

# Camping Manual





## **Camping Manual**

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## **PREFACE**

This manual is to be used in conjunction with Management Directive 4.6.30 Camping Activity.

Decisions regarding the category, the number and the capacity of camping facilities for each park are made through approved planning processes.

Once a decision has been made to provide camping opportunities within a national park including national marine parks, the CPS Camping Manual is to be used to provide the technical direction for the planning, design, construction, management, maintenance, operations and evaluation of the campground(s).



## CHAPTER I –INTRODUCTION

### 1.0 INTRODUCTION

This chapter gives a brief overview of the camping situation in the national parks. It outlines the objectives of the manual and presents the position statements developed by the Assistant Deputy Minister's committee which reviewed the entire camping activity to determine how it might be rationalized. These statements are covered under the section dealing with the role of camping in national parks. The chapter also discusses the various needs and expectations of campers under the heading "Why People Camp". An understanding of why people camp is essential if the Canadian Parks Service (CPS) is to deliver the correct services and facilities which produce successful camping experiences for the client.

### 1.1 BACKGROUND

Camping opportunities, activities, and services are *directly* related to the national park mandate of providing benefit, education and enjoyment to park visitors. Camping is an activity enjoyed at most national parks by a very large number of visitors<sup>1</sup>. For many of these visitors, camping *is* their national park experience. Over 120 frontcountry campgrounds offer approximately 12,000 campsites. There are also about 200 backcountry primitive and group tenting locations containing approximately 1,650 individual campsites. Altogether they represent over 140 million dollars worth of capital investment (i.e. grounds, buildings, roads, and utilities), and produce more than 7 million dollars per year in revenues which is about equal to their operational cost.

Many national park campgrounds have deteriorated to far below acceptable standards, especially those which were built during the 1920s and 1930s. More than sixty years of continuous and often intensive use has worn out many of these facilities. Additional campgrounds were built during a period of concentrated development in the 1950s and 1960s. They are now 30 to 40 years old, and most will need to be recapitalized in the near future as they are reaching, or have already reached, the end of their life cycle. Ensuring that these existing assets continue to provide basic levels of service to the public while responding to changing needs and expectations of campers is a priority for the CPS. This must be accomplished within the overall context of CPS Policy, in particular the requirement to give highest priority to maintaining ecological integrity through the protection of natural resources.

Use of national park campgrounds grew steadily until the mid seventies. At that time, and until the early eighties, overall campground use declined in the national parks and throughout the private and public sectors. However, during this same

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<sup>1</sup> For the five year period ending 1990/91 the reported average use per year for basic and serviced frontcountry campgrounds was 680,350 party nights; and for group tenting grounds was 43,500 person nights.



period, many national park campgrounds maintained their campground occupancy rates, or experienced modest increases. Since the late 1980s, use has recovered throughout the camping industry.

Shifting patterns of campground use can be attributed, in part, to changing demographics, economic conditions, reduced tourist traffic due to international competition, changing styles of camping, new products and opportunities, and failure to meet the changing needs and expectations of campers.

It became clear that the CPS needed new direction concerning camping, and a set of actions which articulate a vision for camping into the next century. Accordingly, the CPS established a committee to review the situation. The committee was guided by the importance of the camping activity to the national park mandate, the need to avoid further declines in campground use and revenues, challenges presented in the National Marketing Strategy, changes in the market place, and on-going actions and projects. General guidance for camping is also contained in vision, mission and strategic objective statements of the organization.

The committee's findings are detailed in Section 1.3 titled **The Role of Camping in National Parks**. They are intended to help park managers in utilizing this manual to develop new campgrounds and recapitalize existing ones.

Of course, expansion or recapitalization of existing camping facilities are subject to the Environmental Assessment Review Process (EARP) (refer to Appendix D) to the same extent as new facilities.

## 1.2 OBJECTIVE OF THIS MANUAL

To provide national standards and guidelines for national park campgrounds that will lead to the provision of a range of quality camping opportunities for park visitors at levels of service consistent with CPS policies and objectives and with national, regional and park strategic plans, management plans, conservation plans, service plans and access plans by:

- establishing a proper balance between campground capacity and visitor use which addresses the need to maintain ecological integrity through the protection of natural resources;
- ensuring that decisions respecting the provision of a range of quality camping opportunities, including levels of service, are based on current planning processes including sound natural and social science research;
- serving as a resource document and visual reference guide to identify and describe strengths and weaknesses in the current campground offering;
- serving as a resource document when planning, justifying and implementing specific capital and/or O&M projects or multi-year operational plans;



- serving as a reference manual in the functional review process of campground projects and multi-year operational plans; and
- presenting typical layouts, designs and detailed drawings of campground assets and components, as well as, identifying quality maintenance and operational standards and procedures.

### **1.3 THE ROLE OF CAMPING IN NATIONAL PARKS**

The following are the major considerations that guide the CPS approach to the provision of camping opportunities.

#### **1.3.1 Basic Purpose of Camping in National Parks**

Camping as a primary activity provides:

- a) Access to additional, enjoyable park experiences including a range of recreational and leisure opportunities and benefits.
- b) Economic and social benefits to the visitor, to the park and to the region.
- c) Education of the public to support the National Park mandate.
- d) Accommodation.

#### **1.3.2 Mission of Camping in National Parks**

Where appropriate, camping will be provided within a national park or national marine park as an integral part of the accommodation spectrum. Camping will be the principal form of accommodation made available to the majority of park visitors.

Therefore, the mission of camping in national parks will be:

- a) To provide opportunities for the visitor to discover the unique and special heritage values of the parks while camping.
- b) To provide quality and excellence in the delivery of camping opportunities.
- c) To provide an enriching recreational experience.
- d) To respond to current and future visitor needs while maintaining ecological integrity through the protection of natural resources.
- e) To build a constituency of visitors with first-hand appreciation of in-park experiences.

#### **1.3.3 Benefits Derived from the Camping Activity**

When the camping offer is provided, in accordance with approved planning processes, it can provide a number of direct benefits to the organization. For example:

- a) The camping offer, by putting the visitor “in touch with nature”, contributes to user loyalty.
- b) The camping offer is an important visitor generator.
- c) The camping offer is a primary revenue generator.



- d) The camping offer can be adjusted gradually in response to a traditionally slow growth market. This is an important benefit since campgrounds and related services and facilities have a relatively long life cycle and represent significant investment.
- e) The camping offer facilitates better regional integration by contributing to local and regional economies. This is accomplished by responding to supply and demand within the context of coordinated regional planning processes which includes involvement by the private sector.
- f) The camping offer provides the opportunity to utilize revenues received from camping to recapitalize existing campgrounds and to respond to current and future visitor needs.

Recent research in measuring the benefits of leisure (Driver, 1990) infers that Canadians can benefit from camping in four major ways:

- 1) Environmental benefits by creating an environmental ethic and stewardship, promoting environmental protection and an understanding of human dependency on the environment.
- 2) Personal benefits such as better physical and mental health as well as improved health maintenance, personal development and growth, and personal appreciation and satisfaction. Camping facilitates these benefits by being a primary mode of access to “park experiences” and a variety of recreational opportunities.
- 3) Social benefits such as community satisfaction and involvement, family bonding, environmental awareness and sensitivity, national identity and pride, etc.
- 4) Economic benefits such as reduced health costs, increased productivity, international balance of payments from tourism, local and regional economic growth, etc.

### **1.3.4 External Factors Impacting on the Camping Activity**

Adjustments or changes to the camping activity can be strongly influenced by factors unrelated to the activity. These include:

- a) Asset and resource reduction priorities.
- b) Recapitalization and reinvestment issues within the CPS which will require the CPS to make difficult decisions.
- c) The perception within the CPS, as well as other agencies responsible for campgrounds, that camping is a declining activity.
- d) Changing market conditions (e.g. demographics) which complicate recapitalization plans.
- e) Increasing competition for leisure time activities.
- f) The perception that firewood must continue as an integral part of the camping activity.
- g) The difference in safety codes and standards for recreational vehicle equipment developed in the U.S. and European markets.
- h) The environment.



### **1.3.5 Factors to be Considered Before Developing or Recapitalizing a Campground**

- a) As part of the management planning process, understand why people camp and the demand for camping. Know the setting attributes, the complementary services and facilities (e.g. trails, beaches, etc.), the experience opportunities and the criteria for management (refer to Appendix A) and the impact on private sector operations.
- b) Consider the strengths, weaknesses and opportunities and future service offers identified in the park service plan. This would include completing a market analysis.
- c) Consider site suitability factors and constraints based on resource inventories, Resource Description and Analysis (RD&A) and other products of the Natural Resource Management Process (NRMP).

### **1.3.6 Strategic Objectives for the Camping Activity**

To reinforce and support the CPS Strategic Paper “Charting the Course”, the following strategic objectives will guide the national park camping activity into the 21st century:

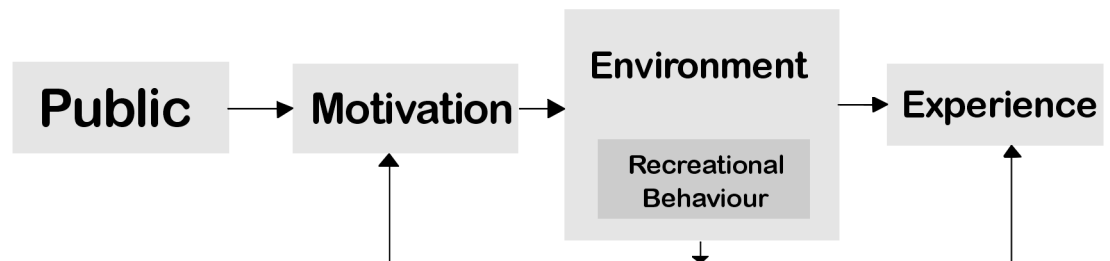
- a) To sensitize campers to the natural ecosystems and instil a sense of stewardship and environmental ethics.
- b) To create a linkage between camping opportunities and presentation of the park’s ecological, natural and cultural values.
- c) To provide consistent quality in camping services and facilities and to change, and adapt, camping service offers to meet changing market and social needs.
- d) To encourage campers to experience national parks.
- e) To provide access to leisure and recreational opportunities.
- f) To build a constituency of stakeholders which will support the national park camping activity.
- g) To provide economic and social benefits through job creation.
- h) To enhance revenue capabilities.
- i) To develop and implement a system for monitoring the camping activity and market trends (e.g. automated kiosk).
- j) To build partnerships to help meet CPS objectives for the camping activity.
- k) To develop and implement a system for monitoring the direct and indirect environmental impact, both physical and social, associated with camping.
- l) To provide a safe environment for camping, within the constraints set out by approved planning processes.
- m) To provide and perpetuate a pleasant social and physical environment for campers by deterring illegal activities through a progressive communications and law enforcement program.

## **1.4 WHY PEOPLE CAMP**

In order to understand the planning for, and management of, the camping opportunities, it is necessary to understand the five basic elements or components of the camping experience: the public, what motivates them, their different



recreational behaviour patterns, the physical and social environment, and the total trip experience. The interrelationship of these components are shown in the following diagram. When taken together they emphasize the need to provide a range of camping opportunities targeted to specific market segments. A complete discussion of these five components is presented in Appendix A.



**FIGURE 1 – A MODEL OF THE RECREATION EXPERIENCE**

(Source: Schreyer, 1984)

*The public* comprises a great variety of individuals. They differ in their lifestyle preferences, backgrounds, life cycle stages, physical abilities, motivations and their experience with, or knowledge of, CPS areas. Some use the parks for recreational or aesthetic purposes while others may enjoy the parks vicariously by reading books, looking at picture magazines or watching television. These differences lead to preferences for various types of recreational and interpretive opportunities.

It is important to develop, through market research and segmentation, an understanding of existing and potential market needs and expectations to guide the planning, management and delivery of camping opportunities. This will ensure that an emphasis is placed upon providing camping opportunities with appropriate levels of service that respond directly to market needs.

Decisions to go camping are *motivated* by various needs (e.g. escape, experiencing nature, challenge, family togetherness, adventure, risk, security, tranquility, learning, inexpensive accommodation). People with different motives usually seek different camping opportunities (e.g. the camper wanting a social experience might prefer a developed campground in the frontcountry; the camper wanting solitude might prefer a more primitive, isolated setting). The needs that people seek to fulfil will determine the types of camping opportunities they prefer.

Visitors pursue a wide range of *recreational and leisure activities*. Each activity may be characterized by different sets of motives. Many may be similar across groups while others may be quite different. Different groups of visitors seeking different types of experiences, even within the same activity, may be looking for different types of opportunities. These differences are significant to planners and managers.



The *environment* is perhaps the most fundamental aspect, of the camping experience. It represents all of the things and conditions that a person encounters while camping in a park. It encompasses three elements: the physical environment, the social environment, and park management. The physical environment includes the mountains, lakes, streams, waterfalls, the flora and fauna, as well as the dynamic conditions of nature. It is important, that the ecological integrity of the physical environment is adequately addressed when campground development is contemplated as its “well being” contributes significantly to a person’s enjoyment of the camping experience. The social environment involves the degree to which people want to interact and feel secure. It also includes problem elements such as competition for desired camping sites, perceived crowding conditions and conflicts over inappropriate or inconsiderate behaviour. *Park management* has much to do with what the visitor encounters as part of the park experience. For example, management decisions determine the services and facilities to be provided, how they will be provided (i.e. size and location of campsites and extent of development), where campgrounds will be located, and the rules and regulations to be followed. The *experiences* the person has at each stage of the trip cycle determines the kind of benefits that can be achieved (e.g. enjoyment, satisfaction, and benefits derived from participation).

**Given the above considerations, it can be seen that a change in the offering “mix” of the various dimensions has the potential to influence the camper’s experience in either a positive or a negative direction. However, if the camper has a range of camping opportunities, it is possible for him/her to select the camping situation that most closely matches the desired combination of environment and activity features.**

**The goal, then, for CPS is to provide a broad range of opportunities with an appropriate mix of services and facilities consistent within the limitations imposed by various settings and ecological conditions (e.g. delicate habitat for endangered species), policy, management and planning direction, in order to respond to the different opportunities and experiences sought by existing and potential campers.**

### 1.4.1 Current Considerations

Traditionally, national park campgrounds have been categorized according to the services and facilities offered. In general, “primitive” campgrounds offered only basic facilities (campsite, water supply, privy); “semi-serviced” campgrounds contained centralized service buildings with running water; and “fully serviced” campgrounds included shower facilities and dedicated utility services for individual campsites.

In reality, very few campgrounds fall neatly into these categories (e.g. some semi-serviced campgrounds have showers while others do not). Most offer a wide assortment of services and facilities that vary from campground to campground. A few campgrounds even contain all three categories. This situation exists because, in effect, managers and planners have been tailoring individual campgrounds to





meet the various needs and expectations of their local camper groups. **The manual recognizes this reality and gives park managers the flexibility within the campground category framework to deliver a range of appropriate opportunities and experiences that are desired by the market segments being served and which do not impair park ecosystems, as determined through approved planning processes.**



## **CHAPTER 2 – DEVELOPING A SERVICE STRATEGY AND OFFER FOR CAMPING**

### **2.0 INTRODUCTION**

This chapter presents an overview of the planning and management frameworks, and their respective “tools”, that guide the development of a market oriented service strategy and offer for camping. The chapter identifies the procedures to be followed for implementation. It presents the levels of service for each of the five categories of camping opportunities according to the service planning trip cycle sequence.

### **2.1 BACKGROUND**

Virtually all campers desire some basic services and facilities at each stage of their trip cycle (e.g. pretrip information, reception and orientation, registration, access, a level and dry site, water supply, and toilet facilities). The service strategy and offer for camping outlines the setting and the extent to which these basic services and facilities, as well as additional services and facilities, will be provided.

Development of the service strategy and offer is guided by existing planning and management frameworks. The primary decision making framework is the Park Management Planning Process (PMPP), which is complemented and supported by the Natural Resource Management Process (NRMP), the Environmental Assessment and Review Process (EARP) (refer to Appendix D) and the Visitor Activity Management Process (VAMP).

VAMP utilizes a marketing orientation in which the park visitor’s understanding, appreciation and enjoyment of the park is considered in parallel with the park’s conservation mandate. These two objectives, as set out in the National Parks Act and National Parks Policy, are the main factors which guide decisions related to providing park activity opportunities, services and facilities.

There are two valuable references for this chapter, the VAMP manual, and the handbook **A Guide To Service Planning**. The VAMP manual outlines the important role the process plays in supporting and elaborating upon the National Parks Management Planning Process. In addition, it describes the products of VAMP, and explains the relationships between the various stages of planning in greater detail. The service planning handbook describes the need for a service plan (one of the products of VAMP) and outlines the seven step service planning process. The service plan translates the conceptual direction of the park management plan into both a detailed plan for the offer of service to the public and an implementation strategy.

Ideally, the park will have a management plan that has been produced with VAMP input as described in the National Parks Management Process Manual, and the VAMP manual. In practice, however, few park management plans have had the benefit of comprehensive VAMP input. There are also some parks which do not have management plans. The Superintendent must decide, according to park



circumstances, how best to implement the Management Process for Visitor Activities. The VAMP manual and the service planning handbook (specifically Appendix A of the handbook) elaborate on how to deal with each of these situations.

**There will be times when it is not possible to produce a comprehensive service plan. In cases such as this, the principles and steps of service planning should still be used to produce a service strategy for the camping activity, for a single campground or type of camping, or for a particular type of service (e.g. interpretation, public safety). It is important, however, to consider all camper needs (e.g. pretrip, enroute, arrival, etc.) and the implications for other aspects of the park environment and operations when planning for less than the whole (refer to Figure 4, and Appendix B in the service planning handbook).**

Should there be any difficulty understanding or applying VAMP to planning for camping, consult with the regional office VAMP resource person.

## 2.2 THE PLANNING PROCESS AND PRODUCTS

As one component of the VAMP, the service plan translates the conceptual direction of the management plan into a detailed offer of service to the public together with an implementation strategy. It guides and substantiates the management, development, substitution or downscaling of services for the public. The first step in developing a service strategy for camping is to utilize the initial stages of the VAMP process to provide organized input on visitor activities to the park management plan review (see technical paper titled Visitor Activity Concept, 1991), in parallel with the NRMP. The park management plan, when approved, defines the role of camping in a park, and states where camping will be provided and under what conditions for each type of camping opportunity. The complementary services and facilities associated with each type of camping opportunity will also be addressed. This is the foundation of the service strategy for camping. Once this overall management direction has been established, a service plan can be prepared.

The service plan should be based on a park-wide analysis of all visitor needs, park objectives, current offer, use of offer, and visitor satisfaction. It presents an overview of the services and facilities that will be made available, and a service offer detailing where, what, when, and how they will be provided. This comprehensive approach is more efficient and effective than treating each activity or service individually.

The service plan will state the type, mode, level, and frequency of services to be offered to campers. The park access plan will help determine these variables. (Access plans will eventually be subsumed in the service plan.) These variables will be reflected through specific guidelines, objectives, descriptions of basic levels of service, service priorities, and other action items. Issues or shortfalls which could not be resolved during the development of the service plan are



elevated to the management plan review. New direction from the review is subsequently incorporated into a revised service plan.

The service planning process will allow the park to quickly organize and analyze existing data on visitor/market expectations, park expectations, current offer, use of offer, and visitor satisfaction. In addition to analyzing the in-park situation, careful consideration of the regional context, as well as market, trends, is essential. The process will also highlight data gaps or weaknesses. When significant data gaps have been identified, it may be necessary to gather additional visitor and market information before finalizing proposals for major changes to the camping offer in a park. The Socio-Economic Branch uses various techniques to gather the appropriate information. These consist of a visitor market analysis, a benefit-cost analysis, and a socio-economic assessment to assist in the preparation of the project concept stage; and user projections, a life-cycle cost analysis, and a socio-economic impact analysis to help in the preparation of the project definition stage. Socio-economic and marketing specialists from Regional Offices will assist in gathering and analyzing the data.

The life of a service plan, including the service strategy for camping, is usually five years, to correspond with the timing of the management plan reviews. Since the useful life of most campground assets far exceeds this (see Chapter 3), the planning team must carefully consider the long term implications of the service strategy for camping.

### **2.3 THE PLANNING TEAM**

Determining the scope of the planning effort is an important initial step. Equally significant is the creation of a planning team. The planning team is responsible for:

- applying the service planning process;
- preparing the service plan, or service strategy for camping;
- elevating to management plan review those issues which require further direction to resolve;
- ensuring implementation of the service strategy; and
- annually reviewing and updating the service strategy.

The makeup of the team will vary with the scope of the project, but will generally consist of the following full-time members:

- Visitor Activities field staff, usually the initiators of the planning effort;
- Resource Conservation field staff; and
- General Works field staff.

Other CPS staff who must be involved, though not necessarily as full-time team members, are:

- the Park Superintendent;
- Regional VAMP resource person;
- Regional Resource Conservation representative;
- Regional Marketing Officer;
- Regional National Park Management planners; and



- Regional Socio-Economic Officer.

Additional team members will be required in some circumstances. When a capital construction project is anticipated, the participation of Program Planning and Development is necessary. Major construction projects will also involve Architecture and Engineering Services (A&ES) Branch of the Department of Public Works. In these cases, A&ES acts in a knowledgeable capacity to the client and as design and construction agents to the Department of Environment. Refer to Chapter 3, Design and Construction, and Management Directive 2.2.25 for further information on managing capital construction projects. Contract Services, Realty Policy and Personnel should be consulted if the strategy will consider private sector operation of a campground or some of its services. It is the responsibility of the Park Superintendent, as the client, to ensure that the planning team provides adequate direction for the requirements of the project to be fulfilled.

## **2.4 IMPLEMENTATION**

Planning is only worthwhile if the resulting strategies can be implemented. The service planning process is, therefore, intended to improve the quality of service to visitors, to provide the basis for making better decisions about services to the camping public, and to assist management to defend the decisions by justifying and prioritizing them. Implementation of the service strategies may occur through such channels as the preparation of capital Project Approval Documents as outlined in the Project Initiation and Planning System (PIPS) (see Chapter 3), or by inclusion in the Multi-Year Operational Plan (MYOP), work plans, and the Maintenance Management System (see Chapter 4). The service planning handbook explains how to develop and describe strategies in a manner which permits integrating them with these other processes, thereby facilitating their implementation.

Programs and projects must be based on an approved strategy for camping before they will be implemented. Programs and projects advocated by a sub-activity, which are not addressed in the service strategy, will not be approved. They should be evaluated during the annual review and update of the service plan conducted by the Park Superintendent and/or the planning team. This review will monitor the degree to which the program has been implemented, and determine whether there have been significant changes in the park situation to warrant a major review before the normal five year time frame. This important responsibility permits rational adjustments to the service strategy, ensuring that the service offer remains current and relevant.

The forthcoming chapters provide additional standards and guidelines that guide the development of the service strategy and offer. Refer as well to Appendix G which lists pertinent Management and Administrative Directives.

## **2.5 LEVELS OF SERVICE**

The following framework establishes basic levels of service associated with a range of camping opportunities. The number of categories is not large (there are



only five), since experience with the Recreation Opportunity Spectrum (ROS) has shown that too many categories can confuse visitors rather than assist them. **The categories are based on a range of campgrounds going from more primitive to more urban in character (i.e. The Basic Camping Offer consisting of backcountry primitive camping and frontcountry primitive camping; The Serviced Camping Offer consisting of semi-serviced camping and fully serviced camping; and The Group Camping Offer consisting of group tenting).** The descriptions are provided as a guide to establishing your future service offer and strategy.

**Each category provides a range of services.** This has been achieved by first identifying certain “core” or **essential services**, facilities and activities appropriate for a certain general type of camping experience; and then identifying all variable or **discretionary services**, facilities and activities that are appropriate. The result is that there is considerable opportunity for individualized variation, depending upon each situation. Variations could be made based upon the unique aspects of the site, and to widen the opportunities for differing types of experience. The opportunity to provide a range of experiences could be a consideration for planning within the boundaries of a single campground. This could result in **campground designs in which individual campsites and clusters of campsites offer different amenities based on market research data.** Concepts such as differential pricing could also be applied to examine the extent to which people are willing to pay for certain types of camping opportunities.

In sum, the “core” or **essential services** for the five categories of campgrounds presented in the following matrix must be part of the camping service offer, however, the **discretionary service** can be modified on a case by case basis to meet visitor needs and expectations as determined through market analysis.



## Camping Offer – User Needs and Expectations

Camping Offer User Needs and Expectations			
Basic Offer		Serviced Offer	Group Tenting
Backcountry	Frontcountry	Semi-Serviced & Fully Serviced	
<p>Backcountry campers enjoy activities that depend upon a scenic natural setting, away from motor vehicle traffic. They seek a range of recreational opportunities. Some prefer areas where there is virtually no contact with other visitors and minimal evidence of built facilities while at the other end of the scale, others want a somewhat higher level of comfort and security in meeting other visitors and finding rustic built facilities.</p> <p>In general, and to varying degrees, backcountry campers commonly seek exercise, sightseeing and a sense of self-reliance in settings which require a moderate to high degree of skill and physical effort. Some specialized equipment may be required. Scenic, and interesting and/or unique natural features such as lakes, waterfalls and vistas heighten positive backcountry experiences. There is a willingness to sacrifice comfort for a relatively undisturbed natural environment, reflecting a strong belief in environmental protection.</p>	<p>Frontcountry primitive campers share many of the needs and expectations of backcountry campers. They include persons with mobility, visual and hearing impairments. They are, however, usually less adventuresome and prefer better access, greater social interaction, comfort and security. They view camping as primarily a recreational activity to be enjoyed within a natural setting. They expect site modifications to be in harmony with the environment and they tend to choose their campsites carefully, most preferring some degree of privacy. Many are seeking escape from the clutter of urban living.</p> <p>They require ease of access to the campsite and a minimum of facilities maintained to a relatively high standard. Examples might include an individual walk-in camping area (e.g. Whirlpool Lake in Riding Mountain), or a walk-in camping area located adjacent to a serviced campground which also allows access to centralized sanitary and water services (e.g. Jeremy's Bay in Kejimikujik), or a camping area with drive-in campsites (e.g. Namekus Lake in Prince Albert). Frontcountry primitive campers prefer to use tents or tent trailers.</p>	<p>Frontcountry campers who use serviced campgrounds participate in leisure activities that take place in scenic natural settings, or interesting cultural settings, that offer many points of interest with much to see and do. They prefer low to medium participation in these leisure activities. They want to be close to nature, to view scenery and wildlife.</p> <p>They expect a safe, comfortable, relaxing, and convenient national park experience. They want to have fun and be entertained. They also often seek opportunities to socialize with friends and relatives, and they tend to favour low-key low-adrenalin pursuits that still provide exercise and contribute to well-being and fitness. They seek a rejuvenating experience, an escape from the day-to-day world. They like some degree of privacy to rest, contemplate and be introspective.</p> <p>These campers require easy access to the campsite for a recreational vehicle. Many families also require space for a tent, which is often used by the children. Some campers will have physical disabilities that will require easy access to related services and facilities.</p> <p>They expect high quality washroom facilities with electricity, running water, flush toilets and showers. Some require utility services to the campsite. They need sewage disposal facilities that are conveniently located.</p>	<p>Group tenting is a traditional activity in national parks. Group tenters are a distinct segment of campers whose main motivation is to be part of a group. They are most often associated with a church, school, or social organization (e.g. cubs, scouts, brownies), but may also include less formal groups such as recreational back-packers, birders, etc. Some individuals may have mobility, visual or hearing impairments. Groups may be profit or non-profit. Group size usually ranges from 20 to 50 persons. Because of the size, communal character and specific camping style of the groups, "regular" campgrounds are not designed to meet their needs.</p> <p>Group tenters are typically young people under twenty-five years of age. They seek recreational opportunities oriented toward the appreciation and enjoyment of natural attractions. They are anxious to "rough it" in natural areas and want basic facilities such as privies, water supply, fire circles and fire-wood, kitchen shelters and picnic tables. They want their "own" low-cost campground and they want it to be away from the regular campgrounds, near water and concealed from public view. They want campsites to be large enough to accommodate marquee style tents. They expect facilities, experiences, and activities to be shared. They need a large playing area and adjacent parking areas that can accommodate buses and/or many cars, as well as vehicle access for servicing.</p>



## Camping Offer – CPS Objectives

Camping Offer CPS Objectives			
Basic Offer		Serviced Offer	Group Tenting
Backcountry	Frontcountry	Semi-Serviced & Fully Serviced	
<p>To provide backcountry primitive campers with an appropriate range of remote, wild, primitive and/or rustic natural settings, and services and facilities consistent with the <b>Backcountry Opportunity Concept</b> (see Appendix B).</p> <p>To provide within the intended range of backcountry camping opportunities, high-quality backcountry experiences which:</p> <ul style="list-style-type: none"> <li>– emphasize self reliance and independence;</li> <li>– encourage campers to understand, appreciate and enjoy the park's wilderness heritage with minimal contact with other visitors or reliance on man-made facilities to ensure the perpetuation of a natural environment essentially unaltered by human activity;</li> <li>– offer good exposure to, or close contact with, key park themes;</li> <li>– are safe, challenging and rewarding.</li> <li>– offer a sense of spiritual replenishment;</li> <li>– offer exercise and relaxation, solitude, escape, self-esteem, self-discovery, skill development, and exploration.</li> </ul>	<p>To provide, within the intended range of front-country camping opportunities, high quality primitive camping experiences which:</p> <ul style="list-style-type: none"> <li>– encourage campers to understand, appreciate and enjoy the natural and cultural resources of the park with moderate the contact with other visitors while relying on a minimum level and mix of support services, facilities and leisure activities;</li> <li>– minimize the impact on the natural and cultural resource base;</li> <li>– ensure that park themes and messages are presented to help campers achieve their park related goals;</li> <li>– are safe, comfortable, and convenient;</li> <li>– offer exercise and relaxation, opportunities to socialize, some degree of privacy, closeness to nature, skill development, sites for tents or tent trailers;</li> <li>– offer easy access to emergency aid and major services.</li> </ul>	<p>To provide, within the intended range of front-country camping opportunities, high quality serviced camping experiences which:</p> <ul style="list-style-type: none"> <li>– encourage campers to understand, appreciate and enjoy the natural and cultural resources of the park with moderate contact with other visitors while relying on a moderate to major level and mix of support services, facilities and leisure activities;</li> <li>– are in harmony with the natural and cultural resource base;</li> <li>– ensure that the park themes and messages are presented to help campers achieve their park related goals;</li> <li>– are safe, comfortable, and convenient;</li> <li>– offer exercise and relaxation, opportunities to socialize, some degree of privacy, closeness to nature, skill development, sites for RV's and ancillary camping equipment (e.g. tents);</li> <li>– offer easy access to emergency aid and major services.</li> </ul>	<p>To provide, within group tenting grounds, high quality, low-cost group camping opportunities which:</p> <ul style="list-style-type: none"> <li>– encourage groups whose goals are consistent with the CPS mandate to protect, understand, appreciate and enjoy the park;</li> <li>– minimize the impact on a the natural and cultural resource base;</li> <li>– ensure that the park themes and messages are presented to assist groups in achieving their park-related goals;</li> <li>– have up to a maximum of four group tenting areas within a group tenting ground, each with a maximum capacity of 50 persons;</li> <li>– are sufficiently buffered from other campgrounds, other group tenting areas, and day use areas to reduce potential conflicts between users;</li> <li>– offer an appropriate level and mix of support services and facilities;</li> <li>– offer a large playing area or field for sport activities;</li> <li>– are reasonably accessible to emergency aid and major services;</li> <li>– offer seasonal recreational experiences that encourage group participation;</li> <li>– emphasize the “social” nature of communal camping.</li> </ul>





## Levels of Service for the Five Categories of Campgrounds

\* denotes essential services and facilities to be delivered

? denotes discretionary services and facilities to be delivered (determined through service plan)

Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
<b>A) Awareness/Extension/Pretrip/Enroute:</b>					
– pretrip information package prepared and distributed by park through cooperative arrangements (e.g. provincial tourism agencies)	*	*	*	*	*
– specific information (e.g. current weather and trail conditions, wilderness travel and etiquette skills, back-country safety issues such as bears, avalanches, etc., equipment and clothing)	*				
– general information tailored to camper group (e.g. regulations, restrictions, park resources, range of recreational opportunities, services and facilities available, reservations, registration requirements, range of accommodation available, interpretation opportunities, Visitor Reception Centre, etc.)	*	*	*	*	*
– good directional signage and/or information to campground/camping areas	*				
– good directional signage to campground		*	*	*	*
– low power radio transmission		?	?	?	?
<b>B) Reception/Orientation:</b>					
– registration through backcountry use permit	*				
– registration kiosk or self-registration or roving attendant		*			
– registration kiosk (may be replaced during off-season season by self-registration and/or roving attendant)			*	*	
– reservation system	?	?	?	?	*
– non-personal reception, information and orientation		*	*	*	
– non-personal reception, information and orientation on-site					*



## Levels of Service for the Five Categories of Campgrounds

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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
– personal reception, information and orientation (main season)		?	*	*	
– personal reception, information and orientation (shoulder and winter seasons)			?	?	
– personal reception, information and orientation, especially for new group tenters at park information centre or wherever permit is sold					*
– waiting list or roll call system		?	?	?	
– volunteer campground host program					
<b>C) Park Activities:</b>					
<b>Heritage Themes and Messages</b>					
– delivery of main park themes and messages	*	*	*	*	*
– non-personal interpretation and management messages at trailheads	?				
– non-personal interpretation and management messages which may include the use of printed materials, as well as a range of facilities from modest to major on-site exhibits consistent with the setting		*			
– non-personal interpretation and management messages which may include a range of facilities from modest to major on-site exhibits consistent with the setting			*	*	
– non-personal interpretation and management messages through the use of printed materials; may include modest on-site facilities (e.g. exhibits)					*
– personal interpretation (main season)		?	*	*	
– personal interpretation (shoulder and winter season)		?	?	?	
– personal interpretation					*
– major interpretation facilities (e.g. amphitheatre)			*	*	



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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
<b>Setting</b>					
— Zones II and III (refer to Appendix C) and consistent with the Backcountry Opportunity Concept (i.e. wildland opportunity, primitive opportunity, semi-primitive opportunity)	*				
— Zone III and IV (refer to Appendix C)		*			*
— Zone IV and V (refer to Appendix C)			*	*	
<b>Recreational and Educational Opportunities</b>					
— remote, backcountry natural setting with good exposure to, or close contact with, key park themes; facilities are rare; emphasis on self-reliance to experience recreational and educational opportunities	*				
— easily accessible, frontcountry natural setting with excellent exposure, or easy access, to all park themes; supported by services and a minimum number of primitive man-made facilities to appreciate and enjoy recreational and educational opportunities		*			
— easily accessible, modified natural setting with excellent exposure, or easy access, to all park themes; a broad range of recreational and educational opportunities in conjunction with extensive services and facilities			*	*	
— easily accessible, frontcountry natural setting with excellent exposure, or easy access, to all park themes; supported by services and a minimum number of primitive man-made facilities to appreciate and enjoy recreational and educational opportunities; buffered from other campgrounds and day use areas					*
— playground			?	?	
— open area (playing field) for communal activities					*
— proximity to recreational water body					?



## Levels of Service for the Five Categories of Campgrounds

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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
<b>Support Services</b>					
<b>i) Access and Transportation</b>					
— trail and/or water access (air access where permitted by the National Parks Act and approved in the park management plan)	*				
— motor vehicle access (e.g. car, boat) to individual sites where required; (air access where permitted by the National Parks Act and approved in the park management plan)		*			
— motor vehicle access (cars and/or boats)			*		
— motor vehicle access (cars)				*	
— road access and central parking lot, or other appropriate access					*
— controlled (i.e. gated) access road leading to campground to assure group privacy					*
— good directional signage/information and maps	*				
— good directional signage and maps		*	*	*	*
— parking area and trail for walk-in sites		*			
— paved access			?	?	
— roadway lighting			?	?	
— boat launching, docking and/or mooring facility		?	?		
— a percentage of campsites to be accessible for disabled persons, as determined by park access plan		*	*	*	
— accessibility for disabled persons, as determined by the park access plan					*



## Levels of Service for the Five Categories of Campgrounds

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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
<b>ii) Accommodation and Sustenance</b>					
— random campsites, or well-drained designated campsites, for tents; separated from hiking trails and other campers where possible	*				
— designated and hardened campsites for tents, and light RVs where motorized access to site is provided. Tent sites and RV sites should be kept separate. ( <i>Not applicable to beach campgrounds such as Schooner Cove in Pacific Rim where random camping is permitted.</i> )		*			
— designated hardened sites for tents, and RVs (may include pull-through; not applicable to island park locations)			*		
— designated hardened sites designed primarily but not exclusively for pull-through RVs; provision for ancillary campsite space for tent use where appropriate				*	
— naturally drained and stable campsites					*
— kitchen shelters	?	*	*	*	
— minimum of one kitchen shelter complete with stove, tables and benches per 25 people per group tenting ground; total capacity of all kitchen shelters not to exceed the average use level of the group tenting ground during peak season, as determined by demand studies					*
— fixed or portable picnic tables		*	*	*	
— portable picnic tables (one table per group of six people)					*
— fireplaces (may be centralized) and firewood (Based on camper needs and expectations, some campsites or loops may be designated “green” with no fireplace or firewood provided. This would also be consistent with sound environmental management.)	?	*	*	?	
— firewood storage facility/shelter (essential if firewood is provided)	?	*	*	?	



## Levels of Service for the Five Categories of Campgrounds

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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi- Serviced	Fully Serviced	Group Tenting
– firewood centrally located for the group tenting ground; a campfire circle for each tenting area					*
– food storage facility (essential for walk-in sites; bear-proof where necessary); northern parks may require special programs (e.g. bear-proof canisters, camper information)	*	?			*
– cooking and eating area located away from the camping area	?				
– “occupied” status sign at each site		?	*	*	
– “occupied” status sign at campground road entrance					*
– electrical hook-ups to each campsite				*	
– convenience store or canteen			?	?	
– dishwashing, laundry facilities			?	?	
– user-pay gas barbecues	?	?			
– gas or electric user-pay barbecues (to mitigate wasteful consumption of wood)			?		?
<b>iii) Sanitation</b>					
– untreated water source (e.g. river, stream, lake)	*				
– central potable water supply (e.g. standpipes; may not be required where water is provided to individual campsites)		*	*	*	?
– potable water and/or sewer hook-ups to selected campsites				?	
– potable water source for group tenting ground with drinking water outlets located near kitchen shelters					*
– central sanitary services (may include flush toilets such as vacuum, chemical or low volume types)		*			
– central washroom buildings provide hot and cold running water, flush toilets, showers			*	*	



## Levels of Service for the Five Categories of Campgrounds

- \* denotes essential services and facilities to be delivered  
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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
– privies or special educational programs for no trace camping	*				
– central sanitary facilities (may include flush toilets, running water, showers)					*
– proximity to sewage dumping station			*	*	
– grey water disposal area or special educational programs for no trace camping	*				
– grey water disposal area	*	*	*	*	*
– pack-in pack-out policy					
– centralized or dispersed garbage containers (bear-proof where necessary) and garbage collection		*	*	*	
– centralized garbage containers (bear-proof where necessary) and garbage collection					*
– centralized recycling bins		?	?	?	?
<b>iv) Resource Protection and Public Safety</b>					
– regular warden service patrol (and/or contracted security services) as determined by resource conservation planning and operational requirements	*	*	*	*	*
– fire suppression equipment (e.g. hydrants, hoses, hand pumps)		*	*	*	*
– adequate access/egress for emergency vehicles (e.g. police, fire, ambulance)			*	*	*
– public telephone		?	?	?	?
– 24 hour access to emergency communication services (e.g. telephone, radiophone, citizen band radio, etc.)		*	*	*	?



## Levels of Service for the Five Categories of Campgrounds

- \* denotes essential services and facilities to be delivered  
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Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
<b>D) Post Trip:</b>					
— feedback system to allow campers to advise the park about their camping experience (e.g. may be accomplished through comment/complaint card; survey; personal contact at time of deregistration; suggestion box; or other means)	?				
— feed back system to allow campers to advise the park about their camping experience (e.g. may be accomplished through comment/complaint card; survey; personal feedback to park staff; suggestion box; or other means)		?	?	?	?
— checklist card (e.g. for flora and/or fauna) which could serve as a trip reminder and provide useful data to the park	?	?	?	?	?
— trailhead brochure (e.g. trail maps or guides, campground pamphlet) that could include annotated information concerning significant features and key park themes in the area; and a list of relevant publications and where to get them (e.g. cooperating associations, libraries) and which would promote increased appreciation and understanding of heritage resources	?				
— brochure (e.g. self-guiding trail maps, campground pamphlet) that could include annotated information concerning significant features and key park themes in the area; and a list of relevant publications and where to get them (e.g. cooperating associations, libraries) and which would promote increased appreciation and understanding of heritage resources		?	?	?	?
— information on other services and facilities inside and outside the park, and on other CPS properties in the area		?	?	?	?





## Levels of Service for the Five Categories of Campgrounds

\* denotes essential services and facilities to be delivered

? denotes discretionary services and facilities to be delivered (determined through service plan)

Services and Facilities to be Delivered	Camping Offer				
	Backcountry Primitive	Frontcountry Primitive	Semi-Serviced	Fully Serviced	Group Tenting
– information on the availability of park souvenirs sold through the cooperating associations		?	?	?	?
– mail-out newsletter (also pretrip product)		?	?	?	?



### **CHAPTER 3 – DESIGN AND CONSTRUCTION**

#### **3.0 INTRODUCTION**

Campground projects should not only be well conceived and planned, both socially and economically, but also carefully designed and executed during construction. This is done to obtain a satisfactory balance between environmental concerns, aesthetics, user requirements, and available financial resources. Costs/benefits of different campground design options should be investigated at the outset before deciding whether to proceed with a campground project.

This chapter describes the methods and procedures involved in campground design, development and construction implementation. Also covered in this section are design and technical guidelines. This chapter also introduces the subjects of the recapitalization and rehabilitation of existing campgrounds..

#### **3.1 PAST CONDITIONS**

The construction materials that make up campground assets and components are generally of a shorter life cycle duration relative to other assets such as underground utilities in townsites. Campground assets and components often are more adversely affected by environmental conditions and the impact of concentrated visitor use (including vandalism) than other park facilities.

##### **3.1.1 Rehabilitation**

In the last ten years, about a dozen CPS frontcountry campgrounds have been recapitalized or rehabilitated. Recapitalization requirements for campgrounds may involve replacement and upgrading of its current assets, especially the rehabilitation of grounds and the natural environment.

Many of the campgrounds, built 15-30 years ago and placed in mature or climax vegetation communities, are now showing signs of severe deterioration and ecological stress.

In reviewing the financial justifications for these deteriorated campground projects, the following conditions and/or kinds of damage were identified:

- indiscriminate parking;
- compacted soils;
- poor drainage and ponding of water;
- overmature and hazardous vegetation;
- gravel worn-off roads and trails;
- undersized spurs and tent pads;
- broken or damaged campsite furnishings;
- utilities not up to code;
- building fixtures and exposed surfaces beyond repair;
- wells and pumps not operative;
- parking spurs not level for RV use; and



- not enough utility hook-ups for RV use.

Approximately 67 campgrounds or 52% of all CPS frontcountry campgrounds were originally built in the 1950s and '60s. Most of those campgrounds have not had a recent infusion of capital dollars for rehabilitation, and are below standard. These will have to be recapitalized in the very near future as they are reaching or have reached the end of their useful life cycle. A certain percentage of the value of these campgrounds should be set aside annually for recapitalization work.

### 3.1.2 Life Cycle

The life cycle of campgrounds is determined by the make-up of their current assets and component parts. Table 1 shows the breakdown of the various assets and their composition values that comprise the majority of CPS campgrounds. The value of each asset is then multiplied by various recapitalization (recap) percentage rates to determine the annual recapitalization requirement of our campgrounds.

**TABLE 1 – CPS CAMPGROUND ASSETS**

Asset Category	Life Cycle in years	Asset Values*	Composition % Value	Recap (%) Rate	Annual Recap Req't
Buildings	36	\$ 32.4 M	23	.027	\$ 0.87 M
Utilities	50	25.4	18	.02	0.51
Roads	37	49.4	35	.035	1.73
Common Facilities	14	15.6	11	.06	0.94
Campsite Furnishings	10	18.3	13	.088	1.61
<b>TOTALS</b>		\$ 141.1 M	100%		\$ 5.66 M

\* derived from 1986-'87 dollars and updated for inflation to 1992 dollars

Annual Recap % =  $5.66 \text{ M} \div 141.1 \text{ M} \times 100 = 4.01\%$

Weighted Average Life Cycle =  $100 \div 4.01 = 24.94 \text{ years}$

This weighted average life cycle of 25 years means that campgrounds should be considered for recapitalization as they approach the end of this period.

## 3.2 PROJECT METHODS AND PROCEDURES

The methods and procedures of campground design and construction usually depend on a project management approach which utilizes a multidisciplinary



design team effort. This normally includes a project manager, landscape architect, engineer, planner, biologist, marketing and other program specialists representing the CPS and A&ES. This team is usually formed at the Planning or Project Definition stage of a capital project, but may form earlier during the development of the service strategy for camping. The team usually remains in place until construction is completed and the campground is operational.

The Project Delivery System (PDS), used by Public Works Canada to deliver all capital projects, has been correlated and combined with the Capital Construction Project Delivery (CCPD) which is a CPS system. These combined project delivery systems are generalized processes linking together campground funding requests with the phase or stages required to plan, design and implement park capital projects. These phases or stages of projects are undertaken by the project management team in the following order:

- |  |                         |
|--|-------------------------|
| 1. <i>Planning</i> : Concept or Problem Definition                     | 4. <i>Commissioning</i> |
| 2. <i>Definition</i>   | 5. <i>Operation</i>     |
| 3. <i>Implementation</i> : Preliminary Design, Design and Construction | 6. <i>Evaluation</i>    |

Major new campground developments would require most phases or stages of the PDS to be undertaken. Campground rehabilitation and recapitalization projects have to be evaluated on the extent of the work involved before determining what PDS phases or stages need to be executed. The requirements for input, consultation and approvals at all major phases or stages are specified in the Public Works, A&E **Project Management Manual**, Environment Canada Product Sector, issued on July 10, 1991.

When required, a campground funding request is made to headquarters and/or region at some of the above noted stages. **The Planning Phase or Concept Stage** almost always is submitted through the Multi-Year Operation Plan (MYOP) by the regional offices. The project is submitted in response to national and regional program direction. A prerequisite to submission for capital funding is that the project is substantiated and guided by the Park Management Plan, a Park Service Plan and essential socio-economic analysis; refer to Directive 2.2.2 titled Socio-Economic Analysis and Impact Assessment in Project Planning. Progressively more accurate estimates of cost and scheduling accompany each advancing stage of the project. Effective Approval allows the project to go into detailed design and implementation of construction (refer to Directive 1.5.22 titled Capital Project Development and Approval Process).

Depending on the size and complexity of the proposed campground project, it may take from 2 to 5 years from the point that a project is defined and approved until it is completed and turned over to the park for operation; allow 1 to 2 years for planning, design and all approvals plus 1 to 3 years for construction completion.



### 3.3 PROJECT DEFINITION PHASE/STAGE

For new campgrounds, pre-design or site planning usually commences at the project definition phase/stage. Preparing Site Analysis and Evaluation Plans are two of the initial steps in the pre-design process. These plans consider topography, soil conditions, vegetation, visual and environmental impacts, and importantly, visitor needs. (Additional information on resource constraints and opportunities may be found in Appendix E.) The preparation of these plans should draw on data banks containing information on these factors (e.g. Canadian Soil Inventory System - CANSIS) for environmental consideration and site selection.

Environmental concerns are also of utmost importance when site analysis and evaluation plans are being prepared. Developable portions of the site must then be planned and organized considering visitor needs and the best relationship between the desirable mix of facilities and circulation, both vehicular and pedestrian. Visitor needs are derived from such tools as marketing research.

Operation and maintenance costs need to be considered when determining the location and size of a new campground. Small campgrounds (under 30 campsites), located in frontcountry areas, are generally **not** cost-efficient to operate and maintain and their introduction must be carefully studied and justified. Other options, such as allowing restricted overnight RV use in parking lots, should be considered.

For rehabilitation and recapitalization of existing campgrounds, an analysis of existing conditions and uses is also needed. These plans should consider the environmental impacts of past use on the facility, research on visitor needs and potentials to upgrade and improve the existing conditions. If the layout requires reorganization, the site planners and designers should look to improving the existing road system and buildings for better efficiencies. This may involve eliminating and/or converting some non-efficient campgrounds or portions thereof, to other uses. Upgrading facilities and/or adding new facilities may also be needed depending upon the circumstances. For example, some campsites may need to be upgraded to current accessibility standards as determined by the park access plan.

This Project Definition phase/stage also involves the preparation of an **Area Development Plan** showing general uses of the site and layout of the project. A **Project Brief**, referring to approved documents, such as the park management plan, the park service plan and the park access plan and summarizing all known requirements from the camping service strategy, is also prepared by the team and the project manager. A class “C” estimate, together with identified risk, are prepared at this phase/stage, as well.

#### 3.3.1 Environmental Concerns

An assessment of environmental impact is a requirement for all projects. This is important especially where activities may have adverse effects on the environment (refer to Management Directive 2.4.2 and pending Bill C-13, The Canadian Environmental Assessment Act). Environmental assessment normally occurs in the **Project Definition** phase/stage for a new campground, and at that time an



Environmental Assessment and Review Process (EARP) screening would be undertaken (refer to Appendix D). If natural features or conditions of a given site require protection, mitigating measures to reduce or eliminate negative impacts are identified. These measures become part of the design requirements and specifications for the project which are translated into practical measures prior to and during construction, operation and commissioning. The responsibility to ensure all EARP mitigating measures are complied with during construction rests with the project manager.

When campground recapitalization or rehabilitation occurs, environmental concerns should be considered and, once again, an EARP study will be needed to determine the extent of existing impacts. Campground expansion or major upgrading could have some negative impacts on the natural resources at or surrounding the site and these would also require identification.

There must also be environmental input into the selection of materials, such as gravel for roads. The Chief Park Warden is responsible to ensure that EARP statements are prepared for all projects and that activities are monitored during implementation.

### 3.4 IMPLEMENTATION PHASE/DESIGN STAGE

Campground design requires a knowledge of visitor needs, an understanding of program requirements, operation and maintenance practices, attention to detail and creativity in design.

Both the preliminary design and detailed design stages of CCPD are described in this section.

Before design work is undertaken, design guidelines need to be developed by the project team to facilitate design solutions. These guidelines (Project Brief and Design Brief) should allow for a flexible approach to problem solving enabling the designers to create and develop innovative plans within the parameters set forth herein.

#### 3.4.1 Preliminary Designs

The objective of preliminary design is to show and describe the basic campground uses such as circulation, buildings, campsites, structures and utilities. The position and relationship of the campground to adjacent use areas or facilities must also be identified. The booklet titled “Accessibility: Requirements and Recommendations” should be used in making these decisions (page 23 - Campgrounds and Campsites).

Preliminary design of the overall campground is represented by an *Area/Site Development Plan* that depicts the layout of all essential elements related to the development of the campground. Design of access points, roads and buildings should allow for closing-off segments or areas during shoulder seasons in the spring and fall. Opening of only one part of the campground would coincide with



visitor use patterns during these shoulder seasons. Preliminary designs are prepared for all of the projects systems and sub-systems including buildings, structures, utilities, roads, parking, boat docking and trails. Designs showing site uses, accessible areas, landscape improvements and drainage patterns are also prepared.

A **Design Brief** should be prepared at this point. It should identify all constraints and requirements needed to justify and explain the project including impacts on nearby commercial facilities. It should give as much detail as possible describing proposed layouts, building styles according to the architectural motif of the park, construction materials, costs, dimensions, implementation schedules, and provision of services for disabled persons and future operation and maintenance considerations. Refer to A&E Manual 42.6 for specific details on the preparation of a **Design Brief**.

Plans and designs should always reflect the results obtained from visitor use studies, environmental evaluations, as well as, specialized requirements such as provision of services for disabled persons. Refer to “Accessibility: Requirements and Recommendations” for specific details. A Class “B” cost estimate, together with identified risk, must be presented at this stage.

### 3.4.2 Detailed Design

The objective of detailed design is the preparation of drawings, specifications and documents that will permit construction of the project. These documents are a further refinement of the preliminary designs. A typical design plan package will contain: **Area/Site Development Plan, Architectural, Engineering and Landscape Architectural Plans**. These plans will identify materials and show implementation details for each element or component of the project.

Final designs and documents (including specifications) must be complete, accurate and in accordance with EARP, user needs and site constraints and access requirements. This is the final stage before construction and no surprises should arise if the preceding stages have been conscientiously followed. All projects that have been subjected to EARP must undergo surveillance (compliance) monitoring during construction. Some projects will also require monitoring after construction to assess the effectiveness of mitigative measures, to evaluate the accuracy of impact prediction, and to provide useful information for future assessments (refer to Appendix F).

#### 3.4.2.1 Buildings

From the designers point of view, buildings are considered one of the campgrounds most important assets. The function and appearance of the buildings contributes a great deal to the desired image of a quality campground. An architectural motif, which should be available for each park, establishes the basic philosophy and design parameters for buildings including style and materials.



Since service buildings tend to be located in open areas, many persons with visual impairments have light adjustment problems. It is, therefore, essential that good colour contrast be used inside service buildings and that colour contrast strips be used on all steps - both inside and out. It is also recommended that the interior of these buildings be painted in a light colour.

Good building design and siting yields efficiencies in operations and maintenance. The buildings provided should be appropriate to the level of service being offered at each campground. Buildings should be accessed by trails which are kept clear of obstructions and located according to a variety of concerns including visibility, pedestrian desire lines, distance from campsite (e.g. accessible campsites for disabled persons must be no more than 60 metres from a service building), vehicular access, spacing between units, utility availability and soil conditions; refer to Tables 2 and 3 for details. Building design is to conform with all applicable building code regulations, including the CPS document “Accessibility: Requirements and Recommendations”. Building design also takes into account energy conservation and alternative energy sources such as solar. Use of composting toilets is to be encouraged, especially in remote and backcountry areas.

### **3.4.2.2 Roads, Docks and Bridges**

Roads, docks and bridges are also campground assets. Roads may be designed for either one-way or two-way traffic. They are usually designed as shallow fills in a minimum right-of-way. Roads should be designed with an understanding of the types of vehicles being used by visitors so as to permit easy vehicular movement to and from the loops or pinwheel campground roads. The direction of vehicular movement on one-way loop roads shall be counter-clockwise. Optimally, campground roads should use “kidney or hotdog” shape loops. These loops should be as close together as practical, with from 25 to 50 camping units per loop. These loop roads should be directed toward the toilet/shower buildings to encourage pedestrian movement along road surfaces thereby reducing the need for trails and lessening indiscriminate foot traffic through adjacent vegetation. Alignment of roads will take into account preservation of tree cover, soil conditions, land form and the manoeuvrability of vehicles.

Docks and bridges should suit the site and perform their intended function, being obvious but not obtrusive elements in the landscape. Docks at island campgrounds serve as entrance points and their locations should be carefully chosen. The design of docks must be done with a good knowledge of natural shelter and underwater conditions. The design of docks and bridges must include provisions for the protection of aquatic resources and other environmental components. Design of bridges should be in accordance with CSA CAN S6 (1988), Design of Highway Bridges or Ontario Highway Bridge Design Code. Where design loading is to be less than code, actual loadings are to be posted.





### **3.4.2.3 Utilities**

Utilities consisting of above and below ground water, sewer/grey water and power are also assets of the campground. Potable water must exist on the site or be available from alternative sources at a reasonable cost or effort. Drinking water must comply with federal and provincial drinking water standards. Taps, where used, should be accessible (i.e. “wing tip”). Sewage/grey water may be disposed of by a variety of methods considering the impact on the nearby water supply. Sewage dumping stations should be easy to find and conveniently located. The method of treatment and disposal must meet or exceed the requirements of the federal, provincial, or territorial regulations applicable in the area.

Electrical power line locations should be chosen carefully and power lines buried whenever possible so as not to negatively affect the site. If a power generator is necessary as a primary source, a power hook-up should not be provided to individual sites and the sound must be muffled to below 30 decibels at the nearest campsite. One should always be aware of the needs of persons with visual impairments when designing a campground; and it should be noted that visual problems are usually compounded at night. It is, therefore, essential that good lighting be provided around service areas and that tactile signs be used whenever possible - especially where services are provided in unlighted areas. All electrical lighting and outlets must conform to the Canadian Electrical Code, Part 1, as well as local regulations.

### **3.4.2.4 Common Facilities**

Facilities such as trails, bicycle pathways, recreation areas, play apparatus, and secondary services like firewood, garbage, wells and parking areas must be located for convenient pedestrian access, including access for disabled persons, from nearby campsites as well as vehicular access for servicing (see “Accessibility: Requirements and Recommendations”). Covered shelters, to keep the campground firewood supply dry, should be considered. Bear proof garbage containers and food caches should also be used where considered necessary. Common facilities should be visible for easy location.

### **3.4.2.5 Campsites/Furnishings**

Campsite layout should provide sufficient space and privacy between sites to enable the camper to feel comfortable and relaxed. Each campsite should be accessed by a parking spur or pedestrian trail and be clearly identifiable. The campsite space, excluding the parking spur, should be between 60 and 110 square meters in size. The entire campsite should be defined using timbers, logs, or other suitable materials (a minimum 810 mm entrance/exit width must be allowed for accessible campsites.) An area within this space must be provided so that tents can be easily secured on a level yet well-drained pad of relatively soft material for driving in tent pegs. Often several families may wish to camp together, therefore, some double or triple unit campsites should be provided.



Furnishings occur mainly at campsites. The campsite usually contains site furniture consisting of a picnic table, a fire grill or campstove, barriers and a site marker. Because site furnishings deteriorate quickly, careful consideration should be given to their materials and design for durability and longer use. Barrier-free furnishing such as extended top picnic tables for some campsites must also be provided (see page 23 of “Accessibility: Requirements and Recommendations”).

A Class “A” cost estimate should be presented at the completion of the Design Stage. The estimate contains detailed and current unit prices and quantity take-offs and is used to evaluate tenders, or as the basis for cost control on day-labour undertakings.

### 3.4.2.6 Signing

Bilingual signs should be informative, concisely worded, use contrasting colours and legible print, be unobtrusive and be kept to a minimum (see CPS Sign Manual and page 5 of “Accessibility: Requirements and Recommendations”). A sign should be placed at the entrance to the campground showing the layout of roads, trails, areas and features. Campers should be able to follow a prescribed route in travelling through the campground and be able to identify their assigned campsite without difficulty.

## 3.5 TECHNICAL GUIDELINES

Technical guidelines that apply to the various categories of standardized and specialized campgrounds are shown in Table 2 and Table 3, pages 3-12 and 3-13.

## 3.6 CONSTRUCTION STAGE

The objective of this stage is to build the campground to the requirements of the design, specifications and contract documents and in accordance with Government Contract Regulations. Projects are usually implemented by contract, day-labour or a combination of contract and day-labour.

Campground design cannot be considered a purely paper exercise. During construction numerous on-site modifications and adjustment decisions have to be made and the designer should be available to assist in the implementation of the plans. The designers presence is particularly important during the layout, clearing, grading and individual campsite and building location exercises to ensure plans provide a good “fit” with the landscape.

A project manager and a construction officer or supervisor are involved in administering and supervising construction in order to achieve approved schedules, environmental surveillance, costs and technical objectives of the undertaking. The project manager regulates, monitors, and approves payments to the contractor upon completion of segments of the work.

All phases of construction implementation are monitored by the project manager or site inspector to ensure that they meet the design specifications, performance



standards and environmental measures established in the contract documents for operation.

Constructed work is also subject to a warranty period. Inspections undertaken by General Works Managers, or their staff, during this period may necessitate repairs or replacements of unacceptable work. Post-construction environmental monitoring should also be carried out.

All construction work is done in conformance with A&E Manual 42.9, Construction Supervision and Field Records.



## TABLE 2 – CAMPGROUND TECHNICAL GUIDELINES

Levels of Service	Campground Categories					Levels of Service	Campground Categories				
	BP	FP	SS	FS	GT		BP	FP	SS	FS	GT
<b>Density per Hectare</b>						<b>Utilities</b>					
1 to 12 units	x	x	x		x	Potable Water		x	x	x	x
9 to 30 units			x	x		Non-Potable Water	x				
<b>People per Campsite</b>						Area Lighting				x	
1 to 3	x	x	x	x		Central Sewer			x	x	x
3 to 5		x	x			Trailer Dumping			x	x	
6 to 40					x	<b>Roads &amp; Parking</b>					
<b>Campsites per Campground</b>						Gravel		x	x	x	x
2 to 25	x	x			x	Paved			?	?	
25 to 100			x	x	x	Parking Areas		x	x	x	x
100 to 500			x	x		<b>Common Facilities</b>					
<b>Campsite Spacing</b>						Recreation Area				x	x
10 to 15 m			x	x		Play Apparatus/Area			x	x	
15 to 40 m		x	x	x		Wharf or Dock		?	?		
40 to 90 m	x				x	Firewood	?	x	x	?	x
<b>Buildings</b>						Garbage Collection		x	x	x	x
Registration Kiosk		x	x	x		Trails	x	x	x	x	x
Pit/Chemical privies	x	x				<b>Campsites/Furnishings</b>					
Pump Out Toilets	?		x		x	Tent Pad	?	x	x	x	x
Flush Toilets		x	x	x	x	Table		x	x	x	x
Kitchen Shelters	?	x	x	x	x	Fire Grill/Fireplace	?	x	x	?	x
Showers			x	x	x	Barrier(s)			x	x	x
Laundry			?	?		Parking Spur			x	x	
Combination Bldg.			x	x		Utility Hook-ups				x	
<b>Accessible Campsites</b>		x	x	x	x	Signage	x	x	x	x	x

BP = Background Primitive

FP = Frontcountry Primitive

GT = Group tenting

? = Discretionary services (refer to Chapter 2 for details)

SS = Semi-Serviced

FS = Fully Serviced



**TABLE 3 – CAMPGROUND TECHNICAL GUIDELINES**

Campground Categories	Avg. Distance Between Toilet Buildings	Average Maximum Distance from TB to Campsites	Density sph	Distances Between Campsites
Backcountry Primitive	+	+	1 - 8	40 - 90 m
Frontcountry Primitive	180 m	130 m	7 - 12	25 - 40 m
Semi-Serviced	200 m	150 m	8 - 18	15 - 20 m
Fully Serviced	250 m	180 m	18 - 30	10 - 15 m
Group Tenting	+	220 m	6 - 10	40 - 60 m

Notes: sph = sites per hectare TB =Toilet Buildings + = no data

### 3.7 CONSTRUCTION COSTS

Cost figures for new campgrounds, given in Table 4, are derived from averages based on historic construction cost data which has been analyzed and updated for inflation. When estimating costs, take into account that semi-serviced and fully serviced campsites are often combined in one facility.

**TABLE 4  
NEW CONSTRUCTION COSTS  
CANADIAN PARKS SERVICE CAMPGROUNDS**

Categories of Campgrounds	*Approximate Cost per Campsite
Backcountry Primitive	\$4,500.00 to \$8,000.00
Frontcountry Primitive	\$3,000.00 to \$6,000.00
Semi-Serviced	\$11,500.00 to \$18,500.00
Fully Serviced	\$19,000.00 to \$24,000.00
Group Tenting	\$3,000.00 to \$6,000.00

\* Cost figures, in 1992 dollars, are provided for guidance only as considerable variation occurs from region-to-region and site-to-site.



### **3.8 COMMISSIONING PHASE**

The program manager, in consultation with the General Works Manager, accepts the completed campground from the project manager and turns it over for operation.

### **3.9 OPERATION PHASE**

The objective here is to establish and test the operating performance, the preventative maintenance program and the operations and maintenance budget. This period usually takes 1 year.

### **3.10 EVALUATION PHASE/STAGE**

Once the campground has been in operation for a season, an evaluation should be performed concerning its effectiveness. The evaluation assesses the effectiveness of the project in meeting its original objectives (e.g. accessibility needs, EARP mitigating measures (see Appendix F)) and the systems used in planning, design and construction. The project evaluator, usually someone not involved in the project implementation, normally presents this evaluation in a written report which is passed along to Regional Management.



## **CHAPTER 4 – MAINTENANCE**

### **4.0 INTRODUCTION**

Good maintenance practices are necessary to ensure protection and extend the life of campground assets, to provide a high level of visitor satisfaction, to maximize utilization of available manpower, and to enhance the overall image of the Park.

This chapter covers the concept of the Maintenance Management System (MMS) (see Appendix H, References and Related Authorities). The use of MMS for maintenance in CPS campgrounds is explained in this section and typical maintenance costs for various categories of park campgrounds are provided. It is not intended to repeat here all the specific information contained in the MMS system and users' manuals.

### **4.1 MMS CONCEPT**

The Maintenance Management System is a management tool that is intended to rationalize maintenance efforts, improve work performance and standardize data generation and analysis.

The philosophy of MMS holds that maintenance will be planned, organized, directed and controlled for optimum preservation, function and efficiency. This philosophy applies to maintenance of all CPS assets, including campgrounds.

Each campground, is composed of groups of assets: roads, bridges, docks, buildings, utilities, grounds and trails. Each asset is comprised of components which in turn have a number of common standards of quality and quantity accomplishments for various levels of maintenance within that function. All components are routinely assessed and maintained against these standards.

The following Tables 5 and 7 on pages 4-2 and 4-3 illustrate the make-up of the grounds and trail functions that may have application to campgrounds.

### **4.2 MMS USE**

From the opening of a campground at the beginning of the visitor season until it closes at the end of the visitor season, all assets and components comprising the campground require some form of regular maintenance activity. These activities occur on either a daily, weekly, monthly or seasonal basis, or combination thereof, depending on a variety of operational criteria such as intensity of use, weather conditions and availability of resources. Different kinds of grounds receive different levels of maintenance and campgrounds correspond to the second and third maintenance levels (see Table 6). A primitive campground with low visitation should receive less attention over the year than does a serviced campground with high visitation in the same park.

It is the responsibility of the General Works Manager to see that regular inspections of each campground are undertaken. Managers and supervisors then



direct maintenance actions by preparing performance budgets and issuing work orders for implementation by field work crews. A work program or work plans are then prepared and acted upon.

**TABLE 5 – GROUNDS MAINTENANCE ACTIVITIES APPLICABLE TO CAMPGROUNDS**

Code No.	Functions	Quantity Standards	Method Standards
200	Turf Mowing	cutting height and frequency	crew size, accomplishment, and procedure
201	Turf Care	frequency for 10 different work items	crew size, accomplishment, and procedure
202	Spring Clean-up	annual inspection	crew size, accomplishment, and procedure
203	Tree/Shrub Care	frequency for 8 different work items	crew size, accomplishment, and procedure
205	Misc. Grounds (incl. minor furnishings)	frequency for 5 different work items	procedures for fixtures
208	Beach Mtce.	frequency to clean and rake	crew size, accomplishment, and procedure
210	Picnic Tables	frequency to repair and replace	procedure for fixed and moveable tables
214	Gr. Sign Mtce.	frequency to inspect and replace	procedure for fall, winter and spring

**TABLE 6  
LEVELS OF MAINTENANCE**

Maintenance Levels	Campground Category	Quality Standards
2	FP, SS, FS GT	All areas are reasonably well maintained. Areas have an average exposure to the public. Some work can be deferred.
3	BP	All areas receive the least amount of maintenance in order to retain a natural setting. Areas have little public exposure. Non-hazardous defects and work can be deferred.

BP = Backcountry Primitive  
FP = Frontcountry Primitive  
SS = Semi-Serviced

FS = Fully Serviced  
GT = Group Tenting





**TABLE 7**  
**TRAIL MAINTENANCE APPLICABLE TO CAMPGROUNDS**

Code No.	Functions	Quantity Standards	Method Standards
251	Routine Trail Mtce.	inspect and repair seasonally	crew size, accomplishment, and procedure
252	Primitive Cmpg.	frequency for 3 different work items	crew size, accomplishment, and procedure
256	Trail Signs	frequency for inspect and replace	crew size, accomplishment, and procedure
257	XC Ski Trails	seasonal frequency	crew size, accomplishment, and procedure
259	Trail Boardwalks	frequency to inspect and repair	crew size, accomplishment, and procedure

\* Trail refers to walks, paths and trails within or immediately connected to a campground.

Following execution of the work, reports are submitted to MMS for record keeping. The accomplishments, expenditures and productivity of field crews are subject to monitoring and evaluation through performance reports. Levels of maintenance, budgets and work plans can be adjusted, if necessary, to eliminate inadequacies or over-resourcing.

If, in the course of conducting maintenance inspections, a major recapitalization of assets appears to be required, the project team may be reactivated so that the project can be fed back into the service planning process.

### **4.3 TYPICAL MAINTENANCE COSTS**

Operation and maintenance costs are those annually recurring expenses needed to maintain an environmentally friendly facility in good operating order. Included are items such as wages and benefits, utilities, tools and materials. Major maintenance is treated separately and is not addressed in this section.

Data presented in Table 8 gives an indication of typical annual maintenance costs in each of the five regions across the system.



**TABLE 8 – ANNUAL PER CAMPSITE MAINTENANCE COSTS BY REGION**

Campground Categories	WRO	PRO	ORO	QRO	ARO
Backcountry Primitive	+	+	+	+	+
Frontcountry Primitive	1,028.00	526.00	1,124.00	+	1,728.00
Semi-Serviced	757.00	669.00	645.00	1,233.00	793.00
Fully Serviced	747.00	575.00	2,308.00	+	611.00
Group Tenting	1,846.00	+	1,639.00	+	+

+ = no data available

All figures given in the table above are from 1984 dollars updated for inflation to 1992 dollars.

Costs given in the above table were arrived at from actual *frontcountry* campground maintenance cost figures supplied by the parks and averaged. Refer to the study entitled **Parks Canada's Campgrounds**, prepared by Evaluation and Analysis Division, Socio-economic Branch, Parks Canada, February 1985. These costs include salaries, wages, benefits, materials and supplies but exclude major repairs. Actual costs can fluctuate by 50% up or down from the averages given.



# CHAPTER 5 – CAMPGROUND OPERATIONS

## 5.0 INTRODUCTION

This chapter is divided into three sections. The first section titled “Guidelines for Camping” incorporates existing directives for camping as well as other guidelines specific to camping. The second section titled “General Guidelines” provides guidance for the application to camping of general directives and policies. The third section titled “Creating an Operations Manual for Campground Attendants” suggests ways to include the guidelines, and other useful information, in an operations manual for campground managers, supervisors and staff.

## 5.1 BACKGROUND

The operation of national park campgrounds varies according to regional and park goals, the type of markets being served, availability of resources and the physical setting. The essential requirements for operation do not vary. The public reasonably expects a friendly welcome, professional service, clean and well-maintained facilities which meet their basic needs and opportunities to enjoy and to appreciate the parks through their camping experience.

Many aspects of campground operations are guided by federal and provincial laws (primarily *the National Parks Act and Regulations* and provincial liquor and highway traffic acts), policies, directives, bulletins, and guidelines. The management of facilities and visitor behaviour is determined principally by these documents (see Appendix G). Determination of the services a campground should offer is more complicated. While the documents mentioned govern the parameters of the service offer, the selection of a particular type and level of service occurs primarily through the service planning process, as explained in Chapter 2. This enables the park to provide services “to a suitable standard” as required by National Parks Policy.

This chapter contains guidelines establishing the fundamentals of campground operations that will be met across the national park system. Beyond these basics, considerable latitude is given to park managers to tailor operations to local needs. Use of the service planning process ensures that these park related variations in operations are in response to the requirements of visitors.

The *Visitor Activity Operations Casebook* contains additional suggestions on various aspects of campground operations. The cases provide practical solutions to specific problems. Additional copies of the Casebook can be obtained through the Visitor Activities Branch, National Parks, Headquarters.



### 5.2 GUIDELINES FOR CAMPING

This section incorporates all directives related solely to camping. It also contains material dealing specifically with the camping activity.

#### 5.2.1 RECEPTION, REGISTRATION AND SITE ALLOCATION

REFERENCES: National Parks Camping Regulations  
Camping Manual: Section 2.5, Levels of Service  
CPS User Fee Policy (draft 1991)  
Park Sign Plan

Visitors camping in a national park require camping permits (Camping Regulations, 3.1). This is true even in situations where a fee is not collected because it is uneconomical (see CPS User Fee Policy). A **registration system** is therefore needed so that campers can obtain permits. Registration options can vary from on-site to off-site and from personal service to self-registration. The *Visitor Activity Operations Casebook* has examples of different systems.

**Camper reception** is an essential aspect of the registration procedure. For both personal and non-personal systems, measures should be taken to welcome campers and assist them in selecting a campground that will provide the services and opportunities they need to have the park experience they desire.

When campers are sure that they have selected the most suitable campground, they need to obtain a site. Techniques for **site allocation** vary. Sites may be assigned or campers may choose their own. When campers are allowed to choose their own, measures must be taken to ensure that they do not select a site that has already been registered to someone else. The system chosen should:

- limit camper frustration by ensuring that campers quickly obtain suitable sites;
- prevent resource impact by matching campers' needs, expectations and equipment to the sites;
- facilitate resolution of enforcement problems by preventing situations such as double-booking; and
- utilize resources efficiently (e.g. by ensuring staff time is spent on achieving high priority objectives rather than engaging in administrative overhead).

The type of registration/site allocation system and the season of operation which best meet visitor and operational needs should be determined through the service planning process. Hours of operation and person year requirements should be based on this. The type of registration and site allocation system should be recorded in the service strategy or operations manual. Detailed procedures should also be recorded in the operations manual. The season hours of operation can be placed in the operations manual each year for quick staff reference.

Staff who are responsible for registration/site allocation need training so that procedures are applied in a consistent manner (5.3.1). They also need to receive



physical orientation to the facility to enable them to assign sites or to advise campers on the suitability of sites in a knowledgeable manner. Knowledge of the campground layout is also vital in an emergency situation.

Where non-personal registration techniques are employed at a frontcountry campground, the procedures need to be posted at the registration station. If registration for a frontcountry campground occurs off-site, instructions should be posted at the campground entrance. If a free-standing sign is used, the location should be specified in the park sign plan.

The communications strategy should specify how backcountry campers will be made aware of registration requirements (see 5.3.5).

***Handling of revenue from self-registration systems*** that do not use accountable permits must be in accordance with the following procedures, based on the Financial Directives Manual, Chapter 6.2:

- Staff are not to collect cash from campers unless an official (accountable) receipt is issued;
- Under no circumstances should staff accept a deposit envelope, which may contain money, with the intent of depositing it for the camper;
- Deposit boxes should be designed so that they can only be opened when removed from the vault. No individual should have the keys to both remove the deposit box and open it;
- Two persons are to be present when the deposit box is opened. They need to record the serial numbers of the deposit envelopes, the amount indicated as being enclosed in each and the amount of revenue actually received.

### 5.2.2 RESERVATIONS

REFERENCES: National Parks Camping Regulations 9.1  
Camping Manual: Section 2.5, Levels of Service

Service planning should be used to determine where reservations should be offered in a campground. Implementation of a reservation system will only take place provided it has been recommended in the Park Management Plan. Parks considering implementation of a reservation system should consult with regional office staff for current direction.

Some campers desire reservations. This is especially true for those planning to spend an extended period of time at a particular destination. The benefit to the camper is the ability to plan a park visit with the assurance that the preferred type of accommodation will be available upon arrival. Benefits to the park include the possibility of increased camper satisfaction and new marketing opportunities. On the other hand, campers expecting a first-come, first-served system will be frustrated if they do not know that reservations are possible. Reservation systems also tend to be expensive - either labour intensive or requiring significant financial resources.



Superintendents have the authority to establish a reservation system under Section 9.1(1) of the Camping Regulations. Reservations are currently made for some backcountry campgrounds, group tenting grounds, in certain special situations (Bruce Peninsula National Park) and on a test/trial basis at other locations (Terra Nova National Park). However, a comprehensive national or regional reservation system is not in place.

While it is generally agreed that regional reservation system(s) linked to other local agency offerings (e.g. provincial and private campground systems) would be the most beneficial, it would also be expensive and resource constraints have prevented direct operation by CPS. The preferred option is to involve other government agencies and/or the private sector in the operation of a reservation system. Efforts in this direction, however, have not proved successful and at present there is no proposal to implement a reservation system. It is important, therefore, that verbal and written communications reflect the fact that fully serviced campground accommodation is difficult to obtain in July and August.

Should the situation change and a reservation system be implemented, then a national policy on the subject will need to be drafted. Such a policy would likely incorporate these generally accepted guidelines:

- reservation systems should not result in the deterioration of the pre-existing level or quality of service;
- the reservation service should be operated by an outside agency or the private sector, but may be operated by CPS where feasible;
- normally a non-refundable, advance fee should be charged for the reservation service to cover administration costs and to reduce the number of unused reservations. The Superintendent may waive the reservation fee where suitable advance notice of cancellation has been given (e.g. before noon of the day of arrival). The Camping Regulations (Section 9.1(3)) sets a fee for a reservation service operated by CPS. Certain credit cards (i.e. MasterCard and VISA) may be used by the public to pay for this service (refer to Treasury Board Circular 1987-18);
- user needs should be considered when determining the length of the advance period during which reservations can be made. A specific market study may be necessary to determine trip planning habits and the impact of a reservation system on park use (see 5.3.7). Availability of staff to accept reservations and financial administration guidelines will also affect the choice of time period;
- normally, only a percentage of campsites in a campground should be “reservable” to allow space for the travelling public (vis-à-vis destination campers); and
- the opportunity to make reservations should be widely advertised (see 5.3.5 and Camping Regulations 9.1(2)). The results of the marketing study mentioned above may help guide distribution of information.

### 5.2.3 WAIVER OF CAMPING FEES

REFERENCES: National Parks Camping Regulations



Under Section 8 of the Camping Regulations, the Minister can allow the Superintendent to issue a camping permit without charge to any person who is performing work in the park on behalf of the Department. A waiver of fees will not normally be granted in a campground when it is experiencing peak use by the general public (a notable exception is the campground host program). The Superintendent may waive the reservation fee for a campsite where suitable advance notice of cancellation is given (see previous section concerning reservations).

#### 5.2.4 OPENING AND CLOSING OF CAMPGROUNDS

Campgrounds should be opened and closed to match supply with demand.

The number and type of campsites to be made available to the public at different periods during the operational season can be estimated from historical data and then modified by current conditions. Sites should be available in various categories and locations in the park in order to meet the needs of different campers. Sites for disabled users must be available as long as the campground is being operated. The service plan will guide these decisions.

When a limited number of sites are being utilized, fees may be collected by an alternate method to the one used in peak season. Steps, however, must be taken to ensure that the public is aware of the change. For example, the fee, the fee collection procedures, directions to open sites and washrooms, and instructions on how to contact park staff for information, or in case of an emergency, should be clearly posted when switching from personal to non-personal service (see 5.2.1).



When campgrounds are closed, signs indicating which campgrounds are closed, which are open, and what services are available, should be posted at park entrances or other suitable locations as required to inform the public of site availability. Directions and distances to the nearest open campground(s) should be provided at suitable locations in, or close to, the closed campground(s). Use of free-standing signs should conform to the park sign plan.

The communications strategy will guide provision of information about the opening and closing dates of campgrounds and the periods of reduced service (see 5.3.5).

### **5.2.5 WINTER CAMPING**

REFERENCES: Replaces Management Directive 4.6.21  
Camping Manual: Section 2.5, Levels of Service

Winter camping opportunities enable visitors to understand, appreciate and enjoy the park in the off-season and to participate in winter recreational activities. It also permits park facilities to be used more efficiently by extending the season.

The winter camping offer should be set out in the service plan. A mix of winter camping opportunities should be offered if demand warrants. When demand is limited, or unknown, existing facilities (e.g. campgrounds, picnic grounds and other suitable areas) should be utilized. This way demand can be assessed before funds are committed to building new facilities.

The site chosen for a winter campground will not be so remote as to be impractical or expensive to service and access, particularly in emergency situations and during inclement weather. Individual campsites and access roads should be located on stable surfaces that can withstand use during warm spells and the spring thaw, especially if the intent is to utilize the campground year-round.

Operation of winter-only campgrounds should be coordinated with the period of operation of other campgrounds to be efficient and to provide for year-round camping, as required (see 5.2.4). Potential for year-round use should be considered when recapitalizing an existing campground or building a new one.

A registration system should be established for winter campgrounds (see 5.2.1). Services should be provided as per the campground categories in Chapter 2. A camping fee is to be charged where it is cost effective to do so (e.g. self registration). Where it can be shown that this is not possible (i.e. the cost of collection exceeds the revenues collected) then a camping fee will not be charged. The fee will be determined in the same manner as for other campgrounds (i.e. based on the services provided, costs, and competitive camping fees) and will be included in the Camping Regulations.





### 5.2.6 OVERFLOW CAMPING AREAS

REFERENCES: Replaces Management Directive 4.6.14

Overflow or peak period camping areas are not intended to provide the camper with what is normally considered to be a park camping experience, as offered in regular campgrounds. The primary purpose of an overflow camping area is to provide temporary accommodation for visitors at times when all regular camping sites, including public and private campgrounds adjacent to the park, are occupied.

These areas were originally introduced as temporary facilities to cope with demand that was outstripping the increase in supply of developed campsites. In most cases, they have formally been accepted as permanent in response to the continuing need for them. Instead of building costly regular campsites to handle peak period demand, overflow camping areas should be improved and used for this specific purpose.

In cases where the need for an overflow camping area is new, an existing service strategy may not cover the situation. Peak period demand should then be dealt with according to this section while bearing in mind the overall direction of the camping service strategy. If peak period demand recurs from season to season, the service strategy must be revised to provide proper direction.

An overflow camping area may be provided only when:

- there is no alternative suitable camping accommodation outside the park within a reasonable driving distance, or when it is the most effective way of dealing with illegal camping which is caused by campgrounds in the park or nearby being full; and
- peak demand exceeds capacity frequently enough and in sufficient numbers to necessitate providing a separate area (i.e. a parking lot in a regular campground is not a practical solution); and
- a previously disturbed site in a convenient location is available; and
- it does not result in unacceptable environmental impacts.

Overflow areas should be rehabilitated to provide level ground for camping, proper drainage, and a basic vegetative cover to make them aesthetically acceptable.

Individual campsites are not to be developed. If lack of individual sites causes alcohol control problems, an alcohol ban may need to be considered (see 5.2.8).

The following essential services are to be provided in all overflow areas:

- potable water supply;
- sanitary facilities (provided in accordance with local codes and EARP findings); and
- garbage containers.



The amount and frequency of use may require that the following additional accommodation amenities be provided for safety and/or resource protection. They should be located in a separate section where camping is not permitted to prevent monopolization by individual parties:

- a limited number of communal fireplaces and a wood supply; and
- a limited number of communal picnic tables, anchored so that they cannot be moved to individual party locations.

Non-essential services may be offered in addition to the above only when:

- they existed before the designation of the area as an overflow; and
- the need for such an expanded offer has been identified in a service plan and does not require significant capital or O&M resources; and
- such an expanded offer does not cause the area to become an attraction or destination in itself.

Roads and parking areas should be designated/developed as needed for the reasonable comfort and safety of users, for required traffic control, and for resource protection. They may be gravelled but should not be paved. Existing paved roads should be evaluated to determine the lowest O&M cost (i.e. either maintained as pavement or resurfaced with gravel).

When camper turnover is high enough to ensure that all users will obtain a regular campsite, the area should be cleared in the morning and closed. This procedure should be followed with discretion at times when camper turnover is near zero to avoid pointless inconvenience for visitors (e.g. if the common use pattern is for campers to arrive Friday night and stay until Sunday evening, there is little point in trying to close the overflow on Saturday morning when no campsites are available).

The fee charged for each camping unit in an overflow area should be the fee specified in the National Parks Camping Regulations. No charge is to be made for communal fireplaces and wood supply.

The communications strategy should guide how the role, purpose and availability of the overflow camping area is conveyed to users and potential visitors (see 5.3.5).

Where there is an established record of use of an overflow in excess of approximately 35 nights per year, an analysis should be done to determine if providing additional regular campsites in the park is justified. Analysis should follow the service planning process in consultation with the Socio-economic Branch. Depending on the direction provided by the park management plan (i.e. whether or not a limit on campsite development has been established, and if it has been reached), a recommendation for expansion may be approved, or the recommendation may be input to the management plan review.



The park may provide information to campground or tourism operators in the region to make them aware of the opportunity for campground expansion or development but should not otherwise recommend or encourage such actions.

### 5.2.7 CAMPING REGULATIONS AND ENFORCEMENT

REFERENCES: National Parks Regulations  
Management Bulletin 2.1.9: Interim Law Enforcement  
Operations and Administration Manuals

National Parks Regulations, including the Camping Regulations, are meant to protect a park's natural and cultural resources and its many facilities. Protection of these resources contributes significantly to the visitor experience. Campground staff have responsibility to see that campers are aware of certain regulations so that their stay will be as pleasant, enjoyable and memorable as possible. Accordingly:

- All prohibitions or conditions specified by the Superintendent pursuant to the Camping Regulations should be consistent with the Park Management Plan and the Park Service Plan. This will not be possible in some cases when situations arise requiring immediate management action.

The prohibitions or conditions should be recorded in the camping service strategy, operations manual, or a park directive.

- Delegation of the Superintendent's authority under the Camping Regulations should be recorded in suitable documents such as the service plan and/or operations manual. Particularly important sections are 4(1), 4(3), 8, 13, 14(b), 14(h), 14(j), 15, 16, 18(2), 19(1), and 21(2).

Authority to act on the Superintendent's behalf for such duties as issuing camping permits should also be recorded in the appropriate Position Analysis Schedule.

- Procedures for reporting and resolving infractions of the regulations should be developed and recorded in an enforcement and/or operations manual. The authority and role of different positions (e.g. warden, campground attendant) should be identified and communicated to the people in those positions.
- All staff who work in a campground should receive annual orientation sessions to familiarize them with the National Parks Regulations and approved procedures.
- Campers should be made aware of the National Parks Regulations which are of **greatest** importance at a particular campsite in order to facilitate enforcement. This can be done in several ways including posting at the kiosk; and printing on the camping permit, signs, or brochures (Camping Regulations 16(d)).



Campground brochures should also contain appropriate information from the Regulations so that campers are aware of proper conduct and procedures for using the services and facilities.

Noteworthy sections include:

- Camping Regulations 5(2), 6(1), 7(a), 7(b), 9, 10(e), 10(f), 11, 14(a)(ii), and 14(j);
  - General Regulations 6, 7, 32;
  - Domestic Animals Regulations 3(2)(c);
  - Fire Protection Regulations sections 3 and 4; and
  - Highway Traffic Regulations 4(1).
- 
- Limitations based on campground design rather than regulation, such as a maximum party size, should be documented in the service strategy or operations manual; the public should be notified of these limitations in the same manner as for regulations;
- 
- The communications strategy (see 5.3.5) should include important regulations.

### 5.2.8 CONTROL AND/OR PROHIBITION OF ALCOHOL CONSUMPTION OR POSSESSION

REFERENCES: National Parks Camping Regulations: Section 13  
Replaces Management Directive 4.6.3

All approaches to control and/or prohibit alcohol consumption should be planned, implemented and evaluated in an integrated manner between Natural Resource Conservation and Visitor Activities staff.

Superintendents have the authority to prohibit the consumption or possession of alcohol in campgrounds (Camping Regulations 13(b)). Taking this action provides one option for dealing effectively with alcohol related problems that chronically occur in a particular campground or overflow camping area, or at specific times of the year (e.g. May 24th weekend). Where such problems are not regular occurrences, management actions aimed at a specific camping party may be more appropriate. These actions include refusal to issue a camping permit, warnings, cancellation of the camping permit, or eviction.

Where alcohol related problems have been determined to be chronic, or are anticipated, the Superintendent may prohibit alcohol consumption or possession for the documented period and/or area.

Enforcement of the prohibition should be consistently applied, however, priority should be given to the open or flagrant abuse of alcohol and its effect on the enjoyment of the park by other park visitors.

Park staff need to be aware of the prohibition to ensure that there is:

- a common understanding of the restrictions;



- a common approach to enforcement; and
- consistent information given to the public.

All campground users should be informed of a prohibition on a notice located at the entrance to a campground or in the camping permit (Camping Regulations 5(2)(b)).

The communications strategy should provide guidelines for notifying the public and concerned agencies (tourism department, police, Chamber of Commerce, etc.) of the prohibition (see 5.3.5). Also, if necessary, the strategy should provide guidelines for follow-up to ensure a “buy-in” by these agencies.

The Superintendent is responsible for providing the Regional Director General with the details of the prohibition and substantiation for the decision at least three months prior to the effective date. The Regional Director General (RDG) is responsible for informing Program Headquarters (PHQ).

The RDG is responsible for submitting an annual report to PHQ at the end of December. The report should include such information as:

- location and duration of prohibition(s);
- nature of prohibition (consumption or possession);
- changes in clientele;
- a summary of public comments; and
- any changes anticipated for the following fiscal year.

PHQ is responsible for consolidating and circulating this data to all regions for their information.

### 5.2.9 TELEPHONE MESSAGES FOR CAMPERS

REFERENCES: Replaces Management Directive 4.6.11

Urgent messages pertain to death, serious illness, or accident. Every reasonable effort should be made to contact a camper to advise him/her to contact the caller (or their designate). In most cases, the caller (or their designate) may be the best person to convey information of a grave nature **not** the park employee. It is advisable to tell the caller that although considerable effort will be made, delivery of the message cannot be guaranteed.

Each park is responsible for establishing procedures for the delivery of urgent messages to campers and to record them in an approved document such as an operations manual. These procedures should complement those of other organizations (e.g. the RCMP Tourist Alert program).

The procedures should include contingency actions to be followed in the event that an individual cannot be located. These may include:



- posting a notice at suitable locations in the park instructing the camper to contact the appropriate park employee. A reasonable time limit should be set for posting a notice (2 or 3 weeks); and
- liaison with agencies within or outside the park which may be able to locate the person.

If park staff are involved in the delivery of an urgent message, it is suggested that the following information be obtained:

- the full name and home address of the person for whom the message is intended;
- the name of the campground in which the person is registered, the date of arrival, and the itinerary of the person, if known;
- license number, type, colour, make, model, and year of vehicle. It is useful to note the province or state of registry even if the license number is not known;
- type of camping unit (tent, trailer) and a description, if possible; and
- name, address, and telephone number of the caller and an alternate number for the camper to call, if available.

Non-urgent messages may be handled in whatever manner considered appropriate by the Superintendent. In instances where it is deemed inappropriate for park staff to convey a message, callers can be directed to alternate methods (e.g. Chamber of Commerce).

All staff who may receive messages for campers should be aware of the park procedures for handling both urgent and non-urgent calls (see 5.3.1).

### 5.2.10 TRAILER CARAVANS

REFERENCES: National Parks Camping Regulations  
Replaces Management

Over the years several national parks have received requests to accommodate large, organized groups of trailers and other recreational vehicles. Based on the popularity of RVs, parks can expect continued requests of this type. It is also likely that commercial tour operators will expand marketing of group RV vacations.

Currently, most parks do not accept reservations. This presents a problem for groups of this nature, since they normally have to plan their trip well in advance. Furthermore, the Camping Regulations do not allow a person to hold more than one camping permit at a time or to transfer permits (4(2), 6(1)). Technically, this does not allow a tour operator or club leader to buy camping permits for a number of different camping parties. Group tenting grounds which may be booked by a group are not suited to RVs.

A park may agree to set aside areas of a campground for organized RV groups who will visit during the low season. Essentially, the park must be confident that sufficient sites would be available on a first-come, first-served basis at the time in question. The group can then be registered in adjoining sites, preferably in one or



more loops, separated from other campers. The term “reservation” should not be used for this type of arrangement, to prevent unrealistic expectations.

The Superintendent should identify low use periods based on historical data and current trends. It is a good idea to take a cautious approach in order to avoid a commitment which is difficult to keep.

Groups arriving at dates other than in a low use period should be treated the same as other campers. They may register as individual camping parties into campgrounds or an overflow area, if open, on a first-come, first-served basis.

Normal fees and camping regulations apply to groups.

Parks can establish contact with nearby commercial or provincial campgrounds that make special arrangements for organized RV groups. Requests for group RV accommodation in the park can then be referred to an appropriate campground(s).

### **5.3 GENERAL GUIDELINES**

This section provides guidelines for the application to camping of general directives and policies. Only guidelines of major importance to camping are covered.

#### **5.3.1 STAFF TRAINING**

REFERENCES: Service Excellence - Meeting the Strategic Challenge  
CPS Strategic Plan  
Green Plan  
National Marketing Strategy

Service excellence is a national objective. This reflects the impact front-line staff have on the ability of CPS to achieve strategic objectives and to consistently meet standards.

Staff training is essential to attaining service excellence. Resource protection, the quality of visitor experience, the image of the program, knowledge about important Departmental and CPS initiatives (e.g. PS 2000, Green Plan), employee “esprit de corps” and job satisfaction are all improved through proper training.

Training sessions, therefore, should:

- be offered annually to all campground staff;
- emphasize service to the visitor and professional performance of duties;
- have a varied content to suit the needs of new or returning staff, or of different jobs;
- involve the Regional Training Officer or the Service Excellence Regional Coordinator, and the parks trainer who can provide assistance and training materials.



A number of training needs will overlap with those of other park staff or the operation of other facilities. For example, visitor reception applies to some administration staff as well as campground attendants. Revenue handling procedures are essentially the same at gates and information centres. Training sessions should therefore be coordinated throughout the park for efficiency. Common sessions also give staff a chance to meet and learn about each other's responsibilities, and to feel that they are part of a team.

For campground staff, training in particular areas is mandatory. These include (for all campground staff):

- Service Excellence training (one day course comprising six modules: Who We Are; Our Business; Bulletin Board; Green Plan; Service Excellence; and Vision 2000);
- physical orientation to the campground (see 5.2.1, 5.3.3);
- dress and deportment (see 5.3.2)
- camper reception and assessment of their needs, registration procedures (see 5.2.1);
- regulations, reporting of infractions, and enforcement (see 5.2.7, 5.2.8);
- safety and emergency procedures (see 5.3.4, 5.2.1);
- knowledge of the fee structure, current rates and approved increases, types of permits required;
- sensitivity training and services for disabled visitors (see 5.3.3);
- recording/collecting campers' comments (5.3.7);
- work priorities, routes, etc. specific to the job;
- responsibilities of the sub-activities involved in providing camping opportunities, and lines of communication;
- how to deal effectively with camper complaints;
- availability of personal and self-directed interpretive services;
- recreational opportunities and commercial services for campers in the park;
- information about other CPS sites which may be of interest to park visitors;
- other camping opportunities in the area; and
- neighbouring attractions, recreational opportunities and services.

For staff responsible for registration and revenue collection:

- revenue handling procedures and financial regulations (see Financial Directives Manual); and
- statistics (see 5.3.12).

And for new CPS employees:

- CPS orientation program (available from regional training officers); and
- Service Excellence Training Program.

Additional topics to consider include:

- how to deal with visitors who speak neither official language;
- role of the park in conservation and tourism in the area; and
- basic first aid and CPR training.





These topics and others relevant to a particular park should be considered for inclusion in the operations manual (see section 5.4).

### 5.3.2 STAFF IDENTIFICATION AND APPEARANCE

REFERENCES: CPS Clothing Manual (PRM 40-5)

A professional image for the national parks program and staff is enhanced by proper identification and the clean and neat appearance of employees. Uniforms provide recognition of the job employees are doing and can boost morale. Uniforms also assist the public in locating staff.

The Clothing Manual provides policy and guidelines for the issue and wearing of identification and protective clothing. The manual also determines the use of the uniform by all CPS campground employees.

Parks may find that there is also a need to identify staff who are not entitled to uniform issue, as defined in the manual. Additional guidelines for these staff should be developed and recorded.

Each park should develop a “code of deportment and dress” to guide campground staff. This can provide a handier reference than the Clothing Manual and can be useful as part of the performance assessment procedure.

CPS uniforms are only to be worn by CPS employees. Campground staff who are **not** CPS employees, such as concessionaires and contractors performing campground maintenance, should also be recognizable to the public. An agreement with a contractor should specify how this will be achieved.

### 5.3.3 SERVICES AND FACILITIES FOR DISABLED VISITORS

REFERENCES: Management Directive 2.6.4: Provision of Basic Services and Facilities for Disabled Visitors

CPS Access Series:

Design and Parks Programs

Disability Awareness and Sensitivity Training

Accessibility: Requirements and Recommendations

Access Technology

Park Access Plans

Detailed information about the provision of services and facilities for disabled visitors can be found in the CPS “Access Series” (includes four publications: Design and Parks Programs; Disability Awareness and Sensitivity Training; Accessibility: Requirements and Recommendations; and Access Technology). Provision of services must consider all types of disabilities (e.g. for sight and hearing impaired visitors, as well as for those with mobility impairments).



It is important that all essential services are available and located in close proximity to each other in order for them to be utilized. For example, a site designed for disabled visitors is unlikely to be used if nearby washrooms are not accessible. Staff must be aware of the locations of services and facilities for these visitors. They must also know how to communicate this information effectively. Sensitizing staff to the needs of disabled visitors and training them to meet those needs is therefore a requirement (see 5.3.1).

### 5.3. 4 PUBLIC SAFETY RISK MANAGEMENT

REFERENCES: Administrative Directive 1.1.16: Use of Government Vehicles  
Management Directive 2.2.4: Emergency Services  
Management Directive 2.4.8: Bear Management  
Directive 2.8.3: Assets Management  
Directive 4.4.3: Public Safety Management  
Administrative Policy Manual Chapters 230.4.5, 310.5.3, 530, 531, and 532  
Personnel Management Manual Volume 12, Occupational Safety and Health  
Treasury Board Circular 1990-3 Volunteer Risk Management  
Tort Liability Handbook (draft, Natural Resources Branch, 1991)  
National Parks Act, General Regulations  
Hazard Assessments, Public Safety Plans, Search and Rescue Guidelines, and Environmental Contingency Plans  
Regional Safety Directives and Activity Standards  
Building Codes and Safety Standards

#### BACKGROUND:

Within the CPS, Public Safety Risk Management (PSRM) refers to a coordinated effort which employs measures to reduce the risk of an incident occurring, protects visitors from hazards, and prepares for potential emergency situations.

#### OBJECTIVES:

The main objectives of a parks' PSRM program are:

- to identify and document all potential hazards, both structural and natural, and associated risks as they relate to activities;
- to develop, document and implement preventative measures utilized to reduce risk to visitors and staff within a park; and
- to develop, document and implement response measures for potential emergencies which may arise within a park.

Elements of a PSRM program are identified within existing Hazard Assessments; Public Safety, Specific Resource Management, Environmental Contingency and Disaster Plans; and Search and Rescue Guidelines. These documents should be referenced to obtain proper protocol for responding to emergencies.



### OBLIGATIONS:

Within national parks, Directive 4.4.3 is one of the primary public safety documents. It emphasizes that “**all sub-activities** have an obligation towards ensuring visitors to the park have a safe experience”. The “Crown Liability Act” states that a land owner (Parks) owes a duty to take reasonable care to see that persons entering on the premises are reasonably safe while on the premises.

Directive 4.4.3 also emphasizes that park users are obligated to ensure that they are properly prepared and adequately informed about the hazards associated with activities in which they participate. Visitors must be made aware of possible dangers so that they can willingly assume a risk and freely accept the chance of injury.

### SPECIFIC TO CAMPING:

Within the hazard assessing process all activities, such as camping, must be analyzed as to what potential hazards and risks exist by: introducing that activity to that park’s environment; and by developing facilities to support that activity.

Parameters which managers must consider while assessing hazards are:

- What facilities are provided for the activity of camping, (front and backcountry)? What potential hazards exist with these facilities, or the operation of these facilities, and what risks do they pose for visitors? What preventative measures can be employed (e.g. signs) which would eradicate the hazard or reduce the risk to visitors? Is the frequency of inspection adequate?
- What types of natural elements may be encountered for the activity of camping, what potential hazards exist with these natural elements when campers are exposed to them, and what risks do they pose for visitors? What preventative measures can be employed (e.g. avalanche area closures) which would eradicate the hazard or reduce the risk to visitors? How frequently are these hazards monitored?
- What type of camper does your facility generally accommodate (may refer to Visitor Activity Group profiles where available)? Are the preventative measures in place (e.g. publications) adequate for the type of user? Are campers made aware of risks associated with secondary activities in which they may participate?
- Are there adequate response mechanisms in place for the potential (camping) incidents? Are staff adequately trained and equipped for the types of incidents to which they will be expected to respond? Are staff aware of proper procedures to activate the response plans?

### 5.3.5 COMMUNICATIONS STRATEGY

REFERENCES: Yoho National Park Service Plan, Section :3.5 Communication Services  
McMillan, W. Making Park Information and Education Services More Relevant to User Needs. August 1981. Documentation Centre, PHQ (50) SB0481.V4.E1 M22(f).



Ormrod, R. K. Orienting Park Visitors. March 1984. Parks and Recreation.

The right messages must reach the public at the right times if visitors and parks are to derive the maximum benefit from the provision of camping opportunities. To ensure effectiveness, all communications to the public about camping should be guided by a comprehensive and integrated strategy. An overall communications strategy should be part of a park service plan. This communications strategy should be reflected in the camping strategy. Messages should be monitored at the Regional level to ensure consistency and to identify opportunities for joint park initiatives.

The strategy should be developed in compliance with the following:

- Official Languages Act (see 5.3.6);
- Administrative Directive 1.1.20 (Functional Accountability For Program Submissions And Public Statements);
- Administrative Guideline 1.3.1 (CPS Publications);
- Administrative Guideline 1.3.3 (Communications With The Public Through The Media);
- Administrative Guideline 1.3.7 (Access To Information Act and The Privacy Act);
- National and Regional marketing strategies;
- National roles and responsibilities statements; and
- CPS Sign Manual, PRM 40-2.

The communications strategy should specify when, where, how and to whom information on the following topics related to camping will be communicated:

- public safety (see 5.3.4);
- regulations and prohibitions (see 5.2.7, 5.2.8);
- types of camping opportunities and facilities in the park, the periods of operation and fees (see 5.2.4, 5.2.5, 5.2.6, 5.3.3);
- availability of sites during periods of peak use including alternate destinations outside the park (see 5.2.6);
- availability of reservations (see 5.2.2);
- opportunities for volunteers, such as campground host programs (see 5.3.10, Parks Volunteer Program Technical Manual, Visitor Activity Operations Casebook);
- responses to visitor feedback (see 5.3.7);
- interpretation programs and opportunities (see 5.3.8);
- skills required and availability of skill development programs (see 5.3.9);
- availability of recreational opportunities associated with the campground (see 5.3.1); and
- availability of equipment purchase, rental, and repair and other commercial services of interest to campers (see 5.3.1).



### **5.3.6 OFFICIAL LANGUAGES**

REFERENCES: Official Languages Act  
Administrative Directive 1.3.6: Bilingualism - Parks Canada –  
Service to the Travelling Public  
Multi-Year Human Resources Plan

The CPS is committed to providing service in both official languages in accordance with the Official Languages Act and Administrative Directive 1.3.6. Service planning can determine the extent to which bilingual services are offered. The Multi-Year Human Resources Plan will record details such as the number and level of bilingual positions in a park.

Each park is responsible for developing procedures which will enable unilingual campground staff who are meeting the public:

- to provide minimal bilingual services (e.g. through use of park radio or telephone, or printed handout with common phrases in both French and English); and
- to contact the appropriate bilingual employee who can provide full service (e.g. schedule of designated bilingual employees, bilingual staff on call).

The appropriate staff are to be trained in these procedures (see 5.3.1) and the procedures should be recorded in the service strategy or operations manual.

Managers should keep staff informed of opportunities for language training.

### **5.3.7 CAMPGROUND USER INPUT AND FEEDBACK**

REFERENCES: Administrative Directive 1.2.21: Initiation of Social Surveys,  
Public Opinion Research and Other Information Collections  
Obtained from the Public

Management of the camping activity should be responsive to the needs and expectations of campers, as outlined in the park objective statements. Input from campers can be valuable in developing appropriate service strategies, campground designs and marketing plans. Camper surveys, studies and unsolicited comments are, therefore, very important.

The collection of input and comments from the public is governed by Administrative Bulletin 1.2.21.

Surveys are used to gather data in response to specific objectives. They facilitate pro-active management by providing an indication of how the public may respond to changes in the camping offer. Regional Socio-Economic staff must be consulted on all surveys. If other functions have information requirements, they should be consulted.



Visitor comments or feedback can be used effectively to evaluate the appropriateness of the level and quality of service. Each park needs to establish procedures to formally record and, if requested, respond to the voluntary comments of campground users. A positive approach to obtaining comments from campground users is essential. Use of the term “complaint” should be avoided as it may eliminate positive comments.

If the visitor requests a reply to the comments made, the situation should be thoroughly investigated to determine the facts before a response is made. Park managers need to ensure that a reply, if requested, is made promptly. If possible, a response should be made before the visitor leaves the park. A time limit (e.g. 3 working days) within which written replies will be sent should be established and recorded. A longer limit (e.g. 10 working days) may be set for comments received by mail. The date of receipt of a comment should be recorded to ensure a quick response and to permit tracking of problems over time.

Park procedures should be recorded in a park communications strategy or operations manual (see 5.3.5).

All park staff should be made aware of the procedures so that they may record visitors comments at any time.

Comments and their replies should be kept on file as they will need to be referenced during reviews of the service strategy and management plan. Service staff should be made aware of comments and replies as soon as possible.

### **5.3.8 INTERPRETATION**

REFERENCES: National Parks Policy 4.0, 4.2, 4.3  
Cultural Resource Management Policy 3.5  
Camping Manual: Section 2.5, Levels of Service  
Park Service Plan

CPS has a responsibility to provide programs which encourage a better understanding of national parks. Opportunities for visitors to learn about and to appreciate the natural and cultural values of a park are an integral part of the national park camping experience. Interpretive programs most often deal with approved park themes, both natural and cultural, but can also cover information on ecosystems and environmental and park management problems which, in some cases, can have a very positive effect. Camping will be offered only where such opportunities are available. More specifically, new camping opportunities should only be offered when it can be determined that it is the best way for a visitor to experience the natural and cultural themes which are not already available elsewhere in the park. In addition, a park should have a long range strategy to ensure that every visitor who uses an existing campground will have the opportunity to experience the natural and cultural themes of that campground through appropriate communications programming.



Interpretive services (personal and/or nonpersonal) for campers need to be included in the development of the camping service strategy.

A range of interpretive services should be offered in order to reach as many campers as possible (e.g. through programs, brochures, on-site exhibits, trailhead signs). A current schedule of all park interpretive programs should be posted in frontcountry campgrounds. Campground staff should be aware of formal and informal interpretive opportunities in the campground (see 5.3.1).

### 5.3.9 SKILL DEVELOPMENT PROGRAMS

REFERENCES: National Parks Policy 4.1.3, 4.1.4

A Manual to Conduct Heritage Programs in National Parks  
Through the Use of Hostels

Visitors should be aware of the skills that are needed to safely engage in various activities. Usually the quality of a person's experience is enhanced by skilful participation. Also, resource protection is improved when campers are skilled in techniques such as low impact, camping. It is, therefore desirable to offer skill development programs.

The requirement to offer skill development programs is to be determined through service planning. Where there is a need for such programs, the park should encourage the private sector to provide them. Essential programs may be offered by the park if no other sponsor is available.

The communications strategy should include provisions aimed at increasing visitor awareness of the skills required to participate in the different camping opportunities in the park, especially in areas with sensitive resources, such as high alpine regions. The strategy should also address how visitors are to be informed about the skill development programs being offered (see 5.3.5).

### 5.3.10 VOLUNTEERS AND COOPERATING ASSOCIATIONS

REFERENCES: Management Directive 2.7.1: Volunteer Program

Treasury Board Circular 1990-3: Volunteer Risk Management

CPS Volunteer Host Program and Campground Host Kit

Volunteer Program Procedures Manual

National Strategy for Cooperating Associations Program

There are many worthwhile services which CPS does not offer due to the priorities and finite resources of the organization. Volunteers and cooperating associations may be able to provide a number of these services (see National Strategy for Cooperating Associations Program).

Volunteer programs related to the camping activity will conform with Management Directive 2.7.1, Parks Volunteer Program, and Treasury Board Circular 1990-3, Volunteer Risk Management.



The camping service strategy will identify any appropriate opportunities for volunteers. Volunteer activities that are recommended in the service strategy will have priority over those which are not.

Campground Hosts are the most common type of volunteer activity in campgrounds. One example is given in the Visitor Activity Operations Casebook. A number of provincial parks agencies are running similar programs and may be able to provide advice based on experiences in the same area as a national park. CPS produced a "Campground Host Kit" in 1989 which provides the basic framework for recruiting and training campground hosts. Copies of the kit are available upon request from the Cooperative Activities Officer, Regional Office or the Coordinator, National Volunteer Program, PHQ.

### 5.3.11 REFUNDS OF REVENUES

REFERENCES: Administrative Directive 1.5.5: Refunds of Revenue (under revision)  
Comptroller's memorandum: "Simplification of Refunds Procedures", June 14, 1991

Requests for refunds commonly occur as a result of circumstances which are beyond anyone's control, such as illness. They may also result from operational problems which prevent CPS from delivering all the services expected and paid for by the camper. Whatever the reason, timely refunds should be provided for services not received.

Requests for refunds are to be handled in accordance with the Comptroller's June 14, 1991 memo until Administrative Guideline 1.5.5 is revised. Procedures and delegation of authority in each park should be documented in an operations manual or park directive.

Single camping permits are refundable on the basis of unused nights. Refunds for multi-day camping permits are based on the cost of the permit, minus the number of nights used multiplied by the normal single night cost. For example, if the daily fee is \$5.00 and the 4-day fee is \$15.00, a camper who stayed 2 nights would receive a \$5.00 refund ( $\$15 - (2 \times \$5) = \$5$ ). A camper who stayed three nights would not receive any refund ( $\$15 - (3 \times \$5) = 0$ ).

Fishing permits and park motor licenses are not normally refundable, unless the request is made immediately (i.e. before it was possible to use it).

All staff involved in processing refunds should be trained in the applicable policy and procedures (see 5.3.1).





### 5.3.12 STATISTICS

REFERENCES: Instructions for Recording Park Use Statistics (available from Socio-Economic Branch, PHQ)

The objective of statistics collection is to provide consistent reports from all campgrounds, with discrepancies and their causes explained. Accurate statistics provide managers with valuable information. They enable efficient use of resources by indicating present levels of use and helping to determine trends which may affect campground operation.

Campground occupancy statistics are to be reported according to Socio-Economic Branch guidelines.

In essence, campground occupancy is based on the number of available sites. For instance, in a campground which has loops closed due to lack of demand, all the sites are in fact available should sufficient numbers of campers arrive. Campground occupancy, therefore, must be reported on the basis of total number of sites in the campground. If a campground has 120 sites but only 40 sites are open due to low demand, and 32 sites are occupied, then occupancy is reported as 32/120.

When sites **cannot** be made available to the public because of redevelopment, public safety hazards, or similar concerns the total number of sites in the campground report is adjusted. This may be true when winter camping is offered in part of a regular campground. In the campground mentioned above, if only 40 sites can be serviced and ploughed in winter, then occupancy is reported out of 40. No more sites can be made available, even if demand exceeds this amount.

The total number of sites upon which the campground report is based is not adjusted where sites are unavailable for a short period of time (e.g. one month) due to redevelopment or other reasons. In such cases, comments should be attached to the report describing the situation.

### 5.4 CREATING AN OPERATIONS MANUAL FOR CAMPGROUND ATTENDANTS

An operations manual that explains the many practices and procedures associated with operating a campground can be a valuable tool. It can help orient new staff, including managers, to park specific aspects of campground operations. It can also serve as a useful training aid as well as a valuable reference guide for solving problems and/or answering questions encountered on the job.

The level of detail required may vary from park to park depending on need. For example, some parks may want to include relevant background data or general information (e.g. commercial services), while others may want to highlight certain policies (e.g. an explanation of why alcohol is banned in a campground may help



attendants deal knowledgeably with campers' concerns). The manual can serve as a teaching tool for new staff if it is sufficiently detailed. If it is also well organized, it will function as a quick reference for more knowledgeable employees. Providing examples (e.g. a properly completed camping permit) can be an effective way to briefly describe a procedure.

Since many topics overlap (e.g. registration and reservations), some cross-referencing may be necessary to minimize repetition and keep the manual concise. Extensive cross-referencing should be avoided to reduce reader confusion. In cases where too much cross-referencing presents a problem, a possible solution might be to separate procedures, policy, and information items into two or three separate documents each referenced to the other.

Many practices and procedures are widespread, while others may only be used by some parks. The preparation of a campground operations manual is, therefore, a park responsibility. The following checklist of procedures, policy, and information subjects is provided to guide managers who are developing the content of their own park manual. Sections from this chapter are referenced where appropriate.

A short list of useful guides to manual preparation and technical writing is provided in Appendix J.

### 5.4.1 CHECKLIST OF SUBJECT AREAS

1. Overview of the Canadian Parks Service
  - a) policy, mission, branches, and regions
  - b) parks and sites in the region: main features and season of operation
2. Overview of the Park
  - a) park themes, objectives, role in relation to surrounding area
  - b) park organization
3. Services and Facilities Available
  - a) park operated services and facilities: type of services, location, hours and prices
  - b) commercial services and facilities, in park or nearby:
    - accommodation (hotel, motel, cabin, hostel, bed and breakfast)
    - restaurants and groceries
    - repairs and fuel
    - equipment rentals
    - guiding and outfitting services
4. Daily Routine
  - a) opening and closing procedures
  - b) daily duties checklist
  - c) kiosk cleaning and maintenance
  - d) maintaining supplies of brochures and other materials
  - e) campground visitors



5. Camper Registration (5.2.1)
  - a) filling out camping permits for frontcountry campgrounds and/or park use permits for backcountry sites
  - b) recording self-registered campers
  - c) checking campers for park motor licence
  - d) waiting list procedures
  - e) campground checks (sweeps)
  - f) season and hours of operation (cf. 5.2.4)
6. Reservations (5.2.2)
  - a) park policy and procedures (cf. 5.2.7)
  - b) reservations at neighbouring campgrounds
7. Waiver of Camping Fees (5.2.3)
  - policy and park procedures
8. Seasonal Opening and Closing of Campgrounds (5.2.4)
  - authority and procedures (cf. 5.2.1)
9. Overflow Camping Areas (5.2.6)
  - a) authority and procedures to open and close
  - b) registration procedures (cf. 5.2.1), prohibitions (cf. 5.2.7, 5.2.8), and facilities
10. Group Tenting
  - a) registration procedures (cf. 5.2.1)
  - b) facilities and opportunities
11. Camping Regulations and Enforcement (5.2.7)
  - a) list of prohibitions and conditions (cf. 5.2.8)
  - b) delegation of authority
  - c) reporting and resolution procedures
  - d) list of design limitations
12. Warden Service
  - a) duty warden and schedules
  - b) reporting emergencies and occurrence reports
13. Commissionaires
  - role, authority, schedule, and how to contact
14. Control and/or Prohibition of Alcohol (5.2.8)
  - location and time of prohibitions and enforcement procedures
15. Telephone Messages for Campers (5.2.9)
  - policy and procedures
16. Trailer Caravans (5.2.10)
  - policy and procedures (cf. 5.2.1, 5.2.2, 5.2.4)



17. Staff Training (5.3.1)
  - a separate reference based on the annual training session may be the best place for information and guidance in areas such as service excellence; or if preferred, the operations manual can encourage ongoing self-training by including a list of useful reference materials and their locations along with a brief annotation and how they interrelate.
18. Staff Identification and Appearance (5.3.2)
  - a) summary of applicable Clothing Manual policies and guidelines
  - b) park specific guidelines for non-uniformed staff
  - c) dress and deportment code including alcohol use and smoking
19. Services and Facilities for Disabled Visitors (5.3.3)
  - a) information on available services
  - b) how to respond sensitively and communicate effectively
20. Risk Management and Public Safety (5.3.4)
  - a) inspection and hazard identification and reporting procedures
  - b) emergency plans and procedures, physical location of emergency services (e.g. fire and first aid stations, fire extinguishers, emergency exits and access/exit trails, etc.)
  - c) park safety committee, role and members
21. Bear Management Plan
  - a) reporting and recording bear activity
  - b) educating campers, notifying campers of warnings or closures
  - c) pack-in, pack-out policy and procedures for backcountry campers
22. Communications Strategy (5.3.5)
  - a) responsibility for external communications
  - b) major park messages
  - c) internal information sharing (cf. 5.2.4, 5.2.7, 5.2.8, 5.3.4)
23. Official Languages (5.3.6)
  - a) policy and park procedures
  - b) list of bilingual staff
  - c) short list of common expressions in both languages
24. Campground User Input and Feedback (5.3.7)
  - responsibility and procedures for recording and responding to visitor's comments
25. Interpretation (5.3.8)
  - a) facility locations, program locations and times
  - b) park themes and messages
26. Skill Development Programs (5.3.9)

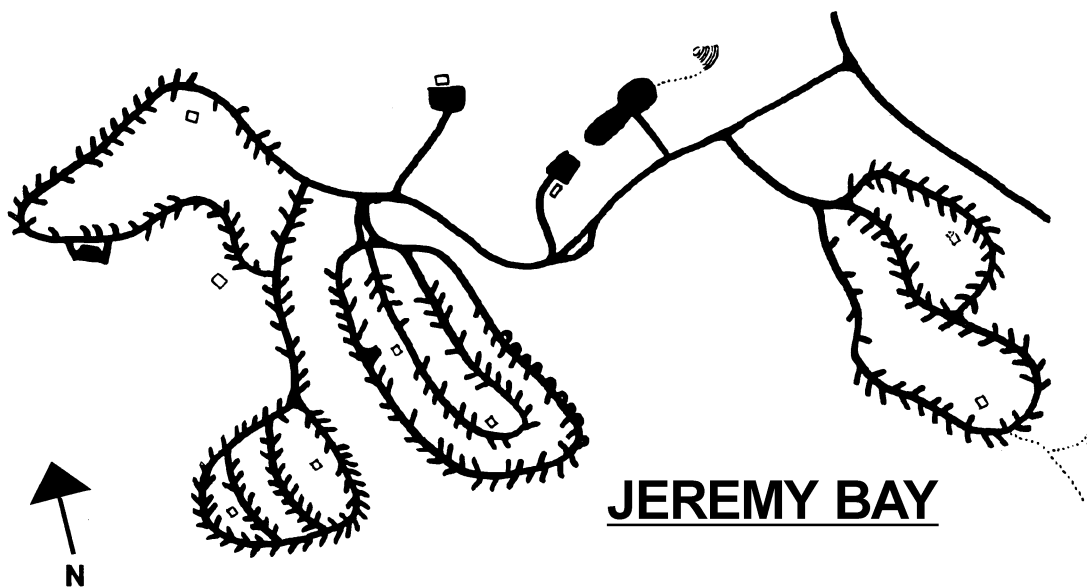


- a) basic or mandatory skill requirements for common park activities
  - b) availability of skill building opportunities
27. Volunteers and Cooperating Associations (5.3.10)
- policy and volunteer opportunities
28. Revenue and Permit Handling
- a) daily sales reports
  - b) bank deposits
  - c) floats
  - d) shortages and overages
  - e) storage and transport of money
  - f) cheques and credit cards
  - g) cash registers
  - h) policy and procedures for refunds of revenues (5.3.11)
  - i) ordering and inventorying permits
  - j) kiosk security
  - k) thefts - how to respond and report
29. Attendance and Pay Forms
- a) Application for Leave/Monthly Attendance Form
  - b) Extra Duty and Shift Work Sheets
  - c) Time Sheets
  - d) Early Release of Paycheque form
30. Statistics (5.3.12)
- a) collecting and reporting procedures
  - b) use of statistics
31. Fishing Licences
- a) regulations and types of licences
  - b) completing permits
32. Lost and Found
- reporting and storage procedures
33. Radio and Telephone Use
- a) radio procedures and emergency call priority
  - b) radio call number and phone number lists
  - c) "10 code" for radio
34. General Information
- a) common questions and answers
  - b) distance chart, inside and outside the park
  - c) province and state abbreviations
  - d) procedures for dealing with complaints

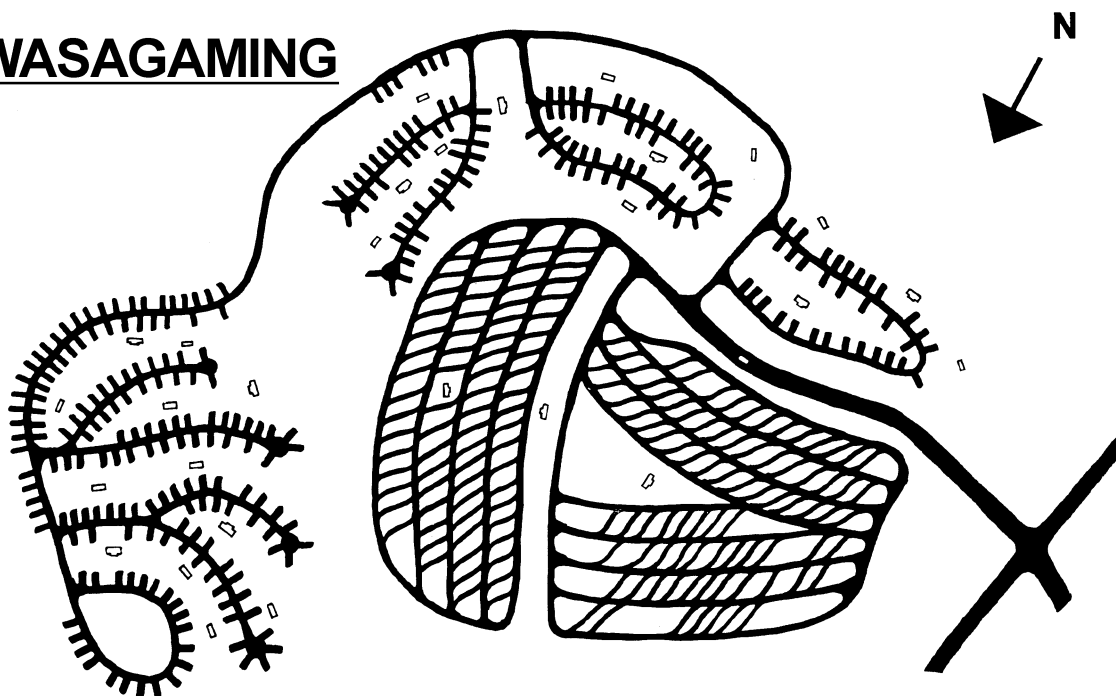


## DRAWINGS

### CPS CAMPGROUNDS



### **WASAGAMING**

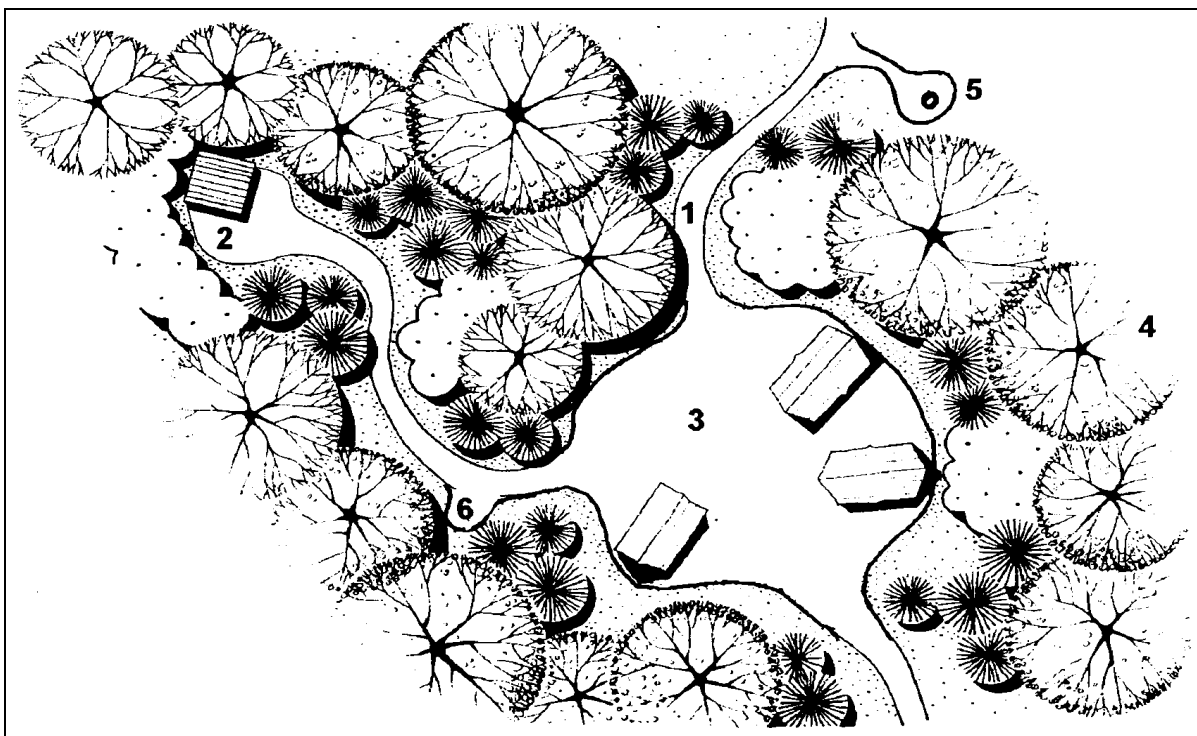




## BACKCOUNTRY PRIMITIVE

### Typical Campsite Layout

#### One Party Campsite



- 1. Pedestrian Trail
- 2. Service Building (pit toilet)
- 3. Campsite Surface (non-stabilized; may be random)

- 4. Buffer (under and overstory)
- 5. Water Source
- 6. Grey Water Disposal

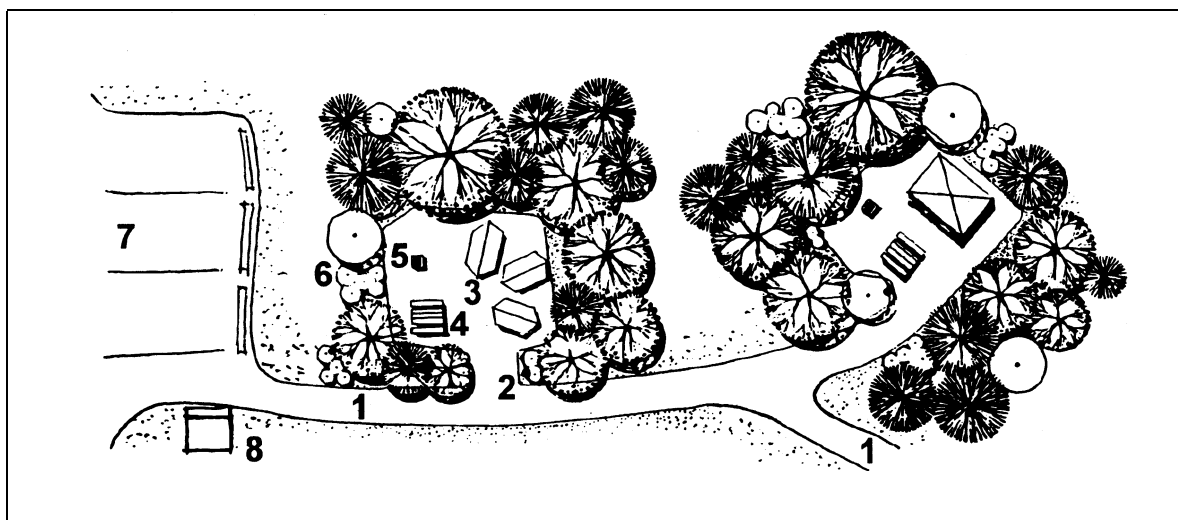
Note: Some levels of service may be discretionary.



## FRONTCOUNTRY PRIMITIVE

### Typical Campsite Layout

#### One or Two Party Campsite



- |                                  |                                 |
|----------------------------------|---------------------------------|
| 1. Pedestrian Trail              | 5. Fire (grill)                 |
| 2. Site Marker                   | 6. Buffer (under and overstory) |
| 3. Campsite Surface (stabilized) | 7. Parking                      |
| 4. Table                         | 8. Garbage Container            |

Note: Some levels of service may be discretionary.

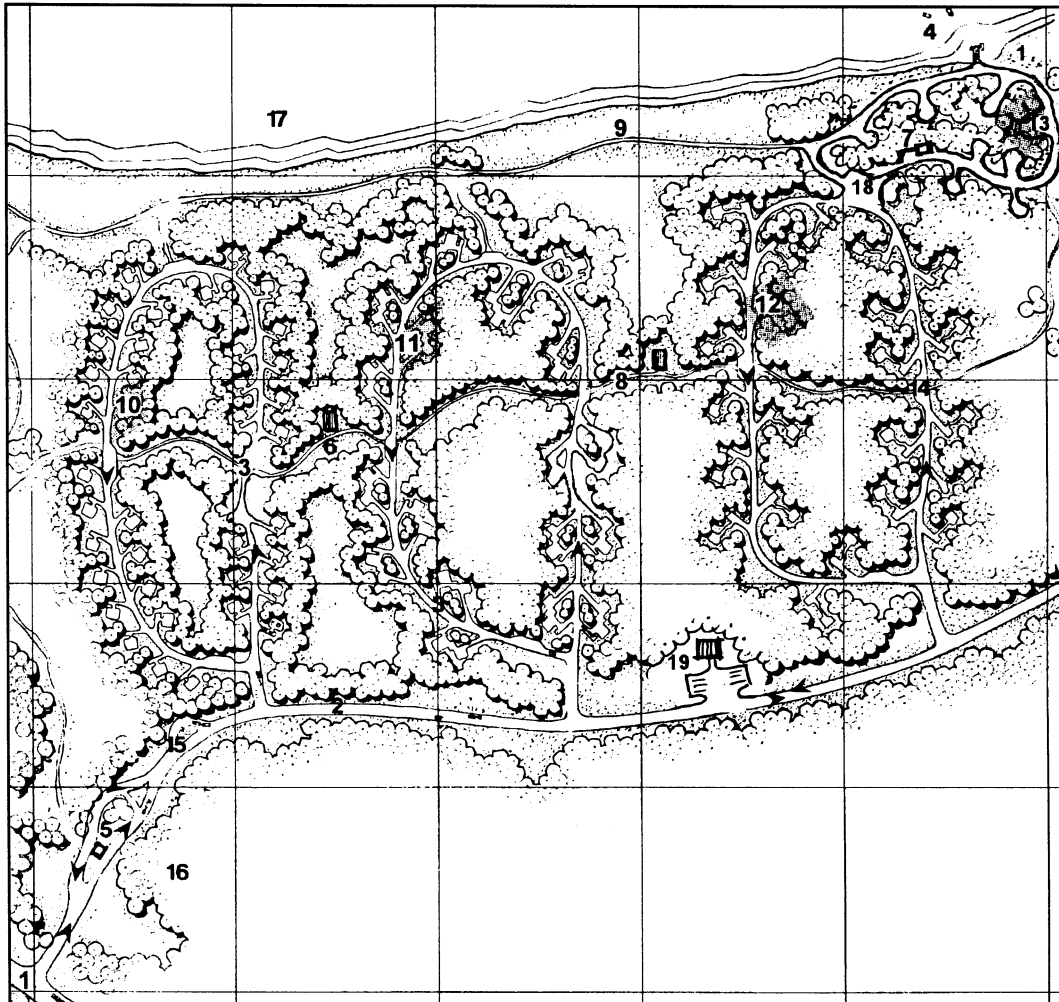




## SEMI-SERVICED

### Typical Campground Layout

100 m grid (1 ha = 10 000 m<sup>2</sup>)



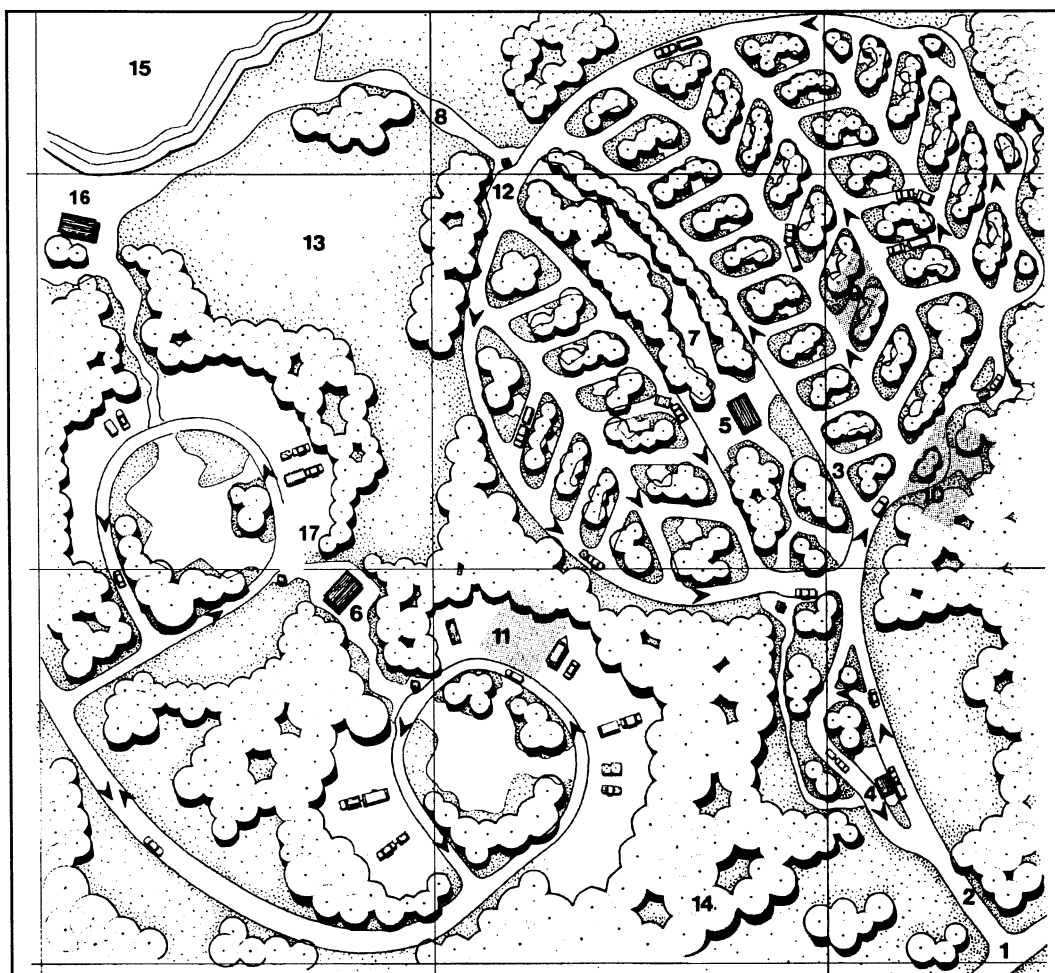
- |                          |                                      |
|--------------------------|--------------------------------------|
| 1. Access Road           | 11. Two Party Campsite               |
| 2. Perimeter Road        | 12. One Party Campsites              |
| 3. Internal Road         | 13. Frontcountry Primitive Campsites |
| 4. Access Waterway       | 14. Secondary Service Area           |
| 5. Registration Building | 15. Trailer Waste Station            |
| 6. Kitchen Shelter       | 16. Buffer                           |
| 7. Pump-out Toilets      | 17. Area Feature                     |
| 8. Service Trail         | 18. Parking                          |
| 9. Pedestrian Trail      | 19. Interpretation Facility          |
| 10. One Party Campsite   |                                      |



## SEMI-SERVICED

### Typical Campground Layout

100 m grid (1 ha = 10 000 m<sup>2</sup>)

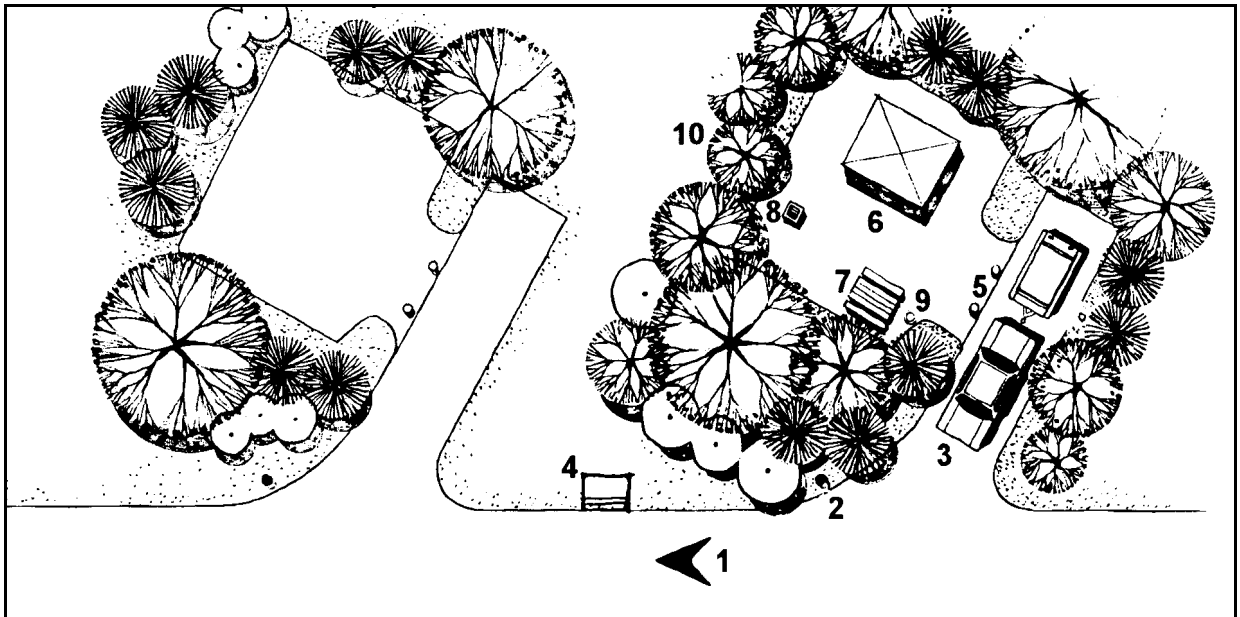


- |   |                                      |
|---|--------------------------------------|
| 1. Access Road  | 10. One or Two Party Campsite        |
| 2. Perimeter Road                                     | 11. One, Two or Large Party Campsite |
| 3. Internal Road                                      | 12. Secondary Service Area           |
| 4. Registration Building                              | 13. Play Area                        |
| 5. Kitchen Shelter                                    | 14. Buffer                           |
| 6. Service Building (includes showers, flush toilets) | 15. Area Feature                     |
| 7. Service Trail                                      | 16. Interpretation Facility          |
| 8. Pedestrian Trail                                   | 17. Disabled Person Campsite         |
| 9. One Party Campsite                                 |                                      |



## SEMI-SERVICED

### Typical Campsite



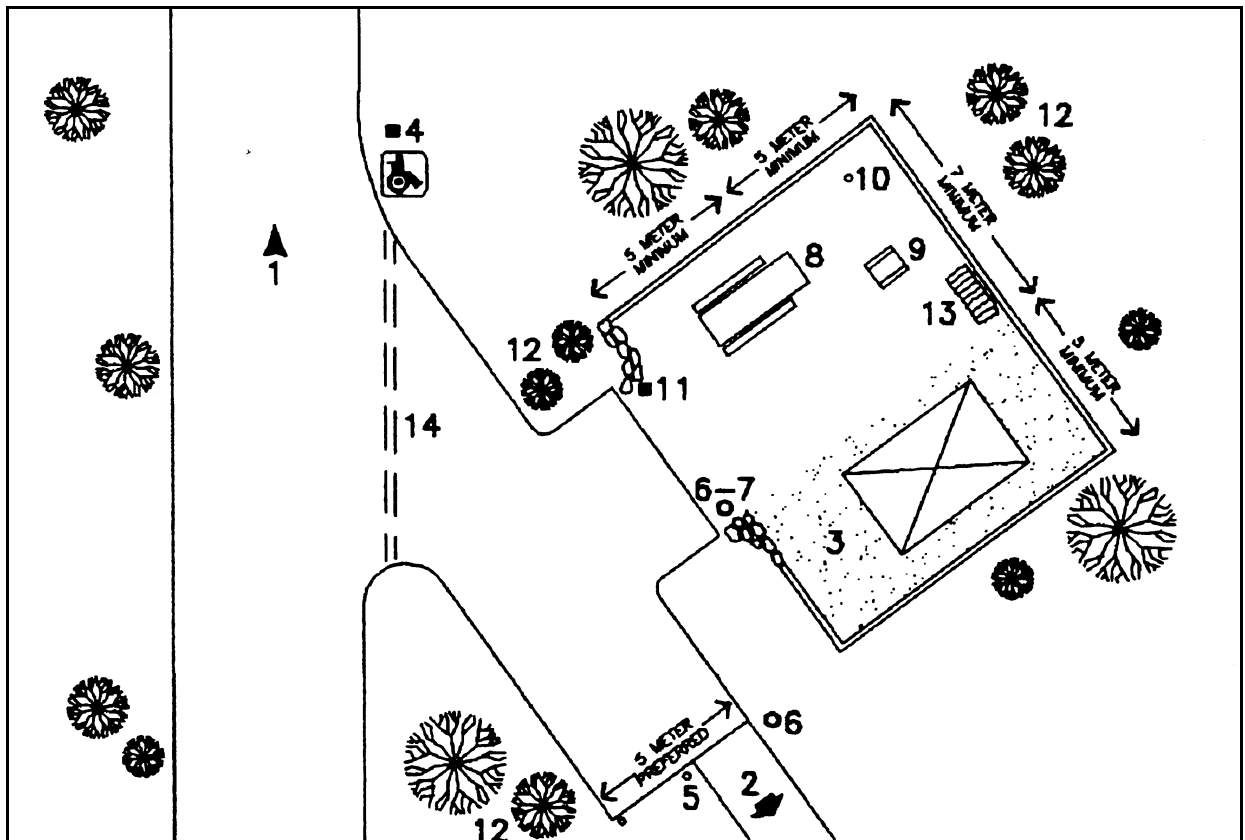
1. Internal Road (one way)
2. Site Marker
3. Back-in Parking Spur
4. Garbage Container
5. Barrier

6. Campsite Surface (stabilized)
7. Table
8. Fire Grill
9. Grey Water Drain
10. Buffer (under and overstory)



## ACCESSIBLE CAMPSITE

This campsite provides a high level of accessibility. It should be located within 60 meters (preferably 30 meters) of an accessible toilet/shower building. Other more challenging sites should be located elsewhere in the campground.



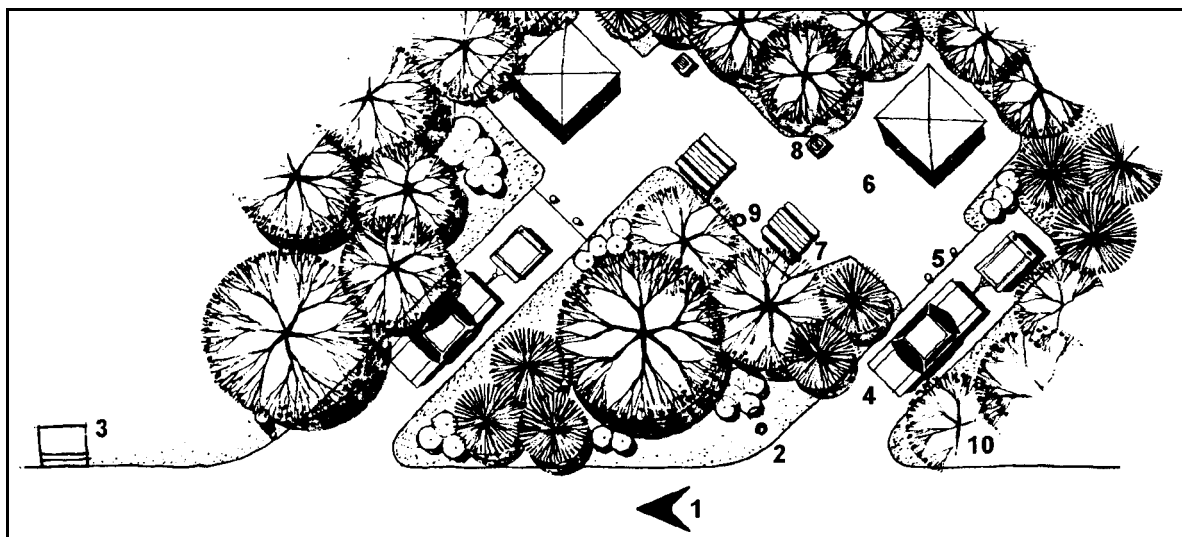
- |   |  |
|---|--|
| 1. Internal Road (one way)                      | 8. Accessible Table                      |
| 2. Accessible Route (to toilet/shower building) | 9. Accessible Fire Grill                 |
| 3. Tent Pad (sand or crushed stone or turf)     | 10. Accessible Water (possible location) |
| 4. Site Marker (preferred location)             | 11. Accessible Garbage Can (if possible) |
| 5. Barrier                                      | 12. Buffer (scented shrubs if possible)  |
| 6. Bollard Light (optional)                     | 13. Firewood (optional)                  |
| 7. Accessible Electrical Hook-up                | 14. Tactile Warning Strips (if possible) |



## SEMI-SERVICED

### Typical Campsite Layout

#### Two Party Campsite



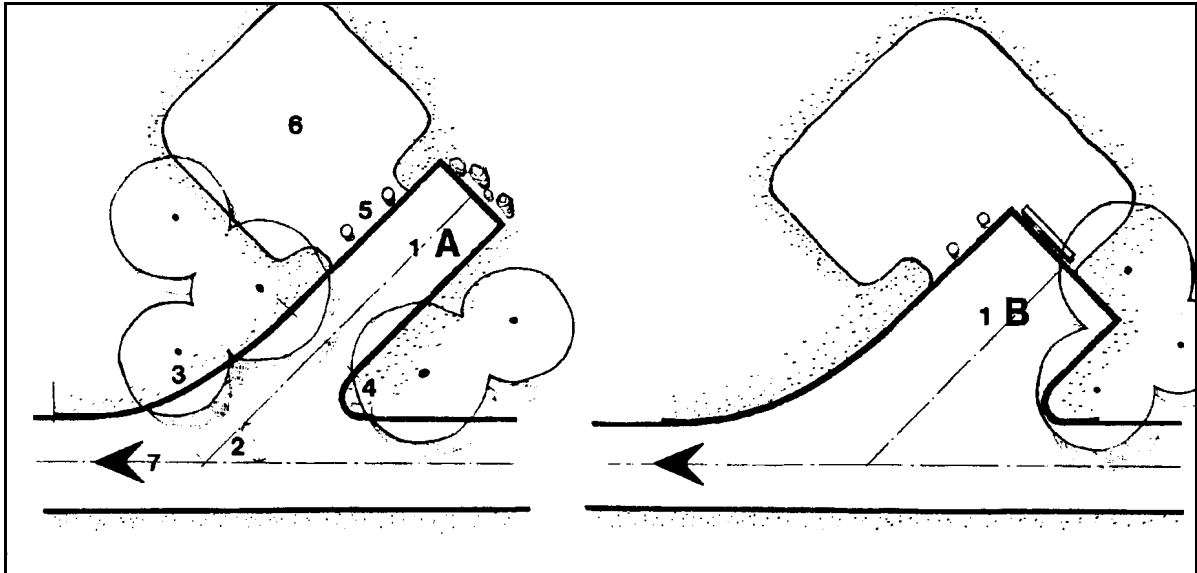
1. Internal Road (one way)
2. Site Marker
3. Garbage Container
4. Back-in Parking Spur
5. Barrier

6. Campsite Surface (stabilized)
7. Table
8. Fire Grill
9. Waste Water Drain
10. Buffer (under and overstory)



## PARKING

### Back-In Spur



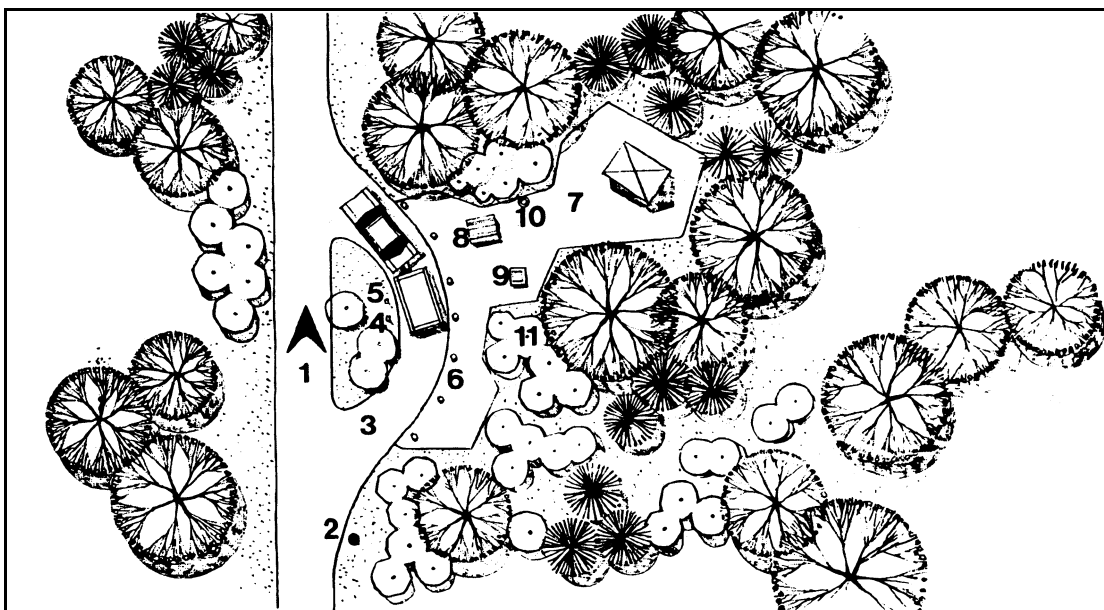
- |                         |                            |
|-------------------------|----------------------------|
| 1. Parking Spur         | 3. Spur Radius 15 m        |
| 4 m x 18 m (A)          | 4. Spur Radius 1.5 m       |
| 7 m x 14 m (B)          | 5. Barrier                 |
| 2 - 5 per cent gradient | 6. Campsite Surface        |
| 3:1 side slopes         | 7. Internal Road (one way) |
| 2. Spur Angle           |                            |
| 45° - 60°               |                            |



## FULLY SERVICED

### Typical Campsite Layout

#### One or Two Party Campsite



- |                            |                                  |
|----------------------------|----------------------------------|
| 1. Internal Road (one way) | 7. Campsite Surface (stabilized) |
| 2. Site Marker             | 8. Table                         |
| 3. Parallel Parking Spur   | 9. Fire Grill                    |
| 4. Water Hook-Up           | 10. Waste Water Drain            |
| 5. Electrical Hook-Up      | 11. Buffer (under and overstory) |
| 6. Barrier                 |                                  |

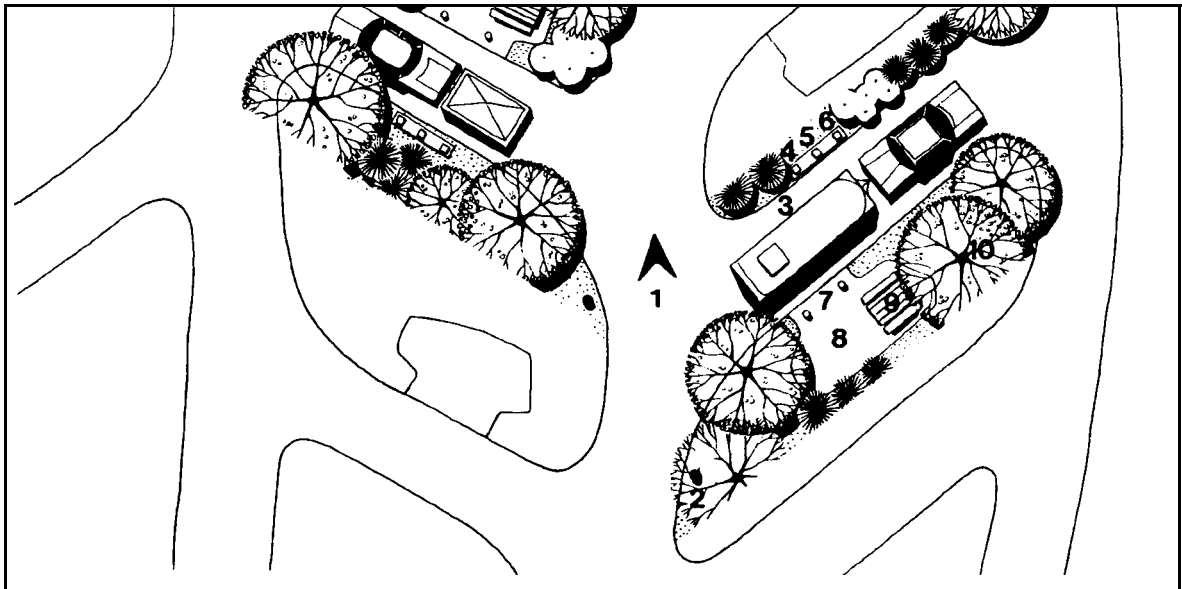
Note: Some levels of service may be discretionary.



## FULLY SERVICED

### Typical Campsite Layout

#### One Party Campsite



- |                              |                                  |
|------------------------------|----------------------------------|
| 1. Internal Road (one way)   | 6. Electrical Hook-Up            |
| 2. Site Marker               | 7. Barrier                       |
| 3. Pull-Through Parking Spur | 8. Campsite Surface              |
| 4. Water Hook-Up             | 9. Table                         |
| 5. Sewer Hook-Up             | 10. Buffer (under and overstory) |

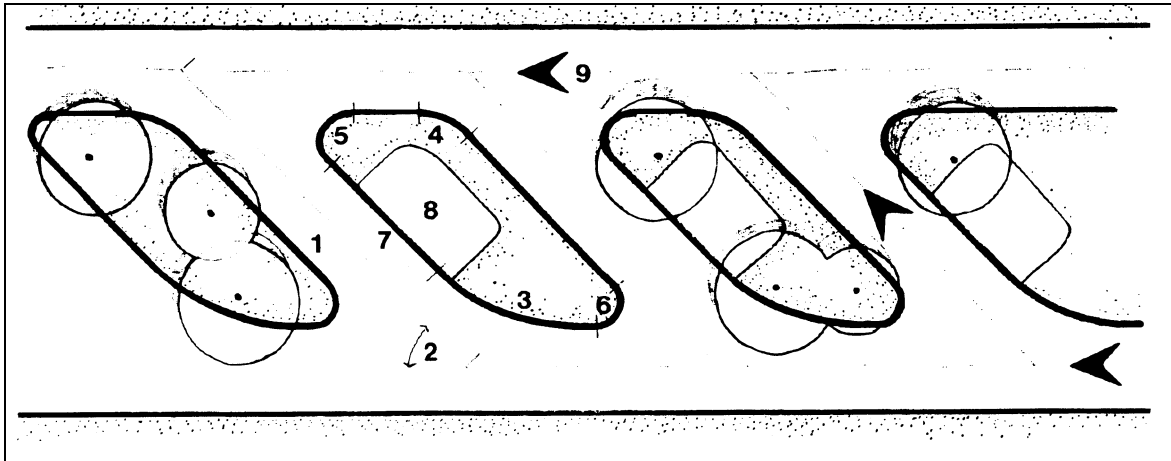
Note: Some levels of service may be discretionary.





## PARKING

### Pull-Through Spur



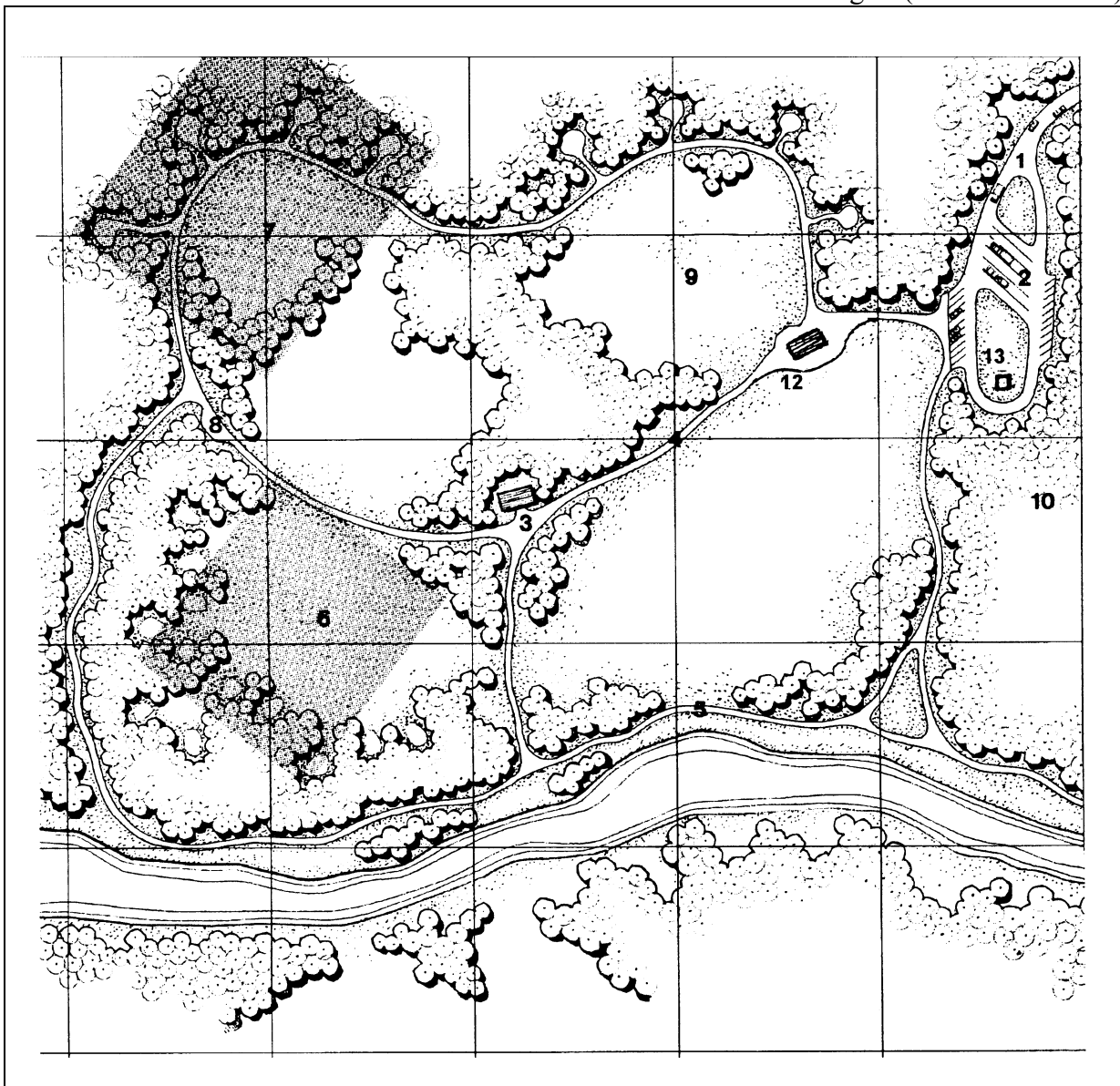
- |   |                            |
|---|----------------------------|
| 1. Parking Spur<br>4 m x 18 m<br>2 - 4 per cent gradient<br>nil side slopes | 4. Spur Radius 3 m         |
| 2. Spur Angle 45°   | 5. Spur Radius 1.5 m       |
| 3. Spur Radius 9 m  | 6. Spur Radius 1 m         |
|   | 7. Barrier (curb)          |
|   | 8. Campsite Surface        |
|   | 9. Internal Road (one way) |



## GROUP TENTING

### Typical Campground Layout

100 m grid (1 ha = 10 000 m<sup>2</sup>)



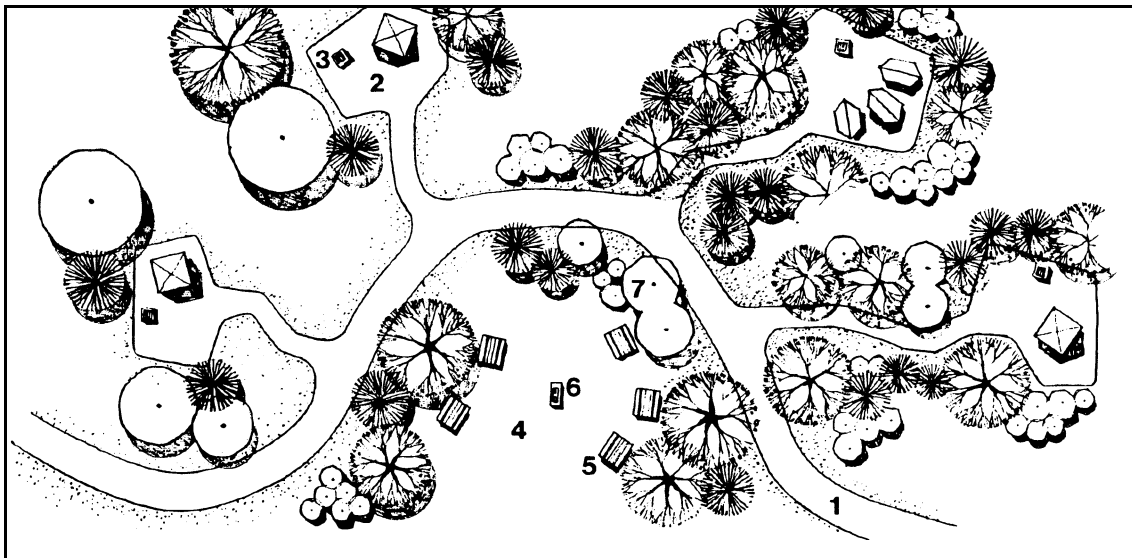
- |   |                                 |
|---|---------------------------------|
| 1. Access Road (controlled access/gate)               | 7. Small Party Campsite         |
| 2. Centralized Parking (one quarter camping capacity) | 8. Secondary Service Area       |
| 3. Pump-out Toilet                                    | 9. Central Area (non-sheltered) |
| 4. Service Trail                                      | 10. Buffer                      |
| 5. Pedestrian Trail                                   | 11. Area Feature                |
| 6. Large Party Campsite                               | 12. Kitchen Shelter             |
|   | 13. Firewood                    |



## GROUP TENTING

### Typical Campground Layout

#### Small Party Campsite



1. Service Trail
2. Campsite Surface (stabilized)
3. Fire Grill (surface)
4. Central Area (non-sheltered)

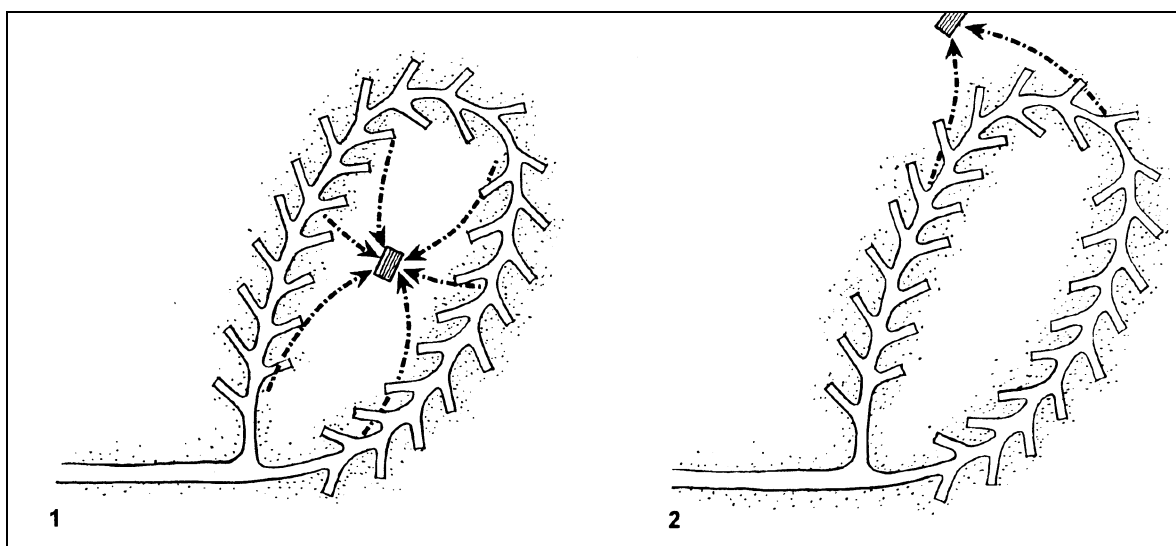
5. Table
6. Fire Grill (pit)
7. Buffer (under and overstory)



## BUILDINGS

### Site Criteria

### Impact of Use



1. Contrary to desire lines; significant site deterioration
2. Complementary to desire lines; minimal site deterioration

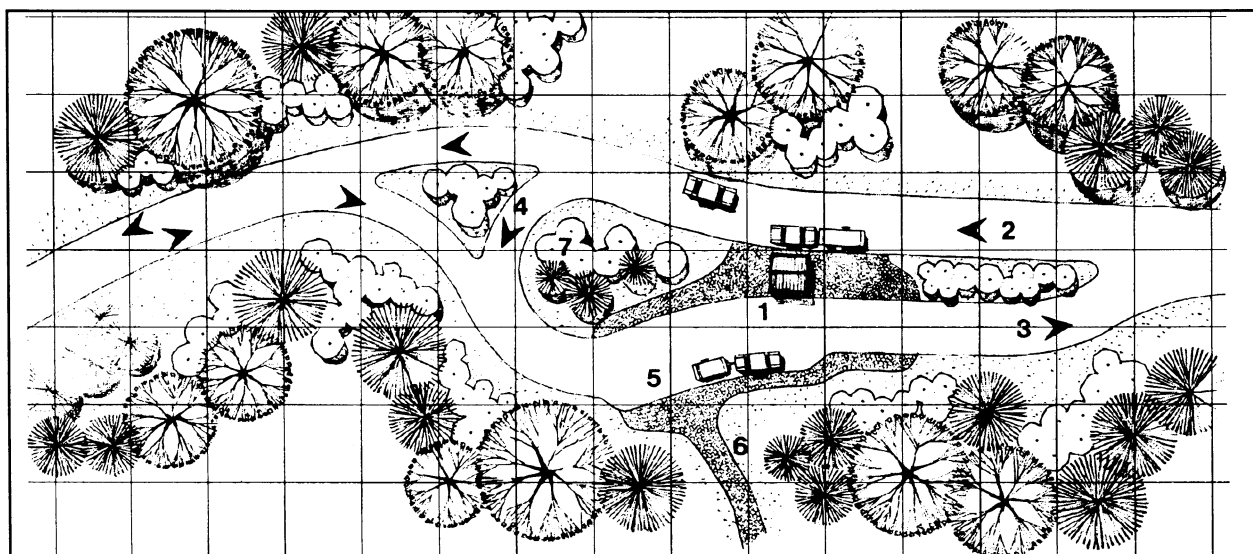


## BUILDINGS

### Registration Building

#### Siting Concept

10 m grid



1. Registration Building
2. Entrance Lanes
3. Exit Lanes
4. Turn-Around

5. Parking
6. Service Trail
7. Buffer (under and overstory)

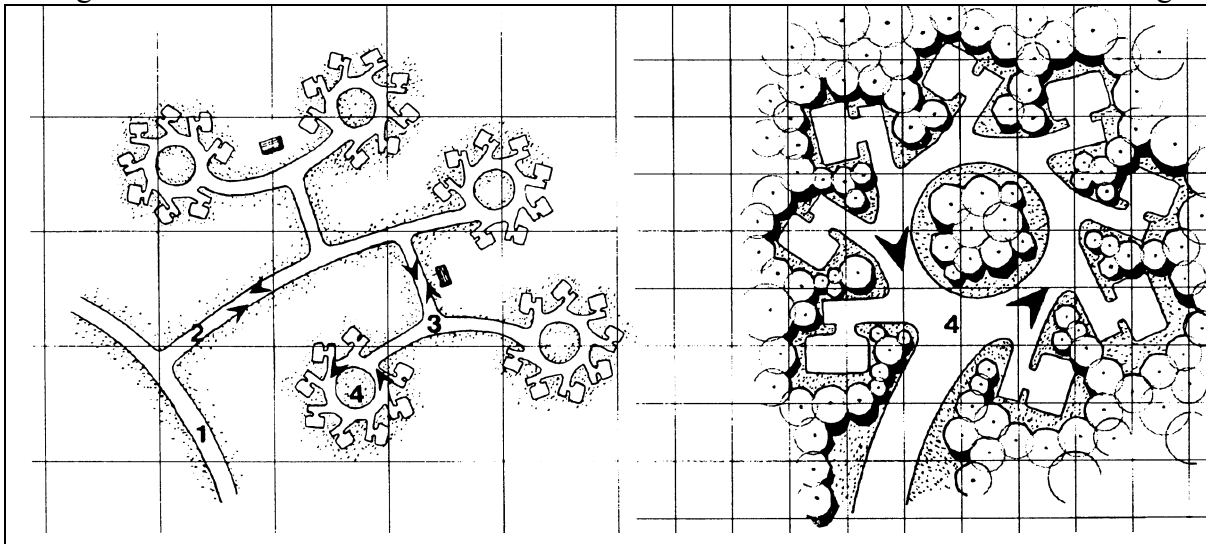


## ROADS

### Pinwheel Concept

50 m grid

10 m grid



1. Access road
2. Perimeter road

3. Interior road
4. Pinwheel

#### Advantages

- Minimal vehicle traffic passing each campsite
- Maximum flexibility for rotating campsites and closing loops from over-use
- Impact on natural environment is concentrated in clusters rather than distributed over entire site

#### Disadvantages

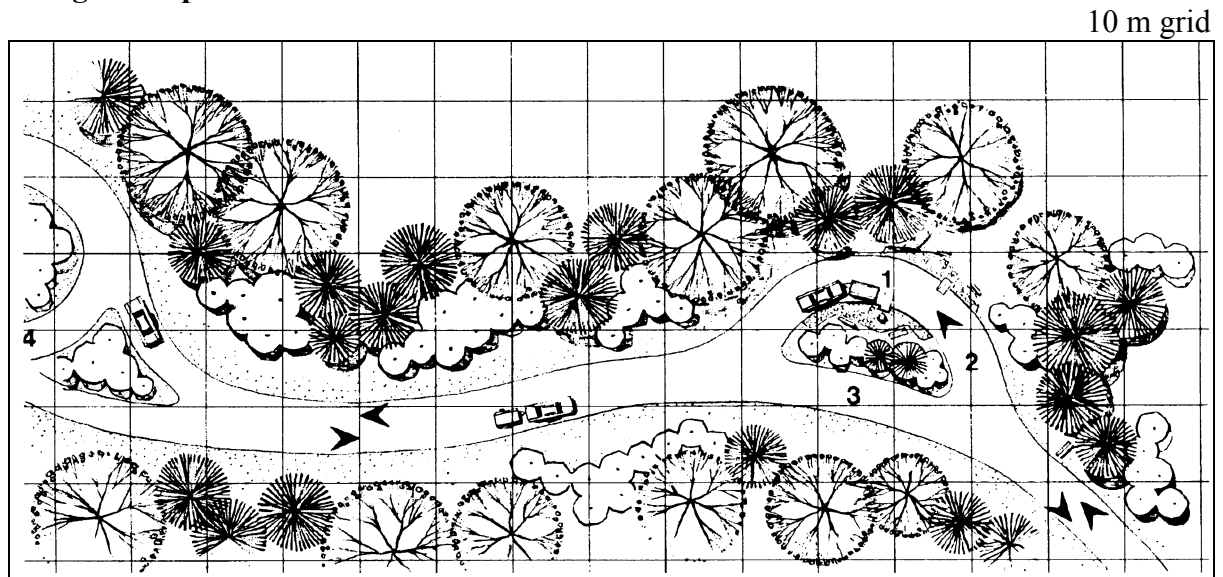
- Complex traffic patterns
- Minimal campsite individuality
- Parking spur options limited to one type



## UTILITIES

### Trailer Waste Station

#### Siting Concept



- 1. Trailer-Waste Station
- 2. Pull-Off Lane(s)

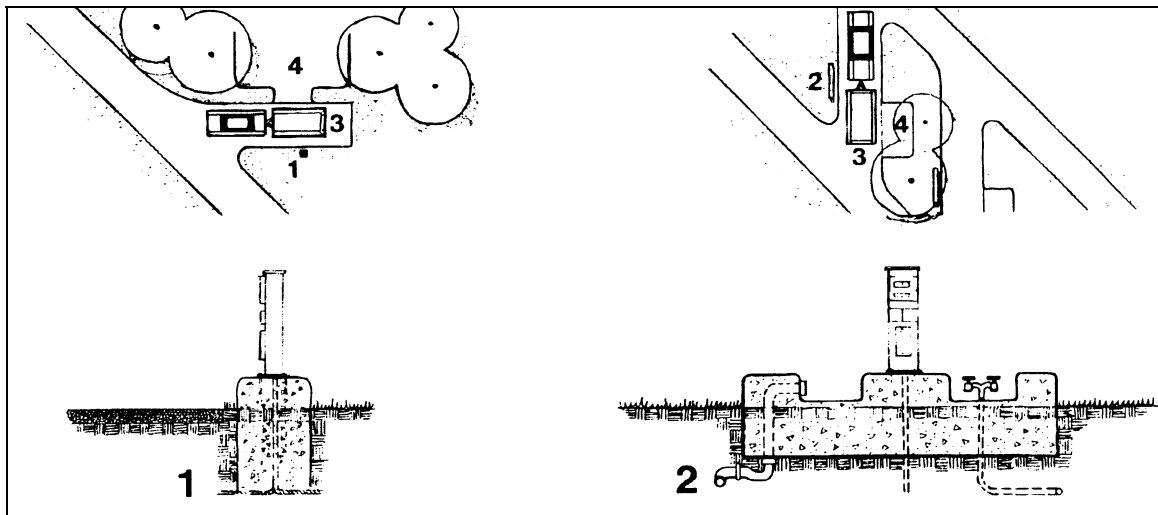
- 3. Perimeter Road
- 4. Registration Area



## UTILITIES

### Hook-Ups

#### Water, Sewer and Electrical



1. Electrical Hook-Up (Powerlite, Powerport or equal)  
1 - 15A duplex and 1 - 30A outlet or 1 - 15A duplex outlet  
60 cm x 60 cm x 90 cm concrete base 30 cm above grade
2. Water, Sewer and Electrical Hook-Up  
7.6 cm threaded sewer ferrule and plug  
2.0 cm hose bibs  
2 m distance between water and sewer risers
3. Parking Spur
4. Campsite Surface

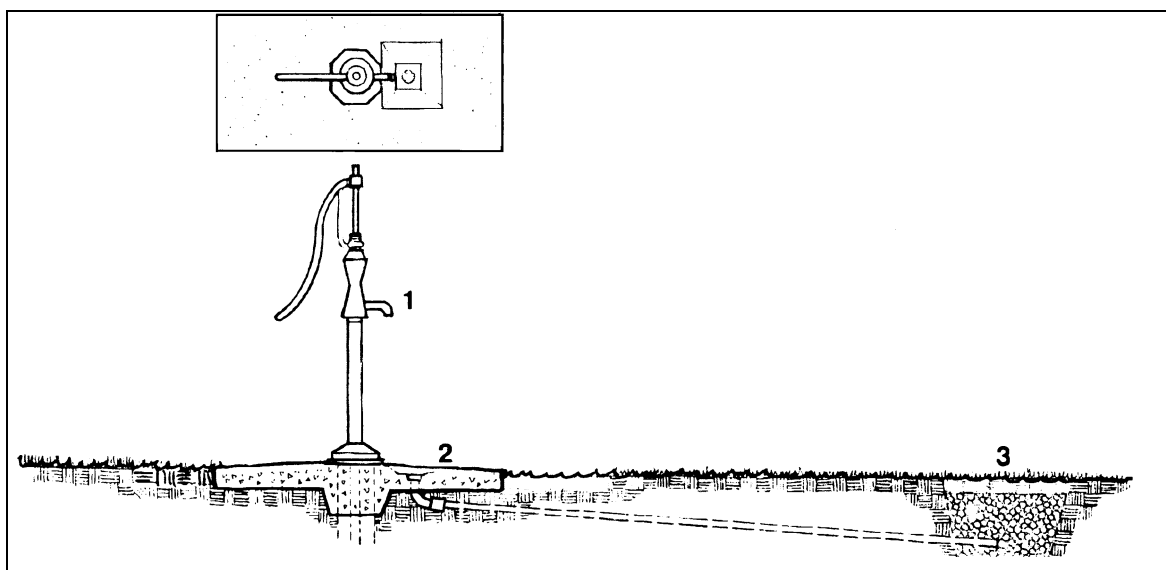




## COMMON FACILITIES

### Water

#### Hand Pump



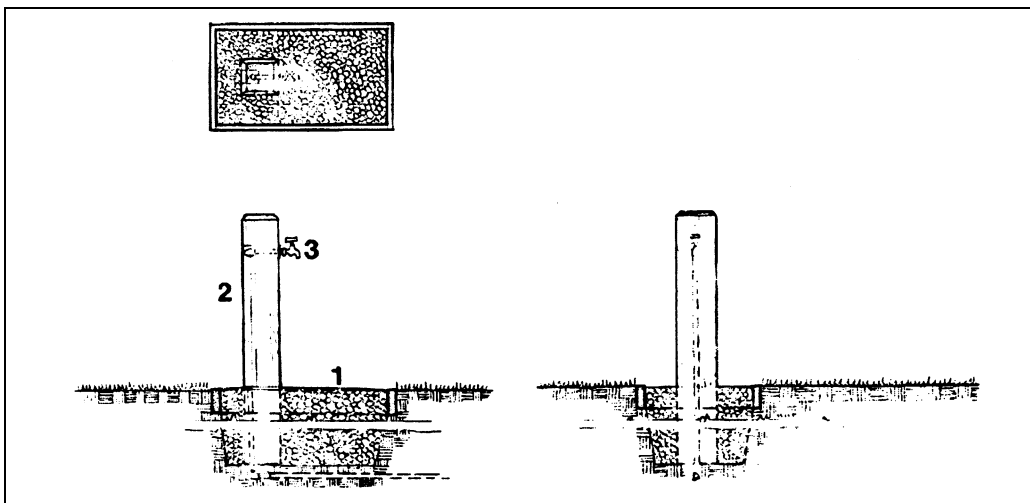
1. Hand Pump  
60 cm outlet mounting height
2. Concrete Base  
60 cm x 120 cm
3. Gravel Sump  
45 cm x 45 cm x 60 cm deep



## CAMPSITE FACILITIES

### Water

#### Self-closing Faucet



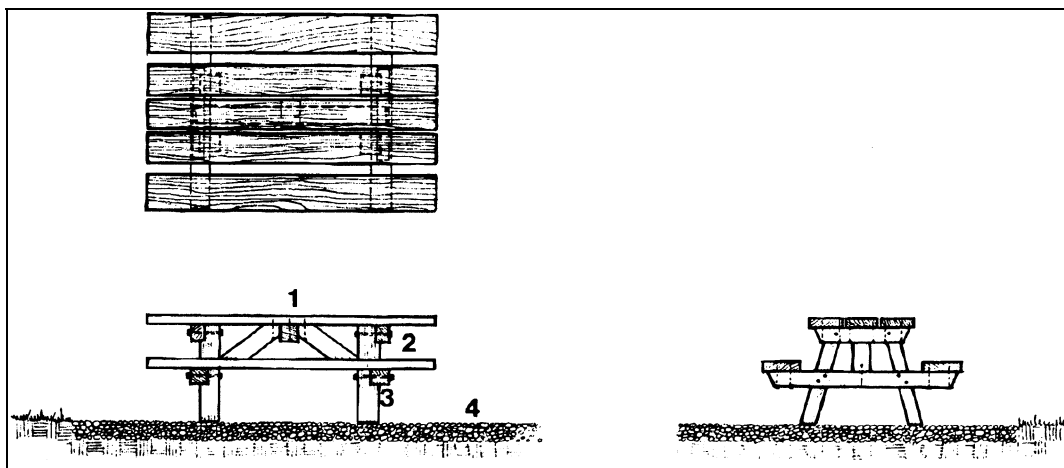
1. Gravel Sump  
7.5 cm x 45 cm x 75 cm deep
2. Post  
15 cm x 15 cm x 150 cm long
3. Self-closing Faucet  
60 cm mounting height



## CAMPSITE FURNISHINGS

### Tables

#### Table (wood)

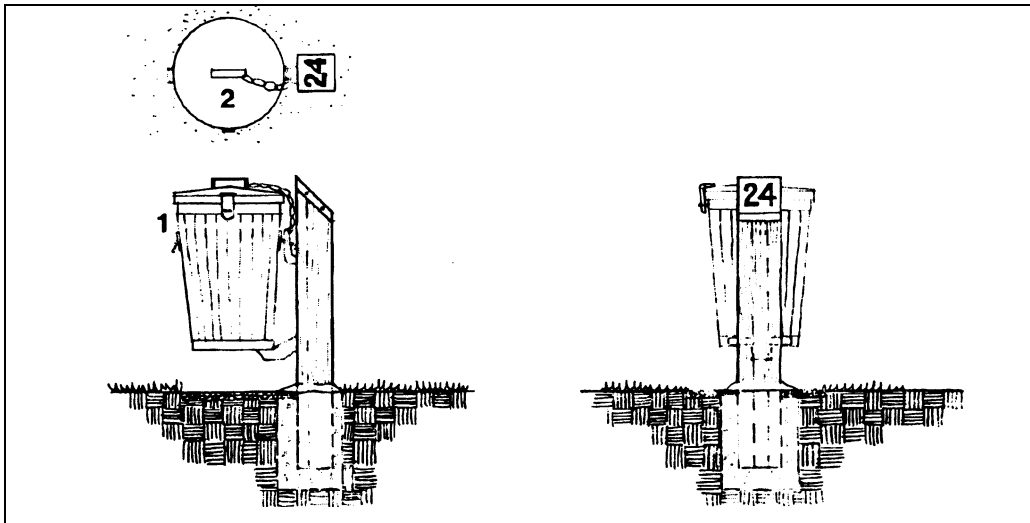


1. Table Top  
7.5 cm x 90 cm x 240 cm long  
70 cm surface height
2. Table Seat  
7.5 cm x 30 cm x 240 cm long  
40 cm seating height
3. Leg and Braces  
10 cm x 15 cm
4. Campsite Surface



## CAMPSITE FURNISHINGS

### Garbage Containers and Site Marker



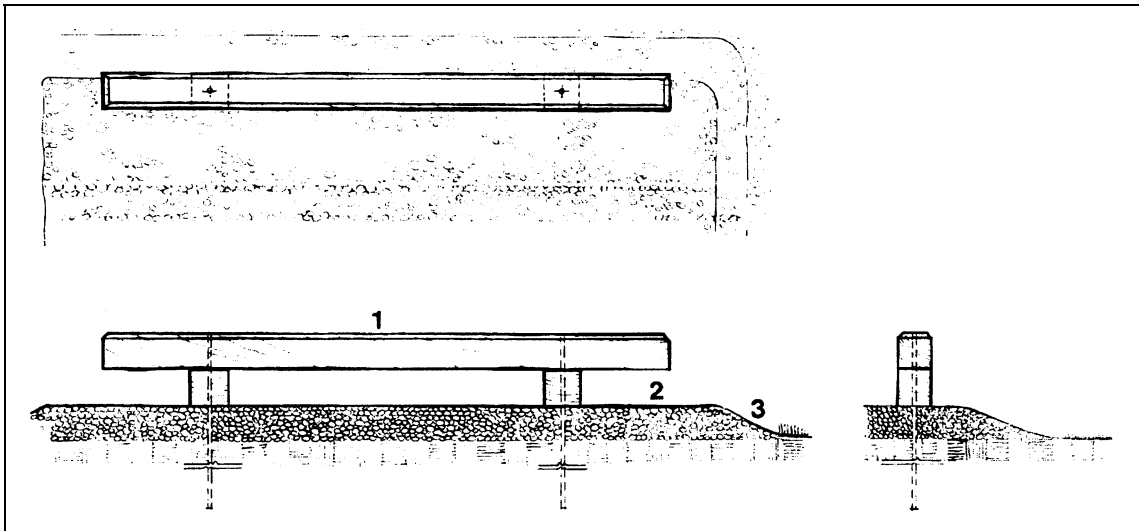
1. Container Unit and Site Marker  
15 cm x 15 cm x 150 cm post, dadoed to receive 10 cm diameter pipe
2. Garbage Container  
145 litre capacity  
40 cm of chain  
galvanized hasp



## CAMPSITE FURNISHINGS

### Barriers

#### Wood Barrier



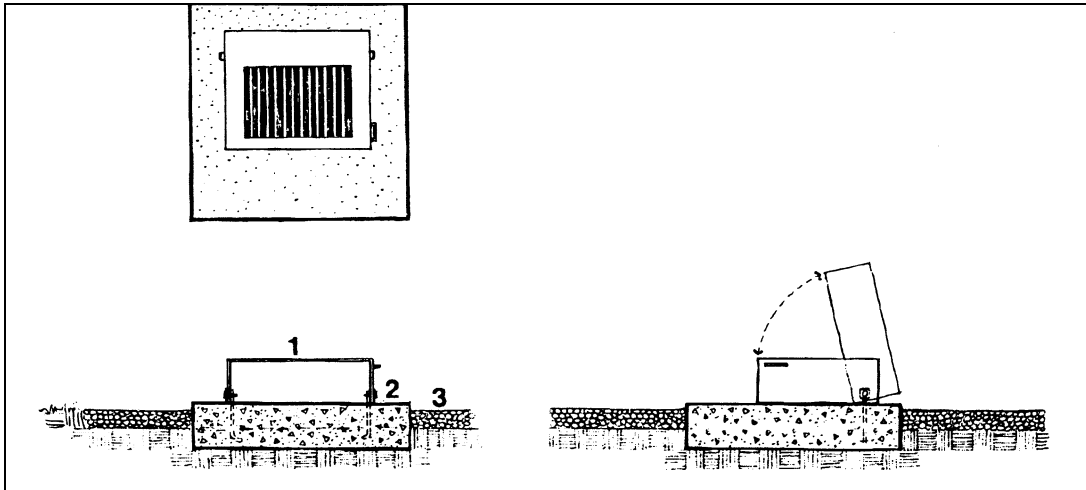
1. Barrier  
15 cm x 15 cm x 240 cm long rail  
15 cm x 15 cm block  
2.5 cm diameter steel rod
2. Parking Spur Surface
3. Parking Spur Shoulder



## CAMPSITE FURNISHINGS

### Fire Grills

#### Fire Grill (surface)



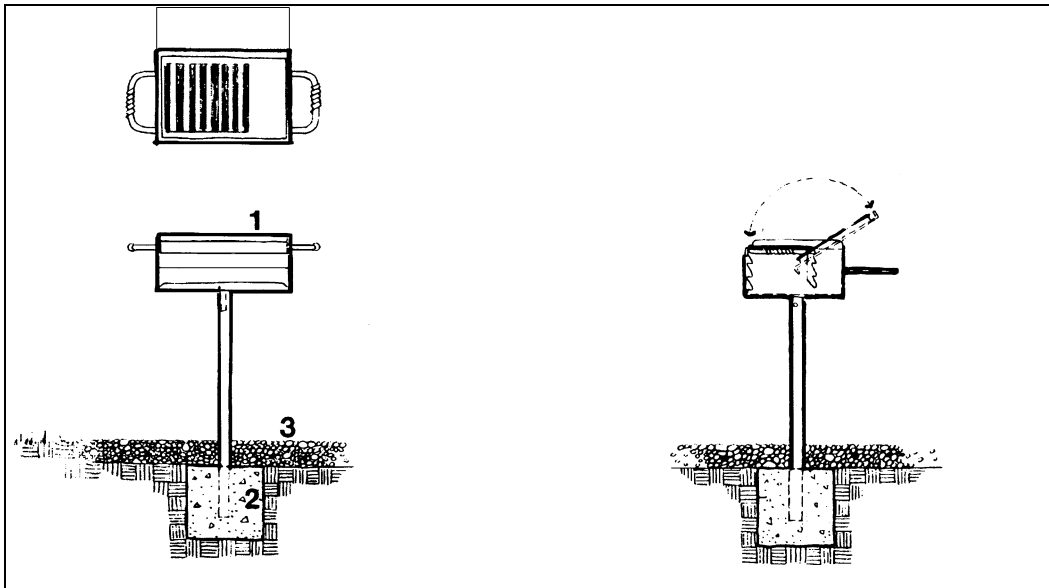
1. Metal Grill and Fire Box (Belson *Tilt-Back* or equal)  
50 cm x 60 cm x 20 cm high
2. Concrete Base (reinforced)
3. Campsite Surface



## CAMPSITE FURNISHINGS

### Fire Grills

#### Fire Grill (pedestal)

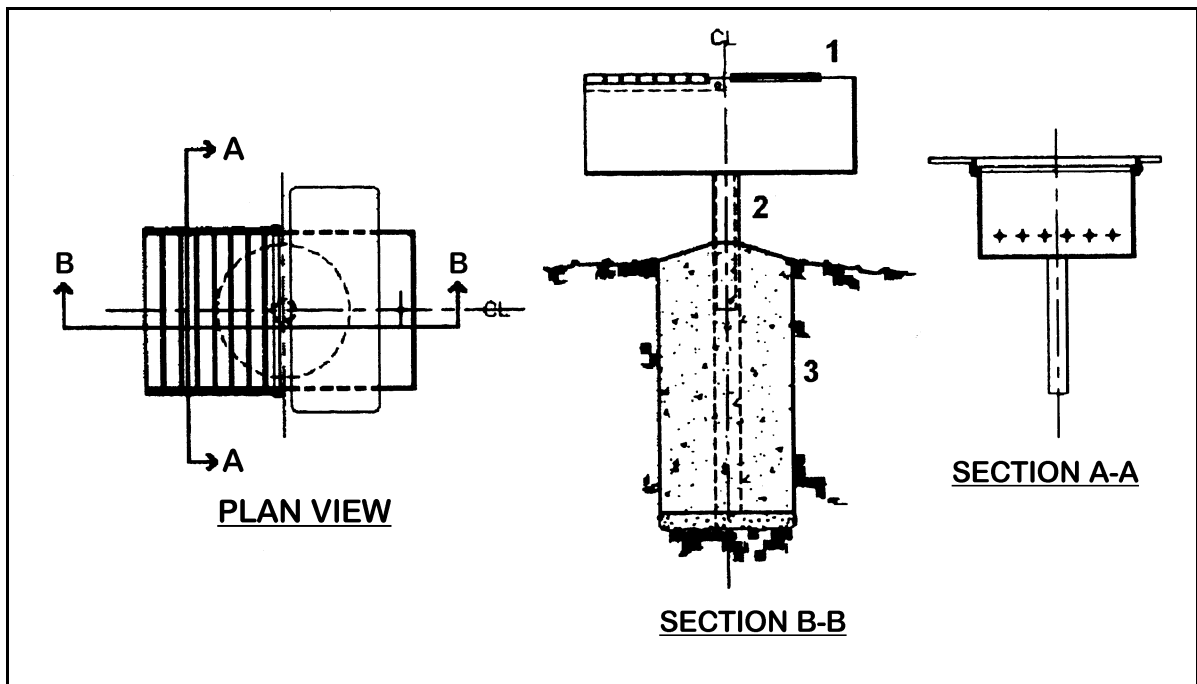


1. Metal Grill and Pedestal (Belson *Char-wood/ flipback* or equal)  
35 cm x 50 cm x 20 cm deep  
5 cm diameter steel pipe  
55 cm mounting height
2. Concrete Base  
30 cm x 30 cm x 40 cm deep
3. Campsite Surface



## CAMPSITE FURNISHINGS

### Fire Grill



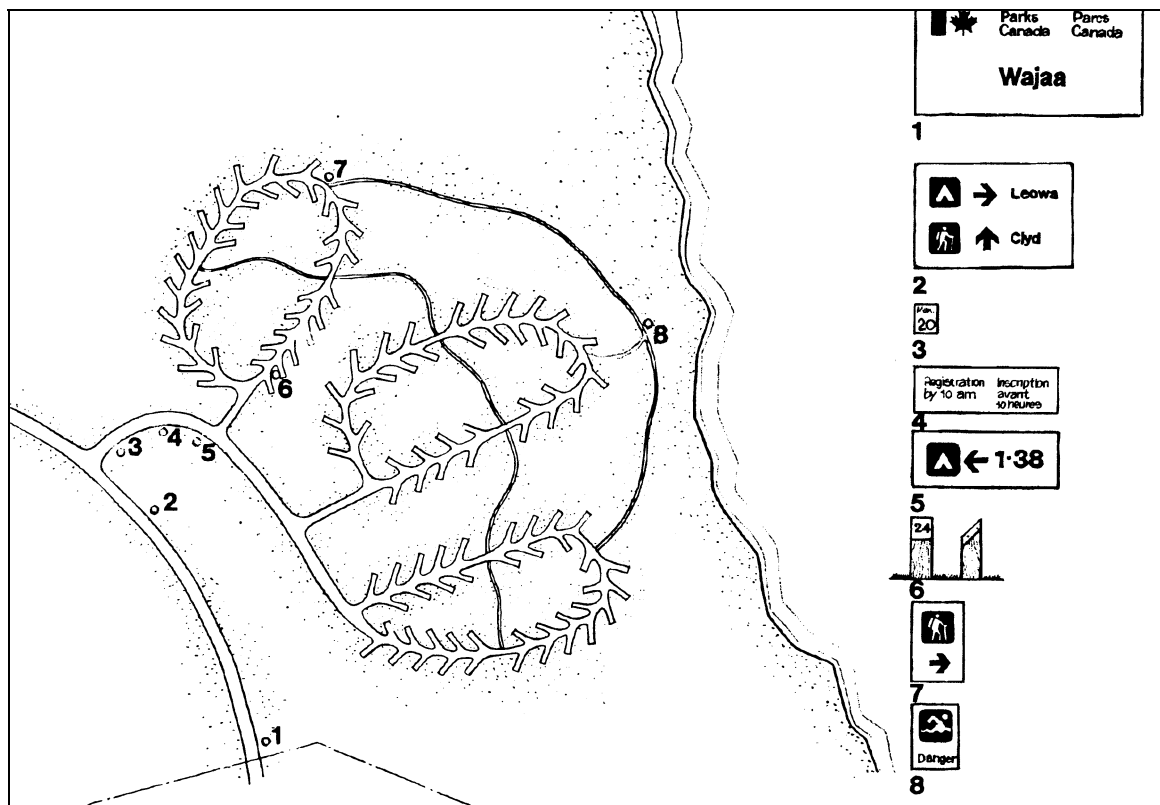
1. Metal Grill
2. Pedestal
3. Concrete Base





## CIRCULATION

### Signs



### Signs

Signs are a necessary part of the total campground circulation system. Sign requirements must be identified during the design phase of the Plan Development Process. This includes the preparation of a sign plan showing location and message requirements of all signs required within the campground. Ideally this plan is included in the final design package for implementation with the rest of the campground elements.

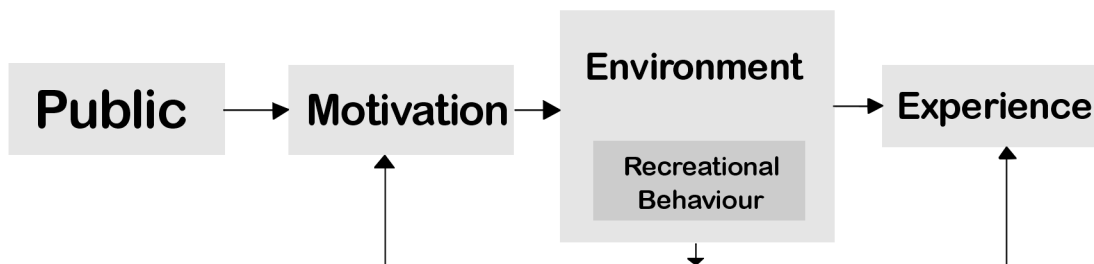
### Guideline

Refer to Parks Canada Sign Manual PRM 40-2 and the Manual of Uniform Traffic Control Devices (revised 1992) for detailed information.



### APPENDIX A – WHY PEOPLE CAMP

In order to understand the planning for and management of the camping experience, it is necessary to understand the basic elements or components that go into the phenomenon called camping. There are five basic components to the camping experience. These are diagrammed in Figure 1.



**FIGURE 1: A MODEL OF THE RECREATION EXPERIENCE**  
(Source: Schreyer, 1984)

#### The Public

The first component represents the public, both those who use the parks for recreational or aesthetic purposes and those who may enjoy the parks vicariously. There is, of course, a tremendous variety in the nature of people who constitute “the public.” There are people with varying amounts of experience with or knowledge of CPS areas. There are people with a variety of lifestyle preferences. And there are people with varying physical abilities, differing backgrounds, such as location, living conditions, ethnic backgrounds and stages in the life cycle, from adolescence, to young adulthood, to parenthood, to middle age to senior citizen. These differences are important, as they may lead to preference for different types of recreational and interpretive opportunities in our parks, historic sites and canals. This is where the concept of market research and segmentation can play a significant role in identifying existing and potential markets. Once market segments are established, profiles of their characteristics, needs and expectations can be developed to guide planning, management and delivery of camping opportunities. This research should also include an analysis of the size and trends associated with target markets (refer to Section 2.1 in *A Guide to Service Planning* and Directive 2.2.2 Socio-Economic Analysis and Impact Assessment in Project Planning).

#### Motivation

When people go camping, they are acting to fulfil certain needs, such as escape, experiencing nature, challenge, family togetherness, adventure, risk, security, tranquility, learning, exercise, etc. Decisions to go camping are motivated by these various needs. In this sense, we say a person is motivated to go camping because he/she wanted a sense of solitude or self-reliance. People may differ significantly in the reasons that cause them to want to camp. However, people with different motives would likely seek different types of camping experiences. For instance, the camper who was seeking a social experience would likely seek a more developed,



easily accessed campground, while the person who was seeking solitude might prefer a more primitive, isolated camping setting. The point is that the needs that people seek to fulfil will determine the types of camping opportunities they prefer.

People rarely camp for a single reason. Usually there is a combination of motives that results in a particular camping trip. These have been referred to as “packages” of motives. Managers and planners use these packages of motives to segment visitors into Visitor Activity Groups or “VAGs.” The significance of this for managers and planners is to recognize the range of opportunities sought by different groups of people with varying sets of needs.

### **Recreational Behaviour**

Individuals and groups visiting CPS areas pursue a wide range of recreational and leisure activities, such as backpacking, bicycling, canoeing, sightseeing, cross-country skiing, downhill skiing, golfing, nature study, picnicking, etc. Each of these activities may be characterized by different sets of motives. Many may be similar across groups, such as the desire to experience nature. Others may be quite different. For instance, it is unlikely that picnickers or sightseers would be motivated to experience risk, or that downhill skiers would be highly interested in nature study.

Different groups of visitors seeking different types of experiences, even within the same activity, may be looking for different types of opportunities. For instance, the overnight transient camper may be interested primarily in an easy-access campsite that serves essentially as accommodation. On the other hand, an extended-stay camper may be more interested in camping close to a variety of camp activities, interpretive programs and support services. The significance of these differences, particularly in terms of planning and management, are discussed in the next section. It is important to note that information on environmental assessment is also a crucial element to be considered when camping services and facilities are being planned and managed. More on this in the next section.

### **Environment**

The environment is perhaps the most all-encompassing aspect of the camping experience. It represents all of the things and conditions that a person encounters while camping in a park. What we refer to as “environment” can be broken down into a number of different categories.

#### **Physical Environment**

This is what would first come to mind when one thinks of a park environment - majestic snow-capped peaks, beautiful lakes, rushing streams, waterfalls, dramatic coastlines, significant geological features, etc. It also includes all the flora and fauna within a given setting. It may also include dynamic conditions of nature, such as the weather, or fire. Of course, while the latter may be difficult to plan for, they may affect decisions about visitation.

Decisions regarding visitor use, particularly those relating to opportunities to provide various visitor experiences, must be based on an “ecosystem approach”. The National Parks Act states that the “maintenance of ecological integrity through the protection of natural resources shall be the first priority when considering park zoning and visitor use in a management plan”. The 1979 Canadian Parks Service (CPS) Policy statement on resources protection states that



“Natural resources within national parks will be given the highest degree of protection to ensure the perpetuation of natural environments essentially unaltered by human activity”. Other explicit statements which stress the elimination of threats and uses which compromise ecological integrity have been added to the Park Policy under revision.

Human activities, especially in recent times, have often led to the rapid deterioration of ecosystems. In recognizing that problem, CPS firmly believes that management initiatives must include provisions that call for the protection of natural resources. This would indeed apply to development proposals for new campgrounds and/or the expansion or recapitalization of existing campgrounds.

Habitat loss and fragmentation, impacts on wildlife habitat and behaviour, introduction of exotic species, proximity to watercourses, drainage characteristics, slope/aspect, available space and soil type(s) are prime considerations in campground planning and design. By thoroughly considering these and other constraints, threats to ecological integrity from internal pressures can be reduced. Only through an understanding of the structure and function of ecosystems can we be assured that the knowledge base is sufficient to permit wise decisions regarding visitor use and camping opportunities.

While concerns of the type noted above are often difficult to plan for, let alone prevent, the planning process must include the identification of potential threats to the park ecosystem and the means to prevent or reduce those threats. In this way it will then be possible to reduce to the extent possible, ecological impacts that may result from a range of human-induced environmental stresses.

### **Social Environment**

Other campers may also form a significant aspect of the recreation environment. Some people may be attracted to campgrounds that have large numbers of users in order to socialize, share camping experiences and information on the latest equipment, and even for security. Others may prefer more isolated areas where encounters with other campers are few and where solitude is a major goal.

There may also be problem elements within the social component. Other campers may represent competition for desired camping sites, or even for entry into a given campground. Conflicts may arise when people feel that others are acting inappropriately or inconsiderately. And, too many other campers may be perceived as causing crowding.

### **Management**

One may not think of management as being environment, and yet management has much to do with what the visitor encounters as part of the park experience. Rules and regulations affect the way in which a person goes about camping. Decisions about services to be provided are also important. Interpretive programs and the capital plan that delivers these services are all a part of management.

Obviously, access is also controlled by management, and affects where a person may camp. Management affects the nature of camping through the selection of the sites for campgrounds themselves, their size, and level of development. The provision of support services may be



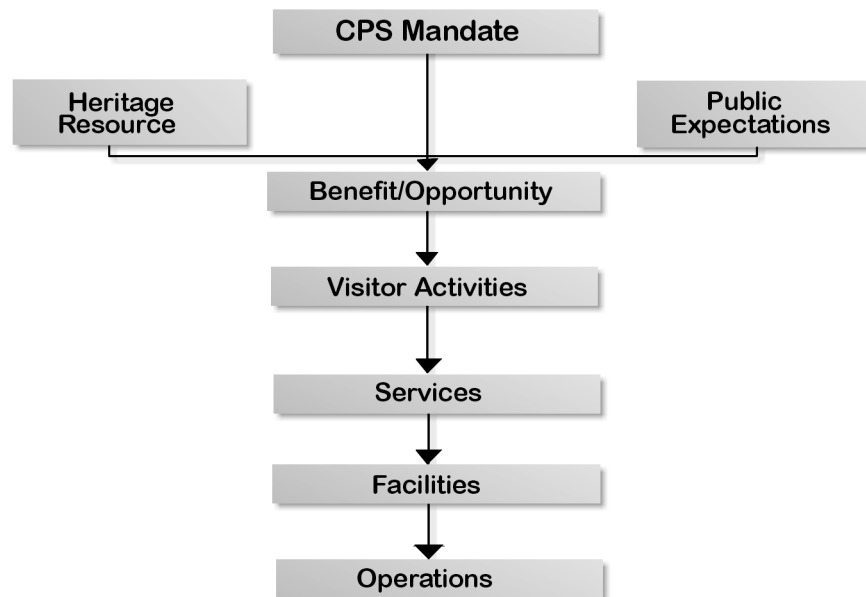
very important to certain types of camping experiences. Finally, management may make planning decisions concerning the zoning of the park, in such a way that different areas may provide different types of camping opportunities and different degrees of service.

Of course all of this does not exist in a vacuum. One of the most important considerations is the management direction for the park and its mission. Further, legal mandates form the underpinnings for the operation and maintenance of the park. Figure 1 showed the basic dynamics of the recreation experience. Figure 2, illustrates the role of CPS in the provision of opportunities for experience. The variety and degree to which support services are provided is very much dependent upon the age of the park, its history of planning and development, the nature of the setting itself, and the markets to be served. New direction from the Treasury Board concerning revenue sharing, and whether support services are provided by CPS, other public agencies, partnership arrangements, or the private sector will also influence the variety and degree of offerings.

### Experience

While the experience aspect is shown in the diagram to be outside the Activity/Environment box, it really is an on-going process that starts with the planning for and anticipation of the trip, through what the person feels while camping in the park, to what happens after the trip.

There are a number of elements to the notion of experience. One is enjoyment. Is the person having a good time while camping? Does he/she feel good? A second is satisfaction, which ultimately is an evaluation about whether the person got from the trip what he/she wanted to get. Did the person get a social experience, a sense of skill development, family togetherness, solitude, etc.? A third aspect would be the benefits derived from that participation. Beyond the notion of satisfaction, the individual may derive more long term benefits in terms of a sense of well-being and a more enriching quality of life. While it is impossible to account for all these factors in campground planning and management, it is important to recognize the many elements may in fact affect the camping experience.



**FIGURE 2: THE BASIC VAMP CONCEPT**  
(Source: Tayler, 1989)



# APPENDIX B – THE BACKCOUNTRY OPPORTUNITY CONCEPT

## AN EXPLANATION OF THE BACKCOUNTRY OPPORTUNITY CONCEPT <sup>2</sup>

Visitors to backcountry areas seek a range of recreational opportunities: some want solitude, while others enjoy meeting people. Some want the comfort of staying in roofed overnight accommodations while others avoid such amenities.

Management of the majority of lands in most national parks (e.g. more than 95 per cent of the lands in the Four Mountain Parks) is designed to provide backcountry opportunities for visitors in a massive area ranging from the heavily used areas (e.g. Egypt Lake in Banff National Park) to the less used areas (e.g. the Snaring River Valley in Jasper).

The concept of recreational opportunity is based on a recognition that the value an area holds for visitors is based on a combination of physical, biological, sociological and administrative conditions (Clark and Stankey, 1979): Four factors are important in determining the suitability of an area for backcountry recreation: access, visitor contact, site management, and resource impairment. The following is a brief description of each:

### A) Access:

In most national parks, backcountry visitors are restricted by topography and the presence of dense forests to using trails. Consequently, trails are an important tool in determining use patterns and they influence the way visitors experience the backcountry (Hendee, et al., 1978).

Ease and type of access are particularly important variables; “ease” is related to the degree of difficulty of the trail and to the standard used in its design. “Type” is related to the mode of travel: foot, horse, or ski. In most national parks, there is a variety of ease and type of access.

### B) Visitor Contact:

Backcountry experiences are affected by the amount and the nature of contact with others. Numerous visitor-use surveys indicate that there is a strong preference for solitude in backcountry settings, generally reported to be most marked at campsites. Observation of actual behaviour shows that: 1) many visitors seek varying degrees of contact with other users; 2) encounters with people who have very different backcountry expectations and values may be undesirable. The level of contact beyond which crowding occurs (or in which social carrying capacity is exceeded) varies according to the expectations and perceptions of individual visitors. Generally, backcountry areas in most national parks offer a range of opportunities for both contact and solitude.

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<sup>2</sup> adapted from the document *In Trust for Tomorrow, A Management Framework for Four Mountain Parks*.



### C) Site Management:

In backcountry settings, site management usually consists of developing a facility and of site hardening, although some revegetation may be required in special cases. Such facilities as alpine huts, trail shelters, and designated primitive campsites have been used in various parks to concentrate and channel the use of backcountry areas. Their effectiveness as techniques for protecting resources depends, however, on site-specific conditions. Facilities can also be provided for the convenience, enjoyment, and safety of visitors. Areas that attract large numbers of relatively inexperienced users may require higher levels of site management than those used by experienced backcountry visitors. The level and type of site management should be consistent with the opportunity to be provided.

### D) Resource Impairment:

Determining acceptable levels of impact on the environment is difficult; it is based on objective assessments of how much users affect a site and subjective evaluations of the significance of their impact on it. Moreover, information about ways to reduce the impact of visitors on the environment is needed. While the degradation of heavily used backcountry areas is not acceptable, a narrow range of allowable consequences and appropriate measures to limit those consequences must be accepted if the backcountry is to be used at all.

Collectively, visitor contact, site management, and resource impairment affect the opportunities available to backcountry users. Each of the three is acceptable under certain conditions; based on those conditions, it is possible to identify areas that are suitable for backcountry use. Three types of recreational areas – **semi-primitive, primitive, and wildland** – and the factors in managing each are shown in Table 1.

**Semi-primitive sites** are those with easy access, high levels of visitor contact and such facilities as campsites, shelters, and commercial lodges. Examples include such popular destinations as the Tonquin Valley in Jasper National Park and Egypt Lake in Banff National Park.

**Primitive sites** are provided in areas where there is less evidence of people than in semi-primitive areas. These are usually the most commonly available sites in the backcountry. Examples include the Helmet Creek-Floe Lake area of Kootenay National Park and the Ottertail-Goodsir area in Yoho National Park.

**Wildland sites** are those with low levels of use and they are essentially free of human intrusion. Examples include the Snake Indian and Snaring valleys in Jasper and the northwest portion of Banff.





The concept of backcountry opportunity areas is not intended to replace or refine the Canadian Parks Service's five part land-use zoning system; rather it can be applied in the following specific ways:

1. to inventory backcountry opportunities currently available;
2. to plan for providing and allocating a range of backcountry opportunities;
3. to identify the consequences of management styles and decisions on those opportunities;
4. to match what backcountry users want with what is available; and
5. to monitor any impairment to resources that results from use and to ensure that objectives for resource protection and visitor satisfaction in an area are being met.



**TABLE 1: BACKCOUNTRY OPPORTUNITY AREAS**

MANAGEMENT FACTORS	OPPORTUNITY AREAS		
	SEMI-PRIMITIVE	PRIMITIVE	WILDLAND
<p>ACCESS</p> <p>1. Trail Standard</p> <p>2. Difficulty</p>	(high)	(medium)  (easy) (moderately)	(low)  (no trails)  (very)
<p>CONTACTS</p> <p>1. Level</p>	(many) (moderate)		(low)
<p>SITE MANAGEMENT</p> <p>1. Facility Conveniences</p> <p>2. Site-hardening Requirements</p>	(many)  (required)	(some)  (some required)	(few – none)  (not required)
<p>RESOURCE IMPAIRMENT</p> <p>1. Acceptable Impacts</p> <p>2. Acceptable Mitigations</p>	(some)  (site management)	(few)  (some site management) (visitor management)	(very few)



### APPENDIX C – CPS ZONING SYSTEMS

#### a) The National Park Zoning System

##### Zone I – Special Preservation

Specific areas or features which deserve special preservation because they contain or support unique, threatened or endangered natural or cultural features, or represent the best examples of the features of a natural region. Motorized access will not be permitted. In cases where the fragility of the area precludes any general access, every effort will be made to provide park visitors with off-site programs and exhibits demonstrating the special characteristics of the zone.

##### Zone II – Wilderness

Extensive areas which are good representations of a natural region and which will be maintained in a wilderness state. They offer significant opportunities for remoteness and solitude within their boundaries.

Activities to provide the experience of wilderness will be encouraged only when they do not conflict with maintaining the wilderness itself. Consequently, limits may have to be placed on the number of users and the types of activities may have to be restricted.

The 1988 amendments to the National Parks Act provide for the designation, by Order in Council, of Wilderness Areas. The boundaries of wilderness areas will be generally consistent with the boundaries of Zone II Wilderness. Such designations provide federal regulatory protection from development other than that required for: park administration; public safety; the provision of basic user facilities including trails and rudimentary campsites; the carrying on of traditional renewable resource harvesting activities where authorized; and, in exceptional circumstances, access by air to remote parts of such areas. For other than these purposes, which are authorized through the Act, motorized access will not be permitted.

Where Zone I areas are included in or adjacent to Zone II areas, they will be included in the designated wilderness area but will be managed to conform to their special requirements for protection.

As is true at all other crucial stages of management planning, the boundaries and appropriate uses of proposed designated wilderness areas will be determined with public input during the preparation of review of a management plan.

##### Zone III - Natural Environment

Areas maintained as natural environments, and which provide a range of opportunities for visitors to experience a park's natural heritage values through low-density outdoor activities and appropriate services and facilities. While motorized public transport may be permitted where required for access, non-



motorized transport will be preferred. Controlled access by private vehicles may be permitted where it has traditionally been allowed. Park management plans may define provisions for terminating this practice or limiting usage.

### **Zone IV - Outdoor Recreation**

Areas capable of accommodating a broad range of opportunities for education, outdoor recreation and related facilities for visitor enjoyment, in ways that respect the natural landscape and the park environment. Motorized access will be permitted.

### **Zone V - Park Services**

Communities in existing national parks which contain a concentration of visitor services and support facilities. Park operation and administrative functions may also be accommodated in this zone. Specific activities and facilities in this zone may be defined and directed by the community planning process.

## **b) The National Marine Parks Zoning System**

### **Zone I - Preservation**

Specific natural and cultural heritage areas, which contain or support unique, threatened or endangered resources or features, or the best examples of marine resources or features, will be designated as Zone I areas because they deserve special preservation. Access and use will be strictly controlled or may be prohibited altogether. Resource harvesting and construction of facilities will not be permitted.

### **Zone II - Natural Environment**

Those natural and cultural heritage areas which provide for protection of marine ecosystems and appreciation of the marine park in a natural setting will be designated as Zone II areas. Education and low intensity outdoor recreation opportunities and related facilities will be permitted. Harvesting of marine resources will be minimized to the extent possible, in accordance with the marine park agreement and the fisheries management plan, and limited to methods which have little or no impact on habitats and non-target species.

### **Zone III - Conservation**

Those areas which can accommodate a broad range of activities consistent with the conservation of the marine park will be designated as Zone III areas. Education, outdoor recreation opportunities and related facilities will be permitted, as will fisheries having no more than moderate impact on habitats and non-target species, in accordance with the fisheries management plan.



### **Zone IV - General Use**

Those areas which will provide opportunities for reasonable use consistent with the conservation of the marine park. Zone IV areas will provide for all fishing activities and navigation and operation of vessels as stipulated in the marine park agreement and fisheries management plan, and for complementary educational and recreational uses. The interrelationships between people and the park's marine resources will be emphasized in these areas.

### **Zone V - Park Services**

Those areas, both in the near-shore and on coastal lands and islands, which will accommodate visitor services and support facilities, as well as park administration functions, will be designated as Zone V areas.

### **Temporal Zoning**

Selected areas in Zones II, III or IV of a marine park may be subject to temporal restrictions on access or use, consistent with a requirement to protect specific marine ecosystems or certain fishing activities from disruption by those uses normally allowed in the zone. Temporal restrictions may be long-term, seasonal, cyclical, diurnal (on a daily or nightly basis), or some combination of these time frames, as warranted. Temporal restrictions may be continuous across more than one zone or zone section.

A Zone I area so designated because it is seasonally important in one or more stages in the life cycle of an animal species may be reclassified to less-protected status at various times of the year, subject to the protection of those natural values which are critical to the area's significance, and to the establishment of a clear use requirement for the reclassification.

### **Vertical Zoning**

Within any area classified as Zone II, III or IV, vertical zoning may be used to extend a higher degree of protection to imperilled natural or cultural resources at or near the sea floor while recreational, transportation or near-surface fishing activities continue above. Likewise, less restrictive zoning may be appropriate for some sea floor areas which are beneath surface areas classified as Zone I, II or III. Vertical zoning may be continuous across more than one zone or zone section.



## **APPENDIX D – ENVIRONMENTAL ASSESSMENT AND REVIEW PROCESS (EARP)**

### **Background**

The passage of the EARP Guidelines Order in 1984 clearly outlined the procedures and responsibilities for EARP. Initiating departments have the responsibility of ensuring that each proposal for which they have a decision-making authority is subjected to an environmental assessment (EA). In this way, the responsible authority can determine whether there may be any potentially adverse environmental effects from the proposal. The EARP Guidelines Order, based on recent court decisions, has the status of law just as any other law of general application.

In June 1992, the Senate approved Bill C-13, the proposed Canadian Environmental Assessment Act (CEAA). When this new Act is promulgated (early in 1993) it will replace the current EARP Guidelines Order. The new Act will not represent radical reform but constructive revisions to the EA process.

In the Canadian Parks Service (CPS), EARP consists of four stages: Preliminary Screening, Screening, Initial Environmental Evaluation (IEE) and Environmental Impact Statement (EIS). While the level of analysis and data requirements increase in the order shown above, not all proposals go through each stage. The appropriate stage chosen depends on the scope of the project/activity and the degree of seriousness of its potential environmental impacts. In the case of camping facilities for example, EA will be either at the screening or IEE level. Under no circumstances will CPS be the proponent of camping facilities with the potential for causing significant environmental impacts.

### **Integration of EA to Planning, Design and Implementation of Camping Facilities**

Provided that EA is implemented early and is integrated in project planning, it can be an effective tool that allows the project planning team to evaluate the environmental constraints and/or opportunities associated with a given proposal and recommend appropriate forms of mitigation. That team should include representation from Natural Resource Conservation.

### **Problem Definition**

During this stage of project planning, a preliminary screening should be carried out to determine, among other things, whether further consideration is required under EARP e.g. proposed actions that have unknown impacts or potentially adverse environmental impacts. At this stage, major resource constraints and other environmental implications when known, should be highlighted.

When further consideration under EARP is required, it is important to identify the stage at which EA is to be carried out, required studies, as well as scheduling and cost related matters. It is the project manager's responsibility to ensure EA requirements are incorporated into the project planning and approval stages.



### Concept

During this stage a preliminary scoping exercise is carried out to identify major areas of concern (i.e. constraints). At this stage also the environmental implications of site selection alternatives or other options are addressed. If a project involving new camping facilities (or recapitalization of existing facilities) is introduced at this stage, the stage at which the EA should be undertaken must be identified. Any studies that are needed should also be outlined including information on cost and scheduling. A decision regarding the best option is often made at this stage.

### Project Definition and Preliminary Design

For major facilities such as fully serviced and semi-serviced campgrounds or facilities with the potential for important environmental impacts, EA is normally carried out at this stage of project planning at either the screening or IEE level. The decision rendered at this stage will determine whether the project proceeds as planned, proceeds subject to mitigating measures or is abandoned. In the majority of cases involving proposals for new campgrounds or recapitalization of existing ones, most proceed as planned subject to the implementation of proper mitigation. Based upon the results of the EA, costs for mitigation, surveillance and any additional studies would also be outlined.

### Design

The results of EA from earlier stages are incorporated into the design to identify environmental protection requirements for construction such as mitigation information and surveillance and monitoring requirements. If EA is not applied at earlier stages of project planning, it will be completed at this stage. For smaller projects such as primitive campsites, EA is commonly completed at the design stage.

### Project Implementation

Projects must undergo surveillance during implementation phases to ensure compliance with the approved plan and with specified mitigative measures. For major projects, an environmental assessment officer would be on site during this stage of the project to identify, assess and where necessary, rectify any unforeseen situations such as unpredicted impacts or ineffective mitigation.

### Operation and Maintenance

The final stage of any project involves effects monitoring to determine the effectiveness of mitigative measures and to evaluate the accuracy of impact predictions.

### Typical EA Content

The following provides a general outline of the information addressed in an EA screening report:

- Title of Park/Site Project;
- Introduction;



- Screening procedure and method(s) used;
- Project description including purpose, nature of work schedule, alternatives, and information deficiencies;
- Site description including area affected, resource values and present uses;
- Description of impacts and significance;
- Mitigative measures including a description and alternatives (if any);
- Residual impacts and significance;
- Cumulative impact;
- Monitoring requirements including project components, procedures, responsibility and follow-up surveillance and monitoring;
- Decision;
- Appendices including maps, photos, plans and design drawings; and
- References.

Further information on EARP and the proposed CEAA may be obtained in the references attached.





### **References**

- Parks Canada. 1983. Manual on the Application of the Environmental Assessment Review Process with Parks Canada. Natural Resources Division, National Parks Branch, Parks Canada. Ottawa. 27 p.
- Parks Canada. 1983. Guide for the Preparation of Screening Reports. Prepared by A.D. Revill Associates Ltd. for Parks Canada. Ottawa. 302 p.
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- House of Commons of Canada. March 19, 1992. Bill C-13. An Act to establish a federal environmental assessment review process.
- The Federal Environmental Assessment and Review Office. 1986. Initial Assessment Guide.
- National Parks Act. 1988. Parliament of Canada, Ottawa, Canada.



### APPENDIX E – ENVIRONMENTAL CONSERVATION

#### ENVIRONMENTAL CONSERVATION: RESOURCE CONSTRAINTS AND OPPORTUNITIES

An integral part of planning developments such as campgrounds is an assessment of biophysical constraints. Depending on the environmental constraints identified, a project could be altered significantly or even cancelled. The Resource Description and Analysis is the primary source document for determining environmental concerns.

Reducing environmental impacts to a minimum is the main objective when examining the resource constraints or opportunities associated with a proposal. The importance of a constraint typically varies with the type of project being considered. For example, in the case of hiking trails, slope constraints are less important than in the selection of campgrounds.

Factors/components that constrain campground development include:

- available space;
- slope/aspect;
- drainage;
- microclimate;
- vegetation
- proximity to watercourses;
- soil type;
- wildlife/human interaction i.e. conflicts;
- wildlife habitats;
- potential for fragmentation of habitats;
- loss of valued ecosystem elements; and
- perturbation of ecological processes

An example of the application of constraints to a campground-related project, was the siting study for the Cyprus Lake Shower Facility in Bruce Peninsula National Park. The methodology included the compilation of natural resource information and existing facility information. A set of criteria was applied to find the best location for the shower facility. Using a Geographic Information System (GIS), a series of constraint maps was produced that depicted where the facility could not be built, such as in buffer zones 20 metres around lakes, swamps and marshes. It also plotted other constraint maps in respect of road corridors, tree cover, soil types, fens, beaver floods, hydro lines, and distances between camps. The relative importance of these constraints was assessed and used to combine them into a synthesis map showing the best location for the facility.

Important considerations in selecting a site for campground establishment or expansion are soil type and slope. Soil determines such things as drainage characteristics, susceptibility to erosion, septic field or pit privy suitability. Soil texture and depth to bedrock are the major subfactors in such evaluations.

Local fauna is also an important consideration for campground siting. Disturbance of habitat needs can lead to significant environmental impacts. Nesting grounds and habitats of rare species are examples of faunal constraints.

More information on resource constraints and their analysis may be found in the references listed below:



### **References**

- Agree J. K. and Johnson D.R., 1988. Ecosystem Management for Parks and Wilderness. University of Washington Press, Seattle and London.
- Arnoff S., 1989. Geographic Information System: A Management Perspective. WDL Publications, 294 pp.
- Barrett G. W. and R. Rosenburg, 1981. Stress Effects on Natural Ecosystems. John Wiley and Sons. 305 pp. ISBN 0-471-27834-3
- Canadian Parks Service, 1992. Natural Resource Management Process Manual.
- Ecological Inventory Interpretative Manual 1983. Prepared for Parks Canada, Prairie Region by Tera Environmental Consultants Ltd.
- Gribbin, T. (et al.) 1985. Draft Group Campground Gros Morne National Park Site Selection Study.
- Hammond, B. and M. MacNaughton 1984. Biophysical Criteria for Specific and Linear Developments. National Capital Commission, Conservation of Resource Section.



# **APPENDIX F – ENVIRONMENTAL SURVEILLANCE AND MONITORING**

## **Introduction**

Under the provisions of the Environmental Assessment and Review Process (EARP) Guidelines Order 1984, federal departments and agencies are responsible for ensuring that each proposal for which they have a decision making authority is subjected to an environmental screening or initial environmental assessment. This will determine whether there may be any potentially adverse environmental effects from that proposal. Project surveillance and effects monitoring programs are essential components of environmental assessment (EA) that help to ensure that the environment is adequately protected throughout all phases of a project. Both surveillance and monitoring are based on the results and conclusions reached in the EA. The new Canadian Environmental Assessment Act (CEAA) requires the responsible authority to design and implement follow-up programs. The National Parks Act dictates that the maintenance of ecological integrity is the first priority in managing National Parks. Environmental monitoring of park facilities and campgrounds is central to understanding stresses on park ecosystems.

## **Objectives of Monitoring**

The main objectives of monitoring are to:

- assess the effectiveness of mitigative measures;
- respond to unforeseen situations;
- verify the accuracy of predictions; and
- ensure compliance with mitigation.

In order to achieve the objectives, both project surveillance, monitoring during construction, and effects monitoring after construction are essential.

## **Project Surveillance**

Section 8 of Management Directive 2.4.2 states the requirement for and purpose of surveillance (compliance) monitoring. All proposals that have been subject to EARP must undergo surveillance during the project implementation stages. This is intended to ensure compliance with specified impact mitigation strategies, laws, regulations and codes of good practice. It also provides an opportunity to respond in a timely fashion to unexpected situations with environmental implications e.g. mitigating unpredicted impacts or addressing mitigation that has proven ineffective in reducing impacts.

It is the responsibility of the project manager to ensure that surveillance requirements are identified and implemented. An on-site environmental surveillance officer may be required to oversee major projects i.e. projects undertaken in sensitive environments or involving cases where the effectiveness of proposed mitigation is not fully known. Project/activity construction or implementation may be postponed if the prescribed mitigation is not being followed or is ineffective. The Superintendent, on the other hand, is responsible for approving corrective action(s) and for authorizing the resumption of those projects/activities that were delayed.



Those carrying out the program should ensure that field crews are aware of the goals of the assessment and why certain mitigative measures are required.

### **Effects Monitoring**

Section 9 of Management Directive 2.4.2 states that some projects will require a formal monitoring program to:

- assess the effectiveness of mitigative measures;
- evaluate the accuracy of impact prediction; and
- provide useful information for future assessments.

The same section also states that if a monitoring program is to be considered necessary, it must meet one or more of the following criteria:

- the impact and mitigatory measures are imperfectly understood;
- project or activity implementation methods are not clearly described, are experimental, or are subject to change;
- sensitive environments or important park resources are involved; and
- project or activity scheduling is subject to change, such that effects on the environment could be serious.

Monitoring of the effectiveness of mitigative measures and accuracy of impact predictions is the responsibility of the project/activity proponent, in consultation with the field EARP Coordinator and appropriate field and regional sub-activities. The proponent is also responsible for initiating and approving the appropriate response. The Superintendent is responsible for ensuring that the results of monitoring are correctly documented and implemented.

Part IV "Project Follow-up" of CPS's "Preliminary Screening and Screening Environmental Assessment and Review Process" form (PC859E(10/90)) requires information to be filled out on project surveillance and monitoring including the name of the responsible officer, schedule and remarks.

Additional information on the subject of monitoring may be obtained from the following references.

### **References**

- Croze, Harvey. 1984. Monitoring Within and Outside Protected Areas. In: J.A. McNeely and K. R. Miller (eds.), National Parks Conservation and Development. Smithsonian Institute Press, Washington, D.C. pp. 628-33.
- Cullen, Peter. 1990. Biomonitoring and Environmental Management. Environmental Monitoring and Assessment. 14: 107-114.
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- Beanlands, G.E. and P.N. Duinkes. 1983. An Ecological Framework for Environmental Impact Assessment in Canada. Halifax: Institute for Resource and Environmental Studies, Dalhousie University and Ottawa: Federal Environmental Assessment Review Office. 132 p.
- Woodley, S. and J. Theberge. 1991. Monitoring for Ecosystem Integrity in Canadian National Parks. Proceedings.
- Stacey, C. and J. Michm. 1984. Visitor Impact Assessment of Headquarters Campground in Fundy National Park. Faculty of Forestry, University of New Brunswick, Fredericton, N.B., 66 p.
- Munn, R.E. 1988. The design of integrated monitoring systems to provide early indications of environmental/ecological changes. Environ. Mon. & Assess. 11: 203-217.



## **APPENDIX G – DIRECTIVES**

### **DIRECTIVES RELEVANT TO CAMPING MANAGEMENT TITLE AND PURPOSE TITLE AND PURPOSE**

#### **1.1.3 Oral and Written Communications in Both Official Languages**

To outline procedures required to carry out the provisions of the Department's Policy on Official Languages respecting internal communications.

#### **1.1.7 Translation of Toponyms and Standard Messages, Signs and Publications**

To provide direction on the translation of signs and of names of natural and artificial geographical features in areas administered by Environment Canada, Parks, as well as administrative entities named for their own purpose.

#### **1.1.9 Hand-over Take-over Procedure**

To ensure that whenever there is a change in incumbent, vacating of, or filling of any position which has custody of government property or accountable forms certain procedures are followed.

#### **1.1.16 Use of Government Vehicles**

To provide direction and guidance in the control and use of government vehicles within the CPS program.

#### **1.1.17 Motor Vehicle Pools**

To provide guidance and direction with respect to the planning, organizing and managing of a motor vehicle pool.

#### **1.1.19 Decentralization/Incentive Award Plan**

To provide guidance and direction for the control of the Incentive Award Plan.

#### **1.2.2 Suggested Reference Manuals**

To provide a comprehensive list of authorized departmental and program manuals for the reference and use of all CPS responsibility managers and to identify responsibilities for future distribution, receipt and control. Manuals and directives are instruments for the dissemination of information from management to all working levels in order that management philosophy, policies and objectives may be understood.



### **1.2.21 Initiation of Social Surveys, Public Opinion Research and Other Information Collections Obtained from the Public**

To provide direction on the compliance of researchers and data collectors with regulations enacted by the Government of Canada concerning the collection of information from the public.

To designate roles and responsibilities at the field, region and headquarters levels.

To encourage appropriate, professional standards in the conduct of information collections.

### **1.3.1 Parks Canada Publications**

To establish standards for the printing of CPS Publications.

### **1.3.3 Communications with the Public through the Media**

To establish operating principles and standards to be applied by managers when communicating with the public through the media.

### **1.3.6 Bilingualism - Service to the Travelling Public**

To provide policy and direction on the delivery of bilingual services at CPS locations offering services to the travelling public.

### **1.4.6 Clothing Manual**

To provide policy, guidance and direction to CPS staff in all matters pertaining to the issue and wearing of both identification and protective clothing.

### **1.5.1 Definition of a Capital Expenditure**

To define the CPS Program policy regarding the classification of capital expenditures.

### **1.5.4 Delegation of Authority to Approve Capital Projects**

To identify the delegation of authority policy in accordance with revised capital program processes and Treasury Board approvals.

### **1.5.5 Refunds of Revenues**

To provide the policy, guidelines and procedures for the issuance of cash refunds to parks' visitors.





### **1.5.10 Overtime Charges**

To state CPS policy regarding the management of overtime.

### **1.5.22 Capital Project Development and Approval Process**

To outline the capital project development stages and approvals necessary to execute a project from its initiation to completion.

### **1.6.1 Requests for Contract, Change Orders and Termination Action**

To acquaint responsibility managers at Program Headquarters with appropriate procedures for implementing contracts and amendments to contracts and for terminating contracts on completion of specified requirements.

### **1.6.4 Contract Review Boards**

To define procedures for the establishment and operation of Contract Review Boards at PHQ and Regional levels of CPS.

### **1.6.5 Conflict of Interest**

To increase departmental and employee awareness of current conflict of interest guidelines and to provide a simple mechanism for employees to obtain exemption when appropriate.

### **1.8.101 General**

An overview of the Realty Function in parks.

### **2.1.9 Law Enforcement (BULLETIN)**

To give authority to the interim Law Enforcement Operations and Administration Manuals and to provide interim direction and guidance to headquarters, region and park staff on the management of the law enforcement program to ensure compliance with the National Parks Act, regulations, policies and other pertinent legislation necessary to protect the CPS resources and maintain the public peace.

### **2.2.2 Socio-Economic Analysis and Impact Assessment in Project Planning**

To ensure that the requirements for socio-economic analysis and impact assessment are considered in project planning.

### **2.2.4 Emergency Services**

To guide CPS response to all types of emergencies which may pose a threat to visitors, staff, parks, sites, historic canals and adjacent land and facilities.



### **2.2.6 Complementary Roles of Architecture and Engineering Services and Contract Services Branch in Construction and Services Procurement**

To introduce two flowcharts providing a graphic description of the relationships between all involved functions, primarily A&E Services and Contract Services, in the procurement cycles for construction of capital works and provision of related consulting and professional services.

### **2.2.7 Service Plans**

To give authority to the handbook **A Guide to Service Planning** in directing a consistent approach to the preparation, review, approval and implementation of park, site and canal service plans.

### **2.4.2 Procedures for the Application of the Environmental Assessment and Review Process**

To describe the procedures for the application of the federal Environmental Assessment and Review Process (EARP) in Parks Canada as aids in making sound management decisions for all projects or activities proposed for lands or waters under the administration of Parks Canada, or to which Parks Canada contributes funds.

### **2.4.8 Bear Management**

To provide direction on planning for and management of bears, and humans using bear range, in national parks and national historic parks and sites.

### **2.6.2 Reporting of Serious Incidents**

To ensure prompt reporting to senior management of serious incidents.

### **2.6.4 Provision of Basic Services and Facilities for Disabled Visitors**

To guide park managers in providing essential services and facilities to meet the needs of disabled visitors.

### **2.7.1 Parks Volunteer Program**

To guide managers in the promotion and implementation of the Parks Volunteer Program.

### **4.2.1 National Parks Management Planning Process**

To give authority to the National Parks Management Planning Process Manual in directing the preparation, implementation, evaluation and monitoring of park management plans.



### **4.4.3 Public Safety Management**

To provide direction and guidance to region and park staff on the provision of public safety services in the national parks.

### **4.6.4 User Fees In National Parks**

To provide guidance in recommending user fees for Crown owned facilities operated by CPS, or for services provided by CPS in national parks.

### **4.6.22 Religious Services**

To provide standard direction for responding to requests to hold religious services in all national parks.



## APPENDIX H – REFERENCES AND RELATED AUTHORITIES

<b>TITLE OF DOCUMENT</b>	<b>RESPONSIBILITY</b>
National Parks Management Planning Process Manual	Policy, Planning and Legislation Branch
Management Process for Visitor Activities	Visitor Activities Branch
A Guide to Park Service Planning	Visitor Activities Branch
Visitor Activity Concept: VAMP Technical Group 1991	Visitor Activities Branch
Access Series:	Visitor Activities Branch
Disability Awareness and Sensitivity Training (1989)	
Design and Parks Programs (1990)	
Accessibility: Requirements and Recommendations (1991)	
Access Technology (1992)	
Campground Host Kit (CPS Volunteer Host Program)	Visitor Activities Branch
An Introductory Guide to Frontcountry Camping Information Services	Visitor Activities Branch
Capital Construction Project Delivery Manual, 42.1	A&E Services
Maintenance Management System Manual	A&E Services
Maintenance Standards	A&E Services
Socio-Economic Analysis for Project Planning: Participants Manual (1987)	Socio-Economic Branch
Manual for the Review of Outside Sector Operation and Delivery of Park Services (1989)	Socio-Economic Branch
Make or Buy User Guide (1990)	Socio-Economic Branch
Regional Directives	Regional Director General
Park Management Plan or Interim Management Guidelines	Park Superintendent
Park Roles and Responsibilities Statements	Park Superintendent
Park Facility Appearance Guidelines	Park Superintendent
Park Campground Attendant's Operations Manual	Park Superintendent



## APPENDIX I – BIBLIOGRAPHY

ADI Limited (1991). **Kejimikujik National Park 1990 Summer Visitor Study: Executive Summary**. Atlantic Region, Canadian Parks Service, pp 11.

ADI Limited (1991). **Kejimikujik National Park 1990 Summer Visitor Study: Final Report**. Atlantic Region, Canadian Parks Service, pp 93.

CPS (1992). **Jasper National Park Whistlers Campground 1991 Survey Summary**. Western Region, pp 4.

Canadian Standards Association (1990). **Barrier Free Design**. National Standard of Canada CAN/CSA-B651-M90. Toronto : Canadian Standards Association, pp 116.

deLange, Dave. 1990. **Newman Sound Campground Recapitalization (Terra Nova National Park): Socio-Economic Assessment**. Policy, Planning and Research Unit, Socio-Economic Analysis Division, Canadian Parks Service.

Driver, B.L. (1990). **The North American Experience in Measuring the Benefits of Leisure**. USDA Forest Service.

Mahoney, E. and G. Warnell (1990). **Quality Assurance and the Need for a More Comprehensive Customer Oriented Approach to Service**. USDA Forest Service.

P.G. Whiting and Associates (1991). **1990 Park Visit Survey Fundy National Park**. Canadian Parks Service, pp 56.

Parasuraman, A., Valerie Zeithaml and Leonard Berry (1985). **Problems and Strategies in Services Marketing**. Journal of Marketing. Spring. Volume 49, No. 2 by the American Marketing Association.

Rollins, R.B. and Associates (1988). **Visitor Evaluation of National Park Campgrounds: An Assessment of Procedures for Measuring Camper Satisfaction**. CPS, Western Region.

Schreyer, R. (1984). **Some Basic Concepts of Outdoor Recreation Behaviour**. Texas A&M Book of Readings. U.S. National Park Service Training Session.

Taylor, G. (1989). **The Visitor Activity Management Process**. From Proceedings of a North American Workshop on Visitor Management in Parks and Protected Areas. Tourism Research and Education Centre. University of Waterloo and Environment Canada, Parks Service.

Zeithaml, V.A., Parasuraman, A., and Berry, L.B. (1990). **Delivering Quality Service**. New York: Free Press.



## APPENDIX J – SHORT LIST OF USEFUL GUIDES TO MANUAL PREPARATION AND TECHNICAL WRITING

1. Blicq, Ron S. *Technically-write!* Prentice-Hall: Scarborough, Ont., 1987.  
Has brief but useful sections on planning the writing task and development of ideas.
2. Burnett, Rebecca E. *Technical Writing*. Wadsworth: Belmont, CA, 1990.  
Good overall guide, includes a section on collaborative writing.
3. Davis, Michael. *Manuals That Work*. Nichols: New York, 1990.  
Short guide that distinguishes between manuals written for different purposes; emphasizes organization.
4. Strunk, William Jr. and E. B. White. *The Elements of Style*. Macmillan: New York, 1972.  
An exceptional short but thorough book about writing briefly and clearly. Highly recommended.



### APPENDIX K – CAMPING MANUAL FEEDBACK FORM

This form should be filled out by the person who has used the manual to plan a new campground, to modify the levels of service for an existing campground, to prepare a campground attendant's operations manual, to implement operational procedures, to prepare layouts and designs, to determine maintenance and construction standards, or to prepare PIPS or MYOP submissions.

In order to complete this form you will either check-off or fill in a response. When filling in a response please be as precise and clear as possible. *Kindly use a photocopy for your response, leaving the original copy in the manual; thereby, allowing others to provide feedback as well.*

#### OBJECTIVES OF THE CAMPING MANUAL

The Camping Manual is a “tool” to help provide quality camping opportunities for park visitors at levels of service consistent with CPS policies, objectives and plans by:

- A. establishing a proper balance between campground capacity and visitor use which addresses the need to maintain the ecological integrity of the park through protection of its natural resources;
- B. ensuring that decisions respecting the provision of a range of quality camping opportunities including levels of service are based on current planning processes as well as sound natural and social science research;
- C. serving as a resource document and visual reference guide to identify and describe the strengths and weaknesses of your park's current campground offering;
- D. serving as a resource document when you plan, justify and implement specific capital and/or O&M projects or multi-year operational plans;
- E. serving as a reference document for functional review and evaluations of newly completed campground projects; and
- F. presenting typical plan layouts, designs and detailed drawings of campground assets and components as well as identifying quality maintenance and operational standards and procedures.



### Administrative information:

Date : \_\_\_\_\_

Your name: \_\_\_\_\_

Position: \_\_\_\_\_

Region/Park: \_\_\_\_\_

### Evaluation:

1. Why are you using this manual?

- ☐ to plan a new campground
- ☐ to modify levels of service for an existing campground
- ☐ to prepare a campground attendant's operation manual
- ☐ to implement operational procedures
- ☐ to prepare layouts or detailed designs
- ☐ to determine maintenance and construction standards
- ☐ to prepare a PIPS or multi-year plan for
  - \_\_\_\_\_ a recapitalization/rehabilitation project
  - \_\_\_\_\_ a new campground.

2. What is the name of the campground?

\_\_\_\_\_





4. Which chapters of the manual did you use and how would you rate them?  
Place a (✓) under the appropriate chapter number.

	Chapter				
	1	2	3	4	5
The chapters I used were	yes				
	no				
I found them easy to read	yes				
	no				
I liked the organization	yes				
	no				
I found the information that I needed	yes				
	no				
I found the information helpful	yes				
	no				
I found the information correct	yes				
	no				

- 4 If you answered no to any of the above statements, would you please identify what changes should be made to the document? (please be as specific as possible)

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5. Which appendices did you use? (please name)

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6. To what degree is the objective of the manual (given above) met?

☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

7. To what degree are the various sub-objectives of the manual (given above) met?

A    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

B    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

C    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

D    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

E    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

F    ☐ exceeded      ☐ met      ☐ somewhat met      ☐ not met

8. Is there a need to change the levels of service matrix?

☐ yes      ☐ no

If yes, please specify

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9. Do you have any suggestions which would improve this manual? (please be specific)

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### GLOSSARY

**Backcountry Areas:** Usually defined in a park management or service plan. They include portions of a park that are **not** accessible by private motor vehicle. They are usually farther than one kilometre from a public motorized access. Minimal services and facilities are offered (e.g. hiking trails, primitive backcountry campsites, shelters and portages). Protection of the natural environment is paramount. Self reliance in the pursuit of appropriate recreational opportunities in a wilderness setting is encouraged. Zone II is backcountry, Zone III may be.

**Backcountry Opportunity Concept:** Consists of the following:

**Wildland Opportunities:** Areas offering backcountry opportunities which have the lowest level of visitor use and which are essentially free of human intrusion. There are no public use structures and few minimally maintained trails. Random camping is permitted in larger areas and visitors are assisted through off-site information and education.

**Semi-primitive Opportunities:** Areas offering backcountry opportunities which have the highest level of visitor use, easiest access and greatest amount of facility development (e.g. campgrounds, trail shelters, backcountry lodges, site hardening techniques).

**Primitive Opportunities:** Areas offering backcountry opportunities which are between those offered in wildland areas and the more heavily used and developed semi-primitive areas. There is less evidence of human intrusion than in areas offering semi-primitive opportunities. Facilities include designated campgrounds and higher standard trails than found in wildland areas.

**Frontcountry Areas:** Usually defined in a park management or service plan. They include those portions of a park that are accessible by private motor vehicle (including boats) and which usually contain concentrations of services and facilities. Zones IV and V are frontcountry; some areas within Zone III may be.

**Camping:** The activity of living temporarily in the open air, or in a tent or mobile accommodation unit, on a campsite or in a designated area, which enables the camper to enjoy close contact with the natural surroundings.

**Basic Level of Service for Camping:** A descriptive statement, expressed in quantitative terms of the minimum camping offer to the public. It is usually a combination of what the park currently provides with additions, deletions or changes as a result of service planning. Anything above this level is considered an embellishment: anything below is considered unacceptable. They are based on visitor needs and expectations, park objectives and years of operating experience.

**Campground Recapitalization:** The replacement or reconstruction of the total assets of a campground, or major portions thereof, to a new condition of use, thereby restarting or significantly extending its life cycle.



**Campground Rehabilitation:** Involves the restoration of, or changes to, minor portions of the assets of a campground to return them to acceptable levels or conditions of use, hereby extending the serviceable years of its life cycle.

**Backcountry Primitive Camping:** The offering of camping opportunities in a natural setting within Zones II and III which includes a range of essential and discretionary services and facilities consistent with the Backcountry Opportunity Concept as outlined in the CPS Camping Manual and determined through the approved planning processes. Motorized access is not permitted (except air access where permitted by the National Parks Act and approved in a park management plan).

**Frontcountry Primitive Camping:** The offering of camping opportunities in a natural setting within Zones III and IV which includes a range of essential and discretionary services and facilities as outlined in the CPS Camping Manual and determined through approved planning processes.

**Semi-Serviced Camping:** The offering of frontcountry camping opportunities in a natural setting within Zones IV and V which includes a range of essential and discretionary services and facilities as outlined in the CPS Camping Manual and determined through approved planning processes.

**Fully Serviced Camping:** Very similar to the semi-serviced camping offer. One major difference is that electrical service (hook-up) is delivered to each campsite and individual water and/or sewer services may also be provided.

**Group Tenting Ground:** The offering of frontcountry group camping opportunities for the exclusive use of one to four groups of tents in a natural setting within Zones III and V which includes a range of essential and discretionary services and facilities as outlined in the CPS Camping Manual and determined through approved planning processes.

**Group Tenting Area:** An area within a group tenting ground with basic facilities and a designated number of tenting sites on which a single group may camp.

**Activities:** Leisure, educational or recreational pursuits such as camping, hiking, biking, backpacking, cross-country skiing, wildlife watching, canoeing, etc.

**Facilities:** One of the “tools” which help to facilitate activities – usually a built structure such as a central service building, a kiosk, a trail, an amphitheatre, a visitor centre.

**Services:** A broad concept that involves the provision of benefits to the public. These can be direct services (e.g. welcoming of a visitor at a campground) or indirect services (e.g. publications, janitorial services).

**Opportunities:** A favourable occasion or set of circumstances for undertaking an activity or providing services and facilities in support of activity.

**Service Plan:** A document which translates the conceptual direction of the park management plan into how and when to provide services to visitors. The service plan is a key product of the Visitor Activity Management Process.



**Service Strategy:** An integral part of the service plan, the service strategy presents an overview of service objectives, guidelines, the basic level of service to be provided as well as service priorities. This is complemented by a description of what the park can realistically accomplish to resolve the issues identified through the service planning process.

**Service Offer:** A description of what, when, and how services are provided by the park to protect heritage resources and to provide opportunities for visitor enjoyment. The future service offer identifies additional or modified services which are required.

**Experiences:** A psychological outcome; anything lived through, enjoyed or felt. Any experience involves a combination of the following elements: the activity engaged in by the camper; the setting, including the services and facilities provided; and the effect upon the camper.

**Benefits:** A physical or psychological gain which results from undertaking an activity, such as a sense of achievement, and increased understanding, a feeling of risks and challenge, or time spent with family and friends.

**Market:** The set of actual and potential buyers (consumers) of a product.

**Marketing:** The development and efficient distribution of goods, services, ideas, issues, and concepts for chosen consumer (market) segments.

**Market Segments:** A group of consumers who respond in a similar way to a given set of marketing stimuli. They are subsets of the market which are as homogeneous as possible in their characteristics and as different as possible from other segments.

**Target Market for Camping:** A specific segment of the overall potential camping market that has been analyzed and selected by the park. The park's marketing activities will be directed toward satisfying this chosen consumer segment who may at one time or another use camping services and facilities.