

The Role of Community Engagement in Protected Area  
Management and Governance: A Case Study at the Gulf  
Island National Park Reserve, Sidney B.C., Canada

by  
Vincent Kusi-Kyei



VANCOUVER ISLAND  
UNIVERSITY

**THE ROLE OF COMMUNITY ENGAGEMENT IN PROTECTED AREA  
MANAGEMENT AND GOVERNANCE: A CASE STUDY AT THE GULF  
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**Vincent Kusi-Kyei**

Presented as part of the requirement for the award of MA degree in Sustainable Leisure  
Management within the Department of Recreation and Tourism at Vancouver Island  
University

**June, 2015**

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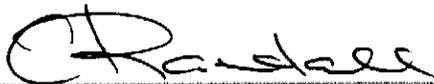
## THESIS EXAMINATION COMMITTEE SIGNATURE PAGE

The undersigned certify that they have read, and recommend to the Department of Recreation & Tourism Management for acceptance, the thesis titled "*Exploring the role of community engagement in protected area management and governance: A case study of the Gulf Islands National Park Reserve (GINPR), BC Canada*" submitted by *Vincent Kusi-Kyei* in partial fulfilment of the requirement for the degree of Master of Arts in Sustainable Leisure Management.



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Ken Hammer, Ph.D.,  
Co-Supervisor  
Recreation and Tourism Management  
Vancouver Island University  
British Columbia, Canada



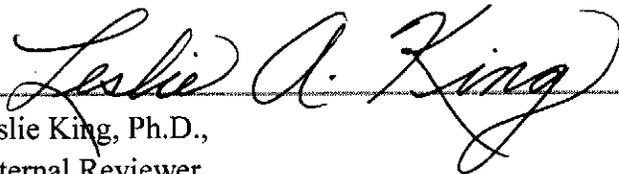
---

Carleigh Randall, Ph.D.,  
Co-Supervisor  
Marketing Department  
Vancouver Island University  
British Columbia, Canada



---

Rick Rollins, Ph.D.,  
External Reviewer  
Professor Emeritus  
Vancouver Island University  
British Columbia, Canada



---

Leslie King, Ph.D.,  
External Reviewer  
Centre of Environmental Education  
Royal Roads University  
British Columbia, Canada

## **DECLARATION**

This thesis is a product of my work and is not the result of anything done in collaboration.

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I agree that this thesis may be available for references and photocopying, at the discretion of the University.

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Vincent Kusi-Kyei

## ABSTRACT

Environmental degradation around the world is significant and includes loss of habitat, declining species, and pollution (Millennium Ecosystem Assessment, 2005). Protected Areas (PAs) are one strategy for addressing these concerns. However, PAs are challenged by the need to relish conservational principles while also addressing stakeholders' diverging interests and concerns. This requires the exploration of the role of community engagement in PA. While the literature showcases some case studies and anecdotal evidence about community engagement, there is still limited understanding of the impact of community engagement on PA management and decision making processes.

As part of the Protected Areas and Poverty Reduction project, this study provides a qualitative case study of Gulf Islands National Park Reserve (GINPR) to explore: a) the relationships that exist between community members and the GINPR; b) the extent that local community members are engaged in GINPR management and governance processes; and c) how local community engagement influenced GINPR management and governance processes. The study discusses five themes: reaching conservation goals-stewardship, relationship and sustainability; structural balances-power, institutional representation; approaches and objectives of engagement; communication-media and publicity; and workforce diversity-collaborative partnership. The study concludes that Parks Canada views management as an internal exercise generated directed by conservation agencies irrespective of the relationship of the local communities. Hence, while local communities (FNs and IR) wish to *work together* (partner) with Parks Canada, their influence on decision-making and management strategies is limited mainly to a consultation role. In the future, a co-management approach as a means of shared governance is recommended.

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## LIST OF ABBREVIATIONS

ANZECC	Australian and New Zealand Environmental Conservation Council
BC	British Columbia
CBC	Convention of Biological Diversity
CCA	Community Conserved Areas
CNPPAM	Committee on National Parks and Protected Areas Management
CMPA	Co-Managed Managed Protected Areas
CPC	Canada Park Council
FAO	Food and Agriculture Organization
FG	Focus Group
FN	First Nations
GINPR	Gulf Islands National Park Reserve
GMPA	Government Managed Protected Areas
HTG	Hul qumi num Treat Group
IAPP	International Association of Public Participation
IOG	Institute of Governance
IOM	Institute of Management
IR	Island Resident
IUCN	International Union for the Conservation of Nature
IISD	International Institute for Sustainable Development
NBS	National Business Services
PA	Protected Areas
PAB	Park Advisory Board
PCA	Parks Canada Agency
PPA	Private Protected Areas
RP	Research Respondent
SOPR	State of the Park Report
TEK	Traditional Ecological Knowledge
UNDP	United Nations Development Programme
UN	United Nations
WCED	World Commission on Environment and Development

WDPA	World Database on Protected Areas
WCPA	World Commission on Protected Areas
WPC	World Park Congress
WWF	World Wide Fund for Nature

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## CHAPTER 1: Introduction

### 1.1 Introduction

Human impacts on the natural environment are powerful, wide spread and often detrimental. One approach to conservation has been the creation of protected areas (PAs), such as national parks. This thesis aims to better understand the role of community engagement in the management of PAs, using a case study with Gulf Island National Park Reserve (GINPR), located in British Columbia, Canada.

According to Dudley, 2008, PAs are defined as "geographic areas established by law or other effective means to advance conservation and other socio-economic goals" (p.8). PAs, either landscapes or seascapes, are considered fundamental to preserving and conserving natural areas and reducing biodiversity loss (Bruner et al., 2001; Rodrigues et al., 2004; Elrllich & Pringle, 2008). PAs are increasingly expected to deliver social and economic benefits (Dudley et al., 2008), including the protection of: scenic places, extraordinary species (floral/fauna) and ecosystems, spiritual sites, and opportunities for recreation and tourism (Cronon, 1996).

Designations and establishment of PAs such as national parks and reserves have increased in recent years (Bishop, et al., 2004; Chape, Spalding & Jenkins, 2005). About 21% globally since 1990 have been created and established (Soutullo, 2010). There are about 102,290 such areas according to the World Database on Protected Areas (WDPA) report (Chape, et al, 2008) covering 14% of the earth's land surface (IUCN & UNEP-WCMC, 2012). Into the future, the *Aichi Biodiversity Target 11* of the Conservation on Biological Diversity (CBD) specifically with protected areas aims to protect 17% of the world's terrestrial and inland water areas as well as 10% of the world's marine areas by 2020 (WDPA, 2012).

However, PAs either (landscapes, or seascapes, or both), have been designated in places that are homes to indigenous people where grazing fields, farm lands, and/or in many cases residents are sometimes moved out of the designated areas. Restrictions on human activities and many other constraints come about as a result of policies and

legislation that necessitates the preservation and protection of PAs land use practices (Machlis & Field, 2000).

Nonetheless, PAs are mostly under common property regimes, being a state or communal property, an *-open access territory-*making their management and governance very crucial (Borrini-Feyerabend, 1996). Being an open access territory means that managing and developing either as a national park or park reserve command varying stakeholder voices based on multiple and diverging interests of stakeholders (Reed, 1997; Eagles et al., 2003; Graham et al., 2003; Borrini-Feyerabend, 2008; Segan et al., 2011). These regimes have necessitated new paradigms and approaches that challenge the traditional state administered top-down governance structures of PAs management (Phillips, 2003; Miller, 2004; Eagles, 2009). Hence, the increasing global calls on stakeholders, especially local community members with their traditional ecological knowledge, to contribute to the development of sustainable management practices in PAs (Worboys & Winkler, 2006; Butler, Tawake, Skewes, Tawake & McGarth, 2012; Garrod, Fyall, Leask & Reid, 2012; Getz & Timur, 2012; Jolibert & Wessenlink, 2012). Many conservationists conclude that PAs have a limited future without the cooperation and support of community members (Wells & McShane, 2004; Little & Amdur-Clark, 2008; Head, 2007; Tindana, 2007; National Park Service (NPS), 2011; Haukeland, 2011; Hill et al., 2012; Butler et al., 2012). Therefore engaging community members is now recognized as crucial to the future and sustainable development of these areas (NPS, 2011).

PAs are an important strategy for conservation of biodiversity, and are also recognized in the sustainable development literature. According to the *Brundtland Report* World Commission on Environment and Development (WCED, 1987) sustainable development is development that seeks to meet the needs of the present, without compromising the ability of future generations to meet their own needs (p. 15). This fundamental process of sustainable development expands the range of economic, cultural, and social opportunities for communities while protecting the environment (Summer & Field, 2000).

However, many contend that for PAs to be to an effective approach to sustainable development, there needs to be more emphasis if the engagement of nearby communities (Berkes, 2004). Historically, the motivation behind the creation of PAs has been dominated by the desire to protect watersheds, scenic beauty, and provide opportunities for tourism and recreation. But the way we view PAs and how best to manage them has changed in recent years, demanding new paradigms for protected area management (Bishop et al., 1995; Phillips, 2003; Faizi, 2006). Many scholars recognize the importance of incorporating a more participatory approach into PAs decision-making processes in order to foster the implementation of conservation strategies (Brown, 2003; Grainger, 2003; Pretty & Smith, 2004, Anthony, 2007; Reed, 2008). Andrade and Rhodes (2012) affirm that local communities and PAs are inevitable partners towards successful conservation strategies. However, PA planning and management objectives have often been directed to satisfy the needs of outsiders to the park catchments, while the interests of the local populations have not been seriously considered (Stankey, 1989; Achana & O'Leary, 2000; Aswani & Weiant, 2004). Arguably, regardless of local community involvement and participation in decision making process, PAs policy makers and managers face a daunting challenge (Holmes & Clark, 2003) in determining the extent to engage local community members in developing management plans for PAs .

Community engagement processes in recent years have been anticipated to enhance PA governance and management processes (Head, 2007; Johnson, 2010; Wesselink et al., 2011; Nkhata & McCool, 2012). The process of public participation depicts a range of possibilities, from token consultation, to co-management (Kumar, 2002; Green & Hunton-Clarke, 2003; Rowe & Frewer, 2005).

In the past, many societies have identified certain areas under their control for protection, by imposing limitations on access to or the use of such areas, whether for public or for the benefit of an elite. Examples of this include sacred grooves in Africa (Bishop et al., 1995).

Effective communication facilitates the information flow between governance and management, and provides for a constructive and interpretation of public interests in protected areas. In this regard many scholars advocate a form of *shared governance* - "institutional mechanisms and processes employed to share management authority and responsibility among a plurality of formally and informally entitled parties, including governmental and non-governmental actors such as local community members and indigenous people" Murray & King, 2012, p. 2). Despite these efforts, there is little or no literature on how local community engagement has influenced PAs management and governance. Providing sustainable measures to safeguard PAs goes beyond simple managerial solutions and descriptions of standard practices to include the engagement of community members at different levels to ensure that protected areas sustainability (Phillips 2003; Wells & McShane, 2004; Hanna, Clark & Slocombe, 2008; Lockwood et al., 2008). Accordingly there is a need to better understand to what extent are community members engaged? And how has the engagement influenced PAs management and governance?

## **1.2 Governance and Management of PAs**

Eagles (2008), affirms three elements of conservation management in parks and PAs including: the ownership of the resources; the sources of income for management and the management body. He further asserts that management and governance occur within the larger framework created by governance approaches (*see* Eagles, 2009). Thus this study explores how the ownership of the resources (*a local community*) and the management body (*a typical government agency*) interplay in PAs management and decision making processes.

PA governance incorporates both social and ecological concerns by addressing the *who*, *why*, and *how* of decision making processes (Eagles et al., 2003). PA governance and management is recognized as having a major influence on the achievement of PAs objectives (effectiveness), the sharing of relevant responsibilities, rights, costs and benefits (equity), the generation and sustenance of community, political and financial support (viability), and the application of a mix of scientific and traditional

knowledge and skills for sustainable use (Eagles, 2002; Borrini-Feyerabend, 2008; Hanna et al., 2008).

Borrini-Feyerabend, (2008) observes that '*management*' addresses what is to be done about a given protected area or situation, while '*governance*' addresses who makes the decisions. This has resulted in governance emerging as a key variable in PA management, and thus making it an essential factor for achieving both environmental and social objectives (Eagles, 2009; Fierri & Fiera, 2009).

Governance structures and processes can assist power sharing, and shape individual and collective action (Young, 1992 cited in Libel et al., 2006). These structures and processes regulate and facilitate access to and use of publicly administered resources such as national parks and reserves (Graham, et al., 2003; Nkhata & McCool, 2012). Hence exploring the role of community engagement in PA management may enhance and reduce many challenges in PA governance and management.

The Human Development Report of 1999 and 2002, according to Borrini-Feyerabend, (2008) advocates placing people (community members) at the center of the development process in terms of economic debate, policy and advocacy. Despite the call for good governance in PAs, minimal literature has examined the specifics of public participation (Wilkinson, 2003). There has been conscious efforts to harmonize the interests of local communities with parks, as well as exploring how to integrate traditional ecological knowledge (TEK) (Prober et al., 2011; Gratani et al., 2011; Bohensky & Maru, 2011; Hill et al., 2012; Robinson et al., 2012; Graham & Ernston, 2012; Butler et al., 2012). However, natural science still has the largest influence on the planning stages of park creation (Machlis & Fried, 2000; Wells & McShane, 2004; Borrini-Feyerabend et al., 2006). Social science factors such as the concerns of local residents are given little or much less credence in policy and power relationships and decision making processes which are used to determine operational planning and/or managerial of PAs (La Pierre, 1997; Machlis & Fried, 2000). While community participation is not considered a panacea to conservation challenges (Well & McShane,

2004), community engagement approaches are becoming more prominent in PAs management (Borrini-Feyerabend et al., 2006) and need to be better understood.

### **1.3 Purpose of Study and Research Questions**

Thus, the purpose of this study is to investigate the role of community engagement in PAs management and governance using a case study of Gulf Islands National Park Reserve (GINPR), located between southern Vancouver Island and mainland British Columbia.

In order to achieve the purpose of the study, the following research questions were formulated;

1. What relationships exist between community members and the GINPR?
2. To what extent are local community members engaged in GINPR management and governance processes?
3. How have local community members engagement influenced GINPR management and governance processes?
4. What are the challenges and successes from engaging local communities in GINPR management and governance processes?
5. What strategies are utilized to reduce challenges and improve achievements between managers and local communities in PA management and governance processes?

### **1.4 Conceptual Framework**

The study of community has a long tradition in social sciences, particularly recreation, tourism and leisure studies involving a wide range of research techniques to analyze relationships within them (Machlis & Field, 2000). In order to conceptualize the role of community engagement in PA management and governance processes, a context based framework was developed to guide this study (Figure 1.1). This study focuses on three main overarching concepts: the concept of PA management and governance processes; community engagement process, stakeholders and power relations in park management; and the relationships between them for sustainable management and

development of PAs. Figure 1.1 outlines these concepts, recognizing the complexities and the underlying forces with respect to values and motives of those who establish and maintain PAs. Governance and management of these natural ecological resources are influenced by the benefits (common interests) received by different sectors of the society, primarily the state-*government* and the *community*-residents or local community members. Efficient and effective management of PAs depends on shared-interests commanded by these two-key actors. Traditionally, policies and strategies that determine PAs management principles and decision making processes are mainly developed and implemented by the state with little or no inputs of local community members. However, harnessing local ecological knowledge is thought by many to provide the best conservational management tool for PAs (Arai & Pedlar, 2003; Borrini-Feyerabend, 2008; Hill et al., 2012; Robinson et al., 2012; Graham & Ernston, 2012; Butler et al., 2012).

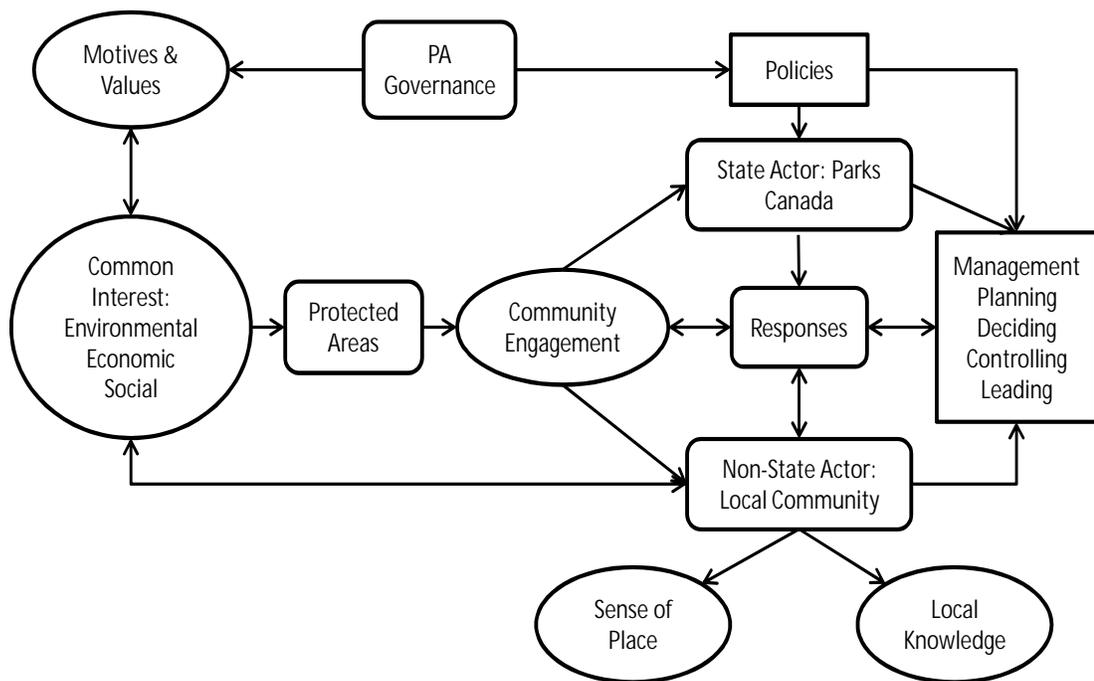


Figure 1.1 *Conceptual Framework for the Study: Community Engagement in PA Management.*

Therefore to what extent are local community members engaged and how has their engagement influenced PA management principles and decision making processes? Figure 1.1 illustrates an analytical framework for this study which shows the relationship and how the two actors, the state and the community, interact to provide enhance management strategies and good decision-making for PA sustainability based on the motives and values each actor places on PAs (GINPR).

### **1.5 The Significance of Study**

This study builds on and expands the existing body of knowledge regarding community engagement and protected area management and governance. It provides avenues for understanding a community's role in PAs with respect to power, decision making, and the planning processes. This study contributes to and informs environmental policy regarding how decision makers (e.g. park managers) formulate policies and strategies that integrate local community perspectives.

### **1.6 Thesis Organization**

This thesis is organized into five chapters. Chapter one introduces and provides the background to the study. This chapter outlines the rationale, discusses the purpose and the significance of this study as well as providing a description of the study area. This chapter also provides and discusses the conceptual framework that guides and directs this study and concludes with how this study is organized for readers.

Chapter two elaborates on the conceptual framework by providing a synthesis of the literature to this study. This chapter also elaborates on PAs governance forms; the concepts of community and community engagement and the need for community engagement.

Chapter three discusses the research design employed for this study. It introduces the case study and justifies the chosen research methods and data analysis.

Chapter four provides the findings from this study. This chapter outlines the respondents profile and addresses the five research questions formulated to achieve the purpose of this study.

Chapter five discusses and provides a brief summary of the study's findings within the context of the literature reviewed.

## **CHAPTER 2: Literature Review**

### **2.1 Introduction**

This study investigates the role of community engagement in protected area management and governance processes. This chapter discusses the concepts of protected areas, governance, community engagement process, stakeholders and power relations in park management.

The literature reviewed consists of both academic and non-academic literature and from websites on conservation and environmental management, community engagement and governance interrelationships.

### **2.2 Protected Areas (PAs)**

PAs have become a major focus for biodiversity conservation (IUCN, 1994; Eagles & McCool, 2008; Eagles, 2008; Dudley, 2008). The International Union for the Conservation of Nature (IUCN), the world's largest international environmental network, defines PAs as: a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve long term conservation of the nature with associated ecosystem service and cultural values (IUCN, 2009, Defining Protected Areas section, para.1). These areas (either terrestrial or marine) receive protection because of their recognized natural, ecological and/or cultural value. Hence the term 'protected area' encompasses a wealth of landscapes and seascapes ranging from huge, virtually untouched areas to tiny culturally-defined patches, and from areas so fragile that no-one is allowed entrance to living landscapes containing settled human communities (Dudley et al., 2008, p.13).

Understanding the values and benefits of PAs is of fundamental importance to their management, (Lockwood, 2006). These benefits include the following:

- Protection of ecological services; for example, regulation of water flow by intact vegetation cover, water purification, nutrient recycling and carbon sequestration (Daily, 1997);
- Micro-climate stabilization and maintenance of air purity;
- Regulation of human diseases; and,

- Protection of food and fuel resources (Carpenter & Folke, 2006; MacKinnon, MacKinnon, Child, & Thorsell, 1986; Millennium Ecosystem Assessment, 2005).

Cronon, (1996) asserts that there are also aesthetic and spiritual reasons for protecting ecosystems. Other additional benefits may include storm protection and land erosion control and a reduction of many natural disasters, including floods, landslides, droughts and desertification, and fires (Millennium Ecosystem Assessment, 2005; Dudley et al., 2010).

Many scholars have identified other varying benefits and values of PAs based on the purpose of conservation and protection as was identified in the World Conservation Strategy (WCS) by IUCN with the objectives of:

- Preserving genetic diversity
- Maintaining ecological processes, and
- Ensuring utilization of species and ecosystems is sustainable

Table 2.1 outlines and summarizes the many benefits and values highlighted in this literature.

**Table 2.1 Benefits and Values of Protected Areas**

<b>Benefits and Values of PAs</b>	<b>Source (s)</b>
Research and education	Carpenter & Forke, 2006; MEA, 2005
Biodiversity protection	IUCN, 1994; Dudley, 1994; Leroux et al., 2010
Socio-economic opportunities (tourism, employment, sales of controlled natural resources)	MacKinnon et al., 1986; Eagles, 2009
Cultural and spiritual enrichment	Cronon, 1996; Escobar, 1998; Forke, 2006; King, 2007
Developmental benefits (housing, health care, social service)	Rozwadowska, 2002

Similarly, Dearden and Rollins (2009) have described 11 categories of protected area values with associated analogies for PAs (Table 2.2). Also, Lockwood et al., (2006, p. 103) have classified PAs values into:

- Intrinsic (fauna, flora, ecosystems, land and seascapes)
- On-site goods and services (plant and animal products, recreation and tourism)
- Off-site goods and services (human life support, non-human life support, air and water quality and quantity).
- Community value and individual values (culture, identity, spiritual meaning, social well-being).
- Individual value (satisfaction: existence and experiential, physical and mental health).

**Table 2.2 Protected Areas Values with Suggested Allegories**

<b>Benefits and Values</b>	<b>Allegory</b>
Aesthetic	Art gallery
Wildlife viewing	Zoo
Historical	Museum
Spiritual	Cathedral
Recreation	Playground
Tourism	Factory
Education	School room
Science	Laboratory
The extraordinary	Movie theatre
Ecological capital	Bank
Ecological processes	Hospital
Ecological benchmarks	Museum

*Source:* Dearden and Rollins, (2009, p. 6).

The global concerns over biodiversity protection stem from threats associated with human activities such as land conversion, habitat loss and degradation (Millennium Ecosystem Assessment, 2005; Primack, 1995; Mitchell, 2010), introduction of alien species, unsustainable use and over exploitation of natural resources (United Nation, 2010), and pollution. PAs are a means or strategy for reducing these problems (WCPA, 2012). For example, in British Columbia, about 13% of public lands is protected in over 800 parks and protected areas. Further, there are efforts to increase the number of protected areas established across the country (Environment Canada, 2014).

### **2.3 Governance of PAs**

As outlined in the previous section, PAs such as national parks and reserves are created by society for different purposes, and across time and geography with the aim of helping to preserve the genetic diversity of the earth (Eagles & McCool; 2002; Worboys et al., 2008). However these values and motives for establishing and maintaining PAs are complex, reflecting differing priorities among stakeholders-those people or organizations who have an interest in PAs and are impacted, positively or negatively (Fazi, 2006; Wells & McShane, 2004; Garrod, et al., 2012). Notwithstanding this complexity, the management and development of PAs have been primarily based on the application of ecological principles rather than on social principles that involve management with nearby communities and other stakeholders (Brosius et al., 2005; Vold & Buffett, 2008). However, these principles provide a general understanding and foundation about how to maintain biodiversity, including what can be done and how to accomplish the desired outcomes from two *actors* perspectives: the state and non-state (Figure 2.1).

Many have recognized intensifying interaction between PA managers and the diverging interests among stakeholder of PAs (Hammill, 2006; Parker & Thapa, 2012; Jolibert & Wesselink, 2012). Borrini-Feyerabend, (1996) affirms two key actors as (1) the *state actor* representing the government or conservation agency established by a legislative instrument; and, (2) the *non-state actor* representing the local community.

Figure 2.1 illustrates a modified theoretical background of PAs showing the relationship between the state (conservation agencies) and the non-state actors (local residents) and how their interaction regarding management and governance foster PAs sustainability. Wall and Ross (1998) cited in Pratiwi, (2000) showed that the principles of management and governance of PAs can lead to tragedy because of diverging interests (Figure 2.1).

According to Wall and Ross (1998), while the state actors are more concerned with biological conservation and the enhancement of the ecological integrity of PAs, the non-state (e.g. local communities) focus more on economic and infrastructural development. This divergence has led some to argue for a new paradigm for protected area management that challenges the traditional state administrated top-down approach, in favor of a more inclusive bottom-up governance structure for PAs that seeks to enhance strategies for decision-making processes through public engagement management (Phillips, 2003; Miller, 2004; ICUN-WCPA, 2004). This study therefore builds on Wall and Ross framework (figure 2.1).

Governance, according to Eagles (2008) is a means for achieving direction, control, and coordination, to determine the effectiveness of management. Managing PAs involves people and organizations with differing roles, and thus governance becomes the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say (Graham, Amos and Plumptre, 2003, pp. 2-3). Eagles et al. (2012) assert that governance is about power, relationships and accountability. This helps to explain stakeholder influence, who decides, and how decision-makers are held accountable.

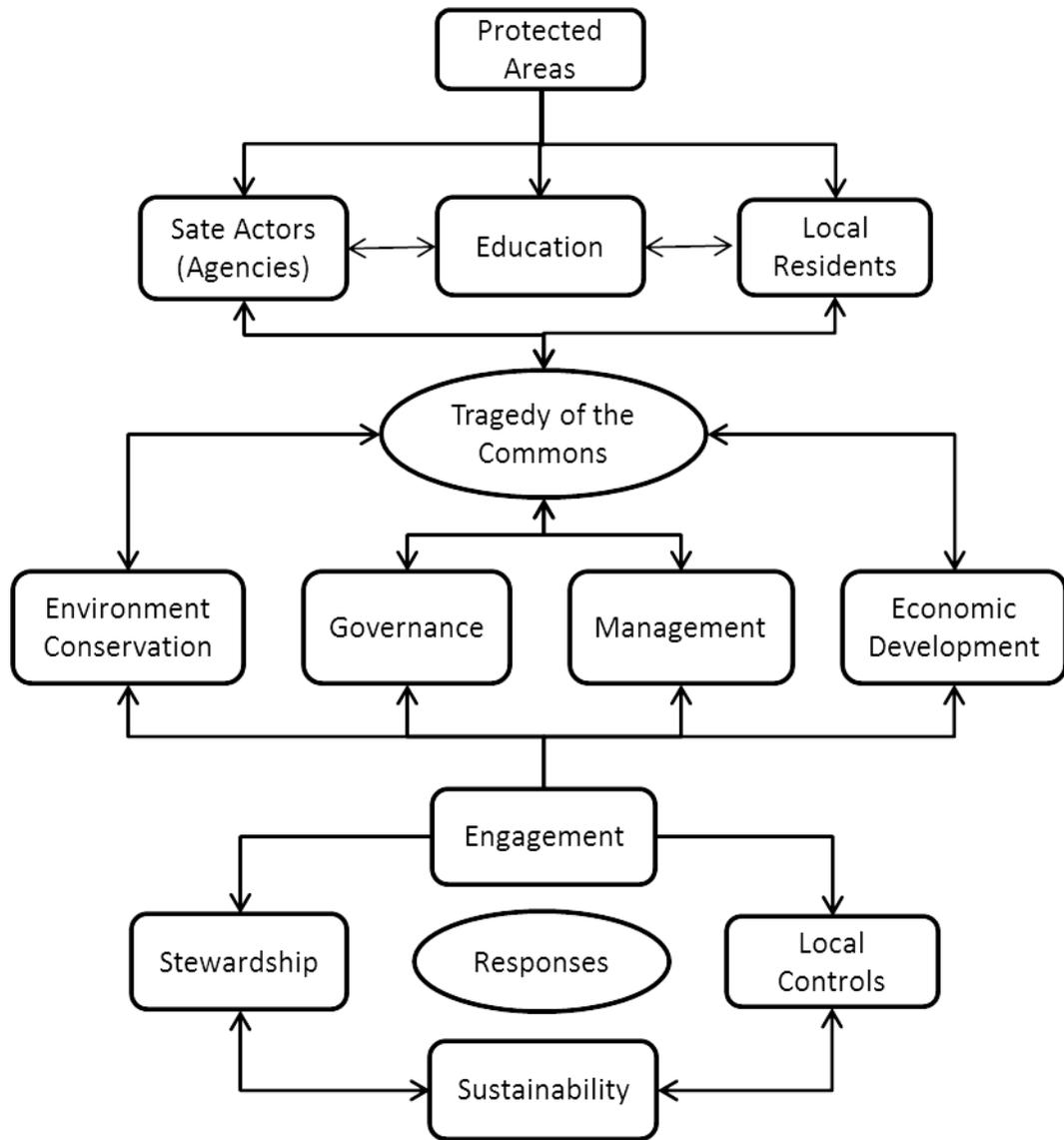


Figure 2.1 Theoretical Background: The relationship between Community engagement and Protected Areas management. *Source:* Adapted from Wall & Ross, 1998; cited in Pratiwi, 2000).

Weiant (2004) observed that governance is constrained by the historical exclusion of the local communities and indigenous peoples. However, conservationists recognize that many protected areas will have a limited future without the cooperation and support of local people (Borrini-Feyerabend, 2008; Andrade & Rhodes, 2012). The IUCN suggests that new roles of governance involving various actors and stakeholders including local communities, indigenous people, and private entities, are key to

successful conservation and management (2013, p. 21-22). Borrini-Feyerabend (2008) generally highlights the importance of PAs governance in relation to specific powers and responsibilities including:

- Determining whether a protected area is needed, where it should be located and what type of status and management approaches it should have (including IUCN category);
- Determining who is entitled to have a say (advising or actually deciding) about matters relevant to the protected area;
- Creating rules about the land and resources to support specific conservation and suitable development activities;
- Generating revenues, for example by selling permits and generating fees, taxes and in kind contributions, and deciding how those are to be employed;
- Deciding on a fair share of the cost and benefits of conservation among concerned parties; and
- Entering into agreements with parties to share or delegate some of the above powers or to decide about other relevant matters (p.2).

Graham et al. (2003) discussed good Governance Principles for Protected Areas in the 21<sup>st</sup> Century to include participation, consensus orientation, equity rule of law, strategic vision, responsiveness, effectiveness and efficiency, accountability and transparency. Similarly, the United Nations Development Programme (UNDP) outlines nine characteristics of good governance (UNDP, 1997) which complements the 5th World Parks Congress five general good governance principles that were set as recommendation for PAs management and development: legitimacy and voice, accountability, performance, fairness and equity (Graham et al., 2003; Institute Of Governance-IOG, 2005). Borrini-Feyerabend (2008) provides a summary of UN governance principles of PAs management and governance (Table.2.3).

**Table 2.3 UN Governance Principles of Protected Areas**

<b>PA governance principle and the UN Principles on which they are based</b>		<b>Governance responsibilities by stakeholders and other actors</b>
Do no harm!	<p>Universal Declaration of Human Right Millennium Development Goals</p> <p>UN Declaration of the rights of Indigenous Peoples.</p>	<p>Conservation with decency: no humiliation or harm to people</p> <p>If a new protected area is established, the legal and customary rights of indigenous people, local communities and other stakeholders are fully respected</p>
Legitimacy and voice	<p><i>Participation:</i> all women and men have voice in decision-making, directly or through legitimate representation</p> <p>Freedom of association and speech</p> <p><i>Consensus orientation:</i> mediating interests to reach consensus decision</p>	<p>Free expression of views, no discrimination related to gender, ethnicity, social class</p> <p>Social dialogue and collective agreement related on PA management objectives, strategy, activities and tools</p> <p>Social trust is promoted, society owns the PA rules, citizens associated to deal with PA issues are respected, the role of independent media is secured</p> <p><i>Subsidiarity</i> (EU): Decisions are taken at the level closest to the issues at stake compatibility with capacities</p>
Equity or Fairness	<p><i>Fairness of opportunity:</i> all men and women have opportunities to improve or maintain their well-being</p> <p><i>Rule of law:</i> legal frameworks are fair and enforced impartially, particularly the laws of human rights</p>	<p>Participatory mechanism and decision-making about the protected area</p> <p>Fair avenues for conflict management, non-discriminatory recourse to justice, including about past injustices resulting from establishment of protected areas</p> <p>Equitable distribution of cost and benefits of conservation</p> <p>Fair management practices of protected area staff</p> <p>Consistency and impartiality in enforcing PA regulations</p>

Direction	<p><i>Strategic vision:</i> leaders and public have long-term perspective on good governance and human development, &amp; a sense of what is needed for it</p> <p><i>Embracing complexities:</i> the historical, cultural and social complexities in which long-term perspectives is grounded are understood and effectively taken into account</p>	<p>Listening to people, understanding their concerns, fostering the generation and support of innovative ideas and processes</p> <p>Providing effective leadership by fostering and maintaining an inspiring and consistent vision for the PA in long-term, mobilizing support for the vision, and garnering the necessary resources to reach it</p> <p>Clarifying PA objectives, partnership, adaptive initiatives, links between traditional and `modern` best practices</p> <p>Ensuring consistency with international and national legislation and agreements</p> <p>PA governance provides a model of good conduct, including consistency about what is said and done</p>
Performance	<p><i>Responsiveness:</i> institutions and processes try to serve all stakeholders</p> <p><i>Effectiveness and efficiency:</i> processes and institutions produce results that must meet needs while making the best use of resources</p>	<p>Ensuring capacity to carry out roles and assume responsibilities</p> <p>Competent administration, cost-effective in achieving objectives</p> <p>Robust and resilient management structure</p> <p>Dealing with complaints and criticism in a responsive and constructive manner</p> <p>Regular monitoring and evaluation a part of an adaptive management strategy</p>

Accountability	<i>Accountability:</i> decision-makers are accountable to public at large	The public possesses adequate and quality of knowledge about the PAs, and related responsibilities and performance
	<i>Transparency:</i> free flow of information, access to information to understand and monitor PA institutions and their decision-making process	The media is allowed to carry out rule-based investigative and constructive reporting  Mechanisms for accountability exist, are effective and accessible to all  Performance is linked to appropriate sanctions and rewards

**Source:** Borrini-Feyerabend, (2008, p.7).

However, Graham (2003) asserts that the fundamental underlying values based on the UN components of good governance reveal three governance elements:

- A leadership strategic vision element;
- A performance element based on the UN component of responsiveness and effectiveness; and,
- An accountability element based on the UN component of accountability and transparency.

He further stressed that the emphasis given to different aspects of sound or good governance will vary in different settings because of society's different values and outcomes (p. 6). Notwithstanding, in order to attain good governance the IUCN-WPC urges those involved in PA establishment and management to implement these principles with particular attention to:

- Recognition of the diversity of knowledge systems;
- Openness, transparency, and accountability in decision-making;
- Inclusive leadership;
- Mobilizing support from diverse interest, with special emphasis on partners and local indigenous communities;

- Sharing authority and resources and devolving decentralizing decision-making authority and resources development (IUCN-WPC, 2003).

## **2.4 Differing Approaches to PA Governance**

Generally, natural resources governance types can be distinguished on the basis of who holds management authority and responsibility and is expected to be held accountable according to legal, customary or otherwise legitimate rights (Borrini-Feyerabend, 2008, p.2). At the International Union for Conservation of Nature during the World Park Congress in 2003, four broad types of governance models were identified and recommended for PA management and thus mentioned in the Convention of Biodiversity (CBD) programme of Work on Protected Areas (PoW) (WPC, 2003; COP 7, 2004; Lockwood et al., 2006).

### **2.4.1 Government Managed Protected Areas (GMPA)**

The state (government) mainly owns, holds power-authority, responsibility and is accountable for managing such area, and also determines conservation objectives especially those distinguished by IUCN categories. Government agencies such as ministry or park agency report directly to the government. However, with the evolving administrative decentralization concept the state may delegate the management of PAs to a parastatal organization, NGO, a private operator, or a community, but the government commands and retains total control and/or full ownership. There may be no legal obligation for the government to inform or consult other identified stakeholders prior to setting up protected areas and making or enforcing management decisions

### **2.4.2 Co-management Protected Areas (CMPA)**

This model ensures that various actors together make and enforce decisions. This model recognizes a variety of interlocking entitlement as a result of a democratic society. Hence complex processes and institutional mechanisms share management authority, responsibility and accountability among a plurality of actors from national to sub-national and local government authorities, from representatives of indigenous peoples and local communities. These actors recognize the legitimacy of their

respective entitlement to manage the PA and agree on subjecting it to a specific conservation objective as identified by IUCN.

There are two subtypes within this governance type: collaborative management and joint management (Borrini-Feyerabend et al., 2004a). In collaborative management, formal decision-making authority, responsibility and accountability may rest with one agency (often a national government agency) but the agency is required by law or policy to collaborate with other stakeholders in collaborative management. This involves multi-stakeholders in informing and consulting to develop and approve management regulations by consensus. In joint management, formal decision-making authority, responsibility and accountability are shared in a formal way, with various actors entitled to one or more seats in a management body.

#### **2.4.3 Private Protected Areas (PPA)**

These areas are mainly individually owned, where private landowners make and enforce decisions. These areas are land or reserved parcel of lands owned by individuals, communities, corporations, or NGOs and are managed for biodiversity conservation with or without formal government recognition (Borrini-Feyerabend, Johnston & Pansky, 2006). Private ownership remains an important force in conservation (Mitchell, 2005), in that land owners pursue conservation objectives because of their sense of respect for the land or their desire to maintain its beauty and ecological value (Lockwood et al., 2006). The authority for managing such areas rests with landowners who are responsible for decision-making (Borrini-Feyerabend, Johnston & Pansky, 2006). However, accountability may be negotiated with the government in exchange for specific incentives (Lockwood et al., 2006).

#### **2.4.4 Community Conserved Areas (CCA)**

In this approach, indigenous peoples or local communities make and enforce decisions. CCAs are considered the oldest form of protected area governance type (Kothari, 2006). Similar to co-managed protected areas, CCAs involve interactions of a variety of interlocked objectives and values (e.g. livelihood, security, spiritual and

religious values) as the foundation for their conservation as well as other ecosystem functions. The authority and responsibility rest with the communities through a variety of customary governance or locally agreed organizations and rules, and these forms can be very diverse and complex. The community's accountability to the larger society remains limited, although it can be defined as part of negotiations with the national government and other partners (Lockwood et al., 2006; Borrini-Feyerabend, 2008).

Environmental laws and regulatory frameworks continue to evolve in response to changing conditions (Graham et al., 2003; Traynor, 2011). While contexts differ in terms of their environmental challenges, cultural and the governmental structure, this analysis of governance models suggests that community engagement will likely be different within each model, with government managed PAs likely to provide the least amount of community engagement. Hence, there is a significant commonality both in the challenges they face and in the governance precepts to which they turned to address those challenges. Therefore the IUCN developed management categories with corresponding governance models needs to be examined to understand the role of local communities within and around PAs in decision making-processes and management objectives.

## **2.5 Comparing PA Governance and PA Management**

Managing PAs efficiently and effectively is fundamental to the achievement of the purpose of which they have been established (Worboys & Winkler, 2006) irrespective of their governance status. Management according to Follett (1949) is the art of getting things done through action of people. As an activity, management identifies the means to which policies, actions and pathways to attaining set goals and to maintaining them (Eagles & McCool, 2002) are determined and, thus addresses what is to be done in a given protected area (Borrini-Feyerabend, 2008).

Both management and governance are connected, however they are distinct from each other. While management addresses what is done about a given site, area or situation, governance focuses on who makes decisions and how they are made (Borrini-

Feyerabend, Johnston, & Pansky, 2006). Hall (2011) maintains that governance will be a significant concept in planning and policy for the foreseeable future. But parks managers are directed by management plans, an instrument (legislative and policy) prepared by bodies mandated to do so (e.g a minister of State in Canada) (Wright and Rollins, 2002; Wright, 2008).

However, management of modern PA has largely excluded local communities from the outset although PAs were meant to contribute to the socioeconomic development of the host communities (Faizi, 2006; Niedzialkowski et al., 2012). This island approach separates PAs from local communities and Indigenous People, as well as the surrounding landscapes, and has been the predominant view of protected area governance, (*see* Udah, 1962; Bishop et al., 1995; Borrie et al., 1998; Faizi, 2006; Andrade & Rhodes 2012). While traditional and/or local communities have shown much concern for biodiversity protection for sustainable PAs use in many parts of the world, the modern PA enterprise has failed to recognize this (Wells & McShane, 2004; Faizi, 2006). For example, during the creation and the establishment of the US Yellowstone National Park, Faizi (2006) reports that over 300 Native Americans were killed by park guards, and many Indigenous Peoples moved from their lands and off their ancestral territories.

As governance is different from management, the IUCN-WCPA shows different governance models for PAs and accordingly management categories which are based on the purpose for protecting such areas. Table 2.4 outlines the IUCN six categories of PAs with descriptions based on international conservation management principles (*See* Dudley, 2008, p. 17 and Borrini-Feyerabend, 2008, p. 4). Dudley, (2008) remarks that Category II areas (National Parks) are large or areas set aside to protect large-scale ecological processes, along with the complement of species and ecosystems characteristics of the area. These areas provide a foundation for environmentally and culturally compatible, spiritually, scientifically educational, recreational and visitor opportunities.

**Table 2.4 IUCN Categories of Protected Areas**

<b>Category</b>	<b>Description</b>
I. Strictly protection	Strict Nature Reserve (a) Wilderness Area (b)
II. Ecosystem conservation and recreation	National Park
III. Conservation of natural features	Natural Monument
IV. Conservation through active management	Habitat/Species Management Areas
V. Landscape/seascapes conservation and recreation	Protected \Landscape
VI. Sustainable use of natural ecosystem	Managed Resources

Protected Areas

*Source: IUCN, (1994) in Dearden & Rollins, (2009, p. 4)*

In this regard the Convention on Biological Diversity (CBD), according to Borrini-Feyerabend et al., (2004) indicates that full engagement of local communities in the establishment and management of these areas will necessitate policy reforms. This will also facilitate a refined and expanded framework for planning, managing and monitoring protected areas, while calling for new guidance to implement them, relating to cultural and spiritual values and the role of local communities as managers .

## **2.6 Management Functions in Protected Areas**

Figure 2.2 outlines various functions of management acknowledged in literature: planning, organizing, leading and controlling. In PA management, these management functions (planning, leading and controlling) are dependent on a number of external resources: the human, financial and, physical environment and the informational resources available in order to achieve set goals (Lockwood et al. 2006). However, these functions are applicable irrespective of who has the primary governance responsibility of the protected area. Many argue for the importance of integrating of community members ideas and perspectives during PAs development and planning in order to ensure effective and efficient management and as well good governance

practices (Lee & Julie, 2003; Dearden & Rollins, 2005; Lockwood, et al. 2006; Worboys, et al. 2008). Brosius et al. (2005), indicate that local community members have a greater interest in the sustainable use of the ecological resources relative to the state and thus must be considered in all functions of management. Therefore, this study explores the extent of community engagement, and how this engagement influences the planning and decision making processes in PAs planning.

Garud et al. (2010) comment that planning processes are influenced by two pathway theories: *path dependency* and *path creation* in contemporary organizational structure.

Decision making processes are directed and implemented to fulfill organizations missions and mandates (culture). This rational planning process involves a top-down approach and is thus *path dependent*. Generally, planning processes and approaches are prescribed by management agency's traditions, prevailing public policy development and institutional structures (Worboys et al. 2008). Conversely, the processes can also be influenced by current and emerging issues regarding the state of resources: *path creation*; which suggests new approaches and planning process must be adaptive and integrative relative to the traditional ways to enhance ecological and biodiversity integrity. Adaptive planning approach treats management as an interactive process to review situations, but not as a fixed. However, it offers alternative acceptable manipulations to be implemented which establish participatory mechanisms and structures for stakeholders (community members) engagements in the process (Lockwood, 2006; Worboys et al. 2008).

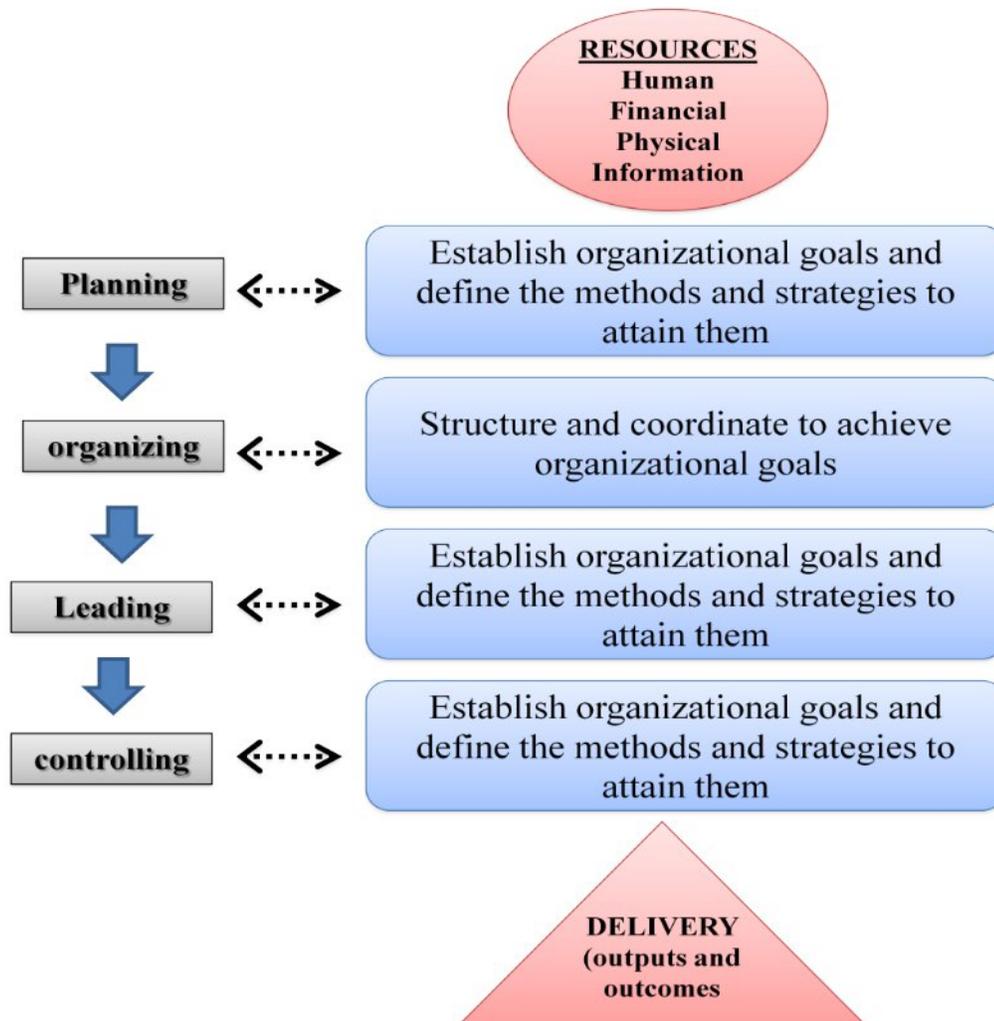


Figure 2.2 The Functions of Business Management (Adapted from Lockwood et al, 2006)

Closely linked with planning is leading and controlling as a management process (Figure 2.2). The functions of leading and controlling are argued extensively in conservation management (ANZECC, 2000; Lockwood et al. 2006; Reed, 2008; Worboys et al. 2008). Leading involves commanding authority and influencing decision-making processes, while controlling ensures that performance meets set standards especially during planning and thus an integral part in PA management (Reed, 2008; Nahavandi, 2012). Brosius et al (2005) argue that collaboration allows expression of complementary abilities; such that states and communities might work together to enhance PAs productivity, while achieving sustainability depends on the ability to

influence other s work towards attaining organizational goals (Bartol et al. 1998 in Worboys et al. 2008).

The dynamic and complex nature of PAs demands experience, competence and skills that contribute to enhanced, efficient and effective decision-making needs. Worboys et al. (2008) insist that field-based and policy-based PA management are important assets for conservation agencies, and thus experience, competence and skills that contribute to good decision-making needs are critical.

Worboys et al., (2008) and Rhode et al., (2012) However, Worboys et al (2008) and Rhode et al (2012) indicate that managing and developing PAs have been characterized with *staff* of extended experience of commitment and knowledge of western science in conservation. Park managers are assumed to have the legitimate conservational tools (institutional arrangement) (McNeely, 1995) despite the new paradigm of PA management which embraces stakeholders engagement at different levels of PAs management and decisions-making. Hence local community members ideas are often less/or not considered (Graham et al. 2003; Phillips, 2003; Eagles, 2008; Borrini-Feyerabend et al. 2013), even though Traditional Ecological Knowledge (TEK) in biological conservation has been acknowledged to provide future enhanced biodiversity conservation and protection (Andrade & Rhodes, 2012; Hill et al., 2012). Hence the debate is how much or to what extent should local communities participate and/or engage in PAs management and governance.

## **2.7 Park Management Plans**

Protected area planning is a cyclic process and conservationists acknowledge it as a challenging and messy task (Lee & Julie, 2003; Eagles & McCool, 2008). The literature highlights many developed sets of guidelines and best management practices for use in writing management plans (Eagles et al. 2002; Worboys et al. 2008).

However, the planning process involves three main elements including:

- Preparation of the management plan;
- Implementation of the plan, and
- Reviewing of the plan.

According to many, the active engagement of community members at each level is critical to the plan's success (Lee & Julie, 2003). The protected area management plan (document) defines legally and operational rules that lay out programmes and activities which direct and provide a strategic path for managing the area to achieve the purpose intended for the establishments (*see* PCA, 1978; Ndoi1 1992; Young & Young, 1993; Thorsell, 1995; Eurosite, 1999; Barber, et al. 2004). Protected area management plans are considered as the product of the planning process which documents the management approach, the decision made, the basis for the management approach and decisions made, and finally the guidelines for future management (IUCN, 2003).

Borrie et al., (1998) point out that designating and identifying the boundary of PAs does not guarantee protection of values for which they are established until management ensures effective and efficient planning procedures and principles. Hence the challenge is not of protecting parks from other land use development and or unmanaged use, but is much more inclusive, considering the communities adjacent to or within it and the tourism industry to which it is linked. Eagles et al. (2002) highlight the characteristics of a protected area management planning system in a cyclic pattern. They conclude that making management decisions about tourism, for example, involve not only PAs managers but also many other stakeholders, including local public and private operators as well as scientists. Public involvement or engagement programme will help to integrate different types of knowledge into the decision making processes during planning.

Accordingly, the Australia and New Zealand Environmental Conservation Council, ANZECC (2000) suggests several levels of the planning process which show the 'interconnectedness character' regarding policy and planning for managing natural areas (Figure. 2.3). The success of achieving conservational strategies therefore lie in the ability of managers to integrate these *characters* and also to reconcile biodiversity conservation goals with social and, economic issues which promote greater compliance of local communities with PA conservation strategies (Andrade & Rhodes, 2012).

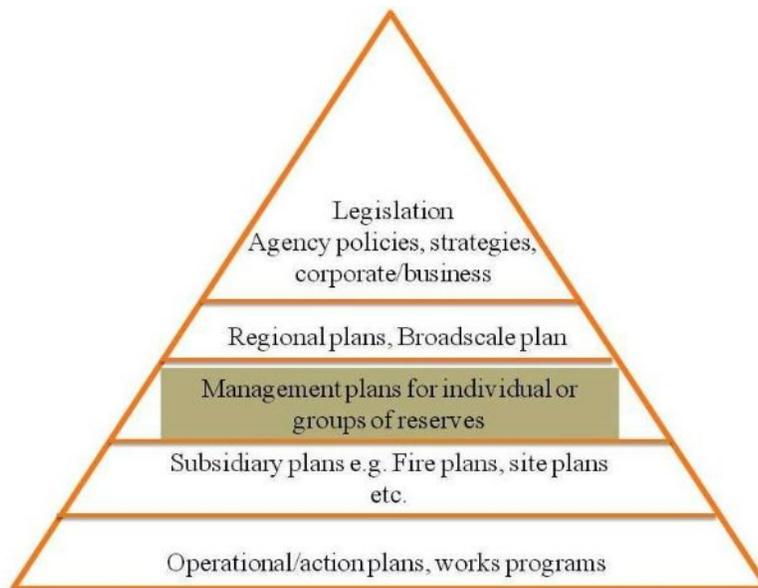


Figure 2.3 Planning Hierarchy: Framework For Management of a Particular Reserve To Assure Public Engagement (ANZECC, 2000)

For example, park management plans developed by the Parks Canada Agency s (PCA, 1994) are recognized to provide direction and guidance on:

- Maintaining or ensuring ecological and ecological sustainable use
- Facilitating opportunities for visitors to experience the place and ensure their safety
- Providing appropriate visitor facilities and services
- Developing and delivering interpretation and public outreach education program
- Providing a framework for day-to-day management
- Developing and maintaining partnerships and cooperative relationships and
- Marketing and promotion.

Management plans are challenged with implementation (Borrini-Feyerabend et al., 2004; Barber, et al., 2004; Eagles & McCool, 2008); hence an inclusive, participatory processing by managers (planners) to engage community members is essential to achieve conservational goals (Barber, et al. 2004; Borrie et al. 1998; Worboys, et al., 2008; Wearing, et. al. 2010; NPS, 2011). Many conclude that the success of PA management plans depends and encompasses two different domains: a

technical component and a public participation element. Therefore, engaging stakeholders (e.g. local communities) provides a realistic assessment of what is possible (Borrie et al. 1998; Lee & Julie, 2003; Phillips, 2003; Wesselink et al. 2011), and contributes collectively to the various component of the process. This inclusive process fuels ownership (Eagles et al., 2002) which is key to PA development and sustainability.

## **2.8 Stakeholders and Protected Area Management**

Protected area management has evolved to an era where social and political dimensions are considered significant elements and thus play an important role in sustaining biodiversity integrity (Borrie et al., 1998). The challenge is the search for efficient, equitable and environmentally sustainable strategies based on multiple interests and objectives. For many, this has necessitated engaging stakeholders (community members) in PA management (Grimble & Wellard, 1997).

The concept 'stakeholder' has been explored extensively in management and organization studies (Freeman 1984; Donaldson & Preston, 1995; Fontaine et al., 2006; Reed et al., 2009). Getz & Timour, (2012) discuss the taxonomy of stakeholders theory types to be; *normative*, *instrumental* and *descriptive* as proposed by Donaldson & Preston (1995; see p. 232 - 235). The concept considers information from any group or individual who can affect or is affected by the achievement of an organization's objective as a *stakeholder* (Freeman, 1984).

According to Frooman, (1999) stakeholder theory tries to provide answers to three fundamental questions;

- Who (or what) are stakeholders?
- What do they want?
- How are they going to get there?

Therefore, stakeholders could include groups or individuals who have classifiable relationship with the organization and thus are vital to the survival and success of the

organization (Freeman, 2004), for policy analysis and formulation (Grimble & Wellard, 1997).

The theory of social exchange suggests that people (community members) would participate in activities which they will benefit from. Thus, if communities do not perceive an activity beneficial, the individual is not motivated to engage in it, unless coerced to participate (Howell, 1987; Corpanzano & Mitchell, 2005).

Stakeholders are persons or groups who have interest in or who could be affected by, an issue or a situation regarding the management and development of such areas (Donaldson & Preston, 1995; Worboys et al., 2008. p. 471). Barber, (2004) observes that stakeholders in PA management and governance may include; local and indigenous communities; protected area management authorities, other government agencies with natural resources portfolios, local administrative authorities (e.g. district or municipal council), local business (e.g. tourism, water users), academic research institution, and non-governmental organization.

Parks Canada Agency (PCA) identifies six (6) categories of stakeholders in the various engagement processes at GINPR including local communities, park users/visitors, non-governmental organization, government, academic institutions and others for the Gulf Islands National Park Reserve within different borders of the park (PCA. SOP Report, 2003-2008. p. 39).

## **2.9 Community, Conservation and Engagement in PA Management**

The term *community* remains a 'myth in community studies', with a diversity of definitions drawn from sociological and anthropological sciences (Stacy, 1969). The concept of community is extensively but not exhaustively discussed in health and social sciences literature (Jewkes & Murcott, 1996; FHS, 2008; Fraser Health, 2009).

Community is considered as a *locality*, a consideration of *spatial* and environmental aspects where the physical environmental and social relationship play a key role in understanding the concept of community (Clark 1973). Pedlar (1996) acknowledges community as some sense of place, psychological involvement, social interaction and

feelings of connectedness (p. 9), and Johnston et al. (2000) conclude that community is a social network of interacting individuals, usually connected into a defined territory.

However, Burr (1991) provides four theoretical approaches to understand the concept of community via: the human ecological approach, the social system approach, the interaction and the critical approach. According to Pearce et al. (1996) the *human ecological approach* illustrates a community living together and adapting to the settings which generate or evolves a distinctive characteristic. The *social approach* highlights the roles and responsibilities that govern the society which focuses on the ordering of social relationship and the primacy of a group membership. The *interactional approach* provides the sum of the regular social interactions of individuals which Warren (1978), noted as the sum of the clustered interaction of people and organization occupying a restricted geographical area. Finally, the *critical approach* highlights the opposite forces in the group of people which emphasize the power of key groups in decision-making process.

This study agrees that *community* is a fluid concept, and can be viewed from two perspectives: a broader sociological system, as well as a more personal individual perspective. This further agrees that communities are individuals linked by:

- *Issues* -people are concerned about the same issue;
- *Identity* -people share a set of beliefs, values or experiences (e.g. related to specific environmental management principle);
- *Interaction* -people are linked by a set of social relationships, and
- *Geography* -People in the same geographical location (NBS, 2012).

However, Brown (2001) discusses what is known as *virtual community* in the current technological context (for example, using the internet for online long distance discussions). As an assumption based phenomena, Jewkes & Murcoot (1996) insist that community is a group of people with a sense of belonging, with a common perception of collective needs and priorities and able to assume a collective responsibility for community decisions.

Central to the concept or definition of community is a sense of "who is included and who is excluded from membership" (IOM, 1995; Brown, 2001). The literature illustrates a strong connection between community and the ethical ideal of strong, deep democracy demanding that individuals act independently and collectively to create a society that respond to the needs and aspirations of all its citizens (Pimber & Prety, 1995; Arai & Pedlar, 2003; Wells & McShane, 2004; Kerean & Kearney, 2006; Niedzialkowski, et al. 2012). Therefore a community is understood to encompass a *notion* of membership, shared spaces of place and identity, and shared interests and customs (George et al. 2009; NBS, 2012).

Conservationists advocate for more flexible and transparent decision-making that embraces a diversity of knowledge and values of stakeholders in natural resources management (Hayes, 2006; Reed, 2008; Hanna, et al. 2008; Graham & Ernston, 2012). Hence community engagement and/or participation has become a key element in conservation planning and governance in recent years (Pratiwi, 2000; Berkes, 2004; Bishop et al. 2005; Eagles, 20089; Hill et al. 2012).

The literature highlights three different theories that can be used to understand the basis for community engagement (Howell et al. 1987; Jewkes & Murcott, 1996; Pratiwi, 2000; Myhill, 2006; Head, 2007; Johnston, 2010).

- Firstly, the *democratic theory* proposes that all community members should have equal rights to express their concerns on public issues that affects them. To achieve this right, community members are supposed to be engaged. The theory maintains that, if the opportunity to be engaged is not provided, it is unlikely that the community will show their interest, support and/or concern on public issues (Phillips, 2003; Wells & McShane, 2004; Nuijten, 2005; Borrini-Feyerabend, 2008; Hayes, 2006; Wearing et al., 2010).
- Secondly, the *social mobilization theory* assumes that people who are involved in organizational activities are more likely to be informed and become aware of public issues (Pratiwi, 2000; May, 2007; Johnston,

2010). This suggests that a new programme or community development project will receive more support if it is closely linked to the activities of existing groups or organization in the community. Pimbert and Pretty, (1995) argue the positivist and rationalist paradigm in conservation that local people are bad and thus the professional assumes they know best and can analyze and influence natural resources in the way they desire (p. 2).

- Thirdly, as stated earlier, the *theory of social exchange* illustrates that people would participate in activities which they will benefit; hence if communities do not perceive an activity beneficial, the individuals are not motivated to engage in it, unless coerced (Howell et al., 1987 cited in Pratiwi, 2000; Corpanzano & Mitchell, 2005).

Therefore, community engagement captures a process of working collaboratively with and through groups of people affiliated by geographic proximity, special interest, or similar situation to address issues affecting the well-being of those people (*First Nations Communication Toolkit, 2007*). The process ensures that the general public contributes to a particular proposal or policy changes.

## **2.10 Typologies and Levels of Engagement**

A number of approaches seek to emphasize processes for *inclusion* of broad constituencies and disadvantaged groups in decision-making process which contribute to sustainable development (IISD 1999; GRI, 2000; Green & Hunton-Clarke, 2003; Rowe & Frewer, 2005; Head, 2007; Reed, 2008). Arnstein's, (1969) ladder of citizen participation provides the foundation for many approaches of community engagement (Figure 2.4).

Using rungs to represent eight different levels of involvement, Arnstein themed the rungs under three general levels of: *non-participation*, *tokenism* and *citizen power*. The lowest level of non-participation involves a one way communication, in that people can participate within the planning process but with the objective to *educate* the participants. At the tokenism level, participants are given information and or can both

hear information and also voice their opinions, but their views may have no credence and hence no guarantee of influencing the situation. Within the citizen power, participants have increasing degrees of real influence over decisions (Figure 2.4).

Since Arnstein, many scholars have proposed and suggested new typologies for community involvement (see Dorey et al., 1994; Wilcox, 1994; Pretty & Shah, 1994, UNDP, 1997; Fischhoff, 1998) (Table.2.5). For example, Green and Hunton-Clarke (2003) provide an overview on what actually constitutes participation, a systematic method for its application in decision-making processes and draw conclusions on a number of models in literature (Figure 2.5).

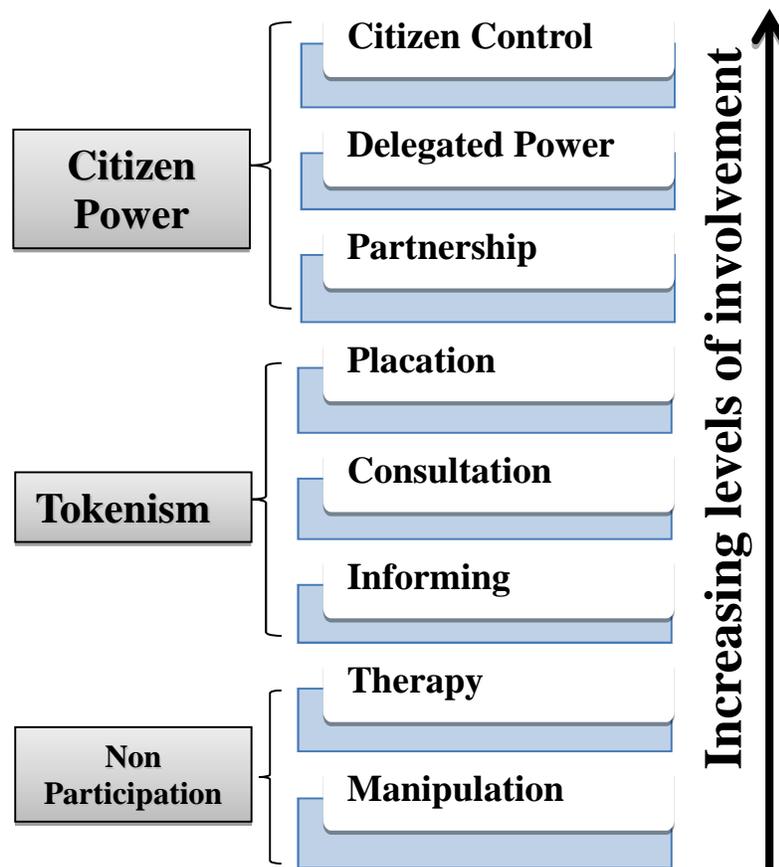


Figure 2.4 A Ladder of Citizen Participation (Arnstein, 1969)

According to them stakeholder participation is agency focused, rather than community focused in institutional perspectives, and therefore the community is meant

to understand and relate to the agencies' situation and decision-making process (p. 295). Johnston, (2010) agrees and concludes that three key levels of participation: (i.e. *informative*, *consultative* and *decisional*) are critical to effective and efficient engagement or participation in environmental decision making processes.

At the *informative participation level*, involvement is a one-way information transmission where the role of the stakeholder is to receive the information and do not actively participate (Reed, 2008; Garrod et al. 2012). Stakeholders are mainly announced to by the agencies and thus participate passively. Such a unilateral announcement can cause resentment and protest (Environment Council, 2000b in Green and Hunton-Clarke, 2003). At the *consultative participation level*, stakeholder views are collected sometimes in a deeper level where agencies would invite proposals from stakeholders, but the proposal or the views expressed are seldom acted upon (Garrod et al., 2012). At this level, the community interest is therefore meant to shape the agencies' operational and strategic planning by soliciting opinions and views (Johnston, 2010), while organizations maintain the rights to make decisions (Thomas, 1990, Bishop & Davis, 2002; Brackertz, et al, 2005 in Johnston, 2010). Garrod et al., (2012) concluded that where consultation is conducted only after decisions have been made, those consulted cannot actually influence the decision and are really just being asked to validate it (p. 1163). *Decisional participation level* encourages stakeholders' active engagement in the decision-making processes. However, organizations may reserve the rights of involving and interacting with stakeholders from the beginning of their project. This approach promotes knowledge mobilization and sharing in that disparate objectives can be reconciled, but it is equally important that communication and commitments are open and honest in order not to damage the relationships and the reputations that exist among parties (Green and Hunton-Clarke, 2003).

Increasing levels of involvement ↑

Community					Risk management	Agency
Arnstein (1969)	Dorsey <i>et al.</i> (1994)	Wilcox (1994)	Pretty & Shan (1994)	UNDP (1997)	Fischhoff(1998)	Johnston (2010)
Citizen control	Ongoing involvement	supporting	Self mobilization	Self management	All of below	Decisional participation
Delegated Power	Seek consensus	Acting together	Interactive Participation	Partnership	All we have to is to make them partners	
Partnership	Test ideas, Seek advice		Deciding together	Functional participation	Risk-sharing	All we have to do is to treat them nice
Placation	Define issues	Participation By consultation		Decision-making	All we have to do is to show them it's a good deal for them	
Consultation	Consult on reaction	consultation	Participation By information giving	Consensus-building	All we have to is to show them that they've accepted similar risks in the past	Informative participation
Informing	Gather information			Consultation	All we have t is to explain what we mean by the numbers	
Therapy	Educate	information	Passive participation	Information	All we have to is to tell the numbers	
Manipulation	inform			Manipulation	all we have to is to get numbers right	

Figure 2.5 Summarized Levels of Public Engagement in Decision Making Process, From the Literature

The International Association for Public Participation (IAPP) has summarized and categorized public participation forms and community involvement in public issues (Table 2.5). According to the IAPP Spectrum of public participation, there are five main types of processes including: informing, consultation, involving, collaborating, and empowering citizens. In an increasing participation form from weaker to stronger forms; each process is associated with clear objective and inherent promise to undertake.

**Table 2.5 IAPP Levels of Public Participation**



	<b>INFORM</b>	<b>CONSULT</b>	<b>INVOLVE</b>	<b>COLLABORATE</b>	<b>EMPOWER</b>
<b>Public participation Goal:</b>	To provide the public with balanced objectives information to assist them in understanding the problems, alternatives and /or solutions.	To obtain public feed back on analysis alternatives and/or decision	To work with the public throughout the process to ensure that public concerns are consistently understood an considered	To partner with the public each aspect of the decision, including the development of alternative and the identification of the preferred solutions	To place final decision-making in the hand of the public
<b>Promise to the Public:</b>	We will keep you informed.	We will keep you informed, listen to and acknowledged concerns and provide feedback on how public input iput influenced the decision	we will work with you to ensure that your concerns and aspirations are directly reflected in the alternative developed and provide feedback on how public input influenced decision	We will look to you for directly advice and innovation in formulating solutions and incorporate your advice and recommendations into the maximum extent possible	We will implement what you decide

Source: International Association for Public Participation (IAP2). [www.iap2.org](http://www.iap2.org)

### 2.11 Summary: The Need for Community Engagement

The main goal of protected areas is the sustainability of natural resources; ecosystem conservation and recreation, and also for the renewability of local or rural economies (Phillips, 2000; IUCN-WCP, 2003; Markey, Halseth & Manson 2012). Many believe that the local community can play an important role in achieving this goal. For example, in terms of conservation of natural resources and good governance, the local community contributes to preliminary data collection by sharing their knowledge of *their* environment (Wells & McShane, 2004; Andrade et al., 2012; King & Murray, 2012).

In addition, community engagement fosters the implementation of conservational strategies (Reed, 2008; Andrade et al., 2012). The Committee on National Parks and Protected Area Management (CNPPAM) in 2002 working together with Australian and

New Zealand Environment and Conservation Council (ANZEC), elaborate the benefits of healthy engagement which include, but are not limited to:

- Improved understanding of client expectations and user groups needs
- Improved understanding of conservation issues
- Improved agency understanding of the role and contribution of the community
- Greater continuity of knowledge, and ability to build community support for conservation strategies and to improve stakeholder relationships
- Improved understandings of the agency's responsibilities
- Improved staff and community technical knowledge
- Improved agency credibility within the community
- Greater access to community skills and knowledge; community advocacy for biodiversity protection and compliance to through increased ownership of a solution.
- Enhancement of social capital and flow-on social and economic benefit
- Improved community understanding of conservation issues and responsibility for conservation outcomes.

PA effectiveness is enhanced as the community gains greater and deeper understanding of PA goals, and thus this may alter their perceptions of self-interest in the importance of achieving the goals of the project. PA efficiency can be achieved through the willingness of community members to volunteer as well (NBS, 2003). However, the following disadvantages are observed in community engagement processes:

- Can be time consuming
- Possible high financial cost
- Difficulties in obtaining constructive debate when interest groups are entrenched in their views
- Need for staff training and capacity building to undertake effective community engagement

In summary the literature reviewed in this chapter suggests a variety of interlocking entitlements in ecological conservation management and protection as a result of democratic society, and this influences the mechanisms to share management authority, responsibility and accountability in PA management and governance. However, there remains a lack of clarity and empirical evidence that substantiates how and the extent that local community members and local populations knowledge contribute to PA governance and management (Hayes, 2004; Johnston, 2010; Bohensky and Maru, 2011; Hill et al., 2012). Therefore the following chapter presents and elaborates on the methods and procedures employed for this study in order to answer the research questions.

## **CHAPTER 3: Methods and Procedures**

### **3.1 Introduction**

The main purpose of this study was to investigate the role of community engagement in PAs management and governance processes. Adopting the case study of the Gulf Islands National Park Reserve (GINPR), British Columbia (BC) Canada this study employed a qualitative methodology to explore the role of community engagement in GINPR management through a context-based management practice. This chapter provides a brief background of the case study area and location (i.e GINPR since its establishment in 2003 to date). This chapter elaborates on the study design of the research, including approaches, strategy and the methods employed for data collection and data analysis. This chapter further discusses ethical consideration and concludes with limitations encountered during this study.

### **3.2 Study Area: Location and Background**

The Gulf Islands National Park Reserve (GINPR) is one of the newer protected areas in Canada and the 40<sup>th</sup> national park in a system of 43 park reserves across Canada (PCA, 2010). Established in 2003 within a regional population of over six million people, the GINPR safeguards a portion of British Columbia's beautiful southern Gulf Islands archipelago. Sandwiched between Vancouver Island and the lower main land, this area consists of wetlands, coastal bluffs, and dry shallow-soiled woodlands populated with Gary Oak, Arbutus, and Douglas fir. These islands are representative of the Strait of Georgia Lowlands and are considered as one of the most ecologically at risk natural regions in southern Canada. GINPR includes thirty-six square kilometers of land and marine area encompassing fifteen islands, with many islets and reefs which provide valuable habitat for seals and shorebirds (PCA, 2010).

GINPR was established through an agreement between the Province of BC and the Government of Canada. GINPR is managed by Parks Canada Agency (PCA) under the Ministry of Environment, to protect and present for all time the ecological integrity of a representative natural areas of Canadian significance in the Strait of Georgia Lowlands Natural Region, to encourage public understanding and appreciation of the

national park reserve s natural and cultural heritage, and to provide opportunities for compatible use so as to leave it unimpaired for future generations (PCA-GINPR, 2006, p. 1). GINPR was pieced together on land purchased and donated since 1995; however, PCA intends to acquire more such lands in the future.

The park boundaries are grouped into four main sections: the Outer Islands; Prevost Islands; the Inner Islands; and Pender Island encompassing a number of communities with 45% of Saturna Island along with portions of Pender, Mayne and Prevost Islands (Figure 3.1). The GINPR is located in the Coast Salish First Nations Traditional Territory and nineteen (19) of these nations assert rights and interests in GINPR (Figure 3.2). The Coast Salish territories expand across the Georgia Basin, Puget Sound and the Strait of Juan de Fuca. These Nations are divided into distinct language groups that occupy the southern Gulf Islands region and hold extensive traditional ecological knowledge that relates to cultural experiences and management of these resources over thousands of years (Ayers, 2005; Muckle, 2007). These nineteen nations are divided into three (3) main categories, who assert rights and interests in GINPR, and have a Cooperative Arrangement with the park reserve (Appendix G). These groups are WSANEC (Tsarlip FN, Tsawout FN; Tseycum; Pauquachin FN); Hul qumi num Treaty Group-HTG (Cowichan, Stz uminus, Lake Cowichan, Halalt, Lyackson, Penelakut); and Tsawwassen FN (Ayers, 2005; Muckle, 2007; Wonders, 2008; PCA-GINPR, 2010).

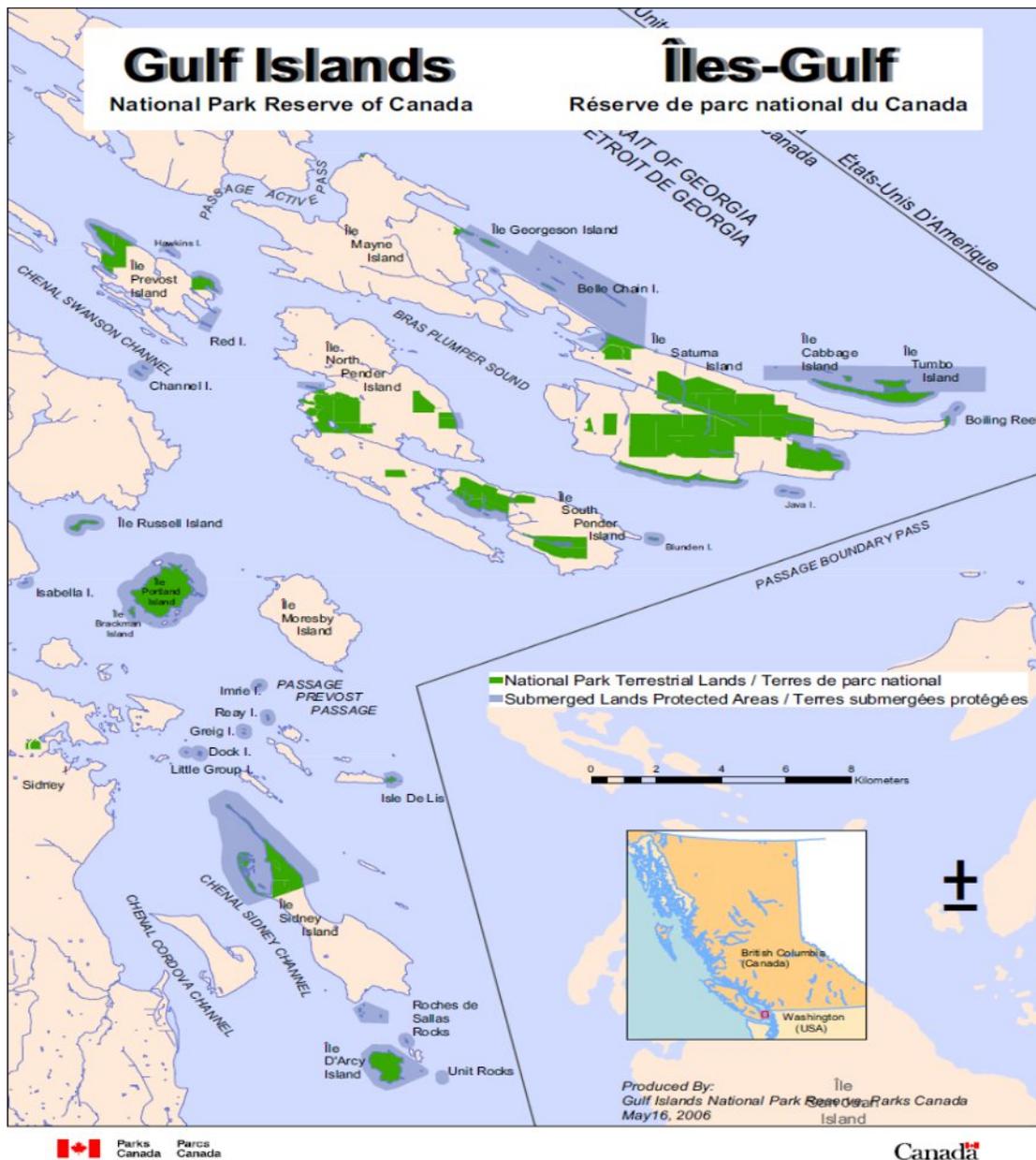


Figure 3.1 The Map of Gulf Islands National Park Reserve, Sidney-BC, Canada  
 Source: GINPR, Parks Canada Agency: Park boundaries marked green

Between 2006-2012, a public consultation and engagement process was undertaken to develop a 15-year management plan, which is now in a draft form awaiting endorsement among various identified stakeholders (see GINPR, 2010, p. 15) before it is gazetted by the Federal government of Canada. PCA has conducted stakeholder meetings and workshops with island communities and fourteen (14) Coast

Salish First Nations communities to discuss key proposed actions and to develop management strategies such as the park s management plan (PCA, 2010).

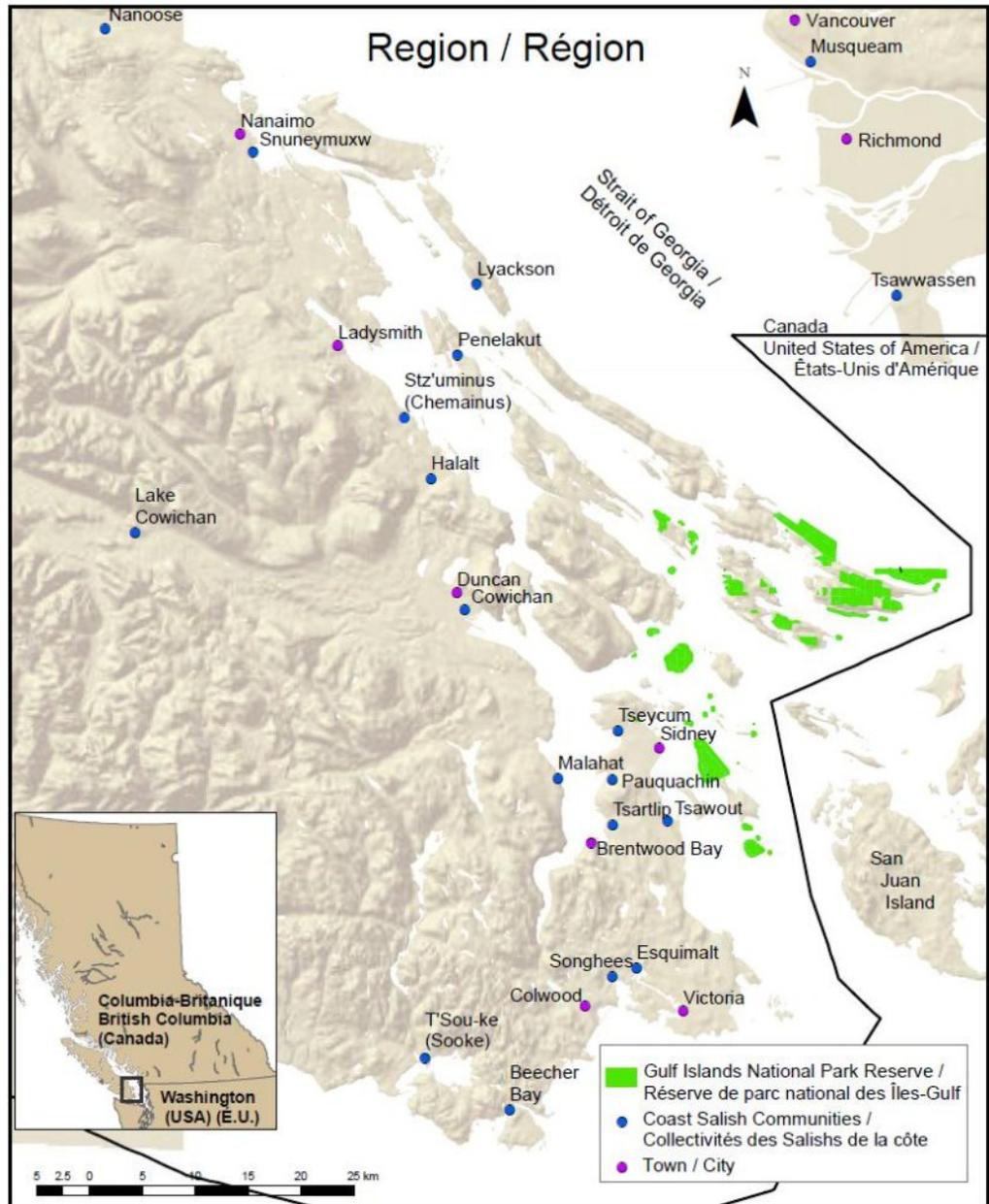


Figure 3.2. Location of Coast Salish-First Nation Communities and GINPR

Source: GINPR, Parks Canada Agency: Distribution of FN communities

### **3.3 Research Design and Approach**

This study employed a qualitative case study methodology to explore the role of community engagement in protected area management and governance within a context-based management approach of the Gulf Islands National Park Reserve's management plan consultation and engagement process. The conceptual framework (Figure 1.1) is an analytical tool that provides a means to explore and examine GINPR management and governance processes in order to answer the research questions for this study (see section 3.5). The framework is developed based on the forces (values and motives) that warrant PAs establishments from both community members' and PAs managers' perspectives. As an exploratory case study, the conceptual framework is a valuable means of finding out what is happening and to seek new insights; to ask questions and also to assess the context (GINPR) in a new light to enhance sustainability practices (Robson, 2002, p. 59).

This study adopts an inductive approach and employs multiple strategies for case study methods including literature reviews, content analysis, semi-structured interviews, and focus groups discussion to achieve the main goal of this research. Yin (1994) argues that case studies have the ability to explain, describe and compare phenomena (p.13). Accordingly, case studies provide a foundation to build new and/or improve on concepts, or assumptions (e.g. engagement typologies in engaging community members in PA management and development) rather than testing existing theories (Saunders, Lewis & Thornhill, 2003, *see also* Thomas, 2006). This approach also helps to gain an understanding of the meanings society can attach to events (Saunders, et al., 2003) especially towards ecological conservation and management, and how their values and motives direct or affect planning and decision-making process in conservation management.

### **3.4 Population Sampling Frame**

A sampling process was developed to reduce bias and increase sample size for higher representation of participants for this study (Figure 3.3). This frame was developed using the '*stakeholder model*' of the GINPR. A stakeholder model concept is

that which considers information from any group or individual who can affect or is affected by the achievement of an organization's objectives (Freeman, 1984).

Populations (participants or respondents) involved in this study came from a variety of management and technical backgrounds and included those with direct and/or indirect interest in protected area management who still maintain a relationship with the GINPR (Figure 3.3). They include local community members (FN and Islands residents), non-profit organization, community based organizations, local tourism business operators, and park managers and government policy makers (e.g. Island Trust) and others. Respondent selection procedures are described later in this chapter.

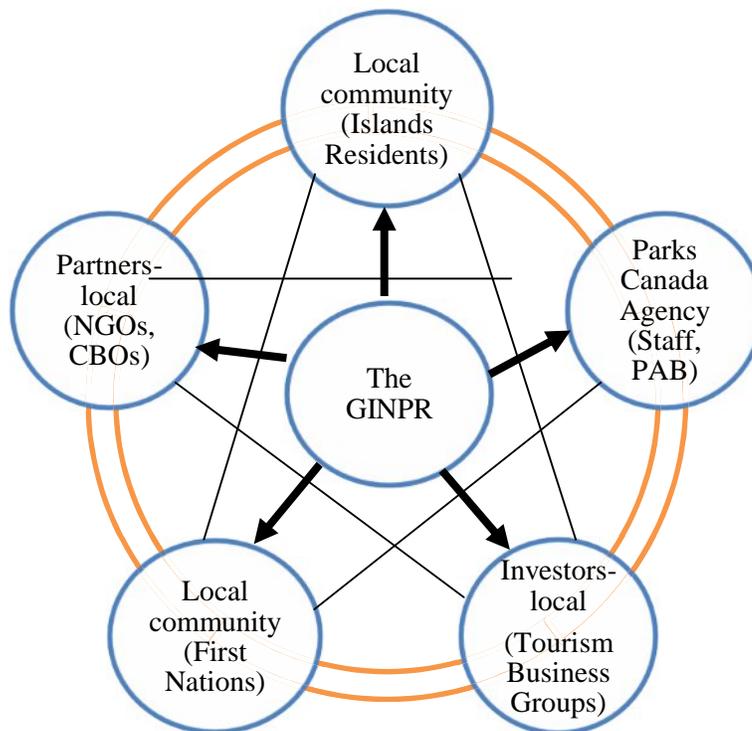


Figure 3.3 Sampling Procedure Based on Stakeholder Model and Their Interaction.

### 3.5 Research questions

In order to achieve the purpose of the study, the following research questions were formulated;

1. What relationships exist between community members and the GINPR?

2. To what extent are local community members engaged in GINPR management and governance processes?
3. How has local community members engagement influenced GINPR management and governance process?
4. What are the challenges and successes from engaging local communities in GINPR management and governance processes?
5. What strategies are utilized to reduce challenges and improve achievements between managers and local communities in PA management and governance processes?

### **3.6 Methods**

Research methods provide the instrumentation to which an investigation is operationalized and are employed for data collection (Plays, 1997; Veal et al., 2011). Plays (1997) and Jennings (2001) have suggested several approaches and methods that could be used to achieve such purpose. A case study strategy was adopted for this study involving a mixed methods approach including content/document reviews and field visits (Babbie, 1998; Yin, 1989; Saunders, et al., 2003; Veal, 2011; Robson, 2011), together with semi-structured interviews and focus group discussions (Play, 1997; Creswell, 1998; Jennings, 2001; Robson, 2011).

#### **3.6.1 Case study (Field Visits)**

The case study research approach is considered the best to examine contemporary events and understand complex social phenomena, thus has the ability to explore, explain and compare contexts (Yin, 1994; Yin, 1998). In spite of the constraints presented by the diversified respondents profile (Figure 3.2), many scholars refer to this approach as grounded theory and assert that general inductive analysis is essential to developing systematic understanding and a broad knowledge base that can build towards theory (Strauss & Cobin, 1994; Thomas, 2006; Charmaz, 2006).

This is because theory generated through induction and from narration (Leiblich, 1998) is general and contextual as it condenses extensive and varied raw data into a

brief, summary format (Thomas, 2006 pp.238), and thus provides a comprehensive analysis of different interrelated social contexts (Yin, 1994; Creswell, 1998; Elif Kale-Lostuvali, 2007) in relation to the research questions. This study therefore, is based on multiple contextual factors, but it is not meant to generalize (Creswell, 1998).

Due to the sizes (Neuman & Robson, 2009) of the various communities involved in this study, a single purposive visit (community mapping) (Robson, 2011) was made to each of the study communities (Pender Island, Saturna Island, Mayne Island, Tsawwassen FNs, Tseycum FNs and HTG FNs community groups). The researcher spent five days in each island community and two days in FNs communities. The purpose was for the researcher to familiarize and identify himself with the communities. It was also meant to hang out with some members of these groups within the communities in a natural setting. This approach provided the researcher with the opportunity to understand and appreciate the nature of each of these communities: their interests and hobbies, hopes, fears, habits fears, dreams, and so on. This served as a springboard in order to conduct myself in a culturally accepted manner and showing signs of respect during actual data collection.

Further, this approach allowed the researcher to confirm the scale and scope of community engagement in park reserve management and its governance, stakeholder structures and patterns to inform research sampling strategies (Figure 4.0). It was also meant to help develop and evaluate the research questions for this study (Berkes, 1999; Ayers, 2005). This approach helped to expand local access to knowledge about specific sections of the drafted management plan such as: planning context and planning priorities; species and ecological processes, combined with the way local community members practice specific cultural activities like gathering, hunting, hiking activities and many more.

### **3.6.2 Document/Content Analysis**

Content or document analysis technique has been widely used for various kinds of research studies especially for case studies (Pratiwi, 2000; Thomas, 2006; Elo & Kyngas, 2007; Schreier, 2012). Content analysis involves analyzing written, verbal or

visual communication messages and thus represents a systematic and objective means of describing and quantifying phenomena (Elo & Kyngas, 2007; Veal, 2011; Robson, 2011). This secondary means of gathering data is used to trace trends (Robson, 2011), to compare scenarios, and to infer attitudes, values, and cultural patterns in different geographical settings (Krippendorff, 2004). Data gathered can be reduced to concepts that describe the research context (Thomas, 2006; Elo & Kyngas, 2007; Schreier, 2012; Elo et al., 2014), which helps to create categories, concepts, models, conceptual systems or conceptual maps to guide the study (Webber, 1990; Morgan, 1993).

The materials relied upon for this study consisted of documents in a variety of forms. The materials comprised the following (Appendix I):

- A. Parks Canada Agency Act, S.C. 1998, c. 31. Last amended on June 29, 2014
- B. Canada National Parks Act, S.C. 2000, c. 32. Last amended on December 1, 2013
- C. Published and unpublished corporate documents in the form of reports, management plans and surveys including the following:
  - a. Gulf islands: National Park Reserve of Canada-visitors guide, 2013
  - b. Gulf Islands National Park Reserve: Baseline Social science, January, 2012
  - c. Gulf Islands National Park Reserve: Cultural Resource Values Statement, February, 2012
  - d. Gulf Islands National Park Reserve: Historical Research, January, 2012
  - e. Gulf Islands National Park Reserve: Baseline Social science Market Analysis, January, 2010
  - f. Gulf Islands National Park Reserve: Baseline Social science Market Analysis, January, 2012
  - g. Gulf Islands National Park Reserve: Strategic Direction, January, 2012
  - h. Gulf Islands National Park Reserve: Emergency Management Fact Sheet, March, 2012
  - i. Gulf Islands National Park Reserve: Archaeological Resources Management, February, 2012

- j. Gulf Islands National Park Reserve: Tumbo Island Prescribed Burning, April, 2012
  - k. Gulf Islands National Park Reserve: Social science & Interpretation, January, 2012
  - l. Gulf Islands National Park Reserve: Anchorage Subtidal Habitat Assessments, January, 2012
- D. Gulf Islands National Park Reserve: Interpretation and Interpretive Planning, January, 2012
  - E. First Nations PCA Committee Meeting Minutes (about 20 different types at different levels: Tsawwassen, WSA NEC and HTG)\*
  - F. Field Reports of GINPR Consultation Processes 2010, 2012, 2013
  - G. Gulf Islands National Park Reserve of Canada: Draft Management Plan, April, 2012
  - H. Gulf Islands National Park Reserve of Canada: Park Management Planning, April, 2006
  - I. State of the Park Report 2003-2008, 2010. Gulf Islands National Park Reserve of Canada
  - J. A Primer: The Living Legacy of Coast Salish Occupation and Use of Southern Gulf Islands, including Gulf Islands National Park Reserve of Canada, September 10, 2013
  - K. Material Cultural Review: A Kind of National Park for Canada: Waterloo's Mennonite Country could be a Model for Managing Change in Valuable Landscape, 2012
  - L. Published and unpublished non-governmental information in the form of reports, business plans, program reviews, policy manuals, annual reports and press releases e.g. Gulf Islands National Park Reserve: Bennet Bay Unit Restoration Plan, Mayne Island BC. Conservancy Society, March 29, 2011
  - M. Guiding Principles and Operational Policies. Parks Canada Agency
  - N. Published government bulletins, reports and plans e.g. Canadian Park Council, (CPC) Communication Strategy, 2003; Canadian Protected Areas Status, and many others available at [www.parks-parcs.ca](http://www.parks-parcs.ca)

- O. Information and materials made available pursuant to a formal request under Freedom of Information legislation e.g. GINPR-FNs community engagement reports and minute
- P. \*Very confidential by merit of legislation and reserved right of information

The above approach/materials (Appendix I) provided access to matters of conservational governance and management that would otherwise be difficult or impossible to research or directly contact. Finally, they act as a cross-reference of multiple sources (triangulation) helping to establish differences and similarities for analysis (Forbes, 2001). However, Robson, (2011) highlighted that content analysis is challenged by who produced it, for what purpose, and from what perspective or mindset it was produced ( p. 349). It suffers a limitation in terms of the examination of recorded communications, typically oral, written or graphic, and also in terms of the validity of data measurement where reliability in data coding may be problematic (Pratiwi, 2000). The materials analyzed may or are mostly not structured to meet the needs of the researcher, yet they produce a fundamental understanding of developing/building concepts directly relative for considerations to conceptualize a hypothesis. Nonetheless content analysis process is recommended for exploratory studies and a complementary research tool for case studies (Plays, 1997; Veal, 2011).

### **3.6.3 Use of Gatekeepers**

In order to recruit participants to participate in interviews and focus group discussion, gatekeepers were identified (*see* Braoadhead & Rist, 1976). With their informed consent the identified gatekeepers influenced this study by limiting conditions of entry into the communities, and helping define and communicate the scope and purpose of this study to local community members. The assistance of the gatekeepers enhanced access to information and data, eroded false pretenses and other potential and unforeseen speculations that may arise during this study. The initial challenge was the buy-in of local community members about the authenticity of this study but with increased communication and continuous availability of gatekeepers to address

concerns, community members identified themselves with the theme of this study. Nonetheless, the process was time consuming, emotionally draining, and stressful for the researcher who was a foreigner and an international students.

#### **3.6.4 Semi-Structured Interviews (open ended questions)**

This method was conducted with an open framework, which allowed for focused, conversational, and two-way communication. The purpose was meant to give and receive information, and usually starts with more general questions (Appendix B) or topics relevant to specific client groups and areas. These groups have administrative responsibility, assert rights, or are experts in a particular field of this study (FAO, 1990). Eight individual interviews involving practitioners, park administrators, park managers (Federal and Provincial), and/or local community members were conducted for the study (Table 3.1). These interviews were conducted with participants identified during community mapping and from the stakeholder groups, all of whom have good understanding of the issue in context and have interest in the case study. Respondents were randomly selected using a snowball technique with an open invitation and depending on their availability of respondents to participate in this study.

Unlike that of questionnaires, confidential discussions were conducted with participants involving island community residents or members, First Nation community/council leaders, park managers and administrators. Participants recruited for this study were sent an invitation letter (Appendix D) detailing the purpose and the benefits of this study before setting appointments for data collection. As key players in the study, discussions were guided by semi-structured open-ended questions (Appendix B) after participants have reviewed and agreed to a consent form (Appendix I) and research ethical declarations (Appendices E and F). Data gathered were analyzed into a draft report. This method is challenged with leading questions, and too much information, however, data saturation technique (Laforest, 2009) was used to reduce the level of information.

Data collection was stopped when information gathered from interviewees had become repetitive-*data saturation*. Data saturation is reached when interviewees do not

provide any additional or new insight because information gathered becomes more repetitive (Plays, 1997; Veal, 2011).

Recorded data (interviews), digital photos and transcribed field notes were converted into digital files and stored on the researcher's computer and external portable storage drive purposely for this study.

### **3.6.5 Focus Group Discussions**

A Snowball technique (Robson, 2011) was employed during the semi structured interviews (described above) to recruit local community members to participate in a focus group discussion. A focus group is a carefully planned discussion designed to obtain perceptions on defined areas of interest in an open, non-threatened environment (Kruger, 1994). It is a qualitative method that organizes targets (subjects) into small groups of between 5-12. It can be a one-off meeting of 4-8 individuals who are brought together to discuss a particular topic chosen for the purpose of a study and thus provide a learning experience to both the researcher and participants through open discussions (Bedford & Burgess, 2001, p. 121). These discussions were conducted to obtain detailed information and to review findings from the interviews to justify or confirm the views that were captured.

Three focus group (HTG-FNs, the Penders, and Mayne Island) discussions were conducted. Participants explored opinions on community engagement processes and approaches, community members' relationships with the park, their beliefs and understanding of the meaning of protected area management and governance. They also explored local community knowledge to analyze how community engagement in PAs management is challenged with respect to planning and decision making processes and investigated the role of such engagement processes. Participants included individual community members and representatives of PCA with different functional roles at different level of GINPR.

An average of six participants in a group (with a range of 4-7) was organized for this study (Table 3.3). This is an ideal size to use as it gives opportunities to the

marginalized, where participants shared with each other and contributed to this study. The discussions were guided by research questions (Appendix B) after participants reviewed and consented to the research ethics declarations (Appendices E and F) and consent form (Appendix C2).

The use of common language in this approach deepens the groups understandings and helps to generate other questions purposively which might have not been considered. This was mostly conducted at locations convenient to participants, as the proximity and the setting could cause imbalances in the discussion. Participants within groups were selected to balance their socio-demographics. Identical questions and procedures were followed. Participants gave their consent and perspective regarding the research questions that guide this study in non-formalized but coordinated interactive discussion which were audio recorded and later transcribed for analysis. This is an appropriate tool to measure the role of community engagement because of its ability to measure complex ideas. Though it requires control by a moderator, it becomes a tool to facilitate and direct discussions to specific objectives.

### **3.6.6 Summary Protocol for Engaging First Nation Communities**

Public participation in decision making processes is critical and challenging in conservation management and governance. In this regard engaging First Nations communities in this study was no exception. FN communities and governance is very critical and in Canada especially with issues concerning natural resources management and government or leadership at the Federal Government level. Consulting First Nations or Aboriginal people is reserved as Crown legal duty. Such activities are based on asserted Aboriginal rights or treaty rights especially on activities that may impact First Nations communities that assert the above rights.

Coast Salish FNs in this study site assert their rights and thus their involvement in this study. Hence, literature reviewed for this study provided rich information and also through the assistance and guidance of gatekeepers many precautions was put in place to conduct this study in a culturally respected manner with the principle of

customer is always right . The researcher was introduced to FNs community elders and council members at various community council meetings by the gatekeeper to:

- Initiate relationship by continuous visits with the gatekeeper,
- Grow relationship by engaging in conversations to understand their stories and history, and
- Establish relationships by engaging in community activities, dance, food and social gathering in order to gain access into the community and its members.

The researcher was invited to participate in different cultural and symbolical social events (for example Pauquachin FNs, Hul qumi num Treaty Group-HTG and Tsawwassen FNs dinners and council elders meeting). With time the researcher gained the interest of community members and was treated with trust and respect. Band Council elders and members in turn took the researcher to the community to greet and meet members of the community while explaining the purpose of the study to them, and advising them to cooperate with the researcher.

### **3.7 Ethical Considerations**

Conducting research involves many processes such as the procedural aspect of gathering data. Much emphasis is placed on the strategy of investigation. Schatzman and Strauss (1973) conclude that, the conscientious investigator "needs both strategy and morality, and thus the first without the second is cruel; the second without the first is ineffectual" (as cited in Plays, 1997, p.85). Again Robson (2011), stresses that research involving people can pose ethical problems for researchers because what respondents do or say has a moral dimension. This study was reviewed and approved by the VIU Research Ethics Board fulfilling the requirements therein of the application for review (Appendix E); and had a research permit approved by Parks Canada Agency in fulfillment of administrative policies and regulations (Appendix F).

The opinions, beliefs and perception of participants are not directly accounted for in this study but, are reported aggregately as they were held in confidence for two reasons. The first reason is because of the sensitivity of the issues investigated in regard

to the creation and the establishment of GINPR. Secondly, discussions with direct and third party participants were also held in confidence and anonymity so as to not unduly constrain any participant expression; participants were free to express their opinions and views with confidence and trust and not reproach. Mitchell argues that research should be abandoned when it creates harm (Mitchelle and Drapper, 1982). Participants were assured that their views and opinions would not be direct sources for this research, but, where appropriate would be reported in aggregated form.

Participants were given further assurance regarding the potential infringement on private interests. They were given the opportunity to review the case study research questions, and seek ethical resolution through the research ethics committee of the Vancouver Island University. The researcher also sought and acquired research permission from the GINPR of PCA in order to carry out this study (see Appendices E and F). These permits provide security for the information gathered for the purpose of the research accounting for the vulnerability of respondents (age, sex, gender); their confidentiality and anonymity. It allows the investigator and target population (respondents) to exercise mutual respect and provides for the rights or the consent of the target population to engage or decline from participating in the study.

Below were the challenges in obtaining research permits or ethics approval.

- The process is time consuming with lots of reviews. Reviewers meet once a month and it is based on a first come first serve principle.
- Diverse opinions existed between the researcher and the ethics reviewers concerning the , interpretation and justification of each research instrument and how it is operationalized in the field
- Concerns by Parks Canada about over work load and staff available in communities to participate in this study
- Concerns by Parks Canada that the research might create confusion with stakeholders because Parks Canada were undertaking community consultations at the same time
- Parks Canada wanted to be appraised who was being interviewed in the field

- Gaining permission from Parks Canada was highly bureaucratic.
- Parks Canada had concerns about how the research findings would be shared and the responsive impact it may bring.
- It was difficult to communicate with Parks Canada about the need or relevance of the data to be collected. This also occurred in communications with the VIU ethics board.

### **3.8 Research Limitations and Challenges**

The researcher's cultural background, nationality, and language barrier concerns were discussed with participants to build trust and minimize risks. As an international student researcher, I may hold a different understanding of the subject discussed, as well as having different cultural interpretations of responses. This may in fact reduce research bias and to contribute to neutrality.

Government institutions may be skeptical about the outcomes of external research that impact on their mandates. For this study, PCA was much concerned about how information would be shared and this resulted in delays for obtaining research permits (personal communication).

Transportation to and from the study areas was very challenging, due to long overlay hours and connections at various ferry terminals. Most of the research hours were spent commuting on connecting ferries. This resulted in frequent changes to schedules and this study schedule. The research questions were generated and formulated from the researcher's personal understanding of the purpose of this study and self-directed and controlled as well. This may form part of the researcher biasness to the analysis of this study.

The results and findings of this study are presented in the following chapter.

## CHAPTER 4: Results and Findings

### 4.1 Introduction

The aim of this study was to investigate the role of community engagement in PAs management and governance; a case study of the Gulf Island National Park-Sydney Canada, BC. This chapter is divided into three sections. The first section provides a brief characterization of communities and respondents profile (section 4.2). The second section presents the results from the document analysis illustrating current initiatives (section 4.3) undertaken, and on-going activities for the management of GINPR. The third section provides the findings and answers for each of the five research questions with regards to the research instruments employed for this study.

In this chapter phrases like *Canada*, *parks* and *they* or *government* are synonymously used to represent the Federal Government of Canada or Parks Canada Agency (PCA); *we*, *us* refers to Coast Salish First Nations community members or indigenous people, while *Islander (s)* is used to represent residents within the three island communities of the study area-Pender, Mayne and Saturna by respondents. Also the term *community* is used to represent the two distinct community-group members identified by PCA and park s managers of GINPR. This study further agrees that that the term *community* is context specific and intent direct by definition. Hence the term *community* is used to describe both the composition and constitution of elements that defines a particular location to fit the purpose for which it is meant to achieve. In this regards, *local community members* is used to describe both Island residents and FN's communities unless otherwise specified.

### 4.2 Characterization of GINPR Communities and Respondents Profile

Located between southern Vancouver Island and mainland British Columbia, the Gulf Island National Park Reserve (GINPR) created and established in 2003 is characterized with fragmented islands and islets in the Southern Strait of Georgia Lowlands. First Nations communities groups (Coast Salish) and Island residents are regarded as two distinct community groups by the Parks Canada Agency and are both

involved in the development of Park Management plan for GINPR. Participants recruited for this study came from different sectors of these two community groups including GINPR management staff, island residents, Coast Salish local community members, elders and council members, members from local community organization, clubs and associations and other local tourism businesses. The recruited participants were engaged in semi-structured interviews (RP) and focus group discussions (FG) where applicable. Interviewed respondents for this study are identified as RP# 1, RP# 2, through to RP# 8 including PCA staff, Island residents and First Nations (FNs) community member, elder or council member. Table 4.1 outlines the demographics of the focus groups respondents, FG# 1, FG #2 and FG# 3 involved in this study. Similarly, Table 4.2 shows interviewed respondents (RP# 1 to RP# 8), profiles and the type of data collected for analysis. Both tables show the number of participants involved in this study with their gender identified as well as the time duration of the interview.

**Table 4.1 Demographics of Focus Group Respondents**

<b>Community/Respondents/ Focus Groups</b>	<b>No. of Participants</b>	<b>Males (M)</b>	<b>Females (F)</b>	<b>Time/ Duration</b>
<p align="center"><b>(FG #1)</b></p> <p><b>Hul qumi num Treat Group-FNs.</b> Council Elders and Band representatives of (Cowichan, Stz uminus, Lake Cowichan, Halalt, Lyackson, Penelakut)</p>	6	3	3	1hr. 45mins
<p align="center"><b>(FG #2)</b></p> <p><b>The Penders community</b> 1-Teacher, 1-Doctor, 1-Tourism business operator, 1- Cowichan Regional District representative, 2-islanders, 1-Pender Island Conservancy representative and 1- local community park officer</p>	7	3	4	1hr. 45mins
<p align="center"><b>(FG #3)</b></p> <p><b>Mayne Island</b> 1-Mayne resident, 1-local community trustee member, 1-Rtr. PCA staff, and 1-Business owner</p>	4	3	1	1hr. 00mins
<b>TOTAL</b>	<b>17</b>	<b>9</b>	<b>8</b>	<b>4hr.30 mins</b>

**Table 4.2 Interview Respondents Profile**

	<b>Participant/ Respondents (RP)</b>	<b>Sex (M/F)</b>	<b>Duration/min</b>
<b>RP#1</b>	WSANEC. First Nations community Council Elder	M	45 min
<b>RP#2</b>	Tsawwassen First Nation community Council Elder	M	45 min
<b>RP#3</b>	Local Trustee member, Saturna Island Resident	F	45 min
<b>RP#4</b>	Parks Canada Agency Staff BC. Coastal Field Unit	F	40 min
<b>RP#5</b>	Parks Canada Agency Staff GINPR	F	35 min
<b>RP#6</b>	Parks Canada Agency Staff GINPR	M	40 min
<b>RP#7</b>	Parks Canada Agency Staff BC. Coastal Field Unit	F	35 min
<b>RP#8</b>	Parks Canada Agency GINPR	F	25 min

### **4.3 Current initiatives for community engagement at GINPR**

The Parks Canada Agency Act (S.C. 1998, c. 31) supported by the Canada National Parks Act (S.C. 2000, c. 32), PCA is mandated through various acts and regulations to create and manage national parks while engaging park s local communities in the processes of creating new national park or reserve. For example the PCA Interim Management Guidelines developed in 2006 included several consultation agreements on the planning and management of GINPR which called for First Nation s communities and Island communities as well as other stakeholders engagements.

The document analysis results indicated that the public consultation/engagement processes have enhanced negotiations especially with First Nations community groups on Treaty Agreements and Rights with others (Appendix G). After the establishment of GINPR in 2003, different community committees have also been instituted to enhance

community s engagement, provide a platform for information sharing, and for discussion of issues of mutual interest. Table 4.4 presents the current initiatives and the status since the establishment of GINPR to date.

**Table 4.3 Parks Canada Current Initiatives for Community Engagement at GINPR**

<b>Initiatives</b>	<b>Established</b>	<b>Action</b>	<b>Status</b>
<b>Park Advisory Board (PAB)</b> <b>(Key stakeholders: Representatives from the PCA, Island Trust and public members)</b>	2004-date	Provides advice and guidance to PCA on park planning and issues of interest to surrounding communities and the public	Active
<b>Public consultation (Islander and First Nations communities)</b>	Summer-Fall, 2004-2006	Gather ideas and suggestion to support parks vision	Interim Management Guidelines prepared and initiated management plan preparation
<b>Hul'qumi' num Treaty Group-Parks Canada Agency committee</b>	May, 2006	Enhance cooperative planning and management of GINPR	Active
<b>Tseycum First Nations-Parks Canada Agency committee</b>	2005	Enhance cooperative planning and management of GINPR	Active
<b>WSANEC Leadership-Parks Canada Agency committee</b>	2006 revised in 2010 under negotiations	Enhance cooperative planning and management of GINPR	Negotiations ongoing
<b>Tsawwassen First</b>	Formalizing	Enhance cooperative	Anticipation (future)

<b>Nation-Parks Canada Agency committee</b>	negotiations	planning and management of GINPR	
<b>Islands community liaison committees (The Penders &amp; Saturna)</b>	2010-date	Discuss topics of mutual interest	Active
<b>Public consultation (Islanders and First Nations communities)</b>	Summer-Fall, 2013	Review of draft management plan and feedbacks	Pending parliament and ministers approval

Most of the respondents from both the interviews and focus groups discussions indicated that these efforts have informed planning and decision making processes regarding the development of the management plan.

#### **4.4 Findings that address the Research Questions**

This section is largely narrative in nature that uses both *positivism* and *interactionism* approaches of interpreting qualitative data obtained through interviews and focus group discussions. The themes and patterns that emerged from this study are discussed further in the following chapter.

Five research questions drive this study and frame the results discussion:

- 1 What relationships exist between community members and the GINPR?
- 2 To what extent are local community members engaged in GINPR management and governance processes?
- 3 How has local community members engagement influenced GINPR management and governance process?
- 4 What are the challenges and successes from engaging local communities in GINPR management and governance process?; and,

- 5 What strategies are utilized to reduce challenges and improve achievements between managers and local communities in PA management and governance processes?

#### **4.4.1 What relationships exist between community members and the GINPR?**

All the respondents from both the interviews (RP) and the focus groups (FG) emphasized the importance and the need for sustainable management of ecological systems such as protected areas, and in this context the GINPR. The results indicated that building relationships among local communities and park managers provides the best way to reach conservation goals in order to sustainably manage and develop GINPR. Hence a strong relationship or bond was identified to exist between and among respondents of this study with the GINPR. However, the underlying factors for this relationship were noted to be based on the values and motives of both local community members and park managers, and thus have contributed deeper to their ethical or relational attachments to the Gulf Island National Park Reserve.

Consequently, the results indicated different levels of relationship among respondents. Local community members (Islanders and First Nations) relationships were based on moral values (outdoor activities) and historical and cultural values with GINPR. Coast Salish FNs community members highlighted that their physical and symbolic attachments to the Gulf Islands that have been present for millennium before the establishment of the park, as evidenced by their arts and culture (carvings, arts, housing, and clothes). This contrasts with the engagement of park managers which were based on legal or legislative mandate to sustainably manage GINPR (Figure 4.1).

The relationships that exist between respondents and the GINPR were identified to be dependent on the benefits (tangible and non-tangible) that respondent groups derive from GINPR. For example First Nations communities value the opportunity to harvest fish and other sea foods (shell fish), the presence of ancestral burial sites, and the presence of many other plant species with medicinal values (tangible) .

Similarly, islanders indicated that the presence of the park reserve enhance their quality of life and sense of pride that they live on an island with a unique natural environment that provides opportunities for engagement in outdoor-recreational activities such hiking and walking.

On the hand, the document analysis confirmed by the interviews indicated that park mangers relationships with GINPR is based on, and directed purposely by their legal mandate which focus on three important pillars: *protection*, *education* and enhancing *visitor experience*. Parks Canada Agency (PCA) in this regards operates with a dual mandate to *protect* and *present* Canada`s natural and cultural heritage for citizenry enjoyment and appreciation (Appendix I, section A & B). Figure 4.1 presents the respondents perceived basis for developed relationships and attachments with GINPR.

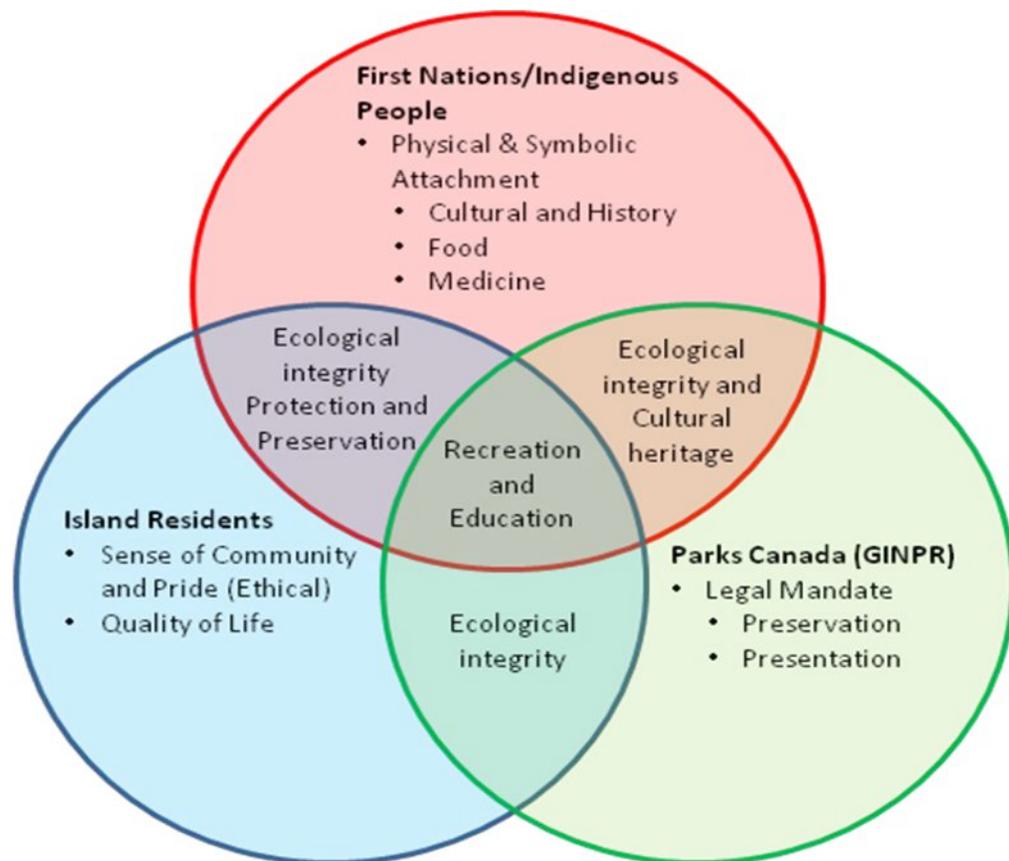


Figure 4.1 Respondents Perceived Basis for Relational Attachment with GINPR.  
(Source: Author)

As stated above, figure 4.1 shows the perceived relational attachments and relationships identified that exist between the respondents; First Nations/Indigenous People (FNs), Island Residents (IR) and Park Canada Agency staff (PCA) with the GINPR. FN's community's relationships with the GINPR are tied to the history and the culture of Coast Salish First Nations`.

The purpose of reaching conservational goals through maintaining and sustaining ecological integrity of the park was strongly acknowledged by all the respondents as major concern. As a result, participants among all the focus groups discussion (FG #1, FG #2 and FG #3) especially highlighted that they have a moral sense of responsibility to preserve; protect; and conserve the uniqueness of the Gulf Islands and its ecology (Figure 4.1). Hence the willingness to enhance and achieve conservation goals of the GINPR was paramount to most of the respondents for this study. In addition, the results further indicated that recreational and educational purposes of GINPR were of a major shared-value underlying factor that harnesses respondents` strong relationship with GINPR (Figure 4.1). The following quotes represent these findings:

*The Gulf Islands National Park Reserve presents a unique natural ecosystem across Canada and the world at large. This fragile ecosystem (constitution and composition) presents an economic development opportunity to the surrounding communities in terms of conservation and tourism. While protecting them and enhancing their development through conservation practices, it worth showcasing this uniqueness to the people of Canada of what they have and to appreciate nature. Nonetheless, we've a mandate that's national: protect and preserve, given to us from our national office that is very distinct (RP# 4).*

*This park remains the home of our ancestors and establishes our bond to it it is our traditional territory and signifies where we come from and have lived thousands years ago. Out there in the islands (park reserve)*

*are the last remaining places of our people where we got out there to harvest medicinal plants. It s one of the more cleaner areas we can get shellfish. We used the lands as well as the waters, these areas are home to our communities, we go hunting, collect clams and harvest salmon for food. There is therefore a tight bond to the lands, with the islands and what was used for and to some degree we still use it today and by our people (FG# 3).*

*We re more directly affected by the park and everything that happens within the park than any other Canadian or a visitor who comes here. Before it was recognized as a National Park, I spoke against the idea certainly because of the changes this will bring to our small communities, as we walked our dogs, enjoyed the hikes and appreciated that section of our land .our existence and survival depends on this park and so we deem our involvement and engagement with the development and management of GINPR very important (RP# 3).*

The above statements illustrate the differences and the commonalities that define the relationships that exist between respondents of this study and GINPR. Recreation and educational purpose of the GINPR were identified to establish a common relationship among all the respondents of this study. Understanding and appreciating First Nations cultural was identified as a common relational attachment to the GINPR between Park managers and FNs communities. Hence protecting the diversity of the natural landscapes within the GINPR and harnessing First Nations cultural tourism products were indicated to have influenced the relationships that exist between park manager and First Nations communities.

*The Coast Salish cultural represents a rich and unique culture of aboriginal people in British Columbia to experience (RP# 8).*

First Nations community members and Islanders indicated that the need to achieve sustainable conservation goals of the GINPR was to protect and preserve the

ecological representation of the park reserve. This need is also one of the pillars of Parks Canada.

The results revealed that *presentation* of GINPR has economic implication. Local communities` members echoed that presenting the park reserve will expose their environment to tourists and this in turn will impact negatively on their micro economy with lots of infrastructural development that will transform their micro communities` landscape. A participant indicated:

*.. I spoke against the idea certainly because of the changes this will bring to our small communities, the transformation of the landscape was one concern which about based on the potential social and economic development. This community now get huge amount of users, even if you really want to go for a walk it s not a quiet place but crowded place. Now when you open such a property for public then it becomes overcrowded. It is heavily and over used (FG# 2).*

The results shows a shared relational attachment and commonalities between local community members and park managers with GINPR with respect to maintaining ecology integrity, recreation and educational purpose as well as appreciating the cultural heritage of the Coast Salish people (Figure 4.1). Local community members (FNs and Islanders) emphasized strongly the need to protect and preserve the park s natural ecosystem, but attached a lower priority to presentation , which reflects a concern that tourism development could bring negative impacts such as crowding.

Coast Salish FN s and islanders echoed the pride of living in an environment which enhances quality of life and stimulates a sense of community. Conversely, park managers relational attachment to GINPR was based on, and tied strongly to their legal mandate and priority which is to protect and present the natural ecosystem for the entire citizenry enjoyment and appreciation of nature (Figure 4.1). The content analysis affirmed that to present and protect as mandated by PCA means enhancing or improving recreational services such as visitors experience indicators that will attract visitors to GINPR while adhering to biodiversity conservation management strategies to enhance the ecological integrity of GINPR.

First Nations and Islanders indicated that protection and preservation of the ecological landscapes of GINPR should have no economical value or attachment and thus the GINPR landscapes must be left in its natural state. However, PCA's interpretation of presentation on the contrary has economic attachment or value. Respondents therefore stated:

*This bond drives our deep relationship before Parks Canada or the reservation due to the things it provides; clothe, and in terms of food and medicine and the get-away factor. We've lived here for a millennium of years and not just since contact. Most of the elders and our communities would like to see the environment as they are no signage, decorations and would like the vegetations grow to protect our ancestors (FG #3)*

*I was concerned about the changes it will bring to our islands, to be suddenly become a park. We're really a small island and so making half little park has a potential large economic and social impact on our community. As a resident I also knew part of the lands really intimately because they were BC parks, and have researched it for more than five years studying the fungi of the land. I had really intimate knowledge of those lands and was worried about what the changes would when it was a National park (RP# 3).*

Despite the differences in the interpretation and the understanding of what respondents consider regarding protection, preservation and presentation (Figure 4.1) of the park reserve, Islanders sympathize with PCA's mandate to present the park to all Canadians. However, First Nation communities justify the underlying forces for their deep and strong relationships with the Gulf Islands as their traditional territory and the need to respect, protect and preserve their ancestral burial sites and remains from public mockery. To support these claims, respondent remarked:

*This park remains the home of our ancestors and establishes our bond to it it is our traditional territory and signifies where we come from and have lived thousands years ago (RP# 1).*

In summary, the results suggest that the relationships that exist between local communities: First Nations, Island residents and park managers occur at different temporal and social scales (respective respondents groups- individuals and community groups) and functional scales (economics, spiritual, and quality of life). Coast Salish First Nations communities indicated that their relationship with GINPR is of historical origin and their bond with GINPR is deep as a result of the benefits they derived from the park reserve. Similarly, Island residents indicated that their relationships with GINPR is based on psychological values in that the presence of the park reserve enhances their quality of and with a sense of pride to live in such an environment as they engaged in different outdoors and recreational activities. On the other hand parks managers relationships with GINPR was identified to be based on their legal mandate and priority.

In spite of these differences, the results revealed a shared responsibility among respondents geared towards collective efforts to reach conservation goals (enhancing ecological integrity) in order to sustainably manage, develop and ensure continuous benefits from the GINPR. Respondents therefore emphasized their place and voice in the on-going community consultations process to develop a GINPR management plan.

#### **4.4.2 Engagement of Local Communities in GINPR Management and Governance Processes?**

All the respondents iterated that communication plays an important key in conservation governance and management of GINPR. Currently, a legally sanctioned or ratified Park Management Plan remains the major concern of PCA for the Gulf Islands National Park Reserve, and that stakeholder consultation has become critical in this regard. This study identified that since 2004 (Table 4.3 and Table 4.4); PCA has initiated and still engages local community members in different management structures and decision making levels, to enhance the development of a management plan for GINPR.

The context of engaging or consulting local community members is a legal mandate, supported by legislative instruments enshrined both the Canada National Parks

Act and the Parks Canada Agency Act and thus forms a key component of the Guiding Principles and Operational Policies of Parks Canada Agency. The documents analysis revealed that PCA employs five-cyclical stages or steps in order to develop a GINPR management plan. Table 4 illustrates the planning process cycle at GINPR employed by PCA indicating corresponding actions and intended outcomes to achieve the related outcomes.

Two developed engagement frameworks or typologies observed in literature were used to evaluate the extent of local community members engagements in the planning and decision-making process of GINPR:

- International Public Participation Spectrum (iap2.org) and,
- Typology of Public Participation (Green and Hunton-Clark, 2003) (Figures 4.2 and 4.3)

**Table 4.4 Parks Canada Planning Process Cycle at GINPR**

<b>STAGES</b>	<b>ACTIVITIES / ACTIONS</b>	<b>OUTCOMES</b>
<b>1. Information gathering and plan reviews</b>	Internal : PCA Management/staff	Set a mission and vision for GINPR
<b>2. Issues identification and analysis, in consultation with others</b>	Internal ; external contractual and consultancy and stakeholders' advise	Consolidate ideas and set targets with indicators
<b>3. Development of proposals</b>	Internal : PCA Management/staff	Draft management plan
<b>4. Review and refinement, with public inputs, (Current state of the park)</b>	Internal : PCA Management/staff and Public consultation ( community members)	Integrating diverse opinions of stakeholders to refine the draft for approval. Directed by PCA
<b>5. Approval and implementation</b>	Internal: National level (CEO and Minister)	Plan approved and signed

Source: (Author)

The International Association of Public Participation (iap2) postulates that in order to experience good governance for efficient and effective decision making, the public must be engaged in stages in an increasing order through a process involving providing information; consultations; involvement; collaboration through to empowering identified stakeholders (figure 4.2).

Similarly, Green and Hunton-Clarke, (2003) have suggested that, the level of public participation impact in decision making and planning processes can be measured on a 3-scale in an increasing order including: informative participation, consultative participation, through to decisional participation (Figure.4.3). These frameworks are meant to facilitate complementary objectives achievement among various stakeholders in decision making processes. These spectrums (Figure 4.2 and 4.3) are relatively established to enhance good governance principles aimed to provide equity, responsiveness, legitimacy, and accountability by engaging stakeholders in public decision-making processes.



Figure 4.2 International Association of Public Participation Spectrum of Public Participation (iap2.org, 2014)



Figure 4.3 A Typology of Public Participation, (Green and Hunton-Clarke 2003)

From the above frameworks (Figure 4.2 and 4.3), respondents for this study acknowledged that communication and information availability are very important and this enhances and promote effective, deep and active engagement. Nonetheless, respondents highlighted that the effectiveness of communication and information availability depends on the structure and the approaches of engagement processes regarding when (time) and space (place). The interviews and focus groups confirmed with the document analysis, that most consultations were organized when local community members would not be within easy reach: Fall and Summer periods (Table 4.3). Many island residents especially would be on vacation within this period.

Regardless, the results indicated that the community consultations process by PCA with Islanders and First Nation communities of GINPR have enhanced the creation of First Nations Community committees, and Islands Liaison committees respectively. These committees have enhanced the public consultation processes with local community members for developing the GINPR management plan. This is especially the case with First Nations communities on Treaty Agreements and Rights with others still in progress (Appendix G). However, all the respondent for this study were uncertain about the extent of local community members engagement for the development of the Park Management Plan in relation to Figure 4.2 and Figure 4.3. A respondent commented:

*In public participation there is a model a whole spectrum.... for GINPR to my understanding in this agency we're not well defined where we are in this spectrum and I don't know we've done it for this process but in this context there are two ways the impact and feedback but, not as far as decision making (PR# 7).*

The majority of the respondents from both interviews and focus groups indicated that the uncertainty of GINPR public engagement process is as result of the planning processes adopted by PCA-GINPR (Table 4.2). The planning process adopted and implemented by PCA was considered as an *internal activity* with less local community members engagement or involvement. Respondents from the focus groups indicated

such approaches undermine the relationship between local community members and PCA such that trust and respect are compromised and thus lamented:

*It's a multi-layer process to a large extent, its developed internally, as the staff indentify where the park needs to go in the next 10 or 15 years (PR# 8).*

*Parks Canada Agency s way is already set in stone, already laid structures such that our ideas only fit, if it fits with their structures (RP# 1).*

In addition, figure 4.4 presents the different level/scales of respondents engagement in the consultation process at GINPR as compared to the framework developed by Johnston (2010), as discussed in the literature review (Figure 2.4). The results indicated that PCA holds the decisional power to finally decide what actions are appropriate in the management plan for GINPR (*see* Table 4.4). The result shows that local community, (IR) and (FNs) members engagement levels about the park reserve management plan process are within informative and consultative levels. The results show that IR are partially consulted in the consultation process.

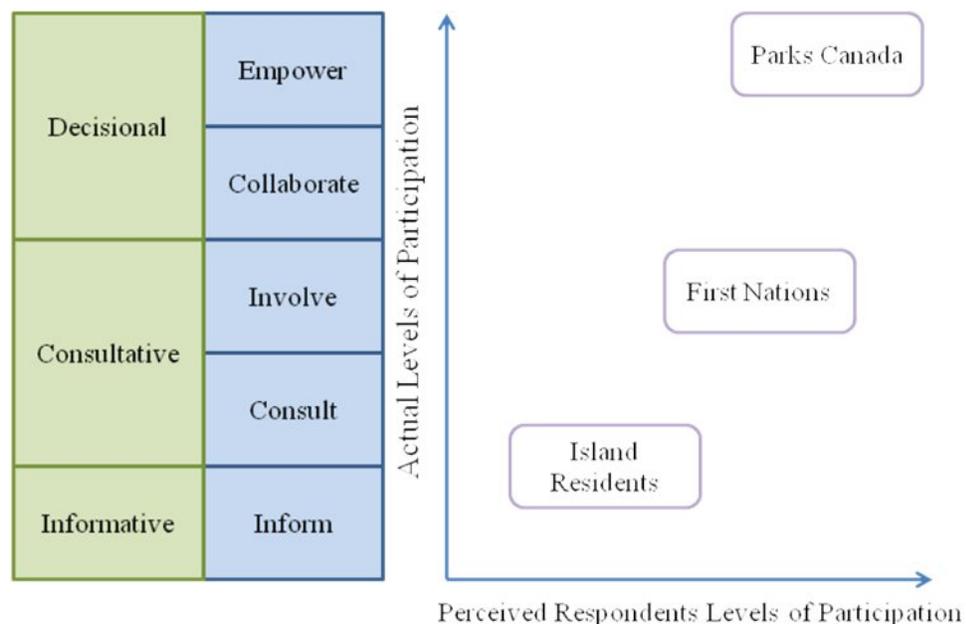


Figure 4.4 Perceived Extent of Community Engagement at GINPR. (Source: Author)

Notwithstanding the level of information about the GINPR management plan available to local community members, respondents from this study asserted that information sharing for the development of the GINPR management plan planning and decisions making processes have been tangential, a one side directional and mostly coming and directed by PCA to local community members. Respondents lamented:

*Firstly, on what basis was the area established and designated as a National Park Reserve? it is about establishing a fine balance but government needs to start actual engagements or consultations at the conceptual stage. Consultation needs to be done before the area is even set out for protection; consultation is not a one-way process but allows each party to take information and process and make sure that it is reflected in the final decision, but in practice we see a different thing (RP# 2).*

*You do need to apply formally stating why they should consider your opinion for informed decision and also at large provide them level of your experience with the park reserve. This is unfortunate however, I must admit that they tend to come in to present rather than listening quite as much we locals (FG# 1).*

*It should be determined whether we are in partnership or collaborating we are just responding to what Canada wants to work on. It will be of best interests to all concerned to have equal say to what happens there I guess we are here just to fill in the blanks a supposed to making the entire structure which is filling in pieces here and there (RP# 1 and 2)*

The result thus indicated that IR and FNs were engaged at different levels of the participation spectrum in the planning and decision making process at the GINPR (Figure 4.4). Despite the differences in level of engagements, the results revealed that respondents of this study had a fair knowledge about the public participation or consultation model for good governance regardless of their uncertainties about the extent of their engagement in the planning process of the park's management plan. The respondents further acknowledged that building trust and developing strong relationships provide an important factor for the sustainability and successes of initiatives as well as

other programmes that PCA has and intends to develop further. One respondent indicated:

*I don't know, however, I think it is all about relationship building, whether drafting a management plan; you have to have a balanced constructive trusting relationship with community members and some of these are informal than a formal application we have experienced to do so. I think we're close to the collaborative level but at an involvement level or stage of the spectrum. However, community is very big and very big broad spectrum, but the extent depends on the issue and with the relationship we have with local communities (RP# 7)*

The above statement hints of power struggles between park managers (PCA) and local community members which influence the extent of local community members engagement in the planning and decision making process of the GINPR. Hence IR and FNs believed that active and deep engagement must embrace:

- *Notice to a matter to be decided (conceive the idea together not to be informed of)*
- *Sufficient information in respect to the matter to permit the party to prepare its views on the matter*
- *A reasonable period of time to permit the party to prepare its views on the matter*
- *An opportunity for the party to present views on the matter and*
- *A full and fair consideration of any views on the matter so presented by the party (FG # 1 and 3, RP# 1 and 2)*

In conclusion, the results of this study could not precisely identify the extent of local community members engagement in planning and decision-making processes of GINPR management plan. However, respondents' sentiments, and resentments with the uncertainties of the extent of their engagement were revealed by their diverging opinions

on the typology of public consultation model. This study further identified that the approaches and principles of engagement strategy adopted and employed by PCA limit deep and active engagement of local community members since decision and strategies for developing the GINPR management plan is an *internal activity* (Figure 4.4). The planning and decision making processes being an internal activity is an indication of how the management plan can be stretched over time before acceptance or final implementation.

Also despite the engagement process being multi-layered (Figures 4.2 and 4.3), respondents' descriptions and insights of the spectrums (Figures 4.2 and 4.3) highlighted different levels of engagement of local community members on the spectrum (Figure 4.5). Respondents however, acknowledged that there is an optimal level for engaging local communities in protected area management and governance and thus building strong relationships and developing trust is necessary. The results further revealed that, local community members would appreciate a strengthened collaboration in order to influence policies and strategies for the development of the GINPR management plan and decisions-making rather than to only be informed of what has *internally* being formalized.

#### **4.4.3 Influence of Community Engagement at GINPR**

This study identified different types of communication mechanisms that PCA has employed to engage community members in the planning and decision making process (Table 4.5). GINPR management team has and still uses these mechanisms to provide platforms for shared information and feedback at different consultation levels with local community members and other stakeholders for decision-making in this case GINPR management plan processes. From the document analysis four prioritized areas critical to the management and governance of GINPR were identified (Table 4.6). However, the principles and consideration for prioritizing these areas were based on an internal assessment, feasibility studies conducted by PCA.

Respondents from this study acknowledged that the mechanisms and the initiatives (Tables 4.4 and 4.5) for engaging local communities have contributed to

informed decision-making and enhanced communication to determine planning considerations for managing GINPR (Table 4.6).

**Table 4.5 Parks Canada Mechanisms and Initiatives for Engagement of Local Community Members at GINPR**

MECHANISMS	INITIATIVES	OUTCOMES
<b>Face-to-face meetings</b>	Park Advisory Board and Gulf Islands Community Advisory Committee	Advise, guide and shape park s vision
<b>Telephone, Email, Letters</b>	Local community-based organizations, special interest groups.	Address specific concerns of interests groups/communities
<b>Open house, News letters</b>	General public and local community members	Integrate local aspirations

Also there have been conscious efforts and willingness from both local community members and park managers to partner in the best possible ways for mutual understanding on principles in order to attain the stated objectives of the park reserve *working together* . Organized local community groups and members were identified to have contributed and influenced management and the decision making processes for sustainable ecological restoration activities.

Respondents confirmed that GINPR park managers work in partnership with local community members at different levels where traditional ecological knowledge is integrated with western scientific conservation knowledge to manage areas identified as fragile and sensitive. The results further revealed that local community members opinions have also enhanced initiatives and were used to restore and rehabilitate most fragile ecosystems, plants and animal species within GINPR.

**Table 4.6 Parks Canada Planning Consideration for Managing GINPR**

PRINCIPLES	ACTIONS/CONSIDERATIONS
<b>Improving ecological integrity</b>	This approach is meant to develop and provide improved sustainable ecological principles to manage the fragile ecosystems and invasive species within a fragmented environment which is different from most national parks in Canada.
<b>Protecting cultural heritage</b>	GINPR presents a unique culture and history with sensitive archaeological sites that needs protection which can also be developed as a tourism product (eg historical buildings and landscape features). Coast Salish First Nations and local communities play an important role in determining the best way to protect and present these cultural heritages.
<b>Outreach education</b>	Enhancing the possibility for Canadians to connect with nature especially with urban population at all ages (particularly youth and seniors); and also to increase awareness of GINPR, and improve visitors experience
<b>Cooperative planning and management</b>	GINPR intends to spread out in different working landscapes of several islands in the Strait of Georgia as well as many communities both within and around the park reserve. This approach is required for establishing an all inclusive management and governance strategies to achieve parks reserve objective.

Source: (GINPR Draft Management Plan , 2013)

For example the document analysis revealed that between 2006 and 2014, local community members have contributed to the development of five Area Plans including: Winter Cove-Saturna, Narvaez Bay-Saturna, Sidney Spit-Sidney Island, Portland Island and Roseland-North Pender. The following quotes support these claims:

*Community members are engaged with the respect of framing the management plan. This process help shape the vision for the future management of the park reserve, a way to identifying themes and priorities for investments (RP# 5).*

*PCA does a good job in consulting with locals. They did have various stakeholders come in as part of their visioning process. Our role here from management point of view is to help manage the impacts. Our communities help them understand certain things, traditionally and provide traditional knowledge. Also how they do it now is fine, committee works, chiefs and council members working with those committees. This is the step in the right direction (FG# 1).*

*We have a long association with the island conservancies (Mayne, Saturna and Penders) doing some of the science based work with our local knowledge to restore and rehabilitate sensitive and fragile ecosystems as well as organizing community invasive species removal and salmon restoration program. When you do that individually you get your hands slapped and I understand why! They must be sensitive areas of the park so what you re looking for is a group to commit for a longer process. We shared data and were contracted for restoration plan by Parks Canada (FG# 2).*

Also in accordance with Section 35 of the *Constitution Act 1982*, and section 10(1) of the *Canadian National Parks Act 2000* (Appendix I:A & B), the results indicated that PCA has entered into a co-operative agreement and land claims with FNs/Aboriginal peoples over the establishment of the GINPR. This study identified that thirteen of the Coast Salish First Nations within the territorial boundaries of GINPR have been involved in the British Columbia Treaty Commission (BCTC) process, with five First Nations not involved in the engagement in the land claims process

(Appendix H). One respondent remarked:

*We ve a management planning process that is applicable to all our park sites across Canada. In our directive we've a very strong commitment to community s involvement. Having read some of the materials that management plans are really what I will characterize as key instruments for the organization. They ensure that the agency delivers on our commitments to citizens in Canada. So we ve commitment that we communicate through our corporate plan the agency corporate plan that*

*drops down to the management plan. So they're really seen as an accountability tool (RP# 5).*

Similar, respondents from this study highlighted that information sharing and feedbacks not only present an important tool for managing ecological systems but also promote an enhanced shared-vision of the park in order to improve on the ecological integrity of the park reserve. Both park managers and First Nations communities agree to a larger extent on the importance of shellfish (clams) and believed there is much traditional ecological knowledge that needs to be harnessed to sustainably managed shellfish. Currently local community members capacity has been harnessed especially Coast Salish First Nations knowledgeable people about past and current uses of shellfish Clam Gardens . This partnership approach was identified to determine the impacts of clams gardens on intertidal ecosystems; a means to make recommendation for natural resources managers about the utility of such features in managing resources in a culturally respectful manner not neglecting the connection with access to food, restoration and related benefits. A respondent commented:

*We advocate for change, provide direction to how regarding planning and decision making. Our inputs help a little bit. For example they need information about how to deal with remains in the park. Our role is to help them minimize the impact. Our communities help them understand certain things, traditionally and traditional knowledge especially with the shellfish traditional knowledge project and currently clam garden restoration project (RP# 3).*

In spite of the above initiatives operationalized with local community members, islanders and FNs strongly indicated their displeasures about how their interests and aspirations are considered in the management plan development process especially about land use planning. The interviews with park managers confirmed that PCA considers the management and planning process more technical and must be directed with the expertise which is mainly commanded by PCA staff (management team) in fulfillment of their legal requirements (Appendix I (B) sections 8-12. Respondents claim:

*It's a multi-layer process to a large extent, its developed internally, as the staff identify where the park needs to go in the next 10 or 15 years. Certainly we actively involve partners and community members through the whole management process whether that s information that we provide to the communities about what the stage of the management plan is at (PR# 8).*

*I don t think it does at all. Parks management is set in all legislation and its set by federal level; we are feeling totally distant from anything to with Parks Canada. They are 3000 miles away (FG # 2).*

*Because they re federal entity they only go so far with that. This is our biggest bone of contention with them about management. Federal government has control over the lands and legally they do have to consult but you know what, parks will do what they ve to do regardless. Regardless what we say or do, if it doesn t meet the mandates of folks in Ottawa, they will just say we ve consulted and just carry on with their own agenda. They can say they talked with us but they don t always. They hear us but they don t listen (RP# 1).*

In summary, the results from this study indicated that community s engagements influence on GINPR management and governance process is dependent on the planning cycle or stages adopted and used by PCA to develop GINPR management plan. Responses from the local community members revealed that policy developments at GINPR are considered as an *internal exercise* with a relative less *external advice* and to a larger extent provide less opportunity for community members to influence the GINPR management and governance processes and to shape the vision considered by PCA . There are multiple channels of communication tools (Table 4.3) employed by GINPR. These communication channels were identified as multi-layered in application and thus present complex challenges and/or concerns to the GINPR management and governance process.

#### **4.4.4 Challenges and Successes?**

Reaching conservation goals and thus maintaining the ecological integrity of GINPR was identified as the underlying purpose among all respondents of this study for their increased relational attachment with GINPR. However, respondent s description and interpretation of their relational attachment and/or connection with GINPR as

identified in (Figure 4.1) and stated in section 4.4 indicated multiple challenges/concerns for engaging local community members in GINPR management and governance processes. Figure 4.5 illustrates the perceived challenges/concerns of community engagement at GINPR. This diagram illustrates three types of challenges: (1) between FN and IR; (2) between FN and Parks Canada; and, (3) between Parks Canada and IR. These sets of challenges are displayed on the three outer portions of the diagram

Five common challenges and/or concerns themes are illustrated within the internal triangle portion of Figure 4.5:

- Power and stewardship imbalances;
- Capacity, resources and logistics;
- Approaches and objectives of engagement;
- Effective communication and reporting strategies;
- Diversity and the lack of resources and logistics (Figure 4.6).

Each of these concerns is described in more detailed in the following.

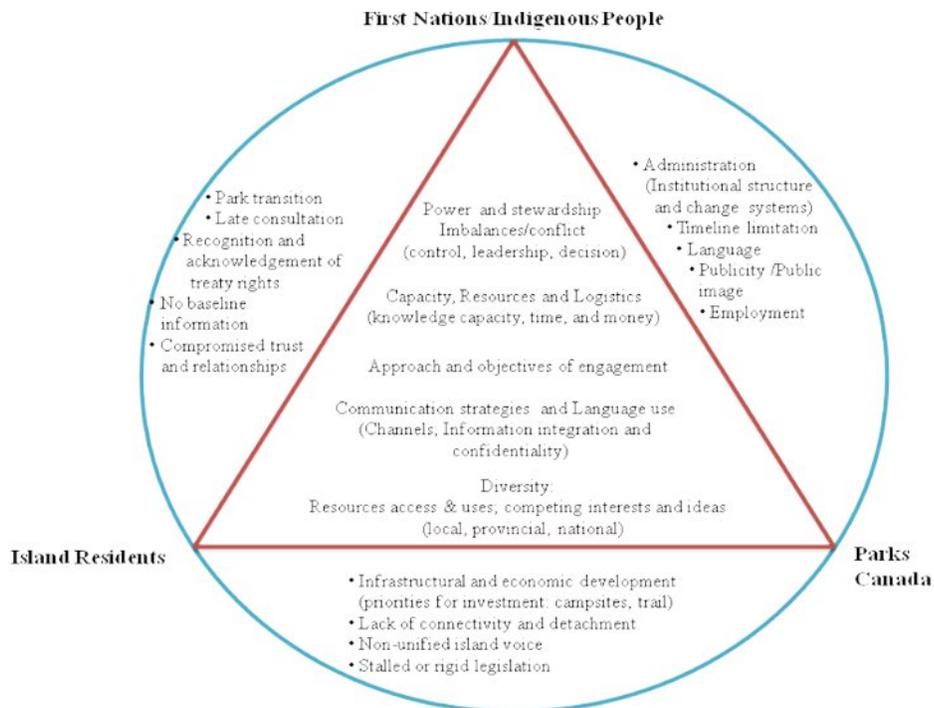


Figure 4.5 Respondents Perceived Challenges and Concerns For Community Engagement at GINPR. (Source: Author)

#### 4.4.4.1 Power and Stewardship Imbalances

This study revealed that the geographical location of GINPR poses inter-governance structural challenges which affects effective decision making and management processes. The Gulf Islands National Park Reserve is located in the territorial boundaries of Coast Salish FNs as original inhabitants of the area, and also located within communities stretched across different island neighbourhoods with different organized governance structures (First Nations/Aboriginal, The Island Trust, and the Federal Government). Hence there are arguments about who has control to lead, plan and make final decisions (Figure 3.3). Related concerns included: the uncertainties about the extent of their engagement (Figure 4.4), and how to influence the policies.

Respondents of this study acknowledged the many efforts (Tables 4.3, 4.5 and 4.5) that PCA employs in order to address and integrate local community members aspirations and interests to reflect in the GINPR management plan. However the results revealed that, the dual mandate by PCA both in principle and practice (i.e. to *protect* and *present*) conflicts with local community s mandate (as articulated by the Islands Trust), which is to *protect* and *preserve*. Both islanders and the Coast Salish First Nations collectively share and acknowledge the mandate to *protect* and *preserve* the biophysical environment the Gulf Islands.

Local community members were receptive to the fact that national parks are dedicated to the people of Canada for their benefit, education and enjoyment, however, local community members stated that they are affected directly both physical and emotionally by any changes that will happen to their lands (GINPR) and thus must have equal say in the management and governance process of developing the park s reserve management plan. In this regard, the interpretation of these phrases (*protect*, *present* and *preserve*) were identified to result in stewardship imbalances among respondents in order to effectively and efficiently management the GINPR.

Whiles FNs, IR and park management share many similar perspectives (interpretation), such as to *protect*, both FNs and Islanders stress and disagree with PCA on the presentation of the park reserve which was identified to have economic value (income generation) by exposing the national park to tourism. In addition, local community members were much concerned about infrastructural development with their communities. Whiles FNs highlighted on the principles and practices of appropriate land use planning strategies within the Gulf Islands, Islanders were concerned about increased pressures that may flow from the presentation concept on real estate development which will in turn modify the physical representation of their local communities. The following quotes represent these findings:

*We have a commitment to community engagement, it is an accountability tool to meet legal obligation, we as park s managers represent PCA. We have lots of requirements we need to adhere to so being part of the national system some of the national policies focus on what our mandate is for providing best protection, best national parks for Canadians. You can t be everything to everybody (RP# 6).*

*So when you have a park like this with pieces here and there, each community has their own specific interest from their own history and they have their local life style. They were not thinking as individual community. They were thinking like one size fits all. So I keep telling them you do need to find a way to work this with the local communities but they do it at a very high level. There is a lot piece of legislation and you probably found out and it s very rigid. It is very rigid and it doesn t work in this context. It is also the sophistication of the level of governance to the local level (FG# 2).*

*I find it difficult to work with an organization that has a big government component and bureaucracy and difficult to change things from within (RP# 2).*

*It should be determined whether we re in partnership or collaboration. That is acknowledging government to government relationships. It is what it is; we are here just to fill in the blanks as to suppose to make the entire structure, just filling in pieces here and there. That s not fair and that is not equal; we are just responding to what Canada wants to work*

*on. First Nations people are not involved in how their own territories are managed and what it is important to protect. For example we are required to build at 100 ft away before shore unlike what you see on the islands....houses sitting on or close to the shores; we have been out away from managing our own lands. We have a mourning site where they built a subdivision. This is a place we mourn our people when someone pass away, it is sacred you don t want anybody watching what you do (FG# 3).*

#### **4.4.4.2 Communication Strategies**

Communication and reporting strategies were identified as another major challenge to the engagement processes at GINPR. Notwithstanding the various communication strategies and mechanisms employed by PCA for engaging local community members (Table 4.5), respondents were not happy about how information is shared and reported. All the respondents for this study acknowledged the importance of information sharing and feedback for managing the park reserve especially during the process of developing a park management plan. Local community members stressed that the language used in planning processes involved high level of thinking beyond their capacity coupled with many technical words which are difficult to understand.

The results further revealed that information shared and discussed among First Nations communities are not shared with or discussed with Islanders and vice versa in order to fulfill and maintain a cultural respect with First Nations communities, thus making it difficult to synch ideas. First Nations communities however, would like to discuss matters and concerns regarding GINPR at government to government levels regarding Treaty Regulation instead of dealing with PCA representatives (Parks Managers and sometimes consultants ). The local community members further indicated that ideas to develop GINPR are not determined on mutual terms but are always presented to them either to observe or comment, instead of being part of the intent from the very beginning (Table 4.4). In this regard, Coast Salish FNs community members challenged the promotional strategies employed by PCA to promote the park

should not only be translated in English and French but also in FN's common language. Respondents remarked:

*Effective and efficient communication and feed backs with stakeholders play a significant role in managing and developing parks. The current plan is in shape very much by community inputs and interests, but the public don't have access to First Nations community's concerns and vice versa (RP# 6)*

*They have done different types of meetings, focus group, chaired meetings. I must admit that they tend to come in to present rather than listening quite as much. In terms of response and better engagement, and when it gets to the federal, and their office is two time zones away, three time zones away it's crazy (RP# 2).*

*Part of the problem in BC is because the Federal government and Provincial government haven't done a good job of undertaking formal consultation with communities. You never really hear from the FN's level whether the information provided to government is really been used. So you spend a lot of time collecting reactions from your community members doing technical works and hiring consultants to look at scientific reports and technical reports. You put all your information in a report form, give to the government and you never hear from them again...So you say to yourself: do they hear us, do they understand, are we speaking the same language, do they understand our views, and if they do or don't understand how is that reflected in the policies?(RP #2).*

The above statements therefore indicate that communication is tangential and one sided. Local community members therefore feel their opinions are less reflected in the process but exclusively an internal process directed by PCA to fulfill their mandate.

#### **4.4.4.3 Approaches and Objectives of Engagement**

The study further indicated a low or less participation in the engagement process among island community members. Respondents emphasized that most islanders do not engage in the consultation process except those who live close to a park and close to where meetings regarding GINPR are held. Islanders feel no pressure and are customized to the serenity of their community's environment to be as it is, static and

assume it will forever remain the same and intact. The field visits conducted during PCA public consultations in the summer of 2013 confirmed this argument (Figure 4.4).

Nonetheless the majority of the respondents indicated that the approach and objectives of engaging local community members is not well defined and thus the result has been PCA's way always presenting what has internally been discussed and accepted for consideration leading to implementation. Accordingly, local community members stressed that the draft management plan continues to reflect the agenda of PCA and not the comparative interests and aspirations of their community members. One example is the standards and procedures of creating hiking-trails and campsites. Coast Salish FNs recounted that campsites have been found and/or created on ancestral grave yards while islanders worry about the size and dimension of hiking trails that are too wide which encourage lots of visitors or tourists.

*Now there are already quite a few trails on the island through the park. So maybe we need some new ones, some pathways or map ways so we can go from A to B. Now all these are mapped out. But, the national trails have a standard for trail. It has to be so wide, it has to be so leveled, it's got a top on it like this and the local people are saying this is absurd, we had had some of these trails for generations, we are not going to put in a 2M wide trail when a 1M wide trail is plenty and so there is a serious discussion on here. Because yes we want the trail but you know we don't want a high way ((FG# 2).*

Local community members advised that consultation is a slow process and must be on a regular basis and not put within strict fixed timelines in order to get the message across the entire communities of GINPR. Respondents therefore hinted that the consultation process is regarded as a go-to meeting in fulfillment of PCA's legal mandate than to make realistic impacts with regards to GINPR planning and decision-making process. On the other hand the document analysis revealed that the Privy Council Office (Canada) has initiated a policy (Blue Print vision 2020). The vision is meant to improve information sharing across and to promote multi-transboundaries flow of shared ideas and knowledge at all levels. A respondent indicated:

*We receive a letter that the government of Canada is considering issues and application. But I feel the promise of Privy Council vision 2020; that might get us to the implementation stage (FG# 3).*

The results revealed that fundamental concept of this vision is to leverage power and also recognize citizens (decentralize), communities and societies as value creators to strengthens and shape public service in decision making process. Hence decision making process should be transformed to a reciprocal interactive process rather than the top-down approach that encourages shared responsibilities and collective efforts for public results. Local community members expressed much hope in Blue Print vision 2020 for a shift in the approaches for community engagements to build resilience for mutual responsibility to yield greater outcome. Accordingly local community members therefore stated that being part of the idea generation or formulation (conceptual stage) is critical to the success of policy development. However, park managers iterated that the initiative is more an internal process, centered and structured among public service institutions than what and how local community members anticipate. Respondents stated:

*They have a formula approach to consultation. They have to meet certain things a within time frame so they lay it out for you when you have your first meeting; this is what we are trying to do. So they are not left a time of flexibility to really get down to some of the issues that are a bother to the communities, really important to resolve before you move on. There is no ability in their structure, their structure is bureaucratic. The purpose of the consultation should be clear. We have a community that most of the members don t live here full time. The island communities are a jumping off point for a lot of kayaks; yes we want visitors to come but we don t want hundreds of people in our trails. That is really important aspect of our community, a recreational area, so an open house discussions where we hear and listen better than consultants coming in, which is worse (FG# 1).*

*We re not happy where we are. We should be involved right from the idea. When they created and formed this park, there was no consultation. Everything is already in place now we live with the structure that is*

*already set by them for the feasibility study that were doing, they re the ones that set the criteria for being feasible. What does feasible mean? To the government it means economically doable. How did they set the boundaries of the park and what did we agree on or not? Does it mean we re going to have cleaner ocean so that we harvest shellfish , does it mean we re going to have less pollution, less economical activities in this area so that we can continue you know using the sea for our food and resources (RP# 1).*

From the above statements this study revealed that there were no local community consultations by PCA during the initial stages of the GINPR establishment or creation. The document analysis indicated and the interviews with park managers confirmed that the park reserve was established in 2003, however local community consultations began later in 2004 (Summer-Fall) almost two years after the vision and of the park reserve had been established (Table 4.3). The planning processes were totally an internal process with no local community members inputs until the refinement stage (Table 4.4).

#### **4.4.4.4 Diversity: Competing Interests, Resources, Access and Uses**

As a national asset, the GINPR presents three different levels of governance and interests and among stakeholders (Federal, Provincial and Local-Island Trust) that direct and affect the management and governance strategies. The findings indicated varied competing interests and ideas among representatives from these levels towards the access and usage of the park reserve in relation to different governance structural mandates. The diversity among respondents of this study within the geographical location of the park reserve were also identified to direct and affect the management and governance of the GINPR with discrete culture, interests, utility use of resources and access.

The majority of the respondents further acknowledged the potential of the GINPR to provide infrastructural and economic opportunities to the local economy and improving local community members quality of life. Also improved visitors experience and enjoyment with cultural interpretation programmes were indicated by

respondents as another potential driver for development within the islands. However, while park managers were willing to enhance and improve facilities and assets of the park reserve to attract visitors as part of their dual mandate, the findings highlighted that Islanders and Coast Salish FNs were relatively against such initiatives due to the perceived geo-modification and changes that their communities would experience. Relatively few, islanders showed much interest in developing hiking trails with specification and standards to what PCA intends, and Coast Salish FNs community members would prefer no trails as most of the trails expose and mock their ancestral grave yards. In addition FNs community members seek to take control to tell their own stories promote the Coast Salish FNs culture than having PCA to do so.

*This is a recreational area. These islands are jumping for tourists lots of kayakers. Yes we want the visitors to come but we don't want hundreds on our trails. We're not going to put in a two metre wide trails when a 1 metre is plenty because yes we want the trails you want the trails but you know we don't want a highway (FG# 2).*

*This is our home we've live here for millennium and will continue to live. Who else knows our culture and our ways of doing things than our own people? We want to tell our own stories, (FG# 3).*

#### **4.4.4.5 Capacity, Resources and Logistics**

The interviews revealed local community members' capacities, lack or limited resources and logistics to facilitate effective and efficient community engagement for informed decisions making strategies of GINPR as a challenge. Park managers were concerned about the knowledge capacity of local understanding in relation to such areas as environmental ethics and conservation management. Also while local community members were receptive to the financial challenges of PCA (with funding cutbacks at the Federal level which has affected PCA labour force) the results showed that PCA has lost credibility and trust from local communities for engaging them in the GINPR public consultation processes. The distrust was identified to be PCA's culture of unfulfilled promises, and an unwillingness to change within its organizational and administrative structures. The results further indicated that times (Fall-Summer) scheduled for

community engagement are directed by park managers based on PCA's internal and administrative timelines relative to local community members where most of them would be out of reach and/or would prefer to engage in other recreational or outdoor activities. A respondent stressed:

*Most of the community members do not engage in the planning process. They should have proper time for meeting which is convenient for most of the people to come which are usually in the evening. They were supposed to do it this spring early this year. And they said yea we gonna come out probably April or May and have public meetings and they haven't done that. We are a recreational community. Meetings where you got 50 or 100 people who are engaged then you start to get dialogue. Then you get a lot more engagement when you get a crowd of people like going to a museum or walking through an art gallery. And that has not been done. So I charge them for that (FG#1).*

*The process is labour intensive and time consuming, hence with financial cutbacks and little labour force for lots of work to be done and even the physical challenge to get staff in and out in the communities is our main concern (RP#7).*

Despite the above common challenges, this study identified other community challenges among respondent groups (Figure 4.4). First Nations communities strongly stressed the need for PCA to recognize and acknowledge their treaty rights (Douglas Treaty). GINPR was created in 2003; however engagements with First Nations started after (Figure 4.3), resulting in no baseline information about traditional ecological knowledge of Coast Salish First Nations.

*They find it very difficult to agree to and recognize the treaty rights, Douglas Treaty which their own government has agreed to. They take it a little different, but for us acknowledging the treaties that we have, they find it difficult to, for settling purposes (RP# 2).*

Similarly, islanders as well as First Nations community members emphasized that because of the institutional power of PCA, trust, respect and relationships are compromised in the engagement process regards to priorities for investments in both economic and infrastructural development within the GINPR. Also, the history of the

creation of GINPR and how it was pieced together poses a challenge to the engagement process. Islanders still see the parks as Provincial Parks and accord the same relationships with GINPR. This reality is different once it has become a National Park where access and usage of the parks are monitored on permits and includes a bookings entry requirement. Local community members also iterated the lack of connectivity and feeling of detachment with the park reserve due to the entry requirements.

*The park has always been important to the community. People actually drive to that part of park with their dogs for a walk from the community. In terms of the planning of the park, we are very disconnected, Parks Canada is out there somewhere and definitely not community based like our parks are. They have to develop a level of trust and cultural relationships so people will know some faces, get comfortable with the idea what you are trying to do then you can talk the good and the bad with open discussions and feel that you have been heard not just people coming in or consultants coming which is worse (FG# 2).*

In spite of the above, the findings shows that the current institutional changes are due in part to budget and funds cuts that have also affected PCA s operational policies, decisions making processes and management strategies in working with local community members. Also this study identified that PCA has reviewed the process of developing park s management plans. The process therefore requires much technical expertise and local knowledge that are lacking with many park managers.

#### **4.4.4.6 Successes**

However, notwithstanding the above identified challenges and /or concerns, the results indicate three areas of success for engaging local community members in GINPR management and governance process including:

- broadening and widening of community engagements,
- adjusting the process of engagement, and
- developing strong relationships.

This study revealed that regardless of the diversity among local communities, competing interests and ideas, and their relational attachment to GINPR, much has been achieved to reflect local community's interests in the draft park management plan. One respondent indicated:

*Community members sit on committees and others are called in regularly. They will ask for our opinions. How they do this now are fine, committees work, chief and council working with committees. This is a step in the right direction, however we are not fully yet engaged, more and more not yet there but we are getting there (RP# 1).*

The results further indicate that, with time, the scope of local community members regarding the consultation process has increased to include many other sectors of the local economies (fire, police, ambulance, local community organized groups and other key stakeholders) that look at the safety and well-being of visitors and local community members at large. In this regards this study identifies varying strategies utilized to improve and reduce the challenges between managers and local communities in PA management.

#### **4.4.5 Strategies for Reducing Challenges and Improving Achievements**

The findings from this study indicate that measures needed to meet targets and achieve outcomes are critical to the success of conservation strategies in developing and management PAs. In order to improve on the achievements/successes identified in section 4.4.6, all the respondents suggested and agreed on three key strategies to reduce the challenges of engaging local community in the management and governance of GINPR.

According to the majority of the respondents, maintaining strong community relationships provide an opportunity for setting priorities inclusive of the diverging interests, needs and ideas of local community member. Mutually working together for a common good of the park reserve was a focus point for moving forward. Respondents also indicated that harnessing of the current technological advancement in public engagement would be more beneficial to improving communication strategies and reporting. The majority of the respondents iterated the development and the use of

applications which could be downloaded on smart phones for easy communication (e.g., e-consultation, or Parks and Recreation App). Respondents further highlighted that most activities and communication within GINPR could also be shared, linked and/or synched with their individual local community s websites. Periodic sharing and/or creating GINPR information columns within local community s magazines or newspapers with a customized page was identified as a way to present information and reports on activities or events in the park reserve.

In addition, adjusting strict timelines to accommodate the pace of local community members was identified to enhance participation with local communities. Park managers admitted the need to be flexible and to admit their weakness in order not to be seen as having solutions to all problems.

They welcome traditional or local community ecological knowledge to manage and develop GINPR sustainably. Local community members stressed the challenges presented by t the rigid legislation, and the internal cultural bureaucracy with PCA.

The results further indicate local community members are partially involved and consulted (Figure 4.4). They stressed being part of the conception or initial planning stages of issues (matters) regarding GINPR management and governance would promote adaptive management and conservation practices, rather than to be asked to fill in the blanks when management have set and structured procedures to avoid uncertainties and conflicts. Respondents therefore stated:

*We all have similar and same concerns; it s just that we express them differently. We should be involved in a meaningful consultation at the planning stage and local communities participation will follow as you work through that continuum simply because as you get closer to implementation and monitoring, community members who are not working for the government don t actually have a specific role to play other than providing their observation. It is at that point early of the process the conceptual stage, where inputs of the people mean most and*

*the best opportunity to provide information that will change the kind of scope of the protected area (FN # 2).*

*Creating and strengthening community committees that will be able to give inputs like advisory planning committees, grass roots people so when we have issues coming up, a sub sort of advisory groups within each community because each community within this park has a slightly different perspective of these things. they need to restructure their governance system. They need to recognize that because coming in with that kind of approach to consultation-one size fits all doesn't work. There needs to be a rapport; you know proper engagement with some kind of respect and some credibility and I think quite frankly Parks Canada doesn't have that much (FN # 1).*

In summary, the results from this study indicate that the relationships that exist between community members and GINPR influence the extent to which local community members are engaged in planning and decision making process of GINPR. Local community members also indicated a psychological satisfaction with the park reserve, in that the mere presence of the park reserve in their community regardless of individuals active relationship culminate their strong relationships with GINPR. In addition, the results reveal that the approach of engagement or consultation process employed by PCA determines how engagement of local community members could influence policies.

In spite of these concerns, there were identified successes in engaging local community member in the GINPR management plan developing processes (Section 4.446). Also respondents suggested multiple ways to reduce the identified challenges and other uncertainties as well as ways to improve on the successes for sustainable management and governance of GINPR.

## **CHAPTER 5: Discussion and Conclusion**

### **5.1 Introduction**

The effectiveness and sustainability of protected areas comes down to the questions of governance and management. Hence the hierarchical link between governance and management underpins the purpose of this study: to explore the role of community engagement in protected area management and governance processes. This chapter draws on the background and protected area values and thus describes how the results met the research questions that directed this study (see section 3.4). This study's results revealed five themes including:

- (i) Reaching Conservation Goals for Stewardship, Relationship and Sustainability;
- (ii) Structural balances: Power and Institutional Representation;
- (iii) Approaches and Objectives of Engagement;
- (iv) Media and Communication, and
- (v) Workforce Diversity- collaborative partnership.

These themes guide the discussion in this chapter. This chapter concludes by offering a summary of major findings in relation to public engagement typologies described in the literature.

### **5.2 Emerging Themes**

#### **5.21 Reaching Conservation Goals**

The findings from this study agree that the values and benefits derived from PAs arguably contribute to the many factors identified by conservationists that affect PA development, management and governance (Borrini-Feyerabend, 2012). The results therefore indicate that the relationship that exists between local communities and GINPR indicate their willingness to improve and maintain ecological integrity of GINPR

Graham et al., (2003) discuss the significant role of policy structuring regarding PAs management and governance. Similarly, 21 Agenda of the United Nations Conference on Environmental Development (UNCED) also suggest that reaching

conservation goals by enhancing ecological integrity through effective and efficient environmental management strategies and practices are necessary for protected areas (UNCED 1992). This study agrees with this scenario and thus argues that the relational attachments developed by local community members with PAs, provides them willingness to protect and preserve the GINPR and its resources. According to Graham et al., (2003) such willingness is essential for policy formulation and formation in PAs.

The findings of this study indicate significant improvement in the global achievement of 15.4% towards the 17% Aichi target for terrestrial PAs, and 8.4% towards its 10% target for MPAs have become possible, and could arguable be based on or credited to the collaborative efforts of PAs stakeholders. These relationships contribute to ensuring that these ecological system benefits and values are not compromised for future generations (Borrini-Feyerabend, Kothari & Oviedo, 2004; IUCN, 2014).

While the creations of PAs have increased, many have argued (Machlis and Field, 2000 and Eagle and McCool, 2002) that the different stakeholders (for example local communities) may have values that contradict the principal objectives of national parks and reserves. This study thus acknowledges that PAs values take different forms with regards to the established categories and management objectives identified by IUCN or by Parks Canada. In this regard, the results demonstrate that local community s relationships with GINPR are based on their ethical beliefs regarding the perceived benefit they derived from the park reserve (see Figure 4.1). Therefore, it appears that the relational attachments that local communities developed with protected areas may challenge conservation agency s management objectives and can interfere with governance principles according to this study. For example local community members believe that the sense of stewardship should be based on preservation and protection of GINPR and not on presentation. Presentation can provide economic benefits, but these economic benefits can compromise local community s authenticity and identity (George et al., 2009). Thus it can be inferred that tourism activities and tourism products development can affect local community s resilience by transforming the biophysical and structural orientations of local communities (George et al., 2009)

and to a larger extent affect their sense of stewardship to protect and preserve their natural environment. Hence, the findings supports Andrade and Rhodes, (2012) that stewardship may be effective if the fundamental visions of PAs are shared collaboratively with local community members and also alternative economic incentive programmes are identified and developed together with local communities.

### **5.2.2 Structural Balances: Power and Representation**

According to both Grimble and Wellard, (1997), and Wearing et al., (2007) the challenge of multiple interests and objectives of PAs, necessitate the search for efficient, equitable and environmentally sustainable developed strategies that embrace stakeholders opinions and aspirations. Generally, PAs are directed by management plans (Thomas & Middleton, 2003; Dearden & Rollins, 2010). Therefore, the means of achieving, directing, controlling and coordinating opinions of stakeholders with established institutions coupled with the interactions among structures, processes and traditions to determine effective and efficient management strategies poses a challenge to PAs managers (Graham et al., 2003; Eagles, 2008). This study presents a similar scenario. The process adopted by PCA in the planning process does not encourage active engagement (Arnstein, 1969), and does not encourage public dialogue as observed in a democratic process (NPS, 2008), but rather in a tradition of controlled participation (Timney, 2010). This confirms that organizations such as Parks Canada may not be willing or able to shake free of their history, the formalized top-down ways of doing things which are dependent on institutional mandates (Garud et al., 2010). This is in contrast to the new paradigm of PAs that promotes an understanding of the spheres of influence that affect parks and reserves beyond administrative boundary thinking. Hence the traditional top-down approach for decision-making continues to characterize PAs management and governance, and this limits the extent of engagement of local community members with the management of GINPR (Phillips, 2003; Balloffert & Martin, 2007; Nicholas et al., 2009; Dearden & Rollins, 2010).

The results show that an attempt to measure performances of protected areas such as national parks and reserves focuses on park management policies with state-

mandated attributes. The focus group discussions indicated that decisions-making processes is non pluralistic (Reed,1997; Reed et al., 2009) and management responsibilities for developing GINPR management plan is initiated and controlled by park managers and is largely considered as an internal exercise (see table 4.4) with little or no legitimacy and voice of the local community members (Balloffert & Martin, 2007).

Similarly, the legislative mandates of PCA to include a focus on presentation contradict local community s institutional mandates that are to protect and preserve regarding the management of their surrounding environment of which GINPR forms an integral part. In this regard, Barber, Miller and Boness, (2004) indicated that conservation is much about managing people and not just the natural setting. The findings further recommend broadening the spectrum of governance models and mechanisms beyond the centralized, state-mandated managed parks which currently dominate PAs thinking, including that of Parks Canada. This practice does not enhance legitimacy and voice, and does not provide a sense of equity in decision making process (IOG, 2003; CIPFA, 2004; Borrini-Feyerabend et al., 2004).

### **5.2.3 Approaches and Objectives of Engagement**

This study identifies an array of varied interests and aspirations of local community members of GINPR (figure 4.1). The factors underlying the perceived relational attachments of respondents have also generated a number of challenges to the development of a park management plan for GINPR (figure 4.5). There are diverging views and opinions of the local community regarding physical infrastructure and economic development and local communities shared control of the park management. Swanson and Bhadwal, (2009) indicate that policies that cannot perform effectively under dynamic and uncertain conditions hinder the achievement of intended goals or purpose. The analysis indicates tensions between approaches and objectives for engaging local members in the management plan planning process of GINPR. The question of local community s having the capacity (knowledge and resources) to manage

and develop GINPR remains critical in determining best approaches for engaging local community members in PAs management and governance.

The debate between the applications of traditional ecological and western science in conservation management and governance were evident in this study since the principle and practice for sustainable ecosystem management development has been mainly based on western science (Bohensky & Maru, 2011). However, the World Wildlife Fund reports that protected areas have no future without the support of surrounding communities of PAs (WWF, 2014). Islanders and Coast Salish FNs stressed that their indigenous understanding and developed experience (relationship) with GINPR over time provide them the capacity that is equally important as the principles of western science and must be regarded as such. Traditional ecological knowledge should be recognized as scientific because information is gathered through methods with empirical, experimental and systematic approaches over time (Rowe & Frewer, 2005; (Berkes, 2004; Bohensky & Maru, 2011).

The results further indicate that the objectives for engagement of local communities in the planning processes are not clearly defined. May, (2011) points out that, effective engagement focuses on participants (local community members) instead of the motivation and objectives of the practitioners (PCA). On the contrary the findings of this study shows that the objectives of engaging local community members in the planning processes is directed essentially by the legislative mandate of PCA (*see Guiding Principles and operational Policies, PCA, 1994*). Power sharing among/between conservation agencies/state actors and local communities/non-state actors appears to be increasing. However, local communities therefore stand the risk of losing their rights based on the complexities of interests and competing ideas with respect to the national agenda. Irrespective of the risk, this study agrees with Rowe & Frewer, (2005) that local communities become passive recipients of information from regulators (PCA) without or less active engagement thus rendering local community members *observers* or *complementers* of policies regarding their immediate environment.

This study could not precisely identify the extent of community engagement as described in literature (see [www.ia2p.org](http://www.ia2p.org)). Hence figure 4.4 describes the perceived extent of engagement at GINPR. The analysis therefore suggests a fundamental stage on the ladder of citizen participation (*conceptualization stage*) in the concepts or approaches of engagement as identified in literature (see Garrod et al., 2012.p. 1163; Borrini-Feyerabend, Kothari & Oviedo, 2004, p. 30). In this respect engagement will not be characterized as a platform for the provision of knowledge (informative participation) from regulators or conservation agencies (Green & Hunton-Clarke, 2003) to stakeholders.

#### **5.2.4 Communication: Media and Publicity**

Stakeholders entitlements and equity in conservation management and sustainability continues to remain critical in PA management. The diverse perceptions and relational attachments of respondents with GINPR indicate that effective communication can break barriers and generate cooperation and commitment by local communities in PAs management and governance. Local community members and conservation agencies are generally concerned with the status and management of a specific natural environment containing bundles of different values, opportunities and risks (Borrini-Feyerabend et al., 2007).

This study supports that communicating the benefits and values of PAs and their relationships to the wider socio-cultural and political economy is very important for protected areas agencies and local communities (Lockwood et al., 2008). The findings of this study indicate that, in spite of the debate on stewardship (Waithaka, 2010) and its interpretations by respondents (i.e. present, preserve and conserve), the GINPR does not only serve as an educative resource for outreach programmes but also characterizes a unique history and culture of the Coast Salish FNs with islands living . Coast Salish FNs and Islanders regard these characteristics as a central component of their local community and thus demand the responsibility to take control of publicizing and projecting the image of the GINPR as their cultural heritage.

According to George et al., (2009), such an opportunity provides local communities a sense of ownership and thus continues to build strong relationships with their environment to protect and conserve. For example local community members seek to write, tell and interpret their own stories, history and culture to visitors/tourists that may visit the park to PCA. However, the purpose of the park reserve, as set by the Canada National Parks and Act and Parks Canada Agency Act provide PCA the legislative right and total control of the park reserve to be responsible for developing outreach education programmes and activities.

As observed above, the literature indicates a range of information is required for managing PAs (Worboys et al., 2008). Hence, the media platform used to communicate and present information is equally important for sustainable management and governance of PAs. The findings of this study revealed that communication and other information are shared through the PCA official website, (<http://www.pc.gc.ca/eng/index.aspx>). Local community members indicated their frustrations in navigating within this website, and the complexities of finding information about the GINPR. Apparently the domain page is generally the home page of the agency for all parks and reserves under PCA jurisdictions. One therefore, has to explore through a number of hyperlinks coupled with the technical expertise to surf the web for information. This makes it challenging to access information on the park reserve. This should be improved.

### **5.2.5 Workforce Diversity- Collaborative Partnership**

Educating and /or empowering local community members to manage and protect ecological system such as PAs is emerging as an efficient and effective means of sustaining PAs (Borrini-Feyerabend et al., 2004; Brosius et al., (2005). This study identified that Coast Salish Nations exhibit a long time-tested relationship with PAs (marine and terrestrial) resources of the region (Figure 4.1). The relationships that local communities develop with PAs provides support for a paradigm shift in conservation management and governance. The conventional and exclusionary approach of managing and developing PAs has been contested, and the new paradigm promotes adaptive

strategies that embrace local communities' aspiration and interests (Reed et al., 2009; WWF, 2014). Engagements of local community members in this study present a similar scenario.

As indicated by this study, the establishment and creation of PAs affects the livelihood and interests of local communities, special groups and institutions (Barber, Miller & Boness, 2004). However, the debate continues: do local communities have the technical capacity, resources and the knowledge to secure PAs? Does local community's engagement enable the creation of a shared reality or system of meaning among PAs actors as they work together?

This study concludes that, the motivation and the vision for creating and establishing PAs are generally considered as an internal exercise generated directed by conservation agencies like Parks Canada. Hence, while local communities (FNs and IR) wish to *work together* (partner) with conservation agencies, their influence on decision-making and management strategies at present is effective only if their aspirations meet legislative and or prescriptive mandates of conservation agencies (PCA). This should change to be more in line with the new paradigm for PA management.

### **5.3 Recommendations**

This section includes recommendations for policy, planning for Parks Canada and future research in PAs management and governance.

#### **5.3.1 Policy Recommendations**

This study found that limited engagement of local communities in PA governance is a source of conflict. Parks Canada should explore governance models that allow for co-management, and building capacity of community groups to participate effectively in co-management regimes.

#### **5.3.2 Planning Recommendation for Parks Canada**

The results indicate that local community member relationships and symbolic attachment with GINPR have affected the development and achievement of the GINPR management plan. Engagement with empowerment as a goal has and should continue to

be employed in PAs management and governance. However, the results of this study indicated that the planning approach employed by PCA shows a passive involvement and /or tokenism in the decision-making process (internal exercise). Hence a conceptual stage/level as an initial stage in the ladder of participation is recommended. This suggests that conservation policy makers (PCA) should create a policy to ensure that the ideas and/motivation for creating and establishing a PAs should involve local communities. This will promote building an understanding of an intended project and develop ideas together rather than the traditional approach where community members are provided with information and actions already developed.

The results indicated that local communities lacked information about the intended outcomes of GINPR and were involved late in the developmental stages of the planning process of GINPR. Informing the community about the project concept and involving communities at all levels of participation can reduce the feeling of powerlessness. However, the diversity at GINPR is very challenging for information sharing due to other legal and cultural difference between and among First Nations communities and Island residents. Fostering a common decision-making process among this group is recommended by asking for the assistance of community leaders to form a transboundary board to deal with all issues. PCA would act as a mediator at this point. In addition due to the diversity, other forms of governance and management strategies such as co-management or joint management should be explored to assess their effectiveness for GINPR.

In terms of effective communication and information sharing, PCA should and can use various information media to reduce lack of information. The following are recommended

- GINPR provides regular updates (weekly) in all the various Island community s local newspapers. This could be done among FNs communities where applicable.
- A hyper link from PCA could be developed and shared on the various communities websites that will direct one to the GINPR specifically to

avoid the challenge of going through or navigating a host of links on the PCA website in order to find information about GINPR.

- A park application (pca app) to promote an enhanced communication strategies for information and updates of events to the general public as means to fulfilling their legal mandate (enjoyment and appreciation)
- As technology advances provide an e-consultation (E-Consult) process to reduce the challenge of meeting local community members for formal meetings.
- Parks Canada should have a clear overview about those in the community who need to be involved and engaged. For example during the feasibility studies, it would have been useful to include those community members who have rich knowledge about the setting.

### **5.3.3 Research recommendations**

Regardless of the findings produced, there remain some limitations of this study that need to be addressed in future.

Different research method(s) quantitatively, should be used for the same research purpose and research questions. This approach may produce more accurate and in-depth statistical data for effective management and governance of GINPR.

- Due to the diversity of the local communities at GINPR, an exploration of a strategy to maximize engagement of community members is also needed to enhance representations in the engagement or planning process for managing GINPR.
- Are National Parks different from National Parks Reserves? What best form of governance and management strategies will enhance their sustainability?
- Traditional ecological knowledge (TEK) concept in conservation management is advancing, however should management principles and

approaches of this concept integrate and/or balance conservation legislative mandate? What is your path?

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## **APPENDIX A: Interview and Focus Group Discussions Questions**

### ***A: INTERVIEW QUESTIONS (Park Staff-GINPR and Selected Community Members)***

- 1 Describe your relationships with community members of GINPR and highlights your experiences?
- 2 To what extent are local community members engaged in GINPR management and governance processes?
- 3 How have local community members engagement influenced GINPR management and governance processes?
- 4 What are the challenges and successes from engaging local communities in GINPR management and governance processes?
- 5 What strategies are utilized to reduce challenges and improve achievements between managers and local communities in PA management and governance processes?

### **GENERAL COMMENTS**

In general could you describe what you think about community engagement in PA management AND/OR any suggestion(s), contribution(s) to ensure local community's engagement in PA management

### ***B: FOCUS GROUP QUESTIONS (Local community community members)***

1. Describe your relationships with GINPR, park managers and highlights your experiences?
2. To what extent are local community members engaged in GINPR management and governance processes?
3. How have local community members engagement influenced GINPR management and governance processes?
4. What are the challenges and successes from engaging local communities in GINPR management and governance processes?
5. What strategies are utilized to reduce challenges and improve achievements between managers and local communities in PA management and governance processes?

## GENERAL COMMENTS

In general could you describe what you think about community engagement in PA management AND/OR any suggestion(s), contribution(s) to ensure local community's engagement in PA management.



## **APPENDIX B: Consent for Interviews**

### **The Role of Community Engagement in Protected Area Management and Governance**

**November, 2013.**

Vincent Kusi-Kyei  
Graduate Student,  
Tourism and Recreation Department  
Vancouver Island University  
[Vincent.kusikyei@gmail.com](mailto:Vincent.kusikyei@gmail.com)

Ken Hammer PhD., Supervisor  
Tourism and Recreation Department  
Vancouver Island University  
(250) 753 3245, local 2732  
[ken.hammer@viu.ca](mailto:ken.hammer@viu.ca)

You are invited to participate in a study titled: "The Role of Community Engagement in Protected Area Management: A Case study at the Gulf Islands National Park Reserve, British Columbia Canada".

The purpose of the study is to explore the role communities play in Protected Area (PA) management. The study will examine forms of community engagement; explore associated challenges, successes and how community members' "knowledge" shape and/or transform protected area management and decision making processes. The results and findings of this study hopefully will inform, and contribute to filling gaps in the literature related to community's roles in PA's management. This may also provides a framework for effective and efficient communication in planning and developing strategies for policy makers, conservation agencies, tourism business groups, local communities and NGOs.

During this study, you will be asked to provide your opinions, and share your experience with community involvement in PA management. You will be able to do this by participating in an in depth semi-structured interview over a phone or in person. The in-depth semi-structured interview will take approximately 30-45 minutes of your time. With your permission, I would audio record the interview and take written notes.

Your participation in this research is completely voluntary and you may withdraw at anytime without any explanation. If you withdraw, any information you have provided to the point of your withdrawal will be removed and not included in the study results. Also, since the processes involve direct face-to-face interactions and attributable quotations, there can be no guarantee of anonymity in this research. The information collected for the purpose of this research will be kept confidential and will be reported in aggregate form only. I therefore

encourage you to discuss with me any limits you would like to impose on the use of quotations before, during, or upon completion of the interview.

Should you withdraw; any information collected will not be included in the study results. However, if such information is not attributable to a particular participant, their information provided will form part of the study results since it cannot be distinguished from that provided by other participants. Data gathered will be stored and kept under a password protected personal computer. Electronic and paper copies will be destroyed two years after this study. The results from this study will form part of my MA thesis and may be published in academic journals, presented at academic conferences and/or be published online. It may be reported in a written research report or as an oral report during a class presentation.

The research is part of the Protected Area and Poverty Reduction (PAPR) project and is being conducted by Vancouver Island University in Nanaimo BC, Canada. If you are interested in the summary of the results you can visit [www.papr.co.ca](http://www.papr.co.ca) by January, 2014.

If you have concerns about your treatment as a research participant in this study, please contact the VIU Research Ethics Officer, by telephone at (250) 753 3245 Ext. 2665 or via e-mail at [reb@viu.ca](mailto:reb@viu.ca).

My participation means that I adhere to the above conditions and have given my consent to be audio recorded in the interview.

---

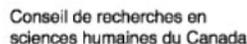
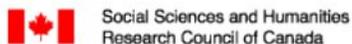
Name of participants:

Signature or Verbal Consent:

Date:

Thank you.

Vincent Kusi-Kyei



## **APPENDIX C: Consent for Focus Group**

### **The Role of Community Engagement in Protected Area Management and Governance**

**October, 2013.**

Vincent Kusi-Kyei  
Graduate Student,  
Tourism and Recreation Department  
Vancouver Island University  
[Vincent.kusikyei@gmail.com](mailto:Vincent.kusikyei@gmail.com)

Ken Hammer PhD., Supervisor  
Tourism and Recreation Department  
Vancouver Island University  
(250) 753 3245, local 2732  
[ken.hammer@viu.ca](mailto:ken.hammer@viu.ca)

You are invited to participate in a study titled: "The Role of Community Engagement in Protected Area Management: A Case study at the Gulf Islands National Park Reserve, British Columbia Canada".

The purpose of the study is to explore the role communities play in Protected Area (PA) management. The study will examine forms of community engagement; explore associated challenges, successes and how community members' "knowledge" shape and/or transform protected area management and decision making processes. And also to what extent community members should be engaged in PAs management. The results and findings of this study hopefully will inform, and contribute to filling gaps in the literature related to community's roles in PA's management. This may also provides a framework for effective and efficient communication in planning and developing strategies for policy makers, conservation agencies, tourism business groups, local communities and NGOs.

During this study, you will be asked to provide your opinions and share your experience with community involvement in PA management. You will be able to do this by participating in a focus group discussion. The focus group meeting will take approximately 60-90 minutes of your time. With your permission, I would audio record the group's discussion and take written notes.

Your participation in this research is completely voluntary and you may withdraw at anytime without any explanation. If you withdraw, any information you have provided to this point of your withdrawal will remain in the results since it will not be possible to distinguish your comments from other focus group participants. Also, since the processes involve direct, face-to-face interactions and attributable quotations, there can be no guarantee of anonymity in this research. The information collected for the purpose of this research will be kept confidential

and will be reported in aggregate form only. I therefore encourage you to discuss with me any limits you would like to impose on the use of quotations before, during, or upon completion of the discussion.

Should you withdraw; any information collected will not be included in the study results.

However, if such information is not attributable to a particular participant, their information provided will form part of the study results since it cannot be distinguished from that provided by other participants. Data gathered will be stored and kept under a password protected personal computer. Electronic and paper copies will be destroyed two years after this study. The results from this study will form part of my MA thesis and may be published in academic journals, presented at academic conferences and/or be published online. It may be reported in a written research report or as an oral report during a class presentation.

The research is part of the Protected Area and Poverty Reduction (PAPR) project and is being conducted by Vancouver Island University in Nanaimo BC, Canada. If you are interested in the summary of the results you can visit [www.papr.co.ca](http://www.papr.co.ca) by January, 2014.

If you have concerns about your treatment as a research participant in this study, please contact the VIU Research Ethics Officer, by telephone at (250) 753 3245 Ext. 2665 or via e-mail at [reb@viu.ca](mailto:reb@viu.ca).

My participation means that I adhere to the above condition and have given my consent to be audio recorded in the focus group.

---

Name of participants:

Signature or Verbal Consent:

Date:

Thank you.

Vincent Kusi-Kyei



Social Sciences and Humanities  
Research Council of Canada

Conseil de recherches en  
sciences humaines du Canada



## **APPENDIX D: An Invitation Letter for Respondents**

**Subject: Invitation to Research Focus Group Discussion and Interview.**

**Purpose: The Role of Community Engagement in Protected Area Management; a case study in the Gulf Islands National Park Reserve, BC. Canada.**

**August-December, 2013.**

Dear Community Member,

My name is Vincent Kusi-Kyei (Vincent). I am a student in the Master of Arts in Sustainable Leisure Management (SLM) program in the Department of Recreation and Tourism from Vancouver Island University in Nanaimo, BC. I would like to invite you to participate in a research focus group discussion which aims to explore the role of community engagement in protected area management in the Gulf Islands National Park Reserve, British Columbia, Canada. Focus groups and interviews are scheduled to take place in August and October of 2013.

This research is part of my graduate study thesis and will examine community engagement processes, their associated challenges and successes, and seek to understand how community members influence the management of protected areas (National Parks and reserves) and take part in decision making processes. The findings of this study will inform and contribute to our understanding of the community's role in protected area management. The result may also provide a framework for effective and efficient communication in planning and developing strategies for policy makers, conservation agencies, tourism business groups, local communities, and NGOs.

Such outcomes can help to enhance protected area management, good governance and sustainability. Your participation in this study would be greatly appreciated, as your knowledge, experiences, concerns and thoughts can help to improve the recreational assets of the Gulf Islands National Park and also assist in making the park a place of value for future generations.

While I would be most grateful to have you take part in one of the focus group discussions, your participation is entirely voluntary. Thank you for considering the possibility. To accept or decline this invitation, please e-mail me at

**vincent.kusikyei@gmail.com**. If you accept we can then arrange a mutually convenient time for the focus group discussion.

If you have any questions about this study, please feel free to contact me or my research supervisor, Dr. Ken Hammer. Please find out contact information below. Thank you kindly for your time.

Sincerely,

Vincent.

**Vincent Kusi-Kyei, MA. Candidate**

MA. Sustainable Leisure Management

Dept. of Recreation and Tourism

Vancouver Island University

Nanaimo,

[Vincent.kusikyei@gmail.com](mailto:vincent.kusikyei@gmail.com)

Cell: (250) 802 7921



Social Sciences and Humanities  
Research Council of Canada

Conseil de recherches en  
sciences humaines du Canada

**Ken Hammer, Ph.D**

Dept. of Recreation and Tourism

Faculty of Management

Vancouver Island University,

BC Nanaimo, BC

[ken.hammer@viu.ca](mailto:ken.hammer@viu.ca)

Work: (250) 753 3245, local 2732



**University  
of Victoria**

**APPENDIX E: Research Ethics Approval Certificate, VIU Ethics Review Committee/  
Board**



August 12, 2013

Mr. Vincent Kusi-Kyei  
Masters in Sustainable Leisure Management Program  
Dept. of Recreation and Tourism  
Faculty of Management  
Vancouver Island University  
900 Fifth Street  
Nanaimo, British Columbia V9R 5S5

Dear Mr. Kusi-Kyei:

The Vancouver Island University Research Ethics Board is pleased to grant approval for the project entitled "The role of community engagement in protected area management: A case study at Gulf Islands National Park Reserve (GINPR), BC, Canada," originally submitted for review on your behalf by Dr. Ken Hammer on June 7, 2013 and as revised and resubmitted July 29, 2013.

Please be aware of your obligation to carry out the research as stated in the revised proposal and to comply with guidelines as posted on the website at <http://www.viu.ca/reb/guidelines.asp>.

Sincerely,

Ruth Kirson, Chair  
Vancouver Island University Research Ethics Board (VIU REB)

VIU REB Reference No: **2013-049-VIUS-KUSI-KYEI**  
Date of Approval **August 1, 2013**  
Date of Expiry **July 31, 2014**

**Please sign the acknowledgement below, retain a copy for your records, and return the original to:**

Research Ethics Officer  
Bldg. 305 – Rm. 452  
Vancouver Island University  
Nanaimo, British Columbia V9R 5S5

As researcher(s) I (we) hereby agree to carry out the research in an ethical manner as outlined in the approved proposal submission. If I (we) need to make changes to the methodology and/or recruitment and consent procedures, I (we) will request an amendment from the VIU REB. If the project runs longer than one (1) year, I (we) will submit a request for continuing review (renewal) to the Ethics Officer one (1) month prior to the expiry date indicated above. At the end of the project, I (we) will notify the Ethics Officer to close the study.

Mr. Vincent Kusi-Kyei, Student, VIU Dept. of Recreation & Tourism

August 12, 2013

## APPENDIX F: Parks Canada Agency Research and Collection Permit

PARKS CANADA AGENCY  
RESEARCH AND COLLECTION PERMIT  
(NOT TRANSFERABLE)

PERMIT No.: GINP-2013-15154

START DATE: 2013-08-19 EXPIRY DATE 2014-03-31

Project Title: The Role of Community engagement in Protected Area Management; a case of the Gulf Islands National Park Reserve, Canada.

Principal Investigator Name: Kusi-Kyei Vincent

Address: Vincent Kusi-Kyei 203-481 Kennedy Street Nanaimo BC. V9R 2J4 Canada.

Telephone: 250 802-7921

Email: [vincent.kusikyei@gmail.com](mailto:vincent.kusikyei@gmail.com)

Affiliation: Vincent Kusi-Kyei Vancouver Island University Tourism and Recreation Department Grad. Programme 900 Fifth Street Nanaimo, BC. V9R S5S Grant Murray, PhD. Dir. Institute of Coastal Research Centre, VIU PAPER- Project Lead and Canada country Leader (North America) Vancouver Island University [grant.murray@viu.ca](mailto:grant.murray@viu.ca) Canada.

Is hereby authorized to conduct the research project entitled "The Role of Community engagement in Protected Area Management; a case of the Gulf Islands National Park Reserve, Canada.", Research and Collection Permit Application Number 18508, In Gulf Islands National Park Reserve of Canada, subject to the terms and conditions set out below and/or attached to and forming part of this Research and Collection Permit.

**Members of Research Team:**

Ken Hammer, PhD. Vancouver Island University; Tourism and Recreation Department. 900 Fifth Street V9R S5S, Nanaimo, Phone: (250) 753-3245, Local 2732. BC-Canada. [ken.hammer@viu.ca](mailto:ken.hammer@viu.ca); Carleigh Randall, PhD. Vancouver Island University. Institute of Coastal Research Centre-ICRC900 Fifth Street V9R S5S, Nanaimo, Phone: (250) 753-3245, Local 2022. BC-Canada. [carleigh.randall@viu.ca](mailto:carleigh.randall@viu.ca); Lance Robinson, PhD. International Livestock Research Centre Nairobi-Kenya, [l.robinson@cgiar.org](mailto:l.robinson@cgiar.org) [lance.robinson@viu.ca](mailto:lance.robinson@viu.ca); Grant Murray, PhD. Director, Institute of Coastal Research Centre-ICRC Vancouver Island University. Tourism and Recreation Department. 900 Fifth Street V9R S5S, Nanaimo, BC-Canada. Phone: (250) 740-6549, Local 6549. [grant.murray@viu.ca](mailto:grant.murray@viu.ca)



**Reviewer Comments:**

- Concern over work load and staff time available, recommend requesting a PCA interviewee list from researchers.
- Concern was expressed about researchers creating confusion with stakeholders regarding the NMCA feasibility process and potentially inadvertently having a negative influence. Has the researcher considered mitigations measures regarding potential negative impacts to governance related relationships?
- Sharing of research can help address misconceptions and interpretations, recommend a community forum for researcher to present results and provide an opportunity for sharing and further discussion with the community.

**Principal Investigator Signature**

I, Kusi-Kyei Vincent , the Project Principal Investigator, accept all the stated Research and Collection Permit terms and conditions.

Signature

2013 / 10 / 6 /

Date (yyyy/mm/dd)

**Approval:**

Permit issued/approved by:

Marcia Morash

Name (Please Print)

Signature

2013 / 10 / 31 /

Date (yyyy/mm/dd)



Parks Canada    Parcs Canada

Can

## APPENDIX G: First Nations Communities on Treaty Agreement Rights

First Nation, Registered Population (2012) & Affiliation	Assert Douglas Treaty Rights	Assert Aboriginal Rights	BCTC Treaty Process/ Stage	Cooperative Agreements with the park reserve
1. Tsartlip FN 905* - WSANEC	✓	✓		✓
2. Tsawout FN 816 - WSANEC	✓	✓		✓
3. Tseycum FN 175 - WSANEC	✓	✓		✓
4. Pauquachin FN 390 - WSANEC	✓	✓		✓
5. Beecher Bay ( formerly Scia'new) 241 - TTA	✓	✓	AIP	
6. Malahat FN 290- TTA	✓	✓	AIP	
7. Nanoose ( formerly Snaw-Naw-As) FN 239 - TTA		✓	AIP	
8. Songhees FN 536 - TTA	✓	✓	AIP	
9. T'sou-ke FN 246 - TTA		✓	AIP	
10. Cowichan (formerly Cowichan Tribes) 4,555 - HTG		✓	AIP	✓
11. Stz'uminus FN (formerly Chemainus) 1,195 - HTG		✓	AIP	✓
12. Lake Cowichan FN 15* - HTG		✓	AIP	✓
13. Halat FN 216 - HTG		✓	AIP	✓
14. Lyackson FN 202 - HTG		✓	AIP	✓
15. Penelakut Tribe 897 - HTG		✓	AIP	✓
16. Esquimalt FN 279	✓	✓		
17. Semiahmoo FN 85		✓		
18. Snuneymexw FN 1,646	✓	✓	AIP	
19. Tsawwassen FN 309		Treaty Rights	Implementa- tion	Signing imminent
<b>Total 2012 Registered Population 13,237</b>				

\*2010 registered pop

TTA – Te'mexw Treaty Association

FN – First Nation

HTG – Hul'qumi'num Treaty Group

## APPENDIX H: Knowledge Mobilization (KMb) Plan

KMb	Timelines 2015
Presentations or Workshop: <ul style="list-style-type: none"> <li>• Parks Canada Agency (GINPR)</li> <li>• Centre for Global Studies Uvic</li> </ul>	Tentative July 2015 Tentative July 2015
Case study snapshot for communities: <ul style="list-style-type: none"> <li>• HTG</li> <li>• Tseycum</li> <li>• WASNEC</li> <li>• Saturna Island</li> <li>• Pender Island</li> <li>• Mayne Island</li> </ul>	Tentative July 2015 Tentative July 2015 Tentative July 2015 Tentative July 2015 Tentative July 2015 Tentative July 2015
Publications <ul style="list-style-type: none"> <li>• <i>Ecology and Society</i></li> <li>• <i>Landscape and Urban Planning</i></li> <li>• <i>Human Environment</i></li> <li>• <i>Sustainable Tourism</i></li> <li>• <i>Local Environment</i></li> <li>• <i>Biological conservation</i></li> <li>• <i>Tourism Research</i></li> <li>• <i>Trasnsdisciplinary Environmental Studies</i></li> </ul>	August-December, 2015

## **APPENDIX I: Lists of Document Reviewed for Content Analysis**

- A. Parks Canada Agency Act, S.C 1998, c. 31. Last amended on June 29, 2014
- B. Canada National Parks Act, S.C. 2000, c. 32. Last amended on December 1, 2013
- C. Published and unpublished corporate documents in the form of reports, management plans and surveys including the following:
  - a. Gulf islands: National Park Reserve of Canada-visitors guide, 2013
  - b. Gulf Islands National Park Reserve: Baseline Social science, January, 2012
  - c. Gulf Islands National Park Reserve: Cultural Resource Values Statement, February, 2012
  - d. Gulf Islands National Park Reserve: Historical Research, January, 2012
  - e. Gulf Islands National Park Reserve: Baseline Social science Market Analysis, January, 2010
  - f. Gulf Islands National Park Reserve: Baseline Social science Market Analysis, January, 2012
  - g. Gulf Islands National Park Reserve: Strategic Direction, January, 2012
  - h. Gulf Islands National Park Reserve: Emergency Management Fact Sheet, March, 2012
  - i. Gulf Islands National Park Reserve: Archaeological Resources Management, February, 2012
  - j. Gulf Islands National Park Reserve: Tumbo Island Prescribed Burning, April, 2012
  - k. Gulf Islands National Park Reserve: Social science & Interpretation, January, 2012
  - l. Gulf Islands National Park Reserve: Anchorage Subtidal Habitat Assessments, January, 2012
- D. Gulf Islands National Park Reserve: Interpretation and Interpretive Planning, January, 2012
- E. First Nations PCA Committee Meeting Minutes (about 20 different types at different levels: Tsawwassen, WSANEC and HTG)\*

- F. Field Reports of GINPR Consultation Processes 2010, 2012,2013
- G. Gulf Islands National Park Reserve of Canada: Draft Management Plan, April, 2012
- H. Gulf Islands National Park Reserve of Canada: Park Management Planning, April, 2006
- I. State of the Park Report 2003-2008, 2010. Gulf Islands National Park Reserve of Canada
- J. A Primer: The Living Legacy of Coast Salish Occupation and Use of Southern Gulf Islands, including Gulf Islands National Park Reserve of Canada, September 10, 2013
- K. Material Cultural Review: A Kind of National Park for Canada: Warterloo`s Mennonite Country could be a Model for Managing Change in Valuable Landscape, 2012
- L. Published and unpublished non-governmental information in the form of reports, business plans, program reviews, policy manuals, annual reports and press releases e.g. Gulf Islands National Park Reserve: Bennet Bay Unit Restoration Plan, Mayne Island BC. Conservancy Society, March 29, 2011
- M. Guiding Principles and Operational Policies. Parks Canada Agency
- N. Published government bulletins, reports and plans e.g. Canadian Park Council, (CPC) Communication Strategy, 2003; Canadian Protected Areas Status, and many others available at [www.parks-parcs.ca](http://www.parks-parcs.ca)
- O. Information and materials made available pursuant to a formal request under Freedom of Information legislation e.g. GINPR-FNs community engagement reports and minute

- \*Very confidential by merit of legislation and reserved right of information.

