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**Managing for Results at Prince of Wales Fort National Historic Site:  
A Review of and Recommendations for Measurable Objectives in  
the Site Management Plan**

by  
**Kevin Lunn**

**A Practicum Submitted in Partial Fulfilment  
of the Requirements for the Degree  
Master of Natural Resources Management**

**Natural Resources Institute  
The University of Manitoba  
Winnipeg, Manitoba  
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**Managing for Results at Prince of Wales Fort National Historic Site:  
A Review of and Recommendations for Measurable Objectives in  
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by

**Kevin Lunn**

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University  
of Manitoba in partial fulfillment of the requirements of the degree  
of  
Master of Natural Resources Management**

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## **ABSTRACT**

Parks Canada's goal in the management of its national historic sites is to ensure the commemorative integrity of these nationally significant places. Commemorative integrity is an expression of the wholeness of the historic place. A national historic site possesses commemorative integrity when: the resources that symbolize or represent its importance are not impaired or under threat; the reasons for the site's national historic significance are effectively communicated to the public, and; the site's heritage values are respected by all whose decisions or actions affect the site. Management plans are a legislated requirement for national historic sites, intended to provide managers with long-term (5-10 years), strategic direction for making decisions and taking actions to ensure site commemorative integrity, quality service to clients and wise and efficient use of public funds.

The government-wide initiative to manage for results, through a planning reporting and accountability structure which includes parks and sites management plans, is creating significant change to both the use and content of management plans. Managing for results focuses Parks Canada on its goals of ensuring commemorative and ecological integrity. Ensuring these goals is made tangible by defining and taking actions on measurable objectives. This raises the question of whether measurability, by defining indicators, targets, standards, and performance measures/expectations, should be an integral part of management plans. Not only would this signify a focus on managing for results (objective-oriented evaluation), but a shift from management plans being master development plans to frameworks for decision-making, a change in approach that the United States National Park Service is experiencing.

The recently completed Prince of Wales Fort National Historic management along with a number of other national historic site management plans are reviewed and evaluated to determine whether they can provide measurability - the means to evaluate whether implementation of strategic directions and key objectives in the management plan are leading to success in ensuring commemorative integrity. The results of the evaluation indicate that the Prince of Wales Fort management plan does provide some measurable objectives by which to evaluate results of implementing the management plan, However, monitoring and evaluation, the collection of pre-test and post-test data, and the need to use objective-oriented evaluation in decision-making need to be explicitly stated in management plans as general practices of site management.

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# **CHAPTER 1**

## **INTRODUCTION**

### **1.0 PREAMBLE**

Parks Canada is a federal agency of the Department of Canadian Heritage. It comprises national parks, marine conservation areas, historic canals, and national historic sites. Parks Canada's purpose is to:

commemorate, protect and present, both directly and indirectly, places which are significant examples of Canada's cultural and natural heritage in ways that encourage public understanding, appreciation and enjoyment of this heritage, while ensuring long-term ecological and commemorative integrity (Canadian Heritage 1994a: 13).

The government-wide initiative to manage for results, not process, is creating significant changes to national parks and national historic sites management plans. The emerging requirement to evaluate and be accountable for ecological and commemorative integrity raises the question of whether measurability, through indicators, targets and performance measures, should be part of management plans. Not only does this signify a focus on managing for results, but a shift in management plans from being master development plans to frameworks for decision-making.

A management plan for Prince of Wales Fort National Historic Site was completed in 1997 in the midst of these changing expectations for management plans. This study is an evaluation of the Prince of Wales Fort Management Plan to assess whether it can facilitate evaluation for the desired management result to be achieved for national historic sites, which is commemorative integrity.

The study reviews the planning, reporting and accountability structure currently proposed for national parks and national historic sites and the specific role of management plans in this structure. Objectives-oriented evaluation concepts are also reviewed and related to the management planning

process and management plans. Through an evaluation by content analysis, it is revealed that the Prince of Wales Fort Management Plan provides limited information to facilitate evaluation of how well management strategies and actions are affecting the state of a site's commemorative integrity. Recommendations are made to improve this and other management plans as an accountability tool for management.

This chapter introduces the topic of "managing for results" in government and its impact on national parks and national historic sites management plans. The study objectives and summary of methods employed in the study are presented below. Background information on the case example, Prince of Wales Fort, completes this chapter.

## **1.1 BACKGROUND**

Management plans are to provide the long term direction for activities to take place at national parks and national historic sites. They represent a commitment by the Minister of Canadian Heritage to the public of Canada, concerning the appropriate use and protection of these protected heritage areas (Canadian Heritage 1994b: 6). Management plans normally present objectives, strategies and actions:

- ▶ to protect the resources for which the park or site was established;
- ▶ to prescribe appropriate visitor and stakeholder use toward ensuring the sustainability of the park/site and its resources for the public good; and
- ▶ to activate public understanding and support for the particular park/site and for natural and cultural heritage stewardship.

National park management plans are structured on land-use zoning to regulate human activities and development so not to threaten specific resources and their supporting land-base. Historic site management plans, on the other hand, have been less resource based and instead have focused on adding infrastructure and services to enhance public interpretation of place and events of historical

significance. The focus in either case has been anthropocentric with attention to managing for human use, rather than being eco-centric or resource protection based.

Conventional management planning for a park or site is a process of inventorying natural and cultural resources, gathering information on existing and potential visitor markets, followed by alternatives development and preparation of a comprehensive, all-inclusive plan of actions to blend human wants and impacts (externally and internally) with park objectives. While the number of plan alternatives could be limitless, the possible approaches to park or site management are limited by program policy and fiscal realities, and generally do not depart radically from park management practices already in place. Management planning is subject to public consultation and the choice of a plan will be based on a combination of resource condition assessments, program objectives and policies, social and cultural values of public and stakeholders, and economic factors.

In 1988, the *National Parks Act* was amended requiring that "the maintenance of ecological integrity through the protection of natural resources and processes will be the priority when considering zoning and visitor use" in preparing a park management plan (Canadian Heritage 1994a: 30). In 1994, Parks Canada policy defined the goal of management planning for a national historic site as to ensure commemorative integrity and the application of cultural resource management principles and practice (Canadian Heritage 1994a: 109; 1994b: 6). Maintaining ecological integrity through ecosystem-based management, and commemorative integrity through cultural resource management, was a conscious attempt to focus park and site management on Parks Canada's mandate and results.

While management plans are a legislated requirement for national parks under the *National Parks Act*, and national historic sites management plans were required by departmental policy, both parks and sites<sup>1</sup> must now have management plans under Parks Canada Agency legislation assented to in

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<sup>1</sup> There are over 800 national historic sites in Canada. The majority of these sites are owned by federal agencies other than Parks Canada (e.g., Public Works, Canada Post, National Defense), provincial and municipal governments, and private owners. Less than 150 are actually administered by Parks Canada. It is only these latter sites which are required by legislation to have management plans.

December 1998. According to the *Parks Canada Agency Act*, the Chief Executive Officer for Parks Canada will provide the Minister of Canadian Heritage with a management plan ". . . in respect of any matter that the Minister deems appropriate, including, but no limited to, commemorative and ecological integrity, resource protection or visitor use, and that plan shall be tabled in each House of Parliament" (*Parks Canada Agency Act*, Section 32[1]).

The Banff National Park Management Plan (Canadian Heritage 1997a) is considered by senior management a model of what a management plan should be for a national park, and it can be assumed for a national historic site. Specifically, the plan defines goals for maintaining ecological integrity, and measurable objectives and actions toward attaining the goals. Management planning is going through a transformation as evidenced by the proposed scope of changes to be made to Parks Canada management planning guidelines this year, and the recent introduction of Ecological Integrity Statements and Commemorative Integrity Statements as baseline documents for management planning. The transformation in management planning and the resulting plans will make better management accountability tools by identifying measurable objectives and achievable targets and performance measures. Without these, results or outcomes cannot be identified and successes in ensuring ecological or commemorative integrity cannot be inferred.

## **1.2 PROBLEM STATEMENT**

In September 1997, a management plan was completed for Prince of Wales Fort National Historic Site, Churchill, Manitoba. It was the first management plan for Prince of Wales Fort National Historic Site (hereafter PWF) and prepared with the goals of ensuring the commemorative integrity of the site, quality service to clients, and wise and efficient use of public funds. It was one of the first management plans to be completed under the policy of commemorative integrity, and only the second site in the Parks Canada program to have an approved Commemorative Integrity Statement.

Commemorative integrity is used to describe the health or the wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- the resources that symbolize or represent its importance are not impaired or under threat;
- the reasons for the site's national historic significance are effectively communicated to the public; and
- the site's heritage values are respected by those whose decisions or actions affect the site (Canadian Heritage 1995a: 1).

The PWF management plan now serves to guide site managers in what and how they manage toward the desired result or outcome of commemorative integrity. This plan provides (or should provide) significant direction for identifying and evaluating annual management actions for PWF and resolving issues identified in the State of Protected Heritage Areas Reports (formerly State of the Parks Reports).

The PWF Management Plan, however, has yet to be approved and tabled in the House of Parliament. Since its completion in 1997, the Parks Canada program has witnessed changes in the role of park and site management plans. Most significant is the transformation to strategic, yet measurable management plans.

### **1.3 STUDY OBJECTIVES**

The main purpose of this study is to evaluate the PWF management plan as an accountability tool for commemorative integrity. Specifically, the study will:

- ▶ identify whether the PWF management plan provides objectives and sufficient indicators and targets, standards and/or performance measures to facilitate the evaluation of the state of PWF's commemorative integrity ; and
- recommend where indicators and/or targets are needed to improve the management plan as a site management accountability tool. These recommendations, while perhaps too late for incorporation in the completed management plan, may be applied in developing PWF's annual business plans and for reporting on the state of the site.

Parks Canada is currently reviewing links in its existing planning and reporting processes to more clearly define how it will manage for results. To undertake the above study objectives, the author has had to document the current state of and the proposed approach to management planning, and concepts in evaluating for results. Consequently, this study is one of few sources that collates extensive documentation on the planning, reporting and accountability structure for national historic sites and its relation to management planning. Therefore, this study has a secondary objective to:

- document the ‘state of the art’ of the planning, reporting and accountability structure for national historic sites, with particular reference to the relevance of measurable objectives in management plans.

## **1.4 STUDY METHOD**

### **1.4.1 Formative Evaluation**

This study of evaluation capability in management plans is an evaluation itself of current and evolving concepts in management planning, and an evaluation specifically of the Prince of Wales Fort National Historic Site management plan. Evaluation means judging the merit of something against a set of criteria, with the intent to make informed decisions regarding the allocation of resources, policy and program activities (Feick 1996: 44). In this examination, the ‘something’ is the national historic site management plan, and the ‘set of criteria’ is the language and construct of objective-oriented evaluation. This study is a formative evaluation of management plans and management planning using qualitative methods, including literature review, case study, and content analysis. Formative evaluation provides information which managers can use to improve an ongoing program (Feick 1996: 47). Being a formative evaluation, there are no judgements of whether management plans have served as effective accountability tools. Conducting such a summative evaluation is not possible since, to date, management plans have not been designed nor monitored for this purpose. Instead, this study endeavours to define this role for management plans and how it should be conveyed in management plans.

## 1.4.2 Evaluation Approaches

Objectives-oriented evaluation is the form of evaluation being examined for in the management plans. There are various approaches to evaluation, including for example (from Worthen and Sanders 1987: Fig. 11.1):

<b>Evaluation Approach</b>	<b>Purpose of Evaluation</b>	<b>Distinguishing Characteristics</b>
<b>Objectives-Oriented</b>	<b>Determining the extent to which objectives are achieved</b>	<b>Specifying measurable objectives, using objective instruments to gather data, looking for discrepancies between objectives and performance</b>
<b>Management-Oriented</b>	<b>Providing useful information to aid in making decisions</b>	<b>Serving rational decision making, evaluating at all stages of program development</b>
<b>Consumer-Oriented</b>	<b>Providing information about consumer products to aid decisions about consumer purchases and consumer satisfaction</b>	<b>Using criterion checklists to analyze products, product testing, informing consumers</b>
<b>Expertise-Oriented</b>	<b>Providing professional judgements of quality</b>	<b>Basing judgements on individual knowledge and experience, use of consensus standards, team/site visitations</b>
<b>Adversary-Oriented</b>	<b>Providing a balanced examination of all sides of controversial issues or highlighting both strengths and weaknesses of a program</b>	<b>Use of public hearings, use of opposing points of view, decision based on arguments heard during proceedings</b>
<b>Naturalistic and Participant-Oriented</b>	<b>Understanding and portraying the complexities of an activity, responding to an audience's requirements for information</b>	<b>Reflecting multiple realities, use of inductive reasoning and discovery, firsthand experience on site</b>

Managing for results implies performance measurement against a defined outcome (stated otherwise as a measurable objective). Therefore, the focus of the literature review and the content analyses is

objective-oriented evaluation. There is, however, some discussion of the use of expertise-oriented evaluation in State of the Parks reports (see Appendix B) and the use of Prince of Wales Fort visitor surveys for evaluating commemorative integrity (in a manner of consumer-oriented evaluation). The Prince of Wales Fort visitor surveys from 1995 through 1997 are secondary sources, not collected by or for this study, but containing visitor awareness information of relevance to questions in this study.

### **1.4.3 Qualitative Study Approach**

The methods used in this study are, for the most part, qualitative in approach; that is, the inquiry process builds (inductively) a complex, holistic picture supporting or refuting the study premise (management plans as measurable, accountability tools), using information and sources (i.e., documents) not normally conducive to quantitative, statistical measurement. The qualitative approach includes literature review, content analysis, and case study methods, as follows.

#### ***1.4.3.1 Literature Review***

A literature review:

- ▶ . . . shares with the reader of results from other studies that are closely related to the study being reported;
- ▶ . . . . relates a study to the larger, ongoing dialogue in the literature about a topic, filling in gaps and extending prior studies, [and];
- ▶ . . . . provides a framework for establishing the importance of the study, as well as a benchmark for comparing the results of a study with other findings (Creswell 1994: 20-21).

The literature reviews herein provide background information on accountability concepts of 'managing for results' and commemorative integrity, management planning concepts, and

definitions of terms used in evaluation and objective-oriented evaluation. These definitions are key to the content analysis of management plans.

Chapter 2 documents the planning, reporting and accountability structure for managing historic sites as presently conceived by Parks Canada. There are three main sources for documenting the structure: Parks Canada Guide to Management Planning (Canadian Heritage 1994b), although dated and up for review in part because of issues discussed in this study; the State of the Parks 1997 Report (Canadian Heritage 1998a); and Parks Canada's annual guidelines for preparing field unit business plans (Parks Canada 1997, 1998a). The connections between planning, implementation and reporting historic sites management are not always evident as different parts of the Parks Canada organization advance their processes for accountability. The literature review attempts to make these connections.

Basic concepts and definitions in objectives-oriented evaluation are also presented in Chapter 2. Handbooks and introductory manuals in policy and program evaluation were consulted, primarily: Studying Public Policy: Policy Cycles and Policy Subsystems (Howlett and Ramesh 1995); Basic Methods of Policy Analysis and Planning (Patton and Sawicki 1986); and, Handbook of Practical Program Evaluation (Wholey, Hatry and Newcomer 1994). The distinction between policy evaluation and program evaluation were considered minute here, since in this study program evaluation (like policy evaluation) is goal-based and objectives-oriented. Evaluation studies in related fields to historic sites management were also consulted for definitions and applications, for example: Monitoring for Conservation and Ecology (Goldman 1991); Wilderness Management (Hendee, Stankey, and Lucas 1990); Museum Visitor Evaluation: New Tool for Management (Loomis 1987); Manual of Heritage Management (Harrison 1994); Education Evaluation: Alternative Approaches and Practical Guidelines (Worthen and Sanders 1987); and, Evaluating Leisure Services: Making Enlightened Decisions (Henderson 1995)

The web site of the United States National Park Service ([www.nps.gov](http://www.nps.gov)) provides an up-to-date, comprehensive selection of management planning guidelines, strategic plans, and completed park

management plans. These documents provide an opportunity to "look down the road" as to how Parks Canada planning, reporting and accountability may unfold. The National Park Service is revising its planning processes so that plan implementation and reporting may serve requirements of the *Government Performance and Results Act* of 1993. By using the National Park Service as a benchmark, this study proposes how measurability could be introduced in management plans.

#### ***1.4.3.2 Content Analysis***

Content analysis was used for the formative evaluation of current practice of evaluation capability in management plans. Content analysis involves the categorization and codification of units in a document (Worthen and Sanders 1987: 314). In this study, the units are key words used in objectives-oriented evaluation such as goal, objective, indicator, and monitor. The document analyzed is the individual management plan. Manifest content analysis entails the quantification of these coding units to facilitate time series changes or comparisons with benchmarks (Babbie 1998: 313). Manifest analysis, however, was not used in this study. There is no standard or benchmark for comparing the rate of occurrence or terms nor is there a significant passage of time (five years) represented in the sampled management plans. Latent content analysis examines the usage of the terms through their context in the document. This was the analytical approach followed in this study. Electronic key word searches were done if an electronic copy of the management plan was available. Otherwise, the search for keywords was done by visual scans of the text.

Chapters 4 and 5 provide content analysis on recent national historic sites management plans. The results of this evaluation identify strengths and weaknesses of measurability in current management plans, and provide a comparison for where improvements can be made to the case study example.

#### ***1.4.3.3 Case Study***

The case study provides a refined focus and context for evaluating measurability in a management plan. It is a single entity having defined temporal and spatial context and with sufficient background

information to permit the researcher opportunities to collect and analyze detailed information (Creswell 1994: 12). The case study is the Prince of Wales Fort National Historic Site management plan. Additional information of relevance is provided from an examination of site information such as the State of the Parks reports.

#### **1.4.4 Organization of Chapters**

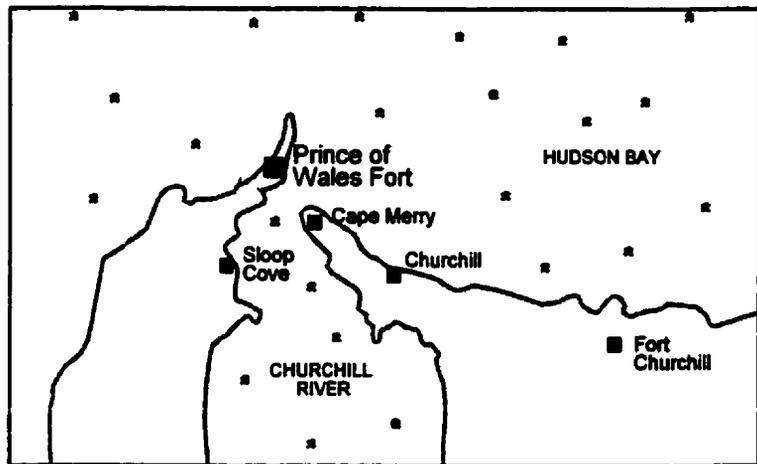
The evaluation results provide for conclusions on the utility of management plans for measuring commemorative integrity of national historic sites and enable the author to make recommendations to improve management plans for this purpose. This evaluation analysis is presented in Chapter 4, a content analysis of recently completed management plans. Chapter 5, a content analysis of the Prince of Wales Fort management plan (the case study) also provides an examination of existing site information available which can enable the identification of measurable objectives. The first step before this analysis, however, is to document whether measurability should be an objective for management plans and, if so, how. This includes defining what the concept of ‘managing for results’ means for objectives-oriented planning, evaluation, and reporting. This topic is presented in Chapter 2, a literature review of Parks Canada documentation on accountability, commemorative integrity, planning, and State of the Parks reporting, and Chapter 3, a comparative examination of the United States National Park Service’s model of planning and accountability.

#### **1.5 CASE STUDY: PRINCE OF WALES FORT NATIONAL HISTORIC SITE**

This section provides background on why Prince of Wales Fort is a national historic site and describes the resources and values that give it significance. It concludes with resource management and heritage presentation issues from the State of the Parks reports.

### 1.5.1 Site Description

In 1670 King Charles II of England granted the "Governor and Company of Adventurers of England Trading into Hudson Bay" (later known as the Hudson's Bay Company) exclusive trading rights within the vast territory drained by Hudson Bay. As part of its fur trading network in northern



**Figure 1.** Location of Prince of Wales Fort National Historic Site at Churchill, Manitoba.

Canada, the company built a massive stone fortress at the mouth of the Churchill River (Figure 1). Begun in 1731, Prince of Wales Fort was constructed over a 40-year period. A dark silhouette on the treeless tundra, the fort is an imposing structure, with 40 cannon mounted on walls 12 metres thick (Figure 2). The Hudson's Bay Company intended it to be an impregnable English stronghold during the English-French struggle for North America. Ironically, however, the only attack, in 1782, saw the great explorer and fur trader Samuel Hearne, the commander of the fort, and his handful of men quickly surrender to the French.



**Figure 2.** Aerial photograph of Prince of Wales Fort, 1995 (Parks Canada).

Three properties make up Prince of Wales Fort National Historic Site. They include the fort, Sloop Cove, and Cape Merry, occupying 43.9 hectares of land at the mouth of the Churchill River. Sloop Cove, an 18<sup>th</sup> century sloop mooring site, some three kilometres upriver from the fort, is notable for the signatures of Hudson's Bay Company servants carved in the cove's rock. Cape Merry Battery, located across the river from the fort, was to have served as crossfire protection for the fort. Today, it serves as a vantage point for Churchill visitors wanting to see the fort from a distance, for beluga whale viewing, and for bird watching. Beyond PWF, there are other cultural resources on provincial crown land of the Churchill West Peninsula, including pre-Dorset, Dorset, historic Dene and Inuit archaeological sites. The West Peninsula is an extension of low flat land extending from Second Burton Rock and Sea Horse Ridge. The area is an interface of tundra, sub-boreal and marine environments. The area is covered by taiga vegetative plant communities and scattered belts of tundra plant communities. The year round availability of wildlife associated with this interface environment and the availability of wood are probably why the mouth of the Churchill River has witnessed 4000 years of continuous human habitation. The underlying rock is mainly hard rock Precambrian Shield covered with Paleozoic limestone quarried and used in the construction of the fort.

### **1.5.2 Commemorative Integrity**

The Fort was declared of national historic significance in 1920 on the recommendation of the Historic Sites and Monuments Board of Canada (HSMBC). In 1933, the HSMBC further recommended that the sites of the "Open Battery" at Cape Merry and Sloop Cove be considered part of PWF. Based on the HSMBC recommendations, Prince of Wales Fort, including Sloop Cove and Cape Merry Battery, is a place of national historic importance:

- it commemorates Prince of Wales Fort's role in the 18th century French - English rivalry for control of the territory and resources around Hudson Bay. Fundamental to this commemoration is the role of the fur trade and its participants; and

- the ruin that is Prince of Wales Fort is of both national historic and architectural significance.

The Commemorative Integrity Statement for PWF was approved by the Assistant Deputy Minister, Parks Canada, in December 1995. According to the CIS, PWF has a high degree of integrity of the historic place and the cultural resources on it. For example, the relationship between the scale, shape, and strategic siting of the fort on Eskimo Point remains unaltered. The subarctic tundra of the peninsula remains largely undisturbed since the late 18<sup>th</sup> century. The fortification's walls retain a high level of authenticity despite some rebuilding by the Churchill Port Authority and Department of Public Works in the 1930s and 1950s.

There are 29 objectives identified in the CIS to ensure resources are not impaired or under threat, eight objectives toward effectively communicating national significance to the public, and 10 objectives toward respecting the site's heritage values (Appendix A). These 29 objectives describe the desired conditions and practices by which to maintain the site.

The site management plan was completed in 1997 (Canadian Heritage 1997b: 14). Using the CIS as its basis, the management plan provides the approach by which objectives can be met given needs and priority, fiscal and operational realities, and other factors. The management plan for PWF identified actions required to address threats, impairment and uncertainty to the commemorative integrity. Five "key objectives" of the management plan include:

- ▶ completing a cultural resource inventory of Sloop Cove and Cape Merry;



**Figure 3.** Name of Samuel Hearne inscribed in rock at Sloop Cove, dated 1767. (Parks Canada).

- ▶ implementing conservation strategies for the fort and cannon;
- ▶ maintaining monitoring programs for the fort walls, the cannon, and the inscriptions at Sloop Cove (Figure 3);
- ▶ delivering on- and off-site heritage programming that effectively conveys messages of national significance and messages supporting commemorative intent (Figure 4); and
- ensuring that Parks Canada and its partners share the same values in the protection and presentation of PWF and its cultural resources.



**Figure 4.** Visitors at the front gate of Prince of Wales Fort. (Parks Canada).

### **1.5.3 Evaluation of Commemorative Integrity to Date**

Three State of the Parks Reports, dating to 1990, 1994, and 1997, report on threats to and the condition of PWF as they relate to the integrity of the site. The findings of these reports are summarized below and represent, largely, the issues addressed by the site's management plan.

#### ***1.5.3.1 The 1990 State of the Parks Report***

The 1990 State of the Parks profile of PWF is a reference list of values, conditions, and threats pertaining to the site. The data are preliminary and condition evaluations are based on professional judgement (Environment Canada 1991: 1). Impacts and opportunities to improve the "state" of PWF are summarized as follows although an overall assessment of integrity could not be implied because of limited information (Environment Canada 1991: 142). There was no evaluation of the site's heritage presentation as to visitor awareness and understanding.

## Condition of and threats to resources

- ▶ much of the fort's perimeter wall requires stabilization, with some sections on the verge of collapse. Stone delamination is a threat (Figure 5);
- ▶ ruins in interior of the fort are in fair condition;
- ▶ the cannon are corroding;
- ▶ reproduction gun carriages are in fair to good condition; and
- ▶ historic trails and tundra are being scarred and impacted by all-terrain vehicles (Figure 6).



**Figure 5.** Collapse of outer face wall, South East Bastion where bulge/horizontal displacement was occurring, October 1997. (Parks Canada).



**Figure 6.** Rutting and erosion impacts on tundra from all-terrain vehicle use. (Parks Canada).

## Opportunities

- ▶ improve on-site facilities and artifact display conditions; and
- ▶ enhance public knowledge of the site and its role in Canadian history.

### ***1.5.3.2 The 1994 State of the Parks Report***

The state of national historic sites reporting in 1994 was based primarily on assessments of two resources: built heritage and artifact collections. There was no data for evaluating delivery of programs, visitor impacts, or criteria for evaluating overall state of the site. An attempt was made to compare the condition of these resources between 1990 and 1994. Evaluations for these two years were done by professional judgement and based on risk to the resource if no intervention were to take place (Canadian Heritage 1995b: 61).

In 1994, the perimeter wall of the fort was rated as poor -- the same as in 1990. Poor means major deterioration (Canadian Heritage 1995b: 61) given that:

- ▶ stability or performance of the resource or its critical components no longer maintain the level of the original design or purpose, or is substantial to a point where operation of the resource should be suspended until the condition is improved;
- ▶ other components or resources will suffer if the condition is not rectified within the required time frame; and/or
- ▶ abnormal or accelerated deterioration is evident.

In 1994, the condition of the cannon was identified as unchanged from 1990 when they were identified as threatened by corrosion. Various forms of treatment intervention were tested for more than four years, but without the desired results (Canadian Heritage 1995b: 130). The threat of all-terrain vehicles on the tundra remained unchanged.

### ***1.5.3.3 The 1997 State of the Parks Report***

The 1997 State of the Parks Report marks the most comprehensive evaluation and reporting of the condition and integrity of PWF (Appendix B). Condition of the fort walls was upgraded to having minor impairment with needs for minor improvement, while water infiltration and frost action were

considered a medium threat to the stone fort (Figure 7). The upgrade in rating was made in recognition that only three sections of the fort's walls were immediately under threat. Most of the walls were believed to be stable. Communications to the public were evaluated for the first time and rated on the low side of being effective. Practices in cultural resources management were rated as acceptable, but in need of some improvements (Canadian Heritage 1998a: 75, Fig. 38). Use of all terrain vehicles and over snow machines were identified as a high threat to the site. The SOP report also noted that severe climatic conditions and development of adjacent lands are medium threats to PWF.



**Figure 7.** Trusses placed against outer fort wall to stabilize wall movement after repairing collapsed section shown in Figure 5. This work occurred in 1998, subsequent to the 1997 State of the Parks Report (Parks Canada).

#### **1.5.4 Summary and Discussion**

Management plans are supposed to address the threats and management issues identified in State of the Parks reports that impair the commemorative integrity -- the desired state -- of a site. Evaluation research entails comparing "what is" with "what should be" (Johnston 1998: 28). The purpose of evaluation is to make decisions based on systematically gathering evidence related to a particular

**purpose or standard for decision-making (Henderson 1995: 4). In a program evaluation, program inputs, outputs and outcomes are compared with program objectives to judge whether the program is both effective and efficient in its delivery. Decision-makers use evaluation to decide whether a program should be:**

- ▶ continued (indications of objectives being met);**
- ▶ modified (indications of partial achievement or unexpected and undesirable outcomes); or**
- ▶ discontinued (objectives have been met or a program is judged to be unsuccessful).**

**Whereas management plans have been developed on the assumptions of predictability (i.e., actions will be successful and create desired effects) and complete knowledge in decision-making, we now know that such linear logic is not likely in historic sites management and that we normally operate with incomplete information for making decisions. Evaluation allows us to test for cause and effect relationships systematically and to reconsider decisions (formative evaluation) as more empirical evidence becomes available through carrying out programs. Key objectives in a management plan should have evaluation capability, i.e., measurability, so that site managers have the means and opportunity to judge the success of their program.1**

## CHAPTER 2

### THE PLANNING, REPORTING AND ACCOUNTABILITY FRAMEWORK FOR NATIONAL HISTORIC SITES

#### 2.0 INTRODUCTION

This chapter provides an overview of the Parks Canada planning, reporting, and accountability framework for national historic sites. This framework is currently 'under development'. Notions of accountability, performance measurement, and results-based decision making are new to Parks Canada program management. Management performance for national historic sites has been measured in the past by program inputs such as financial expenditures and compliance to management processes, and by outputs, such as additions and improvements to the physical plant, and annual visitor counts. The Parks Canada Agency, in keeping with Treasury Board of Canada direction, is tasked with evaluating "performance" of its national historic sites by its mandate to protect and present Canada's cultural heritage. Effectiveness in mandate achievement now means measuring and reporting on program outcomes, in place of or in addition to measures of program inputs and outputs. The purpose of this chapter is to:

- ▶ identify and describe the underlying concept to Parks Canada's planning, reporting and accountability framework - *managing for results* - and its implications for goal setting and objectives-oriented evaluation;
- ▶ define what the goal is for national historic sites - *commemorative integrity* - and its implications for defining objectives and targets, standards, and performance measures for evaluating the state of the site; and
- ▶ propose the *role of the management plan* in measuring and evaluating commemorative integrity of a national historic site.

## **2.1 PARKS CANADA ACCOUNTABILITY FRAMEWORK**

As part of improved reporting to Parliament, Parks Canada along with other federal departments and agencies is developing a Planning, Reporting, and Accountability Structure (PRAS). The PRAS forms the framework for describing objectives, key results, and financial information included in all expenditure management reports to the Treasury Board and to Parliament (Treasury Board 1996: 2). The PRAS is a framework that provides the basis for accountability, both internal (within the Parks Canada Agency) and external (the Minister to Parliament), for the results achieved with the resources and authorities provided. The accountability framework is designed to help public service programs to:

- ▶ gain effective or improved performance (benefits) for the intended results of a program in relation to the costs incurred; and
- ▶ facilitate modifications to programs in light of past performance and changing environment.

## **2.2 MANAGING FOR RESULTS**

In 1995, Canada's Treasury Board President, in his first Annual Report to Parliament, stated that the federal public service must move from rules and processes to innovation and results so to improve the delivery of government programs and services<sup>2</sup> (Auditor General 1997: 8). Government performance has been traditionally measured by compliance to regulation, process and directives, and by program inputs (what was provided and how). Effectiveness of government policy and program was measured through cost, but not necessarily in relation to societal benefits. The purposes of managing for results are to:

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<sup>2</sup>Managing for results is an accepted approach to government management in Australia, New Zealand, western European countries, and in the United States where federal agencies must comply with the *Government Performance and Results Act* of 1993. This act requires strategic planning, goal setting, and performance monitoring based on agreed-upon performance indicators, and annual reporting of program performance to Congress and the public (Wholey, Hatry and Newcomer 1994: 598).

- ▶ **measure effectiveness of policy and programs through intended results - outcomes or benefits (founded in the organization's mandate) - and costs;**
- ▶ **improve program delivery through formative and summative evaluations of performance; and**
- ▶ **assign and take accountability for decisions and actions.**

Results are based on goal setting and achieving objectives based on goals. The Auditor General's Report identifies four requirements for "managing for results": fostering an organizational climate that encourages managing for results; agreeing on expected results; measuring results to improve performance; and effectively reporting performance (Table 1). The focus of this study is on the latter three requirements. The management planning process is a venue for agreeing on expected results (which may not always be the desired results) through multi-functional reviews and public vetting. The management plan is an appropriate document for stipulating management-endorsed requirements for measuring and reporting performance.

### **2.3 THE GOAL: COMMEMORATIVE INTEGRITY**

A goal is a universal and fundamental assumption of an organization that guides its endeavors and activities (Geomatics International 1996). A goal is a theoretical construct, an ideal end, from which objectives (declarative statements of intent) are defined and direct how a goal is to be attained (Hendee, Stankey, and Lucas 1990: 200). Commemorative integrity is the goal for national historic sites; it takes precedence in acquiring, managing, and administering national historic sites (Canadian Heritage 1994a: 16). Other goals of Parks Canada, including providing quality service to clients and wise and efficient uses of public funds, are to be achieved within the context of ensuring commemorative integrity.

Commemorative integrity is an ideal for which to strive. It is not in itself quantifiable and therefore is an informing, but not an analytical concept (cf. Woodley 1993: 29). It is for this reason that objectives and indicators are needed to measure commemorative integrity.

**Table 1. Organizational Requirements Required to Manage for Results (adapted from Auditor General 1997: Exhibit 11.1).**

- 1. Fostering an Organizational Climate that Encourages Managing for Results is essential and requires:**
  - ▶ **Demonstrated commitment and leadership** through strong senior leadership, widely communicated mission statements, and effective guidance.
  - ▶ **Using external and internal levers.** Interest in common with external partners, and external and internal pressures and events, are recognized and used to encourage a focus on results.
  - ▶ **Creating supporting incentives.** Appropriate incentives are in place to encourage the measurement & use of performance information.
  - ▶ **Building expertise.** Learning is supported through training, professional development & the sharing of experiences.
  - ▶ **Developing a capacity to learn and adapt** from experience, proactive monitoring of the environment.
- 2. Agreeing on Expected Results.** Carrying out managing for results entails agreements between program & departmental management, program staff, external partners & other key stakeholders on what outcomes the program is intended to accomplish in light of its mission and objectives, experience & the environment. This involves clarifying the terminology used to describe these concepts & includes the following:
  - ▶ **Agreeing on outcome objectives** outlining what it is intended to accomplish because of the organization's mission and objectives.
  - ▶ **Agreeing on performance indicators** that relate to the agreed outcome objectives, & that will be used to assess and manage the program.
  - ▶ **Agreeing on performance expectations** that are clear & concrete, relate to the outcome objectives, & specify a schedule for their achievement.
- 3. Measuring Results to Improve Performance.** Realizing benefits from managing for results require:
  - ▶ **Measuring and reporting performance.** Practices exist for collecting, assessing, & reporting program performance and costs as to the indicators identified and agreed on.
  - ▶ **Using performance information.** The performance information gathered and assessed is used to improve program performance.
  - ▶ **Reviewing and updating indicators and measures** based on experience gained, changing circumstances, and experience gained in similar programs elsewhere.
- 4. Effectively Reporting Performance** allows the manager/decision maker to judge how well programs are doing. It requires:
  - ▶ **Describing the context and strategies used;** the mission, mandate & objectives, the major strategies used & the related external contexts.
  - ▶ **Stating meaningful performance expectations.** Clear and concrete key performance expectations are focussed on outcomes.
  - ▶ **Reporting performance accomplishments against expectations.**
  - ▶ **Showing the capacity to learn and adapt.**
  - ▶ **Reporting fair and reliable performance information.** Reported performance information is fair (understandable, relevant, and balanced) and reliable (accurate).

## 2.4 DEFINING COMMEMORATIVE INTEGRITY: THE DESIRED STATE FOR A NATIONAL HISTORIC SITE

The term "integrity" has been employed by Parks Canada to symbolize the intended goal or desired state for its protected heritage areas. Ecological integrity and commemorative integrity have been defined, as follows:

*Ecological integrity* is a condition where the structure and function of an ecosystem are unimpaired by stresses induced by human activity and are likely to persist (Canadian Heritage 1994a: 119).

*Commemorative integrity* is used to describe the health or wholeness of a national historic site. A historic place may be said to possess commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for its significance are effectively communicated to the public, and when the heritage values of the place are respected (Canadian Heritage 1994a: 119).

What does health or wholeness mean for an historic site? It is inferred from three general indicators: threats to resources, public understanding, and appropriate management practices. However, is this definition sufficient or is there a need to define the term "integrity" further as it relates to cultural heritage. For example, is commemorative integrity a static or dynamic state, what is fundamental to the understanding of integrity? What does the word "integrity" itself imply or convey?

Defining integrity has implications for cultural and natural resource management, visitor use, heritage presentation, and how Parks Canada interacts with the public and its stakeholders. Three concepts or models of integrity are presented below based on two meanings of integrity: wholeness and soundness (from The Concise Oxford Dictionary of Current English, 7<sup>th</sup> Edition):

<b>Whole</b>	in good health	sound condition	intact	undiminished	without removal of part	not less than
<b>Sound</b>	healthy	correct	undisturbed	thorough		

From these models, a definition of integrity to be used for defining and evaluating commemorative integrity is proposed. This definition of integrity is intended to provide further clarification to what the desired state of a national historic site should be. It is intended to substantiate rather than replace Parks Canada's definition.

#### **2.4.1 Model 1: "Healthy" State**

The "healthy" state model implies a living system. It is formulated from the definition for ecological integrity where processes, functions, and structures of the ecosystem are resilient enough for the system to persist without the need for and in spite of human interventions. Sustainability of the ecosystem overall (by however it is defined), and not necessarily the state of individual components or functions, is equated with the ecosystem health. Approaches to assessing ecosystem health include:

- ▶ identification of critical characteristics that differentiate healthy from sick ecosystems;
- ▶ the system's ability to withstand stress, or the ability of an ecosystem to recover equilibrium; and/or
- ▶ examining risk factors, and how much exposure and level of risk from stressors (Woodley 1993: 29).

The ability of an ecosystem to persist is one aspect of integrity, but composition (structure) and what is valued in the ecosystem for biological, aesthetic, scientific, or other anthropocentric reasons are also part of the integrity equation. In other words,

health is necessary for integrity, but it is not sufficient, while ecological integrity is sufficient for ecosystem health, but not necessary. . . . A tree farm, for example, might be considered healthy if it vigorously adds biomass, but it surely lacks integrity. Many species could be lost from an ecosystem before any overt signs of ill-health are evident; but with each loss of a native species the integrity of the ecosystem declines (Noss in Callicott and Mumford 1997: 37).

This model of integrity is not relevant to a national historic site, especially where the intent is to arrest natural processes and maintain a site in some form of 'static perpetuity'. However, the model does illustrate that ecosystem 'health' (self-perpetuation) does not equal integrity; that structures, functions, and processes can be altered -- to a point -- before integrity is impaired; that integrity is viewed holistically; and that integrity is a construct of largely human values.

#### **2.4.2 Model 2: Complete, Intact, or "Accurate" State**

The notion that integrity of place denotes completeness or accuracy is based on the premise that physical composition of place is unaltered over time and thus is a fair representation of a specific time and space. In this model, place has integrity of form in a specific spatial and temporal context. This notion has been the basis for management regimes that are supportive of reconstructing what is no longer present and restoring that which has been altered over time.

The United States Department of the Interior's National Register of Historic Places has seven criteria to evaluate integrity of property for eligibility in its registry (Table 2) (Department of the Interior 1995a). These criteria are based on integrity as a measure of how representative the resource is to a specific time and space. Integrity is the property's ability to convey its significance through its physical properties.

**Table 2. Historic Integrity Evaluation Criteria for Recommending Properties to the United States National Register of Historic Places (from Department of the Interior 1995a).**

<b>Location</b>	the place where the historic property was constructed or the place where the historic event occurred. The relationship between property and its location is often important to understanding why the property was created or why something happened. Location, complemented by setting, recaptures the sense of historic place and events.
<b>Design</b>	the combination of elements that create the form, plan, space, structure, and style of a property.
<b>Setting</b>	the physical environment of an historic property. "Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space.
<b>Materials</b>	the physical elements combined or deposited during a particular period and in a particular pattern or form to form a historic property.
<b>Workmanship</b>	the physical evidence of the crafts of a particular culture or people during any given period in history.
<b>Feeling</b>	the property's expression of the aesthetic or historic sense of a particular period. "It results from the presence of physical features that, taken together, convey the property's historic character."
<b>Association</b>	the direct link between an important historic event or person and an historic property.

This model of integrity is under intense debate, as evidenced by the themes of recent conferences, such as the 1996 ICOMOS Interamerican Conference on Authenticity (Stovel 1995) and the 1999 "Multiple Meanings, Multiple Views: Critical Look at Integrity", sponsored by the United States National Council for Preservation Education and the United States National Park Service. The model and the American criteria are founded on evaluating particular styles and periods of built architecture. They are not suited, however, for cultural landscapes, archaeological sites, vernacular architecture, or "living" sites, particularly where the historic site has or can have an evolving role within a community, such as the Exchange District in downtown Winnipeg or the community of Neuberghthal in southern Manitoba. In situations where a historic site is still a part of a thriving

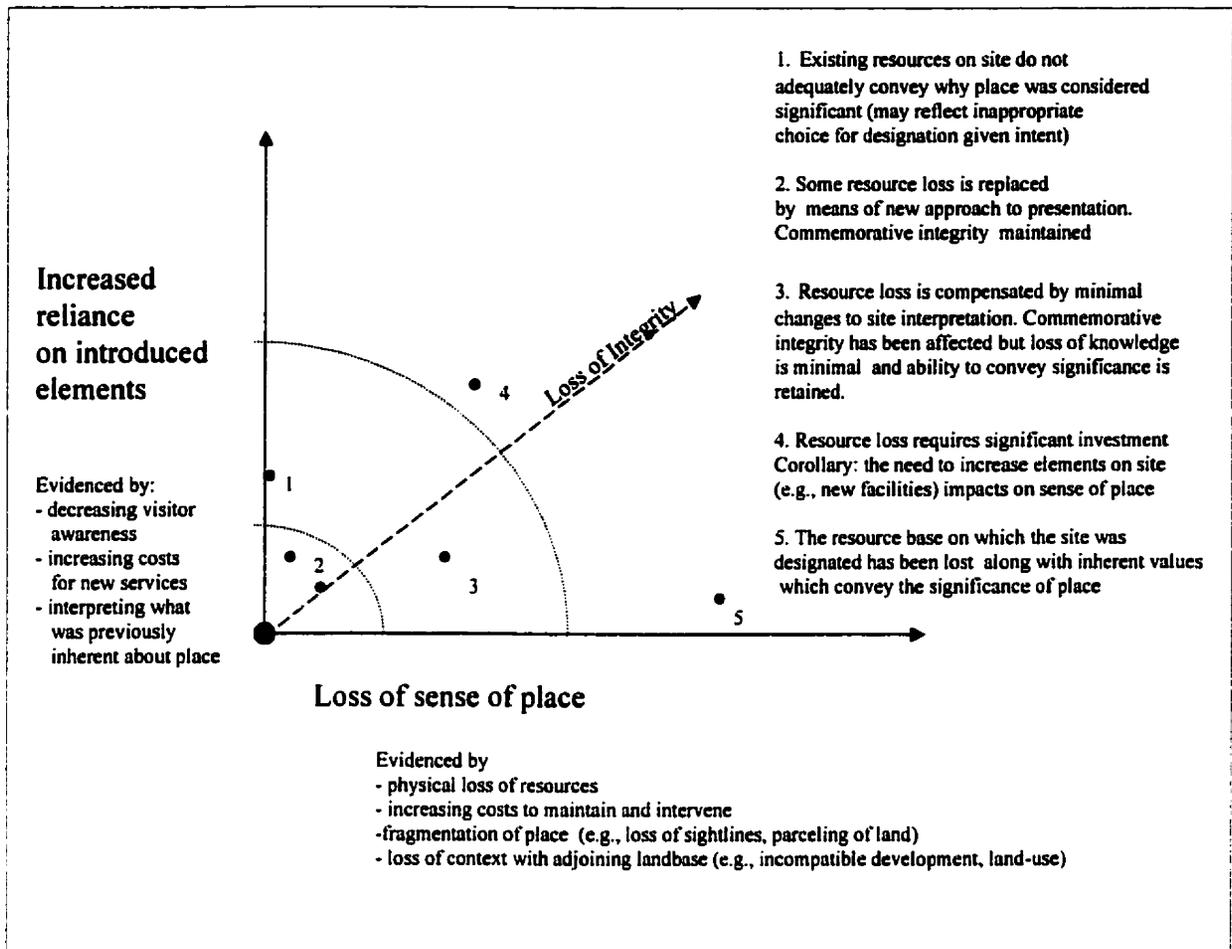
community, the function and probably the form of individual built resources and landscapes will change and adapt to new uses. But, will integrity be lost, impaired, or compromised by change? Does completeness or intactness destine an historic site to be 'frozen' to a particular state?

### **2.4.3 Model 3: Undiminished State**

Landscape architects are advancing the "sense of place" notion for historic integrity where place as a whole (and not necessarily completeness of individual components) conveys what is significant and why.

[T]he experience of integrity in a historic landscape depends on the capacity of the interpreter and visitor alike to be able to imagine a reality that no longer exists — to be willing to mentally travel back in time, to envision the effects of the process of time, and to project the hands of nature and of people as the landscape is shaped and reshaped. Each landscape holds its individual story and that story will direct its preservation treatment. The most direct measure of the integrity of the place will be whether or not the landscape 'speaks', and whether the story creates a reality — virtual but real in experience — of people and place engaged in dialogue and change (Turner 1999).

Integrity is not measured by how intact or complete a site is, but by how well it conveys its significance. Loss of integrity therefore is not solely a loss of form. It is suggested that loss of integrity for a historic site equates to a loss of knowledge (Michael Tomlan 1999: pers. comm.), to a point where the site no longer has the inherent values to hold and 'speak' its individual story. To restore integrity would require restoring the source of or means to convey the knowledge. It is proposed that when intervention requirements exceed the place's inherent capacity to convey its significance, then that place no longer likely has integrity nor the capacity to regain it (Figure 8).



**Figure 8.** Mapping commemorative integrity based on undiminished sense of place, inherent capacity to convey knowledge.

#### 2.4.4 Summary and Discussion

What then is commemorative integrity, the desired state of a national historic site? Detail for accuracy and completeness are not prerequisites for integrity (unless, of course, those are the fundamental values for why the site was designated significant in the first place). The main criterion for site integrity is that the significance of the place is conveyed effectively and primarily by inherent values of place. The greater the site's inherent capacity to convey significance, the greater its likelihood of continued integrity. The greater the reliance on investment and intervention (financial and human resources) to maintain and convey the significance of the place, the greater its propensity for loss of commemorative integrity.

Some examples of this undiminished sense of place definition of commemorative integrity are in order. Riel House National Historic Site, in south Winnipeg, was designated, in part, to commemorate Métis river lots as a form of Prairie settlement. Suburban development, however, has all but obliterated the river lot system of land tenure from the landscape. The historic site property is now fragmented and separated from the Red River by housing development. Conveying the sense of place as part of a Métis river lot system is not possible through the site's remaining inherent historic values. Metis river lot method of land tenure can be told only through media (which could be done anywhere), but not solely through place (this example would be placed at point 5 in Figure 8). Thus, the integrity of Riel House has been impaired. The Chilkoot Trail National Historic Site, in northern British Columbia, commemorates the Klondike Gold Rush of the late 19<sup>th</sup> century. The site includes the entire length of the historic trail from the United States/Canadian border to Lake Bennett, the beginning of the water route to Dawson City, Yukon. No structures or other obvious cultural resources, besides artifacts, survive from the 19<sup>th</sup> century (and did not at the time of site designation in the 1970s)<sup>3</sup>. Nonetheless, the Chilkoot Trail conveys a strong sense of place because the site contains the entire trail valley and the physical lay of the land (except the sub boreal forest) which has remained unchanged since the 1890s. With basic orientation and information provided at the trail head, hikers receive a three day long cognitive and an experiential history lesson that cannot be obtained the same way at any other Canadian national historic site (this example would be placed at point 2 in Figure 8).

## **2.5 THREATS TO COMMEMORATIVE INTEGRITY**

The integrity of an historic site can be threatened and impaired by various forces of nature and human activity (Table 3, Figure 9). Natural threats include erosion, weather conditions, water infiltration, inadequate soil bearing capacity, infestation of plant or animal life, and fire. Human threats can be 'external' and 'internal, i.e., the source comes from within the management organization. For instance, the failure to curtail natural threats — because of no action or poor

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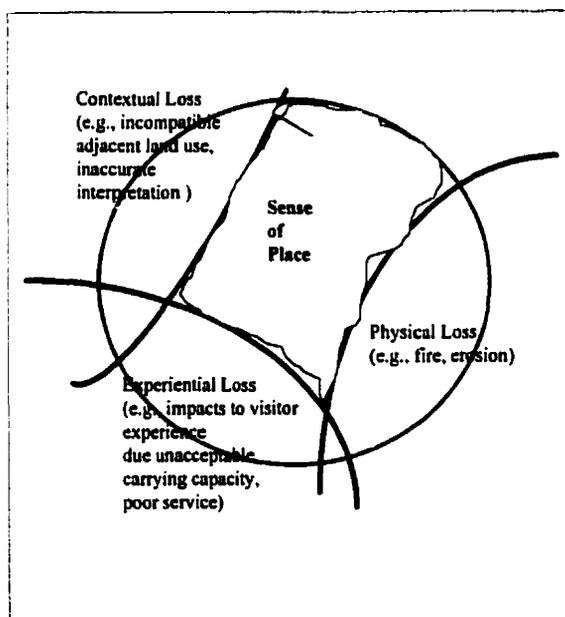
<sup>3</sup> There is one exception: the outer wooden shell of a church at Bennett which is the only remaining building from the Klondike Gold Rush on the Chilkoot Trail.

planning — should be viewed as a human threat (Canadian Heritage 1998a: 20). Inappropriate management actions through misidentification of priorities, not evaluating methods and results, or because of poor or inadequate information used in decision-making, can also be “internal” threats to site integrity. External human threats may include vandalism, damage to resources by improper visitor use, and noise, air or visual pollution from adjacent properties (Canadian Heritage 1998a: 20).

**Table 3. Sources of Threat to National Historic Sites Integrity**

<p><b>Natural Threats</b> (source external and internal to the site)</p> <ul style="list-style-type: none"> <li>- climatic</li> <li>- biotic</li> <li>- fire</li> </ul>	<p><b>Human-Induced Natural Threats</b> (Source external and internal to the site)</p> <ul style="list-style-type: none"> <li>- pollution</li> <li>- fire</li> </ul>	<p><b>External Human Threats</b></p> <ul style="list-style-type: none"> <li>- adjacent physical/economic development</li> <li>- economy</li> </ul>	<p><b>Internal Human Threats</b></p> <p><i>Visitor</i></p> <ul style="list-style-type: none"> <li>- visitation</li> <li>- vandalism</li> </ul> <hr/> <p><i>Management</i></p> <ul style="list-style-type: none"> <li>- ineffective or inappropriate program policy</li> <li>- ill-informed decisions-making</li> </ul>
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Tourism is perceived to be a "soft impact" industry, consuming little of primary resources, but bringing economic benefits into an area. Tourism is therefore often seen as a panacea for depressed economies, especially in rural locations (Boo 1990: 11). While the promise of economic benefits through tourism development is often the main reason for investment in historic sites, tourism can be the downfall for a historic site as well. "Without proper management, environmental problems can result from large volumes of traffic and people; historic fabric can become eroded; and



**Figure 9. Impacts on Commemorative Integrity; loss of sense of place.**

heritage resources can be spoilt by unsympathetic alterations or by being 'over restored' in the name of enhancing the visitor experience" (Cameron 1994: 29). For example, Stonehenge and the passage-tombs at Knowth, Ireland, can no longer physically "carry" the number of visitors. As a result, not only is the physical resource at risk, but, the visitor experience suffers as well. Misplaced priorities in visitor services can also be to the detriment of an historic site. An example of this comes from Casa Grande Ruins National Monument in New Mexico, where a new interpretive centre and maintenance building were built to hold visitor services. However, little attention was given to the actual ruin, a large four storey building constructed by Native Americans more than 600 years ago (Estes 1997: 35). Consequently, scarce capital went to the building and maintenance of a contemporary facility rather than to maintain the ruin that is the reason for the historic site's establishment.

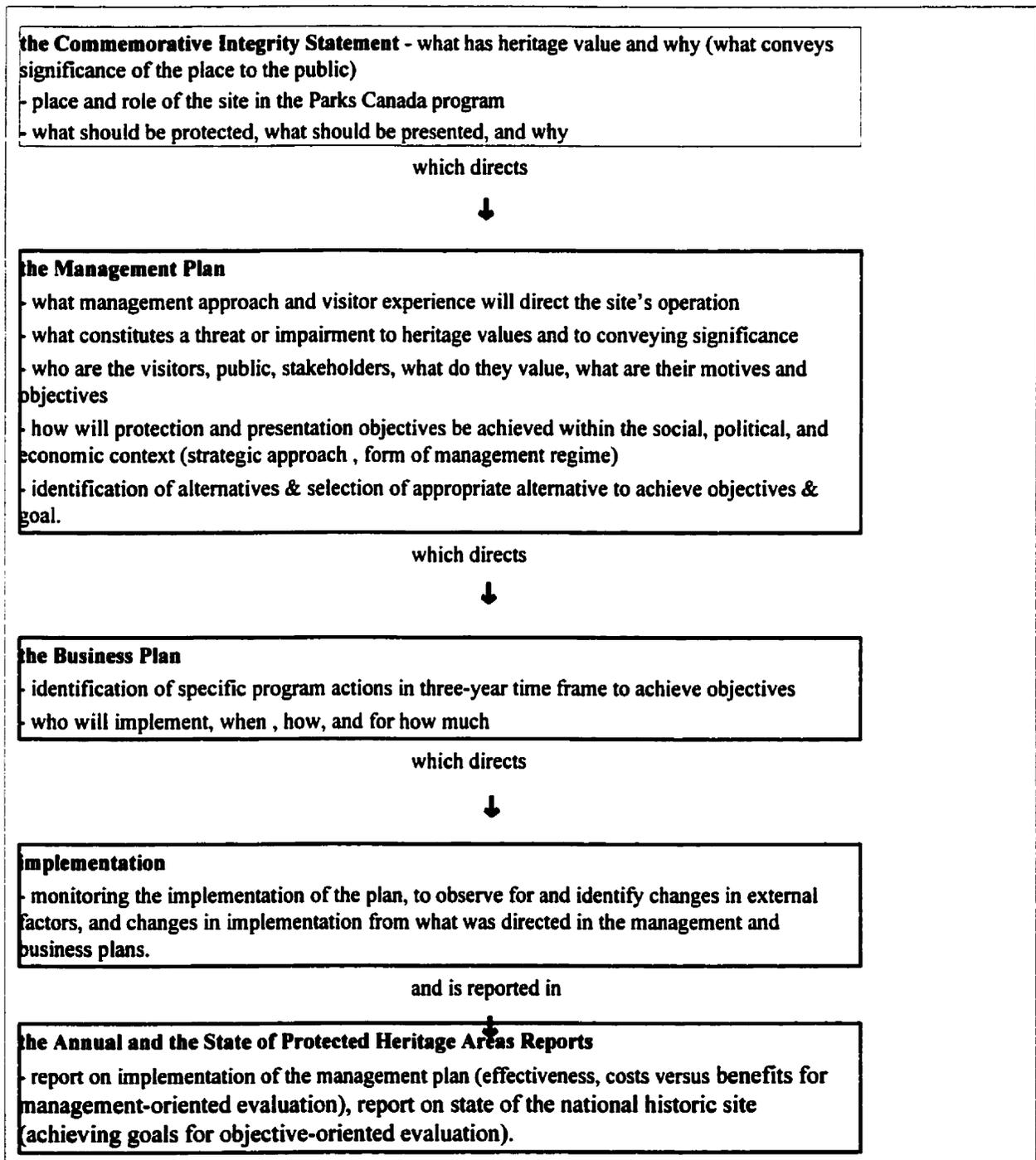
The threats to historic sites can be many and consequential. Costs to maintain and repair cultural resources are significant and ongoing. Capital investment in the conservation of historic buildings and artifacts in the Parks Canada program went from \$20 million in 1993 to \$38 million in 1996 (Canadian Heritage 1998a).

## **2.6 MANAGING FOR COMMEMORATIVE INTEGRITY: DEFINING, PLANNING AND REPORTING ON OBJECTIVES**

Planning has been described as the attempt to control and predict the consequences of our actions. Effective planning reduces uncertainty and enhances participation in decision-making by promoting the consideration of alternatives and reaffirming the importance of implementation. Planning contains several important elements. . . . [P]lanning is future oriented. . . . [I]t is a continuous process that facilitates the synthesis of information and knowledge, and introduces rational methods and systematic procedures into decision-making. Finally, planning is directed to achieving goals through optimum means and relating means to ends (Canadian Heritage 1994b: 6).

The goal of management planning for a national historic site is to ensure a site's commemorative integrity. The documents that represent the planning, reporting and accountability structure are presented in Table 4 and are described in further detail below.

**Table 4. The Documents in the Management Planning Process.**



It is proposed herein that while goal setting and objectives are appropriately identified in the Commemorative Integrity Statement, the selection of indicators, targets, standards and performance measures is more appropriately done as part of the management planning process, as per Table 5.

**Table 5. Relationship Between Planning Stages and Steps in Evaluation Method.**

Planning and Reporting Document	Steps in evaluation
Commemorative Integrity Statement	identify site goal - commemorative integrity, the three conditions for integrity, and define objectives as desired outcomes
Management Plan	Create measurability: identify outcomes that can be achieved - identify indicators from objectives - determine targets, standards, performance expectations for indicators
Business Plan	- identify actions necessary to monitor for and evaluate integrity - identify interim targets, if necessary, to permit formative evaluation of actions to achieve objectives
implementation	- monitor and evaluate for achievement of objectives as well as reliability and validity of selected indicators and methods of data gathering.
Reports	- analyze and report on state of integrity, success towards achieving integrity and recommend changes to program implementation, if necessary.

### 2.6.1 Commemorative Integrity Statement

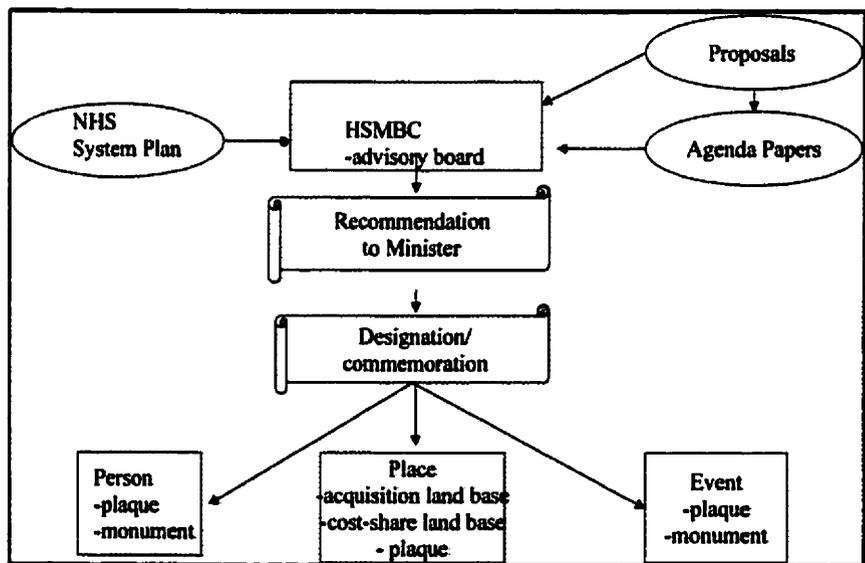
In preparing the first State of the Parks Report in 1990, Parks Canada had no conceptual framework to enable the objective and consistent evaluation of the state of its national historic sites (Bennett 1995). Information existed on the condition of individual resources of heritage buildings, artifact collections, and archaeological features across the entire Parks Canada program, but, no data was suited to categorize or summarize the state of any individual site as a whole. Consideration of the site as a 'whole', rather than 'the sum of its parts', is what prompted Parks Canada to develop the concept of commemorative integrity (Gordon Bennett 1999, pers. comm.).

Parks Canada staff prepare a Commemorative Integrity Statement (CIS) for each national historic site (Table 6).

**Table 6. Commemorative Integrity Statement**

Content	Responsibility and Purpose	Frequency
<ul style="list-style-type: none"> <li>- originate from the HSMBC recommendations approved by the Minister</li> <li>- reason for the commemoration</li> <li>- the principles and values that need to be respected</li> <li>- values and crm principles and practice define the desired state of condition and management of the site</li> </ul>	<ul style="list-style-type: none"> <li>- Superintendent responsible for the site recommends the document</li> <li>- Chief Executive Officer for Parks Canada approves</li> <li>- documents heritage values of the site and characteristics that help define their integrity both as components of the site and the site as a whole</li> </ul>	<ul style="list-style-type: none"> <li>- an enduring document revised as necessary (if research or public consultation identifies heritage values that should be managed by Parks Canada, or if there are new or revised HSMBC recommendations)</li> </ul>

The Historic Sites and Monuments Board of Canada (HSMBC), an advisory body to the Minister of Canadian Heritage, recommends places, persons, and events of national historic significance<sup>4</sup> (Figure 10). The first step in developing a CIS is to articulate a statement of commemorative



**Figure 10. Site Selection, Designation Process and Forms of Commemoration.**

<sup>4</sup> The Board receives more than 200 requests each year, of which 50 to 70 will generate research papers to assist the Board in its deliberations. The Board also uses the National Historic Sites Systems Plan, a thematic framework of Canada's history, to identify gaps in and opportunities to balance historical commemorations. The commemoration of aboriginal people's history, women's history, and cultural communities are three themes currently receiving the attention of the HSMBC.

intent based on the HSMBC recommendation(s). The statement of commemorative intent determines the nationally significant resources and messages used to identify and evaluate commemorative integrity.

A place may be considered for national significance by virtue of a direct association with a significant aspect of Canadian history. The HSMBC will consider an archaeological site, structure, building, group of buildings, district, or cultural landscape if:

- ▶ the site illustrates an exceptional creative achievement in concept and design, technology, and/or planning, or a significant stage in the development of Canada; or
- the site illustrates or symbolizes in whole or in part a cultural tradition, a way of life, or ideas important to the development of Canada; or
- the site is most explicitly and meaningfully associated or identified with person(s) deemed of national historic importance; or
- the site is most explicitly and meaningfully associated or identified with event(s) deemed of national historic importance.

An explicit and meaningful association is direct and understandable, and is about the reasons associated with national significance. To be considered for designation, a place must be in a condition that respects the integrity of its design, materials, workmanship, function, and/or setting, insofar as any of these elements are essential to understand its significance (HSMBC 1999). The Board has similar criteria as the United States National Register of Historic Places (see Table 2), although the Board does not have as precise definitions for its criteria.

The statement of commemorative intent is a concise and rigorous translation of why the Board considers a place to be *nationally* important. Several Parks Canada staff write the commemorative intent: normally an historian, a field person responsible for the site and one or two other individuals

familiar either with the reason for commemoration or the site itself. They use the approved minutes and recommendations of the Board and, if necessary, the commemorative plaque text<sup>5</sup>.

Once the commemorative intent is determined, a multi-disciplinary team is convened to develop the three main objectives of commemorative integrity: resources to be protected, historic values and messages of national significance to be communicated, and management practices to be applied. This team includes heritage presentation and operations staff from the site and, depending on the nature of the site and its cultural resources, an archaeologist, historian, curator, artifact conservator, landscape architect, and building restoration expert. Third parties involved at the site, adjacent landowners, and relevant cultural communities, are usually invited to participate in developing the CIS.

The team works with available resource inventories, historical research, and traditional knowledge. A two to three-day workshop is generally required to get the necessary information and consensus to draft a CIS. The workshop process is as important as the resulting document. Functional specialists and long time staff are often challenged to rethink why a place is significant and what is necessary to protect and present. Personal and functional-based values are replaced by program defined values. When conflicting resource management or program delivery recommendations face a Superintendent he or she has the CIS as the fundamental terms of reference for decision-making (what needs to be managed and why) (Canadian Heritage 1995a: 3).

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<sup>5</sup> Many Board recommendation date as early as the 1920s, when there were no "integrity criteria" and for that matter usually little explanation as to why a place was being nationally recognized. In a few cases, the result was the acquisition of a property which does not have the cultural resources symbolic of the intended designation. In other cases, the national commemoration has been lost in the storytelling. For example, some living history programs with precise re-enactment of period activities can draw visitors' attention away from the messages of significance; the media becomes the message. Such sites are coined "bread-baking national historic sites" where the visitor leaves having enjoyed a pleasurable outing into the past, but not learned much, if anything, of the place's historical significance (Cameron 1997: 33).

These program values are written as objectives according to the three main conditions of commemorative integrity: resources protected, messages communicated, and appropriate management practices applied. Achieving an objective is a tangible expression of attaining a stated goal.

Objectives are shaped by the goals they serve. They are descriptions of the field conditions sought through management and serve as criteria for identifying necessary policies and actions. Clearly stated objectives are the key to effective management plans (Hendee, Stankey, and Lucas 1990: 201).

Key components of a good objective are specificity, measurability, and attainability. Examples of objectives for a Commemorative Integrity Statement follow:

**Goal:** Commemorative integrity of the site is ensured.

**1<sup>st</sup> Condition:** Cultural resources that symbolize or represent the site's importance are not impaired or under threat.

**Objective:** the XYZ structure walls will not collapse and impair its historic values because of a program of maintenance and minimal intervention.

**2<sup>nd</sup> Condition:** Reasons for the site's national historic significance are effectively communicated to the public.

**Objective:** Visitors will understand that the architectural features of XYZ historic structure represent unique adaptations of 18<sup>th</sup> century European technology to an alien arctic environment.

**3<sup>rd</sup> Condition:** the site's heritage values are respected in all decisions and actions affecting the site.

**Objective:** no cultural resources are lost or impaired through human use or actions.

Defining objectives permits the next step in the evaluation process, identifying indicators representative of integrity. Indicators are specific variables that, singly or in combination, are indicative of the condition to be achieved and permits managers to assess effectiveness of management practices (Hendee, Stankey, and Lucas 1990: 225). However, indicators cannot be used as instruments of measure without standards, targets or performance expectations. The three terms have the same general meaning as some desired or minimally accepted value 'tagged' to an indicator. Targets and performance expectations describe the desired level of performance or outcome. They are ". . . conditions that managers feel can be achieved over a reasonable time. Standards, on the other hand, provide a base for determining if conditions remain acceptable. "It is important to note that standards do not represent desired conditions or goals. . . but

**Indicator should:**

- ▶ be easy, concise, understandable and meaningful
- ▶ reflect key dimensions of program performance
- ▶ be measurable, preferably through use of available data or data that can be gathered by cost efficient means (particularly with the need for collection of time series data)
- ▶ have predictive capability
- ▶ be responsive to management effects and change over time and/or space, reflecting results of action to effect change
- ▶ sensitive to change from management actions and must distinguish between normal conditions or cycles, "noise" (change not attributable to management action)
- ▶ reflect concerns of staff and stakeholders and public through their input
- ▶ have validity (as evidenced methodological rigour, replication of results, and use of valid methods of measurement)
- ▶ be useable by decision-makers (timely, reliable)
- ▶ not impose additional reporting requirements

**Choosing Targets, Standards and Performance Expectations (from Hendee, Stankey and Lucas 1990: 227)**

- ▶ the process is judgmental and state of the art
- ▶ when there is no reason to think otherwise, status quo may be used as the value (i.e., the target will be the value measured in the first year)
- ▶ benchmarks can be used from comparable situations
- ▶ use existing conditions, professional judgement and public input to set expectations and targets that are achievable and have support
- ▶ select standards that are meaningful as thresholds when management action must be taken
- ▶ values best expressed in terms of probabilities recognizing variability in situations that make specific absolute standards unrealistic

rather are triggers for management actions (i.e., the points where conditions become unacceptable)" (Department of the Interior 1995b). Indicators, targets, standards, and performance measures should be defined as part of management planning (not the Commemorative Integrity Statement as some staff have advocated). Selecting standards, targets and performance measures is a management decision based on more than technical or scientific data. The choice of a target may mean status quo or improvement to integrity, but not necessarily achievement of a desired state as identified in the CIS. Choices are influenced by budgets, other site and program priorities, views from public consultation, and other factors than simply commemorative integrity (cf. Geomatics International 1996). It is for this reason that the planning process, complete with research, information gathering, and public consultation, is a more appropriate venue for developing measurable objectives than the three-day exercise of developing the Commemorative Integrity Statement.

## **2.6.2 Management Plan**

Planning is a formal process of thinking ahead about what conditions are desired and how to achieve them, the management problems likely to be encountered, and alternatives for resolving them (Hendee, Stankey and Lucas 1990: 212).

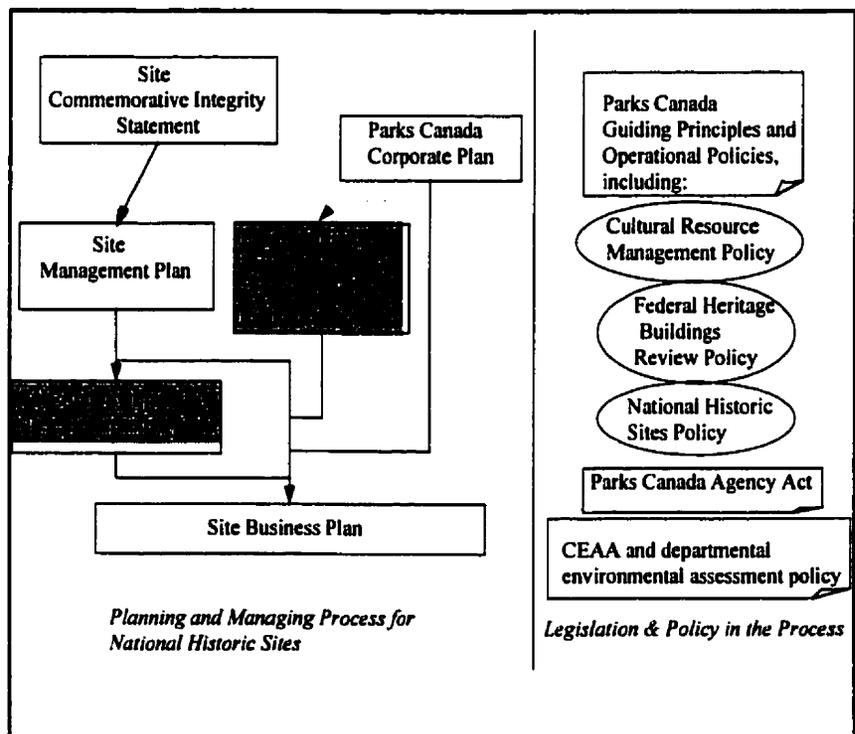
A Management Plan provides strategic direction for the management and operation of an historic site and provides a framework for subsequent business planning (Table 7) (Canadian Heritage 1994b: 6). Public consultation is a legislated requirement in the management planning process, recognizing the site as a public good. The management plan provides a comparison of the desired state of the site (documented as objectives in the Commemorative Integrity Statement) and the actual state of the site (through a situational analysis of current operation of the site, internal and external threats, and adherence to cultural resource management principles and practice). The management plan provides a strategy for site managers to move the site more toward the desired state. Public and stakeholder consultation recognizes that change in site objectives, operation and management approach do not work in a vacuum and will affect visitor, community, and stakeholders. Thus,

objectives and targets can involve compromise of what Parks Canada has as a program objective and what a community interest, for example, may value as a legitimate objective.

**Table 7. Management Plan**

Content	Responsibility and Purpose	Frequency
<ul style="list-style-type: none"> <li>- strategic direction as five to 10 year goals and objectives in:               <ol style="list-style-type: none"> <li>1) heritage resource protection and management</li> <li>2) presentation and public education</li> <li>3) visitor experience and service offerings</li> <li>4) other program objectives, e.g., heritage tourism</li> </ol> </li> <li>- statements of achievements against goals and objectives since last update ( in Management Plan Reviews)</li> </ul>	<ul style="list-style-type: none"> <li>- Superintendent prepares</li> <li>- Chief Executive Officer recommends</li> <li>- The minister approves</li> <li>- The parliament is informed</li> </ul>	<ul style="list-style-type: none"> <li>- Reviewed and updated on a five-year cycle</li> </ul>

A management plan must be based on the CIS and activities at the site must be based on strategies in the management plan (Figure 11). Site management plans have been only recently viewed as key accountability instruments. Since November 1994, Parks Canada senior management has maintained that, except for urgent or exceptional requirements, investments in national historic sites



**Figure 11. Planning and Implementation Instruments for Managing National Historic Sites.** Legislation and policy are in effect throughout the planning and implementation process. Plans in shaded boxes are optional and not discussed in this study

will only be made where approved management plans address the accountabilities of commemorative integrity, service to clients, and wise and efficient use of public funds. Traditionally, however, national historic site management plans have been largely site development plans, identifying new or renovated facilities and infrastructure to improve upon visitor services and programs. In other words, they identified program inputs without a corollary statement of expected outcomes and results.

### ***2.6.2.1 Discussion***

Generally, management plans did not and, largely, still do not provide guidelines for evaluating commemorative integrity. A review of management plans dating to the 1990s (see Chapter 4 and 5) suggests some outstanding needs that must now form a part of management plans to make them better accountability instruments, including:

- ▶ articulating measurable objectives, targets, standards, and performance expectations (i.e., desired outcomes);
- providing guidance for collecting and analyzing data (monitoring) and for reporting the evaluation results and recommendations from analysis; and
- ▶ specifying threat-specific monitoring requirements for risk to resources assessment.

The objectives in a Commemorative Integrity Statement articulate the ideals those site managers are striving to attain. The objectives in a management plan, however, should include target and performance measures to advance the planning process as an accountability tool. In the United States National Park Service, these measurable objectives are called "long-term goals" (as opposed to "mission goals" which would be comparable to the objectives in a CIS).

Each long-term goal . . . is stated as a desired future resource or visitor experience condition that is measurable. Long-term goals

generally have four attributes: (1) an end date shown as "by September 30, 2002," which indicates when the goal should be achieved; (2) a target usually shown as a percentage or actual number; (3) an indicator, the thing being measured; and (4) a baseline date, usually expressed "as of 1997." Together these attributes create a statement of a desired future condition. By following this method, the required performance measure is included in the long-term goal (Department of the Interior 1997: 7).

Using the Objective example from the CIS above, "the XYZ structure walls will not collapse because of a program of maintenance and minimal intervention", standards for the objective could be introduced as follows:

‘As of 1997, freeze/thaw has affected 150 mm of horizontal movement in XYZ structure’s east wall. By September 2003, vertical and horizontal wall movement at this location will be eliminated.’

The current and desired state of the cultural resource are defined, temporal and spatial parameters are defined, and specific measurable targets are identified and agreed upon through the management planning process. The targets should be based on sound knowledge and research conducted in support of management planning. Such research is generally not conducted as part of writing a CIS.

### **2.6.3 Business Plan**

The Business Plan defines what a national historic site intends to accomplish, how and when this will take place, and who is tasked with the responsibility (Table 8, see also Figure 11). It is through a site’s business plan that the management plan is carried out (Parks Canada 1997: 1). The Business Plan takes its direction from the site’s Management Plan and from Parks Canada’s Corporate Plan (see 2.6.4). Thus the actions presented in the Business Plan represent management endeavours to address site-specific objectives (from the Management Plan) and larger program objectives and targets (from the Corporate Plan) which are normally beyond the scope of the management plan and

represent departmental policy initiatives. The business plan identifies annual resource allocations for a site to conduct its operations. It is for this reason that monitoring and evaluation requirements for a site should be identified in both the management plan and the business plan, so that they are accounted for, and built into the site’s schedule of activities.

**Table 8. National Historic Site Business Plan**

Content	Responsibility and Purpose	Frequency
<ul style="list-style-type: none"> <li>- environmental scan outlining issues facing the site over the next three to five years</li> <li>- summary of specific goals/objectives/results to be achieved over the next three to five years based on Management Plan and Corporate Plan direction</li> <li>- an overview of major initiatives to be undertaken over next three to five years</li> <li>- an expenditure plan</li> <li>- revenue targets</li> <li>- human resource objectives</li> </ul>	<ul style="list-style-type: none"> <li>- Superintendent prepares</li> <li>- CEO approves</li> </ul>	<ul style="list-style-type: none"> <li>- yearly</li> </ul>

#### **2.6.4 Corporate Plan**

The Parks Canada Agency Corporate Plan, formally the National Strategic Plan and National Business Plan, must include:

- ▶ a statement of the Agency’s objectives, management strategies to achieve those objectives, expected performances and associated financial budgets for the approaching fiscal year and the four following fiscal years; and
- any other information that the Treasury Board may require to be included in it (*Parks Canada Agency Act*, Section 33[2]).

In the United States National Park Service program, their Strategic Plan (comparable to the Parks Canada’s Corporate Plan) prescribes targets that each park is to incorporate into its own objectives. For example, the NPS Strategic Plan identifies the long term goal that 50 percent of the recorded

archaeological sites in the NPS are in good condition. "This goal increases the number of recorded archaeological sites listed on the 1997 Archaeological Sites Management Information System that are in good condition" (National Parks Service 1998: 6). Each park and site in the NPS will contribute to meet or exceed the aggregate program target. Parks Canada has yet to apply program-level targets of performance. However, the striking similarities in the evolution of Parks Canada's and the NPS's planning and accountability processes would suggest that program-level objectives and targets are possibilities for Parks Canada.

### **2.6.5 Annual Report**

The Chief Executive Officer must, before September 30 of each year, submit an annual report on the operations of the Agency for the preceding year to the Minister. The annual report must include:

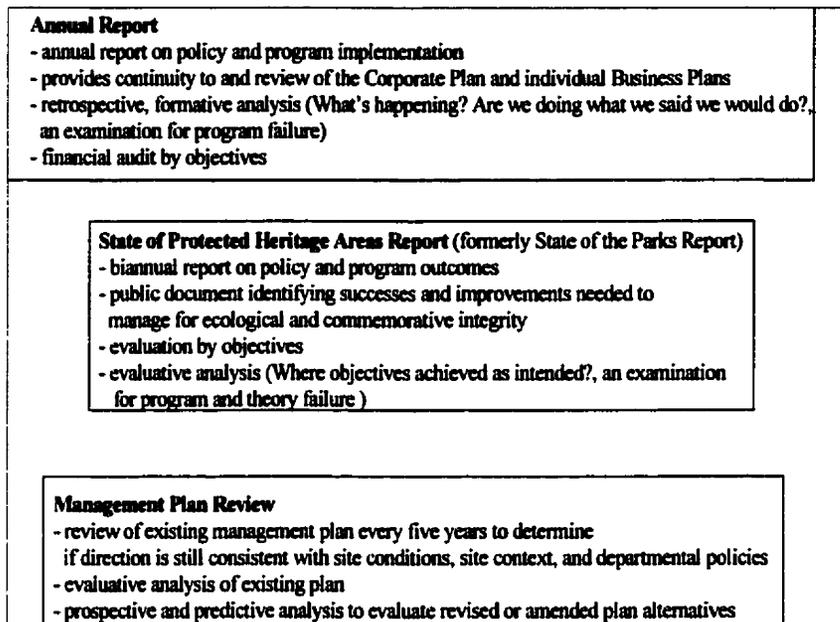
- the financial statements of the Agency and the Auditor General of Canada's opinion on them;
- information about the Agency's performance with respect to the objectives established in the corporate plan and summary statement of the assessment by the Auditor General of Canada of the fairness and reliability of that information; and
- ▶ any other information that the Minister or the Treasury Board may require to be included in it (*Parks Canada Agency Act*, Section 34(2)).

The annual report provides an evaluation and reporting of program effort and program performance (Table 9) (Figure 12). It is primarily intended as a financial audit to ensure that resources are being applied to address stated objectives (a check for program failure<sup>6</sup>) and to assess whether results are being achieved as suggested by outputs (formative evaluation of management plan implementation

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<sup>6</sup> Program failure: results not achieved as intended either because the program was not implemented as designed, terminated too soon or for the wrong reasons, or continued for too long while not working (Patton and Sawicki 1986: 302).

and check for theory failure<sup>7</sup>).



**Figure 12.** Reports which serve to report on evaluation of commemorative integrity and success of management plan

**Table 9. Annual Report**

Content	Responsibility and Purpose	Frequency
<ul style="list-style-type: none"> <li>- report on Business Plan accomplishments including:               <ol style="list-style-type: none"> <li>1) an overview of major achievements</li> <li>2) financial expenditure summary</li> <li>3) revenue summary</li> </ol> </li> <li>- analysis of major variances against Business Plan goals and objectives</li> <li>- summary indicators of success such as: visitation trends, client satisfaction reports, new parks creation, and other significant achievements relating to results and accountabilities</li> </ul>	<ul style="list-style-type: none"> <li>- Chief Executive Officer prepares summary from business plans submitted by Superintendents</li> <li>- The minister approves</li> <li>- Information for Parliament and public</li> </ul>	- yearly

<sup>7</sup> Theory failure: results not achieved as intended although program ran as designed and for sufficient time. Failure rests in assumptions, modeling and other theoretical basis for program on (Patton and Sawicki 1986: 302).

## 2.6.6 State of the Protected Heritage Areas Report

At least every two years, the Chief Executive Officer will give the Minister a report, to be tabled in each House of Parliament, on the state of national parks, national historic sites and other protected heritage areas and heritage protection programs, and on the performance of the Agency in carrying out its responsibilities (*Parks Canada Agency Act*, Section 31). This report, formerly known as the State of the Parks (SOP) Report helps to ensure that threats to heritage areas are identified and addressed (Canadian Heritage 1994a: 19) (Table 10). Three SOP Reports have been prepared: for 1990, 1994, and 1997. The 1997 Report now serves as a baseline measure of the Parks Canada's program performance.

The Annual Report serves to report on actions toward achieving commemorative integrity, i.e., the reporting of effort (inputs to the Parks Canada program), performance (outputs from the program), and efficiency (an output-input ratio). The SOP reports on effectiveness (outcomes - desired results of the program).

**Table 10. State of Protected Heritage Areas Report**

Content	Responsibility and Purpose	Frequency
<ul style="list-style-type: none"> <li>- number of parks, sites and marine conservation areas established</li> <li>- state and condition of heritage assets and resources</li> <li>- level of achievement of ecological and commemorative integrity</li> <li>- success in carrying out management plans</li> <li>- client/stakeholder satisfaction and awareness</li> <li>- change in attitude and action toward heritage protection/preservation indicators</li> <li>- visitation numbers and trends</li> <li>- success of outreach programs</li> <li>- related financial information</li> </ul>	<ul style="list-style-type: none"> <li>- Chief Executive Officer prepares</li> <li>- The Minister approves</li> <li>- information for Parliament and public</li> </ul>	<ul style="list-style-type: none"> <li>- biannual</li> </ul>

## 2.7 Summary and Discussion

Commemorative integrity is the primary goal in all things done at a national historic site. A site retains integrity when the site's inherent values and national significance are conveyed effectively and in perpetuity through a program of protection and presentation. The loss of knowledge and sense of place, and the increasing inability to convey knowledge results in a loss of site commemorative integrity. Parks Canada should, according to policy, measure its performance according to how well the goal of commemorative integrity for an individual national historic site is attained: through minimizing threats and impairment to resources; through providing a quality visitor experience and platform for learning and understanding, and through applying the principles and practice of Parks Canada's Cultural Resource Management Policy. If results toward integrity are not being achieved, then the site's management program need review and possibly change.

Commemorative integrity itself, however, cannot be measured. A range of objectives and indicators inferential of commemorative integrity must be used (Table 11). While the CIS is the venue for defining commemorative integrity objectives based on historic values of the site, the site management planning program is the appropriate stage for defining *measurable* objectives, complete with meaningful indicators and standards, targets and/or performance expectations. The reason for this is that management planning is a program of alternative program choices that considers

**Table 11. Summary of Parks Canada's Performance Management "System".**

**Parks Canada Performance Management Objectives**

- to determine the extent to which objectives have been met
- to compare current results with results obtained in the past
- to identify ways to improve future performance and to fix existing problems to ensure accountability for the use of public money

**Performance Management process includes:**

- program goals and objectives
- a representative mix of performance indicators and measures
- benchmarks, standards, trends, used to evaluate program performance.

multiple political and social realities through public and stakeholder consultations. Management planning incorporates policy based, researched and analyzed recommendations with social, political and economic realities to provide a framework of decision-making for site managers (cf. Feick 1996).

**Choices of targets are based on more than historic values and technical choices. Defining targets is a management choice best made through a planning context of making informed choices and building buy-in of staff, stakeholders, and the public.**

**Defining measurable objectives in management plans, i.e., indicators and targets, standards, or performance measures, will serve the following purposes:**

- ▶ **identifying monitoring and evaluation requirements for the site's business plan;**
- ▶ **facilitating annual reporting of management performance for auditing purposes;**
- ▶ **facilitating State of Protected Heritage Areas Reporting of the site; and**
- ▶ **facilitating the mandatory five-year review of the management plan for efficiency and effectiveness of ensuring mandate.**

**CHAPTER 3**  
**THE PLANNING AND PERFORMANCE MANAGEMENT PROCESSES**  
**IN THE UNITED STATES NATIONAL PARK SERVICE:**  
**A COMPARISON**

**3.0 Introduction**

The United States National Park Service is currently revising its management planning processes in response to several factors, but most notably in response to the *Government Performance and Results Act* of 1993. While Parks Canada is at an initial point of revising its management planning process and redefining the relationship of management plans to other accountability documents, the National Park Service appears to be further along in its transition in park management planning. Because of the evident similarities in how management planning is being perceived for national parks and sites in Canada and United States, a review of the American model is provided here to substantiate the identification and placement of *measurable* objectives in management plans.

**3.1 Transition in Management Planning**

Management planning has changed from designing master development plans, to preparing comprehensive action plans, to the current concept of management plans as frameworks for decision making (Table 12) (Department of the Interior 1999). Planning has changed in response to factors including, but not limited to:

- issues being more complex, intertwined and global in nature demanding more innovative and collaborative decision making;
- obsolescence of long-term development plans in a quickly changing world;

- ▀ delegated authorities to the park and site level. The plan needs to be less prescriptive, action-oriented and more policy-oriented to guide site-specific decision-making; and
- ▀ the *Government Performance and Results Act* of 1993 requires agencies to be accountable for results.

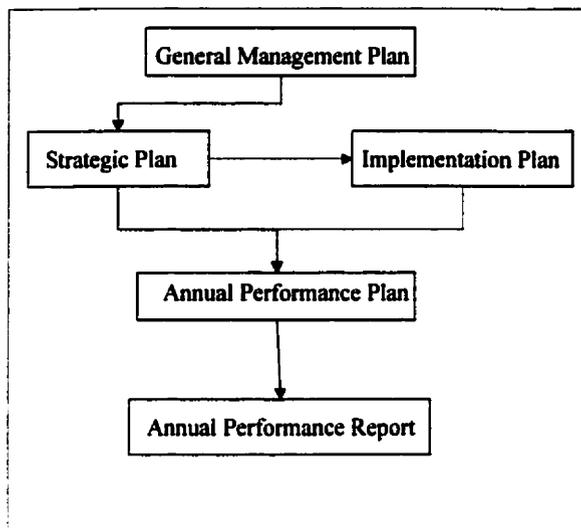
**Table 12. Changes in Management Planning: United States National Park Service**  
(adapted from Department of the Interior 1999).

Master Plan (1960s - 1970s) →	Comprehensive Action Plan (1970s - 1980s) →	Decision-Making Framework (1990s)
focuses on concept, design, and comprehensive site development	focuses on actions and presumed impacts (e.g., managing for impacts from introduced facilities and services, limits of acceptable change, visitor activity management)	focuses on results and commitments to achieving them (i.e., emphasis on program outcomes, not just program inputs and outputs)
assumes predictability (i.e., all issues can be addressed through comprehensive approach)	assumes predictability (i.e., cause and effect relationships assumed, linear modeling of impacts, limited recognition of cumulative impacts)	assumes unpredictability (recognizes management must be adaptive, that decisions may be based on incomplete knowledge and uncertain consequences)
looks internally (answers and approaches sought from within the organization and within the park boundary)	looks internally (answers and approaches sought from within the organization and within the park boundary)	looks both internally and externally to achieve results

### 3.2 The National Park Service Planning Framework

The documents, and their hierarchy, which represent the management planning process are illustrated in Figure 13.

The "Eight Steps" Performance Management Process (National Parks Service 1997: 67), developed in response to the *Government Performance and Results Act* relates to this planning process, as follows:



**Figure 13. National Park Service Planning Documents**

<b>Management Planning Process</b> NPS = National Park Service PC = Parks Canada	<b>Performance Management Process</b> (see Table 13 for details on each step)
NPS - General Management Plan PC - Commemorative Integrity Statement (& Management Plan for goals other than commemorative integrity)	Step 1: review NPS service wide legislation, mission statement and strategic plan (comparable to Parks Canada's Corporate Plan);
	Step 2: establish the mission of the specific park
	Step 3: develop park mission goals
NPS - Strategic Plan (& Implementation Plans) PC - Management Plan (& Sub-activity Plans)	Step 4: determine long term goals
	Step 5: assess resources
NPS - Annual Performance Plan PC - Business Plan	Step 6: develop the annual performance plan
plan implementation	Step 7: implement the annual performance plan
NPS - Annual Performance Report PC - Annual Report	Step 8: develop the annual performance report.

The "Eight Steps" process is the guide to developing goals and reporting on progress toward meeting them — the essence of performance management. The process uses a ‘why, what, and how’ model" (Table 13) (National Park Service 1997: 61).

<p><b>Table 13. National Park Service Performance Management Process</b> (adapted from National Park Service 1997: 67). As used here, parks are units of the national park system; programs are either formal partnership programs or NPS central offices. Terms such as goals and objectives are as used by the NPS, not as used in this study.</p>
<p><b>Why do we want to accomplish something?</b></p>
<p><b>STEP 1. Review NPS service wide legislation, mission statement, and strategic plan</b>  Review the Organic Act and subsequent NPS legislation and the service wide mission and mission goals from the NPS strategic plan. NPS Mission Goal Categories:</p> <ul style="list-style-type: none"> <li>I. Preserve park resources.</li> <li>II. Provide for the public enjoyment and visitor experiences of parks.</li> <li>III. Perpetuate heritage resources and enhance recreational opportunities managed by partners.</li> <li>IV. Ensure organizational effectiveness.</li> </ul>
<p><b>STEP 2. Establish the mission of the specific park or partnership program — its purpose and significance.</b>  ‘Purpose’ states the specific reasons the park or national assistance program was established. ‘Significance’ describes a park’s or partnership’s distinctive natural, cultural or recreational resources or values, why they are important within a national or international context, and why they contribute to the purpose of the park or program. Together, they are a park’s or program’s mission.</p>
<p><b>What do we want to accomplish?</b></p>
<p><b>STEP 3. Develop park or program mission goals</b>  Mission goals represent the ideal condition the NPS wants to attain or maintain. They must reflect the NPS service wide mission goals (step 1) and elaborate the particular purpose and significance of the park or program (step 2). These goals should focus on results, not efforts, on conditions not strategies. They should be expressed in terms of desired future conditions: "What would success look like?" Most NPS goals relate directly to resource conditions and visitor/public experience. All park/program mission goals must clearly relate to the service wide mission goals. Mission goals are neither quantified nor have time limits.</p>
<p><b>STEP 4. Determine long-term goals</b>  Long-term performance goals are the outcomes to be achieved over the future, typically 5 years (range, 3- 20 years). Tiering off mission goals and complements to them, long-term goals must describe results, not efforts, and be stated as desired future conditions. NPS Long term goals incorporate performance measures in them with clear quantified target levels of accomplishment and completion dates (By 2002, x% . . . ).</p> <p>Long-term goals incorporate the appropriate measures of performance in them. Outcome measures should be used unless there is truly no alternative; any output measures used must be closely linked to the goals.</p>

**STEP 5. Assess Resources:** determine status of resources and visitor services and availability of fiscal and human resources.

Assess the condition of the park/program resources (natural, cultural, recreational) to be preserved and the visitor/public services available now. Assess the availability of fiscal and human resources (inputs) and their utilization, constraints and prospects for change. This analysis will help develop resource baselines and realistic goals and help prioritize the outputs (the products and services) needed to achieve the goals.

**How do we accomplish it?**

**STEP 6. Develop the annual performance plan** that includes the (a) annual goals and (b) the annual work plan, the inputs and outputs needed to achieve the goals.

Step 6 breaks the long-term focus of Step 4 into annual increments and specifies the actions and resources needed. The annual performance plan links outcome-related performance goals to specific outputs and inputs for a single year. Note that the annual performance plan deals with both "whats" and "hows" by identifying the annual goals and the activities required to accomplish them.

**Outcome-related goals:** Annual performance goals should be stated so that their relationship with the long-term goals in step 4 is clear. Steps 5 and 6 identify how much of a goal can reasonably be accomplished in one year.

**Inputs and outputs:** The outputs are the products and services and activities required to achieve the annual goal. The inputs identify the fiscal and human resources required to produce those outputs.

**STEP 7. Implement the Annual Performance Plan**

Parks/programs receive budget allocations and update annual performance goals to reflect available \$ and full time equivalent staff.

Parks/programs implement the annual performance plans during the year.

**Feedback: did we accomplish what we intended?**

**STEP 8. Develop the annual performance report**

Monitor performance toward goals using performance measures at appropriate intervals throughout the year. Evaluate results by comparing accomplishments with goals. Adjust subsequent annual goals, work plans, and long-term goals as necessary. Report results using the performance measures that best indicate performance locally and, in the aggregate, service wide to inform the public about the National Park Service. Performance information should help improve management capability, budget formulation, and public satisfaction.

**A NOTE:** Using this process and developing goals and their associated performance measures are truly an iterative processes — while each step builds on the previous one, it is important to go back and refine the earlier steps. Most groups find that the eight steps work best in the order presented here but often move back and forth. Having the steps available side-by-side helps.

### **3.3 Discussion: Measurability in Management Plans**

The above review of the evolving planning and performance management process from the National Park Service corroborates prior discussion in Section 2.6.2.1 and 2.7 that selections of indicators, targets, standards, and performance measures are appropriately conducted at the stage of planning. This is the stage when management resource capabilities are assessed (Step 5) for what can be realistically accomplished within a reasonable period. The Strategic Plan as the key guiding document for delivering results for a site over the long term (i.e., typically five years) must "incorporate performance measures . . . with clear quantified target levels of accomplishment and completion dates" (National Park Service 1997: 67).

**CHAPTER 4**  
**MEASURABILITY FOR COMMEMORATIVE INTEGRITY**  
**IN RECENT NATIONAL HISTORIC SITES MANAGEMENT PLANS**

**4.0 INTRODUCTION**

Chapters 2 and 3 have documented the evolving concept of management plans as accountability tools. The purpose of this chapter is to evaluate whether management plans produced in the last five years are building measurability in them. This information will be used as a benchmark for evaluating the effectiveness of the Prince of Wales Fort Management Plan as an accountability tool and how it may be improved for this purpose.

**4.1 CONTENT ANALYSIS**

A content analysis was done of national historic sites management plans prepared after the introduction of commemorative integrity as the goal for national historic sites, i.e., after 1994. The seven management plans reviewed (excluding Prince of Wales Fort, see Chapter 5) are:

- ▶ Fort Langley, British Columbia;
- ▶ Arvia'juaq, Nunavut Territory;
- ▶ Batoche, Saskatchewan;
- ▶ Lower Fort Garry, Manitoba;
- ▶ Sault Ste. Marie, Ontario;
- ▶ Hamilton Waterworks, Ontario; and
- ▶ Fort Beauséjour and Fort Gaspereaux, New Brunswick.

The analysis identified whether the desired state of commemorative integrity versus actual state is described, if measurable objectives to achieving integrity are defined, and, if evaluation and monitoring strategies are identified. The content analysis was of latent content, i.e., the underlying meaning, comprehension, and applications of these concepts in the management plan (Babbie 1998: 313). The findings are presented below.

#### **4.1.1 Fort Langley Management Plan**

Fort Langley is located on the south bank of the Fraser River, 40 km east of Vancouver near the town of Langley, British Columbia. It was designated a national historic site in 1923 and commemorates the maritime and interior fur trade activities of the Hudson's Bay Company west of the Rockies. The site management plan was approved in 1995(Canadian Heritage 1995c).

##### **State of Commemorative Integrity**

The concept is applied. The cultural resources and values to be protected and presented and the objectives identified in the CIS, representing the desired state, are identified. An evaluation is made of the actual state of site integrity.

##### **Evaluation and Monitoring Guidelines**

The objectives in the CIS for Fort Langley are the "indicators" of commemorative integrity (Canadian Heritage 1995c: 10-13). There are 27 objectives or indicators. One objective, for example, is "the historic place is safeguarded when the historic features of the site's setting are respected and revealed". While the objectives point to what should be measured or observed, there is no identification of what is an acceptable achievement of objective.

##### **Content Analysis**

The indicators provide an objective-oriented means of evaluation, but without targets or performance measures do not provide an indication of satisfactory achievement.

## 4.1.2 Arvia'juaq Conservation Report

Arvia'juaq is a national historic site owned and managed by the community of Arviat in the Nunavut Territory. To be eligible for Parks Canada funding the community had a Conservation Report prepared which includes objectives and strategies for ensuring site commemorative integrity (Canadian Heritage 1997c).

### **State of Commemorative Integrity**

Cultural resources and their values to be protected and presented are identified. Objectives to achieve integrity are specifically identified. There is, however, no reference to the site's current state or what is necessary in the face of current conditions and potential changes to the site to ensure integrity.

### **Evaluation and Monitoring Guidelines**

Recommendations focus primarily on the protection of archaeological resources from development and visitor impacts.

### **Content Analysis**

Evaluation and monitoring are restricted to protection objectives. There are no provisions for evaluating presentation objectives. Evaluation and monitoring objectives for protection are not focused on success or failure of carrying out actions in a conservation plan, but relate to identifying unforeseen/unknown impacts from developing the site for visitation. There is no indication as to if or how overall site integrity will be evaluated.

### 4.1.3 Batoche Management Plan

Batoche is located 88 km northeast of Saskatoon, Saskatchewan, on the east bank of the South Saskatchewan River. It was designated a national historic site in 1923. The site commemorates events leading to and resulting in the Battle of Batoche in May 1885. The management plan for the site was completed in 1997 (Canadian Heritage 1997d).

#### **State of Commemorative Integrity**

Cultural resources and their values to be protected and presented to the public are identified. Objectives to achieve integrity are specifically identified. There is some reference to the current state of the site and what areas need to be addressed to ensure integrity.

#### **Evaluation and Monitoring Guidelines**

The Batoche management plan states, "It is imperative that not only the threats that may impair or threaten integrity of the site are monitored regularly, but also those management actions -- as identified in this management plan -- are evaluated to ensure desired results are being achieved and, if not, are adapted, modified or ceased. The management plan acknowledges that monitoring and evaluation of presentation and protection practices by Parks Canada and its partners are an integral part of site management" (Canadian Heritage 1997d: 4). The plan further states, "heritage presentation will be monitored and evaluated on an ongoing basis to ensure that Parks Canada and its partners are effectively communicating the reasons for Batoche's importance to the public . . . The Client Satisfaction Survey is one means already in place for monitoring and evaluating heritage presentation. Other means of evaluation (e.g., focus groups, peer review/auditing) will be developed and carried out regularly" (Canadian Heritage 1997d: 30). Criteria are provided for the evaluation of the current audio-visual program and exhibit based upon the site's commemorative integrity.

#### **Content Analysis**

Both heritage presentation and protection elements of commemorative integrity will be subject to evaluation. The plan recognizes the integral role of evaluation and monitoring in the management (decision-making) of the site. There is some articulation of criteria for evaluation and instruments for measurement, but no descriptions of what objectives are key to commemorative integrity.

#### **4.1.4 Lower Fort Garry Management Plan**

Lower Fort Garry is located 6.5 km south of Selkirk, Manitoba, on the west bank of the Red River. It was designated a national historic site in 1950. It commemorates Lower Fort Garry's role as a major transportation and administrative centre in the nineteenth century fur trade. The site management plan was approved in 1994 (Canadian Heritage 1994c).

##### **State of Commemorative Integrity**

Commemorative integrity is referred to. Identifications of values associated with integrity are not apparent. There was no Commemorative Integrity Statement for Lower Fort Garry at the time of preparing the management plan. Neither the ideal nor the current state of integrity is articulated.

##### **Evaluation and Monitoring Guidelines**

Monitoring is associated with environmental impact assessments associated with visitor service and site development programs.

##### **Content Analysis**

Monitoring is a reactive process, rather than a planning and decision-making process. There is no suggestion of what level of change is acceptable, nor what should happen if there are impacts. There is no reference to evaluating heritage presentation in the Lower Fort Garry Management Plan.

#### **4.1.5 Sault Ste. Marie Management Plan**

The Sault Ste Marie Canal in Ontario was designated nationally significant in 1988. It commemorates the historical role of the canal as a vital link in the Great Lakes-St. Lawrence River shipping system. A working draft of the plan was used for this analysis (Canadian Heritage n.d.).

##### **State of Commemorative Integrity**

The concept is applied. Heritage values and resources to be protected and presented are identified. The existing state of the site is not described.

##### **Evaluation and Monitoring Guidelines**

The only reference to monitoring concerns construction and maintenance work and the detecting impacts on archaeological resources.

##### **Content Analysis**

Application of monitoring and evaluation is similar to the Lower Fort Garry Management Plan. It is a reactive mitigation process rather than planning and decision-making process. The plan does not provide direction as to acceptable level of impact, and there are no evaluation processes identified for heritage presentation.

#### 4.1.6 Hamilton Waterworks Conservation Report

Hamilton Waterworks in Hamilton, Ontario, is a national historic site owned and managed by the Hamilton Museum of Steam and Technology. To be eligible for Parks Canada funding, the museum prepared a Conservation Report that includes objectives and strategies for ensuring site commemorative integrity (Hamilton Museum of Steam and Technology 1997).

##### **Commemorative Integrity Assessment**

The concept is applied. Resources and their values to be protected and presented to the public are identified. Condition of the integrity of individual resources is described.

##### **Evaluation and Monitoring Guidelines**

"Although outside the mandate of this report, evaluation procedures and outcomes must be developed for the Presentation Program. As part of the museum's ongoing operations, such procedures will be developed to ensure that the presentation objectives are being met. Evaluation will distinguish between evaluating the program and the visitor. Although linked, the former incorporates a broader set of criteria than the latter . . . The learning evaluation will be in a rubric that matches key messages with the learning needs of different audiences. Each section of the rubric will describe a visitor who has achieved the learning objective. The Guidelines for Preparing Commemorative Integrity Statements has provided a checklist of indicators for the evaluation of the effectiveness of the [program] delivery of national historic sites' messages. This check list can be formulated as a series of yes/no statements that may be used to guide remediation"(Hamilton Museum 1997: 67).

##### **Content Analysis**

This management plan stands out as an example of setting strategic direction for program evaluation. First, there is particular attention paid to evaluating heritage presentation. Second, it distinguishes evaluation of outcomes (learning) from program delivery. In this respect it provides a basis for more comprehensive evaluation of the site's heritage presentation than is shown in other management and conservation plans.

#### 4.1.7 Fort Beauséjour and Fort Gaspereaux Management Plan

Fort Beausejour and Fort Gaspereaux are located at Aulac and Port Elgin, New Brunswick, respectively. Both were designated national historic sites in 1920. The forts are commemorated for their roles in the rivalry between England and France in the period from 1716 to 1763. The management plan was approved in 1996 (Canadian Heritage 1996).

##### **Commemorative Integrity Assessment**

The concept is referenced. The individual cultural resources to be protected and presented are identified. There is no description of the desired or actual state of site integrity.

##### **Evaluation and Monitoring Guidelines**

There are no references to evaluating the integrity through a planned program of monitoring. Rather than evaluating output or outcome from carrying out the management plan, a major means of measuring achievement of commemorative integrity will be through "the preparation and implementation of an interpretation plan" (Canadian Heritage 1996: 30). The plan states that "work is currently underway to develop standard national indicators for commemorative integrity that will apply to all sites. Once developed, these indicators will become part of the plan" (Canadian Heritage 1996: 31).

##### **Content Analysis**

The management plan does not provide direction for evaluating the state of the site, beyond carrying out of the plan (measure of program input). The work "currently underway" is the Guidelines for Preparing Commemorative Integrity Statements developed in response to this management planning program.

## **4.2 SUMMARY AND DISCUSSION**

### **4.2.1 Commemorative Integrity**

While all seven management and conservation plans identified specific cultural resources important to their site's commemorative integrity, it was not as apparent what particular historic values and cultural resources were specifically important to maintain commemorative integrity. Without specifying these values, the identification of objectives and indicators and the evaluation of impairment to integrity cannot be properly documented.

Few of the management plans summarize the current state of the site's integrity as to resource conditions, known or potential site threats, or the strengths and weaknesses of the site's current program offerings. Without this situational analysis, envisioning whether carrying out the management plan will improve the site in critical areas is problematic. Except Batoche, none of the management plans referred to the assessments of commemorative integrity made in the 1990 and 1994 State of the Parks Report. Considering the main objective of national historic management plans — to set strategic direction for ensuring commemorative integrity — the comparison of ideal versus actual state of integrity is apparently a shortcoming in the sampled site management plans.

### **4.2.2 Evaluation and Monitoring**

The following points summarize the content of evaluation and monitoring guidelines in the sampled national historic site management plans:

- ▶ evaluation and monitoring for commemorative integrity are largely limited to heritage protection, and not heritage presentation objectives. The Hamilton Waterworks conservation report stands out as the best example of providing for evaluation processes in carrying out heritage presentation;

- monitoring programs for protecting heritage resources are largely reaction-based. They are designed to observe for impacts while programs are being carried out. Designed to "watch for" the unknown, most monitoring activities identified in management plans are focused on identifying and mitigating impacts on unknown archaeological resources;
- ▶ there is too little description of monitoring purpose and objectives to infer evaluation and monitoring processes when the management plan is implemented. In this respect the management plans do not provide adequate direction for establishing monitoring programs as tools in managing the site; and
- ▶ with few exceptions (notably Hamilton Waterworks and Batoche), there is no connection established between monitoring and decision-making processes.

These points raise a major concern — inadequate attention to evaluating management plan implementation and its outcomes. "Unfortunately, when an evaluation system is not in place, evaluations often are done as a result of crisis rather than as part of the overall organization's plan for improvement and accountability" (Henderson 1995: 63). Management plans should have monitoring and evaluation requirements 'built in', operationalizing evaluation as part of the day-to-day managing of the site. A cursory examination of the Prince Edward Island National Park (Canadian Heritage 1998b) and Banff National Park (Canadian Heritage 1997a) Management Plans identified therein the presence of and the role for monitoring and evaluation of ecological integrity. Both plans provide sufficient information and rationale for ecological integrity monitoring programs. Additionally, these two national park management plans prescribe that monitoring will be part of the information gathering and decision-making process for park management. Similar statements of purpose and objective for evaluation and monitoring should be stated in national historic sites management plans.

**CHAPTER 5**  
**PRINCE OF WALES FORT MANAGEMENT PLAN:**  
**CASE STUDY EVALUATION**

**5.0 INTRODUCTION**

The main purpose of this study is to evaluate the PWF management plan as an accountability tool for commemorative integrity. Specifically, the study will, as stated in the Study Objective (1.3):

- identify whether the PWF management plan provides objectives and sufficient indicators and targets, standards and/or performance measures to facilitate the evaluation of the state of PWF's commemorative integrity; and
- recommend where indicators and/or targets are needed to improve the management plan as a site management accountability tool.

This chapter addresses both objectives, the first by content analysis of the PWF management plan, and the second by suggesting how measurability for evaluating commemorative integrity can be restated using existing objectives in the management plan. It was found that although terms associated with performance measurement and evaluation were not a common feature of the management plan, there are examples where means to evaluate management strategies are outlined in the management plan. The cannon conservation is a case in point. There are also examples, however, where the management plan could have provided performance targets based on available information. Setting performance targets for visitor understanding, based on previous years' visitor exit surveys is an example of this.

**5.1 PRINCE OF WALES FORT MANAGEMENT PLAN**

The PWF management plan was completed in 1997 although it has yet to be approved and tabled in Parliament. Nonetheless, the plan serves to guide management of PWF at this time. The Vision Statement in the plan summarizes what the intended outcome of the site should be:

**This vision statement describes what PWF should be like in fifteen years. It sets out ideals that Parks Canada and its partners must strive to achieve.**

**The Canadian public recognizes the role PWF has in nurturing a sense of Canadian identity and supports Parks Canada in its protection and presentation to a national and international audience.**

**All visitors to Churchill arrive with an awareness of the reasons for PWF's national significance. In planning their trip they consider the human history of PWF and the Churchill area as part of their eco-tourism experience.**

**Every visitor to Churchill has the opportunity (dependent on seasonal weather) to visit PWF, in a safe manner, and gain an understanding and appreciation of the 18th century French - English rivalry for the territory and resources of Hudson Bay and the architectural significance of the Fort.**

**All cultural resources at PWF are protected and presented according to the principles of value, public benefit, understanding, respect, and integrity. Maintenance, monitoring, and minimum interventions of the Fort walls and cannon have ensured that these cultural resources are conserved in a cost effective manner and without detriment to their historic values.**

**The community of Churchill actively supports PWF. Tour operators and other businesses will be involved in the delivery of messages and complementary services for PWF. Parks Canada manages PWF, ensuring that the site's heritage experience is in keeping with standards for a National Historic Site (Canadian Heritage 1997b: 11).**

**The Vision Statement itself provides measures including the fifteen-year period, the reference to national historic standards (although no such prescribed standards for visitor services exist), cost-effectiveness in conservation, and protecting all cultural resources according to cultural resource management principles. However, many objectives in the management plan, including the key objectives cited in 1.5.2, are actions unconnected to outcomes. While one may debate the wording of objectives as a frivolous debate of semantics, a clear statement of relationship between results/outcomes, objectives, and actions, is necessary to ensure that those who enact the**

management plan and those who make decisions understand the relationship between the tangible action and the intangible goal. Otherwise, the result is lost in the action, process becomes the justification for what is done, and we are no farther ahead in the quest of managing for results. Management plans are supposed to be a product of agreement and understanding. As such, staff and stakeholders who participate in the management planning process recognize and agree to how objectives serve to meet the goal of commemorative integrity.

### **5.1.1 Content Analysis**

A key word search was done of the PWF management plan to find references to the following root words: 'goal', 'objective', 'indicator', 'target', 'standard', 'performance', 'monitor', and 'evaluate'. No manifest analysis, i.e., word counts, was done since no counts were done of other management plans to help a benchmark comparison of management plans. The interest of this study was more in how terms were defined and used (latent analysis). While these terms appear most commonly in the evaluation literature and in Parks Canada performance measurement documents (e.g., Parks Canada 1998b), evaluation concepts appear in the management plan without using these terms. The cannon conservation program is a case in point. The results follow.

#### ***5.1.1.1 Goal***

Only one reference to a goal was cited in the management plan, as follows: "The long term goal is for licensed third parties to assume a role in providing guided tours at the Fort." In fact, this statement is more appropriately an objective, according to the definitions in Chapter 2. The PWF management plan does not specifically state that commemorative integrity is the goal for PWF. However, the plan does state that commemorative integrity "forms the primary accountability framework for how Parks Canada will evaluate how well it is managing PWF" (Canadian Heritage 1997b: 3). The plan is "comprised of various site-specific policies, management actions, and additional planning requirements, in support of ensuring commemorative integrity and quality service to clients . . ." (Canadian Heritage 1997b: 11).

### 5.1.1.2 Objective

The term "objective" has been applied in the following contexts:

- ▶ commemorative integrity objectives
- ▶ conservation and presentation objectives
- ▶ cultural resource management objectives
- ▶ key objectives to be achieved in implementing the management plan
- ▶ learning objectives
- ▶ wall stabilization objectives
- ▶ outreach objectives
- ▶ ecosystem features management objectives
- ▶ heritage protection objectives.

In the first case the term objective has been used in place of goal. In the remaining cases they may be organized according to the three conditions of commemorative integrity as follows:

Resources are not impaired or under threat:	Effective communication of significance	Heritage values respected in all decision-making
<ul style="list-style-type: none"> <li>▶ conservation objectives</li> <li>▶ wall stabilization objectives</li> <li>▶ ecosystem features management objectives</li> <li>▶ heritage protection objectives</li> </ul>	<ul style="list-style-type: none"> <li>▶ presentation objectives</li> <li>▶ learning objectives</li> <li>▶ outreach objectives</li> </ul>	<ul style="list-style-type: none"> <li>▶ cultural resource management objectives</li> </ul>

These objectives, however, are not described as results or outcome to be achieved. For example, what is the wall stabilization objective? The management plan describes the process to stabilize the wall, i.e., minimal intervention, maintenance, and monitoring, but does not describe what state stabilization should be (what is an acceptable limit of change). The management plan should provide a measure of what change, if any, can be permitted in the walls either due to impairment or treatment.

#### ***5.1.1.3 Indicator***

No specific indicators are identified in the PWF management plan. The plan states that developing carrying capacities for the site may be necessary based on measurable indicators and to monitor incipient change to resource conditions through indicators.

#### ***5.1.1.4 Target, Standard and Performance***

The only reference to targets is about "target audiences" and does not refer to the type of target discussed in this study.

There are two references to standards in the management plan. The first reference is to the need for tour group size (numbers in group) to be evaluated based on visitor safety and level of visitor satisfaction (social carrying capacity, ability to receive information and instructions relative to a visitor/guide ratio). The plan does not specify the standard, i.e., group size, but suggests criteria by which to set the standard.

The second reference to standard is the recommendation that third parties providing tours at Sloop Cove that would meet Parks Canada's standards. This statement, however, is unsupported, since there are no accepted Parks Canada standards at this time for providing visitor services and heritage programs.

There are several references to monitoring the performance of third parties in service delivery (including heritage presentation). There is, however, no reference to either indicators or performance levels by which judgements would be made.

#### ***5.1.1.5 Evaluate and Monitor***

Commemorative integrity is not necessarily a fixed state that, once attained, is held constant. A site's "health and wholeness" is subject to external pressures (physical, biological, economic, social) and internal actions (policy and management). It is imperative that not only the threats that may impair or threaten integrity of the site are monitored on an ongoing basis, but also those management actions for heritage presentation and protection -- as identified in the management plan -- are monitored to ensure the desired results are being achieved and, if not, are adapted, modified or discontinued. The management plan acknowledges that monitoring and evaluation of presentation and protection practices by Parks Canada and its partners are an integral part of PWF's management (Canadian Heritage 1997b: 3).

'Evaluate' and 'monitor' are used extensively, variously and interchangeably in the management plan. Most of the references are to evaluating impacts from management actions (impact monitoring), threat-specific monitoring (for example, measuring moisture in the walls), and whether methods of resource treatment or heritage presentation are meeting objectives (formative evaluation, for example, of conservation treatment on cannon corrosion).

#### **5.1.2 Cannon Conservation: A Means to Evaluate**

The cannon conservation approach in the PWF plan does include means to measure whether integrity objectives are being achieved. Two different treatments will be applied for a five-year period on different cannon. Other cannon will remain untreated and a comparison of corrosion rates will be made between the sets of treated and untreated cannon. "The condition of the treated cannon will be surveyed for five years, followed by a decision on whether to treat all of the cannon, depending

on the success of the conservation treatments and need based on forecasted corrosion rates" (Canadian Heritage 1997b: 38). "A corrosion rate monitoring station has been established at the site. In 1996 metal coupons were placed in a rack mounted on the kiosk roof and will be left there for up to 30 years. Weight loss of the coupons will provide rates of corrosion for both long- and short-term exposures. Results will provide sound information on which to base decisions on the best approaches to stabilizing the cannon. A regular commitment to this monitoring programme will be made in PWF's business plan" (Canadian Heritage 1997b: 38-9). The cannon conservation program specifies the key indicator as rate of corrosion. The target is not specified. However, the intent would appear to select the process that reduces the rate of corrosion in relation to the rate estimated from the metal coupons (internal bench marking). The period on which to make the judgement is specific, i.e., five years.

### **5.1.3 Visitor Understanding: The Need for Site-Specific Defined Targets**

The 1997 SOP Report suggests that PWF is the only one of eight sampled sites to provide effective communication on its national significance (see 1.5.3.3 and Appendix B). Several years of visitor surveys, however, suggest otherwise, as to the number of visitors identifying the messages of importance in the heritage presentation program. The percentage of visitors responding with an awareness of PWF's national significance is low. However, PWF's visitors are unique in that they do not necessarily come to PWF for the history. As well, most visitors are non-Canadian residents, which may be a factor of interest in, and knowledge of, Canada's heritage. These issues are examined herein to illustrate the merits of defining site specific targets for visitor understanding as a measure of integrity. Defining this target is done through the situational analysis of management planning.

### **5.1.3.1 Communicating Prince of Wales Fort's National Significance**

If the reasons for a site's national historical significance are not effectively communicated to the public, then that site -- by definition -- lacks commemorative integrity. "A failure to communicate the historic value of resources that symbolize or represent the site's importance is as much a threat or impairment as a failure to preserve or protect" (Canadian Heritage 1998a: 67). Heritage presentation programs, normally developed in response to and according to management plan directions, need to be evaluated about whether their design and delivery provide results specified in Commemorative Integrity Statements.

As detailed in Prince of Wales Fort's Commemorative Integrity Statement, the reasons for the site's national historic significance are effectively communicated to the public when:

- ▶ all visitors are presented with and understand the principal messages of national significance, i.e., PWF's role in the 18<sup>th</sup> century French - English rivalry for control of the territory and resources around Hudson Bay, and the architectural significance of the ruins of PWF;
- the geographic and historic relationships of the site to the larger environment, i.e., the Hudson Bay western coast and West Peninsula, the local fur trade and Rupertsland and the global context of the French - English rivalry, are communicated to the visitor to provide the wider context for understanding the significance of the site;
- ▶ the public understands the reasons for the establishment of PWF, the presence of the English and the French in Hudson Bay, the role of the fur trade and its participants; and
- ▶ the public understands the consequences of this period of history on the history of western and northern Canada and on Canada as a whole, including the lasting effects on the original inhabitants.

### **5.1.3.2 1997 SOP Evaluation**

A detailed heritage questionnaire was filled out by site staff from the eight national historic sites sampled in the 1997 SOP Report (see Appendix B). The results of the survey regarding effectiveness of communications (see Table B-1) were that:

Four of the eight sites have serious problems in this category, three others have impairments, and the overall rating is good for one site [Fort Prince of Wales]. The prevalence of red ratings is the most striking aspect of this section of the table, particularly under the "national significance" indicator. Given that two critical indicators in this section have been left blank (Parks Canada does not yet have the information required to report on "effectiveness of media" and "audience understanding"), the situation may be worse than reported (Canadian Heritage 1998a: 67).

Prince of Wales Fort received good, effective ratings for the content and method of communication as suggested from the questions asked of the site's heritage presentation program and as evaluated by site staff. Generally, the questions asked were formulated from best management practices identified from Parks Canada policies. As such, these questions/indicators are input measures of heritage presentation, not measures of output or outcome (which would have been, for example, "audience understanding").

### **5.1.3.3 1995 Visitor Study**

The 1995 Churchill Visitor study, an exit survey of non-residents, was conducted between July 12 and November 9, 1995 (MacKay and Lamont 1995). The survey was undertaken by the Health, Leisure and Human Performance Research Institute, University of Manitoba. The survey parallels and complements Tourism Manitoba's province-wide exit survey. It provided data for Parks Canada management planning programs for Prince of Wales Fort National Historic Site and Wapusk National Park.

From the intercept survey, a contact list was created of respondents who identified that they had visited PWF and would be willing to participate in a follow-up telephone interview about their visit (MacKay and Lamont 1995: 1). An attempt was made to contact all 82 persons who comprised the total non-probability sample. Seventy-two interviews were completed.

Two interview questions in particular related to visitor awareness and understanding. The first concerned what was communicated to the visitor through heritage programming. The second concerned what they remembered from experiencing the site. The first question,

*"Reflecting on your visit to the Prince of Wales Fort, what do you recall being the main theme or message? Are there any other key messages that you recall?"*

had an open-ended answer format. The interviewer categorized responses based on the desired learning outcomes identified in the CIS and other anticipated responses of visitors:

- French - English rivalry in the 18<sup>th</sup> century
- struggle for control of the Hudson Bay
- lifestyles of the fort's occupants
- seizing of the fort by LaPerouse (the French)
- native peoples in the fur trade and in exploration (Matonnabee)
- polar bears, beluga, migratory birds
- Arctic exploration by Europeans (Munk, Hearne, Button)
- Inuit history
- architecture of the fort
- Samuel Hearne
- history of Churchill

No more than three messages were recorded per interviewee, one of which was the main message as identified by the respondent.

The second question,

*"What would you say was the main thing that you remembered from your visit to the Prince of Wales Fort?"*

was also an open-ended answer format. Responses were categorized by common themes identified in the responses themselves. Content analysis of responses identified themes of 'history', 'conflict', 'construction and architecture', 'nature', and 'isolation'. "The three most frequently cited themes were: lifestyles of the Fort's occupants (17%), architecture of PWF (14%), and Churchill's history (13%)" (MacKay and Lamont 1995: 4).

While the sample was not randomly drawn and therefore cannot be generalized to represent all visitors to PWF in 1995, the results do suggest variability in what visitors remembered of PWF through formal messaging and through experiencing the place. Variability in learning may be attributable to factors other than quality or content of message delivery. For example, Churchill visitors came to the fort for a variety of reasons: some for the history, other to experience the northern landscape, and others for a whale watching tour. Sixty-three percent of Churchill visitors surveyed in 1995 are non-residents of Canada (MacKay and Baker 1995: 11); 54% of the phone respondents lived outside Canada (mostly the United States). This may have a bearing on both familiarity with Canada's history and interest in the fort's history told in a nation-building context. Therefore, the indicated problem, low and variable learning of intended messages, may not be necessarily what is communicated, but a reflection of whom most of the visitors are and what their motives are, versus Parks Canada's objectives (reception versus delivery). This possibility is examined later using the 1997 visitor survey results (see Section 5.1.3.5).

When asked what was remembered most of their visit to the fort,

... almost one in five visitors explained that the labour-intensive construction techniques and materials were memorable, while other visitors reported that they were amazed that the Fort was so

authentically maintained, and not necessarily restored. Interviewees also indicated that the 40-foot thickness of the Fort's walls and tremendous size of the structure made a memorable impression on them. Likewise, the cannons, the rooms in the Fort, the barren terrain, gun placements, and isolated existence of the inhabitants were memorable to many visitors reflected upon the hardships and terrible isolation that the builders and inhabitants must have endured during the construction and long hard winters all those years ago.

Many also mentioned the uselessness and futility of the Fort due to the fact that a cannon was never fired, and the Fort was never involved in a conflict. Many visitors also mentioned that they will remember their tour guide's presentation, as it made the tour tremendously enjoyable and interesting. The construction technique, experience and hardships of the inhabitants, in addition to the size and stature of the Fort were most remarkable to respondents living outside of Canada (MacKay and Lamont 1995: 6-7).

Evidently, the architecture of the fort leaves the strongest impression on the site visitor; messages concerning the political and economic context of the 18<sup>th</sup> century fur trade were peripheral. Conceivably, the sensory experience of standing on the parapets of this massive fortification on a barren, unsheltered point of land facing an endless view of Hudson Bay, may overpower other forms of cognitive learning, such as the spoken word, which Parks Canada uses predominantly at PWF in delivering its messages (Loomis 1987: 236).

#### ***5.1.3.4 1996 Visitor Survey***

A visitor survey for PWF was conducted from July to November 1996, by approaching site visitors at various on-site locations on a random basis (Parks Canada 1997b). Eighty-three questionnaires were completed. The statistical results of the sample have a 95% confidence interval +/- 11%. This is a small sample size with a large margin of error. This data should not be used for statistical comparisons with other year' information (e.g., trend or time series analysis) or as a *precise* measure of visitor profile, satisfaction or level of learning. However, the results still have value as an indication of visitor response to PWF.

A series of questions was included to gauge the level of visitor awareness and understanding of why PWF is nationally significant. When asked how well Parks Canada conveyed the significance of PWF, 44% of respondents rated "very good" (when 'no responses' are not included). In "top box" of satisfaction levels, a threshold of 40% is generally recognized as minimum performance measure<sup>8</sup> (D. McVetty 1998 pers. Comm.). The results should not be treated as necessarily representative of site visitors. Many factors, besides the program itself may be influencing the response (e.g., weather conditions) which could skew a small sample size. Like the 1995 survey, the 1996 survey asked respondents to identify the reasons for national significance. In 1996, however, the possible responses were limited to multiple choice answers rather than open-ended answers. The result illustrated a high level of identification of the main reasons for national significance. However, there was little opportunity, in the design of the multiple choice answers, to identify an incorrect response.

#### ***5.1.3.5 1997 Visitor Survey***

The 1997 on-site visitor survey objectives, the survey instrument, and sampling method were much the same as the 1996 visitor survey, to permit comparisons over time of visitor profile, satisfaction level, and message understanding (Parks Canada 1998d).

The number of questionnaires completed was 188, a significant improvement to the 1996 survey though still a small sample. The statistical results have a 95% confidence level +/- 9%, again a large margin of error.

One question asked respondents,

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<sup>8</sup> "Top-box theory maintains that the only completely satisfied clients are the one who check the 'top-box' in a survey (e.g., '5' on a scale of 1 to 5). Anything less than the top-box means that there was something the respondents were dissatisfied with. Top-box theory also advocates that between 40% and 60% of scores should land in the top-box if a company is doing a good job of completely satisfying its clients" (Parks Canada 1999: 6).

*"How did we do at conveying to visitors the historic importance of this site to Canada?"*

Sixty-nine percent of the responses reported "very good", a much better level of response than provided by the 83 visitors surveyed in 1996. This question was followed with

*"What did we convey about the historic importance of this site to Canada?"*,

using an open-ended answer format. The multiple-choice answer format of 1996 limited the survey's potential to identify variability in messages received by the visitor. With the open-ended format, categories were derived from actual responses, not from expected or supplied responses.

Based on the site's Commemorative Integrity Statement, the responses were broken down into categories . . . . If a respondent clearly indicated at least one of the key reasons of specific site significance, it was coded as a 1 (Clear knowledge, understanding). If a respondent provided part of one of the key reasons, that was coded a 2 (Partial knowledge, understanding). A response was rated as a 3 (No knowledge, little understanding ) if there was no reference, partial or otherwise, to any of the 3 key reasons (Parks Canada 1998a: 5).

Only 10% of responses (n=82) received a categorization of clear knowledge and understanding of the site's national significance. Fifty percent were categorized as partial knowledge, and the remaining 40% as having no knowledge, or little understanding of the site's national significance.

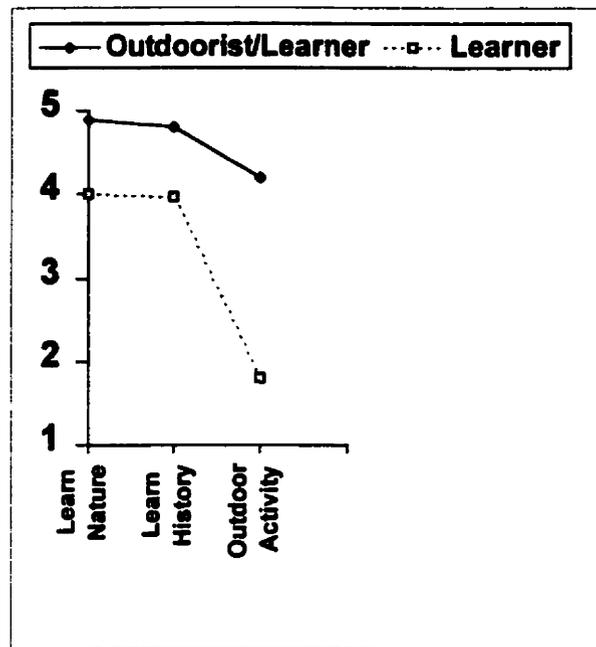
The 1997 survey data was used to examine the question of whether the indicated low level of knowledge and understanding (cognitive learning) may be a factor of interest (motive for visiting) or prior knowledge of the subject. It was assumed that the origin of the visitor may be an indicator of the latter; i.e., that a non-resident of Canada would be less familiar with background history of Canada. Forty-two percent of the respondents live outside Canada (31% being from the United States). A cluster analysis was conducted, grouping visitors according to their motives for visiting

the historic sites in Churchill with the intent to infer whether PWF visitors were predominantly nature-oriented (whale-watchers, etc.) with little to no interest in human history (Figure 14). The analysis suggests that although one group is showing a stronger interest for the outdoor experience, both groups had a similar level of interest in seeing and learning more about nature and history.

There is no significant difference between the two groups categorized as "outdoorist/learner" and "learner", as to learning about the significance of PWF

(Table 14). This suggests that there is no significant relationship between motive and cognitive leaning, such that those seeking an outdoor, nature experience are as likely to have as good as understanding of PWF's national significance as those seeking a learning experience.

Understanding was compared with country of origin of the respondents to examine whether non-Canadians may be less receptive to messages of PWF because either of lack of interest, or of familiarity with Canadian history. As can be seen from the bar graph in Figure 15, there is little difference between those from Canada and those from the United States, most of non-Canadian residents, in terms of level of understanding. This would suggest that residency (and it is presumed previous limited familiarity with Canadian history) is not a factor in the low level of understanding of PWF's messages of commemoration.



**Figure 14.** Two Type of Visitors Identified by Clustering Motive Preferences. 5 = strongly agrees, 1 = strongly disagrees. From 1997 Visitor Survey.

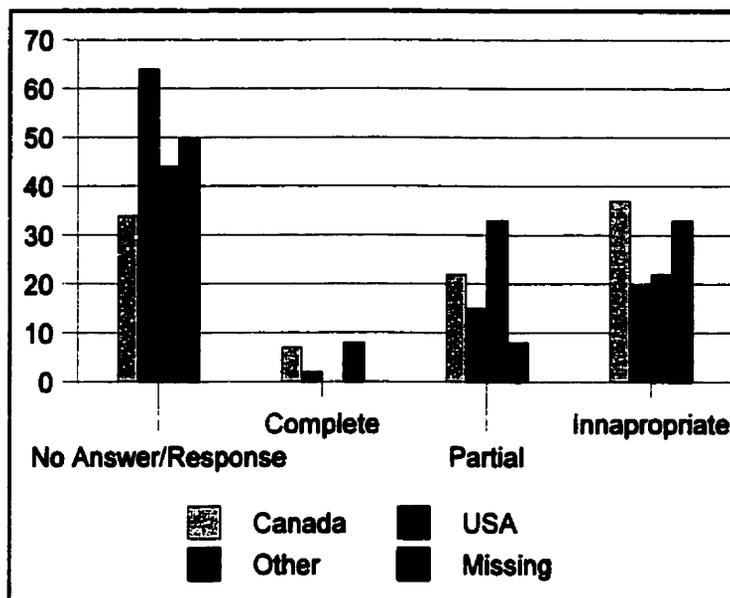
**Table 14. Crosstabulation of Visitor Motive Cluster Group by Level of Understanding of National Significance.**

Level of Understanding		Outdoorists/ Learners # of cases	Learners # of cases	Total N = 93
No answer, no response	Count	25	14	39
	Expected Count	25.6	13.4	39.0
	% of Group	41.0%	43.8%	41.9%
Complete understanding	Count	3	1	4
	Expected Count	2.6	1.4	4.0
	% of Group	4.9%	3.1%	4.3%
Partial understanding	Count	16	6	22
	Expected Count	14.4	7.6	22.0
	% of Group	26.2%	18.8%	23.7%
Inappropriate level of understanding	Count	17	11	28
	Expected Count	18.4	9.6	28.0
	% of Group	27.9%	34.4%	30.1%
Total	Count	61	32	93
	Expected Count	61.0	32.0	93.0
	% of Group	100.0%	100.0%	100.0%
Pearson chi square = .987 with 3 degrees of freedom. Note that two cells have expected cell counts of less than 5.				

### **5.1.3.6 Summary and Discussion**

Three years of visitor surveys suggest that one element of commemorative integrity - effective communication of national significance - is not being achieved by reaching a major segment of site visitors. These surveys, although too small to represent the total population of site visitors, still are an indicator of success of program outcomes. They may be better performance measures of commemorative integrity than those applied in the 1997 State of the Parks Report, which was essentially an expertise-oriented/professional judgement form of evaluation (see Appendix B). Using the client survey information enables results based decision-making using summative evaluation from the point of view of the user (a consumer-oriented evaluation of commemorative integrity).

Parks Canada should continue the visitor survey at PWF on a regular basis. To measure the success overtime of new and improved heritage programming in delivering the messages of national importance, it will be essential to develop and maintain a record of pre-test and post-test measures of visitor understanding. Developing this information base given the unique features of its visitation compared with other national historic sites is also key for PWF (i.e., a large foreign market and visitor motives



**Figure 15.** Visitor Survey Respondents' Level of Understanding by Country of Origin. Bars represent percentage within respondent origin (e.g., 22% of Canadians had a partial understanding. Actual count N=132. From 1997 Visitor Survey.

other than learning history). PWF may have to develop targets of understanding independent of the other historic sites in the Parks Canada program. In other words, internal bench marking may not be an appropriate means of developing communication targets for PWF. Given the small samples sizes of the last three years of surveys, sampling numbers should be increased at this site to provide a statistically representative sample. These sample sets should then be used to reevaluate questions of motive and familiarity as factors in understanding messages at PWF.

#### 5.1.4 Fort Wall Stabilization

The walls of Prince of Wales Fort were constructed by the Hudson's Bay Company over a forty-year period from 1731 to 1771. They were severely damaged by gunpowder charges set in 1782 by a French naval force that had captured the fort. The fort was then left abandoned until the 20<sup>th</sup> century. Following its designation as a national historic site in 1923, some reconstruction was done of damaged and destroyed walls by the Department of Public Works and the National Historic Sites

Service. Some rebuilding and repointing of the walls were done in the 1950s and 1960s. Until recently, however, maintenance has been limited (Public Works Canada 1998: n.p.).

Structural investigations of the outer face walls were conducted for two decades, recognizing that there was instability in sections of the walls. "In 1979, a structural investigation report identified a number of problem areas. A monitoring program was initiated in the 1980s to assess the rate of deterioration and to determine whether the observed stone displacements were progressive. A monitoring program by photogrammetry was performed from 1981 to 1988, and a geotechnical study was also performed in 1988 . . ." (Public Works Canada 1988: n. p.). The purpose of the monitoring program was to record movement in the outer face of the wall to detect stone displacement and instability in the wall quantitatively (i.e., threat-specific monitoring). However, while there was some continuity in the collection of information to enable time series analysis of change, there were problems in collecting, reporting, and using the monitoring information, including:

- no protocol document providing a statement of objectives, rationale and method for the monitoring program;
- minimal involvement of site staff in developing or carrying out the monitoring, thus limiting staff buy-in to using the data;
- inability to re-establish some recording stations from year to year affecting comparability between some years; and
- no timely, annual reporting of data and comparisons with previous years results, thus limiting management buy-in to using monitoring results for decision-making.

In September 1997, Department of Public Works conservation engineers went to PWF to formulate a monitoring protocol in response to direction given in the management plan. The engineers observed that the bulge in the outer face of one bastion wall was in an extreme state. The rate of horizontal movement of some stone on the outer face had increased from 3mm per year as of 1978 to an estimated 25mm per year as of 1997. In October 1997, during a period of strong winds and heavy rain, the bulge section collapsed, leaving adjacent sections of wall susceptible to further

collapse in a domino effect (see Figure 5).

One of the management plan recommendations, being done at this time, is the development of a conservation strategy for the fort. One fundamental problem at the outset of developing this strategy has been reaching agreement on the outcome to be achieved. The management plan states, for example, that the fort walls are to be stabilized, but specifically what does that mean, especially for the section that collapsed in October 1997 (following the completion of the plan)? Stability is the target, but for how long, where, and by how much? Are the wooden trusses installed in 1998, for example, an appropriate method of permanently stabilizing the walls or only a temporary method (see Figure 7)? Until those measures are succinctly defined, no consensus can be reached on what is stabilization (i.e., the outcome). These questions would have been best raised in the management planning context so that community expression and interdisciplinary considerations could be incorporated into the determination. Community values of what are considered suitable targets of stabilization may differ from Parks Canada's values, but need to be addressed nonetheless if there is to be community support for the approach to the historic site's management.

## **5.2 DISCUSSION**

Assessment of service delivery . . . is not new, but linking the measures, or indicators, to program mission; setting performance targets; and regularly reporting on the achievement of target levels of performance are new features in the performance measurement movement . . . (Newcomer 1997: 5).

. . . [B]ureaucracy itself is not a homogenous organization but rather a collection of organizations, each with its own interests, perspectives, and standard operating procedures which make arriving at a unified position difficult. Even within the same department, there are often decisions along functional, personal, political and technical lines" (Howlett and Ramesh 1995: 56-7)

The above quotes make two important points concerning measurable objectives in management plans. First, defining targets and linking them to objectives are an integral part of objective-oriented evaluation. Second, determining and interpreting the meaning of objectives and targets may differ among those working at a site because of varying functional/professional and personal viewpoints. The management plan serves as a process where clearly stated, common objectives and targets have been reviewed by an in-house, multi-disciplinary team of researchers, operational staff and managers, and have been subject to stakeholder and public input. The management plan, approved by the Minister, serves as a set of agreed-upon, and endorsed performance expectations to affect commemorative integrity. The purpose of evaluation is to make decisions based on systematically gathering evidence related to a particular purpose or standard for decision-making. Evaluation does not remove personal judgement from decision-making, "but it does provide a constructive basis for challenging them and putting limits on intrinsic subjectivity" (Loomis 1987: 6). Evaluation requires a well-defined protocol for collecting, processing, and analyzing data, based on a structured framework of procedures and methods that include:

- defining evaluation criteria;
- ▶ collecting evidence or data using some standard descriptive or experimental design and methods; and
- making judgement as conveyed through conclusions and recommendations (Babbie 1998: 354, Henderson 1995: 4, 39).

The key objectives of the management plan, presented in Section 1.5.2 are reformulated in a "managing for results" framework. By doing so clear connections are made between action, intent, and reason for measure (indicator and target). The indicators and targets are examples only based on the stated objective and action.

<b><i>PWF Management Plan</i></b>	<b><i>Recommended Approach</i></b>
The commemorative integrity of the historic place that is PWF will be maintained by:	<b>Goal: Commemorative Integrity</b> - resources not impaired or under threat - messages effectively communicated - values respected in all decision-making
<ul style="list-style-type: none"> <li>• completing a cultural resource inventory of Sloop Cove and Cape Merry;</li> </ul>	<b>Objective:</b> no cultural resources are impacted or lost by site usage or development <b>Indicator(s):</b> unanticipated mitigation, loss of unrecorded resource information <b>Target:</b> zero human impact to resources, all potential impacts identified in pre-screening <b>Key actions:</b> complete cultural resource inventory
<ul style="list-style-type: none"> <li>• implementing conservation strategies for the Fort and the cannon;</li> </ul>	<b>Objective:</b> the walls of the fort ruin are maintained in their current form and no breeches occur which may threaten the structural integrity of the fort <b>Indicator(s):</b> wall movement <b>Target:</b> zero movement <b>Key actions:</b> conservation strategies if wall movements occur (which is a given)
<ul style="list-style-type: none"> <li>• maintaining monitoring programs for the Fort walls, the cannon, and the inscriptions at Sloop Cove;</li> </ul>	<b>Objective:</b> natural and human induced threats are eliminated <b>Indicator(s):</b> loss of cultural resources <b>Target:</b> reduced rate of loss or impairment from previous years <b>Key action:</b> monitoring programs for fort walls, cannon and inscription to identify potential for loss/impairment
<ul style="list-style-type: none"> <li>• delivering on- and off-site heritage programming that effectively conveys messages of national significance and messages supporting commemorative intent; and</li> </ul>	<b>Objective:</b> audiences (on and off-site) understand why PWF is nationally significant <b>Indicator:</b> visitor recognition of key messages <b>Target:</b> improvement from previous years' measures <b>Key action:</b> develop, implement and evaluate heritage communication strategy

<i>PWF Management Plan (cont'd)</i>	<i>Recommended Approach (cont'd)</i>
<ul style="list-style-type: none"> <li>ensuring that Parks Canada and its partners share the same values of respect, public benefit, understanding, and integrity in the protection and presentation of PWF and its cultural resources.</li> </ul>	<p><b>Objective:</b> visitors receive quality experience whatever the source</p> <p><b>Indicator:</b> visitor satisfaction, visitor understanding</p> <p><b>Target:</b> minimum 40% strongly satisfaction with service offer, improvements from previous years' measures</p> <p><b>Key actions:</b> develop, implement, and evaluate heritage communication strategy that includes 3<sup>rd</sup> party delivery; provision of information to tour operators</p>

To enable the identification of suitable indicators and realistic targets, there is a critical need for collecting information over time concerning changes to the site, in terms of resource conditions and improvements to heritage programming. Objective-oriented and management-oriented evaluations<sup>9</sup> tend to be done using time series testing, program comparisons (bench marking) and 'before and after' comparisons (Feick 1996: 45). With these methods there is an expected outcome (target) prescribed as an improvement from the status quo or a reasonable outcome based on known outcomes from comparable situations. Despite how the target or performance measure is selected, there is the need for pre-test and post-test data to enable the rate and breadth of change correlated with the introduction of a management plan initiative. This entails monitoring.

### 5.2.1 Monitoring

Monitoring provides systematic feedback on how well management actions are working and identifies trends in conditions that require new actions (Hendee, Stankey, and Lucas 1990: 229).

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<sup>9</sup> Objective-oriented evaluation is "where the focus is on specifying goals and objectives and determining the extent to which they have been attained" (Worthen and Sanders 1987: 60) is largely retrospective and comparing outcomes/product before and after implementation. Management-oriented evaluation is "where the central concern is on identifying and meeting the informational needs of managerial decision-makers" (Worthen and Sanders 1987: 60). It includes more than evaluating outcomes and products; it includes context evaluation to serve planning (to help define objectives), input evaluation to serve choice of planning alternatives, and process evaluation to serve implementing of the plan.

Monitoring is a form of evaluation. Evaluation, however, does not necessarily involve monitoring. Monitoring is the systematic gathering, comparing, and evaluation of data for the purposes of determining trends in relation to standards (Hendee, Stankey and Lucas 1990: 229, 533; Usher 1991: 26). "Implicit in the rationale for most monitoring activities is a recognition of the potential for change" by designing a means of detecting the occurrence of change, establishing the direction of change, and measuring the extent or intensity of change (Hellowell 1991: 1). The relationship between survey, surveillance and monitoring is described as follows:

Survey - an exercise in which a set of qualitative or quantitative observations are made, usually by means of a standardized procedure and within a restricted period of time, but without any preconception of what the findings ought to be (Hellowell 1991: 2).

Surveillance - an extended programme of surveys, undertaken in order to provide a time series, to ascertain the variability and/or range of states or values which might be encountered over time (but again without preconceptions of what these might be) (Hellowell 1991: 2)

Monitoring - intermittent (regular or irregular) surveillance carried out in order to ascertain the extent of compliance with a predetermined standard or the degree of deviation from an expected norm (Hellowell 1991: 2)

Analysis of monitoring data should aim to separate the three features that contribute to the value of any individual observation; the effect of a trend (expected change), the effect of one or more cycles (regular variation), and the residual random variations, i.e., 'noise' (Usher 1991: 26). Monitoring is begun for three reasons: assessing the effectiveness of policies and programs (see Table 15); maintaining a regulatory function (auditing performance, compliance, etc.); and detecting 'incipient' change (early warning monitoring). The main interest herein is monitoring for effectiveness of program implementation (ensuring commemorative integrity). We are also interested in monitoring for incipient change that could threaten or impair cultural resources.

**Table 15. When and Where to Monitor for Assessing Program Effectiveness (from Hendee, Stankey, and Lucas 1990: 229).**

- conditions were very close to a threshold (minimum acceptable standard) at last assessment, thereby requiring detailed and timely examination for change
- rates of change are expected to be high, thereby requiring frequent data collection and analysis to identify progress of change
- the quality of data concerning change and what is affecting it is poor, thereby requiring more reliable and valid data to evaluate the effects of program implementation
- the understanding of the management effects is poorest (monitoring is done as part of adaptive management )
- unanticipated 'external' changes have occurred which could affect theory or program failure in implementing the program

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When to terminate a monitoring program (from Usher 1991: 30).

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- when a criterion is satisfied (expected outcome is met) then the monitoring stops (recognition of a defined end point), or
- in the course of periodic review of the programme, assess the resources devoted to, and the benefits derived from, monitoring and base decision to continue monitoring on some form of cost-benefit comparison.

Outcome monitoring uses a range of indicators to measure results. The reporting of indicators may take the form of a comparative analysis with respect to previous performance (before and after comparison), the performance of similar programs (bench marking), the performance of a best case or standard, and/or preset targets (Young 1997: 14).

### **5.2.2 Monitoring Protocol**

A monitoring programme imposes discipline to gathering and analyzing data since objectives and standards are defined, and direct what is to be monitored. A monitoring protocol provides a standardized procedure periodically and consistently carried out. The protocol list goals, the key objectives associated with each goal, the indicators that should be monitored in relation to each objective, the data sources for each indicator, the agency/person responsible for collecting the data,

and temporal and spatial guidelines for collecting data. The protocol, as a document, helps ensure that trends can be studied by ensuring that data, no matter when it was collected or by whom, can be compared. Care should be taken not to develop complex monitoring systems or protocols. Data collection and analysis should be a "means to an end" and not an all-consuming activity of its own. Monitoring should use only a small number of key indicators (Middleton 1994: 36). In summary, the monitoring protocol should identify:

- ▶ who does the monitoring, who is the monitoring for;
- ▶ what is the purpose of the monitoring;
- ▶ what will be studied;
- ▶ what methods will be used;
- ▶ how will data be analyzed; and
- how will results be reported.

Except for the actual methodology to be employed (the 4<sup>th</sup> and 5<sup>th</sup> bullets), the basic information to answer these questions should be presented in the management plan to both document and direct the evaluation processes for implementing the management plan and reporting on plan outcomes.

## **CHAPTER 6**

### **SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS**

#### **6.0 INTRODUCTION**

**Does the [management] plan provide for a monitoring system, using field measures of indicators . . . to determine if objectives are being attained to desired standard? How often is monitoring to be done and how will the data be used? Planning is an organized approach to setting objectives and deciding what needs to be done to meet them. The plan is not complete unless it includes provisions for objective data collection to see if the plan's implementation is working to an acceptable standard (Hendee, Stankey and Lucas 1990: 212).**

**This question, from a handbook on wilderness management, has been the main issue raised herein concerning the Prince of Wales Fort National Historic Site management plan. Regardless of whether a management plan is to guide the resource management and protection of a protected wilderness area or an historic site, does the management plan lend itself to measuring performance and, by that, managing and being accountable for resource management outcomes? The three study objectives are bulleted below along with a summary statement of observations and results.**

- ▶ (1) To document the 'state of the art' of the planning, reporting and accountability structure for national historic sites, with particular reference to the relevance of measurable objectives in management plans.**

**The results of a comprehensive literature review of Parks Canada and United States National Park Service management planning guidelines, accountability frameworks, and performance management processes, suggest that the role and content of management plans are evolving as they become tools for decision-making on matters such as appropriate types and levels of human use and services, and approaches to and levels of resource conservation. The content analyses of recent (post-1994) national historic sites management plans, however, indicate that management plans do not identify key measurable objectives for ensuring site commemorative integrity nor fully integrate measurement criteria, that is, targets, standards, and other performance measures, to enable objectives-oriented evaluation.**

- ▶ (2) To identify whether the Prince of Wales Fort National Historic Site management plan provides objectives and sufficient indicators and targets, standards and/or performance measures, to facilitate the evaluation of the state of PWF's commemorative integrity.

The Prince of Wales Fort National Historic Site management plan does identify key "objectives" to ensuring the commemorative integrity of the site. However, from the content analysis of the PWF management plan, it is suggested that the management plan provides limited information, particularly targets and performance measures, to facilitate future evaluations of how successful management strategies and actions are in affecting the state of PWF's commemorative integrity.

- ▶ (3) To recommend where indicators and/or targets are needed to improve the management plan as a site management accountability tool.

Recommendations are made to improve the PWF management plan and national historic sites management plans in general. These are highlighted in section 6.3. Recommendations are made to: apply objectives-oriented evaluation concepts in management plans; define targets, standards, and performance measures in management plans, using site-specific information (from monitoring and surveys) to develop these measures; and building evaluation and monitoring requirements into the operational and decision-making approaches applied at sites.

This concluding chapter presents the study findings from the literature reviews in Chapters 2 and 3, and the content and case study analysis of management plans in Chapters 4 and 5. The findings for each of the above three objectives are recapped under corresponding headings of Summary (1<sup>st</sup> objective - 'state of the art'), Conclusions (2<sup>nd</sup> objective - evaluation of the PWF management plan), and Recommendations (3<sup>rd</sup> objective - improvements to management plans).

## **6.1 SUMMARY**

Program direction to manage for results, and to ensure accountability in the effective and efficient delivery of Parks Canada's public programs, is placing new expectations on national historic sites

management plans. Plan elements need to be couched as results, what is to be achieved and why, and the relationship to program mandates. Further, management plans must now provide enough context and parameters by which to measure performance toward achieving the results. In effect, the management plan has moved from a site development design to a framework for decision-making, enabling managers to judge whether objectives and actions are about desired results and being achieved in an efficient and effective manner.

The focus on results and decision-making capability, essentially an adaptive management approach, is only now emerging in management plans as evidenced by recent changes in planning guidelines of both Parks Canada and the United States National Park Service. A literature review of management planning, and the Planning, Reporting, and Accountability Structure (PRAS) in Parks Canada was therefore necessary to document and inform how objectives-oriented evaluation should be reflected in planning and management plans. Chapter 2 provided a comprehensive review of the Parks Canada PRAS in relation to the national historic sites management planning process. The relationship between management planning and steps in evaluation can be summarized as follows:

Planning and Reporting Document	Steps in Evaluation
Commemorative Integrity Statement	Identify site goal - commemorative integrity, the three conditions for integrity, and define objectives as desired outcomes
Management Plan	Create measurability Identify outcomes that can be achieved Identify indicators from objectives Determine targets, standards, performance expectations for indicators
Business Plan	Identify actions necessary to monitor for and evaluate integrity Identify interim targets, if necessary, to permit formative evaluation of actions to achieve objectives
Plan implementation	Monitor and evaluate for achievement of objectives as well as reliability and validity of selected indicators and methods of data gathering
Annual & State of Protected Heritage Areas reports	Analyze and report on state of integrity, success toward achieving integrity, and recommend changes to program implementation, if necessary

Chapter 3 provided a comparison of the Parks Canada PRAS and management planning with the United States National Park Service's Planning and Performance Management processes. These chapters illustrated the apparent need for measurability in management plans. Together, Chapter 2 and 3 provided the background necessary for the reader to understand the role of the management plan as an accountability tool in managing for commemorative integrity and how measurability should be presented in a form suited for objective-oriented evaluation.

Chapter 4 and 5 presented content analyses of recent management plans, including the Prince of Wales Fort National Historic Site case study. This analysis was a formative evaluation of how measurability for commemorative integrity is embodied in recent planning for national historic sites. Additionally, the case study analysis examined sources of information and approaches that could be used to enable or improve measurability in the Prince of Wales Fort management plan.

In summary, this study has provided a comprehensive collation and review of Parks Canada documents and guidelines on planning and accountability that have not been previously examined collectively within one study. As such, it has identified the relationships between planning and reporting processes and documents, and between planning and performance measurement processes.

## **6.2 CONCLUSIONS**

The overall goal of a national historic site is to ensure site commemorative integrity by passing on the knowledge associated with a site and maintaining its sense of place. A management plan provides direction to manage the site to ensure this goal. The plan identifies objectives, strategies, and actions required to restore, maintain, or improve the conditions for integrity. Key objectives should be measurable, where managers must focus on thresholds of impairment, uncertainty of outcome, and cost-benefit considerations of whether program outcomes are being effectively and efficiently met. Always, a target, performance expectation, or standard is needed to make that assessment. Does the Prince of Wales Fort National Historic Site management plan provide objectives and sufficient indicators and targets, standards, and/or performance measures to facilitate

the evaluation of the state of its commemorative integrity? This was the question being asked of the case study, the Prince of Wales Fort National Historic Site management plan.

The literature review demonstrated that:

- ▀ managing for results entails an objectives-oriented evaluated approach with goals and measurable objectives;
- defining targets, standards, and performance measures and linking them to objectives is integral to objectives-oriented evaluation;
- ▀ selecting indicators, targets, standards, and performance measures is appropriately conducted at the stage of planning when management resource capabilities are assessed for what can be realistically accomplished within a reasonable period; and
- defining targets, targets, standards, and performance measures is a management choice best made through a planning context of making informed choices and building buy-in of staff, stakeholders, and public.

According to the site's Commemorative Integrity Statement, Prince of Wales Fort National Historic Site has a high degree of integrity for the historic place and its cultural resources. *The site's management plan, however, provides limited information to help the evaluation of how well management strategies and actions are affecting the site's commemorative integrity. Like other national historic site management plans, the Prince of Wales Fort management plan lacks specificity and clarity in what should be measured and why.* There are some examples in the plan where evaluation capability is built in, for example, for cannon conservation purposes. There are however, examples where 'pre-test' information were available or could have been available to facilitate the setting of targets or to provide baseline measures of improvement (e.g., visitor understanding). *Overall, objectives, performance expectations, and standards need to be stated clearly and succinctly as outcomes to be achieved by implementing the plan.*

For comparison, seven national historic sites management plans were selected to perform a latent content analysis for the presence and usage of objectives-oriented evaluation and performance measurement (see Chapter 4). These plans represent most, if not all, of the national historic sites management plans completed for Parks Canada since the concept of commemorative integrity was formally introduced into program policy in 1994. What the content analysis of these recent management plans has shown, however, is that very few management plans summarize the current state of the site's integrity, threats to resources, or inadequacies in heritage presentation programs. Without this situational analysis, judging whether the management plan and its implementation will improve the site in critical areas is problematic since there are no documentation and explanation of conditions prior to implementing the plan nor any explanation of why a situation requires improvement.

The content analysis further indicated that the sampled management plans do not identify requirements to evaluate plan implementation or the ongoing state of the site's integrity. The consequence is that financial and human resources are not allocated for monitoring and evaluation, information is not collected, and site management decisions may be uninformed without consideration of empirical evidence. In several places, both for heritage protection and heritage presentation, the PWF management plan provides clear direction that monitoring programs for wall stabilization, cannon conservation, and visitor satisfaction and awareness, be committed to in the site's annual business plans. Monitoring has been described as a "common stumbling block in many park programs," often identified as needed, but seldom acted on (Fisher 1999: 19). Monitoring and evaluation need to be operationalized as part of good site management practices; ". . . the most successful monitoring initiatives are those which become part of the operating culture of the organization (Young 1997: 15).

The building of measurability into management plans acknowledges that plans are changing from what were once master development plans predicated on linear modeling and assumed predictability of outcomes to what are now decision-making tools enabling managers to affect change and react to change in a quick and uncertain world. Evaluation capability has replaced assumptions of

certainty and predictability. Clear statements of relationship between results, objectives, and actions (such as outlined in section 5.2) are necessary to ensure that those who enact the management plan and those who make decisions, understand the association of the tangible action with the intangible goal. This structure enables site managers to relate commemorative integrity objectives in management plans, to key actions in site business plans, to reporting achievement in State of Protected Heritage Area and other accountability reports.

### **6.3 RECOMMENDATIONS**

The Prince of Wales Fort National Historic Site management plan, although yet to be approved by the Minister of Canadian Heritage and tabled in Parliament, is essentially completed and highly unlikely to be revised at this point in time to consider the conclusions and recommendations of this study. However, some recommendations can be considered in doing the annual site business planning and the biannual State of the Protected Heritage Area reporting. This study should also be considered when the PWF management plan review is done at its five-year cycle. The conclusions and recommendations of this study also have application to management planning for other national historic sites administered by Parks Canada. The main recommendations are as follows:

- ▶ the writers of management plans should identify clear linkages between goals, objectives, indicators, targets and actions to identify the importance of the actions in relation to results and accountabilities. This sequence of associations is exemplified in Section 5.2;
- ▶ those who plan, manage, and make decisions concerning national historic sites, should be informed of the interrelationships between planning, reporting and evaluation as illustrated in Tables 4 and 5 of this study. This information would be particularly beneficial as part staff and stakeholder orientation to a management planning program;
- ▶ all objectives in a Commemorative Integrity Statement may need not be acted on to ensure site commemorative integrity. The scoping and situational analysis done at the outset of management planning should identify commemorative integrity issues and threats requiring redress. These are key objectives for the management plan and should be the objectives which are measurable.

Management planning teams should identify what are to be key measurable objectives;

- ▶ Indicators, targets, etc., for commemorative integrity may be nationally defined (i.e., uniform for each and every national historic site), an approach of the United States National Park Service and reported in their Annual Performance Plan. However, each national historic site is unique in terms of its cultural and natural resources, how sense of place is conveyed, and its visitation (e.g., who, how many and for what reasons). It is for these reasons that site-specific indicators and measures may be needed in place of, or as a balance and check to, national measurement criteria;
- ▶ the public and stakeholders should be informed and consulted on results to be achieved from a management plan. Information on targets, standards, and performance measures should be part of the information for consultation;
- ▶ the use of objectives-oriented evaluation and monitoring for site programs and resource management decision-making should be stated in the management plan to give formal recognition to using these methods in the conduct of business at the site;
- ▶ those reviewing management plans as preparation for their approval should identify whether the above recommendations have been considered in writing the management plan, and make their recommendations for approval accordingly;
- ▶ State of Protected Heritage Areas analysis and reporting for national historic sites should use management plans as key sources for defining issues, questions, and means of measuring the state of the commemorative integrity of the site; and
- ▶ specific to Prince of Wales Fort, the visitor exit surveys should be continued with questions to measure visitor understanding of nationally significant messages, in a like manner to previous years to facilitate comparison. Sample size should be increased to enable use of the information as a representative sample of the annual visitation to the site. Consideration should be given to using focus group or other form of study to infer further possible reasons for low measures of visitor understanding.

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## **Appendix A. Objectives for Prince of Wales Fort National Historic Site from the Commemorative Integrity Statement.**

The following objectives from the Prince of Wales Fort NHS *Commemorative Integrity Statement* represent the desired conditions for ensuring commemorative integrity of the site. The management plan provides strategic direction to maintain or restore commemorative integrity where conditions identified in the objective where in danger, had already been impaired, or where not being addressed in current presentation and protection programs. Those objectives where particular attention is identified in the management plan are noted by a checkmark (✓). The management plan in these cases should provide measures for evaluating whether these objectives are being achieved in the course of managing PWF under the new management plan guidelines.

### **Resources Are Not Impaired or under Threat:**

The resources that symbolize the national importance of PWF -- the historic place, the fort and batteries, Sloop Cove, and the various other cultural resources directly related to commemorative intent -- are not impaired or under threat.

#### ***Historic Place*** (site as a whole)

The historic place is safeguarded when the historic features of the site's setting are respected, that is:

- the location and orientation of the fort and batteries are maintained. (*Not under threat*)
- the setting of the fort remains free of intrusive elements that could obscure views of the river and coastline, scale of the fort, and its relationship to the landscape of the Churchill West Peninsula. (*Not under threat*)
- the view from Cape Merry Battery to PWF is not encumbered. (*Not under threat*)

- the meaning of the immediate and larger landscape is revealed through interpretation thereby increasing understanding of its value and support for its preservation. *(Has been part of heritage presentation to date)*
- the historic place setting remains intact *(site not under threat of fragmentation, adjacent provincial lands are reserved lands)*
- the historic value of the cultural resources has been fully considered and integrated into the planning, protection, presentation, and operational programs *(done through adherence to management plan, Cultural Resource Management Policy and CEAA)*
- cultural resources and their historic values are considered in environmental assessments *(adherence to CEAA)*
- ✓ • management decisions are based on integrated research and evaluation *(threat-specific monitoring and the evaluation of intervention programs are identified requirements in the management plan)*
- ✓ • cultural resource inventories and evaluations are kept up-to-date, including the identification of information gaps *(inventory for Sloop Cove and Cape Merry identified)*
- adequate research, recording, and investigation precede actions that affect cultural resources and their presentation *(adherence to Cultural Resource Management Policy)*
- research and the results of research are the basis for activities having an impact on cultural resources and their presentation *(adherence to Cultural Resource Management Policy)*

### ***Prince of Wales Fort and Batteries***

Integrity of the fort and batteries will be ensured when:

- ✓ • the surviving vestige of the fort, defined by its massing, materials, and characteristics of Vauban-style fortification are retained *(intervention requirement identified to stabilize the walls)*
- ✓ • sections of original construction are maintained with minimum amounts of intervention *(specification of intervention)*

- evidence of the 1782 siege and destruction in the walls and courtyard are respected (*features of this event have been inventoried*)
- the least destructive and most reversible means of conservation will be used to accomplish objectives (*adherence to Cultural Resource Management Policy*)
- repairs and reconstructions from the 1930s and 1950s are acknowledged and explained to the public (*repaired and rebuilt areas have been documented*)
- in situ archaeological resources of the fort and batteries that are directly related to the commemorative intent are accorded Level I significance. (*adherence to Cultural Resource Management Policy*)

### ***Cannon***

Integrity of the cannon will be ensured by:

- the cannon being displayed at PWF, Cape Merry or the VRC in Churchill; (*the cannon will be kept in Churchill*) and
- evidence of spiking and loss of trunnions being retained as integral to the site's commemorative intent.

### ***Evidence of 18th Century Construction***

Integrity of evidence of use of local materials in the construction of PWF and its batteries will be ensured through:

- completing a detailed inventory and evaluation of these features (*inventory has been done of area surrounding fort*);
- respecting these features in decision-making concerning the site properties (*adherence to Cultural Resource Management Policy*); and
- recognizing these features in presentation (*include in interpretive programs*).

### ***Trails***

Integrity of the historic trails will be ensured when:

- locations of 18th century trails are identified to the public (*include in interpretive programs*);

- ✓ ● new trails are kept to an absolute minimum to meet operational needs and do not obscure the historic trails; and
- contemporary use of the historic trail respects the physical and associative values of the trail (*adherence to Cultural Resource Management Policy*).

### ***Sloop Cove Mooring Rings and Inscriptions***

Integrity of Sloop Cove will be ensured when:

- ✓ ● a detailed inventory and recording of the inscriptions and mooring rings, providing a benchmark statement on the condition of these cultural resources, are completed; and
- the location of the site and its historical role is explained in light of isostatic rebound (*include in interpretive programs*).

### ***Historic Objects***

Integrity of the site's historic objects will be ensured when:

- all objects pertaining to the cultural resources of PWF NHS have been evaluated according to the site's commemorative intent, and strategies have been put in place for their effective protection and monitoring, and access is ensured for research and presentation.

### **Reasons for National Significance**

The reasons for Prince of Wales Fort's national historic significance are effectively communicated to the public when:

- ✓ ● all visitors are presented with and understand the principal messages of national significance, i.e., Prince of Wales Fort's role in the 18th century French - English rivalry for control of the territory and its resources around Hudson Bay, and the architectural significance of the ruins of PWF;
- ✓ ● the geographic and historic relationships of the site to the larger environment, i.e., the Hudson Bay western coast and West Peninsula, the local fur trade and Rupertsland, and the global context of the French-English rivalry, are communicated to the visitors to provide the wider context for understanding the significance of the site;
- ✓ ● the public understands the reasons for the establishment of PWF, the presence of the English and the French in Hudson Bay, the role of the fur trade and its participants;

- ✓ • the public understands the consequences of this period of history on the history of western and northern Canada and on Canada as a whole, including the lasting effects on the original inhabitants of Hudson Bay and their descendants;
- ✓ • the messages, the fort, and other Level I resources are presented with integrity. Conjectural information is acknowledged and authentic and recreated resources are distinguished;
- ✓ • differing contemporary views, perspectives informed by traditional knowledge, and later interpretations are presented;
- ✓ • community support for and participation in events and activities related to messages of national significance is encouraged; and
- ✓ • third parties involved at PWF NHS share objectives of protecting and presenting the site according to principles and practice of cultural resource management.

*(Heritage presentation to focus on commemorative intent/national significance of place)*

#### **Other Heritage Values are Respected**

Toward ensuring commemorative integrity, other heritage values will be respected by all those whose decisions or actions affect the site when:

- known Level II cultural resources are managed according to CRM principles and practice (*adherence to Cultural Resource Management Policy*);
- all newly identified resources are evaluated through application of principles and practice of CRM (*adherence to Cultural Resource Management Policy*);
- inventories for cultural resources are undertaken where there is uncertainty as to their presence (e.g., a graveyard identified by Isham) before proposing any activities that may impact the site (*adherence to Cultural Resource Management Policy*);
- heritage values are taken into consideration in all decision-making for the site (*adherence to Cultural Resource Management Policy*);
- the 4000 years of continuous human history, as represented by the cultural resources of the Churchill West Peninsula is communicated to the public (*include in interpretive programs*);

- the change to the landscape over the past 4000 years (e.g., isostatic rebound, tree line, etc.) is communicated to the public (*include in interpretive programs*);
- ✓ ● stakeholders and interested parties are invited to participate in the management of PWF NHS and Parks Canada endeavors to work with stakeholders in the management of the Churchill West Peninsula historic place;
- ✓ ● the historic continuity of a largely undisturbed natural environment is identified in understanding the significance of PWF NHS;
- the significance of PWF NHS as part of the larger system of National Historic Sites is communicated to the public, as are its thematic links to other commemorations in the Churchill area (Matonabee, Samuel Hearne, Port Churchill, Sea Horse Gully) and to York Factory NHS, Norway House NHS, Lower Fort Garry NHS and The Forks NHS; and
- the risks of visiting the site -- where protection and management of the cultural and natural resources, and maintaining the landscape of the site precludes certain comforts and requires that guidelines be followed-- are communicated to the public.

## **Appendix B. 1997 State of the Park Evaluation: An Overview of Method and Results**

The 1997 State of the Parks (SOP) Report was the first attempt to make an overall evaluation of the commemorative integrity of national historic sites based on the condition of cultural resources, heritage presentation and management practices. A detailed questionnaire was filled out by site staff from the eight national historic sites sampled for the 1997 SOP Report and by resource management specialists. The methodology used in the 1997 SOP Report is outlined below.

### **B.1 Expert Evaluation**

Expert judgement is the evaluation instrument used for the 1997 SOP Report. This method was used largely because methods of measuring desired outcomes by specified measures were not necessarily in place and not comparable between sites. Expert evaluations, if properly designed, can be a cost-effective alternative to more conventional quantitative methods of program evaluation; they can also be “more fragile and prone to error than other procedures”(Averch 1994: 293).

Eight sites having Commemorative Integrity Statements and current management plans were selected for evaluation. The evaluations were largely based on information from practitioners in the field of cultural resource management

- who were involved in compiling information used for SOP; and
- who used generally accepted standards and criteria expressed in policies and technical manuals.

Expert evaluation was done internally, by Parks Canada staff at the field level and at the program level (Figure B-1). Using questionnaires, developed by the evaluation team, site staff and professional services staff provided and evaluated information concerning threats, heritage presentation, and site management practices (the latter questionnaire being based upon the Cultural Resource Management Policy).

Each site evaluated had a team of site staff and professional and technical services staff review

information already available or collected specifically for the SOP exercise (Table B-1), which was then organized according to the evaluation form. The results and recommendations of each site team were then assessed by a national committee to provide conformity in the method and reporting of each site and to provide a check of objectivity in reporting by site teams.

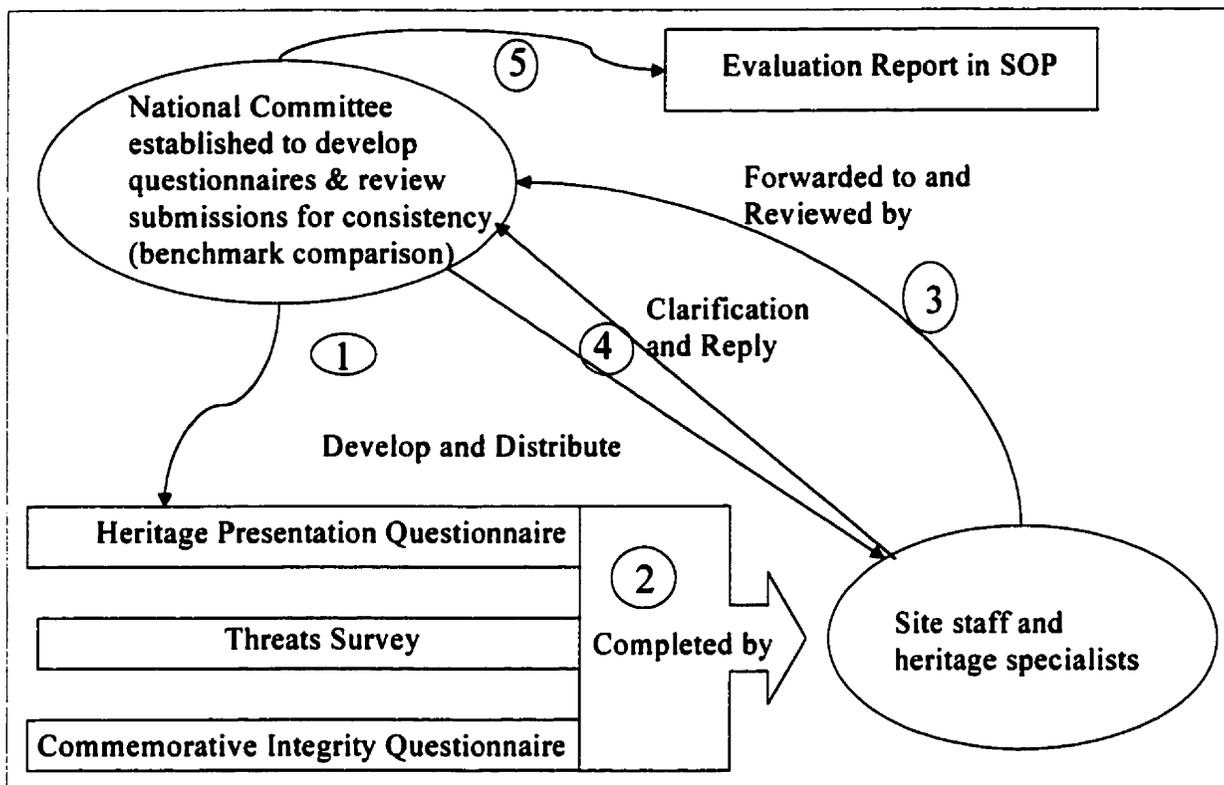
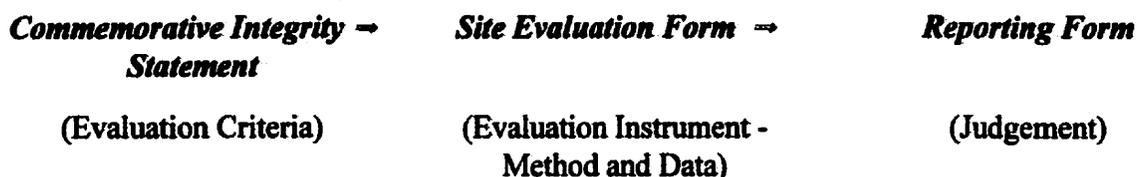


Figure B-1. Expert Evaluation Process used for Commemorative Integrity in the 1997 State of the Park Report.

Table B-1. Sources of information for Expert Evaluation (from Canadian Heritage 1998a: 65)	
-	Commemorative Integrity Statement
-	condition reports for various classes of cultural resources, which were compiled by experts in archaeology, conservation architecture and engineering, objects conservation and collections management
-	a detailed heritage presentation questionnaire filled out by site staff to identify effectiveness of interpretive programs in delivering messages of national significance
-	threats surveys of each site
-	"an accountability checklist" based on Parks Canada's CRM Policy

The 1997 report was based on two key documents: the Commemorative Integrity Statement, which is prepared for each site, and a Site Evaluation Form. The assessment process can be described as follows:



### **B.1.1 The Evaluation Form**

The site evaluation form was devised by a working group consisting of field managers, and SOP Report coordinators and heritage specialists representing a national perspective of the Parks Canada program. The form was completed under the direction of the responsible field manager for each of the eight sites profiled in the SOP Report. A multi-disciplinary team of site staff and heritage specialist staff was selected to complete the form. The form was organized like the CIS:

1<sup>st</sup> Element of Commemorative Integrity: the resources that symbolize or represent the site's importance are not impaired or under threat.

Objectives (as described in CIS)	Historic value communicated effectively? (yes/no)	Resource/ physical value impaired? (yes/no)	Under Threat? (yes/no)	Change since last SOP ( 1 - 1 )	Actions Required/ achievements	Comments
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2<sup>nd</sup> Element of Commemorative Integrity: the reasons for the site's national historic significance are effectively communicated to the public.

Objectives (as described in CIS)	Are messages being communicated effectively? (yes/no)	Does the public understand the messages? (yes/no)	Change since last SOP ( 1 - 1 )	Identify key successes, opportunities and challenges relating to communicating messages	Identify plans for addressing challenges noted in columns 1, 2 and 4.
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3<sup>rd</sup> Element of Commemorative Integrity: the heritage values of the site are respected by all whose decisions or actions affect it. Same criteria used as above for physical resources and messages that are **not** of national significance, plus

Other objectives (as described in CIS)	Desired State	Current State
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**B.1.2 The Reporting Form**

While the evaluation form was used to collect and summarize information, a reporting form was devised to present the results in a “state of” format and to ease comparisons among the eight sites (Table B-2). The reporting form is divided into three general categories (resource condition, effectiveness of communications, and selected management practices) with a total of 22 evaluation criteria.

Table B-2. Report on Commemorative Integrity of Sites Profiled in 1997 SOP Report.

	Grand-Pré	Fort Témiscamingue	Sir John Johnson	PWF	Batoche	Rocky Mountain House	Skoki Ski Lodge	Fort Langley
<b>RESOURCE CONDITION</b>								
OVERALL (Site)	○ v	▶	▶ ^	▶	▶	▶	●	▶
Nationally significant cultural resources	○	▶	▶	▶	▶	▶	●	▶
Other cultural resources	▶	▶	▶	▶ +	○	○	○	▶
Types of cultural resources:								
historic place	○ -	▶	○	○ -	○ -	▶	○	▶
landscape features	▶	▶	○	▶	▶	▶	○	▶
buildings, structures	▶	▶	▶	▶ ^	▶	▶	●	○
archaeological sites	○	▶	○	○	○	○	n/a	▶
objects	○	●	▶	▶	▶	▶	○	▶
Other heritage resources (e.g., natural)	n/a	n/a	○	▶	▶	▶	○	n/a

EFFECTIVENESS OF COMMUNICATIONS								
OVERALL (summary of below)	●	● <sup>+</sup>	●	○ <sup>-</sup>	●	● <sup>+</sup>	●	● <sup>+</sup>
National significance	●	● <sup>+</sup>	● <sup>+</sup>	○	● <sup>-</sup>	● <sup>+</sup>	●	● <sup>+</sup>
Other heritage values	●	○	●	○	○ <sup>-</sup>	●	●	●
Effectiveness of Media	n/r	n/r	n/r	n/r	n/r	n/r	n/r	n/r
Audience understanding (CI objectives)	n/r	n/r	n/r	n/r	n/r	n/r	n/r	n/r
Range & complexity of historical/interpretive perspectives presented	● <sup>+</sup>	●	●	● <sup>+</sup>	● <sup>+</sup>	● <sup>+</sup>	n/r	● <sup>+</sup>
NHS general values (symbols of Canada, Family, belong to all)	●	●	●	●	●	●	●	● <sup>+</sup>

SELECTED MANAGEMENT PRACTICES								
OVERALL (summary of below)	○	○ <sup>-</sup>	●	●	●	●	●	● <sup>+</sup>
Inventory and cultural resource evaluation	○	●	●	●	●	●	●	● <sup>+</sup>
Decisions based on respect for CRM principles and practice	○	● <sup>+</sup>	●	○	●	● <sup>+</sup>	●	○
Records	●	n/r	●	○	●	●	○	○
Maintenance Programs	○	○	●	●	●	●	○	●
Monitoring and remedial action	●	● <sup>+</sup>	● <sup>-</sup>	●	●	●	● <sup>+</sup>	● <sup>+</sup>

**Legend:**

Actual State (measure of commemorative integrity indicator)

○ green - means good, effective or not currently impaired. Indicators shown in green are not a threat to the commemorative integrity of the site. Indeed, they contribute toward this desired stated

● yellow - means fair, acceptable, minor improvement. Requires minor improvement.

● red - means poor, ineffective, seriously impaired, and/or significant attribute missing (whether related to condition, communications or selected management practices)

n/a - not applicable

n/r - not rated

Plus (+) or Minus (-) means that the actual state is on the high- or low-borderline side of one of the ratings, but not to the degree that warrants being raised or dropped to another rating

The arrows (^) (v) refer to trends (upward or downward), not to actual state. For example, considerable work might be underway which, when completed, will result in a change in rating. When we are reporting on state, it is actual current state, not "state" at some time in the future. This identification of trend illustrates that 'Effectiveness of Communications' is much lower than is expected in the future. The next SOP Report will evaluate whether the improvement trends reported in 1997 result in a higher rating for the indicator.

## **B.2 Discussion**

The overall assessment of PWF's commemorative integrity was fair to acceptable for condition of resources with requirements for minor improvements; borderline effective for communications and acceptable management practices with some minor improvements required. These judgements were made based on expert assessment where individuals knowledgeable on the protection and presentation programs at PWF made assessments of the site based on a set of questionnaires.