provisional Master Plan”, then subsequently in 1982, 1995 and most recently, 2014, each plan confirmed the intention of the lands as a national park. The circumstance is not ideal, however parks staff have been operating for over 30 years in this circumstance and will continue to do so until either, local First Nations agree that they were appropriately consulted prior to the signing of the Federal – Provincial Agreement to establish the park, or the courts are called upon to render a decision.

1.4.2 The Community of Marathon and Pukaskwa National Park

Fourteen kilometres west of the mouth of the Pic River, by water, is the community of Marathon. Selected for the deep water of Peninsula Harbour and the industrial advantage it brought, Marathon is the product of non-aboriginal interests. Once, known as Peninsula Harbour, the community saw dramatic change when the Canadian Pacific Railway (CPR) under the leadership of Cornelius Van Horne, planned the route along the north shore of Lake Superior. This would be the first of three “booms” for the community.

Preceding the booms, First Nations people lived from the lands and waters that include Pukaskwa National Park and Lake Superior NMCA. The mouth of the Pic River played a significant role in the history of the original inhabitants of the area and in Canada’s fur trading history. Krats (1991), reports “The Pic River was known to cartographers by late in the 17th century; by the 1720s French trader/explorers regularly travelled the North Shore, thus passing the River’s mouth, and introducing the fur trade to the long-established population therein” (p. 102).

Recognized as a National Historic Site of Canada, “the mouth of the Pic River has been the site of numerous Aboriginal occupations, dating back thousands of years. In the 1780s, a fur trade post was established at the site, to be taken over by the Northwest Company in 1799 and subsequently by the Hudson's Bay Company in 1821. The Ojibway who lived in the area eventually relocated upriver” (Parks Canada, 2015, para. 3). Peninsula Harbour, was not a favoured location for First Nations commerce, however for Non-Aboriginal people, it became the location for a regional economy.

At the time of the railway construction in 1884, Peninsula Harbour was providing services and distributing 12 tons of food a day to some of the 15,000 men who were building the rail between Lake Nipissing and Thunder Bay (Berton, 2001, p. 270). (Boulton, 1967) describes the town on Peninsula Harbour as “a bustling, lusty town [consisting of] a motley collection of hovels, tents, shacks and clapboard houses. There were two sizeable buildings, a hotel and a warehouse” (p. 17). As the ebb and flow of boom bust economies played out, a 1935 Government of Canada census reported the population of Peninsula at “28 with 11 eligible voters” (p. 21).

The second boom began with the construction of a pulp mill and town by Marathon Paper Mills of Canada Ltd., at Peninsula Harbour in 1944. The mill produced its first unbleached pulp in September 1946 and subsequently, bleached pulp in December of that same year. Production of pulp in what became known as the Town of Marathon, ended in 2009 after successive ownership by American Can of Canada, James River-Marathon Ltd, and Marathon Pulp. Facing increased production costs associated with energy and transportation and depressed pulp prices, the mill was non-profitable. Despite optimism that the mill would re-open, this would not be the case. The second boom resulted in the building of a town, certainty of employment and population leveling off at approximately 2,300 people. This changed in 1985 with what was at the time, the largest gold find in recent Canadian history at Hemlo, 40 kms east of Marathon. Three mines were established within walking distance of the Trans Canada highway.

The third boom caused the town to swell in population from 2,300 people to 4,500 people in a few short years. Gold at the Hemlo deposit resulted in fundamental changes to the look of the town as well as its purpose. Since its inception it was a pulp town. Suddenly, it was becoming a mining town with an influx of people with entirely different skill sets and place of origin. Third generation mill workers were welcoming first generation miners to the community. However today, the mill is closed and is being disassembled and sold for scrap, one of the three mines has shut down and the other two are reducing their workforce in preparation for closure.

In 2011, Statistics Canada reported Marathon's population at 3,353 (Statistics Canada, 2015a). The Marathon Economic Development Corporation's (2013), "Marathon, Community Profile", notes in regards to the viability of continued mining "current estimates date the life of the gold mines to extend beyond 2020. In addition to gold, copper and platinum minerals are being explored and multiple prospectors are actively investigating the area" (p. 3). Should the mines close, and with the mill gone, Marathon, is without a large single private sector employer. The largest private sector employer is anticipated to be the Canadian Tire Store with 24 employees (Marathon EDC, 2013, p. 12). With private sector employment numbers diminishing, government services, health care and the education sectors are emerging as the town's largest employers (Marathon EDC, 2013).

The "Marathon Community Profile" recognizes Pukaskwa National Park's contribution to the lifestyle of local residents and suggests it is an important local amenity. A visitor survey conducted between June and September, 2014 by Parks Canada, at Pukaskwa National Park (Parks Canada, 2014b), examined visitor origin and found among other things that 8% (n= 337) of the respondents were from Marathon, and an additional 11% were from Thunder Bay (8%), Sault Ste. Marie (2%) and Manitouwadge (1%). These results suggest that Pukaskwa has some appeal to Marathon residents and North Shore residents beyond the local. Free access on Canada Day and special events, like winter dog sledding, offers options for local and regional residents to experience the park. In support of such initiatives, Pukaskwa's management plan acknowledges, "Pukaskwa

National Park has to strengthen its connection with local municipalities by participating in local events, regular meetings and surveys to better understand local interests” (Parks Canada, 2014a, p. 6). Later, this research examines local visitation to the park and the importance visitors might play in decision-making about the park.

1.4.3 Case Study – Lake Superior National Marine Conservation Area

Lake Superior NMCA is intended to represent Great Lakes Region 1 as identified in “Canada’s National Marine Conservation Areas System Plan” (Mercier & Mondor, 1995 p. 86). Approximately, 10,000 square kilometres in size, it stretches along the North Shore of Lake Superior touching on but not including the following communities: Red Rock, Red Rock First Nation, Nipigon, Rossport, Pays Plat First Nation, Schreiber, and Terrace Bay (Figure 1-1).

According to Jackson (2004), Parks Canada’s interest in a National Marine Conservation Area stretches back to the creation of the Lake Superior Binational Program in 1991. Recognized by the International Joint Commission as a priority for restoration and protection in 1989, Lake Superior’s significance to Canada and the United States for its clean fresh water focused attention toward protection efforts.

The Ministerial- appointed Regional Committee’s milestone document, “Recommendations for a Lake Superior National Marine Conservation Area”, dated June 12, 2001 supports the establishment of a NMCA in Lake Superior and communicates clear expectations that local citizens would continue to play a central role in bringing the proposed NMCA under federal jurisdiction.

Subsequent to the recommendations document a third party review was undertaken of the consultation and community engagement process. That review was concluded in September 2001, confirming Parks Canada’s efforts and those of the Regional Committee (Hessian, Mannila & Nicol, 2001).

In 2002, as a result of local public engagement through the Regional Committee, Parks Canada communicated a shared vision for an NMCA on Lake Superior to local communities. The vision, according to Jackson (2004), was “well received by local residents and area municipalities” (p. 35). Jackson summarizes the reasons for community support for the NMCA as follows:

The Lake Superior NMCA initiative was strongly committed to engaging local people and stakeholders in the program. A broad vision was developed with the local people who had been the stewards and custodians of this area; policy and practice were clarified; and a proposal was developed that had the strong support of area residents and local municipalities. (p. 36)

Reflecting on the process of public engagement leading up to the recommendation by the Regional Committee, Wozniczka (2008) observed that the process remains vulnerable to criticism as a result of a lack of the use of “in depth qualitative research methods” (p. 14). The Hessian report (2001) makes a similar observation suggesting that data gathered by the Regional Committee may not have been adequate to determine from a scientific basis whether or not there was true support for the establishment of an NMCA. The report also acknowledged confidence in the process that resulted in the recommendation by the Regional Committee to proceed with establishment of the NMCA.

On October 25, 2007 the Federal-Provincial Agreement was signed in Nipigon, in the presence of the Prime Minister, setting the stage for the appointment of an Interim Management Advisory Board whose job it would be to develop an Interim Management Plan for the NMCA and through a separate process, Parks Canada, would engage local First Nations to achieve shared understandings with respect to the proposed NMCA on Lake Superior. While the Interim Management Plan has been concluded (Parks Canada, 2016), negotiations are on-going with local First Nations to confirm shared understandings regarding the involvement of local First Nations in the operation and management of the NMCA.

The residents of the communities along the North Shore of Lake Superior, adjacent to the proposed NMCA, including Terrace Bay, have lived with the ebb and flow of establishment efforts for over two decades. Critical of the length of time it has taken to complete the initiative (Hessian et al., 2001), it remains unclear how much longer it will take to complete the establishment process due to outstanding First Nations issues, principal of which is resolution of section 7.2 in the Federal – Provincial Agreement to establish Lake Superior NMCA, which reads in part:

- Canada and the Northern Superior First Nations intend to continue to work together to complete the development of shared understandings concerning
- (a) the involvement of those First Nations in the planning and management of the Marine Conservation Area;
 - (b) economic, employment, training and partnership opportunities for those First Nations;
 - (c) the protection, management and heritage presentation of Aboriginal cultural sites; and
 - (d) consultation.

(Parks Canada, 2007, p. 14)

The time taken however, reflects the scale of the initiative, the context in which it is emerging and the institutions involved. Institutional configuration, scale and cultural and historical contexts are important in environmental decision-making (Adger et al., 2003). If any are mishandled the results can include serious delays, conflict and possible abandonment of PA establishment efforts (Dahlberg, Rodhe & Sandell, 2010; McNamee 2009).

In 2015, the Canada National Marine Conservation Areas Act was amended to include Lake Superior NMCA, subject to coming into force by the Governor in Council (Government of Canada, 2015). Subsequent to resolution of First Nations concerns, the Governor General will be in a position to formally establish the NMCA by Order in

Council. In the meantime, the recently approved Interim Management Plan for Lake Superior NMCA provides foundational guidance to decision-making related to Aboriginal relations, collaboration and shared responsibility with local communities, visitor experience and resource conservation. For example, the Interim Management Plan commits Parks Canada to “work with First Nations and Métis organizations, coastal communities, partners and stakeholders to explore collaborative opportunities in conservation, public outreach education, external relations, and visitor experience programming that benefit Canadians, visitors and local residents” (Parks Canada, 2016, p. 15).

Full time employment directly related to the National Marine Conservation Area in Terrace Bay is currently zero. However, the NMCA is directly offshore of the community and Terrace Bay is the first NMCA community arrived at when travelling westbound on the Trans Canada Highway #17. Terrace Bay was recognized early in discussion about the establishment of the NMCA as a likely candidate community for the eastern terrestrial gateway (Parks Canada, 2002, 2016).

1.4.4 The Community of Terrace Bay and Lake Superior NMCA

Terrace Bay is a resource dependent community located on the North Shore of Lake Superior, that first served local First Nations people as an area where hunting, fishing and trapping occurred (Figure 1-1). Like Marathon, the future trade and CPR also had influence over the development of the community but because of a lack of an offshore harbour, the railway did not establish a strong presence. That role went to nearby, Schreiber (Chisholm & Gutsche, 2006) and Jackfish. Terrace Bay’s development as a town relates to site selection for a pulp and paper mill. According to Chisholm and Gutsche:

In May 1945, a small group of men trudged along a bumpy road near Black Siding, a CPR flag stop with all of two residents: a section-hand and his wife. Led by Charles Craig, Vice-President of the giant paper manufacturer Kimberly-Clark, the surveyors were searching for an ideal location to build a pulp mill and company town. They found it not far

from Black where the pulpwood was plentiful and the Aguasabon River provided water power for the mill and a place to float logs. There was also the railway. (p. 181)

Founded in 1947, Terrace Bay was a company town for Longlac Pulp and Paper Company, later renamed Kimberly – Clark Forest Products. By the end of 1947 over 1,000 people had taken up residence in the new town “Terrace Bay” re-named, to reflect the raised cobble shoreline beaches leading to Lake Superior. Unlike Marathon, Terrace Bay did not experience the same spikes in population, remaining steadfastly a company town. Because of the long term stability of the mill the community’s population remained steady over the years at approximately 2,400 people.

Unfortunately, due to downturns in the economy such that the forest industry and related manufacturing was severely affected, the mill was shut down in 2009. It restarted for a short period of time in 2010 and then fell into receivership. The Fall of 2012 saw the mill reopen with new offshore owners and fewer employees. Statistics Canada reports that in 2011 Terrace Bay’s population was 1,471 (Statistics Canada, 2015b).

Terrace Bay continues to benefit from the presence of a single large private sector industry. As reported in the September 2013, Township of Terrace Bay’s economic update:

AV Terrace Bay Inc., is owned by The Aditya Birla Group which has been in existence since 1857. The company owns and operates several lines of business around the world, their revenue at the end of 2012 was approximately \$40 billion US and they employ an estimated 133,000 employees in total. Aditya Birla currently operates four dissolving pulp facilities with two in New Brunswick, one in India, and one in Sweden. AV Terrace Bay has plans to invest \$250 million in the future to convert the operation to produce dissolving pulp”. (p. 2)

Addressing the long term sustainability of the community through economic diversification, Terrace Bay has confirmed a land purchase that secures the lands the town’s golf course is currently on, as well as Lake Superior shoreline and beaches. The purchase supports a strategic examination of opportunities associated with Lake Superior waterfront development, including housing and outdoor recreation services. While

significant in and of itself, the land purchase complements an important conservation acquisition by the Thunder Bay Field Naturalists. The Township of Terrace Bay's "Our Terrace Bay" (September, 2014), explains:

The Thunder Bay Field Naturalists have purchased a large piece of property in Terrace Bay with the purpose of creating the Terrace Bay Nature Reserve for low impact recreational uses and nature appreciation.

The parcel includes a long section of pristine shoreline between the Aguasabon River mouth and Hydro Bay, plus 15 small islands just offshore. At 1,240 acres, the property will be the largest of the club's 14 reserves. It will protect a total of 11 kilometres of spectacular Lake Superior coastline. A segment of the famous Casque Isles Hiking Trail runs though the property and the protected bays and coves around the headlands and islands on the property are a favourite destination for sea kayakers. Visitors will see gull rookeries, a heronry, nesting mergansers and loons, raised cobble beaches, Arctic plants, and rare orchids. Several Pukaskwa pits (archaeological features of historic aboriginal origin) are also found on the property. (p. 6)

The purchases, strategic investments and consideration given to the significance of Terrace Bay's relationship to Lake Superior by Terrace Bay's Town Council, is consistent with the interests expressed by local stakeholders in the discussions leading up to the development of the Canada-Ontario Agreement to Establish Lake Superior NMCA (Jackson, 2004). Terrace Bay is investing in opportunities to maximize on the presence of the NMCA.

1.5 Research Questions and Study Organization

This research presents original work that addresses trust, understanding and support for PAs by local communities. Residents of Northwestern Ontario, living adjacent to, or nearby, Pukaskwa National Park and Lake Superior NMCA have experiences with governments that have resulted in a relationship marked by distrust and a sense of alienation from decision-makers (Johnston & Payne, 2012). As an alternative to mistrust, alienation and feelings of powerlessness, governance innovation can achieve community buy-in and continued support for PAs (Borrini-Feyerabend & Hill, 2015; Eagles 2009; Wyborn & Bixler, 2013). This research specifically examines governance of Pukaskwa

National Park and Lake Superior NMCA and how community members may, or may not, support the existing approaches.

From a purely local, Northwestern Ontario centric perspective, moving the bar of trust between local community members and “government”, as represented in this study by Parks Canada, is critical to the long term viability of North Shore communities and PAs. When compared to other times, tourism and outdoor recreation based jobs are now recognized as real options for job creation (Johnston & Payne, 2012; Wozniczka et al., 2010). Pukaskwa National Park and Lake Superior NMCA, can play significant roles in the futures of the towns along the north shore of Lake Superior as tourism destinations (Rosehart, 2008). For this future to materialize, demonstrating how residents of Northwestern Ontario can have confidence in their involvement in decision-making about the PAs necessitates new ways of working with government officials and importantly, trusting PA managers (Payne, 2004).

Achieving the CBD’s Aichi biodiversity targets associated with PAs by 2020 requires more PAs worldwide. In Canada, conflict linked to PA establishment is a real possibility (Billard, 1998; Hannah, Negrave, Kutas & Jojkic, 2008; McNamee, 2009; Sandlos, 2005). This work assists authorities to meet Aichi Biodiversity Target 11 by drawing on flexibility found in existing legislation to advance cooperative and co-management of PAs and in so doing, build trust with local constituents. Optimistically, this may accelerate establishment discussions because of increased trust between parties and increased sharing of power and decision-making.

Ultimately, the research hopes to contribute to ensuring PAs remain a preferred option for governments to use in addressing biodiversity loss (Watson, Dudley, Segan, & Hockings, 2014; Woodley et al., 2015) by identifying key areas for attention in designing governance systems.

Five research questions are asked in order to advance understanding about how local communities perceive the governance arrangements of the two federal PAs closest to their communities. The research questions are:

1. How satisfied are Terrace Bay and Marathon residents with the performance of the federal protected area closest to their community?
2. How would the residents of Terrace Bay and Marathon like to be involved and communicated with by the federal protected area closest to their community?
3. Who from the communities of Terrace Bay and Marathon should be involved in decision-making about the federal protected area closest to their community?
4. How should power and authority be shared between residents of the communities of Terrace Bay and Marathon and their closest federal protected area?
5. How should decisions be made by the federal protected areas closest to the communities of Terrace Bay and Marathon?

1.5.1 Organization of the Dissertation

The dissertation is separated into five chapters. Following this introduction, Chapter 2 provides a critical analysis of the literature on ecosystem based management, the main conceptual framework adopted by the dissertation and discusses the significance of the Canada National Parks Act and Canada National Marine Conservation Areas Act to place in context the powers and authorities of each and their influence on governance. Chapter 2 examines key works that have contributed to the idea of EBM and governance and orients the reader to important wording in the respective Acts that govern national PAs in Canada under the authority of the Parks Canada Agency.

Chapter three explains the methodology used to conduct the study. It discusses a case study approach, describes sample selection, mail survey design, implementation and analysis, and concludes with a description of the oral interview process.

Chapter four presents the results and discusses the findings in the context of the study areas, the theory of PAs and current literature. Both the mail survey results and oral interviews inform the chapter.

Chapter five presents and discusses the conclusions of the research, makes recommendations based on the research findings, proposes actions from a practitioners perspective, describes study limitations and concludes with suggestions for further research.

1.5.2 First Nations and the Study

Originally, the researcher proposed a study that included First Nations participation. Unfortunately, due to circumstances beyond the researcher's control, First Nations in the area declined to participate resulting in the researcher being unable to engage with First Nation members. Addressed later as a limitation to the study, it is appropriate and proper to recognize that the PAs discussed include contested lands and waters where Aboriginal rights and title have been asserted by local First Nations.

2 Theoretical Context and Literature Review

This chapter reviews the literature related to ecosystem based management (EBM) and governance of protected areas (PA). First, EBM and its timeliness as a post WWII concept is explored drawing attention to shifting societal expectations for engagement in government decision-making and increasing public environmental awareness. This is followed by an exploration of how EBM's focus on inclusiveness fundamentally influenced how decision-making about natural resources management would evolve. Building on how decision-making might occur, EBM and governance are examined particularly addressing power and the paradigms that emerged over time associated with PAs. Governance of PAs is examined as a relatively new concept to PAs and its development is reported on in order to demonstrate why it is fundamental to the future of PA establishment. Canada's National Parks Act and National Marine Conservation Areas Act are then discussed in detail in order to critically examine support for governance innovation and lastly, the chapter closes with recognition of the significance of governance to the PAs agenda.

2.1 Ecosystem Based Management and its Timeliness as a Concept

The term "fortress parks" has been used to describe the conservation approach associated with the "Yellowstone model" of park establishment. Characterized by single purpose, expert led, top-down, paramilitary management, where little consideration is given to local people and "public opinion was something for officials to help shape, not to be influenced by" (Phillips 2003, p. 12), the model became increasingly out of step with a changing and increasingly participatory society (Parkins & Mitchell, 2005). For over a century, PAs managers were comfortable managing from behind socially non-permeable park boundaries, shored up by policy and regulations that were absent requirements for consultation and public involvement. However, changes in thinking about how parks connect to the surrounding landscape, and the responsibility park managers have to their

neighbours, would capture the attention of the conservation movement bringing significant changes to how parks are managed and governed (Keiter, 2011; Nash, 1990).

Following the end of the Second World War, societal expectations regarding how people saw themselves interacting with institutions changed to favour greater involvement and self-empowerment. Society broadened its awareness of the control exercised by government and challenged past practices (Arnstein, 1969; Borrini-Feyerabend, Pimbert, Farvar, Kothari & Renard, 2007; Parkins & Mitchell, 2005; Rhodes, 1996).

As the environmental movement of the 1970s and 1980s raised awareness of significant threats facing the environment, so too did citizens question where power resided, how it was arrived at and how it was used (Parkins & Mitchell, 2005). Citizens were no longer prepared to leave decision-making to the experts (Ludwig, 2001).

Stepping out of the command and control paradigm previously understood, the “environmental movement” had a profound influence on how people saw themselves interacting with the natural world and consequently their relationship with PAs (Nash, 1990). Phillips, writing in favour of changing the paradigm of PAs warns that top-down approaches are “incomplete, and in some situations potentially counterproductive” (p. 9).

Fortunately, EBM is well suited to inclusivity and addressing increased expectations of what PAs can do for the world. Researchers such as McCool, Freimund and Breen, (2015) and Slocombe and Dearden, (2009) also recognize EBM as responsive to a world far more complex than when the Yellowstone model was conceived.

Heightened awareness about the environment led society to investigate ecology and form new areas of academic investigation such as conservation biology and sustainable development (Soulé, 1985; World Commission on Environment and Development, 1987). Re-emerging was an interest in human – environment relationships otherwise known as geography (Johnston & Sidaway, 2004; Peet, 1998). New knowledge was required to explain how best to manage the natural resources of the planet while

respecting the need for public involvement. Natural Resources Management (NRM), Integrated Resource Management (IRM), Integrated Landscape Management (ILM) and Ecosystem Based Management (EBM), emerged as ways to think about and address the challenge (Berkes, 2012; Slocombe & Hanna, 2007).

Grumbine's (1994) seminal paper "What is Ecosystem Management?" frames the concept by raising two key points: the fundamental role of humans in nature and "ecosystem management is a response to today's deepening biodiversity crisis" (p. 28). Grumbine identified 10 dominant themes prevalent in the literature: hierarchical context, ecological boundaries, ecological integrity, data collection, monitoring, adaptive management, interagency cooperation, organizational change, humans embedded in nature, and values (p. 31). Based on the themes, Grumbine proposed a working definition for ecosystem management: "ecosystem management integrates knowledge of ecological relationships within a complex sociopolitical and values framework toward the general goal of protecting native ecosystem integrity over the long term" (p. 31).

Grumbine's 1994 paper and his 1997 paper "Reflections on 'What is Ecosystem Management?'" point to, the need for organizational change, and "changing power relationships" (1994, p. 31) as often overlooked elements of EBM. As seen in later discussion, the role of power and an organization's culture play important roles in the governance of PAs.

Stanley (1995) writes, as illustrative of early concerns about ecosystem management that "despite widespread interest in ecosystem management, a rigorous and widely accepted definition of it has been elusive" (p. 256). With this uncertainty at play, Slocombe (1998) attempts to clarify what ecosystem management is and how it differs from EBM by describing ecosystem management as "the process of managing and understanding the interaction of the biophysical and socioeconomic environments within a self-similar, self-maintaining regional or larger system" (p. 31). He goes on to indicate that EBM is distinguishable from ecosystem management because EBM "emphasizes that what can be managed are the activities within the ecosystem" (p. 31). Later, Slocombe and Dearden

(2009) observe how “multiple-use management, integrated resource management, watershed management, and comprehensive regional land-use planning have converged during the past decades to become known as ecosystem, or ecosystem-based management” (p. 342). Further, Dearden and Slocombe (2009) draw specific attention to the use of the terms ecosystem management and EBM offering, “some authors have been careful to use the term ‘ecosystem-based management’ to make the point that we are managing human activities, not the natural environment” (p. 359).

The distinction between what is ecosystem management and EBM has become increasingly blurred. For example, Agardy (2011) addressing the urgency for conservation action challenges “the ‘ecosystem’ in many cases of EBM is actually a suite of interconnected ecosystems, spanning wide areas, multiple uses, and a full range of management objectives” (p. 2) suggesting that EBM may be achieved through an ecosystem approach.

The interchangeability of the terms ecosystem management and EBM currently at use in the literature (Howlett, Rayner & Tollefson, 2009) reveals that debate about their meanings (Galindo-Leal & Bunnell, 1995; Stanley, 1995) has been overtaken by the priority to achieve sustainable biodiversity protection while addressing human use (Long et al., 2015; Rollins, Dearden & Needham, 2016; Witiw & Wiersma, 2015).

Curtin and Prellezo (2010) examined the literature related to EBM, reporting the emergence of the significance of ecosystems as complex adaptive systems, the need for further understanding associated with ecosystem function, and that when knowledge is not available adaptive management be undertaken. The authors detected in the literature other elements of EBM such as, the need to match scale to problem, address social and economic needs, and that cooperation with others is necessary to achieve any hope of success in implementing EBM. Recognition of humans as part of nature and linked “sociological systems” with natural systems were acknowledged as repeatedly present in the literature. The authors described EBM as:

An improved form of management for natural resources where ecosystems are seen as complex adaptive systems of which humans are an integral part. The importance of managing ecosystems as a whole is fundamental to EBM and represents a shift away from the traditional focus on components of ecosystems Also, due to its complexity and the importance of involving all stakeholders, the implementation of EBM must be incremental and collaborative. (p. 828)

Recently, Long, Charles and Stephenson (2015) identified 15 key principles associated with ecosystem management, “in descending frequency of appearance in the literature”.

They are:

Consider ecosystem connections, appropriate spatial and temporal scales, adaptive management, use of scientific knowledge, integrated management, stakeholder involvement, account for dynamic nature of ecosystems, ecological integrity and biodiversity, sustainability, recognize coupled social-ecological systems, decisions reflect societal choice, distinct boundaries, interdisciplinarity, appropriate monitoring and acknowledge uncertainty (p. 53).

The findings are consistent with what Grumbine identified, twenty-two years previously and like Grumbine, except with the benefit of two decades of EBM literature to draw from, the authors (Long et al., 2015) propose a definition of EBM:

Ecosystem-based management is an interdisciplinary approach that balances ecological, social and governance principles at appropriate temporal and spatial scales in a distinct geographical area to achieve sustainable resource use. Scientific knowledge and effective monitoring are used to acknowledge the connections, integrity and biodiversity within an ecosystem along with its dynamic nature and associated uncertainties. EBM recognizes coupled social-ecological systems with stakeholders involved in an integrated and adaptive management process where decisions reflect societal choice. (p. 59)

Two areas in the definition stand out from Grumbine’s: the focus on governance and the recognition of social-ecological systems. Bundled into a particular geographic area, social systems and ecological systems are linked and intertwined. In recognition of this systems interrelationship, Berkes and Folke “started to use the term ‘social-ecological’ system to emphasize the integrated concept of humans in nature and to stress the delineation between social and ecological systems is artificial and arbitrary” (Folke,

Hahn, Olsson and Norberg, 2005, p. 443). In this way, Grumbine's and others' observations that humans are part of the ecosystem is reinforced by acknowledging human social systems and ecological systems are to be addressed as part of EBM. For further information about Social – Ecological Systems (SES) see Ban et al., 2013; Janssen and Ostrom, 2006; Young et al., 2006.

Ecosystem based management arose because of the need to look beyond fixed political or geographical boundaries in order to ensure ecosystems remained healthy. Challengingly, park boundaries can have the confounding effect of both promoting and inhibiting species interactions, depending on adjacent land uses (Grumbine, 1994; Slocombe & Dearden, 2009). Fire dependent species, for example, may have a difficult time interacting outside of the park boundary due to strict wildfire suppression regimes by adjacent local authorities. Janzen (1983) points out the significance of species interactions by observing “if you alter species' interactions, you have altered it as much as if you changed its color, diet or teeth” (p. 410). Recognizing the importance of species interactions the CBD firmly notes the critical role PAs play in achieving “ecological coherence, primarily through providing for ecological interconnectivity” (SCBD, 2004, p. 3).

Through EBM, parks and PA managers learned to value contributions of non-experts, welcome additional ways of knowing about ecosystems, and accept what people think and why, matters if conservation goals are to be reached (Agardy, 1994 & 2007; Grumbine, 1994; Lemieux et al., 2011; Slocombe & Dearden, 2009; Tallis et al., 2010). The fortresses that were known as parks were changing. Evidently, Slocombe and Dearden (2009) were correct when they argued that ecosystem management for parks “is now a necessity for their survival and not an optional management fad” (p. 344). Support for an EBM approach to PAs reaches around the world as represented by those nations that are signatories to the Convention on Biodiversity (CBD).

2.2 EBM and its Doctrine of Inclusiveness Shapes Decision-making

The Convention on Biodiversity asserts, “without the effective management of ecosystems, there can be no economic development that generates sustainable human and social welfare; equally, without the full engagement of diverse sectors in the economy and society in the management of ecosystems, there can be no effective biodiversity conservation” (SCBD, 2005, p. 9).

Facing this “chicken and egg” argument, EBM scholars advanced three important characteristics of the concept:

1. Ecosystem based management is not a linear relationship as simple as cause and effect, rather it is cause and effect and effect and effect and so on in all directions, across scales, simultaneously at greater or lesser speeds affecting land and oceans (Jones, 2014; Folke et al., 2004; Long et al., 2015). This means decision-making is chaotic and complex. Plans change often as a result of new or emerging information, deadlines shift and uncertainty is experienced throughout decision-making (Berkes 2012; Eagles, 2009; Theberge et al., 2016; McCool, Freimund & Breen, 2015).

2. Ecosystem based management is not only responding to natural ecological processes associated with the land and oceans through space and time, it is responding to natural ecological processes influenced by human decision-making (Agardy, 2007; Janzen 1983; Jentoft, Chuenpagdee, Bundy & Mahon, 2010), and;

3. EBM is intent on disassembling invented political and administrative boundaries, recognizing complexity and acknowledging uncertainty as ecosystems change (Brondizio, Ostrom & Young, 2009; Geldmann, Joppa & Burgess, 2014; Lemieux et al., 2011).

With the popularization of EBM as a concept, researchers are examining the challenges of implementation. Four areas of significance to PAs in the literature include:

1. Understanding the context and the scale of the issue or problem. Matching the problem to the scale and the context within which the problem exists is key to formulating possible solutions. If out of alignment, the horizontal and vertical links

necessary for relationship building and problem solving can prove ineffective resulting in no change and maintenance of the status quo (Bartlett, Maltali, Petro, & Valentine, 2010; Berkes, 2006; Folke, Hahn, Olsson & Norberg, 2005; Grumbine, 1994; Jentoft, van Son & Bjorkan, 2007; Jentoft, 2007; Plummer & Fennell, 2009). Elegantly, tying scale and context to the ecosystem, Wiersma, Duinker, Haider, Hvenegaard and Schmiegelow (2015), offer “the scale of the ecosystem is based on the context of the functions and issues applied to it” (p. 5).

2. Natural science is often better understood and supported than social science and human dimensions in the application of EBM. The absence of social scientists as part of the expertise required to effectively implement EBM strategies remains a problem in many places due to organizational bias toward natural sciences (Butler & Koontz, 2005; McFadden & Barnes, 2009). Curtin and Prellezo (2010), point to a perceived “over-emphasis on the ecological aspect of EBM” (p. 823). Despite repeated references in the literature about the importance of humans as part of ecosystems and understanding human induced impacts (Brondizio, Ostrom, & Young, 2009; Geldmann, Joppa, & Burgess, 2014; Lemieux et al., 2011; Schultz et al., 2015; Slocombe, 1998), gaps in terrestrial and marine bodies of knowledge have been noted. Smythe and Thompson (2015), found “practitioners were insufficiently focused on the human dimensions of coastal ecosystems, despite calls to incorporate human uses into EBM” (p. 54). Wiersma et al., (2015) reported after investigating the relationship between PAs and sustainable forest management in Canada that, “there is a great deal of uncertainty as how these two sectors could cooperate and collaborate” (p. 5). Both studies highlight the importance of social science in affecting EBM.

3. Protected area organizational culture (influenced by its governance structure and management design) has significant influence over how solutions can be perceived, recognized and implemented by park managers (Day & Dobbs, 2013; Olsson, Folke & Hughes, 2008; Osterblom et al., 2010; Stronghill, Rutherford & Haider, 2015). Parks Canada, for example, is unable to use the term co-management in relation to organized power sharing. The term cooperative management is used because it does not bump up against the authorities of the Minister (for further detail regarding Parks Canada terminology see Johnston, J. (2006), Case Study 20.4 p. 533 “Collaboratively Managed

Protected Areas” in *Managing Protected Areas: A Global Guide*, Kothari, 2006) and satisfies constitutional sensitivities. A second example from Parks Canada, relates to how EBM is recognized within the organization. As a definition, EBM remains absent in both the Canada National Parks Act and National Marine Conservation Areas Act. Instead, Parks Canada relies on its 1994 “Guiding Principles and Operational Policies” for definitions and explanations of its application. While notable that direction exists, for both types of PAs, the direction rests in policy, permitting significant influence over its direction by the executive leadership of the organization. This has resulted in periods of time when EBM is more or less emphasized within the organization. This is problematic in that EBM is, according to Theberge, et al., (2016) “the accepted approach to achieve ecological integrity” (p. 71), Parks Canada’s first priority, in relation to National Parks (Government of Canada, 2000, p. 5).

4. The need for cooperation and power sharing. The idea of cooperation and power sharing is not new to PA management but it is persistent. Dearden (1996), pointedly observed based on research conducted in national parks in Northern Thailand, that “local communities must be included in planning activities. No park can survive if it is surrounded by an antagonistic population” (p. 137). Recently, Pulsford et al. (2015), point out “landholders are key stakeholders who must be supportive to take action to help restore and manage landscapes” (p. 866). Grumbine (1997) gave early indication of the significance of power to cooperation in EBM:

Everyone who has experience with the cooperative process has noted that the work is not easy, but few are insightful enough to recognize unequal power distribution as a major problem ... experience shows that, the greater the power imbalance in any group, the less chance there is for success (p. 44).

Addressing social factors in EBM, Slocombe (1998) touches on the presence of power by observing, “politics and bureaucracy can defeat almost anything” (p. 32) and acknowledges “people think locally and personally; values, perceptions, and participation are important” (p. 33). Later, work by Clark, Fluker and Risby (2008) discern sharing power as explicit in ecosystem management.

Real and perceived power imbalances between government authority and local communities has resulted in scholars examining the role of bridging organizations as a way to attenuate such discord (Berkes, 2009; Eamer, 2006; Olsson & Folke, 2001). These organizations can facilitate discussion between the governing organization and those being governed, sometimes becoming a trusted voice for citizens (Hahn, Olsson, Folke and Johansson, 2006). Such groups can prove helpful in avoiding circumstances where institutional inability to share power and decision-making results in public policy incompatible with ecosystem processes. For example, Hansen (2014), points out that in Alaska, the public's desire to have attractive viewsapes has resulted in development occurring in high fire risk areas. This results in fire suppression where fire naturally would dominate. In the absence of a bridging organization, public policy exasperated efforts to achieve healthy ecosystems and the conservation versus development paradigm quickly emerged.

Stern (2008), observes two dominant paradigms in the literature associated with local interaction with PAs. The first, ascribed to the global conservation community, is one of "economic rationalism" (p. 860). In this paradigm, two realities are possible. One, local residents see the PA as opportunities lost in the sense that resource harvesting can not take place due to the presence of the park. Two, local residents see benefit from the PA in the form of recreation, economic incentives and educational programs. The second dominant paradigm evident in the PA literature, according to Stern:

reflects themes of democracy and human rights, thus suggesting that local participation in park management processes is of central importance to defusing park/people conflicts (e.g., Borrini-Feyerabend 2003; Kothari et al. 1997). These authors typically argue for more people-oriented approaches to management, focusing on the empowerment of local residents (e.g., Brosius and Russell 2003; Pimbert and Pretty 1995). (p. 860)

To the point of increased involvement in decision-making and supporting processes, Peterson et al., (2005) and Wiersma et al., (2015) are concerned that "consensus approaches can privilege the existing power dynamics and compromise conservation values" (p. 2). Pini and McKenzie (2006), further caution that "the dense networks and

shared bonds that characterize social capital may create a sense of inclusion for some and foster participation in natural resource management, but simultaneously work to exclude others” (p. 41).

Clearly, public participation in PA decision-making is understood to be important. Hobbs, Cole, Yung and Zavelta (2010), confirm “involvement of the public in participatory decision-making processes is essential to determine which goals and objectives are appropriate in which areas” (p. 489).

Reporting on the developments of the sixth World Parks Congress held 12-19, November 2014, in Sydney Australia, McNeely (2015) writes:

Much of the recent expansion of terrestrial protected areas, not surprisingly, has taken place in the more remote areas of countries long occupied by politically marginal indigenous peoples, subsistence farmers and herders. Now, the affected peoples are becoming politically mobilized, insisting on greater consultation, appropriate compensation and even a voice in management. They argue that those who live closest to nature have the greatest interest in protecting it, although results are widely variable in practice. Led by Australian aborigine groups at the Congress, a broad political agreement was reached that protected areas can meet their objectives only if they have good relations with the local people. This will require giving them a stronger voice in protected area management. (p. 189).

McNeely’s observations drive home the need for persistence in addressing cooperation and sharing power. Regardless of how a reduction in biodiversity loss is achieved, whether it is through community based conservation initiatives or the familiar “National Park” approach to conservation, it is inevitable that cooperation will result in some form of power sharing. At the intersection of cooperation and power sharing, governance is active.

2.3 EBM and Governance

Arnstein’s (1969), seminal work on citizen participation (Figure 2-1) argues that legitimate citizen participation is characterized by “increasing degrees of decision-

making clout” (p. 217) suggesting the more shared decision-making occurs, the more power is shared. Genuine public participation, according to Arnstein, requires recognition by all involved that power is real and that some have more than others. The lower rungs of the ladder represent less genuine engagement with the public with no or little sharing of power and decision-making. The upper rungs demonstrate increasingly shared power and decision-making between citizens and those in authority. Authentic intent to redistribute power, as modeled by Arnstein, arises when “partnership”, “delegated power” and “citizen control”, affect “citizen power”. Anything less, is merely window dressing and less honest or as Arnstein describes, a type of “chicanery” (p. 218) to which “tokenism” and “nonparticipation” serve. According to Arnstein, “it is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future” (p. 216).

A Ladder of Citizen Participation

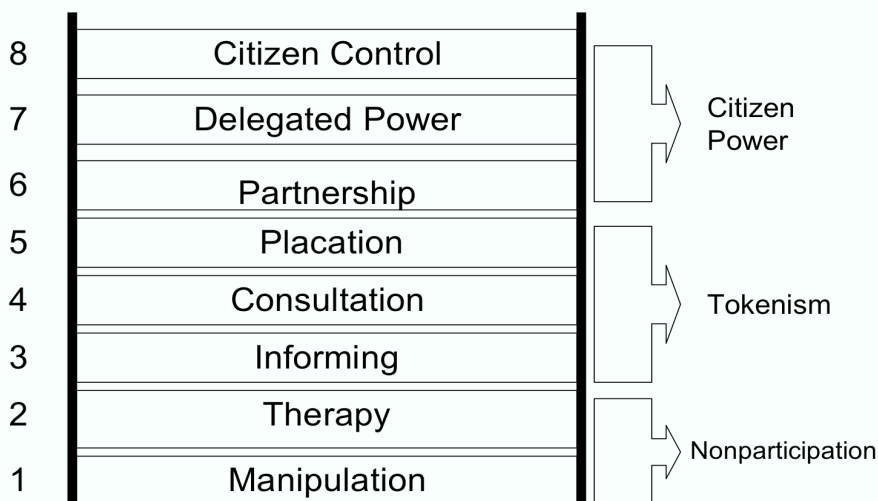


Figure 2-1 Arnstein's Ladder

A typology of eight levels of citizen participation. Each rung of the ladder represents “increased power sharing and control over decision-making” McCool (2009, p. 142). From “A Ladder of Citizen Participation,” by S. Arnstein, 1969, *Journal of the American Institute of Planners*, Vol 35, No. 4, July, pp. 216-224. Reprinted with permission.

Grumbine, in his 1994 and 1997 papers acknowledge the need to address power in applying ecosystem based management. In his 1997 paper he reminds us “potential partners never come to the table equal in power” (p. 44). Why, one might ask is this important? Because, as Arnstein (1969) writes, “people are simply demanding that degree of power (or control) which guarantees that participants or residents can govern a program or an institution, be in full charge of policy and managerial aspects, and be able to negotiate the conditions under which ‘outsiders’ may change them” (p. 223). Central to Arnstein and Grumbine’s arguments is power, who has it and how it is distributed. Consequential to this is who feels the force of the available power?

The idea that decision-making by government officials could be influenced by outside forces, through institutional design and willingness, as called for by Arnstein, was also advanced in theory associated with PAs (Dearden, 1988; Schonewald-Cox & Bayless, 1986). For example, Schonewald-Cox and Bayless (1986) advanced, the Boundary Model, arguing that administrative boundaries of PAs are filters “activated by the mandated regulations stating how people should behave with respect to the reserve” (p. 306).

This approach supports that power, held by PA officials, influences beyond the park boundaries up to where it dissipates, forming what is referred to in the Boundary Model as a generated edge. Similarly, power held by the public using lands adjacent to PAs could influence behaviours along the PA boundary that are incompatible with park regulations. Because of the permeability of the administrative boundary, penetration inward by people exhibiting behaviours unfavourable to PA regulations points to the possibility of a generated edge forming inside the PA boundaries.

In both circumstances, the effective area of the PA is altered, either shrinking or growing in response to human behaviours on the landscape. A key point being that power, demonstrated through the behaviours of non-park users along and outside PA boundaries have the capacity to affect the effectiveness of PA design and function. Dearden (1988) noted that:

the underlying problem is that in the past too much emphasis has been placed on the administrative boundary per se. It is now recognized that such boundaries are permeable filters. Park values extend outside the administrative boundary, and values incompatible with parks resources infiltrate through the boundary. Thus the tangible expression of the boundary is the edge generated by the change in human activities. This generated edge is often not a sharp demarcation but a gradient between park and non-park uses. (p. 263)

Ecosystem based management advocates, what happens outside park boundaries affects what happens inside park boundaries and vice versa. Dearden and Berg (1993) explain the Boundary Model “is useful in that it helps dispel the ‘fortress-park’ notion that dominated park management practices for most of their history and indicates the importance of assessing the influence of outside forces on park resources” (p. 195).

To illustrate the importance of understanding outside influences, Dearden and Berg (1993) took the Boundary Model further and examined “the increasing penetration of external influences on the administrative decision making in national parks in Canada” (p. 195). They identify three groups: entrepreneurs, environmentalists and Aboriginal peoples, as having significant power over decision-making processes of Parks Canada, since the creation of Banff National Park. The authors observe, “although this may be seen to some extent as a dilution of decision-making power of the Canadian Parks Service within the parks themselves, this may be compensated for by increased input outside park boundaries to try to minimize negative external influences. A more realistic perspective, therefore, might be to consider this a diffusion rather than a dilution of powers” (p. 209). Notably absent however, in Dearden and Berg’s review are local communities and how they might influence decision-making and benefit from the diffusion of power. This returns to Arnstein’s call to share power and decision-making with local citizens in order to address inequity in power relationships.

Slocombe and Dearden (2009), later contemplate “a fundamental premise of ecosystem management is to turn protected area managers from ‘boundary thinking’, which dominated plans and actions for virtually the first century of the national parks movement, to an understanding of the spheres of influence that affect parks beyond the

administrative boundary” (p. 350). Ecosystem based management advanced looking beyond park boundaries to ensure the protection of ecosystems inside park boundaries. Looking outside park boundaries forced new ways of thinking about how to achieve conservation goals that required cooperation with others. Without this perspective governance as a topic of interest for PAs and a priority for the CBD, would likely not have reached its current importance.

Aichi Target 11, for PAs, may assist in addressing feelings of antagonism toward PAs by local populations by confirming that PAs should be conserved through “effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscape and seascapes” (COP, 2010, p. 9).

The expectation that PAs will be equitably managed and that other effective conservation measures are to be considered in designing networks of PAs, offers hope to local communities that their engagement will be taken seriously. Crawhall (2015), reflecting on the trends in conservation toward respecting human rights and local authorities, remarks:

what we are seeing is a trend to more participation and more attention to governance to ensure that indigenous peoples and local communities are supported to be primary actors in territorial conservations, active partners in protected areas or at least part of the process so there is a sharing of a vision of conservation and landscape/seascape management. (p. 131)

To achieve an interconnected network of PAs that spans the country, slows biodiversity loss and is equitably managed, will require many people, from all walks of life, across geographic areas, to come together and cooperate with each other. While the need for such a network is not a new idea, it has been elusive in practice partially because of how people perceive PA boundaries (Bennett, 2016; Dearden 1988; Schonewall-Cox, 1986).

What is new to the PA network idea and how the lands between the administrative boundary and beyond are approached include, awareness that governance matters when considering how best to engage with landholders (Borinni-Feyerabend & Hill, 2015;

Dearden, 2016) and that describing how governance arrangements are to be applied interests local stakeholders and users (Heck, 2010; Vodden, 2015).

To be effective, PAs need large and interconnected physical spaces (Noss, 1992; Woodley, 2015). Similarly, PA systems thinking needs to be expansive, taking into account the need for collaboration with local landholders and stakeholders (McCool et al., 2015; Slocombe & Dearden, 2009; Therberge et al., 2015). Beginning with preservation through to governance, Figure 2-2, represents changing paradigms, that over time, have both influenced and been influenced by EBM. The hardness or softness of the boundaries of the circles, as represented by solid or broken lines, show increasing vulnerability to outside influences requiring more cooperation and collaboration (represented by the curved arrows). Arrowed straight lines represent management issues that arrive from the outside affecting the inside as well as from on the inside and affect the outside. The figure reminds PA practitioners to think beyond the boundaries of the park (Dearden, 1988; Slocombe & Dearden, 2009) and recognize the multiplicity of influencing factors at play within the PA's ecosystem.

An ecosystem-based approach to management can be viewed as a precursor to governance in natural resources management and conservation because it recognizes the need for problem solving from multiple perspectives, emphasizing collaboration. Ecosystem based management is a response to the need for natural resource management systems capable of addressing increasing change, uncertainty and complexity (Barnes & McFadden, 2008; Berkes 2007). Governance, likely always present as part of EBM, is evolving to meet the practical challenges of implementation.

Berkes (2012), charges that while EBM in fisheries management is an approach that has been accepted, advancing it will require “the use of multiple disciplines and multiple objectives, dealing with technically unresolvable management problems of complex adaptive systems and expanding scope from management to governance” (p. 465). In a similar determination, Lockwood, Davidson, Curtis, Stratford and Griffith (2010) point to governance as a way to meet natural resources management needs for “greater levels of

integration, coordination, and attention to multiscalar (spatial and temporal) phenomena” (p. 987). Pointedly, as illustrated in Figure 2-2, Smythe and Thompson (2015) confirm “it would be expected that EBM practitioners’ mental models would include understanding of the ecological as well as the human use and governance components of an ecosystem” (p. 40). Parks and PAs create both the mental and physical space to explore governance and its application on the landscape.

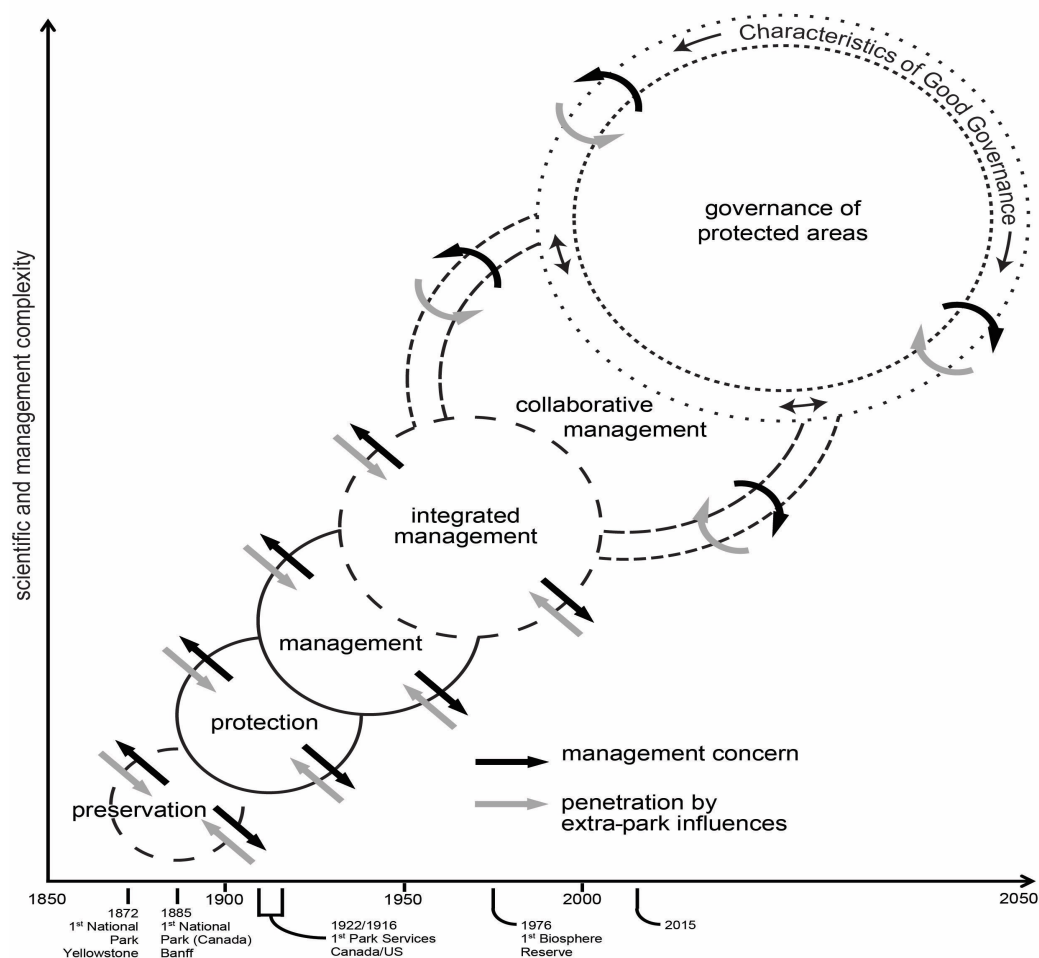


Figure 2-2 Evolution of Protected Areas Paradigms

The circles represent the growing size of the PA system over time while their borders (either solid or dashed) indicate the permeability of the PA boundaries. The emerging governance based paradigm has two borders: one that represents the management boundaries, the other that describes the broader diffusion of conservation values. Between the two operates principles of good governance influencing management internally and collaboration externally.

Note. Adapted from Dearden. P. (2009). In P. Dearden & R. Rollins (Eds.), *Parks and Protected Areas in Canada: Planning and Management* (Third Edition, p. 468). Don Mills, Ontario, Canada: Oxford University Press.

As discussed above, EBM established the foundation from which the public could both challenge decision-making by experts and expect to participate in the conversation about PAs. In this context, two significant challenges facing PAs are emerging: Firstly, the transitioning of the command and control system of the past, where experts (i.e. park managers) told people how things were going to be done, to more involvement by non-experts and local people in decision-making processes. Secondly, the re-distribution of power within PA governance necessary to stem biodiversity loss, feelings of alienation by local community members towards lands historically used and the criminalizing of traditional uses (Agyare et al., 2015; Augustine & Dearden, 2014; Chaffin, Gosnell & Cosens, 2014). Arguably, PA governance if applied correctly, might ensure “no park is surrounded by an antagonistic population” (Dearden et al., 1996, p. 137) thereby claiming the support of local people for PAs.

The idea of a “nation’s park” (Lockwood, Worboys & Kothari, 2006, p. 693), that inspired the national park movement is at risk if governance is not addressed correctly. As discussed above, key to the success of PA establishment is the support of local people and their continued engagement with PA decision making. Worryingly, Locke (2009) writing in the forward to a PA text book points out, “the general anxiety young people feel for the state of the world and the contempt they feel for those who got us into this situation, has led to widespread cynicism and a post-modern mistrust of any broad social narratives” (p. xx). Hope for PAs remains where it always has, with people who believe in them. For these reasons and others, researchers and practitioners are aggressively investigating governance of PAs, believing the results of such investigations will contribute to revealing how people can care for the planet through the PA movement.

The subject of Governance of PAs was introduced as a topic at the 5th World Parks Congress on Protected Areas in September 2003. Results from the Congress influenced priority setting at the 2004 Convention on Biological Diversity’s (CBD) seventh

conference of partners when governance PAs was recognized as a priority area of work for signatories to the convention (Borrini-Feyerabend, Johnston, & Pansky, 2006). Governance continues as priority with the CBD as the world moves to meet the Aichi targets of 17% global terrestrial protection and 10% global marine protection by 2020 (Borrini-Feyerabend, et al., 2013).

As pointed out in Chapter 1, a helpful description of governance is provided by Graham et al., (2003) where governance is fundamentally “about power, relationships and accountability: who has influence, who decides, and how decision-makers are held accountable” (p. 3). This is an important description as it frames the idea of what governance involves and is repeated in governance literature. Graham et al., go on to define governance as “the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say” (p. 3). This early definition of governance, as it relates to PAs, serves to frame the idea and describe its components. Other definitions and concepts of governance are provided in Table 2-1.

Governance has likely been in existence since the first humans self-organized to create the necessary conditions for hunting, gathering and harvesting success. Governance is influenced by the norms, mores, taboos and institutions of the culture, where it is formed (Berkes, 2004; Colding & Folke, 2001). These human constructs move power and establish formal and informal authority for the purposes of decision-making and problem solving (Carlsson & Berkes, 2005; Hannah, 2006). In describing governance, Pellizzoni (2004) writes:

Governance, as an alternative to “governing”, can be seen as an attempt to answer a trilemma: how to ensure, at the same time, scientific accuracy, policy effectiveness and political legitimacy [Bressers and Rosenbaum, 2000]. As it is well known, the concept of governance refers to “a new process of governing; or a changed condition of ordered rule; or the new method by which society is governed” [Rhodes, 1996: 652-3]. Governance consists of formal and informal regimes based on the interaction, partnership and co-operation between public and private actors, or the self-regulation of the latter [Rhodes, 1997]. It has to do with the re-dimensioning

of the role of the state, with market forces taking over some functions and producing some good and services previously seen as state prerogatives, and with a shared commitment to resource allocation and conflict resolution [Schmitter, 2002]. (p. 543)

Governance is created when power is exercised. Where and how governance is activated and ordered is associated with the idea of embeddedness. Carlsson and Berkes, (2005) drawing from the work of other scholars, explain:

Embeddedness is one of the cornerstones of institutional policy analysis (Ostrom, 1990; Imperial, 1999). Kiser and Ostrom (1982) emphasize that three layers of rules (constitutional rules, collective choice rules and operational rules) shape every institutional arrangement. Constitutional rules specify the terms and conditions for governance. They stipulate who possess the decision right concerning access and utilization of a resource as well as who is eligible to share the benefit of its use. Collective choice rules regulate how decisions are made, for instance, in order to decide the level of harvesting or the technological input. Operational rules regulate the daily activities, e.g. the intensity of harvesting or methods of cultivating. The three layers of rules form a hierarchy, with the rules on a higher level deciding the degrees of freedom for those on the lower. (p. 69)

Challengingly, there is confusion around the concept of governance (Ruhanen, Scott, Ritchie & Tkaczynski 2010). To illustrate this point Bavinck et al., 2005 suggest:

There is need to clarify the differences between management, policymaking, and governance. These differences are not straightforward and unequivocal, and may vary with culture and language. Thus, what is termed 'policy' in Anglo-Saxon political culture may be termed 'gouvernance' in the Francophone tradition; American authors, on the other hand, may label the same phenomenon as 'management'. Generally speaking, however, there is a sense that these terms have different shades of meaning and that they should be distinguished. (p. 32)

For the purposes of this work and to address the “different shades of meaning” that may exist, it is helpful to describe what governance is and is not. Governance is not government. Government in its modern form is not recognized as a process, rather an institution, understood to be a distinct body of society (Graham, Amos & Plumptre, 2003, p. 2). Governance, according to Jetoft, van Son and Bjorkan. (2007) may be performed by governors, who represent stakeholders from “state, market and civil society” (p. 5).

Table 2-1 Concepts and Definitions of Governance

Concept / Definition	Source
“ ‘Governance’ is here defined as the structures and processes by which people in societies make decisions and share power, creating the conditions for ordered rule and collective action, or institutions of social coordination”	Adaptive governance, ecosystem management, and natural capital. PNAS. 2015, 1 st para. Schultz, Folke, Österblom, & Olsson, P.
“Governance is the structural, institutional, ideological, and procedural umbrella under which development programs and management practices operate”.	From measuring outcomes to providing inputs: Governance, management, and local development for more effective marine protected areas. Marine Policy, 2014, p. 99. Bennett & Dearden.
“We view the governance and management processes of protected areas as hierarchically linked social subsystems that regulate and facilitate access to and use of publicly administered resources”	Coupling Protected Area Governance and Management through Planning. Journal of Environmental Policy & Planning, 2012, p. 394. Nkhata & McCool.
“The effectiveness of governance institutions and processes, for example, is a necessary procedural consideration for achieving a broader array of desired socio-economic and ecological outcomes through management and development”.	From Outcomes to Inputs: What is Required to Achieve the Ecological and Socio-Economic Potential of Marine Protected Areas? (Working Paper), 2012, p. 12. Bennett & Dearden.
“Governance, the means for achieving direction, control, and coordination, determines the effectiveness of management”	“Governance models for parks, recreation and tourism”, in Transforming Parks and Protected Areas, 2008, p. 39. Eagles.
“Governance is not synonymous with government; instead governance is about how government institutions, markets, and social organizations interact with citizens when making decisions. It is a process of decision-making that determines how decisions are taken and who has the power, and in which capacity, to make decisions (Green 2007)”.	Governing Coastal Spaces: The Case of Disappearing Science in Integrated Coastal Zone Management. Coastal Management, 2007, p. 431. McFadden.
“... the constitutional level can be understood as a system of rules specifying the terms and conditions of governance, while governance itself ‘includes the setting of rules, the application of rules, and the enforcement and adjudication of rules’ (Feeny, 1988: 172)”.	Co-management: concepts and methodological implications. Journal of Environmental Management. 2005, p. 70. Carlsson & Berkes.
“By governance, we mean creating the conditions for ordered rule and collective action (52) or institutions of social coordination (53). Governance is the structures and processes by which people in societies make decisions and share power (54)”.	Adaptive Governance of Social-Ecological Systems. Annual Review. Environmental Resources. 2005, p. 444. Folke, Hahn, Olsson & Norberg.
“The process whereby leaders are selected, powers are conferred, strategic directions are set, key relationships are maintained, organizational health is safeguarded, performance is monitored and account is rendered”.	Institute on Governance. The New Rules of the Board Game: The Changing World of Corporate Governance and its Implications for Multilateral Development Institutions. 2004 p. 4. Plumptre.
“governance involves the interactions among structures, processes and traditions that determine how power is exercised, how decisions are taken, and how citizens or other stakeholders have their say”.	Institute on Governance. Governance Principles for Protected Areas in the 21 st Century. A Discussion Paper Phase 2. 2003. p. 3. Graham, Amos & Plumptre. (World Commission on Environment and Economic Development, 1987)
“The exercise of political, economic and administrative authority in the management of a country’s affairs at all levels. Governance comprises the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations”.	United Nations Development Program (UNDP). 1997. Executive Summary, paragraph 2. UNDP.

Importantly, governance is not management. Management includes: planning, organizing, leading and evaluating (Worboys, 2015, p. 29). More directly, management involves the setting of goals and objectives (outcomes) and the distribution and monitoring of human and financial resources necessary to achieve the goals (operations). Armitage, de Loe and Plummer (2012) report in the context of conservation, “management involves operational decisions to achieve specific conservation outcomes” (p. 246). Lockwood (2010) indicates that management is about the “resources, plans and actions that are a product of applied governance” (p. 755). Management, as suggested by Borrini-Feyerabend and Hill (2015) has “a tendency to focus on the technical rather than the political” (p.171). Policy, is to governance and management “the course of action for an undertaking adopted by a government, a person, or another party” (Armitage, Berkes, & Doubleday, 2007 p. 350). The triumvirate of governance, management and policy, ideally are complementary and act together in an agreed to course of action. Without coherence, initiatives are vulnerable to criticism and possible legal challenges, resulting in continuing frustration by all parties and unnecessary delays, possibly reaching into decades (Yochim, 2015).

Governance involves the “powers, authorities and responsibilities exercised by organizations, and individuals” (Lockwood, 2010, p. 755) and according to Armitage et al., (2012, p. 246) “refers to the broader processes and institutions through which societies make decisions that affect the environment (see Oakerson 1992)”. Others, interpret governance as more about steering while management is more about directing (Graham, Amos & Plumtre, 2003; Vallega, 2001, p. 399).

The definitional evidence (Table 2-1) indicates that governance has far reaching implications on how society functions because it deals with power, where it rests and how it is exercised. Since the early definition of Graham, Amos and Plumtre (2003), researchers have been clarifying characteristics of good governance (Borrini-Feyerabend, et al., 2013; Buteau-Duitschaeffer, McCutcheon, Eagles, Havitz and Glover, 2010; Lockwood 2010; Shields, Moore & Eagles, 2016) and investigating the relationship

between governance and management (Bennett & Dearden 2014b; Fauchald & Gulbrandsen, 2012; Nkhata & McCool, 2012).

A challenge for PA systems, particularly in those areas of the world where governments and governing systems have co-evolved and long been in place, is related directly to the concept of power, how it is embedded within government and how it moves or is moved within government departments. The power to administer a government ministry or department is granted through a higher order enabling authority, for example, a nation's Constitution (Aucoin, Smith & Dinsdale, 2004). What power is granted to the department is usually conferred upon an official, usually a duly elected member of the ruling government through the rules set out in establishing a government (Bejerimi, 1996). The elected official in charge of the department, a "Minister" in Canada's case, is ultimately responsible and accountable for the decisions made within their department. In order to organize and control decision-making in the department, various authorities are delegated explicitly or implicitly by the Minister to managers throughout the department. It is understood that in the hierarchy of decision-making, decisions made at the lower level of the organization should not exceed the scope of the decision-making authority granted. To do so would ultimately place the Minister in the circumstance where he or she is making decisions in the space where decision-making is to occur but finding the space has shrunk because of decisions made at lower levels of the organization. Such "fettering" of the Minister's decision-making authority is robustly guarded against as contrary to the distribution of powers contemplated by, in Canada's instance, through the "convention of ministerial responsibility" (Aucoin, et al., 2003, p. 15).

Governance can't function without authority granted to it through powers embedded in the rules within institutions, paradoxically limiting how governance might evolve and change. Bureaucracies require bounded space within which to give and receive direction. The bounded space, over time, becomes less soft as decisions are made employing conservative and "safe" interpretations. To contemplate change toward new or different governance relationships requires tackling fundamental institutional, social and cultural

beliefs about rights and interest based power structures (Bavinck et al., 2005; Bennett & Dearden, 2014b; Hauzer, Dearden & Murray, 2013). Given, the culture of top-down run organizations, such as bureaucracies, stepping outside of perceived boundaries tends to result in negative consequences (Gow, 2004). As stated by Rands et al., (2010) “institutions and governance are not easy to change” (p. 1302). Yet, as Rands et al., also point out, the need for governance systems that enable conservation agendas is critical.

Governance arrangements for PAs around the world fall on a continuum where at one end power and authority for decision making rest with a single entity and at the other, decision-making is shared with others (Figure 2-3). Dearden (2009) describes this as “a gradation of inclusivity ... ranging from total control by PA authorities through to total control by local people” (p. 468). Governance arrangements are evolving (Dearden et al., 2005; Shields, Moore & Eagles, 2016) but most fall somewhere between the government being the sole decision maker and stakeholders having full control for decision-making. Where governments have shown willingness to engage with others, arrangements have resulted in greater consultation with stakeholders prior to decisions being made. A significant step in sharing power occurs when government enters into formal arrangements to share decision-making through co-operative decision-making. However, while decisions are cooperatively sought, the government retains authority and accountability for the decisions finally made. Joint decision-making by government permits the government and other parties to formally share power and accountability for the decisions made. Sometimes referred to as co-management, the government can engage in such partnerships through formal agreements that respect the rule of law and enable such sharing of power. In this instance no one party would have any more power in decision-making than any other party. Each shares the accountability with each other for the decisions made. Where governments have fully delegated decision-making authority to another party or parties, the government is released from its accountability for the decisions made and may have no involvement other than what might be expected of a regulating body.

Determining which arrangement is best for the circumstance depends on the legal framework from within which the government is operating, capacity of the other parties to take on the responsibility and accountability for the decisions made and the overall context within which the PA is functioning. Researchers are turning their attention to further understanding the interrelationships between context, governance options and management effectiveness (Bennett & Dearden, 2014; Heck et al., 2011; Shields et al., 2016).

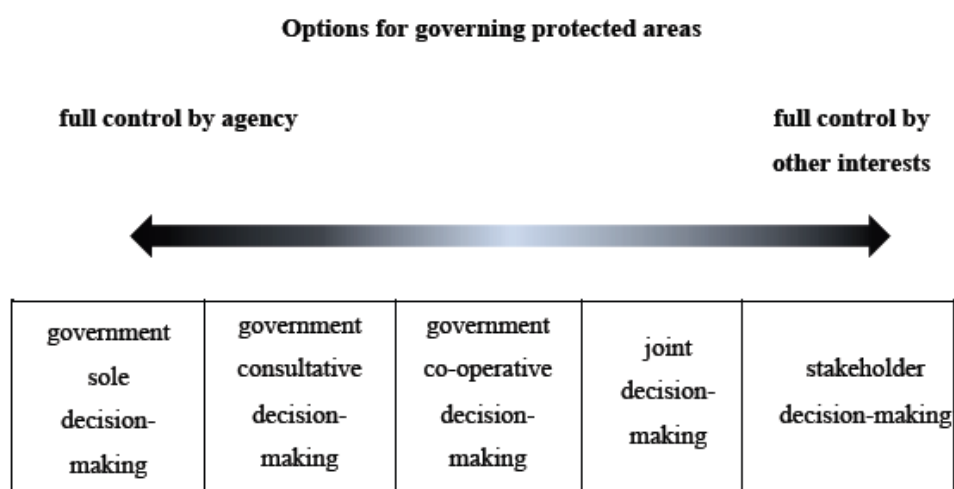


Figure 2-3 The Spectrum of Power Sharing in Protected Areas

Note. From Dearden, P. (2009). In P. Dearden & R. Rollins (Eds.), *Parks and Protected Areas in Canada: Planning and Management* (Third Edition, p. 468). Don Mills, Ontario, Canada: Oxford University Press.

Lockwood (2010) encourages recognition of a framework for governance assessment premised on the need for it to link to management effectiveness, as called for by Dearden et al., (2005). In Lockwood's expression of management effectiveness components, context, planning, inputs, and processes inform management outputs and outcomes. Important to note in Lockwood's paper is his representation that management effectiveness is linked to governance effectiveness, which in turn operates within governance quality composed of ethics, rationality and good governance principles.

Lockwood identified seven principles of good governance that include: legitimacy, transparency, accountability, inclusiveness, fairness, connectivity, and resilience.

Advancing the importance of connectivity and resilience, Lockwood, outdistanced earlier thinking about governance characteristics. Pragmatically, Lockwood raises concern that in addressing governance “decentralization can also result in fragmented, unrepresentative and undemocratic institutions and processes. Governance uncertainties can open strategic opportunities for actors to satisfy private interests at the expense of public good provision” (p. 762). Similar concerns have been expressed by Borrini-Feyerabend & Hill (2015) and Vodden (2015).

Significant contributions attributable to Lockwood’s work include recognition of the interplay between management and governance and a framework for governance assessment. To the latter point, the IUCN is addressing this through its governance stream of investigation (see Borrini-Feyerabend et al., 2013 and Borrini-Feyerabend & Hill, 2015 for further information). To the former point, Bennett and Dearden (2014b) observed “subsuming governance ... under the auspices of management does not do justice to the full complexity of governance” (p. 98). To mitigate against the loss of focus on governance the authors suggest an adaptive feedback loop that includes distinguishing between management and governance (p. 104).

Part of the complexity researchers and practitioners face when considering the governance-management interface is reconciling, what Plummer and Fennell (2009) describe as the “Cartesian-Newtonian tradition and mechanistic view of the world” (p. 150) as expressed through management, where balance, cause and effect and responsive linearity makes sense with uncertainty and complexity, as experienced through governance (Berkes 2012; Eagles 2009; Jentoft & Chuenpagdee, 2009; McCool 2009). The governance – management interface is the collision point of two paradigms, the “post-modern times in which the old ‘certainties’ and confidence of modernism are being superseded by more complex, diverse and dynamic understandings and behaviours. The

post-modern sensibility is relativistic rather than absolute, pluralistic rather than segregated, richly chaotic rather than ordered” (Lockwood et al., 2006, p. 44).

Ecosystem based management is illustrative of such a post-modern response i.e. shifting from single species and sustained yield models to a multi-species, multiple spatial and temporal scales (Galindo-Leal & Bunnell, 1995). The emergence of governance in the context of EBM, further illustrates society’s post-modernistic tendencies toward tolerance for the chaotic (Berkes, 2012; Eagles, 2009; McCool, 2009; McCool, Freimund & Breen, 2015; Plummer & Fennell, 2009).

The IUCN describes four governance types within its classification system of PAs. They are: governance by government, shared governance, private governance, and governance by indigenous peoples and local communities (Borinni-Feyerabend, et al., 2013). Similar to Dearden’s “Spectrum of Power Sharing” the governance categories help conceptualize the distribution of power and authority within each category (Table1-2).

Governance by government, according to the IUCN means: “one or more government bodies (such as a ministry or protected area agency reporting directly to the government, or a sub-national or municipal body) hold the authority, responsibility and accountability for managing the protected area” (Borinni-Feyerabend et al., 2013, p. 30). Importantly, the category also calls for the government body to “develop and enforce its management plan” (p. 30).

Shared governance recognizes through formal and informal mechanisms that the authority and responsibility for the PA is “shared among several actors” (p. 32). Here, the IUCN recognizes the legal or policy imperative to “inform or consult other rightsholders and stakeholders, at the time of planning or implementing initiatives” (p. 32). Shared governance can be recognized as co-management.

Private governance is understood to include “protected areas under individual, NGO or corporate control and/or ownership” (p. 36). In this category the “authority for managing

the protected land and resources rests with the landowners, who determine conservation objectives, develop and enforce management plans and remain in charge of decisions, subject to government legislation and site specific restrictions” (p. 36). Key to this category is “if there is no official recognition by the government, the accountability of private protected areas to society cannot be assured” (p. 36).

The final category, Governance by indigenous peoples and local communities is defined as “protected areas where the management authority and responsibility rest with indigenous peoples and/or local communities through various forms of customary or legal, formal or informal, institutions and rules” (p. 39). Central to understanding this category is the idea that “some type of ‘commons’ – that is land, water and natural resources [is] governed and managed collectively by a community of people” (p. 40).

Given the variety of governance types and the complexity associated with such a continuum as recognized by Dearden, (2009) five principles have been recognized by the IUCN as characteristics of good governance. They are: legitimacy and voice, direction, performance, accountability, fairness and rights. Table 2-2 provides the complete descriptions for each principle.

According to Borrini-Feyerabend and Hill (2015, p. 189) the principles “encourage the people and institutions responsible for governing protected and conserved areas to merge concerns for effectiveness (vision, performance, accountability) and concerns for equity (fairness, respect for procedural and substantial rights)”. Importantly, the authors elaborate on the quality of governance by acknowledging:

[The] quality of governance does not relate to a specific classification or scale. In fact, governance quality can only be understood in relation to a particular context, as culture and values strongly affect the standards of what is considered appropriate. In addition, in different situation it may be important to stress different principles, or components of principles... . (p. 189)

Table 2-2 Principles of Good Governance for Protected Areas

Principles	Considerations related to the principles
Legitimacy and Voice	<ul style="list-style-type: none"> • Establishing and maintaining governance institutions that enjoy broad acceptance and appreciation in society • Ensuring that all rightsholders and stakeholders concerned receive appropriate and sufficient information, can be represented and can have a say in advising and/or making decisions • Fostering the active engagement of social actors in support of protected areas, upholding diversity and gender-equity • Extending special support to vulnerable groups, such as indigenous peoples, women and youth, and preventing discrimination on the basis of ethnicity, gender, social class, financial assets, etc. • Maintaining an active dialogue and seeking consensus on solutions that meet, at least in part, the concerns and interest of everyone • Promoting mutual respect among all rightsholders and stakeholders • Honouring agreed rules, which are respected because they are “owned” by the people and are not only because of fear of repression and punishment • As much as possible attributing management authority and responsibility to the capable institutions closest to natural resources (subsidiarity)
Direction	<ul style="list-style-type: none"> • Developing and following an inspiring and consistent strategic vision (broad, long-term perspective) for the protected areas and their conservation objectives, grounded on agreed values and an appreciation of the ecological, historical, social and cultural complexities unique to each context • Ensuring that governance and management practice for protected areas are consistent with the agreed values • Ensuring that governance and management practice for protected areas are compatible and well-coordinated with the plans and policies of other levels and sectors in the broader landscape/seascape and respectful of national and international obligations (including CBD PoWPA) • Providing clear policy directions for the main issues of concern for the protected area and, in particular, for contentious issues (e.g., conservation priorities, relationships with commercial interests and extractive industries) and ensuring that those are consistent with both budgetary allocations and management practice • Evaluating and guiding progress on the basis of regular monitoring results and a conscious adaptive management approach • Favouring the emergence of champions, generating new ideas and carefully allowing/promoting the testing of innovations, including governance and management innovations for protected areas

Principles	Considerations related to the principles
Performance	<ul style="list-style-type: none"> • Achieving conservation and other objectives as planned and monitored, including through on-going evaluation of management effectiveness • Promoting a learning culture for protected area policy and governance practice on the basis of mechanisms, tools and partnership that promote on-going collaborative learning and cross-fertilization of experience • Engaging in advocacy and outreach for the benefit of protected areas • Being responsive to the needs of rightsholders and stakeholders, including by providing timely and effective response to inquiries and reasonable demands for changes in governance and management practice • Ensuring that protected areas staff, and rightsholders and stakeholders, as appropriate, have the capacities necessary to assume their management roles and responsibilities and that those capacities are used effectively • Making an efficient use of financial resources and promoting financial sustainability • Promoting social sustainability and resilience, i.e., the ability to manage risks, overcome the inevitable crises and emerge strengthened from the experience
Accountability	<ul style="list-style-type: none"> • Upholding the integrity and commitment of all in charge of specific responsibilities for the protected areas • Ensuring transparency, with rightsholders and stakeholders having timely access to information about: what is at stake in decision-making; which processes and institutions can exert influence; who is responsible for what; and how these people can be made accountable • Ensuring a clear and appropriate sharing of roles for the protected areas, as well as lines of responsibility and reporting/answerability • Ensuring that the financial and human resources allocated to manage the protected areas are properly targeted according to stated objectives and plans • Evaluating the performance of the protected area, of its decision makers and of its staff, and linking quality of results with concrete and appropriate rewards and sanctions • Establishing communication avenues (e.g., web sites) where protected area performance records and reports are accessible • Encourage performance feed-back from civil society groups and the media • Ensure that one or more independent public institution (e.g., ombudsperson, human rights commission, auditing agency) has the authority and capacity to oversee and question the action of the protected areas governing bodies and staff

Principles	Considerations related to the principles
Fairness and Rights	<ul style="list-style-type: none"> • Striving towards an equitable sharing of the costs and benefits of establishing and managing protected areas and fairness in taking all relevant decisions • Making sure that the livelihoods of vulnerable people are not adversely affected by the protected areas; that protected areas do not create or aggravate poverty and socially-disruptive migratory patterns; and that the costs of protected areas - especially when born by vulnerable people - do not go without appropriate compensation • Making sure that conservation is undertaken with decency and dignity, without humiliating or harming people • Dealing fairly with protected area staff and temporary employees • Enforcing laws and regulations in impartial ways, consistently through time, without discrimination and with a right to appeal (rule of law) • Taking concrete steps to respect substantive rights (legal or customary, collective or individual) over land, water and natural resources related to protected areas, and to redress past violations of such rights • Taking concrete steps to respect procedural rights on protected area issues, including: appropriate information and consultation of rightsholders and stakeholders; fair conflict management practices; and non-discriminatory recourse to justice • Respecting human rights, including individual and collective rights, and gender equity • Respecting the rights of indigenous peoples, as described in the UN Declaration of the Rights of Indigenous Peoples • Ensuring strictly the free, prior and informed consent of indigenous peoples for any proposed resettlement related to protected areas • Promoting the active engagement of rightsholders and stakeholders in establishing and governing protected areas

Note. Reproduced from *Governance of Protected Areas: From Understanding to action*, by G. Borrini-Feyerabend, N. Dudley, T. Jaeger, B. Lassen, N.P. Broome, A. Phillips, and T. Sandwith, 2013, p. 59. Copyright 2013 by the International Union for Conservation of Nature and Natural Resources.

Additionally, according to Borrini-Feyerabend and Hill, (2015) the concept of vitality, has been introduced to the pallet of what governance consists. Governance vitality has to do with the presence or absence of conditions that permit the governance setting “to

learn, evolve and meet its role and responsibilities in ways that are timely, intelligent, appropriate and satisfactory for everyone concerned” (p. 193).

Governance of PAs varies among nations. Often, novel approaches emerge in locations with limited human and financial resources than from those locations where greater capacity exists (Aswani & Hamilton, 2004; Berkes & Seixas, 2005; Borrini-Feyerabend, Pimbert et al, Farvar, et al., 2007). Lausche (2011) describing the advantages of non-traditional governance, reports the interest the Vth World Parks Congress took in noting the “scientific assessments indicating that protected area systems that combine different governance types are likely to be more resilient, responsive and adaptive under various near- and long-term threats to conservation” (p. 75). Lausche further commented that, “case studies from Africa, Asia, Europe and Latin America, observes that the shift to new governance approaches in these regions is grounded in the idea that nature conservation can be made more sustainable by sharing power with local people through the political process” (p. 75). Similar experiences are reported where efforts have taken place to confirm marine protection. Charles and Wilson, (2008) recount co-management arrangements have met successes in Asia-Pacific countries “but have taken longer to establish in western countries” (p. 9).

The importance and significance of engaging local and indigenous people in agreeing to the establishment and management of PAs is not a new idea (Dearden et al., 1996; Fox, Yonzon & Podger, 1996) and was a strong theme at the Bali World Parks Congress held in 1982 (Scriabine, 1983). Despite many studies over decades, local communities and indigenous peoples around the world remain far too often unrecognized as equal partners in conservation (Bennett & Dearden, 2014a; Chapin, 2004; Dear & McCool, 2010; Downie, 2015; Gavin et al., 2015; Roe, 2008; West, Igoe & Brockington, 2006).

Researching preferences of local stakeholders toward engagement with PAs off the coast of Vancouver Island, Heck (2010), examined management effectiveness indicators at Pacific Rim National Park Reserve (NPR) and at the proposed Strait of Georgia NMCA.

At both locations, participants in the studies identified environmental protection and governance as important considerations for the effective functioning of the PAs.

The findings demonstrate the importance of engaging local people and stakeholders in discussions about the vision, purpose and goals of PAs. As Heck reports in relation to Pacific Rim NPR, “diverse groups have a different understanding of MPA [Marine Protected Area] success” (p. 138). Similarly, findings for the Southern Strait of Georgia indicate that, “the groups expect different outcomes from the proposed NMCA and accordingly would judge its success differently” (p. 156).

At Pacific Rim NPR, Heck, reports, “eliciting stakeholders’ views on MPA performance in an unconstrained format revealed 25 MPA indicators. Classifying these indicators into biophysical, social, economic, and governance shows that indicators in all categories were identified, although the majority were governance ones” (p. 115). Results for the Southern Strait of Georgia found, “individual indicators mentioned most often were governance and environmental ones highlighting the importance of good governance and environmental achievements” (p. 149).

Heck cautions, that when the Analytical Hierarch Process (AHP), tool was used to test for the importance of selected MPA performance indicators among the stakeholders at the Southern Strait of Georgia, it revealed that governance indicators, in terms of management efficiency, were given low importance and stakeholder inclusion in particular” (p. 152). Heck, however points out that these findings from the stakeholder surveys “were very different from the findings in workshop reports [where] the inclusion of stakeholders was in fact the second most often mentioned NMCA indicator in workshops and open houses” (p. 152).

The engagement of stakeholders, partners and the public with government raises questions about jurisdictional authority and shared decision-making. Vodden, (2014) in a later study also involving the coastal waters off Vancouver Island and other coastal

locations in Canada, explores how collaboration between local stakeholders and communities might occur with governments.

Recognizing that collaboration and governance have gained interest from stakeholders and governments suggests, “collaborative governance offers a possible alternative to the rigid, top-down structures” (p. 169). Studying the complexities of achieving collaborative governance, Vodden examines, “the Indian Bay watershed, Newfoundland and Labrador (NL); the Bras D’Or Lakes watershed, Cape Breton, Nova Scotia (NS) and the Nimpkish watershed, northern Vancouver Island, British Columbia (BC)” (p. 170).

Reporting on shared findings from the areas studied, Vodden observes that in the cases studied, “federal governments act as partners and supporters but retain legal jurisdiction and ultimate decision-making power” (p. 175). However, she also points out that, “the case study initiatives demonstrate that authority, for planning and policy-making, for example, *can* be shared in the interest of reaching mutual goals (p. 175).

The results point to the need for leadership from within the organizations that hold authority over the areas of interest and leadership, from champions within the respective organizations involved in the governance discussions. Vodden, cautions that, “attempts to incorporate social and ecological objectives into governance processes face resistance from more powerful status quo governing systems, in which policy silos remain intact” (p. 175).

Actually achieving the context within which collaborative governance arrangements can be realized includes recognizing that “formal arrangements provide accountability, stability, and clarity within the governance system, but informal relations are often the ‘glue’ between actors and critical for communication” (p. 174). She advises, that perhaps the establishment of formal relationships, with partners and stakeholders are best left for later, after trust has been established.

Unfortunately, lack of local engagement or engagement done poorly, has resulted in stalled or terminated PA establishment efforts, persistence of power imbalances and continued mistrust of PA authorities (Corson et al., 2014; Dearden, 2016). Frustrations experienced by neighbours of PAs and local communities are well known (Dahlberg et al, 2010; McNamee 2009; Sandlos, 2005) and reflect the persistent difficulty of linking local priorities with higher authority conservation priorities such as those represented by national governments (Jones, 2014). The next section addresses local community relationships with PAs and sharing power and decision-making at the local level.

2.4 Governance – Sharing Power and Decision-making at the Local Level

For some, PAs are seen as “exclusionary zones of ‘pristine landscapes’” (Corson et al., 2014 p. 191) or as recounted in Waiser (2011), one former Prime Minister of Canada, tersely clarified, National Parks are “a place for the people ... not a playground for bureaucrats in Ottawa” (p. 125). Others have been recorded as believing, “national authorities are crowded by idiots who think it’s their job to boss people around” (Hahn et al., 2006, p. 584). Zanasi (2004) reports, “some people in the Kluane region think that they have expressed their views on the park many times in many forums but that their views have largely been ignored” (p. 3).

The above examples illustrate known frustrations between PAs and local community members. Dearden (2016) points out, “critics of orthodox protected areas such as national parks often call them the ‘fences and fines’ approach to conservation, in other words, the dominant relationship between the protected area and local people is one of antagonism” (p. 56). According to Gibbs (2008), trust is an immediate casualty of command and control authority. However, results generated by Dearden et al., (2005) suggest the narrative, framed by the Yellowstone model is changing.

In the first comprehensive study to determine the status and trends of PA governance worldwide, Dearden et al., report “a large majority (83%) of respondents indicated that the amount and strength of participation in decision-making have increased over the past

decade [1992-2002]” (p. 92). Efforts by government authorities interested in building trust has continued as has research into ways to share power (Fauchald & Gulbrandsen, 2012; Lockwood, Mitchell, Moore & Clement, 2014; Ruhanen, Scott, Ritchie & Tkaczynski, 2010). Yet, conflicts between local communities and PAs persist. Madden and McQuinn (2014) explain:

Even as the conservation field moves toward more collaborative governance models of engagement (Ansell and Gash, 2008; Leong et al., 2011; Reid et al., 2009), too often the processes used (or the individuals or organizations driving the process) fail to recognize or reconcile the deep-rooted conflict among stakeholders, and as a result, conservation goals are hindered (Balint et al., 2011; Clark and Slocombe 2011; Diskman, 2010; Doucey, 2011; Peterson et al., 2013), (p. 98)

Efforts by Parks Canada to establish a National Marine Conservation Area on the East coast of Canada in the late 1990s ran firmly into deep-rooted conflict resulting in the community rejecting the NMCA proposal for the area. Guénette & Alder, (2007) summarize the failings:

The proposed Terra Nova National Marine Conservation Area in Newfoundland and Labrador was abruptly rejected by the advisory committee established by Parks Canada in 1999. This proposal was plagued by several problems. The resources allocated to the team for the information and consultation process were insufficient, and the vision, objectives, and structure were not completely clear at the time. Considerable public distrust of both DFO [Department of Fisheries and Oceans] and Parks Canada at the time prevented good communication and allowed some interest groups to undermine the process further. Also, the lack of DFO involvement, essential in the context of communities that were largely dependent on fisheries and deeply affected by the cod fishery closure, undermined the confidence in the concept and the process. (p. 55)

The collapse is surprising given that it came on the heels of successful negotiations and consultations that resulted in the establishment of the Saguenay-St. Lawrence Marine Park in 1997 (the park’s legislation is discussed more fully later in the chapter). Guénette & Alder (2007, p. 60) acknowledge, early and continuous engagement by Parks Canada with all parties involved and particularly point out “the deliberate effort to integrate information and viewpoints of each interest group into the management plan (Briand 2000 in Carrier, 2001; Dionne, 2004)”.

Relationships between communities and PAs are often strained from the outset. German researchers, von Ruschkowski and Mayer (2011) report conflict between national parks conservation objectives and neighbouring local communities, have been “constant companions” (p. 173). Late in terms of the world’s national park movement, Germany’s first national park was established in 1970. However, the reported challenges facing this relatively new system are as old as those experienced by long established National Park systems like Canada’s. The authors describe “the parks mainly struggle with disagreements about the (dis-) continuation of different uses or activities, access restrictions and nature conservation objectives that contradict common attitudes and values ...” (p. 150). Von Ruschkowski and Mayer’s research supports the importance of knowing and understanding the values of individual community members, continued engagement with local citizens (Jackson 2004) and cautions overpromising infrastructure and development during early stages of establishment planning.

Despite a Canada-British Columbia Steering Committee’s recommendation, “that a national park reserve is feasible” (Parks Canada, 2011, p. 22), efforts to establish a National Park Reserve in the South Okanagan by Parks Canada, were brought to a close in 2012 when Parks Canada determined it could not proceed without the support of the Government of British Columbia (Sharkey, 2012). In turn, the Government of British Columbia was not convinced there was enough local support to advance the idea at that time. Local media reported:

The plan wasn't popular with hunters and recreational ATVers, who vocally protested the idea and erected signs across the region that read ‘No national park’... ‘the park would have taken ranch land away from producers and allowed deer populations to get out of control, affect orchardists with property near the park. We've been around for over a hundred years in this valley, and have used the mountain as our place of peace, our place of recreation, our place of food. And to have it taken away, severely restricted, is something that people in the area were uncomfortable with (Sharkey, 2012).

In the intervening years, persistent support for the idea by local citizens resulted in support from the local member of the provincial legislature. The Province’s recently released “Intentions Paper: Protected Areas Framework for British Columbia’s South Okanagan”, explains:

In 2014, the Province undertook efforts to explore local interests through a series of meetings with stakeholders, community interests, and the Okanagan Nation. The purpose of the 2014 discussions was to move away from the debate about the specific merits of a national park reserve and instead examine the underlying interests as a means to identify the most appropriate tools for meeting those interests (Government of British Columbia, 2015, p.1)

However, the idea was again met with resistance. Headlines read, “Cattle ranchers say proposed South Okanagan national park threatens their livelihood” (Radiowest, 2015). The media report elaborated that “an association of cattle ranchers in B.C.'s southern interior say that a proposed national park in the South Okanagan-Similkameen region will cripple their livelihood”. Despite vocal opposition by a few prominent groups, the Government of BC has concluded part of the area under discussion “would be worthy of consideration by Parks Canada for inclusion in a South Okanagan National Park Reserve” (Government of British Columbia, 2015, p. 3). British Columbia is now reviewing public comment on the “Intentions Paper” intending to make recommendations to the government regarding land designation in 2016.

The debate, on-going in Southern British Columbia and the debate that ended the marine conservation area in Terra Nova, is at the core about who are winners and who are losers when a PA is established (Wilshusen, Brechin, Fortwangler & West, 2002). The failures and successes of PA establishment reconfirms the need to “attend to the perception that local people carry a disproportionate burden in terms of negative social, cultural, and economic impacts” (Wilshusen, et al., 2002, p. 26).

In a troubling critique of the reality of the need for local support for establishment and presence of PAs, Holmes (2013) draws attention to the fact that many PAs in the world continue to exist despite continued opposition by local people to their presence. Arguing that “protected areas can survive – indeed thrive- despite long term opposition and local discontent” (p. 80) inspires recognition of social justice and equity responsibilities associated with PA establishment and operation (Dahlberg et al., 2010; Stern, 2008). The proposition that PAs can be established with impunity calls for assurances by PA

authorities about how local people are engaged with the PA and how available opportunities are for feedback and involvement with the PA.

Some will observe an ecosystem based management approach to the establishment and management of PAs, consequently levies responsibility on local communities to often and more directly contribute to protecting and enhancing the life support systems of the planet (Doak, Bakker, Goldstein, Hale, 2015; Wright, 2016) than non-local communities. Consistent with a holistic approach to PA management, others will argue that those things that are important to local people should not be diminished as a consequence of adjacency to a PA (Rands et al., 2010; Wakild, 2015).

It may be that some local people do not want to accept additional responsibility for the global condition of the planet because of adjacency to a PA. On the other hand, if local people are giving up something so that the citizens of the world can benefit, then how might they and their communities benefit for the global contribution? These are familiar arguments. According to Baird and Dearden (2003):

Two management alternatives dominate the literature. One espouses the value of a people-oriented local approach to natural resources management and conservation as part of 'sustainable development' (Schwartzman and others 2000, Wilshusen and others 2002) and is supported mainly by social scientists, local nongovernmental organizations (NGOs), and development agencies. The other camp recognizes that anthropogenic goals dominate about 92% of the landscape already (Green and Paine 1997) and that areas protected from human activities have to be established to provide habitat for those species that do not flourish in human-dominated landscapes (Redford 1992, Terborgh and van Schaik 1997; Redford and Sanderson 2000). (p. 541)

Their subsequent contention that the debate is fundamentally flawed because "elements of both strategies are sometimes needed" (p. 541) is practically and ethically sound. Given there still remains the need to respond to the debate, governance offers resolution as it necessitates "appreciating the context of each PA and devising the most appropriate management strategies to achieve the goals for that particular PA and local population" (p. 541).

This PhD research addresses head-on the challenges facing PAs when attempting to establish presence, build trust and engage local interests. It contributes new information about how power sharing is preferred and how decision-making can be shared. It demonstrates ways to equal the power dynamic between parties, clearing the way for robust community engagement, given unique contexts.

In Canada, as reported earlier terrestrial area protection is recorded at 1,063,153 km² and marine protection at 62,400 km². Significant land areas, protected in regional and local systems, for example, Southern Vancouver Island's, Capital Regional District's Regional Park System or Ontario's Regional Conservation Authorities, are not included in the calculation but nevertheless play roles in biodiversity protection, aligning community goals with PA priorities and contributing to human health and well-being.

Combining PA contributions made to human health and well-being, such as improved sense of self, increased ability to concentrate, faster recovery times following surgery, increased physical fitness, improved mental health (Lemieux et al., 2012; Russell et al., 2013) with a reported \$4.6 billion contribution to Canada's GDP (The Outspan Group, 2011, p. 29) demonstrates the necessity of stepping away from a "win-lose" and "opportunities lost" approach to the challenges associated with PAs establishment and community engagement (Walton & Simon, 2003). Linking community goals and PA management rests in governance. There is however a great need to address trust building as a part of governance.

Stern's (2008) comprehensive studies of local opposition toward PAs at Great Smoky Mountains National Park, USA, Virgin Islands National Park, U.S. Virgin Islands, and Podocarpus National Park, Ecuador, reveal "the most common explanation for higher levels of trust involved personal relationships with park managers. The most common explanation for lower degrees of trust was a lack of meaningful social interaction between park officials and local residents, or social distance" (2008, p. 867). Stern concludes, "the most important elements of those relationships based upon this research include enhancing local perceptions of park managers' receptiveness to local input, demonstrating cultural respect for neighboring populations, interacting personally and

informally with local publics, and performing park management duties consistently and professionally (p. 873).

Stern's work profoundly demonstrates the significance of trust as a necessary ingredient in securing long term support from local people for PA establishment and raises caution against overstating the economic benefits argument communities often hear. However, trust is not enough to position success. There is more. Madden and McQuinn (2014) call for greater understanding of the sources of conflict:

Conservation conflicts often serve as proxies for conflicts over more fundamental, non-material social and psychological unmet needs—including status and recognition, dignity and respect, empowerment, freedom, voice and control, meaning and personal fulfillment, identity (one's sense of self in relation to the outside world), belonging and connectedness, social, emotional, cultural, and spiritual security (Burton, 1990; Marker, 2003; Satterfield, 2002) (p. 98)

In the opening paragraphs of this section, examples were provided of what might be indicators of unmet needs. Compelling is the need for PA officials to recognize the power differential that is immediately in place once an area becomes “protected” through a government body (Coad, Campbell, Miles & Humphries, 2008; Grumbine, 1994 & 1997). Canada's model for PA administration is delivered for the most part through federal, provincial, territorial and municipal governments with some sharing of powers through formal arrangements. For example, Co-operative Management Agreements between Parks Canada and Aboriginal groups (Dearden & Bennett, 2016) can serve as tools to permit power sharing and joint decision-making.

Governance in the context of PAs requires first, building trust through relationships, then co-creating arrangements that respect and dignify the people and institutions with whom the relationships involve. In Canada, advisory committees are often used to build such relationships. In fact, as demonstrated in the following section, advisory committees in Canada have gained formal Ministerial recognition for their usefulness in addressing PA establishment, management and governance.

Advisory committee status though may not be enough to meet the expectations of a society far more knowledgeable than previously about government process and fully

capable of making decisions about what they feel is best for their quality of life, health, well-being and personal needs. However, as suggested earlier, there is room within governance for advisory committees to make decisions and set the course for management.

Evidence from work conducted in Canada's arctic strongly indicates co-development of knowledge can be an effective strategy to achieve trust between individuals and institutions (Armitage, Berkes, Dale, Kocho-Schellenberg & Patton, 2011). Similarly, in the Yukon, efforts to return local people to the lands traditionally used, created opportunities for social learning and trust building. At Kluane National Park, the "Healing Broken Connections programme includes a summer cultural camp which sees Parks Canada staff joining people from the Champagne-Aishihik and Kluane First Nations in activities including hiking, tanning hides and hunting moose" (Timko & Satterfield, 2008). Efforts at Georgian Bay Islands National Park toward ecosystem planning, resulted in high degrees of knowledge sharing and trust building between Parks Canada and the local communities (Walton, 1997). Learning together, is a valuable contribution to good governance and social equity (Berkes, 2009; Borinni-Feyerabend, et al., 2013).

Advisory committees, focused in part on shared learning, and the co-development of knowledge, could temper the perspective that advisory committee members have no or little power and lack any decision-making authority. Such a shift in perspective would contribute to trust building and likely improve the credibility of the organization sponsoring the advisory committee.

Confirming the governance-management relationship and the space in which both operate, addresses the critical need to match governance with context and management with authority (Folke et al, 2005). Should the two systems not communicate and learn from each other, the very reasons for the existence of the PA might be lost to other societal priorities. Nkhata & McCool (2012) explain the risks of a failure in communication:

[interrupted communication] deprives the broader social discourse of important information about the consequences and saliency of actions implemented to sustain the mission originally articulated at some point in the past. The past may no longer hold the contextualizing characteristics of the present nor of the anticipated future. Given the uncertainty inherent in many protected area decisions, such information is critical to developing strategies to deal with surprises and unintended consequences. (p. 399)

Jones (2014), writing about governance of marine PAs argues that the top-down approach to governance while counter to existing trends in governance, depending on context, should not be abandoned to self-government approaches singularly. Jones advocates the need for a top-down and bottom-up approach to governance that emerges and evolves together to take advantage of the strengths accorded to both local and state bodies. Jones acknowledges that:

this co-evolutionary hierarchical governance concept is more consistent with arguments that the state is still a key actor that actually continues to play a crucial role in governance (Bell and Hindmoor, 2009), contrary to the view amongst many governance analysts that government by the state has been replaced by networked governance amongst civil society actors and organisations. Rather than retreating, or having been hollowed out or replaced by networks, states are considered to have actually been repositioned and/or reconfigured, and continue to provide a regulatory steer in order to achieve strategic societal objectives that only the state is in a position to achieve (p. 75)

Jones' caution concerns how polycentric governance, which "connotes many centers of decision-making which are formally independent of each other" (Ostrom, Tiebout & Warmen, 1961, p. 831) are in fact working together (Araral & Hartley, 2013), possibly displacing the legitimate role of state authorities.

For instance, Jones recognizes the important role that the state can play in coordinating local PA governance bodies to achieve networked systems of PAs. This coordinating role would otherwise be something that local authorities would have difficulty in achieving due to capacity issues.

The opportunity to study established park management and governance as demonstrated by Pukaskwa National Park and emerging management and governance, as demonstrated by Lake Superior NMCA, within the same geographic area, is unique in Canada. This is because at no other location in Canada, at this time, is there a national park and proposed freshwater NMCA, being developed under the NMCA Act. The two case studies also provide the opportunity to examine the research findings through comparatively old legislation, such as the Canada National Parks Act (Government of Canada, 2000), and new legislation represented by the Canada National Marine Conservation Areas Act (Government of Canada, 2002a). Additionally, recently approved management plans for the two PAs came into force within two years of each other. Pukaskwa's management plan was approved in 2014, followed by the NMCA's Interim Management Plan in 2016. Management direction in the documents offer insights to community priorities related to cooperation, collaboration and engagement between Parks Canada and local communities.

The Acts are founded on similar concepts: protection and use. How they have manifested in language and structure, reflect changing values in Canadian society about the human – environment relationship, advances in social and ecosystem knowledge and a persistent focus on equity and fairness in how Canadians deal with each other. The next section examines in more detail how the Acts enable the opportunity to share power and decision-making.

2.5 Governance of National Parks and National Marine Conservation Areas in Canada

Canada's National Parks Act was passed into law by Parliament in 1930. It was a product of not only its time but many decades of an understood approach to what a national park should be. From this foundation, the National Parks Act has evolved. In 2000, the Act was amended to reflect societal priorities, emphasizing the responsibilities Parks Canada has for the maintenance and restoration of ecological integrity (Wright, 2016). The Canada National Marine Conservation Areas Act is a product of its time

representing what Canadians believe an NMCA should both do and achieve. The 2000 National Parks Act and the 2002 NMCA Act, communicate opportunity for significant stakeholder and Aboriginal involvement in key bodies used in decision-making and both communicate the key role management planning plays in influencing decision-making.

Discussion in this dissertation about decision-making authorities includes a review of the National Marine Conservation Areas Act, the Saguenay-St. Lawrence Marine Park Act and a review of the circumstance associated with Fathom Five Marine Park. This is necessary because of their unique circumstances outside of the NMCA Act. The following sections turn to an in depth examination of the Acts identified above in order to reveal where opportunities are provided for sharing power and decision-making.

2.6 Canada National Parks Act and National Park Reserves

The Canada National Parks Act 2000 S.C. 2000, c. 32 is the current Federal Act that enforces the administration of National Parks and National Park Reserves in Canada. The Act is introduced by a dedication clause. This clause has not changed from the original 1930 Act. It reads as follows:

The national parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to this Act and the regulations, and the parks shall be maintained and made us of so as to leave them unimpaired for the enjoyment of future generations. (p.3)

National Park Reserves are established per s. 4(2) of the Act “where an area or a portion of an area proposed for a park is subject to a claim in respect of aboriginal rights that has been accepted for negotiation by the Government of Canada” (p.3). When the claim is resolved the lands become National Park.

Important to this study is the power of the Minister to administer the National Parks and the opportunity the Minister has to engage with others in the administration of the Act. Sections 8(1) – 10(1) address this:

8. (1) The Minister is responsible for the administration, management and control of parks, including the administration of public lands in parks and, for that purpose, the Minister may use and occupy those lands

(2) Maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks.

9. Powers in relation to land use planning and development in park communities may not be exercised by a local government body, except as provided in the agreement referred to in section 35. [this refers to special provision for the Town of Banff to undertake local government functions]

10. (1) The Minister may enter into agreements with federal and provincial ministers and agencies. Local and aboriginal governments, bodies established under land claims agreements and other persons and organizations for carrying out the purposes of this Act. (p. 5)

Clearly, the Act gives power to the Minister to enter into agreements with others the Minister might consider helpful to carrying out the purposes of the Act. In terms of engaging the public in matters of national park interest sections 11 and 12 of the Act state [emphasis added]:

11. (1) The Minister **shall**, within five years after a park is established, prepare a management plan for the park containing a long-term ecological vision for the park, a set of ecological integrity objectives and indicators and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation, which shall be tabled in each House of Parliament.

(2) The Minister **shall** review the management plan for each park at least every 10 years and shall cause any amendments to the plan to be tabled in each House of Parliament.

12. (1) The Minister **shall**, where applicable, provide opportunities for public participation at the national, regional and local levels, including participation by aboriginal organizations, bodies established under land claims agreements and representatives of park communities, in the development of parks policy and regulations, the establishment of parks, the formulation of management plans, land use planning and development in relation to park communities and any other matters that the Minister considers relevant. (p. 6)

What is learned from the descriptions of the power and authorities the Minister has and the requirement for public consultation are: (1) there is clear intent through the Act to provide the Minister with the authority to engage persons and organizations in addressing issues that are impeding the Minister in achieving the purposes of the Act, and (2) the Minister enjoys discretion in determining how much opportunity will be provided for public participation in the development of parks policy and regulations, the establishment of parks, the formulation of management plans, and any other matters the Minister considers relevant. The troubling phrase is 12 (1) The Minister shall, *where applicable* [emphasis added], provide opportunities for public participation... . The juxtaposition of the word “shall”, meaning “must”, followed by “where applicable”, suggests flexibility for the Minister to choose whether or not to provide opportunities for public consultation. However, Parks Canada’s Guide to Management Planning (2008) indicates “consultation on management plans is a legal requirement for national parks and national marine conservation areas” (p. 11). Parks Canada’s updated approach to management planning described through “Guidelines for Management Planning and Reporting” (2014c) reconfirms that the Government of Canada “undertakes formal consultation as part of the management planning process in accordance with legislative obligations, case law and Government of Canada and Agency policy” (p. 15).

Offering some reassurance to Parks Canada's commitment to management planning and public consultation, Parks Canada's Guidelines for Management Planning and Reporting (2014c) states definitively that "a management plan is required for national parks" (p. 1) and lays out expectations for public engagement in the development of national park management plans. Through the guidelines, Parks Canada commits that "public consultation should provide opportunities for the Canadian public at the local, regional and national level, as well as for known stakeholders and partners to provide input on the management direction for a heritage place" (p. 17). Compelling in commitment to public engagement beyond simply exchanges of information, the guidelines are not legislation, and therefore susceptible to changes in intent, reductions in staffing related to support for management planning, and fiscal resources to support engagement processes. Perhaps most reassuring that consultation will not realize reduction in commitment by the government and Parks Canada is "the Government of Canada regards consultation as an important part of good governance" (p. 15).

Given the nature of the challenges facing PAs, and the stated commitments by Parks Canada to consultation, one would observe it would be helpful if the Act, in future iterations, removed the words "where applicable". Until that happens, there is ample opportunity for the Minister to take advantage of emerging governance principles (Table 2-2) including sharing of power and decision-making.

The National Parks Act is silent on the use of the terms ecosystem management or ecosystem based management. However, section 11. (1) states:

The Minister shall, within five years after a park is established, prepare a management plan for the park containing a long-term ecological vision for the park, a set of ecological integrity objectives and indicators and provisions for resource protection and restoration, zoning, visitor use, public awareness and performance evaluation, which shall be tabled in each House of Parliament (p. 6)

The requirement for "a long-term ecological vision for the park", would suggest the application of ecosystem approaches to management of the park. However, like consultation, it is in policy where clarity is found. As discussed earlier, Parks Canada's

“Guiding Principles and Operational Policies” (1994) prescribe an ecosystem approach to conservation decision-making. Here, the same risks are at play as with consultation, in that, without the compelling nature of legislation to reference, policy is susceptible to changing internal priorities and interpretation.

Turning to the NMCA Act, a structurally different approach outlines the expectation that NMCA managers and the Minister are to be guided by greater public involvement in key areas of PA decision-making.

2.7 Canada National Marine Conservation Areas Act and National Marine Conservation Area Reserves

The Canada National Marine Conservation Areas Act S.C., 2002, c. 18 is the current Federal Act that enforces the administration of National Marine Conservation Areas (NMCA) and National Marine Conservation Area Reserves in Canada. Unlike the National Parks Act, the NMCA Act introduces the Act with a preamble. The preamble expresses the intent of parliamentarians and provides important insights to the will of the elected officials. The preamble is provided here as a significant contribution to aligning politics with science reflecting key concepts in marine governance:

Whereas the protection of natural, self-regulating marine ecosystems is important for the maintenance of biological diversity;

Whereas the Government of Canada is committed to adopting the precautionary principle in the conservation and management of the marine environment so that, where there are threats of environmental damage, lack of scientific certainty is not used as a reason for postponing preventive measures;

And whereas Parliament wishes to affirm the need to establish a system of marine conservation areas that are representative of the Atlantic, Arctic and Pacific Oceans and the Great Lakes are of sufficient extent and such configuration as to maintain healthy marine ecosystems,

ensure that Canada contributes to international efforts for the establishment of a worldwide network of representative marine protected areas,

consider implications for ecosystems in the planning and management of marine conservation areas so established,

provide opportunities for the people of Canada and the world to appreciate and enjoy Canada's natural and cultural marine heritage,

recognize that the marine environment is fundamental to the social, cultural and economic well-being of people living in coastal communities,

provide opportunities, through the zoning of marine conservation areas, for the ecologically sustainable use of marine resources for the lasting benefit of coastal communities,

promote an understanding of the marine environment and provide opportunities for research and monitoring,

consider traditional ecological knowledge in the planning and management of marine conservation areas, and

involve federal and provincial ministers and agencies, affected coastal communities, aboriginal organizations, aboriginal governments, bodies established under land claims agreements and other appropriate persons and bodies in the effort to establish and maintain the representative system of marine conservation areas. (p. 2)

With the preamble in place the Act confirms:

Marine Conservation Areas are established in accordance with this Act for the purpose of protecting and conserving representative marine areas for the benefit, education and enjoyment of the people of Canada and the world (p. 4)

National Marine Conservation Area Reserves are established per section 4. (2) of the Act "where an area or a portion of an area proposed for a marine conservation area is subject to a claim respect of aboriginal rights that has been accepted for negotiation by the Government of Canada" (p.4). When the claim is resolved the lands become National Marine Conservation Area.

The Act goes on to clarify conservation approaches to be applied in Canada's National Marine Conservation Areas. This is the point where NMCAs depart from what might be thought of as national parks on water. Section 4. (3) states:

Marine conservation areas shall be managed and used in a sustainable manner that meets the needs of present and future generations without compromising the structure and function of the ecosystems, including the submerged lands and water column, with which they are associated. (p. 4)

The power of the Minister to administer the NMCA is different from the National Parks Act in 5 substantive ways. First, the Minister responsible for NMCA's is managing for sustainable use not ecological integrity. The term "sustainable use" has not yet been defined by Parks Canada. However, Parks Canada is prepared to apply, if necessary, IUCN guidelines on sustainable use (M. Wong, personal communication, January 5, 2016). Key to sustainable use, based on the IUCN policy are:

7. a) Use of wild living resources, if sustainable, is an important conservation tool because the social and economic benefits derived from such use provide incentives for people to conserve them;
- b) When using wild living resources, people should seek to minimize losses of biological diversity;
- c) Enhancing the sustainability of uses of wild living resources involves an ongoing process of improved management of those resources; and
- d) Such management should be adaptive, incorporating monitoring and the ability to modify management to take account of risk and uncertainty.

(IUCN Sustainable Use Policy Statement, 2016, para. 18)

Second, the Minister is required to produce an Interim Management Plan and a Management Plan for NMCAs. The difference between an Interim Management Plan

(IMP) and a management plan is related to when the plan is triggered. An IMP is triggered as a result of section 7. (1)(d) of the NMCA Act. It is one of a suite of requirements that collectively form a report that goes before both Houses of Parliament that enables an amendment to Schedule 1 or 2 of the NMCA Act. Such amendment formally recognizes the named NMCA or NMCA Reserve in legislation and subsequently gazetted. An IMP for an NMCA or NMCA Reserve must at a minimum, set out the management objectives and a zoning plan. A management plan for an NMCA follows an IMP, within 5 years of the NMCA's establishment. The management plan requires "a long term ecological vision for the NMCA, provision for ecosystem protection, human use, zoning, public awareness and performance evaluation" (Government of Canada, 2002a, p. 8). The management plan is tabled before both Houses of Parliament. Unlike the National Parks Act, the NMCA Act is specific in its reference to ecosystem management. Section 9. (3) compels the use of principles of ecosystem management.

Third, the Minister responsible for NMCAs requires agreement from the Ministers of Fisheries and Oceans and Transport for the content of interim management plans and management plans.

Fourth, the Act singles out and compels consultation with "coastal communities". This is a striking difference from the National Parks Act, where no equivalent language exists. It is an important illustration of the difference in degree of commitment within the Acts, to public engagement.

Lastly, the Act requires the Minister to establish a "Management Advisory Committee" for each NMCA. This requirement is also absent from the National Parks Act and again demonstrates the degree of commitment to public engagement created through the Act. Sections 8 – 11 address the above five points [emphasis added in bold]:

8(1) The Minister is responsible for the administration, management and control of marine conservation areas in relation to matters not assigned by law to any other Minister of the Crown. (p. 7)

(2) The Minister has the administration of public lands in marine conservation areas. (p. 7)

(3) The Minister may maintain and operate facilities and carry out operations and activities to achieve the purposes of this Act, and may conduct scientific research and monitoring and carry out studies based on traditional ecological knowledge, in relation to marine conservation areas. (p. 7)

(4) The Minister may enter into agreements with other federal and provincial ministers and agencies, local and aboriginal governments, bodies established under land claims agreements and other persons and organizations for carrying out the purposes of this Act. (p. 7)

9. (1) The Minister **shall**, within five years after a marine conservation area is established, in consultation with relevant federal and provincial ministers and agencies, with affected coastal communities, aboriginal organization, aboriginal governments and bodies established under land claims agreements and with other persons and bodies that the Minister considers appropriate, prepare a management plan for the marine conservation area that includes a long term ecological vision for the marine conservation areas and provision for ecosystem protection, human use, zoning, public awareness and performance evaluation, which shall be tabled in each House of Parliament. (p. 7)

(2) The Minister **shall** review the management plan of a marine conservation area at least every five years, and any amendments to the plan shall be tabled with the plan in each House of Parliament. (p. 8)

(3) In order to protect marine ecosystems and maintain marine biodiversity, the primary considerations in the development and modification of management plans and interim management plans shall be principles of ecosystem management and the precautionary principle. (p.8)

(4) Provisions of a management plan or an interim management plan respecting fishing, aquaculture and fisheries management are subject to an agreement between the Minister and the Minister of Fisheries and Oceans. (p. 8)

(4.1) Provisions of a management plan or an interim management plan respecting marine navigation and marine safety are subject to an agreement between the Minister, the Minister of Transport and the Minister of Fisheries and Oceans. (p. 8)

(5) If a marine conservation area includes an area that is the subject of a land claims agreement, the management plan or interim management plan for the marine conservation area and any amendments to it shall be prepared in a manner consistent with any applicable provisions of the agreement. (p. 8)

10. (1) The Minister **shall** consult with relevant federal and provincial ministers and agencies, with affected coastal communities, aboriginal organizations, aboriginal governments and bodies established under land claims agreements, and with other persons and bodies that the Minister considers appropriate in the development of marine conservation area policy and regulations, the establishment of any proposed marine

conservation area and the modification of any marine conservation area, and any other matters that the Minister considers appropriate. (p. 8)

11. (1) The Minister **shall**, for each marine conservation area, establish a management advisory committee to advise the Minister on the formulation, review and implementation of the management plan for the area. (p. 9)

(2) The Minister may establish other advisory committees to review and evaluate any aspect of marine conservation area policy or administration. (p. 9)

(3) The Minister **shall** consult with relevant federal and provincial ministers and agencies, with affected coastal communities, aboriginal organizations, aboriginal governments and bodies established under land claims agreements, and with other persons and bodies that the Minister considers appropriate with respect to the composition of advisory committees. (p. 9)

The NMCA Act communicates strong commitment to public involvement through the mandatory establishment of an advisory committee for each NMCA. Additionally, the Minister, may establish advisory committees for purposes other than management planning. The Minister can engage partners, stakeholders and importantly, coastal communities, to provide advice on the composition of membership of any advisory committees. The National Parks Act has a similar provision available for the Minister's use.

The overall commitment to public engagement in the NMCA Act and how the Act contextualizes the importance of place through public consultation of coastal communities, reflects scholarly research concerning ecosystem management and governance (Ellis, Gunton & Rutherford, 2010; Vodden, 2015). How public consultation

is implemented remains to be seen. The range of ways for the Minister to engage with the public ideally should align context and scale with principles of good governance (Berkes, 2006; Jones, 2014; Plummer 2009; Zacharias, 2014). Challenging is the absence of an identifiable process where Parks Canada can describe how “ecologically sustainable use” will be agreed upon from one NMCA to another. Even more fundamentally, why uses that are not ecologically sustainable are permitted outside NMCAs, remains to be addressed.

Parks Canada’s collection of PAs dedicated to marine and freshwater protection includes: Fathom Five National Marine Park located at the very tip of the Bruce Peninsula in Ontario. Saguenay St. Lawrence Marine Park in Quebec. Gwaii Haanas National Marine Conservation Area Reserve in Coastal BC and Lake Superior National Marine Conservation Area in Northwestern, Ontario.

Gwaii Haanas NMCA Reserve and Lake Superior NMCA fall under the NMCA Act and the engagement processes described earlier. Gwaii Haanas NMCA Reserve was gazetted in 2010 following the signing of the Gwaii Haanas Marine Agreement in January of that year (Parks Canada, 2010a, p. 1) and the preparation of an Interim Management Plan. The signing of the Marine Agreement and IMP demonstrates a high degree of commitment and cooperation by the Government of Canada and the Haida Nation. For example, both the Haida Nation and Parks Canada have agreed to work on a single Land-Sea-People management plan that will serve as the ten year plan for both the terrestrial area (Gwaii Haanas National Park Reserve) and marine area (Gwaii Haanas National Park Reserve). This cooperative approach serves the management planning requirements found in both Acts.

Gwaii Haanas NMCA Reserve, is the first National Marine Conservation Area in Canada established under the NMCA Act. Lake Superior NMCA’s Interim Management Plan was approved by the Minister in January, 2016. While this represents an important step in the establishment process, negotiations with First Nations directly affected by the establishment of the NMCA continue. It is unclear when Lake Superior’s establishment

process will be concluded. None of the other marine areas are protected under the NMCA Act but either have their own legislation or are managed through a variety of federal and provincial legislation.

The Saguenay St. Lawrence Marine Park Act was brought into force in 1997 for the purpose of:

[increasing,] for the benefit of the present and future generations, the level of protection of the ecosystems of a representative portion of the Saguenay River and the St. Lawrence estuary for conservation purposes, while encouraging its use for educational, recreational and scientific purposes (p. 2)

The Minister's administrative authorities described at section 8. (1) read, "the administration, management and control of the park are under the direction and authority of the Minister" (p. 4). The Act refers to public consultation in the following ways:

6. (1) Subject to section 7, the Governor in Council may, by order, change the park boundaries set out in the schedule if

(a) agreement has been reached between the Governments of Canada and Quebec; and

(b) the Minister and the Quebec minister have jointly consulted with the public and the coordinating committee. (p. 3)

9. (3) The Minister shall, in cooperation with the Quebec minister, provide opportunities for public participation in the development of the management plan and any other matters that the Minister considers relevant. (p. 4)

16. (1) A coordinating committee is hereby established to make recommendations to the Minister and the Quebec minister on the measures to be taken in order to carry out the objectives of the management plan. (p. 6)

The Saguenay St. Lawrence Marine Park Act is unique in terms of public engagement vis-à-vis the required establishment of the “coordinating committee” and how the committee is selected. According to the Act, “the Minister, in cooperation with the Quebec minister, shall decide on the composition of the coordinating committee” (p. 6). There is no requirement in the NMCA Act for the Minister to consult with provincial and territorial colleagues on the establishment of Management Advisory Committees, however, the Minister has the flexibility to do so should the Minister wish.

The Saguenay St. Lawrence Marine Park Act, demonstrates broad discretionary powers for the Minister to engage with the public. However, the requirement in the Act compelling the Minister for Quebec and Canada to have jointly consulted with the coordinating committee and the public, prior to making any changes to the boundaries of the park, suggests sensitivity to the need for transparency in decision-making.

Interestingly, the Act compels the Minister (Canada) to “review the management plan with the Quebec minister at least once every seven years, and shall cause any amendments to the plan to be laid with the plan before each House of Parliament” (p. 4). This returns the consultation process to internal guidance through Parks Canada’s Guidelines for Management Planning and Reporting (2014c).

The Act specifically references ecosystems as the focus for conservation purposes and is prescriptive in its identification of zonation. Four type of zones make up the park “(a) comprehensive zones (Type I zones); (b) specific protection zones (Type II zones); (c) general protection zones (Type III zones); and (d) general use zones (Type IV) zones” (p. 3). The Act represents a mix of flexibility and prescription that reflects the context of complex Federal – Provincial relationships, influenced by the unique Constitutional dynamic Canada has with Quebec.

Fathom Five National Marine Park, is credited as Canada’s first federal underwater park (Parks Canada, 1998, p. 1). Originally established in 1971 as Fathom Five Provincial Park, under the jurisdiction of the Ontario Ministry of Natural Resources, an agreement

to establish Fathom Five National Marine Park was signed in 1987 “as an addition while negotiations were taking place for establishment of Bruce Peninsula National Park” (Parks Canada, 2010b, p. 1). Unfortunately, as Parker (2013) points out “the transfer of ownership of the water column and lakebed to Parks Canada as per the establishment agreement (Canada and Ontario 1987) has yet to occur and as a result the site is not scheduled under the NMCA Act” (p. 26).

Fathom Five National Marine Park, like Pukaskwa National Park, is without formal status as a federal PA. Similar to Pukaskwa, Fathom Five is also managed through various provincial and federal Acts in order to meet the intent of the NMCA Act and the National Parks Act respectively. Past public engagement at Fathom Five would have been guided by Parks Canada’s commitment to consultation as expressed in the National Parks Act and now, as articulated in the NMCA Act. Parks Canada’s Guide to Management Planning (2008) articulated vigorous expectations for robust public participation. Now, the updated Guidelines for Management Planning and Reporting (2014c) guide this responsibility.

Each of Parks Canada’s contributions to marine and freshwater protection vigorously demonstrates the complicated political, social and cultural reality in which they operate. Similar observations can be made about the environment national parks are operating within. It is, one might observe, a miracle that any PAs are established anywhere in the world, given the highly charged circumstance that PA establishment faces.

Canada’s history of conflict in the face of PA establishment is marked by tragic stories of forced displacement and insensitivity through to demonstrations of significant insight and caring (McNamee, 2009; Wuerthner, 2015). Governance and characteristics of good governance of PAs are key to ensuring Canada’s National Parks and National Marine Conservation Areas are places of great inspiration, hope and examples of justice, fairness and equity. There is ample space within Parks Canada, as an institution, to implement approaches to governance that respect the authorities inherent to the department and lead in their design and application.

Canada's National Park's Act and Canada's NMCA Act demonstrate significant progress over time toward the recognition of the importance of public engagement in decision-making about PAs. Canada's NMCA Act outpaces the National Parks Act in terms of its stated commitments to public engagement. Both are supported by significant contributions in policy that commits Parks Canada to comprehensive public consultations.

The recently approved management plans for the two PAs commit Parks Canada in Northern Ontario, to greater involvement with Aboriginal people, local communities, stakeholders and partners (Parks Canada, 2014, 2016). This direction is consistent with the National Parks Act, and NMCA Act, and reflects direction provided by local citizens as well as others from across Canada.

The next chapter explains the selection of case study approach and the methodology used to conduct the research.

3 Methodology

This chapter explains the mixed methods approach used to gather information related to the research questions. Methods are described for two procedures undertaken in both study sites: oral interviews, and a mail household survey. Detailed information is provided about the mail survey approach used. The chapter concludes with a discussion about oral interview design and implementation.

3.1 Case Study Approach

Creswell (2013) suggests, that the case study is an appropriate research design for a given setting and context or “bounded system” (p. 97). The two study sites selected for this research, as discussed in the opening chapter, seem to match this perspective. Pukaskwa National Park, reflects modern terrestrial park establishment processes associated with the 1960s and 1970s. Lake Superior NMCA, is a unique contemporary phenomenon reflecting values that shaped the latter part of the 20th century. Both are contextually complex and bounded not only by identified physical boundaries (i.e. lines drawn on a map) but also by community relationships. These two PAs, as well as the two communities nearby to the PAs comprise the two-case case studies for the research. Although each case study is explored in detail and within its own context, the two case study approach also facilitates a comparative study of these two different kinds of PA, formed in different times under different legislation.

Acknowledging Creswell’s (2009) observations about understanding one’s own worldview as it relates to the research approach, an “advocacy/participatory worldview” where “research inquiry needs to be intertwined with politics and a political agenda” (p. 9) is shared with “pragmatism” (p. 10) was central to influencing the decision to use mixed methods for data collection. This positionality (Valentine, 2005), stems from personal experience in PA management, in senior roles, and experiencing the significant influence politics and individual politicians have in determining areas of priority for

managers of PAs to address. The pragmatic influence reflects knowing where to focus energy due to the organizational leanings of the day.

The study design therefore, recognizes the need to ascertain information, important for PA professionals in Canada (and perhaps in other parts of the world), related to how power sharing might work in organizations that tend to be protective over their power, as necessitated by law, government policy or institutional culture.

The opportunity to study established park management and governance as demonstrated by Pukaskwa National Park and emerging management and governance, as demonstrated by Lake Superior NMCA, within the same geographic area, is unique in Canada. This is because at no other location, at this time, is there a national park and proposed freshwater NMCA in development under the NMCA Act.

The selection of a terrestrial and a marine area, established under different legislation and over different time periods yet nearby to each other facilitates comparing relationships that exist between the communities and the PAs, including the role local governments might play. Practically, as Yin (2009) points out, “if you can do a ‘two-case’ case study, your chances of doing a good case study will be better than using a single-case design” (p. 61).

In summary, the case study approach using mixed methods for data collection was selected due to the unique characteristics of the study area, including but not limited to:

- (a) Both PAs are located within the same geographic area;
- (b) Both PAs are administered by the same PA authority (Parks Canada);
- (c) One PA has been present on the landscape for over 30 years (Pukaskwa National Park) while Lake Superior NMCA is new and only now being established;
- (d) Both PAs legislations have roots in different time periods;
- (e) Each PA has been present on the landscape for differing amounts of time yet both are not yet gazetted under their respective Acts;

- (f) Lake Superior NMCA is the first NMCA on the Great Lakes, in the process of establishment under the Canada National Marine Conservation Areas Act;
- (g) Lake Superior NMCA is the largest proposed freshwater PA in the world;
- (h) The impact of research findings on National Park and NMCA establishment and management processes in Canada;
- (i) The impact of research findings on continued relationships and relationship building between local communities and PAs in Canada and around the world;
- (j) The researcher's personal and professional experiences associated with the North Shore of Lake Superior and deep curiosity about the area, absent if other locations were selected.

Complex socio-ecological relationships exist between communities and PAs throughout Northern, Ontario. For example, Cartwright (2003) points to concerns about PAs becoming “biological islands if industrial forestry continues to expand around them” (p. 128). Lemelin et al., (2010) identify, issues of trust, between existing communities and Lake Superior NMCA, and shifting tourism priorities, encouraging to PA establishment. Johnston & Payne (2012) serve notice of feelings of alienation by residents of Northern Ontario toward those living in Southern Ontario, in part due to “Southerners” (those not living in Northern, Ontario), benefitting from northern resources, with little return for Northerners.

Around the world, PAs are attempting to address similar issues by increasing collaboration and improving local community support (Day & Dobbs, 2013; Dearden et al, 2005). The questions posed in this research attempt to reveal ways to achieve increased collaboration and cooperation between PA officials and local people.

3.2 Methods of Data Collection

A mixed methods approach to data collection using mail survey and oral interviews was conducted between August 2014 and January 2015. In August 2014, The Mayors and

Town Councillors for the communities of Marathon and Terrace Bay, were invited by email to participate in a study focusing on sharing power and decision-making with the local federal PA. Nine of ten local elected officials confirmed interest in participating.

Beginning in November 2014, six hundred survey questionnaires were mailed to randomly selected recipients in the communities of Marathon and Terrace Bay. The survey was designed to yield information about how residents perceived the management of the nearby federally PAs and how people might prefer sharing power and decision-making with the local federal PAs authorities.

3.2.1 Mail Survey Research Design

Data was collected using a mail survey approach because it remains favourably recognized as a cost effective tool for data collection (Amedeo, Golledge & Stimson, 2014) and convincingly, Dillman, Smyth and Christian (2014) acknowledge, “when respondents are given a choice of answering by mail or another mode, they most commonly choose mail, at least when the paper questionnaire is included in the mailing” (p. 351).

Telephone surveying is facing increasing complexity as a choice for researchers. Previously, a major concern in selecting a telephone survey approach is whether or not the area is one where telephones are available to households (Salant & Dillman, 1994). Given the history of the two communities studied, this is likely not a major issue. Telephone interviewing also has the advantage of being able to generate results quickly and correct problems directly (Dillman et al., 2014). However, Dillman et al., also advise that due to changing preferences in communication, consumer choice toward cell phones away from landlines and changing laws associated with privacy, telephone surveys are increasingly complex and expensive.

An important further consideration is the reluctance people display to not answering phone calls from unknown telephone numbers. Amedeo et al., (2009) draw attention to

“evidence of consumer reaction against participating in telephone survey-based social research because of the proliferation of the telemarketing phenomenon” (p. 92).

Face-to-face surveying, while regarded as “the standard mode for collecting survey data” (Amedeo et al., 2014, p. 90) is also recognized as the most costly and labour intensive (Amedeo et al., 2014). Ultimately, face-to-face interviewing presented logistical, cost and practical challenges for the researcher, given the proximity of the researcher’s home to the study area. Given that other less costly and complex options were available to conduct the research, this option was not pursued.

Web-surveying, was not selected due to complications associated with survey design for use on mobile devices and home computers, issues associated with ensuring confidentiality and security of the information collected (i.e. where the data might be stored) and uncertainty related to the flexibility of data manipulation (Dillman et al., 2014) and corresponding costs to realize necessary flexibility and security of data. Additionally, it is unknown the extent to which community members have reliable access to the internet. Given the remote location of the study area, there remain areas outside of the communities where internet is not available. Such circumstances could create unnecessary barriers to survey completion.

With the above considerations, a mail survey was selected over other options. Serious attention was given to what Salant & Dillman, (1994) referred to as “the kind of resources you can commit to your project” (p. 35), including for example, time, money and expertise needed to affect results, in making the selection.

Salant & Dillman (1994), outline a number of strategies useful to implementing a mail survey that are inexpensive and contribute to maximizing response rates. For example, initiating contact with respondents, reminder notices, and delivering the questionnaire, are carefully prepared to encourage responses. The multiple contacts by mail can be costly and needs to be considered in light of available resources. However, the approach has proven effective and according to Dillman et al, (2014) “mail surveys have

experienced a considerable reversal of fortune in recent years. Although response rates are now somewhat lower than in the past, when used alone as a data collection method, a surveyor can expect that they will be much higher than can usually be achieved by telephone or the Internet, when each of these modes is used alone” (p. 396).

3.2.2 Questionnaire Design

The questions contained in the community survey were finalized following pilot testing undertaken between August 20 and 25, 2014. Five adults, known to the researcher, were asked to review the questionnaire and provide feedback on its formatting, readability, language and numbering. The final questionnaire was 8 eight pages in length, black and white, created from 8.5” x 14” regular bond paper, folded once and formatted into a booklet for up to 22 questions (see Appendices 3 and 4). Design considerations were influenced by mailing and printing costs, returning decision-making to the practical issue of available resources. The front covers of both surveys were representative of the area, possibly recognizable to respondents, hoping the familiarity of local images might put readers at ease. The back cover emphasized appreciation for completing the questionnaire and reminding respondents that a postage paid self-addressed envelope was part of the package.

The questionnaire was designed to provide data that would address each of the research questions as outlined below.

1. How satisfied are Terrace Bay and Marathon residents with the performance of the federal protected area closest to their community?

For the Marathon (Pukaskwa) questionnaire, overall satisfaction with park management was measured on a 5 point scale ranging from 1=very unsatisfied, to 5= very satisfied (Q3). In order to better understand why respondents were satisfied or not satisfied (Q3), Q2 was designed to include a number of items that measured specific aspects of park management, such as public access to the park, and protection of wildlife. The items is Q2 were

measured on a 5 point scale ranging from 1=very poor to 5 = very good. For the Terrace Bay (Lake Superior NMCA) questionnaire, overall satisfaction with park management was measured in the same way (Q5). Related to satisfaction, a second question measured the importance of various aspects of management (Q4), with responses ranging from 1=not at all important to 5= very high importance. Both questionnaires (Marathon/Pukaskwa Q4 and Terrace Bay/NMCA Q6) included a follow up open-ended question, if respondents had any comments about how the management of the National Park or NMCA could be improved. This provided an opportunity for unanticipated considerations to be identified.

2. How would the residents of Terrace Bay and Marathon like to be involved and communicated with by the federal protected area closest to their community?

For both communities the usefulness of communication approaches (Q5) was measured on a 4 point scale ranging from 1=not at all useful, to 3= very useful. The rating of 4=not sure. Both questionnaires asked if respondents could identify other approaches to communication not identified in the list provided in the question. This provided an opportunity for additional preferences for communications to be identified outside of those provided in the question.

3. Who from the communities of Terrace Bay and Marathon should be involved in decision-making about the federal protected area closest to their community?

For both communities the importance of involvement was measured on a 5 point scale ranging from 1=not at all important, to 5= very important (Q7). Both questionnaires asked in an open-ended question, if respondents could identify others who should be involved in decision-making about the PAs.

This provided an opportunity for additional selections outside of those provided in the question. Respondents were also asked to prioritise potential decision-makers.

4. How should power and authority be shared between residents of the communities of Terrace Bay and Marathon and their closest federal protected area?

For both communities the degree to which a statement describing a power sharing arrangement was agreed with, was measured on a 5 point scale ranging from 1=strongly disagree, to 5=strongly agree (Q10). Both questionnaires asked in an open-ended question, if respondents could identify other approaches to sharing power and authority. This provided an opportunity for configurations outside of those provided in the question to be described. Both questionnaires asked for the identification of the most appropriate power sharing approach.

5. How should decisions be made by the federal protected areas closest to the communities of Terrace Bay and Marathon?

For both communities the importance of statements about decision-making was measured on a 5 point scale ranging from 1=not at all important, to 5=very important. Both questionnaires asked if decision-making could be improved on by Parks Canada.

In addition both questionnaires included a selection of use and awareness questions at the beginning of each questionnaire to encourage engagement with the questionnaire. The purpose of these opening questions was to focus on the needs of the respondent, rather than on priority research data. According to Salant and Dillman (1994), it is important to response rate and quality, that the first questions, are easy, and interesting for the respondent to complete, and not controversial (e.g. income). Demographic questions

located at the end of each questionnaire assisted in understanding who answered the questionnaire and to check for bias. Both questionnaires concluded with an open ended section where respondents were encouraged to provide any additional comments, hoping to capture strong opinions or additional insights.

3.2.3 Sample Selection

InfoCanada Sales Solutions (<http://infogroup.infocanada.ca/>) specializes in providing data sets including the production of mailing lists that assists businesses with targeting commercial products to clients. InfoCanada assisted by providing current mailing lists for the communities using a computer generated systematic random sampling procedure involving numbering all residents on a list, selecting a random start number and taking every “nth” resident on the list. Dilman et al., (2014) recognize this technique as useful to ensure that residents are selected at random and have equal chance of being selected.

The sample generated by InfoCanada, was selected from census respondents that included only name and address. Gender would not have been known. Therefore the list received would not allow for a determination of numbers of males to numbers of females. It is possible that the list contained more males than females, however, this was unknown. It is also possible that when the survey arrived at the household, more males chose to respond than females.

Costs precluded engaging the company to print, package, and mail out the surveys. An approach that proved less costly was designed, using the University of Victoria’s printing capacity and mailroom services.

3.3 Survey Implementation and Analysis

In November 2014, three hundred surveys were mailed to individuals resident in the community of Terrace Bay and 300 surveys were mailed to individuals resident in the

community of Marathon. Residents of Terrace Bay returned 96 usable surveys representing a 32% return rate. Residents of Marathon returned 94 usable surveys achieving a 31.3% response rate. Parfitt (2005, p. 102) suggests 30-40 % response in a mail survey is “quite typical” while Dillman et al., (2014) suggest 50% or higher rates can be achieved.

As discussed earlier, Salant and Dillman (1994) and Dillman et al., (2014) advocate multiple contacts using mail surveys, each with differing configurations of information designed to improve response rates. Therefore, distribution of the surveys for this study followed the approach outlined with some adjustments as follows.

The first mailing was not singularly an advance notice. The first mailing contained a covering letter with return instructions, the questionnaire and a stamped self addressed return envelope. The surveys were mailed in a standard business envelope using the University of Victoria identifier on the exterior.

The second mailing contained a reminder letter, encouraging the respondent to complete the survey and return it. The reminder letter was sent out two weeks following the mailing of the initial package. It too included a University of Victoria identifier as part of the front of the envelope.

The third and final mailing was sent to people who had not yet responded, and was sent out two weeks following the second mailing. This final mailing consisted of a complete replacement package of information: cover letter, return envelope, and replacement questionnaire.

The modifications were necessary due to costs of printing and mailing. It is unknown whether or not the changes in the approach affected return rates. However, several factors should be considered.

First, despite efforts to personalize the mailings, and avoid the letter looking like “junk mail”, respondents may have concluded that it was unfamiliar to them and discarded it. Residents’ possible unfamiliarity with University of Victoria, may have contributed to people choosing not to respond. Unexplained is the amount of time it took for some packages to arrive at the destination, which pushed the response period into Christmas and seasonal mail. It may be that residents of Terrace Bay were uninterested in responding due to the amount of time it is taking to establish Lake Superior NMCA, resulting in low motivation to engage in another process about the PA. Marathon residents, may be less enthusiastic about responding due to sentiments related to not being asked by the park to engage with them on other subjects. Additionally, given the downturn in Marathon’s economy, responding to questions about Pukaskwa National Park, simply may not have been a priority.

Quantitative results from the completed surveys were analyzed using a standard statistical analysis package (SPSS for Microsoft Windows). “Student’s T-test” was used to make comparisons between sample data from the communities of Marathon and Terrace Bay. Qualitative comments provided were recorded in excel and used to augment analysis.

3.4 Oral Interview Design and Implementation

Oral interviews with members of the Town Councils of Marathon and Terrace Bay were conducted in the last two weeks of August, 2014. Qualitative data from the nine oral interviews supplemented the quantitative findings, enhancing the information collected and providing insight from an important group of local stakeholders. Parfitt (2005) observes “the analysis of interview transcriptions can often give greater insights into certain types of research topics than use of quantitative techniques (p. 101).

The interviews were conducted in person using a portable recording device and note taking. Interview questions were provided a minimum of one week before the scheduled interview. Reminders of the time and date were sent a minimum of a day before the scheduled interview.

The interviews consisted of seventeen principal questions with clarifying questions posed as necessary (see Appendix 1). Interview duration ranged from 23 minutes to just over one and a half hours. The questions were constructed following the principles of good governance outlined by Borrini-Feyerabend et al, (2013) and Lockwood, (2010). The questioning was intended to understand how individuals, each elected to local government, made sense of the principals of good governance as related to PAs.

The next chapter presents the results of the community questionnaire and oral interviews. Discussion about the results is included throughout chapter 4. Comparisons between the study findings of the two PAs conclude the chapter.

4 Results and Discussion

This Chapter presents the research results. First, results from the community of Marathon and Pukaskwa National Park (PNP) are presented, followed by results from Terrace Bay and Lake Superior National Marine Conservation Area (NMCA). Lastly, comparisons of selected responses between the PAs are presented. Responses from nine oral interviews with members of the respective town councils enrich the analysis as does the personal experience of the researcher. Many quantitative studies present the results of the research separately from the discussion. Given the mixed-methods approach used in this study, presentation of the results is integrated with discussion of their relationship to the research questions and comparison with the relevant research literature. The results are organized by responses to the research questions stated in Chapter 1 and repeated below.

The five research questions asked are:

1. How satisfied are Terrace Bay and Marathon residents with the performance of the federal protected area closest to their community?
2. How would the residents of Terrace Bay and Marathon like to be involved and communicated with by the federal protected area closest to their community?
3. Who from the communities of Terrace Bay and Marathon should be involved in decision-making about the federal protected area closest to their community?
4. How should power and authority be shared between residents of the communities of Terrace Bay and Marathon and their closest federal protected area?
5. How should decisions be made by the federal protected areas closest to the communities of Terrace Bay and Marathon?

4.1 Pukaskwa National Park

Pukaskwa National Park has been present on the Canadian landscape for thirty-two years. Protecting the unique landscapes that make up the Boreal Highlands along the North Shore of Lake Superior, and representing Natural Region #18 in Parks Canada's System Plan (Parks Canada, 1990), Pukaskwa National Park was recognized by the federal government in 1983 as federal land open to use by the public for National Park purposes.

While the lands that make up the PA have been transferred to the federal government, the park is not legally a national park for reasons related to First Nations land claims. The park is not a National Park Reserve due to Canada's recognition of the Robinson Superior 1850 Treaty. Using various forms of federal and provincial legislation, the lands have been managed over the last three decades as a national park.

A Site Manager, Manager of Resource Conservation and Manager of Visitor Experience, make up the management team for the park. Subordinate staff report to the managers with other specialist services supplied through the Field Unit office in Thunder Bay or through Parks Canada's network of subject matter specialists located across Canada including National Office in Gatineau, Quebec across from Ottawa. Eleven permanent year-round employees work at Pukaskwa National Park. Twenty-five staff hold permanent seasonal positions ranging from four to ten months in length. Almost all full time year round employment is held by staff who live in Marathon. The next section presents the results related to that community.

4.1.1 Results for the Community of Marathon

Beginning in November 2014, three hundred surveys were mailed to individual residents in the community of Marathon. Residents returned 94 usable surveys achieving a 31.3% response rate.

4.1.2 Socio-demographic Profile

According to Statistics Canada, Marathon's population in 2011 was 3,353 of which approximately half were males and half were females. Differences between survey responses and 2011 Census data for Marathon include, more males in the survey than females and more respondents aged 55-74 years of age.

Table 4-1 Marathon Demographic

Category	Survey Response	2011 Census
Gender		
Male	68.1	51.7
Female	30.8	48.3
Age Group		
18-34 years	5.5	20.0
35-54 years	28.6	32.6
55-74 years	58.2	22.7
75+ years	6.6	3.8
Residence		
Qwn	95.6	87.5
Rent	3.3	12.6
Employment		
Full-time	40.9	43.9
Part-time	11.8	14.4
Unemployed	2.2	5.47
Retired	40.9	32.2
Other	3.2	3.98
Years lived in community		
Up to 20 years	29.7%	Not available
21- 30 years	40.6%	Not available
31- 40 years	7.7%	Not available
More than 40 years	22.0%	Not available

Marathon respondents were mostly male (68.1%) between the ages of 55-74 (58.2%). The respondents are retired (40.9%) or working full time (40.9%), own their own home (95.6%) and have lived in the community more than 30 years (40.6%).

The sample is similar to the census data in some respects (type of residence, and employment status), but somewhat different with respect to gender and age. To estimate if there is any bias in results due to age or gender skews, survey findings (46 variables) were compared by age and by gender. Table 4-2 compares survey responses by gender using student t- test procedures, and describes just those variables where a significant difference was found between males and females residing in Marathon.

Table 4-2 Results by Gender: Significant Differences

Variable	Mean by Gender		T	T Signif
	Male	Female		
Q2A. Providing public access for recreation	3.6	4.2	2.655	.010
Q2F. Opportunities for Understanding First Nation Culture	3.4	3.9	2.407	.018
Q3. Overall satisfaction with park management	3.2	3.9	3.127	.002
Q5B. Regular newsletters	2.4	2.8	2.317	.020
Q5C Updated website information	2.6	2.9	2.728	.008

As the number of variables (questions) presenting a significant difference is small compared to the total number of questions on the questionnaire (46 questions), it appears that the gender imbalance in the sample is not compromising the findings.

These procedures were repeated with age, where age categories were collapsed into two groups: those under 54 years (n=29), and those 55 years or older (n=63). T-test results

revealed just one significant difference: those 55 years or older attached higher importance (mean = 3.9) compared to those under 55 years (mean = 3.4), with Q15J: “If I want, I should have some influence on park decisions” ($t=1.977$, significance = .05).

4.1.3 Park Familiarity and Performance

Pukaskwa National Park is known to the majority of the respondents (76.2%) with 20.5% of the respondents indicating they have visited Pukaskwa more than 10 times. However, nearly a quarter (23.9%) of respondents have never visited the park, despite it only being 25 kilometres east of the community of Marathon (Figure 1-1).

The question then arises as to whether those who have visited the park have significantly different views than those who have not, and the potential implications of these differences. Only 5 of 46 statements in the questionnaire demonstrated significant differences between visitors and non-visitors (Table 4-3).

The differences between park visitors and non-visitors can be summarized as follows. Marathon residents who have visited the park scored three statements by mean scores higher than non-visitors. Respondents who visited the park indicated a higher rating of satisfaction with how the park is managed than non-visitors. Visitors to the park were more supportive of staff from Ottawa being involved in decision-making about the park and not surprising, people visiting the park felt strongly that they should be involved in decision-making about the park.

Two statements returned results where non-visitors' mean scores were higher than park visitors'. When asked about the usefulness of participating on park advisory committees as a way to involve and communicate with residents of Marathon, non-visitors preferred this option over Marathon residents who had visited the park. Non-visitors also preferred making written submissions to the park as a way to be involved in decision-making about the park.

Further, when demographic characteristics were examined, there were no significant differences between park visitors and non-visitors (gender, age, years residing in Marathon, rent or own, and employment status). From these findings it is concluded that the views of non-visitors do not differ substantially from the views of park visitors.

Table 4-3 Significant Difference Between Pukaskwa Visitors vs Pukaskwa Non-visitors

Variable	Mean		T	T Signif
	Pukaskwa Visitors	Pukaskwa Non-Visitors		
Q3. Overall satisfaction with how the park is managed	3.5	3.0	1.849	.034
Q5E. People can be involved in decisions about the park through Park advisory committees	2.7	3.3	2.643	.010
Q5F. People can be involved in decisions about the park through written submission	2.5	3.1	2.408	.018
Q7B. Staff from Ottawa should be involved in decision-making about the park	3.6	3.1	2.083	.040
Q7I. People visiting the park should be involved in decision-making about the park	4.1	3.8	2.390	.019

Table 4-4 presents respondents' perceptions of how well Pukaskwa National Parks is performing against goals of conservation, visitor services and economic development. The top three ranked means for perceptions of performance were: protecting wildlife, protecting ecological processes and protecting rare or endangered species (Table 4-4) and these were assessed as "very good" in performance. The economic development responsibility areas (attracting tourists, providing employment opportunities, creating tourism related employment) were ranked lower in their performance by respondents.

“Providing public access for recreation in the park” falls in-between these two with female respondents tending to rank this higher. Respondents also reported “providing places for learning about nature and providing opportunities to understand how “First Nations cultures have interacted with the natural world”, were performing well (Table 4-4) with female respondents ranking performance higher than male respondents (Table 4-2).

Overall, as reported by mean, with a single exception, respondents’ responses to how well Pukaskwa is performing against identified areas of responsibility suggest the park is performing to a level acceptable to respondents. The single area of responsibility described as “creating tourism related employment in Marathon”, fell short, by mean score as performing well enough to be assessed as “somewhat good” or “very good” by the majority of respondents.

These findings are important because they firmly indicate local citizens believe the park is performing in a way that is consistent with the purposes of the National Parks Act. This alignment of “saying and doing” is critical for building trust and legitimacy with stakeholders and partners (Bennett & Dearden, 2014a; Lockwood, 2010; Stern, 2008). This creates an important foundation to determine how shared decision-making might occur, if there was such an interest, as will be explored later.

The results also indicate there is opportunity to improve performance related to responsibility areas associated with economic development, in particular tourism and job creation. All members of Marathon’s Town Council recognized the opportunity Marathon has to benefit from increased tourism in the community because of the park. One member described the significance of the Park to Marathon this way, “lots of times, outside the community, when I say I’m from Marathon, I would run into people who’d say, it’s a great place, just down the street from Pukaskwa” (Interview with Councillor #9, August, 2014).

Table 4-4 How Well Pukaskwa Performs Some Responsibilities

<u>Area of Responsibility</u>	<u>Performance (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Very Poor</u>	<u>Somewhat Poor</u>	<u>Not Sure</u>	<u>Somewhat Good</u>	<u>Very Good</u>	<u>No Response</u>		
Protecting wildlife	1.0	2.3	26.1	14.8	55.7	(6.4)	4.2	0.90
Protecting ecological processes	0.0	1.1	31.5	22.5	44.9	(5.3)	4.1	0.90
Protecting rare and endangered species	0.0	1.1	32.6	22.5	43.8	(5.3)	4.1	0.90
Providing public access for recreation in the park	3.4	10.2	18.2	38.6	29.5	(6.4)	3.8	1.08
Providing places for learning about nature	2.2	7.9	24.7	37.1	28.1	(5.3)	3.8	1.01
Providing opportunities to understand how First Nations cultures have interacted with the natural world	2.3	4.6	44.8	33.3	14.9	(7.4)	3.5	0.89
Attracting tourists to the area	4.5	19.1	25.8	33.7	16.9	(5.3)	3.4	1.11
Providing employment opportunities in the Park for residents of Marathon	15.6	15.6	25.6	32.2	11.1	(4.3)	3.1	1.25
Creating tourism related employment in Marathon	14.8	26.1	38.6	15.9	4.5	(6.4)	2.7	1.05

Such growing recognition for tourism is consistent with findings reported by Lemelin et al., (2010) regarding changing perceptions of tourism in Northwestern, Ontario.

Marathon Town Councillors recognized the important role Pukaskwa performs in contributing to tourism by its presence and potential for development. For example, according to one Councillor, “everybody won’t visit the National Park, but they should have the opportunity if you’re passing through to be able to see it, and it is spectacular” (Interview with Councillor #4). Another Councillor challenges, “making those spaces for conversations so that we don’t have just one or two people saying, ‘by the way, we have the world’s biggest lake right there, we can probably make something of it’. There’s got to be conversations that happen that have us buy into the importance of the lake. We

don't have a marina on the world's biggest lake. That's crazy!" (Interview with Councillor #6, August, 2014).

Respondents were asked from an overall perspective how satisfied they were with the way the park is being managed. Just over half of the respondents were satisfied (somewhat satisfied 38.2% and very satisfied 12.4%) with the management of Pukaskwa National Park. Conversely, results show 19.1% were unsatisfied with the management of the park (somewhat unsatisfied 13.5% and very unsatisfied 5.6%). As indicated earlier, a significant difference was found in responses by gender and between visitors and non-visitors to this question. Female respondents' mean response was 3.9 compared to 3.2 by male respondents. Evidently, satisfaction level varied somewhat between males and females, but no relationships were evident when comparing findings by age, employment or years lived in the community. Visitors' mean response was 3.5 as compared to 3.0 reported by non-visitors. These results suggest the need for Parks Canada to engage with the community to improve satisfaction responses in the future. A principle of "good governance" of PAs reported by the IUCN (Borrini-Feyerabend et al., 2013) is "accountability" (Table 2-2). Ensuring community members are aware of the park and its programs through good communications and transparency in decision-making contributes to this principle (Table 4-5).

Parks Canada examined visitor satisfaction at Pukaskwa National Park between June 25 and September 16, 2014 (Parks Canada, 2014b). The survey collected information on visitor origin, learning activities, satisfaction, meaningfulness of experience and enjoyment, services availability, ecosystem processes, and spending. The survey revealed that, among other things, more males (59%) than females (41%) responded, 8% of respondents were from Marathon and "96% of visitors to Pukaskwa are satisfied and 66% are very satisfied with their overall visit" (p.1). Six National Parks or National Park Reserves, including Pukaskwa, conducted visitor surveys in 2014 (Parks Canada, 2016). Pukaskwa's results for overall satisfaction were topped at Mingan Archipelago National Park Reserve at 98%, matched at Fathom Five National Park (96%) and came close at

Fundy National Park (95%) with Pacific Rim National Park Reserve returning 91% overall visitor satisfaction with their visit.

Examining the degree to which visitors to the same parks were “very satisfied” with their visit, Pukaskwa ranked third at 66% with Fathom Five and Mingan receiving 71% and 77% respectively. Elk Island recorded 47% and Pacific Rim returned 54% of visitors indicating they were “very satisfied” with their visit.

The results from this dissertation and those from Parks Canada reveal opportunity for Parks Canada to improve satisfaction scores toward “very satisfied” in the area of park management and overall visit. In so doing, Parks Canada is addressing performance and service indicators important for business planning as well as good governance. These study results, and those of Parks Canada’s 2014 Visitor Satisfaction study, draw attention to the fact that two surveys conducted in the same year about Pukaskwa National Park, experienced more males responding than females.

4.1.4 How Best to Communicate with Residents

Respondents were asked to indicate the usefulness of seven approaches that could be employed to involve and communicate with residents of Marathon (Table 4-5).

Responses were scored as 1 = not at all useful, 2 = somewhat useful, and 3 = very useful. The responses indicated that overall, each of the approaches were recognized as having some usefulness to the respondents. Updated website information was clearly the preferred choice overall and as mentioned earlier, preferred by female respondents. Next was “park advisory committees” followed very closely by “regular newsletters by mail or email”, which was also preferred by female respondents as compared with male respondents. Approximately half of the respondents (50.7%) reported that “community feedback surveys” are a useful approach. Diminishing in support and closely scored were “written comments to the park” and “regular public meetings for public input”. Least preferred by respondents was “meeting individually with the park manager”. The

establishment of park advisory committees was relatively highly rated as an approach for Parks Canada to use to communicate with and involve residents of Marathon. This may be signaling a degree of comfort in permitting bodies such as advisory groups, to take on power and decision-making, as noted later (Tables 4-9 and 4-10).

Table 4-5 Usefulness of Approaches for Pukaskwa to Involve and Communicate with Residents of Marathon

	Not at all <u>Useful</u>	Somewhat <u>Useful</u>	Very <u>Useful</u>	Not <u>Sure</u>	No <u>Response</u>	<u>Mean</u>	<u>Standard Deviation</u>
Updated website information	3.8	23.1	73.1	0.0	(5.3)	2.7	0.54
Park advisory committees selected from residents of Marathon	8.5	26.8	64.8	0.0	(5.3)	2.6	0.65
Regular newsletters by mail or email	6.6	30.3	63.2	0.0	(6.4)	2.6	0.62
Community feedback surveys	7.0	42.3	50.7	0.0	(6.4)	2.4	0.63
Written comments to the park	9.0	53.7	37.3	0.0	(5.3)	2.3	0.62
Regular public meetings for public input	4.0	60.0	36.0	0.0	(5.3)	2.3	0.55
Meeting individually with the park manager	15.1	54.7	30.2	0.0	(6.4)	2.2	0.66

Councillors recognized the need for increased presence by park staff in the community to share information and build relationships with residents. Some suggested regularly scheduled open houses and information sessions about the park be held in the community, including the use of Council Chambers. All Councillors indicated the need for community members to learn more about what the park does, why, and how residents might get involved in the decision-making about the park.

4.1.5 Who Should be Involved in Decision-making and How?

When asked who should be involved in making decisions about Pukaskwa National Park the two top ranked groups by respondents were “people visiting the park” and “staff

working in the park” (Table 4-6). The equal third ranked groups were “People living in the area” and “Scientists”.

Following the equal third ranked groups, decreasing in importance are by mean score: Tourism Industry (3.9), All Canadians (3.8), then sharing the next placements are Local Chamber of Commerce and Local Mayor and Council (3.7), followed by Local Member of Provincial Parliament and Local Member of Federal Parliament scoring equally at (3.5), and with a mean score of 3.4, “Parks Canada staff from Ottawa” was assessed as the lowest of all groups. Overall each group had at least a “medium importance” rating by mean scoring.

Clearly local residents perceive themselves as having an important role in making decisions about the park. What is surprising is that overall they recognize both visitors and staff, presumably groups more familiar with the park, as being the most important groups. There is often mistrust amongst park staff and conservationists of purely local input on the basis that this will reflect merely a “me-first” concern. However, these results suggest that local residents recognize that others may have more familiarity with the park and it is important that such groups play a role in decision-making. In support of this, members of Marathon’s Town Council also identified park visitors for participation in park decision-making processes. Along the same lines it is also important to recognize the ranking of “all Canadians” above local interest groups such as, the Chamber of Commerce, and Mayor and Council, that represent the interests of local communities. Clearly, the respondents recognize that Pukaskwa is a “national” park and that all Canadian’s are stakeholders.

Identified as the least preferred group to be involved in decision-making about the park, Parks Canada staff from Ottawa, may be feeling the effects of what Johnston and Payne (2012) describe as, “a feature of life and, occasionally, politics in Northwestern, Ontario has been a feeling of alienation from the centres of power and decision making in Toronto and Ottawa (Weller 1977; Martelli 1993; DiMatteo, Emery, and English 2006)” (p. 284). To this point, a Marathon Councillor observed, “decisions may be decided

locally but they're approved federally or I'll say, higher up the chain" (Interview with Councillor #4, August, 2014). Fundamentally, the issue revolves around the lack of trust between the federal government, as represented by staff from Ottawa, and local people.

Table 4-6 Who Should be Involved in Making Decisions About Pukaskwa National Park

Types of Groups /Individuals	Importance (Percent)							Mean	Standard Deviation
	Not at all Important	Low Importance	Medium Importance	High Importance	Very High Importance	No Response			
People visiting the Park	0.0	2.2	7.6	69.6	20.7	(2.1)	4.1	0.60	
Staff working in the park	0.0	1.1	8.7	70.7	19.6	(2.1)	4.1	0.57	
People Living in the Area	0.0	2.2	13.2	67.0	17.6	(3.2)	4.0	0.63	
Scientists (e.g. wildlife specialists)	0.0	4.3	8.7	70.7	16.3	(2.1)	4.0	0.65	
Tourism Industry	0.0	4.3	15.2	67.4	13.0	(2.1)	3.9	0.67	
All Canadians	2.2	6.6	16.5	60.4	14.3	(3.2)	3.8	0.85	
Special interest groups (e.g. Ontario Nature, Ontario Federation of Anglers and Hunters)	0.0	7.7	19.8	61.5	11.0	(3.2)	3.8	0.75	
Local Chamber of Commerce	1.1	6.6	19.8	63.7	8.8	(3.2)	3.7	0.76	
Local Mayor and Council	2.2	8.7	16.3	65.2	7.6	(2.1)	3.7	0.83	
Local Member of Federal Parliament	5.5	15.4	14.3	53.8	11.0	(3.2)	3.5	1.06	
Local Member of Provincial Parliament	6.6	11.0	19.8	52.7	9.9	(3.2)	3.5	1.04	
Parks Canada staff from Ottawa	3.3	15.2	20.7	55.4	5.4	(2.1)	3.4	0.93	

Not surprisingly, all Town Councillors identified community residents as necessarily part of the decision-making process about the park. However, the community assessed the involvement of the Mayor and Town Council in decision-making about the park, as less important than seven other groups. Town Councillors all felt that they should have a role in decision-making about the park. Succinctly stated by one Councillor, “as leaders of the community – Mayor and Council, should be involved” (Interview with Councillor #6, August, 2014).

The results reflect society’s interest and support for more involvement in government decision-making processes (Lockwood, 2010). Applying a governance perspective to the present management approach at Pukaskwa National Park, contributes to meeting respondents’ expectations for involvement by more non-government decision-makers.

When asked to identify the three most important groups that should be involved in decision-making at Pukaskwa National Park (Table 4-7), respondents reported that staff working in the park, scientists, and people living the area, were the top three most important groups or individuals that should be involved. The findings indicate by percentage (44.8%) clear recognition by respondents that “staff working in the park” is the most important group that should be involved in decision-making. What is interesting is the number of percentage points between the first ranked choice and the second, “Scientists” (17.2%). Nearly 28 percentage points separates them. This suggests a very strong determination by respondents of the importance of staff at the park being involved in decision-making about the park.

The results strongly reflect support for the principle of subsidiarity where decision-making should take place at the level closest to where the decisions will be felt most strongly (Borrini-Feyerabend et al., 2006). Marathon’s Town Council, was adamant that local people should be involved in decision-making about the park, especially when the decision affected the Town itself. More broadly, as one Councillor described “the Park’s success is going to benefit our community, it’s going to employ people, and it’s going to have economic impact on the Region” (Interview with Councillor #7, August, 2014).

Table 4-7 Three Most Important Groups in Decision-making About Pukaskwa National Park

Types of Groups/ Individuals	Response (Percent)			Total
	Most Important	Second Most Important	Third Most Important	
Staff working in the park	44.8	12.5	12.8	70.1
People visiting the park	9.2	21.6	19.8	50.6
People Living in the Area	13.8	21.6	14.0	49.4
Scientists (e.g. wildlife specialists)	17.2	9.1	8.1	34.4
Tourism Industry	3.4	9.1	11.6	24.1
Parks Canada staff from Ottawa	1.1	12.5	2.3	15.9
All Canadians	5.7	2.3	4.7	12.7
Special interest groups (e.g. Ontario Nature, Ontario Federation of Anglers and Hunters)	2.3	3.4	7.0	12.7
Local Mayor and Council	2.3	4.5	8.1	12.6
Local Member of Federal Parliament	0.0	0.0	5.8	5.8
Local Chamber of Commerce	0.0	1.1	3.5	4.6
Local Member of Provincial Parliament	0.0	2.3	2.3	4.6

The next two selections rated as “most important”, “Scientists” and “People living in the area”, and the remaining respondent selections, do not repeat large percentage differences between the next closest selection. The smaller spread between selections suggests less stark differences in perceptions of importance by respondents. Although by selection, 100% of respondents confirmed no degree (0.0) of importance associated with: Local Member of Parliament, Local Chamber of Commerce and Local Member of Provincial Parliament. Arguably, with 1.1% of respondents indicating Parks Canada Staff from Ottawa as “most important”, one could also conclude, “Ottawa staff “is not a highly rated

“most important” first choice by nearly all of the respondents. The same could apply to Special Interest Groups and Local Mayor and Council, each receiving 2.3% support for being “most important” by respondents. The selection of “all Canadians”, while not as highly valued as other selections, still placed higher than selections of more local focus for example, local Chamber of Commerce and local political bodies.

4.1.6 Sharing Power and Decision-making

When asked about different ways of sharing authority for managing Pukaskwa National Park, respondents were very clear about two things. Firstly, respondents thought that “Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions” and secondly, respondents did not want a circumstance where Parks Canada would have no control over decision-making and other parties would have the power for making decisions. In the first instance, 40.0% of respondents strongly agreed with the approach described. In the second, 60.4% strongly disagreed with the idea that Parks Canada would have no control over decision-making and other parties would have the power over decision-making (Table 4-8).

These key findings position the two ends of the decision-making and power-sharing continuum (Dearden, 2016). At one end, Parks Canada has no control over decision-making and at the other Parks Canada has all the control over decision-making (Figure 4-1).

In this case, respondents strongly agreed that the degree of power-sharing should be ordered as follows: Preferably, Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions (40.0%), next 29.3% of respondents thought, decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power. This was followed by: Parks Canada making all the decisions but making strong efforts to cooperate with people in making decisions (24.7%), Parks Canada should make all decisions but share information with people about how decisions were made (14.4%), Parks Canada should delegate to other

could voice our concerns if we perceived there was a negative effect on our community. I think that policy, and I may not agree with the federal policies at this time, should be for what's beneficial for the citizens on a whole. I mean, that's what parks are for. (Interview with Councillor #4, August, 2014)

Council members preferred to see greater inclusion by the Town Council, leading up to a decision being made. Survey respondents however, did not highly rank Town Council's involvement in decision-making about the park (Table 4-6). As one Councillor describes, "I think it's important Town Council gets the opportunity to meet, and at the same time, it's an open public meeting. Pukaskwa advertises that they're meeting with Town Council in an open and public forum, they identify decisions to be made - or prospective decisions to be made in the following year, or something like that. (Interview with Councillor #9, August, 2014).

When asked to choose which of the approaches to decision-making and power sharing respondents felt was the most appropriate for Pukaskwa National Park, respondents remained consistent with the responses reported earlier (Table 4-9). Marathon respondents appear comfortable with Parks Canada holding power but with a caution that they are also willing to recognize that having power jointly shared with other interest groups is somewhat attractive.

The results reported in Tables 4-8 and 4-9 clearly demonstrate respondents are most comfortable with a decision-making and power sharing relationship where the authority for decision-making is resident with Parks Canada. The respondents further clarified that sharing power is an acceptable approach up to the point where Parks Canada has less power than other bodies.

Table 4-8 Opinion About Approach to Sharing Authority for Managing Pukaskwa National Park

<u>Approach Statement</u>	<u>Level of Concurrence (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Strongly Disagree</u>	<u>Somewhat Disagree</u>	<u>Not Sure</u>	<u>Somewhat Agree</u>	<u>Strongly Agree</u>	<u>No Response</u>		
Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	5.6	13.3	8.9	31.1	40.0	(4.3)	3.9	1.35
Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	8.7	16.3	19.6	25.0	29.3	(2.1)	3.7	1.42
Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	9.0	12.4	10.1	42.7	24.7	(5.3)	3.7	1.36
Parks Canada should make all decisions, but share information with people about how decisions were made	20.0	25.6	13.3	25.6	14.4	(4.3)	3.0	1.52
Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	33.0	26.4	20.9	12.1	6.6	(3.2)	2.4	1.42
Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	60.4	23.1	6.6	5.5	3.3	(3.2)	1.7	1.30

These results are helpful to Parks Canada because they are consistent with the powers that the National Parks Act confers on the Minister for the “administration, management

and control of parks” (Canada National Parks Act, 2000 p. 5) and reflects the opportunities the Minister has to create power-sharing.

For example, pursuant to sections 10 (1) where the Minister can “enter into agreements with federal and provincial ministers and agencies, local and aboriginal government, bodies established under land claims agreements and other persons and organizations for carrying out the purposes of this Act” (p. 5) and 12 (1) where the Minister is compelled:

where applicable, [to] provide opportunities for public participation at the national, regional and local levels, including participation by aboriginal organizations, bodies established under land claims agreements and representatives of park communities, in the development of parks policy and regulations, the establishment of parks, the formulation of management plans, land use planning and development in relation to park communities and any other matters that the Minister considers relevant. (p. 6)

Table 4-9 Most Appropriate Power Sharing Approach at Pukaskwa National Park

<u>Types of Groups/Individuals</u>	<u>Percentage</u>
Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	36.8
Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	32.2
Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	18.4
Parks Canada should make all decisions, but share information with people about how decisions were made	9.2
Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	1.1
Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	1.1
Missing/No Response	(7.0)

It may be that Parks Canada and the desires of the respondents for engagement are without conflict and easily achieved through structural adjustments designed to apply principles of good governance for PAs. For example, the leadership of the Town of

Marathon, supports establishing working groups, task teams or other committees to address specific issues and generally improve the relationship between the park and the Town. As one Councillor described, “what I don’t feel happens is that there’s actually a place where, as a community, we can come and say these are the issues for us as users of the Park” (Interview with Councillor #6, August, 2014).

4.1.7 Adherence to Good Governance Principles – how decisions should be made

Respondents were asked to select the degree of importance of ten statements constructed to address authority and accountability for decision-making, clarity in decision-making, participation in decision-making, improvement in decision-making, consequences of decision-making and empowerment through contesting decision-making and personal involvement. Mean scores ranged from 3.0 to 4.5 (Table 4-10). Statement endorsement reflects the accountabilities expected from Parks Canada by local residents.

Five responses ranged from 4.0 to 4.5 within the “high importance” rating and five responses ranging from 3.0 to 3.8 that were of “medium importance”. The five responses of high importance to respondents indicate residents wish to have a clear understanding of who has authority for decision-making, they wish to understand the decisions being made, how the decision-making is improving at the park and how to disagree with decisions that are made. Also included in the top five is the park’s consideration of how its decisions affect surrounding lands and the community of Marathon. Bridging between high importance and medium is the park management plan’s function as the primary accountability document between the public and Parks Canada.

Interestingly, and important findings in this research, are respondents’ identified involvement by town residents, Mayor and Council and an option for personal influence on park decisions, as some of the least important to how decisions should be made at Pukaskwa. Yet, as discussed earlier, there is interest by respondents that Parks Canada consult with residents prior to any decision-making.

This apparent contradiction by respondents has been detected before. Research by Heck (2010) examining management effectiveness at Pacific Rim National Park Reserve similarly found that stakeholders “wish to have greater influence on MPA management” (p. 138) and record a “lack of interest to participate” (p. 139). The tendency toward lack of interest in participating, Heck suggests, is associated in part, with how stakeholders feel they have been treated in the past by Parks Canada. For example, one Marathon Councillor pointed out, “I have no idea what happens on the other side of that bridge [referring to Pukaskwa National Park]. I think as a community, there is no accountability to this community” (Interview with Councillor #6, August, 2014). The Councillor’s reference to the bridge is important as it has meaning as a tangible point for exclusion and at the same time, according to Pukaskwa’s management plan (Parks Canada, 2014a), the bridge is also an important marker of invitation for park visitors:

To cross the bridge over the Pic River leading to the park entrance is to enter a world where nature’s rhythms reign... . This is an inspiring world where every view and vista is an expression of nature’s artistry, and where our experience is made more real by our newfound respect for the land, its people and the power of natural processes (p. 5)

The differences in perspectives are striking. Clearly, the need to reconcile such differences is key to successful future relationships between the Town and the park. Problematic to such reconciliation is it may be that Marathon respondents sincerely believe that residents of Marathon should be involved in decision-making and at the same time don’t see themselves as participating. They may be expecting others will take up the responsibility and their decision not to be involved has more to do with other priorities than previous negative experiences with Parks Canada.

Respondents’ selection of Marathon’s Mayor and Council having some influence over decision-making at the park was second to last with the last being the ability to have personal influence on park decisions. It is unclear whether respondents are signaling sensitivity toward any group or body having too much power over decision-making or because of past experiences, respondents doubt the effectiveness of either political or personal influence over Parks Canada.

Table 4-10 How Decisions are Made About Pukaskwa National Park

<u>Statement</u>	<u>Importance (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Not at all</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>	<u>Very High</u>	<u>No Response</u>		
It should be clear who at the park has authority for making decisions	0.0	1.1	4.4	35.2	59.3	(3.2)	4.5	0.64
Decisions should be made in ways that people can understand	0.0	0.0	12.1	41.8	46.2	(3.2)	4.3	0.69
The park should consider how its decisions impact on surrounding lands and the community of Marathon	0.0	1.1	13.0	44.6	41.3	(2.1)	4.3	0.72
Managers at the park should be able to explain how decision-making is improving	0.0	1.1	15.4	56.0	27.5	(3.2)	4.1	0.68
There should be an effective way for residents of Marathon to disagree with decisions made about the park	3.3	2.2	14.3	48.4	31.9	(3.2)	4.0	0.92
The park management plan should be the primary accountability document between management and the public	0.0	5.4	28.3	46.7	19.6	(2.1)	3.8	0.82
Residents of Marathon should be involved in decision-making about the park	2.2	9.9	36.3	31.9	19.8	(3.2)	3.6	0.99
Local First Nations should have some influence on park decisions	3.3	15.2	30.4	30.4	20.7	(2.1)	3.5	1.08
Marathon's Mayor and Council should have some influence on park decisions	5.5	18.7	34.1	27.5	14.3	(3.2)	3.3	1.09
If I want, I should have some influence on park decisions	4.4	22.2	44.4	22.2	6.7	(4.3)	3.0	0.95

Respondents also indicated that local First Nations should have some influence on park decisions as being of medium importance. This is an important result for Pukaskwa to consider due to the close proximity of at least two First Nations to its boundaries and the

significant commitments made by Parks Canada in the management plan toward improving relationships with local First Nations (Parks Canada, 2014a). Park officials may also wish to consider this finding's relative placement in the overall results and consider what that means to their outreach, education and Aboriginal programs

Concerns about PA governance and accountability, such as those identified above, addressed openly and honestly by Parks Canada and local stakeholders, advances trusting and respectful relationships. Importantly, such relationships are equipped to address how power can be shared (Plummer & Armitage, 2007a; Stern, 2008).

Oral interviews with the Town Councillors indicate potential issues related to building relationships between Pukaskwa and the Town. The concerns revolve around the perceived exclusion of the Town of Marathon from the park, in part by geography and in part by management decisions. For example, one Councillor observed, "it's an exclusion, you know, for good reasons, but it is an exclusion to some of the things we do outdoors - whether it be going hunting or fishing, some of the areas you can't use fly bait, or barbed hooks" (Interview with Councillor #6, August, 2014). The Councillor goes on to say, "it [the park] has never come to us to ask for feedback or decision-making. All I've seen is the exclusion. I don't know their process for the inclusion" (Interview with Councillor #6, August, 2014).

Marathon Councillors communicated clear disappointment in their involvement and by extension, according to the Councillors, the community's involvement in decision-making about the park through the management planning process (Interview with Councillors #4, #6, #7 & #9, August, 2014). Reflecting on Council's involvement in the management planning consultation process with the Town, a Councillor reflected, "I think they heard us. I don't know what they took away from us and implemented, we never had a real follow-up from that" (Interview with Councillor #7, August, 2014).

Concerns such as the above, have the potential to uncover the need to address deeper relationship issues (Buteau-Duitschaeffer et al., 2010; Eagles, 2008; Madden & McQuinn,

2014). Addressing principles of good governance requires park organizations to be ready to address old issues in a current context while taking all necessary steps to inform, brief and update Councillors, stakeholders and partners about the current status of PA plans and priorities. Pukaskwa's renewed management plan sets the stage to bring together local communities and the park. It describes a vision for the park that supports involvement, engagement and responsibility for the lands and waters that make up the park. The vision statement (Parks Canada, 2014a) describes:

an ecologically-restored place of year-round discovery and enjoyment, whose wilderness experience is powerful and memorable. Pukaskwa is known not only as a destination of unsurpassed beauty on the largest freshwater lake in the world by surface area, but as the home of the Anishinaabek and an important source of learning about their culture. Visitors to Pukaskwa, together with partners, stakeholders and communities, actively participate in the stewardship of its natural and cultural resources (p. iii)

The chapter now examines responses received for Lake Superior National Marine Conservation Area before moving to a comparison between the areas.

4.2 Lake Superior NMCA

Lake Superior NMCA has enjoyed nearly two decades of anticipatory delivery but has not yet arrived. Representing the Great Lakes Region 1 (Mercier & Mondor, 1995), the 10,000² kilometres proposed as NMCA, are important contributions by Ontario and Canada to the social and ecological systems that protect freshwater, species dependent on freshwater ecosystems and coastal communities.

Committing \$36,000,000 to the establishment of the NMCA in 2007, sixteen million dollars was dedicated to operating costs and \$20,000,000 for capital investment (Parks Canada, 2007). To date, the NMCA's physical existence includes a boundary description contained in the Federal-Provincial Agreement to establish the NMCA, boundary markers on some of the islands and shoreline and Parks Canada's Nipigon office. Staffed in 2008 with a site manager, subsequent staffing included an administrative assistant,

positions focused on visitor activities and resource conservation. Subordinate staff report to the managers with other specialist services supplied through the Field Unit office, located in Thunder Bay or through Parks Canada's network of subject matter specialists located across Canada including National Office in Gatineau, Quebec across from Ottawa. A total of 6 permanent year-round employees work at the NMCA.

In order for Canada to conclude the establishment process two things need to occur. First, the lakebed must be transferred from the Province of Ontario to the Federal government and second, an agreement describing shared understandings between Canada and North of Superior First Nations must be confirmed. The Province of Ontario is presently reviewing the record of consultation Parks Canada undertook with North of Superior First Nations in order to make a recommendation on the next steps for lakebed transfer (R. Boudreau, personal communication, December 18, 2015).

4.2.1 Results for the Community of Terrace Bay and LSMCA

Beginning in November 2014, three hundred surveys were mailed to individuals resident in the community of Terrace Bay. Residents of Terrace Bay returned 96 usable surveys representing a 32% return rate.

4.2.2 Socio-demographic Profile

Terrace Bay's population in 2011 was 1,471 of which approximately half were males and half were females (Statistics Canada, 2011).

Terrace Bay survey respondents were mostly male (71.7%) between the ages of 55-74 (54.8%) who are retired (54.8%), and own their own home (96.8%). More than one third of the respondents have lived in the community more than 40 years (41.8%) suggesting familiarity with the region. Differences between survey responses and 2011 Census data

for Terrace Bay include, more males in the survey, more survey respondents aged 55-74 years, and more retirees in the survey than compared to the Census.

Table 4-11 Terrace Bay Demographic

Category	Survey Response	2011 Census
Gender		
Male	71.7	50.5
Female	28.3	49.2
Age Group		
18-34 years	3.2	17.6
35-54 years	28.0	29.8
55-74 years	54.8	29.5
75+ years	14.0	6.8
Residence		
Own	96.8	87.5
Rent	3.2	12.6
Employment		
Full-time	34.4	43.9
Part-time	8.6	14.4
Unemployed	0.0	5.5
Retired	53.8	32.2
Other	3.3	4.0
Years lived in community		
1-20 years	22.0	Not available
21- 30 years	13.2	Not available
31 – 40 years	23.1	Not available
Over 40 years	41.8	Not available

Given that the majority of respondents have lived in the community longer than twenty years, land use designation changes, such as changing the lands and waters in the area from provincial to federal jurisdiction to establish a National Marine Conservation Area, would be of interest to those who are concerned about livelihood and access issues (Bennett & Dearden, 2014a; von Ruschkowski & Mayer, 2011; Wozniczka et al., 2010).

Table 4-12 Results for Terrace Bay by Gender: Significant Differences

Variable	Mean by Gender		T	T Signif
	Female	Male		
Q4B. Protecting wildlife	4.6	4.0	3.113	.025
Q4D. Protecting rare & endangered species	4.6	4.1	2.161	.033
Q4E. Providing places for learning about nature	4.3	3.7	2.166	.033
Q4F. Providing opportunities to learn about F.N culture	3.5	2.9	2.196	.031
Q4G. Providing employment opportunities in the NMCA	4.3	3.7	2.087	.042
Q4I. Creating tourism employment	4.2	3.7	1.987	.050
Q5. Overall satisfaction	3.4	2.8	2.508	.014
Q9A. Staff working in NMCA	4.4	3.4	3.692	.000
Q9C. Scientists	4.4	3.6	3.777	.001
Q9E. Chamber of Commerce	3.9	3.2	2.716	.008
Q9F. Mayor and Council	3.7	3.1	1.957	.053
Q15C Managers of NMCA should explain how decision-making is improving	4.4	3.9	2.197	.031
Q15D. NMCA mgt. plan should be the primary accountability document	4.2	3.7	2.121	.037
Q15F. It should be clear who has authority	4.9	4.3	2.771	.007

As with the Marathon data, the sample from Terrace Bay is similar to the census data in some respects (type of residence, and employment status), but somewhat different with respect to gender and age. To estimate if there is any bias in results due to age or gender skews, survey findings (46 variables) were compared by age and by gender. Table 4-12 (Terrace Bay by Gender) compares survey responses by gender using student t- test

procedures, and describes just those variables where a significant difference was found between males and females residing in Terrace Bay. Compared to the Marathon data, there are more significant differences related to gender, with significant gender differences occurring with 14 of 46 variables – all with higher responses from females. However regarding age, there were no significant differences, when responses were compared between those under 55 years with those 55 years or older. These findings suggest that females tend to hold different views on some issues compared to males and that their views were under-represented in the survey.

Terrace Bay survey respondents were mostly male (71.7%) between the ages of 55-74 (54.8%) who are retired (54.8%), and own their own home (96.8%). Approaching half of the respondents have lived in the community more than 40 years (41.8%). Differences between survey responses and 2011 Census data for Terrace Bay include, more males in the survey, more survey respondents aged 55-74 years, and more retirees (but similar to age finding) in the survey than compared to the Census.

The respondents have a long relationship with the area suggesting a degree of seriousness to the responses. These are not people who are migratory, transient or newly arrived. They are individuals who have lived in the community for a long time demonstrating commitment to the community and familiarity with the area. Changing the status of lands and waters from what is known to something different is an important change for local people who are concerned about livelihood and access issues (Bennett & Dearden, 2014a; von Ruschkowski & Mayer, 2011; Wozniczka et al., 2010).

4.2.3 NMCA Familiarity

The majority of respondents (82.6%) indicated they are aware of the NMCA with some respondents (13.0%) not aware. A small number (4.3%) indicated they were “not sure”.

Just over half (51.1%) of the respondents indicated they had visited the NMCA while 41.3% indicated they had not. A small number (4.3%) were “not sure” if they had or had

not visited the PA. Following oral interviews with members of Terrace Bay Town Council, two of the four Councillors interviewed indicated they were familiar with the NMCA and its location. A third Councillor indicated high familiarity with the NMCA and its location. One Councillor indicated little familiarity with the NMCA, or its location.

It is not surprising that most of the respondents are aware of the NMCA. This is likely the result of the town being physically oriented in such a way that residents see Lake Superior and the waters within the boundaries of the NMCA on a daily basis. It may also be attributed to the length of time the community and Parks Canada have been talking about the location of the NMCA and its boundaries. For 22 years, Parks Canada has engaged with the community of Terrace Bay about the idea (Jackson, 2004).

Many residents of Terrace Bay would know the NMCA is directly off their community's shores. Not so many however, might have visited the NMCA beyond touching its waters from local beaches. Accessing the NMCA requires watercraft i.e. a boat, kayak or canoe. If conditions are safe, winter access can be made by snow machine, cross-country skis, snowshoes and on foot.

The small number of respondents who were unsure if they had visited the NMCA might indicate an issue related to the need for signs and visible staff presence. The need for better signage, greater awareness and more staff presence was mentioned 22 times when respondents were given the opportunity to provide comment on what might be improved at the NMCA.

The majority of respondents (66.3%) have familiarity with national parks. This is not surprising given their presence on the landscape since 1885. This may, however be problematic for the NMCA program as National Marine Conservation Areas are creations of an Act that is only fourteen years old and as discussed in chapter 2, the purposes for NMCAs and National Parks are different (Canada National Park Act 2000; Canada NMCA Act, 2002).

The challenge of explaining the differences between a national park and a National Marine Conservation Area is an important one for Parks Canada to address. One Councillor, out of four, from Terrace Bay indicated they knew the difference between a National Park and an NMCA. This was confirmed through follow-up questions. The perception that NMCA's are "national parks on water" is a serious point of confusion associated with hindering efforts to establish NMCA's (Guénette & Alder, 2007; Hessian, 2001). Interestingly, during the oral interviews some Councillors used the term "park" when referring to the NMCA.

4.2.4 Perceptions of NMCA Responsibilities

Table 4-13 presents the findings of respondents' perception of the importance of NMCA responsibilities to conservation, visitor services and economic development.

The top three ranked are ecological integrity oriented, the next is providing public access followed by employment, tourism and learning about nature and First Nations culture. As reported earlier (Table 4-12), six areas of responsibility (protecting wildlife, protecting rare and endangered species, providing places for learning about nature, providing opportunities to learn about First Nations culture, providing employment opportunities in the NMCA and creating tourism employment) were reported to have significant differences between male and female respondents, with females reporting higher mean values in each instance.

These findings are very important in three ways. First, the indication by percentage response that protection and conservation values are reportedly of "very high importance" is significant because it reports a conscious selection of protection and conservation values over economic development (i.e. providing employment opportunities in the NMCA for residents of Terrace Bay, attracting tourists to the area, creating tourism related employment in Terrace Bay).

Second, it is important that economic development values are recognized as very highly important but ranked lower than those areas of responsibilities related to conservation and protection. While both were selected as “very high importance” the results suggest alignment with the fundamental purpose of NMCAs in Canada – ecologically sustainable use.

Table 4-13 Importance of NMCA Responsibilities

<u>Area of Responsibility</u>	<u>Importance (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Not at all</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>	<u>Very High</u>	<u>No Response</u>		
Protecting rare and endangered species	2.2	6.7	5.6	32.2	53.3	(5.3)	4.3	0.99
Protecting ecological processes	1.1	6.6	11.0	29.7	51.6	(4.2)	4.2	0.97
Protecting wildlife	2.2	7.7	9.9	33.0	47.3	(4.2)	4.2	1.03
Providing public access for recreation in the NMCA	5.5	4.4	15.4	31.9	42.9	(4.2)	4.0	1.13
Providing employment opportunities in the NMCA for residents of Terrace Bay	4.4	8.9	17.8	32.2	36.7	(5.3)	3.9	1.14
Attracting tourists to the area	10.0	4.4	20.0	24.4	41.1	(5.3)	3.8	1.29
Creating tourism related employment in Terrace Bay	8.9	4.4	22.2	24.4	40.0	(5.3)	3.8	1.26
Providing places for learning about nature	6.6	8.8	19.8	25.3	39.6	(4.2)	3.8	1.23
Providing opportunities to understand how First Nations cultures have interacted with the natural world	13.2	19.8	31.9	22.0	13.2	(4.2)	3.0	1.22

Lastly, it is important that “providing public access” is recognized as “Very High Importance” because it addresses both the seriousness of the need for the provision of public access to Lake Superior within the boundaries of the NMCA and the persistent worry residents of the Northshore have about possible access restrictions (Wozniczka et al., 2008).

Respondents did not favour learning about nature or culture in comparison with other selections. However, both are considered important areas of responsibility for the NMCA to address. Some Councillors saw the NMCA as an important contributor to learning about social systems and ecological systems. For example, one Councillor, reflecting on the serious environmental issues facing the North Shore, thought:

“I believe you’ll see more to do with environmental stuff. I would hope that a lot of that would entail eventually, the universities and colleges moving them out into the field and maybe having satellite campuses for learning, and not just for learning but for teaching, and I’m hoping what they learn, especially with the marine part along, the lake, the species in it and everything else, I hope that anything, any decisions they do make going forward would be to preserve that (Interview with Councillor #8, August, 2014).

Recognizing the need for new knowledge to address rapidly changing environmental conditions, another Terrace Bay Councillor spoke passionately about knowledge generation associated with the NMCA:

Well I think it's critical, considering this is a NMC and its water what's most important. I think new methods and learning are essential to move this conservation area ahead and give it credibility. The world is changing, the water temperatures are changing, there is nothing staying the same and things are changing at an accelerated rate. I think having the Universities through research, whether it's Canadian or American, gathering and assimilating and making one knowledge base where we can get that information is critical and will certainly help move research forward to help make better decisions regarding the use of the lake and how we can maintain the integrity of the environment and improve it. (Interview with Councillor #3, August, 2014).

The findings reflect a clear message. Protect and conserve the lake, let people continue to use it and make it easier to access for those who choose to use it. This is an affirming finding for Parks Canada because despite the time it is taking to advance the NMCA to legal establishment, and local frustrations about lack of visible progress, the perceived importance of NMCA responsibilities remains absolutely consistent with the intent of the Canada National Marine Conservation Areas Act.

A significant problem for Parks Canada could be the lack of a definition for “ecologically sustainable use” (Canessa & Dearden, 2016). This is because 81.3% of respondents indicated either high (29.7%) or very high (51.6%) importance for the protection of ecological processes. One could argue that without a definition in place before agreeing to the establishment of an NMCA, the communities were not fully aware of what they were agreeing to (Mowbray, 2014). Countering this concern are the number of years the communities were engaged in the process leading to the recommendation to establish the NMCA (Jackson, 2004; Regional NMCA Committee, 2001), the processes outlined in the NMCA Act to ensure public engagement in management planning (Government of Canada, 2002a), the 2012 recommendation by the Ministerial appointed Interim Management Board of an Interim Management Plan for the NMCA (Parks Canada, 2012) and its eventual release in 2016. Despite apparent challenges, Councillors interviewed from Terrace Bay, believe the NMCA is a positive contribution to the area including, “increased tourism, more opportunity for employment in the town, more opportunity to become more involved in environmental issues as the world moves in that direction, and opportunity to work with partnerships like Parks Ontario” (Interview with Councillor #3, August, 2014).

Lake Superior NMCA enjoys community support for the purpose of the PA. How Parks Canada employs strategies to achieve its oversight includes, the requirement to establish a Management Advisory Committee and prepare a management plan for the NMCA within 5 years after the establishment of the NMCA (Government of Canada, 2002). An Interim Management Plan was recommended to the Minister by the Interim Management Advisory Committee in 2012. The plan was approved for public release in late May,

2016. Contained within the plan are five management strategies and associated actions. The five strategies, and accompanying Interim Management Advisory Board supporting statements, reflect decades of discussion with local communities about the NMCA and its purpose. The five strategies according to Parks Canada (2016) are:

Conserving a Sweetwater Sea

‘We value Lake Superior’s remoteness and relatively pristine character and recognize the significant natural and cultural components that make it unique.’

Discovering and Connecting with the Superior Legacy

‘We wish visitors the opportunity to experience the natural beauty, majesty and serenity of Lake Superior and to gain an appreciation of themagnitude, power and fury of this seemingly endless freshwater sea.’

Enriching Understanding of Past and Present

‘We will honour both the natural and human history of the area by involving and celebrating the people and communities of the present.’

Promoting Shared Stewardship

‘As stewardship partners, we have a real, relevant and meaningful community relationship built upon transparency, accountability and trust.’

Reaching out from Local Communities to the World

‘With coastal communities and First Nations as a foundation for the future, education and outreach will enhance world-wide awareness of, and appreciation for, the value of Lake Superior’s wild shores.’ (p. 12).

The strategies reflect similar priorities as those reported here related to the importance of NMCA responsibilities. These results may further inform implementation priorities for the interim management plan.

4.2.5 Overall Satisfaction with NMCA Performance

Respondents were asked from an overall perspective on how satisfied they were with the way the NMCA is being managed (Table 4-13). The results indicate that nearly half (48.9%) of the respondents were “not sure” about how they felt about how the NMCA is

being managed. At the other ends of the scale 10.0% of respondents indicated they were “very unsatisfied” with how the NMCA is being managed and 7.8% of respondents indicated they were “very satisfied”. Female respondents tended to score this question more favourably (Table 4-12).

Given that the NMCA is not formally established it is expected that there would be a high degree of uncertainty related to how the NMCA has performed. The results reinforce the importance of applying considerations of good governance such as community engagement, communication about decision-making (Borrini-Feyerabend et al., 2013) that is taking place regarding the NMCA and providing opportunities for citizen feedback.

Councillors from Terrace Bay, pointed to the NMCA as an important tool for connecting North Shore residents but in terms of performance, were critical of the slow pace of progress toward visible, tangible, presence by Parks Canada in the communities (Interview with Councillors #3 & #8, August, 2014). Councillors also emphasized the importance of the PAs communicating with neighbours and communities about their plans and operations (Interview with Councillors #5 & #7, August, 2014).

Table 4-14 Overall Satisfaction With NMCA Performance

<u>Response</u>	<u>Percent</u>
Very Unsatisfied	10.0
Somewhat Unsatisfied	15.6
Not Sure	48.9
Somewhat Satisfied	17.8
Very Satisfied	7.8
No Response	(5.3)

4.2.6 How Best to Communicate with Residents

Respondents were asked to indicate the usefulness of seven approaches that could be employed to involve and communicate with residents of Terrace Bay. Responses were scored as 1 = not at all useful, 2 = somewhat useful, and 3 = very useful. The responses indicated that each of the approaches have some usefulness to the respondents (Table 4-15).

Table 4-15 Preferred Approaches for Parks Canada to Involve and Communicate With Residents of Terrace Bay

<u>Possible Approaches</u>	<u>Perceived Usefulness (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Not at all</u>	<u>Somewhat</u>	<u>Very</u>	<u>Not Sure</u>	<u>No Response</u>			
Updated website information	7.9	24.7	61.8	5.6	(6.3)	2.7	0.71	
Park advisory committees selected from residents of Terrace Bay	13.2	17.6	60.4	8.8	(4.2)	2.6	0.82	
Regular newsletters by mail or email	4.4	33.0	57.1	5.5	(4.2)	2.6	0.66	
Written comments to the NMCA	9.0	39.3	38.2	13.5	(6.3)	2.6	0.84	
Regular public meetings for public input	11.0	30.8	51.6	6.6	(4.2)	2.5	0.78	
Meeting individually with the NMCA manager	13.3	44.4	24.4	17.8	(5.3)	2.5	0.94	
Community feedback surveys	8.9	43.3	42.2	5.6	(5.3)	2.4	0.74	

Updated website was the most useful choice selected by respondents. The next grouping of communication choices shared personal (i.e. park advisory committee) and non-personal communications, electronically and by mail. Then public meetings about the PA

and personal meetings with the site manager were selected. Least preferred, were community feedback surveys.

The responses suggest personal engagement is not necessarily the most useful approach and that electronic communication is not a barrier to communication. The use of park advisory committees for communication purposes support later findings about the need for such committees (see Tables 4-19 and 4-20).

Councillors tend to support the establishment of a regional advisory committee or management board for the NMCA with representation from Terrace Bay. They see the role as meeting necessary communication needs and performing decision-making responsibilities.

4.2.7 Who Should be Involved in Decision-making and How?

“People living in the area” (mean score of 4.3) received the greatest amount of support by respondents when asked, “who should be involved in making decisions about the NMCA?” Respondents’ support for their first choice reflects Parks Canada’s effort to engage with local citizens over the past two decades (Jackson 2004) and recognition for the role local people play in PA establishment (Dahlberg et al., 2010; Phillips 2003; Timko & Satterfield, 2008). This result supports the idea that those most affected by the decisions being made should be involved in the decision-making process (Agyare et al., 2015; Borrini-Feyerabend et al., 2006). Lockwood (2010) proposes “inclusiveness” as a principle of good governance, wherein “each person has an equal right to have a say in matters that affect her or his life” (p. 760).

The second and third top ranked means were scientists and staff working in the NMCA. Following was a grouping consisting of special interest groups, local Chamber of Commerce and Tourism Industry with mean scores of 3.4. A second grouping consisting of local Mayor and Council, local Member of Provincial Parliament and, all Canadians, shared mean scores of 3.2. The groups or individuals respondents thought least important

in decision-making were, the local Member of Parliament, people visiting the NMCA and Parks Canada staff from Ottawa. Only Parks Canada staff from Ottawa, was ranked as “medium importance”. All others were considered as “high importance” to be involved in decision-making about the NMCA.

As reported earlier (Table 4-12), four groups of people (Staff working in the NMCA, Scientists, Chamber of Commerce and Mayor and Council), selected by female respondents were reported to have significant difference, with females reporting higher mean values in each instance.

The results indicate a strong preference toward local involvement in decision-making about the PA. Members of Terrace Bay Council would agree. According to the feedback received from the oral interviews with Council members, all Councillors interviewed believed the leadership of the community should be involved in decision-making about the NMCA, particularly when the decision directly affects the community or if the decision needs to be applied within the municipal boundaries of Terrace Bay. As one Councillor asserted, “the fact that they actually formed a park right in our boundaries is rare. I’m surprised it was done. So in our case, I believe they have an obligation not just, that they should involve us in a decision if it could impact us” (Interview with Councillor #8, August, 2014).

There is a strong sense of ownership by local residents toward the NMCA. Without the help of local people, Parks Canada will be unable to achieve its mandate for the NMCA. As one Councillor from Terrace Bay points out, “one thing about this that should be said is that this NMCA here is a huge, huge area, and the staff of Parks Canada that is looking at overseeing it is a very minimal staff. It is key that for Parks Canada to maintain and operate this NMCA, they have the support of not only the stakeholder communities, but of the stakeholders themselves. The people, they are the stewards to making sure that this is well protected and used in the way that it is supposed to be (Interview with Councillor #3, August, 2014).

Table 4-16 Who Should be Involved in Making Decisions About the NMCA

<u>Types of Groups/Individuals</u>	<u>Importance (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Not at all</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>	<u>Very High</u>	<u>No Response</u>		
People living in the area	1.1	1.1	13.3	36.7	47.8	(5.3)	4.3	0.82
Scientists (e.g. wildlife specialists)	5.6	3.3	24.4	37.8	28.9	(5.3)	3.8	1.07
Staff working in the NMCA	6.7	7.9	24.7	30.3	30.3	(6.3)	3.7	1.18
Special interest groups	11.1	12.2	20.0	35.6	21.2	(5.3)	3.4	1.26
Local Chamber of Commerce	11.1	8.9	31.1	30.0	18.9	(5.3)	3.4	1.12
Tourism Industry	7.8	11.1	31.1	33.3	16.7	(5.3)	3.4	1.13
Local Mayor and Council	13.6	13.6	28.4	20.5	23.9	(7.4)	3.2	1.13
Local Member of Provincial Parliament	11.1	22.2	24.4	23.3	18.9	(5.3)	3.2	1.28
All Canadians	12.5	13.6	31.8	25.0	17.0	(7.4)	3.2	1.24
Local Member of Federal Parliament	15.9	25.0	15.9	21.6	21.6	(7.4)	3.1	1.41
People visiting the NMCA	10.1	20.2	33.7	31.5	4.5	(6.3)	3.0	1.06
Parks Canada staff from Ottawa	24.1	29.9	26.4	9.2	10.3	(8.4)	2.5	1.25

The stewardship felt for the NMCA by the local people is at times accompanied by general mistrust for government (Lemelin et al., 2015). Parks Canada will continue to have to build trust with the local people. At the same time, local residents while recognizing the contributions others can make to the NMCA, will also need to trust that Parks Canada has expertise and resources to contribute.

The results reflect what local residents have been told to believe about their and others' participation, in decision-making, over the last two decades. For example,

in 2001, foreshadowing what would be contained in the NMCA Act (2002), the Minister-appointed Regional NMCA Committee, recommended that “a Management Board, “will be established to ensure regular consultation and the direct involvement of resource users and north shore residents in the preparation, implementation, and review of management plans” (Regional NMCA Committee, 2001, p. 13). The use of the language “direct involvement” in the recommendation’s wording reflects, the sentiment and importance local people placed on the subject, following “three rounds of open houses and numerous discussions with their neighbours, stakeholders and governing bodies” (Jackson, 2004, p. 34). Members of Terrace Bay’s Town Council, were clear that local people should be involved in decision-making about the NMCA, especially when the decision affected the Town itself. More broadly, as one Councillor described, “[Parks Canada] should be involving the local people as well as the universities and colleges for research, developing tourist opportunities and developing skills needed to maintain and protect this area, and also to help develop opportunities so visitors can have a great tourist experience and learn about this great lake and all the things it has to offer (Interview with Councillor #3, August, 2014). The interim management plan (Parks Canada, 2016), reports the vision for Lake Superior NMCA anticipates that, “an extensive partnership emerges to achieve conservation objectives and realize economic and tourism benefits of the area” and “that a meaningful and responsible role be given to local citizens to provide direction and recommend priorities for the area” (p. 11). These two elements of the vision represent important and repeated statements of importance to local people, and demonstrate their continued resonance throughout this studies results.

When asked to identify the “three most important groups in decision-making at Lake Superior NMCA”(Table 4-17), respondents reported that people living in the area, staff working at the NMCA and scientists, were the three most important groups.

While not regarded as one of the “three most important groups in decision-making at Lake Superior NMCA”, the “Local Mayor and Council” were identified as important contributors in decision-making about the NMCA. This is consistent with the findings earlier associated with who should be involved with decision-making (Table 4-16) and

repeated later when investigating how decisions should be made about the NMCA (Table 4-20). Councillors are clearly of the opinion that they should be involved in decision-making about the NMCA, explaining, “what I would expect is that they [Parks Canada] would come to us and give us legitimate reasons why we couldn’t do something, as well as give us opportunities to tell them why we want to do it and if they’re adamant that it can’t happen that way then they need to give us an option. Or allow us an option of how we can work together” (Interview with Councillor #8, August, 2014).

Table 4-17 Three Most Important Groups in Decision-making at NMCA

Types of Groups/Individuals	Response (Percent)			
	Most Important	Second Most Important	Third Most Important	Total
People living in the area	41.7	11.8	8.2	61.7
Staff working in the NMCA	17.9	21.2	11.8	50.9
Scientists (e.g. wildlife specialists)	15.5	16.5	15.3	47.3
Local Mayor and Council	6.0	17.6	10.6	34.2
Parks Canada staff from Ottawa	6.0	4.7	1.2	11.9
Tourism Industry	3.6	2.4	12.9	18.9
Local Chamber of Commerce	2.4	10.6	3.5	16.5
Special interest groups	2.4	7.1	16.5	26.0
People visiting the NMCA	2.4	0.0	8.2	10.6
All Canadians	1.2	2.4	3.5	7.1
Local Member of Federal Parliament	1.2	2.4	2.4	6.0
Local Member of Provincial Parliament	0.0	3.5	5.9	9.4
No Response	(11.6)	(10.5)	(10.5)	

4.2.8 Sharing Power and Decision-making

When asked about different ways of sharing authority for managing Lake Superior NMCA, respondents were very clear about two things (Table 4-18): Firstly, respondents thought that “decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power” and secondly, respondents did not want a circumstance where Parks Canada would have no control over decision-making and other parties would have the power for making decisions.

In the first instance, 46.2% of respondents strongly agreed with the approach described. In the second, 51.1% strongly disagreed with the idea that Parks Canada would have no control over decision-making and other parties would have the power over decision-making. These are important findings as they position the two ends of what might be described as a decision-making and power sharing continuum (Dearden, 2016). At one end, Parks Canada has no control over decision-making and at the other Parks Canada has all the control over decision-making (Figure 4-2).

In this case, respondents ordered the degree of power sharing as follows: Preferably all parties have equal power. However, if one party was to have more power, respondents somewhat or strongly agreed that Parks Canada should be that party as long as they made strong efforts to cooperate with others in making decisions. There was a 17% difference in ratings between the two choices of power sharing, suggesting how strongly people felt about how authority should be shared.

Throughout the results to this question, the narrative remains that respondents support Parks Canada’s involvement in the decision-making process and rejected power sharing arrangements that would result in Parks Canada having reduced powers to the point of no control.

that if anything Parks Canada is doing is within Terrace Bay's municipal boundaries, Council should be involved.

Table 4-18 Opinion About Approaches to Sharing Authority for Managing the NMCA

<u>Approach Statement</u>	<u>Level of Concurrence (Percent)</u>						<u>Mean</u>
	<u>Strongly Disagree</u>	<u>Somewhat Disagree</u>	<u>Not Sure</u>	<u>Somewhat Agree</u>	<u>Strongly Agree</u>	<u>No Response</u>	
Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	9.9	14.3	8.8	20.9	46.2	(4.2)	3.8
Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	23.3	13.3	13.3	30.0	20.0	(5.3)	3.1
Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	26.7	17.8	8.9	30.0	16.7	(5.3)	2.9
Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	38.2	19.1	19.1	14.6	9.0	(6.3)	2.4
Parks Canada should make all decisions, but share information with people about how decisions were made	45.6	24.4	5.6	15.6	8.9	(5.3)	2.2
Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	51.1	16.7	12.2	8.9	11.1	(5.3)	2.1

The identified configuration of power relationships is consistent with trends in global governance where PA agencies reported increased involvement and participation by

stakeholders (Dearden, et al., 2005). They are also consistent with Buteau-Duitschaever et al., (2010) findings supporting government authority over PAs in Ontario.

Terrace Bay Councillors expect the community of Terrace Bay to be represented on a future regional advisory committee or management board. Terrace Bay Councillors also reported strong feelings toward shared responsibility for the NMCA by all the communities adjacent to the NMCA.

Table 4-19 Most Appropriate Power Sharing Approach at NMCA

<u>Types of Groups/Individuals</u>	<u>Percentage</u>
Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	56.4
Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	17.9
Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	9.0
Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	9.0
Parks Canada should make all decisions, but share information with people about how decisions were made	5.1
Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	2.6
No Response	(17.9)

Consistent with the findings in this study that Parks Canada should have authority over decision-making and involve others, the interim management plan (Parks Canada, 2016), calls for Parks Canada to:

Encourage the participation and contribution of partners and stakeholders in ways that explore common interests and foster understanding and support for the Lake Superior NMCA and Parks Canada mandate; and

Initiate collaboration with government and administrative bodies and coastal communities in the region to integrate and coordinate administrative and management planning processes, activities and policies, in support of governance efficiency and effectiveness (p. 15).

This direction, supports investigation of how best to provide the coordination, engagement and integration necessary to achieve called for “governance efficiency and effectiveness” (Parks Canada, 2016, p. 15). Later, this study discussed one such option.

4.2.9 Adherence to Good Governance Principles – How decisions should be made

Respondents were asked to select the degree of importance of ten statements constructed to address authority and accountability for decision-making, clarity in decision-making, participation in decision-making, improvement in decision-making, consequences of decision-making and empowerment through contesting decision-making and personal involvement (Table 4-20). Three statements, as reported earlier (Table 4-12) were found to have significant difference between female and male respondents (managers of NNMCA should explain how decision-making is improving, the NMCA management plan should be the primary accountability document between management and the public and it should be clear who at the NMCA has authority for making decisions). Female respondents ranked each instance higher by mean score than male respondents. Since female respondents were under-represented in the survey compared with the general population, and even though the results overall indicate such underrepresentation has not skewed survey results, it is prudent to recognize that principles of good governance of PAs, call for recognition of gender equity (Borinni-Feyerabend et al., 2013). Achieving gender equity in governance of PAs will necessarily reflect differing points of view about the degree of importance about some aspect of decision-making, as demonstrated in this study’s results.

The six statements of very high importance highlight three aspects of the relationship between the community and Parks Canada. First, the community’s expectation that Parks

Canada will make decisions that keep in mind the shared nature of the stewardship responsibilities for the NMCA and the consequences decision-making has on other coastal communities. To this point, a Terrace Bay Councillor explained, “what I would like to see ideally, would be a structure where you have equal representation from the community level in terms of Councils, members of the public from within the communities, other interested organizations, and First Nations people that are going to be affected by this (Interview with Councillor #5, August, 2014). Second, Parks Canada is seen as accountable to the community of Terrace Bay and other coastal communities for making decisions, explaining the decisions made and changing them if necessary. Third, residents of Terrace Bay expect to be involved in the decision-making process. Councillors, also reported expectations of involvement by community members to achieve clarity in decision-making and accountability. One Councillor called for a committee structure that linked to stakeholders, reporting, “I would really hope that they would involve stakeholders in some way and say lets form a committee and take a look at this from beginning to end, this is what we want to do, this is why we’re doing it and what the impact is going to be” (Interview with Councillor #8, August, 2014). Another Councillor noted, “it is critical if Parks Canada wants to maintain credibility with the local stakeholders that they involve the local stakeholders, especially in key philosophy changes and decisions regarding the use of the park” (Interview with Councillor #3, August, 2014).

The interim management plan for Lake Superior NMCA requires Parks Canada to work with the local communities. Captured as a specific development concept in the plan, the significance of the mainland areas, of which Terrace Bay is a part, are acknowledged in this way:

Although Parks Canada has no authority over the lands included in the Mainland Concept Area, it is an area intrinsically linked to successful visitor engagement and operational NMCA consideration such as points of entry. The successful achievement of many actions within the mainland areas will be accomplished through collaboration and partnering. (Parks Canada, 2016, p. 19)

Table 4-20 How Decisions are Made About the NMCA

<u>Statement</u>	<u>Importance (Percent)</u>						<u>Mean</u>	<u>Standard Deviation</u>
	<u>Not at all</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>	<u>Very High</u>	<u>No Response</u>		
The NMCA should consider how its decisions impact on surrounding lands and the community of Terrace Bay	1.1	0.0	1.1	31.1	66.7	(5.3)	4.6	0.63
Decisions should be made in ways that people can understand	0.0	1.1	1.1	38.9	58.9	(5.3)	4.6	0.58
There should be an effective way for residents of Terrace Bay to disagree with decisions made about the NMCA	2.2	0.0	5.6	28.1	64.0	(6.3)	4.5	0.80
It should be clear who at the NMCA has authority for making decisions	2.2	1.1	4.5	30.3	61.8	(6.3)	4.5	0.83
Residents of Terrace Bay should be involved in decision-making about the NMCA	3.4	2.2	14.6	27.0	52.8	(6.3)	4.2	1.01
Managers at the NMCA should be able to explain how decision-making is improving	3.4	1.1	14.9	49.4	31.0	(8.4)	4.0	0.91
The NMCA Management Plan should be the primary accountability document between management and the public	3.4	4.5	22.7	45.5	23.9	(7.4)	3.8	0.97
If I want, I should have some influence on NMCA decisions	2.2	12.4	33.7	28.1	23.6	(6.3)	3.6	1.05
Terrace Bay's Mayor and Council should have some influence on NMCA decisions	11.1	8.9	23.3	28.9	27.8	(5.3)	3.5	1.29
Local First Nations should have some influence on NMCA decisions	19.1	10.1	27.0	23.6	20.2	(6.3)	3.2	1.38

The residents of Terrace Bay, as demonstrated in the results of this study, support collaboration with Parks Canada. The repeated commitment to engaging with local communities in each of the interim management plan's strategies and area concepts, honours what residents of local communities, including those from Terrace Bay, have been saying about involving them in decision-making about the NMCA.

The remaining four statements of medium importance distinguish between accountability out to the community through the management plan, and which groups should have more influence in decision-making. Interestingly, respondents identified having individual influence on decision-making and the involvement of Mayor and Council as some of the least important groups that should be involved in decision-making about the NMCA. Councillors, once again, felt their participation in decision-making was important, describing ways of engagement with the Council that was respectful of the authorities involved in the community. One way described was:

If it's a decision that has an impact on the Township of Terrace Bay, they [Parks Canada] would at the very least contact the council and The Township of Terrace Bay through the CAO and give notice, as a start. They should do that because it's our area and I mean we have a right to know what's going on and I think that's the proper channel. You always go through your administration staff and then they take it to Council. If The Council feels it has to go before the public, they do. Should others outside of Terrace Bay be consulted? Absolutely if it affects them. If it's going to affect their area then yes. (Interview with Councillor #8, August, 2014).

Councillors supported participation from outside the community in areas of expertise not found in the community. For instance, Councillor #3 commented, "if some specific things are being looked at like improving kayaking or improving boating or hiking trails or water trails – those outside stakeholders that would have expertise should also be brought forward to help the locals and Parks Canada to develop something that is sustainable and not harmful" (August, 2014). What is important is the community's recognition that all groups have valuable contributions to make in decision-making and should be afforded the opportunity for participation in the decision-making process. Reinforcing this point, Councillor #2, recognized the importance of broad involvement stating, "I'd like to see more input from the communities involved in the area, and of

course FNs people and all of us who are in any way impacted, whether negatively or positively by it. We all have a say in how the future of the marine conservation area evolves” (August, 2014).

The chapter will now compare the two case studies in order to compare and contrast the responses to the different legislative mandates of the two PA’s, the length of time since establishment and their relationships with their local communities.

4.3 Comparing the Case Studies

This section compares results of the two case studies under five categories where interesting results have arisen: overall satisfaction with PA management, how best to communicate with residents, who should be involved in decision-making, sharing power and decision-making, and how decision should be made. In many cases comparisons between mean scores of the case studies using “Student’s T-test”, a statistical procedure that takes into account that sample data is being used to make comparisons. Since sample data is being used, there is a possibility that any apparent differences between the two communities (i.e. differences in mean scores) could be due to random sample effects, rather than representing a true difference between the two communities. In other words, it is possible that for a given finding there may be an apparent difference in sample means between the two communities, when there is no difference between the two communities (a difference in sample findings when there is no difference in the two populations). Student’s t-test, provides a probability value (significance level) of this kind of outcome (also known as the “null hypothesis”) (Elzey, 1971; Norusis, 1991; Vaske, 2008).

This is illustrated in Table 4-21 below, which compares the two samples in terms of the mean response to a question measuring satisfaction with PA management, using a 5 point scale. The mean response for Pukaskwa (community of Marathon) is 3.4, whereas the mean response for NMCA (community of Terrace Bay) is 3.0. The Student’s T-test in this analysis generates a probability value of 0.011. This indicates that the probability is about 1/100 for the null hypothesis outcome (that there is no difference in the mean

satisfaction scores for the populations of these two communities). Since this probability is relatively small (less than 5/100), we can reject the possibility of a null hypothesis, and infer that the difference in sample means probably represents a true difference between the populations (Elzey, 1971; Norusis, 1991; Vaske, 2008).

4.3.1 Overall Satisfaction with Protected Area Management

There is a significant difference between Marathon and Terrace Bay in evaluation of satisfaction with PA management (Table 4-21). Satisfaction levels are much higher in Marathon. There is also a high degree of uncertainty in Terrace Bay regarding management satisfaction that can be attributable to the very recent establishment of the NMCA.

Table 4-21 Overall Satisfaction with Management of Protected Area by Community

Community	N	Response %					Mean	Standard Deviation
		<u>Very Unsatisfied</u>	<u>Somewhat Unsatisfied</u>	<u>Not Sure</u>	<u>Somewhat Satisfied</u>	<u>Very Satisfied</u>		
Terrace Bay	90	10.0	15.6	48.9	17.8	7.8	3.0	1.0
Marathon	87	5.6	13.5	30.0	38.2	12.4	3.4	1.1

Note: t = 2.560, df = 175, Significant (2-tailed) = 0.011

The NMCA, without built facilities, signed trails, formal campsites and limited staff, is challenged to move those in Terrace Bay “not sure” of the management of the PA, toward a greater degree of satisfaction with NMCA management. However, the NMCA is in an enviable position in that it is a relatively new PA and the process for it to become established is active.

To Pukaskwa’s advantage are facilities, buildings, shelters, trails and campgrounds that management can refer to and describe. For example, results from the 2014 Visitor

Survey at Pukaskwa, indicate, that 61% were very satisfied with the condition of the park facilities, and 29% were satisfied (Parks Canada, 2014b). Additionally, Pukaskwa has well established and visible resource conservation, visitor services and facility maintenance programs.

Both PAs have opportunity to devise initiatives that could quickly move respondents from both communities “not sure” about their satisfaction with the management of the PA toward being “somewhat” or “very satisfied”. Central to the strategies are determining methods of communication and strategies for engagement with the local community. The results and recommendations from this study which will be explored more fully in the conclusion, may assist PA managers in identifying strategies to improve residents’ perceptions of management.

4.3.2 Who Should be Involved in Decision-making?

The following section presents findings regarding which groups or individuals, residents of the communities of Terrace Bay and Marathon thought should be involved in decision-making about the federal PAs closest to their respective communities. The findings (Table 4-22) suggest some differences of opinions between the communities.

People Visiting the Protected Area

Respondents revealed a strong difference in their thinking about “People visiting the park” being part of decision-making about the NMCA or National Park. The mean response for respondents from Terrace Bay was 3.0 compared to 4.1 for Marathon respondents. The difference is large and likely reflects the practical reality that because the NMCA is not operational and is in the process of establishment, it is unclear to respondents how visitors at this time could contribute. Members of Terrace Bay’s Town Council support a wide range of stakeholder input to decision-making but pointed out that because of the early stages of development of the NMCA, processes are not yet in place to allow for such discussions. One Councillor described the circumstance this way,

“I think there are varying degrees of involvement... But to this point in time, there hasn't been enough meat to the structure to say, well I don't like that, or I really think this is a great idea” (Interview with Councillor #5, August, 2014).

Table 4-22 Who Should be Involved in Decision-making By Community

Possible Participants in Decision making	Mean Response *		t Value	df	Sig. (2-tailed)
	Terrace Bay	Marathon			
Scientists	3.8	4.0	1.182	178	0.239
Local MPP	3.2	3.5	1.687	177	0.093
Special Interest Groups	3.4	3.8	1.984	177	0.049
Local MP	3.2	3.5	2.099	175	0.037
Local Chamber of Commerce	3.4	3.7	2.255	177	0.025
Local Mayor and Council	3.2	3.7	2.306	176	0.022
Staff working in the Park/NMCA	3.7	4.1	2.758	177	0.006
People Living in the Area	4.3	4.0	2.851	177	0.005
Tourism Industry	3.4	3.9	3.454	178	0.001
People Visiting Park/NMCA	3.0	4.1	8.339	177	<.00
Parks Canada Staff from Ottawa	2.5	3.4	5.696	175	<.00
All Canadians	3.2	3.8	3.571	175	<.00

* Mean computed from 5 point scale, where 1 = Not at All Important and 5= Very High Importance

In the case of Marathon, respondents may be signalling that to remain relevant to visitor expectations, visitors should be part of the decision-making process. and perhaps even more generally, that the views of others are important to consider when making decision about the park. The motivation for this is likely because many of the respondents are local users of the park and by indicating park visitors should be involved in decision-making, respondents are perhaps recognizing that as visitors, they themselves should be involved and given voice in the decisions that are being made. In support of such

recognition, a Councillor from Marathon, suggested, “it’s people from here that are working there, that are visiting there, that are camping there, so I think it’s important that we have a little bit of a say” (Interview with Councillor #1, August, 2014). Another Councillor pointedly stated, “I think that people that visit the park should have an opinion” (Interview with Councillor 9, August, 2014). As indicated earlier, research conducted by Parks Canada at Pukaskwa National Park during the summer of 2014 confirms local use of the park (Parks Canada, 2014b). It remains unclear how much of the overall visitation to the park is attributable to Marathon residents only.

Councillors from both communities acknowledged the need for continuous, regular, engagement with their communities about what is taking place at the respective PAs. They encouraged engagement with Council and community sooner rather than later and they regarded the engagement of people outside the region with specialty skills, visitors to the PAs, and local citizens, as legitimate participants in decision-making processes.

Parks Canada Staff from Ottawa

Large differences in mean responses were reported about “Parks Canada staff from Ottawa” being involved in decision-making. Reported at 2.5 mean response by Terrace Bay respondents and 3.4 by Marathon respondents, Marathon respondents demonstrated a greater degree of acceptance toward non-local agency expertise. The result from Marathon is interesting in the context of the ever present feeling by Northern Ontarians that decision-making should be made locally by local expertise and that the further away one gets from being local, the greater the likelihood that the individual is less equipped to make decisions that affect the local area (Johnston & Payne, 2012; Lemelin et al., 2015). Fair or not, Ottawa is a target for frustration and resentment from local residents. By extension, Parks Canada staff from Ottawa, are often painted with this brush of resentment. However, the reasons for the differences in responses in this instance may be singularly related to length of time Pukaskwa has been present on the landscape and familiarity of the PA to the community of Marathon as a Parks Canada responsibility. It

is plausible that in time, Terrace Bay residents, like those from Marathon, may become more accepting of Parks Canada staff from Ottawa.

All Canadians

The category “all Canadians” reported significant difference at <0.000 and mean responses of 3.2 from Terrace Bay and 3.8 from Marathon. The responses indicate “medium importance” for all Canadians to be involved in decision-making about the PAs. The difference in results may be attributable to Parks Canada’s thirty years of presence on the landscape sharing key messages with Marathon residents about the National Parks Act, its purpose and the importance national parks play in protecting and presenting Canada’s special places. It may be that Marathon residents’ participation in previous management planning exercises, free access to the park on Canada Day, and participation at special event has confirmed for Marathon residents the importance of the park for all Canadians. Terrace Bay residents similarly recognize the importance of all Canadians in the decision-making associated with Lake Superior National Marine Conservation Area but are cautious with such recognition, likely because of the lack of certainty related to the purpose and presence of the NMCA.

Members of the two Town Councils recognized, that at times, Parks Canada may have to make decisions that could be contrary to local preferences. One Councillor, from Terrace Bay reported, “I can understand and appreciate that Parks Canada is responsible to Canada as a country, because they are funded and operated as such, and that there will probably be times when they come forward and say to the region, we’re going to have to change how we do business here” (Interview with Councillor #5, August, 2014).

Rhetorically, another Councillor stated, “You know what? At the end of the day there are rules, policies, laws and they have to be respected and Terrace Bay has to understand that it will not win every fight” (Interview with Councillor #8, August, 2014). Marathon Councillors, looked to engagement with Parks Canada to address possible differences of opinion. One Councillor, explained that Parks Canada, never really involved the community in the decision that Pukaskwa would be a wilderness park with minimal

infrastructure, effectively, limiting the tourism potential to a few thousand backcountry users a year. The Councillor questioned, “if the mandate is to keep the Park wild, why can’t the Park, with all its expertise, help drive entrepreneurship in the neighbouring community to benefit from that mandate?” (Interview with Councillor #6, August, 2014). Another Councillor, reflecting on the timing of decisions that might be considered of national interest, pointed out “There may be times when Parks Canada makes decisions that respond to national interests. They’ve already made the decision without consultation with the community. So, we get into more trouble that way, and so does the government, in making a decision without actually consulting beforehand” (Interview with Councillor #9, August, 2014). It is to the advantage of the PAs and the communities that Parks Canada involve elected officials in order to address early on areas of decision-making that might be controversial. As Councillor #3 pointed out, “I have a hard time figuring out what would be different between a national interest and a local interest, because we are all Canadians” (August, 2014).

Tourism Industry

The involvement of the tourism industry in decision-making differs significantly between communities. Terrace Bay’s mean response was 3.4 compared to 3.9 from Marathon. In this instance, understanding that Marathon has suffered significantly in mill and mine closures over the last decade is helpful. The pulp mill, where up to four generations of family members worked, closed and is being dismantled. One of three gold mines closed and the other two amalgamated. Collectively, the closures have resulted in Marathon’s population declining and a sense of urgency emerging within the community about the community’s future. A Marathon Councillor lamented, “we don’t have a single operator who’ll take you into that Park. You can’t rent a kayak in Marathon” (Interview with Councillor #6, August, 2014). While faced with similar challenges, Terrace Bay, saw its mill re-open, brightening the future for many residents. Optimistically, Councillor’s from Terrace Bay saw Parks Canada’s presence in their community for tourism reasons or other reasons, as contributing to their community’s well-being. While both communities are taking steps to diversify their economies, the absence of a major employer within

town boundaries, as in Marathon's case, has created a far less certain future for the community. Still, all Councillors from Marathon and Terrace Bay recognized the benefits of direct employment for residents of their communities with the PAs or the potential for increased tourism and visitor spending in the communities.

Staff Working in the Protected Area

Results indicate significantly higher mean responses for Marathon (4.1) compared to Terrace Bay (3.7) regarding the involvement of staff working in the park or the NMCA. Respondents from Terrace Bay may have been reflecting on their challenges related to not knowing exactly where the NMCA is and what it does. This could be a simple cause and effect assessment by respondents that follows; if the respondent is not aware of what the staff are doing at the NMCA, why would the staff be involved in any decision-making about the NMCA? Conversely, respondents from Marathon, without reason to think otherwise, expect staff involvement in decision-making.

However, Councillors from Marathon and Terrace Bay recognized the expertise and responsibility Parks Canada had for the management of the PAs. Marathon Councillors tended to defer to the expertise held by park managers in order to make decisions about the operation of the park. Directly, a Councillor from Marathon acknowledged, "we are not professionals in your type of business" (Interview with Councillor #9, August, 2014) and a Councillor from Terrace Bay acknowledged, "I think the general operation of the NMCA is Parks Canada's responsibility when they are managing the park (Interview with Councillor #3, August, 2014). Clearly, staff are a strength in addressing relationships between local people and PAs. As described by Allendorf, Aung and Songer (2012), "positive interactions between management and residents can increase local acceptance of protected areas (Mannigel, 2008), while residents' distrust of management can contribute to local opposition to protected areas (Stern, 2008)" (p. 37). Staff and their skills sets are important to consider when designing governance initiatives for the respective PAs.

Local Mayor and Council

Both Terrace Bay and Marathon residents did not identify Local Mayor and Council, as more than of medium importance to be involved in decision-making about the NMCA or park. The t-test results show significantly higher mean score for Marathon (3.7) compared to Terrace Bay (3.2). Marathon's respondents attribute a greater role for the local Mayor and Council than do the respondents from Terrace Bay. The reason or reasons for the difference are unclear but may have to do with repeated messaging, beginning with the Regional Committee and continued by the Interim Management Advisory Board that the NMCA is a shared resource with all North Shore communities. As such, the role for Town Councils may be perceived as less direct. The results may reflect Terrace Bay's sense of shared citizen responsibility for the NMCA as opposed to local elected official responsibility. Conversely, Marathon may simply see Pukaskwa as their own resource and therefore somewhat of an extension of their Council's responsibility. It could be as well, in Marathon's case that the respondents don't see the park as being responsive to community members and therefore are signaling a degree of frustration and looking for an authority to be responsive and accountable to them. So too, it may be that the differences in responses may be attributable to how respondents from Marathon and Terrace Bay see power sharing and decision-making taking place. According to oral interviews with the Mayors and Council members of the two communities, the elected leadership absolutely see themselves playing a role in the decision-making that takes place about the PAs. Their participation is motivated by them being the elected officials for the communities and therefore, anything that affects their communities, directly or indirectly, is of concern for them. Having federal PAs, adjacent to or close by their communities, for them, inspires their involvement.

The lower score reported by Terrace Bay residents may be attributable to the length of time it is taking to move the NMCA forward to establishment. There is no immediate issue facing Pukaskwa that necessitates involvement by the local Member of Parliament. In the same way that Terrace Bay residents have become accustomed to the length of time it takes for Parks Canada to get things done, Marathon residents may be

experiencing the same feeling when it comes to getting Pukaskwa confirmed as a National Park.

Local Member of Parliament

The communities differed in their scoring of involvement by the local Member of Parliament. Marathon's higher mean of 3.5 may be attributed to the longer connection Marathon has had with the lands as federal and by default associated the area with federal responsibility. Terrace Bay's response likely demonstrates the perception by local community members that the collective, cooperation of the communities, or local decision-makers is more important than far away, Ottawa decision-makers.

Local Chamber of Commerce

The two communities differ in their scoring regarding the participation of their local Chambers of Commerce in decision-making about the PAs. The means 3.4 (Terrace Bay) and 3.7 (Marathon), likely reflects the urgency felt by the residents of Marathon regarding their community's future. Marathon is in particularly difficult circumstances with the closure of the pulp mill and no alternative major employer committed to the town. The park represents hope for tourism development and increased spending in the community by the park. Terrace Bay respondents, may not be feeling the same urgency due to the fact their single largest employer, the pulp mill, is operating and the Town's Council has been actively engaged in tourism strategies, despite the presence of a large employer.

People Living in the Area

Clearly, with mean responses of 4.3 (NMCA) and 4.0 (Pukaskwa) both Marathon and Terrace Bay respondents recognize local people as a group of "high importance" in decision-making. The higher mean response from Terrace Bay respondents in this selection may be attributable to the consultations by the Regional Committee to determine if there was enough community support to recommend proceeding to

establishment of the NMCA. Therefore, given the length of time the NMCA has been under discussion, it is not surprising that respondents from Terrace Bay would feel strongly that “people living in the area” should have some say in decision-making.

Special Interest Groups

Special Interest Groups results indicate a higher mean score from Marathon (3.8) compared to Terrace Bay (3.4). Both groups of respondents indicated the importance of involving Special Interest Groups in decision-making. Terrace Bay respondents may be signaling caution about how much power is given to any one group for decision-making and may be communicating that Terrace Bay respondents see themselves as one of many groups along the North Shore of Lake Superior that should be involved in decision-making. Marathon residents on the other hand may be suggesting that they should have more ways to influence decision-making at the park. Similar perhaps to seeing themselves as visitors, Marathon residents may also see themselves as members of special interest groups.

4.3.3 Sharing Power and Decision-making

Significant differences were found in four of the six approaches to sharing power asked about in the survey (Table 4-23). Marathon returned higher mean scores in three of the four cases. The results indicate that respondents from Terrace Bay and Marathon are resolute that Parks Canada should have control over decision-making. It is in the degree of control held by Parks Canada that the two communities differ in their opinion. Marathon respondents were less supportive of responses where power sharing was occurring. Respondents from Terrace Bay want to see more collaborative decision-making where Marathon respondents appear to be more comfortable with less power being shared. While both communities indicated low agreement over Parks Canada having no control, Marathon residents were more strongly opposed to this option (mean from Marathon 1.7, compared to Terrace Bay mean of 2.1).

Table 4-23 Approach to Sharing Authority for Managing the Protected Area - sharing power and decision-making

Approach Statements	Mean Response *		t Value	df	Sig. (2-tailed)
	Terrace Bay	Marathon			
Parks Canada Should Delegate	2.4	2.3	0.114	176	0.909
Decisions Should be Jointly Made	3.8	3.5	1.439	179	0.152
Parks Canada Should Have No Control	2.1	1.7	2.328	177	0.021
Parks Canada Make Efforts to Cooperate	3.1	3.6	2.478	175	0.014
Parks Canada but Share	2.2	2.9	3.352	176	0.001
Parks Canada but First Consult	2.9	3.9	4.567	176	<.000

* Mean computed from 5 point side, where 1 = Strongly Disagree and 5=Strongly Agree

What is clear from the results is that respondents shared discomfort in Parks Canada not having as much power in decision-making as all others. Figure 4-3 presents the approximate placement of the two communities on the decision-making and power sharing continuum.

The results urge Parks Canada to recognize the opportunity to move toward creating what Dale and Newman (2007), describe as a paradigm that encompasses “loosely structured governance structures that can spontaneously emerge and self-organize around issues and domains of appreciation rather than ‘old’ problems” (p. 65). In other words, Parks Canada may wish to amend its governance structure to one that is nimble, anticipatory and responsive, that recognizes human and ecological dimensions in decision-making and accounts for the authority and context in which the institution operates. This suggestion is consistent with what Jones (2014) describes as “co-evolutionary hierarchical polycentric governance” where:

The state sets the standards necessary to fulfill strategic societal objectives, but decentralizes the authority to achieve these standards to more local levels, subject to accountability to the state that the strategic objectives are being fulfilled. It represents a way of combining state steer and civil society steer (Table 8), recognizing that state ‘structures’ and civil society ‘agency’ can co-evolve. (p. 74)

The positioning of the two communities on the power sharing continuum recognizes interest from both communities for continued state control. The two communities however, differed in their need for involvement or “society steer”. Regardless of the position on the continuum by the two communities, Parks Canada is expected to engage local community members and others in their decision-making processes.

A Marathon Councillor expressed the sentiment this way, “the power to best manage that resource, so that it’s available to all Canadians, supersedes any of our local needs” (Interview with Councillor #6, August, 2014). Examining how such sharing of authority might occur, Terrace Bay’s leadership, offers an approach that yields both process and hope:

I think the thing is, that as long as the proposed change comes forward in an open and transparent manner, and is debated in an open and transparent manner, and resolved in an open and transparent manner, that while the community may or may not agree with the decision, at least they've had an opportunity to be heard and to be involved in the decision-making process. I think at the end of the day, that's all we can really ask for, is to be involved and heard and have your opinion appreciated and understood, if not accepted. (Interview with Councillor #5, August, 2014, August, 2014).

Table 4-24 Importance of Statements About Decision Making at the Protected Area

Statement	Mean Response *		t Value	df	Sig. (2-tailed)
	Terrace Bay	Marathon			
The Park/NMCA Management Plan should be the primary accountability document between management and the public	3.8	3.8	0.030	176	0.976
It should be clear who at the park/NMCA has authority for making decisions	4.5	4.5	0.405	176	0.686
Managers at the park/NMCA should be able to explain how decision-making is improving	4	4.1	0.553	174	0.581
Marathon/Terrace Bay Mayor and Council should have some influence on park decisions	3.5	3.3	1.467	177	0.144
Local First Nations should have some influence on protected area decisions	3.2	3.5	1.855	177	0.065
Decisions should be made in ways that people can understand	4.6	4.3	2.167	177	0.032
Residents of Marathon/Terrace Bay should be involved in decision-making about the protected area	4.2	3.6	4.400	176	<.00
There should be an effective way for residents of Marathon/Terrace Bay to disagree with decisions made about the protected area	4.5	4.0	3.634	176	<.00
If I want, I should have some influence on protected area decisions	3.6	3.0	3.580	175	<.00
The park/NMCA should consider how its decisions impact on surrounding lands and the communities of Marathon/Terrace Bay	4.6	4.3	3.618	178	<.00

* Mean computed from 5 point side, where 1 = Not at All Important and 5= Very High Importance

Residents of the Community Should be Involved in Decision-making About the Protected Area

The selection, “residents of [Terrace Bay / Marathon] should be involved in decision-making about the [NMCA/Park]”, recorded a significant difference in mean responses of 4.2 (NMCA) and 3.6 at Pukaskwa (Table 4-24). The differences in results are likely directly attributable to the very nature of the two PAs as intended by their respective Acts.

In the preamble to The Canada National Marine Conservation Areas Act (2002), Parliamentarians explicitly remind readers of the intent of the Act by listing nine statements affirming Parliament’s wishes (see Chapter 2 for the full list). One of the statements frames the importance of coastal communities in the context of the Act. It reads, “Parliament wishes to affirm the need to recognize that the marine environment is fundamental to the social, cultural and economic well-being of people living in coastal communities” (p.1). The NMCA Act, beyond the preamble, makes reference to engaging with the public for purposes of consultation and/or seeking advice at 6 sections in the Act: S. 7(1)(d), 9(1), 10(1), 11(1), 11(2), and 11(3). Notably, section 7(1)(d) is the requirement for an Interim Management Plan to be prepared for inclusion in a package of information that goes before the House and the Senate, in order to permit amendments to the NMCA Act Schedules, either Schedule I, which is a Marine Conservation Area or Schedule II, which is a Marine Conservation Area Reserve.

This provision in the NMCA Act causes a planning process to be initiated for the purposes of “[setting] out management objectives and a zoning plan” (p. 6) for the NMCA. The process to guide the development of an Interim Management Plan is described in Parks Canada’s Guidelines for Management Planning and Reporting (2014c). The guidelines indicate:

An interim management plan is intended to demonstrate to Parliament and to local communities and stakeholders the initial management of the national marine conservation area and can be used to encourage support for the eventual establishment of the national marine conservation area. The interim management plan is a clear and concise document intended

to guide management decisions over the first five years of the national marine conservation area operations. It should set out a vision for the area, and management objectives and a zoning plan that reflect underlying values people hold for the area, as well as discussions and negotiated agreements among federal and provincial and territorial governments and affected Aboriginal groups. (p. 23)

The NMCA Act clearly establishes the significance of the linkage between people and the PA and public engagement. This direction along with the already described process of public engagement leading up to the Regional Committee's recommendation to proceed to establish an NMCA on Lake Superior and the process Parks Canada follows for the development of an Interim Management Plan, confirms an understanding by local people that they would be involved in the planning for, and development of, the NMCA.

The Canada National Parks Act (2000), as discussed in Chapter 2, is not framed with a preamble expressing Parliament's intent. Rather, the Act moves expeditiously to the dedication statement and statements of purpose of the Act. It subsequently records 4 instances where engaging with the public for purposes of consultation and/or seeking advice is referred: S. 10(1), 11(1) and (2), and 12(1). The National Parks Act does not have a requirement for an Interim Management Plan for National Parks, relying instead on Agreements to Establish, policy direction and land claim agreements to give the necessary operational guidance until a management plan is in place (Parks Canada, 2008).

The difference in the results is consistent with the events leading up to the NMCA being recommended for establishment, the wording of the NMCA Act and how new the NMCA Act and establishment process is. Results for Pukaskwa reflect the wording of the National Parks Act and the length of time Pukaskwa has been present on the landscape, operating as a national park.

Councillors expressed their support for Parks Canada including the community in decision-making about the National Park and the NMCA. There was no disagreement on this point. Councillors from both communities also agreed that other communities

needed to be involved in the decision-making process not just their respective communities. For Pukaskwa, this meant for example, the communities of Wawa, White River, Mobert First Nation, Pic River First Nation, and Terrace Bay. At the NMCA the communities referred to were the “North Shore” communities meaning, the communities within the boundaries of the National Marine Conservation Area, such as, Terrace Bay, Schreiber, Rossport, Pays Plat First Nation, Nipigon, Red Rock, Red Rock First Nation, and Silver Islet.

Both Councils described the need to match the type of decision needed with who best to be involved in the discussion. For example, at Pukaskwa both woodland caribou and fire were commented on by local Councillors as examples of initiatives where broad community discussions are required. As one Councillor described, “when they did their prescribed burning, they had it in the paper and you know it was fairly clear as to why they were doing it, and their goals, and the safety around it ... I guess the other one that stands out is the caribou, they’re always pushing information about caribou and everything like that.” (Interview with Councillor #1, August, 2014).

Practically, with an eye to neighbouring industrial activity, the point was made by another Marathon Councillor about the importance of working with neighbouring industry to address workplace safety at the local mines:

I do worry about the mining operations being just outside the Park, and the fact that that Park has been allowed to become a tinderbox. I think that there are real questions to ask about the fire management practices, and I think they've done a good job recently of doing some bigger prescribed burns, and working with Barrack to say we're burning, the winds aren't going to be in your intake tunnels. (Interview with Councillor #6, August, 2014)

In a pointed observation about Parks Canada’s commitment to public engagement and governance, the same Councillor draws attention to the relationship between short term fixed funding and the capacity for the PA to engage with the community. Referring to a special initiative program called “Action on the Ground”, where money for woodland caribou research was provided, the Councillor observes:

You're so dependent on specific funding, so there was 'Action on the Ground', the caribou project that was put forward. So we were consulted until we were sick of it. And it was great. They had us out at the golf course, talking about caribou management, there was a questionnaire that went to all the affected communities, they were on the radio, they had a booth at the mall, and it was this wonderful community engagement, but a two-year specific funding engagement right? So how do you, in terms of governance models, how do you create space for that kind of discussion outside of a specific envelope of funding? (Interview with Councillor #6, August, 2014)

The Councillor's statement is an important one because it challenges Parks Canada's commitment to community engagement. As the Councillor points out, implementing a commitment to consultation and community involvement should not be conditional on special project funding. Councillors from both communities expect stakeholder involvement to be a regular part of working with the PAs. This suggests money to conduct stakeholder involvement is part of core business and not one-off events. Guiding this thinking, a Marathon Councillor indicated, "if they were going to make decisions that could be considered controversial by persons, they would put working groups together and ask for stakeholder input" (Interview with Councillor #7, August, 2014).

If I Want I Should Have Some Influence on Protected Area Decisions

The statement "if I want, I should have some influence on [NMCA/Park] decisions" recorded a significant difference in mean responses of 3.6 (NMCA) and 3.0 at Pukaskwa. Respondents assessed individual engagement as "medium importance".

The difference in results appear to be consistent with what one would expect given the history of establishment for the NMCA and the operational mode Pukaskwa is in. However, the issue of an individual's willingness to get involved is an area of caution for both PAs. Heck et al., (2011) note that "previous bad experiences and not enough respect for stakeholder input" (p. 611) limit interest by individuals to engage with PA authorities.

In this instance, the result may also be signaling that respondents were reluctant to acknowledge that an individual and therefore, any one group, should have more power

over decision-making than any other group. Table 4-23 “Approach to Sharing Authority for Managing the Protected Area”, tends to support recognizing the sensitivity respondents have associated with how much power one body should have.

There Should be an Effective Way for Residents to Disagree with Decisions Made About the Protected Area

The statement, “there should be an effective way for residents of [Terrace Bay/Marathon] to disagree with decisions made about the [NMCA/Park]” recorded a significant difference in mean responses of 4.5 (NMCA) and 4.0 at Pukaskwa. Clearly, respondents want a way to let “authority” know when they don’t agree, that disagreement will be taken seriously and someone in “authority” will take the time to explain the decision and if in fact, their disagreeing has changed the decision. This relates to the discussion above regarding “decisions should be made in ways that people can understand”. Mean results suggest that it is highly important that people understand how a decision is made and how they might disagree with the decision once it is made.

While both communities indicated being able to disagree with decisions made about the PA, why Terrace Bay residents felt more strongly (mean from Terrace Bay 4.5, compared to Marathon mean of 4.0) is likely due to the establishment process. Specifically, how comparatively recently, the residents from Terrace Bay were engaged in discussions about the establishment of the NMCA and what they were told Parks Canada was willing to do to ensure local concerns were heard (Jackson 2004). The capacity for a PA to invite, receive and be responsive to local concerns demonstrates an important contribution to good governance (Borrini-Feyerabend et al., 2013; Eagles 2009). Terrace Bay residents are communicating their understanding that engagement with the NMCA will be ongoing and continue into and throughout its operational phase. This expectation is confirmed at Appendix A of the Interim Management Plan for Lake Superior NMCA (Parks Canada, 2016) wherein Parks Canada commits:

That the current members of the Interim Management Advisory Board (post dissolution) serve as members of an informal “Interim Liaison Committee” in order to maintain information exchanges with the

LSNMCA Superintendent prior to the establishment of the Management Advisory Committee as described in the CNMCA Act. (p.32)

Councillors from both communities expressed strong opinions regarding whether or not residents should be able to question and disagree with decisions made by Parks Canada. Councils agreed that people in the community had the right to question the PA's decisions and contents of the management plan. Some pointedly stated it was a citizen's obligation to question such decision-making by a government body. Following, are some of what Councillors shared in response to questioning whether or not citizens had the right to disagree with Parks Canada:

I think people do have the right to do that, they need to be informed about why a specific decisions has been made. And maybe once they've questioned that the will understand and that will be that and they will be happy, and the other side of that is, it could be a question that maybe the park hasn't thought about so it could also help them improve on their plan or on what they are working on. (Interview with Councillor #1, August, 2014)

I think they do have the right, ya. They have the right to express themselves. (Interview with Councillor #2, August, 2014)

I think that the people in the community not only have the right to challenge and express approval of disapproval they should have an obligation to do so, that way if people do that, then we would learn more about what's going on and the reasons for it and maybe come up with suggestions for improvement or changes that make sense, and get the community support in moving forward so that we can protect this great lake. (Interview with Councillor #3, August, 2014)

Certainly. As long as the NMCA has been transparent with what they are planning and how they are planning it, and how it's going to roll out, people have the opportunity to be heard. (Interview with Councillor #5, August, 2014)

You should definitely have the right to question. (Interview with Councillor #7, August, 2014)

Citizens don't just have a right they have an obligation. Everybody has to challenge and express approval or disapproval of a plan; in a decent and respectful manner, and not violent, simple as that. The whole beauty of this country is that you have the right to object to anything that is being done, peacefully. You also have an obligation that if you think

what they're doing is wrong then you have to speak up. (Interview with Councillor #8, August, 2014)

Yes and the park needs to do a better job at having open houses in the community, of advising of a proposed change. (Interview with Councillor #9, August, 2014)

The above statements reflect strong sentiments by Councillors regarding the obligations citizens and Parks Canada have to engage with each other about planning and decision-making processes. Unfortunately, as described later, Councillors were unaware of a process, supported by Parks Canada, to use for disagreement.

Decisions Should be Made in Ways That People Can Understand

The statement, “decisions should be made in ways that people can understand” recorded a significant difference in mean responses of 4.6 (Terrace Bay) and 4.3 at Marathon. Respondents assigned high importance to Parks Canada explaining not only the decision but how the decision was reached. Respondents from Terrace Bay felt more strongly about this than those from Marathon. It is both interesting and important that given the number of selections available, respondents indicated their strong feelings for this statement. Such importance is likely the result of frustration respondents have felt in the past associated with decision-making about the NMCA or National Park. This observation is supported by the importance residents have assigned to having a way to disagree with decisions made about the PA, as discussed earlier.

The Protected Areas Should Consider How its Decisions impact on Surrounding Lands and Communities of Terrace Bay and Marathon

The statement, “the [NMCA/Park] should consider how its decisions impact on surrounding lands and community of [Terrace Bay/Marathon]” recorded a significant difference in mean responses of 4.6 (NMCA) and 4.3 at Pukaskwa. Respondents from both communities expect Parks Canada to apply serious thinking to how decisions made at the NMCA or Park affect both the social and environmental aspects of the PAs and their surroundings. It may be too that both sets of respondents are motivated by the

difficult economic circumstance that exist in the communities and are signalling that Parks Canada has a role to play in encouraging local economic development, thereby recognizing that decisions made by Parks Canada may or may not favourably affect local businesses and economies. The results indicate strong support from residents of Terrace bay and Marathon for an ecosystem approach to management associated with the two PAs. Ecosystem management is consistent with good governance of PAs (Borrini-Feyerabend & Hill, 2015; Government of Canada, 2002a; Lockwood, 2010) and Parks Canada's responsibility for maintaining and restoring ecological integrity at national parks (Government of Canada, 2000; Parks Canada, 2000; Parks Canada, 2005).

The next chapter presents conclusions to the research, offers recommendations from the research as well as from a practitioner's point of view, and addresses study limitations. The chapter concludes with suggestions for further research.

5 Discussion and Conclusions

As a result of shifts in the governing of society, such as increasing citizen involvement and empowerment and the increasingly complex environment in which PAs are functioning, governance of PAs is an emerging topic of practical value for practitioners to consider. Improving the relationships between local people and PA authorities through appropriate governance approaches will likely result in increased confidence and trust in PA authorities by the public, which in turn might lead to increased and continuing support for PA establishment by the public.

Curious to confirm if people living close to PAs thought sharing power and decision-making was important to them and if so how it might be accomplished, five research questions were examined at two PAs in Canada: Pukaskwa National Park and Lake Superior National Marine Conservation Area. Both PAs are located in Northern Ontario.

Few studies in Canada have examined governance of PAs (Buteau-Duitschaever et al., 2010) and no study has examined governance of federally PAs in Northern Ontario. This is the first study of its kind in Northern Ontario, to specifically examine whether or not there is an interest by members of communities local to federal PAs, to increase their engagement through a governance approach.

Governance research as it relates to PAs is important because it is about peoples' access to natural resources that affect their health and well-being (Lemieux et al., 2011) and how humans determine their responsibility for non-human species (Locke & Dearden, 2005). Powerful components of governance include: who makes decisions, how decision-makers are held accountable and how power is shared (Folke et al., 2005; Graham et al., 2003).

The research questions provide the framework for this chapter. Each research question is presented and discussed based on the findings of the research. Current PA theory is

addressed in the context of the findings. Limitations to the study are then discussed and recommendations for future research are presented.

5.1 Summary of Key Findings

Research Question 1: How satisfied are Terrace Bay and Marathon residents with the performance of the federal protected area closest to their community?

About a quarter (25.6%) of respondents from Terrace Bay were satisfied with how the PA is being managed while about the same number were not satisfied. About half (50.6%) of Marathon respondents indicated they were satisfied with how Pukaskwa is managed and 19.1% were not. Mean responses were 3.0 and 3.4 respectively on a five point scale. The results also revealed thirty per cent of respondents from Marathon were not sure how the park was being managed and nearly half (48.9%) of the respondents from Terrace Bay, indicated uncertainty about how the NMCA was being managed. The results identify the need and opportunity for Parks Canada to move respondents who are unsure about how the PAs are being managed into positive satisfaction rates as well as address those who are unsatisfied with how the PAs are being managed.

As described earlier, Lake Superior NMCA is not an established NMCA, it is relatively new to the landscape and tangible evidence of Parks Canada's presence and value added to the community of Terrace Bay is limited. Therefore, the satisfaction results from Terrace Bay respondents are not surprising. Pukaskwa National Park on the other hand, has been present on the landscape over three decades, visited by community residents and known to the community for attracting visitors to the area. The results therefore may be of some concern to park officials.

It is important to consider these satisfaction results along with the results of the survey questions about how well Pukaskwa is performing its responsibilities and what areas of social, ecological and economic responsibility, residents of Terrace Bay feel are important to the NMCA. These results indicate that the residents of the communities of

Marathon and Terrace Bay support the purposes of the PAs. Were the results otherwise, efforts by Parks Canada toward moving residents' satisfaction with park management would likely prove more challenging.

Oral interviews with Town Councillors from Terrace Bay and Marathon suggest the differences between a NMCA and a National Park are still not well understood. Clarifying what management is managing for, otherwise known as management outcomes, will assist the elected leadership of the two communities and others in determining how well they perceive management is performing. This in turn should move respondents away from uncertainty about how the PAs are managed to either indicators of dissatisfaction or satisfaction. This study's results should not be confused with the visitor satisfaction results reported by Parks Canada for Pukaskwa in 2014. The visitor satisfaction study results, as discussed earlier, indicate that 96% of visitors are satisfied with their overall visit and 66% are very satisfied (Parks Canada, 2014b). These satisfaction results are related to visitor experience not management. However, it should be recognized that management decision-making directly affects the levels of service provided to visitors. With only 3 National Parks scoring higher than Pukaskwa in overall visitor satisfaction between 2009 and 2015 (Parks Canada, 2016), visitors to the park clearly appreciate the services provided and opportunities to experience the park. Clarifying management outcomes, as suggested by this research and acknowledging management's relationship with visitor satisfaction, as demonstrated by Parks Canada's visitor information program, is illustrative of the importance of management effectiveness evaluations and their contribution to evidence based decision-making.

A fundamental contribution toward clarification of management outcomes for NMCA's is Parks Canada's confirmation of what "ecologically sustainable use" is and how it will be applied to NMCAs across Canada. Without this definition, it is difficult for communities to be certain about Parks Canada's intentions and how community members might be affected.

The results for both PAs suggest the need for greater involvement between Parks Canada and the local communities for the purposes of clarifying the work that is being done and why the work is important to the PAs. Reconfirming Parks Canada's commitment to the protection of ecosystems in and around PAs is fundamental to local communities' understanding of the work Parks Canada is responsible. Pukaskwa's management plan and Lake Superior's interim management plan firmly commit to greater collaboration between Parks Canada and local communities. Two approaches that appear to benefit PAs and their relationships with local communities are management effectiveness evaluations and governance evaluations (Borinni-Feyerabend et al., 2013; Heck, 2010; Hockings, Stolton, Leverington, Dudley & Courrau, 2006; Kisingo, 2013; Leverington et al., 2010; Shields et al., 2016). Both approaches permit the PA authority to examine in detail, factors that imperil relationships with local communities and those that build positive relationships with stakeholders and local authorities.

Research Question 2: How would the residents of Terrace Bay and Marathon like to be involved and communicated with by the federal protected area closest to their community?

Marathon residents indicated preferences in the following order: First, Updated Web information, followed by a grouping of two that included, Park Advisory Committees and Regular Newsletters by Mail or Email. Next, Community Feedback Surveys were preferred and then another grouping of two that includes, Written Comments to the Park and Regular Public Meetings for Public Input. The least preferred was Meeting Individually with the Park Manager.

Terrace Bay residents' order of preference are: First, Updated Web Information, followed by a grouping that includes, Park Advisory Committees, Regular Newsletters by Mail or Email, and Written comments to the NMCA. The next preferred way included, Regular Public Meetings for Public Input and Meeting Individually with the Park Manager. The least preferred approach indicated was Community Feedback Surveys.

Of note is the relative support indicated for “advisory committees” as a preferred way of communicating with community residents. Lake Superior NMCA will have a “management advisory committee” established as per the NMCA Act. Such a body is consistent with Terrace Bay’s indications of preference. Pukaskwa National Park, may wish to consider the creation of such a body. While not required in the National Parks Act, the Minister may appoint such a body or it may be established as an operational body, providing advice to the Park Manager or the Field Unit Superintendent. The advisory committee role is well regarded as a strategy supported by good governance of PAs (Borrini-Feyerabend et al., 2013).

The literature associated with ecosystem based management and governance points to increasing cooperation, collaboration and involvement with local citizens, stakeholders and partners (Borrini-Feyerabend et al., 2013; Grumbine, 1994 & 1997; Slocombe & Dearden, 2009). Correctly determining the preferred choices for communicating with stakeholders, partners, interested parties and the public contribute to building trust, demonstrating respect and ultimately delivering on principles of good governance (Amadou, Vogt & Vogt, 2003). Communicating in ways that local people find useful contributes to building positive relationships between PA managers and local residents. Ultimately, the perception by local people that PA staff are responsive to local needs, helps determine whether or not PAs are successful (Allendorf et al. 2012).

Challengingly, respondents from Terrace Bay and Marathon did not indicate any of the approaches as “very useful” nor did they indicate any of them being “not at all useful”. All of the selections were, according to respondents, “somewhat useful”. Parks Canada may wish to examine the question of the most useful and preferred way for communicating with local community members in more detail in order to maximize local engagement opportunities.

Research Question 3: Who from the communities of Terrace Bay and Marathon should be involved in decision-making about the federal protected area closest to their community?

Terrace Bay and Marathon respondents shared the opinion that staff working in the PAs, and people living in the area, are each one of the top three most important groups that should be involved in decision-making about the PAs. The remaining top most important groups differed between the communities. Marathon respondents indicated people visiting the park were one of the three most important groups in decision-making about the park. Terrace Bay residents on the other hand thought scientists should occupy one of the top three places. It is unclear from the responses whether respondents thought scientists were considered local or not.

Marathon's interests in involving visitors reflects the different contexts within which the park operates and the NMCA is operating. The following are examples of the different operating circumstances between the two PAs. Pukaskwa has a formal park entrance, a visitor activities and interpretation centre, campground and park administration building within the park boundaries. Marathon residents are known users of the park. The park's presence on the landscape is recognizable to visitors through highway signs and directional markers. The NMCA's presence on Lake Superior is only now emerging. There is little in the form of infrastructure within the NMCA and the park administration is located outside of the boundaries of the NMCA in the community of Nipigon. Visitors and local residents to the NMCA are hard pressed, at this time, to know they are visiting a federal PA.

The top three selections suggest the value local people place on local knowledge and knowledge generally. Expert science-based knowledge jointly contributing to decision-making with local knowledge and visitor input, is an example where the classical top-down expert opinion and evolving bottom-up approaches to PA governance can work in consort with the purpose of the PAs (Agyare et al., 2015; Jones, 2014; Lockwood, 2010; Nkhata & McCool, 2012).

Involvement by Local Mayors and Councils in decision-making about the PAs was clarified for the two communities. Respondents from Terrace Bay ranked involvement by local Mayor and Council as fourth in priority of groups that should be involved in decision-making about the NMCA. Marathon residents ranked Mayor and Council ninth in priority. While the degree of involvement varied between the communities, residents do expect their locally elected officials to be involved as do the locally elected officials interviewed for this study. Involvement by locally elected officials is consistent with global trends toward greater collaboration in PA decision-making and is consistent with government devolution of powers to local authorities (Dalhberg et al., 2010; Shields et al., 2016).

The results suggest local people value local knowledge and having expert knowledge present when making decisions. In Marathon's case, the benefit of visitors' experiences at the park was also recognized. This combination of engagement, involvement and knowledge allows local needs to connect to higher order conservation priorities through top-down and bottom-up collaborative decision-making (Jones, 2014; Needham et al. 2016).

The results support both the principle of subsidiarity where decision-making should take place at the level closest to where the decisions will be felt most strongly (Borrini-Feyerabend et al., 2013) and recognition of the need for expert involvement when local skill sets are not available. This recognition of non-local involvement mitigates concerns about local authorities being too focused on local issues and not appreciative of sub-national and national conservation issues (Brondizio, Ostrom and Young, 2009).

Involving local and non-local knowledge holders in decision-making may contribute to positive local perceptions, which according to Allendorf, et al. (2012), are important to improving local, park and people relationships. Additionally, positive local perceptions about PAs have the potential to contribute to conservation's long term success globally (Bennett, 2016) and accelerate PA establishment in Canada.

Research Question 4: How should power and authority be shared between residents of the communities of Terrace Bay and Marathon and their closest federal protected area?

The results indicate that respondents from Terrace Bay and Marathon are resolute that Parks Canada should have control over decision-making. Respondents felt that sharing power is acceptable up to the point where Parks Canada has equal or less power than other bodies.

Importantly, the results demonstrate Terrace Bay residents want to see more collaborative decision-making and power-sharing whereas, Marathon residents are more comfortable with less collaboration and power sharing. The reasons for the differences in responses are likely attributable to what local people were told about their expected involvement in decision-making and what they have experienced when dealing with Parks Canada.

As described earlier, the evolution of the National Parks Act begins when park managers had expansive control over decision-making about the PA. The fact that the National Parks Act does not require the establishment of a management advisory committee, as does the NMCA Act, reflects the culture of authority over land management decisions historically held by Parks Canada. The relationship between Pukaskwa and the residents of Marathon formed during a time when Parks Canada was transitioning to greater involvement by the public in decision-making about the park. Arguably, this transitioning remains underway.

A similar evolutionary relationship is underway involving the residents of Terrace Bay, except the starting point for the relationship with Parks Canada is very different. The NMCA Act became law in 2002 and compared with the National Parks Act, originally brought into law in 1930, is quite young. The NMCA Act's wording reflects the government's interest in engagement and cooperation with others. Therefore, the expectation by local residents for cooperation and collaboration with Parks Canada is immediately greater. This understanding is further galvanized with the residents of

Terrace Bay because of the process that was undertaken that resulted in the recommendation by the Regional Committee to establish the NMCA on Lake Superior.

With this context for engagement with Parks Canada, residents of Marathon and Terrace Bay made it clear that Parks Canada should hold ultimate authority for decision-making, but not so much that Parks Canada is without requirement to engage others. The elected leadership of both communities share this perspective and expects Parks Canada to engage them in decision-making about the PAs.

The results of this study are consistent with global trends toward more participatory PA management (Dearden et al., 2005; Heck et al, 2011) but land short of full endorsement of control by other interests. Moving from top-down decision-making to bottom-up requires Parks Canada to consider the use of such instruments as cooperative management frameworks, co-management agreements and governance approaches that reflect cooperation and involvement with local bodies (Armitage et al., 2007; Buteau-Duitschaeffer, 2010; McCool et al, 2015; Eagles 2016).

Kisingo, (2013) studying governance of PAs in Tanzania, reports local perceptions of state controlled PAs are influenced by the state's perceived lack of engagement with local leadership, poor communications from the state to local people and historic mistrust between communities and state authorities. In particular, Kisingo points to the importance of the distribution of power in relation to governance arrangements between the state and local authorities as particularly important to successful governance arrangements. The significance of power in governance relationships has been reported by a number of researchers (Arnstein, 1969; Borrini-Feyerabend & Hill, 2015; Grumbine, 1994 & 1997; Lockwood 2010; Ostrom et al., 1961; Yochim, 2015; Zacharias, 2014).

Research into governance conducted by Agyare et al., (2015) in Ghana, indicates the importance of matching community expectations with those of the PA, the significance of long term investment in local communities and the influence that local leadership has on the success of shifting governance relationships. Similar to Kisingo's work, Agyare et

al., acknowledge the significance of community engagement strategies, the importance of communications with the community by PA authorities and the need for PA authorities to understand the contexts within which governance arrangements would be operating.

The 2014 management plan for Pukaskwa and the 2016 interim management plan for Lake Superior NMCA reinforce the messages of collaboration, cooperation and engagement with local partners, stakeholders and communities. Determining the arrangements to achieve this direction rests in understanding how governance is working and might work in the future for the two PAs.

The results of this research suggest that a successful governance arrangement for the communities involved is one where Parks Canada retains authority for decision-making, is equipped to address problems that are complex, crosses jurisdictions, and accommodates participants' needs to maintain association with place while collaborating on specific issues.

Araral & Hartley (2013) suggest a polycentric governance approach serves well under such circumstances. Therefore, a model that may be satisfactory is Jones' (2015) polycentric co-evolutionary hierarchical governance approach. Originally conceived as a theoretical approach for governing marine environments, this model may be transferred to terrestrial environments as a modified co-evolutionary hierarchical polycentric governance approach (HPG).

Complementing the proposed governance approach, the formation of park advisory committees should serve as a possible way of involving local community members in decision-making about their respective PAs. This option should be seriously considered by Pukaskwa and must be put in place at Lake Superior, according to NMCA legislation.

Based on the results of this study, an advisory committee for Pukaskwa National Park should, at a minimum, include: local and non-local visitors to the park, park staff, people living in the area, non-local people with an interest in the park or specific expertise

helpful to addressing park issues, local elected officials, members of the local Chamber of Commerce and tourism industry. The advisory committee should be formed under the authority of the Field Unit Superintendent for Northern Ontario. It may be advisable not to call the body an “advisory committee”, due to possible concerns related to the Minister’s authority to establish “Advisory Committees”. The local Site Manager, responsible for Pukaskwa National Park, should be responsible for: a) recommending to the Field Unit Superintendent, the process to make local people aware of the opportunity to become a member of an advisory committee for the park, b) making non-local people aware of the opportunity and c) propose a selection process.

Where advisory committees have been established, they have often been formed to address Aboriginal relations (N. Gagnon, personal communication, February 29, 2016). In the aforementioned advisory committee design, First Nations and Métis, are not identified in its membership. However, it would be up to the advisory body to determine Aboriginal involvement given the context of the PA. At Pukaskwa, the inclusion of First Nations and Métis as part of or linked with the advisory committee are important considerations.

Should the use of an advisory committee be considered, the process of establishing the advisory body should follow the principles of good governance for PAs proposed by the IUCN (Borrini-Feyerabend et al., 2013). The process of establishing an advisory committee, provides opportunity to demonstrate new standards of transparency for process and information sharing, improved local engagement by park officials and opportunity to confirm whether or not there is enough interest locally and beyond to form such a body.

Research Question 5: How should decisions be made by the federal protected areas closest to the communities of Terrace Bay and Marathon?

The results indicate that respondents from Terrace Bay and Marathon share high importance for understanding: the decisions that are made at the PA, who has authority to

make decisions at the PA, how to disagree with decisions made at the PA, how decision-making is improving at the PA and the PAs should consider how their decisions affect the surrounding lands and community. Terrace Bay residents however, thought having the residents of Terrace Bay involved in decision-making was of high importance, Marathon residents rated their involvement in decision-making with the park as being of medium importance.

The remaining responses were assigned medium importance to the communities: management plans should be the primary accountability document, mayor and council should have some influence over decision-making, local First Nations should have some influence on PA decisions and individuals should have some influence on PA decisions.

Both communities shared 3.8 on a five point scale as a mean score regarding management plans being the primary accountability document between the public and Parks Canada. This is consistent with the emphasis both Acts place on the importance of the management plan and the management planning process. Councillors from Terrace Bay and Marathon, were aware that the federal PAs closest to their communities had been undergoing management planning exercises. In the NMCA's case, it would have been the preparation of the Interim Management Plan, as required under the NMCA Act. At Pukaskwa, it would have been an update to the existing 1995 management plan. In both cases, Councillors were unfamiliar with the contents of the plans and their status. Additionally, when asked if they knew how to disagree with the management plan or its decisions, most Councillors were able to describe a method that they would use to communicate to the PA their disagreement. However, it was clear based on the responses that Councillors were not aware of a process endorsed by Parks Canada for the purposes of disagreeing.

Both communities agree that their respective Mayor and Councils should have some influence on the decision-making about the PAs. However, both communities identified other groups they thought to be more important in their participation in decision-making. Community residents from Terrace Bay showed greater support for their Mayor and

Council's involvement with a mean score of 3.5 than Marathon at 3.3 on a five point scale. This is likely the result of a greater expectation by Terrace Bay residents for more inclusiveness in the management of the NMCA by local people, including Town Council. It is also consistent with findings related to the scoring of local Mayor and Council's involvement in decision-making, reported earlier for the two communities (Table 4-22) and the degree of power sharing the communities are comfortable with. Based on oral interviews with Town Councillors, both Town Councils expect direct involvement in decision-making about the federal PAs closest to their communities.

Engagement by local elected officials touches on the degree of trust people have for government in general. As discussed earlier, residents of Northwestern Ontario, generally prefer as little government involvement as possible. However, as suggested by the results of this study, local government involvement is preferable to higher orders of government. The principle of subsidiarity supports the engagement of local elected officials (Borrini-Feyerabend et al., 2013). Such involvement by local officials is not unusual as demonstrated by efforts to devolve powers previously resident at higher levels of government and by governance arrangements that reflect local authority. For example, at Scotland's Cairngorms National Park Authority governance arrangements include, a mix of ministerial appointees, locally elected government Councillors, and representatives locally elected, who sit on the Park Authority (Dalhberg et al., 2010). In British Columbia, governance arrangements for regional park systems, include municipally elected officials sitting as members of Regional Parks Committees, overseeing PAs systems spanning the province.

The mean responses to "local First Nations should have some influence on park/NMCA decisions" at 3.2 for the NMCA and 3.5 on a five point scale at Pukaskwa, suggest respondents are not aware of the role First Nations have in the establishment and management of the two PAs (Parks Canada, 2014a; Parks Canada, 2016). Both Pukaskwa National Park and Lake Superior NMCA face significant challenges in completing the establishment processes due to fundamental differences between First Nations and Canada about the application and interpretation of the 1850 Robinson

Superior Treaty. It is beyond the scope of this research to examine the circumstances that have resulted in, and the effects of, such differences in opinion. However, both management plans confirm Parks Canada's and local First Nations ongoing cooperation related to the PAs. Pukaskwa's management plan intends that the park be cooperatively managed with local First Nations (Parks Canada, 2014a) and Lake Superior's Interim Management Plan, (Parks Canada, 2016) confirms Parks Canada's commitment to addressing the "nature and extent of First Nations participation in the planning and management of the Lake Superior National Marine Conservation Area" (p. 4).

The results for research question five are consistent with society's interest in collaboration and involvement with government in decision-making about PAs. However, Marathon respondents were tentative in their enthusiasm for participation ranking local residents' participation in decision-making as 7th of 10 possible choices. Challengingly, the results also found that both communities indicated individual influence by respondents was of medium importance with Marathon respondents ranking it lowest.

It is unclear if Marathon's selections associated with residents' involvement in decision-making or individual influence over decision-making indicates lack of interest in participating in decision-making or sensitivity toward unfair influence by individuals in decision-making. The results however, may also be indicating that interest by individuals in participating in PA issues may be in question. Heck et al., (2011) examined stakeholder interests in participation at Pacific Rim National Park Reserve and found, "although several stakeholders groups were mentioned to be included in monitoring activities, over half of respondents had no interest to participate themselves" (p. 613). While this is worrying, respondents did not disavow themselves from participating with Parks Canada.

Taken together, the results of this study are supportive of Parks Canada's mandate and purpose, its presence on the North Shore of Lake Superior and the Agency's role as the ultimate authority over the PAs. Gender differences in responses were significant

differences were present, demonstrate that fewer significant differences occurred in the Marathon results as compared to those from Terrace Bay. In both surveys, females tended to respond more positively but overall there were few differences between females and males. Since females were under-represented in the survey compared with the general population and in all instances where significant differences were found, females scored more favourably in mean scores, one might infer that overall, the survey results tend to be suppressed in overall intensity. If this is in fact the case, the results herein should compel greater attention to the need for collaborative power sharing and decision-making through equitable and just processes that ensure gender equity.

Further to the results of this study, there are clear indications of the need to improve engagement with local citizens in decision-making and power sharing about the PAs. The results are sentinel to achieving, in the decades ahead, integrative, collaborative approaches to citizen involvement in decision-making in ways that are meaningful to local residents.

Based on Jones' (2014) co-evolutionary hierarchical polycentric governance (HPG) approach, wherein state control and society steer co-evolves, figure 5-1 proposes a governance model for Northern Ontario. It recognizes the preference by local communities for state control of the federal PAs and acknowledges that power is moving in a top-down and bottom-up direction within a hierarchy of institutional authority. It considers that the federal PAs on the landscape are hierarchical management units that receive guidance from governance bodies local to them. The model also anticipates the influence each PA and its governance body will have across boundaries and jurisdictions.

The stratification of the model by national, regional and local authorities, demonstrates two things: the interrelationships between the levels of authority and as presented by the circular arrows, the need for collaboration between and amongst the various levels. Learning together is singled out not only as a quality of good governance of PAs but also important to trust building.

Hierarchical polycentric governance pathways for sharing power and decision making at Pukaskwa National Park and Lake Superior NMCA

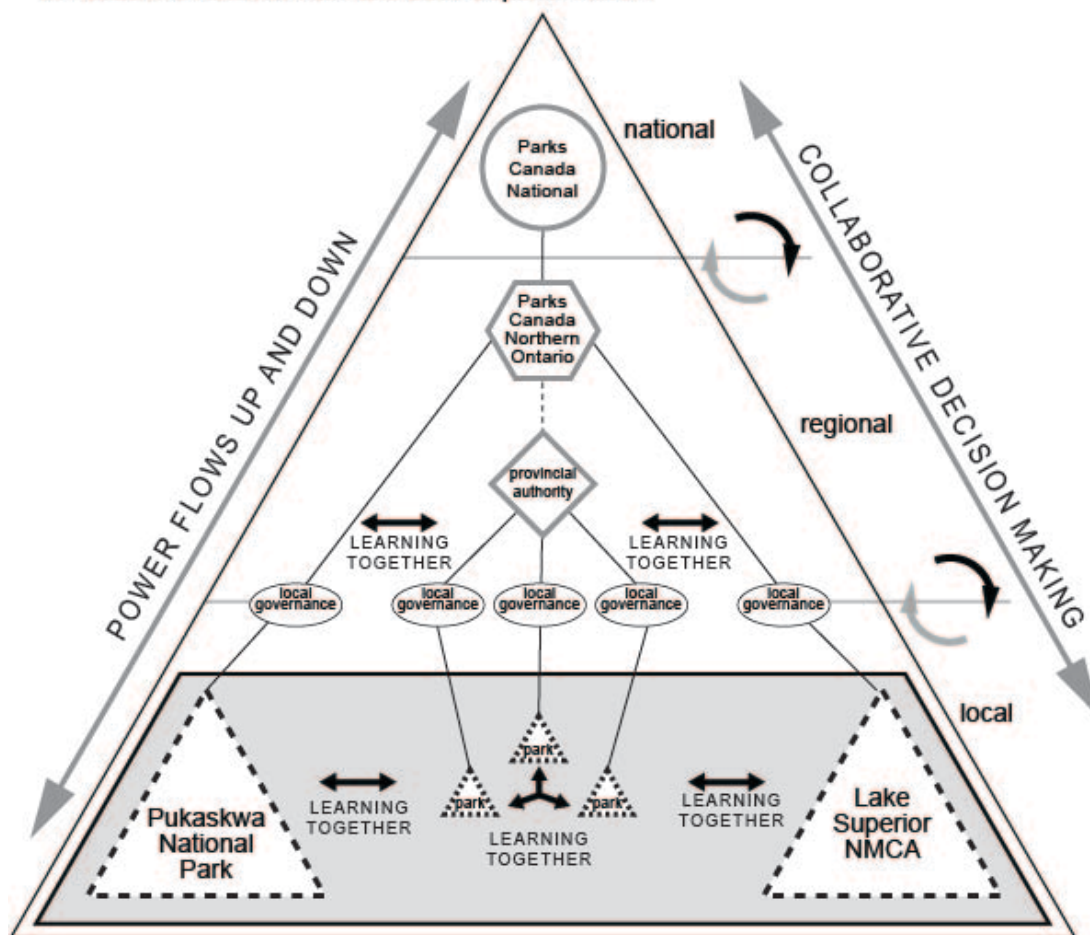


Figure 5-1 Hierarchical Polycentric Governance Pathways for Sharing Power and Decision Making at Pukaskwa National Park and Lake Superior NMCA

The model operates through an integrated, networked system of decision-making across the landscape. It respects existing institutional authorities and intends to deliver decision-making that is inclusive and responsive to local, regional and national priorities. Power is acknowledged as present in the model and moving throughout.

Lastly, this research, supported by the proposed HPG model, contributes to PA theory by expanding on the PA Boundary Model (Dearden, 1988) by addressing how to influence human behaviours in the space between the administrative boundary and the generated edges. This suggests that the generated edge, from a communication and interaction view

must extend perhaps further than all other aspects of the generated edge, and it is critical that PA management recognizes this.

Through the application of principles of good governance and specifically, in this instance HPG, the landscape adjacent to the PAs, often occupied or used by local community members, is recognized as important to PA governance decision-making. This approach allows PA managers and governors to apply an ecosystem based approach to landscape scale decision-making that steers and informs management.

Thus, governors as local stakeholders within an HPG approach to decision-making give guidance to the implementation of EBM where community stakeholders are part of determining how to get the work done to maintain and improve ecosystem structure and function within a geographic area. Ultimately, this approach engages with local people, shares power and decision-making leading to the identification of barriers to effective management of the PA up to its generated edge and beyond.

Structurally, the various Acts administered by Parks Canada for the protection of terrestrial and marine environments encourages public engagement with Parks Canada. It is evident that the legislation Parks Canada is responsible for associated with marine environments provides the Minister with increased opportunity to establish advisory bodies for the purposes of the respective Acts and requires the establishment of management advisory committees related to management planning processes. The National Parks Act, does not require the establishment of advisory committees related to the development of management plans and does not compel the minister to establish any advisory committee. However, it does not preclude the Minister from doing so. Both the National Parks Act and the NMCA Act provide the opportunity to share power and decision-making with people most affected by the decisions being made. Ultimately, it is up to the community and the PA authority to determine how to achieve such sharing, remembering that governance without intent to share power and decision-making is essentially reinforcing the status quo. Making changes to how Pukaskwa and Lake Superior NMCA is governed, is timely in that, “Pukaskwa, along with the Lake Superior

National Marine Conservation Area, local First Nations and Métis, and local communities, can expect to play a continuing role in the economy and life of the Lake Superior region in the years to come” (Parks Canada, 2014a, p. 10). Given the increasingly important role the PAs are playing in the economy of the Lake Superior region and the world’s need to reduce biodiversity loss, determining how best to share power and decision-making with local people is central to the future of PAs in Canada and around the world.

The next section turns to explore recommendations from both a researcher’s and a practitioner’s point of view. The recommendations may prove helpful to the local communities and address topics that might be of interest by other jurisdictions.

5.2 Recommendations from Results

The following eight recommendations, derived from the two case studies in Northern Ontario, may be transferable to other PAs in Canada where governance and management issues exist or are emerging. Leading the recommendations is the need to apply a theoretical model of governance to the PAs studied. This is followed by increasingly practical recommendations reflecting the findings reported in the dissertation. The recommendations are:

1. Implement a Hierarchical Polycentric Governance (HPG) approach to governing the two PAs in conjunction with the application of a modified boundary model approach to PA decision-making.

Based on the results of this study, the communities of Terrace Bay and Marathon, expect Parks Canada to share power and decision-making with local residents and others, prior to decisions being made. The two communities share the expectation for increased collaboration albeit, the degree to which such collaboration takes place, is different for both communities. What is clear is that the communities support Parks Canada retaining

majority power in decision-making for the PAs. The challenge becomes how does Parks Canada shift its present approach to governance to one that meets the demonstrated need?

The answer lies, in part, with the existing legislation that governs the two PAs, the implementation of a modified boundary model for PAs and adopting an Hierarchical Polycentric Governance (HPG) approach to governing the two PAs

Both the National Parks Act (NPA) and the NMCAs Act intend involvement by Canadians in decision-making about National Parks and NMCAs. Management planning is the primary vehicle through which input by Canadians is envisioned. The Acts also identify other means of input (see section 8. (4) of the NMCA Act and section 10. (1) of the NPA), inviting arrangements for sharing power and decision-making associated with PAs. Furthermore, the NMCA compels consultation with coastal communities and requires the Minister to establish a “Management Advisory Committee” for each NMCA. While not legally required, the NPA does leave room for the establishment of advisory committees under the authority of the Minister.

In this instance, based on the preference of the local communities for involvement in decision-making, sharing power, and Parks Canada’s ultimate authority for decision-making, Parks Canada may wish to consider an approach to governing the two PAs that strengthens the differentiation between management direction and governance steer through the establishment of the Advisory Committees.

The Advisory Committees will require that they engage with as many as 18 communities, spread across hundreds of kilometres, each representative wanting to engage in decision-making that will improve their community’s health and well-being. Further complicating the circumstance includes considering the administrative boundaries of the two PAs “enclose” 10,000 km² at the NMCA and 1878 km² at Pukaskwa National Park. Scale remains an important topic for governance approaches in Northern Ontario.

An important consideration to successfully re-orienting the governance approach by

Parks Canada in Northern Ontario is the application of a modified Boundary Model through HPG. The purpose of which is to address human behaviours inside and outside of the PAs in order to increase biodiversity and improve visitor experiences. Applying a modified Boundary Model through HPG results in intersecting principles of ecosystem management with principles of good governance of PAs.

Hierarchical polycentric governance, offers an approach to governing the two PAs that meets Parks Canada's legislation for the two PAs, respects Ministerial authorities and encourages bottom up and top down decision-making through collaboration. It offers an alternative approach to governing that embraces ecosystem management and responsive to the application of a modified Boundary Model.

Coincidentally, the required Management Advisory Committee for the NMCA, is a ready governance mechanism requiring only that it be given direction to function through an HPG approach. Pukaskwa National Park, on the other hand, would need to create a park advisory committee, through which an HPG approach could be implemented.

Lastly, applying a hierarchical polycentric governance (HPG) approach responds affirmatively to the interests of the communities in Parks Canada retaining decision-making authority while at the same time, sharing power and decision-making.

2. The Government of Canada through Parks Canada recommit to an ecosystem management approach for Canada's terrestrial and marine environments.

Ecosystem management, according to Parks Canada's "Guiding Principles and Operational Policies" (1994) remains a conceptual approach to management decision-making. The National Parks Act, the NMCAs Act and the Saguenay – St. Lawrence Marine Park Act, hold ecosystem management as central to decision-making to protect PA ecosystems. Additionally, the CBD requires an ecosystem based management approach to PA design and management. It is unclear whether or not ecosystem

management as an approach fundamental to the management of terrestrial and marine environments by Parks Canada has the support of government.

Respondents from Terrace Bay and Marathon support the purposes of the federal PAs closest to their communities. Both communities also identified it being “highly important” that Parks Canada consider how its decisions affect surrounding lands and communities. Strong empirical and theoretical evidence exists for the continued application of an ecosystem management approach to decision-making for PAs.

Parks Canada staff would benefit from knowing that engaging beyond park boundaries is supported. Additionally, applying principles of good governance of PAs, as proposed by the IUCN (Borrini-Feyerabend et al, 2013), necessitates beyond boundary thinking in order to effectively protect biodiversity. Applying a modified Boundary Model through which principles of PA governance can be applied provides a necessary bridge between governance steer and management decision-making.

3. Parks Canada and the communities of Marathon and Terrace Bay should work together to determine strategies to increase residents’ awareness about what is taking place at the PAs.

Residents of Terrace Bay and Marathon don’t know enough about what is taking place at the two PAs to feel certain about their satisfaction with the management of the PAs. Thirty per cent of respondents from Marathon were not sure of how the park was being managed and nearly half of the respondents from Terrace Bay indicated uncertainty about how the NMCA was being managed.

The results of this dissertation provide substantial guidance to determine how to engage with the community, what tools to use and who should be involved. Following review of the findings herein, officials from the Town of Marathon, the Town of Terrace Bay and Parks Canada, may wish to consider the development of working groups to address areas of priority to their respective organizations. Strong consideration should be given by the

parties to collaboratively engage in management effectiveness evaluation and governance assessment.

Additionally, Parks Canada's Field Unit management team for Northern Ontario should take the time to meet with the Mayor and Councils of both communities on a regular basis to re-establish and confirm organizational relationships. The management teams at Pukaskwa and the NMCA should meet quarterly with the Mayors and Councils to update them on all facets of their respective programs.

Without awareness by the local people of the PAs' priorities, it is difficult to count on local people to contribute to strategies, plans and behaviours necessary to meet them. Similarly, without Parks Canada officials understanding the respective local community's priorities, little understanding or appreciation can exist for how to work together. Basic relationship building between Parks Canada and the communities must be revived and maintained so that the opportunity for more complex discussions can take place.

4. Increase social science capacity by locating a minimum of one social scientist at Pukaskwa National Park and one at Lake Superior NMCA.

Social science is necessary to understand the human dimensions of PAs. Managing and governing socio-ecological systems require expert input into how to do that. While ecologists have found their place in PA staff complements, social scientists have not (Bennett et al., 2016; Smythe & Thompson, 2015). It appears that only half of the expertise needed to address the challenges facing PAs, is present at the sites on a permanent basis. Neither Pukaskwa nor the NMCA have permanent social scientists located at the sites.

Through such academic disciplines as geography, anthropology, and sociology, social scientists explore the relationships people have with each other, society and the planet. In particular, understanding the values people hold about the natural environment informs PA decision makers with information useful to understanding motivations for human

behaviours that negatively and positively affect conservation generally and more particularly, ecosystem structure and function. As suggested earlier, EBM is informed by societal choice (Long et al., 2015). Social scientists are necessary to design the instrumentation to gather, analyze and interpret data that reveals societal priorities and advise on the likely acceptability of management actions for conservation through knowledge of local context (Bennett et al, 2016). Social scientists can be the vanguard to relationship and trust building with communities if PA authorities recognize social scientists for their responsibility to learn from the community and not tell the community what the Corporate body wishes to communicate. That role is already amply occupied. Specific skill sets associated with problem identification, data collection and analysis through for example survey design and implementation, as well as skills associated with conflict resolution, negotiation, facilitation, and communication, all are essential for PA authorities to engage with and learn from local communities.

Social science capacity at the PAs should be increased by a minimum of one social scientist at each PA studied. Without the skills and expertise of social scientists available to contribute to management solutions and build the programs necessary to ask the correct question in the correct ways of local community members, local political leadership, potential partners and others, Parks Canada and the communities are less able to respond to and anticipate the needs of visitors and residents.

The consequences of not having permanent social science presence on site includes, as suggested by the results of this study, a lack of current information about how local community members perceive the PA, absent understanding by PA officials of how local communities wish to share power and decision-making, identification of who should be involved in decision-making about the PAs and how best to build relationships with local communities. The role of social scientist is critical to achieving conservation and social goals of PA organizations.

It may be possible through creative approaches to funding that the roles of social scientist might be supported through collaborative funding. For example, directing resources to a

common pool, administered and contributed to by the Town of Marathon or Terrace Bay, could result in locating social scientists at municipal offices, benefitting local administrative capacity and building relationships between the PA and the Town.

5. The formation of Council Standing Committees responsible for liaison with Parks Canada's Site Managers.

Responses from the community surveys and oral interviews with the elected leadership indicate the need for improved engagement with local stakeholders in ways that involve them in decision-making about the PAs. Oral interview responses from the elected officials suggest the need for consistent and direct engagement with the local Town Councils and the need for engagement with the town's citizens about what is taking place at the PAs.

To address these concerns, the Town Councils may wish to consider the formation of Standing Committees of Council whose responsibilities include regular liaison with the PA Site Managers. In this way, the subject of the PAs becomes a reporting item at the regular meetings of the Councils. So too does the opportunity for the elected representatives of the two communities to influence how PA managers engage with their citizens.

By establishing such a Committee, power and priority are extended to the relationship with the PAs by the elected leadership of the communities. Consequently, the PAs gain increased visibility through public meetings of the Councils and awareness about the decisions being made at the PAs is increased. Additionally, community elected officials can, as a result of increased awareness of the business of PAs, offer advice regarding areas of interest by citizens, leading to even greater awareness by local community members about what is taking place at the PAs.

6. Assign Economic Development Departments to explore with Parks Canada officials opportunities for economic diversification of the community.

The results of this study indicate that the residents and local leadership of Terrace Bay and Marathon expect PAs to consider how its decisions impact on the surrounding lands and communities of Terrace Bay and Marathon. Additionally, Marathon residents recognize the need to improve Pukaskwa's performance related to economic development, particularly tourism and job creation. The importance of considering social and ecological factors when making decisions about the PAs requires involvement with subject matter experts familiar with economic development, community planning, health and social services, along with wildlife experts, ecologists and natural resource management experts. At the present time, the communities and Parks Canada, do not have in place arrangements to address these expectations.

Both communities however, have staff responsible for economic development. It may be possible for both communities to ask their economic development departments to explore with Parks Canada's local officials, the best arrangements for local officials to work together to meet the expectations of the communities.

The communities of Terrace Bay and Marathon have in their histories each experienced shocking downturns in their local economies. Both communities understand the risk in relying on a single major employer for their community's economic health. Economic diversification has long been a goal for both communities but realizing such diversification has been elusive. Now, with the federal PAs representing long term presence on the landscape, serious efforts by both Parks Canada and the communities of Terrace Bay and Marathon, to explore through their respective officials, opportunities for economic diversification, is opportune.

7. Mayor and Council request formal participation as members (or their delegates) of management planning teams.

Results from this survey indicate that residents want to understand the decisions that are made at the PAs and want to be able to disagree with those decisions and have their

voices heard. A number of the preceding recommendations contribute to addressing this requirement but this recommendation is specific to the role of the elected officials in the management planning process.

Survey results also indicate that the PAs management plans are considered to be the primary accountability document between the public and Parks Canada. Parks Canada's management planning process and legislated requirements provide the foundations from which processes can be designed to ensure the decisions contained in a management plan are understood by the community and adjusted based on community feedback.

To reinforce the opportunity for local citizens' voices to be heard and fulsome discussion concerning the decisions contained in the management plans, the Councils of the two communities may wish to request formal participation on the management planning teams for a representative from Council or their designate.

Local community members participating on the management planning team allows the community to have direct influence over how the management plan is scoped, the issues to be addressed and review of the management plan drafts leading up to broad public consultation and eventual recommendation to the Minister.

Involvement by local representatives in the management planning process in this way reinforces the legitimacy of the plan and significantly demonstrates willingness by Parks Canada to be transparent in its processes and decision-making. Directly involving local stakeholders in the development of the document that local citizens agree is the primary accountability document between Parks Canada and the community, will go a long way to building and reinforcing trust between Parks Canada and local residents. As well, the opportunity for local involvement directly in the development of the management plan creates the opportunity for shared learning during discussions about the content of the plan.

8. Parks Canada and the communities of Marathon and Terrace Bay with First Nations involvement and support, should consider hosting regular presentations of the history of the agreements to establish the PAs, and their current status to the communities of Marathon and Terrace Bay.

Respondents from Terrace Bay and Marathon indicated that it was of medium importance that First Nations have some influence on decision-making at the PAs. This result underscores the challenge Parks Canada has associated with informing local people about the contents of agreements to establish the two PAs and the current status of negotiations.

While it is beyond the scope of this research to address the circumstances that are influencing the relationship between First Nations and Parks Canada, it is important to recognize that Parks Canada's relationship with First Nations also affects Parks Canada's relationship with the communities of Marathon and Terrace Bay. Therefore, an approach to sharing information with local community members should be formalized.

Recognizing the significance of learning together as a contributor to good governance will serve well governance approaches involving First Nations, the communities and Parks Canada. Both Pukaskwa National Park and Lake Superior NMCA have, as part of the process for establishment, agreements with First Nations related to employment, economic development and traditional access and use of the lands and waters that make up the PAs. Parks Canada and the communities of Marathon and Terrace Bay with First Nations involvement and support, should consider hosting regular presentations of the history of the agreements and their current status to the communities of Marathon and Terrace Bay.

In order to establish Pukaskwa National Park and Lake Superior NMCA, First Nations support is necessary. While the federal government strives to achieve the necessary support, there is opportunity for the citizens of the two communities to become more informed and aware of the commitments and obligations Parks Canada has made to the First Nations associated with the two PAs. Awareness of the arrangements and unfolding

negotiations or discussions with Parks Canada will assist community members in appreciating the complexity and the opportunities that exist for the benefit of local communities, the First Nations and Parks Canada. The PAs can be seen as places where true reconciliation can take place between Indigenous peoples of Canada and the federal government, creating opportunity for benefits local to the community and First Nations.

5.3 Recommendations to Managers From A Practitioner's Point of View

Early in my career, as a new Superintendent of a National Park, I naively asked myself: "Why is everyone always mad at us? This is parks!" The question persisted. Applying, what is now known as good governance of PAs, contributes significantly to putting the question to rest.

Why were people angry? Because, in my experience, they didn't understand why Parks Canada was making the decisions they did, they didn't feel there was a way to change a decision that was made and they didn't feel like what was important to them was being heard by Parks Canada. I believe how we engaged with Canadians, left them feeling powerless, unheard and uncared for. Evidence from PAs scholars suggests such feelings are not limited to the Canadian experience.

This research reveals that these same feelings are at times, present with community members in Northern Ontario. How, PA managers go about dealing with these local feelings is of course, key to fundamentally and profoundly changing the relationship between local people and PAs. Based on the research conducted and personal experience, one internally focused behaviour change for managers responsible for PAs is proposed and two outward focused initiatives are suggested.

To the first point, a significant issue for managers of PAs is knowing how much authority they have to make decisions. Parks Canada delegates authority to make decisions to managers at the Field Unit or at the site level. However, there is a tendency in Parks Canada to be cautious in decision-making. Such caution, expressed by the need for

repeated briefing notes and personal briefings with Senior Management, results in compressing the space available for decision-making in the field and impinges on the ability for local managers to act quickly and seize the moment.

To this point, for those with delegated authorities for decision-making, quickly occupying the entire delegated space by filling it with purpose is necessary. This might mean, working with community members to create task groups to explore decision-making and power sharing, confirming preferential communication approaches, approaching faith based organizations to discuss the importance of PAs or convening discussions with the local health authority to explore benefits of PAs from a community well-being perspective. By taking action, the activity within the available space defends against contraction and creates the organizational culture necessary to practice principles of good governance. The “just do it” approach is challenging given a top-down, command and control system like Parks Canada. However, there is ample room in the existing internal power structure at Parks Canada for creative, different and meaningful engagement with local citizens, well within the bounds of public service accountability.

Further complicating the challenges of decision-making within top-down organizations, particularly a bureaucracy, the understood cause and effect, linearity, command and control, input-throughput-output approaches to decision-making will be increasingly challenged to prove useful (Berkes, 2012; Jentoft & Chuenpagdee, 2009; Eagles, 2009; Levin et al., 2012; McCool, 2009; McCool, et al., 2015; Plummer & Fennell, 2009; Rittel & Webber, 1973). Continuing to apply such a model is equivalent to continuing single species management in the face of ecosystem based management. When scientists make observations about the necessary qualities of redundancy, resiliency, and adaptability as essential components of ecosystem health (Folke et al., 2010; Hagerman & Satterfield, 2014; Reich et al., 2012) they are the same qualities that contribute to healthy social systems (Armitage et al., 2009; Berkes, 2004). Bureaucracies are not well designed to consider, for example, redundancy as a legitimate component of effective management. Jones (2014), describes the challenge as, “where species redundancy is widely recognised and welcomed as contributing to ecological resilience, institutional redundancy may be

resisted on the grounds that it leads to fragmentation, duplication, inconsistencies and inefficiencies” (p. 90). Evidently, a disconnection exists between what good governance needs from its enabling institutions and what is rewarded in the management world. The problem is, governance is not management, and managers are being asked to do governance work (Bennett & Dearden 2014b, Lockwood, 2010). The results of this study demonstrate the need for Parks Canada to turn the Agency’s attention to the distinction between management and governance particularly as they are applied within the generated edge of PA boundaries. In so doing, and by applying principles of both ecosystem management and good governance, Parks Canada will realize increased community support for existing PAs and importantly, increase support for new PAs.

Turning to the idea of two outward focused initiatives, both are responsive to the need for meaningful citizen engagement as part of PA responsibilities. They are: shared learning and sharing decision-making.

Achieving shared learning requires, as an important first step, designing the system at the site level that allows for personal regular meetings with two groups: (1) the local Mayor and Council, Aboriginal leadership, and other opinion leaders and (2) those not engaged with the PA normally. The first grouping should not be a surprise. It is admittedly, difficult to create and maintain such a routine. It is though, something that has to be done to build trust and legitimacy between PA officials and others. The second group is far more difficult to address and importantly, where growth in constituent support rests. Governance of PAs requires addressing issues of equity and social justice. Powerful groups have voice. Groups without power often go unheard or unnoticed. Electronic communications does not appear to be a barrier for the residents of the two communities. Therefore, the identification of social networks utilizing social media may be a key tool for PA managers to use to connect with local people not normally connected with or known to be PA supporters. However, this is not enough.

The results of this study support local residents’ expectation that community residents should be involved in decision-making about the PAs. The results also strongly

demonstrate the expectation that decisions should be made in ways that people understand and if residents don't understand, a way to disagree with the decision should be available. Additionally, respondents indicated they expect Parks Canada to consider how its decisions affect the surrounding lands and communities of Terrace Bay and Marathon. To these points, it is necessary to recognize the need for social scientists to be part of the staff complement at National Parks and NMCAs. The absence of local social scientists in decision-making processes and in the design of decision-making processes involving human dimensions, is akin to leaving the ecologist out of the discussion about ecological integrity. Governance of PAs requires understanding human dimensions associated with the scale of the challenges and problems being addressed. The unique skill sets associated with social science expertise can contribute to how one might reach individuals and groups not normally engaged with the PAs and importantly, assist in enriching the environment within which individuals and groups can learn together.

Sharing decision-making necessitates regularly reporting out on decisions being made, how the decisions were made and inviting people into the decision-making process by asking for their help. Early in my career, working as the Economic Development Manager for the Town of Marathon, efforts to engage Pukaskwa National Park resulted in a joint tourism initiative involving contributions from the Park, the Town of Marathon, the pulp mill and the three mines. Striking is my recollection of how surprised everyone was to be asked and how pleased everyone was to contribute. Later, working for Pukaskwa National Park, as the Chief of Visitor Services, I reached out to the Town of Marathon, intent on continuing the opportunity to cooperate and found, surprise that the Park was asking.

Asking for help, immediately opens up pathways for power to move, creates ways for involvement with local people that honours local knowledge, their experience and feelings about the PA. This research finds that while community members support power for decision-making about the PAs resting with Parks Canada, community members also felt mechanisms and processes should exist to allow individuals the opportunity to communicate support or dissent about decisions made by PA authorities. Social

scientists are uniquely equipped to assist in designing approaches and mechanisms to ensure appropriate engagement processes exist between Parks Canada and local communities.

For PAs to be valued, trusted and supported by local communities, sharing power and decision-making has to be seen and experienced by local people. Arnstein (1969) and Grumbine (1994 & 1997) indicated the importance of addressing power in order to be regarded as legitimate authorities. Jones (2014) posed the question, “can the state *both* empower local people *and* retain enough power to be sufficiently in charge to ensure fulfillment of strategic, wider-scale conservation objectives?” (p. 84). This research, suggests that the answer to the question is, yes.

It is urgent that world governments and others find ways to quickly make more, larger and interconnected PAs that meet biodiversity goals. Part of how to achieve more, larger and interconnected PAs faster, requires sharing power and decision-making with local people in ways that local people support and want. Ultimately, trust between local people and non-local people will determine the long-term success of PA establishment and operations. Getting governance right will build the trust necessary to realize more PAs faster, slowing the loss of biodiversity and improving the health and well-being of people living nearby to PAs.

5.4 Study Limitations

The study was not inclusive of Aboriginal perspectives on governance. Given the significance of Aboriginal / Indigenous relations to successful establishment of PAs not only in Canada but around the world, the study would have benefited from local First Nations’ perspectives about sharing power and decision-making. Unfortunately, engagement with local First Nations was not possible due to larger relationship issues with the Government of Canada and at the time, local First Nation Government policy against involvement in university related research.

Concern has been expressed by some as to the validity of the case study due to “the degree to which the individual actor’s point of view can be incorporated into theory development, and what status is assigned to it in developing understanding and providing explanation” (Amedeo, Golledge & Stimson, 2009, p. 85). In this case, the researcher’s familiarity with the area and the people could be interpreted as a possible weakness to the study. However, “if the objective of a research project is to explain the behavior or experiences of actors from the perspectives of their beliefs, attitudes, perceptions cognitions, and experiences, then the case study approach has real potential as a tool to develop explanation” (Amedeo et al., 2009, p. 86). Familiarity with the region, its people, geography and cultures, may assist in interpreting the results in a way not available to someone unfamiliar with the area.

Similarly, familiarity by the researcher to Parks Canada, its organizational culture, internal processes and systems, could be seen as limiting because of the possibility of personal bias on the researchers part. On the other hand, strong familiarity with Parks Canada’s systems and processes might provide insight, unavailable to researchers without the same experience.

The survey response rates of 32% and 31% for Terrace Bay and Marathon respectively, while at the lower end of expected response rates for mail surveys (Parfitt, 2005) appear not to have limited the study’s results. In both samples, demographic characteristics of the sample compared well with census data regarding type of residence and employment status. This suggests that the sample may not contain substantial bias since the sample resembles the population with respect to type of residence and employment status. However both samples differed somewhat from the population regarding gender (both samples tend to have more males compared to census data) and age (both samples tend to be older compared to census data). These observations suggested that a non-response bias may be present with respect to these two variables. However, this possibility was examined further by comparing all questionnaire responses by gender and by age. Regarding age, no significant differences were determined for any of the 46 variables found in the questionnaire used in Marathon and Terrace Bay. Similarly, possible gender

differences were explored with the two samples. With the Marathon sample, 5 of the 46 questionnaire variables differed significantly by gender, with female responses higher in each case. With the Terrace Bay sample, 14 of 42 variables differed significantly by gender, with female responses higher in each case. In summary, these tests point to the possibility of a modest non response bias whereby female responses are somewhat under-represented in both samples.

5.5 Suggestions for Further Research

The following suggestions encourage recognition of the need for coordinated approaches to research within the watershed of Lake Superior, respecting the traditional territories of First Nations on both sides of the lake and Métis, on the Canadian side. The suggestions are made hoping such cooperation might be achieved through a focused Lake Superior Knowledge Generation Centre, hosted by Lakehead University and supported by all levels of governments, research institutions and private sector. Encouraging knowledge creation, innovation and excellence in research and practical solutions to environmental challenges, the Centre could take advantage of web-based technology and traditional models of learning such as supporting field schools and labs. Serving community based economic development and innovation, the centre could form a core in a network of research nodes around the lake.

Aboriginal perspectives on governance: As discussed in this dissertation, governance is about power. Good governance achieves sharing power and decision-making to the extent that it is lawful and supported by participants. It is an unfortunate reality that Canada's First Peoples, are not equal in power when decision-making is occurring that directly affects the lands from which their identity, culture and "being" is drawn. Nation-to-Nation relationships require governance and governing models that support reconciliation, more so than cooperative or co-management. The distinctions are unclear and therefore necessarily, in need of confirmation, through First Nation's community supported research.

Examining the extent to which governance and management intersect and what happens at that point: As pointed out, the topic of governance of PAs is a recent phenomenon, often associated with the 2003 World Parks Congress. Bennett and Dearden, (2014b) make the following observation, “subsuming governance or development under the auspices of management does not do justice to the full complexity of governance or development” (p. 98). The observation that, “subsuming governance under the auspices of management”, warns that distinctions remain unclear, despite efforts by the IUCN (Borinni-Feyerabend et al., 2013) and others (Lockwood, 2010; Shields et al., 2016) to distinguish between the two. Empirical studies are needed to assist the academy in conceptualizing and confirming the characteristics of the differences and managers of PAs require practical advice about who exactly, is responsible for governance and how might they work with management?

Understanding the preferred power relationship local communities want with Protected Areas: Research directed toward understanding whether or not communities across the country want to share power and decision-making with PA authorities is fundamental to understanding how to approach relationships with partners, stakeholders and community leadership in order to protect biodiversity and connect people with nature. Protected area authorities in Canada should consider confirming where on the power sharing continuum stakeholders, partners and community leaders wish to rest in relation to PAs closest to their communities.

Repeating the approach and format used in this study with communities adjacent to Lake Superior NMCA, for example, Silver Islet, Red Rock, Nipigon, Rosspoint and Schreiber, would generate results useful to understanding how best to design governance approaches, supported by residents of those communities. Similarly, repeating the study format to include the communities of White River, Wawa and Michipocoten, will assist Pukaskwa National Park, in achieving a greater understanding regarding the degree of involvement those communities might wish related to the governance of the park.

Interest in participating in Protected Areas issues: It is unclear from this study if interest by local people to engage in issues associated with governance or management is limited. It would be helpful if PA authorities had some indication of interest by local residents as to whether or not they felt they had the time and inclination to participate in addressing issues related to protected areas. Researching barriers to participation and determining ways to encourage involvement will prove increasingly important for PA authorities that have shifted to account for great public participation and community engagement.

Perceptions of Protected Areas' effectiveness in achieving conservation outcomes by local community members: Without the support of local community members it will be increasingly difficult to establish PAs in those nations where democracy is valued. There is a requirement to study perceptions that local people have of local PAs as a way to understand where and how existing policies, management initiatives, and behaviours by PA authorities are causing local people to negatively perceive the PA. Gaining local support for PAs addresses a significant barrier to the effectiveness of PAs and sustainable conservation initiatives.

Changing perceptions about nature based tourism Northern Ontario: Described as communities in transition, the opportunity to explore changing perceptions about sustainable nature based tourism is critical to understanding how to maximize contributions to local communities from existing and new PAs. Searching for and confirming ways for local populations to engage with the natural environment sustainably, contributes to creating certainty and longevity for communities deeply connected to the natural resources of the area. Creating livelihood opportunities for young people and others to remain or return to their home communities is an important responsibility for future research along the north shore of Lake Superior.

The importance of freshwater to the health and well-being of coastal communities: Linked directly to Lake Superior's prominence as the world's largest freshwater lake by surface area, and the presence of the largest freshwater PA in the world, the need for

baseline data ranging from water chemistry to the values and beliefs local communities hold for marine and terrestrial PAs is needed.

Governance in the form of hierarchical polycentric interconnected protected areas:

Approaching governance from the point of view that the state has a legitimate role in the governance and management of PAs, and appreciating principles of good governance, further study is needed to reveal how the hierarchical system of authority can operate to achieve just and equitable conservation programs supported by local, regional and national stakeholders.

The watershed of Lake Superior provides a natural boundary from within which PAs surrounding the lake and within the lake can be studied to understand current governance structures. This baseline information can be used to begin comparative and comprehensive analysis of current power sharing and decision-making approaches. The information generated may shed insight to how effective, equitable and supported the governance systems around the lake are in light of principles of good PA governance.

This research and future research related to publicly held PAs, helps respond to Ostrom's (2010) challenge that "a core goal of public policy should be to facilitate the development of institutions that bring out the best in humans. We need to ask how diverse polycentric institutions help or hinder the innovativeness, learning, adapting, trustworthiness, levels of cooperation of participants, and the achievement of more effective, equitable, and sustainable outcomes at multiple scales" (p. 25).

I trust the idea of PAs will forever be celebrated as one of the ways the best of humankind is revealed.

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Appendix 1: Semi Structured Oral Interview Questions

MARATHON:

Orientation Questions

Q.1 How familiar are you with Pukaskwa National Park? About how often have you visited the park in the last three years?

Q.2 What are some of the benefits of the park for the community of Marathon? Who in the community most benefits from the park? Who in the community least benefits from the park?

Q.3 Are there any negative impacts of the park on Marathon? Who in the community is most negatively impacted by the park?

Are you aware of the management plan for the park?

If yes, ask: Do you agree with the plan? Did you provide any input into its formulation?

Legitimacy and Voice

Q.4 Next, I would like to have some discussion about the nature of community involvement in how the park makes decisions. Is the community involved in decision-making by the park? Should it be? In what ways does the park attempt to involve the community in decision-making about how the park is managed? Can you give some examples?

Q.5 Are there other ways that you think the park could involve local people in making decisions about the park?

Q.6 Who in the community should be consulted by the park in making decisions? Should others outside Marathon be consulted?

Transparency and accountability

Q.7. Is the park clear and open (transparent) in how decisions are made? Can you provide examples where transparency is good or bad?

Q.8 Does the park provide good explanations for why certain decisions are made?

Fairness

Q.9 When the community is asked for involvement by the park in making decisions, do community participants feel heard and treated with respect? Can you provide any specific examples where this has occurred or not occurred?

Inclusiveness

Q.10. Does the park allow everyone a chance to participate in decision-making? Can you describe who is involved and who is not?

Connectivity

Q.11. In your opinion, does the park consider the ways the park impacts on surrounding landscapes, including vegetation and wildlife (and vice-versa)? Are there any issues of this kind you are aware of?

Resilience

Q.12 In your opinion do you think the park evaluates past decisions and actions in order to learn how to make better decisions? Are you aware of any examples of where this has occurred or should have occurred?

Power

Q.13 What sort of relationship should the community have with the park in making decisions; should the community have equal power, more power, or less power? Can you discuss your reasoning?

Q.14 (Follow –up) Can you think of situations or types of decisions where the community should have more power, less power or equal power? Please describe.

Q.15 Since National Parks are created for all Canadians, there may be times when Parks Canada makes decisions that respond to national interests but may be against the wishes of local communities such as Marathon. How do you feel about this challenge? Can you suggest how this kind of issue should be addressed?

Wrap up - Accountability

Q.16 Do you believe people in the community have a right to question, challenge and express approval or disapproval of the park's plans, decision and actions? Do you know how to do that when dealing with the park?

Would you know what the differences are between a NMCA and a National Park?

Q.17 This concludes our interview – is there anything else you would like to add?

Final comment:

Many thanks for participating in this interview. I will be preparing a summary of this interview to be included in my research, although your name will not be attached anywhere.

TERRACE BAY:

Orientation Questions

Q.1 How familiar are you with Pukaskwa National Park? About how often have you visited the park in the last three years?

Q.2 What are some of the benefits of the park for the community of Marathon? Who in the community most benefits from the park? Who in the community least benefits from the park?

Q.3 Are there any negative impacts of the park on Marathon? Who in the community is most negatively impacted by the park?

Are you aware of the management plan for the park?

If yes, ask: Do you agree with the plan? Did you provide any input into its formulation?

Legitimacy and Voice

Q.4 Next, I would like to have some discussion about the nature of community involvement in how the park makes decisions. Is the community involved in decision-making by the park? Should it be? In what ways does the park attempt to involve the community in decision-making about how the park is managed? Can you give some examples?

Q.5 Are there other ways that you think the park could involve local people in making decisions about the park?

Q.6 Who in the community should be consulted by the park in making decisions? Should others outside Marathon be consulted?

Transparency and accountability

Q.7. Is the park clear and open (transparent) in how decisions are made? Can you provide examples where transparency is good or bad?

Q.8 Does the park provide good explanations for why certain decisions are made?

Fairness

Q.9 When the community is asked for involvement by the park in making decisions, do community participants feel heard and treated with respect? Can you provide any specific examples where this has occurred or not occurred?

Inclusiveness

Q.10. Does the park allow everyone a chance to participate in decision-making? Can you describe who is involved and who is not?

Connectivity

Q.11. In your opinion, does the park consider the ways the park impacts on surrounding landscapes, including vegetation and wildlife (and vice-versa)? Are there any issues of this kind you are aware of?

Resilience

Q.12 In your opinion do you think the park evaluates past decisions and actions in order to learn how to make better decisions? Are you aware of any examples of where this has occurred or should have occurred?

Power

Q.13 What sort of relationship should the community have with the park in making decisions; should the community have equal power, more power, or less power? Can you discuss your reasoning?

Q.14 (Follow –up) Can you think of situations or types of decisions where the community should have more power, less power or equal power? Please describe.

Q.15 Since National Parks are created for all Canadians, there may be times when Parks Canada makes decisions that respond to national interests but may be against the wishes of local communities such as Marathon. How do you feel about this challenge? Can you suggest how this kind of issue should be addressed?

Wrap up - Accountability

Q.16 Do you believe people in the community have a right to question, challenge and express approval or disapproval of the park's plans, decision and actions? Do you know how to do that when dealing with the park?

Would you know what the differences are between a NMCA and a National Park?

Q.17 This concludes our interview – is there anything else you would like to add?

Final comment:

Many thanks for participating in this interview. I will be preparing a summary of this interview to be included in my research, although your name will not be attached anywhere.

Appendix 2: Questionnaire Cover Letters



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Invitation to Participate

Community Involvement in Management of Pukaskwa National Park

Dear

Pukaskwa National Park is a park managed by Parks Canada. The park is intended to provide a number of economic and conservation benefits to nearby communities and people like you.

Your assistance is needed in developing the best approach for involving communities and residents in decision-making about the park. Experience shows that parks provide more local benefits if local people are involved in decision-making, not just told what is going to happen.

The attached questionnaire will take about 15 minutes to complete, and can be returned in the postage paid self-addressed envelope provided. You were randomly selected to participate in this study, but your responses will be confidential. Please do not place your name anywhere on the questionnaire. The questionnaire contains a survey number so we can record who has responded, but we will not attach your name to the questionnaire or to the final report.

I am a PhD student at the University of Victoria. This survey is part of my PhD research, and the findings of the study will be shared with the Marathon Town Council, interested park managers across Canada, presented to interested communities and conferences, and published in academic journals.

If you require any further information about this study, I can be reached at:

Mike Walton
PhD Candidate

Thank you,

Mike Walton



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Phone: 250-721-7327
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Invitation to Participate

Community Involvement in Management of Lake Superior National Marine Conservation Area

Dear

Lake Superior National Marine Conservation Area is a new protected area managed by Parks Canada. The National Marine Conservation Area (NMCA) is intended to provide a number of economic and conservation benefits to nearby communities and people like you.

Your assistance is needed in developing the best approach for involving communities and residents in decision-making about the NMCA. Experience shows that protected areas provide more local benefits if local people are involved in decision-making, not just told what is going to happen.

The attached questionnaire will take about 15 minutes to complete, and can be returned in the postage paid self-addressed envelope provided. You were randomly selected to participate in this study, but your responses will be confidential. Please do not place your name anywhere on the questionnaire. The questionnaire contains a survey number so we can record who has responded, but we will not attach your name to the questionnaire or to the final report.

I am a PhD student at the University of Victoria. This survey is part of my PhD research, and the findings of the study will be shared with the Terrace Bay Town Council, interested park managers across Canada, presented to interested communities and conferences, and published in academic journals.

If you require any further information about this study, I can be reached at:

Mike Walton
PhD Candidate

Thank you,

Mike Walton

Appendix 3: Opinion Survey re Pukaskwa

Q19. Which of the following best describes your current employment situation?

- 1 WORKING FULL TIME
- 2 WORKING PART TIME
- 3 RETIRED
- 4 STUDENT
- 5 UNEMPLOYED
- 6 OTHER (please state): _____

Q20. Do you have any other comments you would like to make?

This completes the questionnaire

Thank you very much for your time!

Please return the completed questionnaire in the enclosed postage paid self-addressed envelope.

Your Opinion About Community Involvement in Management of Pukaskwa National Park



PUKASKWA NATIONAL PARK

The purpose of this questionnaire is to provide you with an opportunity to comment on the management of Pukaskwa National Park, and how the park can involve people from Marathon. Please circle the best response to each of the following questions.

Q1. First, we'd like to know how many times you visited Pukaskwa National Park in the past five years? (Please circle number of response below)

- 1. NOT AT ALL
- 2. 1-5 TIMES
- 3. 6-10 TIMES
- 4. OVER 10 TIMES

YOUR SATISFACTION WITH PUKASKWA NATIONAL PARK

Q2. Next, we would like to know your opinion about how good or bad the park is doing in performing the following responsibilities.

	VERY POOR	SOMEWHAT POOR	NOT SURE	SOMEWHAT GOOD	VERY GOOD
A. Providing public access for recreation in the park	1	2	3	4	5
B. Protecting wildlife	1	2	3	4	5
C. Protecting ecological processes	1	2	3	4	5
D. Protecting rare and endangered species	1	2	3	4	5
E. Providing places for learning about nature	1	2	3	4	5
F. Providing opportunities to understand how First Nations cultures have interacted with the natural world	1	2	3	4	5
G. Providing employment opportunities in the park for residents of Marathon	1	2	3	4	5
H. Attracting tourists to the area	1	2	3	4	5
I. Creating tourism related employment in Marathon	1	2	3	4	5

Q14. Are there decision-making areas in Q13. that could be improved by Parks Canada?
Please Comment. _____

ABOUT YOU

In order to help us with the analysis of this survey, please provide the following information about you.

Q15. What is your gender?

- 1 FEMALE
- 2 MALE

Q16. Into which age group do you fall?

- 1 18 TO 34 YEARS
- 2 35 TO 54 YEARS
- 3 55 TO 74 YEARS
- 4 75 YEARS OR OLDER

Q17. About how many years have you lived in Marathon?

_____ YEARS

Q18. What best describes your place of residence?

- 1 RENT
- 2 OWN

please turn page...

HOW DECISIONS ARE MADE ABOUT PUKASKWA NATIONAL PARK

Q13. Please consider the importance of the following statements about decision-making at Pukaskwa National Park.

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
A. Decisions should be made in ways that people can understand	1	2	3	4	5
B. Residents of Marathon should be involved in decision-making about the park	1	2	3	4	5
C. Managers at the park should be able to explain how decision-making is improving	1	2	3	4	5
D. The park management plan should be the primary accountability document between management and the public	1	2	3	4	5
E. The park should consider how its decisions impact on surrounding lands and the community of Marathon	1	2	3	4	5
F. It should be clear who at the park has authority for making decisions	1	2	3	4	5
G. There should be an effective way for residents of Marathon to disagree with decisions made about the park	1	2	3	4	5
H. Marathon's Mayor and Council should have some influence on park decisions	1	2	3	4	5
I. Local First Nations should have some influence on park decisions	1	2	3	4	5
J. If I want, I should have some influence on park decisions	1	2	3	4	5

WHO SHOULD BE INVOLVED IN MAKING DECISIONS ABOUT THE PARK

Q7. A number of groups of people may have an interest in being involved in decisions about how Pukaskwa National Park is managed. Please consider the importance of the involvement of each of the following groups of people.

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
A. Staff working in the park	1	2	3	4	5
B. Parks Canada staff from Ottawa	1	2	3	4	5
C. Scientists (e.g. wildlife specialists)	1	2	3	4	5
D. Tourism Industry	1	2	3	4	5
E. Local Chamber of Commerce	1	2	3	4	5
F. Local Mayor and Council	1	2	3	4	5
G. Local Member of Provincial Parliament	1	2	3	4	5
H. Local Member of Federal Parliament	1	2	3	4	5
I. People visiting the park	1	2	3	4	5
J. People living in the area	1	2	3	4	5
K. Special interest groups (e.g. Ontario Nature, Ontario Federation of Anglers and Hunters)	1	2	3	4	5
L. All Canadians	1	2	3	4	5

Q8. Is there anyone else you think should be involved in decision-making about the park?

Q9. Now please review the list above and indicate the THREE MOST IMPORTANT GROUPS that should be involved in decision-making about the park (place the letter of each below).

- _____ MOST IMPORTANT GROUP
- _____ SECOND MOST IMPORTANT GROUP
- _____ THIRD MOST IMPORTANT GROUP

Q3. Overall, how satisfied are you with the way the park is managed?

1. VERY UNSATISFIED
2. SOMEWHAT UNSATISFIED
3. NOT SURE
4. SOMEWHAT SATISFIED
5. VERY SATISFIED

Q4. Do you have any comments you would like to make on how the management of the park could be improved?

HOW LOCAL PEOPLE CAN BE INVOLVED IN DECISIONS ABOUT THE PARK

Q5. Please indicate the usefulness of each of the following approaches for the park to involve and communicate with residents of Marathon.

	NOT AT ALL USEFUL	SOMEWHAT USEFUL	VERY USEFUL	NOT SURE
A. Regular public meetings for public input	1	2	3	4
B. Regular newsletters by mail or email	1	2	3	4
C. Updated website information	1	2	3	4
D. Community feedback surveys	1	2	3	4
E. Park advisory committees selected from residents of Marathon	1	2	3	4
F. Written comments to the park	1	2	3	4
G. Meeting individually with the park manager	1	2	3	4

Q6. Are there any other approaches that should be included?

HOW MUCH POWER SHOULD PARKS CANADA SHARE WITH THE PUBLIC IN MANAGING THE PARK

Q10. Each of the following statements describes a different way for sharing authority for managing the park. Please indicate your opinion about each approach.

	STRONGLY DISAGREE	SOMEWHAT DISAGREE	NOT SURE	SOMEWHAT AGREE	STRONGLY AGREE
A. Parks Canada should make all decisions, but share information with people about how decisions were made	1	2	3	4	5
B. Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	1	2	3	4	5
C. Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	1	2	3	4	5
D. Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	1	2	3	4	5
E. Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	1	2	3	4	5
F. Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	1	2	3	4	5

Q11. Are there other approaches you feel should be considered?

Q12. Which of the approaches in Q10. do you feel is most appropriate for the way decision-making should occur at Pukaskwa National Park? Please select only one, by placing the letter of your choice below.

_____ MOST APPROPRIATE POWER SHARING APPROACH

Appendix 4: Opinion Survey re LSMCA

Q.19 About how many years have you lived in Terrace Bay?

_____ YEARS

Q.20 What best describes your place of residence?

- 1 RENT
- 2 OWN

Q.21 Which of the following best describes your current employment situation?

- 1 WORKING FULL TIME
- 2 WORKING PART TIME
- 3 RETIRED
- 4 STUDENT
- 5 UNEMPLOYED
- 6 OTHER (please state): _____

Q.22 Do you have any other comments you would like to make?

This completes the questionnaire
Thank you very much for your time!

Please return the completed questionnaire in the enclosed postage
paid self-addressed envelope.

Your Opinion About Community Involvement in Management of Lake Superior National Marine Conservation Area



ABOUT LAKE SUPERIOR NATIONAL MARINE CONSERVATION AREA

The purpose of this questionnaire is to provide you with an opportunity to comment on the management of the National Marine Conservation Area (NMCA) on Lake Superior, and how the park can involve people from Terrace Bay. Please circle the best response to each question.

Q.1 Lake Superior National Marine Conservation Area is a relatively new park in the area administered by Parks Canada. Are you aware of this new park? Please circle number.

- 1 YES
- 2 NO
- 3 NOT SURE

Q.2 Have you visited this new park?

- 1 YES
- 2 NO
- 3 NOT SURE

Q.3 National Parks are also administered by Parks Canada. Have you visited a National Park in the past five years? (please circle number of response below)

- 1 NOT AT ALL
- 2 1 - 5 TIMES
- 3 6 - 10 TIMES
- 4 OVER 10 TIMES

Q.4 Next, we would like to know about areas of responsibility for the NMCA. Please consider the importance of the following areas.

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
A. Providing public access for recreation in the NMCA	1	2	3	4	5
B. Protecting wildlife	1	2	3	4	5
C. Protecting ecological processes	1	2	3	4	5
D. Protecting rare and endangered species	1	2	3	4	5
E. Providing places for learning about nature	1	2	3	4	5

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
H. Terrace Bay's Mayor and Council should have some influence on NMCA decisions	1	2	3	4	5
I. Local First Nations should have some influence on NMCA decisions	1	2	3	4	5
J. If I want, I should have some influence on NMCA decisions	1	2	3	4	5

Q.16 Are there any decision-making areas in Q.15 that could be improved by Parks Canada? Please comment _____

ABOUT YOU

In order to help us with the analysis of this survey, please provide the following information about you.

Q.17 What is your gender?

- 1 FEMALE
- 2 MALE

Q.18 Into which age group do you fall?

- 1 18 to 34 YEARS
- 2 35 TO 54 YEARS
- 3 55 TO 74 YEARS
- 4 75 YEARS OR OLDER

please turn page....

Q.14 Which of the approaches in Q.12 do you feel is most appropriate for the way decision-making should occur at Lake Superior National Marine Conservation Area? Please select only one, by placing the letter of your choice below.

_____ MOST APPROPRIATE POWER SHARING APPROACH

HOW DECISIONS ARE MADE ABOUT LSMNCA

Q.15 Please consider the importance of the following statements about decision-making at Lake Superior National Marine Conservation Area.

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
A. Decisions should be made in ways that people can understand	1	2	3	4	5
B. Residents of Terrace Bay should be involved in decision-making about the NMCA	1	2	3	4	5
C. Managers at the NMCA should be able to explain how decision-making is improving	1	2	3	4	5
D. The NMCA Management Plan should be the primary accountability document between management and the public	1	2	3	4	5
E. The NMCA should consider how its decisions impact on surrounding lands and the community of Terrace Bay	1	2	3	4	5
F. It should be clear who at the NMCA has authority for making decisions	1	2	3	4	5
G. There should be an effective way for residents of Terrace Bay to disagree with decisions made about the NMCA	1	2	3	4	5

Q.8 Are there any other approaches that should be included?

WHO SHOULD BE INVOLVED IN MAKING DECISIONS ABOUT THE NMCA

Q.9 A number of groups of people may have an interest in being involved in decisions about how the NMCA is managed. Please consider the importance of the involvement of each of the following groups of people.

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERY HIGH IMPORTANCE
A. Staff working in the NMCA	1	2	3	4	5
B. Parks Canada staff from Ottawa	1	2	3	4	5
C. Scientists (e.g. wildlife specialists)	1	2	3	4	5
D. Tourism Industry	1	2	3	4	5
E. Local Chamber of Commerce	1	2	3	4	5
F. Local Mayor and Council	1	2	3	4	5
G. Local Member of Provincial Parliament	1	2	3	4	5
H. Local Member of Federal Parliament	1	2	3	4	5
I. People visiting the NMCA	1	2	3	4	5
J. People living in the area	1	2	3	4	5
K. Special interest groups (e.g. Ontario Nature, Ontario Federation of Anglers and Hunters)	1	2	3	4	5
L. All Canadians	1	2	3	4	5

Q.10 Is there anyone else you think should be involved in decision-making about the NMCA?

	NOT AT ALL IMPORTANT	LOW IMPORTANCE	MEDIUM IMPORTANCE	HIGH IMPORTANCE	VERYHIGH IMPORTANCE
F. Providing opportunities to understand how First Nations cultures have interacted with the natural world	1	2	3	4	5
G. Providing employment opportunities in the NMCA for residents of Terrace Bay	1	2	3	4	5
H. Attracting tourists to the area	1	2	3	4	5
I. Creating tourism related employment in Terrace Bay	1	2	3	4	5

Q.5 How satisfied are you with the way the NMCA has performed to date?

VERY UNSATISFIED	SOMEWHAT UNSATISFIED	NOT SURE	SOMEWHAT SATISFIED	VERY SATISFIED
1	2	3	4	5

Q.6 Do you have any comments you would like to make on how the current management of the NMCA could be improved?

HOW LOCAL PEOPLE CAN BE INVOLVED IN DECISIONS ABOUT THE NMCA

Q.7 Please indicate the usefulness of each of the following approaches for the NMCA to involve and communicate with residents of Terrace Bay.

	NOT AT ALL USEFUL	SOMEWHAT USEFUL	VERY USEFUL	NOT SURE
A. Regular public meetings for public input	1	2	3	4
B. Regular newsletters by mail or email	1	2	3	4
C. Updated website information	1	2	3	4
D. Community feedback surveys	1	2	3	4
E. Park advisory committees selected from residents of Terrace Bay	1	2	3	4
F. Written comments to the NMCA	1	2	3	4
G. Meeting individually with the NMCA manager	1	2	3	4

Q.11 Now please review the list in Q.9 and indicate the THREE MOST IMPORTANT GROUPS that should be involved in decision-making about the NMCA (place the letter of each below).

_____ MOST IMPORTANT GROUP
_____ SECOND MOST IMPORTANT GROUP
_____ THIRD MOST IMPORTANT GROUP

HOW MUCH POWER SHOULD PARKS CANADA SHARE WITH THE PUBLIC IN MANAGING THE NMCA

Q.12 Each of the following statements describes a different way for sharing authority for managing the NMCA. Please indicate your opinion about each approach.

	STRONGLY DISAGREE	SOMEWHAT DISAGREE	NOT SURE	SOMEWHAT AGREE	STRONGLY AGREE
A. Parks Canada should make all decisions, but share information with people about how decisions were made	1	2	3	4	5
B. Parks Canada should make all decisions, but first consult with people and ask for feedback before making decisions	1	2	3	4	5
C. Parks Canada should make all decisions, but make strong efforts to cooperate with people in making decisions	1	2	3	4	5
D. Decisions should be made jointly between Parks Canada and other interest groups, with all groups having equal power	1	2	3	4	5
E. Parks Canada should delegate to other parties most of the power for decision-making, but retain some involvement	1	2	3	4	5
F. Parks Canada should have no control over decision-making. Other parties should have the power for making decisions	1	2	3	4	5

Q.13 Are there other approaches, in addition to those identified in Q.12, you feel should be considered?

Appendix 5: Reminder Letters



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University of Victoria
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Email: geoginfo@uvic.ca

Reminder

Community Involvement in Management of Pukaskwa National Park

In mid-November, I wrote to you seeking your opinions about involving communities and residents in decision-making about the park. As of today, I have not received your completed questionnaire. I realize that you may not have had time to complete it. However, I would genuinely appreciate hearing from you.

This study is being done so that citizens like you can have a say in how decisions are made at the park. I am writing to you again because the usefulness of the study depends on my receiving a questionnaire back from everyone selected in the sample. Your name was drawn in a scientific sampling process of households in Marathon. In order for the results to be truly representative, it is essential that each person return their questionnaire.

In the event that your questionnaire was misplaced, a replacement questionnaire is enclosed. I would be happy to answer any questions you may have about the study. Please contact me by email at _____ or by phone at _____.

Thank you,

Mike Walton
PhD Candidate, University of Victoria



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Phone: 250-721-7327
Fax: 250-721-6216
Email: geoinfo@uvic.ca

Reminder

Community Involvement in Management of Lake Superior National Marine Conservation Area

In mid-November, I wrote to you seeking your opinions about involving communities and residents in decision-making about the National Marine Conservation Area (NMCA). As of today, I have not received your completed questionnaire. I realize that you may not have had time to complete it. However, I would genuinely appreciate hearing from you.

This study is being done so that citizens like you can have a say in how decisions are made at the NMCA. I am writing to you again because the usefulness of the study depends on my receiving a questionnaire back from everyone selected in the sample. Your name was drawn in a scientific sampling process of households in Terrace Bay. In order for the results to be truly representative, it is essential that each person return their questionnaire.

In the event that your questionnaire was misplaced, a replacement questionnaire is enclosed. I would be happy to answer any questions you may have about the study. Please contact me by email at _____ or by phone at _____.

Thank you,

Mike Walton
PhD Candidate, University of Victoria