

EXPLORATIVE STUDY OF THE PUBLIC PARTICIPATION PROGRAM
IN THE DEVELOPMENT OF KALAMALKA LAKE PROVINCIAL PARK

By

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ABSTRACT

The public's demands for increased involvement in resource management planning and decision making emphasize the need to understand public participation and the practical aspects of its application. This thesis sets out to analyse the process of public participation in one case study, focusing in on those who participated directly in the public participation program. The effectiveness of this application is examined and compared to the general experience of public participation in Canada. Special emphasis is placed on discovering whether or not effective public participation produces support for resource management strategies. The study takes place within the context of the Kalamalka Lake Public Participation Program developed by the Ministry of Environment and Parks, Province of British Columbia.

This research has pointed out the necessity for: knowing what the public feels about management plans, communicating to the public an agency's objectives, pointing out how an agency's management plans are developed to achieve those objectives, opening the process for the public to participate in finalizing management plans, and communicating detailed, final plans to the public within a reasonable timeframe.

EXECUTIVE SUMMARY

The purpose of this research is to see how selected components of public participation affect the development of public support for park management strategies. Public participation is a part of the theory of participatory democracy. It can be included in the present system of representative democracy, and result in a stronger, more stable system of government than exists today. The Bargaining Process Model of public participation is preferred to the Upward Forming Consensus Model because it provides the public with access to the administrators on decisions which directly affect the public. Access is provided through pressure groups which are authorized to participate in the decision making process. Connor's New Ladder, modified to include the public at the joint planning team level, is the most complete and integrated set of public participation methodologies available. The public needs to be brought into the initial stages of the planning process as a partner equal to 'experts'. Ongoing, independent evaluation of public participation programing is necessary for an effective process of public participation to develop.

The challenge is to determine which issues require inputs from the public, what segments of the public should be consulted, and how the necessary inputs can be obtained most effectively. It is this challenge which forms the research base for this paper and

which is directly reflected in these three components of the broad objective (discussed in Chapter I); park issues, social-economic characteristics of the local public, and communication methods. The fourth component is 'the attitudes of the public and park personnel towards each other'. In this component, support of park management strategies is considered a part of the attitudes and perceptions of the public and the agency towards each other. Perceptions and attitudes are investigated as indicators of a successful public participation program and of public support for management strategies.

Public participation in Canada at the Federal and Provincial Parks level is a part of the Upward Forming Consensus Model of Public Participation. The public was informed and consulted, but not allowed to advise or consent. In the case of Parks Canada's Four Mountain Parks Planning Process, the importance of distributing clear information to the public and identifying where the public input influenced the final decisions was emphasized.

Kalamalka Lake Provincial Park is located on the North East shore of Kalamalka Lake and four kilometers South of the City of Vernon in the province of British Columbia. Steep hills covered by grass and rock outcroppings with some pine forests interspersed with a large network of lakes characterize the area. The name Kalamalka is a Polynesian word thought to mean lake of many colors. Many of the original settlers were British and they have had a strong

influence on the social and cultural development of this area. When it was learnt that a major resort and residential development was planned for the land which is now Kalamalka Park, an intense public outcry led by the North Okanagan Naturalist Club resulted in the land being purchased from Coldstream Ranch for a provincial park in August of 1975.

The preparation of a master plan for Kalamalka Lake Provincial Park was to be guided by the issues, concerns and proposals received through an open planning process. Public meetings were organized and public comments received. The Parks Branch formulated four alternative plans (concept 1 - 4) and the public voiced their choice through concerns sheets, letters, briefs and petitions. Concept one or two was preferred by the majority (78%) of the public. After a five year delay an advisory committee was set up (1983) to approve a plan for park development. The next year the Advisory Committee presented their report and park development began. The park was opened two years later (1986).

Respondents were identified and interviewed about the sequence of events surrounding the Kalamalka Lake Public Participation Program. The purpose of using focused interviews in this research is to evaluate what did or did not work and why. This technique is used to explain behavior and is a valuable indicator of what might occur in similar situations. There were 9 personal interviews and 22 telephone interviews for a total of 31.

This research has pointed out the necessity for:

- knowing what the public feels about management plans
- communicating to the public an agency's objectives
- explaining how an agency's management plans are developed to achieve those objectives
- opening the process for the public to participate in finalizing management plans
- communicating detailed, final plans to the public within a reasonable timeframe

The benefits of an effective public participation program are:

- less controversy
- better overall management plans
- active public support

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CHAPTER I

INTRODUCTION

This chapter explains the structure which was developed to research the topic of public participation. The broad objective and its component parts are outlined and related to the elements of the case study. Some of the issues in public participation are discussed and then an overview of each of the seven chapters is presented.

Statement of Purpose

Canadian research into public participation includes that by D. Connor, T. O'Riordan, B. Sadler, and D. Sewell. Although there is a fair body of theoretical knowledge on public participation, little documented research is available on the practical aspects of its application. Sadler in 1979 at a National Workshop in Alberta made this call for research:

A considerable body of experience and observation has now been built up about how [public participation] programs work and the practical difficulties that are encountered in this area. Much of this is undocumented, however, and there is little in the way of comparative analysis.

(Sadler, p. 7)

This thesis sets out to analyse the process of public participation in one case study, focusing in on those who participated directly in the public participation program. The effectiveness of this application is examined and compared to the general experience of public participation in Canada. Special emphasis is placed on discovering whether or not effective public participation produces support for resource management strategies. The study takes place within the context of a public participation program developed by the Ministry of Environment and Parks, Province of British Columbia, and therefore is affected by some of the regulations and policies of this Ministry. It is hoped however that the findings of this research will be of value to the development of all resource management public participation programs.

The purpose of this research is to see how selected components of public participation affect the development of public support for park management strategies. The components of public participation to be researched were selected from a survey of the literature on the theory of public participation contained in Chapter II. Three components were selected as being what most authorities on public participation consider to be key parts of an effective public participation program. A fourth component was added to test if respondent's opinions changed with their distance from the study site. The broad objective is to identify the inter-

relationships between these four components of public participation: communication methods, park issues, park agency and local public attitudes, and respondent's home distance from the study site.

A case study approach was selected as the best way of achieving the objective of this research. This selection process is discussed in detail in Chapter IV. The case study was designed to accomplish the broad objective of this research by looking at four elements of the Kalamalka Lake Provincial Park Public Participation Program:

- 1 - communication methods used in this program
- 2 - major park development issues
- 3 - attitudes of the public and park personnel towards each other
- 4 - relationship between the public respondent's home distance from the park and the respondent's survey response

These four elements are made up of the three components of public participation plus element four, which was added to test the variation of public responses over distance.

Interviews were selected as the best method of obtaining the information necessary to achieve the research objective. This selection process is discussed in Chapter IV. Questionnaire

sheets were designed around the research objective and are included in Appendices I and II.

Research Limitations

The survey methodology of 'focused interviews', the use of 'key actors' rather than a random sample, and the sample size of thirty-one, placed limitations on how the results of this research could be interpreted. Although the findings of this study cannot be used to predict what will happen in other public participation programs they can be used to improve the process of public participation. Public participation programs may still result in unresolvable differences of opinion but the process of public participation will not be a part of the problem.

Public Participation Issues

Public participation has been used in many forms across Canada. With less money available for government programs, all programs are having to defend their existence. Public participation is no exception. Its critics are gathering behind the need to make government programs seem more cost effective by attacking the existence of public participation. Is public participation a

fringe benefit adopted under more prosperous times or the reflection of a changing form of government? With more government pressure groups organized around the 'public interest' as opposed to economic benefits it seems that a trend is developing for more public participation in government activities.

Overview of Chapters

Chapter two looks at how public participation fits into political theory by analysing the differences between representative and participatory democracy. This chapter then goes on to look at a selection of public participation theories and defines criteria for evaluating the success of a public participation program.

Chapter three reviews the practise of public participation in Canada. A cursory view of public participation in the federal government is presented followed by a critique of its application in the Four Mountain Parks Planning Process with Parks Canada. The policies of the Ministry responsible for B.C. Provincial Parks are then discussed.

Chapter four provides background information on Kalamalka Lake and its Public Participation Program as well as this study's research methodology. The reasons for choosing Kalamalka Lake as

a study site are discussed along with the area's historical background and political environment. The activities connected with the Kalamalka Lake Provincial Park Public Participation Program are then examined in detail. The survey methodology is presented, along with a discussion of its pretest and the procedure for selecting those individuals to be interviewed.

Chapter five presents a summary of the results of the survey in two parts; findings from the public survey and findings from the park agency survey. Appendix III contains a detailed analysis of the survey organized around the four components of the research objective.

Chapter six organizes the results of the survey into four of the elements of public participation introduced earlier in the 'Statement of Purpose' section of this chapter. They are: communication methods used in this program, major park development issues, attitudes of the public and park personnel towards each other, and the relationship between the public respondent's home distance from the park and the respondent's survey response.

The final chapter summarizes the findings of this research into a set of conclusions and recommendations about public participation.

Summation

This chapter has introduced the purpose of this research: to see how selected components of public participation affect the development of public support for park management strategies. It has also discussed public participation issues and given an overview of all the chapters. Chapter II delves deeper into the theory of public participation to develop a firm base for the direction of this research and to foreshadow some of the expected results.

CHAPTER II

PUBLIC PARTICIPATION THEORY AND CONTEXT

As an introduction to the theory of public participation the first part of this chapter will look at where public participation fits within political theory. The second part of this chapter will be dedicated to a review of the literature connected with public participation theory.

Part two forms the main body of this chapter. It begins with two public involvement models representative of the main applications of public participation in Canada today: the Upward Forming Consensus Model and the Bargaining Process Model. The different levels of public participation are then presented and discussed using the models: 'Arnstein's Ladder' and 'Connor's New Ladder'. The importance of perceptions and attitudes in the process of public participation will be examined to see what effect they have on a program's final outcome. Lastly, the methods of evaluating public participation programs will be reviewed.

Political Theory of Public Participation

Representative democracies throughout the world are coming under increasing pressure to allow public access to government information and to let the public participate in government decision making. Public interest groups are beginning to lobby government directly in the same manner as business groups have been doing for many years. The local public who are affected by government decisions are demanding input into how government decisions are implemented in their area. Public officials with the mandate to manage are having to be increasingly responsive to public pressure about the decisions they make. The public is also demanding more access to information about government decisions and governments are responding with various levels of freedom of information.

Public pressure for more involvement in government decision making is a movement towards participatory democracy. Democracy originated in the ancient Greek city states where citizens participated directly in the making of laws. Contemporary democracy gives its citizens the right and capacity, directly or through representatives, to control their institutions for their own purposes (Harris & Levey, 1975, p. 743). The extent to which citizen control is exercised directly as opposed to through representatives defines the basic argument between the proponents

of participatory democracy and representative democracy respectively. What has been overlooked in this argument is that both the production of an educated, active citizenry and the importance of the structure of authority in non-governmental spheres for political socialization are part of the participatory theory of democracy (Pateman, 1970, p. 105). An example of a structure of authority in a non-governmental sphere would be public representation on a joint planning team. A joint planning team type of approach can be absorbed into representative democracy's general framework. The result could be the foundation for a more soundly based theory of stable democracy than those offered at present (Pateman, 1970, p. 105).

Participatory democracy is criticised for being dangerous because it undermines the structure of authority and unrealistic because it proposes that everyone participates directly. The reasoning behind the first criticism originates in the theories of Plato and Jose Ortego y Gasset (Adie & Thomas, 1982, p. 342). Put briefly these theories consider the bulk of mankind to be unable to make decisions for society as their needs are too diverse to be able to compromise on specific societal objectives. The result, as proposed by these theorists, is an unstable society because government objectives need to be consistent. They consider the political elite (philosopher ruler) to have greater understanding of the long term objectives of society and to share

a more common set of objectives - therefore producing a more stable society which the non-participating bulk of society support (the status quo) by default. As just discussed however, the theory of participatory democracy can work within representative democracy's structure of authority. The more members of the public participate in the workings of government, the more they understand the process of governing and in many cases this produces active support for government activities from the general public.

In response to the criticism that participatory democracy is unrealistic, there must be some understanding of what is being proposed. Not everyone is able or interested in participating in decisions on national issues. Individuals can however, participate directly in local government and industry decisions. Local public participation is attainable and has many benefits. Motivation-to-work theory says that worker participation in management decisions is one of the factors that produces more feelings of psychological success, thus developing more energy that the worker can use for pursuing organizational goals (Adie & Thomas, 1982, p. 30). Producing a participatory society also has the advantages of developing citizens that are:

- better able to assess the performance of representatives at the national level

- better equipped to participate in decisions of national scope when the opportunity arises to do so
- better able to weigh up the impact of decisions taken by national representatives on their own life and immediate surroundings

(Adie & Thomas, 1982, p. 30)

The evidence and arguments of the benefits of participatory democracy are not conclusive and will not be until more examples are analysed over time. There is, however, an existing demand and some strong arguments that public participation will prove beneficial. The challenge is to develop successful techniques that meld the existing system of representation with the benefits of participation.

One of the main obstacles to implementing a system of participatory democracy is the entrenched lines of authority existing in the present system of representative democracy. This can be portrayed as a democratic loop (Fraser, 1981, p. 18) of decision makers with the individual citizen at twelve o'clock and in clockwise rotation: elected representatives, government party, legislature, ministers, public service bureaucracies, projects and back to the citizen through project impacts. This illustrates the distance between the individual citizen's initial input in the form of electing a representative and the chain of command

that produces a project that impacts the citizen. Public participation attempts to short circuit this chain of command by working in a counter clockwise direction and having the citizen's concerns communicated to the public service bureaucracies. The challenge is to determine which issues require inputs from the public, what segments of the public should be consulted, and how the necessary inputs can be obtained most effectively (Sewell & Phillips, 1979, p. 358).

Public Participation Theory

There are two general models of public participation: the Upward Forming Consensus Model and the Bargaining Process Model. The former uses the existing political structure to pass information, values and preferences between the public and elected representatives, the latter has political pressure groups bargaining with the representative elite for mutually advantageous decisions (O'Riordan, 1971, p. 100). The major difference between the two models is the level of public participation that occurs. These models and their levels of public participation will be discussed in this section along with how perceptions and attitudes affect the success of public participation programs and how programs are evaluated for success.

- Public Involvement Models

The Upward Forming Consensus Model and the Bargaining Process Model of public participation are illustrated in Figures 1 and 2. The Upward Forming Consensus Model is basically a vertical, top-down power structure with information flowing down from the top and guidance and guidelines flowing up from the bottom. The elected representative provides a buffer or filter between the public and the executive agencies and it is their job to provide the public with the maximum of information while at the same time protecting political and economic freedom (O'Riordan, 1971, p. 100). It is an idealistic model of how policy is formulated in a representative democracy. The two key elements in this model are: the participation of an informed public, and the maintenance of public confidence through the observable use of public input by agency personnel in the decision making process.

The Bargaining Process Model is a circular model where all participants have equal access to information and an equal role in the responsibility of decision making. An organized public monitors the decisions of government and only in areas where there is unresolved controversy does the public step in as a direct participant in the decision making process. The prerequisites for this model to operate are an open and accessible government with accountable officials. This model necessitates

the participation of an informed, politically articulate representative from the public and an agency willing and authorized to negotiate.

The Bargaining Process Model is preferred by T. O'Riordan because he feels that "public preference for the manner of resource use is a disaggregated total of individual preferences" (O'Riordan, 1971, p. 101) and this inhibits the effective expression of environmental quality goals. O'Riordan is saying that there is no consensus of public opinion about how resources should be used. Individuals have different preferences which cannot be expressed through the existing system of government which necessitates a consensus of opinion before it will act. The Bargaining Process Model of public participation is more flexible, allowing public preferences to be represented by political pressure groups which do not need to have a consensus, only prove that they represent legitimate concerns of the public. Also, because of the following four points (O'Riordan, 1971, p. 102), public consensus is considered imperfect, and administrators, protected from public opinion, are the real initiators of resource management. People are different; there is an interpersonal variance in human nature. There is no forum whereby the public may express its views. There are inadequate information channels between decision makers and those they affect. Finally, decision makers are

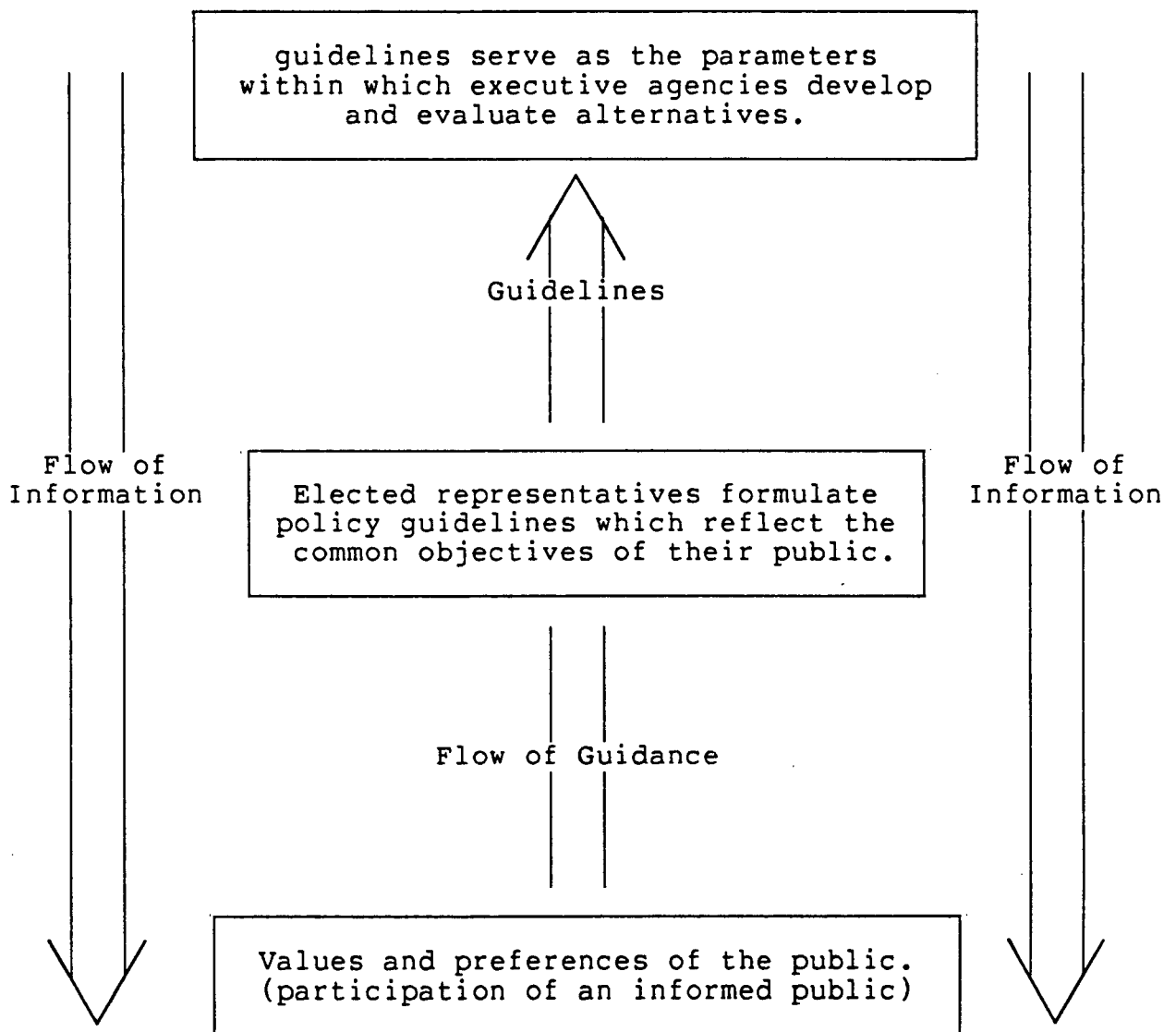
alienated from the public owing to the often emotional, crisis-oriented nature of public participation in environmental issues.

The bargaining process model allows the public to express their preferences for the manner of resource use through pressure groups which are authorized to participate in the decision making process. This opens up the decision making process such that through the bargaining process administrators become more informed of public preferences and are more accountable to the public for their resource management decisions.

In situations where there is a clear or developing consensus of public opinion about resource use, then the Upward Forming Consensus Model of Public Participation is effective in satisfying public demands for the manner of resource use. It is in areas where there is unresolvable conflict that the Bargaining Process Model of Public Participation needs to be implemented.

Figure 1

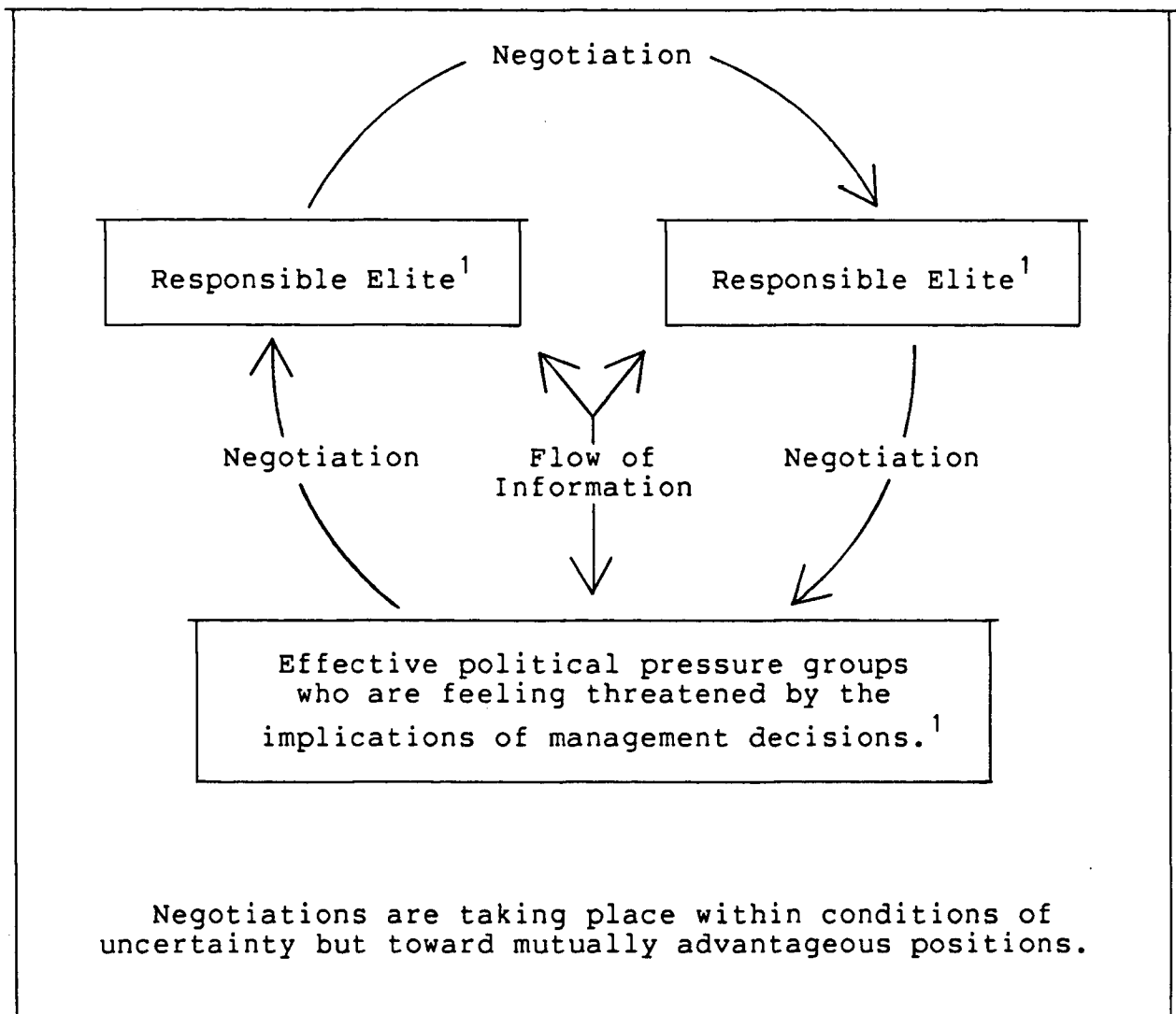
FLOW DIAGRAM OF THE
UPWARD FORMING CONSENSUS MODEL OF
PUBLIC PARTICIPATION



Adapted from: O'Riordan, 1971

Figure 2

FLOW DIAGRAM OF THE
BARGAINING PROCESS MODEL OF
PUBLIC PARTICIPATION



Adapted from: O'Riordan, 1971

¹ Necessitates the participation of an informed, politically articulate representative willing and authorized to negotiate.

- Levels of Public Participation

Within both of the models discussed there are different levels of public participation in the decision making process. One of the first attempts to categorize these levels was developed by Sherry Arnstein in 1969. She divided citizen participation into three basic levels: citizen power, tokenism and nonparticipation. Citizen power involved citizen control, delegated power or partnership in the decision making process. Tokenism was considered to take place when the public were consulted, informed or placated with regards to the agency decision. Nonparticipation was in effect when the public were involved only as therapy or in order to manipulate them. Although her categorization places questionably low value on the importance of public consultation and information transfer, as well as having other limitations (See: Connor, 1986, p. 3) the typology was one of the first frameworks provided for evaluating public participation programs.

The British Columbia Ministry of Forest's Public Involvement Handbook (Fraser, 1981) provides a description of the levels of public participation in use in their public participation program. They range, using Arnstein's categorization, from citizen power (joint planning team) to tokenism (position papers). Figure 3 lists Arnstein's and the B.C. MoF's typology of public participation. The B.C. MoF's public participation program

Figure 3

LEVELS OF PUBLIC PARTICIPATION

Arnstein's Ladder

BCFS Public Involvement Program

Citizen Power -----

- citizen control
- delegated power
- partnership

EXPANDED PUBLIC INVOLVEMENT

Joint Planning Team

- decision making team
- produces a resource plan binding on all parties

Public Advisory Committee

- standing committee
- reviews forest mgmt. problems

Task Group

- one time committee
- reviews one specific issue

Tokenism -----

- placation
- consultation
- informing

CONSULTATION

Workshops

- extended public meetings
- review of information, detailed definition of issues, problem solving or plan review

Public Meetings

- seeking ideas, airing concerns, communicating plans, proposals and decisions

Written Briefs

- seeks views of organized public interest groups, industry and local government

Nonparticipation

- therapy
- manipulation

Position Papers

- define management alternatives to test public response

Adapted from: Arnstein, 1969 and Fraser, 1981

methods are divided into two parts: consultation methods (position papers, written briefs, public meetings, or workshops), and extended public involvement methods (a task group, a public advisory committee, or a joint planning team). In 1984 the highest level of public participation - the joint planning team - was dropped from the Forest Service's system of public participation because of controversy in its application in areas such as Meares Island, located on the coast of Vancouver Island (B.C.MoF., 1984, chapter 2). The remaining levels of public participation used by the B.C. Ministry of Forests provide a good general description of the levels and methods of public participation used by many agencies today. Of special interest is the weight which Fraser puts on an agency's necessary commitment to its chosen level of public participation. As the method of public participation becomes more complex (greater citizen power) the agency must show greater commitment to support the process and to use the results (Fraser, 1981, p. 109). Raising public expectations and then refusing to deliver on perceived agency commitments results in a loss of public support for agency programs and long term dissatisfaction with the democratic process.

Of the various levels of public participation described above, only citizen power and the now defunct B.C. MoF's joint planning team can be considered a part of the bargaining process model of

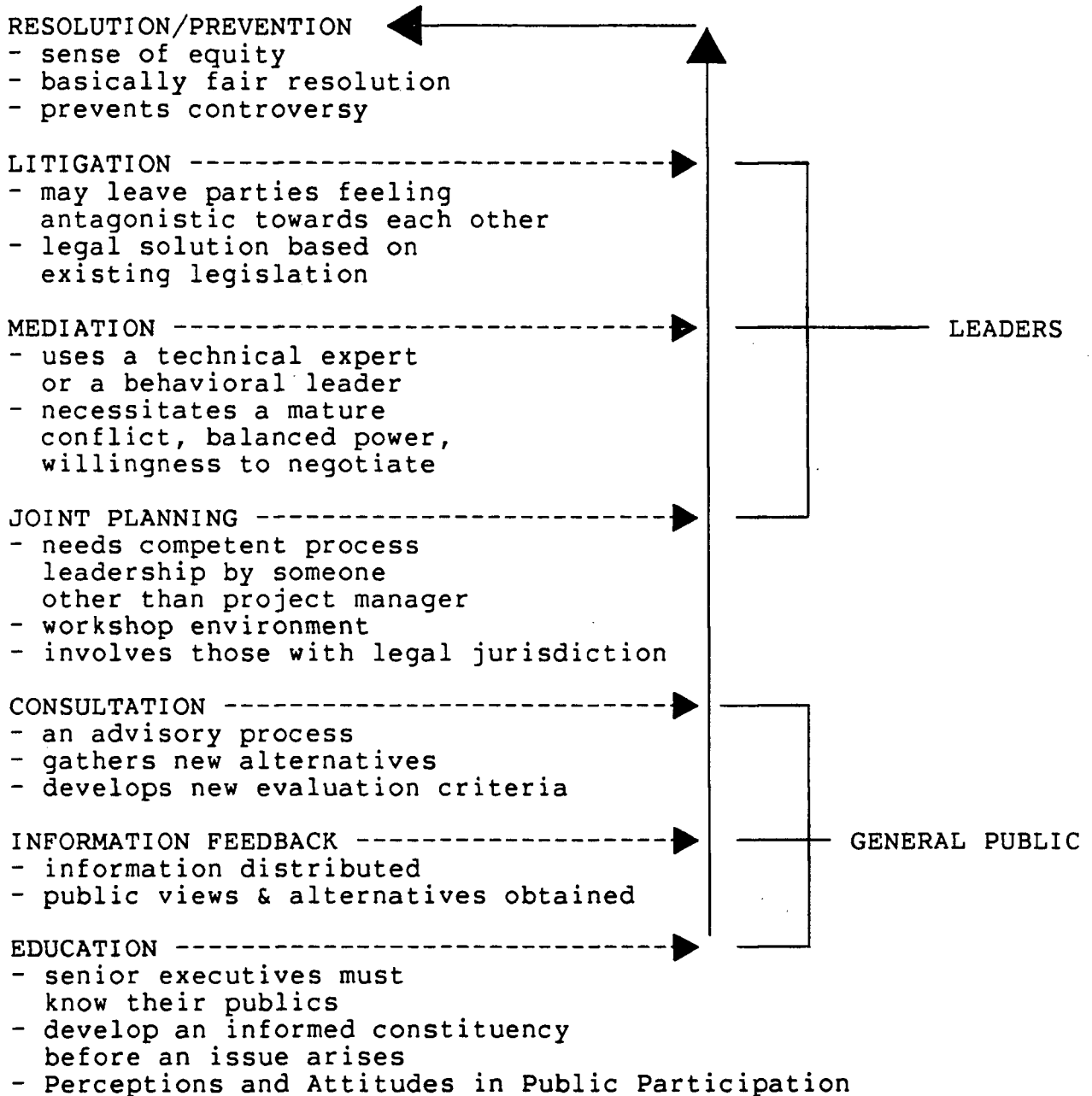
public participation. This is because only at those levels is the public an equal partner in the decision making process.

D. Connor has developed a "New Ladder of Citizen Participation" (Connor, 1986, p.4) which is reproduced in Figure 4. He divides this ladder into seven rungs: three levels of general public participation consisting of education, information feedback and consultation; three levels of leader participation consisting of joint planning, mediation and litigation; and a top level of resolution/prevention. Unlike Arnstein's Ladder which has unconnected levels of public participation and the B.C. MoF's series of methods which are connected but do not necessarily build on each other, Connor's Ladder attempts to bring together methods which can be used separately or build together to form a resolution to controversy.

Connor's New Ladder is basically an Upward Forming Consensus Model of public participation. The public is encouraged to advise elected officials who develop guidelines for executive agency approval. There is an attempt to open the process and bring in other affected agencies at the joint planning level but the general public's role is strictly advisory. Connor has tried to formulate a process which would address the conflict between agencies and inform the public but does not consider it necessary

Figure 4

CONNOR'S NEW LADDER



to include representatives of the public at the decision making level.

The Bargaining Process Model of public participation does not form a part of Connor's Ladder. The bargaining process does occur at the level of joint planning between 'leaders' but without the participation of the general public. Connor's criterion for membership at the joint planning level is "legal jurisdiction over some aspects of the area affected" (Connor, 1986, p. 4). He lists municipal through federal agencies along with project developers as those who would normally hold jurisdiction and therefore be potential participants in a joint planning process. This excludes those people who feel they will be affected by a management plan but who are not direct owners of the resource. It is however, possible that his criteria could be extended to individuals who had a legal interest in an area directly affected by an agency's management development plans. This would include land owners, licence holders and perhaps general resource users. In other words a readily identifiable subset of the general public. With this amendment, one element of Connor's New Ladder could be used as an example of the Bargaining Process Model of public participation.

- Perceptions and Attitudes in Public Participation

Fraser's and Connor's systems of public participation stress the objectives of reaching an effective result and an equitable solution respectively. These are goal oriented systems developed to defuse crisis situations. They recognize the benefits of keeping the public informed on an ongoing basis and developing a constituency of informed publics but not enough emphasis is put on this part of the system. Public perceptions and attitudes towards an agency are developed over time and can have strong effects on the public support for an agency's ongoing activities. By developing proposals in secret and unveiling finished alternative plans for short term public approval, public controversy is almost guaranteed. It has been shown that one of the main benefits to incorporating public participation into early plan formulation is the resultant public commitment to the agency plan (Adie & Thomas, 1982, p. 110; Wolf, 1979, pps. 44-45). Why is it then, that most agencies wish to keep the public at arms length in a strictly advisory position? Most often in these times of economic restraint the extra costs in time and funding for public participation are given as reasons for not developing thorough public participation programs. Past failures of incomplete public participation programs are also used to defend the agency's unwillingness to invite the public into the process at the planning level. Behind these excuses is a general unwillingness

to accept the public as a partner in the decision making process and the reasons for this are more attitudinal than reasonable.

There is a tendency in many managers to cut off lines of communication with the public so that they can 'get on with their work' or reduce public controversy. In many cases this is a blind for the belief that 'experts' have the right to exercise professional judgement unchallenged because they have studied a subject and know more than the general public. Although this is true in technical matters, there are always options and choices to be made which are outside of the strictly technical sphere. These choices are often cultural, based upon personal and professional beliefs as to what is best for society (Duerr, 1982, p. 9). It is necessary for 'professionals' to cast aside their 'expertism' and meet the public on a one-to-one basis so that maximum benefits from communication can take place (Sewell & Phillips, 1979, p. 358).

Managers often claim that they are following policy in these matters and that it is necessary for the public to pressure politicians to make a political decision if they are unhappy about the process of decision making. Policy developed federally or provincially is unable to consider all the different conditions under which it will be applied and therefore it is necessary that there be some leeway for local interpretation and

application. Managers do have this leeway and an amount of flexibility in their program implementation. What is necessary is a fair and equitable process of public participation such that managers are not forced to change their plans for every special interest group yet are seen to respond to the valid concerns of the public that are impacted by management decisions. Without accepting the public as a limited partner in management decisions there can be no development of an effective public participation process and without an effective public participation process there will be continuing negative impacts on management decisions from a dissatisfied public.

- Evaluation of Public Participation Programs

A review of Canadian case studies in public participation (Burton, 1979) sees little in the way of formal evaluation of public participation programs, and in the majority of cases programs were an opportunity for the public to inform and consult, but not to advise and consent (Burton, 1979, p. 18). Without formal evaluation the opportunity to learn from the various public participation experiences is lost. If the public is not allowed to participate directly or indirectly in the decision making process, so that they can see their input as a part of the final decision, a major benefit of public participation - active public support for management plans - can be lost.

The evaluation of any program begins with an analysis of how the programs objectives were met. What is perhaps not so obvious is that overall satisfaction with a program may not occur even if the program's stated objectives were fulfilled. This is because different participants in a program have different expectations for that program and therefore different objectives (Wolf, 1979, p. 45). Each set of participant's objectives and the level of satisfaction that they feel with the program must be identified in order to assess how well the program met its multiple objectives. In this context it might be argued that it would be more efficient to be very clear about the terms of reference of the program so that participants would not have raised expectations in the first place. As if in reply to this argument Wolf states: "if it is not recognized that citizens participate on the assumption that their input will be a contribution to decision making, citizen disillusionment will quickly develop as it becomes clear that this most crucial objective is not properly accommodated" (Wolf, 1979, p. 46).

In searching for a process of public participation evaluation it became clear that those which exist all have major flaws (Sewell & Phillips, 1979). If an evaluation procedure is to be successful it must fulfill the following four needs:

1) The need for independent evaluation.

- an evaluator has to be independent in order to maintain the credibility of all those with different objectives for the program

2) The need for evaluation as an ongoing process.

- this would allow a process to be more successful by being adaptable to the changing needs of its participants during the process

3) The need to broaden the basis for evaluation.

- this could include a range of issues from the cost-effectiveness of a program to what social gains have been achieved

4) The need to resolve legitimate concerns.

- the public needs to know whether its views were considered and how such views influenced the final outcome

(Adapted from: Sewell & Philips, 1979, pps. 356-358)

Connor agrees with the need for evaluation as an ongoing process, and provides a thorough methodology for evaluating a program by the agency concerned (Connor, 1985, p. III-9) but does not address key needs for; an independent evaluation, broadening the basis for evaluation, and resolving legitimate concerns.

Summation

Public participation is a part of the theory of participatory democracy. It can be included in the present system of representative democracy, and result in a stronger, more stable system of government than exists today. The Bargaining Process Model of public participation is preferred to the Upward Forming Consensus Model because it allows the public to express their preferences for the manner of resource use through pressure groups which are authorized to participate in the decision making process. The Upward Forming Consensus Model is effective when there is a developing consensus. When there is no consensus of opinion, the Bargaining Process Model can be used to bring opposing concerns together to achieve a resolution of conflict. Connor's New Ladder, modified to include the public at the joint planning team level, is the most complete and integrated set of public participation methodologies available. This research will look at how effective these models are in practise.

The public needs to be brought into the initial stages of the planning process as a partner equal to 'experts'. Ongoing, independent evaluation of public participation programing is necessary for the realization of an effective process of public participation to develop.

Connor in his 'New Ladder' is quoted in this chapter (p. 22) as stressing the necessity for education, information feedback and consultation with the general public. This will form the first component of my research objective: communication methods used in the public participation program. Sewell & Philips are quoted as (p. 28) emphasizing the need to resolve legitimate concerns of the public. The second component of my research objective will look at public issues over time to see if the park agency knew what they were and were able to resolve them by the end of the public participation program. This chapter also showed the importance of public attitudes and perceptions in the development of public support for an agency's ongoing activities (p. 24). Although support of park management strategies is not always the result of a public participation program, the development of support indicates that the public and the park agency have gone through a process of mutual change of attitudes and perceptions towards each other. The third component of my research objective will look at the attitudes and perceptions of the public and the park agency towards each other.

The challenge is to communicate an agency's objectives and activities to the public and gather public opinion, determine which issues require inputs from the public, and develop positive working relationships with the public. It is this challenge which forms the research base for this paper and which is directly

reflected in these three main components of the broad objective (discussed in Chapter I); park communication methods, park issues, and park agency relationships with the public. The fourth component of the research objective investigates the relationship between these components and the respondent's home distance from the study site to see if there is any variation in survey response over distance.

The next chapter reviews public participation policy in the Canadian Federal Government, Parks Canada and B.C. Provincial Parks. The models of public participation will be compared to existing policy to see which model is used the most in practice. Parks Canada policy will then be compared to their public participation program in the Four Mountain Parks Planning Program.

CHAPTER III

OVERVIEW OF PUBLIC PARTICIPATION

This chapter will look at public participation from a federal perspective in Parks Canada, through a provincial perspective in B.C. Parks, down to the workings of public participation in the planning process for Kalamalka Lake Provincial Park. The findings of a review of public participation programs from across Canada will be summarized. Parks Canada's policies will be reviewed and compared to their workings in practice. B.C. Parks policies on public participation will also be reviewed and a survey of the methods used in their application will be presented.

Public Participation In Canada

The purpose of this section is to develop a general understanding of the Canadian experience in public participation. This is not a comprehensive review of all levels of government and their experiences in public participation. There are too many different agencies with too many different experiences in public participation to be reviewed within the limitations of this research. Nor would the outcome of such a review of agencies with different

mandates and regulations necessarily add substantively to this topic.

At the federal level, the Airports division of Transport Canada, and Parks Canada (detailed in Chapter III) are some of the agencies which have extensive public participation programs, as well as the general Federal Environmental Assessment and Review Process (EARP), which is only applicable to federal projects, programs and activities that might have an adverse effect on the environment. In the EARP process, the Executive Chairman of the Federal Environmental Assessment Review Office appoints a panel of 'experts' to whom the public give their comments and from whom a recommendation is sent to the appropriate ministers for approval (Lang & Armour, 1981, p.19). Although the EARP process has guidelines, the public participation methods used to achieve the desired results are not detailed in the general guidelines.

The Berger Inquiry on the Mackenzie Valley Pipeline is perhaps the most well known commission of inquiry that had direct public input. Public participation may or may not form a large part of these processes depending on the individuals in charge of the process.

The Federal Government's use of the process of public participation will vary depending on the people setting it up and the institutional setting. This is also true at the provincial and

municipal level. Centralist government authority, whether federal or provincial, can and does limit the amount of public participation that an agency is allowed to recruit. Even if an EARP social impact analysis calls for public participation, because it is not defined specifically and may not have government support, little actual public participation may result.

For the purposes of this research the most practical approach to a general understanding of public participation in Canada is a review of individual public participation programs. Thomas Burton reviewed 102 cases of public participation from across Canada. This review provides a basis for gaining a general understanding of public participation in Canada and an excerpt will be quoted here for that purpose.

What conclusions can be drawn from the findings of the study? The Canadian experience has clearly been considerable and has touched almost all regions of the country. The focus of attention appears to have been upon issues relating to general urban planning and development occurring mainly at the neighborhood and community levels. Adversary situations are clearly evident, but the cooperative venture is more prevalent. The principal objective appears to be to collect and/or disseminate information, while the primary technique is the public meeting. There appears to be relatively little concern for formal evaluation of the participatory experience. All of this leads the writer to conclude that, in the large majority of cases, public participation in Canada has been seen as an opportunity

for the public to inform and consult, but not to advise and consent.

(Burton, 1979, p.18)

This review took place eight years ago and no similar review has been published since. The general atmosphere surrounding public participation still seems to be one of information and consultation with limited inroads at the advisory level. For example: the Meares Island Joint Planning Team established by the Ministry of Forests in British Columbia allowed for direct public participation in the decision making process, but their recommendations were taken as advisory and not acted upon (McWilliams, 1985, p. 32). Although the process was supposed to occur at the consent level it was lowered to the advisory level. The people who worked for many months preparing the final report should have been informed why their advice was not part of the final decision. The public were in fact only consulted and that is the level of public participation which actually occurred. The process was in place but the political will to carry it through was absent.

Based on the evidence examined up to this point it would appear that the public has not been able to effectively bridge the 'democratic loop' (referred to in the previous section on The Political Theory of Public Participation), to directly influence the public service bureaucracies. Even in the most direct public participation, such as the Berger Inquiry, a report to government was the final outcome; no decision making took place within the public participation process. This places the Canadian public participation process firmly within the Upward Forming Consensus

Model of Public Participation discussed in Chapter II. The lack of a well defined public participation process in some cases and the political will to support that process in other cases has meant that the public has been kept 'at arms length' from the government programs that are affecting their lives.

Public Participation in Parks Canada

Parks Canada considers the purpose of their EARP impact analysis to be to: "ensure environmental and social implications were considered during the development of each proposal rather than conducting a reactive assessment of proposals" (Parks Canada, 1986(a), p. 77). EARP guidelines do not say how environmental and social implications are to be taken into consideration, whereas Parks Canada's public participation program gives the public a chance to voice their opinion on how well Parks Canada has taken these implications into consideration. Parks Canada has very specific policy guidelines for public participation. Their 1982 Parks Policy states:

Parks Canada will provide opportunities for public participation at national, regional and local levels, in the development of policies and plans.

Parks Canada is committed to the principle of public participation and will encourage it to the fullest extent possible. The ultimate responsibility for policies and plans and their implementation rests with the Minister responsible for Parks Canada.

Public participation presents numerous advantages. It allows people interested in heritage issues to meet and exchange information and points of view. Citizens' ideas and comments can provide valuable input to the policy making and planning process. Public input becomes an integral part of this process and results in better decisions. Through such participation, there can be a better understanding of the objectives of Parks Canada and increased public support essential for heritage protection.

There is no single public participation mechanism suitable to every situation. Therefore opportunities for public participation will be provided in a variety of ways: public information meetings, workshops, questionnaires, interviews, public hearings, seminars, publications, or advisory committees.

(Parks Canada, 1981, p.13)

This policy describes an Upward Forming Consensus model of public participation. Although approaching 'motherhood' statements, this policy places public participation firmly within the planning process as a part of decision making and as such follows closely the ideal application of the Upward Forming Consensus Model. An ongoing example of this policy in action is the Four Mountain Parks Planning Program taking place within the Western Region of Parks Canada. Steve Kun, Parks Canada's Director General of the Western Region stated in a newsletter in regard to this Program that:

In circumstances where decisions are made in the Four Mountain Parks program that are contrary to obtained public opinion, we will explain publicly the reasons for the position that has been taken.

In conducting the public consultation program, every attempt will be made;

- to maintain continued public interest and involvement,
- to solicit comments from a broad range of people including special interest groups, government and commercial interests,
- to clarify the role of public opinion in the planning and decision making process,
- to keep the public informed of the planning program status throughout its duration,
- to provide summaries of all comments, suggestions and opinions received throughout the course of the program, and
- to assume accountability for responding to public comments in the development of the park management plans.

(Parks Canada, 1986 (b), p.7)

This commitment on the part of the Director General seems to dispel all of O'Riordan's (Chapter II) criticisms of the Upward Forming Consensus Model, but the real test is in how these commitments are fulfilled.

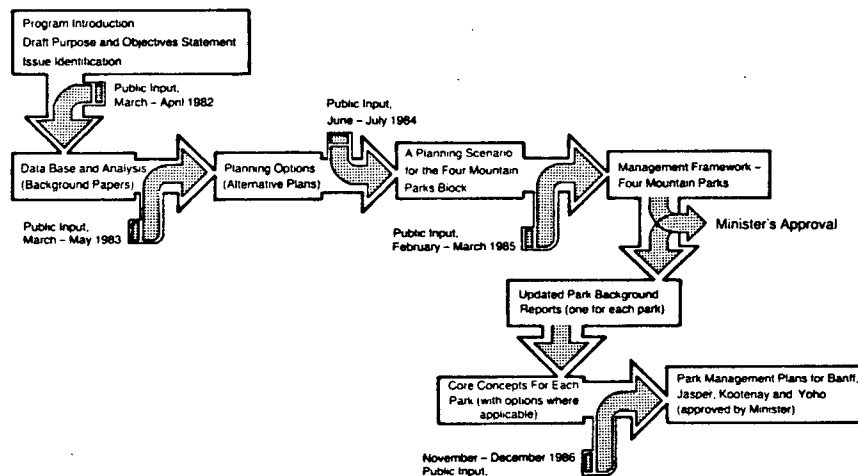
O'Riordan criticised the Upward Forming Consensus Model of Public Participation (Chapter II), for alienating decision makers from the general public. The alienation of decisionmakers, in this case park personnel, can limit the effectiveness of a public participation program. Park personnel can be 'alienated' from the public when they do not see the value of public participation, considering it something that is forced on them by upper levels of the bureaucracy, a waste of money taken from areas where it is

direly needed, and just another blockage that keeps them from carrying out the plans that they have the experience and professional training to do. The Four Mountain Parks Planning Program will be reviewed in terms of public criticisms which were obtained through the program and also in terms of the alienation of parks personnel.

Figure 5 illustrates the timing of public input into the planning process. At the time of this writing Parks Canada had completed the final public input (Nov. - Dec., 1986) on the Four Mountain Parks Planning Program, just before the issuance of the final park management plans. Three major documents were reviewed as the basis for the ensuing commentary. These documents are: Public Response Report, on the 4 Mountain Parks Planning Scenario, 1985; Background Reports and Core Concept Reports, on each of the four parks, 1986. In general, these were clear and thorough information packages. They represent a great deal of work on the part of parks planners and were successful in many ways outside the focus of this critique. Their main failing was that they were not well designed for public use and they did not directly reflect public input. The Public Response Report should have had a general summary section to give an overall feeling for public input. The Background Reports and the Core Concept Reports should have had less data inventory and more synthesis of data discussing where the park management of various areas was going and what it was

hoping to achieve. This point may be open to criticism given that public participation programs have also been objected to because they lead the public with completed plans instead of leaving the options open for the public to suggest their own plans. There is however, a middle ground between raw data and completed plans where the public has something of substance to comment on yet is not presented with completed plans. This would have allowed the public to comment on the objectives of park management strategies. Public comments should have appeared next to the appropriate park management plans in the Core Concept Reports. Any differences between the two should have been explained at the point where they were presented - not left to be included in some auxiliary document to the final management plan as is the park agency's present intention.

Figure 5 The Planning Process



(Parks Canada, 1986 (b), p.4)

Public comments regarding the public participation in planning, contained in the Public Response Report (pps. 104 - 109), were mostly negative. Summarizing these comments it appears that the public perception of the process was that the parks personnel were going to do what they wanted and public participation was just an exercise in public relations. Public participation must not only be implemented, it must be seen to be implemented. In other words the public must be shown where their input has been used and must be given reasons why their input has not been used.

There seems to be an attitudinal problem, both with Parks Canada personnel and the public who were part of the public participation program. Based on conversations with Parks Canada personnel, some park personnel are not committed to implementing an effective public participation program because they don't feel it contributes to the effectiveness of their job and costs money which they see better applied in other areas. The public also develops a negative attitude towards public participation when they commit themselves to a program and then find their input does not seem to produce any results. The present process of public participation needs to be re-evaluated and made more effective both from the agency and the public point of view.

In the Background Report for Banff National Park, section five on Planning Considerations, contained in all the other three park reports, is left out. When questioned at the public meeting in Vancouver, March 9, 1987, park planners responded that there were space limitations and that the public input had taken place too long ago. The Planning Considerations section contained past plans for the park, results of public consultation programs, requirements for interpark coordination, and regional considerations. For public participation to be effective, background information of this type is of paramount importance because the public needs to know the overall direction of planning and past public issues in order to develop an opinion on future planning directions. To omit the planning section from the Background Report on Banff shows a lack of understanding of the purpose of public participation and, since decisions of this sort occur at the management level of an organization, reveals a lack of understanding or agreement with the principles of public participation at the management level.

The parks agency has implemented a public participation process in such a way that the public are kept at arms length, by minimizing their apparent contribution to the decision making process, by not identifying where public input influenced the development of core concepts, and by confusing the public through

distributing information about the parks in an incomplete and unmanageable format.

These criticisms of Parks Canada's Four Mountain Parks Planning Program have focused in on one portion of a massive program. They have been made in isolation from the institutional framework of Parks Canada. The institutional framework may have contributed to the problem by limiting park personnel's ability to change ineffective policies. It is, however, outside the scope of this paper to do a detailed examination of Parks Canada's institutional framework. No matter how additional factors may have led to the development of these problems, the result is a partial failure to achieve the major goal of public participation: "better understanding of the objectives of Parks Canada and increased public support essential for heritage protection" (Parks Canada, 1981, p. 13).

Public Participation in B.C. Provincial Parks

B.C. Parks Policy approves of public participation² in the park master planning process. Approval is based upon the terms of reference that are developed for each park project. Terms of

² B.C. Parks uses the term 'involvement' here but for the sake of consistency 'participation' will continue to be used.

reference must be approved by the Manager of Planning and Research in Victoria or higher. Approval for public participation is obtained based upon an evaluation regarding the need for public participation. Criteria for this evaluation are quoted from B.C. Parks Policy:

This evaluation consists of three major considerations, wherein a "high" ranking for one or more of these factors indicates that some form of public involvement may be advisable:

- (a) strength of public interest in the park among local residents.
- (b) presence and diversity of vested interests in the park (traditional uses, local businesses, co-funding agencies, etc.)
- (c) provincial significance (conservation and recreation) of the park.

(B.C. Parks, 1984)

Since terms of reference are developed at the local level and approved at the provincial level, this process is a part of the Upward Forming Consensus Model of public participation. The policy statement does go on to say that "the terms of reference will consider the degree of decision making flexibility" (B.C. Parks, 1984, p. 2). This could be interpreted to allow a high degree of public participation in the decision making process, and if so result in a short-circuiting of the 'Democratic Loop', referred to in Chapter II. This is however subject to Ministerial approval and its application and/or acceptance when completed is .

very much in question depending upon the alienation of decision-makers from the public (O'Riordan, 1971, p. 102).

A survey was sent out in December of 1986 to the three Regional Managers of B.C. Provincial Parks: Mel Turner of the South Coast Region; Philip Whitfield of the Southern Interior Region; and Mike Murtha of the Northern Region. Each manager was asked to say which parks in his region have had some public participation in their development. They were also asked to indicate the level of public participation that took place. The list of eight levels of public participation used in the survey was taken from the parks policy on public involvement in planning (B.C. Parks, 1984, p. 2) and is reproduced in Table 1.

Managers said that most parks had some level of public participation in their development, most of it consultation with selected individuals and groups. Some managers were unable to find out what specific public participation took place before their appointment so the results are to be considered general rather than comprehensive. Forty-seven parks were named as having been part of a planning process with many parks using a combination of the different levels of public participation. The planning process consisted of one of either a master plan, a system plan, park proposal, park extension proposal or proposed recreation land designation. Table 1 shows the results of this survey.

TABLE 1 - Levels of Public Participation

Level of Public Participation	No. Times Used	
	No.	%
a) Survey of public opinion	6	7
b) Advisory Committee	15	16
c) Consultation with selected individuals and groups	20	22
d) Media information	8	9
e) Open invitation for public input	16	17
f) Public presentations, open houses, displays	11	12
g) Public hearings/meetings	8	9
h) Planning workshops (i) open participation	4	4
(ii) closed participation	4	4
	===	===
TOTALS	92	100

The most often used levels of public participation are: consultation with selected individuals and groups; open invitation for public input; the advisory committee; and public presentations, open houses, and displays.

This agrees with Burton's findings on Canadian public participation programs, presented earlier in this chapter, that most often the public were given an opportunity to inform and consult, but not to advise and consent. The one possible exception is in the use of the Advisory Committee, the workings of which will be looked at in detail in the next chapter.

Summation

This chapter has shown that public participation in Canada at the Federal and Provincial Parks level is a part of the Upward Forming Consensus Model of Public Participation. The public were informed and consulted, but not allowed to advise or consent. In the case of Parks Canada's Four Mountain Parks Planning Process, the importance of distributing clear information to the public and identifying where the public input influenced the final decisions was emphasized.

The methods of transferring information to the public and demonstrating how public opinion was considered in the development of management plans are core components of public participation. They will be investigated further under the 'communication methods' component of the case study.

The next chapter will look at the study setting and the events connected with the public participation program case study, and explain the research methodology.

CHAPTER IV

BACKGROUND MATERIAL AND RESEARCH METHODOLOGY

The purpose of this chapter is to describe the setting of the study site, Kalamalka Lake Provincial Park, and to explain the use of key actor interviews in this research. The initial reasons for choosing Kalamalka Lake Provincial Park to study a public participation program will be explained as a part of the first section on the study setting. The historical background and the political environment will also be described as they play an important role in determining the dynamics of the public participation program. The use of key actor interviews to gather information will be explained as a part of the second section on research design. The results of the pretest of the key actor interview question sheet will be described. The selection process for potential interview participants will also be presented as well as a profile of the final respondents.

Study Setting

Kalamalka Lake Provincial Park is located on the North East shore of Kalamalka Lake and four kilometers South of the City of Vernon in the province of British Columbia. It was chosen as the setting for this explorative study for three reasons: (1) it was the first example of an organized process of public participation within the British Columbia Ministry of Environment and Parks; (2) it was a process which attempted to overcome some controversy; and (3) it was located close enough to Vancouver to allow for travel to and from the research site within a very limited research budget. The rest of this section of the chapter will look at the geographical setting, the historical background and the political environment surrounding the development of Kalamalka Lake Provincial Park.

- Geographical Setting

Steep hills covered by grass and rock outcroppings with some pine forests interspersed with a large network of lakes characterize the area. Low to moderate precipitation, warm to hot summers and mild winters make for a primarily dry and therefore fragile environment. Black soils predominate an area of open grassland with isolated groups of tree growth such as pine trees inland and cottonwoods along the shoreline of Kalamalka Lake. The following

topographical features are quoted from one of the public meeting newsletters.

The lands contained within the proposed park, present a topography rich in its diversity and scenic interest. Most notable is Rattlesnake Point (Turtles Head) which extends for approximately two miles on a southwest-northwest axis and rises inland some 1,100 feet above the level of Kalamalka Lake (elev. 1,284'). Here weathered fragmented rock piles and fissured rock cliffs produce ideal habitat for Pacific Rattlesnake.

The shoreline extends for some 2 miles and consists of 3 distinct bays. Two of these, Lonely (Jade) Bay and Juniper Bay, are on the north west side of Rattlesnake Point. Small pockets of sand are also located along the south shore of the point.

Cosens Bay, with 1,000 feet of sand and pebble beach, provides the longest stretch of undeveloped natural beach on the lake. A small marsh area exists behind the northern half of the beach. The upland rises behind the bay in a series of relatively gentle sloping grassy steps extending inland for about one mile to the eastern boundary.

At the southern extremity of the beach a small stream flows into the lake after tumbling down a waterfall which is often frozen until very late in the spring. This westerly slope is characterized by a profusion of wildflowers in springtime and scattered fir and pine stands.

(B.C. Parks, 1975, p. 3)

- Historical Background

Vernon is the closest city (4 km.) to Kalamalka Lake Provincial Park. Vernon was founded in 1867, because it was a natural distribution point, especially when a railway link to the trans-Canada railway was completed in 1891 (Oram, 1985, p. xi). The

name Kalamalka is a Polynesian word thought to mean lake of many colors, that came from a Sandwich (Hawaiian) islander who was recruited to work for American fur traders at Astoria and later married an Indian woman and settled in this area naming one of his sons Kalamalka (Oram, 1985, p. 5).

The area around Vernon and Kalamalka Lake Provincial Park was originally settled by ranchers. The arrival of the railway in 1892 and the rise in the value of land for resale to settlers meant the end for most of these ranches. Coldstream Ranch was different. Originally called Vernon Ranch it was sold to Lord Aberdeen in 1891, renamed Coldstream Ranch and is a working ranch today though reduced in size (Oram, 1985, p. 12).

In 1893 Arthur Cosens from Sussex England homesteaded in what is now known as Cosens Bay - a part of today's Kalamalka Lake Park. Lord Aberdeen purchased this land from Arthur Cosens in 1902 and it became a part of his Coldstream Ranch holdings (Howie, 1983). The ranch raised cattle and some fruit trees. In 1895 Lord Aberdeen sold small parcels of land from his ranch to British emigrants for fruit farming. In 1893 Lord Aberdeen was appointed Governor General of Canada. Sir James Buchanan bought the ranch from Lord Aberdeen in 1920 (Oram, 1985, p. 13)

Lady Aberdeen was very active in bringing education, nursing and other forms of assistance to new settlers in small communities across Canada. At the Chicago World's Fair in 1893 she was elected president of an International Council of Women and later the first president of a Canadian National Council (Oram, 1985, p. 28). People emigrating from England and wishing to start ranching in the Coldstream area sometimes received training at Coldstream Ranch. Coldstream Ranch provided an educational and social center for people throughout the early development of this area. Small ranches and farms were established around Coldstream Ranch some of which still exist around the present location of Kalamalka Lake Provincial Park. Hunting and naturalist clubs also arose out of the implanted British traditions. Many of the original settlers were British and they have had a strong influence on the social and cultural development of this area.

In 1975 Marathon Realty, the land development subsidiary of Canadian Pacific, proposed a major resort and residential development on what is now Kalamalka Lake Provincial Park (Howie, 1983). An intense public outcry led by the North Okanagan Naturalist Club resulted in the land being purchased from Coldstream Ranch for a provincial park in August of 1975 (Worley, 1984, p. iii).

- Social Context

The public controversy surrounding the development of Kalamalka Lake Provincial Park was polarized between those members of the public who wanted the park developed and those who wanted the park preserved. These two positions were popularly identified by the public as being championed by the Vernon and District Chamber of Commerce and the District of Coldstream for the limited development position (Coldstream, 1983) and the North Okanagan Naturalist Club for the preservation position (N.O.N.C., 1978). Many members of the public formed support groups around the positions promoted by these organizations and made their choices known to the Parks Branch through its public participation program.

The Parks Branch development plan provided four development concepts (concept one had the greatest preservation - concept 4 the most development) from which the public were to choose. A summary of the concerns sheets, letters, briefs and petitions submitted to the Parks Branch before April, 1978 were analysed as to which development concept was preferred. Table 1 shows that the majority of respondents chose either concept one or two (78%). The choice between concepts one and two is harder to judge as the concept with the highest count (concept 2) had only 6%

more of the vote. Because there was no clear consensus for either concept one or two, park development remained controversial.

TABLE 2 - Concepts Chosen by Public

Weighted by # of Individuals
and Number of Choices

	#	%
Concept One	928	36
Concept Two	1073.75	42
Concept Three	77.25	3
Concept Four	467.5	18

(Prescott, 1978, p.12)

The next section of this chapter will look at the activities surrounding the Kalamalka Lake Public Participation Program. The planning of the program by the park agency will be looked at first, followed by a description of the events that occurred in the implementation of the program, with a commentary on the public participation process at the end.

Public Participation

- Development of a public participation program

During August of 1975 the land which is now Kalamalka Lake Provincial Park was purchased from Coldstream Ranch by the British Columbia Government. Mr. T.E. Lee, Director of Parks, made this announcement at a public meeting during which the document A Plan For Kalamalka Lake Park was handed out to the public. In the introduction to this document Mr. Lee said:

Recent years have seen a remarkable growth in public interest in issues surrounding Provincial Parks. In this context, it is logical that opportunities to participate in establishing planning, development and management policies should be extended to interested individuals and groups.

The preparation of a master plan for Kalamalka Lake Provincial Park represents the first comprehensive effort of the Parks Branch to open this type of planning to the public. In doing so, the Branch has chosen not to make assumptions concerning the parks' future uses. It will be guided by the issues, concerns and proposals received through an open planning process.

This document has been prepared to provide you with initial information which will assist you in making planning and management recommendations. I welcome your participation in this planning programme and trust that jointly we will be able to arrive at satisfactory solutions to the development and management of this outstanding addition to the Provincial Park system.

(B.C. Parks, 1975)

Another public meeting took place during November of 1975, and there were a number of small group meetings with community groups and elected officials during December of 1975 to review comments received from the public. A newsletter was sent out in February 1976 summarizing the public review and announcing the completion of technical work on plan alternatives and their evaluations by early April. Another public meeting was held in March of 1976 to review the parks proposal for developing Kalamalka Lake Provincial Park.

In a letter to D.W. Shaw of the Engineering Division of B.C. Parks, J.D. Anderson of the Planning Division reviewed the public participation process described above:

For the past year, Planning Division has been involved in a process of public involvement in planning for Kalamalka Lake Park. To date, the focus has been the conceptual framework of a park plan and broad alternatives for future use and management. The task now is to develop a series of more concrete options for public consideration. This will require establishing the feasibility, planning implications, management considerations, environmental impact and costs of various elements and combinations of elements that constitute a park master plan. Once all the variables have been evaluated by Planning, Management Interpretations and Engineering Staff, alternate development "packages" will be formulated and discussed with the Parks Branch Executive. Each alternative will reflect a distinct use level, degree of sophistication and range of opportunities for recreation, preservation and interpretation. If acceptable, these alternatives will be presented to the public at a meeting later this fall. Following this meeting, a recommended plan for the park will be submitted for the Minister's approval.

...Since all data, criteria and assumptions we will use will be open to close public scrutiny, and since the

credibility of public participation rests on impartiality on the part of the Parks Branch, adequate time must be allotted to this project in order to prepare viable alternatives which can be defended as appropriate, particularly on the basis of cost per user and environmental impact. At the same time, it is expected that at least part of the information collected will be useful for later planning of park facilities and services. Through close liaison between Planning, Management, Engineering and Interpretation Divisions, we are confident that a quality product can be delivered to the public of which we can all be proud.

(Anderson, 1976)

The Planning Division was to develop formal park planning alternatives as described above. These alternatives would then be presented to the public for review. The review process is described by T.E. Lee, Director of the Parks Branch:

Regarding Public Participation -

(a) present alternatives in descriptive form and distribute - four weeks minimum prior to public meeting; included in the material will be a tear-out ballot which would permit individuals to report formally to the proposals - after the public meeting.

(b) public meeting to review the plans; anyone wishing to present a formal brief should provide advanced notice; should specifically request briefs from a number of organizations; individuals would be given four weeks to mail ballots.

(c) Our recommendation would be made to the Minister, based upon our technical and professional skills and the public review; Minister will announce.

(Lee, 1976)

- Chronology of public participation events

An open house and a public meeting were held in January, 1978, to discuss the four alternative park plans that were described in a newsletter mailed out previously to the public. At the public meeting a Concerns Sheet was distributed for the public to complete and return to the Parks Branch. In the concerns sheet the public was asked to state preferences from among the four alternative park concepts presented. This concerns sheet was analysed by Barbara Horton Prescott in a report submitted in April, 1978. The conclusions of this report in regards to the public's choice amongst the four alternative park concepts were:

The preference of concept was asked on the Concerns Sheet and mentioned in many of the letters and briefs. In each case more than 80% of the respondents chose Concept 1 or 2, with Concept 1 preferred by almost half of the submissions...A weighting system was also used whereby choices were weighted according to the number of concepts chosen and number of individuals represented. Again Concepts 1 or 2 were supported by at least half of the individuals represented.

(Prescott, 1978)

The weighting system worked such that if a person chose two concepts each concept would receive 1/2 a point whereas if 2 people together chose one concept it would receive 2 points. These results of the public participation program were passed on to the Minister of Lands, Parks & Housing, W. Brummet, for a decision to be made.

During the beginning of the planning process there was a change in government in B.C. The Socred Government overthrew the N.D.P. government in 1975. Perhaps because of the need to further develop the budgetary requirements of the various ministries, no decision on the development of Kalamalka Park was forthcoming until five years after the results of the public participation program were passed to the Minister in 1978.

The Honorable W. Brummet announced in August 1983, after a great deal of public pressure for moderate development of the park, that an Advisory Committee would be set up to review the findings of the previous planning process. There was an existing park plan developed as a result of the previous planning process but it was considered to be highly controversial - it would satisfy the pro-development groups but stir up more public concern among the pro-preservationist groups (Thompson, 1983, (a)). Brummet's feelings were that there was no unanimity from the local community that major development should occur; one group wanted extensive campground and day-use facilities while another wanted the park kept in a natural state (Noonan, 1983). Because of this controversy it was felt necessary to:

Provide for Vernon community's input to Master Planning process while retaining Parks and Outdoor Recreation Division staff control of actual plan formulation and completion.

(Thompson, 1983, (b))

The Advisory Committee was modeled on the successful Silver Star Committee (another B.C. Parks public participation program) such that members were drawn from the community to represent the whole community and not any particular interest (Thompson, 1983, (b)).

In October of 1983 Brummet presented a park role summary (proposed park plan) to a group of about forty invited Vernon residents. The Vernon and District Chamber of Commerce and the Coldstream council reacted negatively to the proposed activities in the park plan and the way it was announced (Kruger, 1983). Letters to the Editor of the Vernon Daily News during this same period expressed support for Brummet's park plan saying that the low level development was what the public participation program had recommended. From these comments it becomes clear that the level of park development was still controversial.

The Advisory Committee first met in November 1983. Committee membership was drawn from a wide spectrum of the Vernon community yet was able to reach almost unanimous agreement on their recommendations (Worley, 1984, (b)). The minority opinion disagreed about the location of the Twin Bays parking lot, for which a minority report was submitted. In April of 1984 the Advisory Committee submitted their report and it was accepted by the Minister, W. Brummet. This report has functioned as the unofficial masterplan for Kalamalka Lake Provincial Park.

Development of the park began in the fall of 1984 and then was officially opened in June of 1986.

- Comments on the public participation process

The Kalamalka Lake Public Participation Process falls within the Upward Forming Consensus Model of public participation. Although all the public comment was advisory and had to be submitted to the minister for approval, the public worked directly with the park planners (public service bureaucracy) in the region and thereby short-circuited the 'democratic loop' discussed in chapter two. Citizens participated in the election of government officials and also participated in setting guidelines for projects that directly affected them. This success will not necessarily be repeated because the application of all the parts are based on the benevolence of the individual administrator and the concurrence of the minister. If these characteristics are not present, along with an articulate, informed public then the process can still revert back to the expected workings of the 'democratic loop', and result in a dissatisfied, unsupportive public.

The communication of information to the public and the inclusion of their concerns in optional plans was done in an exemplary fashion. Particular important was the presentation of options in

such a way that the public's concerns were highlighted and the effect of these options on their concerns was easily understood. An example is in the public concern for the quantity of use connected with optional plans. The optional plans (Concept 1 - 4) were shown in a graph with the estimated amount of use connected to each option. The public was presented with information in a clear fashion from which they could make a direct decision.

Methodogy

Research was designed to investigate how selected components of public participation affect the development of public support for park management strategies. Interviews were developed to accomplish the broad objective of this research by obtaining information from respondents on four components of the Kalamalka Lake Provincial Park Public Participation Program:

- 1 - communication methods used in this program
- 2 - major park development issues
- 3 - attitudes of the public and park personnel towards each other
- 4 - relationship between the public respondent's home distance from the park and the respondent's survey response

The sample to be analysed was made up of those people who wrote letters, briefs or attended meetings that were a direct part of the public participation program organized by the Parks Branch for Kalamalka Lake Provincial Park.

Information on attitudes and perceptions - which form a major part of this research - is subjective and not easy to quantify. In order to obtain information of this nature a mixture of categorical and open ended questions was used. The interview method of surveying was used to help in clarifying answers and to assist in exploring unexpected avenues of response.

Respondents were identified and interviewed about the sequence of events surrounding the Kalamalka Lake Public Participation Program. This corresponds to the 'focused interview' research approach which analyses the relationships between 'events, communications, attitudes and actions in order to explain behavior' (Backstrom & Hursh-Cesar, 1981, p. 13). The relationships that this approach analyses are the same as the components of the broad objective of this paper. Although it provides only a weak basis for generalizing to other people and events, this research approach is the correct choice for achieving the objective of this research because it allows the researcher to clarify the respondent's attitudes through probing questions.

This research technique is mainly descriptive and the results are limited when attempting to generalize to other public participation programs. The results can, however, be used to improve the process of public participation so that the process itself will not be a part of the problem. The purpose of using focused interviews in this research is to evaluate what did or did not work and why so that the process of public participation can be improved.

- Pretest

Two similar sets of questions were used to outline the interview. One set of questions was made for the public and one set for park agency employees. The question sets used for the pretest were necessarily more general because they were for a different park and also because some questions needed specific details that were to be obtained at a later stage from the Regional Park office.

These two question sets were pretested in the Vancouver area using public and park agency participants in the controversy surrounding the privatization of Cypress Park. The results were positive and changes were implemented to improve the organization of questions for the benefit of the interviewer.

- Selection of Focused Interview Participants

The Kalamalka Lake Public Participation Program had two main parts: the public meetings 1975 - 1978, and the Advisory Committee 1983 - 1984. The Summary of Concerns Sheets, Letters, Briefs and Petitions (Prescott, B.H., 1978, p.12) consisted of 317 submissions which represented 2635 individuals. The Advisory Committee was made up of 12 members. There were 5 Parks Agency employees directly involved in the public participation program.

Of the 2635 signatures in the Summary of Concerns Sheets, Letters, Briefs and Petitions, many were duplicate names and even more had no address listed or had illegible names. There were 67 people whose telephone numbers were available from identifiable names and addresses. This group was made up of 12 Advisory Committee members, 19 letter writers representing only themselves, 22 concern sheet respondents and 14 individuals who wrote letters or briefs each identifying themselves as a member of an interest group.

It was found that personal interviews were too time consuming to set up and be completed within the time frame allowed by the research budget so the telephone was used to complete the majority of the interviews. There were 9 personal interviews and 22 telephone interviews for a total of 31. The 36 people who were

not interviewed consisted of: 11 'no answers', 8 'not available', 5 'moved', 5 'refusals', 3 'repetitions' (same person listed under their own name and as a part of Mr. & Mrs.), 1 'deceased', 1 'on vacation', 1 'parks personnel', and 1 'telephone disconnection'. Of the 11 'no answers', each was telephoned an average of five times between August 11th and September 2nd, 1986. One final attempt was made to contact these people during the week of September 29th - October 3rd.

Of the 5 parks personnel who were potential respondents; 3 were interviewed personally, 1 by telephone, and 1 was not available to be interviewed (Mr. D. Podmore). Interviews took place in Summerland (Sept. 29-30), Kamloops (Nov. 17), and Victoria (Nov. 27).

- Field Activities

Public and park agency participants in the Kalamalka Lake Provincial Park Public Participation Program were interviewed during the late months of 1986 and a summary analysis (see Chapter 5), of these interviews was mailed out to them in January 1987 to inform them of the preliminary findings of the research. Limitations of time, money and resources forced a ceiling on the number of public participants interviewed and increased the number of telephone as opposed to personal interviews. Key actors in the

public participation process were identified and interviewed in order to obtain the views of those most influential in the decision making process. Focused interviews were used as a research technique so that information on the perceptions and attitudes of the public towards the public participation program could be obtained.

Summation

Kalamalka Lake Provincial Park is located on the North East shore of Kalamalka Lake and four kilometers South of the City of Vernon in the province of British Columbia. Steep hills covered by grass and rock outcroppings with some pine forests interspersed with a large network of lakes characterize the area. The name Kalamalka is a Polynesian word thought to mean lake of many colors. Many of the original settlers were British and they have had a strong influence on the social and cultural development of this area. When it was learnt that a major resort and residential development was planned for the land which is now Kalamalka Park, an intense public outcry led by the North Okanagan Naturalist Club resulted in the land being purchased from Coldstream Ranch for a provincial park in August of 1975.

The preparation of a master plan for Kalamalka Lake Provincial Park was to be guided by the issues, concerns and proposals received through an open planning process. Public meetings were organized and public comments received. The public controversy surrounding the development of Kalamalka Lake Provincial Park was polarized between those members of the public who wanted the park developed and those who wanted the park preserved. The Parks Branch formulated four alternative development concepts (concept one had the greatest preservation - concept four the most development) and the public voiced their choice through concerns sheets, letters, briefs and petitions. Concept one or two was preferred by the majority (78%) of the public. After a five year delay an advisory committee was set up (1983) to approve a plan for park development. The next year the Advisory Committee presented their report and park development began. The park was officially opened two years later (1986).

Respondents were identified and interviewed about the sequence of events surrounding the Kalamalka Lake Public Participation Program. The purpose of using focused interviews in this research is to evaluate what did or did not work and why. This technique is used to explain behavior and is a valuable indicator of what might occur in similar situations. There were 9 personal interviews and 22 telephone interviews for a total sample of 31.

CHAPTER V

SURVEY ANALYSIS

The interviews from which this summary was developed were divided into two parts: the first part with the public took place during the month of August, 1986 in and around Vernon, British Columbia; the second part with park personnel took place during the months of September - November, 1986 in Kamloops, Summerland and Victoria. The purpose of this research is to analyse the process whereby park management strategies can be developed with the support of local communities.

This is a summary of the information which was collected during the focused interviews introduced above. A full analysis of the interviews is contained in Appendix III. The summary is presented in two parts reflecting the interviews of the public and of the park personnel.

The interviews of the public were carried out on a sample of 31 people out of a possible 67 direct participants in the public participation program. These names were obtained from the records of the Regional Office of the Ministry of Environment and Parks in Kamloops B.C. The interviews of park personnel were carried

out on a sample of 4 people out of a possible 5 direct participants in the public participation program.

Public representatives of different points of view and members of the Advisory Committee were identified from the sample or added as key actors. Priority was given to interviewing these people in an attempt to weight the interviews towards those most influential in the public participation program.

Focused interviews were used as the best research technique for achieving the purpose of this paper (for more details see the methodology section of Chapter IV).

Summary

- Public Responses

Just under half the respondents were between the ages 55 and 65. In general, respondents were older, retired, well educated with a variable income. Over half used Kalamalka Park for hiking. Most used the park once per month outside the winter months in 1975. Use of the park by these people decreased during the period 1980 to the present. Declining use of the park could be explained by changes in activity patterns as the user grew older, or a change

in the type of park user as development modified the attractions of the park. The two largest groups of public respondents said they were affiliated to a conservation group or had no affiliation to any group. Of all the public participation activities the greatest number of public respondents participated in the public meetings.

Most public respondents said that "no or limited development" was the primary issue in 1975. Even more public respondents said this in 1986.

The majority of public respondents felt that they communicated their interests to park personnel although they stressed the limitations of this communication. Of those respondents who felt they had communicated their interests there was a general feeling of unease and distrust of the process. Having communicated their interests they were unsure how or if their interests were used in the final decision. Some felt that the decision was taken out of local hands by the Hon. Minister (Brummet), while others felt that the decision had more to do with a lack of funds for development than effective communication of public interests.

Comments from those who did not feel their interests were communicated to park personnel criticised park personnel for already having their minds made up, not being available outside

of public meetings and not knowing if their interests were going to be considered in the implementation of park plans. Suggestions for improvements stressed the need for wider communication of the park personnel's park development ideas, a less rigid and more open process and the need for park personnel to be more available outside public meetings.

Most felt they had obtained factual information from park personnel about park issues but emphasized the need for ongoing communication.

Over half the public respondents felt they had participated directly in the development of the park and most of these did so to protect personal vested interests. Just over half the public respondents supported the final decision and of these most did so because they felt the decision would preserve the park in its natural state and limit development. During the first public meetings public respondents felt that the park agency was willing to change its plans to what the public wanted but fewer people feel this way now and there is an increasing feeling that the park agency was going to do what it wanted no matter what the public said.

- Park Agency Responses

Agency respondents were from age 36 to 54 and had spent from 5 to 30 years in the area of Kalamalka Lake Park. Working with the public was a part of each respondent's job description and some felt that public controversy could be defused by making the public more aware of agency activities. Half the agency respondents had some form of training in public participation. Three said that training in public participation should be mandatory for park managers.

Major issues identified by agency respondents changed from 'type of camping' and 'seasonal road closure' in 1975 to 'type of camping' and 'twin bay development' in 1986. All agency respondents felt that the public had been informed of the issues and one commented that it was more important that the public had enough time to absorb and be able to deal with the issues.

The methods used the most by the park agency were the public meetings and the park advisory committees. Three out of four respondents felt that the method they used was successful and none of the respondents would have used a different method such as an on-going newsletter. Three out of four respondents would not have changed the way they worked with the public.

Public meetings were thought to be completely open and flexible, although there was too much attempted for the amount of time allotted. Everyone needed more time to absorb the issues.

The Advisory Committee was what the public wanted. It was a good opportunity for discussion and resulted in the park agency modifying its plans. The final plan was vague with specific implementation plans for general guidelines not covered. There also needed to be increased communication between the local park agency and committee members after the Advisory Report was completed.

Formal park representation to local organizations and the use of an advisory committee both made government more accessible and responsive to local interests. They also increased positive public involvement with the park and park issues. They created a sense of the community working with the government and a feeling of public commitment to the final product.

The agency respondents felt that the Hon. T. Brummet had announced the final park development plan because of reasons surrounding the structure of the B.C. government and the lack of a clear consensus of opinion from the public participation program. They felt that the Advisory Committee's Report was a park master working plan.

The agency respondents' attitude towards the public changed from a feeling that the public was protecting self interests in the public participation program in 1975 to a set of mixed conclusions by three out of four agency respondents in 1986. These mixed conclusions ranged from feeling that the public were concerned about their own interests and park interests, or community interests and park interests, to a feeling that the public went through a process of learning about other points of view and moved towards the middle.

CHAPTER VI

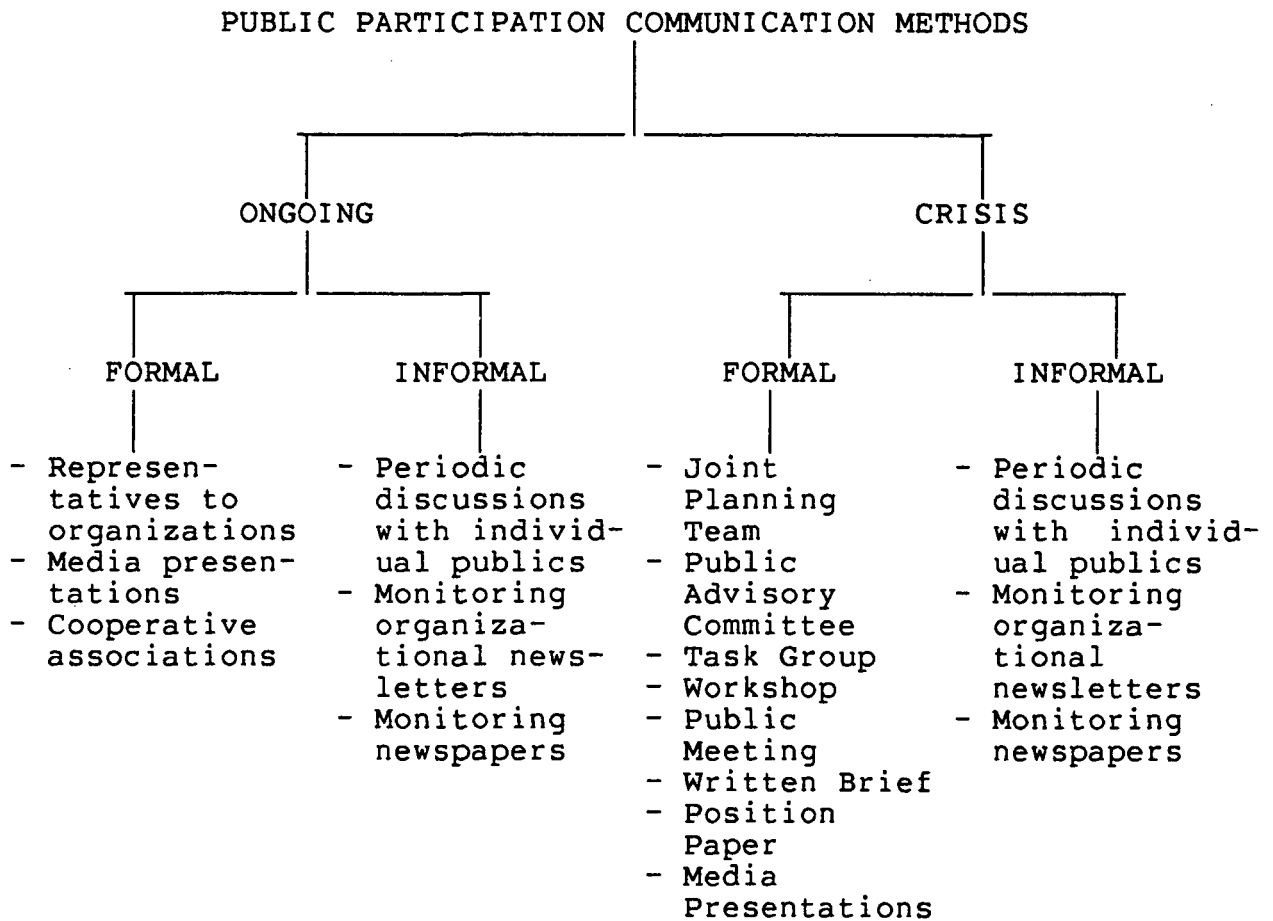
RELATIONSHIPS BETWEEN THE PUBLIC AND THE PARK AGENCY DURING THE KALAMALKA LAKE PUBLIC PARTICIPATION PROGRAM

The statement of purpose section of Chapter I outlined the purpose of this research: to see how selected components of public participation affect the development of public support for park management strategies. The four sections of this chapter discuss the findings of this research using four of the components introduced in Chapter I. These components are: public participation communication methods, public and park agency perception of the issues, attitudes of the public and the park agency, and public respondent home location and survey response.

Public Participation Communication Methods

Public participation communication methods can be roughly divided into those that are ongoing and those that are crisis-oriented as illustrated in Figure 6. An ongoing program exists to maintain information flows between the public and to develop a constituency of informed public that can be relied on for advanced counsel about potential areas of concern. This can exist at a

Figure 6 Public Participation Methods



formal level with such things as representatives to organizations, media presentations or cooperative associations; or at an informal level with periodic discussions with individual publics or monitoring organizational newsletters or newspapers. Crisis-oriented public participation communication methods are those that are designed to solve an existing problem. They can also be divided into formal and informal methods with the

informal methods being the same as those described for ongoing communication. Some of the formal methods of communication are the same as those listed under the BCFS Public Involvement Program in Figure 3, Levels of Public Participation: joint planning team, public advisory committee, task group, workshop, public meeting, written brief, position paper - with the addition of media presentations.

The parks agency did not have any formal communications with the public on an ongoing basis before the Kalamalka Lake Public Participation Program. Although asked by the Advisory Committee to maintain communications with the public, the parks agency did not implement any formal ongoing communications with the public about Kalamalka Lake Provincial Park after the public participation program. In a letter to the Chairman of the Advisory Committee, Ray Worley, dated May 13, 1986, M. E. Goddard, Regional Director of Parks for the Southern Interior Region said that the formal role of the Committee was finished and they would only be called on informally from time to time. This was despite the Committee's terms of reference which clearly stated that:

When the park Master Plan has been completed and approved it is expected that the Committee will meet from time to time to review any proposed amendments and to ensure that the intent of the plan is being followed.

(Worley, 1984(a), p. 38)

Because the Advisory Committee was the only ongoing, formal communication forum that the parks agency had in the Kalamalka

area, disbanding it eliminated formal, ongoing communication between the parks agency and the local public.

During the public participation program, park agency personnel communicated through: the Advisory Committee, public meetings, a special project with the North Okanagan Naturalist Club, formal park representation to organizations, formal letters, informal telephone calls and office meetings, and media appearances.

Although public meetings were used successfully during the public participation process, the comments by the public on communication methods contained in Chapter V point out the need for ongoing communication to assure the public that plans will be implemented in the public interest. About half the public respondents felt that their interests were considered in the Advisory Committee's Report but a third were not sure because they didn't know what the Report contained. About half the public respondents supported the final decision but a third were not sure because they did not know if there was a final decision. The public want to know what the park agency is doing: having ongoing communication helps to develop a context for management decisions so that the public can see how changes to the park fit into existing management plans.

Although the responses by park agency personnel on the process of working with the public contained in Chapter V were in the context of Kalamalka Lake's public participation program, it is interesting to note that none of the agency respondents would have used a different method of working with the public. In particular, parks personnel said there was too much attempted for the time allotted, and everyone needed more time to absorb the issues. Some form of ongoing communication that would build up the public's understanding of park issues seems an appropriate solution to these problems. Another comment by the agency respondents was that the Advisory Committee needed to continue their role as a communication medium between the public and the park agency after the Advisory Committee's report was completed. The letter to Ray Worley from A.E. Goddard, quoted earlier, shows that upper levels of parks management seem to be at odds with parks planners at the regional level about ongoing public participation.

Both the public and parks agency respondents have indicated the need for ongoing, formal communication between the public and the parks agency. This is in direct agreement with the theory of public participation expressed by D. Connor:

Proponents, actual or potential, governmental or corporate, cannot afford to have substantial proportions of their key publics ignorant of their objectives, activities, effects and plans...The key point is to provide people with a sound knowledge base before an issue arises. Once anxiety and hostility reach high

levels, educating those affected becomes almost impossible.

(Connor, 1986, p.3)

If there is agreement at all levels but the upper management for the inclusion of more ongoing, formal communication between the public and the park agency, why is upper management opposed to this change? Perhaps, as is discussed in Chapter II, upper level management sees increased communication with the public as a potential threat to their entrenched lines of authority. This produces a reemergence of all the arguments between proponents of representative democracy and participatory democracy. The Kalamalka Lake Public Participation Program successfully bridged the 'democratic loop' discussed in Chapter II but in order for formal, ongoing communication to take place upper level management must be convinced of the benefits of this change.

Public and Park Agency Perception of the Issues

Concerns Sheets and public meetings were used by the parks agency to obtain the public's preference for different levels of park use. Concerns Sheets also contained a range of issues of concern to the public. These issues were raised by the public on their own or in response to questions contained in the Concerns Sheet. A list of these issues was developed by Barbara Prescott in her

analysis of the Concerns Sheets and other public input (Prescott, 1978, p. 8). These issues are: the level of development at Twin Bays, type of camping facilities that should be provided, level of beach development and parking facilities, hunting, support for seasonal closure of the road, boating access, cabin access, expansion of the park. The survey of public and parks personnel used these issues as a basis for discovering these people's perceptions of the issues.

Three observations of importance resulted from the analysis of the survey. The first was that the public considered one to four issues to be of importance in 1975 and only one or two issues to be of importance in 1986. Parks personnel remained the same, 50 % choosing four issues of importance in 1975 and also in 1986. The second was that both the public and the parks personnel changed issue preferences over time. The third was that both the public and the parks personnel chose issues other than those identified by Prescott in her analysis of public concerns, to be of primary concern to them.

There are two possible interpretations of these results: either the public lost interest in some issues over time, or some issues were resolved by the public participation process and were no longer of importance. The latter seems to be the correct interpretation because those issues identified by the public which had

some decision made on them, such as 'Twin Bay Development', lost public interest, whereas those issues such as 'No/Limited Development of the Park', which were not resolved, have retained public interest.

This issue of the 'No/Limited Development of the Park', identified under the 'Other' category of issues, remained the highest priority of the public. The parks personnel also identified 'No/Limited Development of the Park', as a major issue in 1975 but moved on to other management problems in 1986. This would seem to indicate that the public were not assured that the park agency was going to limit its development of the park whereas the park personnel no longer considered it an issue. If an issue is solved in the eyes of the park personnel, they need to communicate it more effectively to the public or continue to involve the public more in the park's development so that the public can see for themselves that an important issue is being looked after. This also included identifying which issues are of importance to the public.

Attitudes of the Public and the Park Agency

During the first public meetings many (48%) respondents felt that the parks agency was willing to change its plans to what the

public wanted. This decreased over time such that in 1986 fewer (32%) felt this way while more (29% up from 7%) respondents felt that the park agency was going to do what it wanted no matter what the public said and more (23% up from 12%) respondents felt that the park agency was primarily concerned about preserving the parks natural attractions. While the latter shows a change in attitude based on the management decisions of the park agency, the former shows some disillusionment with the process of public participation. The public respondents had developed expectations for the public participation process which they felt were not achieved. One comment by the public was that economic constraints kept development minimal, rather than agency commitment to a specific plan kept development minimal. Lack of a firm decision on a specific park master plan communicated to the public at large - including low level, ongoing public participation - led to public suspicion of the park agency's actions and ability to carry out commitments made to the public.

The park agency respondents' attitude towards the public also changed between the first public meetings and 1987. During the first public meetings most agency respondents felt that the public were protecting their own interests. This changed over time such that the final impression by parks personnel was that the public went through a learning process and came to see other points of view resulting in an increased concern for the preservation of park interests. Park personnel felt that they also

learnt from the public things that they would otherwise have not considered in the park management plan - so that the learning process was mutual. Park personnel also felt that the public participation process made government more accessible and responsive to local interests. This created a sense of the community working with the government and a feeling of public commitment to the final product.

It seems clear that the public participation process helped to increase the positive attitude of both the public and the park personnel towards each other and the management plan. Lack of a clear, publicised master plan undercut the overall success of the public participation program but did move the public a long way towards supporting the park management plan.

Public Respondent Home Location and Survey Response

The relationship between the distance of a public respondent's home from Kalamalka Lake Provincial Park and their survey response was tested. The results showed that there was no significant relationship between distance from the park and survey response. This indicates that either the number of individuals surveyed was not enough to disclose an existing

relationship, the respondents were not far enough apart to obtain distance variations, or that the questions asked by the survey were not related to a respondents location to Kalamalka Lake Provincial Park. The latter reason seems probable, given that the main difference in respondent's answers was based upon their support for more or less development of the park and this was not a question that necessarily changes due to the distance one lives from an area. The main reason for not finding any relationship between distance from the park and survey response was that almost all the respondents lived within seven kilometers of the park. This was not enough distance variability to reveal differences in survey response due to distance.

CHAPTER VII

CONCLUSIONS

The ongoing demand by the public for a role in the decision making process surrounding the development of Kalamalka Lake Provincial Park indicates that the public is pressuring the government to change the process of governing. This pressure for change seems to be directed towards more public input in decisions directly affecting the public and making administrative bureaucrats more accountable for their management decisions.

The Kalamalka Lake Public Participation Program follows the Upward Forming Consensus Model of Public Participation. Information was distributed to the public by the park agency and the public responded by developing guidelines together with park personnel which were then passed on to the Minister for approval.

The Advisory Committee portion of the public participation process worked because it was a close approximation of the Bargaining Process Model of Public Participation in that it was made up of representatives of the main actors in the development conflict and it empowered them to negotiate a final master working plan. It was empowered to do this by the benevolence of

the individual bureaucrats who were in office at the time and is not necessarily repeatable.

The four components that made up the objective of this research are: 1) communication methods used in this program, 2) major park development issues, 3) attitudes of the public and park personnel towards each other, and 4) the relationship between the public respondent's home distance from the park and the respondent's survey response. The conclusions that this research reached in regards to these four components will now be discussed.

The communication methods used in public participation programs can be divided into those that were ongoing and those that were crisis oriented. There was not any ongoing communication with the public that the Kalamalka Lake Public Participation Program could have used as a part of its program. Although it did develop some crisis communication during the public participation program, and despite recommendations from the Advisory Committee to develop ongoing communication with the public, no ongoing public communication was created. The Program was successful in its: distribution of information, operation of public meetings, gathering and analysis of public opinion, use of an advisory committee, and the development of public support. Lack of a timely, recognized master plan, reviewed and monitored by the public, undercut the overall success of the public participation program.

The second component: major park issues, will now be discussed. The issue of the 'No/Limited Development of the Park' remained a high priority issue with the public after the public participation program was completed. The park agency personnel, however, no longer thought this issue was of importance after the public participation program was completed. The perception of the public was that this legitimate concern of theirs was not satisfied. Park agency personnel needed to communicate to the public what had been done to alleviate this public concern.

The Kalamalka Lake Provincial Park Public Participation Program had an established, articulate public who had already developed ideas on how they wanted the park developed. Even so, the issues surrounding the park management plans needed more time to be fully understood by the public and the park agency. This underlines the necessity for an ongoing, low level public participation program in communities surrounding parks so that an informed constituency can be developed. This would result in a more effective public participation program especially in areas unlike Kalamalka Lake where the public is not as well informed or organized.

The third component: attitudes of the public and park personnel towards each other, will now be discussed. The public participation process helped to increase the positive attitude of both the

public and the park personnel towards each other and the management plan. Public participation was seen by both public and park agency respondents as a valuable tool for overcoming controversy and developing public support for park management plans. Respondents also saw the benefit of ongoing public participation to maintain support and head off controversy. Three out of four park agency respondents felt that park managers should be trained in the techniques of public participation.

The fourth component: relationship between the public respondent's home distance from the park and the respondent's survey response, did not produce any discussion. The data gathered did not have enough variation in respondent's distance from the park to produce any differences in the respondent's survey response.

This research has pointed out the necessity for:

- knowing what the public feels about management plans
- communicating to the public an agency's objectives
- pointing out how an agency's management plans are developed to achieve those objectives
- opening the process for the public to participate in finalizing management plans
- and communicating detailed, final plans to the public within a reasonable timeframe

The benefits of an effective public participation program are:

- less controversy
- better overall management plans
- active public support

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APPENDIX I
PUBLIC QUESTIONNAIRE FORM

PUBLIC QUESTIONNAIRE

#

Purpose

To investigate how the public participated in the development of Kalamalka Lake Provincial Park and how the public's attitude towards the park agency was affected by the public participation program.

KALAMALKA PROVINCIAL PARK TIMELINE

1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985
-Land purchased	-Public Meeting		-Councils Endorse Concept 3	-Boat Launch Issue	-Boat Launch Issue Resolved	-Chamber of Commerce pressures Government to begin Development		-Council pressures Gov't. for Concept 3	-Advisory Committee Report submitted	-Park Development Begins
-Public Meetings 1 & 2			-Open House							
-Small Group Meetings			-Public Meeting & Concerns Sheet					-Park Plan and Advisory Committee Announced		
			-Council Petitioned							

WHAT PARK DEVELOPMENT ACTIVITIES DID YOU PARTICIPATE IN FROM 1975 - 1986?

1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985
Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition	Letter Petition
Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting
Committee	Committee	Committee	Committee	Committee	Committee	Committee	Committee	Committee	Committee	Committee

WHICH ISSUES DO YOU FEEL WERE THE MOST IMPORTANT TO YOU AT THIS TIME?

1975	AROUND 1980	1986
KNOW ABOUT	KNOW ABOUT	KNOW ABOUT
RANK	RANK	RANK
1- Twin Bay Development	1- Twin Bay Development	1- Twin Bay Development
2- Type of Camping	2- Type of Camping	2- Type of Camping
3- Beach and Parking Development	3- Beach and Parking Development	3- Beach and Parking Development
4- Hunting	4- Hunting	4- Hunting
5- Seasonal Road Closure	5- Seasonal Road Closure	5- Seasonal Road Closure
6- Boating Access	6- Boating Access	6- Boating Access
7- Cabin Access	7- Cabin Access	7- Cabin Access
8- Park Expansion	8- Park Expansion	8- Park Expansion
9- Other	9- Other	9- Other

Chge
5

- 6- During the first public meetings did you feel in general that the park agency was:
- 1- going to do what it wanted no matter what the public said?
 - 2- willing to change its plans to what the public wanted?
 - 3- primarily concerned about preserving the park's natural attractions?
 - 4- or something else

-
- ___ 23- - Which interests do you feel were considered in the final decision? I
0- DK I
1- community interests I
2- provincial I
3- national I
4- park I
5- other I

- ___ 24- - of the interests that were considered, which did you feel the park I
agency used the most in their final decision? I
1 - 2 - 3 - 4 - 5 I

- ___ 25- - in general, do you NOW feel the park agency was: I
1- going to do what it wanted no matter what the public said? I
2- willing to change its plans to what the public wanted? I
3- primarily concerned about preserving the park's natural attractions? I
4- or something else I

- ___ 26- Do you feel you were able to communicate your interests in the park issues to parks I
to parks personnel at the time? YES/NO/DK I

- ___ 27- - If NO - why do you think that was? I

- ___ 28- - what would have made it easier for you to let your interests I
be known to parks personnel? I

- ___ 29- - If YES - how? I
- do you feel they listened to you? I

- ___ 30- Do you feel you were able to obtain factual information about the issues I
from the park's personnel? YES/NO/DK I

- ___ 31- - If NO - why do you think that was? I

- ___ 32- - would factual information from the park agency lessened the I
controversy? I

- ___ 33- - If YES - how? I

- ___ 34- - how could the communication be improved? I

- ___ 35- Do you feel that you participated directly in the development of the park? YES/NO/DK I

- ___ 36- - If NO - why do you think that was? I

- ___ 37- - what would have allowed you to participate more directly? I

- ___ 38- - If YES - how? I

- ___ 39- - why did you choose to participate in this manner? I

- ___ 40- - how could you have participated more effectively? I

-
- ___ 41- Did you feel your interests were considered in the Advisory Committee's Report? YES/NO/DK
- ___ 42- - If NO why do you think they were not considered?
- ___ 43- Did you support the final decision? YES/NO/DK
- ___ 44- Would you participate again? YES/NO/DK
- ___ 45- - If YES - what would your major reason for participating be?
- ___ 46- - If NO - what would your major reason for not participating be?
-

Please be assured that all information is considered strictly confidential and in no way will any information be traceable to you personally.

- ___ 47- Age -
- ___ 48- Education - 1 - Up to Grade 12
2 - Completed Grade 12
3 - Completed Technical Training
4 - Completed University
5 - Completed Post Graduate
- ___ 49- Income - 1 - less than \$10,000 per year
2 - between \$10,000 and \$19,999 per year
3 - between \$20,000 and \$29,999 per year
4 - between \$30,000 and \$39,999 per year
5 - greater than \$40,000 per year
- ___ 50- Occupation - 1 - Logger
2 - Farmer
3 - Buisnessman
4 - Professional (Doctor, Teacher, Agriculturist, etc.)
5 - Labourer
6 - Retired
7 - Other _____

APPENDIX II
PARK AGENCY QUESTIONNAIRE FORM

11

To investigate how the park agency involved the public in the development of Kalamalka Lake Provincial Park and how the agency's attitude towards the public was affected by the public participation program.

* 1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	*
* -land	-Public		-Councils	-Boat	-Boat	-Chamber of		-Council	-Advisory	-Park	*
* purchased	Meeting		Endorse	Launch	Launch	Commerce		pressures	Committee	Develop-	*
* -Public			Concept 3	Issue	Issue	pressures		Gov't.	Report	ment	*
* Meetings			-Open		Resolved	Government		for	submitted	Begins	*
* 1 & 2			House			to begin		Concept 3			*
* -Small			-Public			Development		-Park			*
* Group			Meeting &					Plan and			*
* Meetings			Concerns					Advisory			*
*			Sheet					Committee			*
*			-Council					Announced			*
*			Petitioned								*

★

[illegible]

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1975		1976	
	KNOW ABOUT		RANK
	1- Twin Bay Development		1- Twin Bay Development
2	2- Type of Camping		2- Type of Camping
	3- Beach and Parking Development		3- Beach and Parking Development
	4- Hunting		4- Hunting
3	5- Seasonal Road Closure		5- Seasonal Road Closure
	6- Boating Access		6- Boating Access
	7- Cabin Access		7- Cabin Access
4	8- Park Expansion		8- Park Expansion
	9- Other		9- Other
Chge			
5			

- 1- protecting their own interests?
- 2- concerned about community interests?
- 3- concerned about preserving park interests?
- 4- or something else

- ___ 7- Do you feel now in general that the public were:
1- protecting their own interests?
2- concerned about community interests?
3- concerned about preserving park interests?
4- or something else _____
- ___ 8- How long have you worked in and around this community and in what capacity?
- ___ 9- Did you feel the public was informed of the issues? YES/NO
- ___ 10- Would the availability of more factual information about park issues
have lessened public controversy? YES/NO
- If NO - why do you think this would not occur?
- If YES - what would be a good method of making information available to the public?
- ___ 11- Which method of working with the public did you use? _____
- 1- media appearances (news letters, interviews, etc.)
2- informally at your office
3- formal written replies
4- formal park representation to local organizations
5- public meetings
6- park advisory committees
7- other
- ___ 12- - do you feel that this method(s) was successful? YES/NO
- - what were its good points/bad points?
GOOD BAD
- - how would you have improved this method's effectiveness?
- ___ 13- - would you have used a different method? 0 1 2 3 4 5 6 7
- ___ 14- - if you could would you change the way you worked with the
public? YES/NO
- If YES - what would you do differently?
- ___ 15- - do you think the things you would do differently
could form general rules that you could apply to
working with the public in general? YES/NO
- ___ 16- Did you learn things about the public's interest in this issue that you
didn't know before? YES/NO

- ___ 17- - did you think the public interest was accomodated into the
 park development plan? YES/NO
- If NO - why do you think this did not occur?
- If YES - how?

- Why was the advisory committee and the park development plan announced by
the Minister - Tony Brummet instead of coming from the local park planners?

- why wasn't the advisory committee's report used to develop
park master plan for Kalamalka Lake Provincial Park?

- ___ 18- - without a master plan park development occurs incrementally,
 is this done to reduce public controversy or simply by default?

19- Did you have any formal training in public participation? YES/NO

- ___ 20- If NO - would it have helped if you had? YES/NO

 - If NO - why not?

 - If YES - how?

- ___ 21- - do you think all parks people who work with the public
 should have training in public participation? YES/NO

 If YES - did you feel this helped you to lessen the public controversy?

- ___ 22- - do you think all parks people who work with the public should
 have training in public participation? YES/NO

___ 23- Is working with the public a formal part of your job description? YES/NO

- ___ 24- - If NO - do you feel you could be more effective in reducing public
 controversy if working with the public was a formal part of
 your job description? YES/NO

 - why?

- ___ 25- - If YES - how much of your time is designated for working with the
 public? 1- 3/4 2- 1/2 3- 1/3 4- 1/4 5- less

- ___ 26- - do you have any way of finding out how the public will feel
 about a park management decision before the decision is put
 into effect? YES/NO

- ___ 27- If YES - does this improve your effectiveness in reducing public controversy? YES/NO

PERSONAL INFORMATION

Please be assured that all information is considered strictly confidential and in no way will any information be traceable to you personally.

— 28- Age -

— 29- Education - 1 - Grade 12 incomplete
2 - Completed Grade 12
3 - Completed Technical Training
4 - Completed University
5 - Completed Post Graduate

APPENDIX III
SURVEY ANALYSIS

PART I - PUBLIC SURVEY

Public Respondent Profile

- Demographic Characteristics

The age of public respondents ranged from 37 to 75 with a heavier weighting towards the older ages. Just under half the respondents were between the ages 55 and 65 (42%).

TABLE 1 Age

MIDDLE OF INTERVAL	N	%	HISTOGRAM
35	2	6	**
40	2	6	**
45	6	19	*****
50	2	6	**
55	4	13	****
60	4	13	****
65	5	16	*****
70	2	6	**
75	4	13	****

The 'Education' table shows that just under half of the public respondents had completed university or post graduate work (42%). The 'Income' table reveals that the respondents were spread fairly evenly across the income scale with 37% earning under \$20,000, 30% earning between \$20,000 and \$29,999, and 33% earning greater than \$30,000 per year. The 'Occupation' table indicates that close to half the respondents were retired (39%) which perhaps explains the number of people earning under \$20,000.

TABLE 2 Education

	N	%
Below Grade 12	5	16
Completed Grade 12	8	26
Completed Technical Training	5	16
Completed University	10	32
Completed Post Graduate	3	10
	===	===
TOTALS	31	100

TABLE 3 Income

	N	%
Less Than \$10,000 / Year	6	20
\$10,000 - \$19,999 / Year	5	17
\$20,000 - \$29,999 / Year	9	30
\$30,000 - \$39,999 / Year	4	13
Greater Than \$40,00 / Year	6	20
	===	===
TOTALS	31	100

TABLE 4 Occupation

	N	%
Logger	1	3
Farmer	1	3
Professional	3	10
Laborer	8	26
Retired	12	39
Other	6	19
	===	===
TOTALS	31	100

A composite picture drawn from the conclusions reached by this respondent profile would describe someone who was older, retired, well educated and having an income anywhere along the scale described. Although this person does not necessarily exist it is helpful to consider the cumulative opinions as representative of this type of person.

- Use Of Kalamalka Lake Provincial Park

Only one respondent had not used Kalamalka Park or the area which became the park in 1975. The rest registered the year of their first use from 1913 to 1976 with the largest number (19%), starting their use in 1965. Over half (52%), began using the park between 1965 and 1976.

TABLE 5 Year of First Use

	No Use	19-	13	30	40	50	52	54	57	58	60	64	65	69	72	74	75	76
N	1		1	1	3	1	1	2	1	1	1	2	6	1	2	3	3	1
%	3		3	3	10	3	3	7	3	3	3	7	19	3	7	10	10	3

Respondents were questioned whether their main activity in the park was one of the five listed in Table 6, or something else, none at all or if they did not know. Hiking was chosen by approximately half the respondents as their main activity in the park. Walking was listed consistently under the 'other' activity category. It was also noticed that the number of respondents using the park is decreasing. Declining use of the park could be explained by: changes in activity patterns as the user grew older, or a change in the type of park user as development modified the attractions of the park.

TABLE 6 Type of Use

Activity	First Use		1975		1980		1986	
	N	%	N	%	N	%	N	%
None	1	3	5	16	9	29	10	32
Don't Know	-	-	-	-	-	-	-	-
Boating	1	3	1	3	1	3	1	3
Hiking	17	55	18	58	15	48	15	48
Horse Riding	-	-	-	-	-	-	-	-
Skiing	1	3	-	-	1	3	-	-
Swimming	6	20	2	7	2	7	2	7
Other	5	16	5	16	3	10	3	10
	===	===	===	===	===	===	===	===
TOTAL	31	100	31	100	31	100	31	100

Table 7 records the frequency that respondents used Kalamalka Lake Provincial Park. The largest number of respondents used the park once per month during the Spring, Summer and Fall. This occurred during the respondents first use of the park and during 1975. Respondents use of the park dropped off during 1980 and 1986 with the resultant increase in the number of respondents not using the park in 1980 and 1986.

TABLE 7 Frequency of Use

Rate	1st Use		1975		1980		1986	
	N	%	N	%	N	%	N	%
Not Used	1	3	6	19	10	32	10	32
Once per Month Winter	2	6	-	-	1	3	-	-
Once per Week Winter	2	6	1	3	-	-	1	3
More Once per Week Winter	-	-	-	-	-	-	-	-
Once per Month Spring/Summer/Fall	11	36	12	39	8	26	8	26
Once per Week Spring/Summer/Fall	7	23	3	10	2	7	3	10
More Once per Month Spring/Summer/Fall	2	6	2	6	2	7	1	3
Once per Month Year Round	3	10	3	10	1	3	1	3
Once per Week Year Round	3	10	4	13	6	19	5	16
More Once per Week Year Round	-	-	-	-	1	3	2	7
	===	===	===	===	===	===	===	===
TOTAL	31	100	31	100	31	100	31	100

- Respondent Affiliation And Group Activities

The largest number of respondents said that they were affiliated with a conservation group (35%), the next largest number had no affiliation (32%), followed by those affiliated with a recreation group (23%), or a business group (10%). Those with no affiliation

TABLE 8 Public Respondent Affiliation

Type of Affiliation		Park Concept Endorsed			Action they Took	
	N	%	C#	N	%	
0- No Affiliation	10	32	-	10	32	-
1- Business Group	3	10	3	3	10	Letter 3 60 Petition 0 Meeting 1 20 Committee 1 20 -- 5 11
2- Conservation Group	11	35	0	1	2	Letter 9 26 Petition 9 26 Meeting 10 29 Committee 7 20 -- 35 78
3- Recreation Group	7	23	0	5	16	Letter 2 40 Petition 0 - Meeting 2 40 Committee 1 20 -- 5 11
	===	===		===	===	===
TOTAL	31	100		31	100	45* 100

* Some respondents chose more than one option per question producing a total greater than the total number of respondents (31).

were not questioned further, but the conservation group mostly favored concept 1 and took action with letters, petitions, meetings and as committee members. Most of the recreation group didn't know what concept their group supported but knew they took action mostly at meetings and with letters. The business group supported concept 3 and most of their action was in the form of letters.

- Individual Public Participation Activities

The largest number of respondents went to all three public meetings and returned the concerns sheet. They did not write letters, sign petitions, nor were they committee members. Of all the public participation activities the greatest number of respondents participated in the public meetings.

TABLE 9 Individual Public Participation Activities

NOTE: The far left hand column headed by 'A', indicates the number of times an activity was engaged in by respondents. The capital 'S' is subtotal, 0 = zero, and the capital 'T' is total.

A	Letters		Petitions		Public Meetings		Committee Memberships		Concerns Sheets	
	N	%	N	%	N	%	N	%	N	%
1	7	23	8	26	7	23	9	29	19	61
2	3	10			6	19			22	7
3	3	10			13	42				
4					2	6				
5	1	2								
	---	---	---	---	---	---	---	---	---	---
S	14	46	8	26	28	91	9	29	21	68
0	17	55	23	74	3	10	22	71	10	32
	===	===	===	===	===	===	===	===	===	===
T	31	100	31	100	31	101	31	100	31	100

- Relationship Between Distance from Park and Survey Response

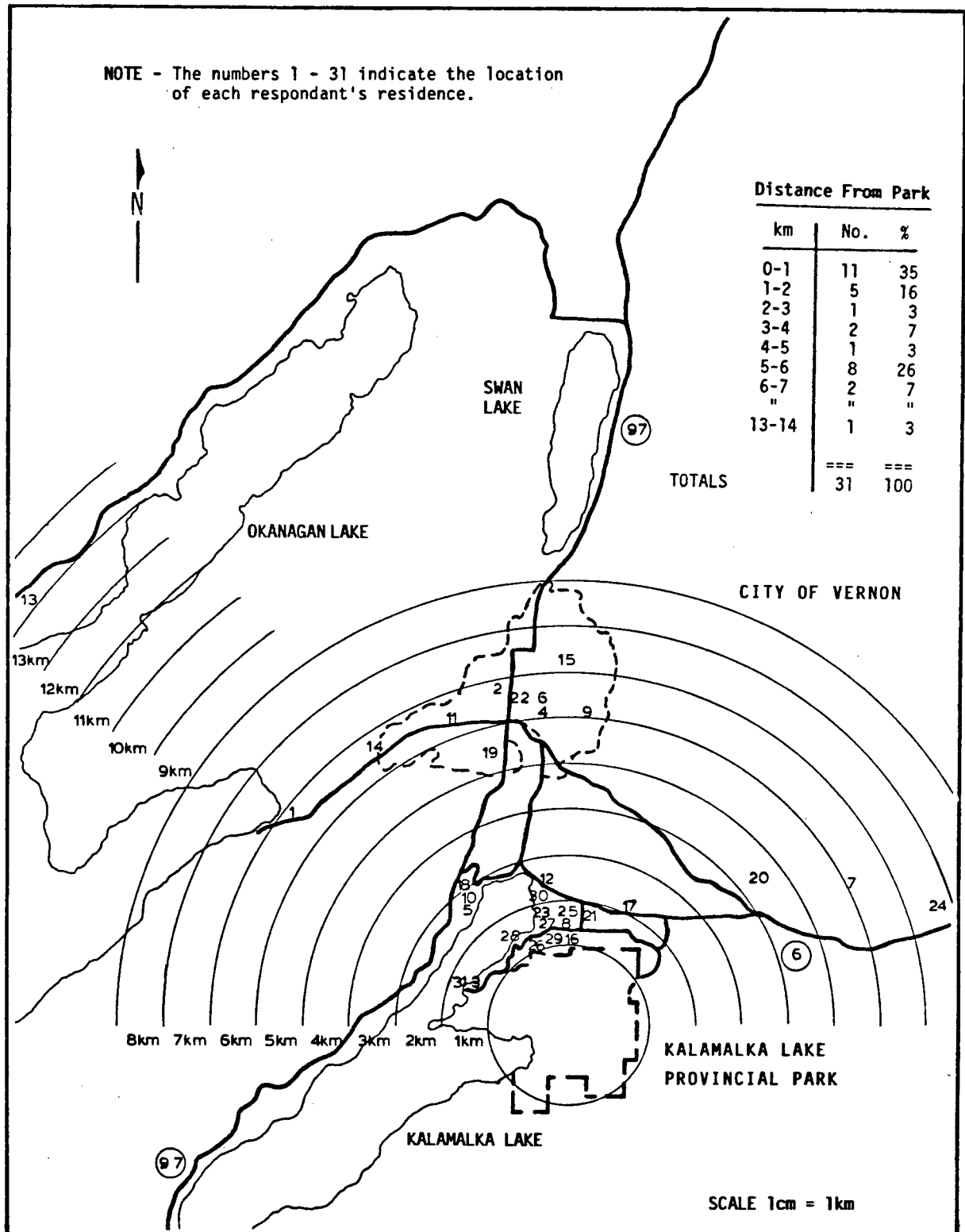
The map in figure 7 shows the distance between individual public respondent's residences and Kalamalka Lake Provincial Park using expanding half-circles each 1 kilometer apart. Two clusters of respondent residences can be observed: one around the Northern edge of Kalamalka Lake Provincial Park and the other within the city limits of Vernon.

There were more people interviewed within the 1 kilometer radius of Kalamalka Park (11), than anywhere else. The next highest grouping (8), was within the 5-6 kilometer radius which runs through the center of Vernon.

Statistical tests were undertaken to determine if there was any relationship between the answers given in the survey and either the distance from the park or the clustering of groups around the park and in Vernon. The small sample size of 31 meant even smaller subcategories and produced results of very limited value. When the subcategories were compared after being normalized for size by converting each to a percentage it was found that there was little difference between the answers in the subcategory and the answers received from the overall sample. The Chi-square test for differences (at the 5% probability level), was also used to determine if there were any relationships between distance/clus-

ters and the answers given in the survey. The test results showed that there was no significant relationship between any of the variables compared. This led to the conclusion that there was not enough distance variability to reveal differences in survey response due to distance.

Figure 1 Public Respondent's Home Distance From Park



Major Issues in the Development of Kalamalka Lake 1975 - 1986

Eight issues were identified (Prescott, 1978, p. 8) as representing the most important issues surrounding the development of Kalamalka Lake Provincial Park. The next set of questions looks at how the respondents ranked these issues into primary, secondary and tertiary importance first in 1975 and then in 1986. Tables 10 - 13 lay these figures out in more detail.

In 1975 over half the respondents (61%) identified between 1 and 4 issues as being of some importance to them. Two identified no primary issues, seven more identified only primary issues, and another twelve primary or secondary but not tertiary issues.

Under half (42%) of the respondents said that some other issue besides the eight identified by the Parks Branch was of primary importance to them. Two issues tied for the most important secondary issue; 'beach and parking development' (23%) and 'no issue identified' (23%). Most respondents (39%) said there was no issue of tertiary importance to them in 1975.

Out of a total of 13 respondents (42%) who did not consider the issues identified by the Parks Branch to be of primary importance in 1975, 10 or 77% commented that they considered no development or limited development to be the issue of primary importance. The

- Issues 1975

TABLE 10 Total Number of Issues Identified per Respondent

										TOTALS
T.N.	0	1	2	3	4	5	6	7	8	
N	2	5	5	4	5	2	3	2	3	31
%	7	16	16	13	16	7	9	7	9	100

TABLE 11 Issues of Primary, Secondary and Tertiary Importance

The Major Issues identified by the Parks Branch	Issues of Primary Importance		Issues of Secondary Importance		Issues of Tertiary Importance	
	N	%	N	%	N	%
1- Twin Bay Development	5	16	3	10	2	7
2- Type of Camping	1	3	5	15	2	7
3- Beach & Parking Devel.	3	10	7	23	3	9
4- Hunting	3	10	2	7	2	7
5- Seasonal Road Closure	2	7	2	7	2	7
6- Boating Access	1	3	1	3	5	15
7- Cabin Access	1	3	3	10	1	3
8- Park Expansion	-	-	-	-	1	3
a- Other Issue	13	42	1	3	1	3
b- No Issue Identified	2	6	7	23	12	39
	===	===	===	===	===	===
TOTALS	31	100	31	100	31	100

remaining 3 respondents considered road access, overloading Coldstream roads and opening up Kalamalka Park for major development to be the issues of primary importance.

It would seem that the issues identified by the parks branch from public submissions (concept sheets, letters, briefs, etc.) were not of primary importance in 1975 to the respondents interviewed. The issue that was of primary importance to respondents in 1975 was no or limited development. It is interpreted from the decline in the number of secondary and tertiary issues identified by respondents that most respondents only had a couple of issues that were of importance to them and they were mostly of a general nature.

In 1986 most respondents identified one or two issues as being of some importance to them. Almost half to near two thirds of the respondents did not consider there to be an issue of secondary importance (42%) or tertiary importance (65%).

Over half (58%) of the respondents said that some other issue besides the eight identified by the Parks Branch was of primary importance to them. Out of a total of 18 respondents (58%) who did not consider the issues identified by the Parks Branch to be of primary importance in 1986, 12 or two thirds commented that they considered no development or limited development to be the

- Issues 1986

TABLE 12 Total Number of Issues Identified per Respondent

T.N.										TOTALS
	0	1	2	3	4	5	6	7	8	
N	3	10	7	4	4	1	1	1	-	31
%	10	32	23	13	13	3	3	3	-	100

TABLE 13 Issues of Primary, Secondary and Tertiary Importance

The Major Issues identified by the Parks Branch	Issues of Primary Importance		Issues of Secondary Importance		Issues of Tertiary Importance	
	N	%	N	%	N	%
1- Twin Bay Development	1	3	1	3	1	3
2- Type of Camping	-	-	7	23	3	10
3- Beach & Parking Deve.	5	16	3	10	3	10
4- Hunting	1	3	1	3	-	-
5- Seasonal Road Closure	1	3	2	6	-	-
6- Boating Access	-	-	1	3	1	3
7- Cabin Access	-	-	3	10	1	3
8- Park Expansion	2	7	-	-	-	-
a- Other Issue	18	58	-	-	2	6
b- No Issue Identified	3	10	13	42	20	65
	===	===	===	===	===	===
TOTALS	31	100	31	100	31	100

issue of primary importance. Of the remaining 6 respondents, 2 thought that opening a road to Cousens Bay was of primary importance while the rest had these individual concerns; road access, no dogs in the Twin Bays, fire in the park and opening up Kalamalka Park for major development.

There was a large increase between 1975 and 1986 in the number of respondents who said there was no issue of secondary (23% - 42%) or tertiary (39% - 65%) importance to them. This could be indicative of a loss of interest in the park development issues over time, or a feeling that the issues that were of importance to the respondents in 1975 were either dealt with or outside their control in 1986.

While over half of the respondents were primarily concerned with no development or limited development, just over three quarters of the general public who submitted their choice of park development concept to the Parks Branch, chose the low or limited development option one or two (Prescott, 1978, p. 12). This could mean that either; the members of the public who participated in the survey were weighted more towards park development than the larger sample of the general public analysed by Prescott, or the Parks Branch analysis did not bring out the real opinions of the public. Being that the amount of people who identified this issue as being of primary importance increased from 42% in 1975 to 58%

in 1986 it seems that this issue was and is of growing concern to the respondents interviewed.

Public Attitude Towards Park Agency

- The Public Interest

- - Communication of Interests to Park Personnel

Table 14 shows that the majority of the respondents (81%) felt that they had communicated their interests in the development of Kalamalka Park to park personnel. Of these people the greatest number (37%), communicated their interests at public meetings; next were those who communicated by letter (23%), and then those who were members of the Advisory Committee (17%).

Comments under this question stressed the limitations of this communication. Of those respondents who felt they had communicated their interests there was a general feeling of unease and distrust of the process. Having communicated their interests they were unsure how or if their interests were used in the final decision. Some felt that the decision was taken out of local hands by the Hon. Minister (Brummet), while others felt that the

TABLE 14 Communicated Interests to Park Personnel

	Yes	No	Do Not Know	TOTALS
N	25	5	1	31
%	81	16	3	100

TABLE 15 If YES how were your interests communicated?

	N	%
1- At public meetings	13	37
2- By letter	8	23
3- As an Advisory Committee member	6	16
4- By personal contact	2	6
5- Via the concerns sheet	2	6
6- To a park official in Victoria	1	3
7- To a Coldstream municipal official	1	3
8- To Derick Thompson (Park Planner)	1	3
9- As one government worker to another	1	3
	===	===
TOTALS	35	100

decision had more to do with a lack of funds for development than effective communication of public interests.

Comments from those who did not feel their interests were communicated to park personnel criticised park personnel for already having their minds made up, not being available outside of public meetings and not knowing if the public's interests were going to be considered in the implementation of park plans. Suggestions for improvements stressed the need for wider communication of the park personnel's park development ideas, a less

rigid and more open process and the need for park personnel to be more available outside public meetings.

- - Interests Considered in Advisory Committee's Report

Table 16 shows that just over half the respondents (52%), felt their interests were considered in the Advisory Committee's Report but this was less than those who felt they had communicated their interests to park personnel (81%). There were many respondents (32%), who did not know if their interests were considered in the Advisory Committee's Report and their reasons for not knowing all surrounded a lack of knowledge of what the Report contained.

TABLE 16 Interests Considered in Advisory Committee Report

	Yes	No	Do Not Know	TOTALS
N	16	5	10	31
%	52	16	32	100

- - Interests Considered in the Final Decision

Table 17 indicates that a large number of respondents (33%), felt that community interests were considered in the final decision. The next largest group felt that something other than the choices presented was considered in the final decision. Over half of

these people said that the park was developed to increase tourism.

Table 18 shows that in answer to the question: which interest was used the most by park personnel in the final decision - respondents gave similar weight to four categories; other (26%, of which 38% identified tourist interests), do not know (23%), community interests (23%), and park interests (20%).

Contrasting Table 17 and Table 18 it appears that many respondents considered community interests and tourism interests to have been considered in the final decision and also ranked them highly as being considered the most in the final decision. The difference between these two tables is in how sure the respondents were that these interests were considered. Only 3 percent of respondents were unsure what interests were considered however 23 percent were unsure what interests were considered the most in the final decision. Almost a third of the respondents were unsure as to how the interests identified were able to affect the final decision.

TABLE 17 Which Interests Were Considered In the Final Decision

	N	%
Community Interests	16	33
Other	15	31
Park Interests	10	21
Provincial Interests	5	10
Do Not Know	2	3
National Interests	1	2
	===	===
TOTALS	49*	100

TABLE 18 Interests Used the Most by the Park Agency in Their Final Decision

	N	%
Other	8	26
Do Not Know	7	23
Community Interests	7	23
Park Interests	6	20
Provincial Interests	3	9
National Interests	-	-
	===	===
TOTALS	31	100

* Some respondents chose more than one option per question producing a total greater than the total number of respondents (31).

- Transfer of Information About Issues

The largest number (27%), of respondents felt that they had obtained factual information about park issues from park personnel. Of these people the largest number (22%), obtained this information in printed form (brochures, booklets and pamphlets), then from meetings (20%), and then from personal contact with park personnel (17%).

Comments received from the public about improving information transfer emphasized the need for keeping the public informed on an ongoing basis about: the results of meetings and questionnaires, how decisions were reached, upcoming development activity, and how plans are going to be implemented.

TABLE 19 Obtained Factual Information About Issues

	Yes	No	Do Not Know	TOTALS
N	27	4	-	31
%	87	13	-	100

TABLE 20 If YES how was this information obtained?

	N	%
1- brochures/booklets/pamphlets	10	22
2- meetings	9	20
3- personal contact	8	17
4- letters	4	9
5- displays	3	7
6- talking to parks personnel	3	7
7- newspaper articles	2	4
8- mailed information	1	2
9- park development models	1	2
10- phone calls	1	2
11- newsletters (N.O.N.C.)	1	2
12- natural history report (N.O.N.C.)	1	2
13- as M.O.E. employee	1	2
14- from Advisory Committee	1	2
	===	===
TOTALS	46*	100

* Some respondents selected more than one option per question producing a total greater than the total number of respondents (31).

- Participation In Park Development

Over half the respondents (58%), felt that they had participated directly in the development of Kalamalka Lake Provincial Park. The largest number of respondents (33%), felt they participated at meetings, then as Advisory Committee members (25%), and then through letters (13%).

Asked why they participated in the manner they did, respondents who felt they participated directly in the development talked about personal vested interests that they felt they had in the park which needed to be protected. They felt that more effective participation could have been affected if: they had more time to go to meetings and be closer to the development; if there had not been such a long time between the final decision and the series of public meetings; and if the Advisory Committee's terms of reference had been broader to allow for examination of alternatives outside the four options presented by the parks branch.

Respondents who did not feel that they participated directly in the development gave these reasons for feeling that way: they were not able to communicate their interests as effectively or with as much force as others; the park agency already had a plan; and meetings and questionnaires were not direct participation.

TABLE 21 Participated Directly in Park Development

	Yes	No	Do Not Know	TOTALS
N	18	13	-	31
%	58	42	-	100

TABLE 22 If YES how did you participate?

	N	%
1- meetings	8	33
2- Advisory Committee member	6	25
3- letters	3	13
4- petition organizer	1	4
5- through N.O.N.C.	1	4
6- as a part of the public	1	4
7- telephone	1	4
8- during the purchase of the park	1	4
9- gave professional advise to Advisory Committee	1	4
10- meetings - mailed in my ideas	1	4
	===	===
TOTALS	24*	100

* These are only those repondents who felt they participated directly in park development, seven respondents answered no.

- Support for the Final Decision

Just over half (52%), of the respondents said they supported the final decision. Of these people the largest number (43%), said they supported the final decision because they felt it would preserve the park in its natural state and limit development, the next largest was 'for personal reasons' (21%), then 'stop camping/commercial development' (11%), and then to 'develop the park' (11%). There were a significant number of people (29%), who did not know if they supported the final decision because they did not know what it was. Of those who did not support the final decision (19%), one gave this reason: because politics interfered

cutting out the work of the public. Asked if they would participate again a large majority (90%), said they would, but one commented: not if it means giving legitimacy to a plan already decided on by the park agency.

TABLE 23 Support Final Decision

	Yes	No	Do Not Know	TOTALS
N	16	6	9	31
%	52	19	29	100

TABLE 24 If YES what would your major reason be?

	N	%
1- preserve park in its natural state and limit development	12	43
2- personal reasons	6	21
3- stop camping / commercial development	3	11
4- develop the park	3	11
5- public duty	2	6
6- buy land now when it is affordable	1	4
7- do not know	1	4
	===	===
TOTALS	28*	100

* Some respondents selected more than one option per question producing a total greater than the total number of respondents who answered 'YES' (16).

- Public Attitude Towards Park Agency

Table 25 shows that the respondent's attitude towards the park agency changed from that at the first public meetings to their feelings in 1987. During the first public meetings just under half of the respondents (48%), felt that the park agency was willing to change its plans to what the public wanted. The next largest number (26%), felt that the park agency was doing something else. This has changed to much less than half (32%), of the respondents feeling that the park agency was willing to change its plans to what the public wanted. The next largest number of respondents (29%), felt that the park agency was going to do what it wanted no matter what the public said.

The public changed their attitude towards the park agency between the first public meetings and 1986. This can be considered a result of the public's perception of a decline in the park agency's responsiveness to public concerns.

TABLE 25 Public Attitude Towards Park Agency

Responses	1975- 1978		1986	
	N	%	N	%
- Do not know what Park Agency was doing.	2	7	1	3
1- Parks Agency was going to do what it wanted no matter what the public said.	2	7	9	29
2- Parks Agency was willing to change its plans to what the public wanted.	15	48	10	32
3- Parks Agency was primarily concerned about preserving the parks natural attractions.	4	12	7	23
4- Parks Agency was doing something else.	8	26	4	13
	===	===	===	===
TOTALS	31	100	31	100

- - Comments

Comments received under category # 4- Parks Agency was doing something else.

During the First Public Meetings

- the parks agency was going to develop Kalamalka Lake Park
- Tony Brummet was going to do what he wanted
- the parks agency was greatly influenced by the naturalist majority at the public meetings
- the parks agency was swayed by the Vernon Chamber of Commerce

- the parks agency was co-operating with other government agencies
- the parks agency put much too narrow a set of guidelines around concepts 1-3

1986

- somewhere between the park agency doing what it wanted and listening to the public
- somewhere between the park agency doing what it wanted and preserving the parks natural attractions
- parks agency was trying to please too many people
- economic constraints kept development minimal not agency commitment to a specific development plan

PART II - AGENCY SURVEY

Profile of Park Agency Respondents

- Demographic Characteristics

Park agency respondent's age ranged from 36 to 54. Their education varied from high school to post graduate education, and they had spent from 5 to 30 years in the Okanagan Region.

- Working With the Public

All respondents said that working with the public was a part of their job description. Some commented that park personnel needed time to make the public more aware of the agency's activities and by so doing public controversy could be defused. One felt that less than one quarter of his time was designated for working with the public, two felt that one quarter of their time was designated, and one felt that as much time as possible was designated. Comments were that it needed to be an informal designation and that as much time as possible should be spent with the public. Three out of four felt they could find out how the public felt about an issue before a decision was implemented. They said this

was possible through public involvement, surveys and personal contacts.

- Public Participation Training

Two respondents said they had training in some form of public participation; of the two who didn't have training one thought he could have helped lessen public controversy with public participation training but commented that the government does not include public participation as a part of staff training. The respondent who did not think training would have helped commented that he considered his job was to give technical advise and this did not necessitate working with the public. Three out of the four respondents thought that training in public participation should be mandatory for park managers.

- Public Participation Activities

Respondents varied in their involvement with public participation activities. Most participated in public meetings and on committees as well as replying to letters. One was involved in a petition and one had a special project with the public writing a guidebook for Kalamalka Park.

Major Issues in the Development of Kalamalka Lake Park

Issues identified by agency personnel as being of primary importance changed from 1975 to 1986. Agency respondents identified 'type of camping', 'seasonal road closure' and 'other' issues to be of primary importance in 1975. Under the 'other' category 'keeping the park natural', and 'defining the role of the park' were listed. In 1986 'type of camping' was again identified then 'twin bay development' and two other issues under the 'other' category. Under the 'other' category 'marketing, promotion and interpretation of the park' and 'fire and grazing management' were listed as being of primary importance.

All agency personnel felt that the public had been informed of the issues. One felt that more information about park issues through the media especially, would have lessened public controversy, the other three did not. Those three commented that the agency gave out all the information it had and one said that the crucial element was not the amount of information but the amount of time the public had to absorb and be able to deal with issues.

TABLE 26 Issues of Primary Importance 1975 - 1986

The Major Issues that were identified by the Advisory Committee	1975 Issues of Primary Importance	1986 Issues of Primary Importance
	N	N
0- No Issue Identified	-	-
1- Twin Bay Development	-	1
2- Type of Camping	1	1
3- Beach and Parking Development	-	-
4- Hunting	-	-
5- Seasonal Road Closure	1	-
6- Boating Access	-	-
7- Cabin Access	-	-
8- Park Expansion	-	-
9- Other	2	2
	===	===
TOTALS	4	4

- - Comments

Comments Under The 'Other' Category

1975

- keep the park natural
- what is the Role of the park

1986

- marketing, promotion and interpretation of park
- fire and grazing management

Process of Working with the Public

- Methods Used

Of the list of methods presented below, all agency respondents were involved with each method at one time or another. The methods used the most were the public meetings and the park advisory committees, while one respondent had a special project writing a guidebook for Kalamalka Park. Three out of four respondents felt that the method they used was successful and none of the respondents would have used a different method such as an on-going newsletter. Three out of four respondents would not have changed the way they worked with the public.

TABLE 27 Which Method did You Use the Most

N	
-	- media appearances (news letters, interviews, etc.)
-	- informally at your office
-	- formal written replies
-	- formal park representation to local organizations
1	- public meetings
2	- park advisory committees
1	- special project

- - Comments

Public meetings were thought to be completely open and flexible, although there was too much attempted for the amount of time

alloted. Everyone needed more time to absorb the issues.

The Advisory Committee was what the public wanted. It was a good opportunity for discussion and resulted in the park agency modifying its plans. The members of the committee did lack technical expertise which made developing a working plan difficult. The final plan was vague with specific implementation plans for general guidelines not covered. There also needed to be increased communication between the local park agency and committee members after the Advisory Report was completed.

Formal park representation to local organizations and the use of an advisory committee both made government more accessible and responsive to local interests. They also increased positive public involvement with the park and park issues. They created a sense of the community working with the government and a feeling of public commitment to the final product. There was a risk of increasing negative public pressure in the short term but this was weighed off against the positive aspects of confronting the opposition and making a clear decision. There is a possibility that these two public participation methods could have been improved by increased funding and more structure.

- Public Interest

Three out of four respondents learned things about the public interest from the public participation program that they were not aware of previously. All four respondents felt that the public interest was accommodated into the park development plan.

- Product of the Public Participation Process

The public participation process that began with a series of public meetings, and after a pause of six years established an Advisory Committee, was capped by a ministerial announcement of future park plans. Comments from agency personnel indicated that the Minister responsible for parks, Hon. T. Brummet, made the announcement instead of the local park planners for five reasons:

- 1 - local park planners couldn't say when the park would be developed so the Minister was brought in to shoulder that decision
- 2 - public participation didn't produce a final decision so the Minister was brought in to expedite matters
- 3 - to lend a very strong government commitment to the process at the highest level
- 4 - local planners were involved in making technical announcements

5 - the Minister normally announces the results of all master planning processes

Asked what the role of the Advisory Committee's Report was in the development of a Master Plan for Kalamalka Lake Provincial Park respondents felt that the Advisory Committee's Report was an approved, working master plan and a formal master plan was not completed because of limitations of time and people to do the work.

Park Personnel's Attitude Towards the Public

There was a change in the park personnel's attitude towards the public from 1975 to 1986. Initially three out of four respondents felt that the public were protecting their own interests in the public participation program. This changed to a set of mixed conclusions by three out of four park's personnel. This ranged from feeling that the public were concerned about their own interests and park interests, or community interests and park interests, to a feeling that the public went through a process of learning about other points of view and moved towards the middle.

TABLE 28 Park Personnel's Attitude Towards the Public

Responses	First Meetings	1986
	N	N
1- Public was protecting their own interests.	3	-
2- Public was concerned about community interests.	-	1
3- Public was concerned about preserving park interests.	-	-
4- Public was concerned about something else.	1	3

- Comments

Comments received under category # 4- Public was concerned about something else.

During the First Public Meetings

- factions fell into two camps; concern about their own interests and concern about preserving park interests

1986

- a combination of (1 & 3), concern for their own interests and concern for preserving park interests
- a combination of (2 & 3), concern for community interests and concern for preserving park interests
- through the public participation process, people come to see other points of view - move towards the middle