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PRELIMINARY ASSESSMENT OF THE VISITOR ACTIVITY MANAGEMENT PROCESS (VAMP)

A Technical Report
prepared for
Environment Canada, Parks

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Your file no. 1632-85-35
Our file no. 178-8188
June 15, 1986

Dear Mr. Sealey:

To date, most heritage area planning studies have concentrated their efforts on evaluation of the biophysical/historic characteristics of a site. Continuance of the flow of benefits created by heritage resources now depends on an integration of diverse types of information from both natural/historic resource assessments and socio-economic conditions and perspectives.

The policy directive in public land management agencies to protect heritage resources has often resulted in the development of objective data about natural/historic resources within park boundaries, but little or minimal attention to human-resource issues related to the appropriate mix of opportunities, activities, services and facilities for the visitor. Environment Canada, Parks' Visitor Activity Management Process (VAMP) provides a flexible system which, when implemented, will provide the manager and planner with ongoing data to assess constraints and opportunities for both preservation and understanding, appreciation and enjoyment of visitors.

This report fulfills the need for an external and objective assessment of VAMP including a review of the framework within Environment Canada, Parks' four operational management contexts.

This review focused on suggested improvements to the content of the VAMP Manual [July 8, 1985 - version] (Appendix I); development of knowledge areas relevant to VAMP's implementation (section 2); suggestions as to how Environment Canada, Parks might acquire knowledge packages (section 3); and implications of implementing VAMP [short and long term] (section 1). A selected bibliography of readings related to VAMP is developed in section 4.

Project authors and study team members would like to thank Environment Canada, Parks for funding this research and the numerous helpful comments, suggestions, direction and encouragement throughout the study. Contributions by Environment Canada, Parks' 'Internal Functional Review Team' to this project have been invaluable and their input is reflected throughout the text.

This document and its appendices complete objectives 1 - 6 and milestones 1 - 6 as noted in the Preliminary Assessment of VAMP Study Outline/Terms of Reference (October 11, 1985).

. . . . 2

Key elements of this report were presented 16-21 February '86 at a workshop for members of Environment Canada, Parks' management group.

While it is impossible to answer all of the questions and issues raised in response to VAMP, we have attempted to draw out common areas and recommend modifications. Environment Canada, Parks is to be congratulated on these initial steps. Visitor planning and management in the next decade will be more important for the agency than at any point in its history. This "Preliminary Assessment of VAMP" represents a beginning and we look forward to a continuing dialogue.

Respectfully submitted,

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John Carruthers, Liaison Officer, Parks Canada/University of Waterloo Heritage Resources Program, provided helpful review of draft reports and guidance to the project.

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AUTHORS' PREFACE

This report and its four accompanying appendices present a 'preliminary assessment' of the Visitor Activity Management Process, developed within Environment Canada, Parks (VAMP, second draft version: July 8, 1985). At present, VAMP is largely a flexible conceptual framework, a skeleton with little flesh other than ongoing pilots and related projects within the organization (e.g., Kejimkujik Visitor Study; Mingan Feasibility Studies; In Trust for Tomorrow: A Management Framework for Four Mountain Parks). It is only recently that an implementation strategy for VAMP has been circulated within Environment Canada, Parks.

The objective of this external review was to assess VAMP's development to date, in terms of the University's expertise in leisure studies, recreation, marketing, planning, interpretation, tourism and person-environment relationships. Perspectives developed within the report through dialogue, numerous comments, reviews and circulation of the report within Parks, essentially represent the study team's viewpoint. VAMP will undoubtedly change and grow as additional applications of the process are implemented. Suggestions and discussions are ongoing and at present still are of a theoretical nature, particularly in relation to knowledge areas and techniques. Environment Canada, Parks in undertaking this project, wished an 'external objective assessment of VAMP' with suggestions and recommendations for modification and change.

PRELIMINARY ASSESSMENT OF THE VISITOR ACTIVITY MANAGEMENT PROCESS (VAMP)

Introduction

Canadian parks, protected areas and sites throughout the past 100 years have increased resident and visitor awareness of the importance of heritage conservation. Parks, historic sites, monuments and canals represent, today, an important part of our country's endowment to future generations.

Visitor activities in national parks and historic sites provide people with an opportunity to understand, appreciate and enjoy heritage in ways which leave it unimpaired for future generations. Until recently, however, much of the emphasis in planning and management has concentrated on the physical or resource aspects of heritage planning, design and development.

In response to this shortcoming, Environment Canada, Parks initiated a series of studies and reports in 1970, to answer the question of how best to respond to the need for the mix of opportunities, activities, services and facilities required by visitors. Utilizing research and experience, developed and tested internationally by other public land management agencies, the agency developed a 'conceptual and operational framework' to guide visitor activity planning and management--the approach is called: 'Visitor Activity Management Process' (VAMP). Developing an understanding of 'visitor needs', expectations and benefits of heritage visitation is essential in meeting Environment Canada, Parks' policy to protect and encourage visitor understanding, appreciation and enjoyment of heritage resources.

This report represents an external and objective examination of VAMP as it exists to date (July, 1985). The review was undertaken at Environment Canada, Parks' request so that Parks could benefit from the University of Waterloo Study Team's expertise, knowledge and experience. The following discussion and analysis is of an emerging framework with only a few pilot projects and at an early stage of implementation within the agency's four management contexts. Suggestions about techniques and knowledge areas required to successfully implement VAMP represent the authors' assessment.

A number of principles were identified at the outset of this project to guide the subsequent objective analysis of VAMP. These principles were:

1. VAMP recognizes the need for a systematic and integrated approach to developing opportunities for understanding, appreciation and enjoyment of Environment Canada, Parks' heritage resources.
2. VAMP provides criteria and guidelines for identifying visitor opportunities in terms of appropriate visitor use. As an integrated process it provides input to management planning before lines are drawn on maps. VAMP's flexible framework strives to prevent delegation of visitor use considerations to the end of the planning process. Moreover, VAMP provides a tool that will enable management to make decisions about visitor activities in such a way that relevant aspects are consistently addressed and assessed throughout the park's planning, management and operation.
3. National parks and protected sites/areas provide a variety of settings for visitors to engage in a spectrum of appropriate visitor activities, thereby allowing visitors to realize desired and expected satisfying experiences. VAMP aids in the identification of the mix of visitor opportunities, activities, services and facilities available at each park. In so doing, VAMP:
   (a) permits Environment Canada, Parks to improve its ability to assist visitors in selecting appropriate visitor activities from a spectrum of visitor opportunities, and
   (b) assists Environment Canada, Parks in determining the appropriate levels of opportunities, activities, services and facilities that should be provided.

We emphasize that this is an objective, external preliminary assessment of VAMP which does not tackle all of the issues related to current and ongoing changes, and subsequent implementation of the framework. In particular, the project did not attempt to develop a training program and/or plan for VAMP for Environment Canada, Parks; the project did not consider organizational analysis, operations analysis and/or person-year analysis related to VAMP; and the project did not address the issue of resourcing (it assumed a supportive organizational environment needed to implement VAMP).

Rather, the project focused on an objective review to suggest improvements related to the purpose, structure, content, and products of the VAMP process; identification of key knowledge areas relevant to VAMP's implementation; and suggestions of ways in which Environment Canada, Parks may acquire knowledge packages. Immediate implications vis à vis implementation of VAMP are identified as well as combined short/long-term implications.

In undertaking this study, the project team initially assessed the steps and elements of the methodology of the process in each of its four management contexts (New Park Proposal; Established Parks Without A Park Management Plan; Established Parks With A Park Management Plan Developed Without VAMP Input; Established Park With A Park Management Plan Developed With VAMP Input to Service Plan Development).

A summary of suggestions for changes of the elements and sequencing of the VAMP process are contained in Section I of the report. This section of the report also includes a brief description of the rationale for the major changes that are proposed and it defines the products at each stage of the process. A suggested revised VAMP Manual is found in Appendix II. This phase of the project was undertaken in order to establish a common base of understanding about the purpose, structure, content, process and products of VAMP.

The relationships among VAMP methodology, products, knowledge packages, knowledge areas, skills and techniques, are described in Section II of the report.

In Section III, a series of preliminary criteria were suggested to enable Environment Canada, Parks to decide under what circumstances it would be better to hire personnel, retrain existing persons, or purchase expertise.

The final section of this report contains a selected bibliography and readings (Appendix IV) for continuing education for people interested in VAMP and those responsible for the implementation of VAMP.

Realizing the promise and potential of Environment Canada, Parks' heritage sites requires an understanding of a variety of disciplines related to managing human/ resource interactions. The presentation of the findings in this report was not intended to answer all of the questions or issues related to VAMP and implementation of the process. Rather, our efforts were directed to strengthen the effectiveness of this approach to heritage planning and management by providing an external objective review of VAMP.

The Project Co-ordinators first analyzed the methodology (tasks) associated with each VAMP product (e.g., Preliminary Evaluation of Visitor Activities) and identified five knowledge packages which contribute to the development of each product. These knowledge packages include: Visitor Use Opportunities, Use of Opportunities, Benefits/Costs, Management Information Systems and Decision-Making. The study team then analyzed the VAMP methodoloty (tasks) as it relates to each product and knowledge package to define knowledge areas, skills and techniques required by Environment Canada, Parks' staff to implement VAMP in each of four management contexts.

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SECTION I: VAMP OVERVIEW

Rationale for Suggested Changes to VAMP

The purpose of this section of the report was to describe the results of our external review of the Visitor Activity Management Process and to suggest changes to the steps and elements in the process in order to develop product definitions for each stage of the process. Our review has indicated the need for additional definitions, modifications to the generic model and refinement of the original management contexts in which VAMP will be implemented. Placing the generic model in each of the four recommended management contexts resulted in suggested changes to products at various stages of the VAMP. What follows is a summary and explanation of recommended changes. For complete recommended revisions to VAMP, see Appendix II.

Definitions

The following terms and their definitions were added:

--region
--seasonality
--visitor services
--interpretation
--visitor activity area.

A region can be defined in many ways depending on one's perspective and purposes. However, the term was utilized in two specific ways in the July 8, 1985 VAMP Manual. First, where specified, it is equivalent to the term 'tourism destination area'. Second, it refers to the geographic area surrounding the park and the tourism infrastructure, facilities and services found there as determined in Data Analysis on Visitor Activities (B. 4).

The inclusion of the term seasonality is a reflection of the fact that activities and settings change with natural cycles. Such changes require responses by management.

The terms visitor services and interpretation require definition because they overlap and interact in practice but are seen as distinct functions by Parks Canada and the Visitor Activity Management Process. Each term is defined in Appendix II.

Visitor Activity Areas are one of the suggested outputs of the revised VAMP. In view of the fact that there exist several other terms used to describe areas within national parks, it was necessary to provide a definition in order to avoid confusion. A visitor activity area is defined as a geographic area which represents a setting in which appropriate visitor activities may occur. These areas are identified through the application of VAMP.

In addition, we modified the definition of visitor opportunity. The revised definition is found in Appendix II.

The Generic Model

In the revised generic model, management direction and data have been put on the same footing to dispel any notions that the VAMP is data-driven. Data and information are certainly important but serve as an aid in management decision making. (A generic representation of VAMP is found in Appendix II, Figure 1.)

We revised the task of data collection. It is logical to begin with what is known and what can be easily determined (i.e., the regional situation). After determining what is known about the regional situation and existing use of the (proposed) national park, information, on potential visitor activity markets, on the resource base and on environmental hazards is compiled. It is important to point out that information on the resource base will be obtained from NACS studies and from subsequent research and monitoring by Natural Resources Division. The inclusion of such information in the VAMP helps achieve an integration between visitor use and resource protection.

This information forms the basis for the data analysis steps of the generic model.

The central core of the model is consistent with the 6 step, traditional approach used by Environment Canada, Parks in all its planning programs.

In the revised generic model, issues are an output of analysis rather than part of the analysis. Options, developed partly in response to these issues, are determined by current management direction and available data.

The generic VAMP model of July 8, 1985 has been further expanded in this report beyond recommendation and approval of one option. Upon recommendation and approval, products of VAMP will be implemented and evaluated on a regular basis in relation to the objectives established at the outset of the process.

Management Contexts

We have revised the management contexts within which VAMP will be implemented. Our intent here was to place VAMP in four management contexts and to illustrate its relationships with the management planning process and VAMP's companion management processes related tonatural and historic resource protection [i.e., the natural resource management process (1978); the national parks and national marine parks systems process (1984); and the national parks management planning process (1985)].

It should be noted that there is another context--the various review processes in Environment Canada, Parks--through which VAMP may be implemented. The need for Parks to address the issue of determining relevant review processes for implementing VAMP is addressed in the section of this report dealing with immediate implications.

(i) New Park Proposal

Our revised management context which is termed 'New Park Proposal' is illustrated in Figure 2 (Appendix II). Our changes here have three foci. First, we have eliminated the Environmental Hazard Assessment and Evaluation product and incorporated it as a component of the data base used to develop the Preliminary Evaluation of Visitor Activities. This was done to help achieve integration and to avoid the pitfalls of

drawing lines on maps prematurely. Incorporating environmental hazards as data ensures consistency in their consideration in this and subsequent management contexts.

Our second revision was a change in the term 'Management Objectives for Visitor Activities' to 'Park Objectives for Visitor Activities'. The rationale for this change is that the former term is used in the management planning process and is, in fact, an output of a later stage of that process (i.e., the park management plan). Park Objectives for Visitor Activities forms part of the Park Purpose and Objectives statement. There remains some degree of confusion as to the level of detail to be contained in the Park Objectives for Visitor Activities; that confusion should be addressed by Parks.

Our third addition is the inclusion of a mapping process leading to the identification of visitor activity areas. Our purpose here is to further the integration of VAMP with Environment Canada, Parks' management/ planning and the natural resource management processes and to identify and relate visitor opportunities to the spatial context of the national or historic park.

The identification of visitor activity areas is an important analytical step in the other management contexts. We have identified the problem of reconciling visitor activity areas with other existing spatial management units as an immediate implication of implementing VAMP.

The product of applying VAMP in this management context is the Preliminary Evaluation of Visitor Activities and the development of an initial Park Data Plan (Visitor Activities).

(ii) Established Parks Without A Park Management Plan

Our revised management context which is termed 'Established Parks Without A Park Management Plan' is illustrated in Figure 3 (Appendix II).

Once a national park is established, the Park Purpose and Objectives statement, including the Park Objectives for Visitor Activities, guides the preparation of Interim Management Guidelines and, more specifically, Interim Management Guidelines for Visitor Activities.

The Park Data Plan (Visitor Activities) in this management context presents a specific program for the ongoing collection and updating of relevant visitor activity data and for the specifications for a Park Data Bank for the input, storage, manipulation and retrieval of visitor activity data.

The products of applying VAMP in this management context are:
--Interim Management Guidelines for Visitor Activities.
--Park Data Plan (Visitor Activities).
--Terms of Reference for Alternative Visitor Activity Concepts.
--Data Analysis on Visitor Activities.
--Alternative Concepts for Visitor Activities.

(iii) Established Parks With A Park Management Plan Developed Without VAMP Input

Our revised management context which is termed 'Established Parks With A Park Management Plan Developed Without VAMP Input' is illustrated in Figure 4 (Appendix II). Our rationale for the inclusion of this management context stems from the opportunity to implement VAMP using the Park Management Plan Review Process. Implementing the Visitor Activity Management Process in this way ensures that VAMP is integrated with other Parks management processes.

The products of applying VAMP in this management context are those identified in the management context discussed above (Established Parks Without A Park Management Plan) but in addition this context identifies 'alternative concepts' which are more likely to be options for changes to a current park management plan.

(iv) Established Park With A Park Management Plan Developed With VAMP Input To Service Plan Development

Our revised management context which is termed 'Established Park With A Park Management Plan Developed With VAMP Input To Service Plan Development' is illustrated in Figure 5 (Appendix II).

The products of applying VAMP in this management context are:
--Interpretation Services Plan.
--Visitor Service Plan.
--Public Safety Plan.

Park Data Plan (Visitor Activities)

We have identified a requirement for the efficient and effective collection of needed information on visitor activities. The inclusion of this new VAMP product, Park Data Plan (Visitor Activities), is in keeping with the aim that VAMP not be data-driven. The data plan is a management tool by means of which Environment Canada, Parks may identify, collect and store needed information in visitor activities (see Appendix II for detailed description).

Implications of Implementing the Visitor Activity Management Process

Immediate Implications

Throughout the review of the VAMP document (July 8, 1985), we carefully noted implications and areas of the process which required revision. It should be noted that the opinions expressed in this review were based on the reports made available to us at the time of writing this review (July 2, 1985 - June 15, 1986). Many of the documents made available to us were noted as 'draft reports' which were undergoing review and change while this report was being prepared.

The issues/problems related to immediate implications of VAMP are suggested in this section of the report. They were revised as a result of the September 23, 1985 meeting in Ottawa with Environment Canada, Parks' internal review team and subsequent comment. The identification of immediate and long-term implications completed the first phase of the report.

We have identified three problem areas which will require immediate attention by Environment Canada, Parks if VAMP is to be implemented effectively. These problem areas are as follows:

--technical
--managerial
--operational.

- The Technical Problem Area

  The implementation of VAMP will place an additional information-collection and analysis requirement on Environment Canada, Parks. Although information requirements are identified at various stages of VAMP we have not addresssed the questions concerning how these new information requirements are to be reconciled with existing data base processes. A streamlining of data collection processes with respect to park planning and management is required immediately. A Park Data Plan for visitor activities is one suggested step in this streamlining

process. The development of analytical techniques to select activities, areas, markets, services, and facilities and to identify and resolve issues is a pressing requirement that should be solved in the immediate future.

- The Managerial Problem Area

Our review of VAMP has focused on the National Parks and National Marine Parks Systems Process, the Park Management Planning Process and Park Management Plan Reviews as the chief vehicles through which VAMP can be implemented. However, in Contexts C and D, it is evident that the Park Management Plan Review Process has not been completely developed. One portion of the managerial problem area discussed later in this section addresses the immediate need to extend the management plan review process into our suggested Contexts C and D.

The Park Management Plan review is only one of several review processes currently operative in Parks. The second component of the managerial problem area includes the immediate need to examine how these other reviews can be utilized to implement VAMP.

It should also be noted that management at all levels in the organization has yet to agree on the hierarchy of decisions related to each VAMP product, followed by a resolution of management's concern about direction, supervision and control, etc., of the process itself.

- The Operational Problem Area

In adopting the notion of 'Visitor Activity Areas' from the Gros Morne National Park Management Plan, we have added an additional spatial management unit to an array which includes interpretation units, zones, interpretation activity nodes and several others. There is an immediate need to reconcile these functional units in a manner which will ensure that concerns of resource protection and visitor activities can be met.

Short and Long-Term Implications

The following implications for Environment Canada, Parks of implementing the Visitor Activity Management Process have been grouped into two main categories: short-term implications (those needing attention within five years); and combined short/long-term implications (those more than five years).

Short-term implications have been grouped under the following categories:

--program management;
--human and financial resourcing;
--operations;
--relations;
--data assembly.

A rationale to explain the designation of implications as high (H), medium (M) and low (L) follows each category.

1. Program Management

H Established Parks Without A Park Management Plan
H Established Parks With A Park Management Plan Developed Without Visitor Activity Management Process Input (Park Management Plan Review)
H Established Park With A Park Management Plan Developed With VAMP Input To Service Plan Development
H Heritage Canals
H New Park Proposal(s)

M National Historic Sites and Parks

L Canadian Heritage Rivers
L National Marine Parks

Rationale:

Our discussion of the implementation of VAMP has focused on national parks in four management contexts. Since all proposed and established parks fall into one of these contexts, each context is highly implicated in the short term. VAMP will first be implemented in National Parks. Consequently, other program areas warrant less attention in the short term except Heritage Canals which are experiencing immediate pressures.

The remaining program areas are currently ranked 'medium' and 'low' due to their current public profiles.

II. Human and Financial Resourcing:

H VAMP and the Allocation of P.Y./Resources
M Training and Continuing Education
M New Visitor Services Personnel
L Contracting/Buying Services

Rationale:

Implementation will require Environment Canada, Parks to allocate person years and other resources related to the Visitor Activity Management Process. Once staff understand the technical and managerial elements of VAMP, an issue requiring urgent attention will be resourcing (allocation of P.Y. and resources). Requirements for training and for obtaining new personnel logically follow the resolution of resource allocation for implementing VAMP. Contracting/buying resources, at present, warrants a low rating.

III. Operations:

H Annual Goal Setting
H Work Plans
H M.Y.O.P.
H P.I.P.S.
H Integrated Planning
H Visitor Activity Area Management
H Performance Indicators
M Functional and Management Review and Update

Rationale:

Operational implications will come to the fore as VAMP is integrated into national park management plans. Integrated planning and improved management of visitor activity areas will facilitate VAMP implementation. Many of the implications noted in this section are outputs of service planning. The emerging importance of the role of service plans in VAMP and management planning should be addressed by management. Work plans and MYOPs will direct the VAMP components of management plan development and review. Goal setting and performance indicators support work planning efforts as does PIPS. All warrant a high designation. Less important, due primarily to its occasional application, is the Functional and Management Review and Update.

IV. Relations:

- H Local Constituencies (e.g., Native Peoples, Cultural Groups, Communities, etc.)
- H Liaison with Regional/Provincial/Federal Planning Agencies
- H Liaison with Regional/Provincial/Federal Tourism Agencies
- H Profile of Environment Canada, Parks with NGOs
- H Relationship with and Impact upon Private Sector
- H Relationship with and Impact upon Cooperating Associations
- H Public Participation

Rationale:

All implications in the 'Relations' category warrant high ratings. Environment Canada, Parks' developing thrust into tourism will require effective communication with the public, NGOs, native peoples, the private sector and co-operating associations to solicit their support and advice and to create opportunities for their involvement in delivery of visitor activities. VAMP will alter the planning and management of national parks. If Parks' efforts are to be understood and supported, effective communications with these groups are highly important.

V. Data Assembly:

H Literature Reviews to Aid Understanding of VAMP
H Market Research
H Computer Hardware/Software
H Storage/Retrieval/Update of Information
H Creation of National Park Visitor Activity Profiles
H Description of Existing Conditions In The Park and The Park Region

M Allocation of Research Contracts
M Information Accessibility

Rationale:

In the short term, data assembly efforts will support the streamlining of data collection--identified earlier as an implication requiring immediate attention. Literature reviews are important because they will likely help staff understand the Visitor Activity Management Process. Market research is an obvious important implication to be addressed in the short term. The possible development of a management information system is an implication which supports an existing trend towards computerized information networks in the public sector.

There is a need for a short descriptive procedure consisting of a series of inter-related steps in all 4 management contexts related to the expressed short-term implication--"Description of the Existing Conditions in the Park and the Park Region".

National Park Visitor Activity Profiles, already in preparation, fit logically into the aforementioned management information system. The issues of allocation of research contracts and information accessibility do not support VAMP implementation as directly as do the foregoing implications.

VI. Combined Short/Long-Term Implications

- H Demand Analysis
- H Impact Analysis
- H Marketing Strategy
- H National Tourism Strategy
- H Environmental Assessment Review Process
- H Downscaling Facilities and Services, where required
- H Relocating Facilities and Services, where required
- H Organizational Analysis
- H Job Analysis
- H Task Analysis

Rationale:

All of these topics and issues are implicated upon implementing VAMP. However, the extent to which they will be affected will depend on the rate at which VAMP is implemented.

SECTION II: DEFINING VAMP'S KNOWLEDGE AREAS

Introduction

This section of the report addresses the knowledge packages, competencies, knowledge areas, techniques and skills required to implement the Visitor Activity Management Process in the agency's four management contexts.

Five knowledge packages are identified and explained.

Next, the five knowledge packages are matched with VAMP products in the four management contexts. This matching yields the relative importance of each knowledge package in developing each VAMP product and it is expressed through a group of charts (Tables 2-14).

Finally, each knowledge package is subdivided into its component knowledge areas, techniques and skills in order to say what is required to achieve the products identified in the four management contexts.

The identification of knowledge areas, techniques and skills as well as their relationships with VAMP products was facilitated by consulting experts in leisure studies, tourism, marketing, park planning and management and training at the University of Waterloo. These experts reacted to our initial attempts to identify and relate knowledge areas, techniques and skills to the products of the four management contexts.

Knowledge Packages

Knowledge packages refer to those groups of competencies, and more specifically, knowledge areas and techniques which are required to implement the Visitor Activity Management Process. We have identified five such knowledge packages here. They are as follows:

(i) Visitor Use Opportunities
(ii) Use of Opportunities
(iii) Benefits/Costs
(iv) Management Information Systems
(v) Decision Making

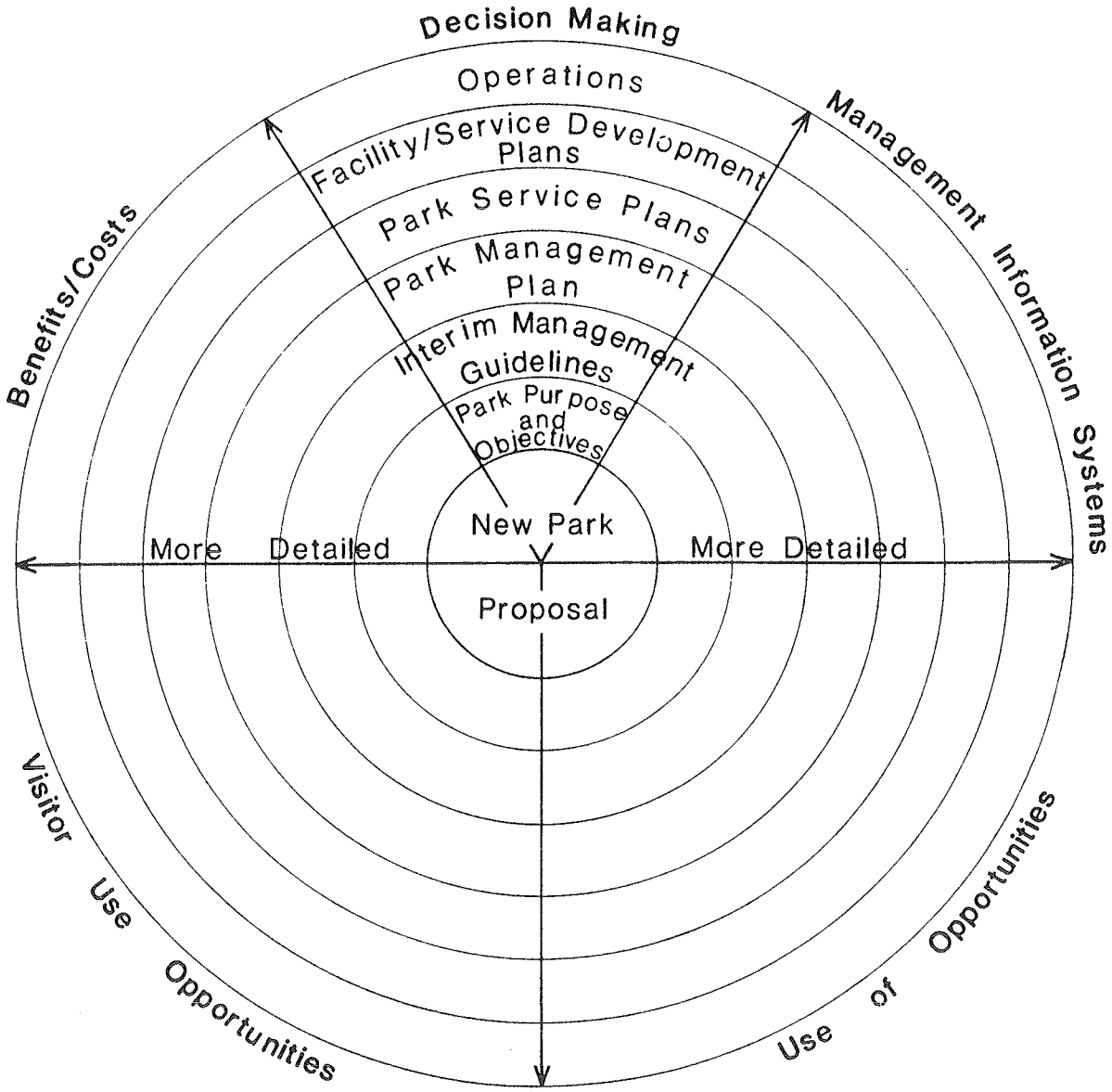
Of these five, only the Visitor Use Opportunities and Use of Opportunities packages deal directly with visitor activities. Of the remaining three, the Benefits/Costs knowledge package addresses competencies and knowledge areas required to evaluate the financial and operational implications of providing visitor opportunities. The Management Information Systems package reflects the fact that while information on visitor activities is an important element in VAMP, its collection and use is directed and controlled by management. The fifth package, Decision Making, reinforces the fact that the determination and development of visitor opportunities, activities, services and facilities is directed by management. The arrangement of VAMP's knowledge packages, led by the Decision Making package which is supported in turn, by the Benefits/Costs and Management Information Systems packages, is illustrated in Table 1.

Table 1 also illustrates the increasing level of detail involved in managing visitor activities as a national park progresses from the proposal stage, through management plan development and service planning, to actual operations. This changing level of detail is reflected in the sorts of tasks in VAMP. Tasks shift from identifying visitor opportunities in the proposal stages, through activities at the management planning level, to services and facilities at the service planning and operations levels.

The derivation of these knowledge packages requires some explanation. The Visitor Use Opportunities package relates directly to supply considerations ('capability'). This knowledge package affords the tools necessary to determine in a comprehensive way potential visitor activities in light of regional service roles, policy, markets and the potentials/limitations of the natural resource base. The Visitor Use Opportunities package plays a critical role in VAMP because it assures that integration of visitor-related and natural resource-related matters occurs.

Table 1

VAMP'S Knowledge Packages: Functional and General Management Dimensions



The Use of Opportunities package represents demand ('suitability'). It is through the application of the knowledge areas and techniques which make up this package that visitor use of, and satisfaction with, various heritage-related opportunities can be determined in a manner which is both comprehensive and systematic. However, there are other questions which must be considered if VAMP is to fit into existing management activity. Thus, the Benefits/Costs package addresses a stated need to examine the 'feasibility' for Environment Canada, Parks of any visitor activity in terms of social, economic and political factors. Concepts generated through the utilization of knowledge areas and techniques from the Visitor Use Opportunities and Use of Opportunities package are subjected to critical examination by the knowledge areas and techniques contained in the Benefits/Costs knowledge package.

The knowledge package which we have termed 'Management Information Systems' includes the knowledge areas and techniques necessary to structure, to utilize and to store (visitor) information in a management context. Collecting and utilizing information is clearly a management function. In this case, however, the information being collected and utilized is generated by, and used in, the Visitor Activity Management Process.

The Decision Making package is wholly management in terms of its contribution and its constituent knowledge areas and techniques. It is included because VAMP is to be integrated with other management processes in which the constituent knowledge areas of this package are also significant.

Each knowledge package can be subdivided first into core competencies and then into more detailed knowledge areas.

Competencies

VAMP implementation requires general administrative, general management and functional management competencies.

The general administrative competencies are as follows:

- ability to secure and manage resources including funds, contracts, personnel and supplies.
- ability to carry out program and organizational planning.
- ability to perceive and to work with a framework of legal and policy guidelines.
- ability to evaluate programs, operations and staff.
- ability to perform a variety of administrative duties related to office procedure.

It is to be expected that these competencies will best be developed through experience and existing in-service training opportunities.

The general and functional management competencies required differ in each knowledge package.

Competencies required in using and understanding the Visitor Use Opportunities knowledge package are the following:

- ability to prepare and to utilize descriptions of potential visitor activities (visitor activity profiles).
- ability to assess heritage resources in order to develop themes for interpretation.
- ability to assess land capability and suitability for visitor use opportunities.
- ability to inventory and to classify the quantity, quality and location of visitor use opportunities within the (proposed) park and in the surrounding region.
- ability to identify existing and potential user groups and their characteristics using market analysis and market segmentation techniques.

These competencies reflect the basic task orientation of the Visitor Use Opportunities package of identifying the supply of visitor use opportunities which the (proposed) park is capable of providing.

A rather different group of competencies are associated with the Use of Opportunities package. This group is composed of:

- ability to understand factors influencing demand for visitor activities.
- ability to understand on-site and off-site interpretation techniques.
- ability to understand market analysis and market segmentation techniques.
- ability to understand techniques for estimating demand for visitor activities.
- ability to inventory and to classify the quantity, quality and location of past and present use of visitor opportunities by season.
- ability to conduct or to manage survey research which measures:

  --user preferences/satisfaction for visitor activities and visitor activity areas;

  --levels of participation, including non-participation; and

  --latent demand.

The orientation in this package is towards assessing demand for and use of visitor activity opportunities.

The foregoing two knowledge packages represent aspects of the Visitor Activity Management Process which deal directly with visitor activities. Competencies required in the next three packages help integrate VAMP with other management processes.

The next knowledge package, Benefits/Costs, requires these competencies:

- ability to utilize quantitative techniques to analyze trade-offs between visitor activities and other potential land uses.
- ability to utilize economic techniques to forecast future demand for visitor activities, programs, areas and facilities.

- ability to utilize economic techniques to forecast future demand for visitor activities, programs, areas and facilities.
- ability to utilize economic and non-economic techniques to analyze alternates to the provision of programs and facilities by Environment Canada, Parks.

Competencies in this package are evaluative in nature and reflect the need to subject potential visitor activities and supporting services or facilities to political and economic reality checks.

The knowledge package, Management Information Systems, affords development of visitor activities information systems which are directed and controlled by management. This package reflects the information requirements of the agency but also provides the basis for the repository of specific information on visitor activities in a national park. The significance of this knowledge package in ensuring a positive contribution to VAMP to national park planning and management cannot be over-emphasized. Competencies required are as follows:

- ability to understand the role of information in planning, management and decision making.
- ability to understand the design of a management information system.
- ability to update and to retrieve information in the system.
- ability to utilize data processing programs.

Finally, the Decision Making knowledge package assures the firm connection of VAMP with national park management and administration. This package reflects the reality that VAMP will function in an environment of checks and approvals, that technical determinations made in the VAMP methodology will require review and approval before they are implemented. Competencies required are as follows:

- ability to develop specific (measurable) management objectives.
- ability to develop and to review long range and short range goals.
- ability to assess visitor activity options in relation to National Park Policy.

- ability to develop planning and management guidelines.
- ability to understand analyses of demand, supply and alternative provision of programs and facilities.
- ability to understand the relationships among resource management, visitor management and service management.

Competencies related to VAMP itself as opposed to those required for general administrative performance are readily available in a range of knowledge areas. However, before discussing the relationships of knowledge packages and knowledge areas, we turn to a more general description of the roles of knowledge packages in producing the required VAMP products in the four management contexts.

The Relationships Among Knowledge Packages and VAMP Products

The five knowledge packages developed have been illustrated in relation to the four contexts and relevant VAMP products. In each context, the relative importance of a particular knowledge package is indicated by an assigned weighting. The weightings afford a view of the timing and priority of each knowledge package for each product in the four management contexts.

Context A: New Park Proposal

Figure 1 illustrates the relative importance of the knowledge packages in producing the Preliminary Evaluation of Visitor Activities. The package, Visitor Use Opportunities, is most important since visitor activity options are being developed for consideration with natural resource information in the development of a proposal for a new national park.

The Use of Opportunities package is of moderate importance here since the area of the proposed national park may have been used for recreation and heritage appreciation prior to any consideration as a national park. Moreover, such use may continue after an area has been identified as a candidate national park.

Costs/Benefits is moderately important since this package provides the means by which evaluation of alternatives, in terms of costs and benefits to Environment Canada, Parks, the private sector and the voluntary sector, can be determined. Knowledge areas in this package also enable some of the opportunity costs of developing a national park in an area to be estimated.

Decision Making has only slight importance in producing this product. Information generated at this stage will be stored and gaps in information identified in the initial version of the data plan (visitor activities) for use at later VAMP stages should the park proposal be accepted. Therefore, the Management Information Systems package plays a slightly important role in this context.

Context B: Established Parks Without A Park Management Plan

The weights of the five knowledge packages across the products of this management context are found in Figure 2.

In producing Interim Management Guidelines for Visitor Activities, no new analysis or data collection is being undertaken. Information assembled to produce the Preliminary Evaluation of Visitor Activities is utilized as the basis for these guidelines. Hence, the first two packages play moderately important roles here. However, since levels of service decisions and general operational direction for the newly-established park are required, the Decision Making knowledge package is especially important. The slight importance accorded to the Management Information Systems reflects the necessity of being able to utilize the information already available in day-to-day operations and the possibility of extending the knowledge base.

The development of the Park Data Plan (Visitor Activities) is a major step in implementing VAMP by means of park management planning. The Management Information Systems knowledge package is the key component of the data plan. Available data are stored and gaps in data are identified. Storage and retrieval methods are specified as is general system design. Benefits/Costs and Decision Making support and evaluate suggested developments for the Management Information Systems component, subjecting hardware, software and informational elements to careful examination. The other two knowledge packages are slightly involved because both are implicated in the proposed framework and content of the data plan.

Developing Terms of Reference for Alternative Visitor Activity Concepts is a requirement which accompanies the broader terms of reference for the park management plan. Since management is directing and defining VAMP-related activity rather than actually implementing VAMP, the only other knowledge package with substantial involvement is Management Information Systems which acts as a support for management activity.

Existing information and data are assembled to produce B.4 Data Analysis on Visitor Activities. The Decision Making knowledge package is highly important in producing this product as it reflects the guidance by management of the entire VAMP process. The operation of VAMP involves the other four packages in analyzing and assessing visitor opportunities. These analyses and assessments identify issues which in turn are answered by the next product, Alternative Concepts for Visitor Activities.

The identification of visitor use opportunities and the examination of the extent to which existing opportunities are currently used sets the

stage for the development of Alternative Concepts for Visitor Activities. Both of these knowledge packages have importance since it will be necessary to be familiar with the data analyses of the previous product in order to produce alternative concepts. The Decision Making package is again pivotal, leading the equally important examination of benefits and costs associated with each alternative. Management Information Systems are moderately involved here since the adopted concept for visitor activities may require new types of data, data presentation or data storage.

Context C: Established Parks With A Park Management Plan Developed Without VAMP Input

The Visitor Activity Management Process can be implemented in national parks/sites in this management context through the 5 year review of the Park Management Plan. Although the products in the context are similar to those in the previous context, there are some important differences which reflect the influence of the management plan itself. These differences are most evident in the product C4. Visitor Activities/Services Option, which guides the development of service plans.

Context D: Established Parks With A Park Management Plan Developed With VAMP Input To Service Plan Development

Implementing VAMP in this context will result in the development of three service plans--Interpretation Service Plan, Visitor Service Plan, and Public Safety Plan. These plans each present specific elements of services in considerable detail. In each case, sound understanding of the Visitor Use Opportunities package is only slightly important in order to produce the plans. However, the moderate importance attached to the Management Information Systems package reflects management involvement in monitoring the effectiveness of implemented services and facilities. Use of Opportunities, Benefits/Costs and Decision Making are all highly important in this management context as this is where most of the decisions for redevelopment of infrastructure are made.

Summary

Three points bear mentioning with respect to knowledge packages and VAMP products. They are as follows:

(i) The distinct orientation of the Visitor Use Opportunities and Use of Opportunities packages to visitor activities.

(ii) The roles of the other three packages in ensuring the integration of VAMP with other management processes.

(iii) the general changing importance of packages in relation to products and contexts.

Of these, the latter receives more detailed attention in the following subdivision of knowledge packages into knowledge areas, techniques and skills.

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Figure 1: New Park Proposal

Knowledge Packages

Context A	Visitor Use Opportunities	Use of Opportunities	Benefits/ Costs	Management Information Systems	Decision Making	
A.1 Preliminary Evaluation of Visitor Activities [1]	●	*	*	O	O	

LEGEND

● Highly Important
* Moderately Important
O Slightly Important
- Not Important

[1] Preliminary visitor activity information will be used to begin the development of a park data plan (visitor activities). At this stage the initial visitor data plan will place major emphasis on data related to Visitor Use Opportunities. Moderate importance will be placed on Use of Opportunities and Benefits/Costs. Slight importance will be placed on Management Information Systems and Decision Making.

Figure 2: Established Parks Without a Park Management Plan

Knowledge Packages

Context B	Visitor Use Opportunities	Use of Opportunities	Benefits/ Costs	Management Information Systems	Decision Making
B.1 Interim Management Guidelines for Visitor Activities	*	*	O	O	●
B.2 Park Data Plan (Visitor Activities)	O	O	O	●	*
B.3 Terms of Reference for Alternative Visitor Activity Concepts	O	O	O	*	●
B.4 Data Analysis on Visitor Activities	*	*	*	*	●
B.5 Alternative Concepts for Visitor Activities	*	*	●	*	●

Figure 3: Established Parks With A Park Management Plan Developed Without VAMP Input

Knowledge Packages

Context C	Visitor Use Opportunities	Use of Opportunities	Benefits/Costs	Management Information Systems	Decision Making
C.1 Park Data Plan (Visitor Activities)	O	O	●	●	●
C.2 Terms of Reference	O	O	O	*	●
C.3 Data Analysis on Visitor Activities	*	*	*	*	●
C.4 Visitor Activities/ Services Option	*	*	●	*	●

Figure 4: Established Parks With a Park Management Plan Developed with VAMP Input

Knowledge Packages

Context D	Visitor Use Opportunities	Use of Opportunities	Benefits/ Costs	Management Information Systems	Decision Making
D.1 Interpretation Service Plan	O	●	●	*	●
D.2 Visitor Services Plan	O	●	●	*	●
D.3 Public Safety Plan	O	●	●	*	●

The Subdivision of Knowledge Packages

As the earlier discussion indicated, there is a wide range of core competencies, knowledge areas, techniques and skills required to support VAMP implementation. Generally, knowledge areas and techniques are associated with one, or in the case of packages, Visitor Use Opportunities and Use of Opportunities, two knowledge packages. Skills have wider application as examination of the following tables will reveal.

It is important to point out that several skills are essential at all stages of VAMP implementation, these being:

--sound judgement
--team work skills
--language skills (French and English)
--writing skills .

These skills have not been associated with any knowledge package in any management context; they are generally applicable.

The following tables (2-14) set out knowledge packages and associated knowledge areas, techniques and skills which we feel are necessary to implement VAMP.

As one moves through the contexts, the nature of the task in each VAMP product changes and becomes more detailed. Such change must be reflected in the constituent knowledge areas in each knowledge package. However, there are a number of knowledge areas in each knowledge package which are basic to understanding or developing products, irrespective of context. To simplify the presentation of the relationships between VAMP products and knowledge areas, these core knowledge areas are identified here.

Since the Visitor Use Opportunities and Use of Opportunities packages represent supply and demand respectively, there are several knowledge areas which are common to each. Definitions of core knowledge areas are found in Appendix III. They are as follows:

--Outdoor Recreation
--Recreation Geography
--Recreation and Leisure Studies
--Tourism
--Interpretation
--Environmental Education.

For the Visitor Use Opportunities package, several additional knowledge areas come together with those above to form the core. These are:

--Resource Management
--History
--Archaeology.

For the Use of Opportunities package, several more knowledge areas must be included with those above to form the core of this package. These additional knowledge areas are:

--Statistics
--Marketing
—Social Psychology
--Sociology.

The core knowledge areas for the other three knowledge packages are mutually exclusive. The Benefits/Costs package contains the following core knowledge areas:

--Regional Economics
--Resource Economics
--Welfare Economics
--Statistics.

Counted among the core knowledge areas in the Management Information Systems package are:

--Systems Design
--Software Systems
--Computer Graphics
--Data Base Management,

Finally, the core knowledge areas of the Decision Making knowledge package are as follows:

--Public Administration

--Public Policy

--Law

--Decision Theory.

In the following charts, the use of the term "CORE" in any VAMP product refers to the core knowledge areas for the knowledge packages as described above.

The tables illustrate a transition as VAMP is applied in the four management contexts. This transition is clearly visible in the task definition statements associated with each knowledge package for each VAMP product. In Context A, specific knowledge areas and techniques are dominant in producing the Preliminary Evaluation of Visitor Activities. In Context D, where service plans are the products, many of those knowledge areas support others whose importance reflects the changing nature of the task at hand. Similarly, the required techniques shift from those which are assessment-oriented to those which relate much more to service or facility development. The changing importance of knowledge areas and associated techniques and skills illustrate their roles in the timing or staging of VAMP implementation.

TABLE 2: SUBDIVISION OF KNOWLEDGE PACKAGES:
PRELIMINARY EVALUATION OF VISITOR ACTIVITIES

Context A: New Park Proposal

Product: A.1 Preliminary Evaluation of Visitor Activities
Methodology: See pages II-57 to II-63

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To inventory the potential supply of appropriate educational and recreational visitor activities	Primary CORE	. Market Analysis . Remote Sensing . Risk Assessment . Impact assessment . Theme Analysis	. Analysis . Synthesis . Liaison
2. Use of Opportunities Task: To identify demand for existing and potential appropriate educational and recreational visitor activities	Primary CORE	. Market Segmentation . Statistical Analysis . Social Surveys	. Analysis . Computer Literacy . Problem Identification . Problem Solving . Public Relations
3. Benefits/Costs Task: To identify feasible options for visitor activities	Primary CORE	. Statistical Analysis . Financial Analysis	. Analysis . Computer Literacy
4. Management Information Systems Task: To initiate development of a framework for the collection and storage of information related to visitor activities	Primary CORE	. Research Design	. Liaison . Computer Literacy
5. Decision Making Task: To identify a suitable option for visitor activities	Primary CORE	. Strategic Planning . Budgeting . Evaluation	. Problem Identification . Problem Solving . Goal Setting . Objective Setting . Public Relations . Contract Administration

TABLE 3: SUBDIVISION OF KNOWLEDGE PACKAGES: INTERIM MANAGEMENT GUIDELINES FOR VISITOR ACTIVITIES

Context B: Established Parks Without A Park Management Plan

Product: B.1 Interim Management Guidelines for Visitor Activities
Methodology: See pages II-64 to II-65.

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To understand visitor activity information so as to utilize it to develop interim management guidelines.	Primary . Communication Science . Site Planning . Ergonomics . Facility Planning Supportive CORE	. Market Analysis . Computer Graphics . Interpretation Techniques . Theme Analysis . Message Analysis	. Analysis . Synthesis . Computer Literacy . Media . Goal Setting . Objective Setting . Problem Identification . Problem Solving
2. Use of Opportunities Task: To understand visitor activity information so as to utilize it to develop interim management guidelines.	Primary CORE	. Market Segmentation . Statistical Analysis . Social Surveys	. Analysis . Computer Literacy . Media . Problem Identification . Problem Solving . Public Relations
3. Benefits/Costs Task: To evaluate options for providing activities, services and facilities for visitors.	Primary CORE	. Financial Analysis . Forecasting . Statistical Analysis	. Analysis . Computer Literacy
4. Management Information Systems Task: To identify gaps in existing visitor activity information and to begin to collect the needed information.	Primary CORE	. Strategic Planning . Budgeting	. Program Design . Contract Administration . Analysis
5. Decision Making Task: To select suitable program delivery modes, levels of service and facilities to promote appropriate visitor activities in the interim period.	Primary CORE	. Strategic Planning . Budgeting	. Problem Identification . Problem Solving . Goal Setting . Objective Setting . Liaison . Work Planning

TABLE 4: SUBDIVISION OF KNOWLEDGE PACKAGES:
PARK DATA PLAN (VISITOR ACTIVITIES)

Context B: Established Parks Without A Park Management Plan

Product: B.2 Park Data Plan (Visitor Activities)
Methodology: See page II-66

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: to review information and identified gaps in information on visitor activities	Primary CORE	-	. Computer Literacy
2. Use of Opportunities Task: To review information and identified gaps in information on visitor activities	Primary CORE	-	. Computer Literacy
3. Benefits/Costs Task: To evaluate alternate systems for M.I.S. and strategies for procuring visitor activity information	Primary CORE	. Financial Analysis . Evaluation	. Work Planning . Computer Literacy . Analysis
4. Management Information Systems Task: To develop the framework of the M.I.S. and to develop a strategy to collect visitor activity information.	Primary CORE	. Research Design . Computer Graphics . Budgeting . Strategic Planning	. Computer Literacy . Work Planning . Contract Administration . Analysis
5. Decision Making Task: To direct procurement of hardware and software systems and to select a strategy to collect information on visitor activities	Primary CORE	. Strategic Planning . Budgeting	. Work Planning . Contract Administration . Goal Setting . Objective Setting . Problem Solving

TABLE 5: SUBDIVISION OF KNOWLEDGE PACKAGES: TERMS OF REFERENCE FOR ALTERNATIVE VISITOR ACTIVITY CONCEPTS

Context B: Established Parks Without a Park Management Plan

Product: B.3 Terms of Reference for Alternative Visitor Activity Concepts

Methodology: See page II-67.

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To know existing situation and most likely issues	Primary CORE	-	-
2. Use of Opportunities Task: To know existing situation and most likely issues	Primary CORE	-	-
3. Benefits/Cost Task: To know existing situation and most likely issues	Primary CORE	-	-
4. Management Information Systems Task: to provide support for the development of the terms of reference for alternative visitor activity concepts	Primary CORE	. Budgeting . Strategic Planning . Research Design	. Computer Literacy
5. Decision Making Task: To establish direction for the development of alternative visitor activity concepts	Primary CORE	. Strategic Planning . Budgeting . Evaluation	. Work Planning . Contract Administration . Goal Setting . Objective Setting

TABLE 6: SUBDIVISION OF KNOWLEDGE PACKAGES: DATA ANALYSIS ON VISITOR ACTIVITIES

Context B: Established Parks Without a Park Management Plan

Product: B.4 Data Analysis on Visitor Activities
Methodology: See pages II-67 to II-69

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To identify all alternative visitor activity opportunities in potential visitor activity areas	Primary CORE	. Market Analysis . Market Segmentation . Remote Sensing . Theme Analysis . Message Analysis . Risk Assessment . Impact Assessment	. Analysis . Synthesis . Liaison
2. Use of Opportunities Task: To assess existing use of and potential demand for visitor activities	Primary CORE	. Social Surveys . Market Analysis . Market Segmentation . Statistical Analysis	. Analysis . Computer Literacy . Contract Administration
3. Benefits/Costs Task: To specify preliminary implications of visitor activity, opportunities and demands.	Primary CORE	. Financial Analysis . Budgeting . Statistical Analysis	. Analysis . Computer Literacy
4. Management Information Systems Task: To utilize accumulated information to perform Data Analysis on Visitor Activities.	Primary CORE	. Computer Graphics	. Computer Literacy
5. Decision Making Task: To utilize policy and other management direction in the preparation of alternative visitor activity concepts.	Primary CORE	. Evaluation	. Problem Identification . Problem Solving

TABLE 7: SUBDIVISION OF KNOWLEDGE PACKAGES: ALTERNATIVE CONCEPTS FOR VISITOR ACTIVITIES

Context B: Established Parks Without A Park Management Plan

Product: B.5 Alternative Concepts for Visitor Activities
Methodology: See pages II-69 to II-71

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To develop alternative visitor activity concepts in potential visitor activity areas	Primary CORE	. Visual Resource Analysis . Risk Assessment . Impact Assessment	. Analysis . Synthesis . Computer Literacy . Contract Administration
2. Use of Opportunities Task: To determine and assess demand for existing and potential appropriate visitor activities.	Primary CORE	. Social Surveys . Market Analysis . Market Segmentation . Statistical Analysis	. Analysis . Computer Literacy . Contract Administration
3. Benefits/Costs Task: To evaluate the implications of alternative visitor activity opportunities	Primary CORE	. Financial Analysis . Statistical Analysis . Forecasting	. Analysis . Computer Literacy
4. Management Information Systems Task: To document and support development of alternative visitor activity concepts	Primary CORE	. Computer Graphics	. Computer Literacy
5. Decision Making Task: To develop alternative visitor activity concepts	Primary CORE	. Strategic Planning . Budgeting	. Problem Identification . Problem Solving . Public Relations . Facilitation . Liaison . Goal Setting . Objective Setting

TABLE 8: SUBDIVISION OF KNOWLEDGE PACKAGES:
PARK DATA PLAN (VISITOR ACTIVITIES)

Context C: Established Parks With A Park Management Plan Developed Without VAMP Input

Product: C.1 Park Data Plan (Visitor Activities)
Methodology: See page II-66.

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: to review information and identified gaps in information on visitor activities	Primary CORE	-	. Computer Literacy
2. Use of Opportunities Task: to review information and identified gaps in information on visitor activities.	Primary CORE	-	. Computer Literacy
3. Benefits/Costs Task: To evaluate alternate systems for M.I.S. and strategies for procuring visitor activity information	Primary CORE	. Financial Analysis . Evaluation	. Work Planning . Computer Literacy . Analysis
4. Management Information Systems Task: To develop the framework of the M.I.S. and to develop a strategy to collect visitor activity information	Primary CORE	. Research Design . Computer Graphics . Strategic Planning . Budgeting	. Computer Literacy . Work Planning . Contract Administration . Analysis
5. Decision Making Task: To direct procurement of hardware and software systems and to select a strategy to collect information on visitor activities	Primary CORE	. Strategic Planning . Budgeting	. Work Planning . Contract Administration . Goal Setting . Objective Setting . Problem Solving

TABLE 9: SUBDIVISION OF KNOWLEDGE PACKAGES: TERMS OF REFERENCE FOR ALTERNATIVE VISITOR ACTIVITY CONCEPTS

Context C: Established Parks With a Park Management Plan Developed Without VAMP Input

Product: C.2 Terms of Reference for Alternative Visitor Activity Concepts

Methodology: See page II-67.

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To know existing situation and most likely issues	Primary CORE	-	-
2. Use of Opportunities Task: To know existing situation and most likely issues	Primary CORE	-	-
3. Benefits/Costs Task: To know existing situation and most likely issues.	Primary CORE	-	-
4. Management Information Systems Task: To provide support for the development of the terms of reference for alternative visitor activity concepts	Primary CORE	. Budgeting . Strategic Planning . Research Design	. Computer Literacy
5. Decision Making Task: To establish direction for the development of alternative visitor activity concepts	Primary CORE	. Strategic Planning . Budgeting . Evaluation	. Work Planning . Contract Administration . Goal Setting . Objective Setting

TABLE 10: SUBDIVISION OF KNOWLEDGE PACKAGES: DATA ANALYSIS ON VISITOR ACTIVITIES

Context C: Established Parks With A Park Management Plan Developed Without VAMP Input

Product: C.3 Data Analysis on Visitor Activities
Methodology: See pages II-67 to II-68

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To identify all alternative visitor activity opportunities in potential visitor activity areas.	Primary CORE	. Market Analysis . Market Segmentation . Remote Sensing . Theme Analysis . Message Analysis . Risk Assessment . Impact Assessment	. Analysis . Synthesis . Liaison
2. Use of Opportunities Task: To assess existing use of and potential demand for visitor activities.	Primary CORE	. Social Surveys . Market Analysis . Market Segmentation . Statistical Analysis	. Analysis . Computer Literacy . Contract Administration
3. Benefits/Costs Task: To specify implications of visitor activity opportunities and demands	Primary CORE	. Financial Analysis . Budgeting . Forecasting	. Analysis . Computer Literacy
4. Management Information Systems Task: To utilize accumulated information to perform the Data Analysis on Visitor Activities	Primary CORE	. Computer Graphics	. Computer Literacy
5. Decision Making Task: To utilize policy and other management direction in the preparation of alternative visitor activity concepts	Primary CORE	. Evaluation	. Problem Identification . Problem Solving

TABLE 11: SUBDIVISION OF KNOWLEDGE PACKAGES:
VISITOR ACTIVITIES/SERVICES OPTION

Context C: Established Parks With A Park Management Plan Developed Without VAMP Input

Product: C.4 Visitor Activities/Services Option
Methodology: See pages II-69 to II-71

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To develop alternative visitor activity concepts in potential visitor activity areas.	Primary CORE	. Visual Resource Analysis . Risk Assessment . Impact Assessment	. Analysis . Synthesis . Computer Literacy . Contract Administration
2. Use of Opportunities Task: To determine and assess demand for existing and potential appropriate visitor activities	Primary CORE	. Social Surveys . Market Analysis . Market Segmentation . Statistical Analysis	. Analysis . Computer Literacy . Contract Administration
3. Benefits/Costs Task: To evaluate the implications of alternative visitor activity opportunities	Primary CORE	. Financial Analysis . Statistical Analysis . Forecasting	. Analysis . Computer Literacy
4. Management Information Systems Task: To document and support development of alternative visitor activity concepts	Primary CORE	. Computer Graphics	. Computer Literacy
5. Decision Making Task: To develop alternative visitor activity concepts	Primary CORE	. Strategic Planning . Budgeting	. Problem Identification . Problem Solving . Facilitation . Liaison . Goal Setting . Objective Setting

TABLE 12: SUBDIVISION OF KNOWLEDGE PACKAGES: INTERPRETATION SERVICE PLAN

Context D: Established Park With A Park Management Plan Developed With VAMP Input To Service Plan Development

Product: D.1 Interpretation Service Plan
Methodology: See pages II-73 to II-77

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To develop themes and messages in visitor activity areas consistent with Visitor Activity Concept	Primary . Communication Science . Museology . Social Psychology . Facility Planning Supportive . CORE	. Site-specific Communications . Interpretation Techniques . Market Segmentation . Artifact Conservation	. Synthesis . Media Development . Goal Setting . Service Objectives . Problem Identification . Problem Solving
2. Use of Opportunities Task: To analyze existing and potential target markets for effective interpretation	Primary . Social Psychology . Ergonomics . CORE	. Media package planning and development . Market Segmentation . Support Services Analysis	. Data Collection . Problem Identification . Problem Solving . Public Relations
3. Benefits/Costs Task: To evaluate alternative interpretation service concepts	Primary CORE . Architecture/ Engineering	. Financial Analysis . Budgeting . Quantity Surveying . Facility/Services Evaluation . Life-Cycle Costing	. Analysis . Computer Literacy
4. Management Information Systems Task: To utilize a M.I.S. subsystem to support evaluation of alternative interpretation service concepts	Primary CORE	. Computer Graphics	. Computer Literacy . Media . Facilitation
5. Decision Making Task: To develop an interpretation service strategy	Primary CORE	. Strategic Planning . Interpretive Planning . Budgeting . Evaluation	. Goal Setting . Objective Setting . Work Planning . Program Design . Media . Public Relations . Contract Administration

TABLE 13: SUBDIVISION OF KNOWLEDGE PACKAGES: VISITOR SERVICES PLAN

Context D: Established Park With A Park Management Plan Developed With VAMP Input to Service Plan Development

Product: D.2 Visitor Services Plan
Methodology: See pages II-78 to II-84

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To develop alternative services and facilities in visitor activity areas consistent with the Visitor Activity Concept.	Primary CORE . Site Planning . Facility Planning . Communication Science . Social Psychology	. Forecasting . Computer Graphics . Interpretation Techniques . Message Analysis	. Synthesis . Media . Goal Setting . Objective Setting . Problem Identification . Problem Solving
2. Use of Opportunities Task: To analyze existing and potential target markets for effective levels of visitor services	Primary CORE . Ergonomics	. Market Segmentation . Statistical Analysis . Social Surveys . Support Services Analysis . Interpretation Techniques	. Media . Problem Identification . Problem Solving . Public Relations
3. Benefits/Costs Task: To evaluate alternative visitor services concepts	Primary CORE . Engineering/ Architecture	. Financial Analysis . Budgeting . Quantity Surveying . Facility Evaluation . Life-Cycle Costing	. Analysis . Computer Literacy
4. Management Information Systems Task: To utilize a M.I.S. subsystem to support the evaluation of visitor services	Primary CORE	. Computer Graphics	. Computer Literacy . Media . Facilitation
5. Decision Making Task: To develop a visitor services strategy	Primary CORE	. Strategic Planning . Budgeting . Evaluation	. Goal Setting . Objective Setting . Work Planning . Program Design . Media . Public Relations . Contract Administration

TABLE 14: SUBDIVISION OF KNOWLEDGE PACKAGES: PUBLIC SAFETY PLAN

Context D: Established Park With A Park Management Plan Developed With VAMP Input to Service Plan Development

Product: D.3 Public Safety Plan
Methodology: See pages II-85 to II-87

Knowledge Packages	Knowledge Areas	Typical Techniques	Typical Skills
1. Visitor Use Opportunities Task: To identify the need for public safety services for visitor activity areas consistent with the Visitor Activity Concept	Primary CORE . Communication Science . Social Psychology . Ergonomics	. Site-specific Communication . Non site-specific Communication . Market Segmentation . Forecasting . Message Analysis	. Synthesis . Media . Goal Setting . Objective Setting . Problem Identification . Problem Solving
2. Use of Opportunities Task: To analyze existing and potential target markets for effective levels of public safety	Primary CORE	. Market Analysis . Market Segmentation . Statistical Analysis . Social Surveys . Support Services Analysis . Interpretation Techniques	. Analysis . Computer Literacy . Media . Problem Identification . Problem Solving . Public Relations
3. Benefits/Costs Task: To evaluate alternative public safety concepts	Primary CORE	. Financial Analysis . Budgeting	. Analysis . Computer Literacy
4. Management Information Systems Task: To utilize a M.I.S. subsystem to support the evaluation of alternative public safety concepts	Primary CORE	. Computer Graphics	. Computer Literacy . Media
5. Decision Making Task: To develop a strategy for public safety.	Primary CORE	. Strategic Planning . Budgeting	. Goal Setting . Objective Setting . Work Planning . Contract Administration

SECTION III: ACQUIRING VAMP'S SUPPORTIVE KNOWLEDGE PACKAGES

Introduction

Implementation of the Visitor Activity Management Process will require decisions by Environment Canada, Parks as to the efforts the agency will have to expend in order to acquire the knowledge packages described in the previous section.

This section addresses several strategies which Parks may follow in order to acquire such knowledge packages. Criteria which may assist in selecting among strategies are also developed. An example, using one knowledge package, in one management context (New Park Proposal), is presented to illustrate how strategies and selection criteria can facilitate the acquisition of VAMP's knowledge packages.

Strategies

The following strategies for acquiring VAMP knowledge packages are offered for consideration:

- buy
- hire
- train
- secondment
- do nothing

Acquiring knowledge by buying it means contracting work out to persons or organizations in the private sector or universities. Hiring new staff possessing knowledge necessary for VAMP implementation is another possible strategy. Training existing staff in the knowledge areas, techniques and skills needed to implement is another possible route. Secondment or the exchange of staff who have had training and/or experience in VAMP implementation is yet another possible strategy. Finally, Parks' staff currently within the organization may already possess the knowledge, techniques and skills necessary to implement VAMP and, therefore, no strategy will be required.

Clearly, there are possible linkages among these strategies which Environment Canada, Parks may find it useful to consider if it is decided that strategies are required to acquire VAMP-related knowledge.

Selection Criteria

The following criteria are suggested to enable the relative merits of the strategies for acquiring knowledge to be compared:

- time
- decision making
- cost
- expertise
- workload
- overhead
- data processing
- data availability
- field work

The time criterion includes considerations of how quickly the knowledge package in question is needed and how long it takes to utilize the package in producing a VAMP product. Decision making is a criterion which addresses the extent to which the development of a VAMP product using a particular knowledge package requires decisions to be made by staff. Some VAMP products are entirely technical while others require monitoring and approval by Parks' staff. The cost of acquiring a knowledge package is an obvious criterion. Available expertise in VAMP knowledge areas is another obvious and important element. The extent to which acquiring VAMP knowledge will change staff workloads is another suggested criterion. The criterion overhead refers to additional requirements for physical space and/or costs which may be implicit in a strategy. The three final criteria concern information.

The data processing criterion addresses the questions of availability and capacity of computer systems necessary to support VAMP knowledge packages. Data availability is a criterion which refers to the possibility of using existing data as opposed to having to collect new data. Finally, field work addresses costs and logistical factors in collecting new data in the field.

Like the suggested strategies, these criteria lend themselves to many possible linkages. As an aid in appreciating some of these linkages, and as an illustration of how the strategies and criteria may be applied, we offer the following example for one knowledge package in the New Park Proposal management context.

TABLE 15

RELATIONSHIPS OF STRATEGIES AND CRITERIA
IN ACQUIRING VAMP KNOWLEDGE PACKAGES
(NEW PARK PROPOSAL)

Knowledge Package	Criteria	Strategies				
		Buy	Hire	Train	Second	Do Nothing
Visitor Use Opportunities	Time	+	+	-	+	-
	Decision Making	o	o	o	o	-
	Cost	+	o	o	o	-
	Expertise	+	+	o	+	-
	Workload	+	+	-	o	-
	Overhead	+	-	o	o	+
	Data Processing	+	+	-	o	o
	Data Availability	+	+	-	+	-
	Field Work	+	+	-	+	-

Legend:
+ Parks Canada benefits
o No benefits or costs
- Parks Canada doesn't benefit

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SECTION IV: BACKGROUND READINGS AND REFERENCES

The following selected readings include a variety of candidates that could be used as reference material for VAMP course participants in the future. One copy of each of the articles has been presented to Environment Canada, Parks.

BACKGROUND READINGS AND REFERENCES

GENERAL

Primary

D'Amour, L. J. "A Third Generation of Tourism Thinking." Business Quarterly, 3, 1985.

Driver, B. and P. J. Brown. "Contributions of Behavioral Scientists to Recreation Resource Management." In I. Altman and J. F. Wohlwill (eds.). Behavior and the Natural Environment. New York: Plenum Press, 1983, 307-339.

Graham, R. "Management Approaches for Recreation in Parks." A paper presented to the Visitor Activity Management Process Workshop, Parks Canada, Ottawa, 1985.

Graham, R., P. Nilsen and R. J. Payne. "A Marketing Orientation to Visitor Activity Planning and Management." Paper presented at the First National Symposium on Social Science in Resource Management. Oregon State University, Corvallis, 1986. 39 p.

Wright, R. G. "Principles of New Park-Area Planning as Applied to the Wrangell-St. Elias Region of Alaska." Environmental Conservation, 12(1), 1985, 59-66.

Supportive

Graefe, A. R., J. J. Vaske and F. R. Kuss. "Social Carrying Capacity: An Integration and Synthesis of Twenty Years of Research." Leisure Sciences, 6(4), 1984, 395-431.

Jubenville, A. "Role Segregation: A Conceptual Framework for Recreation Management Research." Recreation Research Review, 9(1), 1981, 7-22.

La Page, W. F. "Recreation Resource Management for Visitor Satisfaction." Journal of Parks and Recreation Administration, 1(2), 1983.

Nichols, L. L. "Leisure Recreation and Tourism: Past, Present and Future Spatial Concerns." In D. Ng and S. Smith. Perspectives on the Nature of Leisure Research. Waterloo: University of Waterloo Press, 1982.

Stankey, G., D. N. Cole, R. Lucas, M. E. Petersen and S. Frissel. The Limits of Acceptable Change System for Wilderness Planning. U.S. Forest Service, 1985.

U.S. Forest Service. Maroon Bells-Snowmass Wilderness: Interim Management Direction: Grinnison and White River National Forests, Colorado, 1983.

U.S. Forest Service. ROS: User's Guide. Washington, D.C., 1979, 38p.

VISITOR USE OPPORTUNITIES

Crompton, J. "Selecting Target Markets - A Key to Effective Marketing." Journal of Park and Recreation Administration, 1(1), 1983, 7-25.

Howard, D. R. and J. L. Crompton. "The Nature of Marketing in Recreation and Parks." In: Financing, Managing and Marketing Recreation and Park Resources. Dubuque, Iowa: W. C. Brown Co., Publishers, 1980.

Schreyer, R. "Backcountry Use in Parks." Presentation to Parks Canada Backcountry Use Workshop. Parks Canada, 1985, 48p.

USE OF OPPORTUNITIES

Primary

Brown, P. J. and G. E. Haas. "Wilderness Recreation Experiences: The Rawah Case." Journal of Leisure Research, 12, 1980, 229-241.

Knopf, R. C. "Recreational Needs and Behavior in Natural Settings." In I. Altman and J. Wohlwill (eds.). Behavior and the Natural Environment. New York: Plenum Press, 1983, 205-240.

Nilsen, P. "The Relevance of Marketing to Public Park Management: A Service Marketing Perspective." Visitor Activity Management Process Workshop, Lakefield, Feb. 16-21, 1986.

Schreyer, R. and J. W. Roggenbuck. "The Influence of Experience Expectations on Crowding Perceptions and Social-Psychological Carrying Capacity." Leisure Studies, 1, 1975, 373-394.

Stynes, D. "A Review and Evaluation of Market Segmentation Applications in Recreation and Tourism." Paper presented at the 1985 NRPA Symposium on Leisure Research. Dallas, Texas, 1985.

White, R. G. and R. Schreyer. "Nontraditional Use of National Parks." Leisure Sciences, 4(3), 1981.

Supportive

Dearden, P. "Philosophy, Theory and Method in Landscape Evaluation." Canadian Geographer, 29(3), 1985, 263-265.

Dikeman, N . J. "Survey Research and Data Collection Procedures." In: S. R. Lieber and D. R. Fesenmaier. Recreation Planning and Management. London: E & F. N. Spon Ltd., 1983, 216-228.

Benefits/Cost

Baker, P. "Public and Private Cooperation in the National Park Service." Tourism Management, 4(1), 1983, 52-54.

Dwyer, J. "Recreation Benefits for Cost-Benefit Analysis." In S. R. Lieber and D. R. Fesenmaier. Recreation Planning and Management. London: E & F. N. Spon Limited, 1983, 26-35.

Kelly, J. R. "Social Benefits of Outdoor Recreation: An Introduction." In S. R. Lieber and F. R. Fesenmaier. Recreation Planning and Management. London: E & F. N. Spon Limited, 1983, 3-14.

Stynes, D. "An Introduction to Recreation Forecasting." In S. R. Lieber and D. R. Fesenmaier. Recreation Planning and Management. London: E & F. N. Spon Limited, 1983, 87-95.

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Primary

Beaman, J. and S. Meis. "Managing the Research Function for More Effective Policy Formulation and Decision Making." In S. R. Lieber and D. R. Fesenmaier. Recreation Planning and Management. London: E & F. N., Spon Limited, 1983, 380-393.

Brown, P. J. "Information Needs for River Recreation Planning and Management." Proceedings of the River Recreation Management and Research Symposium. (USDA Forest Service General Technical Report NC-28.) St. Paul, Minn.: North Central Forest Experiment Station, 1977, 193-201.

National Recreation and Park Association. National Workshop on Computers in Recreation and Parks. St. Louis, Missouri, 1979.

Schroth, R. J. and D. R. Sharpless. "Development and Design of a Computer-supported Management Information System - A Case History." Journal of Parks and Recreation Administration, 1(3), 1983, 23-33.

DECISION MAKING

Becker, R. H., A. Jubenville and G. W. Burnett. "Fact and Judgement in the Search for Social Carrying Capacity." Leisure Sciences, 6(4), 1984, 475-486.

Farrel, P. and R. C. Trudeau. "Strategic Management for the Coming Decade." Journal of Park and Recreation Administration, 2(3), 1984, 1-9.

Shelby, B. "Research, Politics, and Resource Management Decisions: A Case Study of River Research in Grand Canyon." Leisure Sciences 4(3), 1981, 281-295.

Stankey, G. H. "Integrating Wildland Recreation Research Into Decision Making: Pitfalls and Promises." Recreation Research Review 9(1), 1981, 31-37.

SERVICE PLANS

Primary

Belliston, L., K. Hanks and G. L. Pulsipher. Getting Your Message Across. Salt Lake City, Utah: Concept Design Associates, Inc., 1978.

Fletcher, J. E. "Assessing the Impact of Actual and Perceived Safety and Security Problems." Journal of Park and Recreation Administration. 1(2), 1983.

Loomis, L. "Park Crowds are Pushing the Limits." National Parks, 59(1-2), 1985, 13-16.

McDonough, M. H. "Communication Science: Contributions to the Understanding of Leisure and Recreation." In D. Ng. and S. Smith. Perspectives on the Nature of Leisure Research. Waterloo: University of Waterloo Press, 1982.

McMillan, B. "Making Park Information and Education Services More Relevant to User Needs." A paper presented to the Third Canadian Congress on Leisure Research. Edmonton, Alberta, 1981.

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Hodgson, R. W. "Communication Research in Outdoor Recreation and the Public Interest." In: Proceedings of the Research Needs Symposium, W-13 Technical Committee. Astoria, Oregon, pp. 189-198.

Propst, D. B. and J. W. Roggenback. A Guide to Cultural and Environmental Interpretation in the U.S. Army Corps of Engineers. Washington, D.C., 1981. 149p.

Ritzer, T. "The Conceptual Base for Visitor Services: A Discussion Paper." Draft. Alberta Recreation and Parks, 1981. 87p.

Royal Ontario Museum. Communicating With The Visitor. Toronto, Ontario.

Tilden, Freeman. Interpreting Our Heritage. Chapel Hill: University of North Carolina Press, 1977.

APPENDIX I

PRELIMINARY ASSESSMENT OF VAMP

STUDY OUTLINE/TERMS OF REFERENCE

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Prepared for:

Interpretation and Visitor Services
Parks Canada
Les Terrasses de la Chaudiere
10 Wellington Street
Second Floor
Ottawa, Ontario
K1A 1G0

Prepared by:

Robert Payne, Ph .D.
Robert Graham, M.A.
P. Nilsen, Research Associate

October 11, 1985

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A. SCOPE AND OBJECTIVES

Introduction

Canada is blessed with a vast rich heritage of natural and cultural resources, the most outstanding of which are included in the National Parks System of Canada. Parks Canada's terrestrial and historical parks are no longer new, in fact 1985 represents the one hundredth anniversary of heritage conservation in Canada. The mandate to protect heritage resources has resulted in objective data about natural resources within park boundaries, but minimal data to support decisions related to the mix of opportunities, activities, services and facilities within parks. Visitor activities evolved and the parks reacted, without managing the explosive growth in recreation and leisure. In practical terms management action within National Parks and protected areas/sites suffered. The requirement in the mandate to consider visitor understanding, appreciation and enjuoyment of sites has led to the development of the Visitor Activity Management Process (VAMP, approved-in-principle June, 1982).

VAMP is not a process by itself. It is a way to respond to the other side of the policy mandate and to senior management's vision of the need to be accountable and professional in decisions related to the development of opportunities for heritage enjoyment. The Visitor Activity Management Process also enables the manager and management to judiciously consider efficiency and effectiveness in terms of visitor opportunities

and the selected markets they serve.

Planning for parks and visitor use in Canada's National Parks and other related program areas today occurs in four management contexts (see definition in Section C of the study outline at end of report [Figure 1]). VAMP was developed by Parks Canada as a systematic approach to decide upon the appropriate mix of visitor opportunities, activities, services, and facilities needed to guide management decisions in parks and protected areas/sites. Limitations and assumptions related to this project are stated in Section E at the end of the study outline (Appendix I).

Goal of the Project

In undertaking this project, the goal will be to provide an objective external review of the VAMP framework (July 8, 1985 version); to suggest changes to the manual; to identify key knowledge areas relevant to VAMP's implementation; and to suggest conditions under which Parks Canada might acquire agreed upon knowledge packages. To fulfill this purpose the research will focus primarily on the immediate implementation implications of VAMP for Parks Canada and briefly suggest some long term implications of VAMP for Parks Canada.

It should be noted that the goal of this project is <u>not</u> to develop a training program and/or plan for VAMP for Parks Canada.

Context A	Context B	Context C	Context D
New Park Establishment	Established parks without a park management plan	Established parks with a park management plan developed without VAMP input	Established parks with a park management plan developed with VAMP input service plan development
Examples	Examples	Examples	Examples
• West Isles • Mingan Archipelago • Bruce Peninsula	• Auyuittuq • Grasslands • Pacific Rim • Mingan Archipelago	• Wood Buffalo • Kluane • Point Pelee	• None to date

Figure 1: Visitor Activity Management Process in Four Management Contexts

Project Objectives

1. To develop a review of the elements and steps in VAMP's four management contexts. (The management contexts are (i) new park proposal, (ii) established parks without a Park Management Plan, (iii) established parks with an existing Park Management Plan developed without visitor activity management process input, and (iv) established parks with a Park Management Plan developed with VAMP input to Service Plan development.) This section of the report will affirm the important role and contributions of VAMP in fulfilling existing national parks policy and suggest changes to the elements and steps of VAMP.

2. To identify the immediate implications for Parks Canada of implementing VAMP and to describe briefly several long-term implications.

3. To identify knowledge areas, skills and techniques needed to implement VAMP in each of the aforementioned four management contexts (Figure 1).

4. To develop knowledge packages for each of the four management contexts in which VAMP is currently being implemented and will be implemented in the future. This section will also include an identification of suggested timing within the VAMP process where specific knowledge areas, skills and techniques will be required.

5. To suggest criteria for methods of acquiring knowledge packages (i.e., criteria for purchasing knowledge; criteria for hiring an individual with specific knowledge; or retraining existing personnel).

6. To compile a series of background readings and resource materials for Parks Canada personnel.
7. To develop an outline of the scope and content of the assistance to be provided by possible contractors during proposed upcoming VAMP training courses.

B. WORK PLAN/SCHEDULE

The study will be organized as follows according to the milestones listed below to be confirmed and amended by Parks Canada and the contractors at the meeting on October 11, 1985.

	Submitted by	Comments Received from Parks Canada
• Project Start Up	July 2	
• Project Definition	July 18	July 23
• Revised Study Outline	July 31	August 10
• Draft first section of report entitled VAMP Overview	August 30	September 20
• Meeting at Ottawa with Interpretation and Visitor Services to review Draft First Section: VAMP Overview		September 23
• Revised draft first section of report entitled VAMP Overview	October 11	October 20
• Draft second section of report entitled Defining VAMP's Knowledge Areas and		
• Draft third section of report entitled Acquiring VAMP's Supportive Knowledge Packages and		
• Draft fourth section of report to be entitled Background Readings and References.	November 20	November 28 (Meeting in Waterloo.)
• Final Submission of report	February 7, 1986	

MILESTONES

1. Project Definition

This portion of the project will include final refinement and approval of:

a) the scope and objectives of the study as noted in the submission titled: Preliminary Assessment of VAMP .

b) a revised work plan/schedule noted in the aforementioned submission.

c) the study approach.

d) project management.

e) client/contractor meetings.

Undoubtedly there are numerous relevant documents developed by Parks Canada for this project. The contractor would like to request, by July 23, or shortly thereafter, a listing of all report titles relevant to VAMP, currently on-going or completed by Ottawa (Headquarters) and the Regional Offices throughout the country.

Some of the documents noted below from the VAMP Manual (July 8, 1985) are of importance to the success of this project. It would be appreciated if these could be made available by July 23, 1985, or as soon as possible.

a) VAMP Manual (July 8, 1985 edition) [8 copies].

b) New Park Proposal, VAMP for West Isles.

The reports proposed by the Socio-Economic Division on Socio-Economic impacts for West Isles would be appreciated. [1 copy.]

c) Examples of developing/redeveloping Management Plans which have incorporated VAMP (Gros Morne) [1 copy].

d) An example of Park Service Plans:

- Interpretation at Point Pelee and Kouchibouguac and the-Western Region Interpretation Unit Plan Process.
- Visitor Service Plans.
- Public Safety Plans.
- Operations Functional Review Report [1 copy of each report].

e) Report on National Format for Visitor Activity Profiles (J. Paul's Work), the Selection Process for Appropriate Activities (D. Bronson) and the current List of Appropriate Visitor Activities [1 copy].

f) National Visitor Activity Profiles on hand in Ottawa [1 copy of each].

g) Park Specific Visitor Activity Profiles (e.g., Kejimkujik or others available).

h) The National Parks Management Planning Process Manual [1 copy].

i) Natural Resource Management Process Manual [1 copy].

j) Socio-Economic Directives Report prepared by Socio-Economic Division of Parks Canada, Ottawa.

k) The Socio-Economic Division's Report entitled Case Study Book (Ottawa) [1 copy].

During this revised study outline stage of the research, Parks Canada will clarify definitions and assumptions related to VAMP, the agency's (Parks Canada) current organizational perspective on VAMP and furnish suggestions for direction in report preparation for succeeding submissions.

Any changes in content, sequences of activities and meetings will be noted for inclusion in a report to Parks Canada --Visitor Interpretation and Services (Ottawa) by September 23, 1985.

2. Section 1 of the Report (VAMP Overview)

The objectives of this task will be to:

i) develop an introduction to the report.

ii) develop a review of the steps and elements in the VAMP process based on the July 8, 1985 document. VAMP will be reviewed in terms of its four management contexts (Figure 1) with suggestions for changes of the elements and sequencing of the process.

iii) develop a product definition for each of the Visitor Activity inputs (A-C noted on page vii of the July 8, 1985 VAMP Manual) to the management planning process in each of the stated 4 management contexts.

iv) develop a revised study outline.

This report is designed to develop a consensus between the study team and Parks Canada as to the nature of the process of VAMP and the outputs/products of VAMP in four management contexts (Figure 2). To achieve the above-mentioned objectives, we will need copies of reports (noted earlier), as well as any other relevant documents and discussion papers developed by Parks Canada. In addition, published sources, existing data and personal communication with members of Parks Canada (Ottawa) will be utilized to draft this section of the report.

Immediate implications of implementing VAMP will be documented in this section of the report with long-term implications being briefly suggested. Some long-term implications in terms of Parks Canada functions will be identified and discussed at the September 23rd meeting in Waterloo.

It is of importance to note that this report will provide the basis for research in sections 2, 3 and 4 of this report. Thus, a meeting to confirm the content of the submitted revised sections of the VAMP Manual is suggested for Ottawa on Monday, September 23. Comments from Parks Canada's internal functional review team will be received by the contractors in Waterloo by September 20 (Friday).

This report completes Project Objectives 1 and 2 as outlined in this submission.

This section of the draft report will be sent to Parks Canada by August 30, 1985.

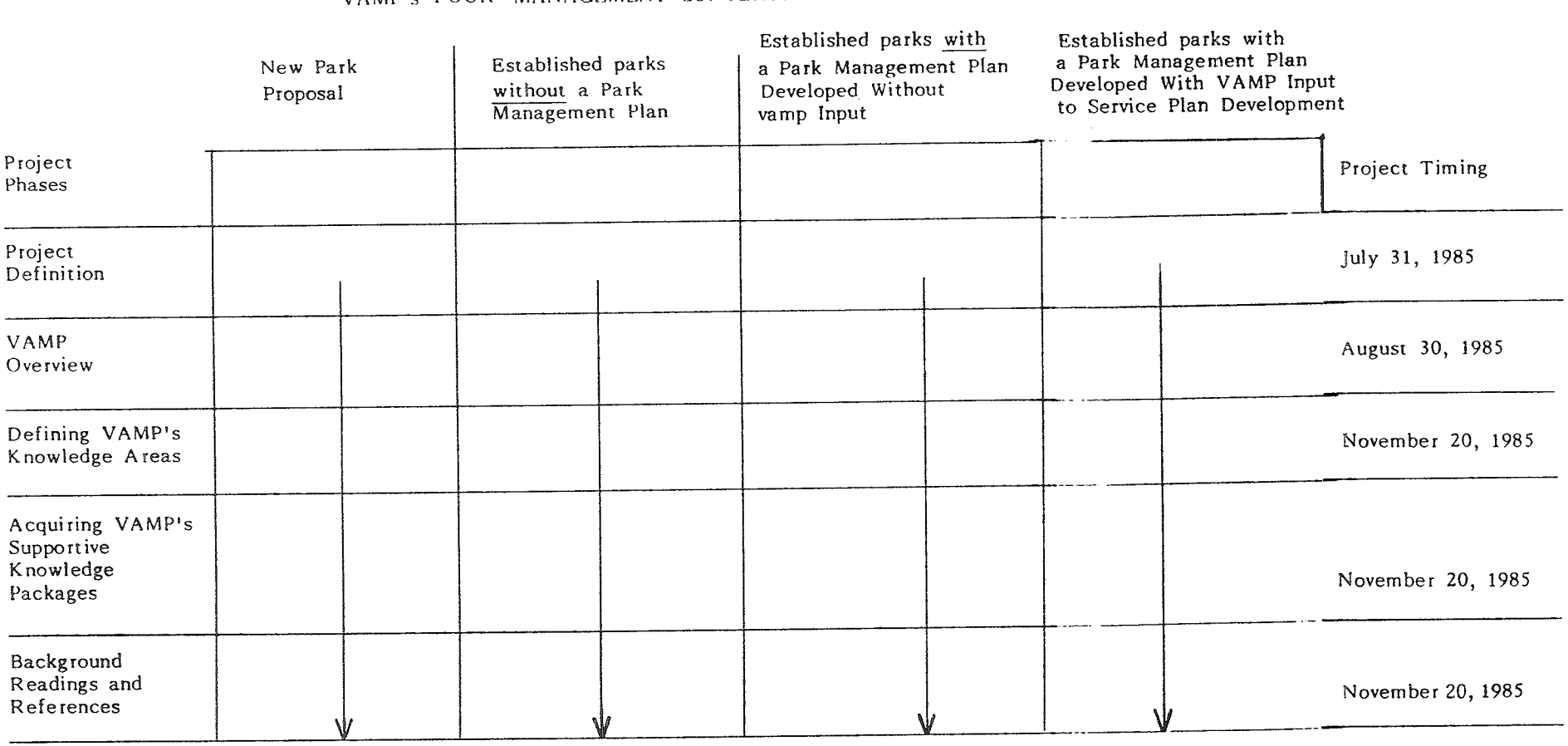

Figure 2: Report Structure and Timing

3. **Section 2 of the Report (Defining VAMP's Knowledge Areas)**

The objective will be to define knowledge areas and typical techniques and skills for Parks Canada's staff to enable them to implement VAMP, in its four management contexts. For this task we will incorporate previous comments from Section One of the report received by the study group. Descriptions of typical knowledge packages, including priorities among elements in each package, will be presented for formal review by Parks Canada (Ottawa) and their internal functional study review team.

This section will also include an identification of suggested timing within the VAMP process where specific knowledge areas, techniques and skills, will be required.

The draft report will contain descriptions of knowledge areas within disciplines that suggest the techniques and the types of data needed to implement VAMP. An example, 'marketing', is depicted in Figure 3. If the role of VAMP is to provide a framework for thinking about recreation resource use and values during all stages of planning and management, then sub-fields of marketing provide principles for the planner to build upon. In the past, the activity and/or setting based approach forced planners into one type of data collection which may not have enabled Parks Canada to understand public concerns about resource uses. Marketing of services provides a wealth of information to aid in the planning of parks and protected areas, which will better manage the tension between the resource and the user.

THE KNOWLEDGE AREA OF MARKETING

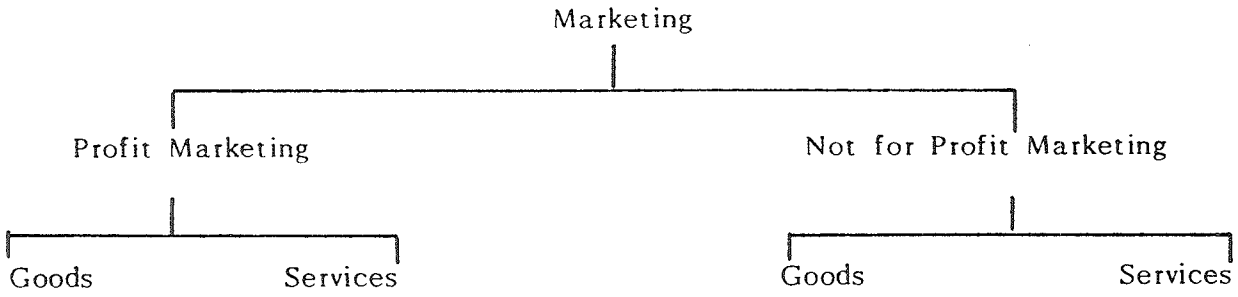

Figure 3: An Example of Development of a Knowledge Area

A draft report will be submitted by November 20, 1985 and will complete objectives 3 and 4 as outlined in this submission.

4. **Section 3 of the Report (Acquiring VAMP's Supportive Knowledge Packages)**

We will review the literature related to acquiring knowledge in terms of buying it, hiring it, or retraining for it. Criteria will be developed to assist Parks Canada in determining whether the organization should buy, hire or train people to implement VAMP in one of the four management contexts (Figure 4).

The report will be submitted by November 20th to complete objective 5 as outlined in this submission.

VAMP IN ITS FOUR MANAGEMENT CONTEXTS

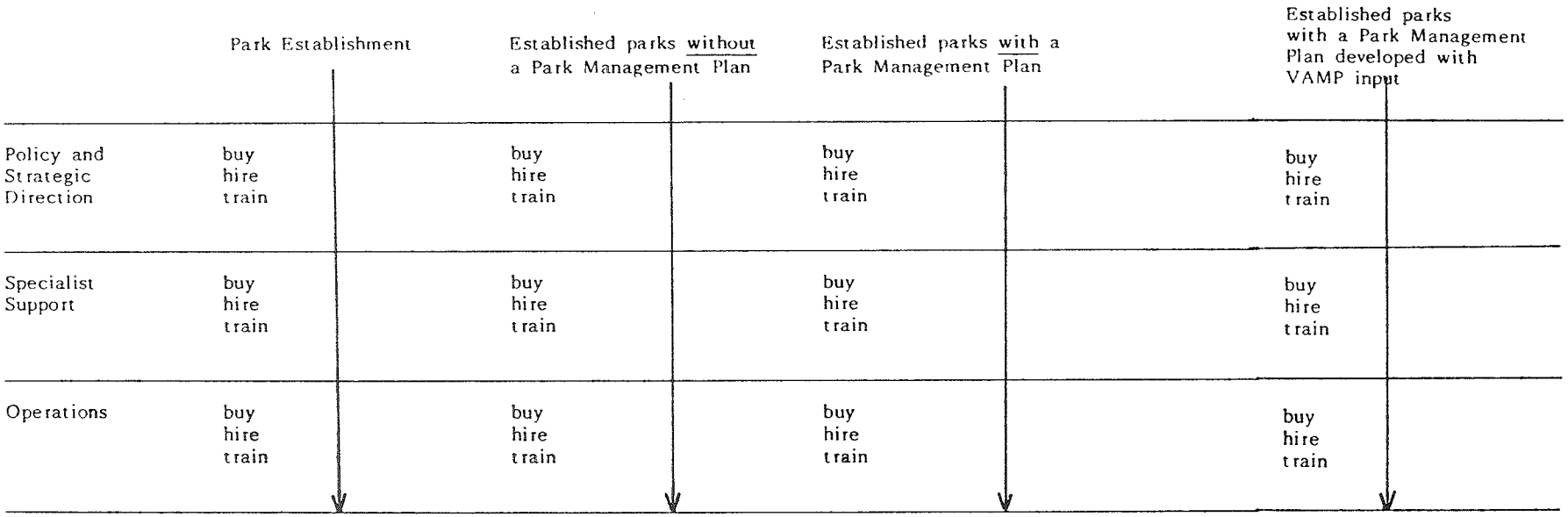

Figure 4: Developing Criteria for Acquiring Knowledge Packages

5. Section 4 of the Report (Background Readings and References)

This section of the report will contain a selected bibliography-and readings prepared as reference material for VAMP course candidates in the future. The report will be submitted by November 20, 1985 and fulfill objective 6 of this project definition report.

6. Final Submission of Report

All comments on sections of this report by Interpretation and Visitor Services and the internal functional review team of Parks Canada will be received by the study team at the University of Waterloo no later than November 28, 1985.

This will enable the authors to prepare a final draft report by February 7, 1986. This will complete objective 6 noted in this project definition report.

7. Copies of Reports

One copy of each report of the material described in each milestone will be sent to Parks Canada. Parks Canada will copy and distribute reports for the internal review team.

8. Parks Canada and VAMP in the Future

Parks Canada, Interpretation and Visitor Services will identify resource people to participate in VAMP courses. Contributions to the VAMP workshop in 1986 by selected University of Waterloo personnel will be outlined. The contractors, as available, will comment and participate in the preparation of the course outline. Personnel, selected by IVS (Ottawa), will participate in the VAMP course in 1986.

9. Publication of Results

Upon completion of the project several (3) papers will be developed to be submitted to several journals for review and possible publication. Papers will be sent to Parks Canada (Grant Tayler IVS) for review before submission to journal(s).

Parks Canada will include the final report of this project in their related VAMP publication series.

C. DEFINITIONS

Vamp-Related Definitions

VAMP and definitions related to VAMP will be based on the July 8, 1985 Draft report provided to the consultant entitled Management Process for Visitor Activities (Draft for Discussion only). These include visitor opportunity, visitor activity, appropriate visitor activity, market, market segment, target market, tourism destination area, accident, incident, natural hazard, subjective hazard, unnatural danger and VAMP (Visitor Activity Management Process).

New Park Proposal (Context A)

This term is an equivalent for 'New Parks' as noted on page ix of the VAMP Manual and replaces 'New Parks'.

Established Parks Without A Park Management Plan (Context B)

This term is an equivalent for 'Developing and Redeveloping Parks' as noted on pages ix-x of the VAMP Manual and replaces it.

Established Parks With A Management Plan Developed Without VAMP Input (Context C)

This term refers to the incorporation of VAMP into the five year review of the Park Management Plan

Established Parks With a Park Management Plan Developed With VAMP Input To Service Plan Development (Context D)

This term refers to the development of Service Plans once a Park Management has been developed with VAMP input either from the outset or where the Park Management Plan has been reviewed with VAMP input.

Knowledge Area

A body of theory, often a traditional discipline, with associated skills and techniques.

Knowledge Packages

Knowledge packages are a combination of knowledge areas. These knowledge packages can be priorized relative to the VAMP methodology.

Marketing

The process of managing an organization's exchange relations with its various markets and publics.

D. INTERNAL FUNCTIONAL REVIEW

Parks Canada, Interpretation and Visitor Services (Ottawa) will chair the review team from Parks Canada in Ottawa for this project. Milestones will be reviewed by the aforementioned committee and confirmed by July 23, 1985. The limited budget precludes meetings in Ottawa; thus client-contractor meetings will be held in Waterloo as noted in the project schedule.

It is our understanding that draft sections will be reviewed by the internal functional review team in Parks Canada (Ottawa) and returned by the dates stated in the included schedule to enable the study team to meet their deadlines. The study team will consider and incorporate, where feasible, comments in the draft reports, in preparing the draft roll up submission report and the final draft report.

Parks Canada's internal functional review team will consist of Gary Sealey (Project Supervisor), Grant Tayler, Jacques Biron, Scott Meis, Jean Robert Gauthier and Carole Loiselle.

E. PROJECT LIMITATIONS AND ASSUMPTIONS

1. The project will not attempt to develop a training program and/or plan for VAMP for Parks Canada.
2. The project will not consider organization analysis, operations analysis and/or person year analysis related to VAMP.
3. The project will not address the issue of resourcing but assumes that the organizational environment needed to implement VAMP will be supportive.
4. The project is limited in focus primarily to a preliminary assessment of VAMP's implications for Parks Canada.
5. All documents will be submitted in English. Provisions for translation into French will be made after discussions between Parks Canada and the contractors.

F. UNIVERSITY OF WATERLOO STUDY TEAM

- Robert Payne, Project Co-ordinator
- Robert Graham, Project Co-ordinator
- Study Team Members:

  Per Nilsen, Graduate Associate

  John Carruthers, Liaison Officer, Parks Canada/ University of Waterloo Heritage Resources Programme

- Assistant Faculty:

  Wendy Frisby, Assistant Professor, Department of Recreation and Leisure Studies

  George Priddle, Associate Professor and Chairman Department of Man-Environment

  Steve Smith, Associate Professor and Chairman Department of Recreation and Leisure Studies

APPENDIX II

PROPOSED VAMP MANUAL

PROPOSED

VISITOR ACTIVITY MANAGEMENT PROCESS

MANUAL

Prepared for:

Interpretation and Visitor Services
Parks Canada
National Parks Branch
Ottawa, Ontario

Prepared by:

Robert Payne, Ph.D.
Robert Graham, M.A.
Per Nilsen, Research Associate

October 11, 1985

PREFACE

The Visitor Activity Management Process received approval-in-principle at the Program Management meeting of June, 1982. It is being used and tested across the park system.

Some of the projects where this process is being used or tested are:

1.	**New Park Proposal**	West Isles Bruce Peninsula
2.	**Established Parks Without a Park Management Plan**	Revelstoke/Glacier Nahanni
3.	**Established Parks With a Park Management Plan**	Pukaskwa Prince Albert
	a) **Service Plans**	
	Interpretation Plans	Point Pelee Kouchibouguac
	Plan Process	Western Region Interpretation Unit Plan Process and Quebec Region Interpretation Plan Process
	Visitor Services Plans	Kejimkujik La Mauricie Quebec Region Historic Parks
	Public Safety Plans	Forillon La Mauricie
	b) **Operations: Functional Review**	Kouchibouguac Kluane

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THIS MANUAL

The National Parks management process is the basis of this manual which supports and elaborates the National Parks Management Planning Process Manual. The Visitor Activity Management Process Manual is also a companion-piece to the Natural Resource Management Process Manual. It describes the management considerations for visitors at each stage of the park management process. Each set of considerations is described in terms of:

Purpose
Objectives
Criteria/Constraints
Methodology
Format and Contents
Approvals
Implementation

Figures 2, 3, 4 and 5 illustrate how the Visitor Activity Management Process relates to the existing Management Planning Process and the Natural Resource Management Process in each of four management contexts:

(i) New Park Proposal
(ii) Established Parks Without a Park Management Plan
(iii) Established Parks With a Park Management Plan Developed Without Visitor Activity Management Process Input, and
(iv) Established Park With a Park Management Plan Developed With VAMP Input To Service Plan Development

GENERIC MODEL FOR THE VISITOR ACTIVITY MANAGEMENT PROCESS

In all of its planning programs, Parks Canada employs a traditional approach involving 6 steps:

(i) Objective(s)
(ii) Terms of Reference
(iii) Data Base Analysis
(iv) Concept Options
(v) Recommendations
(vi) Approval and Implementation

This sequence is repeated for each planning cycle from park establishment to operating park work plans. A generic representation of the Visitor Activity Management Process is depicted in Figure 1.

A detailed description of the methodology as it applies to:

(a) Preliminary Evaluation of Visitor Activities
(b) Interim Management Guidelines for Visitor Activities
(c) Park Data Plan (Visitor Activities)
(d) Terms of Reference to Prepare Alternative Concepts for Visitor Activities
(e) Alternative Concepts for Visitor Activities
(f) Interpretation Service Plan
(g) Visitor Services Plan
(h) Public Safety Plan

is found in the appendices.

Figure 1
GENERIC REPRESENTATION OF VAMP

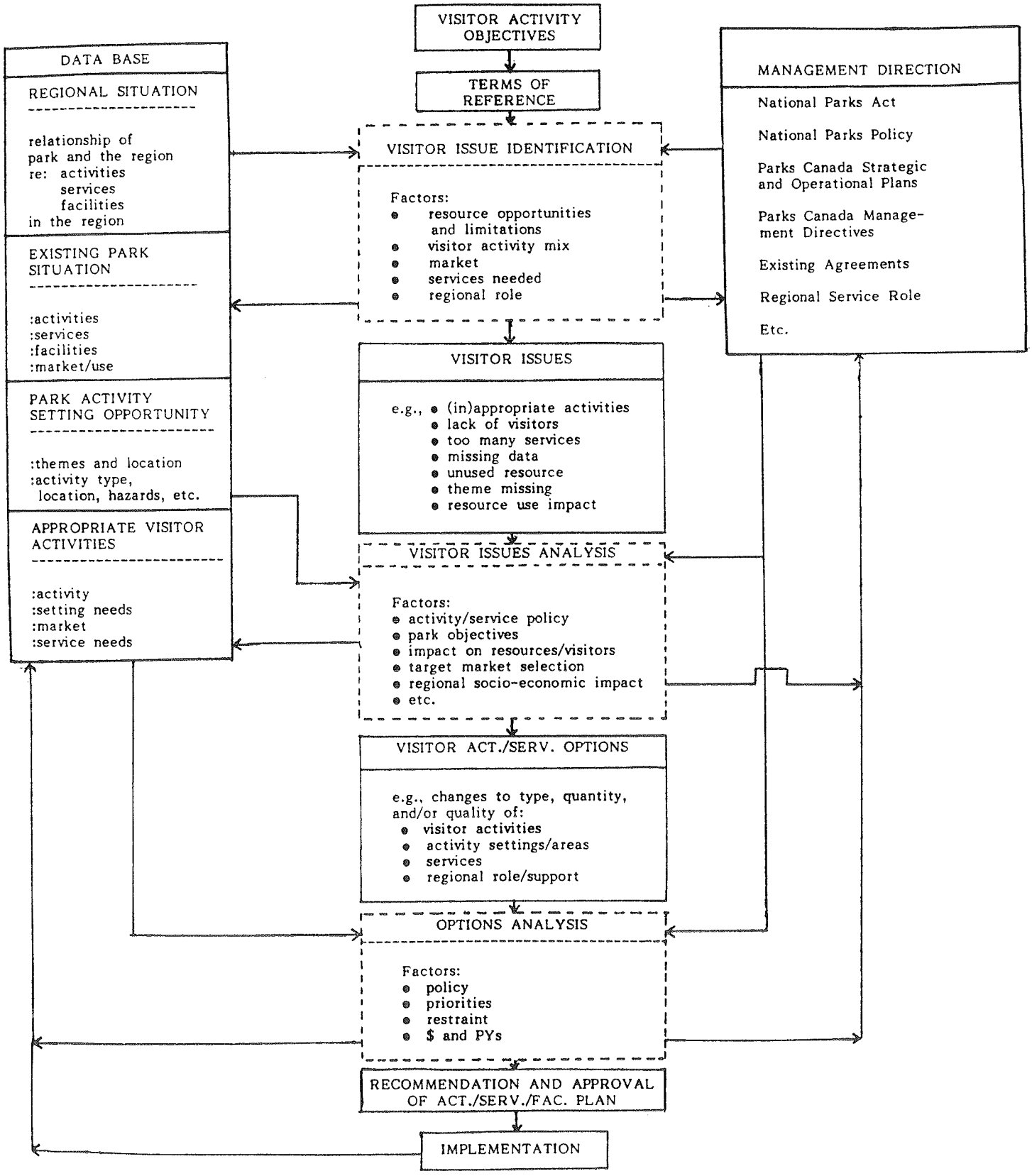
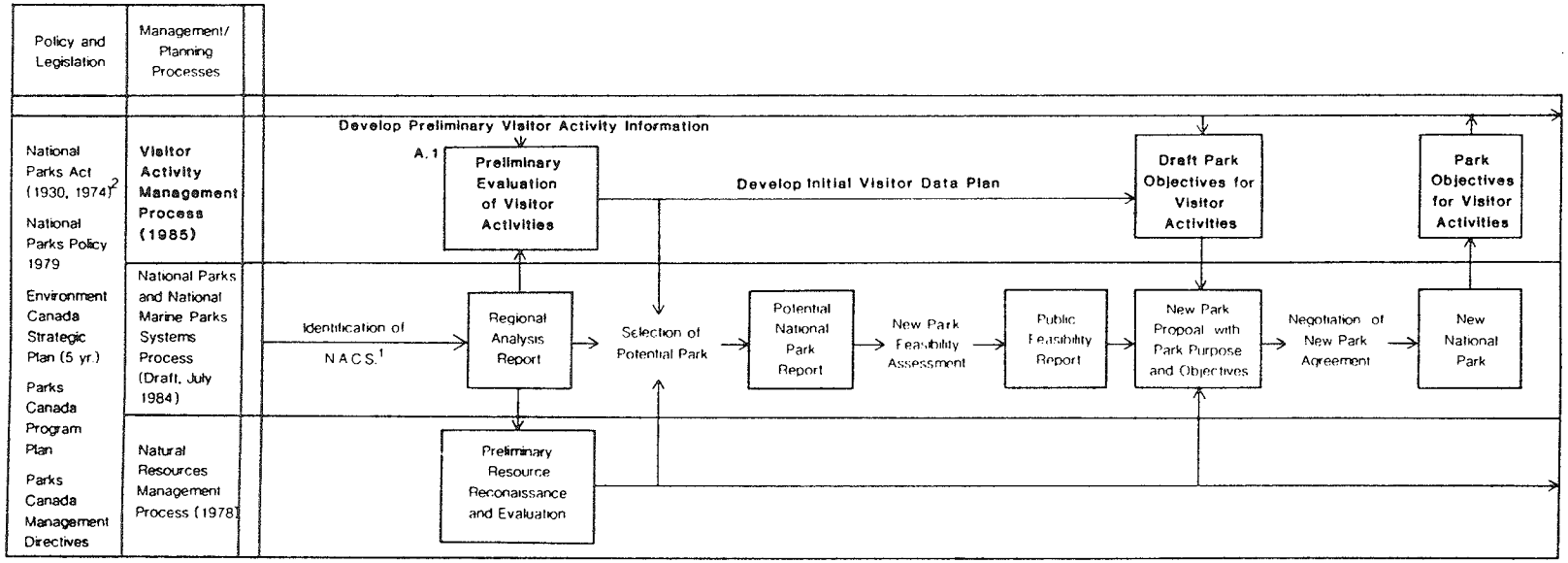


Figure 2

NEW PARK PROPOSAL

Visitor Activity Management Process: Relationship To New Park Proposal Development and Other Management Processes



1 N.A.C.S. Natural Area of Canadian Significance

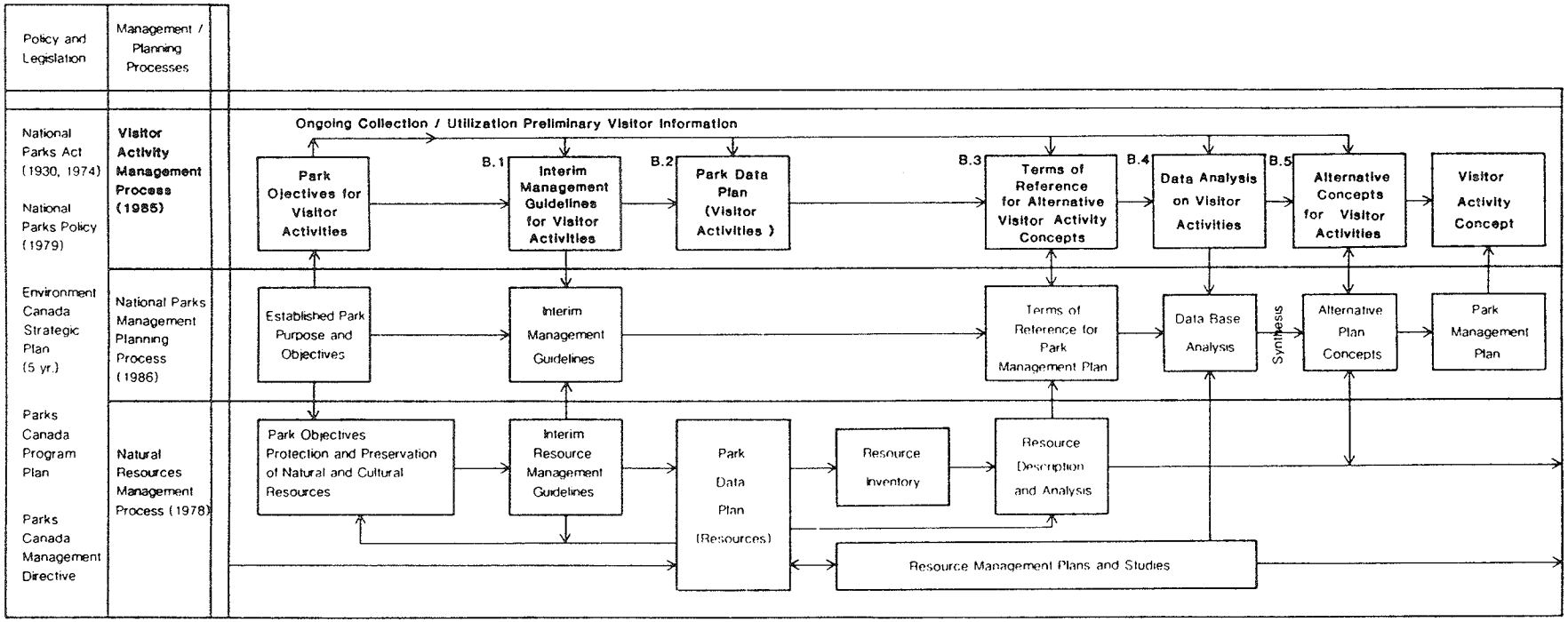
2 Office Consolidation National Parks Act, 1974 (R.S.,cN-13). Ministry of Supply and Services, 1978.

A.1 Refers to a section in the Visitor Activity Management Process Manual (1985) Parks Canada.

Figure 3

ESTABLISHED PARKS WITHOUT A PARK MANAGEMENT PLAN

Visitor Activity Management Process: Relationship To Other Management/Planning Processes

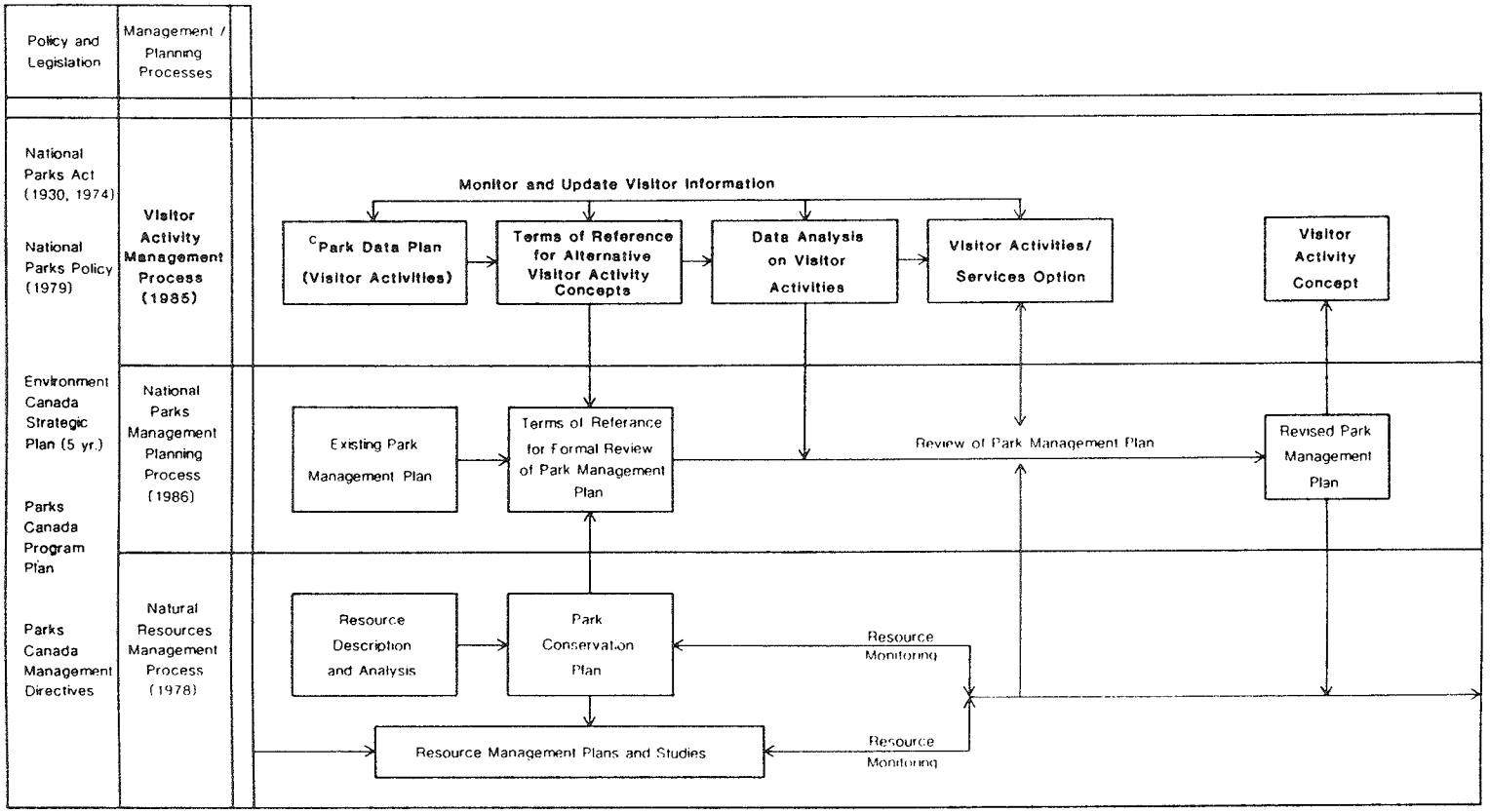


B.1-B.5 Refer to sections in the Visitor Activity Management Process Manual (1985), Parks Canada

Figure 4

ESTABLISHED PARKS WITH A PARK MANAGEMENT PLAN DEVELOPED WITHOUT VISITOR ACTIVITY MANAGEMENT PROCESS INPUT

Visitor Activity Management Process: Relationship To Other Management/Planning Processes

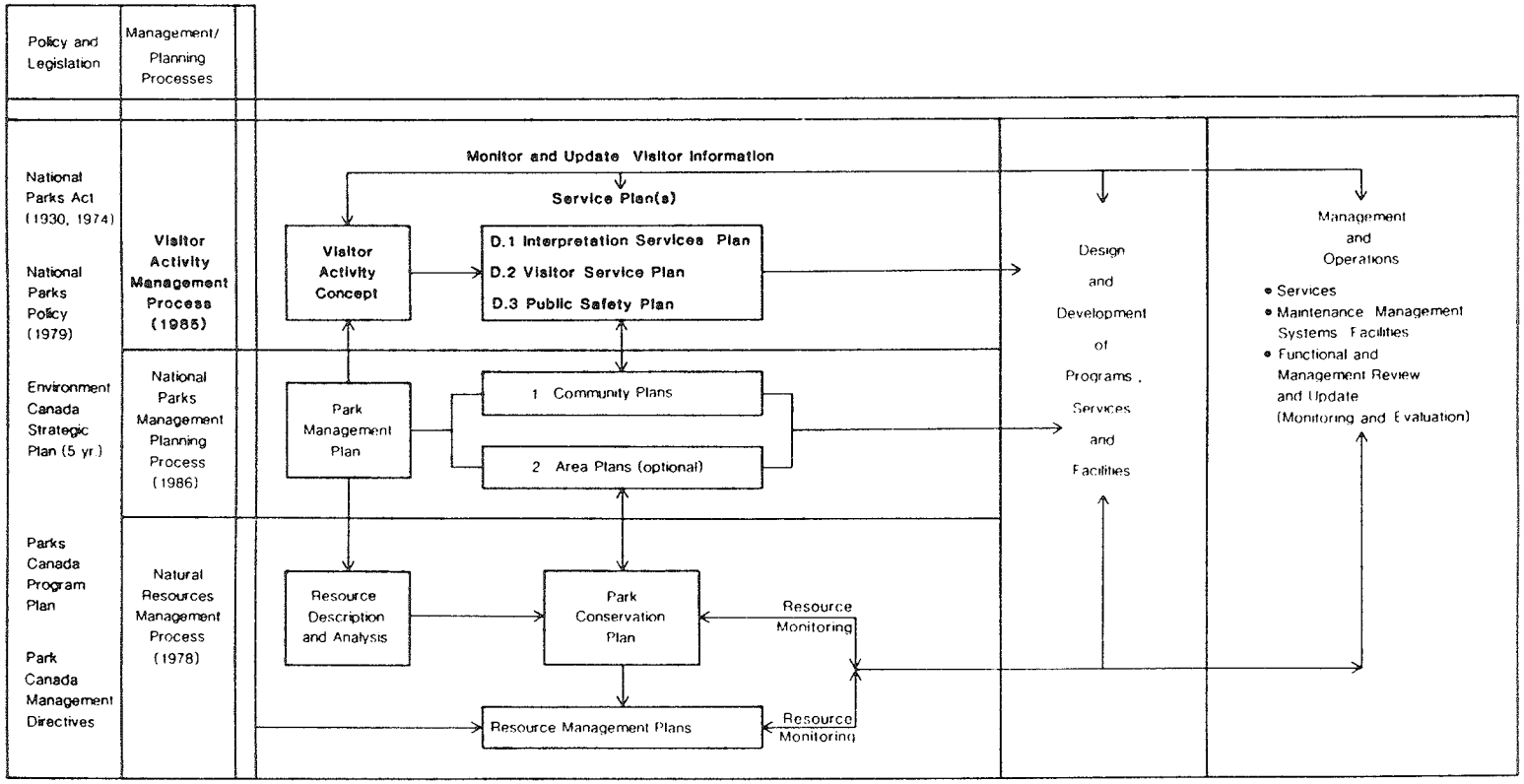


[C]For a description of this part of the process, see 'Description of Products' as per B2-B5

Figure 5

ESTABLISHED PARK WITH A PARK MANAGEMENT PLAN DEVELOPED WITH VISITOR ACTIVITY MANAGEMENT PROCESS INPUT TO SERVICE PLAN DEVELOPMENT

Visitor Activity Management Process: Relationship To Other Management/Planning Processes



D.1-D.3 Refer to sections in the Visitor Activity Management Process Manual (1985), Parks Canada

DEFINITIONS

1. Visitor Opportunity

A visitor opportunity can be defined as an opportunity to engage in a preferred activity such as hiking in a preferred setting, such as a remote area, to realize desired and expected satisfying experiences, such as physical exercise, isolation, and nature appreciation. Therefore, the three components of a visitor opportunity are: activity opportunities, setting opportunities, and experience opportunities.

Inspirational, educational or recreational experiences are usually expressed by visitors as the reason they come to a park, to engage in a preferred activity within a desired setting, e.g., an opportunity to explore a series of lakes with family or friends in an environment with a minimal evidence of human use or influence.

2. Visitor Activity

What visitors do in specific settings, according to their own interests and skills, with appropriate equipment and support facilities (e.g., canoeing, boat touring, birdwatching) which aids in understanding, appreciation and enjoyment of heritage.

3. Appropriate Visitor Activity

An appropriate visitor activity is defined as an activity consistent with Parks Canada policy and regulations. It is consistent with the stated park purpose and objectives, other visitor activities and is within the limits of safety and security. The activity occurs in a setting which is environmentally acceptable, e.g., motorboating on a specified Zone 5 lake.

4. **Market**

Existing and/or potential participants in specific visitor activities or services offered by the park.

5. **Market Segment**

A portion of the total market with similar characteristics, often defined by geographic origin, demographics, or style of participation in an activity against which a specific strategy can be applied.

6. **Target Market**

A priority market segment which becomes the focus of a strategy.

7. **Region**

The term 'region' is used in two ways in the manual. First, where specified, it is equivalent to the term 'tourism destination area'. Second, it refers to the geographic area surrounding the park and the tourism infrastructure, facilities and services found there as determined in Data Analysis on Visitor Activities (B.4).

8. **Seasonality**

Activity, setting, and experience opportunities may change drastically between seasons as a result of changes in the resource, travel restrictions, accessibility, and apparentness of the evidence of humans.

9. **Tourism Destination Area**

A geographic region with attractions and tourism facilities usually sufficient to draw large numbers of tourists and hold them in the area for one night or more. All national parks form part of larger tourism destination areas.

10. Visitor Services[1]

The objective of visitor services is to make park visits easy, interesting and enjoyable by initiating, developing, and managing facilities and programs which encourage appropriate recreational uses and activities. The visitor services function can be divided into four responsibilities:

(a)	reception	-	welcoming, orientation and information
(b)	recreation	-	activities and facilities
(c)	services	-	accommodation, supply and transportation
(d)	administration	-	programming and budgeting, user fees, visitor statistics, concession agreements, staff training

11. Interpretation[2]

Interpretation is any form of communication intended to stimulate in park visitors or potential visitors an interest, awareness and understanding of natural and historic resources of this country as represented by Parks Canada. It is achieved by making meaningful the relationships between people, things and events in relation to time and place.

12. Accident

An unplanned and uncontrolled event in which the action or reaction of an object or person results in personal injury or property loss.

13. Incident

An unplanned and uncontrolled event in which the action or reaction of an object or person has the potential to cause personal injury or property loss.

[1] Parks Canada Management Directive, Vol. 1, Part 6.1.4, 1979.

[2] Parks Canada, Operation Standards for Interpretation and Extension, 1978.

14. Natural Hazard

An objective physical danger inherent in the natural resources or natural resource processes of a park.

15. Subjective Hazard

Danger inherent in the behaviour of a person in reaction to a natural or man-made hazard.

16. Unusual Danger

A legal concept of negligence law. Demonstrating that an unusual danger exists is one of the conditions that must be satisfied in establishing negligence in an occupier's liability case. An unusual danger is the kind of danger that an occupier (e.g., Parks Canada) could not reasonably expect a visitor of the type that was injured to know of or discover for himself or protect himself against.

17. Visitor Activity Area

A geographic area which represents a setting in which appropriate visitor activities may occur. These areas are identified through the application of VAMP.

EXECUTIVE SUMMARY

This manual detailing the visitor activity management process supports the National Parks management process. Use of the visitor activity management process will provide a decision-making tool to enable managers to:

--identify opportunities for the public to understand, appreciate and enjoy heritage;
--assess market potential for the opportunities;
--plan, develop and operate services and facilities as part of a tourism destination area;
--evaluate effectiveness in meeting public needs and expectations.

Each stage of the visitor activity management process specifies for managers the approach to an information base required to meet their decision needs about the resources of the park and the visitor market. Resource information will be gathered primarily through the natural resource management process. Visitor information will be gathered in accordance with the steps defined in this manual.

This process can be applied in four contexts: new park proposal, established parks without a park management plan, established parks with a park management plan developed without VAMP input and established park with a park management plan developed with VAMP input to service plan development.

A. NEW PARK PROPOSAL

A.1 PRELIMINARY EVALUATION OF VISITOR ACTIVITIES

The first part of the visitor activity management process applies especially to new park establishment planning. When a Natural Area of Canadian Significance is selected and proposed as a National Park, management should evaluate the opportunities it presents for public understanding, appreciation and enjoyment of heritage. This preliminary visitor activity evaluation should be integrated with the initial resource study. Information on existing uses and on potential visitors and natural hazards contributes to park selection and establishment. This information will also be a base for preparation of the Park Purpose and Objectives statements.

Park objectives for visitor activities help Parks Canada prepare Interim Management Guidelines and provide direction for all later studies and plans for visitor activities.

B. ESTABLISHED PARKS WITHOUT A PARK MANAGEMENT PLAN

When a park is established, the visitor activity management process initially aids in the development of Interim Management Guidelines; specifically, Interim Management Guidelines for Visitor Activities. The visitor activity management process also contributes to the development of the Terms of Reference to Prepare Alternative Concepts for Visitor Activities which are an integral part of the "Terms of Reference" for the Management Plan Program. The former Terms of Reference direct the type of visitor information to be gathered, the plan scheduling, and the responsibilities for preparation of concepts. The Park Data Plan (Visitor Activities) presents a park specific program for the collection and updating of visitor activity data which will subsequently form part of the park data base.

The success of the visitor activity management process will depend largely on the quality of the Data Analysis on Visitor Activities. The data should indicate how people are using the heritage area and what the park's potential is in terms of visitor understanding, appreciation and enjoyment.

The data may also include details on attitudes of potential visitors, their local, national or international origins and their recreational, educational and social needs and demands.

This body of information can be synthesized in at least three concepts on how people can best understand, appreciate and enjoy the park. These Alternative Concepts for Visitor Activities are an integral part of the Synthesis and Alternative Plan Concepts stage of the Management Planning Process, and thus become a major input to the Park Management Plan.

C. ESTABLISHED PARKS WITH A PARK MANAGEMENT PLAN DEVELOPED WITHOUT VAMP INPUT

The Visitor Activity Management Process reflects the basic nature of understanding, appreciation and enjoyment by visitors to national parks, just as other inventory systems reflect their essential characteristics. The formal review of the Park Management Plan represents the opportunity to fully operationalize the Visitor Activity Management Process. This will require a thorough review and possible revision of the Park Management Plan to reflect the new understanding of the role of the park in promoting visitor understanding, appreciation and enjoyment. Initially, a Park Data Plan (Visitor Activities) should be developed. This presents a park specific program for the collection and updating of visitor activity data. The "Terms of Reference" for the formal 5-year review of the Park Management Plan represent the first step in integrating the visitor activity management process into an existing Park Management Plan. Data collected in developing the Park Management Plan or in other reviews form another source of information. The methodology to be utilized has been specified in Appendix B.2 through B.5.

D. ESTABLISHED PARK WITH A PARK MANAGEMENT PLAN DEVELOPED WITH VAMP INPUT TO SERVICE PLAN DEVELOPMENT

Following the formal review of the Park Management Plan, service plans can be developed. Service plans are a requirement for all Parks with Park Management Plans, and are directed by them. They evolve from the Park Management Plan. They may be produced as a single service plan or as 3 coordinated service plans. These are the Park Interpretation Service Plan, the Park Visitor Service Plan, and the Public Safety Plan. They are based upon the Concept for Visitor Activities approved in the Park Management Plan.

The Park Interpretation Service Plan is a plan to develop visitor appreciation and understanding of the Park's main heritage features and processes. It is a park-wide plan to guide development and management of interpretation services and facilities by visitor activity areas.

The Park Visitor Service Plan is a plan to develop opportunities for visitors to enjoy the Park. The main aspects of the plan are Park recreation, Park information and orientation, and Park support facilities and services (i.e., accommodation, transportation, etc.). It sets park levels of service, consistent with national policy, current program strategy priorities and regional/park resource levels.

The Public Safety Plan is an action plan to protect the visitor. There are two management concerns: the assessment of interpretation and visitor service plans for visitor risks and protection needs and the development of a plan or specific plans to deal with hazardous areas of activities (e.g., mountain climbing).

E. SERVICE/FACILITY/DESIGN AND DEVELOPMENT

Design briefs for park development are based on service plans, and should be consistent with the levels of service selected in these plans.

F. PARK OPERATIONS

Annual operations of parks are planned and scheduled by program and/or facility. They are presented as annual work plans for services and maintenance. To help managers keep park programs/operations up-to-date with public need and visitor demand, the management process requires ongoing Functional and Management Review and Update. This involves monitoring and controlling visitor and interpretation services and facilities through the use of performance indicators, periodic visitor studies, and operational, functional and plan reviews. This monitoring results in additions to the Park Data Base, updates of Operational Plans, and recommendations to the appropriate level of Management to change plans.

Each stage of the Visitor Activity Management Process is presented in more detail in the following pages.

A. NEW PARK PROPOSAL

The National Parks and National Marine Parks Systems Process Manual (Draft, July 1984), when completed, will guide Parks Canada from the identification of "Natural Areas of Canadian Significance (NACS)" to "National Park Establishment" and the approval of "Park Purpose and Objectives Statements".

Preliminary Visitor Activity Evaluation begins with provincial (territorial) agreement to assess a NACS as a "Potential National Park". It ends with options for visitor activities to the "New Park Proposal", used to establish the park.

NOTE: The Park Purpose and Objectives Statement description is found in the National Parks and National Marine Parks Systems Process Manual. Park Objectives for Visitor Activities, a component of the Park Purpose and Objectives Statement, will be developed as specified in this manual.

A.1 PRELIMINARY EVALUATION OF VISITOR ACTIVITIES

Purpose:

To assemble and analyze information on existing visitor activities, obvious opportunities and the existing and potential market for the proposed National Park area.

Direction:

1. Contributes to the criteria and options for selecting the best potential National Park from the sites in the Natural Areas of Canadian Significance (NACS) under study.

2. Identifies the more obvious visitor opportunities and the market segment to which they may appeal (e.g., local, regional, national, international).

3. Assesses local and regional socio-economic issues relative to the attraction of visitors and the potential impact of their activities.

4. Initiates the data-gathering process on visitor activities.

5. Develops preliminary appropriate visitor activity options for new park proposals which could be implemented by Parks Canada, the private sector, and the voluntary organizations.

Criteria/Constraints:

1. This is a limited first step. It is a general assessment of the visitor opportunity potential of a NACS from which options for possible visitor activities are developed for park proposal purposes.

2. It is based on readily available data and the basic studies needed to confirm establishment of the park.

3. Existing uses must be assessed.

4. It is done about the same time as the Preliminary Resource Reconnaissance and Evaluation stage of the Natural Resource Management Process.

5. Evaluations are limited to potential appropriate activities within regulations, Parks Canada policy and directives.

Methodology:

The major steps and their content are listed in the Appendix A.1.

Content and Format:

a) Purpose and Objective:

--as recommended in NACS designation, or
--as re-stated during potential park selection, or
--as agreed for preparation of the new park proposal.

b) Data Analysis:

1. Briefly identify source document(s) where data to conduct preliminary evaluation of visitor activities is located in each of five areas.

(i) Regional Situation
(ii) Existing Situation
(iii) Potential Visitor Activity Markets
(iv) Resource Base
(v) Environmental Hazards

Where necessary, note the limitations of this data base.

2. (i) A description with maps of the apparent opportunities for visitor understanding, enjoyment and appreciation as related to:
--special features (earth sciences, life sciences, cultural features);
--environmental hazard assessment and evaluation (risk assessment);
--location;
--access;
--quality of attraction;
--environmental considerations;
--compatibility with Park Purpose;
--harmony with traditional activities in the region;
--compatibility of visitor opportunities, both spatially and temporally.

(ii) overlays rationalized to identify potential visitor activity areas;

(iii) for each potential visitor activity area, list and describe potential theme(s) for presentation of heritage resources;

(iv) for each potential visitor activity area, list potential visitor activities and describe market segments in order to explain relation between potential visitor activity areas and potential market.

c) Issues:

An identification and discussion of issues (e.g., lack of data [visitors, markets, impact], financial resources) which stem from the analysis will be presented.

d) Options for Potential Visitor Activities:

A presentation of at least three preferred visitor activity options related to:

(a) themes;

(b) the appropriate opportunities for understanding, appreciation and enjoyment;

(c) target markets;

(d) the regional relationships (i.e., tourism destination area(s));

(e) potential cooperative actions with private enterprise, local organizations, and cooperating associations;

(f) service and facility requirements;

(g) general costs to develop and operate;

(h) revenue generation capability;

(i) recommendations re options and phasing of establishment.

e) Selection of Preferred Option

A description of the preferred option for new park proposal is recommended to National Park Systems Division by Visitor Services and Interpretation. Issues for additional research are included in this submission.

f) Park Objectives for Visitor Activities
(Appreciation, Understanding, and Enjoyment of Park Resource):

These objectives will include:

- reference to opportunities for appreciation, understanding and enjoyment of the park's major natural and cultural themes and resources;

- reference to public needs, types of park experiences and uses (recreation, interpretation, education, transportation, science, tourism), and park operations; and provision of facilities and services related to these in a manner that reinforces the particular character of the park; and

- the rationale for provision of these opportunities and facilities and services.

Approval: Recommended by Chief, Park Systems Planning.
Reviewed by Chief, Interpretation and Visitor Services.
Approval by the Director, National Parks Branch as a part of the "New Park Proposal".

Implementation: When the proposal is accepted, the preliminary evaluation is used as a basis for the development of Interim Management Guidelines for Visitor Activities.

B. ESTABLISHED PARKS WITHOUT A PARK MANAGEMENT PLAN

The Parks Canada Management Planning Process describes the following stages to produce Park Management Plans:

--Interim Management Guidelines
--Park Data Plan (Visitor Activities)
--Terms of Reference for the Planning Program.
--Data Assembly and Analysis.
--Synthesis and Alternative Plan Concepts.
--Park Management Plan and Summary.

The Visitor Activity Management Process builds on this process. In order to make good decisions about opportunities for public understanding, appreciation and enjoyment, managers need:

B.1 Interim Management Guidelines for Visitor Activities.

B.2 Park Data Plan (Visitor Activities).

B.3 Terms of Reference to Prepare Alternative Visitor Activity Concepts.

B.4 Data Analysis on Visitor Activities.

B.5 Alternative Concepts for Visitor Activities.

B.1 INTERIM MANAGEMENT GUIDELINES FOR VISITOR ACTIVITIES

Purpose:

To guide management of visitor activities in the National Park before the Park Management Plan is completed.

Direction:

1. Guides the provision of basic and essential levels of service while the Park Management Plan and Park Service Plans are being prepared.

2. Ensures interim visitor activities are:

   a) not detrimental to environmental or scenic values, and;

   b) appropriate to short-term use, without long-term commitment.

3. Provides an early visitor information service for existing visitors.

4. Provides for the collection of basic visitor data needed before the management plan is finished.

Criteria/Constraints:

Guidelines must be:

1. Consistent with Parks Canada Policy and the Park Purpose and Objectives Statement and Park Objectives for Visitor Activities.

2. Subject to the findings from the Preliminary Resource Evaluation, the Interim Resource Management Guidelines, and Preliminary Visitor Activity Evaluation stages.

3. Included in the Interim Park Management Guidelines.

4. Developed with respect for negotiated agreements.

5. Phrased at this stage to include appropriate existing activities or others with minimum resource impact.

6. Sufficiently detailed to direct preparation of an Operational Plan and Annual Work Plans for the interim period.

Methodology:

The Interim Management Guidelines are, in effect, a combined interim Park Management Plan and Park Service Plans for Interpretation, Visitor Services and Public Safety.

Content and Format:

As a part of the Park Interim Management Guidelines, in a form suitable for distribution to the public, they have three parts:

1. The Park Objectives for Visitor Activities should be included as part of the Park Purpose and Objectives Statement.

2. Interim Guidelines for Visitor Activities include:

    a) a brief description of:

        (i) the visitor activities which will be provided, and the target markets which will be catered to by season (with reasons);

        (ii) the relation to and likely impact on the regional economic, social and recreational situation;

(iii) the relationship to private sector operations, fees and promotional activities as well as to potential cooperative activities.

3. Interim objectives and service guidelines for:

(i) an information/reception system;
(ii) interpretation services;
(iii) extension services;
(iv) recreational services and facilities;
(v) safety, security, and law enforcement measures;
(vi) support services (accommodation, food outlets sanitation needs, transportation needs, etc.).
(vii) cooperative activities (volunteers, cooperating associations, cooperative research).

Approval:

Reviewed and approved as a part of the Park Interim Management Guidelines.

Implementation:

--by Superintendent through MYOP and Work Plan.

B.2 PARK DATA PLAN (VISITOR ACTIVITIES)

Purpose:

To prepare a park specific program for the collection and updating of visitor activity data which will subsequently form part of the park data base.

Direction:

1. States the data needed.
2. Identifies who should collect data; park staff, in-house studies, areas requiring outside specialists, field studies, and special research studies.
3. Determines how and when data will be collected, organized, stored and recalled.
4. Presents specifications for a Park Data Bank (Visitor Activities) for the input, storage, manipulation and retrieval of visitor activity data.

Criteria/Constraint:

1. The park data plan (visitor activities) is designed to support the entire visitor activity management process from Park Establishment to development, management of facilities and services and eventual plan updating.
2. Proposed studies involving any public surveys must be cleared through Regional Socio-Economic Division and Headquarters Socio-Economic Branch to ensure compliance with internal directives and external authorities (e.g., access to information privacy acts, Treasury Board regulations).
3. The Park Agreements, the Park Purpose and Objectives Statement and Interim Management guidelines are to be recognized and respected.
4. Park specific visitor activity profiles, mapping scales, methods of data collection and storage should be standardized and compatible.

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5. A key source of data for visitor activities will be from profiles on appropriate visitor activities prepared nationally. Site specific profiles must be developed using local and regional data sources as well as national visitor activity profiles (e.g., bus tours, canoeing, tent camping).
6. Resource data is provided through the Preliminary Reconnaissance and Evaluation and the Resource Description and Analysis as it becomes available through application of the Natural Resource Management Process.
7. All data collection is costed and priorized to ensure public monies realize tangible benefits in terms of park objectives.
8. The data base should be readily accessible at the park.
9. The data should be understandable to park staff of divergent backgrounds (i.e., visitor services officers; park interpreters; park, regional and headquarters specialists and natural resource managers).
10. A schedule and/or criteria for updating the data base must be included.

Data Assembly Description

Describe in order of priority, data which needs to be assembled from existing sources, on-going data collection processes which should be initiated in order to develop park data bank (visitor activities), and specific studies required:

a) for the preparation of Alternative Concepts for Visitor Activities;
b) to support decision making regarding visitor activities during preparation of the Park Management Plan;
c) to support the preparation of service plans;
d) for reviews of the Park Management Plan, Service Plans, as well as Functional and Management Reviews.

Methodology:

See Appendix B.2.

Content and Format:

1. Introduction. Summarize the Park Objectives and the Park Visitor Activities Objectives presented in the Interim Management Guidelines. Identify major gaps in the existing data base, visitor activity management issues, major study/research needs and the most significant visitor activity markets.

2. Data Requirements. Establish, describe and priorize data requirements in terms of regional context, existing use of park, profiles on visitor activities, resource opportunities, environmental hazards.
   This section will include a clear statement of the objective(s) for the collection of each category of data (e.g., regional context, existing use of park, profiles on visitor activities, resource opportunities, environmental hazards). This section will also present specifications for Park Data Bank (Visitor Activities) for input, storage, manipulation and retrieval of visitor activity data.

3. Sources. Document the principal source(s) of existing data including specialized, libraries, institutes, computer data banks, maps, contact persons, agencies.

4. Schedule. Include a schedule for the implementation and revision of the Park Data Plan (Visitor Activities) and summarize by fiscal year resource requirements. The schedule should initially cover a period of not more than 5 years.

Approval:

Review of plan and content by Regional and Headquarters Chiefs of Interpretation and Visitor Services. Review of plan and methodology by Regional Chief of Socio-Economic Division and by Director, Socio-Economic Branch and in some cases approval by Statistics Canada. Maintenance of

data base will need to comply with organizational directives, government legislation and Treasury Board requirements.

Implementation:

Data Assembly by--park staff
--Regional and Headquarters staff upon request
--Annual Work Plan
--MYOP if long term
--PIPS to obtain resources, with functional review by Director - Socio-Economic Branch
--Chief Visitor Activities

B.3 TERMS OF REFERENCE TO PREPARE ALTERNATIVE CONCEPTS FOR VISITOR ACTIVITIES

Purpose:

To prepare alternative concepts for visitor activities, on the basis of an approved planning schedule, a sound data base, on-going data collection, analysis, synthesis, and monitoring of visitor use.

Direction:

1. Sets the scope of the visitor activities concepts in terms of the issues to be addressed and detail to be covered.
2. States availability of existing data re visitor activities.
3. States additional data needed.
4. Identifies who should collect additional data; in house studies, areas requiring outside specialists, field studies and special research studies.
5. Directs how and when data will be synthesized into Alternative Concepts for Visitor Activities.
6. Directs what limits to respect for needed financial and human resources in order to prepare the concepts.

Criteria and Constraints:

1. Controlled by the Terms of Reference for the Management Planning Program, and the Park Objectives for Visitor Activities.

2. May include special data requirements to meet the provisions of negotiated agreements.

3. The planning program is limited to appropriate visitor activities recognized in national policy and regulations.

4. A monitoring process is required to keep time and cost commitments of the data gathering process within acceptable limits.

Format and Content:

These Terms of Reference should be prepared as an integral part of the Terms of Reference for the Management Planning Program. Interpretation and Visitor Services staff prepare and negotiate them to address their special responsibility. They will be guided by the above objectives, criteria and constraints, and the requirements of the Management Planning Program. (Refer to the National Park Management Planning Process Manual for more details.) Methodology is subject to functional review by Socio-Economic Branch.

Approval:

Review as per Management Planning Terms of Reference.

Approved by: The Regional Director as part of the Management Planning Terms of Reference or by the Park Superintendent and/or the Assistant Regional Director if prepared as a special sub-activity work program.

B. 4 DATA ANALYSIS ON VISITOR ACTIVITIES.

Purpose:

To establish the data base and to analyze the data in order to produce Alternative Concepts for Visitor Activities and subsequent development and management of park services as well as eventual review and update of the management plan.

Direction:

1. Reviews the role of the park in its regional setting and/or its tourism destination area.

2. Assesses existing and potential park use.

3a. Describes profiles of appropriate visitor activities, which define the setting and visitor needs for each activity, as well as the market and demand.

3b. Identifies tourism and visitor activity trends affecting the park.

4. Identifies park heritage resource opportunities for public understanding and enjoyment.

5. Reviews and updates inventory of Environmental Hazards.

6. Researches current and potential private and voluntary sector services to park visitors.

Criteria and Constraints:

1. Data assembly is guided initially by the "Terms of Reference" and the Park Objectives for Visitor Activities and Park Data Plan.

2. Market and public impact data will be collected and analyzed as issues are identified throughout the management process.

3. Additional studies involving any public surveys must be cleared through Regional Socio-Economic Division and Headquarters Socio-Economic Branch to ensure compliance with internal directives and external authorities (e.g., access to information privacy acts, Treasury Board regulations).

4. Additional resource data for analyzing opportunities in the park is provided through the Resource Inventory and Resources Description and Analysis of the Natural Resource Management Process.

Content and Format:

Five categories of data are assembled as part of the inventory:

1. Regional Context:

   --Determination of the "region" for the park (e.g., role in tourism

destination area concept).

--A compilation of the socio-economic structure of the region adjacent to the park, especially its regional tourism infrastructure in terms of capability to support the park, weaknesses that affect the park and foreseeable changes. It should include a geographic display with maps for those management issues that involve geographic distribution of market, recreational/educational activities, services and facilities.

--Include data that positions the park vis-a-vis other parks and tourist attractions in the region in terms of tourism patterns, similar experiences, complementary services, etc.

--Estimates and forecasts of the demand for the park as a whole, the international share of the demand of importance to the park, the local, national and international share of the demand, etc.

Park specific data includes:

(a) regional, educational, recreational, social and economic activities of importance to the tourism destination area and the park.

(b) specific services and facilities that serve or could serve park visitors, and which the park provides to the region.

2. Existing Use of the Park:

--compilation of all the existing recreational, educational, social and economic visitor-related activities within the park.

These data include the following:

(a) an inventory of existing visitor activities and their locations.

(b) an inventory of existing support services and facilities for each activity, or group of activities.

(c) analyses of existing levels of use:
e.g.,--numbers
--frequency
--duration

(d) analyses of the existing market condition for each activity:
e.g.,--over and under demand
--relationship to other activities in the region
--Parks Canada ability to provide for activity
--other public and private sector capability to complement or compete.

(e) statements of socio-economic importance to the park, to the region, to other agencies. (See S.E.B. Directive.)

3. Profiles on Visitor Activities:

--a description of the major types of visitor activities which are compatible with the Park Objectives for Visitor Activities.

--these profiles include the following:

(a) description of the activity.

(b) the essential physical and biological elements necessary to accommodate the activity (setting).

(c) types of participation (i.e., skills and equipment).

(d) levels of participation (numbers, ages, location, etc.).

(e) the wants, need for support services of the participants (access, accommodation, sanitation, etc.).

(f) maximum and minimum levels of service for the activity as it is or may be provided (relates to market segment to be served).

(g) the public safety and security implications.

(h) market data;

--current and anticipated level of participation in existing activities.

--demography of existing and expected visitors.

--the importance each market segment places on participating in activities and achieving benefits in their park visit.

--demands for facilities, services, access modes and locations by each segment.

--prior knowledge of the park by each segment.

--impact of national and international tourism.

--socio-economic, technological, management practice, support services and other factors which may influence visitor attitudes to the activities.

4. Resource Base:

This identification includes the following:

a) areas and features best able to illustrate the heritage themes of the park;

b) areas best able to accommodate the potential activities;

c) environmental considerations to be dealt with as determined by Resource Management Plans and the Resource Description and Analysis.

5. Environmental Hazards:

Inventory the natural and subjective hazards of the park and anticipated public safety problems. Develop a list of services which exist in the area which could be useful to the park public safety program.

Approval:

Review of the process and content by the Regional and Headquarters Chiefs, Interpretation and Visitor Services. Review of the process and methodology by the Director, Socio-Economic Branch and in some cases approval by Statistics Canada. Maintenance of the data base will need to comply with organizational directives, government legislation and Treasury Board requirements.

Implementation:

a) Data Analysis--by the planning team
--by park staff
--by Regional and Headquarters staff upon request.

b) Research --MYOP if long term
--PIPS to obtain resources, with functional review by:
Director, Socio-Economic Branch and
Chief of Visitor Activities

c) Special Studies--may be indicated for complex activities or areas to be done by Engineering and Architecture, Socio-Economic Branch and Visitor Activities. It should be included in MYOP or PIPS.

B.5 ALTERNATIVE CONCEPTS FOR VISITOR ACTIVITIES

Purpose:

To produce alternative plan concepts for the Park Management Plan which address public understanding, appreciation and enjoyment of the park.

Direction:

1. Develops 3 good concepts for Interpretation, Recreation, Reception and Major Support Services and Facilities which meet the Park Objectives for Visitor Activities.

2. Selects the best concept, in terms of identified issues and the data base.

Criteria and Constraints:

1. Alternative Concepts for Visitor Activities must be timely, economical and consistent with: Parks Canada policy and legislation; the Park Purpose and Objectives Statements; and the "Terms of Reference" for the Management Planning Program.

2. These concepts contribute to the Management Planning Process by identifying the visitor use component of it. Final analysis during the Alternative Plan Concepts stage will determine which concept is most suitable.

Methodology:

See Appendix B. 5.

Content and Format:

The Content and Format should include the following:

1. An introduction touching on:

   (a) the objectives of the concepts;
   (b) source and status of basic data;
   (c) relation to negotiated agreements;
   (d) changes in historic use of the area and previous developments;
   (e) main approaches to development of the Alternative Concepts.

2. A re-statement of the Park Objectives for Visitor Activities, public understanding, appreciation and enjoyment.

3. A description for each Alternative Concept for Interpretation, Recreation and Major Support Services and Facilities with objectives and conditions, using:

   (a) Charts--what appropriate visitor activities tie to what park themes--the existing and projected visitor demand--the availability of these in the regional setting.

   (b) Maps and description of:

   --the areas best able to illustrate heritage themes.
   --the areas best able to accommodate recreational activities.
   --areas of environmental hazards.
   --areas accessible and suitable for development.
   --areas where natural resource impacts would be held to acceptable levels.

4. An outcome of the analysis will be an identification of issues (e.g., lack of data or services, inappropriate activities, resource sensitivity, regional sensitivity, regional socio-economic concerns). Issues requiring further research will be priorized. Issues requiring clarification regarding levels of services will be addressed in the identification of alternative concepts.

5. Brief analysis of the proposed concepts and their ability to provide solutions to the issues and considerations in the data base, in terms of:

   : Park Purpose and Objectives;
   : public education and enjoyment benefits;
   : appropriateness of each visitor activity;
   : natural resource impact;
   : success in serving visitor demand;
   : existing vs. new services;
   : trends in public use and in technology;
   : national thrusts (i.e., tourism, energy, the economy, etc.);
   : regional, economic (costs/benefits) and social impact and relationship to tourism destination area;
   : seasonal vs. year-round use;
   : agreements;
   : costs (Capital and O & M) and revenue generation;
   : public vs. private sector service.

6. Recommendations on the most appropriate concept.

Approval: Review by the Functional Chiefs in Region and Headquarters as a part of the review of the Management Plan Alternative Plan concepts. Final approval of the Management Plan Alternative Plan Concepts by the A.D.M. upon recommendation of the Park Superintendent, Regional Director and Director of National Parks Branch.

Implementation:

1. Implementation is controlled by the Terms of Reference. The recommended Alternative Concept for Visitor Activities when approved as a part of the Park Management Plan directs the MYOP and PIPS for:

   --service planning;
   --additional area planning;
   --additional data collection.

   If the Concept for Visitor Activities is produced as an interim plan to guide interpretation, visitor services and public safety, then upon approval, MYOP and PIPS are prepared for priority and funding approval.

C. ESTABLISHED PARKS WITH A PARK MANAGEMENT PLAN DEVELOPED WITHOUT VAMP INPUT

The Visitor Activity Management Process reflects the basic nature of understanding, appreciation and enjoyment by visitors to national parks, just as other inventory systems reflect their essential characteristics. The formal review of the Park Management Plan represents the opportunity to operationalize fully the Visitor Activity Management Process. This will require a thorough review and possible revision of the Park Management Plan to reflect the new understanding of the role of the park in promoting visitor understanding, appreciation and enjoyment. Initially, a Park Data Plan (Visitor Activities) should be developed. This presents a park specific program for the collection and updating of visitor activity data. The "Terms of Reference" for the formal 5 year review of the Park Management Plan represent the first step in integrating the visitor activity management process into an existing Park Management Plan. Data collected in developing the Park Management Plan or in other reviews form another source of information. The methodology to be utilized has been specified in Appendix B.2 through B.5.

D. ESTABLISHED PARK WITH A PARK MANAGEMENT PLAN DEVELOPED WITH VAMP INPUT TO SERVICE PLAN DEVELOPMENT

Park service plans interpret the direction of Park management plans, to say what visitor activities are to be provided, where in the park, under what general conditions, and according to what priorities. Park Service Plans direct how visitor activities will be accommodated in terms of services and facilities. Park Service Plans set out reasonable options for delivering an appropriate amount, kind and quality of service to park visitors (levels of service).

The service plan is essential for design, development and change of facilities (e.g., statements of user requirements), for defining visitor research to monitor and improve services, for development of annual service schedules, and for assigning human and financial resources to the development and delivery of services.

Once a Park Management Plan has been approved, implementation may be on an area basis (e.g., visitor activity area plan) or on a park-wide basis for each sub-activity (Interpretation, Visitor Services, Public Safety). There is also the possibility that one Service Plan can be produced for all sub-activities in some small parks, or in a park with closely integrated services. The decision as to which format to pursue should be guided by direction from the park management plan and its implementation strategy.

The three Service Plans will have the same life as the Park Management Plan. More frequent changes to these plans may be required prior to the formal review of the Park Management Plan if visitor demand changes, or priorities for services change. Such changes, however, should not be contrary to the Park Management Plan. The Regional Director approves interim changes upon recommendation of the Park Superintendent.

D.1 INTERPRETATION SERVICE PLAN

Purpose:

To provide direction for services to help visitors and potential visitors understand and appreciate the Park's purpose and the natural and cultural heritage within the Park.

Direction:

1. Determines priorities for presentation of natural and cultural themes identified in the Visitor Activity Concept of the Park Management Plan.

2. Specifies target markets for Interpretation Services.

3. Specifies the specific messages for each theme for specific locations for specific target markets.

4. Specifies the public and private sector mix of services and media for visitors, potential visitors and interested groups outside of parks.

5. States requirements for design and development of services and media.

6. Guides annual presentation of self-guiding and guided services to the public, including volunteers and private sector services.

Criteria and Constraints:

1. The Interpretation Service Plan is guided and controlled by the Parks Canada Policy and Management Directives and the approved Visitor Activity Concept contained in the approved Park Management Plan.

2. Due to the scale of planning that may be required at this stage, interpretation service concepts, visitor activity area plans and/or media concepts may be planned in phases. Each of these must be approved.

3. The Interpretation Service Plan must be co-ordinated with and be complementary to the other Park Service Plans (e.g., Visitor Services).

4. The service objectives for Interpretation are provided in the Operational Standards for Interpretation and Extension (1978). Plans should address:

   --visitor awareness of heritage and human/resource interactions;
   --orientation of park visitors to heritage values;
   --preparation of visitors to understand their heritage surroundings while engaging in their activities;
   --maintenance of an active dialogue with the visitor;
   --communications requirements of other services best presented through Interpretation Services.

Methodology:

See Appendix D.1.

Content and Format:

The plan is prepared in narrative form under appropriate headings. Maps will show feature/theme relationships, visitor activity areas, existing and proposed visitor facility developments, specific locations for interpretation services when they are identified, etc.

Headings will include:

0. Signature and Approval Page.

1. Interpretation Objectives and direction from Park Management Plan.

2. Guidelines and direction through the Terms of Reference.

3. Themes, Messages and Locations Analysis.

4. Market Analysis.

5. Existing Services Analysis.

6. Interpretation Service Concept(s)
   a) in-park
   b) extension audiences.

7. Recommended priorities and implementation strategy.

   The priorities and the strategy for overall implementation will also be included. These should address:

   : The requirements for data/research.
   : The next phases of planning, design and development.
   : The requirements of and for other associated services (e.g., resource conservation, visitor services, maintenance, etc.).
   : The level of personal services.
   : The terms of reference for evaluation activities.
   : Recommendations for possible adjustments to the park management plan.

Approval: Review by Regional Functional Chiefs and H.Q. Chief of Interpretation and Visitor Services. Recommendation by Park Superintendent. Approval by Regional Director.

Implementation:

1. MYOP - The 5-year forecast for priorities for development and provision of services and media.

2. PIPS - The identification, substantiation, phasing and approval of capital projects.

3. Annual work plan--annual services to be offered;
   --park or region in-house planning and design;
   --park or region evaluation and research.

D.2 VISITOR SERVICE PLAN

Purpose:

To direct the supply of visitor services and facilities so that visitors may enjoy the park's significant natural and cultural heritage.

Direction:

1. Determines priorities for offering the recreational activities approved in the Visitor Activity Concept of the Park Management Plan.

2. Selects target markets for Visitor Services.

3. Specifies the public, private and voluntary sector mix of services and facilities.

4. States requirements for subsequent design and development of public, private and voluntary sector services and facilities.

5. Guides annual provision of services to the public.

Criteria and Constraints:

1. Plan preparation is guided and controlled by Parks Canada Policy, Directives, Manuals on levels of service, and the Park Management Plan.

2. The plan must be co-ordinated with and be complementary to other Park Service Plans (e.g., Interpretation).

3. It must complement plans for recreational services and facilities in the public, private and voluntary sector in the park's region (e.g., tourism destination area).

4. Information for this plan requires visitor and resource research and analysis of:

   : visitor activity profiles;
   : visitor demand (and projections);
   : Visitor Services costs and revenues, and
   : regional relationships.

Methodology:

See Appendix D.2.

Content and Format:

The plan is prepared in narrative form under appropriate headings such as:

0. Signature and Approval Page.

1. Executive Summary.

2. Visitor Service Objectives

   --Park Visitor Service objectives for recreation, visitor reception, park-wide support services.

3. Analysis

   --definition of the visitor activity areas, their objectives, the visitor activities, market and site requirements.

   --discussion of the options for delivery of services and support facilities inside and outside the park where applicable.

4. The Visitor Services Plan

--the type and quantity of services and facilities with objectives and statements of user requirements for each visitor activity area.

--maps locating visitor activity areas, recreational activities, services and facilities.

The supporting data becomes part of the Park's data base.

5. Implementation Strategy

The priorities and the strategy for overall implementation will also be included. They should be presented in such a way that they can be inserted directly into MYOP, PIPS or a Work Plan. These should address:

: The requirements for data/research.
: The next phases of planning, design and development (e.g., priorities, scheduling, responsibilities).
: the research support and comment from other associated services (e.g., resource conservation, interpretation, works, etc.).
: The plan for use of human resources to provide services.
: A schedule for monitoring and evaluation.
: Recommendations and justification for possible adjustments to the Park Management Plan.

Approval: Review by Regional Functional Chiefs and Headquarters Chief of Interpretation and Visitor Services. Recommendation by Park Superintendent. Approval by Regional Director.

Implementation:

1. MYOP - The 5 year forecast for:

   (i) priorities for development and provision of services and facilities;

   (ii) priorities for collection of additional data on visitor activities.

2. PIPS - the identification, substantiation, phasing and approval of capital projects.

3. Annual Work Plan: --annual services to be offered;
   --park or region in-house planning research and design;
   --park or region evaluation and research.

D.3 PUBLIC SAFETY PLAN

Purpose:

To provide a documented approach to planning for the provision of visitor accident prevention and search and rescue services in national parks.

Direction:

1. Describes and rationalizes park public safety programs and activities.

2. Identifies public safety problems and concerns.

3. Presents a reasoned course of action to resolve public safety problems.

4. Provides estimates of manpower and fiscal resources required to implement the plan.

Criteria/Constraints:

1. The Public Safety Plan is prepared on the basis of direction given in the Park Management Plan with special attention given to data collected on Environmental Hazards. Ongoing monitoring programs and activities established through implementation of Interim Management Guidelines may require additional data.

2. The plan establishes overall objectives for the park's public safety program consistent with program and branch policies on public safety.

3. The plan is produced in consultation with Interpretation and Visitor Services to ensure that public safety is an integral concern in planning.

4. The plan is reviewed and updated annually.

Methodology:

A discussion of methodology is found in Appendix D.3.

Content and Format:

The plan is prepared in narrative form under headings such as:

1. Signature and Approval Page.

2. Public Safety Objectives.

3. The Public Safety Organization.
   Describe the roles and responsibilities of park staff to provide public safety services.

4. Existing Levels of Service

   Describe and provide a rationale for existing accident prevention and search and rescue services. Describe existing search and rescue training standards.

5. Public Safety Problems and Concerns

   List existing public safety problems in order of priority. Describe their nature and the reasons they are considered significant. Describe the remedial action proposed including estimates of manpower, O & M and capital costs and training requirements.

Approval: Review and recommendation by the Park Superintendent, Assistant Director, Operations, Regional Chief of Resource Conservation, other Regional Chiefs as required.

Approval by Regional Director.

Implementation:

MYOP - The 5-year forecast for human and financial resources required.

Annual Work Plan - Annual program and schedules for provision of safety and security.

E. DESIGN AND DEVELOPMENT

The Park Management Plan states the major services and facilities to be provided in the park. Park Service Plans state the total services and facilities required to support visitor activities. At the Design and Development phase of Park Management, responsibility and the processes to be followed depend upon the service and facility to be produced.

E.1 FACILITIES

Provision for design and development of access, accommodation and visitor facilities rests with Program Management Branch and its processes. A basic requirement is the "statement of user requirements" or "project briefs" which should be drawn directly from the appropriate park service plan.

E.2 MEDIA

Design and development of Interpretation and Information media follow processes suitable for each of the media - e.g., publications, exhibits, A/V, etc. Approval of designs and development are tied to the financial approval process at the park, region, H.Q. levels. The vehicle for design and development scheduling, approval and resourcing continues to be MYOP and PIPS.

F. OPERATIONS

The programs for visitor activities are planned and scheduled by service and/or facility. Major elements are:

(i) Services:
- the organization of services
- the selection and training of staff
- the scheduling of services
- the cooperative arrangements with the private sector, cooperating associations, etc.
- planning and production of new services.

(ii) Maintenance
- as per the Maintenance Management System based upon the requirement for services.

(iii) Functional and Management Review and Update
- based on management and service objectives with performance indicators
- review can be
  - functional review
  - regular monitoring of services
  - evaluation of specific services and facilities
  - resource studies re visitor use
  - regional relationship studies
  - comprehensive socio-economic, marketing and tourism studies.

Note:

The need for the identification of human and financial resources, and the scheduling of these functions should be identified through the Service Plans.

APPENDIX A: METHODOLOGY: NEW PARK PROPOSAL

A.1 PRELIMINARY EVALUATION OF VISITOR ACTIVITIES

1. Objectives:

Preservation objectives are defined during NACs designation. Draft visitor activity objectives are stated during the potential park selection stage and they are redefined during preparation of the new park proposal.

2. Terms of Reference:

Terms of Reference are prepared by the potential park study team and by the new park proposal project team during both the park selection and park establishment phases.

They are statements of the data and analysis needed as well as criteria to be applied to identify opportunities and to produce visitor activity options.

3. Data Analysis

(a) (i) Regional Context

Gather and organize data on the type, quantity and location of existing and potential educational and recreational activities, services and facilities in the region surrounding the park that could affect or support potential park visitor activities (e.g., tourism promotions and attractions). Recorded instances of regional expectations, concerns and past actions are part of these data (e.g., traditional hunting and fishing, tourism plans, etc.).

A listing of public views and concerns on visitor activities recorded to date.

(ii) Existing Uses:

Gather and organize data on the historic and current patterns and use levels of activities in the proposed park area, including social and economic activities (e.g., fairs, picnics, camping, tours, hunting, etc.).

(iii) Profiles of Potential Appropriate Visitor Activity Markets

Prepare a general description of each of the potential visitor activities in the potential or proposed park. The description addresses:

: preliminary identification of potential visitor activities;
: the total potential market (i.e., numbers, location);
: market segments to be served (i.e., skill by levels);
: preferred settings for potential appropriate visitor activities;
: type of support services and facilities needed; and
: trends in the activity in the region, nationally, or internationally.

(iv) Resource Data

The resource data gathered to date during the NACS selection stage is organized to assist in preliminary theme development and to identify settings for appropriate educational and recreational visitor activities.

(v) Environmental Hazards

Inventory the natural and subjective hazards of the park and anticipated public safety problems. Develop a listing of services which exist in the area which could be useful to the park public safety program.

(b) (i) Determine which visitor opportunities occur within the region which need not be duplicated in the park. This includes a comparison of potential market with regional opportunities in order to determine visitor opportunities within the park.

(ii) Existing Situation:

- Determine and map the current provision and use by season of existing educational, recreational, social and economic activities, services and facilities, and the potential opportunities and conflicts with proposed appropriate visitor activities.

(iii) Opportunity Potential:

- Determine and map potential sites for educational and recreational activities.

- Assess potential private sector opportunities for development within and around the park.

(iv) Heritage Resources:

- Determine and map life sciences, earth sciences, cultural features, hazards and special features - geographically and temporally (natural cycles).

(v) Management Direction:

- Determine and map existing policies, plans and agreements (e.g., lease holds, deed restrictions, institutional seasons).

(vi) Identify Potential Visitor Activity Areas:

(a) Identify by reviewing regional situation, then overlaying maps (existing situation with opportunity potential); resolve possible inconsistencies in defining visitor activity areas;

(b) Redefine visitor activity areas;

(c) Overlay redefined visitor activity areas and heritage resource maps;

(d) Redefine visitor activity areas;

(e) Overlay visitor activity area map and map illustrating management direction;

(f) Produce potential visitor activity area maps.

(vii) Describe potential theme(s) for presentation of heritage resources for each potential visitor activity area.

(viii) Provide a written description for each visitor activity area to outline potential visitor activities and explain relationship between potential visitor activity map and data collected. 3(c) (Potential Visitor Activity Markets).

4. Issues:

An outcome of the analysis will be the identification of issues, e.g.,

(i) Conflicts between visitor activities.
(ii) Resource conflicts such as scenic impact, theme presentation, activity impact.
(iii) Market conflicts such as visitor activity demand, trends in potential use.
(iv) Existing uses such as location of existing activities, services and facilities, private sector involvement.
(v) Regional context such as local economic and social role.
(vi) Private sector operations and competitive balance.

Issues requiring further research will be priorized. Issues requiring clarification regarding levels of service will be addressed in the identification of options.

5. Identification of Options for Visitor Activities:

Options for Visitor Activities are produced by weighing potential visitor opportunities against national parks policy, the identified national heritage values to be presented and the following factors:

(i) types of opportunities to understand, appreciate and enjoy heritage themes.

(ii) park boundaries and land availability;

(iii) potential and existing market;

(iv) regional socio-economic benefits;

(v) costs and revenue generation ability;

(vi) private and voluntary sector opportunities.

At least 3 options are proposed to show the range of possible visitor activities and the proposed location of support services and facilities.

The options will show the potential impact of visitor activities on heritage resources, as well as the relative socio-economic costs and benefits of each option.

6. Selection of Preferred Option:

Public review and comment on the options will be solicited as required by policy and management directives.

Management direction will be determined by policy, priorities, restraint, available financial resources, and person years.

A preferred/phased option for new park establishment will be identified based upon public review and comment as well as management direction. A description of the preferred option is recommended to National Parks System Division.

7. Park Objectives for Visitor Activities:

Prepare statements of direction for public appreciation, understanding, education and enjoyment. Factors to be considered in the preparation of these objectives include:

(i) heritage themes to be presented;

(ii) the kinds of visitor activities to be emphasized;

(iii) the visitor activities which are inappropriate;

(iv) the market segments for visitor activities (e.g., needs and benefits sought); and

(v) expected regional, social, cultural and economic impacts (costs and benefits) from appropriate visitor activities (e.g., existing and potential private sector activities).

APPENDIX B: METHODOLOGY: ESTABLISHED PARKS WITHOUT A PARK MANAGEMENT PLAN

B.1 INTERIM MANAGEMENT GUIDELINES FOR VISITOR ACTIVITIES

1. Select interim objectives for existing and proposed interim visitor activities with sub-objectives for interpretation, visitor services and safety and security.

2. Interim Basic Data Gathering:

   (i) Review, update and expand the recommended option for visitor activities presented during park establishment.

   (ii) Review park agreement commitments and any further recommendations from the Preliminary Resource Reconnaissance and Evaluation.

   (iii) Identify studies/research needed immediately to develop and manage interim services.

   (iv) Determine monitoring and data gathering procedures for assessing existing visitor use and enjoyment.

3 a) Interim strategy for management:

   Outline:

   (i) priorities among appropriate visitor activities during the interim period;

   (ii) the priority for servicing target markets;

(iii) extension services;

(iv) recreational services and facilities;

(v) public safety measures;

(vi) support services (accommodation, food outlets, sanitation needs, transportation needs, etc.) (park provided vs. region provided).

B.2 PARK DATA PLAN (VISITOR ACTIVITIES)

1. Analyze the Preliminary Evaluation of Visitor Activities, Park Objectives for Visitor Activities Statement, Interim Management Guidelines, Data Analysis component of VAMP, the VAMP implementation schedule, the Park Management Planning schedule, and regional technological and social trends to identify issues for which visitor activity data will be required.
2. Based upon analysis of the elements mentioned above, specify the type and level of detail of data required; also specify scheduling taking into account p.y.'s/time/seasonal constraints for data collection.
3. Review existing visitor activity and park area related literature, statistics including tourism market data, maps, etc., to document degree to which data requirements re: regional context, existing uses, profiles on visitor activities, resource opportunities, environmental hazards to identify which data requirements are already met.
4. Describe remaining visitor activity management process data requirements and rank in order of priority.
5. Describe Park Data Bank (Visitor Activities) storage medium and format requirements and rank in order of priority.
6. Organize the information requirements into related groups in terms of:
   (i) Regional Context
   (ii) Existing Use of Park
   (iii) Profiles on Visitor Activities
   (iv) Resource Base
   (v) Environmental Hazards
7. Taking into consideration constraints imposed by manpower and financial resource availability as well as VAMP and related management planning processes, present a program for the acquisition of required visitor activity management data.

B.3 TERMS OF REFERENCE

Terms of reference are usually developed on a site specific basis with input from the members of the park management planning team.

B.4 DATA ANALYSIS ON VISITOR ACTIVITIES

(i) Determine which visitor opportunities occur within the region and need not be duplicated in the park. This includes a comparison of potential market with regional opportunities in order to determine visitor opportunities in the park.

(ii) Existing Situation:
Determine and map the current provision and use by season of existing educational, recreational, social and economic activities, services and facilities, and the potential opportunities and conflicts with proposed appropriate visitor activities.

(iii) Opportunity Potential:
- Determine and map potential sites for educational and recreational activities.
- Assess potential private sector opportunities for development within and around the park.

(iv) Heritage Resources:
Determine and map life sciences, earth sciences, cultural features, hazards and special features geographically and temporally (natural cycles).

(v) Management Direction:
Determine and map existing policies, plans and agreements (e.g., lease holds, deed restrictions, institutional seasons).

(vi) Identify Potential Visitor Activity Areas:

(a) Identify by reviewing regional situation, then overlaying maps (existing situation with opportunity potential); possible inconsistencies in defining visitor activity areas.
(b) Redefine visitor activity areas.
(c) Overlay redefined visitor activity areas and heritage resource maps.
(d) Redefine visitor activity areas.
(e) Overlay visitor activity area map and map illustrating management direction.
(f) Produce potential visitor activity area maps.

(vii) Themes:

Describe potential theme(s) for presentation of heritage resources for each potential visitor activity area.

(vii) Provide a written description for each visitor activity area to outline potential visitor activities and explain relationships between potential visitor activity map and data collected.
3(c) (Potential Visitor Activity Markets).

B.5 ALTERNATIVE CONCEPTS FOR VISITOR ACTIVITIES

Production of the Alternative Concepts for Visitor Activities is usually an integral part of the management planning program. Therefore it is preceded by:

Park Purpose and Objectives
Park Objectives for Visitor Activities
Park Data Plan (Visitor Activities)
Terms of Reference
Data Analysis

a) Issues:

An outcome of the analysis will be the identification of issues, e.g.,

(i) Conflicts between visitor activities.
(ii) Resource conflicts such as scenic impact, theme presentation, activity impact.
(iii) Market conflicts such as visitor activity demand, trends in potential use.
(iv) Existing uses such as location of existing activities, services and facilities, private sector involvement.
(v) Regional context such as local economic and social role.
(vi) Private sector operations and competitive balance.

Issues requiring further research will be priorized. Issues requiring clarification regarding levels of service will be addressed in the identification of alternative concepts.

2. Prepare 3 concepts which address:

   (i) Interpretation:

   --what themes;
   --where/when (units);
   --what types of visitors (market segments);
   --what objectives and conditions for each unit.

   (ii) Recreation:

   --what recreational activities;
   --in relation to what themes;
   --where/when (recreation areas);
   --for what visitors (market segments);
   --what objectives and conditions for each recreation area.

   (iii) Major Services and Facilities:

   --Visitor Reception and Orientation;
   --Access and Circulation;
   --Accommodation;
   --Food;
   --Sanitation;
   --Public Safety;
   --Administration and costs;
   --Objectives and conditions for each (e.g., private sector involvement).

3. Analyze the proposed concepts and their ability to provide solutions to the issues. Consider the following factors:

- : Park Purpose and Objectives;
- : public benefits received;
- : suitability of each visitor activity;
- : natural resource impact;
- : success in serving visitor demand;
- : existing vs. new services;
- : trends in public use and in technology;
- : national thrusts (i.e., tourism, energy, the economy, etc.);
- : regional economic (costs/benefits) and social impact and relationship to tourism destination area;
- : seasonal vs. year-round use;
- : agreements;
- : costs (Capital and O & M) and revenue generation;
- : public vs. private sector service mix.

4. Recommend the most appropriate concept.

APPENDIX C: METHODOLOGY: ESTABLISHED PARKS WITH A PARK MANAGEMENT PLAN DEVELOPED WITHOUT VAMP INPUT

As described on page II-42 and in Appendix B.2 to B.5.

APPENDIX D: METHODOLOGY: ESTABLISHED PARK WITH A PARK MANAGEMENT PLAN DEVELOPED WITH VAMP INPUT TO SERVICE PLAN DEVELOPMENT

D.1 INTERPRETATION SERVICE PLAN

1. Service Objectives:

   Confirm the interpretation objectives for the park and its visitor activity areas relating to themes, messages, market segments and approach. The objectives should be expressed in a hierarchical sense dealing with the five standard interpretation service objectives described in Operation Standards for Interpretation and Extension (1978: 9).

2. Terms of Reference:

   Prepare a terms of reference for completion of the Interpretation Services Plan, establishing:

   a) the planning context - e.g.,
      --Park Management Plan.
      --Visitor Activity Concept.
      --the use of themes, visitor activity areas or market segments, or any combination of these.
      --planning program for Visitor Services, Resource Conservation.

   b) plan objectives.

   c) plan schedule:

      --time
      --budget
      --responsibilities.

d) planning team membership.

e) approval.

3. Analysis:

a) Guidelines for Preparation of the Service Plan:

Review and synthesize all of the guidance presented in plans and agreements prior to this stage (e.g., park management plan, agreements and direction, public consultation).

Guidelines to review at this stage include:

--major themes to be emphasized;
--location for messages;
--priority target markets for interpretation;
--safety and security requirements;
--public consultation;
--development guidelines from park management plan;
--studies and requirements of visitor service plan;
--public, private and voluntary sector involvement;
--financial and human resource constraints, etc.

b) Theme/Message Analysis:

Based on the themes and visitor activity areas established in the Visitor Activity Concept, sub-themes and their messages are developed for each of the visitor activity areas and/or sites identified in the Park Management Plan to include specific messages for each theme:

--management messages, e.g.,	--public awareness
	--public orientation
	--resource and/or cultural management messages
	--human/resource interactions
	--park as a component of the immediate region
--resource messages, e.g.,	--human/resource themes
	--human/resource stories
	--cultural themes
	--cultural stories
	--resource themes
	--resource stories
--policy messages, e.g.,	--safety/security rules/regulations

c) Market Analysis:

Prepare a detailed analysis of the market segments identified in Visitor Activity Concept of the Park Management Plan, to select specific target markets for interpretation and extension services.

Select target markets on the basis of characteristics that are of concern for the development of specific, effective interpretation services, e.g.,

: visitor activity objectives;
: major visitor activities;
: knowledge, skills, perceptions and expectations of participants;
: safety requirements;
: seasonal use and length of stay;
: residence;
: associated programs, services in the region.

d) Existing Services:

Summarize the interpretation services currently offered to visitors, noting the strengths and weaknesses identified by evaluation, monitoring and functional review.

4. Developing an Interpretation Service Concept:

a) Three concepts for service which present alternatives for potential means of media development and delivery, the location of service, or the types of services, or the level of service for specific target markets should be presented.

Each concept should show relative benefits to target markets in terms of themes, activities and resource use, as well as benefits to Parks Canada in terms of the allocation of financial and human resources.

b) Develop an interpretation service strategy from the analysis and synthesis of the aforementioned concepts. This strategy defines for each target market specific locations for interpretation inside and outside the park. The strategy will include:

(i) what enrichment is needed to achieve a high degree of understanding and appreciation of the park's heritage resources;

(ii) where interpretation services will be required;

(iii) what media will be used to deliver interpretation messages;

(iv) objectives and guidelines for development and management of services and media.

(v) whether services will be provided by Parks Canada, cooperatively, or by the private sector.

The Interpretation Service strategy should also identify priority markets both inside and outside the park in order to determine the level of service and the costs. Factors to assess include:

--size of target market;
--location of message delivery;
--medium chosen for message delivery;
--management objectives and issues related to target market (e.g., over use, message priorities, etc.);
--potential support from target market;
--frequency and seasonality of use.

D.2 VISITOR SERVICES PLAN

1. Visitor Service Objectives:

   Confirm (approval, if necessary) the objectives for:

   --visitor reception and orientation;
   --recreational activities;
   --major support services and facilities to the area/site level as identified in the Park Management Plan.

   Objectives should be stated in measurable terms, relating to the activity or service to be provided for segments of visitors or potential visitors.

2. Terms of Reference:

   Prepare a terms of reference for completion of the Visitor Service Plan, establishing:

   a) the planning context, or criteria and constraints, e.g.,
      : direction provided by the Park Management Plan and approved Visitor Activity Concept;
      : planning program for associated plans, e.g., Interpretation Plan; Park Conservation Plan;
      : the data base available and/or to be assembled;
      : general management direction for priority development, changes to existing services, etc.

   b) plan objectives;

   c) plan schedule, e.g.,

: milestones;
: review required;
: approval required (e.g., Park Superintendent and Chief of Visitor Services).

3. Data Analysis - Review and Updating

1. Review and Updating:

Recognizing the management direction set out in the terms of reference, assemble additional data to produce a strategy for each of the visitor service objectives. This will involve review of the data base produced during Park Management Planning. The review and updating should address the following components of the data base.

a) Regional Services:

A listing and locating of services and facilities, located outside of the park that serve or could serve park visitors. Assessments of social and economic impact, regional market studies, etc., should be included (i.e., extent, significance, etc.). Note data needed but not available.

b) Existing Services and Facilities:

A listing and analysis of all of the current services and facilities provided in the park by Parks Canada, other agencies and the private sector. The list includes:

(i) plans, designs, etc.;
(ii) statistics pertaining to past and current use;

(iii) studies, evaluations, etc., of current services and facilities, including private sector operations;
(iv) use of human and financial resources to operate and maintain the services and facilities;
(v) descriptions of the data needed and not available.

c) Visitor Activity Profiles:

For each identified appropriate recreational activity:

(i) the target market in terms of numbers, geographic location, age, skills and education, needs and expectations, etc.;

(ii) the type, quantity and quality of services needed by existing and potential visitors for visitor reception, for the recreational activity and for park-wide support services. Services should be identified as essential and/or additional (e.g., maximum and minimum level).

(iii) the participation trends for the activity in terms of shifts in target markets and the technological changes in the activity;

(iv) the range of costs and revenue generation capability;

(v) the profile data needed but not available.

d) Resource Opportunity:

For each area or site in the park selected to provide visitor recreational activities, assemble the data which describes:

(i) the setting needed to support each recreational activity;

(ii) the specific park setting selected;

(iii) the capability of the setting and its limitations;

(iv) the environmental hazard and public safety concerns;

(v) the impact of the recreational activity upon surrounding sites;

(vi) a description of the additional data needed but not available.

e) Environmental Hazards:

Inventory of the natural and subjective hazards of the park and anticipated public safety problems.

A listing of services which exist in the area which could be useful to the public park safety program.

2. Analysis:

a) Analyze each visitor activity area in the park in terms of:

--themes to be presented;
--the mixture of activities by location and season;
--the resource limitation and hazard;
--the services needed;
--the market to be served;
--intensity of current and projected use;

in order to identify:

(i) what is being provided currently, who is being served, what the impact is on natural and cultural resources, on human and financial resources and the economic impact in terms of costs/benefits.

(ii) what should be provided to meet visitor needs in terms of visitor service objectives and essential and optional/additional services and facilities.

(iii) service issues that need resolution, e.g.,

--visitor activity conflicts;
--poorly or over-served target markets;
--service or facility deficiencies and over-supply;
--resource impact and resource hazard issues;
--the need to aggregate services and facilities;
--insufficient data;
--cost efficiency and effectiveness
--regional imbalances or problems with services;
--private sector, cooperating associations, volunteers involvement;
--costs/revenue generation.

b) Analyze the information needs of visitors and potential visitors in and outside the park:

(i) in terms of;

--recreational activity information;
--orientation required;
--park management information (e.g., public safety).

(ii) to assess the current public information and visitor reception services.

(iii) to identify additional information needs.

4. Developing a Visitor Service Concept:

a) This strategy should result from 3 concepts for services which present alternatives for resolving issues identified during analysis. Concepts may be presented in terms of levels of service for specific target markets and/or the location of services. Each concept should consider the need for additional research. Each concept should demonstrate the relative benefits to target markets, based upon objectives and resource use, as well as the aggregate cost of each option, the cost of achieving objectives for each target market, and unit cost for each concept.

b) Develop a visitor service strategy which defines for each target market at specific locations inside and outside the park:

(i) what specific recreational activities will be developed, promoted and provided;

(ii) what, where and when support services will be required;

(iii) what are the recommended alternatives for the provision of services (i.e., public sector, cooperating associations, private sector);

(iv) what facilities will be needed to support services;

(v) management objectives and guidelines for visitor activities and for designing, developing and managing services and facilities;

(vi) what additional information and research is required.

The final service plan should also present a priorization of its target markets both inside and outside the park in order to assign the levels of service and the costs. Factors to assess include:

--the park's themes;
--the recreational activities to be offered and their locations and limitations;
--the size and location of the target market;
--environmental hazard and public safety;
--management objectives and issues;
--existing uses, services and facilities;
--the priority need for new services and facilities;
--regional relationships, private sector involvement, etc.;
--costs and revenue generation.

D.3 PUBLIC SAFETY PLAN

1. Identification of Public Safety Problems and Concerns:

   a) By using data collected during the assessment of environmental hazards in conjunction with the Visitor Services Plan and the Interpretation Services Plan, public safety problems and concerns will be identified.

   b) By examining park accident reports and analyzing the primary and root causes of accidents to:

      (i) identify problems with existing accident prevention, and search and rescue services;
      (ii) to identify problems related to visitors' ability to identify natural hazards and avoid them when they are encountered.

   c) By examining occurrence reports, first-aid reports and visitor complaints, identify public safety incidents that indicate problems with existing accident prevention and search and rescue services.

2. Significance of Public Safety Problems and Concerns

   Assess problem significance in relation to the following factors:

   a) Legal

      (i) Does the problem involve an unusual danger?

      (ii) Is visitor voluntarily assuming risk related to the existence of this unusual danger?

      (iii) How long has Parks Canada known of this unusual danger?

(iv) Existence or absence of precedents in related case law.

b) Political:

(i) Consistency with policies and directives.

(ii) Consistency with Ministerial commitments.

(iii) Consistency with the Park Management Plan.

c) Magnitude of Impact:

(i) Season and timeframe in which problem is expected to manifest itself and lead time required to take remedial action.

(ii) The risk of a visitor accident occurring.

(iii) The number of visitors expected to participate in the activity.

(iv) The extent or severity of damages or injuries expected if an accident occurred.

d) Location:

(i) The location of natural hazards.

(ii) Contributing human factors.

(iii) Distance of hazard from access infrastructure and support services.

(iv) Anticipated response time.

3. Develop Remedial Actions:

   a) For each public safety problem describe objectives for remedial actions.

   b) Develop remedial measures and alternatives to meet these objectives with consideration given to the need for safety information and control programs, safety inspections and patrols, hazard abatement, hazard monitoring and search and rescue services.

4. Priorize Public Safety Concerns:

   Priorize public safety concerns by considering the problem's significance and the following operational constraints:

   (i) Manpower and Fiscal considerations;

   (ii) The requirement for special skills, training or equipment;

   (iii) The availability of expertise from outside agencies.

APPENDIX III

DEFINITIONS OF VAMP'S SUPPORTING KNOWLEDGE AREAS

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APPENDIX III

DEFINITIONS OF VAMP'S SUPPORTING KNOWLEDGE AREAS

- Core Knowledge Areas: Visitor Use Opportunities and Use of Opportunities

Outdoor Recreation: focuses on recreation as a human experience, expressed through freely chosen activities in a range of outdoor settings. Outdoor recreation encompasses a framework which includes the study of natural, social and managerial settings which develop opportunities to realize individual and societal benefits.

Recreation Geography: emphasizes the development of an understanding of recreation and leisure patterns on landscapes and the pressures creating these patterns.

Recreation and Leisure Studies: represents an understanding of economics, geography, psychology, recreation/leisure management and sociology traditions focused on the human experience of recreation and leisure pursuits in an individual's or group's free time.

Tourism: strives to explain and develop an understanding of spatial patterns of demand and supply; movements and flows of tourists and business travellers; impacts of tourism; geography of resorts; models of tourism space; marketing; and the hospitality industry.

Interpretation: represents an understanding of communication science as applied to revealing meanings and relationships of our cultural and natural heritage to publics, through first hand involvement with an object, artifact, landscape or site to foster relevant nonformal and informal learning.

Environmental Education: focuses on the development of environmental knowledge, skills, and the encouragement of caring beliefs, attitudes and values to the environment. It is a life-long interdisciplinary approach to the development of a population with an environmental ethic; a general understanding and sensitivity to the role of natural and cultural heritage resources and a commitment to work towards the solution of current and evolving environmental problems.

- Additional Core Knowledge Areas: Visitor Use Opportunities

Resource Management: focuses on the planning, allocation, reconciliation and management of areas dedicated to protection/ preservation, sustainable use and development of natural resources to meet socially acceptable goals.

History: focuses on the study of the past, especially with respect to human activity as revealed through written documents. There are two major approaches to history: 'Period History' which focuses on a specified span of years (e.g., 'The Laurier Years in Canada') and 'Thematic History', which focuses on the evolution of ideas or social institutions such as a 'History of National Parks in Canada'.

Archaeology: concentrates and develops an understanding of excavation, preservation, presentation and appreciation of antiquities. Archaeology uses artifacts more than history--which relies more on documents.

- Additional Core Knowledge Areas: Use of Opportunities

Statistics: is a branch of applied mathematics. As a knowledge area it enables an individual to collect, organize, develop and interpret numerical data. It includes design and analysis of experiments (in a mathematical sense); reasoning (from general to specific); measurement issues and signature tests.

Marketing: focuses on managing an organization's exchange relations with its various publics/markets. It includes an understanding of product, promotion, price and placement. Two types of marketing are included in this definition: goods and services in both profit and not for profit contexts.

Sociology: focuses on human behaviour in groups. It includes the macro-sociological traditions of structuralism; structural functionalism; conflict theory; ethnomethodology; exchange theory; symbolic interaction and organizational theory.

Social Psychology: focuses on understanding the antecedents and consequences of behaviours of individuals as influenced by others and social situations.

- Core Knowledge Areas: Benefits/Costs

Resource Economics: concentrates on understanding how cognition of resources is reflected in allocation of the world's resources as represented by national economic systems. Applications of micro-economics to natural resource management are central to this knowledge area.

Regional Economics: is concerned with maximizing economic efficiency and attaining an equitable distribution of income and growth within a geographic area in a country. The emphasis is on geographic allocation of resources in contrast to traditional micro or macro economic theories that ignore regional differences in production or consumption of resources.

Welfare Economics: is concerned with investigating the conditions under which social welfare (quality of social life) can be maximized subject to the economic constraints of scarce resources.

Statistics (see above).

- Core Knowledge Areas: Management Information Systems

Systems Design: represents an understanding of systems (a series of related procedures designed to perform a specific task) and that phase of a system's project in which the new system is designed.

Software Systems: as a knowledge area concentrates on understanding of and ability to write programs to aid in the operation of a computer system.

Computer Graphics: represents the understanding of how to make CRT terminals display not only letters of the alphabet and numbers but also graphs and drawings.

Data Base Management: concerns itself with how a series of programs can be used to establish a data base, update the data base and query the data base. (Data base is defined as a collection of interrelated data stored together with a minimum of redundancy to serve multiple applications.)

- Core Knowledge Areas: Decision Making

Public Administration: embraces both the concern for administrative and organizational effectiveness and an understanding of its inherent political responsiveness.

Public Policy: focuses on an understanding of how government's past practices are linked with current perceptions and preferences in a purposeful effort to shape the future.

Law: concentrates on an understanding of inter-person, inter-corporate and inter-person, government and corporate relationships.

Decision Theory: encompasses an understanding of individuals' and groups' exchange and conflict in a choice situation.

- Additional Supportive Knowledge Areas Identified As Primary In Report

Communication Science: focuses on the study of the form, content, delivery and outcomes of communication processes.

Site Planning: represents an understanding of a landscape's natural and man-made potentials that might provide appropriate opportunities, activities, services and facilities at a park or protected area/site.

Ergonomics: is concerned with fitting the task to the person in a diversity of environmental settings (e.g., why slope and walking patterns on trails change as visitor groups change with age; visual recognition of lettering; types of equipment for rescue and treatment for exposure; anthropometrics [the spatial mensuration of movement]; and proxemics [the social consequences of human deployment in space]).

Facility Planning: encompasses strategic, tactical and operational planning related to the physical environment in which recreation/leisure will occur, be evaluated and renovated.

Museology: focuses on the function, role, purpose and philosophy of the museum in society.

Architecture: suggests both an understanding of the art and science of designing and building habitable structures, which involve both aesthetic and practical principles, and the interaction between man and our physical and social environment.

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Social Geography: is also equivalent to cultural geography with a focus on understanding social structure and functioning of groups operating on landscapes and waterscapes.

Computer Science: combines computer architecture, graphics, network, software development, data structures, logic programming, multiprocessor systems and programming languages.

Engineering: refers to design and synthesis in relation to systems of all kinds, including management systems and organizations, technological infrastructures, machines and structures.

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